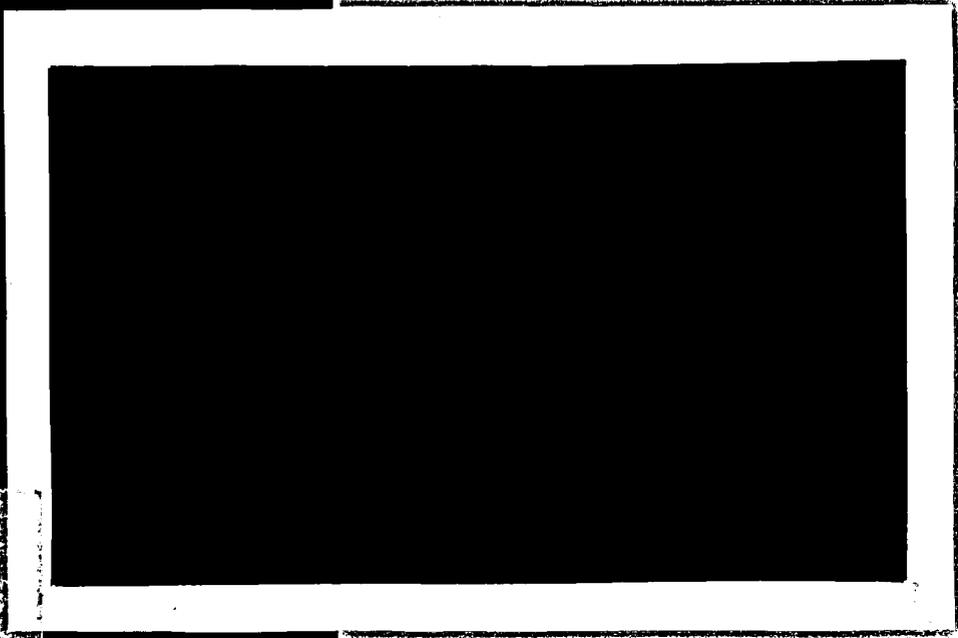


©

119



**Public  
Administration  
Service**

**CHICAGO  
ATLANTA  
SAN FRANCISCO  
WASHINGTON**

GRANT # 119

**POLICE SERVICES  
IN ST. LOUIS COUNTY**  
*A Plan of Improvement*

Consulting • Research • Publishing

**Public  
Administration  
Service**



1313 EAST SIXTIETH STREET, CHICAGO, ILLINOIS 60637

WASHINGTON • SAN FRANCISCO • ATLANTA

September 1, 1967

MEMORANDUM TO: Chief Executive Officers  
St. Louis County Municipalities

SUBJECT: County Municipality Partnership

Enclosed is the second phase of the study made by the Public Administration Service of Chicago on St. Louis County Police and municipal police departments.

As you probably recall, in June 1966, the Government of St. Louis County and the Committee of Large Cities of St. Louis County Municipal League, composed of the mayors of the 15 largest cities in the County, decided to obtain the service of an outside agency to study the level of police service as provided by St. Louis County and the municipal governments. Public Administration Service of Chicago, a private, non-profit consulting Agency, was retained to conduct a study-in-depth of police services in St. Louis County and to make detailed recommendations for the improvement of these services.

St. Louis County Government contributed \$11,000 and the 15 largest municipalities, on a pro-rata population basis, contributed another \$11,000 to finance the first phase of the study. The remainder was financed by Federal funds under the program.

We hope that this study will be of assistance to you and your community.

Yours very truly,

Donald J. Gidionsen  
Community Coordinator  
Office of the St. Louis  
County Supervisor

DJG:dav  
Enc.

PUBLIC ADMINISTRATION SERVICE



1313 EAST SIXTIETH STREET • CHICAGO, ILLINOIS • 60637

---

August 30, 1967

Mr. Lawrence Roos  
Supervisor, St. Louis County  
The Honorable John Brawley  
Mayor of the City of Ferguson and  
Chairman, Committee of Large Cities  
of St. Louis County

Gentlemen:

We are pleased to submit herewith our report, Police Services in St. Louis County, A Plan of Improvement. It was prepared in keeping with our proposal of August 13, 1966, accepted by Attorney General Ramsey Clark.

The study was done and the report prepared by David L. Norrgard, of our regular staff, under the direction of Dr. George D. Eastman, who also reviewed the report. Mr. Norrgard was assisted by James L. Fyke, also of our regular staff. Serving as special consultants were Professor Donald E. Clark of Portland State University, Sergeant Marvin Van Kirk of the Kansas City, Missouri, Metropolitan Police Department, and Forrest Litterly, Assistant Superintendent, Bureau of Criminal Identification, State of Illinois.

We wish to express our appreciation for the cooperation extended to us by you and other officials throughout the County, and by Mr. Robert Cohn.

Very truly yours,

G. M. Morris  
Field Services Director

## THE CORPORATION

(Organized not-for-profit on June 27, 1933, under the laws of the State of Illinois)

### TRUSTEES

\*ORIN F. NOLTING, Chairman, International City Managers' Association  
\*CHARLES F. CONLON, Vice Chairman, Federation of Tax Administrators  
PAUL E. BASELER, Building Officials Conference of America  
GEORGE WELLS BEADLE, University of Chicago  
DON L. BOWEN, American Society for Public Administration  
ROBERT D. BUGHER, American Public Works Association  
JOSEPH F. CLARK, Municipal Finance Officers Association  
PAUL V. CORUSY, International Association of Assessing Officers  
\*BREVARD CRIHFIELD, Council of State Governments  
PATRICK HEALY, National League of Cities  
GUY R. JUSTIS, American Public Welfare Association  
JOHN D. LANGE, National Association of Housing and Redevelopment Officials  
\*DENNIS O'HARROW, American Society of Planning Officials  
\*KENNETH O. WARNER, Public Personnel Association  
ALFRED WILLOUGHBY, National Municipal League  
\*Executive Committee Member

### OFFICERS

H. G. POPE, President      G. M. MORRIS, Vice President  
JACQUE K. BOYER, Treasurer      JEANNETTE FAHEY, Secretary

### SUPERVISORY AND TECHNICAL STAFF

H. G. Pope, Executive Director  
Jeannette Fahey, Administrative Assistant

#### FIELD SERVICES DIVISION

G. M. Morris, Director

#### Headquarters Representatives

George D. Eastman  
Thomas R. Jacobi  
Joseph J. Molkup  
Theodore Sitkoff

#### Regional Representatives

Donald E. Nemetz, San Francisco  
Ralph E. Spear, Washington  
Harry T. Toulmin, Atlanta

#### HEADQUARTERS SERVICES DIVISION

Jacque K. Boyer, Director

James E. Enright  
Technical Supervisor, Public  
Automated Systems Service  
Donald I. Rose  
Publications Supervisor  
Martha Gilchrist  
Joint Reference Librarian  
William E. Moeller  
Accounting Services Supervisor  
William J. Callahan  
Building & Office Services Supervisor

**Field Representatives** · John O. Behrens · Jerry E. Berg · Ronald D. Boggs · Ralph O. Bowser  
Dewey L. Bryant · Michael F. Byrne · Don P. Cass · James V. Coyne · James B. Douglas · Lloyd A. Dove  
Laird J. Dunbar · Robert J. Dunn · George D. Eastman, Jr. · Paul D. Eckles · David J. Farmer · Gordon E.  
Fercho · Robert W. Ferrel · David C. Fitch · Ernest G. Fuchsman · James L. Fyke · V. Amado Gavidia  
Joseph R. Grassie · Howard L. Grigsby · William L. Hall · Raymond E. Harbaugh · Jason Haynes · Jules O.  
Hendricks · John A. Hettler · Robert J. Hoffman · Robert M. Horiuchi · Katherine A. Hudson · Vincent Hutnak  
Ronald A. Johnson · Frederic W. Keithley · Calvin M. Lakin · George A. Langmack · Frank H. Lawler  
Carsten D. Leikvold · J. H. Lewis · G. Stephen Lloyd · David E. Lyon · Philip R. Malone · Robert L. March  
Edmund W. Meisenhelder · Michael A. Meriwether · George B. Miller · Harold L. Moore · Robert A. Mullen  
Ike A. Nooe · David L. Norrgard · Irving J. Olson · Julian H. Orr · F. William Pack · John M. Pope · William  
H. Potts · Harlow R. Richardson · Harry E. Ross · Joseph A. Sancho · Louis E. Simpson · Richard V. Solano  
Cosette N. Solis · Stuart Steinberg · O. Clayton Stewart · J. J. Valenti · Manuel Valles · Gerald A. Westwick  
Bernard H. White · John D. Yockey · Larry G. Young · Ronald E. Zechman · Bette Crouse, Field Secretary

## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
Conclusions of the First Report	1
Recommendations of the First Report	3
Findings and Recommendations of the Second Report	6
I. IMPROVING POLICE SERVICES: THE COUNTY POLICE DEPARTMENT	11
Proposed Functional Organization	11
Office of Chief of Police	14
Staff-Line Relationships	16
Manpower	18
II. IMPROVING POLICE SERVICES: STAFF AND INSPECTION BUREAU	19
Staff Inspection Division	20
Staff Services Division	21
Personnel Unit	21
Training Unit	26
Planning and Research Unit	41
Information Systems Division	43
Community Relations Division	43
Intelligence Division	48
Law Enforcement Intelligence Unit	48
Internal Affairs Unit	48
III. IMPROVING POLICE SERVICES: AUXILIARY SERVICES BUREAU	51
Records and Communications Division	51
Police Records	52
Report Review Section	68
Property and Evidence Section	68
Communications Unit	69
Data Processing Division	74
Central Services Division	75
Prisoner Transport Unit	75
Laboratory Services	76
Central Services Unit	79
IV. IMPROVING POLICE SERVICES: SECONDARY LINE SERVICES	81
Investigations Division	81
Organization	82
General Investigative Policies	85
Youth and Women's Division	37
Vice Unit	91

## TABLE OF CONTENTS (continued)

	<u>Page</u>
V. IMPROVING POLICE SERVICES: PATROL BUREAU	95
St. Louis County Patrol Bureau	96
Organization and Management	96
Special Operations Division	100
Personnel Needs	101
Municipal Police Departments	103
Recommended Standards	104
Organization and Management	105
VI. IMPLEMENTING THE IMPROVED POLICE SERVICES PROGRAM	107
Program Development Unit	107
Completion of Implementation	109
Program Costs	111
EXHIBITS	
<u>Charts</u>	
I. Proposed Structural Organization	(follows page) 12
II. Proposed Functional Organization	(follows page) 12
III. Proposed Functional Organization, Staff and Inspection Bureau	(follows page) 20
IV. Proposed Functional Organization, Auxiliary Services Bureau	(follows page) 52
V. Report Processing, Police Records Center	(follows page) 56
VI. Proposed Functional Organization, Investigations Division	(follows page) 82
VII. Proposed Functional Organization, Youth and Women's Division	89
VIII. Proposed Functional Organization, Vice Unit	92
IX. Proposed Functional Organization, Patrol Bureau	97
X. Proposed Implementation Schedule for Areawide Police Service Program	(follows page) 110

## TABLE OF CONTENTS (continued)

	<u>Page</u>
<u>Exhibits</u>	
I. Normal Flow of Preliminary Investigation Case Reports	59
II. Sample Daily Bulletin	63

## APPENDICES

- A. Staff Inspection
- B. Recruit and Refresher Training Syllabus for St. Louis County and Municipal Police Officers
- C. Investigators' Training Syllabus for the St. Louis County Police Department
- D. Supervisory Training Syllabus for the St. Louis County Police Department
- E. Command Training Syllabus for the St. Louis County Police Department



## INTRODUCTION

In 1966, St. Louis County and the Committee of Large Cities of the St. Louis County Municipal League jointly requested Public Administration Service to do a reconnaissance study of all police services within the County. On the basis of this study, Police Services in St. Louis County, A Survey Report, was prepared and published on February 10, 1967. That report reviewed the bases of financial support for county police services, analyzed generally the kinds and levels of county and municipal police services represented, and made recommendations for improvement of law enforcement capabilities in the County.

The report presented on the following pages is the product of a second study, financed principally by a grant from the Office of Law Enforcement Assistance, United States Department of Justice, on behalf of the same jurisdictions. Its major purposes have been to give more detailed attention to recommendations of the first study, to make further recommendations, and to suggest specific guidelines for their implementation.

### Conclusions of the First Report

The 1966-67 reconnaissance study concluded that the general level of police field service in St. Louis County cannot meet current local needs, that staff and auxiliary services of the county and municipal police departments are operating far below the level of performance suggested by the considerable expenditures for them, and that there is an inequitable relationship between financial support and distribution of services of the County Police Department, in large part owing to the County's concentration on its primary police service area.<sup>1/</sup>

---

<sup>1/</sup>The primary service area of the County Police Department includes unincorporated areas of the County, municipalities contracting with the County for police services, and certain others which do not contract for service, but which provide less than full-time protection for their communities.

These criticisms were offered with full knowledge that they would have equal validity if applied to many other police departments and metropolitan areas throughout the country. In addition, there was no intent to make in-depth evaluations of any individual departments in the reconnaissance study, nor was an effort made to identify functions and activities especially worthy of praise.

The apparent causes of the weaknesses disclosed also reflect prevailing situations in other American police jurisdictions: (1) the rapid growth of police needs and problems has outstripped local professional competence to meet them; (2) personnel and other resources are not sufficiently available in kind, numbers, and quality even under conditions of effective organization, management, and control; (3) the County and most of its constituent municipalities have no real awareness of the scope of local crime problems because of unsound reporting practices, and therefore are not alerted to the need to combat them; and (4) excessive jurisdictional, operational, and internal fragmentation among the departments virtually denies opportunity for concerted and effective action.

The reports of the President's Commission on Law Enforcement and Administration of Justice confirm that the problems found in St. Louis County in local police service are not unique to the County.<sup>2/</sup> Many of the basic recommendations contained in the reports of the President's Commission are reflected in this study of police services in St. Louis County. Local officials are encouraged to review the Commission's reports in order to gain a greater understanding of local law enforcement problems found throughout the nation and to familiarize themselves with the principal recommendations contained in the reports for improving police services.

---

<sup>2/</sup> See: President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D. C.: U. S. Government Printing Office, 1967); Task Force Report: The Police (Washington, D. C.: U. S. Government Printing Office, 1967), especially pp. 68-119.

Recommendations of the First Report

A program of countywide supportive services was proposed in order to generally improve law enforcement capabilities and to reduce financial and service inequities among the constituent areas. The following courses of action were suggested:

1. St. Louis County should be authorized certain taxing powers by the State of Missouri that are currently reserved to certain municipalities, such as the power to levy a countywide cigarette sales tax with revenues shared with all municipalities on a population basis and a gross utilities receipts tax to be levied in the unincorporated area of the County. Revenues realized from these two tax sources, for example, would lessen financial and service inequities between the incorporated and unincorporated portions of the County, as they would primarily originate in the primary service area of the County Police Department. All revenues realized from these tax sources should be allocated to county police expenditures without formal earmarking.
2. Areawide supportive services should be offered to all requesting municipalities on a contractual basis for token consideration as soon as practicable.
3. Detailed study should begin to develop appropriate legislation, including any necessary constitutional changes, in order to secure authorization for the formation of a county subordinate service district. When authority is obtained, efforts should be made to create a county subordinate service district for police purposes in the unincorporated area and for any municipalities contiguous to that area desiring to join. This area would then receive patrol services from the County Police Department, financed by direct tax support from areas served. Areawide supportive services would be continued on a token contractual basis.

This approach would allow St. Louis County and its municipalities to implement a program of areawide police services as soon as practical considerations permit. At the same time, plans could be made for a long-range program to resolve current financial inequities.

The quality of police field services throughout the County can be improved and their provision extended through consolidation of certain supportive services within the County Police Department, as long as those services are performed competently and effectively and the municipalities participate fully. Staff, auxiliary, and special field services suggested for consolidation were as follows:

1. Recruitment. Centralized recruitment, with or without uniform recruitment requirements, would be provided by the County Department to simplify the entire recruitment effort of the various constituent agencies to their benefit and to the benefit of recruits.
2. Selection, Training, and Promotion. The County would develop and administer examinations of all kinds for personnel, publish and maintain master eligible lists, and provide training programs, perhaps jointly with the City of St. Louis and the Missouri State Highway Patrol.
3. Discipline. The County and the municipalities would establish a common set of rules of conduct for adoption by all departments and make available appropriate vehicles for hearings and appeals.
4. Staff Inspections. The County Department would develop a staff inspection capability appropriate to review its own and local department operations.
5. Community Relations. A sound and broadly based community relations program could be best developed on a countywide basis.
6. Intelligence. The County would develop a sound criminal intelligence program, making its information available to local departments within security limitations.
7. Planning and Research. This category would include crime and traffic analysis, manpower scheduling, program and policy formulation, manuals preparation, equipment specifications development, and other tasks closely allied to administrative and coordinative efficiency. Close cooperation with the City of St. Louis and the State of Missouri Highway Patrol would be especially appropriate to these areas of effort.

8. Records and Communications. This recommendation calls for the development of a coordinated records and communications system capable of handling on-line inquiry from the field and compatible with corresponding programs of the City of St. Louis and the State. Communications facilities and services would be fully integrated on a countywide basis through the establishment of a county complaint reception and communications center. These programs should be developed together, not separately.
9. Laboratory Services. It was suggested that the County contract with the City of St. Louis for all laboratory work except that which can be performed by the Federal Bureau of Investigation or through other more convenient arrangements. The county contract would be on behalf of all constituent jurisdictions.
10. Follow-up Investigations. In time, the County Department should develop an investigative competence in sufficient depth to provide investigative crime and traffic services to all requesting jurisdictions, to their common advantage.
11. Tactical Operations. The County could provide a tactical force for selective and massive pressure on critical crime and traffic problems and provide the planning and the core forces for disaster, riot, and other emergency operations.
12. Vice Repression. Local departments would maintain primary responsibility for their respective areas; the County could provide supplementary services and assume responsibility for countywide vice problems.
13. Delinquency Control. Again, the local departments should retain basic responsibility, but the County can provide additional assistance, special training, and development of common policies and standards.

Provision of such services as these on a countywide basis, as a responsibility of the County Department, should have the effect of freeing the various local agencies for basic patrol duties and allowing them to further develop their patrol capabilities. Chapter V sets forth the basic functions of a patrol bureau which are, in fact, synonymous with those of a police department itself. All other police activities not directly concerned with accomplishing these functions are considered supportive in nature.

Consolidation would mean the augmentation of the often meager resources of most local departments, allowing them at the same time to become integrated parts of an effective and coordinated police program.

These recommendations were formulated in general terms and are the point of departure for the present study which attempts to detail and refine them, raises additional questions, and recommends additional means of improvement.

#### Findings and Recommendations of the Second Report

Recommendations of the first study were formulated in general terms; this second report details and refines the recommendations, raises additional questions, and sets forth further means of improving services. The first report raised questions regarding the quality and level of police service in St. Louis County, and this report presents a definite series of recommendations leading towards improvement of total police services for both the County and the municipalities. Following is a summary of the principal recommendations and findings of this report.

1. Improvement of police service in St. Louis County requires that the County develop and offer a wide range of areawide supportive police services with full participation by the municipalities.

None of the municipalities in St. Louis County is in a position to develop independently an adequate level of both basic patrol and necessary supportive police services; financial and other resource limitations restrict this development. Certain police supportive services lend themselves, however, to areawide performance. St. Louis County is the unit of general government best suited to accept such responsibility because of its greater resource potential. Each municipality would be able to concentrate on basic police service (patrol), with the County providing all police supportive services for the benefit of the entire area.

2. Success of the areawide police services program is dependent upon a restructuring and improvement of the St. Louis County Police Department.

The County Police Department needs to be reorganized to provide a logical grouping of functions and activities, to strengthen management controls, and to change the status of the County Board of Police Commissioners. The latter recommendation calls for the creation of a new advisory board with responsibility for advising the County Chief of Police about the areawide services program. Improvements must be made in the recruitment, selection, and training of personnel; in records and communications systems; in planning and research; and certain other key areas of police supportive activities and functions. These improvements and reorganization will benefit the municipalities as well as the County because of the former's participation in the areawide service program.

3. St. Louis County is in an excellent position to develop a complete police services program without the burdens of instant change or the constant day-to-day obligations that often hinder effective planning.

A program development staff should be added to the Office of County Supervisor with responsibility for developing policies, procedures, and precise implementation schedules for the areawide services program. An estimated 67 months will be required to fully implement the entire supportive services program. The first 36 months will be primarily concerned with obtaining qualified professional staff, detailed planning studies, and securing necessary legislative authority for certain taxing and other powers. In the subsequent 31-month period, the various programs should be implemented in a planned sequence. Once a particular program is ready to become operational, the corresponding program in the existing county and the municipal police departments should be detached from its present location and assigned to the County's areawide services program.

4. Total cost of police service for St. Louis County will increase with full implementation of the areawide services program and with enforcement of suggested minimum police standards.

Total annual operating costs for police service in St. Louis County are estimated to be \$14 million once the areawide service program is fully implemented and the suggested minimum police standards

are enforced. This represents an annual increase of \$6.4 million over the current level of police expenditures. St. Louis County will spend approximately \$7.6 million, \$3 million for the County's Patrol Bureau to be financed through the subordinate service district, and \$4.6 million to operate the areawide services program to be financed through the County's general fund. This is an increase of \$5.6 million over the current level of spending. Municipal police operating costs are collectively estimated to be \$6.4 million or an annual increase of approximately \$200,000. Implementation costs to St. Louis County, exclusive of necessary police building costs, are estimated to be \$6 million over the 67-month implementation schedule.

5. Full participation in the areawide police services program by a municipality will likely result in net savings of police costs to that municipality while at the same time strengthen total police service.

A redefinition of police responsibilities under the areawide police services program will enable each municipality to focus complete attention to providing important basic police service (patrol) instead of attempting to provide a complete range of services by itself. This will likely result in a savings in net police expenditures to each municipality participating in the areawide services program to the fullest extent. In addition, municipalities will no longer be underwriting the costs of the County's Patrol Bureau in the unincorporated area which will be financed through the subordinate service district. Potential savings are estimated to be as much as 30 per cent of the total cost now paid by each municipality to provide their own complete range of police services. This reduction in costs, on an average basis, ranges from \$15,000 to \$150,000, depending upon the current size of each municipality's police budget. These savings should be utilized by the municipality to strengthen and improve basic patrol service.

6. Legislative approval should be sought to authorize St. Louis County to levy some taxes currently reserved to certain municipalities.

New revenue sources are necessary for St. Louis County to provide financial support for the areawide service program and at the same time to lessen certain existing inequities between the unincorporated and incorporated

areas of the County in regard to financial support of police services. St. Louis County should be granted authority to levy two taxes, a gross utilities receipts tax in the unincorporated area and a countywide cigarette sales tax. The revenues from the latter would be shared with all municipalities on the basis of population. As the gross receipts tax would be levied in the unincorporated area, it would lessen existing inequities in the support of police services. The cigarette sales tax would raise needed additional revenues on a uniform county-wide basis. Such taxing authority is currently reserved to certain municipalities, and consequently, legislative authority is necessary before the County can levy them. Revenues realized from these tax sources by the County should be allocated, without formal earmarking, to the areawide services program.

7. State legislative authority should be sought by St. Louis County to authorize the creation of a county subordinate service district.

St. Louis County should be authorized by the State of Missouri to create a county subordinate service district which will allow the County to provide an improved level of basic police service to the unincorporated area of the County (and to any contiguous municipality electing to join) and have the area directly benefiting from the service provide financial support for that service. This does not call for the creation of another level of government; rather, the subordinate service district would be a part of the County's general government. It is estimated that a tax rate of 40 cents to 44 cents per \$100 of assessed valuation, based upon estimates of the total assessed valuation in the unincorporated area, is required to provide the \$3 million necessary to operate the County's Patrol Bureau at an expanded level. The tax rate could vary depending upon the number of municipalities in the district or other changes in the total assessed valuation.

8. State or other appropriate legislative authority should be sought to provide for minimum police standards in St. Louis County.

Recommended standards for improving the quality of basic police service in St. Louis County are as follows:

- a. Each municipality should provide continuous police service (basic patrol) either by maintaining its own full-time police department or by contracting for such services.

- b. Continuous basic police service should be defined as requiring at least 3 full-time effective police officers per 10,000 population (15 police officers approximately equal 3 full-time effective positions per tour of duty), with a minimum number of 5 full-time officers required for all municipalities of less than 1,000 population.
- c. Use of part-time police officers should be discontinued.
- d. All recruit police officers in St. Louis County should receive at least 12 weeks (480 hours) of specific police training.
- e. Specialization of police officers in municipalities of less than 15,000 population should be discouraged.

Most of the recommendations contained in this report pertain to the logical development and implementation of the areawide services program by appropriate county officials. An integral part of the planning and implementation period, however, is continual consultation with representatives of the various municipalities. Success of the total program is dependent upon the level of cooperation between the County and each of the municipalities; likewise, all will share in the results.

Several recommendations require appropriate action by the State of Missouri before the areawide police services program can be fully developed. Action to seek the necessary legislation must be initiated as quickly as possible, which means again that the County must closely coordinate its efforts with those of the municipalities. Legislative success is likely dependent upon a commonly agreed set of proposals.

I. IMPROVING POLICE SERVICES:  
THE COUNTY POLICE DEPARTMENT

The two principal controlling factors affecting improvement of total police service in St. Louis County are the direction and approach taken by the County Police Department and the extent of cooperation by the municipalities. If the County should undertake to develop its own department without careful consideration of total police needs within the County, only partial improvement will be achieved, at best. There is no municipal police department within the County in a position to provide a full range of line, staff, and auxiliary services and consequently to attain for itself an adequate level of service. That level will not be attained anywhere in the County unless there is an organized sharing of resources and responsibilities, with each agency making the sort of contribution for which it is best suited and prepared.

For such a countywide program, leadership must come from the county government and its own County Police Department. It is the only local police agency with countywide law enforcement powers, and it possesses the best resource potential for offering areawide services. This report, therefore, focuses first on restructuring and improving the County Police Department; additionally, some standards are suggested for the operation of all municipal police departments in St. Louis County in order to improve the quality of basic patrol service throughout.

Proposed Functional Organization

The services best suited to be responsibilities of the County Police Department were outlined earlier in this report. These would constitute the areawide services program. Improvement of police services in St. Louis County will depend to a great extent on the effectiveness of these services, and such effectiveness, in turn, depends on the manner in which the County Department is organized to carry them out, and the

availability to the Department of capable manpower. Sound organization does not in itself assure effective police operations; but it does provide the framework necessary to the achievement of maximal utilization of funds, personnel, and physical resources.

The structural organization depicted in Chart I is recommended to the County Police Department. A proposed functional organization is shown in Chart II. Provision is made for a reasonable span of control for the Chief of Police and subordinate command personnel, a clear chain of command, proper groupings of functions, and a basis for unity of coordination and control. When the new organization is completely developed, it will have six organic elements whose commanding officers will report directly to the Chief of Police:

1. Staff and Inspection Bureau (discussed in Chapter II).
2. Auxiliary Services Bureau (discussed in Chapter III).
3. Investigations Division (discussed in Chapter IV).
4. Youth and Women's Division (discussed in Chapter IV).
5. Vice Unit (discussed in Chapter IV).
6. Patrol Bureau (discussed in Chapter V).

The first five elements constitute those services that should be offered on an areawide basis to all police departments in St. Louis County. The sixth is not a part of the areawide services program, but provides for the fulfillment of the County's responsibility for its own primary service area.

It is suggested that the Board of Police Commissioners in its present form be eliminated and that a new board, advisory in function, should be created by the County to assist the Chief of Police in the continued development of the areawide services program. The County Police Department, through its Chief of Police, should report directly to the County Supervisor.

Chart I  
 PROPOSED STRUCTURAL ORGANIZATION  
 ST. LOUIS COUNTY POLICE DEPARTMENT

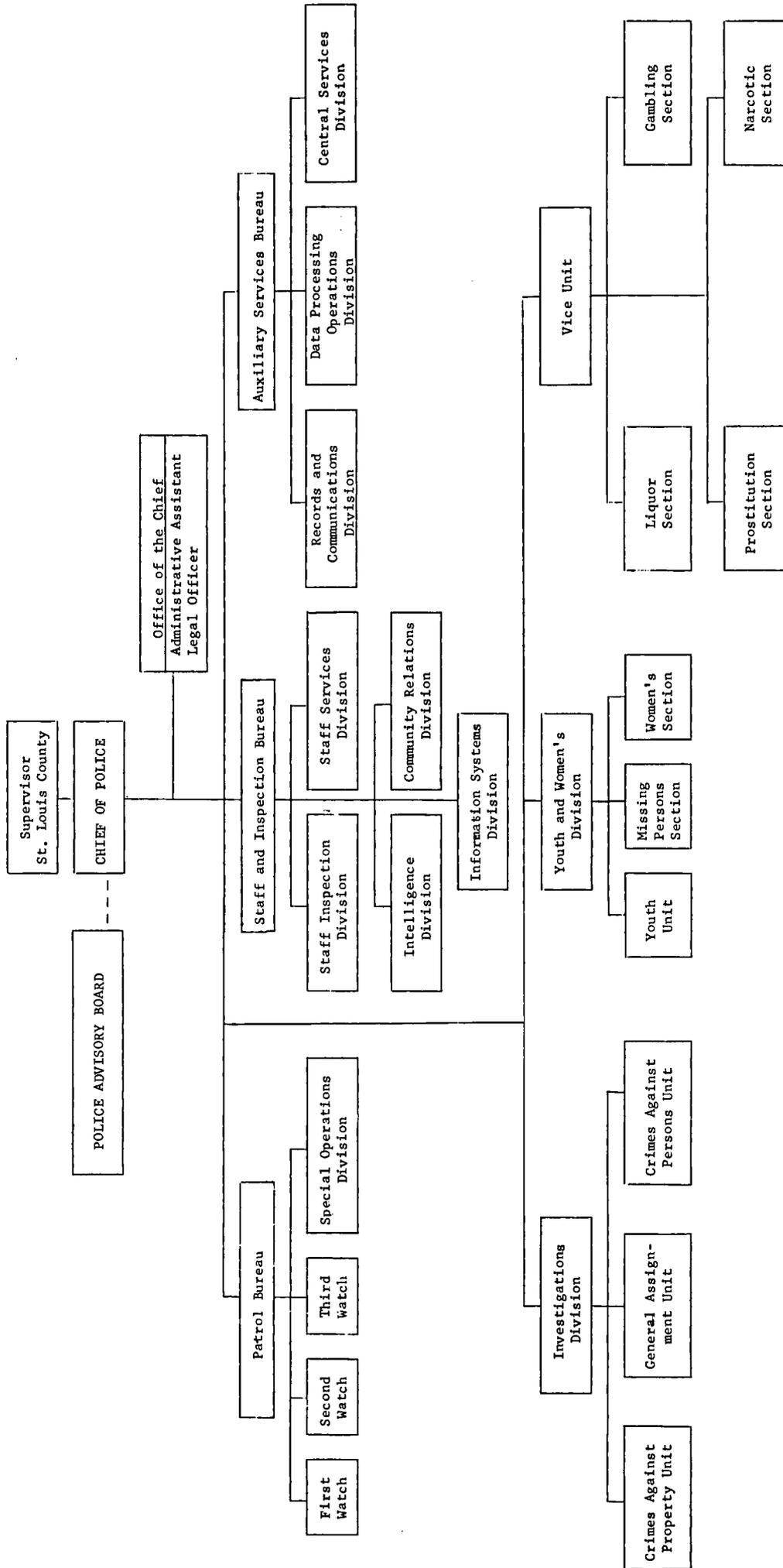
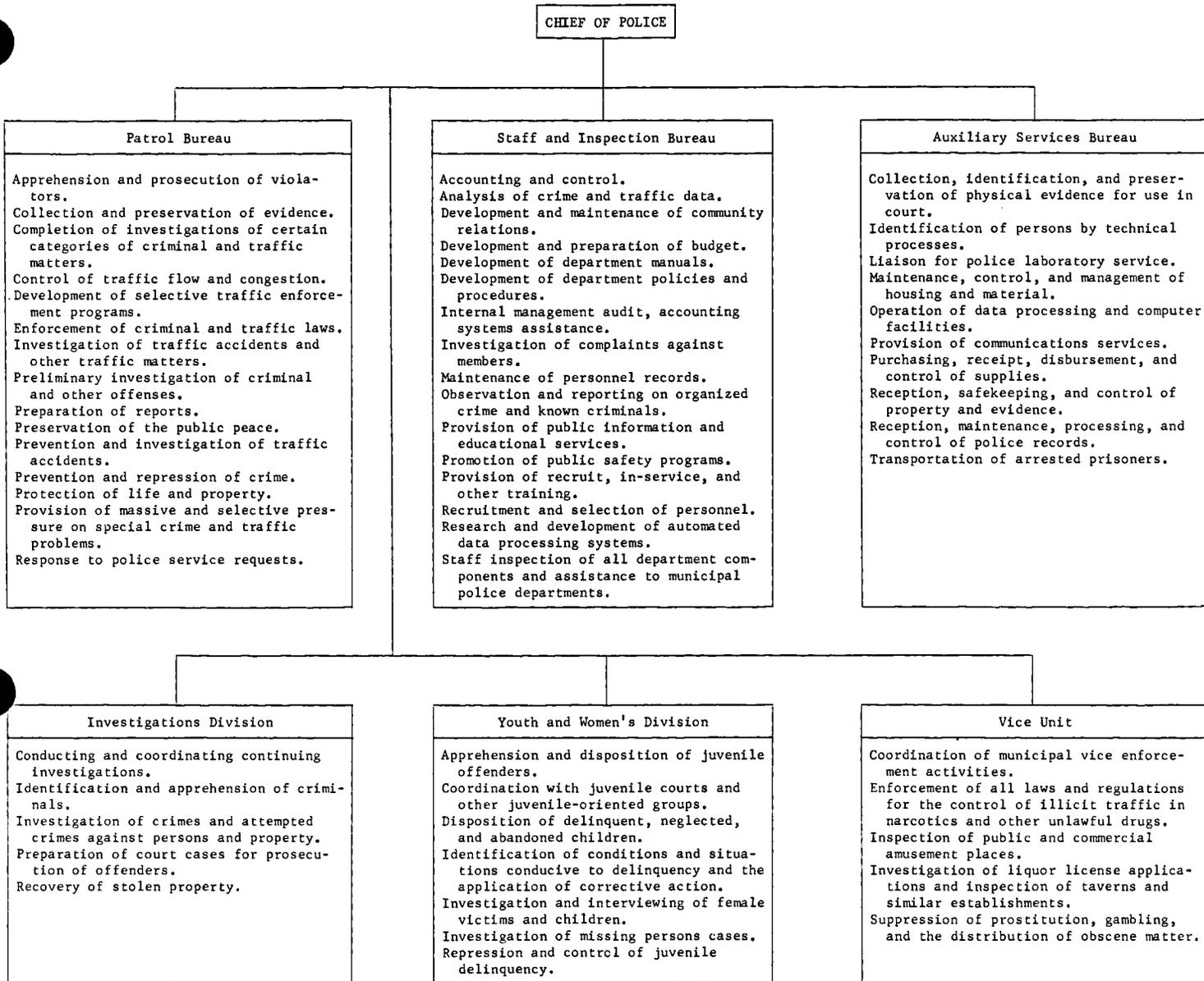




Chart II  
 PROPOSED FUNCTIONAL ORGANIZATION  
 ST. LOUIS COUNTY POLICE DEPARTMENT<sup>a/</sup>



<sup>a/</sup> All functions and activities above are listed alphabetically without reference to importance or intra-element assignment. See detailed functional charts in appropriate sections of the text for additional detail.



At present, the Board of Police Commissioners consists of five civilians not otherwise active in law enforcement work. Members are appointed by the County Supervisor to three-year terms with advice and consent of the County Council. By its very nature the board sometimes can become involved in the management and control of some day-to-day activities of the County Police Department. This tends to weaken the authority of the Chief of Police in managing the affairs of the Police Department and places operational matters in the control of civilian personnel, interposed between the Chief of Police and the County Supervisor, who are untrained, though doubtlessly well intentioned.

Contemporary practical considerations pose the most significant reason for the removal of the police board from the direct change of command. The police, as the visible symbol of government, must be responsive and responsible to the government it serves. The public tends to have a loss of confidence in these qualities when authority appears diffused and specific responsibility cannot be identified. The police, in this situation, is seen as effectively removed from public control and somewhat isolated from public examination of its policies and procedures.

The use of a board should not be abandoned completely, however. The recommended advisory board should be comprised of at least five members who represent the clientele of the County Police Department. Members should be selected by the supervisor with the advice and consent of the Council. Representatives from the general public, from municipal police departments of varying sizes, and perhaps the County Prosecutor should serve on the board. A public member should serve as chairman. The major role of the board should be to advise the Chief of Police in regard to the areawide services program.<sup>1/</sup> Frequency of meetings and related matter should be determined by the County. Day-to-day management of the Department should be the sole responsibility of the Chief of Police under policy guidance of the County Supervisor.

---

<sup>1/</sup>Chapter VI discusses the role the advisory board should play in the formative stages of implementation of this report's recommendations.

Office of Chief of Police

It is traditional in the police service, with few exceptions, that police administrators rise through the ranks without being adequately prepared for the new and different responsibilities of successive promotions. Generally starting with less education in their backgrounds than might be desirable, and without sound management training, many of today's chiefs of police and commanding officers are promoted policemen but not professional administrators. A government can no longer afford the unplanned growth of a mediocre police service but must insist upon and provide continual career development of supervisory, command, and administrative personnel.

It is proposed, as vital to the success of the County Department, that a special effort be made to provide it with imaginative, competent, and persuasive leadership under conditions of full administrative and legislative support. Administration of such a department requires a chief of police of high capability.

The Chief of Police is the commanding officer of the Department and thus is charged with immediate administrative and command responsibility for its successful management and operation. Beyond this, he has several special responsibilities: he must report regularly to the County Supervisor; he has a significant responsibility for budget preparation, analysis, and control; and he is responsible for relations with the general public, municipalities participating in the areawide services program, other public officials at all levels of government, and with quasi-governmental and other public service organizations. Further, and to a degree not often enough recognized, he is responsible for individual officer morale and departmental esprit de corps.

No chief should stand alone and aloof when important and, in some instances, even minor policy and procedural decisions must be made. His command staff, the commanders of the six primary elements, and the Chief's personal staff assistant should be a study and discussion group under his direction. The group should often be convened to review proposals and

staff work of the Planning and Research Unit. It should constantly make efforts to ascertain the views of the County's municipal police departments, both directly and through the advisory board, for guidance in decisions of common concern, particularly regarding the areawide services program.

Decisions reached through such sound procedures will be broadly based and seldom arbitrary. They are more likely to conform with county and municipal needs and gain for the Department the understanding and support so essential to the success of the entire program.

It is both proper and necessary that the County Supervisor establish both a policy and a procedure whereby the Chief of Police submits to him regular and thorough reports. Three kinds of reports should be made. The first are statistical reports of the incidence of crime and traffic accidents, arrests, budget expenditures, and other items. They should be presented in an easily comprehensible form and submitted monthly, quarterly, and annually. The second is the special report, as required by circumstances, a category which includes progress reports on special programs and immediate reports of unusual incidents, particularly those affecting the areawide services program. Third, the Chief should be required to make regular, concise status reports in person so the Supervisor may assure himself that common goals are assiduously pursued and that there is full understanding of all matters of concern. The entire reporting procedure will benefit the advisory board in its evaluation of the areawide services program.

To assist the Chief of Police in the performance of his duties, it is suggested that he be provided with a personal staff consisting of an administrative assistant and a legal officer.

The administrative assistant should manage the Chief's office, be responsible for some public contacts, and otherwise relieve the Chief of routine office work. In addition, the assistant should serve as a liaison with the municipalities participating in the areawide services program on behalf of the County Chief of Police. This position could best be filled by a highly qualified civilian of appropriate administrative training and experience in police or public administration.

The responsibilities of the legal officer should include researching court decisions in support of the Department's interests, reviewing legislation at the state and county level on behalf of the Department, and assisting in the development and teaching of training courses in the law and its applications for all police personnel.

#### Staff-Line Relationships

The separation of staff and service functions from field operations in the proposed structure of the Department is both necessary and desirable, particularly for the successful development of an areawide services program. All auxiliary and staff services are provided for one reason only: to directly or indirectly assist field-operating elements in the performance of their duties. Thus, the proposed Auxiliary Services Bureau and the Staff and Inspection Bureau exist to make the municipal police departments and the line elements of the County Police Department more successful.

With this responsibility, the service elements must recognize the operating problems of the line and be able to function in ways calculated to maximize support. Records personnel must report crimes honestly and accurately to provide a sound basis for departmental decisions. Communications personnel must be able to assign selectively all county and municipal radio patrol cars to assure speedy response, minimal duplication of effort, and maximum protection for citizens and officers alike.

Training and personnel officers must critically evaluate operations and personnel to provide objective foundations for officers' career development and departmental improvement. Inspection teams must be free to constructively criticize all aspects of police work, whether county or municipal, in order to improve services.

Because so much of the success of field operations depends on staff and service functions, it is important that line officers cooperate fully with staff and service personnel and their operations. It is

particularly important that municipal line officers understand how the areawide services program operates and the proper means by which they can constructively criticize its various components.

The relationship between command personnel of the line element and officers and employees of support elements is a difficult one in many police departments. It should be understood that while certain matters, such as conduct and personal appearance, are within the province of authority of any ranking department supervisor or commander, this responsibility does not, under normal conditions, extend to operational matters. Should a line officer feel that certain practices of another element are not the best possible approach to a problem, his recourse is through his own immediate superior. All criticisms and recommendations should be made in writing and should include supporting materials. It should be understood that it is not the prerogative of an officer to make direct commands to personnel of another element, whatever their rank, or to attempt to influence other commanders about conditions to which he may object. Under certain circumstances (e.g., an emergency condition), it may be necessary to modify this policy. The official chain of command should be maintained at all times, except as clearly established policy provides for deviation under prescribed circumstances. All assignments should be official, and no conflicts of theory and practice should occur by design.

Of particular importance are relations between county supervisory and command personnel and municipal police officers. At no time should the former attempt direct supervision over the latter without clearly stated permission from the municipal chief of police, granted for a specific reason.

It is recommended that when reorganization and reassignment of functions take place, all personnel be thoroughly versed in principles of interelement responsibility and authority. Such a policy will reduce both intradepartmental and interdepartmental friction, facilitate exchanges of information among departments, and enhance the effectiveness of command personnel.

Manpower

If the County Police Department is to provide areawide supportive services, its manpower requirements will necessarily differ greatly from those normally expected in police agencies. There will be a large complement of staff and auxiliary service personnel in relation to the size of the line or operations group while the reverse pattern will develop in the municipal departments which will no longer be burdened by or responsible for staff and auxiliary services. A much greater percentage of the Department's budget will be allocated to these functions than would normally be the case. To operate the program successfully will require an unusually large number of supervisory, command, and administrative personnel. Personal services will account for a high proportion of total program costs.

Because of these unusual manpower needs, it will be necessary to recruit widely outside the Department, particularly for command and administrative personnel. It is likely that supervisory personnel can be secured through normal promotional processes within the Department. The personnel unit will have a major responsibility in planning for the full staffing of the Department and in securing the services of competent and qualified people.

The Department may find that such persons are difficult to attract without first modifying the retirement and pension system. It may become necessary, for example, to allow, after an acceptable probationary period, the transfer of retirement credits and provisions for earlier vesting.

The separate civil service system operated by the present Board of Police Commissioners should be merged with the regular civil service system of St. Louis County in the interests of efficiency, economy, and opportunities offered for a more comprehensive personnel program.

## II. IMPROVING POLICE SERVICES: STAFF AND INSPECTION BUREAU

Staff services are those nonline functions and activities which provide effective management controls and develop personnel and departmental proficiency in order to most effectively fulfill the police mission. They are separate and distinguishable from auxiliary services (discussed in Chapter III).

A staff and inspection bureau is the means by which the county chief of police can assure himself of:

1. Coordination with municipal police departments.
2. Management and personnel development.
3. Development and control of policies, programs, and practices.
4. Intelligence on known criminals and attempts at organized crime.
5. Intelligence on possible problems of personnel integrity.
6. Effective community relations.

The functions of such a bureau are many and varied, but each is nonoperational and uniquely a responsibility of the chief of police. Thus the bureau is, in effect, an extension of his own person and office. For the chief, inspection and intelligence units provide control and disclose inadequacies; training and personnel units screen applicants, assist in career development, and assist in problems of morale and discipline; the planning and research unit provides for departmental development, budget planning and control, and up-to-date information on police administration and practice; the community relations staff advises the chief and conducts programs affecting the department's external relations.

It is proposed that the functional organization depicted in Chart III be adopted for the Staff and Inspection Bureau. The bureau should be commanded by a major. Each of the suggested component divisions is discussed below.

#### Staff Inspection Division

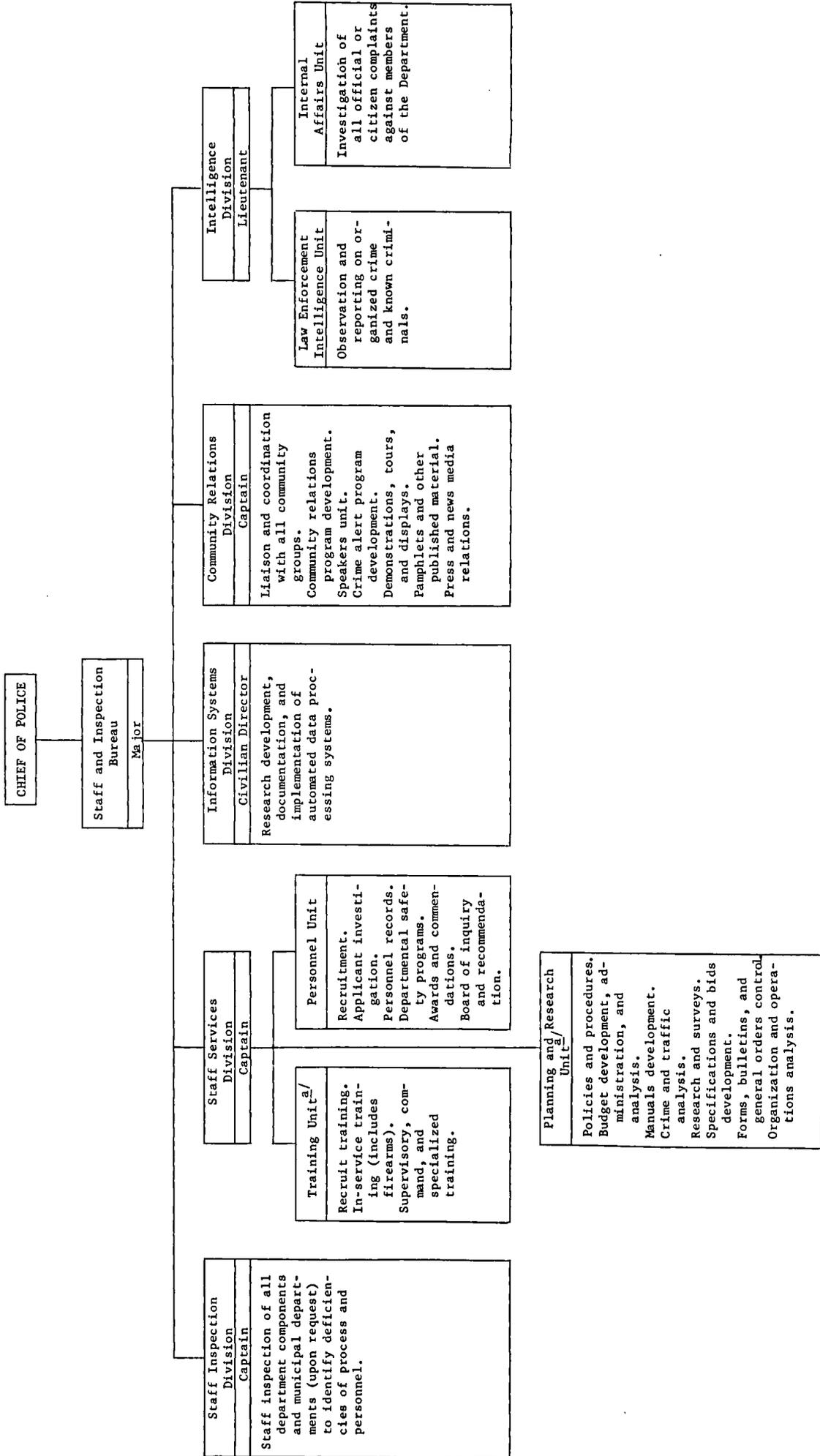
A staff inspection is one which is conducted outside the normal lines of command and responsibility for the chief of police by members of the department. It is a detailed observation and analysis of a line or service unit, a process designed to inform the chief on the performance of component parts of the department. Appendix A describes a program suitable for conducting a staff inspection program in St. Louis County. A continuous process of inspection should be the basic responsibility of the captain in command of the Staff Inspection Division.

Important to the success of the staff inspection program in St. Louis County is the cooperation of municipal police departments and especially the various chiefs of police. Municipal inspections should not be conducted, however, except upon request of authorized municipal officials. Each chief or element commander must understand that the purpose of an inspectional program is to provide him with an objective evaluation of departmental policies and activities as they are practiced, and not to undermine his authority. Properly utilized, a staff inspection report can assist in improving all phases of police work.

The staff inspection process is designed to answer these important questions:

1. Are established policies, procedures, and regulations being carried out to the letter and in the spirit for which they were designed?
2. Are these policies, procedures, and regulations adequate to attain the desired results?
3. Are the personal and physical resources of the various police departments being utilized optimally?

Chart III  
 PROPOSED FUNCTIONAL ORGANIZATION  
 STAFF AND INSPECTION BUREAU  
 ST. LOUIS COUNTY POLICE DEPARTMENT



<sup>a/</sup> This unit may be filled by a lieutenant or, and perhaps preferably, by a qualified civilian.



4. Are resources of the departments adequate to carry out their mission?
5. Does there or could there exist any deficiency in personnel integrity, training, morale, supervision, or policy which should be corrected?

Normally, inspections will be made by teams comprised of men temporarily withdrawn from other departmental elements. When inspections are made of municipal departments, it is suggested that municipal personnel, perhaps a chief from another department, be included on the inspection staff. Some full-time assignments may be necessary. Service with inspection teams is valuable experience for participants and will do much to develop understanding, coordination, and cooperation among the various departments. Consequently, qualified personnel throughout the County should have an opportunity to participate.

#### Staff Services Division

To effectively plan and coordinate police needs in personnel management, staff development and training, and research and planning, it is recommended that a Staff Services Division be created within the Staff and Inspection Bureau. This division should consist of three units: Personnel, Training, and Planning and Research.

#### Personnel Unit

Although technological improvements are increasingly important to effective police operations, among the greatest gains yet to be made in improved service lie in better personnel management practices. These include effective selection processes; high standards of training related directly to needs and objectives; and excellence in supervision, command, and administration. The products of a sound personnel management program are police officers of high morale and esprit de corps who are competent and eager to do more than required work, a dedicated corps of unit and element leaders, and effective manpower distribution and deployment to produce optimal results with available personal resources.

The Personnel Unit would be responsible for the recruitment and selection of all police personnel, with technical assistance from the St. Louis County Civil Service Commission. This unit should serve all police agencies within St. Louis County, and consequently, it will be necessary to closely coordinate recruitment and selection policies among all participating jurisdictions.

It is recommended that an advisory board be selected through the St. Louis County Law Enforcement Officials Association to review the following general recommendations regarding recruitment and selection and to propose the manner of their implementation.

Recruitment. The objective of the recruitment and selection program is to bring into the departments persons who will, with training and experience, perform their assigned work at a high level of competence; exercise sound judgment and self-discipline; work well with others; and generally reflect credit upon themselves, their department, and the police profession. The recruiting base must be broad, and the selection process, from formal application through the completion of a probationary period, must be sufficiently rigorous to fully qualify those who are to become permanent members of the police agencies of the County.

To provide a broad base, recruiting should be conducted on a nationwide basis. Advertising in national magazines (including, but not restricted, to law enforcement journals) should be initiated. It may be necessary to send recruiters to areas where potential candidates are likely to be found, and funds for this purpose should be budgeted as needed. Special attention should be paid to recruitment at colleges and universities.

It is proposed that the following basic qualifications for recruitment of patrolmen be adopted:

1. United States citizenship.
2. Age range of 21 to 30 years.
3. Intelligence quotient of 110 or above.
4. High school diploma (two years college preferred).

5. Height and weight in approximate proportion to each other.
6. No criminal record indicating moral turpitude or conviction for any felony.

These requirements are sufficiently lenient to maintain a broad recruiting program, yet provide an adequate base line from which to develop high quality personnel. Further qualifications should be adopted only as local needs clearly dictate.

Selection. A written examination or battery of tests should be administered to all applicants and should focus upon basic intelligence and aptitudes, and not upon specifics of police work, local geography, or law. The tests should be designed to determine an individual's potential for police work, rather than present ability. In addition to standard intelligence and aptitude and interest tests, the examination process should include projective or other psychological tests to identify personality traits not suitable for police officers. Candidates receiving lower scores than the minimum recommended for any of the tests should be disqualified.

It is proposed that personal interviews be adopted as part of the selection process. After passing the written tests, an applicant should next appear before a selection board and be rated for such qualities as poise, ability to express himself, attitudes, and others considered relevant. Prior knowledge of police procedures or related technical matters should not be rated in candidates for patrolman positions. The board should conduct standard interviews that allow all candidates to be judged by the same criteria in the same setting and under the same general circumstances. This can be facilitated by the use of rating forms that provide basic guidelines to measurement and evaluation. The candidate's application should be available to the board.

The selection board for patrolmen should be composed of a personnel specialist from outside the department, a commanding officer representing one of the participating police departments, and a third person with special competence in personnel or police administration.

Interviews should last only long enough to determine acceptability of an applicant within defined boundaries. Rejection by the board should immediately disqualify a candidate.

The next step in the selection process should be a thorough medical examination to identify potential functional disorders that might soon or ultimately restrict a candidate's capability in performance of duty. Each police department must be assured that those who pass have a probability of long service.

Background investigations of applicants should be expanded and intensified. An adequate background investigation includes a careful analysis of school, employment, credit, military, and criminal records. In addition, personal contacts should be made with persons in the applicant's neighborhood, past and present employers, and the applicant's immediate family, within or outside the St. Louis metropolitan area. A negative attitude on the part of a wife (husband) toward police work should be considered in evaluating a candidate's potential for a successful career in the service.

Each investigation should be afforded sufficient time for thoroughness. Investigations should be conducted by the personnel unit, augmented by staff from other units during peak recruitment periods. All uncertainties in the backgrounds of applicants must be resolved in favor of the police departments; no compromises with public security should be permitted.

It is recommended that all recruits be appointed in a civilian status and not sworn as police officers until completion of their recruit training. This avoids possible embarrassments to police departments arising from unwarranted police actions by untrained persons. Probation is thereby extended by the length of the training period (plus service time prior to formal training). This recommendation should not affect initial salary of recruits.

A high degree of standardization in the terms and conditions of employment among participating police agencies is, of course, desirable. Care must be taken so that no one department gains preferential status

over others because of some clear advantage it provides to candidates. This is a matter that must be negotiated among the participating departments; it deserves early attention.

Promotional Practices. A police agency needs a broad base of competent personnel, and it is for this reason, in part, that so much stress is placed here upon recruiting and selection practices. Beyond this, however, a department's leadership, over the years, must be able to see the best of its people coming up through the ranks. Promotion is another phase of the selection process, and one that deserves equal attention. It is incumbent upon the personnel unit to assure that only qualified candidates for promotion are accepted, and that they have proven themselves the best of a select group. In the temporary absence of qualified candidates, a position should remain unfilled; the promotion of unqualified persons is an invitation to a host of future problems.

The process should begin with a written examination, open to all who qualify. Examinations for promotion should be designed to test potential for each of several levels of supervision, command, and administration. A sergeant's examination should be concerned primarily with supervision, a lieutenant's with supervision and command, and a captain's with command. Examinations are not particularly necessary for higher ranks where personnel should serve at the pleasure of the chief of police if adequate standards are established for education and experience. This policy would also allow wider latitude for recruitment outside the department for top command positions.

Selection criteria should be developed by the personnel unit in cooperation with all participating police agencies, and that unit should then bear responsibility for qualifying candidates for promotion. A minimum requirement for promotion should be at least two years of college level work or, preferably, graduation from an accredited college or university. The chief of police in each participating department must, however, make final decisions regarding promotions of candidates so qualified within his department.

Specialized training should be an integral part of the promotional process. For at least the positions of sergeant, lieutenant, and captain, those surviving the written examination process should be placed in an intensive training program to prepare them for the new positions. Persons failing the course should be declared ineligible.

A candidate for promotion, like a candidate for recruit patrolman, should appear before an interview board after passing the written examination and completing special training. The board may then evaluate the candidate according to a set of predetermined criteria, including judgment, expressive abilities, knowledge of police work, and other points that may help the board judge his potential for the position to which he aspires. The score derived from this interview should be given a proper and realistic weight, along with his score on the written test, his record, his satisfactory completion of specialized training, and the recommendations of his superiors toward a final qualifying score.

The entire process should result in promotion of ambitious, determined, and intelligent persons with a high likelihood of success. In addition, they will be trained for their new positions before appointment.

Seniority should be eliminated as a criterion for promotion. Length of time in a police department provides no indication of potential supervisory, command, or administrative ability. Promotion should be viewed as a process of selection in which the most qualified police officers are chosen for leadership roles; it should not be regarded as a reward for long and faithful service.

#### Training Unit

Personnel management, a key component of which is continuous training for police personnel of all ranks, has generally lagged behind other, more technologically based programs such as communications and scientific crime detection. As demands upon local government increase and municipal and county officials become deeply involved in providing myriad services to the community, the training needs of law enforcement personnel

are often overlooked and, in consequence, numerous operational and administrative problems appear. Community demands for improved police services continue to increase, and police agencies respond by hiring more police officers, a practice which, in the absence of effective training programs, only compounds the problem. On the other hand, one of the most practical methods for improving police service is the provision of specialized training and education for all police officers.

In St. Louis County, this will mean:

1. The development of special technical skills and abilities in all members of the various police departments in order that they may effectively and efficiently provide services directly to their respective communities.
2. The development of command and supervisory personnel who have, in proper proportion, the ability to lead and the intelligence and technical competence necessary to administer and supervise complex operations.

Police training programs, then, must be designed to prepare recruit officers to conform to the high standards expected of them, to maintain and develop skills of older police officers, and to provide supervisory and command officers with the skills and knowledge necessary to obtain best results.

Future police training within St. Louis County must be considered an integral part of the recruitment and selection process. Safeguards provided by a thoroughgoing selection process must be buttressed by close, objective supervision of candidates during the initial training period. That supervision must guarantee that those candidates who cannot meet required standards within an allotted time are released from the recruit program.

Special training programs, designed to improve individual skills for specialist, supervisory, and command personnel, should be provided and successful completion made a prerequisite for permanent certification to any such position. Candidates for employment in the departments should be informed of the rigid requirements they are expected to meet, first as patrolmen and, later, in the process of promotion.

Police work is a rapidly progressing field, and most areas requiring original police training also require periodic retraining. Continuing education of police officers and supervisors must be well planned and conscientiously carried out. Requirements of law enforcement change with time; training must keep law enforcement personnel abreast of the changes.

In order to develop and administer a training program of the scope required, it is recommended that a training unit be formed as part of the Staff Services Division. The unit commander should hold the rank of lieutenant, although a qualified civilian could also hold this position.

Training Administration. The selection of a qualified staff for the unit will be crucial to the development of the training program. Selections should be made with care. The abilities, knowledge, and training competence of all staff members must be taken into account. Any one of them may be called upon to substitute for specialist instructors or to perform other limited training tasks, though not primarily on the staff as an instructor. If selection of these men is made casually, the result can be inefficient and ineffective training.

The command officer of the Training Unit is responsible for planning, organizing, and administering the countywide training program; the development of all training programs and schedules; the procurement of facilities; the justification of expenditures required for training; the effective use of available resources; and the provision of liaison with other agencies whose personnel or facilities might be available for training purposes. In addition, the unit commander must coordinate training needs among participating municipal police departments and should maintain continual liaison with these departments. The commanding officer is responsible to the staff services division commander and is responsible for all personnel assigned to the unit, including part-time instructors.

The Training Unit, as a staff service, must work with all departmental elements, seeking cooperation of line commanders in the county and municipal police departments and avoiding friction. The unit should assist the participating departments in the selection of those police officers

who will receive specialized, supervisory, and command training in resolving divergencies among them in training objectives and in the development of common approaches, attitudes, and goals. The Training Unit must be prepared to explain training policies and programs to county division or unit commanders, municipal police departments, and to individual police officers.

When county and municipal training needs have been determined and evaluated<sup>1/</sup> and objectives agreed upon, a specific program or plan of action may be outlined and program content developed. A training committee (or committees) should be appointed to assist in development of programs, course contents, and curriculum outlines. Committee members should be drawn from municipal police departments, other departments of local government, the public school system, and perhaps a university offering law enforcement education and training programs (for example, Central Missouri State College or preferably the University of Missouri at St. Louis, if it develops a law enforcement program).

Sworn personnel assigned to the countywide training programs as instructors should be qualified by knowledge and experience, general education, ability to use training methods competently, and ability to effectively impart information to others, individually and in groups. Selection should be made with great care and with these criteria as general guidelines.

An instructor's performance within his specialty should be excellent, and he should have earned the respect of members of participating departments. Some police officers in the County's police agencies have received specialized training at the National Police Academy, the Southern Police Institute, the Northwestern University Traffic Institute, or one or more of the regional schools conducted by the Missouri State Highway Patrol. The Department should consider these men as potential instructor material. Police officers from the ranks who have specialized knowledge or experience useful to the training program can be considered another potential source.

---

<sup>1/</sup>See "Determining Training Needs" section in this chapter.

Specialized training may have to be given the instructors in the Training Unit to enhance their teaching proficiencies, and methods of evaluating their effectiveness should be devised. A modest training program for instructors might be set up by the junior college district or one of the local universities.

Most subjects appropriate to the recruit school and the in-service training curricula can be taught by instructors selected from within the County's police departments. Other course topics, such as criminal law, law of arrest, and search and seizure can be presented by personnel from the Federal Bureau of Investigation, the United States Solicitor General's office, the magistrate and circuit courts, the offices of the County Counsel or the Prosecuting Attorney, or by the County Department's own legal officer, on request. The F.B.I. may also be asked to provide instruction in the practical pistol course, in defensive tactics, and other special subjects. The St. Louis branch office of the National Auto Theft Bureau can provide expert assistance in the areas of auto theft and auto fraud. Instructors from the City of St. Louis Police Crime Laboratory should be utilized as much as possible for course work in scientific criminal investigation, laboratory techniques, and the collection and preservation of evidence.

Training instructors should be required to prepare and submit subject outlines and lesson guides to the training unit administration prior to presentation. These should be reviewed for quality and uniformity, and copies retained by the Training Unit for periodic review and updating.

Training classes will be most effective if scheduled for 50 minutes each, with 10-minute breaks between sessions. Attendance at the pistol range or at physical education sessions should be scheduled from two to four hours each with sufficient time for clean-up and travel between classes.

To accommodate the greatest number of personnel in the least time, in-service training programs may require scheduling of both on-duty and off-duty personnel. Off-duty personnel attending training programs under orders should be compensated. Extra pay is preferable to the granting of

compensatory time as it does disrupt scheduling. Policy should also specify whether personnel attending training sessions voluntarily (not under orders) should be compensated.

Care must be taken to avoid training programs that stress the how-to-do-it approach without exploring the reasons and theory underlying a subject, for example, the use of firearms. Field work and practice sessions, on the other hand, are important and need developing. All training courses or subjects should be concluded with examinations in order to estimate the success of subject presentation, the competence of the instructor, and the acquired knowledge and potential of candidates during recruit training or officers during in-service training for appointment, assignment, or promotion. Test results should become a part of every officer's personnel record.

Training expenses must be the responsibility of St. Louis County with the exception of salaries paid to students from participating municipal police departments and costs of sending them to special police schools or institutes. Each jurisdiction should consider subsidizing the cost of nonrequired training and educational programs upon successful completion, including college course work for credit.

For best results, the Training Unit should have provisions for on-going program evaluation. In effect, this means that all new training programs and methods are regarded as experimental. The most widely used evaluative techniques involve before and after comparisons<sup>2/</sup> of work performed, attitudes, and other criteria that indicate effects of the training program upon personnel and benefits to participating police agencies. They attempt first to determine whether ideas, skills, and

---

<sup>2/</sup>Such before and after comparisons may not be readily arranged or entirely dependable, and caution must be exercised in the selection of indicators. For example, what can be regarded as evidence of effectiveness in supervisory and command training? An indicator for this type of training would be a reduction in grievances, increased arrests for criminal offenses and traffic violations, complete and accurate reports, and efficient and effective handling of emergency situations. Similar criteria should be developed for all training areas and can be valuable if used in a proper manner.

operating procedures presented in training programs are or are not being applied; a second goal is a determination of the over-all value of training to the departments, along with determination of future training needs generally, and in respect to individual police officers.

Determining Training Needs. Training should be undertaken only when and where the need for training is apparent. Such a need is evident within the St. Louis County Police Department and in nearly all of the municipal police departments--at all levels and in all specialties. In preparing a training course, a diagnostic study of training needs should first be made.

To this end, a comprehensive examination to test knowledge relevant to police work should be given to each member of every police department within the County, with variations in test content corresponding to the various ranks and assignments. This procedure should identify:

1. General training needs.
2. Persons not well prepared to fill present ranks of assignments.
3. Persons with unusual or special knowledge and skills.

A statistical base should be established from the results, and individual scores may be used as guides for reassignment, retraining, or special counseling.<sup>3/</sup> This procedure should provide a basis for forecasting manpower and training requirements for St. Louis County police agencies in the years ahead.

Recruit Training. A program of training for recruits is both a continuation of the selection process and the first step in a continuous training program. It is conducted as a full-time training school or course, and it provides police candidates with a fundamental knowledge of the

---

<sup>3/</sup>If it is desirable to cloak individuals in anonymity, their examination papers need not be identified. In this case, in the lower ranks, examinations could be given to a random sample. Examining all persons, however, where each paper is identified with its writer, serves additional purposes for the administrator.

police service, of the requirements expected of police officers, of local operating procedures, and of special techniques that must be mastered.

During such training, a recruit should be screened out if he fails to meet standards established by the program. By extending the probationary period for a year after completion of recruit training, the departments may be confident that all undesirable candidates can by then be weeded out, thus completing the selection process. To provide for greater productivity and increased effectiveness as well as favorable employee participation and support, the present, 7-week recruit training course should initially be extended to 12 class-weeks or 480 hours, as a step toward an eventual 15-week program or 600 hours of recruit training. A suggested recruit training curriculum and time schedule for the 12-week program is outlined in Appendix B.

Since physical fitness training is of little value in a recruit training school, unless a continuing program exists for all employees, the proposed curriculum does not include provisions for such training. If an additional 40 hours (1 week) can be added to the 12-week school and the necessary facilities are made available, such a program could be included. It should consist primarily of speed and agility development and the building of body strength, flexibility, and endurance. A rigorous program of basic calisthenics can be rounded out with competitive exercises that emphasize physical fitness rather than skill in particular sports. Physical training programs of this kind, of course, require continued practice to retain needed skills and maintain physical stamina. Training in physical restraint, arrest, and self-defense must be provided by the training program regardless of the extent of the general physical fitness program.

Classroom discussions and field demonstrations should be well balanced in recruit training; candidates should have no operational assignments until completion of the course. After the training period, each candidate should be assigned to an experienced and specially trained patrolman under immediate supervision of a sergeant. The recruit should accompany the patrolman on his regular tour of duty for a period of three months. The patrolman should be provided with a check list against which

he evaluates the recruit's performance and application of knowledge acquired in training. These evaluations should become part of each recruit's personnel file.

A recruit training program should accommodate no fewer than 15 and no more than 30 men. Twenty in each class is an optimal figure.

Though long-range recruit needs are difficult to determine precisely, attempts should be made to anticipate needs for at least five years ahead, on an ongoing basis, with allowances made for revisions. Precise needs should be currently determined for 12-month periods.

New patrolmen should not be given street assignments until they have had basic training. State law requires that each police officer in St. Louis County complete the police training course offered at the St. Louis County Police Training Academy, the Missouri State Highway Patrol training school at Rolla, or appropriate course work at the college level. It is recommended that no police officer in St. Louis County participate in the state police program because of its short duration (two weeks).<sup>4/</sup> College level work, while most desirable in raising the general education level of recruits, is not an appropriate substitute for a more practical recruit training course. This does not mean, however, that college graduates should not be encouraged to enter police service.

After successful completion of recruit training, candidates should be commissioned as officers and begin their one-year probationary periods.

In-Service Training. Refresher or in-service training programs are recommended for the patrolmen of all police departments in the County. Provision should be made for the review and amplification of material covered in recruit training, and such material should be kept up to date for benefit of those whose initial training is long past. The training

---

<sup>4/</sup>This is not intended to be a criticism of the State Highway Patrol's training program. The limitations of the two-week program are well recognized by the State Patrol. The program meets a valid need in Missouri for those jurisdictions in the State not in a position to participate in training programs of longer duration.

process should be continuous for all personnel until retirement from police service and should constantly keep them abreast of new developments in such areas as supreme court and state court decisions; new laws and ordinances; changes in county, municipal, or departmental policy; procedures and programs; and late developments in law enforcement methods and techniques.

Forty hours of in-service training per year for all officers is recommended. The present need, however, appears to be so great that the first in-service training course for patrolmen should amount to at least 120 hours. Appendix B presents a suggested syllabus for a 120-hour Initial Refresher program, plus a 40-hour program titled Annual Refresher. It is suggested that all personnel through the rank of lieutenant participate in the initial refresher course. Course schedules should be arranged to accommodate as many personnel as possible, without reducing classroom effectiveness. It may take more than one year to complete the full course for all police personnel as they should be allowed to receive the refresher training while normally on duty.

Additional training programs, where shown to be desirable by a continuous review of needs, should be presented to all operating personnel at determined intervals. Examples are a 10-hour, first-aid refresher course to be completed by all personnel at two-year intervals, and a 4-hour practical pistol course given at regular intervals according to need.

All police officers, including specialist, supervisory, and command officers, should qualify on the pistol range at least twice a year with a minimum score of 60, increased to 70 or more as personnel become more proficient. Police officers not qualifying should attend weekly scheduled training sessions until they attain the minimum standard.

Specialized Training. With an increase of specialization within the police service has come an increased need for specialized training beyond that offered in recruit training in all of the many supportive, investigative, and auxiliary functions provided in the modern law enforcement agency.

Appendix C contains a recommended curriculum of 120 hours of classroom and field work for the initial development of all investigators assigned to the County Investigations Division which will be responsible for all continuing investigations. (Recruit policemen will receive training necessary to handle preliminary investigations in the recruit training program.) All investigators who have not already completed a comprehensive course in criminal investigations should be required to complete such a course.

The specialized criminal investigations training program should be scheduled whenever the need occurs. A training class should be limited to 15, however, to permit satisfactory discussion in classrooms and allow for completion and full review of practical field problems. The City of St. Louis Police Laboratory and the Federal Bureau of Investigation can provide valuable assistance in such a program.

To supplement this training, all department investigators should be considered for assignment to the two-week course in scientific investigation of crime at the Southern Police Institute. Other additional specialized investigative training is available at:

1. Eastman Kodak Company, Rochester, New York (a one-week seminar in police photography).
2. Indiana University (one 2-week course in supervision of criminal investigation and another in advanced criminal investigation).
3. Northwestern University Traffic Institute (a two-week course in supervision of chemical tests for intoxication).
4. Various seminars and short courses at the University of Oklahoma Center for Continuing Education under the auspices of the Southwest Center for Law Enforcement.

A specialized departmental training program should be considered for the proposed Youth and Women's Division. In addition, the commanding

officer assigned to this unit should attend a university course in juvenile crime and police youth work.<sup>5/</sup>

Having received the benefit of such a course to add to his own experience, the commanding officer can be of considerable value to the Training Unit in the development of specialized courses in youth work for departmental personnel, at the same time enhancing his own value as a commander. A local juvenile court judge could also help greatly in the development of such training programs.

Traffic specialists should receive specialized training in hit-and-run, fatal accident, and other types of traffic investigations, including serious license violations. This training is available at the Northwestern University Traffic Institute or at the Southern Police Institute. When a sufficient number of trained personnel has been developed within the County, a specialized training program can be given locally with technical assistance and supervision from the Training Unit.

Another alternative would be to arrange specialized schools on the local level utilizing the field programs of Northwestern Traffic Institute and related institutions. In this way, a large number of personnel could receive specialized training without the expense of sending them to some other location.

Several training programs will be necessary to improve the various departments' emergency capabilities. The following programs are suggested for consideration, with modifications to meet local needs.

A minimum of two police officers within the County Department should be thoroughly trained in all aspects of radiological defense and monitoring. The maintenance of the County Department's radiological accident control capability should be a collateral staff responsibility for one of these officers. The history of radiological accidents demonstrates the need for police department as well as fire department preparedness, since both become involved in any such incident.

---

<sup>5/</sup>Twelve-week programs are offered at the University of Minnesota and the University of Southern California. Every second year, Michigan State University offers a two-week course for juvenile officers.

A well-developed plan for dealing with large-scale disasters occurring within St. Louis County should be developed. The plan should be adaptable enough to cover other emergencies in which mutual aid with surrounding police agencies and military components is required as a matter of standard operating procedure. All police officers should be trained in the basic outlines of such an emergency plan during recruit and refresher training. Simulated incidents can be used in practical training exercises. Assistance in planning for departmental disaster operations can be requested from the Federal Bureau of Investigation and local military bases.

All watch command officers and supervisors and staff of the training division should receive a course of instruction in explosive reconnaissance and demolition. Assistance for this training program can be requested from demolition units at local military bases.

Supervisory and Command Training. Supervisory training is one of the most neglected components of police training. Though difficult to accomplish, the rewards of an effective training program in terms of improved supervision and service more than make the effort worthwhile. Promotion to sergeant begins the most critical transitional period of a police officer's career. The sergeant is not merely a more highly paid police officer; he bears important responsibilities of supervision and direction.

Training in effective supervision should be given to all sergeants. An initial 2-week or 80-hour supervisory training program such as that presented in Appendix D should be conducted immediately for all sergeants in the county and municipal police departments and for those patrolmen desiring to participate. This initial course should be supplemented by annual 40-hour supervisory courses.

In addition, selected sergeants should be assigned to attend the Northwestern University Traffic Institute's two-week program in police personnel management, Indiana University's two-week course in police supervision, or the Southern Police Institute's two-week program in personnel management and supervisory procedures.

Command training should be given to all lieutenants and captains. A command training course such as that presented in Appendix E would require 80 hours initially and 40 hours annually thereafter. Sergeants should be allowed to attend the command school when duty assignments permit. Instruction for both command and supervisory training should be a combination of lecture, demonstration, and conference.

The Federal Bureau of Investigation provides command training, as do the Southern Police Institute and the Northwestern University Traffic Institute, and the police agencies of St. Louis County should take full advantage of them. One or more officers should be sent to the nine-month course in police traffic administration at the Northwestern University Traffic Institute. Others should be sent there for special short courses in traffic records maintenance.

Key supervisory and command personnel should be sent to various police departments in the country for on-the-job training. Although only a very few police departments can be recommended as outstanding in all respects, many have special programs from which much can be gained by careful observation, study, and analysis. Recommended periods of observation vary from a few days to two weeks for thorough understanding of selected programs. This is invaluable experience for command personnel and is aimed at bringing county and municipal police departments abreast of major developments throughout the country.

To provide all of the above advantages to supervisory and command officers involves considerable expense, and budget requirements will no doubt compel the departments to be highly discriminating in their selection of participating personnel. Those assigned to a special training program should be capable of returning to their departments prepared to train others. Thus, police officers selected should understand that they are being sent not only to learn, but also to share acquired knowledge to the benefit of their departments.

The following city and county programs are recommended:

Chicago, Illinois	Planning and research, communications, and prisoner transportation
Los Angeles, California	Training, planning and research, intelligence, and public information service
Nassau and Suffolk Counties, New York	Areawide services program
Oakland, California	Patrol operation, planning and research, training bulletins, and tactical unit operation

Training should be accomplished in special police or departmental activities by the short-term rotation of supervisory and command personnel. When the new records and communications system is completed and operating efficiently, for example, as many sergeants and lieutenants as possible from the county and municipal police departments, one at a time, should spend at least two days with the report review officer. This will familiarize field supervisory officers with the requirements and purposes of the report review process and will aid materially in providing complete, accurate, and effective police records.

Unless the top administrative personnel of the county and municipal police departments receive adequate executive training, much of the value of the recruit and in-service training programs may be wasted. Without such training, executives (chiefs of police, chief assistants, and captains) may be much slower to accept advanced knowledge and techniques in place of traditional and outmoded policies, practices, and procedures with which they may feel more comfortable. Many police executives who have risen from the ranks have received little or no management and administration training. This places an additional burden on executive development programs in police agencies, as compared, for example, with private industry. It is unlikely that a police executive today can adequately carry out the

many duties and responsibilities of his command without knowledge of organization and management devices, of personnel and human relations, of fiscal procedures and controls, of planning and research functions, of public relations, and of leadership essentials.

To assure a sound future for county and municipal police departments, an executive development program should be initiated in St. Louis County for the various chief police administrators. The County Supervisor is perhaps the more appropriate person to assume leadership for this program in cooperation with executive officers of constituent municipalities and the St. Louis County Civil Service Commission. Reading assignments, short seminars, and outside programs, such as the International City Managers' Association correspondence course in police administration, should supplement weekly training conferences. The chief administrators, in turn, should participate personally in the training of supervisory and command personnel.

#### Planning and Research Unit

The Planning and Research Unit, if properly utilized, will play a very significant role in the development of the St. Louis County law enforcement system and in the determination of future directions and patterns of police service in the County.<sup>6/</sup> The unit should be staffed by officers and civilians capable of performing highly complex planning and research studies.

This staff should be responsible for initial development of policies and programs and, on their acceptance by authorized municipal and county police administrators, necessary procedures to implement them. A comprehensive manual, in loose-leaf form for easy correction or addition, should be compiled and should contain at least five sections: (1) Ethics and Rules of Conduct, (2) Organization and Management, (3) General and

---

<sup>6/</sup>Chapter VI, discussing the implementation of this report, suggests in detail the role the Planning and Research Unit should play in the initial organization of the areawide police services program. This section is concerned with the unit's activities when the program is in operation.

Special Orders, (4) Procedural Instruction, and (5) Training Materials. Each municipal department will likely prepare its own manual, patterned after the County's, to reflect purely local organizational and management policies and practices.

The Planning and Research Unit should also be responsible for budget analysis and development based, initially, on justified proposals from all bureaus and divisions. Budget assistance should also be given to municipal police departments upon request.

The unit must be involved continuously in crime and traffic analysis on a countywide basis. Reports and studies should be conducted and made available in such a way that each municipal police department receives full advantage of the service. Beat studies should be conducted for the County Patrol Bureau and for each municipality to assure effective distribution and deployment of personnel. All known crime and traffic indices must be utilized and new ones developed.

In cooperation with the County Purchasing Division, the unit should test new materials and products, draw specifications, prepare bids, and provide quality control at the point of acceptance of purchased items. The County should serve as purchasing agent for all police agencies (if not all governments in St. Louis County) to gain the advantages of volume buying and full-time professional purchasing services.

The Planning and Research Unit should constantly review current police, business, and industrial literature and exchange such materials with other departments in order to take prompt advantage of new developments useful to law enforcement.

The unit should be responsible for all civil defense and disaster planning that affects police operations.<sup>1/</sup>

---

<sup>1/</sup>The County should consider locating all its civil defense activities in the County Police Department, thus assigning all responsibility for civil defense planning to the Planning and Research Unit.

### Information Systems Division

Responsibilities of the Information Systems Division are principally the design and development of data processing systems. Agreement on a countywide policy for police data processing must precede any detailed discussion of this division. Its director should be a civilian data systems manager of proven competence and experience.

This division has been placed in the Staff and Inspection Bureau while the Data Processing Division, the operating element, is recommended for the Auxiliary Services Bureau. This separation is consistent with the general principle of grouping like functions together for economy and efficiency. The design and analysis of data processing systems, which will grow in significance in the County in the years to come, must remain close to the planning, personnel, budgeting, and other staff functions for best results. The operational data processing element is simply a service function, comparable with other proposed components of the Auxiliary Services Bureau.

It is also important to note that at the proposed rate of development at least three full years will be required before reasonable use of a data processing system can be expected. Approximately one year will be necessary to establish a new records system, and two years will be needed by the division director and his staff for necessary systems work. This lead time could be shortened somewhat by an adequately supported accelerated program.

### Community Relations Division

Public cooperation, respect, and support cannot be assumed; they must be earned by the police through honest, efficient, impartial, and courteous service to all. Conversely, the public cannot assume that it will receive efficient law enforcement service unless it insists upon this kind of service and actively involves itself in the process of securing it.

Meager police involvement in community relations activity in St. Louis County is a direct reflection of an administrative philosophy which predominates in many of the area's police departments. This position can be summarized as follows:

1. The police are "crime fighters" who are responsible for repression of criminal activity.
2. Community relations activity is a "social work" approach to law enforcement and therefore is incompatible with the primary mission of the police.
3. Community relations activity is primarily police and Negro relations, which means working with the various human relations groups, including civil rights groups which are being influenced by radical and/or subversive elements; therefore, police involvement must be minimal.
4. Participation in community relations activities is necessary primarily to "take the heat off," not desirable because the activity is worthwhile or of benefit to the police or the community.
5. One of the major reasons for involving police in police-community meeting is to provide a forum for expounding particular groups' points of view (publicity) while attempting to embarrass and discredit the police; therefore, again, police involvement must be minimal.
6. Citizen activists in police-community relations, particularly in the civil rights field, are advocates of police-civilian review boards, a practice totally unacceptable to the police.
7. Police-community relations is viewed, at best, as a compartmentalized function of the police to which a few people can be assigned, a public relations unit.

This philosophy, while not incorrect in every specific instance, is narrow in construction and reflects a limited concept of the police role. It renders a police department defensive, isolated and parochial, and mistrustful of the public it serves.

Improved police and community relations, therefore, must be the product of a well-defined and forward-looking administrative policy which will have a positive and beneficial effect on operational decisions, job execution, training, supervision, and general departmental outlook, as the Department endeavors to serve the community. Success in police and community relations must begin with a positive attitude and become a total orientation.

In order to accomplish better community relations for St. Louis County law enforcement agencies, a Community Relations Division should be established within the Staff and Inspection Bureau of the County Police Department. This division would assume responsibility for public relations activities, liaison and coordination with community groups, and related duties. Its staff should work closely with participating municipalities to formulate and agree upon countywide objectives and see that they are attained. The commanding officer's rank should indicate the critical importance of this unit and the administrative support behind its activities. The rank of captain is recommended.<sup>8/</sup>

Three or more lieutenants should be assigned to the division for duty in separate geographic areas of St. Louis County as community relations coordinators. They should work closely with participating municipalities, and additional police personnel should be assigned to them as needed. Adequate facilities should be provided for their activities. Assignment to the division should be based in intelligence, interest, and demonstrated ability to work effectively on a cooperative basis with all kinds of people. All qualified sworn personnel, regardless of rank, should be considered for assignment to this division.

A countywide Police and Community Relations Council should be established to advise the various police departments in St. Louis County regarding community-oriented activity.

---

<sup>8/</sup> This is preferable to the appointment of a civilian director, although this may be necessary until effective leadership within the existing department is developed.

Membership of the Council should include representatives of the community and top echelon police administrators. The number serving on the Council should not be severely restricted because, generally, the larger the group the greater the opportunity for citizen and community involvement. There should be a committee of the whole and, contained in it, ad hoc "working" committees. Suggestions for membership in the committee should be made by the St. Louis County Commission on Human Relations, the various municipal human relations committees, and other interested groups. Final selection of committee membership should be made by the Police Advisory Board.

A formalized complaint procedure should be established and made known to both the police and the community.<sup>9/</sup> The office of the commanding officer of the Staff and Inspection Bureau should receive all complaints, assist the complainants in registering their grievances in the proper form, and explain appropriate actions that may be taken. Notification should be given to the Chief's office of all complaints received. The grievance should then be sent to the Internal Affairs Unit for immediate investigation, with a copy to the Community Relations Division. The completed investigation report should be forwarded to the office of the Chief of Police, who refers it to a board of inquiry for recommendations, or to the Community Relations Division for disposition. One member of the Police and Community Relations Council should be an observer at board hearings on citizen complaints.

The Community Relations Division should be notified of investigation results, the board of inquiry's recommendations, and the Chief's disposition. The disposition and supporting data should be personally presented to the complainant. Whatever the procedure, the results should be thorough, based on prompt investigation, and followed by prompt and fair action and disclosure of the outcome to the parties most concerned.

The scope of activities of the Community Relations Division should be clearly defined by the administration of the County Department. They should, at the least, include:

---

<sup>9/</sup> See also "Internal Affairs Unit" section in this chapter.

1. Examination of the impact of all police policies and procedures upon St. Louis County residents and the police.
2. Development and recommendation of new or amended policies and procedures, in cooperation with the Planning and Research Unit, to meet the demands of changing community situations. Included in this activity is the development of strategy and tactical procedures to deal with community disorders and the provision of information for administrative critiques after their implementation.
3. Observation of all phases of police operations to gain insight into the strengths and weaknesses of policies and procedures in their actual execution.
4. Recommendation of training programs to the Training Unit to overcome weaknesses in existing practices and programs.
5. Provision of staff services to the Police and Community Relations Council and committees.
6. Maintenance of liaison and working cooperation with the multiplicity of groups involved in police and community relations.
7. Serving as the vehicle of communication between the individual and police as unusual situations develop within the County.
8. Identification and recommendation of solutions for the correction of community conditions requiring police and community action.

Police and community relations training of varying degrees of depth and duration should be given to members of the Community Relations Division and to all members of the County's police departments. Emphasis should be placed on the training of command and supervisory personnel who must understand and support the departments' concepts of community relations and insist upon their execution at the operational level. Use of the police training academy, regional schools, higher educational facilities, and specialized schools across the country are recommended.

### Intelligence Division

The proposed Intelligence Division will have two major objectives: (1) to investigate and report on the activities of criminal organizations and (2) to investigate and report any activities of police officers that may call into question their personal integrity or be potentially damaging to discipline or morale. The division is separated into two units, each serving one of the above objectives, with some allowance made for overlapping of interests. The division should be commanded by a captain.

#### Law Enforcement Intelligence Unit

This unit, as its placement in the Staff and Inspection Bureau suggests, is not an operational element. Its basic responsibilities are to report on the movement and activities of persons associated with organized crime, to devise plans for prevention of attempts to organize criminal activity, and to formulate strategic plans to combat known operations. Through its reporting, it provides an evaluation and control of related work by the various patrol bureaus in St. Louis County and the Investigations Division.

It will be necessary for this unit to function unobtrusively, but information useful to a particular municipality should be made available where no threat to confidence exists and sources of information can be safeguarded. A cooperative relationship should be established with the Intelligence Unit of the City of St. Louis Police Department. It is also desirable for the Department to obtain membership in the national association of agencies and individuals who are involved in the study and control of organized crime, the Law Enforcement Intelligence Unit (LEIU), thus providing for an exchange of information on a national scale.

#### Internal Affairs Unit

Disciplinary problems, such as tardiness, insubordination, failure to conform with regulations and procedures, and others, normally remain responsibilities of appropriate command officers in accordance with prescribed

policy and procedures. Citizen complaints and complaints coming through official but nonpolice channels should be the responsibilities of the Internal Affairs Unit.

The handling of disciplinary problems, whatever the outcome, is quite often subject to criticism and controversy on the part of members of the Department and the public; understanding, objectivity, impartiality, and equity are essential to a good program. A well-administered department with high morale soon becomes largely self-disciplined. An internal affairs unit can only supplement this self-discipline and other normal disciplinary procedures, and is not intended to bear the entire burden of departmental integrity.

The unit will become aware of conflicts between departmental policies and practices in the process of performing investigation work regularly assigned to it. All such information should be made available to line commanders as conditions indicate. It is proposed that the following steps be followed in the handling of situations involving police personnel that may or should lead to disciplinary action. First, all such cases that come to the attention of commanding officers from external or internal sources must be recorded in detail. Second, such incidents should be brought to the attention of the Chief of Police who is ultimately responsible for their disposition. Third, the Internal Affairs Unit must handle investigations of all complaints from the public in addition to those reported to it internally and those it develops itself. Fourth, a hearing board should be established in the Department to pass judgment in situations of this kind, acting within a formal procedural structure. This board, insofar as it acts for and within the County Department, should be composed of county department personnel. Finally, all complaining citizens should be fully advised of actions taken on their complaints.

The use of a County Department Internal Affairs Unit to serve the various municipalities participating in the countywide services program poses some problems. Since discipline is a function of command, outside assistance from the unit might be considered as improper interference. In spite of this, it cannot be denied that such a unit can be a valuable

aid to municipal police chiefs in controlling their respective departmental activities. It is suggested that the Internal Affairs Unit's services be made available to all municipalities on a request basis. Reports should be made in confidence to appropriate municipal officials, without endangering the investigator's professional integrity.

It is likely that this unit may initially meet with some disfavor and distrust within some participating police departments. After a reasonable period of responsible action, however, it is likely that attitudes and impressions will improve. This unit also has an important role to play in support of the Community Relations Division, a role that should not be ignored.

### III. IMPROVING POLICE SERVICES: AUXILIARY SERVICES BUREAU

Auxiliary services are nonline functions and activities, other than staff services, that provide technical, special, and other supportive service to other nonline and line elements of a police department. Auxiliary services are not undertaken to conduct basic police functions; rather, they help line and other staff elements to more simply and effectively do their work.

Important auxiliary functions can neither be assigned individually to line elements nor diffused among them. The assignment of such a responsibility to a line unit places that unit in a position of providing supportive service to other line units. This often results in inter-element conflict and diverts command time and effort to activities a line unit is not well prepared to handle. A frequent result is neglect of the auxiliary service function and its subordination to the more pressing day-to-day operational tasks the unit must perform. Diffusion, as, for example, scattering of the records function through various municipal departments and county elements, results in undesirable decentralization, duplication of effort, inadequate records, and effective loss of control.

It is proposed that the functional organization depicted in Chart IV be adopted for the Auxiliary Services Bureau. The bureau should be under the command of a major. Each of the suggested component divisions is discussed below.

#### Records and Communications Division

Efficient records and communications systems are important to the success of any organization and vital in a police department. Without rapid and reliable communications a department cannot operate

effectively; without adequate records it cannot analyze the past nor predict future needs nor, on request, provide important information to other agencies and the public.

The Records and Communications Division is one of the most important components of the proposed areawide services program because of its role in processing complaints, dispatching personnel, and providing information in a usable form. The division should be under the command of a captain and should consist of a Records and Identification Unit, a Communications Unit, a Report Review Section, and a Property and Evidence Section.

The recently recognized need for rapid retrieval of records information by police patrol units can best be met by the development of a strong central communications system for the County and the re-organization of the Central Police Records System (CPRS) into an integrated Police Records Center.

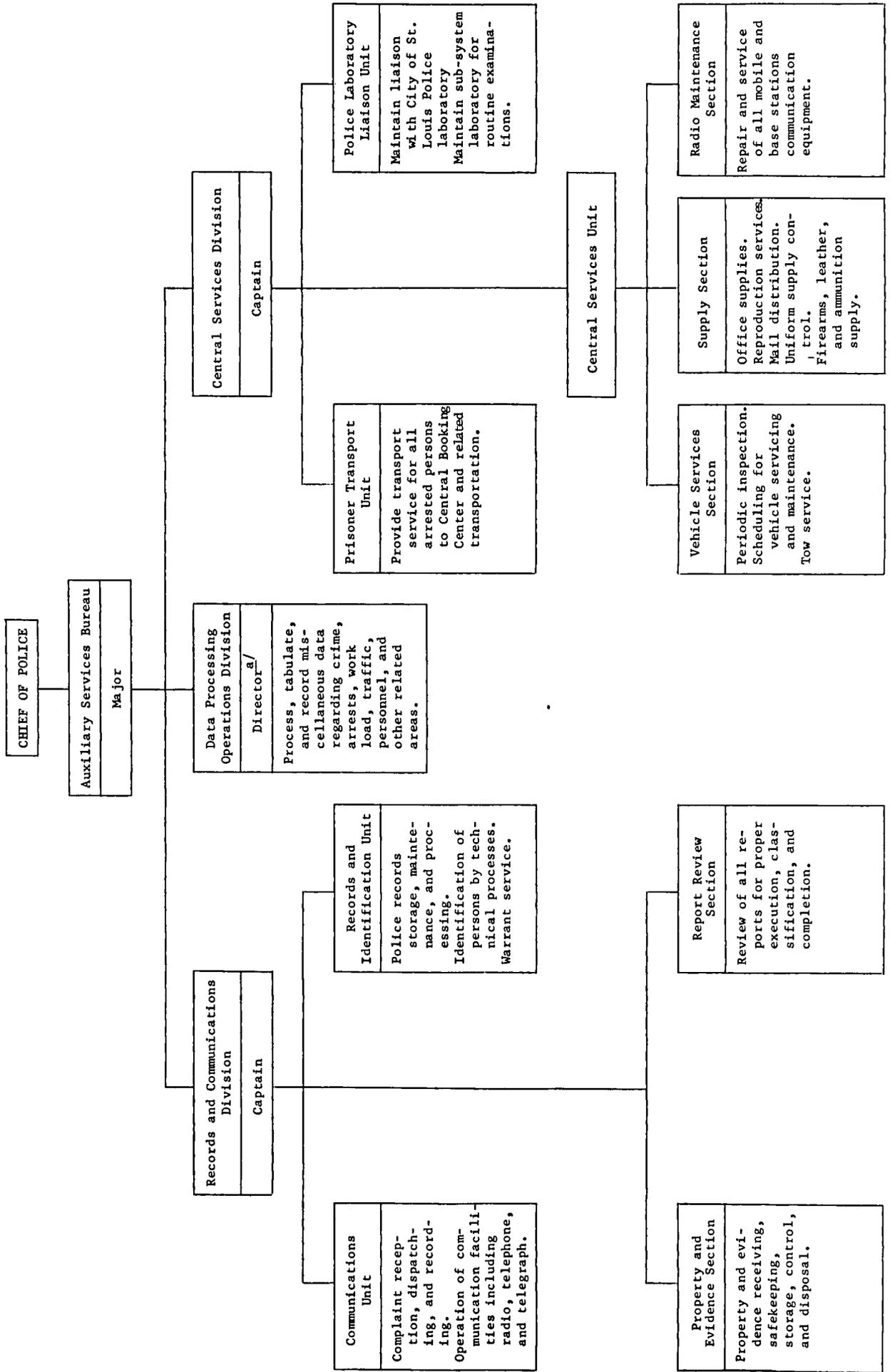
#### Police Records

Records are more than a mere accumulation of files. They may be considered the corporate or official memory of an organization. Within a records system should be found the history of the organization, its personnel and to some degree that of its clientele, and an accounting of the important actions taken by members of the organization during specific periods of time. Thus data must be in retrievable and usable form.

An advantage a professional police agency has over lawbreakers is its ability to put to good use many of the by-products of its own administrative processes. It has the capability, for example, to analyze information gathered routinely and to make the results accessible for use in the apprehension of wanted or fugitive persons, the prevention of traffic accidents and congestion, the clearance of crimes, the recovery and return of stolen property, or the successful prosecution of offenders.

Many means have been devised for maintenance of police records, from pigeonholes to computers. The method used for storage, however,

PROPOSED FUNCTIONAL ORGANIZATION  
 AUXILIARY SERVICES BUREAU  
 ST. LOUIS COUNTY POLICE DEPARTMENT



<sup>a</sup>This division position should be filled by a qualified civilian.



is only one of several important factors in a records system. Equally important are the reliability of the data contained in those records, their retrievability, their susceptibility to careful analysis, and the effectiveness of their utilization. The uses of information from a police records system are many and include the provision of recorded data to other agencies in compliance with legal requirements, the exchange of information with other law enforcement agencies, the compiling of data for public information, and the gathering of knowledge as an aid to administration and field operations.

Legal requirements for the provision of records to one or more government agencies are found in most jurisdictions. In some such instances, there is no reciprocal provision of service, and recipient departments may have no real interest in the requirement other than compliance. The flow of records to and from cooperating agencies, whether formal or informal, often provides valuable service to all participants. Direct informational exchanges with other enforcement agencies often result in the solution of crimes, the arrest of known and wanted criminals, and the recovery and return of stolen property.

Police departments have an obligation to inform the public about their policies, programs, procedures, and progress. Only with adequate records can they meet this responsibility satisfactorily. Records provide a foundation for police educational programs in safety and crime prevention. Adequate and reliable information allows police administrators to make sound judgments. If police reporting is accurate and thorough, the time, effort, and expense put into organizing and maintaining effective reporting and recording procedures will be repaid many times in increased service to the public and marked efficiency and economy of operation.

In St. Louis County, a centralized countywide system will provide the county and municipal police agencies with:

1. A source of routine information for all departments and selected officials.
2. A means of developing sound evaluation of and justification for new and old programs and policies.

3. A foundation for evaluation and control of administration and operations in terms of objectives, policy, procedure, and practice.

As a source of routine information, the reporting system may tell a field commander that certain types of offenses are recurring in particular areas, show a chief of police the results of a recent move to free certain thoroughfares of illegally parked cars during rush hours, or tell an investigator which patrolman handled the preliminary investigation of a case to which he has just been assigned.

As a justification for programs and policies, the reporting system may indicate where the officers of a tactical unit should be assigned on a particular evening, based on recent experience; it may provide a chief of police with facts that allow him to anticipate total budget needs for personnel in the coming year. If the reporting process shows a degree of laxity in follow-up interviewing of larceny victims, retraining or closer supervision of personnel may be necessary. In any case, such decisions may be based upon established data, not upon prejudices, hazy memories, or conjecture.

The control and guidance processes of the departments are most effective when based upon recent, easily recalled facts. Quality and quantity alike of work performed may be ascertained and important points isolated through records review and analysis. Through such analysis, statistics such as average response time to requests for police service may be determined, indicating the effectiveness of deployment of personnel by time and area, the efficiency of response procedures, or the adequacy of training or supervision. The accumulation of analyzable facts offers the department and its general government both a measure of control and a basis for the initiation or revision of programs and policies.

As police departments increase in size, the value that may be realized from a sound records operation grows proportionately, as does the problem of maintaining and utilizing it to the fullest extent. The potential usefulness of information, however, more than compensates for the effort and expense required to make it readily available.

The Police Records Center should maintain, safeguard, and make available for immediate retrieval a copy of every crime, arrest, accident or incident report, or any fingerprint card or criminal history record handled by any of the County's police agencies. County records personnel should be able to determine by a single search of the system's records whether a particular person has had contact with any police department in the County in any official capacity.

Files should be maintained to provide information immediately to field officers regarding wanted or missing persons and stolen vehicles. This is the great advantage provided by automated data processing of records. With an operational automated system, such files are accessible through the police radio net, and a requesting officer can receive information in a matter of seconds by providing a radio dispatcher with the name of a person or a license or identification number of an automobile.

The records element should be able to provide information from which command officers or administrators can judge the accuracy, timeliness, and clarity of police reports and the accuracy of crime classifications through report review and quality control procedures. The advantages gained can be of benefit to the personnel, training, patrol, investigation, youth, and other elements of the county and municipal departments.

At present, useful information is not flowing among the multitude of government jurisdictions in the County, nor between those communities and the county police. As a result, there is little coordination of activity, and it is quite possible for criminal elements to work in adjacent communities without fearing a concerted action against them.

The Central Police Records System provides a basis upon which a good records system can be developed. For this to happen, however, CPRS will have to expand its services, now limited to gathering statistics and selected analyses, and become a comprehensive records center.

Chart V outlines the flow of data between the county and municipal police departments and the Police Records Center. In addition to a routine exchange of information, the Police Records Center should prepare and

distribute reports to each police agency in the County, noting police activity by governmental jurisdiction or by smaller geographical units and presenting analyses that will aid in enforcement where applicable.

All police operations information now kept in the various operating elements should be integrated into the files of the Police Records Center. All original police records, except perhaps those of vice cases currently under investigation or not yet presented in court, should be centralized within it. The County should develop standardized reporting procedures and forms, and their use should be required in all departments. The present duplication of effort and resulting inefficiencies can eventually be eliminated, and more usable and practical records and identification services may be made available around the clock, seven days a week, throughout the year for every police department in St. Louis County. A records system will not justify its existence unless it serves field operations, and it must be oriented toward this objective.

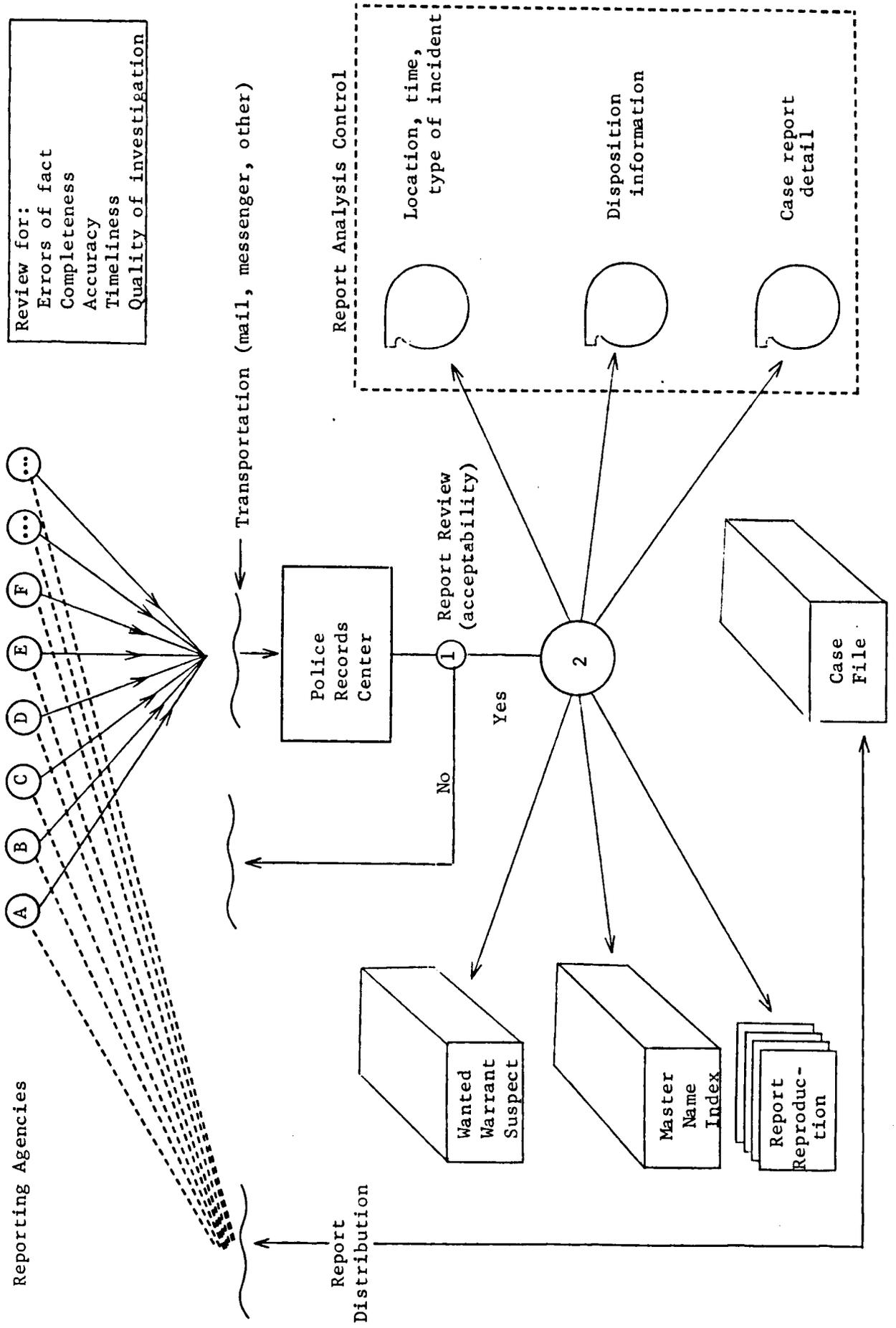
The Police Records Center should adopt three basic numbering systems: the first for case reports, the second for arrest reports, the third for identification of arrested persons. All numbered files should conform with them. In some instances, local agencies may retain "working" copies of certain categories of the standard county reports for immediate use, but all locally maintained records and files should be uniform with those of the county system, though locally assigned control numbers may be added to copies of local reports to assist in their control and use.

The case report number is the primary control number for all police reports; it is issued at the time a complaint or call is received by a department and follows a case through to its completion. Case numbers should be issued consecutively for all police incidents, whether founded or unfounded. Thus, if any police action is taken, no matter how small or apparently insignificant, a case report number is issued and a report required.

Case report numbers should be given all types of incidents involving police response, including accidents, and all reports should be filed

Chart V

REPORT PROCESSING  
POLICE RECORDS CENTER  
ST. LOUIS COUNTY, MISSOURI



1.  
2.  
3.  
4.  
5.  
6.  
7.  
8.  
9.  
10.  
11.  
12.  
13.  
14.  
15.  
16.  
17.  
18.  
19.  
20.  
21.  
22.  
23.  
24.  
25.  
26.  
27.  
28.  
29.  
30.  
31.  
32.  
33.  
34.  
35.  
36.  
37.  
38.  
39.  
40.  
41.  
42.  
43.  
44.  
45.  
46.  
47.  
48.  
49.  
50.  
51.  
52.  
53.  
54.  
55.  
56.  
57.  
58.  
59.  
60.  
61.  
62.  
63.  
64.  
65.  
66.  
67.  
68.  
69.  
70.  
71.  
72.  
73.  
74.  
75.  
76.  
77.  
78.  
79.  
80.  
81.  
82.  
83.  
84.  
85.  
86.  
87.  
88.  
89.  
90.  
91.  
92.  
93.  
94.  
95.  
96.  
97.  
98.  
99.  
100.

according to case report number without regard to circumstances. Case numbers should appear on the Daily Bulletin; this will assure the prompt submission of all reports. No deviation from this procedure should be allowed.

An arrest number is issued each time an arrest is made, regardless of the charge or circumstances, the individual arrested, or his record of previous arrests. Arrest reports ordinarily are filed in duplicate; the original is attached to and filed with the complaint report and a second copy is filed by arrest number in an arrest file. The arrest file frequently is used interdepartmentally for federal and other agencies that conduct security investigations. These files may also be used to tally monthly arrest statistics for the Uniform Crime Reports.

Should an arrested person be fingerprinted or photographed, an identification number is issued. This number is issued only once to an individual, regardless of the number of times he has been arrested. It should appear in the "Contributor's Number" or "Your Number" box on fingerprint cards and upon the identification board when the person is photographed.

When an identification number is issued and fingerprints are forwarded for clearance, a criminal history record or "rap sheet" should be prepared for the individual and filed by identification number. As reports filter back from state, federal, or local agencies, the latest history sheet from each should be placed with this record. Extra copies of fingerprints or photographs should not be filed with criminal history reports.

A criminal history record should be initiated and maintained for each person who has conviction and arrest records now on file with the departments or who has had criminal history sheets returned after his fingerprints have been checked by a cooperating agency.

Patrolmen assigned to investigate complaints or traffic accidents should hand-letter in ink, on an offset process paper master, the case report and other necessary forms at the scene of the investigations. They should remain within their beats unless required to return to police

headquarters for some justifiable reason. Completed masters should be turned in at the end of each duty tour and submitted to the records center for processing. Exhibit I illustrates the flow of a typical field case report.

The Police Records Center should reproduce, by means of an offset duplicator, the officers' hand-printed reports in sufficient number to meet distribution requirements. Additional copies of daily bulletins, case reports, traffic accident reports, statements, and departmental correspondence, as needed, should be duplicated in the same manner.

To provide the information necessary to plan future police operations and to assure adequate, timely, well-distributed police services to the County and its municipalities, the following basic field reporting forms should be adopted for official use by the departments. They are collectively referred to as case reports.

1. Crimes Against Persons Report.
2. Crimes Against Property Report.
3. Miscellaneous Incident/Service Report.
4. General Case Report.
5. Vehicle Case Report (optional--may be combined with 4 above).
6. Traffic Accident Report.
7. Supplementary/Follow-Up Report.
8. Arrest/Booking Report.
9. Continuation Report.

A Master Name Index, the key to all police records files, is needed. All existing name indices should be consolidated and duplicates destroyed. Only authorized personnel of the Police Records Center should be allowed to handle the index entries. To be useful, the Master Name Index file must be maintained in proper alphabetic order and should contain the names of all persons (cross-filed with aliases) or firms falling within these categories:

Exhibit I

NORMAL FLOW OF PRELIMINARY INVESTIGATION CASE REPORTS<sup>a/</sup>

Dispatcher	Communications Center Watch Commander	Motor Patrol Unit	Field Sergeant
<p>1.1 If request for police service reported by telephone, enters details on Complaint/Dispatch card, time-stamps it, selects and assigns beat car.</p>		<p>1.2 If an on-view incident or reported by a citizen to a field officer, notifies Communications Center of necessary data.</p>	
<p>2. If on-view case reported by a field unit (1.2), prepares Complaint/Dispatch card, time-stamps it, places mobile unit out of service on status board.</p>		<p>3. In case of 1.1, acknowledges, responds, and investigates. In cases of 1.2, investigates. In either case, reports out of service (10-7) before leaving patrol car.</p>	
<p>4. Time-stamps Complaint/Dispatch card to show when officer arrived at scene.</p>		<p>5. Prepares a handwritten Case Report and/or Arrest/Booking Report on offset master at the scene.</p>	
<p>7. Time-stamps Complaint/Dispatch card and forwards it to Communications Center Watch Commander. Mobile unit placed back in service on status board.</p>	<p>3. Reviews Complaint/Dispatch or other cards. Checks Case Report number and forwards to Report Review officer.</p>	<p>5.1 Makes necessary additions or corrections. 6. Reports back in service to Communications Center upon completion of investigation and execution of Case Report or Arrest/Booking Report.</p>	
			<p>9. Reviews completed report and, if acceptable, approves it. 10. Forwards approved reports to Report Review officer, returns unapproved reports to officers who prepared them (return to Step 5.1).</p>

<sup>a/</sup> Normally includes all reports carried by officers in the field except the Supplementary/Follow-up Report, which will also be applicable where incident is merely another part of a case already under investigation. 5

Arrested persons  
 Complainants  
 Correspondents  
 Drivers (violations and/or accidents)  
 Juveniles who have been arrested or detained  
 Licensees  
 Missing persons  
 Permittees  
 Persons injured  
 Persons killed  
 Suspects  
 Victims  
 Wanted persons  
 Witnesses

Ideally, a Master Name Index contains the name of every person or firm coming officially to the attention of the police. Other classifications may be added if useful. Care must be taken, however, to see that unnecessary and irrelevant information does not find its way into the file. The Master Name Index file card contains the following information:

Name, address, social security number, and date of birth of subject  
 Date of report or incident  
 Location of incident  
 Type of crime or incident  
 Complaint number  
 Aliases  
 Arrest number (if any)  
 Photo or departmental identification number (if any)  
 Fingerprint classification

A typical Master Name Index card (3" x 5") resembles the following:

DOE, John William	Case #11532
1415 Any Street	Arr. # 1283
City	Ident. # 97
D.O.B.	11 Oct. 33
	FPC: _____
Alias: WILLIAMS, John	
Larceny, ABC Company, 12401 Washington St., 1 Mar. 67, unincorp.	

An automatic check should immediately be made in the Master Name Index of every person arrested, to determine whether there is a warrant outstanding against him or whether he is missing or wanted by any agency in the country. A routine check should be made with the City of St. Louis Police Department and the Missouri State Highway Patrol.

Whenever a complaint or request for police service is received, by telephone or by personal appearance of the complainant, the communications officer on duty should immediately initiate a Complaint/Dispatch (assignment) card. A case number is assigned, the time the complaint was received is stamped on the card, and the following items of information recorded:

1. Nature of complaint or assignment.
2. Location of occurrence.
3. Date of complaint or assignment.
4. Name of complainant, address, and telephone number.
5. Details of complaint.
6. Police officer assigned (including jurisdiction).
7. Police Records Center officer handling complaint.

A Crimes Against Persons Report is completed by the officer assigned if the case is criminal homicide, rape, or assault. A Crimes Against Property Report is used for the Part I offenses of robbery, burglary, larceny, and auto theft, or any lesser offense involving property. Miscellaneous Incident/Service Reports are required for incidents clearly not falling within other categories. These include dog bites, lost and found property, and violation of road and driving laws. A Supplementary Follow-Up Report is used to record additional information in a case already initiated; for a report of this kind, the case number of the original complaint should be used.

A critical analysis of all report forms now used by CPRS should be made and an improved program established for forms control and standardization.

A Daily Bulletin (see Exhibit II) should be prepared by the staff of this division to serve as a control document. The bulletin is a summary of incidents and information designed to acquaint county and municipal governments and police officials with details of police activities on a continuing basis. It should be used at roll calls to familiarize each reporting shift with recent and current police activities in the County.

Investigators should examine the bulletin each day to discern developing patterns of criminal activity in the County, as an aid to investigation. Patrol command officers should study the bulletin in order to spot emerging traffic or crime problems for which specific remedial or preventive police action can be taken.

To serve all these purposes, the following information must appear on the bulletin for each incident reported:

- Time of report
- Complaint number
- Classification of incident
- Essential details of incident or service
- Complainant's name and address
- Location
- Action taken
- Officer(s) assigned (including jurisdiction)

Radio logs now maintained by the several departments should be eliminated and replaced by Complaint/Dispatch assignment cards and Out-of-Service cards as prepared in the Communications Center (see Communications Unit section in this chapter). All oral communications between the Communications Center, other stations, and radio-equipped police vehicles should be recorded on magnetic tape, including periodic radio checks and telephone messages. Transcriptions need be made only as required.

A consolidated daily statistical report should be prepared to include criminal and traffic experience throughout the County. Daily reports of all activities should be compiled by the records unit for each 24-hour period, for each month, and annually. These consolidated daily, monthly, and annual reports should be prepared in sufficient numbers to provide copies for all authorized county and municipal officials.

Exhibit II

SAMPLE DAILY BULLETIN

Yr.-Page No.	Municipality, State	Weather	Day, Month, Year	Assigned To
Case No.	Time	Incident or Message		
Watch Change	2400	Sgt. J. Jones #321 off duty <u>ES</u> /Sgt. E. Samuels #311 on duty <u>ES</u> /Dispatchers on duty: Smith #431, Brown #341, Murray #314		
75261 D&D ARR.	0100	OFF. PATTON & R. BROWN report Drunk & Disorderly Conduct arrest of JOHN BENNET CRAMPTON, MWA (25), 5690 BERKELEY, uninc., at S. BLVD. & MAIN, CLAYTON, Arrest #CB 3214		Co. Ptl. Div.
75262 LARG. FR. TRAILER	0737	JOSEPH BRODER, 3962 ARCADIA PARKWAY, unincorporated, reports someone removed a floor mat from a trailer at 675 S. SAGINAW, unincorp., this date time unknown		JARVIS
75263 PD ACC	0755	UNK. CIT., reports PD ACC. at MILL & MAIN, UNIVERSITY CITY		RISNER Ptl. Div.
75264 VIOL. ORD.	0923	UNK. CIT., reports abandoned 53 Pont. 4-dr., GB 6978, across from 216 HUDSON, FLORRISANT		JONES IU
75265 ATT. B&E	0951	IRWIN SCHUTZER, 138 CORNELL, reports attempt to enter AUTO DISC'T TIRE CO., 680 MAIN, CLAYTON by breaking glass pane, time unknown. Entry not gained.		SMITH IU
75266 SVC.REQ.	0959	JIM BROWN, Pros. Atty., St. Louis Co., Clayton, Mo., requests service of subpoena on ALICE HALL, 12 MAIN ST., KIRKWOOD		Ptl. Div.

Note: The Daily Bulletin is a continuous log of incidents and information for the entire year. The page numbers (upper left corner) begin with number 1 at 0001 hours (12:01 A.M.) on January 1 and continue consecutively through the year until 2400 hours, December 31. Case report numbers are assigned in like order, the entire process being repeated each year. Other entries on the first line are self-explanatory. The first column on the left requires two entries: the first is the Case Report Number and the second, a capsulized version of the incident's classification, using standard police abbreviations. The second column is for the time of the incident or message recorded in military time (24-hour system). The Incident or Message column will contain a brief description of the incident or message. In addition to requests for police service, all reports of wanted persons or vehicles within the metropolitan area should be listed in red or underlined on the Bulletin. The watch supervisor will initial the Bulletin when coming on duty and when being relieved, as shown in the first entry above. The Assigned To column shows the officer assigned to the preliminary investigation. In some cases, an investigator will be assigned initially. This column should also show to whom copies of the report should be sent.

Ledgers or notebooks now maintained by the various elements should be eliminated. Information contained within several of them is duplicatory and has no apparent value. Information involving dogs, bicycles, and miscellaneous matters should be included on case reports, Arrest/Booking Reports, or Daily Bulletins, as appropriate.

Reports of unusual incidents or cases involving employees of government jurisdictions in the County should be made in several copies for distribution to appropriate interested officials, according to policy established by participating departments.

Automated data processing facilities should be provided for the orderly and rapid retrieval of important police records and reports; for analysis of criminal, traffic, and personnel activities; for regulation and control of equipment and property; and for general accounting and budgeting purposes.

The manual records ~~system proposed~~ will provide adequate data for the following automated data processing applications:

1. Complaint and dispatch data should be accumulated from the Complaint/Dispatch card to provide information necessary for maintaining a current beat analysis data base and other statistical data for police management and administration.
2. Case record data can be taken from each case report filed and stored in a computer, thereby providing management with periodic information regarding the inventory of cases, the nature of crime and traffic problems, case backlog, patterns of modus operandi and criminal identification of unknown suspects, and other data for report and analysis purposes.
3. Information taken from traffic citations would provide necessary data for traffic ticket inventory control and accountability, traffic engineering information, traffic accident statistics, and general and selective enforcement planning.
4. A warrant control system should be established to account for all warrants received and their ultimate disposition. The central warrant register and a periodic analysis of outstanding warrants would be produced by data processing methods. This system must be closely coordinated with wanted and missing persons files.

All the above applications represent an extension of the manual records system. The use of electronic and other data processing devices will not replace any of the proposed manual files but will supplement them with a wealth of information otherwise not available. These techniques simplify and support the maintenance of manual files and reduce the clerical effort required.

The use of "on-line" and "real time" computer systems and programs in law enforcement is rapidly spreading throughout the country. These terms denote a system whereby a computer and a communications staff provide field officers and other personnel with needed information concurrent with ongoing operations. Wanted and missing persons information; stolen vehicle, license plate, and stolen property identification; weapon registration information; and other valuable data can be made immediately available to field personnel on request. Video display devices can facilitate rapid transmission of information to field officers. Direct tie-ins with data files of the Missouri State Highway Patrol, or the City of St. Louis Police Department, or the new records system of the Federal Bureau of Investigation can be effectuated.

No attempt should be made to place Master Name Index entries, other than wanted and missing persons, on a real-time program until and unless a complete systems study indicates this would be operationally and economically desirable. The index should, however, be prepared for conversion of wanted and missing persons entries to electronic data processing techniques sometime early in 1969. The manual system will, of course, continue to include these entries.

A stolen vehicle file should be maintained by the County until a statewide service is available and the necessary equipment for utilizing it installed. For the present, the file should be coordinated with that of the City of St. Louis.

With the aid of automated data processing, the records center can extract vital case report information concerning individuals arrested, their personal peculiarities and characteristics, their modus operandi, characteristics of their victims, and other relevant data and forward it to the Planning and Research Unit. There it should be analyzed for trends

and patterns, and the resultant information used to identify and anticipate crime and traffic problems, providing field personnel with current data upon which to base operational decisions.

Other administrative uses of automated information systems such as the maintenance of a master police personnel file, statistical tabulations of work load and inventories of supplies, evidence and departmental property do not require real-time processing, and may be obtained by less expensive techniques. A system with multiprogramming capacity should be considered, however.

Administrative Use of Records. To justify its cost in personal and financial resources, a police records system must be used for both operational and administrative purposes, and must be designed with this in mind. It is a major factor in the design of the system proposed in this report. The new system, however, will merely make information available for such uses; it cannot make the decisions for which that information provides a base, nor can it forge the policies and programs that must follow from those decisions.

The establishment of clear-cut departmental objectives through long-range planning and identification of future needs is vital, and the Planning and Research Unit must be responsible for detailed analyses of areawide problems, projections of police manpower and budgetary needs, and careful study of operational and administrative policy, practice, and procedure. Every means available should be utilized to allow the police departments of the County to gather a strong base of accurate, timely, and useful data from which productive administrative and operational decisions can be made and effectively implemented.

Following is a brief list of data that should be gathered, studied, and analyzed in order to achieve effective police administration. It is by no means exhaustive; rather, it should be considered minimal.

1. Crime incidence data, by time and date, location, and type of incident.
2. Personnel information including attendance; leave time; education and training; special skills, age,

military service, marital status, and other personal data for all personnel; overages or shortage of manpower daily by shifts or watches; salary and fringe benefit costs; budget forecasts for personnel; and employee activity, assignments, and work loads.

3. Criminal activity information, including modus operandi patterns, crime trends, and special characteristics of known lawbreakers.
4. Traffic accident and violation data, by time of day, day of week, location, apparent cause, relationship to enforcement action, jurisdiction, district or beat, and watch or shift.
5. Data on miscellaneous services rendered to the public, including man-hours expended for both essential and nonpolice functions and information indicating the effects of such services upon traffic control, accident prevention, crime suppression, and other primary police goals.

Arrest Reporting Procedures. The staff and inspections element should establish detailed procedures for the proper handling and processing of all prisoners by the department personnel. The following recommendations should be implemented as soon as they become practicable:

1. The commanding officer of each patrol shift on duty should have primary responsibility for decisions to incarcerate a person arrested by the Patrol Bureau.
2. As soon as the dispatcher is notified that an arrest has been made, the Master Name Index should be searched to determine if the arrested person has an identification number. The identification number and a new arrest number should then be transmitted to the arresting officer. If there is no identification number, one should be assigned to the arrested person.
3. All persons arrested should be immediately processed, photographed, and fingerprinted. Prisoners should be transported to the central booking area by the prisoner transport unit for this purpose.

Equipment Needs. To provide for a high level of records service, additional equipment (exclusive of automated data processing equipment) will be necessary. This equipment includes such items as offset printing devices for case report and other reproduction; lateral access or shelf files; microfilm cameras, binders, readers, printers, and storage facilities; photocopy equipment; and related record-keeping equipment.

#### Report Review Section

The quality, as well as the promptness, of police reports is first of all the responsibility of commanding officers of the divisions and units of participating police agencies. On recognition of the severe limitations on their time, however, it is recommended that a report review section be established within the Records and Communications Division to assume responsibility, on behalf of the commander of the records center, for final review of all reports.

Any report found to be deficient in any respect should be returned by the report review section to the originating officer for necessary corrections, by the same channels through which it was submitted. It is the responsibility of the report review staff to assure that each report is properly executed and complete and accurate, that reporting regulations have been followed, and that proper and thorough investigations have been made. This procedure should be instituted quite soon, in order to improve the quality of police investigations and reports.

#### Property and Evidence Section

Property taken into custody by the County's police agencies must be adequately safeguarded. A property and evidence report is necessary to eliminate the possibility of mishandling property and to assure the public that it is safely and properly controlled. In order to fix this responsibility, a property and evidence section should be established within the Records and Communications Division.

When property is received, it should be tagged in order to identify it, its owner, the police officer who received it, the date it was received, and the case number of the incident that brought it into police custody.

This is necessary not only for purposes of control, but also for property held as evidence, in order to satisfy laboratory requirements. Evidence should not be retained at municipal police facilities, although allowances may be made for some stolen property, such as bicycles, to be handled on a decentralized basis. Officers of this section for each shift should sign for property to maintain proper control. A record of return of property to its owner should be filed with the case report file.

#### Communications Unit

Of major importance to the effective operation of the county and municipal police departments is the upgrading of communications services. The need for rapid, reliable, and accurate police communications is apparent and real.

Significant improvements in police communications can be realized only by implementation of a carefully conceived plan based upon county-wide need. The following recommendations provide for close coordination of communications with the records function while allowing field personnel immediate access to operational information and other assistance. The proposal also calls for facilities which can be expanded or modified as the need occurs.

The flexibility and versatility of a combined complaint and dispatch facility will provide coordination and control not otherwise available. Centralizing these activities within a properly designed headquarters building will permit communications personnel to perform the following functions under normal conditions:

1. Provide information to the public.
2. Receive walk-in and telephone complaints, including those originating from public emergency reporting telephones.
3. Receive and dispatch radio messages to police mobile units.
4. Monitor adjoining county and municipal police and fire departments, State Highway Patrol, and other public safety radio systems.

5. Receive and transmit teletype messages.
6. Obtain requested information from records files without delay.

Equipment Needs. To provide a more efficient and effective communications system, the following telephone, equipment, and systems changes are recommended:

1. The listed emergency numbers should be used for police emergency calls only. Emergency lines should terminate only at the Communications Center and should not be transferable to division or unit extensions. Alternate answering positions should be provided for the emergency number at both the public information and records area. A bank of new telephone numbers for all police administrative uses should be established. Once a county-wide dispatch system becomes operational, participating jurisdictions will no longer need to maintain their own emergency telephone and communications systems.
2. A public emergency reporting system for both police and other emergency calls should be installed.
3. An adequate number of single-position radio consoles should be contained within the Communications Center, arranged in such a manner as to allow all dispatcher-operators to function simultaneously when necessary. All positions should combine radio and emergency telephone facilities.
4. Dispatchers should be provided with headsets capable of handling both radio and telephone traffic. "Touch-tone" dialing equipment should be provided for all dispatcher positions.
5. The Communications Center should be equipped with a status board and map to indicate the current status of all radio units, whether patrol, investigative, or administrative. The status board should be actuated by assignment cards placed in slots in the console and numbered to match mobile radio units represented on the face of the board (the weight of the card activates a micro-switch at the bottom of the card slot, turning on a light showing the corresponding unit out of service). When the unit has

completed a call, its assignment card will be withdrawn from the slot and the time noted. The micro-switch, when released, turns out the first light, and one of another color is turned on to indicate that this unit is back in service. An additional desirable feature is an automatic timing device which may be set for a specific period of time after which an automatic alarm would be activated to indicate to the dispatcher that a specific unit has been out of service beyond an allotted time. This serves both as a safety device and an administrative or supervisory aid.

6. "Call directors" or other push-button devices should be installed at each dispatcher-operator position in the Communications Center and in the records area. All emergency, administrative, and private lines should be answerable at the Center on a 24-hour basis even though emergency lines terminate at the dispatcher-operator positions. All dispatching positions and the supervisor's position should be capable of taking over any call should a work overload or equipment malfunction require it.
7. The Department should develop specifications to govern the installation and removal of alarm equipment which would apply whether any changes in present policy take place or not. A fee for installation and removal should be set by the County. A monthly service charge to defray added costs incurred by false alarms, scheduled testing, or resetting of alarm systems should also be considered. A dispatcher should be able to deactivate manually a sounding alarm to permit use of other communications equipment in the room without interference. Alarms not requiring immediate police attention should be located where visible, though not necessarily in the Communications Center. Minimum requirements for police department approved alarms should include:
  - a. Underwriters' Laboratory approval for wiring and electrical components.
  - b. Silent alarm at business place.
  - c. Fail-safe alarm for power sources.
  - d. Self-testing feature to detect tampering with any portion of the system.

- e. Periodic inspections for physical condition of equipment.
  - f. A service or firm wishing to terminate alarm at Communications Center must provide a standard, uniform alarm panel, buzzer, light, and all other features that meet department specifications. Uniformity prevents a hodgepodge of bells, buzzers, lights, and horns from appearing on the walls and under the counters of the new Communications Center.
  - g. Automatic notification of the business owner or manager by the service providing the alarm system.
  - h. Cooperation on the part of the owner or manager with the police in the burglary prevention program.
8. An automatic dialing device and extension telephone should be installed within the Communications Center for dialing of frequently called numbers, such as ambulance and tow truck services and police officers. The extension telephone provides an additional answering position within the Communications Center to handle overflows of emergency calls.
  9. All police radio and emergency telephone traffic should be instantaneously recorded by means of a sound-actuated tape recording device. Tapes should be kept for perhaps six months, then erased and reused. Recording of police radio traffic eliminates the practical necessity of communications officers' maintaining a handwritten radio log.
  10. The Law Enforcement Teletype System (LETS) unit should be installed in the Communications Center.
  11. Intercommunications facilities should be available through the telephone extension system.
  12. Monitor speakers should be provided in the county and the various municipal chiefs' offices and other appropriate locations, such as the offices of the investigations element, patrol elements, and others.

For proper transmission and reception of radio calls and assignments, to improve radio usage and reduce air time, the Department should

utilize the Associated Public Safety Communications Officers' (APCO) standard revised police "10" signals. This will provide a consistent and comprehensible communications language for all of the participating police agencies.

Some communications equipment modifications and additions are needed to permit field units to utilize the proposed Communications Center.

These include:

1. Upgrading present low wattage transceivers.
2. Modernizing outdated mobile radio equipment.
3. Providing multiple channel mobile radios for command and field personnel.
4. Providing transistorized, portable two-way radios for each working patrol vehicle and a sufficient additional number for use by investigative and administrative personnel.
5. Eliminating dead spots, if possible.
6. Providing all command cars and patrol wagons with outside loudspeakers.

A patrol wagon mounted with a public address speaker should be a dual-purpose patrol vehicle and mobile command post. It can be used to replace the headquarters transmitter in case of breakdown and can function as a communications center during times of disaster or large-scale disorder. It should be equipped with a "consolette" type base station for transmitting on the appropriate radio frequencies and should also have monitors for the State and the City of St. Louis.

A series of waterproof and weatherproof connections on the outside of the truck should be designed to accept electric and telephone input lines for use in emergencies. Arrangements should be made with officials of public utilities to establish police priority for communications and emergency power facilities in order to assure that the police communications system will be operative at the scene of any disaster. In such an event, the police departments would then need only to notify the utility companies of the exact location of the communications van, and they would provide the necessary services. There should also be a gasoline-powered

generator and fuel supply mounted on a small trailer which may be towed by the police communications truck to make the system self-sufficient.

Records and Communications Personnel. Of major importance to the success of the records and communications functions is the quality of personnel assigned. If they are unskilled or thoughtless, misuse, misapplication, or underutilization of police manpower may result. They should be selected for their demonstrated competence and motivation, and should be sworn officers with at least one-year's service immediately preceding their assignments. The use of civilian or retired personnel as communications personnel at reduced salaries is false economy and is not recommended. Nonsworn personnel cannot provide police service in the field should the need arise; on the other hand, injured or light-duty personnel can be temporarily reassigned to the Communications Center when permitted to return to work, if they are otherwise qualified, but could not replace nor be alternated with civilians.

The division commander has specific responsibility for the establishment of procedures and practices, establishing standards, training, and continuous review of compliance with established departmental policy and procedure. Supervision by the commanding officers of a patrol watch normally will not require them to enter the Communications Center or records area, and procedural instructions should be written accordingly.

#### Data Processing Division

It is recommended that a Data Processing Division be established within the Auxiliary Services Bureau and placed under the direction of a qualified civilian. This division would be responsible for the day-to-day operation of an automated data processing system for the County Department and associated municipal agencies. Under present circumstances, this division probably cannot be operational for about three years. It is appropriate, however, to make some comments regarding its activities.

As was suggested earlier, the automated data processing function should be divided into two parts: operations, and systems analysis and

design. The latter function, concerned with management, analysis, and planning, should be the responsibility of the information systems division located in the Staff and Inspection Bureau. This division of responsibility corresponds to the general distinction made between the functions of the two major service bureaus.

#### Central Services Division

The Central Services Division of the Auxiliary Services Bureau is responsible for prisoner transport, police laboratory liaison, vehicle and radio equipment maintenance, and the control and distribution of supplies. To facilitate the accomplishment of these purposes, it is organized into the Prisoner Transport Unit, the Central Services Unit, and the Laboratory Liaison Unit. The division commander is directly accountable to the commander of the bureau.

#### Prisoner Transport Unit

Within St. Louis County, 16 municipalities maintain detention facilities, varying in capability and use. In addition, the County Police Department has some temporary holding facilities. The major jail within the County is operated by the sheriff and is located in the County Courthouse. This facility is used both for sentenced prisoners and those awaiting trial and has an average daily population exceeding 100.

It is difficult to present a complete picture of the number of arrests and bookings within St. Louis County because of unavailability of full information. However, some 12,000 persons are arrested each year in St. Louis County. Of this total, 6,000 are booked into the sheriff's jail, 4,000 are first processed through the County Police Department and then turned over to the sheriff if necessary, and the remaining 2,000 are handled exclusively by various municipal facilities. Of the 6,000 prisoners booked through the sheriff's department, approximately 2,000 were first processed on the municipal level.

It is recommended that all persons arrested in St. Louis County be booked at the nearest authorized temporary detention facility, and those who are not released on bail or recognizance should be transferred to one central location. Transfer should be accomplished through the sheriff's department.<sup>1/</sup> After the new county correctional facility is completed and prisoners are transferred to that location, the space now used for detention in the County Courthouse could well serve as a central pretrial detention facility. This would: (1) release some police personnel in the County from jail guard duties; (2) provide for constant supervision and greater security for all arrested persons; (3) place all arrested persons in the impartial custody of a noninvestigative agency; and (4) make possible improved health and personal hygiene care, food service, and other service programs.

To implement this recommendation, it will be necessary to provide prisoner transportation on a 24-hour basis for arrested persons throughout the County. The prisoner transportation element, serving the County and all municipalities, should be responsible for transportation of prisoners to the central detention facility and other related transportation services. Arresting officers in most situations would request the transportation element to pick up prisoners in the field and would not themselves be required to leave assignment areas for this purpose. It may be necessary to make special arrangements for female or youthful offenders.

All arrest records should be under the control of the central records center, and individual jurisdictions need not and should not prepare or maintain them separately.

#### Laboratory Services

Laboratory services are essential to effective law enforcement. Success in complicated investigations may depend in large part upon the

---

<sup>1/</sup>This assumes that the services of the sheriff's department will be upgraded through improvement in management and organization.

scientific evaluation of pertinent data. The import of recent United States Supreme Court decisions suggests that law enforcement agencies must depend increasingly upon scientific analysis of crimes rather than traditional methods such as interrogation of suspects.

Two distinct activities are involved in laboratory work: (1) the gathering of evidence at the scene of crimes and (2) scientific analysis of evidence. Evidence must be gathered and preserved according to established court criteria to guarantee its value in court testimony; laboratory technicians can make detailed and thorough analyses of evidence only if it has been properly gathered and handled.

The cost of staffing and operating a laboratory facility able to serve all needs of a police department is considerable, and a complete program is beyond the financial capability of most departments. At the same time, the need for adequate professional laboratory services in St. Louis County is apparent. It is therefore recommended that St. Louis County, on behalf of the municipalities within the County, enter into contractual agreements with the City of St. Louis for provision of all police laboratory service.

Current Practices. The St. Louis County Police Department currently operates a small police laboratory on a part-time basis for county and municipal police agencies. The laboratory lacks sophisticated instrumentation and operates with some basic equipment only. The staff consists of a part-time criminalist who works 20 hours per week and one uniformed officer who also conducts polygraph examinations. The criminalist is well qualified to perform professional work, but his effectiveness is limited because of the nature of the assignment and the equipment and facilities provided. The uniformed officer lacks proper training and must be considered a trainee.

The average number of examinations performed is 70 to 80 per month, with analysis of suspected alcoholic beverages accounting for about 65 per cent of the work load. Examinations of suspected seminal stains, blood stains, arson residues, soils, drugs, tool marks, and the like comprise the remainder. Effectiveness of this work is limited, however, because of the lack of proper equipment and reference standards.

No municipal police department within the County attempts to maintain a police laboratory.

Laboratory service in the City of St. Louis provides a remarkable contrast. A large laboratory containing most necessary types of sophisticated laboratory equipment and reference standards is in full operation and is staffed by 12 full-time employees and 1 part-time chemist. The laboratory last year examined nearly 11,000 specimens; of this total, only 165 were submitted from police agencies in St. Louis County.

Based on available information, police agencies in St. Louis County do not now utilize the facilities of the City of St. Louis Police Laboratory (although this service is available without cost) to any appreciable extent. The county laboratory offers little service to municipal police agencies. Most departments in the County do not have personnel trained to conduct crime scene searches and consequently do not collect proper evidence, or sometimes mishandle it. A comparison of the reported number of Part I Offenses, as contained in the FBI crime reports for this area, with the number of requests for police laboratory assistance from either the city or the county laboratory, suggests that evidence collection practice is inadequate. It further suggests a lack of understanding regarding the role a police laboratory can play in investigative work.

Proposed Laboratory System. It has been recommended that the St. Louis County Police Department laboratory be discontinued and that arrangements be made to contract for all laboratory services from the City of St. Louis Police Department. A number of reasons support this conclusion. First, the establishment of another major police laboratory within this area, at considerable cost, cannot be justified when one well-equipped and established laboratory already exists. The general lack of qualified criminalists across the nation limits the possibilities of attracting a full staff of professional personnel in any case. The City of St. Louis, on the other hand, can more readily hire several trainees to supplement its existing professional staff in order to provide an expanded services program to St. Louis County.

It is further recommended that subsystem service centers be retained and restricted to trained and qualified crime-scene technicians on the staff of the County Police Department or with those municipalities that already have such trained personnel. Routine laboratory work now being conducted by the County (such as alcohol analysis) can continue in that setting. Those county and municipal police officers who perform crime-scene searches and preservation of evidence services should receive in-service training approved by the director of the City of St. Louis Police Laboratory. All routine laboratory work performed at the existing county facility should also be done under the general direction of the city laboratory. Equipment available to all crime-scene technicians should be standardized.

By agreement it should be established that the policy of the City of St. Louis Police Laboratory will be to examine physical evidence received from the County and its municipalities in the same sequence and under the same system of priorities as that received from within its own Department.

This program should be coordinated by the Central Services Division, acting in a liaison capacity with the City of St. Louis Police Laboratory.

#### Central Services Unit

The Central Services Unit should consist of three sections: vehicle services, supply, and radio maintenance. If building maintenance (routine janitorial and other services) becomes an additional responsibility, it should be assigned as a section to this unit. All personnel, including the director, should be civilians.

The supply section should maintain, control, and disburse throughout the County all necessary office and other general supplies, uniforms and accessories, and firearms and ammunition considered part of the areawide services program, in addition to providing for mail distribution and reproduction services.

The radio maintenance section should maintain or otherwise provide for the routine repair and service of the county and the various municipal

radio communications and electronic equipment participating in the area-wide services program. It should be responsible for installation and removal of radio equipment in vehicles.

The vehicle maintenance section should operate the County Department's motor pool and provide routine maintenance on all vehicles participating in the countywide services program. It should also install all special accessories in vehicles with the exception of radios and electronic siren equipment.

#### IV. IMPROVING POLICE SERVICES: SECONDARY LINE SERVICES

Line services, or operations, are those functions and activities that focus directly on the fulfillment of basic police responsibilities. These responsibilities may be separated into two classifications, primary and secondary. The patrol bureaus of the County Police Department and all participating municipal departments are the primary line element; investigations, vice control, and youth and women's activities are secondary services. In this chapter, concern will be focused upon the secondary line services conducted as part of the areawide services program. Chapter V will be concerned with patrol bureau operations, or primary line functions, on both the county and municipal level.

##### Investigations Division

An investigation unit is an important secondary line element in any large police force. The need for such a unit comes about because of some unpleasant facts that every law enforcement agency must face. The first is that crimes will continue to be committed in spite of the best efforts of a patrol bureau. Another is the quite normal inability of patrol bureau personnel to arrest offenders during or immediately after the commission of crimes in any high percentage of cases. Once a crime has occurred and the offender has escaped, the inflexibility of patrol bureau personnel assignments by time and area and a continuing need for patrol service precludes their staying on the case to the end. These factors, plus a widespread lack of specialized investigative training for patrol personnel, dictate the continued use of an investigations unit. This is not meant to suggest, however, that patrol bureau personnel should not conduct preliminary investigations as their time and ability allow.

The Investigations Division should consist of field-proven, aggressive men who are well trained as special or general purpose investigators, under competent supervision and direction, and in sufficient number to adequately carry out the division's mission. This mission is, simply stated, the thorough investigation of certain classes of crimes, as assigned, leading to the arrest and conviction of the perpetrators and, wherever possible, the recovery of stolen property.

#### Organization

The Investigations Division should be organized as depicted in Chart VI. The division commander should be a captain and report directly to the Chief of Police. The division should consist of three units, Crimes Against Persons, Crimes Against Property, and General Assignment. In addition, district investigative units in those municipalities over 15,000 population, which now maintain regular investigative units,<sup>1/</sup> should be included for organization and management purposes.

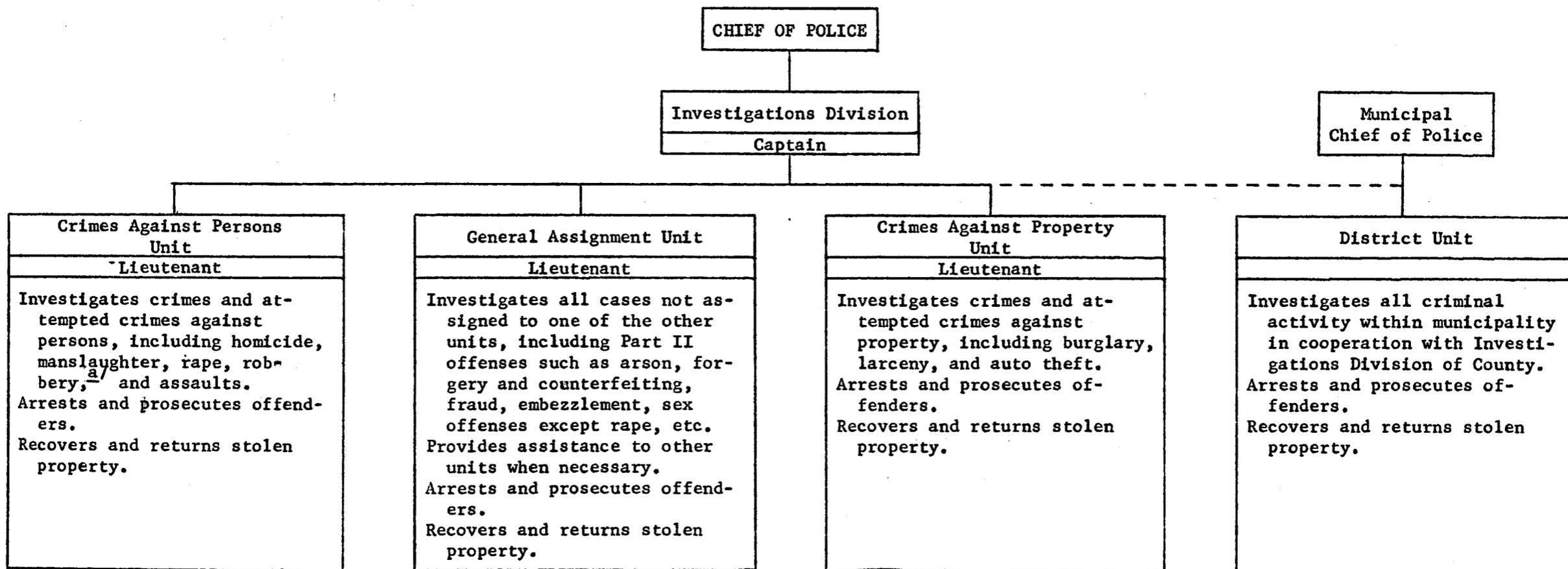
Although there are no precise formulas for determining the size of a criminal investigative force (a group not including investigative work in vice, juvenile, or traffic affairs), one general measuring device would suggest that 10 per cent of total police personnel should be so assigned. This would indicate that about 150 investigative personnel are needed, divided between the County and the various municipalities, considered districts for investigative purposes.

Preliminary Investigations. A major improvement in investigative service can be brought about by the assignment of nearly all preliminary investigations to uniformed patrolmen. Present policy throughout the County tends to remove from patrol personnel many of their recognized and fundamental investigative responsibilities, and this results in a reduction in the effectiveness of the field force, damage to morale, and an unusual burden for investigative work placed upon command officers,

---

<sup>1/</sup> Municipalities presently included in this category are Clayton, Ferguson, Florissant, Kirkwood, University City, and Webster Groves.

Chart VI  
 PROPOSED FUNCTIONAL ORGANIZATION  
 INVESTIGATIONS DIVISION  
 ST. LOUIS COUNTY POLICE DEPARTMENT



<sup>a/</sup> This is an offense against property under FBI crime classification standards. Due to the personal and aggravated aspects in a majority of these offenses, however, they are included in the responsibilities of the Crimes Against Persons Unit.

without regard to their other responsibilities. Patrol personnel, especially in the municipalities, are not encouraged to show initiative in investigations, and there is little recognition shown the generally accepted concepts of what their duties are in this regard. These duties are:

1. Maintaining the scene and protecting evidence.
2. Locating and identifying witnesses at or near the scene of the crime.
3. Interviewing complainants and witnesses at the scene.
4. Interrogating suspects.
5. Observing and reporting all conditions, events, and remarks made concerning the incident.
6. Reporting of all relevant data fully and accurately.

Present practice of most county police agencies does not represent maximum utilization of uniformed personnel. It is recommended that proper preliminary investigations, based upon sound training and supervision, become a responsibility of the patrol shifts, whether county or municipal. The justification for establishing an investigations division is derived from the recognition that necessary restrictions of time and movement, of regular patrol personnel, and a need for certain specialized skills in specific instances, require that follow-up investigations be assigned to officers who are not so restricted or have the needed skills.

Countywide police policy should provide for the completion of proper preliminary investigations by all patrol shifts, county or municipal. This requires that police officers in the various patrol bureaus fulfill the duties outlined above. Only if a case cannot be resolved at that point, will it become the responsibility of the Investigations Division. This will only be possible, of course, after all patrolmen have received necessary training and experience.<sup>2/</sup> A logical outgrowth of this policy

---

<sup>2/</sup>Appendix B outlines a basic investigative course, in conjunction with a regular training program, which should be required of every police officer in St. Louis County. Appendix C outlines the basic course which should be completed by every investigative officer, county or municipal.

will be, ultimately, the assignment of responsibility for completed investigations to patrol bureau personnel for cases within certain defined categories.

Crimes Against Property Unit. This unit would have countywide responsibility for coordinating and directing all investigations of crimes primarily involving property, such as burglary, larceny, and auto theft. The unit should be under the command of a lieutenant.

Crimes Against Persons Unit. This unit would have countywide responsibility for coordinating and directing all criminal investigations where a person is a victim of homicide, manslaughter, rape, robbery,<sup>3/</sup> or assault. This unit should also be under the command of a lieutenant.

General Assignment Unit. This unit would have countywide responsibility for coordinating and directing all criminal investigations not assigned to either of the two units above. Its responsibilities would include cases of arson, forgery, minor sex offenses, embezzlement, fraud, and other miscellaneous offenses. The unit should be under the command of a lieutenant.

District Units. Investigative elements now existing in the larger municipalities over 15,000 population should be considered district units of the proposed organization. They would have responsibility for investigation of all categories of crime committed within their geographical boundaries, but would work in close liaison with the other three units. It should be recognized by municipalities with district units that investigative work requires a significant investment of manpower and time. They should be encouraged to make use of the investigative capacities of the County in all cases where a need is evident.

Assignment of Personnel. Over-all command and supervision of investigative services in St. Louis County should be the responsibility of the county investigation division commander. The bulk of the manpower necessary to operate the three units of the division will be in the direct

---

<sup>3/</sup> Robbery is identified statistically as a crime against property in Uniform Crime Reports; however, operationally, because of its nature, it is assigned to the Crimes Against Persons Unit.

employ of the County Police Department. Investigators from smaller municipal police departments (other than those organized as district units) may be operationally assigned to any of the three units on a detached duty basis, or can be assimilated into the County Department on a full-time basis. Smaller municipalities will have no need to develop their own investigative personnel and should concentrate on patrol services.

Local facilities should be made available, as required, to investigation division personnel for interviewing suspects and witnesses, eliminating the need to bring all to county police headquarters.

#### General Investigative Policies

The following general recommendations regarding investigative policies should be observed by all police departments in St. Louis County.

Training. There is an urgent need for in-service training and special investigative seminars (both short- and long-term programs) for all investigators in St. Louis County. Much of the fault for the current lack of investigative training can be attributed to the existing fragmentation of investigative services. The small size of most municipal departments precludes the possibility of an accumulation of sufficient experience for their personnel in many areas of criminal investigations. Appendix C outlines a training program with recommended subjects for both initial and refresher training. Such programs should be made available to all investigative personnel. Specialized courses should be added as required (see Chapter II).

Assignment of Investigators. Generally, investigators should be assigned to work alone and not in pairs. Most investigations may be made more effectively by one man, and the economy of a one-man assignment is apparent. When an investigation or arrest is considered dangerous, however, more than one man should be assigned. Personnel conducting investigative work should hold the rank of patrolman (except for supervisory personnel) but may be called investigators or detectives. Special compensation is not necessary; however, if granted, it should be nominal.

Most investigators should be assigned to work days when victims, witnesses, and suspects may be more readily contacted. A limited number of investigators may be assigned to work evenings (5:00 P.M.-1:00 A.M.), as needed, to make necessary follow-up investigations not possible during the day. Some very limited assignments may have to be made after 1:00 A.M. Investigators should not be assigned patrol duties except under unusual circumstances.

Maximum use should be made of investigators for investigative purposes. Their office time should be reduced in every way possible, and duties of an essentially clerical nature should be assigned to clerical employees. Elimination of nonessential files will also reduce the work load. Resourceful use of dictation equipment and a typing and transcribing pool will help keep working investigators in the field and also more than likely provide the departments with more complete reports than might otherwise be the case.

Each man assigned to an investigation must be held fully accountable for its thoroughness and outcome. This helps assure continuing activity until a case is resolved or closed for other reasons. It also provides a basis for the measurement and evaluation of an individual officer, section, or unit.

There should be an annual rotation of up to 25 per cent of the Investigations Division's personnel to other jobs in the County Police Department. The same practice should be observed in those municipalities having district investigative offices. Those retained should be the men who have shown themselves to be best suited to the work. Rotations will provide a basis for upgrading the work of the division and for training and evaluating personnel. It will also provide sound investigative experience for patrol and other officers.

Informant Fund. A fund to pay informants should be established. Money may be paid in cash, but informants should be required to sign a receipt for all money received; a complete record of all such disbursements should be maintained under tight security. Such a fund could prove an invaluable aid to investigative efforts in St. Louis County.

Liaison from Prosecutor's Office. It would be desirable for the St. Louis County Prosecutor to appoint one of his assistants to act as an aide to all the investigation units in the County. He should give legal assistance to investigators in obtaining search warrants, reviewing cases, giving legal advice, and in other law-related activities. It is generally more effective to assign one assistant to this task on a full-time basis than to rotate the assignment continually. The County Department's legal advisor should provide assistance in the training program, but it is essential that the Prosecutor's office also be involved in the investigative process.

Daily Showup. To gain better exchange of information, mutual trust, and assistance, all investigators should participate in a daily showup of criminal suspects. Investigators may then observe personally current law violators, exchange information, and become better acquainted with each other. To be most effective, this procedure must be conducted on a daily basis and attendance made mandatory, in the absence of a justifiable excuse, for all investigators from the three basic county units, plus at least one investigator from each of the district units. The showup should be conducted by commanders of the three county units and by commanders of the district units on a rotating basis to stimulate greater interest and cooperation.

Metro Squad. The metropolitan major case squad is an excellent program for the entire St. Louis metropolitan area, and the proposed County Investigations Division should not supercede it. If the latter is properly organized, however, it will be able to do many of the local investigations the metro squad would otherwise perform.

#### Youth and Women's Division

It is recommended that a separate division for youth and women be created, reporting directly to the Chief of Police. Its primary duty is to keep young persons, not yet criminals, from becoming criminals. It is concerned with the maturation process from adolescence to adulthood.

Its attention centers largely on the identification of incipient criminality and crime-producing conditions and the preparation and carrying out of appropriate remedial action.

The general objectives of both the Investigations Division and the Youth and Women's Division support the over-all departmental goal of attaining an orderly and crime-free community. Their immediate objectives and procedures necessary to achieve them, however, are so different that it would be impractical to combine them into one division. In combination, criminal investigation and prosecution goals tend to become dominant, and the prevention and remedial process correspondingly recedes into a subordinate role. An investigative element inevitably is concerned most with the present danger of major crime; a youth and women's element is, in effect, dealing with the future through somewhat tedious and always exacting processes that hopefully will some day lower the incidence of adult criminality.

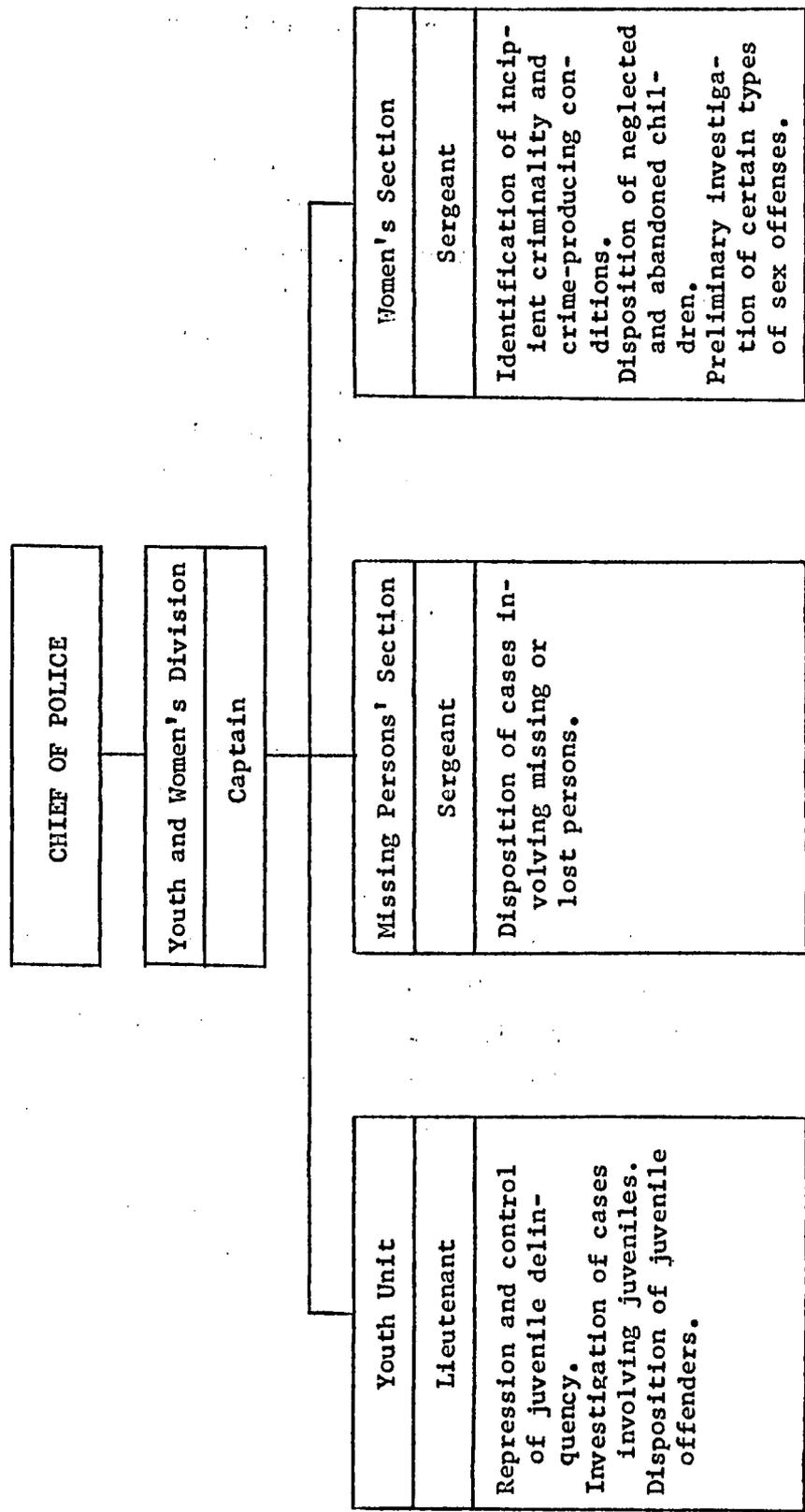
It is recommended that the Youth and Women's Division be organized as indicated on Chart VII. The division should be under the command of a captain. It should provide the necessary direction for a coordinated countywide program to control delinquency, a noteworthy gap in St. Louis County police services in the past.

The principal responsibilities of the division are three: (1) the disposition of juvenile offenders who are arrested; (2) the constant attempt, through cooperation with the County Patrol Bureau and each municipality, to identify juveniles who appear headed toward trouble and by direct action or proper referral to initiate corrective measures; and (3) to identify conditions and situations conducive to delinquency and to take remedial action.

Police departments have a positive role to play in the area of juvenile lawlessness. No other county or municipal agency has continual contact with conditions and with people in all sectors of the jurisdiction, and, therefore, no other is in a better position to discover undesirable conditions and understand the background and causes of juvenile crime. The police role is unique; and with proper community organization, the

Chart VII

PROPOSED FUNCTIONAL ORGANIZATION  
 YOUTH AND WOMEN'S DIVISION  
 ST. LOUIS COUNTY POLICE DEPARTMENT



police can largely confine themselves to locating, identifying, and investigating problem situations, while developing an ability to make optimal use of other agencies and departments better qualified to deal with youthful offenders on a personal basis by referral.

Male and female members of the division should be patrolmen. While assigned to the division, they may be given a special title such as juvenile officer; special compensation is not necessary, however. There is no warrant for the assignment of detectives to the unit. Personnel assigned should be specially trained and preferably should not have had prior service as detectives. Work should be performed on an individual basis; there is no demonstrated need to work in teams.

Obviously, the men and women of the division must be well qualified intellectually, emotionally, and by training to effectively fulfill their assignments. Equally important is the need for adequate training of all patrol force personnel so that they understand department policy in regard to juveniles and can lend their considerable weight to support of the program.

Women's Section. The main concern of the women's section is with girls who are delinquent or predelinquent and with very young boys. The unit works closely with the youth unit wherever appropriate and particularly in missing persons cases. It has a special concern with delinquent women not involved in commercialized vice, such as the alcoholic or the negligent or unsuitable parent.

Missing Persons Section. The division should assume formal responsibility for locating missing persons, a function now carried on to some degree by the various investigation divisions of the County. Few missing persons cases have criminal implications and, consequently, can best be handled by a specialized and essentially noncriminally oriented unit. This section should coordinate its activities with the City of St. Louis Police Department and with other Missouri and Illinois police agencies. The function of locating missing persons should be handled on a countywide basis in order to take full advantage of available resources.

### Vice Unit

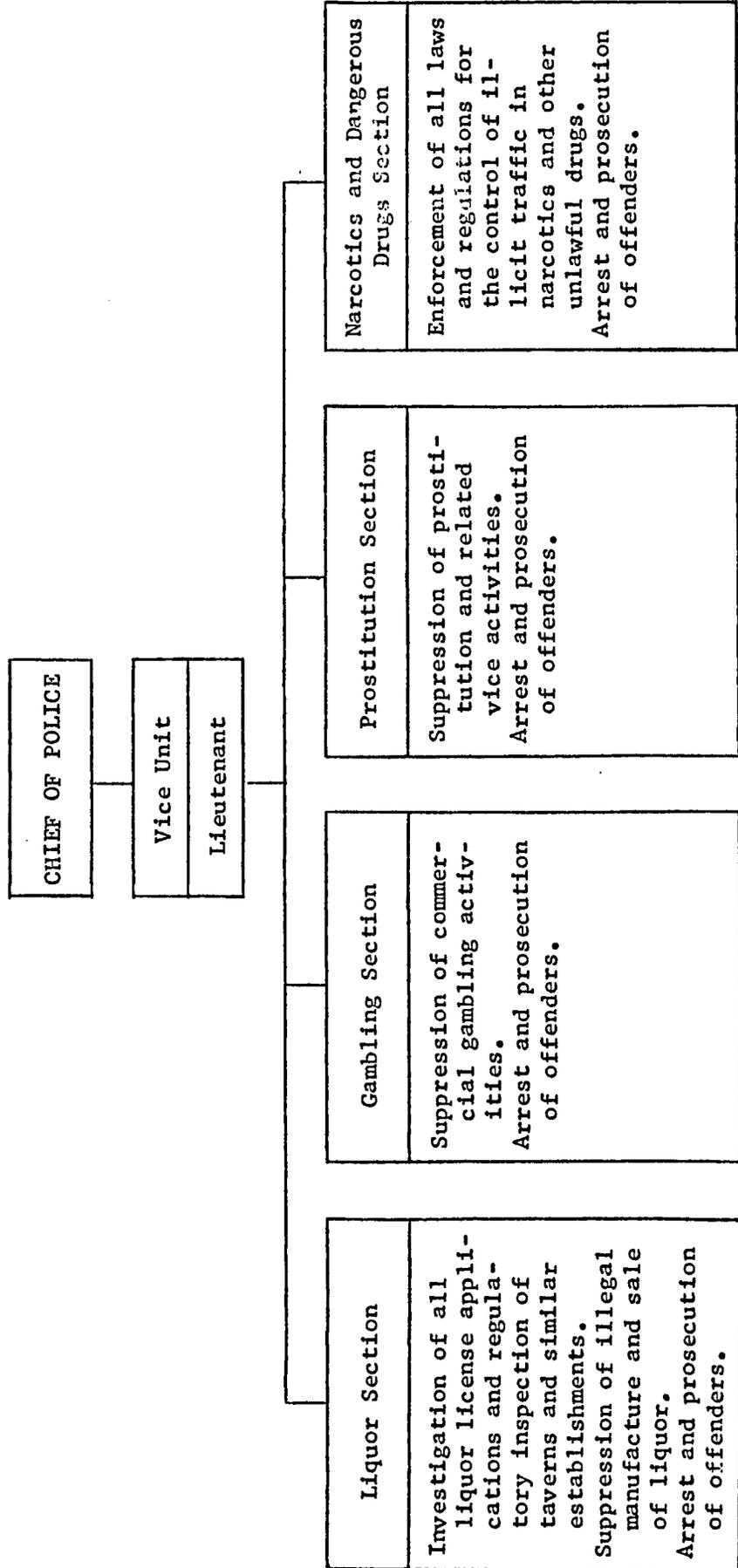
A Vice Unit should be established on a countywide basis and organized as shown on Chart VIII. The unit should report directly to the Chief of Police and be under the command of a lieutenant.

It is important to the success of a vice enforcement program that centralization take place to assure a uniform countywide program that can be responsible for all specialized vice investigations. The County Chief of Police, in cooperation with municipal officials, must give vice repression sufficient attention to assure that: (1) there is no syndicated or organized vice activity; (2) there is no residual activity serious enough to be harmful to the County; and (3) there is no participation in vice activities on the part of police or other officials, county, or municipal.

Basic responsibility for vice repression must belong to the county and municipal patrol bureaus. The Vice Unit is organized in order to conduct specialized or extensive vice investigations that require mobility and concentration beyond the normal limitations of patrol bureau activity. Personnel of the Patrol Bureau, however, should be active in vice repression and in the control of licensed premises where vice conditions might exist. When the Patrol Bureau faces a situation in which it cannot be effective, its responsibility is to observe and report to the Vice Unit. Close liaison must be developed between the Vice Unit and the Investigations Division to improve effectiveness. Reporting of any knowledge of vice activities to the Vice Unit should be routine for all police personnel.

Assignment to the Vice Unit should be rotated throughout the County Police Department on a modest but well-defined basis. Municipal police officers should also be rotated through the Vice Unit and serve on a temporary basis, detached from regular assignments within their own departments. Rotation is especially recommended for this unit; vice investigators tend to lose effectiveness during long assignments, are subjected to many temptations, and many are not suited temperamentally to long-term covert operations. The police departments will benefit from

Chart VIII  
 PROPOSED FUNCTIONAL ORGANIZATION  
 VICE UNIT  
 ST. LOUIS COUNTY POLICE DEPARTMENT



the experience and understanding of vice problems their officers gain during such assignments, and they will become more valuable in other assignments. No municipal police department, however, should have specialized vice investigators on its staff.

## V. IMPROVING POLICE SERVICES: PATROL BUREAU

A patrol bureau is the major line element of any police department, county or municipal, and is charged with performing all primary police functions. These include:

1. Protection of life and property.
2. Prevention and suppression of criminal activity and disturbances.
3. Recovery and return of stolen and lost property.
4. Apprehension and assistance in the prosecution of offenders.
5. Prevention of accidents and the regulation of traffic.
6. Preservation of the peace.
7. Provision of called-for services required for the good of the community.

Other operating elements of a police department, as identified in Chapter IV, are necessary and justified only to the extent that a patrol bureau requires their specialized assistance to achieve its objectives, which are, in fact, the objectives of the police department. The more effective a patrol bureau, the less need there is for other more specialized elements. All other elements of a police department, moreover, whether staff or auxiliary, are established to assist the patrol bureau directly or indirectly in support of a police department's primary missions.

The areawide services program outlined in preceding chapters of this report suggests for each municipal police department essentially a role of a patrol bureau providing primary police service to its residents and utilizing the supportive police services of St. Louis County. This recommendation is made because most municipalities in the County have minimal resources, often scarcely adequate and sometimes quite inadequate,

to provide primary police services and no resources to provide supportive services. By concentrating solely on providing primary police service, and drawing upon the County for supportive services, a much better developed program of basic patrol services can be offered by each municipality.

It is also suggested that no distinctions be shown between the provision of supportive services to the County's own Patrol Bureau and provision of those services to municipal agencies. It is important to the success of the areawide systems that all police agencies utilizing the services are treated in the same manner and that their requests for service be handled with equal consideration. Therefore, in this respect, service units should regard the county patrol bureau in the same way they view any municipality. It will be incumbent upon the inspection division to critically evaluate the services program from this point of view.

#### St. Louis County Patrol Bureau

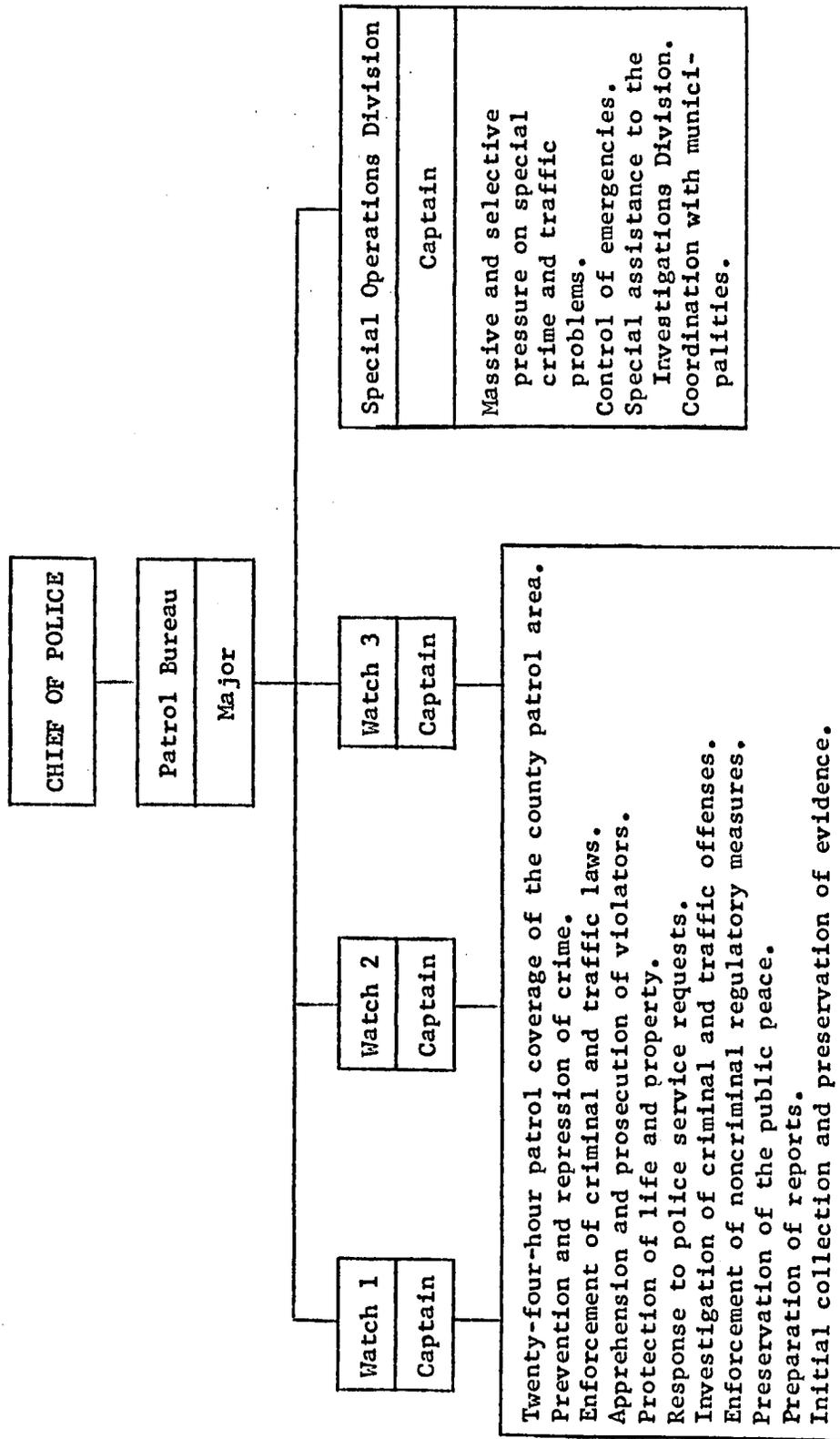
The primary police responsibility (basic patrol) of the County is the unincorporated area plus certain municipalities contracting for patrol services. This patrol service should be financed through a county subordinate service district with the area receiving patrol services from the County paying directly for services received. A municipality should be allowed to join the subordinate service district if it lies contiguous to it; otherwise, it should be required to contract on a basis of actual cost (including administrative overhead). On the other hand, the areawide supportive services program, provided for the entire County, should be supported through general county tax revenues. A token contractual charge may be necessary to satisfy certain legal requirements for the areawide services.

#### Organization and Management

It is recommended that the functional organization shown in Chart IX be adopted for the Patrol Bureau of the St. Louis County Police Department.

This plan for organization and management embraces a new concept for the bureau: centralization of patrol services command. It calls for

Chart IX  
 PROPOSED FUNCTIONAL ORGANIZATION  
 PATROL BUREAU  
 ST. LOUIS COUNTY POLICE DEPARTMENT



elimination of the present night command staff for the first and third watches reporting to the deputy superintendent and places the entire Patrol Bureau under the command of one officer. The Bureau should be commanded by a major supported on each of three watches or shifts by a captain. Lieutenants on each watch would be responsible for established zones or districts. They in turn would be supported by sergeants responsible for sectors, each made up of several beats. This reorganization will provide a consistent chain of command in the Patrol Bureau and eliminate some of the existing management problems such as that of having lieutenants subordinate to lieutenants during the first and third watches.<sup>1/</sup>

This lays the groundwork for a sound centralization of command; adoption and implementation of uniformly applied policies and procedures; equalization of service throughout the patrol area of St. Louis County at all times of the day; and flexibility in distribution, deployment, and re-assignment of personnel.

It is recommended that continued extensive use be made of one-man field units. Though some policemen are strongly opposed to the use of such units and primarily base their argument on security, the weight of evidence is against them. Generally, one-man units are safer, the officers more productive, and service to the public better. Most calls for police service do not require two men, and it is unwise to assume a regular need for two-man units unless a majority of calls in a particular area demonstrates such a need.

All patrol bureau field personnel should be deployed on a basis of need by time and area. No matter what the effective strength of the bureau is, or should be, good management and common sense require that police field distribution be matched to need. Optimal distribution can be determined by a beat study. Such a study could not be made without difficulty, however, because of inadequacies of the present system of reporting and

---

<sup>1/</sup>This situation occurs because night commanders hold the rank of lieutenant and are called upon to supervise other lieutenants.

recording incidents.<sup>2/</sup> Nevertheless, a well-conceived study can result in substantial improvement.

A second beat study should be conducted by the planning and research unit as soon as records are reasonably accurate and complete. Thereafter, there should be continual review to ascertain proper deployment of personnel. Results of a proper and accurate beat study will inevitably show that beats during the three watches should not remain constant, as they presently do, because police needs will vary in many specific areas through a 24-hour period.

The Patrol Bureau should be regarded as the basic field force of the Police Department and its responsibility substantially enlarged. Bureau personnel should be trained to handle most preliminary investigations and to complete many without assistance from other departmental elements. They should become very active in enforcement of moving hazardous traffic laws. A special traffic bureau or division is not necessary to carry out routine traffic enforcement responsibilities; these should be part of the normal duty of every patrol officer.

Each patrol vehicle should be equipped with a small, portable, transistorized radio receiver and transmitter. Officers assigned to patrol beats in or adjacent to business districts could then spend a substantial portion of their patrol time during the first and third shifts on foot conducting required inspections. Patrolmen assigned to these two shifts, particularly between the hours of 2200 and 0600, and the day shift on Sundays and holidays, should check business establishments on a selective basis.

It is a well-established fact that the number of times a door is physically checked is not the determining factor in prevention of entry; prevention results from the cumulative weight of patrol activity and from constant search for unusual circumstances and suspicious persons, which cannot be accomplished well without mobility and effective communications. Routine checking of doors should be discontinued.

---

<sup>2/</sup>A principal weakness of the current beat system is that time of day was not considered as an important factor in recording of incidents for basic beat layout data.

It is recommended that park rangers within the St. Louis County Department of Parks be relieved of their law enforcement duties and reassigned as county police officers, if qualified. Those who do not qualify may be reclassified to nonenforcement positions within the Parks Department. All law enforcement duties in parks, including patrol, should be assumed by the County Police Department or by municipalities adjacent to county parks where arrangements now exist for their provision of park patrol services. Police work is of a specialized nature, needs fully trained personnel, and requires full-time central command authority. These factors indicate that all patrol services should be located within a full-time police agency.

#### Special Operations Division

A Special Operations Division should be created within the Patrol Bureau. It should be responsible for all tactical and selective enforcement activities in St. Louis County, both in incorporated and unincorporated areas. The commander of this division should hold the rank of captain.

The Tactical Unit of this division should serve as a compact, flexible, and highly mobile operational striking force and be utilized to reduce the incidence of selected types of crimes through its ability to apply concentrated additional manpower at specific locations and at times when need for such force is demonstrated. Its effective mobilization will depend upon crime analysis data furnished by the Planning and Research Unit.

The Traffic Unit of this division should be sufficiently flexible to meet the demands of selective law enforcement, traffic congestion relief, and control problems. Its specific assignments will be dependent upon traffic analysis data furnished by the Planning and Research Unit.

Both units should work in close cooperation with regular patrol units of the County Department and with the various municipal police departments. From time to time it will be useful to encourage municipal police personnel to serve in this division on temporary assignment.

### Personnel Needs

In no area of police management is the word standard more commonly used than in reference to manpower, and nowhere else so inappropriately. Average ratios of police personnel to units of population have become "standards" to police administrators who have lower ratios. Obviously, if this year all departments with below-average ratios for their population groups had their personnel complements raised to match these ratios, there would be, next year, new and higher ratios and, thus, are new and higher "standards."

It is reasonable to assume that the number of police personnel in a given city or county is determined by: (1) persuasiveness of the police chief; (2) the community level of tolerance for criminal depredations and disorder and traffic accidents and congestion, and (3) willingness and ability of the jurisdiction to support an adequate department. Obviously, quality of service is a more significant factor than mere weight of gross manpower.

It may be said categorically that there are (1) no standards for optimum police staffing for cities or counties of various sizes and (2) no precise formulae available for determining personnel needs. This is true largely because there is no standard city or county and perhaps no two so alike that the staffing pattern of one would precisely meet the needs of the other. Variances in the degree of industrialization, ethnic composition, and traditions are all conditioning factors. Citizen and official interest in the police product of service, the quality of the courts and prosecuting agencies, recruiting and training practices, and conditions of employment all introduce variables. Whether a city or county is part of a vast metropolitan complex will greatly influence police needs and program.

The median ratio of police employees per 1,000 population in all cities in the United States over 500,000 population in 1965 was 2.44. It should be pointed out, however, that among 27 cities reporting, the ratios vary from 1.22 to 4.04, and that such figures are relatively meaningless.<sup>3/</sup>

---

<sup>3/</sup> International City Managers' Association, Year Book, 1966.

The mere addition of personnel to a poorly managed force serves no purpose and should not be considered even as an expedient.

It is clear, in determining manpower needs, that:

1. There are no standards of staffing that can be applied to St. Louis County or to its constituent municipalities.
2. Gross manpower solves no problems.
3. Complete and accurate records provide the only logical basis for making staffing decisions.
4. Sound organization, effective administration, and division and personnel competence must be achieved before gross manpower is given serious consideration.

Manpower strength now available to the County Patrol Bureau is inadequate to provide primary police service effectively for its assigned area. On a somewhat subjective basis of evaluation, it is recommended, nonetheless, that sufficient strength be added to the Patrol Bureau of the County to provide at least 1.5 full-time police officers per thousand population. This means that about 180 additional full-time officers will be needed to supplement the existing force of 150 now available. As the population of the primary service area continues to grow, this figure of 330 must also grow. A thorough manpower evaluation study should be made within one year, and periodically thereafter, in order to measure accurately manpower requirements for patrol service using such criteria as case loads, crime rates, response time, and related factors.

If a small municipality contracts for patrol service from the County Police Department, a minimum level of service which calls for at least one police officer on duty at all times should be established and maintained. For larger cities, a ratio of 1.5 police officers on duty at all times per thousand population should be the established minimum. In both instances, a municipality should be allowed to contract for more than the minimal level of service, if it so desires. Contractual commitments will, of course, require corresponding additions to total county manpower strength.

### Municipal Police Departments

In St. Louis County there are 95 municipalities, each having legal authority to operate a police department within its own jurisdiction. Accepting the generalization that five full-time officers are necessary to maintain at least one office on duty at all times, regardless of population size, only 34 of the 95 municipalities so qualify in the most recent budget year.<sup>4/</sup>

The remaining municipalities in St. Louis County use other means to provide police service for their residents. Seven contract for protection from the County Police Department; eight achieve a semblance of full-time protection through a combination of full- and part-time personnel; one provides five part-time police officers for protection; and four municipalities utilize combinations of full- and part-time police and still do not achieve a total of five available police officers. The remaining 41 municipalities either do not provide police protection or rely upon the County Police Department or another municipality to lend some assistance as need arises.

In St. Louis County the median ratio of the 44 municipalities with at least one full-time police officer is 1.07. The national average for communities with populations equivalent to the total population of the St. Louis County municipalities is in excess of 1.5 per thousand population. At present, there are approximately 600 full-time municipal police officers in St. Louis County. To achieve the figure of 1.5 per thousand population, approximately 300 additional full-time officers are needed.<sup>5/</sup>

In order to achieve maximum patrol effectiveness throughout the County, all municipalities must strive to achieve this level at a minimum. It may be possible for a number of them to accomplish this through reassignment as the areawide services program of the County is implemented.

---

<sup>4/</sup>All statistical data used in this chapter, unless otherwise indicated, is extracted from Police Services in St. Louis County, A Survey Report (Public Administration Service, 1967), Tables 4 and 5.

<sup>5/</sup>Note again, however, comments in manpower under "Personnel Needs," p. 101.

Recommended Standards

To achieve improved municipal police protection in St. Louis County, the following standards are suggested:

1. Each municipality should provide continuous primary police service (basic patrol) either by maintaining its own full-time police department or by contracting for such service, preferably with the County Police Department.<sup>6/</sup>
2. Continuous primary police service should be defined as requiring at least 3 full-time effective police officers per 10,000 population (15 police officers equals approximately 3 full-time effective positions per tour of duty), with a minimum total of 5 full-time officers required for all municipalities of less than 1,000 population.
3. Use of part-time police officers in St. Louis County should be discontinued.
4. All recruit police officers in St. Louis County should receive at least 12 weeks (480 hours) of specific police training as offered by the County Police Department. An initial intensive refresher or in-service training program of 3 weeks (120 hours) should be required of all regular police officers. A regular 1-week (40 hour) program should be required annually thereafter.
5. Any specialization of police officers in municipalities of less than 15,000 population should be discouraged. Municipalities of more than 15,000 may have some specialized police officers, particularly general investigators. Primary attention of municipal police departments, however, should be focused on providing basic patrol services.

Implementation of these standards will require action by the State Legislature. If St. Louis County is granted a full measure of home rule power, it may be possible for the County to establish the standards. Legislation should also provide for enforcement of the standards.

---

<sup>6/</sup>Also see: "Recommendations of the First Report" for a discussion of the county subordinate service district, p. 3.

Organization and Management

Under the proposed areawide services program, each municipality desiring to operate its own police department would appoint a police chief<sup>7/</sup> who would be responsible for the administration of his department. One of the most important functions of the municipal chief of police will be to assure that full advantage of county areawide services is being received by his municipality. The Chief must continually work to foster and improve coordination with the County Police Department and its various elements.

Municipal police departments should be organized and managed to provide an adequate number of supervisory and command personnel on duty at all times. The Planning and Research Unit of the County Department should furnish each municipality with suggestions regarding effective deployment of police officers. These suggestions, subject to necessary local modifications, should be accepted by the municipalities in order to better utilize their available manpower.

Some municipalities, by taking full advantage of the supportive services program of the County, may be able to increase their effective patrol force by as much as one-third without an appreciable cost increase through the elimination or reduction of office personnel. This will represent a considerable savings in personal service costs. Many municipalities will also find it possible to close down their police headquarters for as many as 16 hours per day, operating only during normal daytime working hours while communications, records, and other functions continue to be provided by the County.

---

<sup>7/</sup>The current practice of electing chiefs of police (marshals) in third- and fourth-class municipalities should be discontinued. This will require action by the Missouri State Legislature.

## VI. IMPLEMENTING THE IMPROVED POLICE SERVICES PROGRAM

To implement the numerous recommendations of this report will require significant expenditure of public funds, in addition to considerable time, effort, and energies of many people. The process of implementation, consequently, must be carefully considered, and a complete program of planning and development must be prepared.

St. Louis County is in an excellent position to develop, under nearly ideal conditions, a complete police service organization without having to endure either the burdens of instant change or the constant day-to-day obligations that often hinder effective planning and development. The following recommendations take into account the need for an orderly transition from existing police services to the level that has been recommended.

### Program Development Unit

The first step in the process of implementation should be careful comprehensive review of all recommendations so that a thorough understanding of proposed long-range goals can be attained. This review should be conducted by the County Supervisor, the County Council, and other appropriate county and municipal officials including mayors, councilmen, police chiefs, the county prosecutor, and others. From this analysis will come a decision on a general course of action to follow.

If the decision is basically for report implementation, the next step should be the appointment, by the County Supervisor, of a director of program development who will conduct the detailed study and planning work that must precede implementation. This person should serve on the staff of the County Supervisor in the role of administrative assistant for law enforcement affairs. He should have broadly based experience in law enforcement, preferably at the command or administrative level, plus

considerable formal training or education in police or public administration. It is likely that a national recruiting effort will be necessary to find a qualified individual. He should have a small staff of three to five program development officers, thoroughly experienced in law enforcement work. It will be necessary to have adequate office space, preferably apart from the headquarters of the County Police Department.

During this phase, it will be necessary to conduct a data systems feasibility study. Particular attention should be paid in this study to the three classes of police records needs: (1) operational information, (2) administrative information, and (3) reporting and statistical services. An evaluation should be made of the County's present data processing capabilities, anticipated police requirements, and all relevant factors. Preference should be given to a system with multiprogramming capability for police needs.

The County will need expert assistance in conducting the feasibility study. Many reputable firms do this kind of work on a contractual basis, and careful selection should provide the County with valuable and authoritative guidance. An equipment manufacturer should not be consulted at this early stage, nor indeed, until a systems design has been made, subsequent to the feasibility study. The systems design study, assuming there will be one, would be done under the direction of a qualified systems manager, hired by the program development unit as a permanent employee.

After the program development unit completes the detailed implementation study, it should begin to develop specific policies and procedures. These will set the pattern for development of the improved police service program. It is recommended that all policies be reviewed by the Police Advisory Board.

### Completion of Implementation

Chart X provides a guideline to the County for implementation of the recommendations contained in this report. It is a graphic presentation of appropriate sequences and estimated starting dates for the various stages. The entire implementation process is expected to last approximately 67 months. It is difficult to precisely determine such contingencies as availability of technical equipment,<sup>1/</sup> construction progress, and success in obtaining qualified staff. Consequently, the estimates could reasonably vary as much as several months in either direction.

When planning has reached a point where an operational program can be implemented on an areawide basis, the corresponding elements in the county and municipal police departments should be detached from their element and reassigned to the newly created element attached to the office of County Supervisor. The process is repeated with each new areawide services program as it becomes ready for the changeover. As indicated in Chart X, the process should begin with personnel management services (recruitment, selection, and training of personnel) and continue in the suggested manner.<sup>2/</sup> When the program is complete, only the Patrol Bureau should remain in its present position in the County Police Department. At this point, the reorganized Department is completely integrated and prepared to fully assume its new role.

---

<sup>1/</sup> Existing and anticipated federal priorities in procurement of sophisticated electronic equipment makes accurate time estimates impracticable.

<sup>2/</sup> The program development unit, as part of its planning process, should develop a detailed implementation schedule similar to Chart X for each function or activity prior to adding it to the areawide services program. This will prove a valuable aid in considering all necessary aspects of implementing each program in sequence.

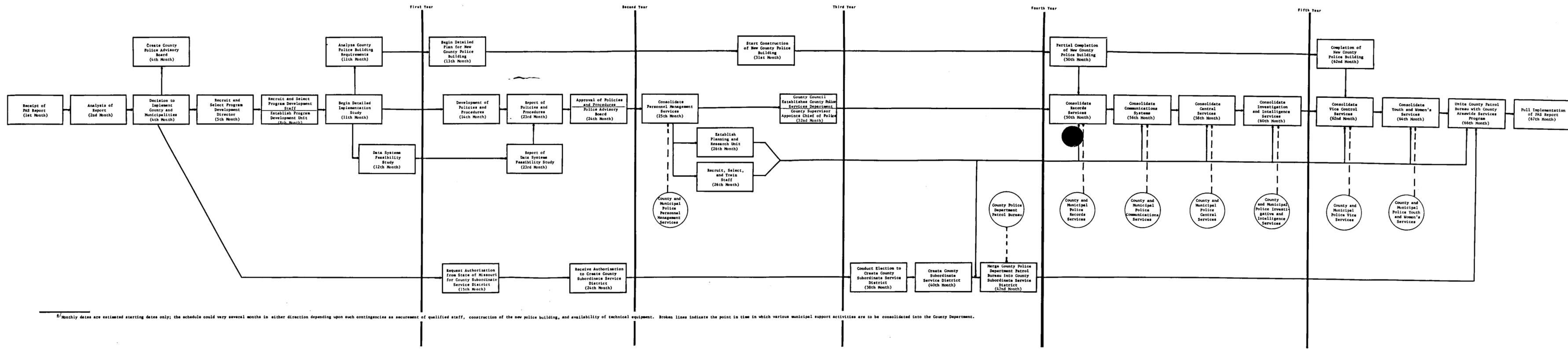
It should be noted that the third year of the estimated 67 months implementation schedule shows no programs or activities being initiated. This occurs because of a necessary delay to allow for the construction of a new county police building. The personnel management services can be implemented on an areawide basis prior to completion of the building. Training, particularly, can begin by using rented space and could possibly reduce the total amount of time necessary to implement the entire program by beginning to train and obtain personnel during the fourth year of the proposed schedule. The remaining areawide services require at least the partial completion of the new police building before consolidation takes place.

Responsibilities of the program development unit will gradually phase into that of the Planning and Research Unit of the newly created Police Department. Personnel of the original unit may become bureau or division commanders in the newly organized Department or remain in the Planning and Research Unit.

As the scope of the areawide services program broadens, it will be necessary to change the status of the program development staff from its position in the Supervisor's office to that of an operating unit of the County Police Department. This will require action by the County Council. The significance of selecting a qualified man to conduct the program development planning takes on added importance at this time. It would be logical for this person, if properly qualified, to become chief of police of the reorganized County Police Department.

Adopting this method of implementation will allow sufficient time for careful planning and study; at the same time, it will not disturb ongoing police operations until the various programs are ready for transference to their new roles and responsibilities.

Chart X  
 PROPOSED IMPLEMENTATION SCHEDULE  
 FOR AREAWIDE POLICE SERVICES PROGRAM  
 ST. LOUIS COUNTY/



<sup>1</sup> Monthly dates are estimated starting dates only; the schedule could vary several months in either direction depending upon such contingencies as ascertainment of qualified staff, construction of the new police building, and availability of technical equipment. Broken lines indicate the point in time in which various municipal support activities are to be consolidated into the County Department.

Program Costs

It is not possible to present a detailed estimate of the total cost of implementing and sustaining a police services program of the type described. An initial outward limit of \$6 million, to be attained over a six-year period, does not appear unreasonable, however, for necessary installation costs to St. Louis County. Operating costs, once full implementation is reached for the areawide service program, are estimated to be approximately \$7.6 million for St. Louis County and \$6.4 million collectively for the municipalities, which is a total cost increase of \$6.4 million over current expenditures. Of this increase, \$5.3 million will apply to St. Louis County and \$800,000 to the municipalities.

Implementation Costs. To implement the proposed areawide services program will cost an estimated \$6 million over a six-year period. The major implementation cost, for which an estimate cannot be prepared, will be for a new county police building to centrally house all areawide service programs as well as the County's Patrol Bureau. In regard to the new building, it will be necessary for the County to prepare an estimate, including all construction costs plus fixed and movable furnishings with the exception of technical equipment. The building should be physically separate from the general county building because of unusual program needs. It will be then necessary for the County or the municipalities to review in detail the recommendations of this report before proceeding with building plans, as the areawide services program requires a police building of unusual physical characteristics for a police facility. It is likely that a bond issue would be necessary to finance construction and related costs with amortization spread over more than the six-year schedule provided for the remaining implementation costs.

Other implementation costs, on an estimated basis, include \$1 million for a central communications facility, \$.5 million for mobile communications equipment, \$4 million for a computer system and associated equipment, and \$.5 million in miscellaneous police equipment and supplies. The critical time for implementation costs would occur midway into the

fourth year and continue into the fifth year when communications and data systems equipment would be installed. First year costs are estimated to be approximately \$25,000, primarily in salaries. The second year will require in excess of \$200,000 which includes the data feasibility study, personal services costs, and related considerations. Other costs such as mobile communications equipment and miscellaneous police equipment and supplies costs will likely be spread over the second to sixth years as personnel are added to the County's Police Department.

Some assistance should be available from the Office of Law Enforcement Assistance, or its successor organization, to assist in meeting implementation costs. A monetary value cannot be placed on the level of assistance, but it should aid in meeting anticipated costs of the areawide services program, especially in acquiring new equipment and physical facilities. It is recommended that the County Supervisor, through the program development officer, carefully coordinate all effects to obtain assistance through this program.

Operating Costs. It is estimated that it will cost approximately \$14 million in total operating costs, on an annual basis, for the police services program in St. Louis County after the areawide service program is fully implemented. This is an increase of \$6.4 million over total county and municipal operating cost at the present time. Of the total \$14 million, approximately \$7.6 million will be spent by St. Louis County in total operating costs, and \$6.4 million will be spent collectively by the municipalities.

Of the County's portion, approximately \$3 million will be used to support the Patrol Bureau which will be financed by the county subordinate service district which includes the unincorporated area and any municipalities contiguous to it which desires to join. The remaining \$4.6 million will be raised from the County's general revenue fund (including the proposed cigarette sales tax and gross utilities receipt tax) to support the areawide services program. It is unlikely that there will be an actual increase to the municipalities in police service costs because of a redefinition of responsibilities under the areawide services program. This means

that the unincorporated area will have a tax increase which will achieve a more equitable balance between financial and service relationships for police services with the incorporated area.

Municipalities, on the other hand, can experience a savings from full participation in the areawide services program which will more than balance increased costs to improve patrol service to the desired level. This savings results from the fact that the municipalities will no longer be underwriting the costs of the County's Patrol Bureau under the proposed program and will no longer find it necessary to provide their own supportive services. This means that municipalities should not find it necessary to increase their current level of tax support for police services.

A precise estimate cannot be made of the total cost savings which will accrue to each municipality, but some generalizations can be made to give an indication of potential savings.

Approximately 30 per cent of the cost of maintaining each municipal police department is normally allocated to those functions and personal services cost which will be included in the County's areawide services program. An average police service expenditure per year was determined for each of the five following classes of municipalities: (1) less than \$100,000; (2) \$100,000 to \$200,000; (3) \$201,000 to \$300,000; (4) \$301,000 to \$400,000; and (5) over \$400,000.<sup>3/</sup>

When the percentage of cost to be absorbed by the County's areawide services program is deducted from the average police budget expenditure for the five classes of municipalities, the following approximate savings will accrue, on an average basis: (1) under \$100,000, a \$15,000 savings; (2) \$100,000 to \$200,000, a \$41,000 savings; (3) \$201,000 to \$300,000, a \$75,000 savings; (4) \$301,000 to \$400,000, a \$100,000 savings; and (5) over \$400,000, a \$150,000 savings.

This savings should be utilized by each municipality to strengthen existing patrol services through the addition of personnel, improved salaries, and related considerations. This could result in a significant

---

<sup>3/</sup>All financial data were extracted from Police Services in St. Louis County, A Survey Report, Table 4, following p. 42. Municipalities presently having police budgets of less than \$25,000 were excluded from the tabulations because of insufficient information.

improvement of total police services in St. Louis County, assuming each municipality participates to its fullest extent. It would further lessen any financial inequities as most municipalities would achieve a savings equal to or in excess of their general tax contributions to the County normally allocated for police services at the current level of service.

County Subordinate Service District. Currently, St. Louis County spends slightly in excess of \$2 million to operate the County Police Department. At least \$3 million will be necessary to sustain the operations of the County's Patrol Bureau under a county subordinate service district at the level of service suggested elsewhere in this report. The monies now allocated to the County Police Department should be utilized to support the areawide services program, and the Patrol Bureau should be self-supporting under the subordinate service district plan.

To operate the County's Patrol Bureau with financial support from the subordinate service district will require an estimated tax rate ranging from 40 cents to 44 cents per \$100 of assessed valuation in the unincorporated area based upon the current total assessed valuation. If any incorporated areas choose to join the subordinate service district, the tax rate will correspondingly be lowered. The tax rate could also change if the total assessed valuation of the unincorporated area changes.

Appendix A  
STAFF INSPECTION

Appendix A  
STAFF INSPECTION

A staff inspection is an inspection conducted outside normal lines of authority and responsibility, that makes detailed observations and analyses of department components on a scheduled basis, and that is intended to inform the Chief of Police of the general performance of those components.

In St. Louis County, the Staff and Inspection Bureau commanding officer should be the staff inspector for both the County and the municipal departments. He is directly responsible to the chief of police of the County for developing and carrying out the staff inspection program.

He must be a person in whom the chief has complete confidence, should be mature and experienced, and have a high degree of objectivity and good judgment; he should thoroughly understand the chief's operating philosophy; and he should possess the kind of personality that will permit him to suggest and persuade rather than command. Most important, his integrity, intellectually and otherwise, and his morality must be unimpeachable.

For all major inspections, he should have a team to assist him. As many as four aides may be necessary on major inspections, such as an inspection of the patrol bureau. A typical composition of the team for such an inspection would be the planning and research director, an officer assigned to the investigation division, the commanding officer of the youth and women's division, and the records and communications commander. Also attached to the team for liaison purposes could be a lieutenant from the patrol bureau. The aides are temporarily relieved from normal duties for the duration of the inspection. When inspecting a municipal police department, it would be most appropriate to include on the team a chief of police from one of the other municipalities.

Members of the team should possess the following minimum qualifications:

1. They should have knowledge of, and reasonable experience with, most of the operational problems of the unit under inspection.
2. They must assume a completely objective and constructive attitude toward the unit.
3. They should have earned the respect of the men in the unit.
4. They should have a high degree of personal and intellectual integrity.

Under usual conditions, the elements to be inspected within the county department should have advance notice of at least one week. Inspections of municipalities should be made only upon invitation by appropriate municipal officials. A surprise visit by an inspection team is, in reality, only a surprise to the unit for a few hours. The few items a unit could change or polish with advance notice are in reality only superficial and could be maintained in top condition with adequate line inspection. A staff inspection, by its very nature, must concern itself with things that are for the most part a matter of record. With even the most rudimentary recording system, alterations are not easily possible.

At about the time notice is given of an inspection, the inspecting officer and his team should meet with the chief. At this time, the chief should brief the team on the objectives and process of the inspection. This will establish the chief's support and interest in the inspection program and help assure its success. When the inspection team is working with a municipal police department, the same working relationship with the local chief of police is necessary.

At the beginning of the inspection, the inspector and his team should meet with the command staff of the unit to be inspected. This will set the stage for a cooperative situation.

No matter how large the inspection team is or how complex the unit to be inspected, a checklist of items to be covered must be used. It is held that, while a good checklist will not insure a thorough inspection, one carried on without it will surely fall short of its goal.

The following is a brief summary as a guide only for a patrol bureau inspection:

1. Personnel
  - a. Authorized complement (all ranks)
  - b. Work schedules
  - c. Vacation schedules
  - d. Reliefs
  - e. Special assignments
  - f. Absences
  - g. Attrition
  - h. Morale
  - i. Integrity
  - j. Appearance
  - k. Reports and records
  - l. Job knowledge (all ranks)
2. Operations
  - a. Supervision
  - b. Assignments
  - c. Utilization of automotive equipment
  - d. Roll calls
  - e. Enforcement indices
  - f. Selectivity of enforcement

- g. Utilization of the tactical unit
  - h. Operation of the special investigations section
  - i. Accident frequency of police vehicles
  - j. Citizen interviews
3. Administration
- a. Staff meetings
  - b. Leadership
  - c. Supervision
  - d. Housekeeping
  - e. Cooperation with other agencies
  - f. Discipline
  - g. Personnel development

The great detail in which an element is examined dictates that considerable time must be spent in actual inspection. Inspecting the county patrol bureau will require a minimum of five days. Less time will be necessary to adequately inspect a municipal police department. Annual inspections are recommended for all elements.

Following the necessary field work, the inspecting officer must consolidate all of the comments of the team into an understandable and useful document describing the condition of the unit. It must be stressed again that a staff inspection is meant to be constructive; this must be reflected in the general tone and manner of the report.

It is always important to give deserved credit to the unit. Recommendations for improvement should be made directly to the element's commanding officer in every case where it is within his authority to effect a change. With the exception of commendatory citations, the contents of the report should be kept strictly within the confidence of the chief, the inspecting officer, and the element commanding officer, to preclude all possibility of embarrassment to the commanding officer.

Under certain conditions, it may be necessary to make all inspection reports a matter of public record.

At 30-, 60-, and 90-day intervals after a report has been presented, the inspecting officer should be directed to report on the progress of implementation of recommended improvements.

The chief is responsible for locating and resolving problems. Inspection, properly directed and honestly used, is a valuable administrative tool which will, in fact, locate problems and assist in their solutions. Participation in team inspections by commanding officers, temporarily relieved from regular duty, can be significant in personnel development.



Appendix B

RECRUIT AND REFRESHER TRAINING SYLLABUS  
FOR ST. LOUIS COUNTY AND MUNICIPAL POLICE OFFICERS

Appendix B  
 RECRUIT AND REFRESHER TRAINING SYLLABUS  
 FOR ST. LOUIS COUNTY AND MUNICIPAL POLICE OFFICERS

<u>Subject or Topic</u>	<u>Hours</u>		
	<u>Recruit</u>	<u>Initial Refresher</u>	<u>Annual Refresher</u>
1. Orientation	--	--	--
Rules and procedures of training programs	1	--	--
Notebooks and note-taking	1	--	--
2. Introduction to Law Enforcement	--	--	--
Local traditions	2	--	--
Departmental organization and mission	4	--	--
3. Police Ethics	4	2	--
4. Bill of Rights	4	--	--
5. Countywide Police Rules and Regulations <sup>a/</sup>	4	--	--
6. Community and Personal Relations	--	--	--
Basic psychology	4	4	--
Abnormal psychology	4	4	--
Press relations and policy	4	2	--
Human relations	4	2	--
Police and minority groups	8	4	2
7. First Aid--Standard and Advanced	26	--	--
8. Firearms Training	--	--	--
Familiarization	4	--	--
Laws and policy on use of firearms	4	2	2
Range firing	20	--	--
Practical pistol course	4	--	--
9. Law	--	--	--
Substantive crime statutes	20	--	--
Elements of offenses	8	--	--
Judicial processes from crime to punishment	8	--	--

## Appendix B (continued)

Subject or Topic	Hours		
	Recruit	Initial Refresher	Annual Refresher
9. Law (continued)			
Rules of evidence	8	4	--
Court visits (field tours)	3	--	--
Municipal and county ordinances	8	--	--
Laws of arrest	8	4	2
Search and seizure	16	4	2
10. Traffic Control and Enforcement	--	--	--
Background for traffic law enforcement and control	2	--	--
State motor vehicle code	3	--	--
Local traffic ordinances	3	--	--
Traffic law enforcement--policy and procedure	4	4	1
Use of uniform summons	4	--	--
Drunk driving law and chemical testing	4	2	1
Driver licensing and auto registration	2	--	--
Officer-violator contacts	2	2	1
Traffic movement control	4	--	--
Accident investigation	12	4	2
Accident reporting	4	--	--
Hit-run investigation	4	2	2
11. Police Reporting	--	--	--
Structured reports	12	1	1
Narrative reports	6	1	1
12. Communications	--	--	--
FCC regulations, use of communications equipment, standard communications procedures	6	--	--
13. Criminal Investigation	--	--	--
Preliminary and continuing investigations	6	3	1
Fingerprints and their use <sup>b/</sup>	4	--	--
Collection <sup>b/</sup> and preservation of evidence <sup>b/</sup>	8	2	2
Crime scene search <sup>b/</sup>	4	2	--
Auto theft investigation	4	1	1
Burglary investigation	4	2	2

## Appendix B (continued)

Subject or Topic	Hours		
	Recruit	Initial Refresher	Annual Refresher
13. Criminal Investigation (continued)			
Crimes against persons	4	1	--
Homicide investigation	4	1	1
Larceny investigation	4	1	1
Court preparation and presentation	6	1	--
Sex offenses	4	2	2
Narcotics offenses	4	2	--
Liquor law offenses	2	1	--
Interviews, statements, and confessions	4	4	--
The crime laboratory	2	1	--
14. Defensive Tactics	--	--	--
Come-alongs, disarming techniques, and use of police baton	16	8	--
15. Juvenile Procedures	12	14	--
16. Patrol Procedures	--	--	--
Patrol and observation techniques <sup>b/</sup>	14	5	--
Techniques and mechanics of arrest <sup>b/</sup>	12	5	1
Searching persons and autos	5	2	1/2
Answering felony-in-process calls	5	1	--
Disorderly conduct incidents	2	2	1
Handling nonpolice and civil cases	2	--	--
Prowler and disturbance calls	2	2	1
Mental illness cases	2	2	1
Descriptions of persons and property	2	2	1/2
Local geography	4	--	--
17. Jurisdiction and Role of Federal Agencies	2	--	--
18. Disasters and Civil Defense	--	--	--
The role of police in civil defense	2	--	--
Bomb procedures	1	1	--
Hurricane procedures	2	1	--
Mutual aid in disasters	1	1	1
Mobilization procedures	1	1	--
Radiological hazard procedures	1	1	1

## Appendix B (continued)

Subject or Topic	Hours		
	Recruit	Initial Refresher	Annual Refresher
19. Civil Disorder Prevention and Control	--	--	--
Laws concerning strikes and riots	6	2	1
Riot tactics	10	2	1
Domestic disturbance tactics	4	--	--
Special weapons	4	--	--
Building siege tactics	4	--	--
Utilization of fire apparatus	4	--	--
Mob psychology	4	--	--
20. Review and Examination	<u>24</u>	<u>6</u>	<u>4</u>
Total	<u>480</u>	<u>120</u>	<u>40</u>

<sup>a/</sup> Individual departments should provide their own officers with information regarding local personnel rules and regulations.

<sup>b/</sup> Denotes use of films available from the Federal Bureau of Investigation.

Appendix C  
INVESTIGATORS' TRAINING SYLLABUS  
FOR THE ST. LOUIS COUNTY POLICE DEPARTMENT

Appendix C  
 INVESTIGATORS' TRAINING SYLLABUS  
 FOR THE ST. LOUIS COUNTY POLICE DEPARTMENT

Subject or Topic	Hours
1. Purpose and Objective	1/2
2. Class and Field Note-Taking	2-1/2
3. Use of Handouts	--
Assignment of topics	2
Discussion of fugitive investigations	2
4. Jurisdiction of Federal Agencies	3
5. Laboratory Examinations of Handwriting and Typewriting	--
How to take <sup>a/</sup> handwriting and <sup>b/</sup> typewriting specimens	4
6. Check Frauds	--
Missouri check law and procedure	1
FBI fraudulent check file	1
Discuss handout material	1
7. Burglary Investigations	--
Missouri statutes	2
Types of burglars and M. O.	1
Burglarized safes	1
8. Development and Handling Sources of Information	3
9. How a Crime Laboratory Can Aid in Investigations by Examination of: <sup>a/</sup>	4
Soil	Blood
Tool marks	Glass
Paint	Hair and fiber
10. Principles of Photography	4
11. Plaster Casting <sup>b/</sup>	2
12. Larceny Investigations	3
13. Interviews With Suspects and Witnesses <sup>b/</sup>	4

## Appendix C (continued)

Subject or Topic	Hours
14. Homicide Investigations	3
15. Planning and Conducting Raids	2
16. Handling Firearms at Crime Scene <sup>b/</sup> Gunpowder tests; firearms identification	2 --
17. Narcotic Investigations	3
18. How to Conduct Physical Surveillance <sup>b/</sup>	2
19. Confessions and Signed Statements	3
20. Practice in Writing Confessions and State- ments <sup>b/</sup>	1
21. Techniques and Mechanics of Arrest <sup>b/</sup>	2
22. Evidence and the Investigator	4
23. Testifying in Court <sup>b/</sup>	3
24. Crime Scene Searches <sup>a/ b/</sup>	3
25. Collecting and Preserving of Evidence	1
26. Descriptions of Personal Property and Persons	3
27. Auto Theft Investigations <sup>a/</sup>	3
28. Laws of Arrest, Search, and Seizure	4
29. Fingerprint Identification	4
30. Hit and Run Investigation	3
31. Gambling and Vice Investigation	4
32. Orientation for Moot Major Case	3
33. Preparing Cases for Trial	4
34. Moot Investigation of Major Case <sup>b/</sup>	5

## Appendix C (continued)

<u>Subject or Topic</u>	<u>Hours</u>
35. Moot Trial of Above Investigations <sup>b/</sup>	5
36. Thesis and Notebook Inspection	1
37. Review and Examination	<u>6</u>
Total	<u>120</u>

---

<sup>a/</sup> Denotes use of Federal Bureau of Investigation films or slides.

<sup>b/</sup> Practical demonstration or exercises.



Appendix D

SUPERVISORY TRAINING SYLLABUS FOR  
THE ST. LOUIS COUNTY POLICE DEPARTMENT

Appendix D  
 SUPERVISORY TRAINING SYLLABUS FOR  
 THE ST. LOUIS COUNTY POLICE DEPARTMENT

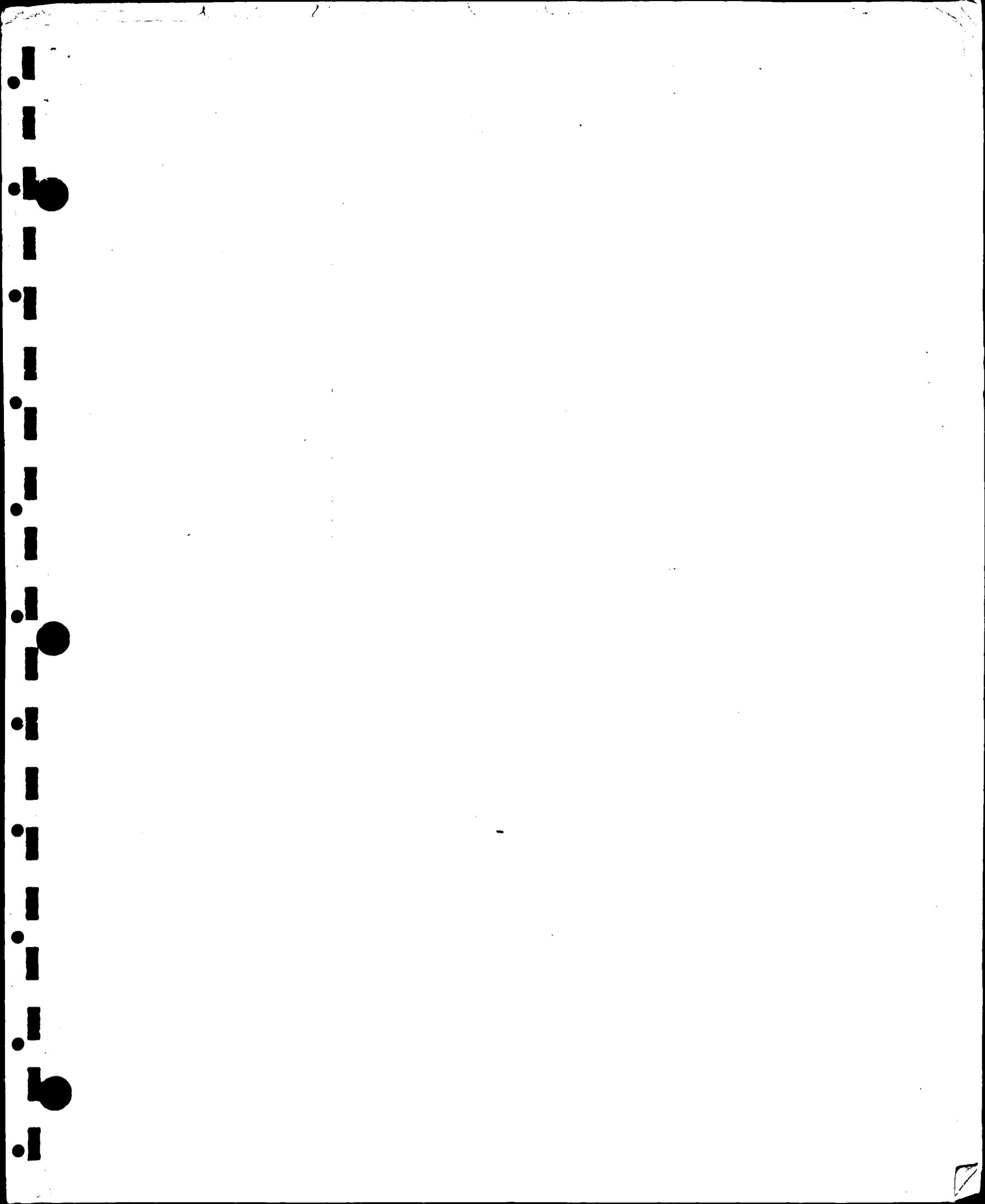
Subject or Topic	Hours	
	Initial	Annual
1. Qualifications and Duties of Supervisory Officers	1	1
The role of the first line supervisor	4	2
2. General Principles of Police Organization and Administration	8	3
3. Administrative Police Problems	5	2
4. Functions to be Provided For:		
Staff specialization	2	1
Specialization at operating levels	2	1
Staff vs. line and dual capacity	2	1
5. Selection and Training	5	2
6. Indoctrination of New Employees and Supervisors	5	2
7. Training and Maintaining an Adequate Work Force	6	2
8. Giving Orders and Motivating Subordinates	8	2
9. Techniques of Leadership and Supervision	5	3
10. Getting Viewpoints of Subordinates	3	1
11. Police Records Systems	5	3
12. Policing as a Human Relations Activity	3	1
13. Supervisor's Responsibility		
Department youth policy	3	2
14. Behavior Characteristics and Wayward Youth	3	2
15. The Evaluation of Personnel	6	5
16. Review and Examination	<u>4</u>	<u>4</u>
Total	<u>80</u>	<u>40</u>

Appendix E  
COMMAND TRAINING SYLLABUS FOR  
THE ST. LOUIS COUNTY POLICE DEPARTMENT

Appendix E  
 COMMAND TRAINING SYLLABUS FOR  
 THE ST. LOUIS COUNTY POLICE DEPARTMENT

Subject or Title	Hours	
	<u>Initial</u>	<u>Annual</u>
1. Qualifications and Duties of Command Officers	4	2
2. Professional Police Management	4	2
3. Personnel Management as Applied to Law Enforcement	8	4
4. Development and Implementation of Departmental Policy	8	4
5. Line-Staff Relationships	8	2
6. External Controls Imposed on the Chief Administrator	4	2
7. Internal Controls Imposed by the Chief Administrator	4	2
8. Planning and Research	8	4
9. Community Relations and the Police Service	4	2
10. Psychology and Conditions of Effective Leadership	4	2
11. Decision Making	4	2
12. Inspection Procedures	4	2
13. Budget Procedures, Problems, and Preparation	8	2
14. Evaluation of Police Management Within the Department	4	4
15. Review and Examination	<u>4</u>	<u>4</u>
Total	<u>80</u>	<u>40</u>





THE

LIBRARY

18

18



THE LIBRARY OF THE UNIVERSITY OF CHICAGO