

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

*In Response to a Request for Technical Assistance*

*By the*

Saint Paul, Minnesota, Police Department

August 24, 1973

NCJRS

NOV 30 1976

ACQUISITION

*Prepared by:*

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

(Per Contract J-LEAA-015-72)

37852

190

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

John P. Kenney  
Police Consultant  
Newport Beach, California

Patrick T. Maher  
Staff Associate  
Public Administration Service

George W. Greisinger  
Staff Associate  
Public Administration Service

B. **Date Assignment Received:**

May 23, 1973

C. **Date of Contact with LEAA Regional Coordinator:**

May 23, 1973

D. **Dates of On-Site Consultation:**

June 13-15, 1973; and July 23-25, 1973

E. **Individuals Contacted:**

Lawrence D. Cohen  
Mayor  
City of Saint Paul, Minnesota

Angela L. Wozniak  
Administrative Aide to the Mayor

Frank D. Marzitelli  
City Administrator

Richard H. Rowan  
Chief of Police

D. J. Blakely  
Deputy Chief, Patrol Division

R. F. LaBathe  
Deputy Chief, Investigative Division

W. W. McCutcheon  
Deputy Chief, Administrative Division

T. S. Griffin  
Deputy Chief, Services Division

Lieutenant R. McDonald  
Training Bureau

Lieutenant Richard MaCado  
Patrol Division

Richard Ruedy  
President  
St. Paul Police Federation

## II. STATEMENT OF THE PROBLEM

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

General evaluation of the organization and structure of the Police Department, its objectives, functional capacity, and planning and developmental capability.

### B. Problem Actually Observed:

The original Technical Assistance Request contemplated a comprehensive organization and management survey, but the 30-day limit on the assistance was not sufficient to complete such a comprehensive study. In discussion with the Mayor and his staff the following four areas were selected as capable of sufficient study within the allotted time span:

1. Determine if the departmental deployment of manpower and its resource allocation are such that the Police Department is utilizing its personnel resources to the fullest capacity.
2. Determine if the administrative procedures and policies of the Police Department are capable of resolving new problems and being responsive to social conditions as they arise.
3. Determine if there is a morale problem among the patrolmen; and if there is, analyze the causes.
4. Determine if the Police Department is meeting the needs of the community.

### Role Perceptions and Management Relationships

In discussing the background of the request with the Mayor and his staff, several pertinent facts were related which provide insight into the study areas.

The Mayor wants to build a first-rate police department that will provide excellent service to the community and, as a by-product, become a national example for other police agencies. In doing so, he has placed "service" as the number one police priority; he is striving to respond to what he perceives are the desires of the citizenry. In attempting to respond to this priority of service, the Mayor and his staff requested that nine specific areas within the Saint Paul Police Department be reviewed:

1. The extent of long- and short-range planning.
2. The receptivity to change by the administrative staff of the Police Department.
3. The efficiency of the organization and the effect of the Department's reliance on military structure with the related abundance of supervisory positions.
4. The extent of initiative by police administrators in responding to community needs by designing and implementing programs to meet community needs.
5. The nature of morale especially among the younger, more educated police officers who appear more willing to respond to leadership and motivation rather than simply to comply with orders.
6. The number of police officers performing work that might be performed by nonpolice personnel.
7. A state law that appears to exclude advancement of many educated and qualified personnel because it gives undue preference to veterans.
8. The absence of Police Department manuals.
9. The absence of Police Department activity reports or management information which could be used by the Mayor's office in making policy decisions.

### III. FACTS BEARING ON THE PROBLEM

#### Demographic and Crime Statistics

The 1970 census placed the Saint Paul population at 309,980, a 1.1 percent decrease from 1960; 31.7 percent of the population are 18 years of age and under. There was a 13.3 percent decrease in the 18 and under population group and a 10.4 percent increase in the 65 and over age group. The median age in 1960 was 30.8 years as compared to a median age of 28 in 1970. Approximately 38 percent of the population is 21 years of age and older. The City has a racial minority comprising only 4.6 percent of its population. There is an average of 2.86 persons per household.

The median income is \$10,544 and the mean income is \$11,956. There is a 3.6 percent unemployment rate and 6.4 percent of the families have an income below the poverty level. Families with an annual income of \$15,000 or more account for 22.2 percent of the population.

Saint Paul does not have many of the problems that confront other urbanized areas. Its relatively prosperous citizens are not faced with excessively violent or property related crimes that plague urban areas with high unemployment, substantial racial problems, and a large number of low income families.

Table 1 depicts the Part I crime levels for 1968 through 1972. The crime level decreased steadily from 1969 through 1971. Although 1972 showed a nominal 2.7 percent increase over 1971, the 1972 level is still 5.8 percent less than 1968. It appears, therefore, that the overall crime level in Saint Paul is relatively stable. At least a part of this success in combatting crime must be attributed to the ability of the Saint Paul Police Department to respond effectively to criminal activity.

Any further discussion of the operations of the Saint Paul Police Department must be made in relation to two reference points. The first of these is the adoption of a new City Charter that took effect June 6, 1972, establishing a strong mayor-council form of government (Chart I) and abandoning the commission form of government which had existed since 1914. The second is a comprehensive study conducted in 1962.

#### The Department Within the Municipal Structure

The new Charter provides for an elective chief executive (the Mayor) and an elective legislative body (the Council). The Mayor is vested with the supervision of all city departments. To assist him in the day-to-day administration of city affairs, the Mayor appoints a city administrator.

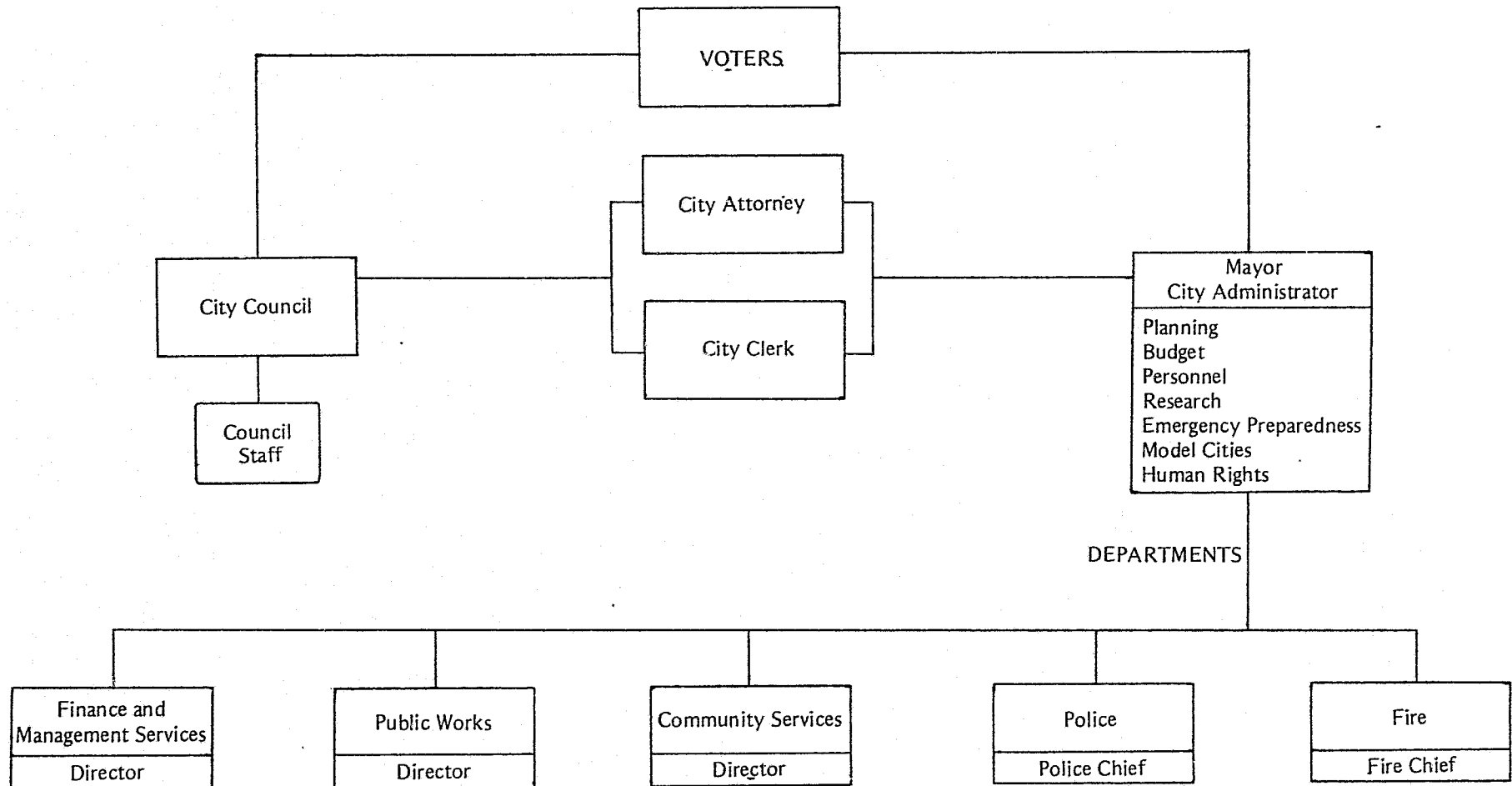
The Council is composed of seven members elected at-large. The Mayor and council members are elected for two-year terms of office.

Table 1  
PART I OFFENSES KNOWN TO THE POLICE  
SAINT PAUL, MINNESOTA  
1968-1972

	<u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>	<u>1968</u>
Murder and Nonnegligent Manslaughter	38	35	26	32	38
Forcible Rape	90	79	65	89	90
Robbery	838	892	1,160	982	901
Aggravated Assault	558	498	562	590	460
Burglary	6,693	5,919	5,927	6,015	6,341
Theft--\$50 and Over	3,771	3,998	3,929	3,987	3,530
Auto Theft	<u>2,832</u>	<u>3,011</u>	<u>3,393</u>	<u>4,047</u>	<u>3,959</u>
Total	<u>14,820</u>	<u>14,432</u>	<u>15,062</u>	<u>15,742</u>	<u>15,319</u>

Chart I

CURRENT ORGANIZATION OF CITY GOVERNMENT  
SAINT PAUL, MINNESOTA  
EFFECTIVE JUNE 6, 1972



As a consequence of adopting a new form of government, the Department of Public Safety which existed under the old Charter and included the Bureaus of Police, Health, and Fire was abandoned and the Department of Police began its separate existence within the general structure of city government. The Saint Paul Police Department, as an executive agency of the City of Saint Paul, is under the direct control of the Mayor. Responsibility for the daily management of the Police Department is vested in the Chief of Police. Although the Mayor is responsible for direct control of the Police Department, he has delegated much of the responsibility for overseeing police operations to the City Administrator. In addition, the City Council exerts control through the passage of ordinances, the authorization of operating funds, and the occasional review of departmental functions.

Even though the structure of government is generally defined within the new City Charter and existing ordinances, the role perceptions and relationships between the Mayor, as chief executive of the City, and the Police Chief are not really clear as yet and are in an evolutionary process. Reporting and communications lines are as yet somewhat ambiguous and changing.

Section 71.c of Ordinance 15337 provides that the Chief of Police "shall have the power and duty to take all personnel actions and shall have the power to prescribe such rules and regulations as he deems necessary. The Chief shall also be accountable to the Mayor and subject to his supervision and control." The exact balance in this relationship has not been clearly defined and the Chief is still somewhat uncomfortable in his changed administrative position.

Section 7.1b of Ordinance 15337 outlines six specific functions of the Department, all of which emphasize the intent of the Council to have the Police Department function in a legalistic role:

*Departmental functions.* The Department shall perform the following functions:

1. Preserve the public peace, prevent crime, and detect and arrest offenders.
2. Administer and enforce laws regulating, directing, controlling, and restricting the movement of vehicular and pedestrian traffic, and the general use of the streets by vehicles and the public.
3. Operate a training program to maintain and improve the efficiency of the members of the Department.
4. Prepare reports on injuries to persons and property occurring by accident or otherwise on the street, in alleys, and other public places within the City as required by law.



5. Provide a procedure for the sale, destruction, or other disposition of all weapons or other articles used in the commission of crime or coming into the custody of the Department, provided, that where such weapon or article may be used as evidence in either a civil or criminal proceeding, it shall in no way be disposed of except upon a written order of a court of law.
6. Provide a procedure for the sale of unclaimed, lost, or stolen articles coming into the custody of the Department.

The service orientation philosophy of the Mayor does not strictly conform with the role of the police, as defined by the City Council. By the same token, the Ordinance does not preclude the Mayor's emphasis on a service role. Police Department members, however, seem to agree with a legalistic emphasis and thus are resisting the Mayor's attempt to alter that role.

In the short one-year period of this "strong" mayor form of government, both the informal and formal processes by which police policy is established and direction and coordination are provided to the Police Department have not been clarified by thoughtful consideration and careful planning by those city officials concerned. Left unattended, this unstructured and undefined management environment could have a serious and detrimental impact upon police service in Saint Paul.

### Historical Development of the Police Department

The other major consideration is a 1962<sup>1</sup> study that made numerous recommendations directed toward "the high potential of the bureau to be among this country's foremost Police Departments (that) only needs release and direction to be realized." A decade later it is appropriate to say that to a large degree the Saint Paul Police Department has released that potential and must be ranked among this country's foremost police departments.

Two findings and recommendations from the 1962 report have a direct bearing on the current review of Saint Paul Police Department operations:

#### *Finding—40*

Veterans' preference in its several applications adversely affects bureau morale and efficiency. Morale is adversely affected because excellent men who are nonveterans have little opportunity for promotion. By virtue of the veterans' preference provision the bureau is regularly promoting less qualified men than it has available.

#### *Recommendation—40*

Governing law should be changed so that each veteran has only two opportunities to use veterans' preference: (1) for his recruit

<sup>1</sup> The Eastmans, Bureau of Police, St. Paul, Minnesota: A Study and Report (East Lansing, Michigan, 1962).

examination and (2) for *one* promotional examination, at his own discretion. The preference should consist of 10 percent of *earned grade* only. His place on the eligible list should be determined by his total grade, earned grade plus 10 percent of earned grade.

***Finding—41***

A patrolman eligible for promotion must make an almost irrevocable decision on his promotion route. Two routes of promotion are now available to a patrolman. He may choose the route of sergeant, lieutenant, captain, and deputy chief (uniform). Or he may choose the route of detective, detective lieutenant, and deputy chief (detective). Presently, a patrolman can gain uniform lieutenant's salary in *one step* by accepting an appointment as a detective. This has a tendency to "sidetrack" potential supervisory and command officers into a specialist activity to the detriment of the bureau.

***Recommendation—41<sup>2</sup>***

The present position of detective should be abolished except for the incumbents. Former sergeants, now detectives, who wish reassignment to sergeant status, should be encouraged to apply for such transfer with the approval of the Chief. As vacancies occur and *need filling*, sergeants with at least one year's experience should be *assigned* to investigative duties. Attrition of the incumbents will be fairly rapid for reasons mentioned above. Under present manning proposals, this would ultimately mean 97 sergeants and no detectives rather than 47 sergeants and 50 detectives.

The two areas of the 1962 report highlighted here have particular significance in view of the Mayor's comments concerning the veterans' preference law and the high number of sergeants (both of these areas are discussed in detail below). Taken as a whole, however, the entire report is of greater significance. The Saint Paul Police Department has undergone such tremendous change that it cannot be compared to the 1962 organization. Not only were most of the recommendations implemented, but as the years passed, the Department has continued to modify its administrative practices and organizational structure in order to keep abreast of changing conditions. The Police Department has and continues to respond to changes in its operating environment. The Public Administration Service survey team, however, has found some administrative, organizational, and management practices which can be improved.

<sup>2</sup>

It should be noted The Eastman Report reluctantly proposed this recommendation in recognition of the fact that department tradition would not allow a better method.

## Mayor—Chief Relationships

The PAS consultants are of the opinion that the Chief can and has acted as the Police Department's chief administrator. The key issues appear to be: (1) the opposing philosophies between the Chief and Mayor about the role of the police in Saint Paul and who has the authority, right, and responsibility to outline police policy; and (2) how to establish a system of effective communications between the Mayor's office and the Police Department.

As head of an executive agency within the Saint Paul city government, the Chief is responsible to the Mayor. In actual practice the Mayor has delegated much of his daily administrative responsibility to his principal administrative assistant, the City Administrator, and, thus, the Chief reports to the City Administrator in most matters.

The existing communications arrangements between the Mayor's office and Police Department officials are found to be deficient both qualitatively and quantitatively. In short, there has been a general breakdown of communications between the Mayor's office and the Police Department.

The Police Department administrators are sometimes confused by to whom the Department reports. In the past, the Police Commissioner was the single individual to whom they reported. With the charter change, the Department receives different and often confusing or contradictory instructions, especially between the Mayor and the Civil Service Commission. Some of this has been resolved since the Mayor designated the City Administrator as his direct link to the Police Department, but problems still exist.

Departmental administrators also do not seem to know the Mayor's policies on police service. While all stated that they believe the Mayor is genuinely interested in police service and police problems, none could describe any specific police policies or objectives that have been issued to the Department.

The information received by the Mayor concerning community attitudes and opinions on police operations comes essentially from two sources: (1) community meetings that he has attended; and (2) direct contact by him or his staff with departmental personnel. The Mayor responds to his perception of community demands based upon feedback obtained through these sources. It was through this method that the decision to implement foot patrolmen was made. (The Mayor readily admits that foot patrol is a much more expensive method of providing patrol functions but feels that if the citizens want this type of service, then he will provide it.)

## Preliminary Findings

The following represents preliminary findings by the PAS survey team regarding these and other general and specific areas.

### 1. Planning

Generally, long-range planning is not being conducted by the Police Department. Department officials contend that given the nature of the new governmental structure, specifically the potential change in executive leadership every two years, long-range planning is of limited usefulness.

Short-range planning on a project basis is being done although it appears to be confined to department planning officials. Some department officials expressed concern that they have not been invited to participate in planning activities which affect their operations. There also appears to be a significant deficiency in budgetary planning. The Chief readily admits he is unfamiliar with budgeting and consequently delegates budget preparation activities to the Deputy Chief of Administration.

## 2. Change

A resistance to change by police officers is one criticism that has been leveled for a number of years by both the practitioner and academician. The extent that this resistance exists in the Saint Paul Police Department is the extent to which such resistance might be considered characteristic of the police as an institution, neither more nor less than one might expect.

In reviewing the recent history of the Saint Paul Police Department from 1962 to the present, it is readily apparent that the Department has been involved in considerable change. As mentioned previously, a comprehensive survey of police operations conducted in 1962 generally found the Department totally ill-prepared to respond to police needs, but that report is largely outdated today due to massive changes in organization, procedures, operations, and administration.

## 3. Organizational and Administrative Effectiveness

Executive direction of the Police Department is provided by the Chief of Police and four deputy chiefs. In addition, the head of the Internal Affairs Unit reports directly to the Chief and performs an important management control function.

The organizational structure itself (Chart II) is probably not functionally organized for the most effective operation of the Police Department. For example, the Administration Division has the Data Systems Bureau, Radio Bureau, Identification Bureau, and Information Processing Bureau, all of which could be placed more appropriately in the Services Division. The Services Division is responsible for the Personnel Bureau and Community Relations Bureau, both of which could be placed more appropriately in the Administration Division. Similar functions are assigned improperly to other divisions.

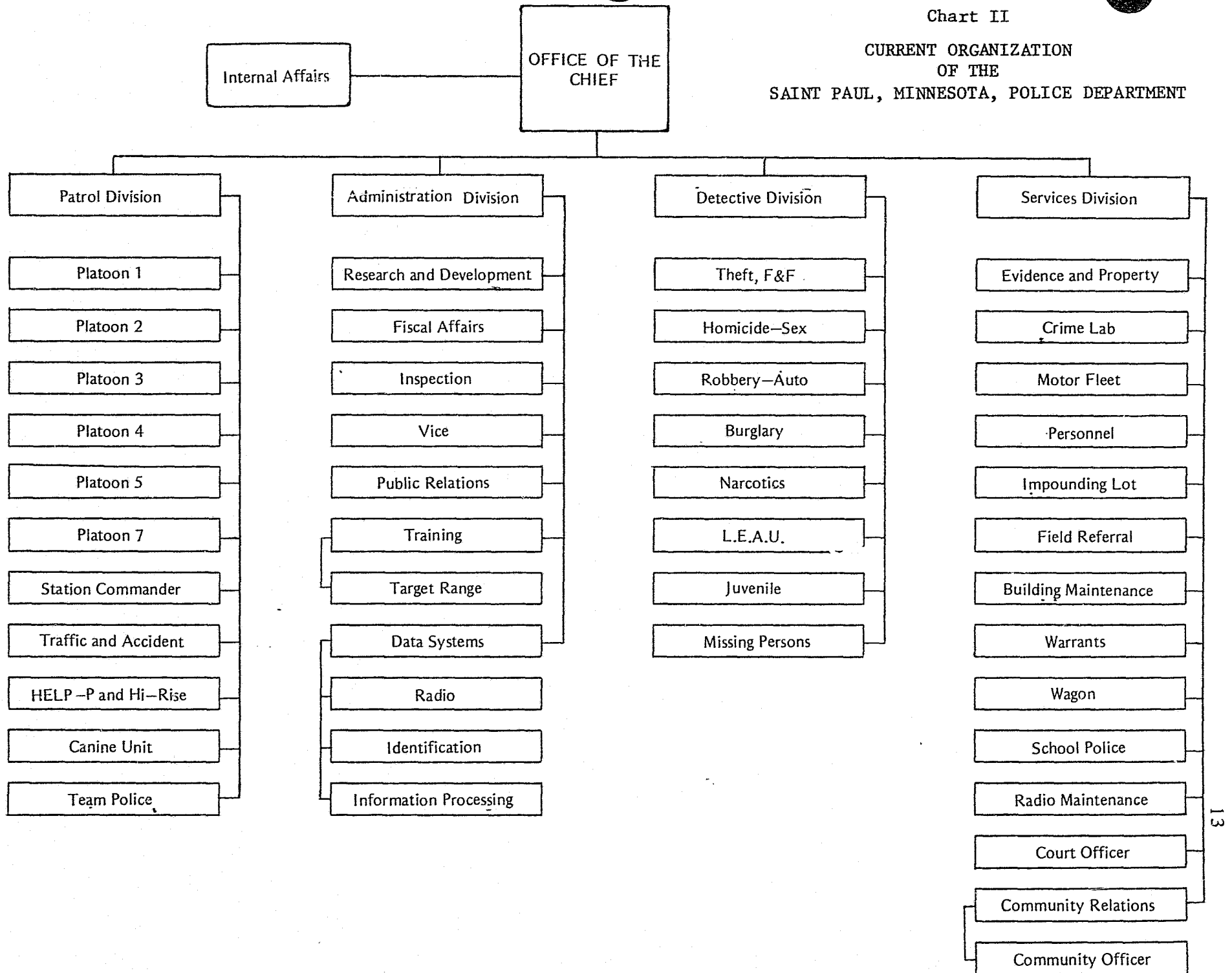
Another weakness is too many organizational units, resulting in an attitude of "doing what's right for the (Vice, Narcotics, Personnel, etc.) Unit" as opposed to doing "what's right for the Police Department and the community." The more fragmentation that exists, the more coordination is required to insure that organizational goals are met. Thus valuable energy that should be spent on program activities is diverted to an unnecessary coordination of effort.

The current organization of the Patrol Division fails to provide accountability. Supervisory and management personnel (sergeant through captain) are not being used to their full potentials.

The Saint Paul Police Department patterns itself after most American police departments in adopting a quasi-military organization and using military ranks (sergeant,

Chart II

CURRENT ORGANIZATION  
OF THE  
SAINT PAUL, MINNESOTA, POLICE DEPARTMENT



lieutenant, and captain) to identify supervisory personnel. Table 2 appears to indicate that there is one supervisory rank for every 2.156 patrolmen. In reality, the ratio is closer to one supervisor for every 5.208 or more patrolmen. In comparing the first level of supervision (i.e., sergeant) to the number of patrolmen, there is one first level supervisor for 7.14 or more patrolmen.

The deception in supervisory-subordinate ratios is caused by a distortion in the actual use of rank. While the rate of sergeant is generally considered to be a supervisory position, many police departments use it for the purpose of paying individual nonsupervisors more money for special reasons. For example, if a department does not pay overtime, but has a nonsupervisory specialist position that requires a lot of overtime, the individual is promoted to sergeant. This provides a means to compensate a selected individual without granting the same level of compensation to all members. In reality then, rank serves two purposes: (1) rank designates and compensates supervisory personnel; and (2) rank allows a department to compensate, for a variety of reasons, specific individuals without extending the same compensation to other individuals in the Police Department.

In the Saint Paul Police Department, rank is also used as a means of granting specialist pay to investigators because the Department has traditionally had a policy of such additional compensation. In 1962, Eastman Associates recommended restructuring the promotion system to replace the rank of detective with that of sergeant. Over the past 10 years, 22 detective ranks have been replaced with sergeant positions. The remaining 28 detective positions, through attrition, will eventually convert automatically to sergeant positions, thereby increasing the number of current sergeants. The number of sergeants acting as supervisors will remain relatively stable except as affected by an increase in manpower.

An average of supervisory ratios to total subordinate personnel (sworn and nonsworn) on a departmental basis is one supervisor for every 9.462 or more subordinates. These actual supervisory-subordinate ratios probably represent a balanced distribution of supervisors to subordinate personnel but could be increased by permitting greater decision making in the lower ranks (refer to Part IV of this report).

The deployment pattern appears to allocate inadequately available personnel to levels of service. Deployment is accomplished through six platoons (or shifts) that are scheduled to overlap each other. Each platoon is commanded by a lieutenant who must deploy his personnel within specified geographic boundaries. With the exception of certain required assignments, a lieutenant may deploy his force as he deems appropriate within the geographic boundaries. To aid each platoon commander in determining assignments, statistical data that indicate activity levels in 99 reporting districts, or grids, are provided on a daily basis. This method should allow flexibility in deployment based upon varying needs and fluctuations of activity, but it is being improperly used.

Several platoons are scheduled on a "4-10" plan (four 10-hour days per week rather than five 8-hour days per week). Theoretically, a "4-10" plan permits a police department to deploy its patrol force during the hours and days of peak activity. Generally, the evening hours (1500-0300) have the highest level of activities. In Saint Paul, these patterns hold true and the use of the "4-10" concept aids in meeting these increased

Table 2

DIVISIONAL AND UNIT ASSIGNMENT OF PERSONNEL  
POLICE DEPARTMENT  
SAINT PAUL, MINNESOTA

Position	Office Of The Chief	Administration	License	Patrol	Detectives	Services
Chief	1	0	0	0	0	0
Deputy Chief	0	1	0	1	1	1
License Inspector	0	0	1	0	0	0
Captain	1	2	0	6	7	1
Lieutenant	0	7	0	11	4	3
Detectives	0	1	0	0	28	1
Lieutenant <sup>a/</sup>	0	0	0	0	0	0
Sergeant <sup>a/</sup>	0	0	0	0	0	0
Sergeant	2	17	0	26	48	8
Patrolmen	1	30	4	324	1	26
Policewomen	0	0	0	0	0	0
Total	5	58	5	368	89	40

<sup>a/</sup> Source: 1972 Annual Report, Department of Police, Saint Paul, Minnesota.

activity periods. By the same token, Thursdays, Fridays, Saturdays, and Sundays are generally the days with the highest activity levels. To meet the demands on these days, the majority of officers should work Thursday through Sunday and be off Monday through Wednesday (i.e., a workweek of four days on-duty and three days off-duty). In Saint Paul, the officers rotate days off by working four days on-duty, four days off-duty, four days on-duty, four days off-duty, five days on-duty, three days off-duty, and then repeating this series. The Saint Paul Police Department's use of the "4-10" plan results in an improper daily allocation of personnel (some officers complained of having eight cars one night and only four cars the next night). Thus, the day of the week with the lowest activity levels (usually Wednesday) may have the highest number of officers while the day with the highest amount of activity (usually Saturday) may have the lowest level of officers.

In addition to the regular deployment pattern, two special programs, the Housing Environmental Liaison Police Program (HELP-P) was started in January, 1970, with federal aid, but the total cost is now borne by the Police Department. HELP-P is a modified form of team policing that operates in three (formerly four) public housing projects. An advisory board elected by the residents of each project meets with the HELP-P officers to establish policy and solve mutual problems and differences. A small office is maintained in each district. Deployment is highly flexible with much autonomy resting with the program commander. The Department maintains that the program successfully reduces crime and calls-for-service and increases community support of police operations. The records program design and evaluation component for the program, however, are lacking.

The City also commenced an experimental team policing program on June 17, 1973. The team policing program, an expansion of the HELP-P program, assumed responsibility for one of the housing projects originally handled by HELP-P. An isolated section of the City, located on the west side, was chosen as the section to test team policing because officials believe that the isolation of the area will aid in neutralizing external variables, thereby enhancing the validity of data used in analyzing program results. Team policing officers have assumed responsibility for delivery of all field police services in the program area. The method of team policing adopted by the Saint Paul Police Department has resulted in a need for more officers. Team policing, when properly implemented, should require fewer officers. Thus, the Police Department is not properly using team policing as a deployment practice. In addition, project design and evaluation criteria are lacking. Table 3 summarizes current deployment data.

The patrol force is inappropriately used as a manpower pool for other units in the Department. Although the Department is approximately 10 percent short of its authorized personnel strength because of the freeze on hiring, all other units are manned at nearly 100 percent of their authorized strength by drawing temporary personnel from the patrol force. Thus, the primary line function, patrol, is depleted to staff the supporting administration, services, and especially detective units. The reason given for this practice by the Chief and deputy chiefs is that if the budgeted positions in the Detective Division are left vacant, they will be eliminated. In fact, this is not the case, but the belief exists because of police perceptions of legal requirements. This issue emphasizes the conflict between City Council, Mayor, and City Administrator, and the Police Department.



Table 3

DEPLOYMENT OF PATROL FORCE  
OF THE POLICE DEPARTMENT<sup>a/</sup>  
SAINT PAUL, MINNESOTA

<u>Platoon</u>	<u>Hours</u>	<u>Zone</u>	<u>Lieutenants</u>	<u>Sergeants</u>	<u>Patrolmen</u>
1	0700-1500	II and IV	1	3	40
2	0800-1600	I and III	1	3	36
3	1500-0100	II and IV	1	4	49
4	1600-0200	I and III	1	4	48
5	1800-0400	Tactical Unit	1	4	12
7	2400-0800	Entire City	1	3	36
HELP-P	Varied	Selected Area	1	1	16
Team Policing	Varied	Selected Area	<u>1</u>	<u>5</u>	<u>20</u>
Total			<u>8</u>	<u>27</u>	<u>257</u>

<sup>a/</sup> The personnel levels were supplied by the Patrol Division. The personnel levels reflect the actual number of men assigned to each platoon as of June 17, 1973.

One final comment on deployment practices is significant. The current policy is to make all patrol cars two-man cars whenever possible. If there is a shortage of personnel, the practice is to eliminate one-man cars and assign two-man cars rather than to assign one-man cars. This results in an unnecessary requirement of additional personnel and reduced service. It is important to note, though, that the President of the Saint Paul Police Federation strongly supports two-man cars because of a belief that they are considerably safer than one-man cars. Any attempt to adopt a policy of one-man cars will likely result in strong opposition from the Police Federation. The City, therefore, will need to counteract the Federation position by drawing upon existing studies on one-man cars.

Another important consideration of administrative effectiveness is the training program. Training is the responsibility of the Training Bureau. Recruit training consists of 18 weeks (approximately 600 hours) and is conducted at the National Guard Armory. There is an average of 20 persons per class and one or two classes per year. The program is comprehensive and varied and appears to meet sufficiently training needs. In spite of recent criticism to the contrary by the City's Human Rights Commission, there are 43 hours of human relations and related training.

Generally, the in-service training is excellent. All Patrol Division personnel through the rank of lieutenant receive 40 hours of training annually. Training courses are based upon an annual survey that identifies operational deficiencies correctable by training. There is an annual supervisory training class that trains 30 presergeant or newly promoted sergeants.

The Department also conducts special training seminars and has made arrangements for college-credited extension courses through local universities. The Training Bureau is weak in roll-call training and in preparing training bulletins. The present Training Bureau commander has some excellent ideas for overcoming the weaknesses and for other improvements in training but lacks sufficient budgetary resources that will enable adoption of these programs.

The Department is also lacking in a continuing and comprehensive middle and top management in-service training program for lieutenants, captains, deputy chiefs, and the Chief.

#### 4. Administrative Initiative

The police do not display enough administrative initiative in responding to community needs. The causes for this lack of initiative can be attributed to several factors.

Historically, the Police Commissioner, a member of the City Council, and not the Chief of Police, was the real administrator of the Police Department. The Chief had no real power and could not exercise even minor authority without prior approval from the Commissioner. With the change in the City Charter, the Chief first realized true executive authority. Yet, he has received no training to aid him in altering his historic role, and he has been feeling his way along.

As pointed out earlier, the Chief's new role under the new Charter has still not been clearly defined. Both the Mayor and the Chief are still trying to define their respective roles in directing the Department.

In spite of these problems, the Chief has made some major executive decisions. He has directed the Deputy Chief of Administration to develop a departmental manual. An excellent management information system has been developed that ensures that the Chief sees pertinent information but does not flood him with superfluous information. The Chief receives and studies daily the following reports:

- Consolidated daily report of crime occurrences.<sup>3</sup>
- Holdover sheet of persons arrested.
- Daily bulletin of departmental announcements<sup>3</sup> and other relevant information including a hot sheet of stolen autos.
- Arrest reports.
- Offense reports which have been screened by subordinates and deemed important for the Chief's review.

The Chief also meets each morning with the head of the Internal Affairs Unit to discuss complaints and investigations concerning police officers. In short, the information contained in these reports appears to meet the criteria of relevancy, timeliness, and adequacy. None of the Department's managers, however, are using the information to its fullest potential. This is primarily due to insufficient training and a lack of procedures dealing with how the data can and should be used.

The Chief holds staff meetings with his top staff monthly or when special problems arise. Communications between the Chief and deputy chief appear good but can be improved. There are some problems with communications among deputy chiefs and middle management. There is a serious internal communications problem between management and line personnel. The Chief also works closely with the Police Federation, and he meets about twice monthly with the Federation President.

The Chief has knowledge of management concepts and keeps abreast of recent court decisions in personnel administration.

Line inspections are handled by platoon commanders and squad supervisors. A monthly inspection is conducted by the deputy chief of the Patrol Division. An internal staff inspection and review unit, the Inspections Unit, has overall responsibility for adherence to departmental policies and procedures.

## 5. Morale

A discussion of morale is limited first by finding an operational definition of what constitutes morale and secondly by how it can be measured. Using the Crawford Slip

<sup>3</sup> Copies of these reports should also be forwarded to the Mayor's office to provide him or his staff with an indication of police activities.

technique,<sup>4</sup> however, the PAS survey staff was able to identify areas of dissatisfaction. (The survey results are contained in Appendix I.) Through this approach and through direct contact with members of the Department, a number of specific concerns were identified by various individuals at all levels of the hierarchy. Some areas of dissatisfaction are as follows:

- The newly implemented team policing program because of:
  - Its location.
  - A belief that the site and program are only intended to further the political ambitions of a deputy chief who is also a State Senator.
  - The activity levels that do not seem to justify the number of officers assigned to the program.
- A recent court decision in a federal suit charging discrimination in hiring has temporarily frozen all hiring causing:
  - A shortage of authorized personnel.
  - Rescheduling of personnel during the summer months, thereby affecting vacations and other summer plans.
  - Many officers view attempts to alter selection procedures as "tampering with entrance requirements" that will only serve to lower the overall quality of personnel.
- The use of "provisional sergeants" in the Detective Division because of a belief that the selection process was arbitrary.
- A belief by patrol officers that the patrol force inappropriately serves as a manpower pool because:
  - There is approximately a 10 percent shortage of manpower in the Department.
  - All units except patrol units are nearly at full authorized strength because they draw temporary personnel from the Patrol Division.
  - The Chief and deputy chiefs *believe* that they *must* assign personnel to the Detective Division or lose the vacant positions.

<sup>4</sup> The Crawford Slip Technique is a simple process in which individuals are asked to write one comment on a slip of paper. Additional comments are written on other slips. The responses are then categorized into general areas to ascertain trends.

- A breakdown in internal communications that:
  - Causes dissatisfaction because of misinformation.
  - Exists because a departmental manual, which lists policy, procedure, and rules, is not published.
  - Can be resolved if the deputy chiefs, captains, lieutenants, and sergeants stop relying on their "military" positions and meet the patrolmen half way.

## 6. Nonpolice Personnel

The Saint Paul Police Department follows the typical pattern of police agencies throughout the United States as to the use of nonsworn personnel. Essentially, sworn officers are being used to staff positions which do not require powers of arrest or police authority when such duties can and should be performed by nonsworn personnel. Most of the civilian personnel currently employed by the Police Department are clerical employees. To correct this situation and to improve manpower utilization, the Department could benefit by: (1) conducting a comprehensive position classification study inventorying all departmental jobs including the identification of position duties and qualifications; and (2) by developing and implementing more enlightened hiring practices (e.g., hiring women for police duties or expanding the roles of nonsworn personnel).

## 7. Veterans' Preference

Veterans are provided promotional preference by state law, and this constitutes an area of concern since it inhibits the most efficient use of departmental manpower. Section 197.45, Subdivision 3, Minnesota Statutes (1973) states:

*Promotional Examination.* In any governmental agency having an established civil service or merit system where an applicant is a veteran and he has passed the promotional examination, he may elect to have a credit of five points added to the examination rating. The decision to make such election may be made either before or after the examination. If the election is made and the promotion is gained, such election shall preclude the use of a five point preference in further promotions. The name of the veteran or disabled veteran with such augmented rating shall be placed on the list of eligibles along with other eligible persons for the position or place, but the name of the veteran shall be entered ahead of a nonveteran when the ratings are the same.

The current statute defines a procedure that closely resembles that recommended by Eastman Associates in 1962. In comparison to the 1962 statute that gave veterans absolute preference over nonveterans, the current statute is much more equitable and realistic. There still remains under the present law, however, a strong advantage to veterans that may serve to disqualify more qualified nonveterans.

## 8. Departmental Manual

A rough draft of a comprehensive policy and procedure manual has been completed, but there is still considerable work before it can be printed and issued. It is important to note that the manual has been in preparation since the enactment of Ordinance 15337 that gave the Chief the power to issue rules and regulations. The Chief and his staff are of the opinion that prior to this ordinance, the Chief did not have the authority to issue such a manual.

## 9. Management Information and Reporting

A number of issues concerning management information and reporting have already been discussed. A few additional points, however, are warranted.

The Police Department's Automated Crime Reporting System, ALERT, provides considerable management information for such matters as budgeting, deployment, and other administrative programs. The police managers, however, do not make proper use of this information. Although there have been attempts to deploy the patrol force in response to activity levels, such attempts have not been successful. Requests for additional manpower are not based upon any objective analysis of the existing data.

Another critical issue, and one that has been mentioned previously but bears additional emphasis, is vertical communication. The Police Department managers simply do not pass on sufficient information on departmental operations and programs. Rumors appear, are quickly spread as fact, and are not corrected by responsible persons.

By the same token, upward communication is not sufficient. Although some attempt to obtain feedback from subordinate personnel is made (e.g., stewards meetings attended by a deputy chief, staff meetings, etc.), it is quite apparent that this upward flow of information is either at a minimum or is nonexistent. Managers cannot make decisions without input from many sources, not the least of which is subordinate personnel.

#### IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

A number of general considerations bear mentioning in a discussion of the possible courses of action that the Saint Paul Police Department should consider. The most critical issue is that of communication, both internal and external. The most promising single course of action, then, is to concentrate on improving the communication processes.

Another key issue is the opposing philosophies of police operations between the Mayor, the Chief of Police, and their respective staffs. The Mayor seeks to emphasize the service role of the police while the Chief seeks to stress the legalistic role. Although there is considerable conflict over what the police role should be, contemporary trends tend to emphasize a broader service role, such as social services and crime prevention.

The Mayor and the Chief must resolve their differing philosophies. They must also open up a two-way flow of communication. Both of these problems, however, can be diminished if recommendations discussed below are considered and adopted.

Finally, Police Department managers, and especially top managers, must reconsider their management philosophy. Although the Saint Paul Police Department is not unique in its adherence to the quasi-military command structure, neither is it unique in avoiding the inherent problems attributable to that structure. The younger, educated, thinking men becoming police officers are not willing to subject themselves with unquestioning obedience to the commands of superior officers. Leadership (implying motivation, participation, and explanation) must supplant the current authoritarian philosophy of "I say, you do—or else. . . ." The fact that patrolmen today have much better working conditions than the Chief and deputy chiefs had when they were patrolmen does not justify maintaining the traditional command structure.

##### Mayor—Chief Relationships

Any organized activity can only be unified and coordinated through communication. If change is to be effected, behavior modified, and goals achieved, there must be adequate communication. Poor communication can be the result of a number of things:

Poorly expressed messages.

Faulty translations.

Poor retention.

Transmission loss.

Inattention.

Unclear assumptions.

Insufficient period for adjustment.

Distrust of communicator.

Premature evaluation.

Fear.

Simple failure to communicate.

It is not enough to assume that a message has been communicated simply because a statement, whether orally or written, has been expressed. Good communication requires follow-up to insure that the message has been received and understood. Good communication also requires that participants be thoroughly familiar with the principles and pitfalls of communication. Without this awareness, communication will likely suffer in the Saint Paul Police Department.

One approach to improving communication between the Saint Paul Police Department and the Mayor's office would be to establish a strict "channel of communication" between the two. While such a channel of communication can impede good upward flow of communication, this can largely be overcome if the participants are cognizant of the drawbacks and if they apply good communication processes.

With the City Administrator serving as the Mayor's contact with the Police Department, the reporting lines would be those depicted in Chart III. In the proposed communication system, all matters concerning the Police Department are communicated through the Chief of Police. To circumvent the Chief violates the principle of providing authority commensurate with responsibility.

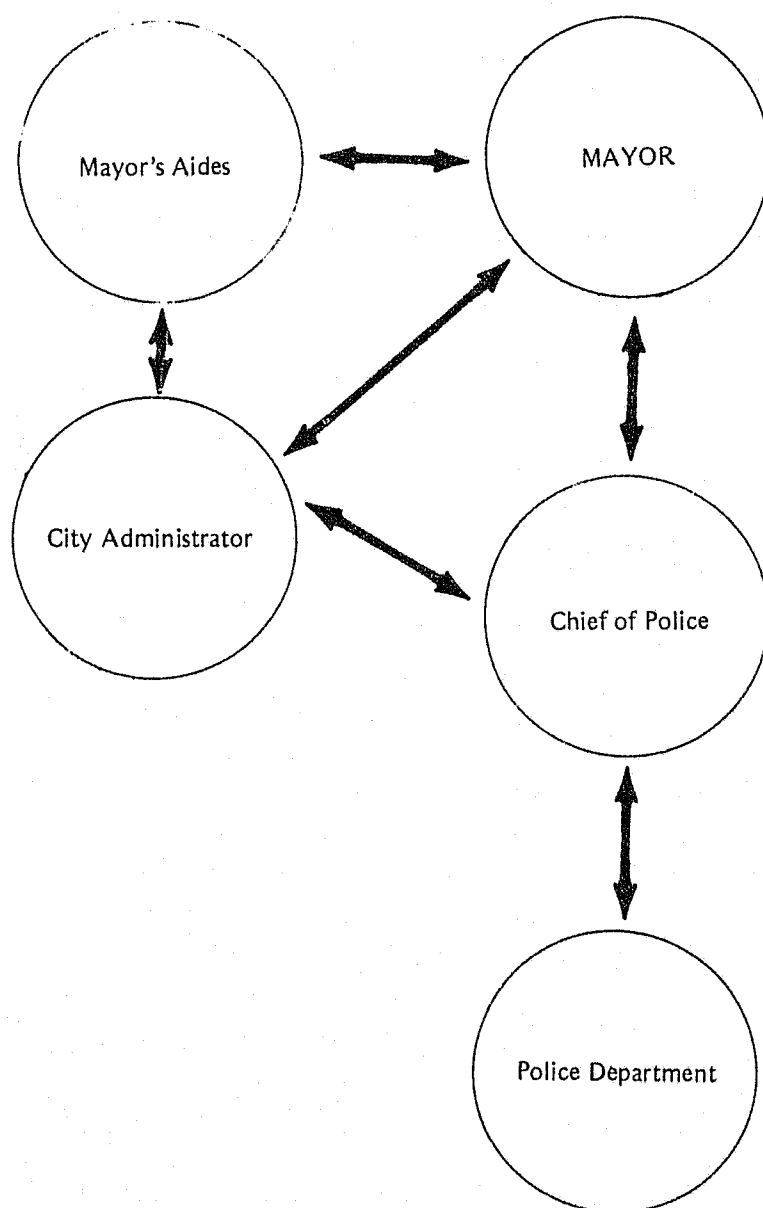
Excluding the Chief in personnel matters undermines the two grievance procedures existing under the Civil Service Rules and the contract between the City and the Police Federation. Both procedures probably provide a system that can deal effectively with all grievances. If there are deficiencies in the process, then the proper action is not circumventing the process but rather correcting the deficiencies. By channeling all communication through the Chief, he is held accountable for the actions of subordinates, kept informed on the activities of the Department, and can express his personal view on the actions of subordinates.

Although the Mayor can make direct contact, primary contact from the Mayor should be through the City Administrator because he has been designated as the Mayor's official contact and given decision-making authority. If the Mayor makes direct contact with the Chief, a conflict between the commonality of understanding between the Chief and City Administrator is likely to arise. If the Mayor communicates through the City Administrator, the City Administrator can probably answer many questions directly because of his frequent contact with the Chief.

If the Mayor refers a police related matter to one of his aides, the aide should communicate through the City Administrator. If a letter is to be written to the Chief, for example, it may be prepared entirely by an aide, but it should be transmitted over the City Administrator's signature. This procedure will keep the City Administrator informed of staff activities related to the Police Department and also keep the reporting system intact.



## Chart III

RECOMMENDED REPORTING LINES BETWEEN  
THE MAYOR'S OFFICE AND THE POLICE DEPARTMENT  
SAINT PAUL, MINNESOTA

If a continuing project by the Mayor's staff requires frequent contact with police personnel in the lower hierarchy, not every single contact must follow the communication channel. The initial contact will be through the City Administrator to the Chief. The Chief can then delegate a subordinate to act as his designated contact. Care must be taken, however, that once a contact is established, that it is severed after the project is terminated, otherwise the effectiveness of the communication channel will be negated and the problems that it eliminates will reappear.

In this approach, the Mayor issues broad policies to the City Administrator. The City Administrator, through the Chief of Police, develops and implements programs that comply with the Mayor's policies. This process requires investing in the City Administrator a rather large degree of authority over police operations. If the Mayor wants the City Administrator to be a viable contact who is able to relieve the Mayor of the routine administration of the Police Department, the City Administrator must have the autonomy to make crucial decisions. Further, those decisions must generally stand and any changes should only be under exceptional circumstances and should come from the City Administrator himself. Unless the Chief can feel secure in the belief that the City Administrator speaks decisively and authoritatively, the City Administrator cannot function effectively.

The current practice of feedback obtained at community meetings is a valid source for obtaining *preliminary* impressions of community attitudes toward police service. There is a weakness in using this method as the basis for implementing wide-ranging police programs without further study, though. A gathering of citizens is frequently composed of a small percentage of persons representing a special interest group. The fact that 100 businessmen at a meeting are clamoring for foot patrolmen does not mean that the remaining 309,800 citizens desire foot patrolmen. The reaction, in other words, is not necessarily representative of the community at large. In fact, such a response may result in preferential treatment of a special group.

Also, public support for the development of a specific new police program does not necessarily mean that the program is well thought out, that it is economically feasible, or that it is necessarily appropriate for meeting the intended goal(s). This is not an argument for the viewpoint that only the police can judge what is best for the community. Rather, it is an argument for the concept that *any* program that the Police Department undertakes should be preceded by a study that takes into account: (1) cost; (2) training requirements; (3) equipment needs; (4) personnel needs; (5) projected ability to meet its objectives; (6) alternatives to meeting the program's objectives; and (7) subsequent evaluation and modification of any program undertaken. Further, the fact that the community expresses a desire for a specific program does not mean that it is willing to have the program if there would be a substantial increase in taxes to fund it. Facts such as costs should be imparted to the community first to ascertain if strong community support still exists after such information is generally known. Community meetings, then, should serve as a source for program direction and evaluation (i.e., planning) rather than as the source for program implementation.

Some of the previously discussed problems are the result of insufficient information communicated upward to the Mayor by the Chief of Police. The Chief is reluctant to pass on information, and the Mayor's staff is unsure about what information it needs or should ask for. Because good communication is a two-way process and because the Mayor is ultimately responsible for police operations, the Chief should take a more active role in upward communication. The Chief should also initiate communication with the Mayor's staff when problems develop.

The Chief should make every effort to keep the Mayor informed of general Police Department goals and activities. Through this manner the Chief can gain support for his programs.

The regular transmission of information on a weekly, biweekly, or monthly basis is also important. The frequency of the reporting period will vary with the nature of the information, but initially a monthly report seems appropriate. Appendix V contains a sample format for such a report. It should serve as a guide in instituting a regular report to the Mayor's office.

Because one of the main problems appears to be the lack of a clearly defined role for the Department and the chief administrators, an initial step must be a clarification of this issue. Although there has been a considerable amount of literature on the police role, that role still remains ambiguous. Within any given community, citizens, community leaders, government policy makers, and other groups disagree on what type of service the police should provide. The current role in Saint Paul, as defined by ordinance, emphasizes the coercive rather than noncoercive activities, such as social service and crime prevention.

It appears that the best course of action is a redefining of police goals and functions. A task force, with representatives of the City Council, the Mayor, the Police Department, and the community at large, should develop the role of the police in Saint Paul (Appendix II provides guidelines for such a task force). The City Council, by amendment of the existing ordinance, should enact that role into law. All persons should then abide by that role until it is modified by ordinance.

### Preliminary Recommendations

Although more detailed study is necessary to develop a course of action to correct the deficiencies in the Saint Paul Police Department, some preliminary recommendations may aid administrators in initiating corrective action.

#### 1. Planning

The Department needs to institute planning programs. Planning, considered to be the most basic of management functions, is nothing more than selecting from among alternative future courses of action for the Department as a whole, as well as subordinate units within it. Even given the two-year political cycle, the Department can and should have long-range and short-range plans. Regardless of who is elected, a good plan will incorporate several alternatives among which a new mayor may choose. Proper planning also presupposes changes in the external political environment and provides for alternatives if

such changes occur. Given the two-year cycle, planning is important. Regardless of who is in office, the Police Department should be able to provide the Mayor with projected problems and solutions.

Lack of planning because of a constant change in city government invalidates the police argument that as the experts they, and not the Mayor, should dictate the course followed by the Police Department. If the police administrators desire to guide police operations, they must be in a position to show that direction, substantiate their reasons for particular action, and provide viable alternatives. If Police Department administrators fail to do this, then they must be willing to accept the dictates of city administrators.

The Department also views planning as the function of the Research and Development Bureau. Every manager is and should be involved in planning. Planning must pervade the entire organization, not just a specialized unit. To encourage such a course, the Department should train all managers in planning concepts and instill in them the responsibility for planning.

## 2. Change

Every individual has a certain tendency to resist change, to be apprehensive over the uncertainty of embarking on an unknown course of action. While some people resist change of any nature, most people will more readily accept change if properly prepared for it. In the Saint Paul Police Department, much of the resistance to change can be attributed to improper methods of bringing about change rather than simple resistance to change. Generally, people support what they help to create. If those affected by a change are allowed active participation in planning and implementing the change, not only will resistance decrease, but there will be active support towards creating the change.

Another common failure in properly instituting change, and one that the Saint Paul Police Department is guilty of, is a lack of information about the change. It is important to communicate the when, what, who, why, and how of any intended change. Equally important, any alterations from the original plans must be communicated.

It would appear that the one course for the Saint Paul Police Department is to institute a series of specialized classes dealing with methods of implementing change and to assign top-level managers to the classes. In the future major changes should be facilitated by adherence to accepted methods of implementing change. Such classes, however, will only provide managers with basic concepts. Management perspectives are much more crucial in this area, and the Mayor and City Administrator are the vital directors in ensuring that the management perspectives are properly altered.

The "strong" mayor form of government gives the burden and authority to the Mayor in ensuring that fundamental management attitudes are altered so that they are in keeping with current management concepts.

All managers (sergeants through Chief) must take into account the "generation gap" that exists between them and the younger patrol officers. Police Department managers have to meet the patrolmen halfway if future changes are to be accepted by the patrolmen. To continue with the current attitudes of ordering changes without explanation or consultation will only increase the widespread disenchantment of the officers.

The Police Federation will also have growing influence over Police Department operations, especially as these operations relate to personnel matters (e.g., hiring, disciplinary practices, salary, etc.). If too much resistance to such input is encountered by the Federation, it will probably seek to impose (vis-a-vis militancy, court action, or contract negotiation) its views upon the administration. The Federation is and should be *a* (but not *the*) viable organ for employee participation in altering departmental practices.

### 3. Organization and Administration

It is difficult to design an organizational structure without a detailed examination of individual unit responsibilities and operations. Some preliminary recommendations can be made, however, for organizing the Department on a more functional basis and for combining units to reduce the number of organizational entities.

Functional organization is nothing more than grouping activities in accordance to functions in the enterprise. Chart IV shows a possible approach to reorganizing the Police Department on a functional basis with a reduction in organizational units.

**Office of Chief of Police.** The proposed organization carries a number of administrative ramifications. First, the term "Office of the Chief" as used here implies several individuals, not just the Chief of Police. The Deputy Chief of Administration functions more as an extension of the Chief by providing needed staff support.

The units traditionally assigned to the Administration Division are now in the Chief's Office, thus providing him with the staff support required to manage the Department.

Neither the Deputy Chief of Administration nor the other personnel are being upgraded under the proposed reorganization plan. The Chief manages the Department with their assistance in performing basic administrative functions and providing advisory information upon which the Chief can make decisions. The Deputy Chief of Administration is not the Chief's alter ego but rather he supports the Chief in his management role. The fact that such administrative support is needed is substantiated by the present situation in Saint Paul as documented in this report.

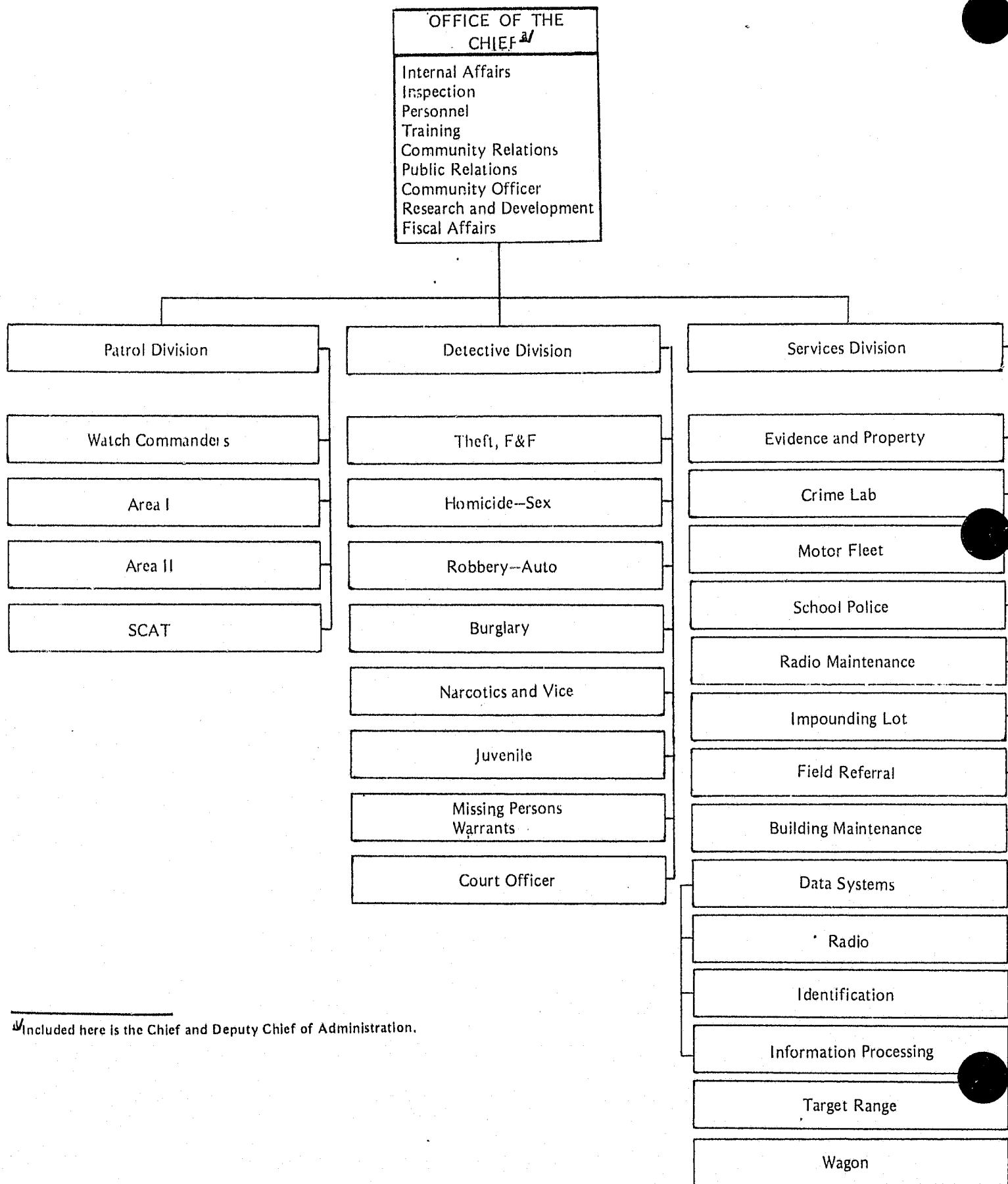
The Deputy Chief of Administration must be a strong and able administrator and manager who cannot have his time and energies seriously taxed by outside interests.

All of the deputy chiefs function in two roles. First, they, with the Chief, *collectively* identify the priorities and policies of the Department. This means frequent staff meetings so that all five executives have constant input into departmental operations. Secondly, each deputy chief serves as commander of his division, ensuring that broad policies and programs collectively developed are implemented.

**Patrol Division Organization.** The Patrol Division should be reorganized to ensure accountability 24 hours a day (Chart V). The accountability discussed here refers to goals and objectives as opposed to personnel control. Accountability for goals and objectives refers to holding one person accountable for meeting a predetermined goal or objective. For example, a goal might be to reduce burglaries 10 percent in a given area. The individual in command of that area, then, must either reduce burglaries by 10 percent or provide a valid explanation for failing to do so. Because burglaries occur at all times, the present deployment system (by shift) holds six persons, not one person, accountable.

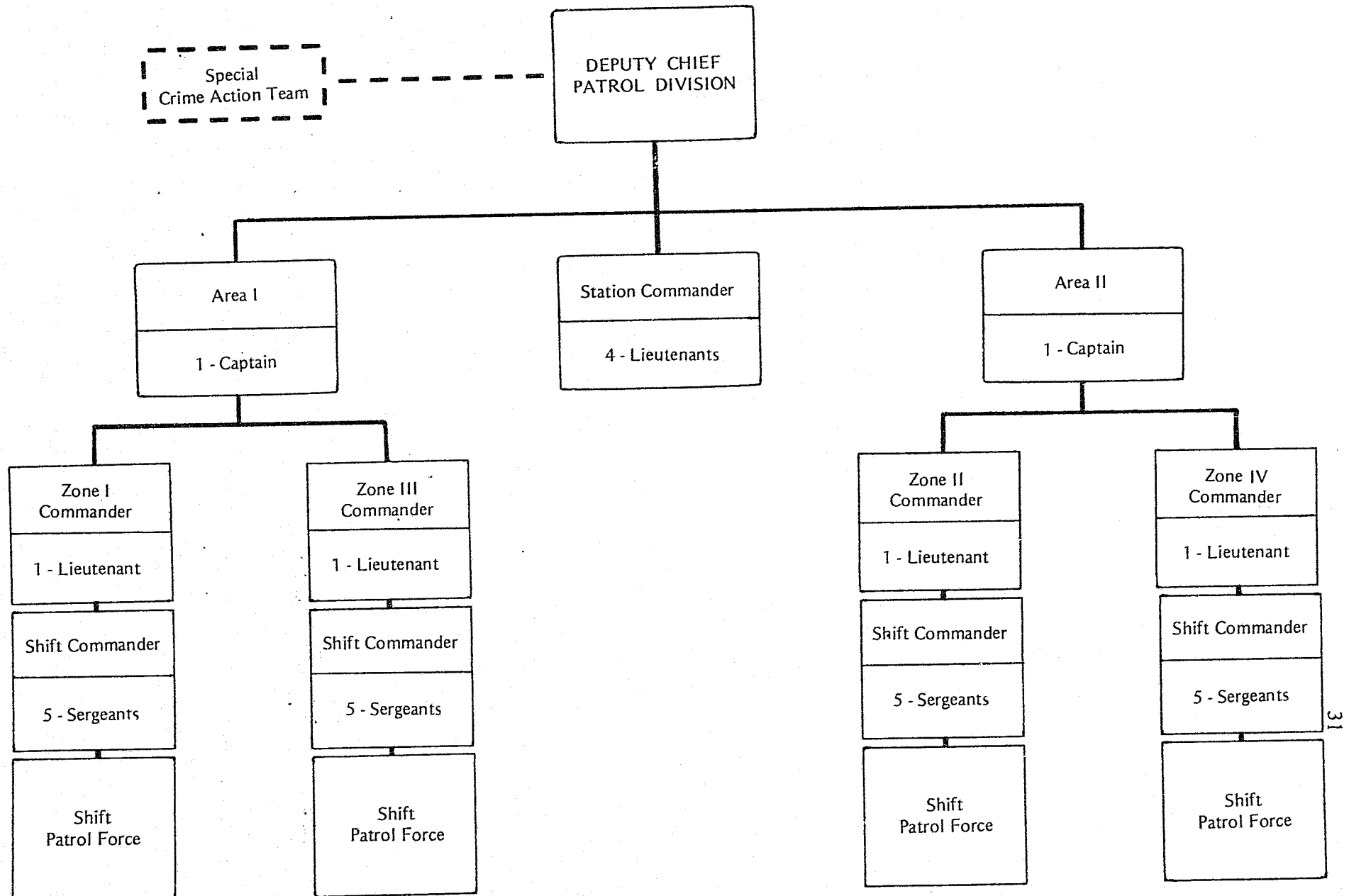
## Chart IV

RECOMMENDED INITIAL REORGANIZATION  
OF THE SAINT PAUL, MINNESOTA, POLICE DEPARTMENT



<sup>a/</sup>Included here is the Chief and Deputy Chief of Administration.

Chart V  
PROPOSED ORGANIZATION  
OF THE PATROL DIVISION  
SAINT PAUL, MINNESOTA, POLICE DEPARTMENT



Personnel accountability, however, achieves accountability over actions and reactions in a particular time frame. The current organization of the Patrol Division provides personnel accountability but not accountability for goals and objectives.

The proposed organization of the Patrol Division groups the four existing zones into two areas. Each area is commanded by a captain who serves as the chief administrator of the area. Each zone is commanded by a lieutenant who serves as an assistant to the area commander. The zone lieutenant or commander has broad authority and autonomy to deploy his force in the manner he deems best. His available personnel resources are based upon activity and area, thus providing authority to alter levels among shifts. Commensurate with this authority, the zone commander is held strictly accountable for the effective use of his personnel in realizing optimum delivery of police services. Generally, area commanders work a day shift, Monday through Friday. A zone commander, however, must be flexible enough in his schedule to work any hours that conditions require.

The shift commanders (sergeants) are the primary field supervisors with responsibility for implementing programs initiated by the zone commanders. Each zone has one sergeant per shift with two sergeants provided for relief (refer to Appendix II for discussion of relief factors). The shift commander conducts roll-call briefing, training, and inspection. He is responsible for handling most of the supervisory matters that arise in his zone during his shift.

The recommended organization accomplishes two objectives. First, each zone commander is held accountable for accomplishing goals and objectives in *his* respective zone. Secondly, each shift commander is held accountable for personnel control.

The patrol force is deployed by shifts within the zones. Each zone's patrol force can and should handle the majority of patrol services including canine teams, traffic enforcement, HELP-P, and team policing.

The Special Crime Action Team (SCAT) can, and probably should, be eliminated. There is little need for such a unit if the zone commanders are permitted the flexibility described above. Because the Police Department executives strongly support a SCAT unit, however, it will be discussed so that it can be placed properly in the proposed model. Any SCAT unit should be extremely small (e.g., 1 sergeant and 15 patrolmen) and be responsible to the deputy chief. The SCAT should be a flexible unit that can be utilized by *either* the Patrol Division or the Detective Division. Thus, the existing Law Enforcement Aide Unit (LEAU), in reality a Detective Division task force, can be eliminated.

Under the proposed reorganization plan, the station commanders would only be on duty outside of normal duty hours (1700 hours to 0900 hours daily and on weekends and holidays). The rest of the time the area and zone commanders as well as other command personnel would be available, thus eliminating the need for the station commander during those periods. The station commander would take command of an incident when:

- There is a major incident in one zone (e.g., riot, officer shooting, etc.). The station commander is responsible until relieved by the zone commander or higher authority.



- o There is a major incident affecting more than one zone. The station commander is responsible until relieved by an area commander or higher authority.
- o In any situation, in any zone, arising on his shift. The appropriate zone or area commander, however, can intercede at any time and assume command of the situation.

In effect, then, the station commander would serve as a functional commander present to take command of any situation that might arise requiring command level personnel and would remain in command until an appropriate authority would become present to relieve him of that command.

The proposed reorganization plan for the patrol force would not only increase accountability but reduce the number of supervisory personnel. Table 4 compares present supervisory and middle management positions with the number of corresponding positions which would be required under the proposed reorganization plan. Not only can the Police Department realize nearly a one-third reduction in such personnel but the individuals assuming those positions are also given greater authority and responsibility, thus increasing their productivity.

Some preliminary examination of existing work load data indicates that the Police Department should evaluate the current number of patrol officers. By redesigning its deployment and allocation plan, the Department can achieve more efficient utilization of field personnel. Appendix III provides the methodology for ascertaining personnel levels based upon work load.

**Detective Division Organization.** The Detective Division, like the Patrol Division, should assign estimated work loads by a predetermined methodology (Appendix III), in order to determine proper staffing levels.

The Detective Division is not using its personnel properly. The Law Enforcement Aid Unit commits its personnel to assist the other detective units without proper analysis of work load requirements. All sergeants function primarily as investigators with little or no supervisory functions.

There is a ratio of one supervisor (lieutenant through deputy chief) for every 6.9 nonsupervisors. Considering that 60 percent of the "nonsupervisory" personnel are sergeants who are subject to being assigned to a supervisory position in another division, this is an inordinately high ratio.

Current Detective Division personnel levels appear excessive. According to Table 2, there is one position in the Detective Division for every four positions in the Patrol Division. Although there is no acceptable ratio of investigators to patrol officers, this appears to be an inordinately high ratio given the fact that detectives *support* patrol officers.

The current practice of making all investigative personnel sergeants is also a misapportionment of manpower. The rationale behind and fallacies of this practice are discussed below.

Table 4

PRESENT SUPERVISORY AND MIDDLE MANAGEMENT POSITIONS  
COMPARED WITH PROJECTED SUPERVISORY POSITIONS UNDER THE PROPOSED ORGANIZATION  
OF THE SAINT PAUL, MINNESOTA, POLICE DEPARTMENT

34

<u>Position</u>	<u>Current<sup>a/</sup> Level</u>	<u>Projected Level</u>
Captain	6	2
Lieutenant	11	8
Sergeant	<u>26</u>	<u>20<sup>b/</sup></u>
Total	<u>43</u>	<u>30<sup>b/</sup></u>

---

<sup>a/</sup> Source: Table 2.

<sup>b/</sup> If the Special Crime Action Team is implemented, there will be 21 sergeant positions and 31 total supervisory and middle management positions.

Under the proposed reorganization, the Detective Division assumes responsibility for vice investigations which are lodged with the Narcotics Unit because of the similarity of work patterns and overlapping responsibilities. The warrant function is lodged with the Missing Persons Unit, and the court officer is transferred to the Detective Division because of functional similarities.

*Services Division Organization.* The time allotted for this survey did not permit a realistic appraisal of the Services Division. It is apparent, though, that this division, like the others, is overly fragmented and manpower is not allocated on a work load basis. Consolidation of units can reduce the number of personnel, supervision requirement, and duplication and conflict of responsibilities.

The Saint Paul Police Department should consider commissioning a comprehensive work load—cost—performance evaluation of the entire Police Department. Appendix III and Appendix IV provide methodologies for such an audit.

*Detective Pay Differential.* The Department should reconsider the current practice of additional compensation for investigative personnel. Although the present practice is based upon the recommendations of the Eastman Report in 1962, that recommendation was "reluctantly proposed" in view of department tradition. Although some flexibility is achieved under the current practice of assigning sergeants to investigative functions, it has disadvantages.

First, there is no sound justification, aside from tradition, for paying investigative personnel more than patrol officers. Although investigators do perform some highly specialized work, so do canine officers, HELP-P officers, and team police officers. Recent studies of the police patrol function have tended to show that the patrol officer has duties at least as critical as those of detectives. Wilson stresses this point in particular:

For now, it is enough to note that the lowest-ranking police officer—the patrolman—has the greatest discretion and thus his behavior is of greatest concern to the police administrator. The patrolman is almost solely in charge of enforcing those laws that are the least precise, most ambiguous (those dealing with disorderly conduct, for example), or whose application is most sensitive to the availability of scarce resources and the policies of the administrator (those governing traffic offenses, for example). Detectives, by contrast, are concerned with the more precisely defined and more serious offenses (primarily felonies—crimes that may be punished by death or by imprisonment in a state prison, usually for one year or longer) and only after the crime has been committed. The patrolman handles matters about which there are apt to be great differences of public opinion; the detectives, except those dealing with vice and narcotics, deal with crimes whose definition and seriousness are not, typically, in dispute. Further, the patrolman is supposed not only to enforce laws but to maintain order and keep the peace; detectives are concerned almost entirely with law enforcement and hardly at all with peace keeping. Finally, patrolmen when not responding to a particular call are

supposed to "prevent" crime, look for "suspicious" activities, and make "on view" arrests of persons breaking a law even though no one has summoned the police. The detective, on the other hand, does not begin his work until a crime has been reported (again, except for vice), he does not usually try to "prevent" a crime (other than by arresting a person who has already committed one crime and might, if left alone, commit another), and he rarely makes "on view" arrests by, for example, picking up drunks or handing out traffic tickets. The detective, in short, does his work (other than on the vice squad) because people have, in effect, asked for his help and under conditions such that he has a reasonably clear and noncontroversial objective; the patrolman often intervenes when people have not asked for him (and would prefer he stayed away) and under circumstances where what constitutes a successful intervention is unclear or in dispute.

Given the increased discretion required of the patrol officer then, there is little justification for specialist pay to detectives because of complexity of tasks.

A review of police officer shootings also indicates that the patrol officer is more likely than the detective to be a victim of such an incident. The 1971 *Uniform Crime Report* states:<sup>6</sup>

Officers who are assigned patrol duties within law enforcement organizations have the most hazardous type of assignment. During the course of his duties the patrol officer is frequently in contact with suspicious persons who are in automobiles or on foot. Each of these situations constitutes a threat to the officer's personal safety. The patrol officer is readily identifiable because of his uniform and/or patrol vehicle. The patrol officer cannot hide his presence or official capacity, and frequently must determine quickly and accurately if a person is involved in a criminal act, and if that person constitutes a danger to his, the officer's, personal safety. The patrol officer does not have the benefit of 20/20 hindsight, which other people not immediately involved, constantly utilize. The patrol officer also risks attack through frequent encounters with criminal offenders at or near crime scenes. These perils are in a large measure substantiated by the fact that officers assigned to patrol duty are the most frequent targets of the police killer. Officers assigned in other capacities are confronted with equally tense and dangerous types of situations while performing their duties, but not with the same frequency.

<sup>6</sup> Federal Bureau of Investigation, *Uniform Crime Reports—1971* (Washington, D.C.: United States Government Printing Office), pp. 44–45.

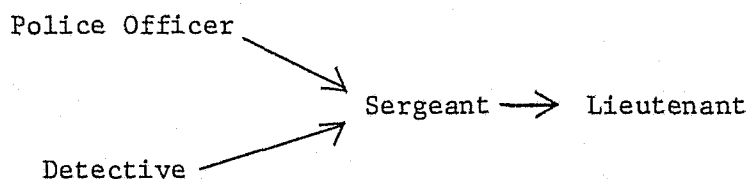
Saint Paul's present practice in this matter is more disquieting than that of most police departments. Generally, there are two methods of advancement from the basic position of policeman. The first is promotion to sergeant as a supervisory position. The second is transfer to an investigative position. Even in departments in which the detective classification does not carry any additional monetary compensation, the mores of the police institution hold that a detective assignment is an advancement. Thus, those not able to be promoted, or not interested in supervisory duties, can still "advance" by being assigned to an investigative function. In Saint Paul, however, only one line of advancement is available—promotion to sergeant. This practice tends to deny the Department the abilities of those with investigative skills, who have not been promoted to sergeant.

The method of pay differential for investigators also affects the promotional system. The individual taking a promotional examination is tested for his potential abilities as a supervisor and as an investigator. Because these two functions require different abilities the test must measure: (1) investigative potential and/or (2) supervisory potential. Regardless of where the emphasis is placed, one or both measures must suffer. If a person is tested for investigative abilities, he may be assigned to a supervisory position which he is not capable of handling and vice versa. If the individual is measured for both positions, he may know a little of both functions and pass, but not be capable of performing either.

It appears that the best approach for the Saint Paul Police Department is to eliminate the pay differential for investigators, making the investigation function strictly an assignment. This will allow at least 70 existing detective and sergeant positions to be classified downward and result in an annual personnel budget reduction of from \$31,500 to \$124,670. The remaining sergeants will serve dual supervisory and investigative functions.

Any reduction in pay differential must be preceded by a comprehensive analysis of existing laws, union contracts, and court decisions. If the legal restrictions are not identified and resolved, then the courts are likely to strike down any efforts by the City to eliminate pay differentials. Cases exist, though, in which other cities have taken this action.

In the event that the City, for some reason, continues the pay differential for detectives, the City could create a detective rank filled by policeman who: (1) are appointed by the Chief; (2) draw extra compensation while so assigned; (3) serve only so long as their work warrants the assignment; and (4) are subject to reassignment at the discretion of the Chief.<sup>7</sup> This would create a promotional route as follows:



<sup>7</sup> Eastman, *op cit.*, p. 122.

Under this system, the detective differential could be reduced to a pay grade above police officer but below sergeant, similarly resulting in a personnel budget cut. The primary recommendation is that the pay differential be eliminated, but recognizing that local constraints may dictate otherwise, an alternative is supplied.

**Two-Man Patrol Cars.** The other major practice of the Saint Paul Police Department that should be modified is the excessive use of two-man cars. While there are some instances or circumstances that may require two-man cars, the Saint Paul Police Department has an absolute policy of two-man cars with little consideration for other factors.

There is general agreement that the more men and the more police vehicles that are seen on the streets, the greater is the potential for deterring crime. The one-man patrol car is widely used by law enforcement agencies, and it can successfully be used to provide this blanket of coverage in Saint Paul. Two important advantages of special significance for the Saint Paul Police Department are:

1. Better patrol coverage because one-man cars mean more cars and less patrol area per car.
2. Reduction in the size of patrol areas also means quicker responses to calls for police service.

With few exceptions the belief that two-man cars are infinitely safer than one-man cars is a myth, substantially refuted by statistics and studies:

"There is no evidence to support the contention that police officers operating in two-man cars are safer or less subject to physical attack. On the contrary, *The Uniform Crime Report*, compiled by the Federal Bureau of Investigation, indicates that in a six-year period (1959-1965), 87 police officers were reported killed in 69 cities that were known to use one-man patrol cars, two-man motorized patrols, or a combination of one- and two-man motorized units. It was found that 52 percent of those officers killed in the line of duty were assigned to a two-man car, while 48 percent were assigned to a one-man car operation. However, a closer analysis of these figures shows a greater differential. In 52 percent of the incidents involving the one-man car operation, the lone officer was being assisted by fellow officers when he was slain. This then signified that a police officer was actually alone in only 23 percent of the cases. The conclusion we can draw from this survey is that the presence of two men in a patrol car does not guarantee personal safety. There is, on the other hand, growing speculation that the presence of two men in a police vehicle may lead to carelessness in a dangerous situation because of the false notion that resistance is not likely to occur."<sup>9</sup>

<sup>8</sup> See also Samuel Chapman and Robert Mitchell, "One-Man Motor Patrol," *The Police Chief*, Vol. XXXII (February, 1965), pp. 17-28; Chicago Police Department, *One-Man Patrol Cars*, 1963; George Eastman, et al, *Municipal Police Administration* (Washington, D.C.: International City Management Association, 1969), pp. 66-67; 85-87.

<sup>9</sup> International Association of Chiefs of Police, *One-Man Patrol Cars*—Training Key No. 73, 1967, p. 2.

With proper training, deployment, and back-up procedures and practices, the City of Saint Paul can effectively utilize many one-man patrol cars during *daylight* hours to improve services to its citizens. Two-man cars should probably be used during hours of darkness.

#### 4. Administrative Initiative

To reiterate and summarize earlier points, the Chief and deputy chiefs are guiding and directing the Police Department. They have attempted to deploy personnel in relation to calls-for-service. They are developing a departmental manual. Attempts, through the Federation and other means, are made to obtain feedback from patrol officers. The Department does have an excellent management information system that provides work load data.

The issues identified in this report are not insurmountable. The Chief and his staff are capable of meeting and resolving them. Most of the problems stem from an insufficient understanding of problems and programs while the situation is complicated by the new roles thrust upon everyone under the new Charter.

The initial step must be a meeting between the City Administrator and the Chief of Police. Both parties must clarify and comprehend their respective roles and responsibilities. They must then assure that they each carry out those respective roles.

The Chief and deputy chiefs must also improve communications between themselves. Each must present his respective position on an issue with factual and realistic arguments. This is especially important if the "Office of the Chief" concept, in which the Chief and deputy chiefs collectively select departmental goals and priorities, is to work.

To provide the proper assistance to the Office of the Chief, the Saint Paul Police Department should use process consultation. In process consultation, the consultant *assists* the managers in identifying issues, discusses alternatives to resolving the issues, and provides the necessary expertise in related processes. Thus, the managers are able to direct the Department both during the consultation stage and, more importantly, after the consultant leaves. Because the Saint Paul Police Department managers are capable of learning and applying new concepts, process consultation appears to be the optimum course in future consulting contracted for by the Police Department.

Administrative initiative on the part of police administrators can be improved. Given the background of administrative development, it can reasonably be assumed that more initiative will be assumed by the Chief as he becomes accustomed to his new role.

This problem, however, is one that has been identified as inherent in all city department directors and for much the same reasons. One way of assisting executive development would be to conduct training seminars in such areas as:

Planning  
Budgeting  
Decision-making  
Organization communication  
Leadership

Each course could be conducted as a 24- to 40-hour training seminar. If the City were to use instructors from local colleges on a part-time basis and were to provide the meeting space and special materials, each course could be conducted for \$600 to \$800 up to a maximum of \$4,000 for training up to 20 top executives of city government in the five critical areas.

## 5. Morale

As was mentioned previously, there is wide-ranging and deep-rooted disenchantment among the men with many practices in the Saint Paul Police Department. In an attempt to ascertain the types and amount of dissatisfaction by line personnel, the consultants met with the second and fourth platoons and detectives. Each of the three groups was asked to respond to four questions (Appendix I, Tables A-1 through A-4) by writing each answer on a separate sheet of paper. The answers were subsequently categorized into major groups and tallied. In addition, a general discussion with each group was conducted.

The second platoon consists primarily of patrol officers with more than five years of service, while the fourth platoon consists of patrol officers with less than five years of service. All three groups, the second to fourth platoon and the detectives, generally identified the same areas as problems, but the younger patrol officers were considerably more vocal about the issues than were the detectives and older patrol officers.

Table A-1 indicates responses to positive aspects of the Department. Most personnel have considerable pride in the Police Department. Factors most frequently mentioned were the standards established for personnel selection and the honesty of personnel. It is significant to note, however, that nine detectives (33 percent) felt that there was nothing outstanding about the Department. Retirement benefits were mentioned as an outstanding feature by seven of the younger officers. This could be a cynical response, however, because most officers in this age group are rarely concerned with retirement during their initial years on a Police Department.

Table A-2 indicates responses to problem areas in the Saint Paul Police Department. The major areas concern management practices, such as insufficient communication, lack of support by administrators, or general administrative practices. Another major area is a feeling that there is too much political influence, both external (Mayor, Civil Service Commission, etc.) and internal (favoritism in assignments, involvement of department personnel in political office, etc.).

Table A-3 indicates the one major change that personnel would like to see accomplished. Again, management practices such as leadership, discipline, assignment practices, etc., received heavy emphasis.

Table A-4 summarizes the major areas of dissatisfaction. Equipment and facilities were the major areas. Items such as the building, parking facilities, and uniforms are the most frequently mentioned subjects. Again, management practices such as leadership, supervision, communication, and assignments are frequently mentioned.

It appears that management must improve its image by making substantive changes. The major improvement must be in the area of better communication. Many things which seem to cause concern exist primarily because of misinformation on the part of personnel.



The executives of the Saint Paul Police Department must address themselves to the issues raised in this section. This is important not only because dissatisfaction does exist, but also because most of those interviewed expressed doubt that Police Department managers would heed any of the issues raised by the personnel. The proper course of action involves: (1) correcting misconceptions and (2) changing inappropriate management practices.

One method for improving communication is the use of a "Chief's Bulletin" (not to be confused with the existing Daily Bulletin). This bulletin can be issued whenever there should be or needs to be information passed on to the entire organization. For example, any major change should be communicated to all members. Rumors that seem to be causing dissension can be replaced with fact.

The bulletin would ensure that the message reaches from top to bottom without distortion and that all members are informed of what is happening. It would serve as a source for confirming facts and clarifying issues. It would also serve as a record of the activities of the Department. A copy of each bulletin could be forwarded to the Mayor, thus serving as a vehicle for informing him of the current activities of the Police Department.

Not all of the issues identified, however, are simply the result of misunderstanding. Many valid complaints do exist. It is incumbent upon all managers to reassess current practices to determine their necessity and validity. Those that do cause disenchantment and are invalid or unnecessary should be abandoned or altered.

## 6. Nonpolice Personnel

The Police Department has a number of functions now performed by police officers that could probably be performed by nonsworn personnel. A quick review of duties identified 23 potential positions that might be more appropriately assigned to lower paid nonpolice personnel. This would reduce the personnel budget by allowing personnel trained for police duties to be transferred to those duties and replacing those vacancies with nonpolice personnel. Such replacement must be done through attrition, not by adding more positions if a budget decrease is expected.

It is not possible, however, to make a complete assessment of functions unless a detailed task analysis is made. The City would be wise to ascertain the cost of such a study and then to fund it. It can reasonably be assumed that the City will have its study cost more than returned within one year through a reduced personnel budget realized by having certain jobs performed by lower paid nonsworn personnel and by reducing the total personnel complement of the Police Department.

Such a study could be conducted internally by the Research and Development Bureau, but in doing so the unit will face a severe drain on manpower and may not be as receptive to such reclassifications as an outside agency might be.

## 7. Veteran's Preference

The veteran's preference provision rests with state law. Given the high number of persons with veteran's status, it is likely that much resistance will be encountered in changing the law. To counteract this resistance, the Department should conduct a comprehensive analysis of personnel to determine:

- How many are eligible for veteran's preference.
- How many have been promoted through veteran's preference when they otherwise would not have been promoted.
- Trends to ascertain any shifts in the impact of the veteran's preference law.
- A review of lower echelon personnel to ascertain how many, if any, have quit because the veteran's preference law has frustrated them in achieving promotional opportunities.

Armed with specific information of the actual impact of the law on the promotional system, the Department would be in a stronger position to argue for either its abolition or modification. The City should, however, actively seek to eliminate the veteran's preference law. While a measure of public gratitude is due veterans for their service, it is unwise to emphasize gratitude over ability. Given the increasing stresses placed on police administrators in a dynamic society, only the most competent persons should be promoted to management positions. Further, if the City actually desires a promotional system based upon competitive merit, it should not permit that system to be diluted.

#### 8. Departmental Manuals

Although the Police Department is concentrating on completing the manual, there is still a considerable amount of work to be done. If the Department issues the manual only when the entire manual is complete, it will be several more months before the rough draft is finalized and published. Because the presence of the manual will greatly assist Police Department managers in improving operations, the manual should be published immediately. One method of expediting the process, since a rough draft does exist, is to complete, publish, and issue the final draft chapter by chapter. This would provide at least some guidelines immediately.

In developing a final draft of the manual, police administrators should bear in mind the differences between policies, procedures and rules and regulations:

- *Policies* are guides or the "why" for doing something.
- *Procedures* are the "how" to do something and include techniques, methodology, and sequence of steps.
- *Rules and regulations* refer to personnel matters (i.e., control over personnel).

The completion of the manual should be given the highest priority. Because many areas of dissatisfaction evolve from insufficient definition of procedures, rules, and policies, the

issuance of the manual should solve many problems. Further, it will greatly enhance internal communications by establishing reporting channels and providing a source of information on employee rights and duties.

It might also be good for police administrators to involve operational personnel in the preparation of the manual. This approach would decrease the chances of employees failing to comply with manual provisions because of a feeling that the manual is unrealistic or an administrator's approach to the real problems of a police officer. Further, involving operational personnel in the preparation of the manual would initiate the process of opening communication channels and aid in decreasing the belief that administrators are not concerned with the feelings of subordinate personnel.

## 9. Management Information and Reporting

Middle and top level managers must take immediate and positive action to: (1) use existing data properly and (2) to improve the internal communication processes.

Previous discussion referred to attempts by Police Department managers to use existing statistical crime and activity data for deploying the patrol force. The value of the existing data has been diluted by personnel practices (e.g., improper use of the "4-10" plan) which do not permit the proper deployment of the patrol force. All practices affecting deployment, including labor contract negotiations on work hours, use of the "4-10" plan, policies on one-man and two-man cars, and the like, must be considered in relation to police activity.

Budgets should also be related to statistical data. All budget requests should be based on two items. First, all requests for staffing levels should be related to a *realistic* and sound use of the data. This observation applies not only to requests for additional personnel but to requests for *maintaining* the same level of personnel. Second, budget requests should be related to definite programs or goals that can be at least partially measured quantitatively for change. Decisions to continue programs should consider the extent to which a program meets its goals and the cost of the program.

The Police Department must also give immediate attention to its internal reporting system by improving internal communication. Both upward and downward communication must be greatly improved. Such improvement, however, can only come about if there is a change in management attitude that will encourage such communication. Communication must be viewed by managers as a vital component of administration if it is to be improved.

## V. RECOMMENDED COURSES OF ACTION

The primary course of action is to improve communication between the Mayor's office and the Police Department. This responsibility rests equally upon the Mayor and the Chief of Police. There must also be an improvement in communication internally within the Police Department. The Chief and deputy chiefs must assume responsibility for establishing adequate internal communication and should give this matter the highest priority.

Another major course of action is a comprehensive reevaluation of current manpower utilization. This evaluation should consider both how manpower is used and how many personnel are required to meet the work load of the Police Department.

Planning should be expanded so that all management personnel are involved in the planning process. The Police Department should develop and maintain short-range and long-range plans.

The Police Department should conduct a detailed analysis to determine:

- Staffing levels that are based upon objective and valid criteria.
- Which positions can be filled by lower paid, lesser trained, nonpolice personnel.
- Organizational structures and administrative practices that permit greater authority, responsibility, and autonomy by lower level personnel.
- A change in management philosophy that stresses human relations in personnel practices and reduces or eliminates the use of the authoritarian model.
- An expansion of police services that includes a broad approach to services and community desires.
- An increased use of existing management data for planning, budgeting, and program measurement.
- Identifying specific issues of personnel dissatisfaction and resolving those issues.

The areas identified above and in Appendix I should be addressed immediately.

The Police Department should meet the recommendations in this report by:

1. Using the data and methodologies in the Appendices.
2. Analyzing the information and recommendations contained in this report and acting on them.
3. Instituting extensive middle management and executive training programs.
4. Obtaining outside assistance through process consultation in order to obtain:
  - a. Needed staff support.
  - b. Training in critical management areas.
  - c. A fresh view on concepts that have become institutionalized.

Appendix I  
SURVEY OF PERSONNEL ATTITUDES

Table A-1

RESPONSES TO THE QUESTION:  
What do you Consider to be the *One* Outstanding Feature  
of the Saint Paul Police Department?

<i>Response</i>	<i>Patrolmen</i>	<i>Detectives</i>
Work hours: shifts; 4-40 plan	7	—
Personnel: honesty; qualities; standards	8	7
Personnel: pride; cohesive; mutually protective	4	3
Good Patrol Division	7	—
Supervisors	2	—
Change: progressive; acceptable to change	1	3
Morale	2	—
Training: recruit; in-service	1	3
Benefits: pay; retirement	8	—
Miscellaneous: service; community relations	5	2
Nothing is outstanding	—	9

Table A-2

RESPONSES TO THE QUESTION:  
What do you Consider to be the *One* Weakness  
in the Saint Paul Police Department?

<i>Response</i>	<i>Patrolmen</i>	<i>Detectives</i>
Morale	—	3
Benefits: pay	1	
Personnel: lowering of standards		3
Manpower: shortage	3	7
Assignments: political; unqualified individuals	5	3
Politics: internal; external	3	2
Supervision: poor; no decisions; age	3	—
Communication: internal; vertical; horizontal	7	3
Disciplinary practices: unequal; unreasonable	3	1
Management: no support; practices; indifferent	8	2
Miscellaneous: equipment; polygraphs; investigations	6	4



Table A-3

RESPONSES TO THE QUESTION:  
If You Had the Authority to Make *One* Change  
in the Saint Paul Police Department, What Would it be?

<i>Response</i>	<i>Patrolmen</i>	<i>Detectives</i>
Disciplinary practices: militarism	1	2
Manpower: increase patrolmen and detectives	4	4
Assignments: emphasize Patrol Division; more men on the streets	4	6
Benefits: pay; days off	6	4
Promotions: Veteran's preference; civil service	3	2
Training: supervision		1
Communication: internal; downward; upward	2	2
Equipment: communications; facilities	2	
Management: support; leadership	7	2
Politics: internal; external	2	3
Miscellaneous:	7	2

Table A-4  
 RESPONSES TO THE QUESTION:  
 All Persons Were Asked to List  
 as Many Problems as They Could Identify

<i>Response</i>	<i>Patrolmen</i>	<i>Detectives</i>
Politics: internal; external	4	4
Manpower: too little; too much	8	4
Promotion practices: veteran's preference	3	2
Morale	3	---
Communication: vertical; horizontal	11	4
Personnel: standards	5	---
Benefits: pay; retirement; fringe	7	3
Discipline: internal investigations; unfair	13	3
Equipment: uniforms; facilities; parking	45	8
Management: lack of support; leadership	17	---
Training: in-service	5	7
Assignments	6	4
Supervision: poor; too much; not enough	6	6
Schedules: 4-40 plan; weakens	3	---
Procedures: objectives; services	16	---
Miscellaneous: more power by union; public support	16	---

Appendix II

POSSIBLE OBJECTIVES AND POLICY GUIDELINES  
FOR THE SAINT PAUL POLICE DEPARTMENT

Excerpted from John P. Kenney, Police Administration (Springfield, Illinois: Charles C. Thomas, Publisher, 1972), pp. 46-49.

I.

OVERALL GOAL

"Achieving Excellence in the Maintenance of Ordered Liberty"

A. Objectives of Police Services

- "Assure that the orderly activities of the community proceed in an environment of stability and security."
- "Protect life and property against criminal attack."
- "Prevent crime and delinquency."
- "Assure that the liberty of citizens is reduced only when fully justified."
- "Provide services to individual members of society and other governmental units."

B. Policy Guidelines for Departmental Operations

- The police shall enforce, in a reasonable and prudent manner, all federal, state, and local laws and ordinances relating to the control of crime and regulation of conduct, but only where violation of such law and ordinance presents a real and substantial threat to life and community peace.
- The police shall treat all persons with dignity and respect and in accordance with the dictates of the federal and state constitutions amplified by judicial decisions as related to individual civil liberties and civil rights.
- The police shall take such action as may be necessary and operate in such a manner as to assure the citizens of the City that orderly activities of the community may proceed without disruption from criminal and irresponsible elements, and that freedom of individual citizens will not be curtailed by unnecessary police intrusions.

- The efforts of the Police Department shall be so directed as to help in the creation of an environment in the community which will prevent the occurrence of asocial and antisocial behavior.
- The police shall be responsible for the protection of life and property from criminal attack and in emergency situations when the welfare of the community is threatened.
- The police shall cooperate with and assist citizens of the community and units of the city, county, state, and federal government with such problems in such situations as customs and traditions dictate, in matters both criminal and noncriminal.
- The police shall treat all persons equally and with fairness, irrespective of race, ethnic group, creed, or societal status.

Appendix III  
METHODOLOGY FOR DETERMINING MANPOWER LEVELS

Synopsis of: John P. Kenney, Police Administration (Springfield, Illinois: Charles C. Thomas, Publisher, 1972), pp. 152-181; pp. 228-233.

## FIELD POLICING REQUIREMENTS BASED ON WORK LOAD

### Step 1 Determine Volume of Community Generated Work Load Requiring Field Officer Response

- This requires definition of work load elements.
  - Called for services.
  - Arrests.
  - Reports written.
  - Court appearances.
  - Other.
- Projections should include historical trends for each work load element in terms of volume and percent change.
  - Previous periods (three to six years).
  - Reasons for trend patterns.

### Step 2 Determine Volume of Field Officer Initiated Work Loads That Will Be Handled. (Repeat procedure outlined in Step 1.)

### Step 3 Measure Average Time Required for Each Work Load Element.

- Basic elements are as follows:
  - Calls-for-service. (Time officer receives call until back in service.)
  - Officer initiated cases. (Time required to process.)
  - Report writing.
    - Narrative and major report form reports.
    - Incident reports only.
    - Traffic citations.
      - Moving.
      - Parking.

- Breakdown may be desired re: specific elements.
  - Part I offenses.
  - Service calls.
  - Part II offenses.
  - Traffic accidents.
  - Others.

**Step 3 Determine Number of Man-Hours Required for Work Load.**

- Examples:
  - Initial investigations.
  - Service calls.
  - Arrests.
  - Report writing.

**Step 4 Determine Man-Hours by Type of Handling Unit and Personnel Class.**

- Examples:
  - Patrol units.
  - Special enforcement detail.
  - Walking beat officers.
  - Traffic units.
  - Detectives.

**Step 5 Determine Manpower Availability for each Type of Handling Unit and Personnel Class.**

- Determine the average number of man-hours available for each type of personnel.
  - Gross man-hours less vacations, holidays, military leave, attrition, training, etc.



- Gross man-hours less nonoperational time for roll call, equipment checks, coffee, meals, and personal.
- Man-hours available for "street duty."
- Determine net time availability for each type of personnel.

**Step 7 Determine the Number and Type of Personnel Required to Handle Work Load**

**Example  
Field Patrolmen Needed**

- Projected man-hours of work:
 

• Crime investigations	23,000
• Service calls	51,000
• Crime repression (patrol time)	47,000
• Traffic control	13,000
• Report writing	15,000
• Arrests	3,000
Total	152,000
- Divided by man-hours available per officer.
 

• Gross man-hours	2,000
• Time off	300
Total	1,700
• Nonoperational time (15 percent)	255
Total	1,445
- Number of patrolmen needed 105

**Step 8 Determine Number of One- and Two-Man Units Desired**

**Example**

- One half two-man units—dark hours 105 officers
- One half one-man units—daylight 52 officers
- Total officers for field duty 157+

## Step 9 Determine Supervisory Personnel Required

## Example

• Sergeants—1 for 10 patrolmen	16
• Lieutenants—1 for 4 sergeants	4
Total	20

(Deployment and station "watch commander" needs may require policy decisions resulting in additional supervisory personnel.)

Time factors which the Department may use in lieu of own time studies re field activities are as follows:

• Cases—includes calls-for-service and officer initiated—average per case	30
• Report writing exclusive of incident reports	20
• Arrest and booking	60
• Traffic enforcement	
• Citations for moving violations	10
• Parking citations	3

These figures are reasonably valid based on numerous studies of field officer activities.

## DETECTIVE REQUIREMENTS BASED ON WORK LOAD

Activities of detectives can be subjected to work load measurement. A time breakdown can be made of the amount of time detectives spend on administrative duties, gathering evidence including the interviewing of victims and witnesses, the handling of suspects including arrest and booking, coordination with other agencies, court-related tasks and nonjob-related activities. Also, it is feasible to determine the average amount of time spent by detectives in the processing of specific types of cases. Both steps are essential for the purpose of determining:

- The number of detectives required.
- The making of policy decisions relative to the cases for which follow-up will be made by detectives.

It is well to remember that the bulk of cases for which follow-up is required are of the Part I type and include:

- Assaults
- Burglary
  - Residential
  - Commercial
  - Auto
- Auto theft
- Grand theft
- Petty theft—larceny

Follow-up investigations are not made on all of the cases in each type of offense, and policy decisions may be made which transfers follow-up responsibilities from the detectives to the patrol field officers. Studies indicate that the investigative effort of detectives in these types of cases consume on the average about one hour per case. In addition, studies show that detective time expenditure per case is approximately 33.3 percent for activities directly related to the investigative process and 66.3 percent for administrative, coordination, court- and nonjob-related activities. (Reference: John P. Kenney, *Police Administration*, Charles C. Thomas, Publisher, 1972, Chapter 11.)

The following example suggests a method for determining the number of detectives required to handle the cases listed above:

<i>Type of Case</i>	<i>Number of Cases</i>	<i>Investigative Time (Hours)</i>	<i>Other Activities (Hours)</i>	<i>Total Time</i>
Assaults	2,000	2,000	4,000	6,000
Burglary				
Residential	3,000	3,000	6,000	9,000
Commercial	1,500	1,500	3,000	4,500
Auto	2,000	2,000	4,000	6,000
Auto theft	3,000	3,000	6,000	9,000
Grand theft	3,000	3,000	6,000	9,000
Petty theft	4,000	4,000	8,000	12,000
Total				55,500

Note: If each detective is obligated to work 2,000 hours per year, the number of detectives required to handle the work load is 27.7 percent.

The follow-up investigative time for the Part I offenses of criminal homicide, rape, and robbery is substantially greater than the time indicated for the offenses listed above, but the number of cases handled per year is substantially less. Definitive time studies for these types of cases are not available; thus, professional judgment must be used to determine manpower requirements. However, the Department should make every effort to establish its own work measurement data.

The Part II offenses of forgery, counterfeiting, prostitution and commercial vice, narcotics, and gambling are cases which also have not been subjected to time studies. Professional judgment will have to be used to determine departmental manpower needs, but the Department should make every effort to establish its own work measurement data for these cases.

With respect to cases involving juveniles, there is in addition to the time involved in the investigative process the time expended in the disposition process. The Department should evaluate the disposition process and determine its requirements for juvenile officers. In addition there are cases which are normally investigated by juvenile officers, and these should be subjected to work measurement study in determining juvenile officer requirements.

Detective supervision should be in approximately the same ratio as required for field officer: 1 sergeant for 10 detectives and 1 lieutenant for 4 sergeants. Sergeants, however, should be considered working members of a team in addition to their supervisory responsibilities.

Appendix IV

PERFORMANCE—COST DECISION-MAKING SYSTEM FOR  
FIELD POLICING FUNCTIONS

Source: Phase II, Chapter 2, of the Report to the California Contract Cities Association, prepared by Booz, Allen & Hamilton, Inc., 1972.

**Task 1 Forecast the Volume of Community Generated Case Loads Which Will Require Police Handling.**

**A. This work task provides the framework for:**

- Determining the forecasted volume by type of cases of police services requested.
- Developing and maintaining a data base on policing case load.
- Insuring that policing case loads and elements which comprise them are visible.

**B. Methodology:**

- Define the types of police case loads:
  - Crime investigations.
  - Community service.
- Determine historical trends in reported case loads in terms of volume and percentage change.
- Forecast community generated case load for the next budget period.
- Provide breakdown of projected case load levels and *who* handles.

**Task 2 Establish Quantitative Service Level Objectives and Measurement Criteria**

**A. Purpose: To develop and obtain agreement on service level objectives for field policing forces.**

**B. Methodology:**

- Define major service areas for field policing and their relative priorities:
  - Crime investigation and/or apprehension.
  - Community service.
  - Traffic control or safety.

- Crime repression or prevention.
- Field operations support.
- Establish specific objectives for each field policing service area.
- Monitor the performance of field policing forces at least quarterly and annually.

**Task 3 Forecast the Volume of Officer Initiated Work Load That Will be Handled.**

- A. Purpose: Completes work load data base begun in Task 1.
- B. Methodology:
  - Define type of officer initiated work loads.
    - Crime repression.
    - Traffic control.
    - Arrests.
  - Determine historical trends.
  - Project officer initiated work load for next budget period.

**Task 4 Measure Average Time Required for each Work Load Activity.**

- A. Purpose: Provides a basis for quantification of man-hours needed to handle various work tasks.
- B. Methodology:
  - Define relevant work units for the field policing function.
  - Develop an on-going work measurement capability.
  - Measure time requirements for field policing work units.
  - Develop work output standards.

**Task 5 Determine the Number of Field Man-Hours Required for Projected Work Loads**  
**Task 6 and Type of Field Unit Handling Various Activities.**

- A. Purpose: (1) To convert forecasted work load volume into man-hour requirements, and (2) to allocate the man-hours among various types of policing units and personnel classifications.
- B. Methodology:
- Determine the number of man-hours required for each work load activity.
  - Determine the man-hours by type of field unit and personnel to handle forecasted work loads (Task 6).

**Task 7 Determine the Manpower Availability for Each Type of Field Personnel.**

- A. Purpose: To determine the estimated number of man-hours which each type of personnel are anticipated to be available to handle projected field policing work loads.
- B. Methodology:
- Determine average number of man-hours available per field personnel for each assignment.
  - Determine the average number of man-hours available per field personnel for "street" duty.

**Task 8 Determine the Number and Types of Field Personnel Required to Handle Forecasted Field Work Loads.**

- A. Purpose: To convert forecasted man-hours for handling field policing work load by types of field personnel into estimated numbers of authorized personnel considering the manpower availability factor determined in Task 7.
- B. Methodology:
- Divide the projected number of work load man-hours for each type of personnel classification (as completed in Tasks 5 and 6) by the average man-hours available for each authorized position (as calculated in Task 7).



**Task 9 Determine Manpower, Equipment, Facility, and Other Support Costs for the Field**

**Task 10 Policing Function**

**Task 11**

**Task 12**

- A. Purpose: These four integrated tasks determine the direct cost of the field policing function resulting from resource requirements needed to achieve service objectives.
- B. Methodology:
  - Task 9—Determine individual and total manpower costs by personnel classification.
  - Task 10—Determine equipment costs for field policing.
  - Task 11—Determine facility costs for field policing.
  - Task 12—Determine other direct support costs.

**Task 13 Compare Field Policing Costs With Available Funds**

- A. Purpose: To determine whether projected costs for the field policing function to meet service levels are compatible with estimates of the funds to be available during next budget period.
- B. Methodology:
  - Review total departmental costs vis-a-vis field policing costs.
  - Check prebudget figures with city manager and city council.

**Task 14 Analyze the Benefits and Costs of Alternative Approaches for Providing Field Policing Services.**

- A. Purpose: To provide an on-going analysis of the benefits (advantages) and costs (disadvantages) of alternative approaches and methods for providing field policing services.
  - At acceptable levels.
  - Of satisfactory quality.
  - Efficiently.
  - Economically.

## B. Methodology:

- Develop an adequate understanding of current field policing responsibilities and understanding.
- Identify and document field policing issues which would profit from benefit and cost analysis.
- Formulate objectives and measures to which alternative solutions can be compared.
- Identify alternative approaches or methods for solving the problem and achieving specific objectives.
- Evaluate the benefits of alternatives identified.
- Evaluate the costs of the alternatives identified.

Appendix V  
RECOMMENDED MONTHLY REPORT  
FROM THE CHIEF OF POLICE  
TO THE MAYOR  
CITY OF SAINT PAUL, MINNESOTA

TO: Mayor Lawrence D. Cohen

FROM: Chief Richard H. Rowan

SUBJECT: Police Department Activity Summary for the Month of

I. SUMMARY OF CRIMES AND ARRESTS

A. Classification of Offenses	Number of Actual Offenses		
	This Month	This Year To Date	Last Year To Date
1. Criminal Homicide			
2. Forcible Rape Total			
3. Robbery Total			
4. Assault Total			
5. Burglary Total			
6. Larceny--Theft (except auto theft)			
7. Auto Theft			
Total			

B. Classification of Arrests	Total Persons Charged	Total Adults Charged	Total Juveniles Charged
Part I Classes			
Part II Classes			
Grand Total			

## II. PERSONNEL STATUS

A. Changes In Personnel	This Month	This Year To Date	Last Year To Date
1. Authorized positions			
2. Present for duty last day of:			
3. Recruited:			
4. Reinstated: Total to account for:			
5. Separations from service			
a. Voluntary resignations			
b. Retirement on pension			
c. Resigned with charges pending			
d. Dropped during probation			
e. Dismissed for cause			
f. Killed in line of duty			
g. Deceased			
6. Vacancies			
Total			

B. Assignment of Available Personnel						
Positions	Office Of The Chief	Administration	License	Patrol	Detective	Services
Chief						
Deputy Chief						
License Inspector						
Captain						
Lieutenant						
Detectives						
Sergeant						
Patrolmen						
Policewomen						
Nonpolice						
Total						
Vacancies						

C. Overtime Summary--This Month				
Division	Overtime Earned	Paid Overtime	Comp. Time	Balance
Administrative				
License				
Patrol				
Detective				
Services				
Chief's Office				
Total				

## III. INTERNAL AFFAIRS INVESTIGATIONS THIS YEAR TO DATE

Type	Number Of Complaints	Number Founded	Number Unfounded	Number Under Investigation
Alleged improper conduct or violation of orders				
Alleged poor public relations				
Alleged police brutality				
Alleged discrimination or police harassment				
Investigation of claims or lawsuits against the City				
Alleged inaction or poor service by officers				
Miscellaneous Investigations				
Total				

## IV. IN-SERVICE TRAINING

Course Title	Number Of Hours	Number Of Students	Total Hours
Total			



V. SPECIAL POLICE PROBLEMS (JUVENILES, RACIAL CONFLICTS, MILITANTS, ETC.).

VI. SPECIAL OR NEW PROJECTS UNDERTAKEN.

VII. PROGRESS ON CONTINUING PROJECTS.

VIII. MEETINGS ATTENDED BY STAFF.

IX. SUMMARY OF MAJOR CRIMES.

X. MISCELLANEOUS

**END**

7 1000/1000