

POLICE
INDIVIDUAL TECHNICAL ASSISTANCE REPORT
in Response to Request for Technical Assistance by the
CHARLESTON, (WEST VIRGINIA) POLICE DEPARTMENT —
ORGANIZATIONAL REVIEW —

March 31, 1972

Prepared By:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637
(Per Contract J-LEAA-015-72)

34235

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Jerome A. Needle
Staff Associate

B. Date Assignment Received:

March 21, 1972

C. Date of Contact with LEAA Regional Coordinator:

March 21, 1972 (by John W. Campbell, LEAA/W)

D. Dates of On-Site Consultation:

March 22, 23, and 24, 1972

E. Individuals Interviewed:

Charleston Police Department

Chief Lawrence H. Morris, Chief of Police

Lieutenant John A. Bailes, Assistant Chief of Police

Captain V. George Brown, Commanding Officer, Traffic Division

Captain W. W. Fisher, Acting Commanding Officer, Juvenile Bureau

Lieutenant A. J. McGinnis, Commanding Officer, Detective Bureau

Lieutenant Brooks Ransom, Shift Commander, Patrol Division

Lieutenant R. W. Spradling, Commanding Officer, Vice and
Narcotics Unit

Sergeant H. W. Summerfield, Commanding Officer, Personnel and
Training Unit

Sergeant C. F. Starcher, Commanding Officer, Burglary Prevention
Unit

Detective Paul Wright, Community Relations Unit

Patrolman J. Kinder, Communications Unit

Shirley Bush, Communications Unit

II. STATEMENT OF THE PROBLEM

A. Problem as per Technical Instruction:

The Charleston Police Department requested immediate technical assistance to have the Department's organization reviewed and a new structure developed. LEAA Region III considered this a priority need, and asked that consideration also be given to assignment and allocation of personnel.

B. Problem Actually Observed:

Need for a new organization structure was, as the technical instruction suggested, immediately apparent. A new structure was developed and recommended to the Department.

Equally apparent was the need for a comprehensive management survey. This need coupled with the absence of work load, performance, and activity data clearly implies that the consideration of assignments and the allocation of personnel are not feasible at this time. If systematically formulated and fully supportable manpower recommendations are the objective, there must be sufficient data on which to base them.

Manpower recommendations, defined in both numbers and composition, should be one of the results of a comprehensive management survey. Management surveys recommend many actions which must be incorporated and reflected in manpower decisions. For example, the Charleston Police Department makes extensive use of detective teams—a management survey might well recommend a change to the use of individual investigators. The Department uses only sworn personnel in its Juvenile Bureau—use of some nonsworn personnel might be recommended. The Department uses many two-man patrols, some on every shift—a review of patrol needs might very well call for reduction in number of two-man cars. Finally, a management review might recommend that the Department undertake activities it is not now engaged in, and recommend eliminating or combining current activities. The combined impact of these kinds of recommendations would of course be profound, and must precede decisions on manpower allocation.

The Department's lack of available work load and activity data precludes effective assessment of manpower needs until special data collection programs have been organized and instituted. Recommendations concerning manpower allocations therefore can only be formulated after: (1) a comprehensive management survey has been concluded, and (2) work load and activity data (reflecting individual as well as unit activity) have been compiled. The Department has been informed of these needs.

III. FACTS BEARING ON THE PROBLEMS

- A. The Charleston Police Department is a department of significant size with approximately 145 members (an increase of 10 since 1971, and 15 since 1970).
- B. All evidence indicates that the organizational structure of the Department has remained essentially unchanged for many years, and that change and improvement in programs have not kept pace with the need for them.
- C. A new Chief of Police was appointed in May, 1971. He and the Mayor of Charleston are firmly committed to improvement in police operations, and the Chief has instituted two new programs—community relations and burglary prevention. New units have been created to administer these programs, but were “tacked on” to the organization without benefit of any stated plan for organization.
- D. The Chief believes that the current members of his management team have not been sufficiently prepared for management. Historically, the Department has not developed command personnel who have “management attitudes” or who are conversant with the tools and techniques of management. For this reason, more than any other, the Chief has sought outside technical assistance to aid in solving the fundamental problem of organization.
- E. The Chief is confronted with major organizational problems. Among these are:
 - 1. An excessively broad span of control—there are currently 12 unit commanders reporting directly to the Chief.
 - 2. Absence of grouping and coordination of similar functions—there are, for example, two independent investigations units, three uncoordinated patrol shifts, three units performing the public information function without benefit of central control and coordination.
 - 3. Important organizational functions are not performed at all—there are no planning and research and staff inspections units.
 - 4. Administration of a nonpolice function—operation of city parking lots.
 - 5. The absence of hierarchy, which when compounded by the Chief's excessive span of control, precludes integrated direction and control of the Department.

IV. POSSIBLE COURSES OF ACTION

There is really only one possible course of action available—reorganize. The only real question is: What should the nature of the organization be? Given the current state of knowledge of police organization, two general alternatives are available:

A. Traditional Police Organization:

Organization characterized by grouping by function, hierarchy, and incorporation of classical principles of organization. This form of organization would, of course, have to provide for administration of present programs as well as any innovations adopted in Charleston.

B. Innovative—Experimental Organization:

In recent years new organizational forms have been suggested by students of police science, government, and the social sciences. Some of the more prominent approaches are:

1. Team policing—mixed teams of patrol officers, investigators, and community relations officers.
2. Decentralized or neighborhood policing—a dimension of the mixed team approach, with strong emphasis on “police—community interaction.”
3. Restructuring Classes of Officers:

In lieu of traditional patrol and investigative positions, police agents, police officers, and community service officers would be used. The agent would perform any high level, sensitive task (mainly field tasks); the officer would perform less demanding tasks; and the community service officer would mainly relate to groups with antipathies toward police.

V. RECOMMENDED COURSE OF ACTION

It is recommended that the Charleston Police Department adopt the organization shown in the attached *Proposed Organization Chart*. A chart of *Current Organization* is also attached to permit comparison.

A. Reason for Recommendation

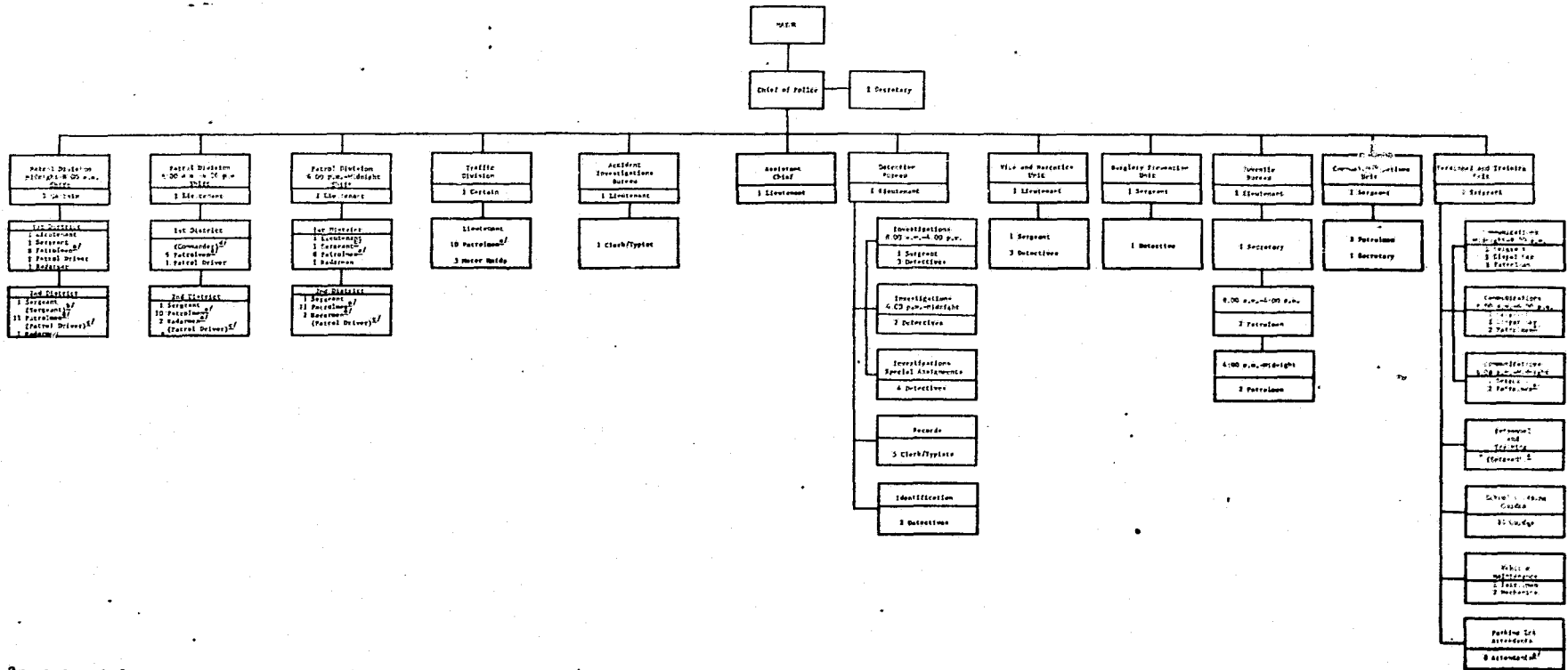
The recommended organization would eliminate all of the major problems of the current organization. It reduces the Chief's span of control, groups units and functions logically, provides for the necessary functions not now performed, and establishes an integrated hierarchical organization through which effective management direction and control may be administered. The proposed organization is also one which can be implemented with comparative ease (to the extent reorganization can be achieved with "ease"), because it retains all current command personnel in positions equal or approximately equal to their current ones.

The proposed organization is fundamentally a traditional one as opposed to the innovative, experimental type. This form was chosen for the following reason:

1. The Department's lack of familiarity with the fundamentals of management and organization dictates that the course chosen be that with the greatest predictability of success. The task for the Department is to progress incrementally from its current position to one of sound management fundamentals. Innovative—experimental organizational concepts have not yet demonstrated their superiority to the satisfaction of all students of police science, management, and government. The Department should not entertain ideas of implementing sophisticated, complex organizational systems until it has mastered fundamental ones.

It is recommended then, that the Department (1) collect activity and work load data and (2) undertake a management survey so that the needed decisions may be made concerning manpower allocation.

POLICE DEPARTMENT
CHARLESTON, WEST VIRGINIA
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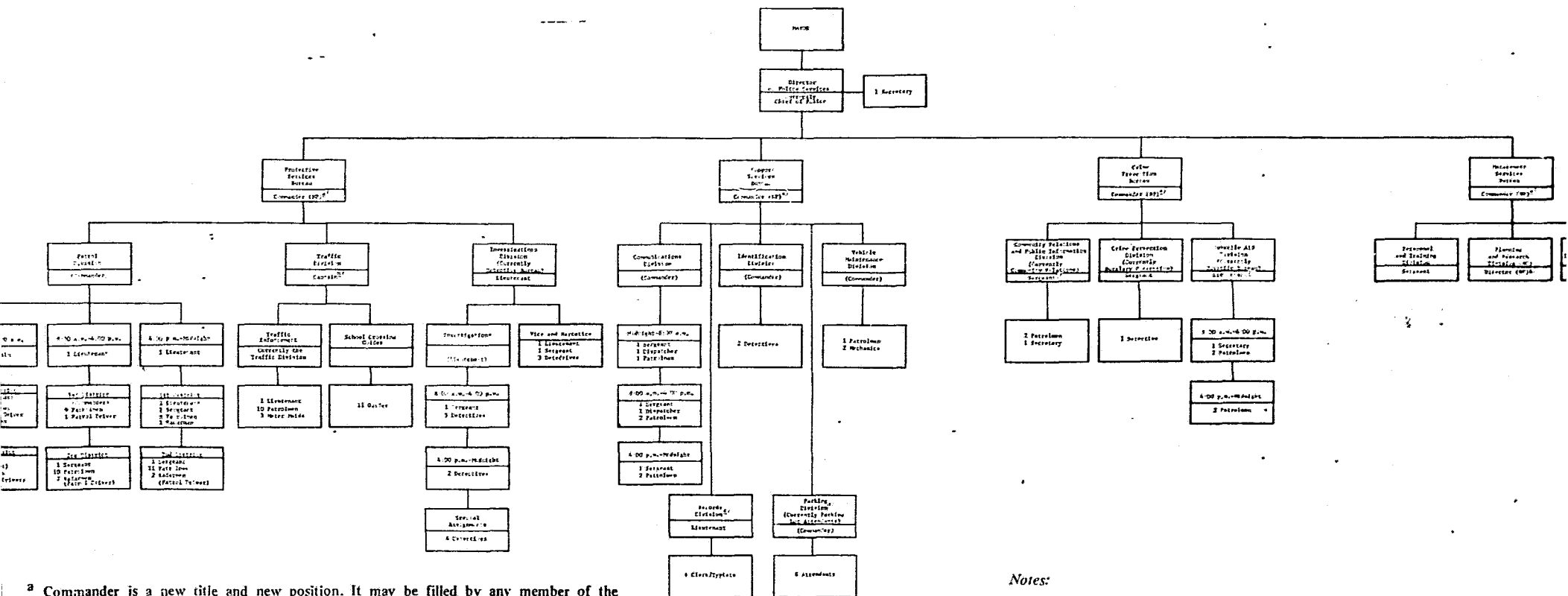


- a Includes relief.
- b Same sergeant shown in 1st District.
- c Same Patrol Driver shown in 1st District.
- d Shift Lieutenant serves as Commander.
- e Unit Commander.

PROPOSED ORGANIZATION

POLICE DEPARTMENT CHARLESTON, WEST VIRGINIA

March, 1972



Notes:

1. Positions which must be created are designated NP (new position). Organizational units which must be created are designated NU (new unit).
2. Allocations of manpower to units is a restatement of present allocations. Present allocations—number and classifications of positions—are neither endorsed nor not endorsed. Meaningful manpower recommendations can only be made after detailed and comprehensive evaluation of department operations, management, and manpower levels. Where new positions are shown, additional personnel may be required or the positions may be filled by transferring current personnel who hold the necessary skills. Which course is best would be decided in a comprehensive evaluation of the Department.
3. All current organizational units are reflected in the proposed organization except "Assistant Chief" which should be eliminated when reorganization occurs and the position's incumbent appointed to another position. Where names of current units are changed, notation is made.
4. All positions not designated NP are currently filled with incumbents holding the rank specified. The proposed organization therefore would permit retention of present command officers in positions which are equal or approximately equal to those now held.

- a Commander is a new title and new position. It may be filled by any member of the Department regardless of current rank. His appointment and removal is solely the prerogative of the Chief of Police.
- b Command level requires a lieutenant. The position currently is filled by a captain; when it is vacant, a lieutenant should be appointed.
- c Records Division absorbs current Accident Records Unit.
- d This is not a police function and should be transferred to an appropriate agency of city government.
- e Incumbent may be sworn or nonsworn (civilian). If civilian is appointed, title should be changed to Community Relations Director.
- f Incumbent may be sworn or nonsworn (civilian). If civilian is appointed, title should be changed to Juvenile Aid Director.
- g Incumbent should be nonsworn.

END

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