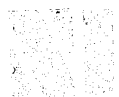


Police Consolidation

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POLICE CONSOLIDATION

A Selected Bibliography

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INTRODUCTION

For more than a decade, consolidation has been offered as one of the major prescriptions for the ills of law enforcement in the United States. Management specialists have consistently felt that the present multitude of small, local departments in rural and suburban areas results in inefficient and uncoordinated crime control efforts. The proposed remedy has been consolidation.

The total consolidation of two or more police agencies, for a number of reasons, has been a rare event. Much more common are partial consolidations of support functions, such as communications, forensic services, planning, training, and records keeping. Most often the largest department in a region contracts to provide these services to smaller surrounding jurisdictions. More rarely, a separate, independent regional agency has been created to provide supporting services to member departments, each sharing the cost of running the agency. Partial consolidation has the advantage of not seriously affecting the independence of local departments while still enabling them to benefit from a wide array of back-up services to increase their effectiveness.

Full consolidation involving the total merger of two or more police departments into one very large agency has not lived up to early expectations. A number of studies have lent increased support to those who are skeptical about the supposed merits of total consolidation. As a result of her research at Indiana University, Elinor Ostrom has concluded that there is no evidence that large departments are more effective or more efficient than smaller agencies, and, in fact, except for the very smallest police departments, large departments are generally the least effective and most costly. Her feeling, based on this research, is that there is an optimum medium-size department which can provide the most cost-effective police service.

Many law enforcement officials have also begun to take a fresh look at consolidation, and many have reached much the same conclusion — that large departments are not necessarily better departments. One reason they have identified is that large urban departments often lose personal contact with their communities, and this tends to severely reduce citizen willingness to cooperate with and aid their police. In consequence, the trend in large urban jurisdictions is toward the decentralization of police field services in an effort to reestablish community contact. The widespread and growing interest in neighborhood team policing is symptomatic of this trend. In rural and suburban areas, the emphasis is on improving and centralizing staff services through partial consolidation, leaving field functions in their current, decentralized state, and in merging very small agencies to achieve that optimum medium-size department, identified by Elinor Ostrom.

This bibliography is designed to provide the reader with a cross-section of the literature available on the subject of police consolidation. The works cited discuss the advantages and disadvantages of both full and partial consolidation and provide examples of consolidation efforts that were successful as well as those that were not. No attempt has been made to produce a comprehensive bibliography. However, through careful screening and selection of documents, this bibliography should provide a useful reference tool for the researcher, planner, or administrator who wishes to examine the many facets of police consolidation.

The bibliography is arranged alphabetically by author; the subject index will help readers to locate documents appropriate to their information needs. These documents are NOT available from the National Criminal Justice Reference Service, except those indicated by the words LOAN or MICROFICHE. To obtain documents see the instructions on the following page. Many of them may be found in local, college, or law school libraries. A list of the publishers' names and addresses appears in the Appendix.

HOW TO OBTAIN THESE DOCUMENTS

The documents listed are NOT available from the National Criminal Justice Reference Service, except those indicated by the words LOAN or MICROFICHE. Many of them may be found in public, college, or law school libraries. The publisher of a document is indicated in the bibliographic citation, and the names and addresses of the publishers are listed in the Appendix.

- Those documents marked LOAN followed by the NCJ number can be borrowed from the National Criminal Justice Reference Service by submitting a request through a library utilizing the Interlibrary Loan system. For example:

CARROLL, ARTHUR B. and others. Computer Aided Dispatching for Law Enforcement Agencies. Champaign, Illinois, Community Technology, Inc., n. d., 34 p. LOAN (NCJ 17941)

- Documents marked MICROFICHE: A microfiche copy of the document may be obtained free of charge from the National Criminal Justice Reference Service. This indicates that the document is NOT available for distribution in any other form. Microfiche is a sheet of film 4 x 6 inches that contains the reduced images of up to 98 pages. Since the image is reduced 24 times, it is necessary to use a microfiche reader, which may be available at a local library. Microfiche readers vary in mechanical sophistication. A sample microfiche entry follows:

CINCINNATI/HAMILTON COUNTY. Regional Computer Center — Annual Report. Cincinnati, 1967. 127 p. MICROFICHE (NCJ 00077)

- Entries bearing a National Technical Information Service (NTIS) number, such as PB 220 798, can be purchased from NTIS; 5285 Port Royal Road; Springfield, VA 22161. Be sure to include the number when ordering. For example:

_____. Office of Law Enforcement Assistance. Effective Police Organization and Management — v. 2, County Police Systems. By G. Douglas Gourley and others. California State College at Los Angeles. Washington, 1966. 196 p. (NCJ 1462)
PB220 798

- Those entries that include a stock number can be purchased from the Superintendent of Documents; Government Printing Office; Washington, D. C. 20401. Be sure to include the stock number on the request. For example:

U. S. NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS. Combined Police Services. In its Police. Washington, U. S. Government Printing Office, 1973. p. 108 - 116. (In NCJ 10858)
Stock No. 2700-00174

1. CALLAHAN, JOHN J. Viability of the Small Police Force. Police Chief, v. 49, no. 3: 56-59. March, 1973. (NCJ 9230)

Remedies are suggested in this article for upgrading the capability of small police forces to provide minimum essential services. Suggestions are made to link the delivery of essential services to the viability of local governments. These include state grants to local governments, consolidated and overlapping police services, stricter state standards in authorizing governmental incorporation, and closer county level supervision of local operations.

2. CANADA. Royal Canadian Mounted Police. Prevention Oriented Policing Service — Research Report. Ottawa, 1971. 200 p. (NCJ 10011)

Rural policing in the provinces has typically been performed by many small (up to five men) units operating within small geographical areas. Police service has been based on response-to-call with occasional patrols. In this case the work of the constables is largely office oriented. An attempt to centralize offices, with responsibility for larger territories, was made in 1966 and referred to as the Hub Concept. Chief opposition to the plan was public opinion that complained of lack of police presence and loss of police-public contact. Prevention Oriented Policing Service (POPS) has been developed as a consolidation measure that addresses the problems found in the Hub Concept. POPS seeks to improve the distribution of police resources in rural areas while conducting preventive patrol. It is based on four key features — scientific manpower allocation, 24-hour regular patrol, formalized police-community relations efforts, and consolidation (larger units servicing larger areas). A field test showed POPS to be successful. Personnel and training implications are discussed.

3. CARROLL, ARTHUR B. and others. Computer Aided Dispatching for Law Enforcement Agencies. Champaign, Illinois, Community Technology, Inc., n. d., 34 p. LOAN (NCJ 17941)

This report describes the system, operation, functions, and editing capabilities of the Automated Interactive Dispatch (AID) system. AID is basically a data acquisition, storage, and retrieval system capable of semi-automating the processing of radio tickets, maintaining dynamic mobile unit status, providing a rapid and efficient automated interface with the real-time criminal justice information system, and generating management reports. This computer-aided dispatch system, developed for use in small cities, is designed to allow shared use between several police departments. The sharing departments operate independently but have the advantage of cost-sharing a centralized mini-computer facility and immediate back-up capability during emergencies. The AID system provides the radio dispatcher with a pre-formatted electronic dispatch ticket, which automatically captures data in machine-sensible form as it is entered. The dispatcher has immediate access to the status of all mobile units plus a dynamic backlog of unassigned incidents. The system automatically generates reports (daily log sheets, unit activity reports, ticket listings, etc.) from the data it has in storage. The first AID system for a multi-city application is in operation in the villages of Oak Park, River Forest, and Forest Park, Illinois.

4. CARSON, DALE. Consolidation — The Jacksonville Experience. Police Chief, v. 36, no. 4: 44 and 45. March, 1969. (NCJ 3124)

Jacksonville combined all of its law enforcement powers under the County Sheriff's Office, thus concentrating manpower and resources more effectively. In this article the Sheriff describes the many advantages of such a system: elimination of jurisdictional problems; possibility of a more realistic budget; more effective complaint and dispatching function; improved records and identification; larger and more effective data processing; release of more men for patrol duty; improved methods for purchasing vehicles, uniforms and supplies; greatly improved employee benefits; and improved chances for promotion.

5. _____ and DONALD K. BROWN. Law Enforcement Consolidation for Greater Efficiency. FBI Law Enforcement Bulletin, v. 39, no. 10: 11 - 15. October, 1970. LOAN (NCJ 6091)

Unification of city and county governments in Jacksonville, Florida resulted in a similar consolidation of the city police and county police into one group under the sheriff. This has resulted in increased efficiency and effectiveness. This consolidation has eliminated many duplicate functions: there is now one communication center, one identification and records unit, and one central index. Consolidation also has provided opportunities for experimentation and innovation. Although little if any money has been saved by the process, the Jacksonville officials feel that the citizen is getting more for his tax dollar.

6. CINCINNATI/HAMILTON COUNTY. Regional Computer Center — Annual Report. Cincinnati, 1967. 127 p. MICROFICHE (NCJ 00077)

The Hamilton County Police Association study committee survey of police records operations led to the following conclusions: (1) an accelerating trend toward urbanization and a rapidly increasing population has resulted in isolated communities growing together; (2) in relation to the crime problem, the social importance of political boundaries has been almost totally eliminated, and (3) factors that have produced steadily increasing crime rates have brought about an ever increasing public dependence on law enforcement bodies. These conditions have led to the conclusion that (1) methods of collecting and processing police information must be revised and upgraded; (2) the scope, content, and accuracy of indices and files must be upgraded; (3) present practices relating to access, retrieval, and upgrading of police data are inadequate; and (4) the sufficiency of records systems influences the validity of police action. The conclusions can be traced directly to the following: (1) present records systems cannot meet demands of the service, (2) present records procedures are too dependent on manual operation, (3) few law enforcement agencies have the assistance of skilled record management personnel, and (4) there must be development and acceptance of standards governing records management. Basically, the goal of Project CLEAR (County Law Enforcement Applied Regionally) is to provide area-wide police information to each participating department on a 24-hour, 7-day-a-week basis. Activity areas covered will be arrest warrants, stolen vehicles, stolen property, arrest reporting, officer activity analysis, crime reporting, and statistics.

7. COSTER, CLARENCE M. Regional Council — The Neutral Broker in Criminal Justice Administration. American County Government, v. 36, no. 6: 16-18. June, 1971. (NCJ 12068)

This article concludes that criminal justice effectiveness relies on regionalization and consolidation of services coordinated by the planning capability of the regional board. As of 1971, 43 states had regional planning boards, the powers of which ranged from strictly advisory to setting priorities and developing programs, subject only to final approval at the state level. To illustrate regionalization efforts, the author cites examples of LEAA discretionary grants dealing with regional facilities, broken down by program areas. These include police, corrections, organized crime and civil disorder programs, and such interstate projects as Project SEARCH. Nation-wide consolidation efforts are reviewed, and the role of the county is discussed.

8. ENDER, KARL. Die Verstaatlichung und Neuorganisation der Hessischen Polizei unter Berücksichtigung polizei- bzw. kriminalgeographischer Gesichtspunkte (Reorganization and Consolidation Under State Authority of the Police in Hesse on the Basis of Police and Criminal Geography). Kriminalistik, v. 28, no. 12: 547-550. December, 1974. (NCJ 18392)

This article examines the consolidation — effective January 1, 1974 — of police agencies in the metropolitan areas of five large cities in the state (land) of Hesse under coordinated, state-wide organization. The cities involved are those not politically incorporated into surrounding counties. The consolidations are designed to facilitate a more rational and effective use of resources in the metropolitan areas. The plan was based on the analysis of the geography of criminal activities and police resources. State legislation also provides for the consolidation of county (kreis) police resources under state-wide organization when necessary. (In German)

9. ILLINOIS LAW ENFORCEMENT COMMISSION. A Feasibility Study of Regionalized Police Services for the Barrington Area. Chicago, 1974. 75 p. (NCJ 16054)
MICROFICHE

Research was performed on a policing design that would utilize some method of pooled resources to increase the quantity and quality of law enforcement services. The research methodology included the development and distribution of a questionnaire as well as numerous interviews with police officials, public administrators, and concerned citizens. The researchers conclude that it is practical and economically feasible to establish a program of contractual policing for the Barrington area. Furthermore, they recommend that the Barrington police department should provide the services.

10. ————. Pilot Study for Feasibility of Regionalization of Components of the Criminal Justice System in Gallatin, Hamilton, Hardin, Pope, and Saline Counties. By Western Illinois University. Chicago, 1972. 479 p.
MICROFICHE (NCJ 13831)

This study makes recommendations for improving the efficiency of the criminal justice system in a five county area. Specific recommendations include the improvement of police, courts, and corrections in Region 21 of the Illinois Law Enforcement Commission (ILEC). Regional planners, criminal justice agencies, and citizens were consulted. Existing agencies are reviewed, criticized, and/or commended. Short- and long-range recommendations are made concerning police management. The adoption of standard forms is encouraged. Quicker disposition of court cases is recommended as well as a uniform system of reporting traffic cases. Establishment of regional public defender, probation services, and coroner's offices are recommended. The appendixes include a summary of regional plans for the 21 ILEC regions, a summary of the Illinois revised statutes most directly concerned with regionalization, and a discussion of the citizen attitude survey that was used in the report.

11. IOWA CRIME COMMISSION. South Iowa Area Crime Commission. A Unified Approach to a Criminal Justice Problem. Fairfield, Iowa, Mid-American Planning Service, 1974. 225 p.
MICROFICHE (NCJ 13594)

Unified law enforcement within counties as an alternative to existing systems of overlapping jurisdiction was examined in this study. Iowa, like most states in the country, is faced with a major law enforcement problem stemming from two or more law enforcement agencies having responsibilities for law enforcement within each county. As a result of this overlapping jurisdiction, problems of coordination, duplicative administrative efforts, and financial inefficiency have arisen. This paper sets out possible alternative approaches and discusses the legal implications of each. The study recommends that unified law enforcement have a minimum of county-wide jurisdiction or a service area of 7,000 population. In addition, salaries for law enforcement personnel should be competitive with their industrial counterparts. Sheriffs should be removed from politics or subject to certain qualifications. Iowa should allow for broader retirement benefits and consider a standard law enforcement civil service system. Appended are a sample unification problem and solutions, National Advisory Commission Standard 5.2 on police unification, and the Ft. Madison police department operating procedures.

12. ISHAK, SAMIR T. Metropolitan Police Department: The Citizens' Input. Allendale, Michigan, Grand Valley State Colleges, College of Arts and Sciences, School of Public Service, 1973. 133 p.
(NCJ 11286)

Citizen evaluation of police performance, and cost effectiveness of small, locally controlled police forces as compared to large, centralized police departments are discussed. The location of the study is the greater Grand Rapids area of Kent County, Michigan. It includes the incorporated cities of East Grand Rapids, Kentwood, and Walker. Efficiency and economy were the prime considerations

of the questionnaire. Initial chapters of this report present background information on cities studied and discuss methodological considerations. The data indicates that residents of small communities rate the functioning of their local police departments more favorably than respondents in Grand Rapids, a larger city. Citizen evaluations of police performance were generally unrelated to direct contact of the respondent with the police, or to the respondent's socio-economic characteristics. It was also noted that the residents of smaller cities served by small police forces received better quality police protection at a lower cost than residents of Grand Rapids. The author states that these and similar observations have resulted in a reverse in the trend toward centralization. Recommendations for future studies and improved effectiveness of the Michigan police department are provided. Also included is a 13-page bibliography.

13. KOEPSSELL-GIRARD AND ASSOCIATES, INC. Consolidation of Police Services Case Study — Jacksonville, Florida. Falls Church, Virginia, 1973. 240 p.
MICROFICHE (NCJ 16024)

This is the final report of a study of the events leading to the Jacksonville consolidation, a history of police service prior to consolidation, and an analysis of the economies and efficiencies of the consolidated office of sheriff. The conditions of population growth and distribution, and the government situation of Jacksonville and Duval County which made city-county consolidation advisable are reviewed. Activities and problems in achieving consolidation are also outlined. A brief history of the Jacksonville police department and the Duval County sheriff's office is given, and recommendations concerning public safety and police services consolidation are provided. The transition period covering the general government merger and police services merger is then described. The costs of consolidated law enforcement services, an analysis of the economies of scale of selected law enforcement activities, and the technical efficiencies of Jacksonville's consolidated police agency are examined as well. Finally, an overview of consolidation as a tool for reform is provided. An executive summary and the research papers on the consolidation of police services case study are provided in separate volumes (entries 14. and 15.).

14. ————. Consolidation of Police Services Case Study — Jacksonville, Florida — Executive Summary. Falls Church, Virginia, 1973. 35 p.
MICROFICHE (NCJ 17209)

This is the Executive Summary of the Jacksonville police consolidation study discussed in the previous citation. A checklist is included that reviews the Jacksonville experience and focuses on lessons learned from the merger that would be instructive to other communities contemplating consolidation.

15. ————. Consolidation of Police Services Case Study — Jacksonville, Florida — Research Papers. 2 v. Falls Church, Virginia, 1973. (v. 1), 270 p. (v. 2), 257 p.
MICROFICHE (NCJ 16113)
MICROFICHE (NCJ 16025)

Much of the material contained in the final report of the Jacksonville consolidation study cited previously (entries 13. and 14.) was drawn from these two volumes.

containing research papers. Volume 1 is a collection of four papers, including an analysis of the consolidated government, events leading to consolidation, recommendations, and a history of law enforcement in the Jacksonville area. Volume 2 contains five working papers, including descriptions of the transition and first four years of consolidation, an analysis of costs, and quality of consolidated police services.

16. LAUDENSLAGER, SAMUEL. Providing Legal Assistance to Small and Rural Law Enforcement Agencies, Part 1 — The Regional Legal Advisor. Police Chief, v. 41, no. 8: 53 - 58. August, 1974. (NCJ 16738)

This article reviews the responsibilities and experiences of attorneys employed by regional organizations to provide legal advice to the area police departments. A region may consist of several counties, an area within a county, or a county which has a number of police agencies. Despite differences in locale, regional legal advisor operations are similar. There is a common emphasis on the educative role of the legal advisor, transmitting legal knowledge to officers via training lectures, informal cruiser-time, rap sessions, and regular newsletters. Thus far, only two regional legal advisor grants have completed the full term, but experiences there indicate that as officers put such training into practice, the legal advisor's role changes from primarily training to case follow-up and system liaison, with training becoming supplemental.

17. MCDAVID, JAMES C. Interjurisdictional Cooperation Among Police Departments in the St. Louis Metropolitan Area. Bloomington, Indiana, Indiana University, Department of Political Science, 1974. 40 p. MICROFICHE (NCJ 15468)

An analysis is made of the character and type of cooperative arrangements, with the conclusion that cooperation tends to be informal and unwritten. Formal consolidation of services within a written agreement was found not to exist. Departments in multiple jurisdictional and adjacent settings tended to cooperate informally in a reciprocal exchange of services. It was found that municipal police departments often requested assistance from neighboring jurisdictions if their own patrol units were busy when the need arose. The reciprocal nature of these exchanges was considered to make informal agreements self-enforcing. Police associations also provided members with a means for exchanging information. Further research into the nature of informal agreements is recommended. It was concluded that the relationships between quantities and varieties of cooperation on the one hand, and police performance on the other, have not yet been systematically examined.

18. NATIONAL COUNCIL ON CRIME AND DELINQUENCY. Survey and Planning Center. A Consolidated Police Agency for Bernalillo County and the City of Albuquerque. Austin, Texas, 1973. 229 p. (NCJ 14070)

This is an organization and implementation plan to consolidate the services performed separately by the city police department and the county sheriff department. The services and organization of the two law enforcement agencies were analyzed by a survey team from the National Council on Crime and Delinquency.

This team decided that the Albuquerque police department had both the structure and the resources to absorb the law enforcement functions of the county sheriff department. It was strongly recommended that the sheriff's role in Bernalillo County be limited to the non-law enforcement functions of court services, transportation and guarding of prisoners, and the operation of the civil division. A strategy is presented for sequential phasing of the multiple functions of each existing agency into a consolidated unit. Legal considerations, financing a consolidated law enforcement department, and special problem areas are also discussed.

19. NORRGARD, DAVID L. Regional Law Enforcement — A Study of Intergovernmental Cooperation and Coordination. Chicago, Public Administration Service, 1969. 58 p. (NCJ 7175)

This study concentrates on the advantages of intergovernmental programs and arrangements in the area of local law enforcement and the means for implementing such programs. Smaller police jurisdictions face ever-increasing problems in view of continually rising operational costs and the fact that the criminal in a modern vehicle is no respecter of jurisdictional boundaries. This work discusses the problem and suggests solutions through coordination or consolidation of various units. The author begins with a brief overview of the quality and quantity of service of several police agencies representative of metropolitan areas. After covering areas that he believes to be below required levels, he discusses various means by which regional law enforcement programs might be organized to greater advantage. The following functions are analyzed in terms of their capability of being performed on an areawide bases: recruitment and training of personnel, planning and research operations, management of records, communications, detention, laboratory services, criminal investigation, vice repression, juvenile delinquency control, and special task force operations. Numerous examples of coordinated or consolidated programs currently in operation are cited. Throughout the discussion, there is emphasis on reorganization and integration of police services, but without unnecessary sacrifice of local control.

20. OREGON LAW ENFORCEMENT COUNCIL. Portland-Multnomah County. Police Consolidation Project — Concept Papers. Portland, 1975. 96 p. MICROICHE (NCJ 31643)

This is the final report of the police consolidation project. This document contains four papers that make specific recommendations on such areas as police training, police planning, and police jurisdiction. The goal of the police consolidation project was not merely to merge the existing county and city police agencies, but to develop an entirely new police design which would be more responsive to community needs, cognizant of citizen rights, and efficient and flexible. Objectives of this project included organizing a participatory planning model, conducting an organizational resource inventory of police agencies in Multnomah County, conducting an inventory of police clientele, defining the legal parameters of police operations, and implementing those recommendations that are approved and supported by police officials. The papers in this document present recommendations consistent with the general goals of the project. Topics

include a proposal for reorganizing police training, a model for a citizen complaint system, a proposal for reorganizing police planning, and a proposal for redrawing the boundaries between the Portland police bureau and the Multnomah County division of public safety.

21. ———. Portland-Multnomah County. Police Consolidation Project — Consultant Report: Organizational Resource Inventory. By Koepsell-Girard and Associates, Inc. Portland, Oregon, 1974. 521 p. MICROFICHE (NCJ 14262)

This report describes the police consolidation phase of the proposed combination city-county government of Portland and Multnomah County, Oregon. Subjects discussed in this report include an organizational description of six affected agencies, police activity tabulation and description, the present allocation and deployment of manpower resources (both sworn and non-sworn), personnel policies and procedures of the departments, and the evidence and property control procedures of the agencies. Recommendations are made for consolidation and improvement of the above services and resources.

22. ———. Portland-Multnomah County. Police Consolidation Project — Consultant Report: Pension Study. By Philip H. Talbert and Associates, Inc. Portland, Oregon, 1973. 47 p. MICROFICHE (NCJ 30828)

This report describes the development and primary features of a unified retirement plan for all city and county law enforcement officers and fire fighters falling under the proposed consolidated city-county government. This pension plan was developed at the request of the city-county charter commission staff. Several factors in the development of this pension plan are first discussed. These include differences in the existing pension plans, the benefits of each plan, costs of funding a master plan, comparisons of master plan funding costs to existing plans' costs, and alternative methods of funding the consolidated plan. A draft of the consolidated plan, developed by the consultants, is provided. Among the topics addressed in this master plan are eligibility, member contributions, funding, benefits, and refunds. Also included is a section indicating funding costs that would be present should city-county consolidation fail and the master plan be extended only to city and county law enforcement officers in the event of department merger.

23. ———. Portland-Multnomah County. Police Consolidation Project — Consultant Report: Police Career System. By Social Development Corp. Portland, Oregon, 1975. 259 p. MICROFICHE (NCJ 30190)

This report describes a career system for police officers in Multnomah County, Oregon for use on a consolidated or a regional basis, including job descriptions for all positions. The job task analyses were performed using a process developed and refined by the U. S. Department of Labor. The description of the career system includes a look at the structure of a model career system and a comparison of the model with the organizational structures it must accommodate. Personnel selection, placement, and advancement procedures are described.

24. ———. Portland-Multnomah County. Police Consolidation Project — Consultant Report: Police Clientele Inventory. By Yaden Associates. Portland, Oregon, 1974. 132 p.
MICROFICHE (NCJ 31961)

This report covers the results of a telephone interview survey of persons calling the police to request assistance. This study was conducted to provide information that would assist the project staff in developing a plan for consolidating police service in the county. It focused on four main areas — the characteristics of people calling the police for various kinds of services, differences in clientele served by the various agencies, the type of police response to various situations, and the "citizen" evaluation of the services they received. The police agencies involved in this study were the city of Portland police bureau, the Multnomah county division of public safety, and the city of Gresham police department. Study information was obtained from telephone interviews with a sample of persons who had called these three agencies for assistance during January, February, or March of 1974. Survey data is reported in 38 tables. Descriptive statistics are used for the data analysis. Results are rated as sample proportions responding to questions. The appendix contains a copy of the 39-item police-client questionnaire, an item-by-item tabulation of questionnaire responses, a report on the monitoring of the dispatching process in the three police agencies, and an excerpt from a report on Portland citizen attitudes regarding the proper role of the police officer in society.

25. ———. Portland-Multnomah County. Police Consolidation Project — Executive Summary of the Staff Report. Portland, Oregon, 1974. 33 p.
LOAN/MICROFICHE (NCJ 31960)

This is an overview of the major recommendations and conclusions reached in the staff report, covering such topics as administrative trends, options for police consolidation, the role and goals of police, and police organization. The police consolidation staff report was prepared to assist local governmental officials in establishing policy for the improvement of police operations. In this summary a synopsis of conclusions is first presented. These state that police line functions should be reorganized; that police administrative activities should be merged with those of parent governments; that a public safety support agency should be established; and that a countywide police personnel system should be implemented. Conclusions about the police role and responsibilities and specific goal statements for local police agencies are also summarized. For each consolidation option presented, the major features and arguments for and against the option are outlined. Reorganization proposals for line functions, administration, and support staff are described as well.

26. ———. Portland-Multnomah County. Police Consolidation Project — Reports of the Subcommittees. Portland, Oregon, 1974. 446 p.
LOAN/MICROFICHE (NCJ 14542)

This document contains reports prepared for a proposed city-county consolidation between Portland and Multnomah County, Oregon. The reports, prepared by the project's subcommittees, were concerned with the effects of regionalization on: youth services, employee compensation, field operations, evidence and property

control, internal affairs, harbor and river patrol, identification and scientific investigation, legal advisors, inspections, and promotional policies and procedures. Also considered were: intelligence, motor pool and transportation, recruitment and selection, investigative policies and procedures, planning and research, rules and regulations, equipment, public information, training and education, reserve police, and records management.

27. ———. Portland-Multnomah County. Police Consolidation Project — Staff Report. Portland, Oregon, 1974. 167 p.
LOAN/MICROFICHE (NCJ 17982)

Police regionalization plans were prepared for a proposed city-county government consolidation between Portland and Multnomah County, which was not enacted. The present policing system is described as well as the policing requirements of the Multnomah County governments. The role and goals of the police are set forth. Three options for police consolidation are considered — complete consolidation of police operations, the establishment of a public safety support agency, and the ad hoc elimination of duplications in support activities. The internal organization of area police departments is discussed, and recommendations are presented for improvement.

28. OSTROM, ELINOR and ROGER B. PARKS. Suburban Police Departments — Too Many and Too Small? In Masotti, Louis H. and Jeffrey K. Hadden, Eds. Urban Affairs Annual Reviews. v. 7, The Urbanization of the Suburbs. Beverly Hills, California, Sage Publications, Inc., 1973. p. 367 - 402.
(NCJ 12291)

Four hypotheses derived from arguments for the consolidation of police within metropolitan areas and consequent elimination of most suburban police forces were examined. Findings from previous studies that utilized aggregate statistical data are discussed. The responses to a nationwide sample survey of citizens living in a variety of urban locations ranging from small, suburban municipalities to very large center cities, are analyzed. Also presented are the findings from two comparative studies of similar neighborhoods within single metropolitan areas served by small and large police departments. The major conclusion that can be derived from the analysis is that proposals for the elimination of suburban police departments by consolidation are not based on firm empirical evidence.

29. ———, ROGER B. PARKS, and GORDON P. WHITAKER. Do We Really Want to Consolidate Urban Police Forces? A Reappraisal of Some Old Assertions. Public Administration Review, v. 33, no. 5: 423 - 432. September/October, 1973.
(NCJ 12061)

The provision of small-scale neighborhood police services was compared with large-scale police departments in the Indianapolis, Indiana area. In examining six neighborhoods in Marion County, Indiana, it was found that small police departments can provide higher levels of service than larger departments. It was also found that high degrees of specialization and professionalization are

not required for effective police services. The authors suggest that more serious attention should be paid to proposals for creating small jurisdictions within large cities to provide generalized patrol services while enhancing opportunities for community control. At the same time, large-scale police jurisdiction in the same city may be used to provide the more technical services which require specialization of personnel and equipment.

30. _____ and others. Community Organization and the Provision of Police Services. Beverly Hills, California, Sage Publications, Inc., 1973. 95 p. (NCJ 12297)

Police services in the Indianapolis metropolitan area are examined to compare larger scale, centralized police departments with small, community-controlled departments. Many scholars and administrators have urged the consolidation of police agencies serving a single metropolitan region into one force. Others have proposed a radically different kind of reform — creating smaller police departments subject to neighborhood control in the big cities. This study examines the effect of different forms of community organization on the quality of police services by comparing departments in three small, independent residential communities in Marion County, Indiana with those in three closely matched adjacent neighborhoods in Indianapolis. The results indicated a consistent pattern of better services by the smaller, community-controlled departments. The study also looked at the different production strategies used by the two types of police departments. The Indianapolis police use a task-oriented strategy involving high levels of supportive services and specialized units to deal with particular problems. The independent communities, on the other hand, use a patrol-oriented strategy in which a larger proportion of resources is allocated to patrolling the area served. The study was unable to draw conclusions about the relative efficiency of the two types of police organization, since both the amount of resources devoted to police services and the level of quality of those services were higher in the smaller departments.

31. PENNSYLVANIA GOVERNOR'S JUSTICE COMMISSION. An Evaluation of the Northern York County Regional Police Department. By G. Stephen Lloyd and others. Public Administration Service. Harrisburg, Pennsylvania, 1974. 43 p. MICROFICHE (NCJ 17381)

In this evaluation, cooperative police services of several boroughs and townships are refined to include routine patrol, traffic enforcement, 24-hour complaint service, and criminal and juvenile investigation. The evaluation of the Northern York County Regional Police Department (NYCRPD) was conducted in two phases over a period of two months by a two-man evaluation team of Public Administration Service (PAS). The first phase consisted of a one-day site visit in January of 1974 to collect basic data and to establish the general framework for conducting the evaluation. Methods of obtaining information included basic data collection, group interviews, individual interviews, and participation in the observation of operations. The second phase involved the development of evaluation measures to determine whether goals and objectives are being met. It was decided that measures of effort, efficiency, and performance would be made. Evaluation results and recommendations for further improvement are made in

the following areas — crime, traffic and service record, relationships with the police commission and other agencies, relationships with communities, organization, management and control practices, field services, support services, and personnel management.

32. ROGERS, BRUCE D. and C. MCCURDY LIPSEY. Metropolitan Reform — Citizen Evaluations of Performances in Nashville — Davidson County, Tennessee. Bloomington, Indiana, Indiana University, Department of Political Science, n. d. 25 p. Publication No. R75-2 (NCJ 15755)

This survey indicated higher citizen satisfaction with locally provided government services than with services provided by a large metropolitan government. A questionnaire was distributed to approximately 100 household spokesmen from two adjoining, predominately white, lower-middle class jurisdictions in Nashville, Tennessee. One of these 500-resident neighborhoods received government services provided by the previously consolidated Nashville metropolitan government. The other provided its own services. Those respondents from the service self-sufficient community indicated a higher degree of satisfaction with the level of services, a greater amount of perceived government concern, and a more effective police force than did those responding from the municipally serviced community.

33. SAN DIEGO COUNTY. Final Report on the Feasibility of a Coordinated Records and Communications System for Region 11, California Council on Criminal Justice, County of San Diego. By Public Systems Incorporated and Institute for Police Studies, Department of Criminology, California State College at Long Beach. San Diego, 1971. 30 p. MICROFICHE (NCJ 7949)

The requirements for record services, data processing support, and communication facilities for the county's law enforcement agencies are examined in this document. The feasibility of a coordinated approach to the provision of emergency services on a countywide basis, suggestion of the extent to which such coordination should be achieved in order to attain maximum effectiveness and efficiency of these services without abrogating local control of emergency services, and recommendation of the broad outline of an implementation plan to achieve this coordination are documented. This report presents, in the form of specific recommendations, the major policy decisions that must be made within the county in order to achieve the coordinated system. In particular, an organizational structure by which design, implementation, and operation of the coordinated system can be achieved is presented. The authors claim that there are no technical or economic hindrances to implementation of the system concept presented in this document.

34. SKOLER, DANIEL L. and JUNE M. HETLER. Criminal Administration and the Local Government Crisis — The Challenge of Consolidation. The Prosecutor, v. 5, no. 4: 261 - 269. July/August, 1969. LOAN (NCJ 11251)

Importance of consolidation is discussed in light of increasing demands upon criminal justice functions and the growing fiscal crises of local governments.

Consolidation, as considered here, covers a range from full intergovernmental mergers to contractual services and regionalization. Possible consolidation schemes for law enforcement, prosecution, courts, and corrections are presented. Recent attempts at consolidation are included as examples.

35. SOUTH CENTRAL CONNECTICUT REGIONAL CRIME SQUAD. Final Narrative Report, n. d. 5 p. LOAN/MICROFICHE (NCJ 14318)

A background of the philosophy and need for a regional law enforcement agency and data on warrants and arrests of this regional crime squad are given in this report. Regional law enforcement agencies were created in response to the need for more mobile and flexible agencies, unhampered by local political boundaries. This crime squad operates separately from local departments. The squad's activities are directed at combating narcotics traffic and illegal gambling. The crime squad has managed to maintain its strength between 7 and 10 full time personnel under command of a detective sergeant from the New Haven police department. Specific activities of the squad are described.

36. U. S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Police Technical Assistance Report — Consolidation of Police Records and Communication, Mineral Wells, Texas, Police Department. By Ronald F. Wiborg, Public Administration Service. Washington, 1975. 28 p. Report No. 75-046-004 MICROFICHE (NCJ 29652)

This study covers the consolidation of police records and communications for the Mineral Wells, Texas police department and the Palo Pinto County sheriff's department. The study is concerned with planning a joint headquarters facility for the two departments. The four main areas under consideration are jail size and capacity, office space requirements, communications equipment, and records equipment.

37. ———. Law Enforcement Assistance Administration. Police Technical Assistance Report — Consolidation of Police Records and Communications, Lockhart/Caldwell County, Texas. By Larry R. Walton, Public Administration Service. Washington, 1975. 39 p. Report No. 75-079-016 MICROFICHE (NCJ 30333)

This report contains an investigation of the manpower utilization, records system, and communications system of the city of Lockhart and Caldwell County police and sheriff departments. This report called for review of two subjects: the feasibility of centralizing radio dispatch services for city and county law enforcement personnel and the review of a new position of police administrative coordinator. Observations showed that communications were, in effect, already consolidated, since the city provides communications services to the northern half of the county. The records and reporting, radio communications, manpower, and physical facilities were reviewed. It was determined that the new position of police administrative coordinator was not feasible.

38. _____, Law Enforcement Assistance Administration. Police Technical Assistance Report — Delaware — Intergovernmental Jurisdictional Analysis, By James P. Morgan, Jr., Westinghouse Justice Institute. Washington, 1975. 10 p.
Report No. 75-58 LOAN/MICROFICHE (NCJ 30185)

41. ————. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Central Police Dispatch — Division of Central Operations for Police Services (COPS) — Muskegon, Michigan — An Exemplary Project. By John J. McDonnell. Washington, U. S. Government Printing Office, 1975. 146 p.
LOAN (NCJ 30393)
Stock No. 027-000-00364-8

The Central Police Dispatch (CPD) was created by an inter-local agreement through which eight communities have pooled their resources to provide an around-the-clock, civilian-staffed, efficient, and high-quality centralized police dispatching service. Muskegon's CPD, one of 17 programs designated "exemplary" by LEAA, is providing more extensive and effective dispatching services to its member jurisdictions than those members could provide separately. Administrative control is vested in a board of directors composed of a municipal official from each jurisdiction. Operating procedures are described, and the achievements of the system are compared with standards put forth by the National Advisory Commission. The cost of the project is analyzed, and internal and external evaluation procedures are presented. The final section lays out an overall approach to the implementation of a central dispatch system in other jurisdictions.

42. ————. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Systems Analysis of Criminalistics Operations — Final Report. By Walter R. Benson, John E. Stacy, Jr., and Michael L. Worley, Midwest Research Institute. Washington, 1970. 216 p.
MICROFICHE (NCJ 10372)

A systems analysis of the role of criminalistics in law enforcement and criminal justice which defined factors that influence size and location of criminalistics operations was conducted. In conjunction with that analysis, an estimate was made of national demand for criminalistics services. A study followed which investigated the influence of crime laboratory location upon that demand. These several analyses resulted in the development of two quantitative planning concepts with which to structure crime labs in accordance with need. Also described are seven major crime lab location strategies that are based on operations at five different levels — city, Standard Metropolitan Statistical Area (SMSA), state, regional, and national. A cost-effectiveness that discriminates between location strategies relative to performance and cost indices is explained. The appendices include a laboratory analysis and budgeting system, a tabulation of crime lab services, and an analysis and flow charts of laboratory procedure.

43. ————. Office of Law Enforcement Assistance. Coordination and Consolidation of Police Service, Problems and Potentials. By G. Stephen Lloyd and David L. Norrgard, Public Administration Service. Washington, 1966. 300 p.
LOAN (NCJ 284)

This is an analysis of the problems of local police administration and the potential of coordination or consolidation of services as an aid to repression of crime. Topics covered include coordination and consolidation of: legal, political, social, and economic obstacles; staff services, recruitment, training, planning, criminal

interaction, and purchasing; auxiliary services, records, communications, detention facilities, and laboratory services; and selected field services, criminal investigation, control of delinquency, vice control, and special task force operations. Also considered are police service and jurisdictional consolidation, under metropolitan government, through county subordinate service, district, annexation, contract law enforcement, and special districts; and role of the state in improving local police service.

44. ———. Office of Law Enforcement Assistance. Effective Police Organization and Management — v.2, County Police Systems. By G. Douglas Gourley and others, California State College at Los Angeles. Washington, 1966. 196 p.
(NCJ 1462)
PB 220 798

County police systems are characterized as archaic structures in need of administrative and organizational change. The current county sheriff systems, centralization versus autonomous entities, types and methods of consolidation, and model organizations are discussed. The report recommends centralization of most services and decentralization of operations. Thirty-three references are provided.

45. ———. Office of Law Enforcement Assistance. Effective Police Organization and Management, v. 3, State Police Systems. By G. Douglas Gourley and others, California State College at Los Angeles. Washington, 1966. 131 p.
(NCJ 404)
PB 220 799

An organizational and management model for state law enforcement agencies, based on a comparison of existing organizations, is described. Principles of centralization of services and decentralization of operations are discussed. Guidelines for organization and management are identified by both definition and example. Numerous organizational charts and tables illustrate the text.

46. ———. Office of Law Enforcement Assistance. Project CLEAR — County Law Enforcement Applied Regionally. OLEA Grant 167. A First Year Report. Washington, 1968. 130 p.
MICROFICHE (NCJ 10138)

This document describes the development of Project CLEAR, a regional police information system serving all law enforcement agencies in Cincinnati and Hamilton County. Project CLEAR is a part of Cincinnati's regional computer center, an electronic data processing center serving all city agencies. This report contains the management concept, design concept, systems specifications, and hardware and facility details for the entire regional computer center, but concentrates on the communications network, operations, staff development, and level of implementation of CLEAR. Long range goals for CLEAR, which utilizes a random file concept and which will be in operation at all times, includes developing interfaces with the LEADS program of the Ohio highway patrol, and possibly a similar system in Kentucky. A report summary follows.

47. _____ . Office of Law Enforcement Assistance. Project CLEAR — County Law Enforcement Applied Regionally — Project Summary of the First Year Final Report. Washington, 1968. 5 p. LOAN (NCJ 524)

This is a summary of an implementation of a regional police information center, serving 38 urban and rural police agencies in Hamilton County, Ohio. The background and plan are presented. Hardware selection and installation, communications network, staff development, system design concepts, management information concept, and staff development are discussed. Also included are long-range goals, scheduling, and publicity.

48. U. S. NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS. Combined Police Services. In its Police. Washington, U. S. Government Printing Office, 1973. p. 108 - 116. (In NCJ 10858)
Stock No. 2700-00174

Suggestions for improved efficiency in police operations through combined services are highlighted in this article. Nine specific suggestions are offered. Some of the topics covered include costs and service, mutual aid plans, enabling legislation, state staff services, and types of combined services.

49. WALZER, NORMAN C. Economies of Scale and Municipal Police Services. Ph.D. Dissertation. Urbana, University of Illinois, 1970. 81 p. (NCJ 12077)

This is a study of the theory that as police agencies grow larger and unify jurisdictionally, the per-unit cost of police activities decreases. Notwithstanding the fact that 75 percent of a police department budget is allocated for wages and salaries, the author concludes that it is possible that a larger governmental unit could provide a better quality of service at a lower cost. This might result from specialization and division of labor, larger resources from which to draw during critical periods, and the fact that substations need not be duplications of headquarters where a single department services a jurisdiction. The author forms a model and a regression equation and analyzes the regression results. All data, including the questionnaire and price index used, are included as is a bibliography.

50. WASHINGTON LAW AND JUSTICE PLANNING OFFICE. Consolidation of Police Services: The Snohomish County Experience — Plans for Improvement. By Eastman Middleton Associates. Olympia, Washington, 1971. 265 p. (NCJ 10812)
PB 224 302/AS

Objectives, implementation plans and scheduling, and cost considerations for consolidating police services are proposed after a study of existing services. Organization, management, and funding requirements are discussed for the following — a center for police staff and auxiliary services, a county office of court services, a county department of corrections, and a county police depart-

ment. The appendices contain materials applicable to the establishment of these services, such as position descriptions, training syllabi, a recommended library bibliography, operating procedures, and suggested articles of incorporation. An evaluation of existing police services and the recommendations for improved service which resulted from the study are contained in a companion volume, detailed in the following citation (entry no. 51).

51. ———. Consolidation of Police Services: The Snohomish County Experience — A Status Report and Key Recommendations. By Eastman Middleton Associates. Olympia, Washington, 1971. 70 p.
(NCJ 10813)
PB 224 301/AS

Evaluation of existing police services within the county, analysis of need for services, and recommendations for improving services by consolidation and coordination are discussed. A key feature of the study was the close and continuous interaction between the task force, public officials, and the citizenry. Recommendations include establishment of a center for police staff and auxiliary services to manage and provide supportive services, and the long-range creation of three new county elements — a county police department, a department of corrections, and an office of court services. Charts, figures, and tables provide graphic information on present police organization, population profiles, clearance rates, financial factors, police personnel, and operations expenditures. Implementation plans for these recommended improvements are found in a companion volume (entry no. 50).

52. WILSON, QUENTIN. Three Years On. Police Research Bulletin, no. 23: 12 - 27. Spring, 1974.
(NCJ 13712)

The post-regionalization success of police services in a Scottish county was made possible through suggestions obtained from a management consulting firm. The newly organized police jurisdiction was shackled with a command structure that dated from 1860. Consultants made recommendations that are responsible for the success of the amalgamation. Physical facilities were reorganized and workloads were balanced to reflect peak crime times and areas. Computerized information was utilized for patrol deployment and traffic control. Many local police stations were closed to be replaced by store-front police shops that provide a place of contact for the public in town centers that formerly had police stations. A switchboard operator is on hand and is able to locate and notify the police on request. In addition, certain personnel, recruiting, and training reforms have made this regionalization a publicly recognized success.

APPENDIX

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