

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Princeton, West Virginia, Police Department

August 22, 1973

Prepared by:

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

(Per Contract J-11-AA-015-72)

I. PRELIMINARY INFORMATION

A. **Consultants Assigned:**

Ronald Niksich
Police Consultant
224 Kennedy Street
Ironwood, Michigan 49938

Patrick T. Maher
Staff Associate
Public Administration Service

B. **Date Assignment Received:**

July 11, 1973

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

July 11, 1973

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

July 17-19, 1973

E. **Individuals Contacted:**

Alfred S. Lucas
Chief of Police
Princeton Police Department

I. W. Southern
City Manager
Princeton, West Virginia

Crawley Fralick
Patrolman
Princeton Police Department

Mildred Baumgarten
Clerk
Princeton Police Department

Charles MacQueen II
Financial Director
Princeton, West Virginia

Carlyle P. Thorne
Sergeant
Princeton Police Department

David Knight
Prosecuting Attorney
Mercer County, West Virginia

Lewis Skeens
Councilman
Princeton City Council

II. STATEMENT OF THE PROBLEM

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

Conduct a limited organization and management survey of the Princeton, West Virginia, Police Department to identify current structural deficiencies and problems and establish resolutions for improvement.

B. **Problem Actually Observed:**

As stated.

III. FACTS BEARING ON THE PROBLEM

The City of Princeton has a population of 7,253, a 13.6 percent decrease over 1960. Within a three-mile radius of the City there is a population of 20,000; and the entire area has a population of 55,000. There is a minority population of 4 percent, and 27 percent of the population is under 18 years of age.

The City has a council-manager form of government. The Chief of Police was selected in 1968 by the City Council in the absence of an incumbent City Manager. The present Chief had worked for Princeton Street Department for 15 years before his selection as Chief of Police. He has had no prior experience as a law enforcement officer and none in any higher administrative or management positions. The appointment brought an immediate negative reaction from departmental personnel, although the attitudes have changed somewhat because of the Chief's sensitivity to the desires of personnel.

The Chief devotes most of his time and effort to providing personalized police service to the community, mainly by handling complaints and inquiries himself. This approach leaves little time for the effective management of police operations as a whole.

There are a number of problems in management and administration which should be considered. The supervisors are functioning in the line position with meager emphasis on their supervisory duties. Planning and research are not used or promoted to resolve present problems of organization; personnel deployment; performance inadequacies; or to prepare procedures, orders, and policies for strengthening the Department.

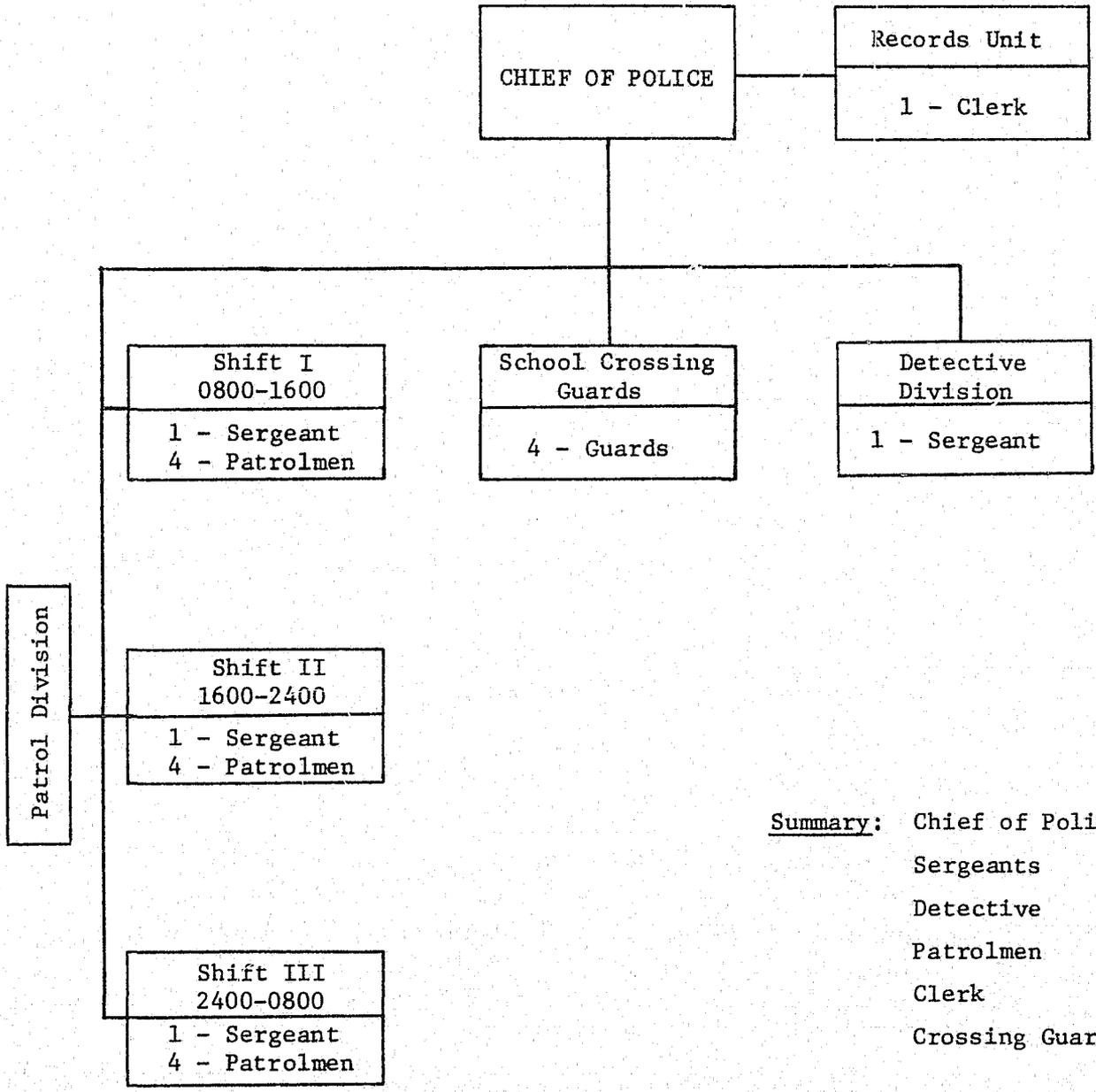
There are serious deficiencies in internal communications, coordination, supervision, direction, and control. For example, during shift changes there is no roll call session or other mechanism for instructing officers on new procedures and for relaying timely police information.

Another example is the functioning of the desk man. Each desk officer is told to do his job without any instruction on how to do it. As a consequence the records and radio procedures on each shift lack basic uniformity.

The Police Department, organized into the Patrol Division and the Detective Division, currently has 17 sworn personnel. In addition, the Chief supervises four crossing guards during the school year and a clerk who maintains police records. The existing organization is reflected in Chart I. There are two sergeants in the Patrol Division who function as the commanders of their respective shifts and are regularly assigned patrolmen as partners. A third patrol sergeant functions as the desk sergeant and dispatcher and receives and assigns all calls-for-service. On a sergeant's day off, the senior patrolman on the shift takes over command responsibility.

The Patrol Division is divided into three basic shifts: 8:00 a.m. — 4:00 p.m.; 4:00 p.m. — 12:00 Midnight; and 12:00 Midnight — 8:00 a.m. Each patrolman is responsible for patrolling within the city limits as there are no geographical or selective designations for patrol purposes.

Chart I
EXISTING ORGANIZATION AND ALLOCATION OF PERSONNEL
PRINCETON, WEST VIRGINIA, POLICE DEPARTMENT



<u>Summary:</u>	Chief of Police	1
	Sergeants	3
	Detective	1
	Patrolmen	12
	Clerk	1
	Crossing Guards	4
	Total	<u><u>22</u></u>

The present distribution of manpower can be improved, but the lack of accurate data upon which to base modifications of personnel allocation only permit a slight change until the Department implements a reporting system that will permit the acquisition of required data. A three-month sample survey of car logs does indicate, however, that the present deployment pattern is not permitting optimum allocation of patrol officers. As Table 1 indicates, Shift II accounts for 47.5 percent of the activity but only 33 percent of the manpower. There are similar disparities in the remaining shifts.

The detective sergeant functions as the follow-up investigator for serious crimes; however, he returns to patrol activity when investigatory and follow-up duties are completed because the number of Part I crimes is very low in the City.

The communications center layout is adequate, and use of working and regional channels is excellent, especially with the recent equipment obtained through LEAA funding. The radio procedures, however, were not uniform, brief, or clear. Currently, each shift dispatcher, while receiving calls, complaints, and radio transmissions, records the information he individually deems essential. The lack of uniformity stems from the lack of clearly defined procedures for guiding personnel in staff duties and the lack of proper training for emphasizing appropriate procedures.

All stolen property is recorded chronologically without classification on a wall clipboard. Some dispatchers even include criminal offenses (e.g., malicious destruction, vandalism, etc.) on this clipboard.

Many reports of investigation, radio logs, and arrest reports are incomplete and inaccurate. Some reports are written weeks and months after the incident occurred. As a result, court preparations are deficient.

Every officer on the Department has a secondary outside job. More than half of these jobs are full time. Many officers earn more money at their secondary jobs than at the primary occupation of policeman. The time and place of the secondary job has a large influence on the deployment of personnel because officers cannot work both jobs simultaneously. In addition, secondary employment limits the opportunities for in-service training and for attendance at other training and college-level courses. The existence of these outside employment interests pervades the operation of the entire organization. The Department loses qualified personnel because they locate better paying jobs or because they do not want to work two jobs. Salaries do appear to be lower for Princeton than for surrounding communities of generally similar character, as shown in Table 2.

The Department possesses a small amount of riot equipment (e.g., smoke bombs, gas canisters, rifles), but no one has been specifically trained in their use. Police headquarters, located in the municipal building, was first occupied in May, 1972. It is in excellent condition and has no additional space requirements at the present.

Table 1
 DISTRIBUTION OF CALLS-FOR-SERVICE AND
 DISTRIBUTION OF PATROL PERSONNEL
 BY SHIFT

<u>Shift Hours</u>	<u>Calls^{a/}</u>	<u>Percentage</u>	<u>Deployment of Patrol Personnel</u>
<u>Shift I</u> 0800-1600	159	30.2	4
<u>Shift II</u> 1600-2400	250	47.5	4
<u>Shift III</u> 2400-0800	117	22.3	4
Total	<u>526</u>	<u>100</u>	

^{a/} Not including escorts.

Source: City of Princeton, West Virginia, Radio Log, April-June, 1973.

Table 2
COMPARISON OF PATROLMAN SALARIES
IN
WEST VIRGINIA CITIES

<u>City</u>	<u>Patrolman's Annual Salaries</u>
Beckley	\$7,740
Weirton	7,698
State Police	7,606
Clarksburg	6,864
Bluefield	6,627
Fairmont	6,480
Princeton	5,951

Source: A survey of salaries in West Virginia,
conducted by Financial Office, City of Princeton,
June, 1973.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

The current distribution of manpower can be improved, but the lack of accurate data upon which to base any modification of the allocation of personnel only permits an interim system until the Department implements a reporting system that will permit the acquisition of required data.

The records system should be modified so that it conforms to the basic requirements of simplicity, uniformity, and consolidation. The Princeton Police Department should have a total overhaul of its records system so that the system not only meets the above requirements but also provides additional management information.

The Department must place its needs above the outside interests of its personnel. Training should be mandatory and extra jobs should not be permitted to interfere with it or with other duties.

Because Princeton does appear to pay police personnel at a lower rate than do surrounding communities of similar size, a salary and position study should be conducted to place Princeton pay ranges in proper perspective. Increased salary should alleviate the dependence of officers on outside employment. Outside employment should also be regulated, not only to insure that a policeman's position is not compromised but also to insure that the current conflicts of jobs are eliminated.

The present organizational structure should be modified in order to shorten the span of control of the Chief. He currently has nine subordinates (40.9 percent of the Department) reporting directly to him. Consideration should also be given to a unit that can provide staff support for the Chief, permitting him to function in an executive rather than an administrative capacity.

Most important, a comprehensive manual on policy and procedures must be developed. Uniformity of procedures is necessary if the Department is to function in an efficient manner. Policy and rules must be delineated so that each individual is aware of them and able to comply with them.

Equally important is management and supervisory training. The Chief, especially, must be provided the tools with which to work. He is an otherwise capable and dedicated individual who has been placed unfairly into a difficult and burdensome position. He should be given the opportunity to perform the job for which he was hired. Other supervisors also need related training so that they can properly support the Chief in his executive role.

V. RECOMMENDED COURSES OF ACTION

Princeton should commission a salary and position study and a police records study. These two areas appear to be most critical, but the length of time required to complete them exceeds the time allotted to this technical assistance.

Princeton should reorganize the Department so that utilization of personnel resources is maximized, and the Chief's span of control is narrowed.

The specific staff function of training, planning, and community relations should be identified and defined. The need for these functions in law enforcement is now axiomatic. A specific recommendation, therefore, is the creation of a Staff Advisory Unit directly responsible to the Chief and charged with the functions of community relations, planning (including internal inspections), and training. Because these functions overlap and are mutually supporting, they can best be performed by a single unit staffed by a patrolman or civilian and a secretary. The unit must be under the direct control of the Chief in order to provide the needed authority for the unit to cross organizational lines in both the planning function and in implementing policies and directives and in making major policy decisions affecting departmental operations. A patrolman or planner is required to perform the basic research necessary to develop such programs and to lend expertise gained from police experience. This individual, however, should have an ability to express himself well both orally and in writing, have research abilities, be inclined towards research work, and either have a college degree or be attending college. A unit of this type, if properly functioning, will produce sufficient output to occupy a secretary, although, if necessary, the individual can also act as the Chief's secretary.

The Patrol Division needs a complete revision in operations and in the allocation of personnel. Supervisors are functioning more as regular patrolmen than as supervisors. Sergeants should be given additional administrative responsibilities. They should be responsible for identifying specific police problems and training needs and policies and for implementing them. They should be held responsible for identifying staffing needs and for submitting, complete with supporting data, to the Chief recommendations that will meet these needs. Sergeants should also be responsible for investigating any complaints of police misconduct or unnecessary use of force and for submitting a written report to the Chief with findings, conclusions, and recommendations.

A sergeant's duties should also consist of the following:

- Performing roll call and inspection.
- Conducting training.
- Approving all reports for content and structure.
- Reviewing and approving arrests of all juveniles and of all adults arrested for major crimes.

- Reviewing and approving all arrests by patrolmen with less than one year of patrol experience.
- Performing on-the-scene supervision for major crimes.

The sergeant assigned as dispatcher has not been used in a capacity which would fully use the supervisory responsibilities of his position. Most police departments staff this position with a patrolman and many use civilians without any loss of efficiency. The sergeant and patrolman could then be assigned more responsible duties. Princeton should hire and train nonpolice dispatchers and assign the current sergeants and patrolmen responsible for dispatching to field duty. This can be done on a one-for-one basis in lieu of hiring more patrolmen.

The current practice of placing a patrolman with a field sergeant impairs the efficiency of both. If the field sergeant is functioning as a supervisor, then the patrolman is nothing more than a passenger or, at best, a highly paid chauffeur. If the patrolman is performing patrol duties, then the sergeant is restricted to performing as a patrolman. The two positions must be separated if their respective functions are to be maximized.

The patrol sergeant, in order to properly perform his duties, should not be assigned a partner. He should be free to spend time in the field, in the station, and on calls with his subordinates. He should not, except in emergency cases, be assigned to a primary back-up car, although he can still elect to respond to any given call.

The Department should carefully evaluate deploying all one-man cars.

The records function and the supervision of crossing guards should be made the responsibility of the Shift I commander.

The proposed organization is reflected in Chart II. The Chief's span of control is sharply narrowed with only four individuals reporting directly to him. With the aid of his staff support unit, he is now free to develop the Department and remain responsive to changing community needs. Table 3 compares current and recommended manpower levels.

Each sergeant acts as a shift commander and is responsible for all activities on his shift. The Shift I sergeant is also responsible for supervising the records clerk and the crossing guards. Each shift is responsible for its own investigative follow up. This can be accomplished either by the officer who takes the initial report or by the sergeant specifically delegating a patrol officer to conduct follow-up investigations in lieu of regular patrol duties. When such investigations are completed, the officer returns to patrol duty.

Each shift has a percentage of the patrol force roughly equivalent to the levels of activity occurring on the shift. In addition, manpower levels for each shift take into consideration days off, sick leave, vacation, and other absences which will occur within the respective shifts. The sergeant in charge of each shift should divide his time between administrative functions and field supervision. Each car on the shift is a one-man unit.

The Chief should issue a policy statement covering outside employment so that such employment does not conflict with police duties or ethics. While outside employment should not, at least for the present, be prohibited, it should be critically evaluated. The Whittier, California, Police Department has a research document concerned with this topic, and Princeton may be able to obtain a copy. The monograph covers both ethical and practical considerations and suggests policy on outside employment.

Chart II
PROPOSED REORGANIZATION
OF THE POLICE DEPARTMENT
PRINCETON, WEST VIRGINIA

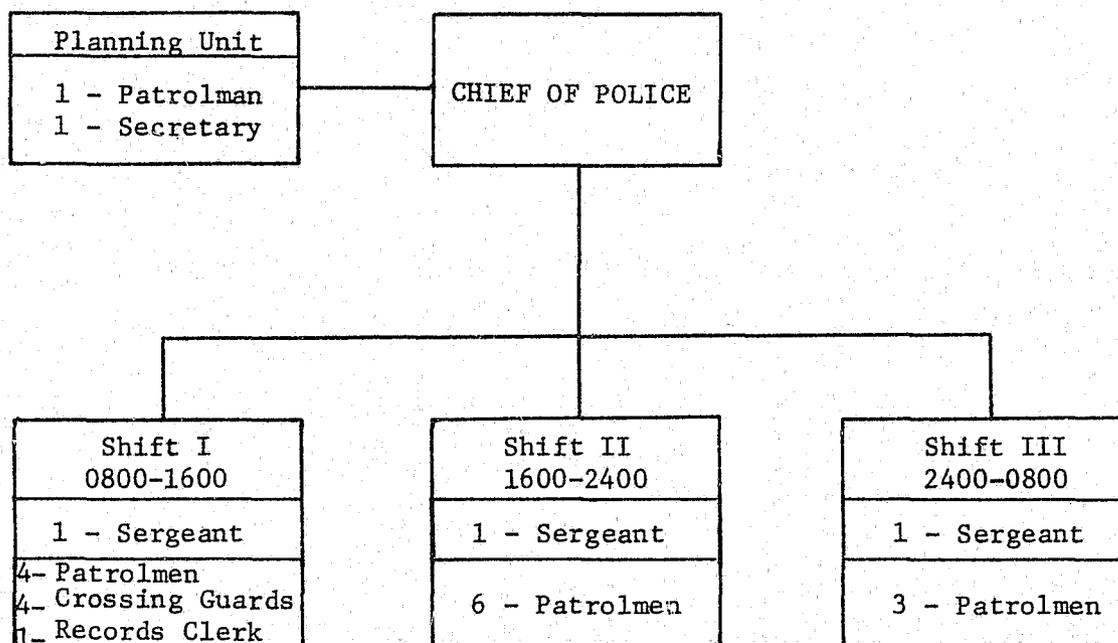
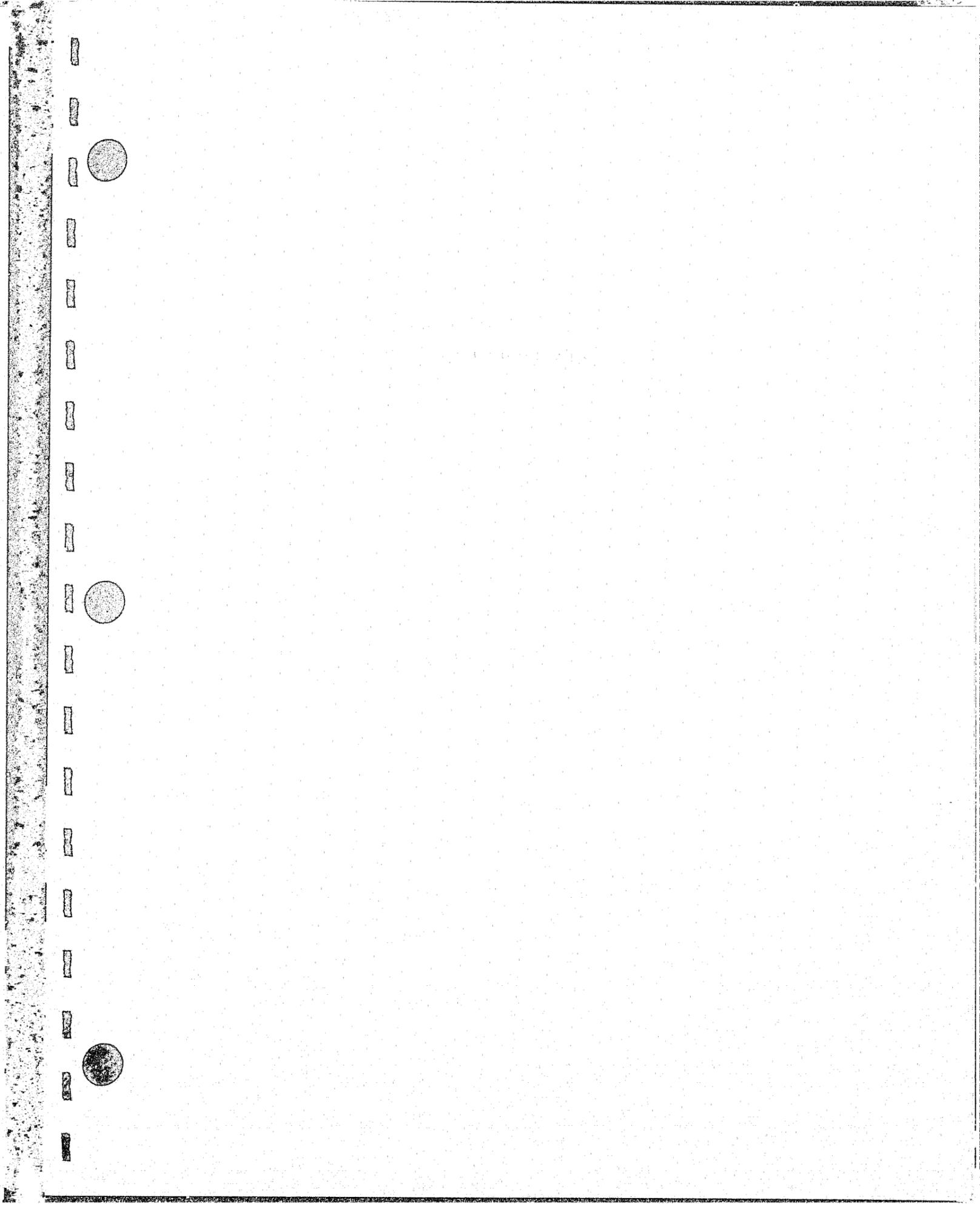
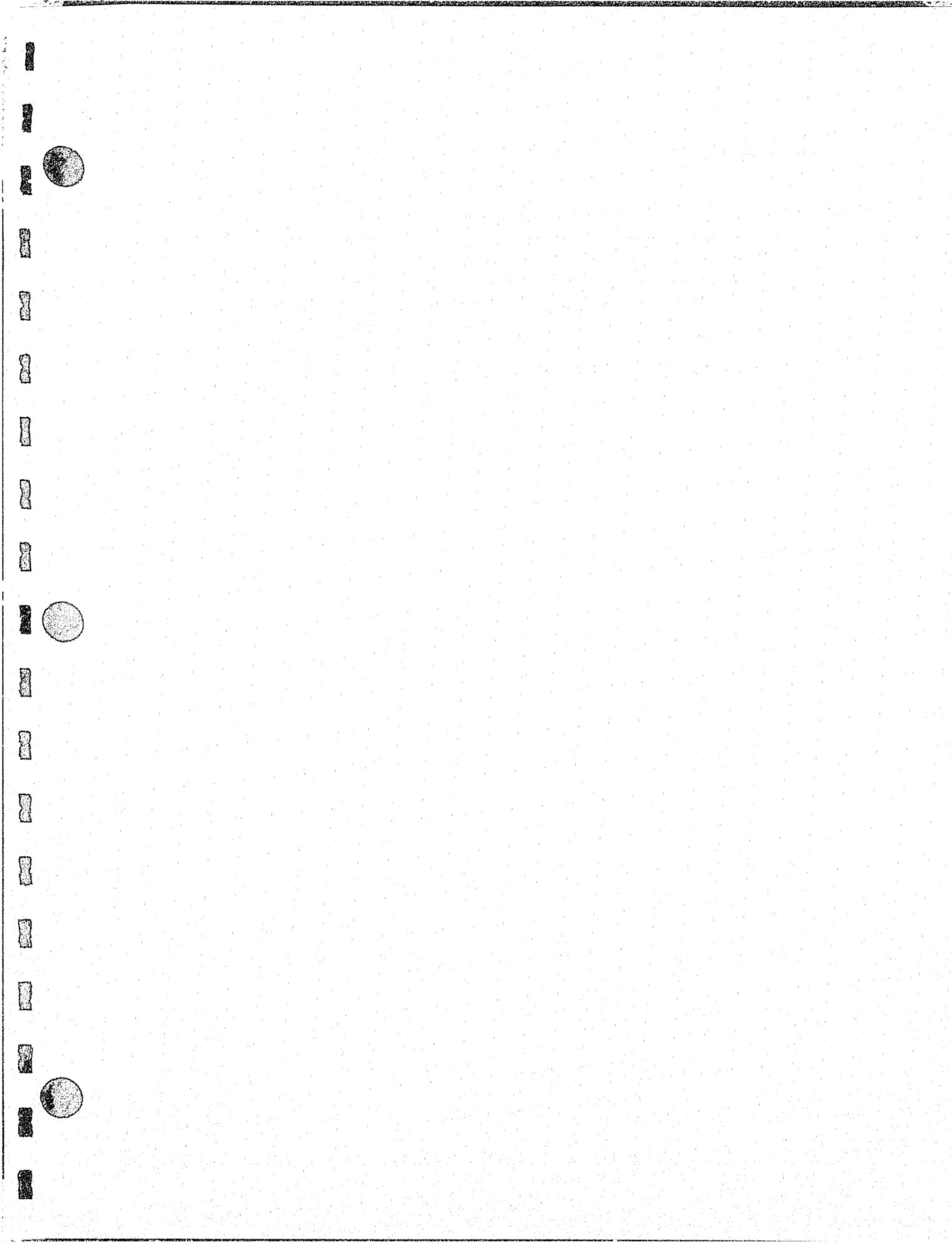


Table 3
CURRENT AND RECOMMENDED MANPOWER LEVELS
FOR THE
PRINCETON POLICE DEPARTMENT

<u>Position</u>	<u>Current</u>	<u>Recommended</u>	<u>Increase (Decrease)</u>
Chief	1	1	0
Sergeants	4	3	(-1)
Patrolmen	12	13	1
Crossing Guards	4	4	0
Clerk	1	1	0
Secretary	0	1	1
Total	<u>22</u>	<u>23</u>	<u>1</u>



ACTIVITY SUMMARY

Date:	Day									Month									Unit			Total		
	1			2			3			4			5			6								
	OBS	Call	Arr.	OBS	Call	Arr.	OBS	Call	Arr.	OBS	Call	Arr.	OBS	Call	Arr.	OBS	Call	Arr.	OBS	Call	Arr.			
2400																								
0100																								
0200																								
0300																								
2100																								
2200																								
2300																								
Total																								

Attachment IA

DESK COMPLAINTS

Shift _____ Date _____ Page _____

Time Received	Service No.	Location	Unit(s) Assigned	Time Arrived
	Nature of Complaint			
	Complainant	<input type="checkbox"/> Refused	Phone	
Time Dispatched	Actual Location			Time Ended
	Cleared by Unit: <input type="checkbox"/> Unfounded <input type="checkbox"/> Resolved <input type="checkbox"/> Other _____			
	<input type="checkbox"/> Report	<input type="checkbox"/> Citation	<input type="checkbox"/> Arrest	
Time Received	Service No.	Location	Unit(s) Assigned	Time Arrived
	Nature of Complaint			
	Complainant	<input type="checkbox"/> Refused	Phone	
Time Dispatched	Actual Location			Time Ended
	Cleared by Unit: <input type="checkbox"/> Unfounded <input type="checkbox"/> Resolved <input type="checkbox"/> Other _____			
	<input type="checkbox"/> Report	<input type="checkbox"/> Citation	<input type="checkbox"/> Arrest	