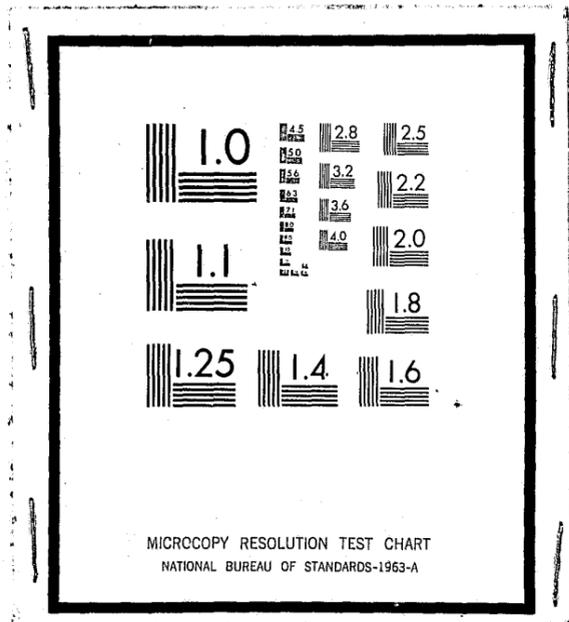


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

11/15/76
Date filmed

R-76-109

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Management and Organization Analysis

REPORT NUMBER: 75-90

FOR: Macon, Georgia, Police Department -
 Macon City Population: 122,423
 Macon City Area: 45.53 square miles
 Police Strength (Sworn): 248
 Total: 273

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Larry R. Walton

CONTRACT NUMBER: J-LEAA-003-76

DATE: December 1975

32624

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FOREWORD

This request for Technical Assistance was made by the Macon, Georgia, Police Department. The requested assistance was concerned with surveying existing police operations with the intent of improving operations, and identifying those areas to which attention should be directed in a future in-depth study.

Requesting Agency: Macon Police Department, Chief Travis Lynch

Middle Georgia Area Planning and Development
Commission, Mr. Jesse Fountain

State Planning Agency: Georgia State Crime Commission,
Ms. Rachel Champagne

Approving Agency: LEAA Region IV (Atlanta), Mr. Ben Jordon,
Director, Program Development and Technical
Assistance Division;
Mr. John A. Gregory, Police Specialist

1. INTRODUCTION

Macon, Georgia, is a mid-Georgia city of approximately 122,000 population, covering an area of 45.5 square miles. Municipal affairs are directed by the City Mayor, in conjunction with a 15-member City Council. Macon is also the county seat of Bibb County. Because the city covers an extensive area of the county, many governmental activities are operated on a joint or cooperative basis.

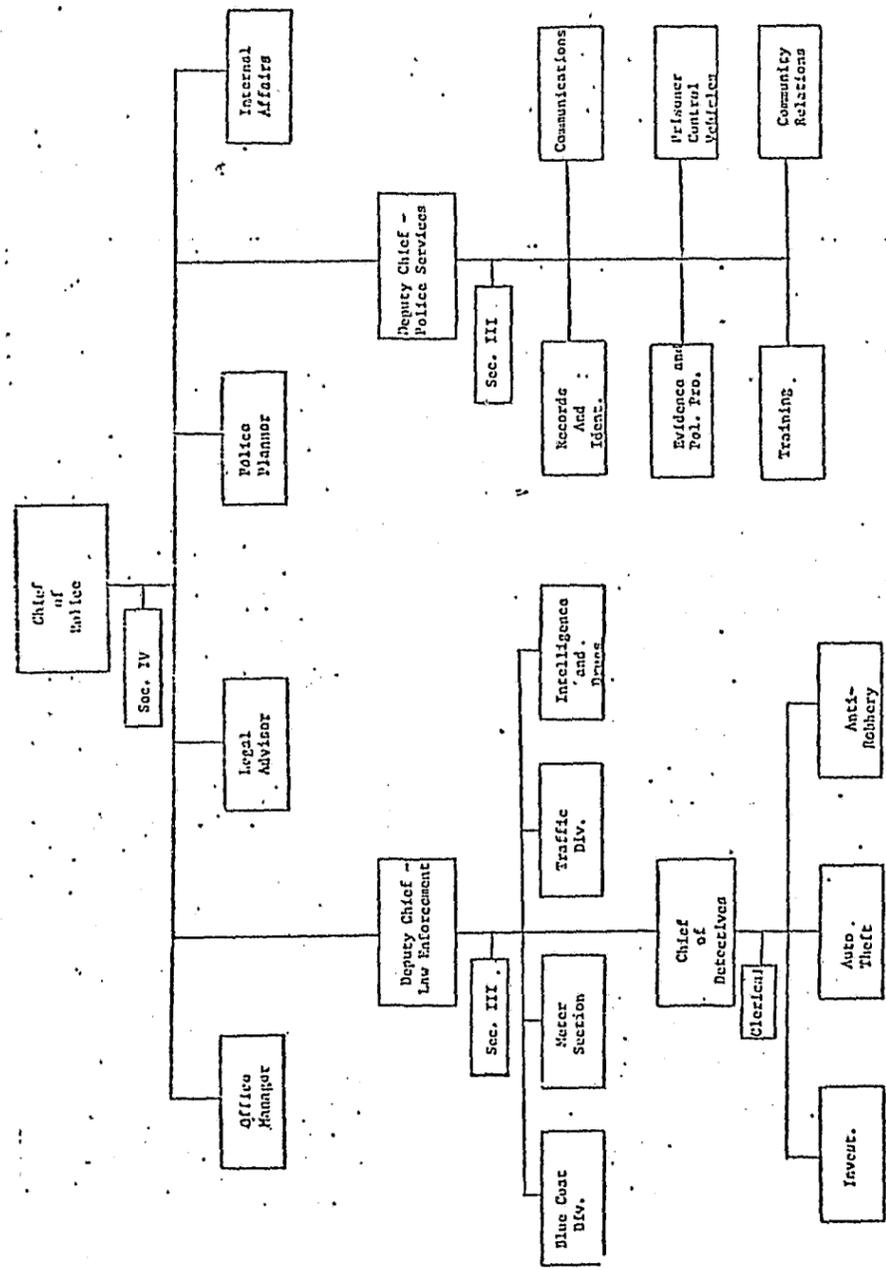
The Macon Police Department (which consists of 248 sworn personnel, 25 civilian personnel, and 48 school crossing guards) provides a ratio of approximately 2.2 total police personnel per 1,000 population (exclusive of the school guards). This ratio is only slightly lower than the 1974 national average (2.5) and the South Atlantic States average (2.5). The present Chief of Police has been in office approximately three months. Effective November 13, 1975, the Department was reorganized (See Figure 1-1). Current sworn personnel by rank and salary range are delineated in Table 1-1. Fringe benefits are generally standard and include paid vacation, sick leave, pension, uniform allowance, and paid life insurance.

Part I Crimes for 1973 and 1974 are illustrated in Table 1-2. Traffic accidents increased from 4,670 to 4,741 from 1973 to 1974.

Analyses conducted in this study, together with conclusions and recommendations resulting therefrom, are based on interviews with members of the Macon Police Department, observations of operating procedures, review of work documents, and examination of statistical reports and data.

Persons interviewed included the following:

- Travis Lynch, Chief of Police.
- V. J. Toole, Assistant Chief of Police.
- Kenneth Jones, Chief of Detectives.
- Captain Charles Payne.
- Captain Thomas N. Godfrey.
- Captain Robert L. Freeman.
- Lieutenant R. L. Andrews.
- Lieutenant O. J. Gilstrap.
- Lieutenant Eddie M. Jones.
- Sergeant W. L. Slye.



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1-2

Figure 1-1. Macon Police Department Organization Chart

TABLE 1-1

Sworn Police Personnel By Rank and Salary

<u>Position</u>	<u>Number</u>	<u>Salary Range (Monthly)</u>
Chief of Police	1	\$ 2,083.
Assistant Chief of Police	1	1,248 - 1,297.
Chief of Detectives	1	1,248 - 1,297.
Captain - Detective	5	1,110 - 1,154.
Cpatain	4	1,110 - 1,154.
Lieutenant - Detective	3	1,026 - 1,067.
Superintendent of Identification	1	1,026 - 1,067.
Lieutenant	14	948 - 986.
Sergeant - Detective	3	948 - 986.
Assist. Superintendent of Identification	1	843 - 877.
Sergeant	17	810 - 843.
Corporal (Honorary rank for certain senior Privates)	14	
Private - Detective	41	843 - 877.
Private	138	666 - 693.
Matron	4	666 - 693.
	<hr/>	
Total	248	

TABLE 1-2

Part I Crimes

	<u>1973</u>		<u>1974</u>	
	<u>Actual</u>	<u>Cleared</u>	<u>Actual</u>	<u>Cleared</u>
Homicide	35	28	43	33
Rape	31	26	41	22
Robbery	264	106	276	130
Assault (Agg.)	220	153	300	191
Burglary	2,348	266	2,877	316
Larceny	2,287	542	2,956	531
Vehicle Theft	973	92	782	80
	<hr/>	<hr/>	<hr/>	<hr/>
	6,158	1,213	7,275	1,303
Macon Crime Index:		5,263		5,963
National Crime Index:		4,130		4,821
Macon Clearance Rate:		20%		18%
Percentage Increase 1973 - 1974			National:	17
			Macon:	18

- Sergeant J. L. Foster.
- Sergeant Mack Harbuck.
- Mr. David Sapp, Police Planner.

Data collected and reviewed by the Consultant included the following:

- Macon Police Department Table of Organization.
- Operational Police and Procedure Manual (Proposed).
- Salary Schedule.
- Reported Offenses, 1973 and 1974.
- Traffic Accidents.
- Personnel Deployment.
- Department forms and report blanks.
- Analysis of Proposed Staffing, Macon Personnel Department, October 28, 1975.
- Survey of Blue Coat Division, Macon Police Department, April 17, 1975.

2. UNDERSTANDING OF THE PROBLEM

As is true of many police departments, the Macon Police Department has increased in size and complexity over the years without a great amount of attention being paid to overall planning or organizational development. With the appointment of a new Chief of Police, recruited from outside the organization, the need for an exhaustive organization and management study was recognized. With the realization that such a study would be a major undertaking, assistance was requested from the Law Enforcement Assistance Administration in identifying major problems areas and in providing a general, objective view of the Department and its operations. The expressed intent was to follow up this initial survey with an in-depty study.

The purpose of this study, therefore, was primarily to identify major organizational functions that appeared to require improvement. When appropriate, recommendations for improvement have been made.

Meetings were held with the Chief of Police, Assistant Chief of Police, and the Police Planner, at which time the information contained in this report was orally summarized.

3. ANALYSIS OF THE PROBLEM

Due to the limited scope of this survey, no attempt will be made to detail the overall operation of the Department. Instead, the Consultant has identified major areas of Departmental operation where adoption of new policies and procedures, or modification of existing policies and procedures, would result in the greatest improvement in operational efficiency. In some cases, specific recommendations for improvement have been made; in other cases, limitations on the scope of this survey preclude anything more than identification of the problem for later in-depth study.

3.1 Organization - General

As noted in Figure 1-1, Departmental functions have been divided into two major areas, Law Enforcement and Police Services, each under the direction of a Deputy Chief. This plan, which was effective November 17, 1975, provided for abolishing the position of Assistant Chief and creating two Deputy Chief positions. In addition, provision was made for an Office Manager, a Legal Advisor, a Police Planner, and a Commander of Internal Affairs, all reporting directly to the Chief of Police.

The Deputy Chief of the Law Enforcement bureau has responsibility for the Blue Coat Division (patrol), the Detective Division, the Traffic Division, the Meter Section (parking enforcement), and the Intelligence (vice) and Drugs Section. The Detective Division is further divided into Investigation, Auto Theft, and Anti-Robbery Sections for purposes of specialization.

The Deputy Chief of the Police Services bureau is in command of the Training, Community Relations, Records and Identification, Communications, Prisoner Control, and Evidence Divisions. The Prisoner Control Division is also responsible for liaison with the City Garage for matters related to the police automotive fleet. The Evidence Division is also assigned the task of controlling police property.

This organizational structure provides for too many people reporting directly to the Chief of Police. As a consequence, he cannot effectively concentrate his energy and time in the most efficient manner.

Moreover, there appears to be no need for providing direct supervision by a Deputy Chief of the Meter Section or the Intelligence and Drugs Section in the Law Enforcement bureau. The division of investigative responsibilities in the Detective Division does not appear to take full advantage of the concepts of specialization, nor is sufficient emphasis given to such activities as juvenile activities. The title "Chief of Detectives" is in itself misleading; other division commanders are generally of the rank of captain. The title "Chief" should be reserved for the Chief of Police and his Deputy Chiefs for the sake of clarity.

Regarding the Police Services bureau, too many diverse functions have been brought together in a single bureau for a police department of the

size of Macon's. The establishment of a third bureau, commanded by a Deputy Chief, with responsibility for the staff functions now handled by the Chief of Police or the Police Services Bureau, would be a more efficient division of responsibilities.

It is, therefore, recommended that the general structure of the Department be reorganized as outlined in Figure 3-1. This arrangement provides for only three deputy chiefs reporting directly to the Chief of Police. Within the Field Services Bureau, the Blue Coat Division has been retitled the Patrol Division; the Detective Division has been divided into the major work categories of Crimes Against Persons, Crimes Against Property, and General Investigation; Intelligence (vice) has been relocated among the administrative functions; a specific Juvenile Section and Narcotics Section have been created; and the Meter Section has been placed under the supervision of the Traffic Division. The Auxiliary Services Bureau would be responsible for those functions generally considered auxiliary in nature, (i.e., Records and Identification, Communications, Jail and Transportation, and Property Management and Supply). The new Administrative Services bureau would assume responsibility for Planning and Research, Vice, Crime Prevention (replacing Community Relations), Training, and Internal Affairs, and would encompass the Legal Advisor. Specific organizational recommendations will be found under the appropriate headings in the paragraphs below.

3.1.1 Detective Division

Included among the functions of the Detective Division had been those of staffing and operating the Records and Identification Section of the Department. Personnel consisted primarily of sworn officers, and responsibilities encompassed those normally associated with a records unit. The organization implemented by the new Chief of Police more appropriately assigns this function to the Police Services bureau, thus allowing detective personnel to devote more effort to detective operations. The Records and Identification Division should be staffed by civilian personnel. This would tend to further free higher salaried sworn personnel from tasks that are basically clerical in nature. An increase of civilians over a period of time would not be inappropriate in terms of most effectively using lower salaried employees. Activities and functions that could be efficiently performed by such personnel should be the subject of a detailed study.

At present, Detective personnel assigned to the Records and Identification Section are responsible for photographing and fingerprinting all arrestees. Procedures call for daily morning processing of those prisoners arrested during the preceding 24 hours. Persons arrested are sometimes released on bail before they can be processed; and it has occasionally been discovered that a prisoner released without being processed was wanted by another jurisdiction. This could be avoided, and Detective manpower could be better utilized in more appropriate duties, if the functions of photographing and fingerprinting all arrestees were assigned

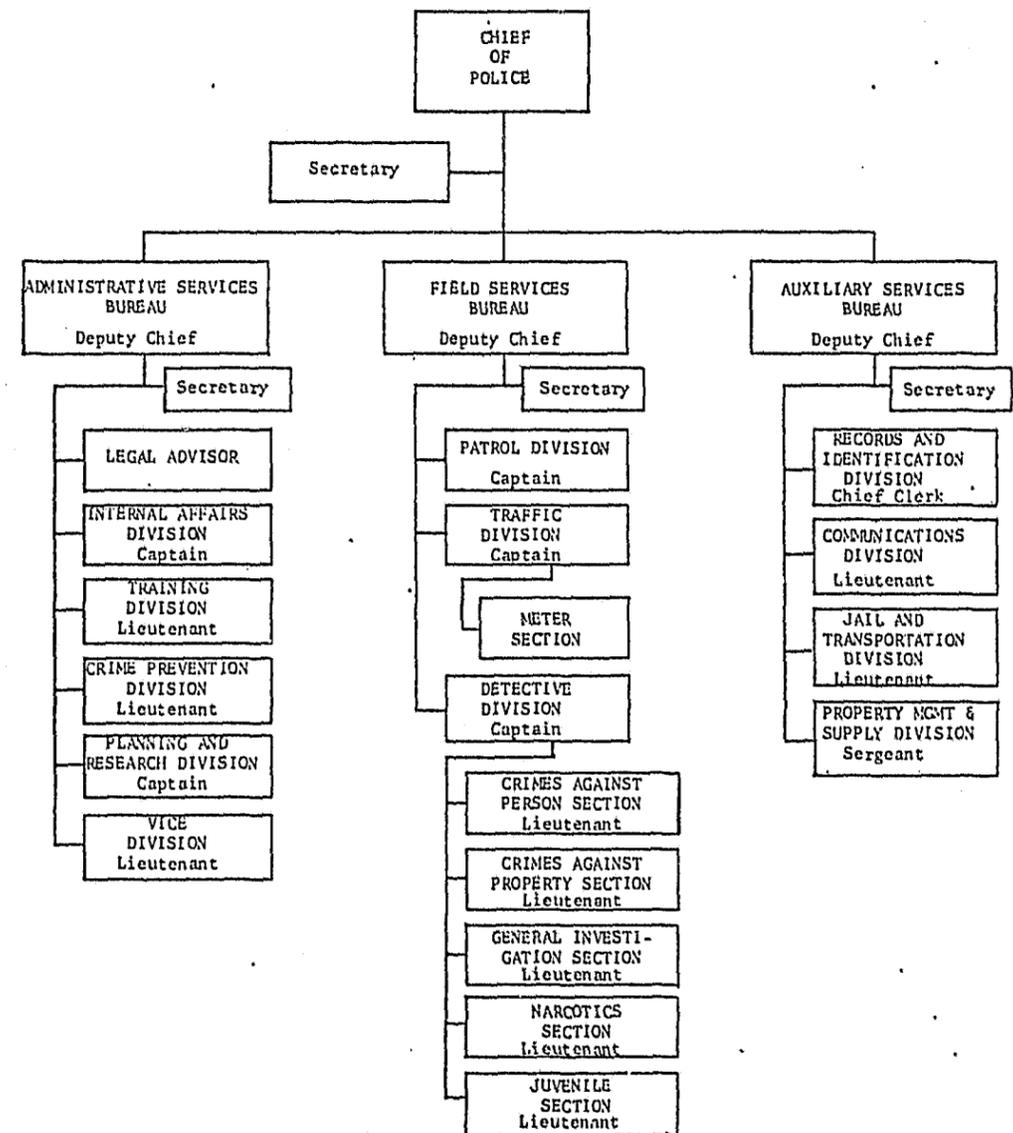


Figure 3-1. Recommended Organization

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to Jail personnel. While some degree of training would be necessary, the necessary skills are not difficult to attain.

The Detective Division maintains its own communications center which communicates only with Detective units. This operation is completely separate and distinct from the Department's Communications Section. There appears to be no valid purpose for this separate Detective system. Both equipment and personnel duplicate the communication system of the remainder of the Department. Consequently, personnel are not being used to maximum advantage and funds are being unnecessarily used to maintain two separate systems. The Department's Communications Section can adequately perform communications tasks for the entire Department with existing equipment utilizing fewer personnel than is now required to operate the two systems. Therefore, it is recommended that the Detective Division's communications center be disbanded and relocated as part of the Department's Communication Section. A simple base station transmitter located in the Detective Division for occasional direct communications with detective units should be sufficient.

3.1.2 Blue Coat Division

At present, in addition to those Patrol officers working out of the Police Station, Patrol personnel are assigned to three geographical precincts. These precincts are located in fire stations and each is manned by six officers. Supervision is theoretically provided by a corporal, an honorary rank, at each precinct. It is recommended that the precinct plan be abolished and that all patrol personnel operate out of the Police Station. The Station is located near the center of the City, and the City is not of a size where the disadvantages inherent in decentralized operations are outweighed by a reduction in travel time for personnel assigned to precincts. Furthermore, the lack of effective supervision of such personnel and the difficulties of maintaining efficient communications and control make the precinct plan operate at less than a desirable level of efficiency.

3.2 Manpower Usage

Due to the fact that the most significant portion of a police budget is devoted to personnel salaries, the area of manpower usage is a major factor in efficient operations. While the overall number of personnel employed by the Police Department appears to be adequate for a city the size and with the problems of Macon, the internal usage of this manpower does not, in several instances, appear to make the most effective use of such manpower. Although specific areas for improvement are outlined below, a detailed study, together with implementive assistance, would be appropriate.

3.2.1 Personnel by Rank

As seen in Figure 1-2, there are nine captains to direct the activities of the Blue Coat Division, the Traffic Division, and the Detective Division; to provide personnel for advancement to the two Deputy Chief positions; and possibly to command the Internal Affairs Section. There are also 18 lieutenants (or equivalent in rank) but only 21 sergeants to supervise almost 200 patrolmen. It is apparent that the Department is overstaffed at the captain and lieutenant ranks, and understaffed at the sergeant level. It is recommended that the number of captains and lieutenants be reduced (by attrition) in line with staffing requirements outlined in Figure 3-1. It is further recommended that the number of sergeants be increased, over a period of time, to provide a ratio of approximately one sergeant to every six to eight patrolmen. These ratios are in line with recommendations made by leading authorities in the police field. It is recognized that these adjustments will not provide the staffing levels now maintained by the Department; it is believed that existing policies requiring current staffing levels are not well considered. Recommended modifications in such policies are outlined below.

3.2.2 Blue Coat (Patrol) Division

Several basic policies of Patrol manpower usage tend to create a less efficient operation than is desirable. Presently there are three captains assigned to the Patrol Division, one to each shift (or squad, as it is termed in the Macon Police Department). This is not only an unnecessary use of high-ranking personnel, but it serves to fragment the patrol operation into three separate organizations instead of a single group. Coordination and communication between squads and between the Division and the Chief of Police are hampered; therefore, administration of the Division is made more difficult. It is recommended that the Patrol Division be commanded by a single captain with authority and responsibility for the 24 hour operation of the Patrol Division. Shift supervision should be provided by a lieutenant.

Shift hours in the Patrol Division are static; no attempt is made to match shift hours with workload fluctuations. In the same vein, the City is divided into eight permanent districts for patrol assignment purposes. These districts were established some years ago by a lieutenant assigned to the Communications Section. No formal attempt was made to measure the workload of each district or to equalize workloads between districts. An additional deterrence to effective deployment is the policy of assigning the same number of officers to each squad (shift) without consideration of the total workload percentage occurring during the duty hours of a particular squad. These three factors -- (static shift hours established without consideration of the workload, static radio car districts based on only an educated guess, and assignment of the same number of men to each shift without consideration of shift workload fluctuation) -- all contribute to a serious misuse of available manpower. Therefore, it is recommended that the following system be adopted for deployment of patrol personnel:

- A primary factor in effective deployment is recording and analyzing incidents bearing on the workload level. To assist in this process, as well as for the separate and distinct purpose of providing administrative control, Patrol personnel should be required to complete a daily report of their activities. A sample of such a report is presented in Figure 3-2.
- The city should be divided into numbered semi-permanent districts, each district comprising approximately four to six square blocks. (Thinly populated areas can be larger, but consideration should be given to possible future development of residential areas, shopping centers, etc.).
- Federal Census tract boundaries should be used as basic divisions, with district boundaries (hereafter referred to as Reporting Districts) serving as subdivisions of each census tract. Boundaries should consider natural barriers such as railroad lines, rivers, etc.
- Use of Federal Census tract boundaries as basic divisions will facilitate the correlation of Census tract socio-economic data to measurable police problem areas.
- Reports such as offense, arrest, traffic accident, and field officer's daily report should provide for entry of the Reporting District number for the location of occurrence.
- Approximately annually, workload factors should be computed for each Reporting District, as outlined below:

<u>Workload Factor</u>	<u>Weight</u>
Part I Offenses	4
Part II Offenses	2
Arrests (except drunk arrests)	2
Drunk arrests	1
Traffic accidents	2
Calls for Service	1
Radio	
Station	
Citizen	
Observation	

Workload factors should be weighted as shown and summarized as a percentage of the whole for each reporting district.

From this compilation, decisions can be made pertaining to establishment of radio car boundaries for each shift, based on the specific number of field units to be deployed on a particular shift on a particular day. Since workload demands vary from day to day within a particular shift, provision must be made for apportioning the workload from day to day in a consistent manner. This can be accomplished by preparing in advance appropriate "car plans" for use with differing available manpower levels.

Geographic deployment is, of course, closely associated (even inter-related) with personnel deployment. Although there is no acknowledged ideal deployment system, certain fundamentals apply in most cases:

- Shift hours should provide for the least possible fluctuation in workload from one hour to another within the shift.
- Shift hours should match workload fluctuations to as great a degree as is practical, allowing for shift changes at either low demand periods, or just prior to significant increases in workload.
- Personnel assigned to a particular shift should be in numerical proportion to the shift workload. For example, if 22 percent of the workload occurs on a particular shift, 22 percent of the available manpower should be assigned to that shift.)
- Daily deployment of personnel on a particular shift should be in proportion to the estimated workload for that day of the week.
- Two forms of rotation are desirable:
 - Mandatory--To satisfy administrative and deployment needs, to prevent stagnation, and to avoid possible development of unhealthy attitudes between officers and supervisors as a result of lengthy assignments to the same shift.
 - Permissive--To satisfy personal needs of personnel.
- Deployment and rotation practices should provide for reasonable stability of assignment in terms of shift assignment and assignment within a particular shift.
- The mechanics involved in achieving these fundamentals must not be unduly laborious.

Based on the above assumptions, the following system is recommended for deployment of patrol personnel:

- Shift hours should be examined annually and modified to conform to the concepts described above. A survey based on 2 or 3 representative months using the workload factors previously outlined should serve as a basis for adjusting shift hours. After being weighted as described, workload factors should be totaled to a single sum for each hour of the day, by each day of the week.
- Through use of the same statistical compilation, workload by shift should be summarized as a percentage of the whole. Available personnel, taking into consideration days off, vacation, estimated sick days (rule of thumb: one-half man-day sick per month for each patrolman assigned to the shift), etc., should then be adjusted between the shifts, at monthly intervals, in proportion to the percentage of the total workload occurring during each particular shift. Modifications should be made as necessary to provide for fixed posts or other manpower demands not represented in the workload survey.
- Through use of the same statistical compilation, workload by day of week for each shift should be predicted for the forthcoming month. Predictions for each day need be refined no further than "light", "medium", or "heavy" workloads. Personnel assigned to a particular shift should be deployed in accordance with the predictions following administrative decision of the "car plans" that can be fielded for the month with the calculated availability of personnel. This can best be accomplished by requiring officers of the shift to submit, approximately 10 days before the month begins, their personal requests for days off during the next month. The shift sergeant or lieutenant must then correlate these requests with the workload predictions in an equitable manner. Experience has shown that most officers will receive more than two out of three of the requested days off. In most cases where a refusal is necessary, an adjoining day of the week can be granted instead (e.g., the request is made for Tuesday and Wednesday as days off; granted are Wednesday and Thursday, or Monday and Tuesday). Special consideration can also be given for days off necessary for school, special family occasions, and the like.
- A policy of mandatory shift rotation, after a maximum of approximately 12 months on a particular shift, should be instituted for all personnel. In addition, a policy should be adopted requiring all personnel to stay a minimum of 4 to 6 months on a particular shift before requesting a change to another shift. Allowances should be made, of course, for special Department needs and individual serious personal problems. Supervisors should not routinely rotate the same direction as patrolmen, but should be deployed at an approximate ratio of one sergeant to every six or seven patrolmen.

This system will provide for the efficient deployment of personnel to meet the changing problems and seasonal shifts in workloads that occur in patrol work, while at the same time providing a measure of stability of assignment. Also, it recognizes the positive morale factor attributable to personnel having some degree of influence over their hours of work and days off. Due to the complexity of establishing and implementing this program, it is recommended that assistance be provided during the implementation phase of the planned in-depth study.

Another factor bearing on manpower usage is the practice of assigning two men to patrol units, regardless of the hour of day or area. This system of patrol is extremely wasteful of manpower. According to the 1974 FBI report on Crime in the United States, more than 80 percent of the patrol units fielded by 4,861 reporting cities were one-man patrol. Therefore, it is recommended that an extensive study be made of risk factors involved in converting a significant portion of Macon patrol units to one-man units. Obviously, the number of vehicles must be increased if personnel are to be deployed effectively as one-man units.

Reporting and investigative policies also fail to make the most effective use of manpower. In all but the most elementary of crimes, detective personnel are responsible for responding to the scene and conducting the preliminary investigation. Incidents involving minor assaults are investigated by Patrol personnel, but robberies, burglaries, and shoplifting cases are investigated (preliminary and follow-up) by detectives. This practice fails to make effective use of patrol manpower and is not in keeping with practices and procedures recommended by leading police authorities and educators. Too heavy a burden is placed on Detective personnel; moreover, Patrol personnel who realize they are considered incompetent to make most preliminary investigations feel a crippling effect on their morale. This can create serious long-term problems for management. It is recommended that Patrol personnel be responsible for all but the most complex of preliminary investigations. Preliminary investigation can be defined as immediate investigation to the point where postponement of further investigation would not jeopardize its successful completion. Preliminary investigation includes apprehension of the criminal at the scene or in flight; care for injured persons; protection of the crime scene pending examination by a technician, if appropriate; recovery of stolen property found at the scene or in possession of the fleeing criminal; interview of the victim and witnesses; and completion of all appropriate reports and notifications. If Patrol personnel are not considered capable of performing the above tasks, they should receive sufficient training to enable them to do so. Detective personnel operations should be limited to followup investigative activities. Exceptions to this policy should be severely limited and might include the following:

- Homicide.
- Forgeries and worthless documents.
- Safe burglaries.
- Aggravated assaults, where it appears the victim may shortly die.

Completed reports should be submitted by the reporting officer to his division supervisor for approval before the report is processed.

3.2.3 Detective Division

In addition to the Chief of Detectives, the Detective Division staffs four captains. As is the case in the Patrol Division, this excessive use of high ranking personnel serves to create a sense of disunity between various detective units and is a serious waste of command personnel. Previous mention has been made of the undesirability of the title Chief of Detectives. In actuality, this command position is exactly comparable to command positions in the Traffic or Patrol Divisions, where the commanding officer holds the rank of captain. The commanding officer of the Detective Division should be a captain; the position of Chief of Detectives should be abolished; and all other command level personnel in the Detective Division should be reassigned elsewhere in the Department.

In the previous section, the policy requiring Detective personnel to respond to most reports of crime for preliminary and followup investigation was discussed. In implementation of this policy, the Detective Division created the communications system previously mentioned and solved the problem of quick response to field incidents by assigning two detectives to a radio car and requiring them to patrol pending dispatch to a call. This also serves as the assignment method of cases for followup investigation. When a Detective unit receives a call, the call constitutes a case assignment. Nightwatch detectives (almost as many men as are assigned to the Day Watch) operate in the same manner. This system leaves much to be desired. The unnecessary, duplicative communications system has grown from this policy, as well as operation of the Records and Identification Section by Detective personnel. Patrol personnel have been relegated to a second-class position of doing nothing more than keeping the peace. Countless hours of Detective personnel time, which should be devoted to solving crimes, are wasted on patrol, while awaiting a call. The benefits of specialization, or at least of case assignment based on judgment factors, does not exist. The practice of assigning two detectives to a car wastes more valuable time, which could be devoted to followup investigation. All of the aspects of this criminal investigation system are viewed with disfavor by authorities in the field of police administration. This system has also resulted in a serious disproportion of personnel assigned to the Detective Division. Presently, there are 56 sworn personnel assigned to the Division, including semipermanent "loans" of Patrol personnel; these

constitute almost 23 percent of the Department's sworn strength. Most authorities agree that, when Patrol personnel have preliminary investigation responsibility, the Detective unit should consist of eight to eleven percent of the sworn personnel. This is a valid concept; therefore, the following is recommended:

- Patrol Division personnel be responsible for preliminary investigation of most crimes (as described in the Blue Coat Division portion of this section.)
- Detective personnel be relieved of their tasks associated with radio car patrol.
- A system of case assignment based on specialization be adopted.
- Night Watch Detective personnel be reduced to a number necessary to provide Patrol personnel advice and guidance in criminal matters only.
- Detective operations be limited, in most cases, to followup investigation.
- Detectives be assigned to work alone except when safety factors clearly demonstrate the need for two officers.
- The sworn complement of the Detective Division be reduced to approximately ten percent of the total Department sworn personnel.

Adoption of these recommendations would result in revitalizing the Patrol force, eliminating duplication of field patrol systems, providing more efficient use of manpower, and improving followup investigation procedures by providing a degree of specialization and by allowing Detective personnel to concentrate on followup investigation.

3.2.4 Traffic Division

In terms of manpower deployment and establishment of watch hours and districts, the recommendations made regarding the Patrol Division are equally applicable to the Traffic Division. Traffic Division watch hours are static and are not based on workload.

While some effort has been made to meet the hourly changing traffic workload, watch hours established in 1953 have not been changed; and the same number of men are assigned to each watch. Units are not assigned to districts. (When a traffic accident occurs, the communication dispatcher "just picks a traffic unit" to handle the investigation.) These procedures result in less organized attention, than is desirable being directed to traffic problems.

Another factor that tends to reduce operational efficiency of the Traffic Division is the policy of deploying 34 of 40 traffic units as two-wheeled motorcycles. It is recognized that an officer on a motorcycle can occasionally apprehend a traffic violator who would elude an officer in a four-wheeled vehicle and that motorcycles are useful in slipping through stalled traffic approaching an accident, but the disadvantages far outweigh these considerations. Lost man-hours due to adverse weather conditions; police accidents and injuries that usually plague motorcycle operations; inability to transport prisoners or equipment; and high costs of purchase, operation, and maintenance all combine to make motorcycle patrol less efficient than similar patrol in four-wheeled vehicles. Therefore, it is recommended that the number of motorcycles be reduced to approximately six and that the others be replaced with four-door sedans identical to patrol vehicles. A squad of approximately six motorcycles should be sufficient to provide for traffic enforcement in areas not susceptible to enforcement by four-wheel vehicles, to serve as escorts for funerals, etc., and to provide quick access to congested areas.

3.3 Compartmentalization of Department Units

Several aspects of the Macon Police Department tend to foster a lack of cohesiveness among Departmental units. In several instances, it is apparent that Departmental entities are operating in separate and distinct compartments without regard to or interest for overall Department objectives and goals. Factors that encourage this condition tend to weaken the strength of the Department, result in lowered morale and esprit de corps, block communication between units, and prevent group approaches to common problems. Identifiable areas of concern include the following:

- Patrol and Traffic Divisions wear different colored uniforms, which tend to set off one group from the other. An informal policy of requiring Traffic officers to approve of the transfer of a particular Patrol officer to the Traffic Division aggravates the problem.
- The assignment of a captain to each Patrol Division, with no one central authority responsible for policy, results in the members of each squad having no interest and feeling no responsibility for problems occurring on another shift. The fact that a formal transfer request approved by the Chief of Police is necessary to transfer from one shift to another complicates the matter further.
- Detective pay grades, which are considerably higher than their counterparts in other divisions (see Table 1-1), tend to separate Detective personnel from the rest of the Department. Feelings of jealousy and envy on the part

non-Detective personnel are intensified by the fact that a civil service examination must be taken for transfer to the Detective Division. This requirement creates morale problems, reduces the flexibility of the Chief of Police in terms of personnel assignment, and creates intolerable problems when civil service rank detectives do not perform effectively but cannot be transferred. The previously mentioned Detective Division communications center serves to further alienate the Detective function from the remainder of the Department.

These tendencies to foster and/or encourage compartmentalization have a serious effect on the Department and present major obstacles for effective implementation of recommendations made earlier. In terms of solutions, the following modifications in existing policies are recommended:

- All uniform personnel should wear the same basic uniform. If a distinction between divisions is deemed necessary, a distinctive shoulder patch should suffice.
- Traffic personnel should have no say, formal or informal, as to personnel transferred to the Traffic Division.
- Overall responsibility for the Patrol Division should be assigned to one captain, and the other two captains should be transferred elsewhere in the Department.
- Abolish the requirement for approval by the Chief of Police for transfer from one Patrol shift to another. This authority should be vested in the one Patrol captain.
- Equalize pay grades between divisions so that all personnel of the same rank and period of service receive the same pay. There is no valid justification for paying an investigator a higher salary than an officer assigned to Patrol, Traffic, Jail, or any other Departmental function.
- Abolish the requirement that entrance into the Detective Division must depend on successfully passing a civil service examination. Transfer into or out of the Detective Division should be on the basis of merit and should be the sole responsibility of the Chief of Police, perhaps with day-to-day administration performed by the captain of the Detectives.
- As previously recommended, integrate the Detective Division communications center and personnel into the Department Communications Section.

3.4 Planning

Departmental planning efforts are decentralized and relatively undeveloped. Very little information is available on work-load statistics, manpower utilization, and performance. What information is available is scattered throughout the operating units. There is no visible effort made to routinely compile statistics that offset operations into a single document for use by Department leaders. It is recognized that a police planner has recently been hired by the Department. Although this is a step in the right direction, it falls short of what would be appropriate. In addition, the failure of a plan that takes advantage of existing City computer facilities handicaps any serious effort to perform even routine statistical analyses.

Therefore, it is recommended that an adequately staffed Planning Research Unit be established to be responsible for:

- Long-range planning of Department needs.
- Capital improvement needs.
- Coordination of the annual Department budget preparation.
- Statistical compilations associated with crime and traffic analyses and manpower deployment.
- Preparation of various statistical reports for the use of command personnel, including those prepared periodically for Federal and State agencies.
- Preparation of charts and graphs.
- Research and analysis of existing procedures that are administrative and operational in nature.
- Development and maintenance of a Department Policy and Procedure Manual.
- Development of new procedures, including preparation of implementation orders and Manual amendments and revisions.
- Development of tactical and strategic operational plans.
- Analysis of crime information and crime trend predictions, including modus operandi analysis.
- Preparation and supervision of Federal and State grant applications.

- ④ Coordination with the Police Legal Advisor in the development of new procedures.
- ④ Coordination between the Police Department and City data processing personnel.

The assignment of four to six persons to these functions would not be inappropriate.

3.5 Records

Departmental records and report processing, maintenance, and custody are fragmented and disorganized. Offense reports lack sufficient data; the Department does not use an arrest report; and neither Patrol, Traffic, or Detective personnel make any daily report or recapitulation of their activities. Traffic records are maintained in the Traffic Division and performance records are assembled and stored in several different sections of the Department.

Permanent records do not provide sufficient data and are not filed in a manner conducive to easy retrieval or analysis. As an example, Offense reports are filed by type of crime by year and cross-referenced to a 3- by 5-inch card also filed by the year of occurrence. Similarly, arrest booking records are kept by date of arrest, ten arrestees to a folder, with no cross reference to related offense reports.

In summary, Departmental efficiency is adversely affected by the existing system. Therefore, it is recommended that the records system and report forms used by the Macon Police Department be the subject of a specific, detailed, in-depth study with the intent of creating a centralized records unit.

3.6 Training

Basic training functions in the Macon Police Department consist of a State-required 240-hour course for all new personnel at the Middle Georgia Regional Academy. In addition, the Department itself provides an additional 3 weeks of intensive training for all recruits on local police information. In-service training is reported to consist of approximately 50 to 80 hours' training per officer per year. Coordination of all training, and much of the actual instruction, is performed by the two-man Training Division. Lack of manpower precludes development of a rollicall training program for field personnel. Available manpower is further reduced due to Departmental policy that provides for Training Division personnel to conduct semiannual inspections of all uniformed personnel and to maintain the inventory records of Departmental furniture and equipment.

Existing staffing and unrelated duties tend to reduce the training efforts of the Training Division. Training and refresher training on a continuous basis, should be a vital factor in the Department. It is recommended that the Training Division staff be increased to four and that a concentrated effort be made to develop a daily rollcall training program for both traffic and patrol personnel. Nontraining duties involving personnel inspections should be reassigned to the commanders of the concerned divisions. Furniture and equipment inventories should be reassigned to the Property and Supply Division.

3.7 Personnel Evaluation

The Department presently uses two employee evaluation forms, plus a third form is used to recapitulate individual trait scores and convert them to an overall "rating score". The evaluation forms in themselves do not provide for accurate appraisal, and dependence on the resultant "score" as a significant determining factor in promotional examination only serves to make the inappropriateness of the evaluation system more serious. It is recommended that a detailed study be made of the present rating system, with the intent of improving both the actual forms and the manner in which rating information is later used.

4. RECOMMENDATIONS

Recommendations detailed in Section 3 are listed below:

- Reorganize major Department functions and provide for staffing (See Figure 3-1).
- Equalize pay grades between all divisions so that all personnel of the same rank and period of service receive the same pay.
- Provide for transfer of personnel into or out of all operating units solely on the basis of merit and judged ability to perform the necessary tasks. Opinion of the rank and file members of the particular unit, or formal examinations resulting in tenure, should not be a part of the internal deployment process.
- Adopt a plan for systematically analyzing workloads by area, shift, hour of day, and day of week to deploy Traffic and Patrol personnel to field problems in proportion to the problems' significance. Periodically review, and modify as necessary, shift hours, radio car districts, and personnel strength by shift, using the previously outlined procedure.
- Survey risk factors involved in one-man-car versus two-man-car field operations, considering the conversion of two-man to one-man car operation wherever possible.
- Reduce by attrition the number of captains and lieutenants, as outlined in Figure 3-1.
- Increase the number of sergeants to a ratio of approximately one sergeant to every six or seven officers.
- Reduce the Detective Division to approximately ten percent of the total Department sworn personnel strength.
- Assign Detective personnel to work alone, except when circumstances clearly indicate the need for two officers.
- Reduce the number of captains assigned to the Detective Division to one, vesting overall responsibility for criminal investigation functions in that position.
- Assign responsibility for all but the most complex preliminary investigations of crimes to the Patrol Division. Restrict Detective Division responsibilities to followup investigation in most cases.

- Establish a policy of case assignment in the Detective Division based on specialization and/or judgment.
- Disband the Detective Division communications center and integrate the function and assigned personnel into the Communications Section functions.
- Transfer the function of prisoner processing, including photographing and fingerprinting prisoners, from Detective Division to the Jail Division personnel.
- Delete title "Chief of Detectives" from Department terminology.
- Reduce the number of captains assigned to the Patrol Division to one, vesting overall responsibility for patrol functions in that position.
- Abolish the three Patrol Division precincts.
- Allow transfer between Patrol Division shifts with approval of the Patrol Division captain instead of the Chief of Police.
- Replace all but approximately 6 of the 34 motorcycles with four-wheeled vehicles.
- Establish and staff a Planning and Research Division, and centralize planning and statistical functions in that Division, as previously outlined.
- Provide for a detailed review of the entire records and reporting system.
- Increase the staff of the Training Division.
- Institute a program of rollcall training for uniformed personnel.
- Reassign responsibility for personnel inspection from Training Division personnel to the concerned division commander.
- Reassign responsibility for furniture and equipment inventory control from Training Division personnel to the Property and Supply Division.
- Survey Department functions, keeping in mind replacement of sworn personnel with civilians wherever possible.

- Replace sworn personnel in one Records and Identification Division with civilian personnel.
- Standardize the uniform for all uniformed personnel.
- Survey existing employee evaluation procedures and forms to increase validity.

END

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