



# Philadelphia Police Department

Police Commissioner  
Charles H. Ramsey

# Crime Fighting Strategy

Presented to Mayor Michael A. Nutter

The Honorable Michael A. Nutter  
Mayor's Office  
City Hall – Room 215  
Philadelphia Pa 19107

January 30, 2008

Dear Mayor Nutter:

It is with great pleasure that I present to you the Philadelphia Police Department's Crime Fighting Strategy. This strategy is designed to reach your goal of reducing homicides by thirty to fifty percent over the next three to five years. I believe we can reach this ambitious goal and the other goals I set for this Department. We will work tirelessly to achieve success.

This is a holistic document addressing the key elements of organizational and operational change. I have taken this opportunity to revise the Department's mission statement to reflect our core work of fighting and preventing crime. In addition, I believe that an organization driven by core values and guiding principles will be much more effective than one guided solely by rules and regulations.

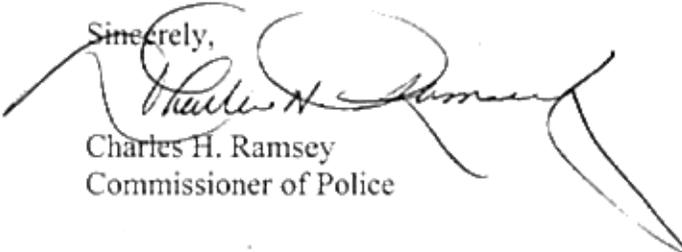
The Philadelphia Police Department will employ a diverse and effective set of crime fighting strategies to accomplish our mission. The strategies are based on the guiding principles and our understanding of the nature and extent of crime in Philadelphia and on the needs and aspirations of the community, as expressed in a series of town hall meetings I held throughout the City since you charged me with developing this strategy. I am holding a department-wide meeting on January 30<sup>th</sup> to reveal the elements of this strategy to the members of the police department.

This is a living document and will be updated quarterly, reporting on progress and identifying next steps. Finally, in accordance with the Department's community policing philosophy, district commanding officers will work with their own members and with members of the community to create a district specific crime fighting plan to address the priorities in their districts.

Finally, you directed me to review the Philadelphia's Police Department deadly force policy. I have done so and it is attached as an Appendix to this report.

I look forward to discussing this crime fighting strategy with you. Most of all, I look forward to working with you and every city agency to achieve our overriding goal of making Philadelphia a much safer city.

Sincerely,

  
Charles H. Ramsey  
Commissioner of Police

# **PHILADELPHIA POLICE DEPARTMENT'S CRIME FIGHTING STRATEGY**

This document puts forth the Philadelphia Police Department's mission, accountability, commitment, core values, guiding principles, performance goals, and strategies to reduce violent crime and improve the quality of life of our citizens. Our mission, core values and guiding principles will guide our work and not change. Ultimately, we will be judged not just on the reduction of crime but also on how well we individually and collectively hold to these values and principles. The strategies outlined here are just first steps, and we will monitor our success, crime trends, and the changing environment and make necessary adjustments to our strategies. We will meet our goals and make Philadelphia a safer city.

## **MISSION**

The mission of the Philadelphia Police Department is to fight crime and the fear of crime, including terrorism, by working with our partners to enforce the laws, apprehend offenders, prevent crime from occurring, and improve the quality of life for all Philadelphians.

## **ACCOUNTABILITY**

Accountability underpins the work of every member of the Philadelphia Police Department – from the Commissioner and his Command Staff to the police officer on the street and all civilian employees. Members are answerable, simultaneously, to themselves, to their co-workers, and to the community they serve. Every day each of us must be able to answer the simple question, “What have I done today to fight crime and improve the quality of life of our citizens?” Our answers will necessarily be different, depending on our roles and responsibilities within the organization. But everyone, every day, is responsible for advancing the mission of this police department. Working together, and holding ourselves and one another accountable for fighting and preventing crime, we will make Philadelphia a much safer city for all.

## **VALUES**

Our core values form the framework for all of our work. These values are not new to the men and women of the Philadelphia Police Department, but during this transition it is important and appropriate that I re-state them. The core values on which we stand that are emblazoned on the uniform of every officer of the Philadelphia Police Department are:

**Honor.** It is a privilege to serve as a member of the law enforcement community and especially as a member of Philadelphia Police Department. Each day when you pin on your badge, remember those who went before you and the sacrifices made in the name of this badge. Treat your badge with honor, respect, and pride. Do nothing that will tarnish your badge, for one day you will pass it to another Philadelphia Police officer to honor and respect.

**Service.** Service with honor means providing police service respectfully and recognizing the dignity of every person. We can demand that others respect and honor our work only when we respect them and their rights. We are in the business of providing police service with the highest degree of professionalism. Every day we come into contact with crime victims, residents afraid to enjoy their neighborhoods, and young people scared to stand up and do the right thing. Our job is to help them and to do so with courtesy and compassion.

**Integrity.** Integrity is the bedrock of policing and the foundation for building a successful relationship with our partners. Integrity means reflecting our values through our actions. It is not enough to espouse honor, service and integrity. Each of us must live these values in our professional and personal lives. We do this by being honest in our dealings and abiding by the laws and respecting the civil rights of all. Serving with integrity builds trust between the community and the police.

## **GUIDING PRINCIPLES**

The Philadelphia Police Department will employ effective crime fighting strategies to accomplish our mission. Community policing is the philosophy of the Philadelphia Police Department. This means working with and through the community to achieve our shared goal of a safer city. Priorities and crime fighting tactics will vary by neighborhood and will be built in collaboration with neighborhood residents, businesses, and public agencies. We will work together to address neighborhood crime and disorder problems where all partners are accountable for taking action. Community policing means that police officers and residents will get to know each other and come to trust and rely on one another.

The community policing philosophy is our orientation, and the guiding principles are the doctrine that will guide our work. It is the promise of how we will reduce disorder and fight and prevent crime. As demonstrated below and in the following result map, Figure 1, the guiding principles help focus our crime fighting strategy.

### **A. Intelligent Policing.**

Our strategies, tactics and allocation of resources will be guided by information, intelligence, and nationally recognized best police practices. We will use accurate, current statistical data, along with

human intelligence. We will develop innovative strategies to combat crime and disorder. We will constantly monitor the success of these strategies against ever changing trends and patterns. Adjustments will be fluid and immediate when necessary.

**B. Collaboration.**

Fighting crime and disorder is not just the job of the police. It is the job of everyone. All stakeholders in Philadelphia must come and work together on both a citywide and neighborhood level to combat these problems. We are all accountable. Thus, the Philadelphia Police Department will aggressively seek to establish and re-establish real, working partnerships with our communities, the public and private institutions, and other, city, state and federal agencies to set goals and to implement strategies. Only as a true collaborative team, with real accountability, will we achieve our common goal of a safer Philadelphia.

**C. Prevention.**

Fighting crime and disorder alone will not make the citizens of Philadelphia feel safe in their homes and on the streets. Thus, the Philadelphia Police Department will dedicate resources to prevent crime and disorder from occurring in the first place. But prevention is also the work of families, schools, the clergy, the courts, public and private social service agencies and the business community. Knowing this, the Philadelphia Police Department will share, as appropriate, its information and expertise with these entities so that everyone will know how to better prevent crime and disorder from even occurring. As a result, all residents of Philadelphia can be focused on the same goal, and we can begin to ensure a better future for all Philadelphians.

**D. Continuous Improvement in Operations and Administration.**

The organization and its policies and procedures must be constantly reviewed and refined to ensure that internal activities are efficiently and effectively driving toward mission accomplishment. This means that we must look for best practices and adapt them to our situation, that we eliminate or reduce bureaucracy where feasible, that members are trained in current policies, procedures and operations, that equipment and facilities are in optimal condition, that technology is appropriately applied to solving problems and improving operations, and that people are assigned to functions that best fit their talents, skills, and knowledge.

# Principles and Strategies to Make Philadelphia a Safer City

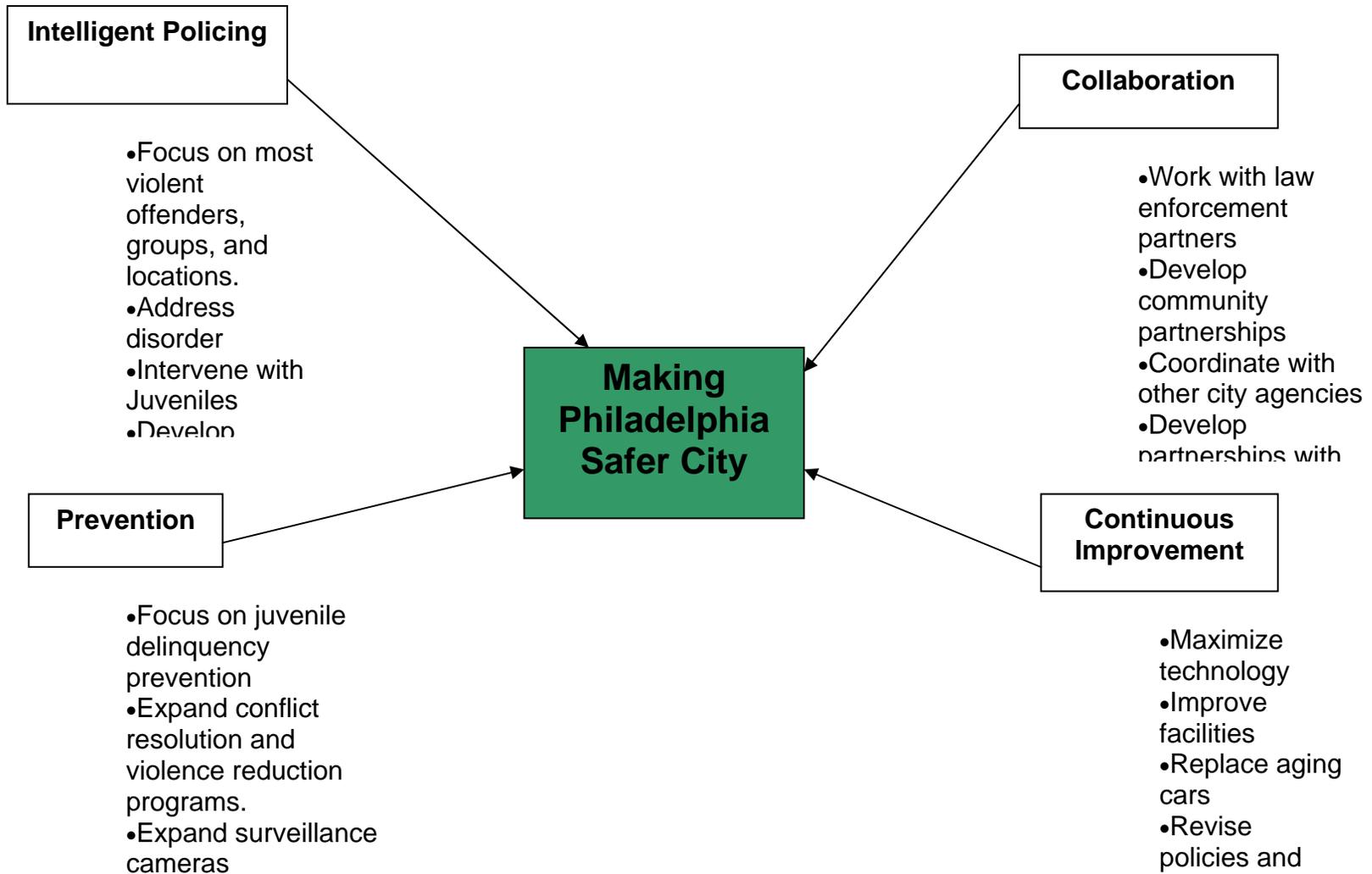


Figure 1: Result Map

We live in an ever changing world. As a result, the specific tactics and actions of our crime fighting strategy will change over time, as crime changes and progress is made. However, our mission, core values and guiding principles will not change. Ultimately, we will be judged not just on the reduction of crime but also on how well we individually and collectively fulfill our mission while being true to these values and principles. I am convinced that the two go hand-in-hand: by vigorously and passionately adhering to our core values and guiding principles, we will fulfill our mission by having a dramatic and positive impact on crime and disorder in our city.

My promise, as the Police Commissioner, is to hold myself and every member of the Philadelphia Police Department to these core values and guiding principles. I will work every day to provide the resources, support, and leadership to the men and women of this great police department so that together we can fulfill our solemn oath to the people of Philadelphia.

## **PERFORMANCE GOALS.**

This crime fighting strategy is intended to achieve Mayor Nutter's goal of reducing homicides by thirty to fifty percent over the next three to five years. It is time for this department to set bold and aggressive goals in reducing crime and apply the necessary resources to achieve those goals. Consistent with that by the end of calendar year 2008 we will:

- Reduce homicides by twenty-five percent (25%)
- Decrease the number of shooting victims by twenty percent (20%)
- Reduce Part I violent crimes by twenty percent (20%)
- In 2007, there were 5,386 guns taken off the street. We will increase that number by five percent (5%).
- Increase the homicide clearance rate to sixty-five percent (65%)
- Increase the clearance rate for all other violent crimes by five percent (5%)
- Significantly reduce the backlog of 6,000 pieces of ballistic evidence waiting testing.
- Significantly reduce the backlog of outstanding warrants.

## **CRIME FIGHTING STRATEGY**

### **Nature and Extent of Crime in Philadelphia.**

Figures 2, 3, and 4 illustrate the most recent trends of Part I crimes, violent crimes, and murder victims from 2003 through 2007. Part I crimes include homicide, rape, robbery, aggravated assault, burglary, theft, and auto theft. Violent crimes represent murder, shootings, aggravated assaults and robberies. The charts show that these crimes peaked in 2006, with numbers declining to

levels of previous years in 2007. The number of murders in 2007 was below the level for 2006 but still remained above the levels of prior years. Driving Part I crimes, violent crimes, and murder below the 2007 levels also means taking them below 2003 and 2004 levels.

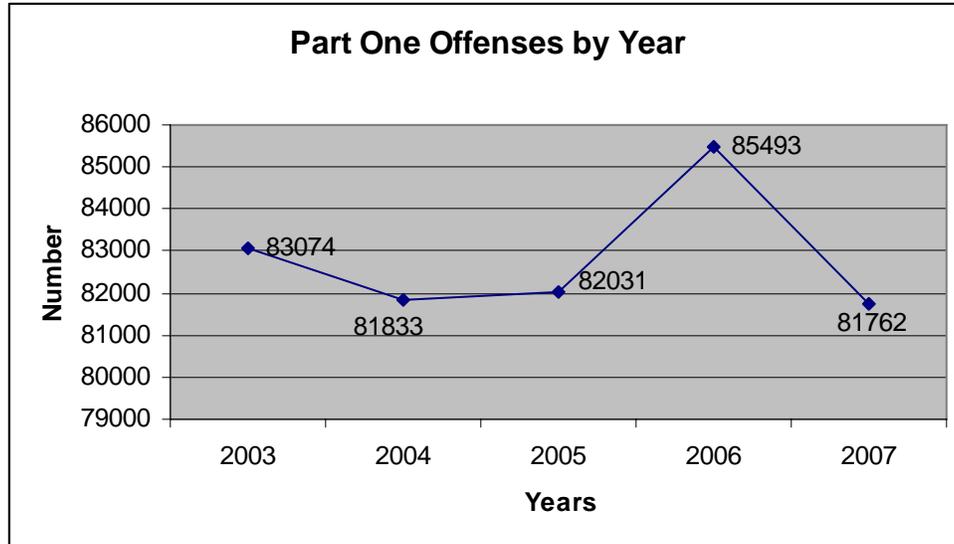


Figure 2: Part One Offenses by Year

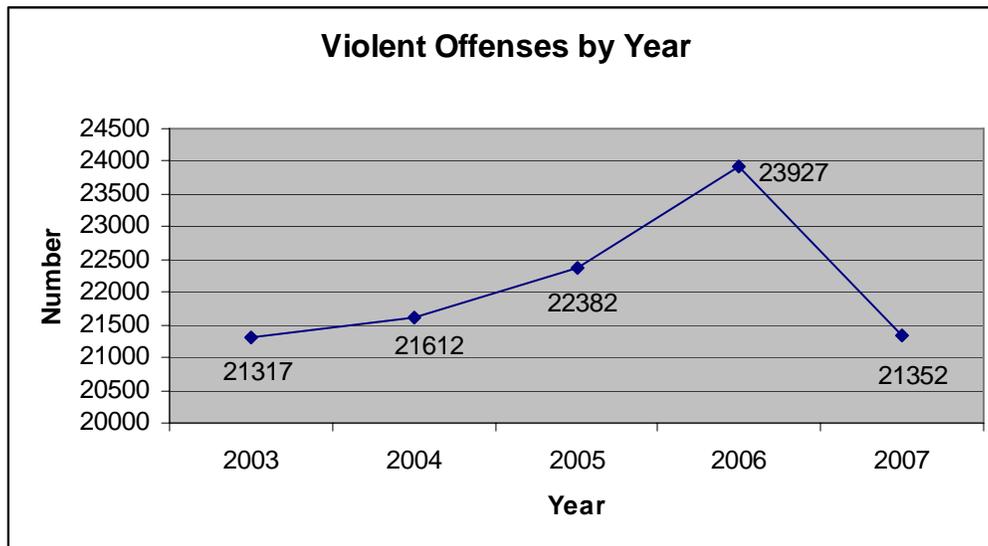
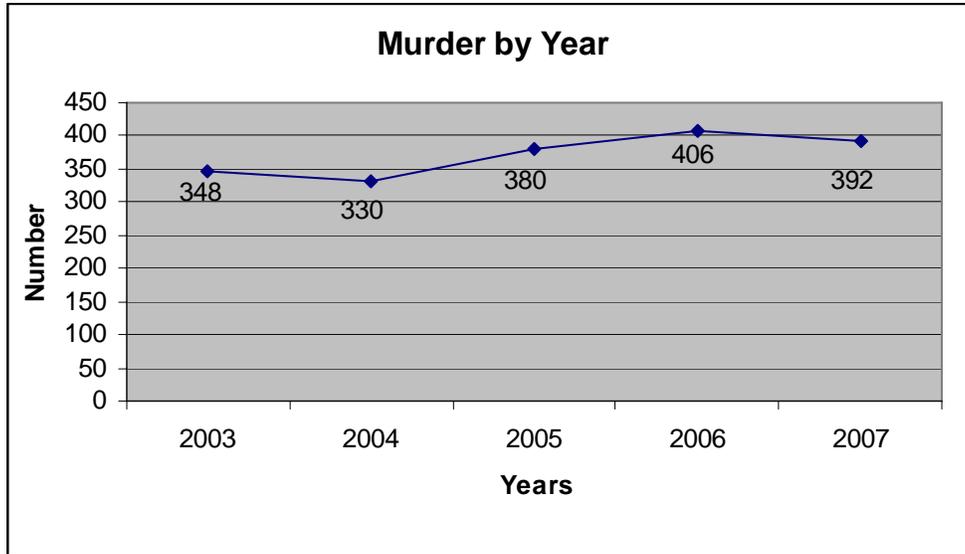


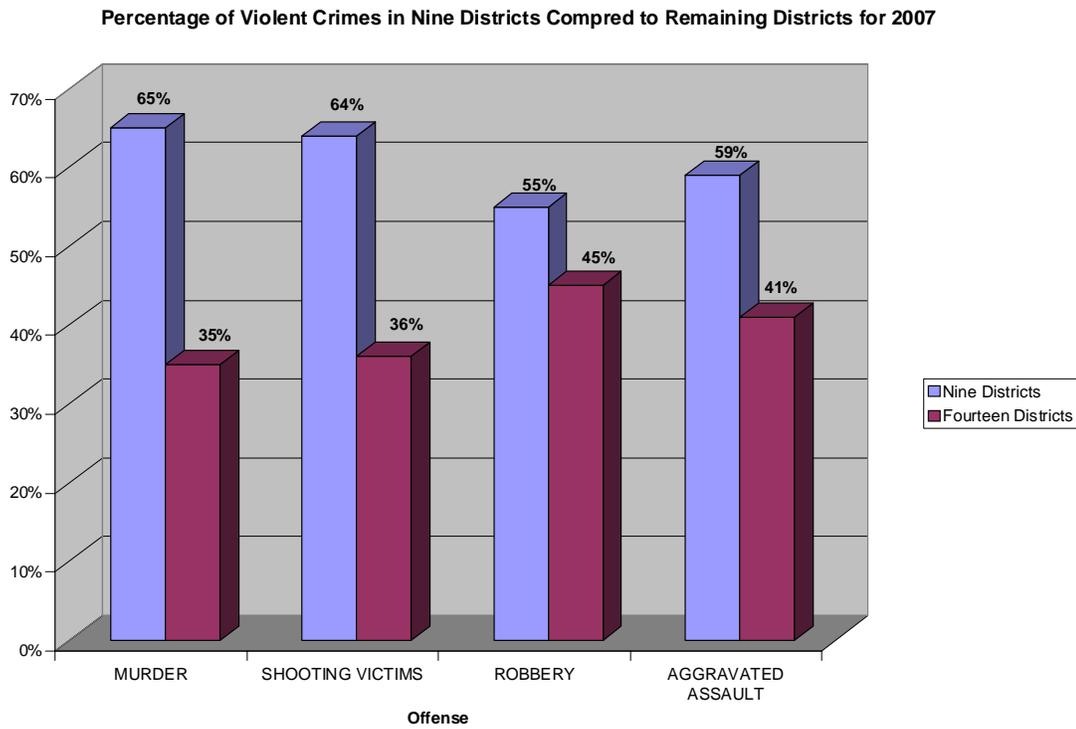
Figure 3: Violent Offenses by Year



**Figure 4: Murders by Year**

We can only fight crime once we understand it. That means we must drill down deeper to understand where crime is occurring and when. It is only then that a crime fighting strategy can be tailored to maximize resources and impact.

Figure 5 illustrates that nine of the twenty-three patrol districts account for the majority of murders, shootings, aggravated assault, and robberies.



**Figure 5: Comparison of Violent Crime of Nine Districts**

These nine patrol districts in 2007 accounted for sixty-five percent (65%) of the homicides, sixty-four percent (64%) of the shooting victims, fifty-five percent (55%) of the robberies, and fifty-nine percent (59%) of the aggravated assaults. This violence is occurring in nine of the twenty-three districts. Yet, as the crime maps illustrate in Figures 6 through 10, even within these districts there are hot spots. By focusing resources and special attention to the violence in these districts, the overall safety of Philadelphia will improve.

Not only is crime disproportional across the city it varies by time of day. Figure 6 shows that sixty-five percent (65%) of the violent crimes occur between the hours of 3 pm and 2:59 am. These are the times that additional staffing is required.

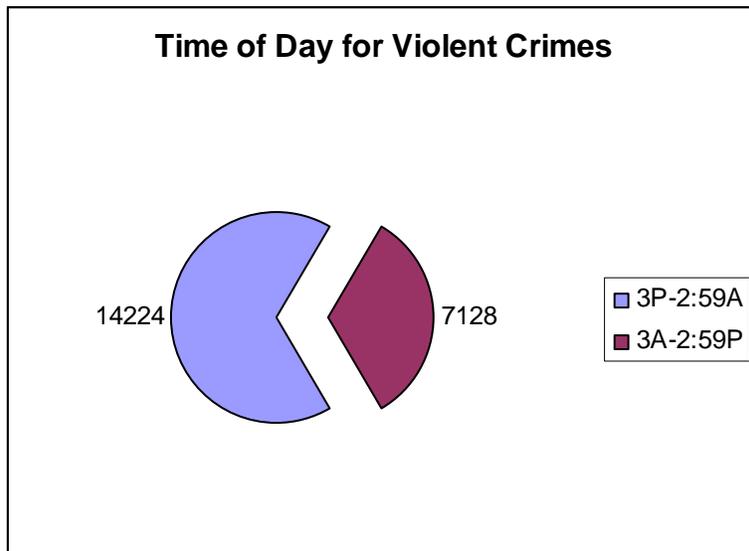


Figure 6: Time of Day for Violent Crime

We also know that crime is committed by a relatively small number of people. It is often the same individuals committing crimes over and over again. In Philadelphia there are approximately 50,000 adults on county probation or parole and another 9,000 adults on state parole. In addition, there are 6,000 juveniles under supervision. There are an estimated 2,810 outstanding arrest warrants for offenders in Philadelphia.

Even within the criminally prone population, there are subgroups of offenders. It is estimated that about ten percent (10%) of the juvenile probation population are high risk for committing a violent crime. For adults under supervision, it is projected that around 6,000 are high risk offenders. It is necessary that the police work with parole and probation agents to help monitor and intervene with high risk offenders.

# City of Philadelphia

1/4 Mile Density of Homicides YTD 2007

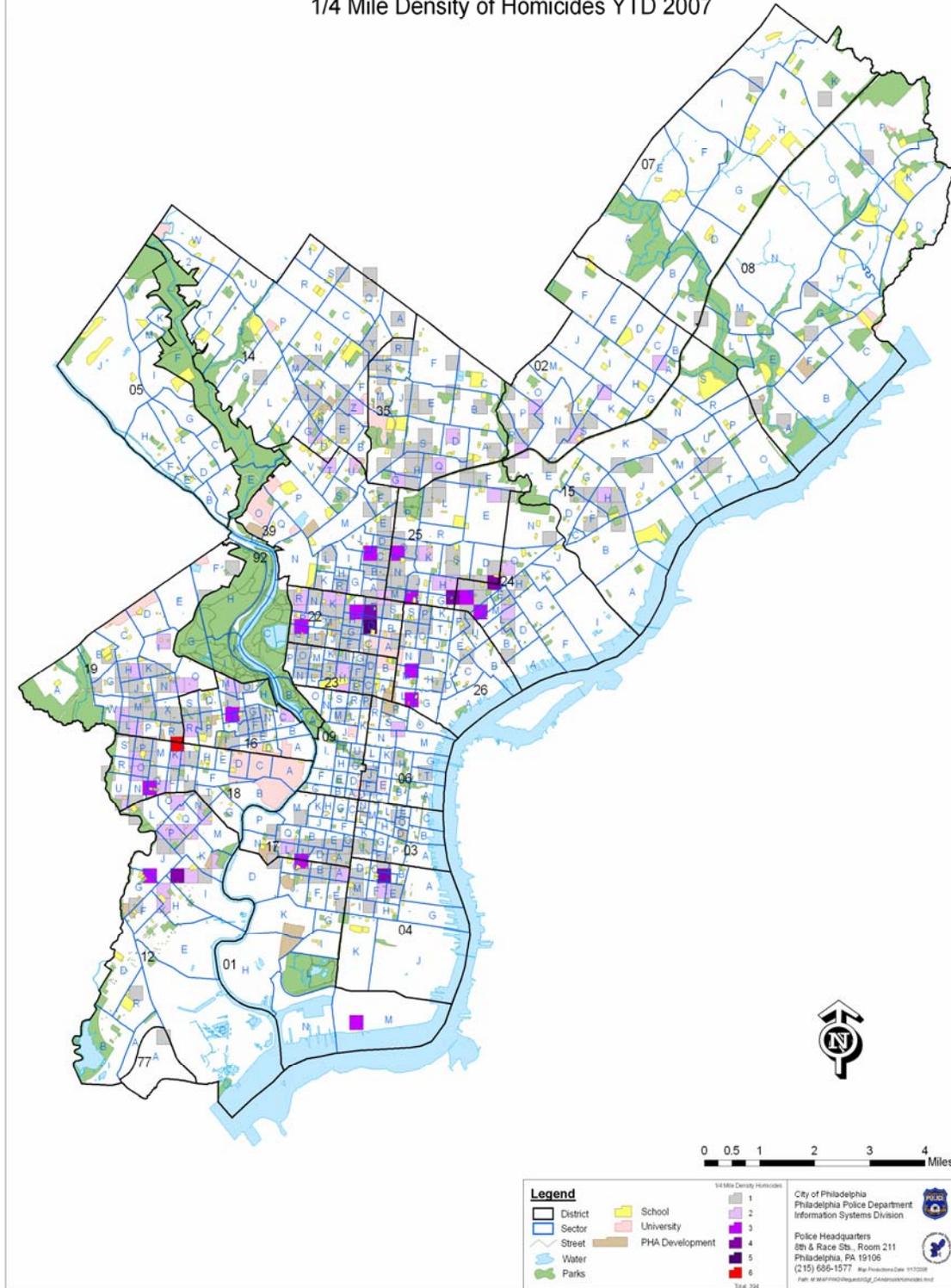
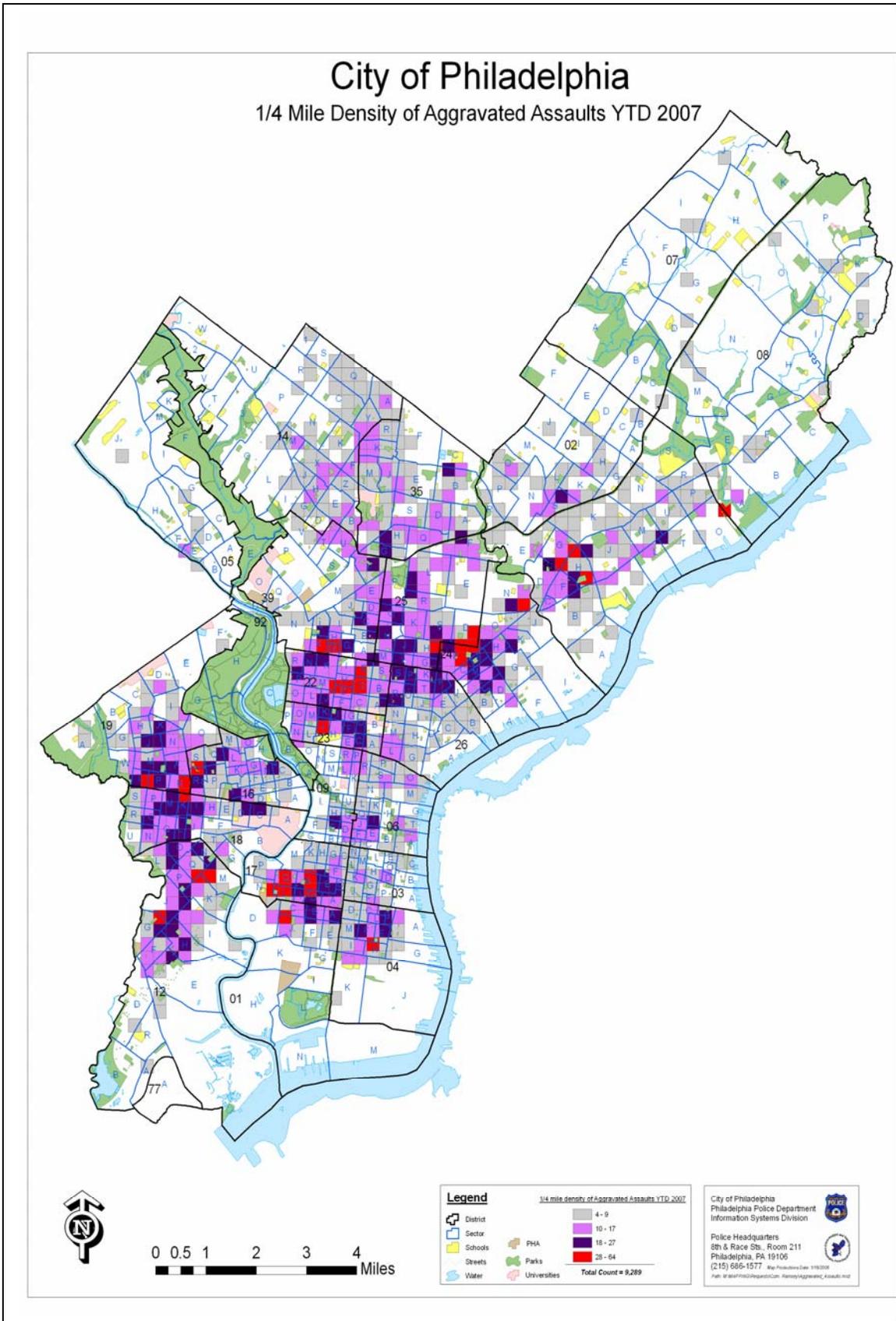


Figure 7: 2007 Homicides

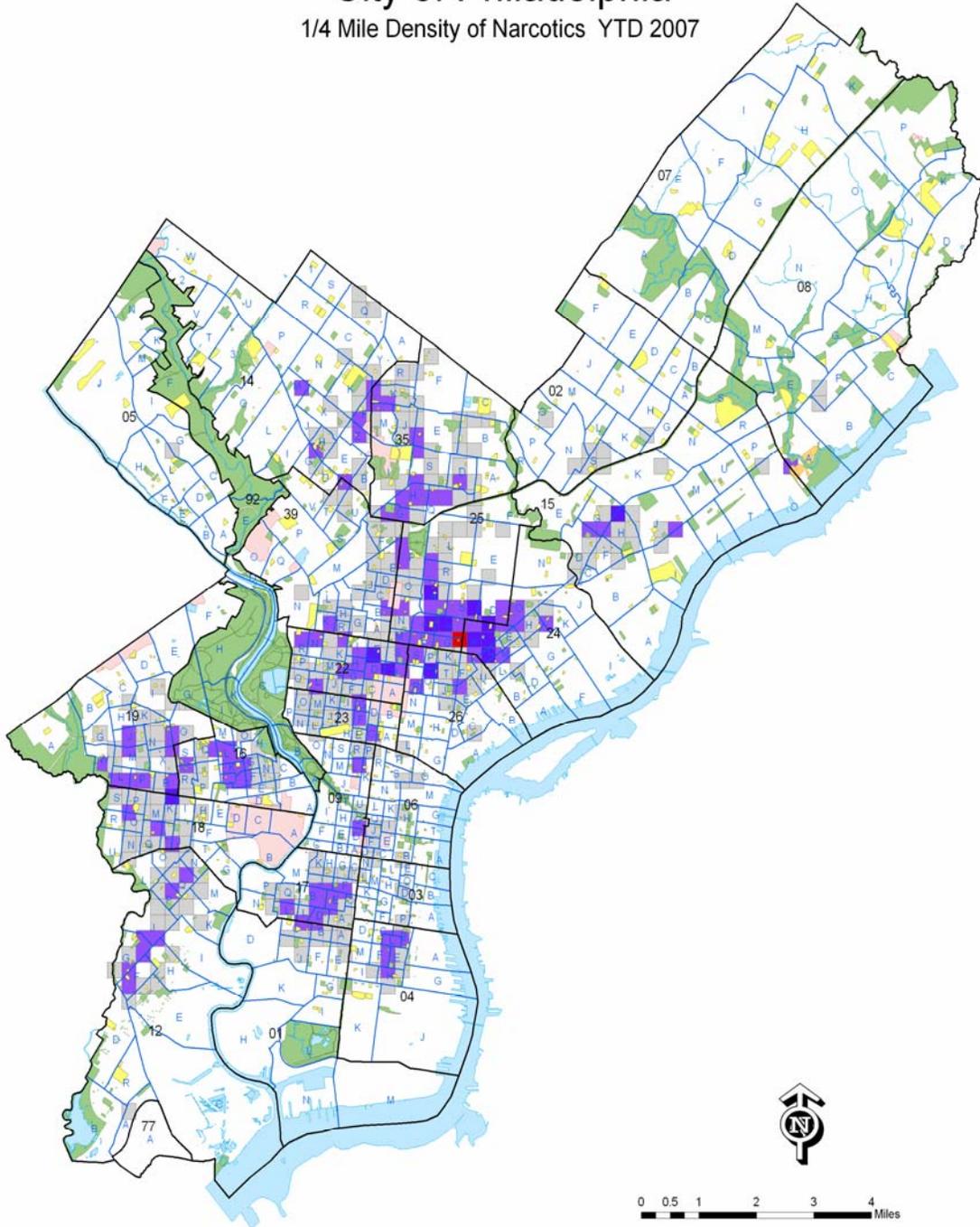




**Figure 9: 2007 Aggravated Assaults**

# City of Philadelphia

## 1/4 Mile Density of Narcotics YTD 2007



0 0.5 1 2 3 4 Miles

**Legend**

District	School	10 - 33
Sector	University	34 - 88
Street	PHA Development	89 - 226
Water		227 - 387
Parks		<b>Total Count: 14,357</b>

City of Philadelphia  
Philadelphia Police Department  
Information Systems Division

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(215) 686-1577 #NoProfiteersDate: 11/20/07  
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Figure 10: 2007 Narcotics

## **Crime Fighting Strategy Action Plan**

On January 7, 2008, Mayor Michael Nutter signed an Executive Order declaring a crime emergency and directing the Police Commissioner to submit a strategy by January 30, 2008, to combat violent crime. As a result, Commissioner Ramsey and his Command Staff, over the past four weeks, reviewed current crime fighting tactics, solicited recommendations from department members, and identified opportunities for improvement. The Executive Staff and Command Staff were asked to identify solutions and tactics to address crime and disorder. The Commissioner and a few of his top staff visited the New York Police Department and spent a day with Commissioner Raymond Kelly and his staff talking about their crime fighting efforts. In addition, the Philadelphia Police Department held six town hall meetings, one in each patrol division, to gather input and recommendations from the community. The Commissioner will be holding a series of focus groups with lieutenants, sergeants, detectives, officers, and civilians to get their ideas on how to translate this plan into action.

There were common themes that came across at the town hall meetings. Residents want the police to stop the violence, eliminate illegal drug markets, get illegal guns off the street, increase police visibility, foot and bike patrols in the neighborhoods, improve communication between detectives and victims, participate as a full partner in intervention and prevention programs, address quality of life issues and crimes, focus on truancy and curfew violators, help intervene with young people who are threatening and frightening neighbors, and help improve school safety and passage to and from school. This is just a partial list of concerns, but they are common across the city.

District Commanding Officers and Inspectors identified resource needs. These include vehicles in working condition, modern technology and real-time information, more personnel, better training, improved deployment, and facilities that are habitable. Both they and their members are working hard and are willing and able to do more, but they need the personnel, resources, and modernized facilities to get the job done.

This Crime Fighting Strategy is based on the guiding principles of the Philadelphia Police Department and represents just the start of our efforts. There is nothing fancy about our strategy. It is built on a solid foundation of proven policing strategies with uniform patrol as the core. There are no short term fixes to our crime problems. This strategy can be sustained over time. As crime trends and patterns shift so will our deployment in order to aggressively tackle concentrated pockets of crime.

Because not all reviews and analyses could be completed in the condensed time frame, some elements of the plan call for additional review. We will do this work in accordance with our principle of making decisions and resource allocations based on information and analysis. A report that discloses progress and

identifies next steps will be provided to the Mayor quarterly with regular updates as part of the City-stat process. Finally, in accordance with the community policing philosophy, District Commanding Officers are directed to work with their members and the community to create a district specific crime fighting plan to address the priorities in their districts.

### **Highlights of the Crime Fighting Strategy Action Plan**

Work has already begun and some tasks are completed. This includes outreach to the community in the development of this plan, identification of high risk districts, and staffing needs for those districts. This strategy addresses all the neighborhoods of Philadelphia and all the units in the Philadelphia Police Department.

- All District Commanding Officers will hold open, monthly meetings with residents of their district.
- Each district commander will develop and make available, a Spring/Summer Crime Fighting Plan to address the unique crime and disorder problems of their district.
- Specialized units will be used in any district that requires additional resources to address a problem. However, as the data showed, violent crime is not equal across this city and we must recognize this reality and address it.
- The Department will coordinate with Federal, State and Local law enforcement agencies to target individuals and organizations committing violent crime in Philadelphia with priority given to the nine districts.

As previously mentioned, an analysis of 2007 homicides, shootings, robberies and aggravated assaults identified nine districts, as being the most violent:

Southwest Police Division  
12<sup>th</sup> District  
18<sup>th</sup> District  
19<sup>th</sup> District  
Northwest Police Division  
14<sup>th</sup> District  
35<sup>th</sup> District  
39<sup>th</sup> District  
Northeast Police Division  
15<sup>th</sup> District  
Central Police Division  
22<sup>nd</sup> District  
East Police Division  
25<sup>th</sup> District

These nine patrol districts in 2007 accounted for the majority of the homicides, of the shooting victims, of the robberies, and of the aggravated assaults. Yet, as the previous maps illustrate, even within these districts there are concentrated pockets of crime. As a result, each district will identify smaller Targeted Enforcement Zones and further concentrate attention and resources in those areas. By focusing resources and special attention to the violence in these areas, not only will the lives of over a half-a-million people improve, but so will the overall safety of Philadelphia.

A staffing analysis indicates that six of the nine districts require additional personnel; the 18<sup>th</sup>, 19<sup>th</sup>, 14<sup>th</sup>, 35<sup>th</sup>, 39<sup>th</sup> and 15<sup>th</sup> Districts. The 22<sup>nd</sup>, 25<sup>th</sup>, and 12<sup>th</sup> Districts have already received staffing increases in 2007. To immediately increase the number of sworn personnel required to implement this strategy the following steps will be taken to put approximately 200 more officers on the street by May 1.

- Use overtime to extend tour of duties to cover high crime areas and time periods.
- Detail the 46 members of the Strategic Intervention Tactical Enforcement (SITE Unit) among the nine districts.
- For the foreseeable future, the vast majority of graduating recruits (average 105 recruits per class) will be assigned to one of the nine districts to maintain this plan.
- Tactical units will be deployed citywide with a priority given to the nine districts.
- Review all specialized units' mission and staffing for possible redeployment to uniform patrol.
- Review all administrative staff so that ten percent (10%) will be redeployed to Patrol on a rotating basis to work primarily in the other fourteen districts.
- Achieve and maintain a minimum of sixty percent (60%) of all sworn personnel in Uniform Patrol on the street.
- Establish a Summer Mobile Force Unit effective May 1, 2008, composed of off-duty uniformed officers working in an overtime basis deployed in the nine identified districts. This will provide approximately 70 additional officers Thursday evening through Sunday morning to be deployed within the targeted enforcement zones. Summer Mobile Force will run through September.

These actions will put more officers on the street in the highest need districts. However, the other fourteen districts will not be ignored or put at risk. The remaining fourteen patrol districts – the 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup>, 6<sup>th</sup>, 7<sup>th</sup>, 8<sup>th</sup>, 9<sup>th</sup>, 16<sup>th</sup>, 17<sup>th</sup>, 23<sup>rd</sup>, 24<sup>th</sup>, and 26<sup>th</sup> Districts – will be allotted overtime to extend tours of duty as necessary, and may request officers that have been redeployed from specialized units and administrative staff to support existing patrol operations. Crime trends, displacement of drug markets and violence, and staffing levels will

be monitored for all districts and adjusted as needed. These fourteen districts will:

- Use overtime to extend tour of duties to cover high crime areas and time periods.
- Receive recruits to ensure minimum district staffing levels.
- Have access to Highway Patrol and Narcotic Strike Force units.
- Achieve and maintain sixty percent (60%) of all sworn staffing in Uniform Patrol.
- Receive redeployed officers from specialized units and administrative staff.

The following pages describe key elements of the Crime Fighting Strategy Action Plan. Elements of this Strategy will change with time as progress is made and lessons are learned.

#### **A. Intelligent Policing Strategies**

1. The Philadelphia Police Department must address the issue of illegal guns in this City on many fronts. Accordingly, we will immediately implement city wide aggressive, proven tactics, such as, but not limited to; lawful stop and frisk tactics, increased VUFA (violation of uniform firearm act) and aggravated assault warrant service, and increased lost and stolen gun investigations. Accordingly, we will immediately begin training officers in order to implement these tactics.
2. Identify the most violent districts and develop targeted enforcement down to the sector level. Starting in February, crime briefings for the targeted districts will be held a minimum of three times (3X) a week until the goals are achieved.
3. Establish and operationalize a twenty-four hour, seven day-a-week, Real Time Crime Center by the Fall 2008. This center will provide offender, location, and crime from databases as detectives respond to a crime scene. In addition the center will be the Department's operations center.
4. Reassign and return uniform officers from some administrative and tactical assignments to the Patrol Bureau to accomplish targeted enforcement and sector integrity. This will also enhance better interaction with the communities they serve via a combination of foot, bike, vehicle, and Segway patrols. This review and required actions will be taken by May 1, 2008.

5. Currently there are 2,810 arrest warrants for all types of crimes. This does not include traffic, bench or violation warrants. This is unacceptable. Warrant service is the responsibility of all police officers. Thus, the Philadelphia Police will substantially enhance and prioritize warrant service citywide down to the sector patrol officer. For example, all districts will, by February 28, 2008, on a regular and consistent basis, develop, by district sector, a printout with photographs indicating the last known residence of all people wanted on warrants. The Philadelphia Police Department will also work with churches, courts, and the U.S. Marshal Service to promote voluntary turn-in of people on low level warrants.
6. To improve our response, we will establish mobile rapid response command centers to be dispatched to every homicide and other major crimes to immediately assist and support the investigation and, equally important, to prevent the loss of any further life through retaliatory violence. These vehicles will be equipped with technology that will allow immediate access to databases to obtain the information needed to solve crime.
7. All life has value. Every homicide victim and their families deserve the best the Philadelphia Police Department can offer. It is important that appropriate family members are kept informed of the status of the investigation into the death of their loved one. In addition to improved ongoing communications with the survivors of homicide victims, the Homicide Unit will hold "next of kin" meetings with the families of homicide victims. The first of these meeting will take place in May of 2008.
8. Homicide not only tears a family apart, it also damages a neighborhood. Young people who witness a homicide scene or lose a friend are affected. The Philadelphia Police Department will work with social service agencies and clergy to establish grief counseling for family, friends, and neighbors of a homicide victim. Our responsibility will be to ensure that these services are contacted immediately after a homicide.
9. It is well known that crime and disorder patterns change with the seasons. Accordingly, District Commanding Officers will be charged with developing district level seasonal plans in advance. This will allow them to better facilitate comprehensive tactics proactively at the beginning of a seasonal shift rather than being reactionary once the seasonal pattern has begun. The first draft of such plans, covering the Spring and Summer months, are due March 1, 2008. A final copy of the plan will be given to every officer and posted on the Department's Website.

10. Order maintenance theories, such as the “Broken Windows,” are effective tools for the police and communities to reclaim and maintain neighborhoods. When used intelligently and with discretion, these tactics can not only restore a decent quality of life, but can also impact serious and violent crime. Accordingly, the Philadelphia Police Department will develop plans on both the citywide and district levels to best utilize these concepts to make positive, measurable impacts in our communities. These actions will be reflected in district plans due March 1, 2008. Actions will include, but are not limited to, comprehensive, strict nuisance and quality of life enforcement.
11. All of city government must have a sense of urgency when dealing with crime and disorder issues. In conjunction with the Managing Director’s Office, we will work with representatives from other city agencies to establish interagency teams that will go into an area and clean it up by removing abandoned cars, boarding up abandoned buildings, removing graffiti, improving street lighting, and filling pot holes. By focusing not only police resources but all city resources on cleaning up these chronic areas, we will help remove the opportunities for crime and disorder. Priority will be given to the areas experiencing the majority of violence.
12. Juvenile crime and delinquency issues plague many communities throughout Philadelphia, negatively impacting the quality of life. The Philadelphia Police Department recognizes this fact and will continue to enforce both truancy and curfew laws. Recent evaluations of the current system for dealing with these problems in the city have shown significant flaws. The Philadelphia Police Department will participate with other government agencies in a comprehensive evaluation of the City’s truancy and curfew programs. We will also work toward expanding the Juvenile Enforcement Team into the nine districts.
13. All children deserve to have the opportunity to get an education in a safe environment. This includes not only while they are in school, but also while they are going to and from school. Accordingly, the Philadelphia Police Department, along with the School District, will develop measures to enhance safety in the schools and will create real, safe passages or corridors for our children when going to or coming home from school. District Commanding Officers will immediately enhance uniform police presence at arrival, dismissal, SEPTA sites, sporting events and other special events at schools and reflect these efforts in their district plans. In addition, PPD will

assist the school district in the development of a safety plan for every school in the city.

14. Traffic offenses in the neighborhoods are not only a direct safety hazard but also negatively impact the quality of life. Last year 137 traffic fatalities were recorded compared to 120 the previous year. The number of people killed as a result of traffic accidents in our City is unacceptable. Accordingly, the Philadelphia Police Department will immediately develop plans on the citywide and district level to better address traffic and speed enforcement including, but not limited to, expanding automated traffic enforcement, traffic speed trailers, and DUI enforcement.
15. A citywide review of sectors has not been done in decades. The current structure is not in line with community policing and effective policing strategies. Geographic boundaries are a contributing factor to effectively and efficiently assigning and maximizing police resources. Geographic boundaries are also the foundation to community policing by ensuring that sufficient and consistent officers are assigned to police within those boundaries. A redesign of the sector concept and boundaries will be completed by Fall of 2008.
16. Explore re-establishing the Mounted Patrol. The goal is that this unit would be totally funded by private donations. The Mounted Patrol would not only work in our parks but also in the neighborhoods.
17. Review federal, state and local task forces to ensure their mission is consistent with the needs of the Department.
18. Review deployment of detectives based on workload to enhance the quality of investigations and successful closure.
19. Review and adjust staffing levels in patrol districts, detective and specialized units to ensure they are consistent with the day of week and time of day crimes are occurring citywide.

## **B. Collaboration Strategies**

1. Criminals who use guns during the commission of crime are a direct and imminent danger to our communities. The federal gun laws have substantial penalties which include mandatory minimum sentencing. Thus, the Philadelphia Police Department will work with the U.S. Attorney's Office and the ATF to substantially increase the

number of gun cases prosecuted at the federal level. The current ballistic backlog is unacceptable. As previously mentioned, there are 6,000 pieces of ballistic evidence waiting to be tested. This impedes the Department's ability to identify offenders and prosecute gun cases efficiently. Therefore, we will take immediate steps to reduce this backlog which may include outsourcing ballistic analyses to agencies such as independent contractors and the Pennsylvania State Police.

2. The Philadelphia Police Department will work with community-based organizations like Ten Thousand Men, Men United, and Mothers in Charge to intervene and prevent violence in our neighborhoods. The Commissioner will kick-off this partnership with a meeting in February.
3. Philadelphia, regrettably, is often negatively impacted with respect to statewide criminal rules or procedures. For example, only in Philadelphia must a person be physically brought to a police facility to be issued a summary citation. However, all other officers outside of Philadelphia can merely issue the person a handwritten citation, much like a traffic ticket. This unnecessarily removes uniform officers from the street and reduces police visibility. Accordingly, the Philadelphia Police Department will immediately and continuously lobby both the Courts and the Legislators to correct not only this situation, but also ensure future rules implemented actually work to help and not hinder Uniform Patrol.
4. Many offenders in our communities are currently on probation or parole, including many juveniles. These offenders are free to walk our communities, but with express limitations. The City of Philadelphia can not allow these convicted criminals to wantonly violate the conditions of their release with impunity. Thus, the Philadelphia Police Department will expand and enhance its partnerships with both the Adult and Juvenile Departments of Probation and Parole and begin developing plans for joint accountability checks of parolees and probationers to ensure they are in strict compliance with the terms of their release or sentence. We will also work together to make sure that crucial information, such as outstanding warrants, are shared as near to real-time as possible.
5. The federal government is part of our community with vast resources and powers. We have already partnered with the FBI, ATF, DEA and other federal agencies. However, we must make certain that all of us are working toward our common goal of targeting those people in our communities who do the most harm.

Therefore, we will develop specific and measurable goals with outcome indicators to ensure all our resources are focused on these individuals. To immediately begin this process, a strategy meeting with all of our federal partners will be scheduled in March 2008.

6. It is well known that a large majority of the criminals in our communities are repeat offenders. Effectively prosecuting these offenders for higher sentencing can be difficult without timely and efficient coordination with the District and U.S. Attorney's Offices. Thus, the Philadelphia Police Department will work with the prosecutors to make certain that repeat offenders are identified and brought to the attention of the court in an effort to maximize appropriate sanctions. We will work with the community in making sure the court is aware of the harm that these individuals cause a community.
7. For the communities to effectively collaborate and help fight crime and disorder in their neighborhoods, they too need information. Accordingly, preliminary neighborhood crime data will be made available to our communities. The most efficient manner in doing so is via the official Department website. Accordingly, the Philadelphia Police Department will immediately take steps to ensure that this will be accomplished as soon as possible, with a target date of May 2008.
8. Town watches are effective tools at the district level to abate both crime and disorder. Therefore, District Commanding Officers will work with existing town watches and encourage neighborhoods to establish town watch organizations. To begin this process, by spring 2008, the Police Department will host a citywide conference with all town watch organizations to share information and ideas.
9. We recognize that many conditions facilitate crime and disorder in our communities that require actions of other governmental agencies. These include graffiti removal, trash removal, street and alley lighting, and sealing abandoned buildings. The Philadelphia Police Department will work with the Managing Director to develop a protocol that will give priority to addressing these conditions. The protocol must make sure that the conditions contributing to crime and disorder are handled with urgency.
10. Philadelphia is a city of unique neighborhoods with very different characteristics and traits. Officers must be aware of these characteristics and traits to be effective crime and disorder fighters. Often an officer's unawareness can lead to community

misperceptions, complaints and even hostility against the officer. This directly distracts the Philadelphia Police Department from accomplishing our mission. Therefore, we will work with local community groups to develop a “community orientation” program for newly assigned officers to a district. The objective of the program will be to familiarize our officers with their newly assigned community and for the communities to better know their officers. This program will be in place by April 2008 with the next graduation of a recruit class. And likewise, community relations officers will provide training for the community about the police department.

11. The numerous colleges and universities throughout Philadelphia must be a part of any overall plan to address crime and disorder in this city. Accordingly, the Philadelphia Police Department will convene a meeting with the Directors of Security for each of our institutions in February 2008. The goal of this meeting will be to create clear contacts for each district commander to address quality of life problems with students and to begin to determine how the safety and security resources of these institutions can begin to work in unison with the Philadelphia Police Department towards our common goal.
12. In addition, we will work with the universities and colleges to establish internships, research opportunities for Master and Doctoral students, and support faculty research designed to help us evaluate our policies, programs, training, and improve our operations.

### **C. Prevention Strategies**

1. Children need positive activities after school, at nights and on the weekends. Children involved in these programs are less likely to commit crime or to become victims. Accordingly, the Philadelphia Police Department will help encourage participation in existing Police Athletic League (PAL) Programs and will develop or facilitate plans with the Department of Recreation and our community partners to create other after school-type programs. Each District Commanding Officer will work with churches, community-based organizations, and service organizations to implement youth programs in addition to PAL by this summer.
2. Retaliatory violence is a large problem in Philadelphia. Programs such as the Youth and Adolescent Violence Reduction Programs are excellent initiatives and deserve full commitment by the Philadelphia Police Department. But more must be done to break

the cycle of violence citywide. Accordingly, the Philadelphia Police Department will aggressively intercede to reduce retaliatory acts.

3. Surveillance cameras are excellent tools to document and prosecute criminals, but their mere presence has a dramatic deterrent effect, thus preventing crime in the immediate area. Accordingly, the Philadelphia Police Department will strive to expand its existing surveillance camera program from twenty-six to 250 cameras by December 31, 2008.
4. Many people unknowingly put themselves at risk of criminal victimization. It is important for the citizens of Philadelphia to know how to protect themselves from becoming a victim. Hence, the Philadelphia Police Department will provide preventive information on a regular and consistent basis provided through community meetings, the Department's website, and the news media.
5. The Police Explorer Program is an effective tool in turning our children away from crime and delinquency. It provides our children with a sense of belonging and allows them to build positive relationships and trust with police officers. Accordingly, the Police Department will develop plans to enhance its existing program, affording the opportunity for more children to participate.

#### **D. Continuous Improvement Strategies**

1. The biggest problem identified by commanders affecting unity of command, squad cohesion, morale, supervisory accountability, professionalism, and staffing levels is the current work schedule. This must change. Although the Police Department maintains exclusive managerial rights regarding shift schedules, a working committee will research alternate shifts for the Department to effectively remedy the problems identified.
2. An essential element of continuous improvement is measuring performance as assessed by the people we serve. Therefore, the Philadelphia Police Department coordinate with the City to contract a resident survey measuring the sense of safety and security among residents and their degree of satisfaction with police services. The first survey will be completed by December 2008.

3. Effective warrant service requires efficient court administration. It currently takes approximately seven days between the time a bench warrant is issued and the time the warrant appears in a computer database. This is both an officer safety issue and impedes intelligent policing. Accordingly, the Police Department strongly advocates for immediate changes in court administrative procedures.
4. Every day is training day in the Philadelphia Police Department. This means that roll call training, instructional videos, and training bulletins must be easily accessible to all of our members. We will begin immediately to establish a library of training videos. In addition, we encourage our members to advance their education.
5. Law enforcement is a profession, and members of the Philadelphia Police Department are professionals. As such, the Department and the community, like other professions, expect higher standards from its members when dealing with each other, subordinates and the community. Lack of professionalism detracts from our core mission. Therefore, effective immediately the Philadelphia Police Department will develop specialized management, interpersonal communications and leadership training for our front line supervisors and officers.
6. There have been an increasing number of officers on less than full duty status. It appears that some of this increase is tied to officers possibly abusing the provisions of the Heart and Lung Act. The vast majority of our officers are dedicated to the job, but there are a few who abuse medical benefits. This department will work to identify those few and bring the appropriate action against them.
7. Old decrepit facilities, an aging and high mileage vehicle fleet, and outdated technology hamper effective crime fighting and lower morale. Thus, the Philadelphia Police Department will work with the City to develop a multi-year capital improvement plan to repair or replace aging police facilities and an information technology plan to bring the department into the twenty-first century.
8. We must enhance our recruiting efforts. This requires changes in city laws that allow non-residents to take the entrance exam and accept lateral transfer officers from other police agencies and creating a Police Cadet Program.

## **NEXT STEPS**

The structure of an organization must be aligned to support its mission. To that end, I have begun the process of reorganizing the Philadelphia Police Department. The reorganization will be completed by the end of March 2008.

This strategy paper is just the first step of our plan to reduce violence and address crime and disorder in Philadelphia. A Deputy Commissioner has been identified as the goal champion for each of the four guiding principles and underlying strategies. They are responsible for ensuring that the words on this paper are given life and action is taken to realize the strategies. This will not happen overnight, but I do expect immediate action and progress. Every day in my morning meeting with the Deputy Commissioners we will review progress and issues. The Deputy Commissioners are also responsible for ensuring that responsibility is cascaded down the organization to every police officer, detective, and civilian member of the department.

Chief Inspectors, Inspectors and Commanding Officers will be charged to work with our Federal, State, Local and Community partners to make these strategies a reality. Many of these strategies require working across the Department and breaking down traditional silos. The Command Staff is expected to make this happen in line with our values and principles.

The core of a police department is patrol. It is the District Commanding Officers who will be required to tailor these strategies to the unique needs of their districts. All other functions exist to support patrol. Therefore, Commanding Officers of non-district units are expected to implement strategies that will support the District Commanding Officers. Each command will have stated goals and objectives for reducing crime.

Action will not wait. Today these strategies will begin to be implemented. At the same time, a clear vision of the outcomes and the means of achieving them is the only way to ensure that everyone is working toward the same goals. So, I am requiring every Commanding Officer, Inspector, and Chief Inspector to submit a plan of action with specific tasks, assignments, due dates, and performance goals to me by March 1, 2008.

No community prospers or even survives long without safety. Safety is why people come together to govern themselves in the first place. Just as providing for the common defense is the fundamental obligation of our national government, it is the very first obligation of local government to protect the lives of its residents. This plan provides the framework to achieve the first priority

Mayor Michael A. Nutter put forth in his inaugural address. It seeks to unite the resources of the whole community to calm the violence, restore order, and begin to build a tangible future for people who today don't see one. Working together, we can achieve this goal.

**APPENDIX**

**USE OF FORCE POLICY AND PROCEDURES  
REVIEW**

This report is being submitted at the request of Mayor Michael A. Nutter who asked that a review of the Philadelphia Police Department's use of force policies and training be conducted. The policies regarding the use of force are currently bifurcated between two separate Directives; Directive 10, "Discharge of Firearms by Police," and Directive 22, "Use of Force."

As requested, my staff and I have reviewed the policies contained in the aforementioned directives as well as the reporting and investigation procedures for all use of force incidents. It is our belief that both are consistent with nationally recognized best practices in the field of law enforcement. In fact, our policies are actually more restrictive than Pennsylvania law mandates. This sentiment was recently echoed by Professor Rudovsky, a preeminent Civil Rights attorney in the city. I agree with the Professor that the real issue facing the Philadelphia Police Department is more use of force training. Specifically, we need continuous improvement in the area of judgment/ situational awareness, threat assessment, controlled fire, and solid defensive tactics.

From 2005 thru 2007 there were one hundred seventy five (175) intentional police shooting incidents resulting in forty four (44) deaths and sixty seven injuries (67). Our Police Officers had guns pointed at them one hundred forty five times (145) and were actually fired upon a total of seventy four times (74). During this same period eleven (11) officers have been shot, two (2) fatally.<sup>1</sup>

In a densely populated city such as Philadelphia, these numbers are very troubling. While I fully expect my officers to protect themselves when confronted with weapons, I also expect my officers to use only the level of force necessary to neutralize the threat presented. Officers are human and respond to threats differently. The level of stress officers encounter during a potentially life-threatening confrontation is enormous. In these situations an officer's actions must be instinctive. This protects not only our officers, but innocent bystanders as well. The key is consistent and regular training in all uses of force.

Consequently, I am taking steps to immediately increase the Philadelphia Police Department's use of force training to ensure that non-lethal and lethal training are working in tandem. This will be in addition to the state

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<sup>1</sup> This figure does not include Officer Barclay who was shot in 1966 and died in 2007.

mandated annual qualification requirements. I believe two thirds of our overall use of force training must be dedicated not on marksmanship training, but rather on re-emphasizing the force continuum, decision making skills, de-escalation tactics and providing our officers with practical defensive tactics. This includes but is not limited to; non-lethal force training with control holds, batons and OC spray, situational analysis training in the firearms simulator, video taped role plays and critiques, proper police approaches and tactics for vehicle and pedestrian investigations, verbal persuasion or verbal judo techniques, and controlled fire exercises. To accomplish this goal, the Department will need to acquire additional firearm shooting simulators and an indoor range facility.

In addition to this dedicated training, the skills and tactics learned will be constantly reinforced by supervisors on a regular basis through roll call training, which will include video presentations. I have already undertaken the first step in this process by ordering a poster sized rendering of the force continuum to be displayed in every roll call room throughout the city as a point of reference for our officers.

The issue of use of force is not limited to the incident itself, response to and follow-up investigations are equally important. As previously mentioned, I not only reviewed the use of force policies, but also the use of all force reporting and investigation procedures, in particular the use of deadly force. Key points are summarized as follows:

- All uses of force must be reported via the Department's "Use of Force Report" (75-623) by the officer and by the officer's supervisors directly to Internal Affairs. This information will be evaluated by the Chief Inspector to determine whether a further investigation is necessary. If it is determined an investigation is necessary, Internal Affairs will open an investigation. If it is later determined an officer's actions exceeded our policy, disciplinary charges are initiated.
- All discharges of a firearm by police (excluding training) are investigated by the Philadelphia Police Department, Internal Affairs Division Shooting Team.
- In addition to this reporting requirement, should the use of force result in death or serious life threatening injury, a Captain or above will immediately notify Internal Affairs to begin an investigation. This

allows Internal Affairs to immediately respond to the scene to begin its investigation, along with the investigative unit assigned.

- Equally important, in all police shootings, Internal Affairs dispatches a specialized shooting team that works along with the assigned investigators to evaluate every aspect of a shooting. During the initial response to police shootings, the involved officers make preliminary statements concerning the general circumstances of the shooting. They are not routinely interviewed in depth until the District Attorney's Office makes a charging decision. While the Department can compel an officer to cooperate administratively prior to the District Attorney's decision, any statements made, since compelled, would be inadmissible in any criminal prosecution. Accordingly, we do not interview involved officers until the District Attorney's Office has made its charging decision. This has often created an unacceptable delay in our internal investigations undermining both the morale in the Department and the public's confidence in these investigations. While an independent review of all shootings by the District Attorney's Office is necessary for credibility and confidence in these investigations, the current process unduly delays our ability to swiftly and definitively conclude our internal investigations. Accordingly, I will work with the District Attorney to better address this issue.
- Once a shooting investigation is completed, the assigned shooting team reports its findings of whether the shooting incident is compliant with Departmental policy. The report is presented to the Firearms Review Board (FRB), which is actually the third reviewing body to evaluate every police shooting. The FRB is comprised of a Deputy Commissioner, the Chief Inspector of the Detective Bureau, the Chief Inspector of the Internal Affairs Bureau, and the Chief Inspector of the Training Bureau. The FRB will review all the facts and circumstances surrounding a police shooting and will determine if the actions of the officers were justified and in compliance with our policy. If not, disciplinary action is initiated.
- All officers involved in shootings are immediately reassigned to non-street duty. Prior to being reassigned to street duty, all officers involved in shootings undergo counseling via our Employee Assistance Program and are required to attend specialized safety and tactical training at the range. Part of this training includes a police

shooting assessment program. The purpose of which is to gather information to help officers analyze their actions and for the Department to assess whether training protocols should be amended or modified to better serve our officers, the community and the Department. In cases where the shooting appears to fall within Department guidelines the officer may be returned to full duty.

In closing, while I do believe that our overall use of force policies and procedures reflect best policing practices, there is value in having our entire process reviewed by an independent and nationally recognized entity such as the Police Executive Research Forum (PERF). I recommend they be contracted to review our policies, procedures and training for possible improvements. I will take steps to have such a review performed in the near future.