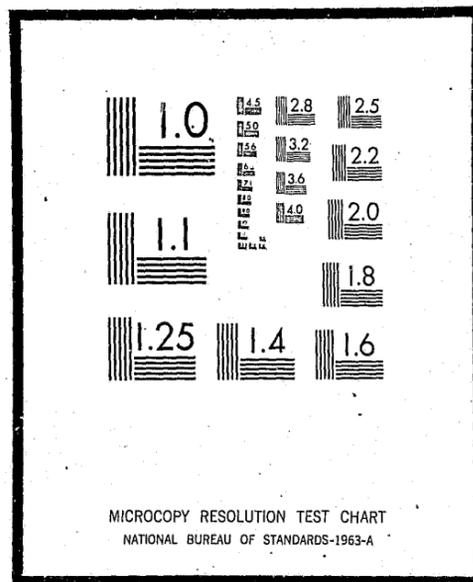


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed 2/25/76

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT

Organization and Management Study

REPORT NUMBER

75 057 009

FOR

Falls City, Nebraska, Police Department

Population : 5,440

Police strength: Full-time 12

Part-time 1

Square-mile Area: 6

CONTRACTOR

PUBLIC ADMINISTRATION SERVICE  
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J-LEAA-002-76

DATE

September 26, 1975

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## I. Introduction

Falls City, Nebraska is 100 miles northwest of Kansas City and 100 miles southeast of Omaha. It is a city of some six square miles and about 5,440 population on the gently sloping banks of the Nemaha River. While agriculture is an important element of this city's economy, there are many people involved in light industry, commerce and retailing common to a city which is the marketing and business center for a region of several thousand square miles. Falls City is also the gateway to nearby Indian Cave State Park.

The city operates under the mayor-council form of government. Municipal revenues are derived from many sources, of which the city-owned water and light utilities are principal. There is one 42-bed hospital in Falls City, four public schools, including a senior high with 420 students, and two private schools with 275 students enrolled. Recreation facilities are outstanding, featuring summer swimming and baseball programs and spacious parks, including a lovely pond and picnic area.

Richardson County offices are also in Falls City, including the jail in which city prisoners are booked and housed. The city police headquarters, a modest few rooms, is just across 17th Street on the south side of the courthouse.

## II. The Falls City Police Department

The city police department is comprised of 12 authorized full-time and one part-time employee. By rank, the authorized positions include:

- 1 Police Chief
- 1 Sergeant (often called assistant chief)
- 5 Police Officers
- 4 Dispatcher Clerks (and one part-time)
- 1 Parking Meter Enforcement Officer

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This has been the authorized strength of the force for many years. It seems adequate to provide services and maintain order, assuming that it is well lead and personnel are performing at realistic levels, given their roles.

The police department budget for the current August 1, 1975-July 31, 1976 fiscal year is about \$150,500, up about \$12,000 over the previous fiscal year. The increase is attributable to salary increases and accompanying more expensive benefits, and the cost pinch of fuel and collateral services generally.

It may be said unequivocally that the department has no organization pattern other than by shift. Except for routine scheduling of all personnel to provide a somewhat balanced deployment of manpower by time, virtually no attention appears to be given to allocating personnel to important functions nor is it likely they are deployed in accordance with predetermined needs. In very small departments, it must be stressed, devising an effective functional organization and a precise manning schedule is difficult; in fact, it is frequently more difficult than in larger forces.

The police chief in Falls City works Monday through Friday during days. He handles a full range of activities, like other officers, and in addition is responsible for the repair and maintenance of the city's 380 parking meters and removing coins from them. This is a role the person handled for many years prior to becoming chief.

The sergeant is second in command of the department. He serves as operational assistant to the chief, a condidant and counselor, prepares manning schedules, works as a field officer, and assumes significant responsibility when there are criminal investigations to be made. Until a recent directive from the mayor was received which called for all personnel other than the chief to rotate shifts monthly, the sergeant worked evenings, with two days off. Hence, there will be one month in every three when the sergeant and chief work as the day shift, a poor arrangement.

All police officers, including the chief and sergeant, do all things; there are no specialized full- or part-time assignments to any functions or activities other than meter repair and maintenance. This is proper and all officers must continue as generalists, notwithstanding that if some members show special skills they should be encouraged to develop them and the force should take advantage of these interests.

There are three eight hour duty tours each day. With personnel on a 40 hour week, the usual staffing pattern is a dispatcher and two field personnel on each shift. There are invariably tours when there is but one field officer owing to days off, vacations, sickness, military leaves, training and court. So far, employees have not chosen to affiliate with any labor union or national police association.

It is laudable that the city has reached an agreement with the sheriff for housing municipal prisoners. Moreover, that the city dispatcher handles the sheriff's telephone and radio traffic from 5:00 p.m. to 8:00 a.m. and over weekends is also evidence that the two governments seek to pool common resources in order to save tax dollars. That Falls City officers routinely patrol one person to a car, a superior practice in a small city not characterized by crime and disorder, is likewise laudable and should be continued. The only time personnel pair up is when one of the two patrol cars is "down," during short-term special purpose periods which arise from time to time, or when a scheduling quirk finds three uniformed personnel on shift.

It can be said with little fear of contradiction that very little and perhaps almost no significant criminal investigation is done by the department, although personnel noted they were eager to have the training to make them competent investigators. When something which appears of significance breaks, it is reported that the Richardson County Sheriff may be summoned as well as the county attorney. Moreover, there is a good prospect that either a Falls City-based resident Nebraska State Patrol trooper or a criminal investigator from Auburn or Nebraska City, both north over 30 miles, would be summoned to handle the case.

Sound police practice requires that thorough investigations be made of all crimes and complaints that come to the attention of the department. Most crimes and complaints can be completely handled by the field officers on their initial assignment to the incidents. Others, although not an overwhelming volume, will require careful, skilled and perhaps extensive follow-up work. Where crimes are reported, it appears that in Falls City

only cursory investigations are made at the scene and that little follow-up work is done. Thus it seems that a suspect need only be concerned that he is not caught in a criminal act because there seems little likelihood that subsequent investigation will lead to his apprehension.

In addition to the 380 metered parking spaces downtown, there are a few other time controlled but non-metered areas. Meters are set for varying specified short- or longer-term periods. The parking control enforcement officer has served admirably. In fact, if there is one thing the police in Falls City are doing in abundance it is enforcing the parking ordinance. For example, during 1974 a total of 21,584 parking tickets were written, or an average of 1,795 per month or about 69 per day during the six days each week when the meters are "hot."

While one person is producing at such a significant pace working meters, her seven officer counterparts seem comparatively reluctant to issue motorists citations for hazardous moving violations of the traffic law. For example, during 1974 the seven uniformed officers issued an aggregate of but 390 citations for hazardous moving offenses or just over an average of one a day. For the first eight months in 1975, these seven have stepped up enforcement a touch, issuing 300 citations in about 240 days. Neither the 1974 nor 1975 pace represents much more than tokenism as pertains to the enforcement of hazardous moving violation offenses. This aspect of local law enforcement could be notably intensified which may produce a corresponding reduction in the city's traffic crash picture.

The present police records, something which the current chief got underway about three years ago and has made a few refinements of from time to time, are nominal at best. Other than some tallies of tickets and their

dispositions and keeping jackets on some criminal cases, there is little that could be called "a system." But what exists is more than has been kept in the past, it must be noted. Finally, the chief prepares and submits monthly crime reports to the Nebraska State Commission on Law Enforcement and Criminal Justice in Lincoln as mandated by a law effective January 1, 1971. The commission, in turn, publishes annual reports called Crime in Nebraska in which Falls City crime and arrest data are shown.

The present records keeping activity produces incomplete records which are not and can hardly be treated statistically for the critical police needs of deployment, training, budget preparation, and planning for the future. In short, without complete and accurate reporting, made available and used for important statistical purposes, the department cannot review past work, evaluate the present, or plan for the future. Moreover, personnel also need such records constantly available to assist in criminal investigations, the apprehension of criminals, and the return of lost and stolen property to owners. Ameliorating this circumstance is perhaps the most formidable job facing the chief, his staff, and the dispatchers. It must be undertaken at once after essential publications, set out later, are secured.

Finally, at long last all but two personnel, a new man and a veteran, are up to the state-mandated minimum training police or executive officer standard or are on the threshold of being certified. Training is handled by Nebraska's regionally acclaimed Law Enforcement Training Center at Grand Island, 200 miles northwest. The new patrol officer is slated to undergo recruit training at Grand Island for seven weeks in September and October

while the veteran, a sergeant, reportedly will complete his intermediate supervisory training by October. Regrettably, there is no in-service training, a weakness of the force.

#### Summary

The Falls City Police Department has followed the all-too-typical pattern of non-directed growth and development of small departments across the nation. It has no organization structure, and assignments do not appear to be made on a basis of demonstrated need. Command and supervision do not appear to be notably effective. Indeed, there is evidence that there is an administrative vacuum although this may be a product of "too many bosses" which seems to be characteristic of Falls City in recent years and is described later in this reconnaissance report.

Personnel are trained only to the bare minimum state-mandated levels and there was a time when some members were long in coming up to the standards. Records maintenance and use as well as criminal investigations and report writing fail to meet acceptable levels of performance. There is no basis on which to evaluate the incidence of criminal action in the city and only a bit more on which to assess the traffic picture. So there is a substantial question about the effectiveness of police crime and accident prevention activities.

The department appears to have great strength, however, in two respects. First, patrol officers, the traffic person and the dispatching staff are by all accounts apparently above average, motivated and can reach a high potential of service if properly led and directed. Second, it appears that the mayor and council are determined to have a good department and that the force's leadership, quality of personnel and service will be their first consideration as the department is modernized.

### III. The Need for Police Service

Being equidistant between Omaha and Kansas City, there is a certain amount of road traffic that moves through Falls City, though it is not the principally traveled motor route with the onset of the interstate highway system. Nevertheless, there are instances, including a few recently, when criminals have taken the scenic route through Richardson County and become entangled with local authorities. But Falls City seems to be an orderly community, quiet in a "criminal" sense. Statistical data bear this out but, as set out earlier when observations were given about local records keeping, there may be reason to question the accuracy and reliability of crime data.

#### Major Crimes, Minor Offenses and Traffic

Viewed over the six-year span 1969 through 1974, Falls City has been traditionally free of crimes of violence. But there have been crimes against property, as information in Table One shows. No one could give an explanation for the extraordinary burglary picture in 1970 or the sharp reduction in index offenses after 1970. It might be directly linked to bookkeeping.

Surely of at least equal importance to the crime rate in a community is the yearly index crime solution, often called clearance, percentage which the police department achieves. Table Two shows the number of index offenses and the number and percentages cleared in Falls City for the six years 1969-1974. The Falls City six-year average clearance percentage

TABLE ONE

THE ANNUAL NUMBER OF INDEX OFFENSES AND THE AVERAGE RATE 1969-1974 IN FALLS CITY, NEBRASKA  
 COMPARED WITH THE RATE OF OFFENSES PER 100,000 POPULATION OF THE STATE OF NEBRASKA  
 AND CITIES OF UNDER 10,000 POPULATION, 1973 \*/

	Number of Offenses in Falls City						Offenses Per 100,000 Population, 1973				
	1969	1970	1971	1972	1973	1974	Six Year Total	Year Average	Falls City 1974	State of Nebraska	3,143 Cities of Under 10,000 Population
Murder and non-negligent manslaughter	--	--	1	--	--	--	1	.2	--	4.3	4.2
Forcible rape	--	--	--	--	--	--	--	--	--	16.5	11.0
Robbery	--	--	--	--	--	1	1	.2	18.4	62.5	37.5
Aggravated assault	--	2	--	--	2	4	8	1.3	73.5	102.1	146.3
Burglary - breaking and entering	10	100	6	5	3	6	130	21.7	110.2	637.4	815.9
Larceny - theft	90	77	38	29	25	39	298	49.7	716.4	1,685.7	2,019.4
Auto theft	--	7	1	2	4	4	18	3.0	73.5	302.7	182.6
Violent crime total:	--	2	1	--	2	5	10	1.7	91.8	185.4	199.0
Property crime total:	100	184	45	36	32	49	446	74.3	900.1	2,625.8	3,017.8
Crime index total:	100	186	46	36	34	54	456	76.0	991.9	2,811.2	3,216.8

\*/ The statistics in the two right-hand columns are from Tables 4 and 10 of Crime in the United States, Uniform Crime Reports -- 1973, released by the Federal Bureau of Investigation on September 6, 1974. The Falls City data were reported by the Police Department thanks to annual reports submitted to the FBI (1969 and 1970) and the Nebraska Criminal Justice Commission (1971-1974). Data for 1973 are the most recent national figures available.

Index Offenses are those classes of offenses shown by experience to be those most generally and completely reported to the police. The annual crime reporting program was initiated by the International Association of Chiefs of Police in January, 1930 and in September, 1930 the Federal Bureau of Investigation was designated by an Act of Congress as the central clearinghouse for crime statistics. They are also called Part I Serious or Major crimes.

TABLE TWO

THE NUMBER OF INDEX CRIMES AND THE NUMBER AND PERCENTAGE CLEARED  
BY ARREST IN FALLS CITY FOR THE SIX YEARS 1969-1974 \*/

Index Offense	Offenses	Falls City Six Years Totals	
		Offenses Cleared Number	Percentage
Murder and non-negligent manslaughter	1	1	100.0
Forcible rape	--	1	200.0
Robbery	1	1	100.0
Aggravated assault	8	7	87.5
Burglary - breaking and entering	130	18	13.8
Larceny - theft	298	55	18.5
Auto theft	18	6	33.3
Violent crime total:	10	10	100.0
Property crime total:	446	79	17.7
Crime index total:	456	89	19.5

\*/ Falls City data derived from Falls City annual statistical returns made to the Federal Bureau of Investigation and the State of Nebraska at each year's end.

is slightly lower than the national average of about 21 percent, but not critically so. But year-by-year over the six years, the Falls City clearance percentage has varied tremendously, as shown below:

<u>Year</u>	<u>Number of Clearances</u>	<u>Clearance Percentage</u>
1969	32	32.0
1970	22	11.8
1971	13	28.3
1972	2	5.6
1973	14	41.2
<u>1974</u>	<u>6</u>	<u>11.1</u>
<u>Total:</u>	<u>89</u>	<u>Average: 19.5</u>

Falls City police make few arrests for anything, other than for parking violations, data indicate. Whether this is related to there being very little crime, poor records keeping, inefficient policing, a clean city, or that cases are handled informally or on an ad hoc street corner basis was never determined. Table Three sets out the numbers of persons charged, by selected offenses for the six years 1969-1974.

The table addresses only persons charged, not how many reports of these classes of offenses were handled by the force. Case load data were almost totally absent owing to the lack of a records system. However, the chief submits a monthly activity summary to the mayor which, in two areas, hints at case load. For example, there were 67 family arguments reported in 1974 and 41 through August, 1975. The force handled 91 vandalism complaints in 1974 and 60 for eight months this year. In terms of success in apprehending vandals, Table Three shows that only three were arrested for the 91 cases during 1974.

TABLE THREE

NUMBER OF PERSONS CHARGED, BY SELECTED OFFENSES, BY YEAR 1969-1974  
 FALLS CITY, NEBRASKA, POLICE DEPARTMENT \*/

<u>Part II Offense Classification</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Non-felony Assaults	--	--	1	--	--	--
Forgery, Counterfeiting and Fraud	--	--	--	--	1	--
Stolen Property: Buying, Receiving, Possessing	--	--	3	--	--	--
Vandalism	5	2	--	--	1	3
Weapons: Carrying, Possessing	--	--	--	--	--	--
Narcotic Drug Laws	--	--	--	1	5	--
Offenses Against Family and Children	--	--	2	--	2	3
Driving Under the Influence	8	4	3	8	15	14
Drunkenness	21	14	43	46	51	34
Disorderly Conduct	4	15	15	7	5	9
Liquor Laws	--	--	3	8	2	--

\*/ Source: Data for 1969 and 1970 were extracted from "Annual Return C, Annual Return of Offenses Known to the Police," as submitted each year to the FBI by the Falls City Police Department. Data for 1971 through 1974 were extracted from reports published by the Nebraska agency to which the force makes an annual accounting of arrests and charges.

In summary, almost all non-traffic arrests each year involve alcohol in some form or its abuse. Narcotic (non-alcohol) drug law arrests account for many other arrests. But few arrests are made for check and credit card offenders, concealed weapons charges and possession of stolen property.

Traffic crash data and information about the numbers of persons injured were available in the chief's office only for the past two years and eight months. It is reported they were not kept earlier. The picture, as reported by the chief, is set out below:

<u>Year</u>	<u>Number of Crashes</u>	<u>Number of Persons Injured</u>
1973	326	Not Known
1974	309	21
1975 (Eight Months)	231	17

There have been no fatalities in the city. Moreover, the chief reports many of the crashes occurred on private property, as shopping center parking lots. He added he is obliged to investigate these for the convenience of drivers and insurance companies, a questionable use of police time. The practice should be discontinued. Tickets are never issued to violators who are alleged to have caused crashes on public streets. If cause can be determined and a case made, a ticket should be issued.

There was no way, short of hours of digging, to determine where or when crashes occurred and what violation caused the crash so that remedial enforcement action could be contemplated. Moreover, no spot maps were made.

Finally, there was no way, short of a major research undertaking, to ascertain the where, when and how of the crime and miscellaneous report picture in Falls City. The lack of investigative reports was a major

inhibiting factor although such a picture could be partially derived if each dispatch sheet and every call slip were analyzed and plotted out. So the chief has nothing more than seasoned intuition, coupled with "by guess and by gosh" judgments as to whether personnel are adequately deployed by time, location and day of the week. This weakness is another sign of a loosely administered force and may readily be corrected with the implementation of a modern records system for a small police force.

#### IV. Role and Responsibilities: Who is in Charge?

There is no question as to who is the chief administrative officer over the various departments within cities of the first class in the state of Nebraska, according to the League of Nebraska Municipalities. But some confusion appears to have set in to confuse the issue in Falls City and it needs airing and clarification. The roles and responsibilities of four groups or persons must be set out to appreciate the picture. These are: (1) the Mayor; (2) the Police Commissioners; (3) the Police Chief; and (4) the Civil Service Commission.

#### The Role of the Mayor

Richard M. Duxbury, General Counsel to the League of Nebraska Municipalities, has reported to the Falls City city attorney that it appears that the mayor of a first class city both by statute and judicial precedent has the responsibility to superintend all offices of the city, including the police chief. That the mayor may issue orders to the police chief pertaining to matters of policy is clearly within the mayor's province in his role as chief executive officer of the city seems clear.

The present mayor of Falls City has taken advantage of his authority and he has issued instructions, some fairly explicit, to the chief. There seems little, indeed really no, question that the mayor's contact with the chief is to encourage the chief to move quickly and accelerate a program intended to improve police services in Falls City. The mayor's letter of August 20, 1974 seems to set out his intent about these interests clearly.

It does not seem to be a letter of unreasonable content or expectations that a chief executive may send to a department head nor does it seem to spell out any activity which wouldn't be expected of a modern, if small, force.

#### The Police Commissioners

Falls City government finds the mayor appointing council members to various commissionerships, roles wherein designees are supposed to become very knowledgeable about particular departments. The commissioners, who carry neither administrative nor policy authority, are intended to serve as resource people for the council when matters arise which require explanation at council meetings. It is natural, then, that commissioners would have more than passing contact with department heads and operatives in order to fully grasp dynamics.

There are two police commissioners. They have endeavored to become acquainted with the force and its personnel and management in order to fill their roles. Some look upon them as intruders, unwelcome and unwanted meddlers. Others see them as vital to the council reaching timely appropriations and policy judgments. These perceptions harden when it is alleged that these are "the mayor's men."

#### The Chief of Police

The chief is a man who has some 25 years of service with the force, the earlier ones committed to field work including the repair and maintenance of parking meters and removing coins from them. In the early 1970's he was the acting chief as the then chief's health waned. The present chief assumed the chiefship almost two years ago just after the ill chief passed on.

By all accounts both in and out of the department, the present chief lacks significant preparation for the ranking management role. However, there is widespread agreement that the present chief has served the city as well as he can, that he has provided some initiative in police matters, and that mainly as the result of his efforts the force provides generally acceptable police protection to Falls City today. But respect for past accomplishments and service should not be allowed to obscure some present apparent dissatisfaction with the chief, as a chief, although he is loved and respected by all segments of the community as a man. In addition, there is widespread and universal faith in his personal integrity, devotion and his kindness.

In short, it appears that the chief has never taken charge as chief. Several persons state flatly that nothing ever seemed to happen and that the force seemed to operate by chance, as if in a vacuum. Others, including the chief, assert that the chief has not been permitted to fully assume the top executive role and lead the force. In any event, the force badly needs revitalization.

The chief reports that he meets monthly with all police employees in what he describes as an open forum. Ideas and discussion are fully encouraged it is said. If the sessions are as frank as reported, and they probably are not, there would be no reason for personnel to go around channels and make complaints of many kinds directly to council members or the mayor. The chief is frustrated that channels are circumvented, but it appears that no (or at least inadequate) steps to stop the employees from doing so have been taken. The personnel assert they don't like to circumvent the chief but do so because problems they set out for him never seem to be redressed.

So it appears that frustration stemming from alleged inaction causes appeals directly to council members and the mayor. These figures feel obliged to reach the chief and set out problem solutions or programs. Hence the chief sees a loss of control over his personnel and an erosion of confidence in himself by others, both probably accurate perceptions.

#### The Civil Service Commission

In August, 1943 the Nebraska State Legislature passed public law 19-1801 through 1823. It obliged cities of the first class having paid police or fire departments to come under provisions of a state civil service law. Falls City did not appoint its three-member lay civil service commission called for by law until August, 1969.

The local civil service commission is responsible for examining applicants for initial police as well as promotional appointments, conducting background checks, and submitting lists of eligible candidates to the mayor and council so they may make appointments from the lists. Finally, the commission has the right and responsibility to hear written charges against police personnel, if an employee chooses to submit the charges to hearing. The commission can affirm, modify or reverse an order of discharge or suspension. If an employee charged is still dissatisfied with the decision, the case may be appealed to the district court and then all the way through the Nebraska Supreme Court.

No one doubts that the civil service commission has taken its role very seriously. The three members have heard six formal cases in six years of existence, upholding decisions in four cases (and modifying sanctions in some) and finding insufficient basis to rule against personnel in two instances. The commission took no action at all in a seventh case, a complaint made on November 22, 1972 about an officer by a citizen.

The law calls for the commission to meet monthly, which for the most part it has, even though many times the business is very perfunctory. Persons report the meetings sometimes become general bull sessions where matters in excess of the personnel province invariably come up in a very informal setting. The chief or the sergeant, and sometimes both, usually attend and may participate in discussions.

Neither the state civil service law nor city ordinance 832, passed on August 4, 1969 which implements the state law locally, seems so restrictive to be unworkable, notwithstanding there are some provisions which could be sharpened and others modified by the legislature to make it a better law. So it is not the law as such but the reported zealously of the commissioners who evidently overstep their province, but probably not intentionally, which contributes to a sense that the law isn't working. But as long as the triumverate require reasonable proof of violations to be presented -- and then act decisively -- they have fulfilled the hearings aspect of the law's intent.

#### Summary

Perceptions are crucial to understanding the nature of important top level problems in police administration in Falls City, Nebraska. Consider the mayor. Here is a person who, over a career, has been used to execution and at once, of formal orders or instructions. Yet it is possible that he sees the chief as slow to act, if he acts at all, and perceives a civil service commission not reluctant to exceed its mandated province and step into matters of policy or administration other than personnel.

The civil service commission may see the council or mayor as pushing for change too quickly, as filing disciplinary cases for ostensible political purposes. As a result, the commission may over-protect personnel, finding

no amount of evidence sufficient to sustain charges. If this is so, the commission is not fairly filling its role.

The chief may view the mayor as out to get him, not being used to the new style at city hall. He probably resents directives, memoranda, pre-scheduled staff meetings, and is uneasy about his role. He must wonder if he is really chief. In all probability, the chief sees the commission as his protector (it did find in his favor in the October, 1974 ouster charge). And the chief may not appreciate the role of the two commissioners and the inquiries they make as part of preparing themselves for their role.

Finally, the young police officers have to be frustrated. They see a chief who is not fully in charge. Neither is the mayor. They see the commission as their protector, too, but also know that its members discuss matters of a sort well beyond personnel officers. And they too don't know exactly how the two police commissioners fit into the picture.

So small wonder there is suspicion and misunderstanding among persons in Falls City about the force and the council.

## V. An Action Program

How effectively a police department fulfills its mission of optimum public safety for the community depends in large measure upon the manner in which it is organized. Organization, however, is only the structure through which administration functions. It naturally follows that the best organization possible can serve no meaningful purpose without good administration, even though a good administrator can do a fair job with a poor organization. A good organization is essential, nonetheless, to maximum utilization of the resources of personnel and material. Adequacy of manning, deployment, supervision, training, and many other factors are also vital to successful and economical operations.

Steps must be taken at once to build the Falls City Police Department into a modern, cohesive unit under highly competent leadership. Measures may be set out under three major sectors: (1) top level; (2) headquarters; and (3) internal and operational. These are spelled out below.

### Top Level Rehabilitative Measures

There must be a healing, a re-thinking of roles and responsibilities and a drawing together among the people and groups in the four elements described in Chapter IV.

### The Mayor

First, the mayor must be respected as the chief executive officer of the city, which he is, in spite of what some may allege as political, idiosyncratic or impetuous tendencies. Redress, if any is necessary, is at the ballot box or council chamber. The mayor is urged to continue his perceived

need to assure that the city has the most modern police force possible. But he must be patient, deliberate, spell out his desires, specify programs, call for periodic reports and accountability. He must work with the chief and allow adequate time for things to happen -- but something tangible must happen in the department.

The mayor reports he has set up a weekly pre-scheduled meeting with the chief for each Monday morning so that matters of the broadest nature may be discussed and resolved. The problem is, it is said, that the chief often fails to attend or is very late owing to different reasons. The arrangement for some reason has proven unsatisfactory and should be re-set but by no means abandoned. And there must be issues aired in the most forthright, but constructive fashion. Such meetings are essential to developing a spirit of cooperation to get things achieved. A heavy burden is on the chief to fulfill his superior's wishes for programs and reports.

It would be helpful if the mayor would include the chief in all matters affecting the department where time allows early notice. For example, that the chief and the force were unaware that a consultant would be in the city working closely with them until they came to a Friday morning meeting in the council chamber was embarrassing. A potentially awkward circumstance was handled gracefully by the chief. Another example, one where the chief felt the mayor was unnecessarily tending to the chief's business, was scheduling an officer into the state's Grand Island training school for a recruit program. The chief was embarrassed when he discovered that indeed the mayor had already made all arrangements but not advised the chief.

#### The Council

Some programs and equipment will cost money that is currently not appropriated. The council must provide the dollar wherewithal for police

program improvement. The council should unify behind the mayor in his program to bring about the best force possible. They should be a source of encouragement to the chief, too. The mayor and council should adopt a stance providing that they deal with members of the police force, other than the chief, solely through the chief. If the chief cannot redress problems within the force he should be replaced.

#### The Police Commissioners

In a city as small as Falls City there hardly seems need for police commissioners, at least as the role exists presently. They seem superfluous. Therefore it is suggested that they either discontinue their commissioner roles or that their role be made clear to everyone and that it not be exceeded.

The chief should be able to report to the council as authoritatively on any matter as the commissioners. In fact, reporting at specified intervals or as called upon at council meetings is the heartbeat of accountability. The chief's skill and apparent readiness to describe his program are good tests of his adequacy as an administrator. He should be given every chance to produce without the help of commissioners.

#### The Chief

The chief must be told that he is chief, accountable only to the mayor, and given the latitude to run his force fully and held accountable. He should welcome, indeed insist upon, every opportunity to meet with the mayor to talk program, progress, needs, and so forth. And the chief must show a positive, constructive will committed to force improvement rather than a defensive mood. If he cannot execute, he should assume a lesser role in the force or retire.

It appears timely for the community to acknowledge that dissatisfaction about the chief emanates from several sources, but summarized, it stems mainly

from the fact that the chief is not as current on modern police practices and administration or the literature of operations and management as he might be. Also, it does not appear that he has adopted to changing needs and circumstances and he must if he is to continue to serve as the Falls City chief.

Part of taking charge is to gain full dominion over every aspect of the force, to formalize a relationship with the mayor and council, and to put in writing regular reports, memoranda, requests for essential equipment items, complaints about budget cutbacks, and so forth. It is reported that there has been little written communication with the mayor and council so they can hardly be faulted for not providing equipment or restoring funds trimmed from the budget. It did not appear that the chief was a fighter, a person known for stepping up for his force's needs with facts and persuasiveness before the mayor and council. These characteristics must be part of any chief's repertoire. The council cannot be expected to appropriate funds if the chief fails to make the case for their need.

The chief has no basis for complaint that he cannot put requests in writing owing to no clerical help. The fact is that all four dispatchers are badly under-occupied and yet have clerical skills and could readily put in typewriting whatever letters or memoranda the chief drafts.

#### The Civil Service Commission

This body must keep within its province. It should not, by suggestion or any other means, purposely or inadvertently over-step its mission. Importantly, it must not be unreasonably demanding or overprotective when considering allegations of dereliction and thus render disciplinary prospects a practical impossibility.

Summary

The force should be able to respond swiftly and effectively to the policies established by the mayor and council, to the will of the chief, and to the needs of the public. To do so means redefining and more clearly demarking where the mayor and council's authority ceases and the chief's begins. Then the demarcation must be understood and respected. There must be no interference in the day-to-day administration of the police department by persons not bearing administrative responsibilities. Put another way, all actors in city government must be encouraged to mutually support one another and to concentrate their efforts on achieving a higher level of police effectiveness by achieving a greater spirit of cooperation and mutual trust.

Finally, the chief should be asked to re-examine his own commitment to the force and his ability to serve with abundant energy and imagination as its chief executive. It may well be that advancing years and an unfortunate lack of broadly based career preparedness to fill the demanding role of chief may lead him to decide to assume duties of less responsibility. If that indeed is his choice, and it may be a prudent one, the citizens of Falls City should appreciate his candor and honor him for it and the mayor and council should pave the way for his later service, as should the civil service commission.

Headquarters Relocation

The present headquarters is ideal in terms of location -- near the courts and sheriff, close to the jail, not far from prosecutorial officials, and in the central business area. If headquarters was left at its present site it would not disadvantage the force. But if left at its site it must be reconfigured

internally by moving the counter to provide less public and more departmental work area. Moreover, the dispatcher should be located at a point where the person may answer the phone, monitor local radio calls and yet tend the public counter and not be more than, say, ten feet from the console. This is not the case now, as the dispatcher must leave the glassed in, confining cave-like position in order to handle counter business. There are too many steps and the present setting is neither attractive nor utilitarian.

There appears to be two advantages to moving the physical location of headquarters to city hall, both significant. These are to draw the chief and force to the immediate vicinity of the city's chief administrator and oblige closer contact and, hopefully, cohesiveness. Secondly, the dispatcher on each shift could be fully occupied, something far from the case now, by serving as city hall receptionists, cashiers, telephone operators, utility billing helpers, and so forth. Moreover, since dispatchers cover 24 hours each day, citizens could be able to pay utility bills at any hour of any day. Clearly, then, if headquarters is to be moved to city hall the physical arrangement should be designed to take full advantage of maximizing the time and talents of the dispatch crew on a very wide range of city clerical and fiscal affairs. The move, which amounts to additional help at city hall, may even allow the collapse of one or two non-police clerical positions.

Finally, city hall is only a few blocks from the courthouse and downtown. The move will not notably disadvantage the police or citizens. In fact, with better parking for both police and citizens the move may well prove highly advantageous.

Internal and Operational Improvements

The late J. Edgar Hoover, long-time director of the FBI, once wrote:

"In a modern law enforcement agency, the records and communications facilities form the hub of the administrative wheel, and authorities generally agree that the quality of records maintained has a direct relation to the quality of police administration."

If Director Hoover is accurate, then there is little in the way of quality police administration in the Falls City Police Department today.

Police Records

One of the central themes of this evaluation has been the lack of data on which policy decisions can be based. Moreover, that crime data submitted to the FBI and state may be incomplete or inaccurate has been noted. In short, the records of the department are primitive and rudimentary, and no analysis of data is possible, as far as can be ascertained. It is, therefore, imperative that a new beginning should be made as far as records are concerned.

The system established should be flexible, understandable, usable and simple. The total number of different forms used should be kept to a minimum to avoid adding clerical duties unnecessarily. A system suited to the volume and needs of a force as numerically limited as that of Falls City is spelled out in understandable terms in the FBI's time-tested 61-page publication: Manual of Police Records. Copies of this document, revised in December, 1972, have been arranged to be sent to the mayor.

Two other records-investigations documents should be purchased by the city and made available to the police: (1) John R. Kleberg and Donald G. Hanna, A Police Records System for the Small Department (Springfield, Illinois: Charles C. Thomas, Publisher, 1974), 106 pp; and John G. Nelson, Preliminary

Investigation and Police Reporting (Beverly Hills, California: The Glencoe Press, 1970) 513 pp. The former will provide many ideas and forms which the FBI publication leaves to local imagination. The latter will be especially valuable to Falls City personnel who are motivated (as all should be) to train themselves in investigation, report writing, and so forth.

Implementing a new records system will be among the most formidable tasks in modernizing the department, but one of the most important. Decisions made within the next year will have enduring impact on information and its access as well as costs for years to come. So the mayor must be satisfied, and so must the chief, that they have a common understanding about the design and implementation of the new system and who will be the principal actors (the dispatchers will be key) and that questions of paper flow, indexing, periodic reports, records analyses, access, and so forth have been asked and answered. The new system of records, once operative, will have to be utilized if it is to provide the force with significant data for use in crime prevention planning and public safety enhancement of Falls City citizens.

#### Training Improvement

Training should continue to be conducted at the recruit level by the state at the Grand Island facility. But there must be an in-service training program implemented as there is none now. FBI resources, those of the state patrol, local attorneys and, of course, both the county and city attorneys, and others must be invited to give timely courses on subjects in which police need immediate expertise. Those apparently most urgent in Falls City include laws of arrest, search, seizure, and so forth. There is also an urgent need for as much information as can be assimilated concerning basic investigative techniques and report writing. These subjects will keep police officers engaged for some time.

Training is probably best handled in, say, two or three hour blocks once each week for all personnel. Moreover, roll call training may be given by the chief and the sergeant, both of whom should share responsibility as the force's training officer, a fully appropriate function of command. The "Training Keys" published by the International Association of Chiefs of Police and perhaps some IACP "film strips" would prove useful, too.

An excellent correspondence course in Police Organization and Management is offered through the International City Management Association of Washington, D. C. This course can be taken on an individual or group basis. The chief and sergeant should be obliged to take and successfully complete the course for both need all that can be provided about administration. The course should be offered to all other personnel at city expense, too for there are probably several officers who would like to participate.

The Nebraska Commission on Law Enforcement and Criminal Justice in Lincoln as well as the academy at Grand Island has a film and cassette tape library. Holdings, and they are many and current, are available for loan on request from outside agencies. Falls City police should draw on these resources and not be deterred for such reasons as "we haven't got a projector" or a place to show films.

Imagination is essential to devising and presenting an in-service training program. It, plus the will to do so, seems to have been lacking in Falls City.

#### The Literature of Police Work

While training is an important means of instilling in police officers the importance, dignity and responsibility associated with their positions,

a carefully selected number of police science books and journals would prove a valuable supplement. Also, officers should be encouraged to purchase and study texts and periodicals on police administration, organization, patrol, accident and criminal investigation and field procedures, too. Observed in the present headquarters were some periodicals and a few government paperback publications. But none appeared to have been much perused, if at all. The force must be encouraged by the chief and sergeant to read current literature in the field -- and these two must show the way by example, something which apparently has not been the case over the years in terms of professional development.

#### Leisure Time On Duty

As mentioned earlier, the dispatchers must be given a role in the records-clerical processes not only of the force but of the city as a whole if the headquarters is moved to city hall. But whether or not headquarters is moved, the chief must make it clear that there is absolutely no place for commercial television, pocketbooks, magazines of a non-police nature and so forth at headquarters. That dispatch personnel are permitted to be so unoccupied and they have the time to read extensively or watch favorite television programs, even on the day shift, speaks negatively about the "tone" of the force. If personnel are not fully occupied, there are too many personnel and some should be terminated.

#### An Additional Police Car

If the city can afford it, there would be advantage in purchasing and fully equipping one additional standard police sedan. It would be, essentially, a reserve unit for use when one of the other two units is "down" for any reason.

It would also obviate the need for personnel to double up, a practice grossly wasteful of manpower. Also, on those occasions when three personnel are on duty the additional car would allow the mobility needed to maximize these personnel. Finally, mileage on the units could be better programmed so that it would be unnecessary to replace units so often.

#### Walkie-Talkie Radios

There should be at least three and preferably four walkie-talkie radios purchased. When not in use, three should be recharged at headquarters and issued to each officer at the beginning of his tour of duty. The chief should carry the fourth one when on duty as well as when away from headquarters, too. When at home, his radio should be recharged there.

These radios will enhance safety of personnel, expand their operational radius by allowing them to leave their patrol cars and work on foot but not lose contact with headquarters. Officers may more readily and safely make building and barroom inspections, and so forth.

#### Driver-Prisoner Car Separators

Consideration should be given to purchasing and installing plexiglass separators in each patrol unit, too, so that prisoners may be safely carried by one officer.

#### A Pistol Range and Qualification

The police force presently has no pistol range where officers may sharpen their skills and one should be provided. Moreover, the council should provide about 200 rounds of ammunition (which could be re-loads) per officer so that each person may be required to range qualify during a scheduled "shoot" each year. Firearms instructors from the FBI or state should be sought to supervise

and train personnel not just in how to hit the target, but importantly when and under what circumstances personnel may resort to fatal force. Both target skills and policy refresher training should be scheduled once a year or more often.

#### Rules and Regulations

In 1972, in the wake of a highly contentious civil service commission case, the commission compiled the Police Regulations for the force. These were later approved by unanimous vote of the city council. As far as could be determined, the regulations have not been changed since, though this was not confirmed.

There are several sections of the regulations which need updating. So it is timely that they be reviewed now and later at least annually by the chief and updated as circumstances dictate. If indeed regulations must be formally compiled and approved by the commission and then passed on to the council, then that should be done. But it really is the chief's responsibility, as the resident police professional, to preside over the regulations and draw changes to the attention of the two outside bodies. The chief must be certain that the rules are practical, yet viable and meaningful to Falls City, as they must be enforced.

#### Supervision

Supervision department-wide must be improved. That there is need for greater attention to making every person aware of what is expected and how things should be done is probably best shown by the fact that a department as small as Falls City's has had six civil service rule violation actions over six years. This does not speak well for the positive management of the force.

The chief, and on the evening shift, the sergeant, must assure that every person is following departmental policies, rules and regulations. Every member must be accountable for his actions and the contribution which each makes to the collective effort of the force must be regularly reviewed by the chief and sergeant. Their work, in turn, must be reviewed by the mayor and council.

It is apparent that the chief must spend far more time out and about at night and on weekends to be sure that the force is performing up to a high standard. This is not spying -- rather his presence must be respected as a role of leadership and inspiration for the personnel. If this cannot be done, then there is a discernable weakness in top level management.

It is important that dispatchers at all times exhibit conscious concern for the safety of field personnel and are constantly keeping track of their safety whereabouts, time out of service, location of traffic stops, and so forth. These important people literally must "monitor" uniformed personnel, always attentive to potential dangers awaiting officers and quick to send coverage. Such cannot be assured if dispatchers are engrossed in pulp magazines or televised serials or athletic events, as at present.

Finally, the chief cannot allow more than one person off for meals at any given time, as was the case on one observed instance and probably a routine happening. This is especially so at night.

**END**