

R-76-118

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Hampton, Virginia; Management and Organizational  
Analysis

REPORT NUMBER: 75-125

FOR: Hampton, Virginia, Police Department  
Hampton City Population: 132,000  
Police Strength (Sworn): 176  
Total: 214  
City Area: 57 square miles including  
15 miles of waterway.

CONTRACTOR: Westinghouse Justice Institute

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CONTRACT NUMBER: J-LEAA-003-76

DATE: February 1976

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FOREWORD

This request for technical assistance was made by the Hampton, Virginia, Police Department. The requested assistance was concerned with reviewing the existing organizational structure and newly-proposed reorganization plan, and determining manpower requirements and personnel deployment.

Requesting Agency: Hampton Police Division,  
Chief Pat Minetti

State Planning Agency: Commonwealth of Virginia, Division of Justice  
and Crime Prevention,  
Mr. Joseph N. Tucker

Approving Agency: LEAA Region III (Philadelphia),  
Mr. Edwin S. Schriver, Police Specialist

## 1. INTRODUCTION

Hampton, Virginia, is located in the southeast section of Virginia astride U. S. Interstate 64. It is adjacent to Newport News and across the Bay (created by the joining of the James River to Chesapeake Bay) from Norfolk. The City of Hampton operates under a Mayor/City Manager-Council form of government. The police department is the Police Division of the City Department of Public Safety.

Authorized strength of the Hampton Police Division consists of 176 officers and 38 civilian personnel. There are an additional 14 sworn officers and 4 civilians funded under various Federal programs, bringing the strength to 190 sworn officers and 42 civilians. These figures do not include 3 Park Rangers, 34 school guards, or a 52-man Civil Defense auxiliary. At the present time, the City has placed a freeze on hiring new personnel or filling vacancies. The Chief of Police has been in office approximately 5 years. Current personnel by rank are delineated in Table 1-1. Fringe benefits are generally standard and include paid vacation, sick leave, pension, uniforms and equipment, and an insurance program.

Part I Crimes for 1974 and 1975 are illustrated in Table 1-2. The Division responded to 65,000 calls, made 8,600 arrests, and issued 10,000 traffic citations during 1975.

Analyses conducted in this study, together with conclusions and recommendations resulting therefrom, are based on interviews with members of the Hampton Police Division; observations of operating procedures; review of work documents; examination of statistical reports and data; and review of the Resource Allocation and Task Analysis Report, January 1976, of the Hampton Police Division.

Persons interviewed included the following:

- Pat Minetti, Chief of Police.
- Lieutenant John Segar.
- Sergeant Charles G. Hunter.
- Sergeant Richard Goodwillie.

Data collected and reviewed by the consultant included the following:

- Hampton Police Department Table of Organization - Present
- Hampton Police Department Table of Organization - Proposed.

TABLE 1-1

## Police Personnel by Rank

<u>Position</u>	<u>Number</u>	
Chief of Police	1	
Captain	3	
Lieutenant	12	
Sergeant	32	
Detective	27	(1 Federally funded)
Patrolman	115	(13 Federally funded)
Total	190	
Clerk-Typist C	4	(1 Federally funded)
Clerk-Typist B	12	(1 Federally funded)
Clerk-Typist A	3	(1 Federally funded)
Secretary B	2	
Secretary A	2	
Data Clerk	9	
Dispatcher	6	
Account Clerk	1	
Key Punch Operator	1	
Motor Equipment Operator	2	(1 Federally funded)
Total	42	
Total Sworn and Civilian	232	
Park Rangers	3	(All Federally funded)
School Guards	34	
Civil Defense Auxiliary	52	

TABLE 1-2

Part I Crimes - 1974 and 1975

Crime	Number of Incidents		% Change	1975 Clearance Rate (Per Cent)
	1974	1975		
Murder	9	28	211	89
Rape	40	43	8	56
Robbery	190	216	14	26
Aggravated Assault	161	218	35	41
Burglary	1897	1609	-15	16
Larceny	3845	4154	8	15
Motor Vehicle Theft	285	253	-11	21
Total	6427*	6821	1 1/2	19

\*1974 National Crime Index was 4,821/100,000 population -- Hampton Crime Index was 4,868/100,000 population.

- Reported Index Crimes, 1974 and 1975.
- Hampton Police Department Policies and Procedures Manual.
- Hampton Police Department Resource Allocation and Task Analysis Report, January 1976.



## 2. UNDERSTANDING OF THE PROBLEM

The organization of the Hampton Police Division has developed over many years in response to both internal and external demands. As is true of most police departments, this development has been neither necessarily orderly nor always well planned. The present formal organizational structure, which is depicted in Figure 2-1, has become greatly modified in actual practice by development of an informal structure, which is depicted in Figure 2-2. This modification places such great demands on the Chief of Police that effective operations are rendered extremely difficult. Upon recognizing the need for in-depth study of the total organizational structure, the Chief of Police directed the Planning and Analysis Section to conduct a detailed organizational study. The results of that study, together with recommendations, were submitted to the Chief of Police as the Hampton Police Division Resource Allocation and Task Analysis Report, January 1976. A request for technical assistance was made to review this report and offer recommendations pertaining to the anticipated major reorganization of the Division.

At the conclusion of the present assignment, the Consultant met with the Chief of Police and members of the Planning and Analysis Section, and the information contained in this report was summarized.

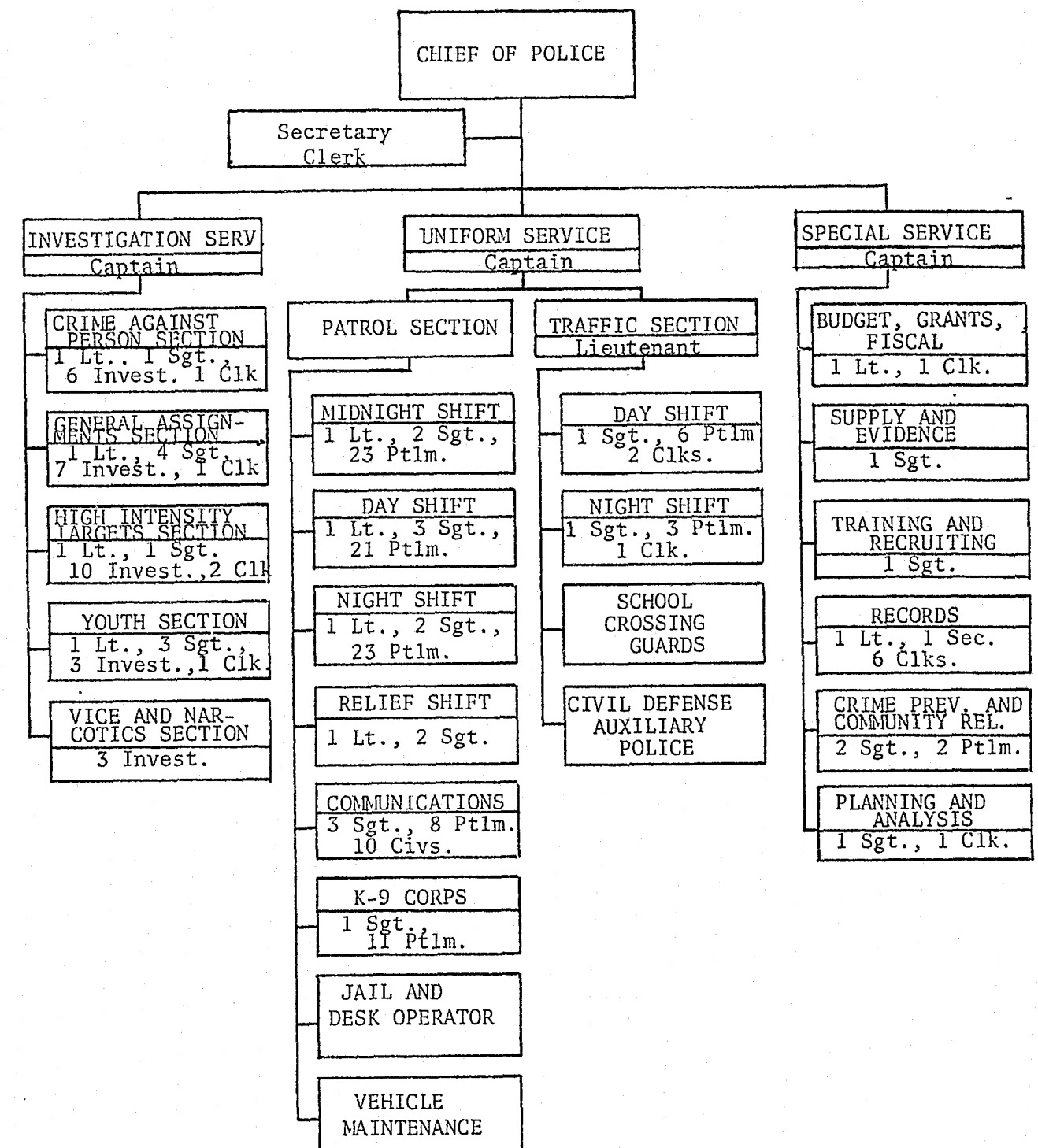


Figure 2-1. Present Hampton Police Department Organization and Deployment (Actual Strength)

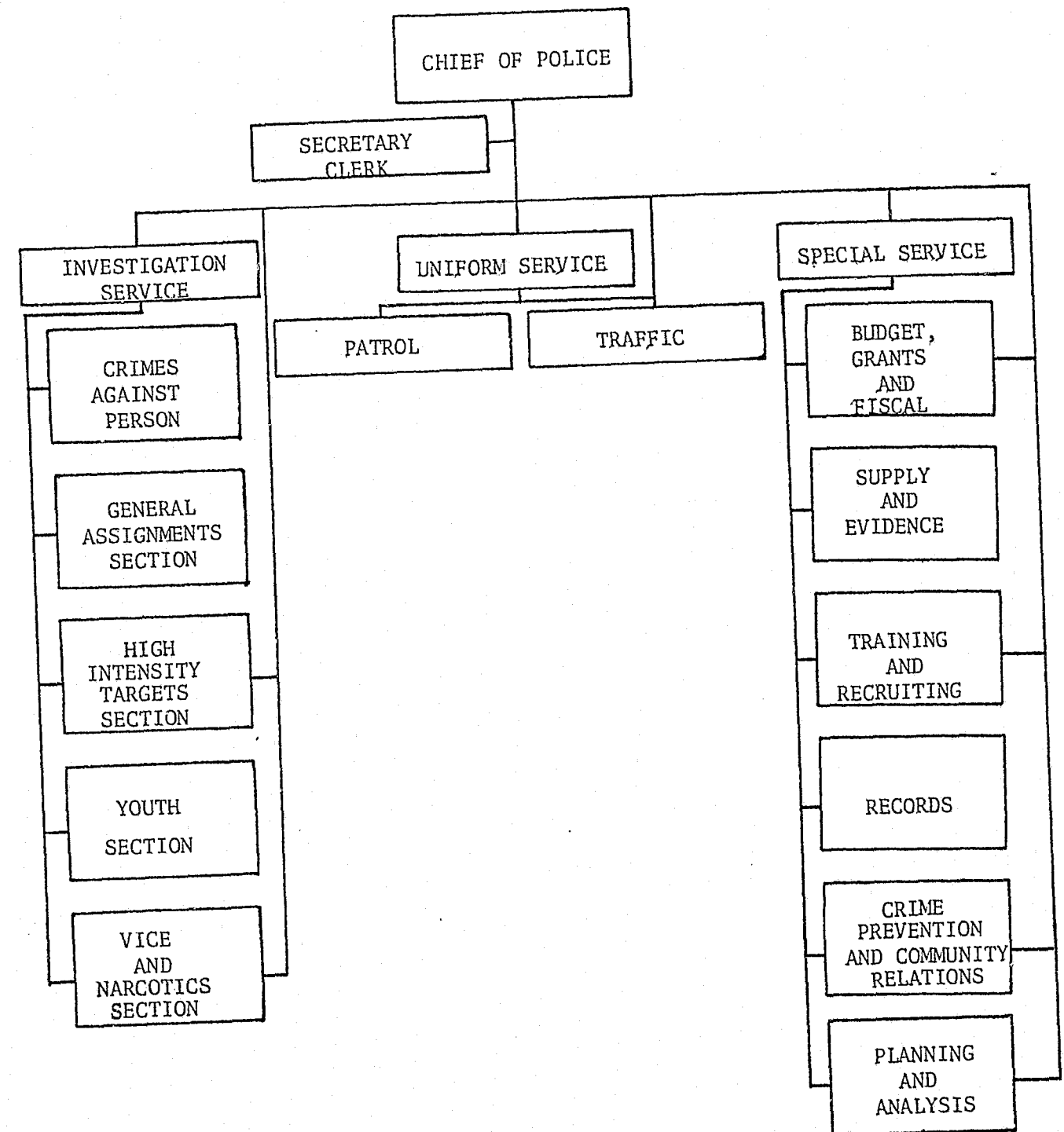


Figure 2-2. Informal Hampton Police Department Organization  
(Per the Planning and Analysis Section)

### 3. ANALYSIS OF THE PROBLEM

The organizational study conducted by the Hampton Police Division Planning and Analysis Section can well serve as a model for reorganization of the Department. It is apparent that considerable effort and thought have been devoted to developing the improved organizational structure shown in Figure 3-1 and, if adhered to in practice, the proposed structure will be a significant improvement over the existing system. It is the opinion of the Consultant, however, that some changes would further improve the proposed system. These modifications are outlined below.

#### 3.1 Manpower

##### 3.1.1 Overall

The proposal which calls for an increase in manpower of 33 sworn and 10 civilian personnel, is extremely conservative. Current manning levels provide for 1.76 police employees per 1,000 persons residing in the City. (This number figure includes those personnel funded under various Federal programs.) The 1974 average for all police departments nationwide was 2.5 police employees per 1,000 population. For cities in the Middle Atlantic States, the ratio is even higher -- 3.0 police employees per 1,000 population. For Middle Atlantic cities in the 100,000 to 250,000 population range, the ratio of police employees to population was 2.9 police employees per 1,000 population.\* The proposed addition of 43 employees to the Hampton Police Department would result in a ratio of slightly less than 2.1 police personnel per 1,000 population, a figure considerably below the average for Middle Atlantic cities in the population range of Hampton. To increase the Hampton Police Department merely to the average for comparable cities, the addition of approximately 150 police personnel -- 107 more than proposed -- would be required. Of course, it is recognized that averages tell only part of the story; however, a manpower commitment so far below average should create serious concern. The neighboring city of Newport News has a population of 153,000 and a total police strength (including Federally-funded positions) of 309, a ratio of 2.02 police employees per 1,000 population. This is very close to the 2.1 ratio proposed for Hampton by the Planning and Analysis Section. Consideration should also be given to the scope of criminal activities in Hampton. Although, during 1975, Index Crimes in Hampton increased only 1.5 per cent over 1974 the national average in 1974 (latest information available) for Index Crimes was 4,821 per 100,000 population. Based on a 1974 population of 130,000, the Hampton average was 4,944 Index Crimes per 100,000 population. Closer examination of 1975 Index Crimes in Hampton also reveal that, despite an overall increase of only 1.5 per cent, specific major crimes increased dramatically: Murder by 211 per cent (from 9 to 28), robbery by 14 per cent (from 190 to 216), aggravated assault by 35 per cent (from 161 to 218), and larceny by 8 per cent (from 3,845 to 4,154).

\*Crime in the United States, 1974, FBI

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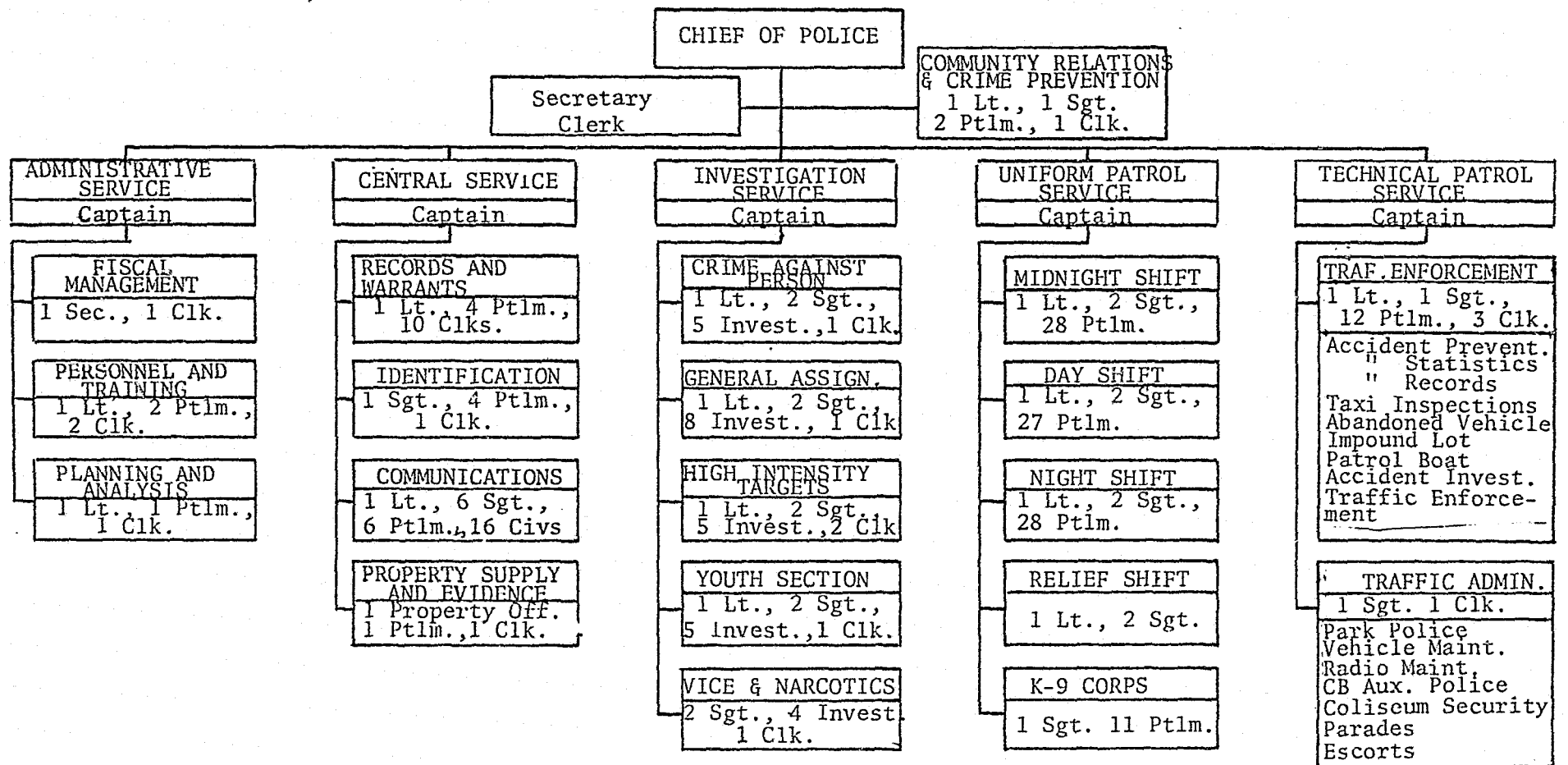


Figure 3-1. Proposed Hampton Police Department Organization

Moreover, the Planning and Analysis Section personnel based their manpower proposals on a sick leave factor of 18 hours per police officer per year. This simply is not realistic. Currently, sick leave is estimated to average 4 to 5 days per year per officer (32 to 40 hours). Sick leave for civilian personnel frequently is higher. A simple review of existing records will provide an accurate sick leave factor that should be incorporated in manpower calculations.

Based on the above factors, it is recommended that the Hampton Police Division personnel be increased by approximately 100. This would provide a ratio of approximately 2.5 police employees per 1,000 population. It is recognized that the addition of 100 personnel represents a great demand on city funds. It is submitted, however, that a crime rate above the average, coupled with significant increases in several major crime categories and a present manpower level seriously below average, all point to the necessity of making a great demand on city funds. Except as noted herein, this increase in personnel would be devoted primarily to patrol tasks.

### 3.1.2 Planning and Analysis Section

In the proposed organizational structure, some units do not appear to be staffed in the most efficient manner. The Planning and Analysis Section falls into this category. The proposal calls for staffing by one lieutenant, one patrolman, and one clerk. Staffing of this function should consist of at least one lieutenant, two sergeants, three patrolmen, and two clerks. Duties should include the following:

- Long-range planning of Department needs.
- Capital improvement needs.
- Coordination and preparation of the annual Department Budget.
- 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 administrative and operational procedures.

- Development of new procedures, including preparation of implementing orders and Manual amendments and revisions.
- Development of tactical and strategic operational plans.
- Analysis and research pertaining to existing and proposed equipment acquisition.
- Analysis of crime information and crime trend predictions, including modus operandi analysis.
- Preparation and supervision of Federal and State grant applications.
- Coordination with State and local prosecuting attorneys in the development and modification of procedures to meet legal requirements.
- Coordination between the Police Division and data processing personnel.

Adoption of this concept would centralize activities such as statistical compilations and grant request preparation, now performed by various other units. This recommendation would, in effect, combine the proposed Fiscal Management and Planning and Analysis Sections.

#### 3.1.3 Personnel and Training Section

Staffing of the Personnel and Training Section should be increased from one lieutenant, one patrolman, and two clerks to one lieutenant, two sergeants, two patrolmen, and two clerks. Even a limited review of Division activities reveals that insufficient emphasis is presently placed on training activities. Training should be considered as a never-ending task for all ranks and specialties.

Expansion of these staff units is realized to reduce available field forces; however, the functions of planning and training are simply not receiving adequate attention. Ample staffing and appropriate direction of pertinent activities will tend to improve overall efficiency to a point that more than offsets the loss of field manpower.

#### 3.1.4 Communications Section

The Communications Section, staffed with 1 lieutenant, 6 sergeants, 6 patrolmen, and 16 civilian dispatchers, provides for a rather high proportion of sworn personnel. It is recommended that dispatching and related

activities be the subject of detailed analysis with the objective of replacing sworn personnel with lower salaried civilians. It is suggested that one lieutenant and four sergeants could provide ample direction and supervision; the remaining Communications personnel should be civilians. The total number of personnel assigned to this function also appears to be somewhat high. A task analysis study to accurately determine needs would be appropriate.

#### 3.1.5 Investigation Service

Based on the previous recommendation to increase total strength to approximately 332 personnel, it is recommended that the Investigation Service be staffed by approximately 35 to 40 personnel. This does not include personnel assigned to the Youth or the Vice and Narcotics Sections because these functions generally are not included in determining manpower needs for investigative purposes. The Youth Section appears to be appropriately staffed; the Vice and Narcotics Section should be commanded by a lieutenant, as are other major sections. Deployment to specific sections in the Investigation Service (e.g., Crimes Against Persons) should be based on measured caseload.

#### 3.1.6 Uniform Patrol Service

Shift hours in the Patrol Section of the Uniform Patrol Service are static and have been fixed at 12:00 p.m. to 8:00 a.m., 8:00 a.m. to 4:00 p.m., and 4:00 p.m. to 12:00 p.m. for an indefinite period. Radio car districts are also inflexible, have been unchanged for an indefinite period, and are the same on each shift. No formal attempt has been made to measure the workload of each district, or to equalize workloads between districts. In addition to certain fixed posts (K-9 and other supplemental patrols), 12 units are fielded each day on each shift. These three factors -- static shift hours established without consideration of the workload, static radio car districts, and fielding of the same number of units on each shift without consideration of shift workload fluctuation -- all contribute to possible misuse of available manpower. It is recommended that the following system be adopted for deployment of Patrol personnel:

- The City should be divided into numbered semipermanent districts, each district comprising approximately four to six square blocks. (Thinly populated areas can be considerably 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 and rivers. Use of Federal Census tract boundaries as basic divisions will facilitate the correlation of Census tract socio-economic data to measurable police problem areas.

- Offense, arrest, traffic accident, and similar reports should provide for entry of the Reporting District number under the location of occurrence category.
- 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 per cent of the workload occurs on a particular shift, 22 per cent 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 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 prediction following an administrative decision of the "car plan" 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 approximately 4 to 6 months on a particular shift before requesting a change to another shift. Allowances should be made, of course, for special Division 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.

### 3.2 Organization

#### 3.2.1 Technical Patrol Service

Technical Patrol Service includes:

- Accident Prevention.
- Accident Statistics and Records.
- Taxi Inspections.
- Abandoned Vehicles and Impound Lot.
- Operation of the Patrol Boat.
- Accident Investigation.
- Traffic Enforcement.

Proposed functions of the Traffic Administrative Section of the Technical Patrol Service includes:

- Park Police.
- Vehicle and Radio Maintenance.
- Civil Defense Auxiliary Police.
- Crossing Guards.
- Coliseum Security.
- Parades.
- Escorts.

It is the Consultant's opinion that these varied staff and line functions could be more appropriately assigned within the Division. In some cases, a combination of staff and line activities reduces the potential ability of

assigned personnel to concentrate on primary duties. In some cases, such as records custody, the proposal creates a fragmented system. Therefore, it is recommended that the following functions be reassigned as shown;

- Accident Prevention to the Traffic Administrative Section.
- Accident Statistics to the Planning and Analysis Section, Administrative Service.
- Accident Records to the Records Section, Central Service.
- Abandoned Vehicles and Impound Lot to the Investigation Service. (It is the Consultant's opinion that these activities most appropriately relate to motor vehicle theft investigations, and assignment to the same unit simplifies coordination and communications on matters relating to vehicles.
- Operation of the Patrol Boat to the Uniform Patrol Service.
- Park Police to the Uniform Patrol Service.
- Vehicle and Radio Maintenance to the Central Service.
- Crossing Guards to the Uniform Patrol Service. (This activity could most easily be supervised by patrol supervisors who are routinely available in the field.

Moreover, the title Technical Patrol Service is not truly indicative of the tasks performed and is subject to confusion with the Uniform Patrol Service. It is recommended that the Technical Patrol Service be retitled as the Traffic Service, since its activities are primarily traffic oriented.

### 3.2.2 Investigation Service

In the present and proposed organizations, Investigation personnel are responsible for completing the preliminary investigation of all burglaries and, except for those of a minor nature, most other crimes. Investigation personnel routinely patrol in the field, as two-man units, for 16 hours each day so they are available to respond to and conduct the preliminary investigation of many crimes. 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 Investigation 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. Investigation 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 die shortly.

This should assist in increasing the overall efficiency of the Investigation function by allowing personnel to concentrate their activities and resources in the area of followup investigation. By reducing responsibilities (and, therefore, workload), the recommended 35 to 40 Investigation personnel will have more time to devote to the existing caseload.

#### 4. RECOMMENDATIONS

Recommendations pertaining to this study of the Hampton Police Department organizational structure are as follows;

##### 4.1 Organization

###### 4.1.1 General

- Tasks assigned to the Technical Patrol Service are too diverse. The requirement of performing major staff and line responsibilities by the same personnel does not adhere to the concepts of specialization. Such functions should be relocated and/or combined with other Departmental entities. To a limited extent, this is also true in the Administrative Service.

###### 4.1.2 Specific

- Reassign accident prevention functions from the Traffic Enforcement Section to the Traffic Administrative Section.
- Reassign compilation and analysis of traffic accident statistics from the Traffic Enforcement Section to the Planning and Analysis Section of the Administrative Service.
- Reassign custody and control of traffic accident reports from the Traffic Enforcement Section to the Records Section of the Central Service.
- Reassign abandoned-vehicle and impound-lot responsibilities from the Traffic Enforcement Section to the Investigation Service.
- Reassign patrol boat functions from the Traffic Enforcement Section to the Uniform Patrol Service.
- Reassign supervision of Park Police from the Traffic Administrative Section to the Uniform Patrol Service.
- Analyze actual sick leave rates to determine manpower needs.
- Analyze position requirements of the Communications function to determine optimum staffing rates, as well as the ratio of civilian to sworn personnel, with the intent of increasing the number of civilians and reducing the number of sworn personnel.

- Analyze workload of case assignments in the Investigation Service to efficiently assign personnel by workload.
- Increase the Planning and Analysis Section proposed staffing by two sergeants, two policemen, and one clerk.
- Increase the Personnel and Training Section proposed staffing by two sergeants, two policemen, and one clerk.
- Reduce the Communications Section proposed staffing by two sergeants.
- Increase the Investigative Service total staff to 35 or 40 personnel. This includes command and supervisory personnel, but does not include the Youth or the Vice and Narcotics Sections.
- Restrict Investigation Service functions to followup investigation in all but the most serious crimes, with Patrol personnel performing the major portions of preliminary investigation activities.
- Add a lieutenant to the proposed staffing of the Vice and Narcotics Section.
- Adopt a new system for deploying field Patrol personnel, based on matching use of field manpower to measured workload. A suitable system is outlined elsewhere in this report.
- Reassign vehicle and radio maintenance functions from the Traffic Administrative Section to the Central Service.
- Reassign crossing guard supervision from the Traffic Administrative Section to the Uniform Patrol Service.
- Combine the Fiscal Management and Planning and Analysis Sections of the Administrative Service.
- Retitle the Technical Patrol Service the Traffic Service.



## 4.2 Manpower Use

### 4.2.1 General

- At present, the Department appears to be seriously undermanned. Overall manpower should be increased significantly. Calculations related to proposals for increases in manpower are overly conservative and should be reevaluated.
- Certain functions within the Department should be adjusted in terms of manpower commitments. Tasks analyses and workload measurements should be made to determine position requirements.
- Functional responsibilities of the Investigative Service should be reviewed.

### 4.2.2 Specific

- Increase overall Department strength by approximately 100 personnel to provide a more effective level of law enforcement in the community. Most of the additional personnel should be devoted to increasing the complement of the Uniform Patrol Service.

**END**

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