

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Shawnee, Oklahoma, Police Department
Shawnee, Oklahoma

March 23, 1973

Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

37626

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Lewis G. Bell
Police Management Consultant
La Grange, Georgia

B. Date Assignment Received:

February 9, 1973

C. Date of Contact with LEAA Regional Coordinator:

February 12, 1973

D. Dates of On-Site Consultation:

February 15-27, 1973

E. Individuals Contacted:

Norman Martin, Executive Director
Oklahoma Crime Commission
Oklahoma City, Oklahoma

James Gleason, Deputy Director
Oklahoma Crime Commission
Oklahoma City, Oklahoma

Ms. Nancy Cauthron
Director of Planning Division
Oklahoma Crime Commission
Oklahoma City, Oklahoma

Marion Stepson
Operations Division
Oklahoma Crime Commission
Oklahoma City, Oklahoma

Richard Rescorla
Criminal Justice Planner
COEDD
Shawnee, Oklahoma

William D. Frueh, City Manager
Shawnee, Oklahoma

Chief Kentrol Gill
Shawnee Police Department
Shawnee, Oklahoma

Assistant Chief Clyde Hair
Shawnee Police Department
Shawnee, Oklahoma

Betty Cartwright
Planning Technician
COEDD
Shawnee, Oklahoma

Several additional members of
the Shawnee Police Department

Several citizens of Shawnee

II. STATEMENT OF THE PROBLEM

A. **Problem as per Request for Technical Assistance:**

Evaluate departmental organization, management, and deployment of manpower.

B. **Problem Actually Observed:**

As stated.

III. FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached consultant's report.

V. RECOMMENDED COURSES OF ACTION

See attached consultant's report.

I. THE FINDINGS AS TO THE NATURE OF THE PROBLEM

The request for a management study of the Shawnee Police Department was prompted, in part, by the impending retirement of the present Chief. It is the desire of the city officials to determine if major changes in police management procedures are needed. If so, they would like to be in position to make these changes coincide with the change in leadership. In addition to an evaluation of organization and management, this study is to include an evaluation of manpower deployment.

Since the above conditions were rather broad, it seemed that all phases of management should be examined. This was done. This report will relate only to those areas where deficiencies seem to exist and may not reflect the depth to which the Department was probed.

II. FACTS BEARING ON THE PROBLEM INCLUDING PERTINENT BACKGROUND AND HISTORICAL MATERIALS

Shawnee is a city with a population of about 26,000 people. It has a City Manager—Commission type of government. It is a city of diversified economy, having many industries and various manufacturing plants. There are two colleges in the city.

The City Manager is a very capable and energetic administrator, and he seems to have adequate backing from a progressive Commission. Last year, Shawnee received several national awards for civic achievement.

The 1972—1973 Annual Report for the City of Shawnee devotes a section to each department in the city government. The section on the Police Department is introduced as follows:

"The Police Department provides service 24 hours a day, using 6 cruisers, sophisticated radio communications and a teletype system. The composition of the department includes a Police Chief, Assistant Chief, 3 Captains, 2 Field Sergeants, 3 Booking Sergeants, 1 Records Clerk, 4 Detectives, 11 Traffic Officers, 13 Patrolmen, 2 Meter Maids, 5 Dispatchers, 1 Secretary and 1 Poundmaster.

In May this year, 5 females were employed in the Communications Division. Their duties include answering telephone calls to the Police and Fire Departments, and dispatching radio messages to Police, Fire and local Government vehicles. They also operate the teletype unit.

Major improvements upon moving into the new City Hall are the installation of 5 TV cameras and monitors, which monitor strategic areas within the department, new communications equipment and a tape logging machine, which tapes all incoming and outgoing radio and telephone messages for police and fire calls."

This gives an immediate insight into the extent to which this department is doing a good job of keeping pace with the times—though it is small, it is progressive.

The present Chief is a graduate of the National Academy and has about 20 years' experience in his field. He seems to enjoy good relations with the city officials and with the general public. He does have some who are critical, which is true in any law enforcement agency which operates in an efficient manner.

III. AN ANALYSIS OF PROBLEMS AND DEFICIENCIES AND POSSIBLE COURSES OF ACTION

Communications (Personnel)

There is a communications problem in the Department. People at the operational level seem at a loss as to what person or persons they should be responsible. They are not too sure as to whom they should try to please.

The only available organizational charts show functions, but do not show chain of command or span of control (Exhibit A).

The operational personnel feel they are asked to attend meetings only when something has gone wrong. This is not necessarily the case, but staff meetings and roll-call meetings are not held regularly.

The communications problem could be solved by clearly defining the chain of command and acquainting each employee with the proper channels of communications, and seeing that these channels are kept open. Working with the Chief, a chart was drawn which portrays the proper chain of command and span of control as the Department is now operating (Exhibit B). Neither this chart nor any other chart should be adopted as a rigid, fixed skeleton. To be most useful, it must be a fluid thing—one which is adaptable to changing conditions. Of course, no chart alone can accomplish much in management, unless supplemented. The Shawnee Police Department already has an excellent Operations Manual in the hands of each employee. This manual, and a graphic illustration, in the hands of each employee should be good guidelines, but it is up to management to see that the channel of communication is open in both directions.

Records Keeping

The Department has a good records system, but the records are not used as a basis for preventive or enforcement action. The only basis for justifying an elaborate records system is to put it to good use in enforcement action. The Shawnee Police Department should adopt a full-fledged program of selective enforcement. This would be no cure-all, but it is the best tool affordable for a scientific program of preventive enforcement. Since the Department already has the mechanics, it would be a small but very practical step to classify information from reports in such a way as to feed back information to field personnel within a very short time. This feed-back should include information as to what violations are occurring, and where and when they occur, broken down by days of the week and hours of the day, and if possible, why these violations are occurring. By close analysis, a trend should be detected soon after it starts. Any information an officer on a beat has available that will help him better serve the people of the community is a good investment.

Changing of Shifts and Shift Rotation

One of the deficiencies in this department is the method now used for changing shifts. They are on a set schedule, changing shifts three times a day at a predetermined time. During these periods of shift change, no officer is available on the streets for a period of 20–30 minutes. This would be very welcome information to safe burglars, those wishing to transport drugs into the City, or any other type of illegal operators who could do their dirty work within a few minutes time. An immediate solution to this problem would be to stagger shift changes over a period of 30 minutes or more.

In this connection, there has also developed what might be considered a managerial problem in assigning men to permanent shifts. Most of the rookies in the Department are assigned to the midnight shift, it should cause no surprise that most complaints of misconduct had to do with the activities on the midnight shift.

In staggering shifts, serious consideration might be given to staggering them an even four hours apart. Some of the veterans now working the evening shift and some of the veterans now working the morning shift would overlap each end of the midnight shift.

Another solution would be to start a complete system of rotation of personnel on all three shifts. This system, no doubt, would run into serious objections and possibly resentment. Men on this police force do a little "moonlighting" in order to supplement their salaries. Those now having fixed hours of outside employment might conceivably suffer serious financial setbacks were they required to rotate shifts. It is also worthy of note at this point that about the only thing a veteran officer has to look forward to is a permanent assignment on the day shift, since there is no longevity pay system.

Manpower Disposition by Shifts

Under the present procedure, the Department has 7 men available in the field on the day shift, 11 on the evening shift, and 12 on the night shift. During the on-site consultation, as few as four men were in the field on the day shift. In the normal course of operation of the average police department, there is more activity on the day shift than on the night shift, and it is recommended that the number of men in the field on the day shift be increased. A quick look might indicate that some men should be diverted from the night shift in order to strengthen the day shift; however, this is not necessarily the case. There are 19 people assigned to the day shift, but only 7 in the field. These 19 people include some clerical workers, or communication operators. An increase in the number of patrolmen and traffic officers would be good here, but budget preparations must be made well in advance in order to increase the size of the Department.

Another solution might be to have less personnel at the administrative level and more at the operational level. This type of transition is not something that should occur overnight in a police department, but rather gradually over a period of time.

Handling of Supplies

There seems to be a definite weakness in the management and handling of supplies. While necessary supplies, such as flashlight batteries, ticket books, etc., should be made available to any officer at any time, one can not approve a system whereby supplies are completely open to anybody at any time without any records being kept. Some system of accountability in the issuance of supplies must be established in order for this to be a businesslike operation.

The ideal solution in the handling of supplies would be to place the responsibility and authority in one person. This person should be able to supply management with detailed information as to the type and amount of supplies issued to any given officer for any given period of time. Recognizing the fact that no one man can be present in the supply room all the time, it would be more practical to develop a system where available authorized personnel might issue supplies but where appropriate records would be kept at all times. Supplies that cannot be classed as expendable should be especially well inventoried. If, for example, an officer draws a new flashlight, he should be required to either turn in the old flashlight, or account in some satisfactory manner to why this is impossible.

IV. RECOMMENDED COURSE OF ACTION

Communications (Personnel)

In order to establish good communication within the Department, it is recommended first that the chain of command be clearly defined. As a guideline, it is suggested that Exhibit B, or some similar scheme, be made familiar to each employee. It is further suggested that staff and roll-call meetings be held at regular intervals. At these meetings it should be kept in mind by management that communications, to be effective, must be a "two-way street." At the beginning it will be difficult to get the average patrolman or traffic officer to really come out in the open with some of his personal problems. It is very important, however, that this be accomplished. It is also of prime importance, that regardless of how trivial a problem may seem to management, that it be treated very seriously in dealing with the employee. In addition to keeping open a good line of communication, these meetings could prove to be a valuable source of ideas for management. It is always helpful to get the viewpoint of any problem from the operational level; otherwise, administration is restricted to a narrow point of view.

At the time of the change in administrative head of the Department, it is recommended that a position of assistant chief be eliminated from the organizational structure. When this is accomplished, another change or two should then be effectuated. Since there is no immediate supervision of the detective force at the present time, it is recommended that the detectives be placed under the immediate supervision of the day and evening shift captains. This scheme of organization is portrayed in Exhibit C.

As a long-range plan, in order to better come within the generally accepted guidelines of the proper span of control, the organization should be further simplified. Directly under the Chief should be one captain in charge of all law enforcement efforts and one captain in charge of all support activities. With this in mind, it is recommended that the general organization shown in Exhibit D be adopted as a long-range goal. The main reason for placing this as a "long-range" goal is to permit waiting until positions naturally become vacated. To do otherwise would create quite a morale problem.

Selective Enforcement

The Department has available the facilities for a good selective enforcement system. At the present time the Department is not taking advantage of information given. It is strongly recommended that spot maps be kept. It would be most appropriate if one spot map were kept for traffic and another for other violations. In addition to a spot map, a record should be kept showing traffic accidents or other violations by the time of day and the day of the week. This information should be compiled periodically. A form should be developed for compiling and feeding this information back to the officers in the field (sample forms of this type may be obtained from any of the larger city police departments).

All this, however, will be to no avail unless it is used as a basis for deploying manpower. The form should give the officer in the field some idea as to the type of trouble most likely to occur, where it is most likely to occur, and when. In some instances, the supervisor should be able to advise the officer as to what preventive action he should take in certain specific areas. A selective enforcement system using proper spot maps and records information will provide the City Manager, or any other official, with information as to conditions that have existed in any given area, since the system has been in use.

Such a system would also be helpful to management in planning manpower deployment, in proper shift-changing times, and in scheduling leave and time-off. A simple solution to pinpoint times of accidents and violations would be the use of a chart similar to Exhibit E, using map pins to indicate the times of reports from information obtained from investigation reports. A monthly report of activities should be submitted to the City Manager.

Shift Changes

Much thought has been devoted to changing shifts. It is firmly recommended that the shift changes be staggered by at least 30 minutes so that at no time is the field completely devoid of manpower whatever the choice, preferable change would be that the shift changes be staggered by one full hour. It is recommended that it commence immediately.

Rotation of Shifts

So far as rotation of shifts is concerned, the short-range recommendation is that no change be executed at this time. The reason for this recommendation is that the Chief has recently inaugurated a system by which veteran officers can receive some financial benefits by working on the night shift. The only difference between a traffic officer and a patrolman is that a traffic officer is in a higher salary range. In order to become a traffic officer, a patrolman must have seniority. The Department now has 11 traffic officers. By promoting one patrolman to a traffic officer, it would be possible to have four traffic officers assigned to each shift. This would assure a good distribution of veteran officers, and is highly recommended.

EXHIBITS

Exhibit A

CURRENT OFFICIAL ORGANIZATION
SHAWNEE POLICE DEPARTMENT

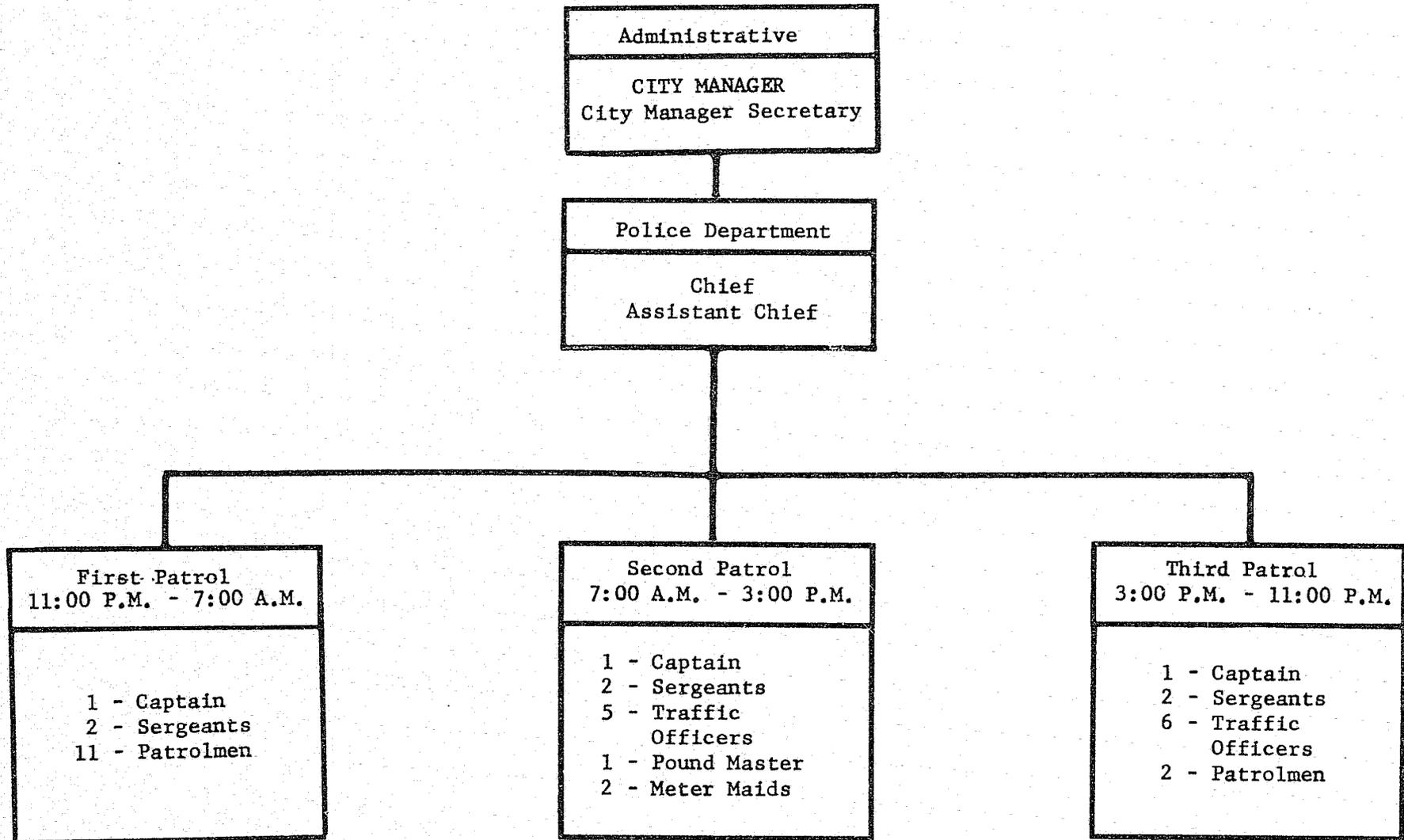


Exhibit B

ACTUAL PRESENT ORGANIZATION
SHAWNEE POLICE DEPARTMENT

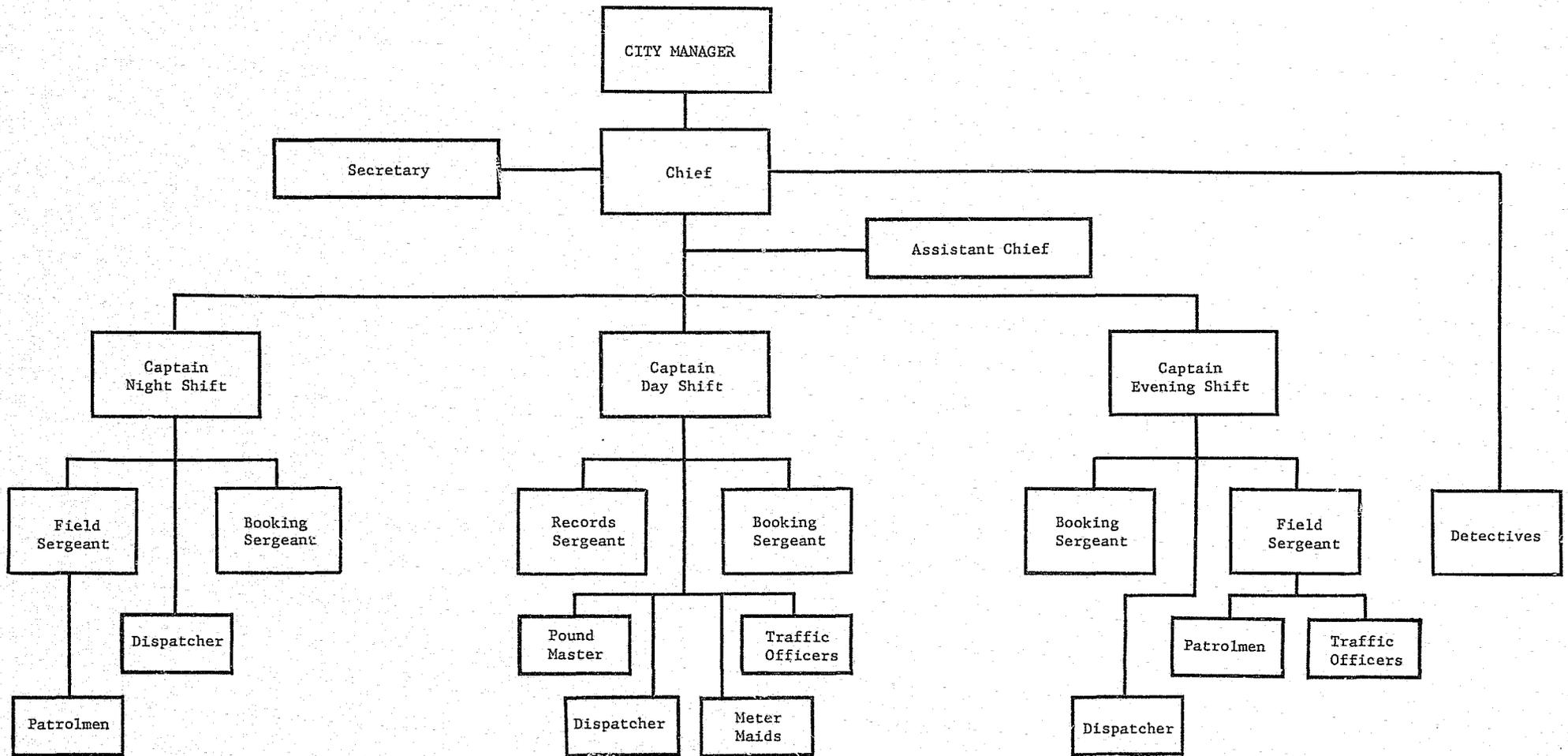


Exhibit C

PROPOSED ORGANIZATION
SHAWNEE POLICE DEPARTMENT

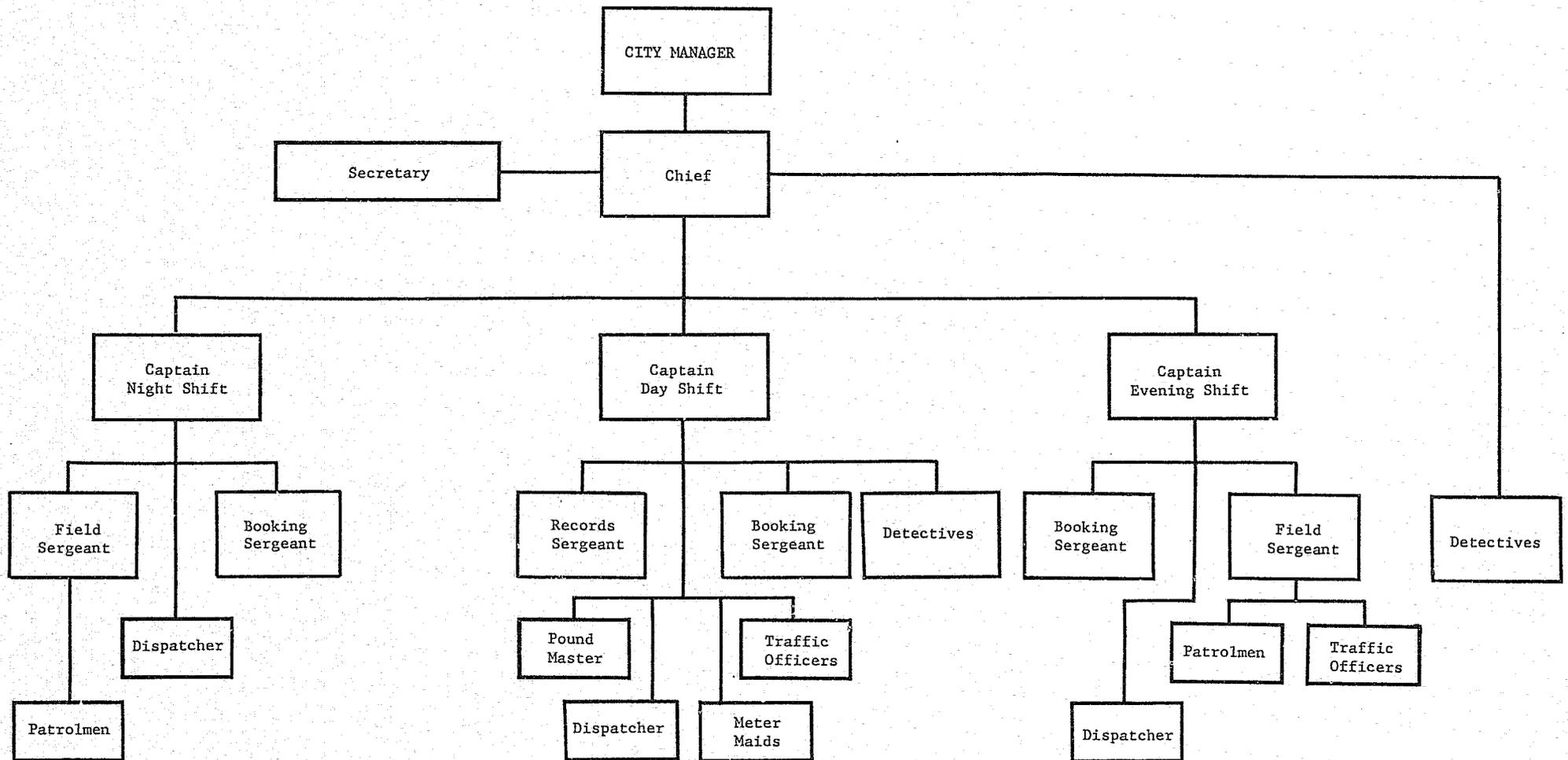


Exhibit D

LONG-RANGE RECOMMENDED ORGANIZATIONAL STRUCTURE
SHAWNEE POLICE DEPARTMENT

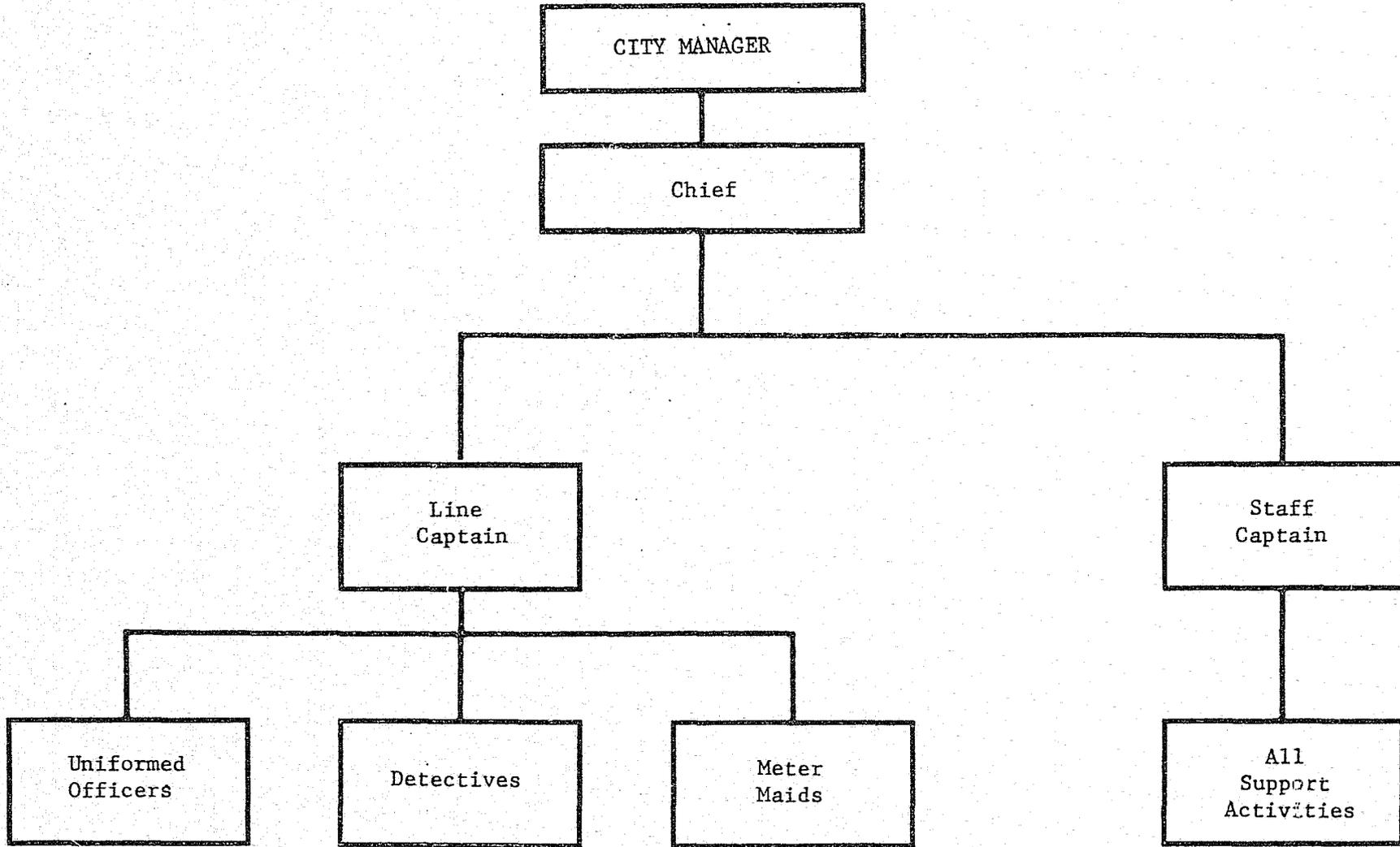
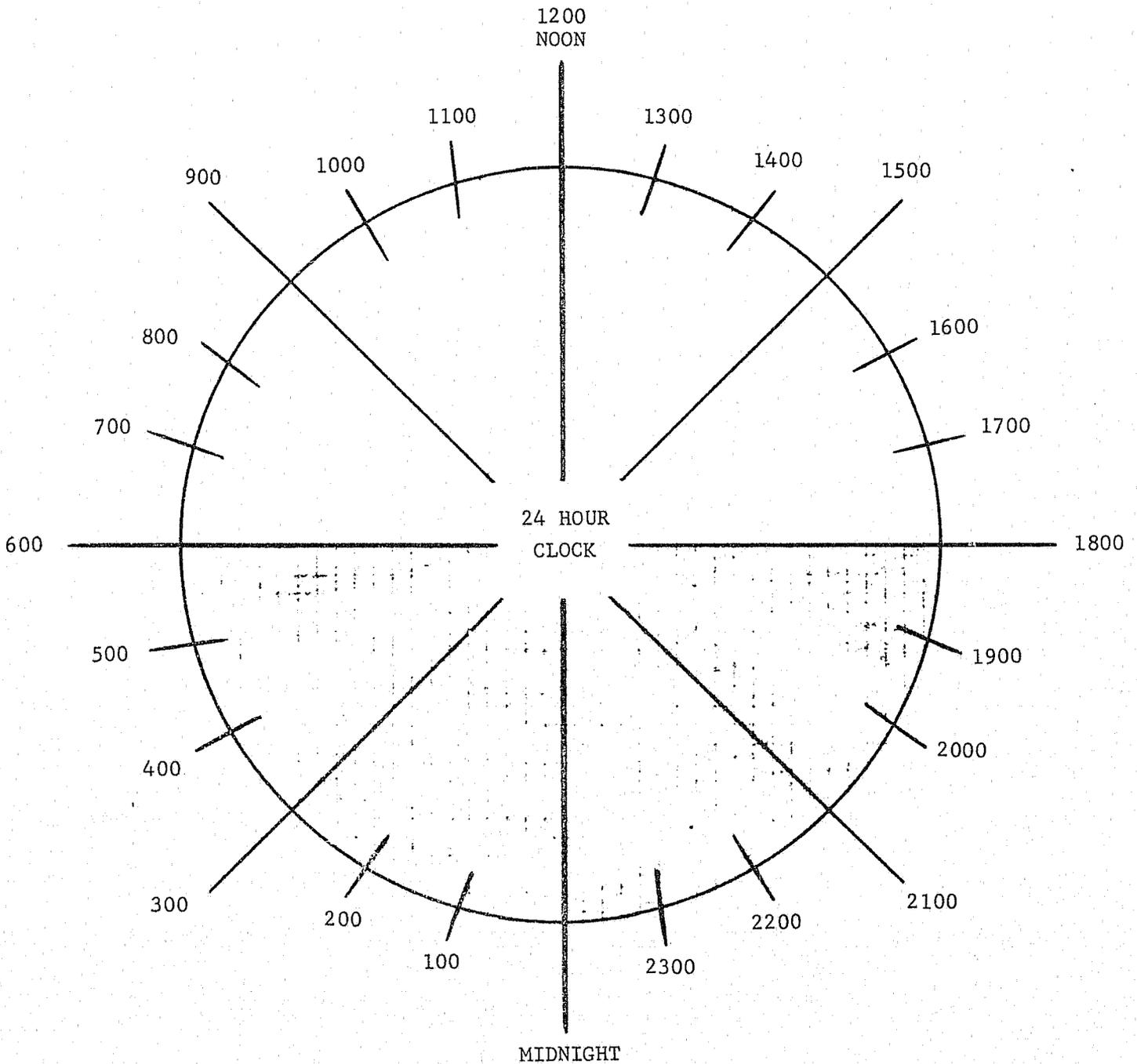


Exhibit E
INCIDENTS BY TIME AND DAY OF WEEK
SHAWNEE POLICE DEPARTMENT



SIMILAR CLOCKS FOR EACH DAY OF THE WEEK

END

7 26/03/1961