

# Bringing Theoretical Collaboration into Practice: Community Policing, Homeland Security and the Police Training Officer (PTO) Model

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**Abstract:** September 11, 2001 marked the beginning of a new era of American governance; one that called for unprecedented levels of collaboration across governments, organizations, institutions, communities, and cultures to detect, prevent, and respond to terrorist attacks. A community-oriented model of police professionalism has been offered as a way to better enhance collaborative efforts and further facilitate the organizational transformation needed for local law enforcement officers and their agencies to engage in efforts that are more consistent with the overall *National Strategy of Homeland Security*. Yet, an appropriate training model that develops and manages human capital and brings into practice the theoretical confluence of community policing and homeland security is lacking. This paper, drawing on focus group discussions of local police officers, offers the Police Training Officer (PTO) program as a model that can bring theoretical collaboration into public safety and homeland security practice.

**Keywords:** Community Policing, Field Training Officer Model (FTO), Homeland Security, Police Training Officer (PTO) Model, Human Capital Development

*“Now more than ever...the responsibility of responding to terrorist threats falls directly on the shoulders of state, local and tribal law enforcement and their government and community partners” (COPS Fact Sheet, 2004).*

## 1. Introduction

In response to the terrorist attacks that occurred on September 11, 2001, the *National Strategy for Homeland Security* (Office of Homeland Security, 2002) was developed to mobilize and organize the United States collective efforts towards homeland security. The objectives of this strategy are threefold: to prevent terrorist attacks within the United States; to reduce our nation’s vulnerability to terrorism; and to minimize the damage and recovery efforts from attacks that do occur. In order to achieve these objectives, the *National Strategy* advanced the concept of shared responsibility. This concept leverages one of the bedrocks of American democracy – federalism – a structural arrangement which consists of overlapping federal, state, and local governments. Moreover, the concept of shared responsibility goes beyond the confines and structural arrangements of governments to include the private and non-profit sectors and individual citizens.

The *National Strategy* has categorized the “homeland security functions into six critical mission areas: intelligence and warning, border and transportation security, domestic counterterrorism, protecting critical infrastructure, defending against catastrophic terrorism, and emergency preparedness and response” (2002, p. viii). Aligning these areas of focus highlights the critical role that local law enforcement agencies play in organizing for a more secure homeland. However, a stand alone effort by the law enforcement community is not enough - an informed and proactive citizenry is also required. Scholars and practitioners alike are now recognizing that governments must become effective at developing and managing human capital as well as utilizing networks of people and organizations. The importance of doing so is emphasized by the work of O’Toole (1997), Robinson (2006), Goldsmith and Eggers (2004), as well as recent governmental reports by the GAO that highlight the human capital challenge, in particular the need for leadership to strategically plan for the development of those human resources that are needed for effective and efficient functioning of government (2002; 2003a; 2003b). Consequently, local law enforcement agencies and their leaders now must accept the challenge of developing human capital and embrace the importance of networking with their communities; if not, they will likely fail to serve as facilitators of an integrated and collaborative approach to homeland security.

Recent scholarship has noted that there is a natural fit with the coupling of this new charge towards homeland security with the current emphasis being placed on community policing and its community-oriented approach to problem-solving (Friedmann and Cannon, 2007). This fit can be achieved, at least in theory, with the recent advancement of a more community-oriented model of police professionalism as espoused by Williams, Brower, and Klay (*unpublished manuscript*) – one that presents a template for individual officer reflection and discovery, encourages the police organization to facilitate communication and learning with stakeholders internal and external to government, and yields empowered communities and community outcomes. This newer model was devised to go beyond the more traditional model of police professionalism, which from the perspectives of these scholars, impeded community-police integration, citizen-police collaboration, and subsequently, the implementation of the national strategy for homeland security. Yet, an appropriate training model that best brings into practice the theoretical confluence of community policing and homeland security is lacking. Towards this end, this paper explores, via focus group discussions of active police officers trained by both the FTO and PTO models, if post-academy training can meet the expectations of post 9/11 homeland security needs for local law enforcement agencies. In particular, we probe the following research question: Is the FTO or PTO model a better way to bring theoretical collaboration into practice?

## **2. Law Enforcement Efforts to Build and Manage Human Capital**

Numerous difficulties are associated with building and managing the necessary human capital to address the many problems facing government (GAO, 2002), including information sharing in this age of homeland security (GAO, 2003a; 2003b). These difficulties are of paramount importance, especially for local law enforcement agencies that are now charged with being the integrators and facilitators of the co-production of public safety and public order in this era that demands homeland security and solving community problems. To date, community and problem oriented policing have been offered as possible frameworks to address those challenges that local law enforcement agencies face.

### **2.1 Community and Problem Oriented Policing**

Community and problem oriented policing are emblematic of the public governance movement embraced by postmodern society. Like many public service arrangements, both concepts attempt to decentralize government by using citizens as partners in problem-solving and the co-production of public safety and public order (Koven, 1992).

Community policing is often defined as a departmental philosophy of full-service, personalized and decentralized policing, where citizens are empowered to work proactively in partnership with the police at solving community problems that impact the quality of life. Subsequently, community policing broadens the nature and number of police functions compared with traditional policing. It emphasizes organizational change, active problem solving, and external partnerships to address issues that concern both the police and citizens. Overall, community policing shifts the focus of policing by placing equal emphasis on crime control, order maintenance, and service.

The community policing approach to maintaining safety and order views citizens as equals and active partners in public governance (Trojanowicz & Bucqueroux, 1994). It asks police to work with citizens and with other government and non-governmental agencies in efforts to increase overall quality of life. As such, it seeks to empower citizens and underwrite norms of behavior that enhance the effective functioning of democracy in local neighborhoods and communities. This reliance on citizen and civic engagement is also shared by the philosophy of problem-oriented policing.

Problem-oriented policing places a high value on new responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies, the community and the private sector when their involvement has the potential for significantly contributing to the reduction of the problem (Goldstein, 1990). Problem-oriented policing carries a commitment to implementing the new strategy, rigorously evaluating its effectiveness, and, subsequently, reporting the results in ways that will benefit other police agencies and that will ultimately contribute to building a body of knowledge that supports the further professionalization of the police.

To foster the philosophies of community and problem oriented policing requires an investment in developing human capital. Two post-academy approaches have been offered: the Field Training Officer and the Police Training Officer models. Both will be described below.

## **2.2 Field Training Officer and Police Training Officer Models**

The Field Training Officer (FTO) program was developed by the San Jose (CA) Police Department in 1972. The "San Jose" or FTO model, which was loosely based on Skinner's Behavior Modification method, was the first field training model developed for law enforcement professionals. Its objective was to help trainees transition from the police academy to single-officer assignments within their respective patrol divisions.

The FTO program operates on the premise that by providing a consistent, standardized training environment in which learning and daily evaluation can stimulate and nurture new officers, the quality of new police officers will improve. Towards this end, academy graduates were placed on the streets with experienced officers. Standard evaluation guidelines were developed that described the actions and behaviors expected of the trainees. These guidelines then became the basis for a system to evaluate each trainee's performance. Trainees were evaluated every day in 31 categories by evaluators who used checklists coupled with Likert numerical scales.

The Police Training Officer (PTO) model was developed and written by Gregory Seville and Gerald Cleveland. In 2001, this model was implemented by the Reno (NV) Police Department, which served as the Beta site for Seville and Cleveland's efforts. The PTO or "Reno" model was designed to leverage adult learning strategies by utilizing the problem-based learning (PBL) method to teach transferable learning skills that trainees could apply to real, community problems. PBL is a learner-centered teaching method that uses problem solving as the vehicle for learning. Under the traditional field training model, a teacher or trainer (the content expert) delivered information to the learner or trainee. PBL departs from this traditional method of learning. It begins with presentation of a real-life problem that the trainee must attempt to solve. The trainee follows a pattern of discovery whereby he or she expresses ideas about solving the problem, lists known facts, decides what information to use to solve the problem (including naming sources for that learning), and develops an action plan to solve the problem. Several evaluation methods determine whether the action plan succeeded or failed. PBL is the engine that drives the PTO program. The trainees learn to look at problems in a broad, community context. The most tangible benefit of the new model lies in its application to street situations that have neither easy answers nor obvious solutions. It encourages trainees to explore, analyze, and think systemically. The PBL method encourages trainees to collaborate with peers both within and outside of local government, develop resources, and communicate effectively with the community.

## **3. Methodology**

A qualitative approach to data collection was used to explore the perceptions of officers from three local police agencies on the FTO and PTO training models. Towards this end, a non-experimental design using focus group interviewing was used to assess, from the perspectives of participating officers, whether the FTO or PTO model better meets the needs and expectations for homeland security placed on local law enforcement agencies by the realities of post 9/11 America and the Homeland Security Act of 2002. An overview of focus group interviewing follows.

### **3.1 Overview of Focus Group Interviewing**

Focus groups are a non-directive interviewing technique directed towards the concerns, needs, and feelings that underlie people's opinions and preferences. Previous research has highlighted its ability to get in touch with lived and perceived realities of its participants (Jarrett, 1993; Jenkins, 1995). In particular, the focus group approach has been found to be an excellent tool in getting a sense of the lived professional realities of local law enforcement officers (Williams, 1998; Wilkins and Williams, 2008; Williams and Stahl, forthcoming).

Six fundamental assumptions provide the basis for focus groups research: (1) people are a valuable source of information; (2) people can report on and about themselves; (3) the facilitator can help people retrieve forgotten information; (4) people who share a common problem will be more willing to talk amid the security of others with the same problem; (5) group dynamics can generate genuine information rather than establish a "group think" phenomenon; and (6) interviewing a group is better than interviewing an individual (Stewart & Shamdasani, 1990; Krueger, 1988). Numerous advantages are associated with focus group research, ranging from its flexibility in gathering data from a range of participants to its relative efficiency and ability to capture real life data in large and rich amounts. Likewise, there are also a number of limitations to the focus group method. These include difficulty in assembling groups, lack of

generalization to a larger population due to the small number of participants, and ‘group think’ and/or domination by an opinionated member (Stewart and Shamdasani, 1990; Morgan, 1988).

### 3.2 Overview of Participants and Participating Agencies

A total of 40 officers from 3 local law enforcement agencies in the state of Kentucky - Louisville Metropolitan (LMPD), Bowling Green (BGPD), and Henderson (HPD) - participated in this study.<sup>1</sup> In terms of demographics characteristics, 31 officers were white males, 4 were black males, 4 were white females, and 1 was a black female. The average tenure of service for all participants was 10.3 years, with participating officers from the Bowling Green, Henderson and Louisville Metropolitan Police Departments averaging, 9, 10.2, and 11.8 years of service, respectively. It is important to note that these officers were not a representative sample of their respective agencies, however, they did serve as a purposeful population – all had experienced both the FTO and PTO post-academy training models. *Appendix A* provides an overview of each department and the jurisdiction that each serves.

### 3.3 Data Collection Process

Our approach to data collection was structured to capture individual and group assessments of the FTO and PTO models. However, for the purposes of this paper, only the findings from group assessment will be presented. As an icebreaker, each participant was distributed a “survey” and asked to note whether they had served as an FTO trainer and to quantify their years of service in local law enforcement. A copy of the survey is included in *Appendix B*. Participants were then asked to work independently to complete the remaining portions of the survey which were devoted to a structural analysis of both the FTO and PTO models’ abilities to fulfill the expectations of the Homeland Security Act of 2002 for local police agencies and police officers. In particular, these portions of the survey highlighted 16 dimensions associated with contemporary law enforcement relevant to homeland security and community and problem oriented policing, ranging from in-depth problem solving to information exchange from and to citizens. Officers were asked to select whether the structural arrangements of the FTO, PTO or neither model facilitated the manifestation of each dimension. If the structural arrangements of both the FTO and PTO models facilitated the manifestation of a dimension, they were instructed to check those boxes that corresponded with both models.

After the individual exercises, a group assessment ensued. To facilitate this group assessment we utilized the focus group discussion format. Officers from each agency were subdivided into 2 groups of participants. Participants in each group were given an identical vignette that highlighted the theoretical role that local law enforcement should play in terms of the expectations of the *National Strategy for Homeland Security*. A copy of the vignette is found in *Appendix C*. After reading the vignette, officers were then asked to engage in a discussion within their groups and develop a list that specified all of the structural aspects of the FTO and PTO models that would bring the theoretical collaboration into practice. In particular, officers were instructed to:

- 1.) Provide a specific structural arrangement in the FTO and PTO model that will cause an agency to identify and enable the protection for key assets and infrastructure.
- 2.) Provide a specific structural arrangement in the FTO and PTO model that will cause, enhance or expedite the gathering of intelligence and dissemination of information.
- 3.) Provide a specific structural arrangement in the FTO and PTO model that encourages the development and enhancement of community-police relationships.
- 4.) Provide a specific structural arrangement in the FTO and PTO model that encourages collaboration across local government departments, across sectors (public, private, and non-profit) and between local law enforcement officers and private and/or corporate citizens.
- 5.) Provide a specific structural arrangement in the FTO and PTO model that allows for and encourages varied approaches to building collaboration across jurisdictions, neighborhoods, age and racial groups, etc.

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<sup>1</sup> These agencies were chosen for several reasons. They reflect the diversity of local law enforcement agencies as it relates to the number of sworn personnel and population served (the categories of large, medium and small police departments). In addition, each of these agencies has trained a sizable number of officers in the PTO model. In particular, there was consistency in the training methodology as it relates to PTO as well. Every one of the officers trained as PTO’s were trained by the same set of trainers. Also, each of these agencies had in the past used the FTO model for post academy training.

To support their responses, each subdivided group was also asked to provide an anecdotal example or examples of incidents, events and/or occurrences. This information was collected on a flip chart.

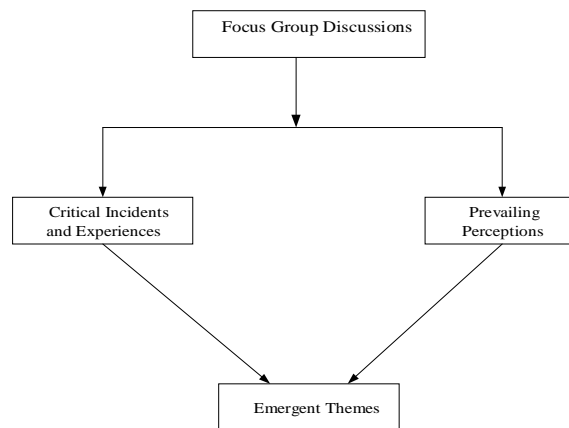
After completing this phase of the data collection process, each group “reported out” to the researchers and members of the other group.<sup>2</sup> This reporting out of information and anecdotal examples served as a natural segue into a focus group discussion related to the primary focus of this exploratory study: Which training model, FTO or PTO, better meets the needs of post 9/11 homeland security expectations of local law enforcement agencies?

### 3.4 Data Breakdown and Analysis

All focus group discussions took place in training rooms within each of the three participating agencies. Considerable emphasis was placed on getting in tune with the reality of these officers and seeing the post-academy training needs as they relate to post 9/11 America from their perspectives. This was reflected in our approach to data analysis.

A manual approach to capturing the content and context of group discussions was used to get more of an intimate feel for the data as opposed to a computer assisted approach. Drawing upon the protocol offered by Knodel (1993), data breakdown was aided by employing a two-step process where each group discussion was divided into two categories: critical incidents or experiences and their prevailing perceptions. This process is captured by Figure 1. From these critical incidents, experiences and perceptions, certain themes emerged and were identified.

Figure 1: Focus Group Data Breakdown



To guide the analysis of the emerging themes, we utilized assertion analysis which couples designation analysis (describing focus-group discussions by directly quoting participants) with attribution analysis (counting and coding the frequency of words, phrases, and statements) towards the identification of group themes or perceptions. A descriptive-interpretive approach was then used to compare and contrast perceptions, experiences and opinions across the different officers/agency groups. This approach was based upon the format of Krippendorff (1980), Morgan, (1988), and Stewart and Shamdasani (1990).

## 4. Results

Morgan (1988), Stewart and Shamdasani (1990) and others have noted that focus group interviewing is not designed to reach a consensus. However, in this exploratory study three perceptions coalesced across all group and agency lines. As a result, three themes emerged regarding whether the FTO

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<sup>2</sup> Prior to reporting out of group responses, we began audio-taping. Audio-taping continued throughout the subsequent focus group discussions. All audio-tapes were transcribed. The resulting data was vital to the analysis portion of this project.

or PTO model better meets the needs and expectations for homeland security placed on local law enforcement agencies by the realities of post 9/11 America and the Homeland Security Act of 2002. Each of these themes will be presented and discussed below.

#### **4.1 Emergent Themes**

- Three themes emerged via the focus group discussions. These themes included:
- The PTO program is proactive while the FTO program is reactive.
  - The structure of the PTO program forces the development of community resources while such a structure is missing from the FTO program.
  - The PTO program forces certain homeland security related activities to occur while the FTO program rates these activities only if they happen to occur during the course of the officer's job or at the urging of an individual field training officer.

The following paragraphs present, describe, and illustrate, via direct quotes from focus group transcripts, these emergent themes.

##### **4.1.1 Theme 1: PTO as Proactive and FTO as Reactive**

All focus group participants from the three agencies described the PTO model as being a proactive approach to policing that was much more prevention oriented. This perception of the PTO model differed from their perception of the FTO model. Participants noted that the FTO model lacked the structural components that fostered this pro-activity and as such was "reactive" in nature.

PTO is pretty proactive...it makes you get to know who the players or stakeholders of your community are, especially with the NPEs...The FTO program is focused on evaluating officer performance after something has happened but not on going out and getting information and using that information to solve problems, implement new strategies and ideas...(LMPD Focus Group Discussion).

There's no structure with the FTO program that causes or enhances the gathering or sharing of information. It is based more on a happenstance sort of thing...it is more reactive. The FTO program is there to grade things that happen. If gathering information happens, that's good and the FTO will grade it, but it doesn't force the gathering of information or sharing of information like the PTO program...Instead of being reactive, the PTO program seems to be more prevention oriented...trying to deal with things before there is a problem (BGPD Focus Group Participant).

The very first class for recruits at the academy for the PTO program an officer in 5<sup>th</sup> division was giving his neighborhood portfolio presentation [NPE] and it was so good...so full of information that people who had ridden that beat for years could benefit from it. So they had it [the NPE] during roll call. One of the funny things that they were able to gather from this is that area has one of the largest in the nation school for the blind on the beat and half the people [officers] who had been working there didn't even know the address. His NPE focused on teaching people who are blind or visually impaired how to communicate with the local government and the police; also to teach police how to interact with them so that they [the visually impaired] won't feel intimidated... (LMPD Focus Group Participant).

The FTO program was designed to teach you where things are and how to respond to them in a systematic way, but it was all a reactive approach. If something happens, this is how you will deal with it. You know, not in a proactive way...The PTO program is much more proactive. Through its components [NPEs, PBLEs, LAPs] you can attempt to prevent things from happening (HPD Focus Group Participant).

##### **4.1.2 Theme 2: PTO Fosters the Development and Utilization of Community Resources**

The second theme that emerged from the focus group discussions was the structure of the PTO program, when compared to the FTO program, is perceived as better fostering the development and subsequent utilization of community resources. In particular, participants noted specific exercises of the

PTO program, including the PBLE or problem-based learning exercise, the NPE or neighborhood portfolio exercise, the LAP or learning activity package and other components, yielded the development of these resources.

We couldn't identify any structure in the FTO system...The FTO program had the checklist, you know schools in your particular area, maybe some important buildings, but it [FTO] doesn't really force you to identify who the contact people are in those buildings...there is not a structure for you to do that...But for PTO, the NPE exercise forces you to go out on your own and identify areas of interest and people in your beat...like I have information about the schools in my beat and I know exactly who I can contact at each school...(BGPD Focus Group Participant).

With the PTO, the NPEs, PBLEs, LAPs, the Matrix, it forces the patrol officers to get out into the community, get to know people in these areas, to develop contacts at the neighborhood level, within government, even with agencies beyond government...(HPD Focus Group Participant).

PTO allows you to get a sense of what are the key landmarks of your community, to identify your community resources, your key stakeholders, to know the make-up of your beat or neighborhood...The FTO program did have the check list. You had to identify the key buildings and landmarks like where the Hall of Justice, where NCIC was, the radio room, maybe the fire department and different agencies within your beat. But there was nothing in the FTO Program that said write a list down or keep a list of people you need to know in the community and in other agencies...I had an FTO who did that but that was just for my benefit, it wasn't a part of the [FTO] program at all (LMPD Focus Group Participant).

The PTO NPE [Neighborhood Portfolio Exercise] really forced you to get to know your neighborhood...to gather information from your citizens, other agencies and put that information together...There are a lot of resources in this community that are available and could really help us do our jobs. Only now with the PTO program are we beginning to uncover those resources and use them (LMPD Focus Group Participant).

We've done some things with a PBLE that addresses a hypothetical situation. You know, here's an issue that we have with a bar. We have several bars downtown and a lot of them have the same problems. To prevent these problems from getting out of control, who could you contact? Who could you make aware of this problem? Who could you get to help with this problem? Some of the resources we came up with were ABC, BTF to do some undercover work within the bars, other agencies we were able to identify through the NPEs and LAPs... (BGPD Focus Group Participant).

One of the things about the PTO program is that it forces that officer, through the NPEs and PBLEs, to go out and find those resources, you know what is going to be available to assist them in doing their job functions, to solve problems; to deal with whatever they will need to deal with. In comparison to the FTO program, it doesn't really force them to do that, especially, not in the development of community resources that can help them do their job (HPD Focus Group Participant).

The PTO has in place a structural design to encourage and enhance community-police relations by NPEs, which are truly hands-on and makes the PO [police officer] know the stakeholders, the players, the neighborhoods. The LAPs, those can be used to direct them to the contacts, help them become aware of who they need to get in touch with if they don't understand...allows them to work outside of the box, where FTO program, typically has you working inside of the box. The [PTO] journals and CTRs are also ways that are structured to enhance community relationships and resources (HPD Focus Group Participant).

#### **4.1.3 Theme 3: PTO Facilitates Homeland Security Activities**

The final theme that emerged from the content analysis of the transcripts was the perception that the PTO program forces certain homeland security related activities to occur while the FTO program evaluates these activities only if they happen to occur during the course of the officer's job or at the urging of an individual field training officer. Like the previous two themes, this theme surfaced in all focus group discussion irrespective of agency affiliation.

I think the PTO is better than the FTO, lets say in turning up a terrorist sleeper cell...Because in the FTO, you didn't go door to door. You didn't gather information... The FTO program is focused on evaluating officer performance...and not necessarily uncovering a terrorist cell... We have an evaluation somewhere where somebody found out about, I can't remember if it was the PTO's CTR [Coaching and Training Report] or PBLE [Problem-based learning exercise] they did, but they got an NCIC hit on the information that was gathered that an individual or an organization may be linked to a terrorist group... (LMPD Focus Group Participant).

The PBLE is pretty good as to homeland security. LAP also if you have a threat. Both of those can be hypothetical too, you know if you didn't have a threat you can make up one on your own to kind of keep you on your guard...We noted that they (LAPs and PBLEs) can be designed to provide assessments of threats as well...(BGPD Focus Group Participant).

The NPEs, PBLEs, the Matrix, LAPs, they all enhance the gathering of information. Personally, I believe the journaling goes a long way for the officer to look at what information is being gathered and then he or she can share this information with others... (HPD Focus Group Participant)

The FTO program did require us to fill out FI [field investigation] cards after the encounters that we had with people. That allowed us to know who was on the streets. However, we really didn't pass this information on to others outside of the department. The PTO program with its emphasis on being proactive, developing relationships, gathering intelligence and sharing information with other agencies and people is better structured for homeland security (HPD Focus Group Participant).

The PTO structure, like the NPE or PBLE, forces you to gather intelligence, pick out key locations within the community, key individuals or members of the community... there is a whole phase under PTO dedicated to investigations...where the emphasis for learning is on how to gather intelligence and how to share that intelligence with others...(LMPD Focus Group Participant).

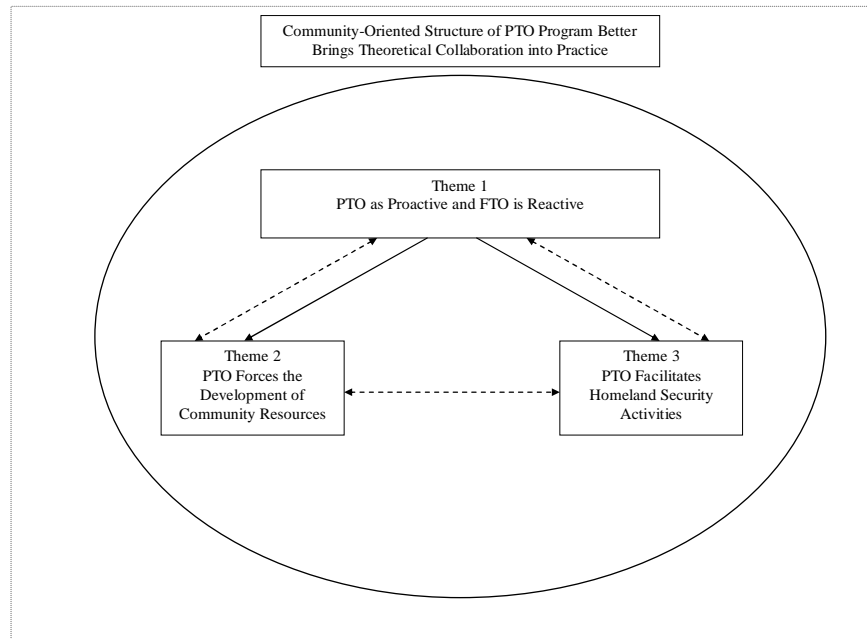
PBLEs, NPEs, and LAPs of the PTO allows you to identify and protect those key assets and infrastructure in your area...the FTO, even though it used the check list, it didn't force you to think in terms of protection of key assets, just to know where those key assets were...(BGPD Focus Group Participant).

#### **4.2 Confluence of Emergent Themes: Community-Oriented Structure of PTO Program Better Brings Theoretical Collaboration into Practice**

These three themes seem to converge to create a virtual pyramid – where each side provides support to the others. Theme 1, which highlights the proactive nature and prevention orientation of the PTO program when compared to the reactive nature of the FTO program, manifests itself in two ways (as symbolized by the solid unidirectional line), in Theme 2, the development of community resources, and Theme 3, the subsequent facilitation of homeland security related activities. This manifestation is supported and reinforced by the interplay between all three themes as noted by the segmented, dual directional lines that flow between themes 1 and 2, themes 2 and 3 and themes 3 and 1. In essence, our analysis yields a shared perception by officers from all three agencies that the community oriented structure of the PTO

program better facilitates theoretical collaboration associated with the homeland security and community/problem oriented policing philosophies into practice (See Figure 2).

Figure 2: Confluence of Emergent Themes



## 5. Conclusion: Implications of Findings for Future Research

The findings from our exploratory study highlight that the PTO model is perceived as a better approach to bring theoretical collaboration into contemporary practice. Participating officers from all three agencies noted that the PTO approach, as opposed to the FTO approach, to building, developing, and managing human capital – capital that is both internal and external to the local law enforcement agency – facilitated more of a proactive and preventative approach to policing. In particular, these officers noted that the structure of the PTO program enhances community-police partnerships, facilitates the collection of relevant information that provides a deeper understanding of the communities in which these officers serve, and encourages collaboration across governmental, organizational, and community boundaries in order to identify and solve community problems that are both big and small.

For many years in our agency, we preached community oriented policing. Now, with the PTO program, we get to practice community oriented policing... You know, the partnerships, the collaboration, the problem solving with community... (HPD Focus Group Participant).

Considering the exploratory nature of our study, additional research is needed to continue to assess the impact of the PTO and FTO models on building and managing human capital in this era of homeland security. Since our study was limited to three departments within one state, more research is needed to explore how officers from other departments within other states perceive the effectiveness of the FTO and PTO models in terms of bringing theoretical collaboration into community policing and homeland security practice.

Additional research is also needed to explore the implications of the findings from this study with more general attempts by local government to build and manage human capital. As was noted in the introduction section of this paper, homeland security is more than a function of and a charge issued to local law enforcement. Homeland security also requires the support of local governments in general. This reality brings into focus an additional research question: Is the PTO model a suitable human capital framework that can be customized or tailored to fit other aspects of local government in their attempts to make governance and homeland security us – a proactive, prevention-oriented, and collaborative process?

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## APPENDIX A: AGENCY PROFILES

### **Bowling Green Kentucky**

Department: The Bowling Green Police Department is staffed with 163 employees, of whom 99 are commissioned, 35 are full-time non-sworn, and 29 are part-time non-sworn. The department is structured into five divisions; Field Operations, Support Services, Accounts Payable, Grants Associate, and Administrative Assistant. The department provides law enforcement services for approximately 60,000 people when Western Kentucky University is in session.

Population: The total population of the City of Bowling Green is approximately 51,294 (2004 census). This number is greatly impacted by the Western Kentucky University when the university is in session. That impact has been reflected by the number stated above under "Department." The county in which the City of Bowling Green is located, Warren County, has a population of approximately 88,413 (2000 census). Both numbers are reflective of the postings of the Bowling Green Area Chamber of Commerce website, [www.bgchamber.com/economy/thinky/Demographics.php](http://www.bgchamber.com/economy/thinky/Demographics.php).

### **Henderson Kentucky**

Department: The Henderson Police Department is comprised of three divisions: the Service Division, the Traffic and Patrol Division, and the Investigations Divisions. The Service Division includes: Chief of Police, Deputy Chief, one Training Sergeant, one Communications Supervisor, fourteen Communications Officers, six School Crossing Guards, one Parking Enforcement Officer, and seven Civilian Administrative Personnel. The Traffic and Patrol Division includes: one Major, three Lieutenants, three Sergeants, three Corporals, and thirty-four Traffic and Patrol Officers. This Division also includes the following specialized units: one K-9 Officer and Handler, two Bicycle Patrol Officers, one D.A.R.E. Officer, and four School Resource Officers. The Investigations Division includes: one Major, one Sergeant, five Detectives, one ID/Crime Scene Sergeant, one ID/Crime Scene Officer, and one Property Officer. The web site of [www.cityofhendersonky.org](http://www.cityofhendersonky.org) is the source of this information and can be found on the police portion of that city web site.

Population: The city of Henderson is located in western Kentucky on the Ohio River. With a growing population, thriving downtown, historic turn-of-the-century mansions overlooking the river, and a recently renovated riverfront, Henderson exhibits the qualities of a historic river town. Henderson operates under the City Manager - Commissioner form of government. The population of Henderson, Kentucky as of 2006 was 27,666. As Henderson is the county seat of Henderson County, Kentucky, its 27,666 residents are a major portion of the total county population of 45,844. The races in Henderson are broken down as (1) White Non-Hispanic (86.7%); (2) Black (10.5%); (3) Hispanic (1.3%); (4) two or more races (1.0%); (5) other race (0.6%). ([www.hendersonky.com](http://www.hendersonky.com)) Considering the location of Henderson, as first a river city plus its location of being just south of Evansville at the Kentucky/Indiana border, its police department is sometimes faced with unique policing situations that a non-state border city would not have to contend.

### **Louisville Kentucky**

Department: The Louisville Metro Police Department provides a wide range of services to the 700,000 residents who live within the 386 square miles of our community. LMPD has 1188 sworn officers, and 498 civilian employees. . LMPD is divided into eight geographical patrol divisions, which staff 852 of the sworn officers. The remaining officers are assigned to one of the ten Specialty Units/Sections. In 2007, approximately 100 new officers were hired and entered either the Basic Recruit Academy or the Lateral Academy, both of which are taught at the Louisville Metro Police Training Division.

Population: On January 6, 2003, Louisville became the largest city in nearly three decades to merge its city and county governments, creating a consolidated local government – and producing the nation's newest "Top 20" city – going from the 67<sup>th</sup> to 16<sup>th</sup> largest city in the United States. Likewise, after the merger the jurisdiction of the Louisville Metropolitan Police Department grew from 60 square miles to 386 square miles and the population served more than doubled from 256, 231 residents to 693,784 residents (Source: 2000 Census, US Census Bureau).

## APPENDIX B: FTO/PTO SURVEY

### A Structural Comparison of FTO and PTO

**An Analysis of the Programs' Abilities to Fulfill the Requirements of "The Homeland Security Act of 2002" and its Expectations for Local Police Agencies**

**FTO**                      Years of Police Service \_\_\_\_\_

Dimension	FTO Demonstrates the Dimension	PTO Demonstrates the Dimension	Neither Demonstrate the Dimension
In-depth Problem Solving			
Partnership Building			
Community Focus			
Service Oriented Behavior			
Enhanced Critical Thinking Skills			
Conflict Resolution			
Tactical Skills Development			
Application of Laws and Policy			
Neighborhood Resource Identification			
Mentoring			
Evaluation			
Gathering Local Intelligence			
Information Exchange from and to Citizens			
Developing and Enhancing Community Relations			
Collaborative Efforts to Co-Produce Public Safety and Security			
Develop, Implement and Enhance Collaboration Across Jurisdictions, Neighborhoods, Age and Racial Groups			

## **APPENDIX C: FOCUS GROUP DISCUSSION VIGNETTE**

### **VIGNETTE**

Local police departments play a vital role in identifying and protecting key US assets and infrastructure, from gathering local intelligence to receiving and disseminating useful information from and to citizens, as well as state and federal counterparts. One central way to accomplish this is by developing and enhancing community-police relationships and collaborative efforts to co-produce public safety and security. The approaches to develop, implement, and enhance the needed collaboration may vary across jurisdictions, neighborhoods, age and racial groups, etc.