



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Manpower and Organization Study

REPORT NUMBER: 76-214-105

FOR: Village of Hillside, Illinois

Population: 9,500 (Est.)

Police Strength: (Full-Time) 31

Sworn: 26

Civilian: 5

Square Mile Area: 2.4

MICROFICHE

CONTRACTOR: Public Administration Service
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CONTRACT NUMBER: J-LEAA-002-76

DATE: March, 1977

NCJRS

APR 12 1977

ACQUISITIONS

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FOREWORD

This request for technical assistance was made by the Village of Hillside, Illinois. The assistance requested called for reviewing and appraising the police department's manpower requirements and organizational structure with recommendations for installing improved manpower assessment procedures.

Persons involved in the processing of this request included:

Requesting Agency:	Mr. Glenn F. Spachman Village Administrator Village of Hillside
State Planning Agency:	Ms. Jane Rae Oksas Illinois Law Enforcement Commission
Approving Agency:	Mr. Terrence T. Doherty Police Specialist LEAA Region V (Chicago)

The services provided were supported financially by the LEAA through its National Police Services Technical Assistance contract. The conclusions and recommendations, however, are those of the consultant and do not necessarily represent the official position of the Law Enforcement Assistance Administration, U.S. Department of Justice.

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I. INTRODUCTION

The following report addresses a technical assistance request to examine the adequacy of existing manpower resources and organization of the Hillside, Illinois, Police Department. Although particular attention is paid to manpower resources allocation and utilization and organization structure, various operational practices and support services are discussed where available evidence suggests that current methods are not effective or satisfactory. Discussion of activities not specifically mentioned in the request for technical assistance was not unilaterally included by the consultant but was requested by the Village Administrator.

The Village

The Village of Hillside is located in the Chicago-Cook County, Illinois, metropolitan area 15 miles west of the Chicago Loop. It has a land area of 2.4 square miles and a population of 9,500 persons according to current estimate. The Village is readily accessible for vehicular traffic; it is surrounded by major interstate highways and tollways, including one major interstate that bisects it. Although basically residential in nature, the Village includes fine multi-residential, commercial, and industrial areas as well as a major area shopping center.

The Village is governed by a Board of Trustees comprised of seven members including the Village President. The office of Village Administrator was created March 1, 1976. The administrator is appointed by the Village President with the consent of the Board of Trustees, serves an indefinite term, and is the Village's chief administrative officer.

The Police Department

The Hillside Police Department has an authorized strength of 26 sworn officers and 5 civilian employees. It also employs one part-time "special officer" to provide security patrol to the Hillside Commons, a park area, and one large church located nearby. The department's approved operating budget for the fiscal year 1976-1977 is \$803,332, a level of per capita financial support equal to \$84.56. Approximately 87% of the total departmental budget appropriation is for personnel services.

The police department is headed by a Chief of Police who is appointed by the Village President with the consent of the Board of Trustees. The Village Administrator may recommend the appointment of all non-elected officers to the President and Board of Trustees, however.

Ostensibly, the department is organized into three major operating units: 1) administration and records; 2) investigations; and 3) patrol. Administration and patrol are each commanded by a police lieutenant. Investigations is commanded by a police officer. All remaining personnel are assigned to one of these three functions.

II. UNDERSTANDING THE PROBLEM

In April, 1976, the Village hired its first Village Administrator. As one of his initial tasks, the administrator recommended and installed the Village's first formal budget preparation process and procedure. Accordingly, each department head was required to prepare a formal budget request for submission to the administrator, who would review, revise, and prepare a recommended Village budget for adoption by the Board of Trustees. In the police department's budget was a requested authorization for three additional police officer positions.

The police department requested three additional positions, but because the department's request was not supported by an objective analysis of increased community demands for police service, the request was denied, pending further study. Thus, a request for technical assistance to study police manpower needs was initiated.

In 1970, the Field Operations Division of the International Association of Chiefs of Police (IACP) completed a staff study of the police department. So in addition to the issue of police manpower, the Village Administrator requested assistance in reviewing the police department's organizational structure and various operational practices and procedures as described in the 1970 IACP report. The administrator expressed specific interest in the degree to which appropriate recommendations included in the 1970 report had been adopted and implemented by the police department.

Recognizing the time limitations imposed on the technical assistance request, the consultant met with the Village Administrator and determined the following course of action:

- The consultant would review the department's present organization and methods of manpower allocation and utilization to determine its appropriateness in meeting service demands and enhancing the police department's mission.
- As time permitted, the consultant would review line and staff operations and prepare recommendations intended to improve organizational productivity and the delivery of services.
- Finally, the consultant agreed to review selected departmental practices in such areas as records and reporting, evidence and property control, internal management controls, and administrative methods and recommend necessary improvements.

III. ANALYSIS OF THE PROBLEM

Department Organization and Staffing

The police department has no formal table of organization, although in practice it is organized into three major divisions: patrol, investigations, and records. The present organization and staffing of the police department is shown in Chart I.

Patrol

The patrol force is responsible for routine preventive patrol, answering calls for service, checking on suspicious persons and vehicles, receipt and dispatch of calls for service, and the like. Patrol officers generally conduct preliminary investigations on all cases, although investigators may be called in on occasion to conduct some preliminary investigations. The department operates one-man patrol units.

The patrol force is commanded by a lieutenant and is organized into three equally staffed shifts: 7:00 A.M. -- 3:00 P.M.; 3:00 P.M. -- 11:00 P.M.; 11:00 P.M. -- 7:00 A.M. Each shift is headed by a sergeant who reports to the patrol commander. There are 16 police officers assigned to patrol, with 5 assigned to each of 2 shifts and 6 assigned to the third shift. The sixth police officer on the 11:00 P.M. -- 7:00 A.M. shift performs the duties of radio dispatcher.

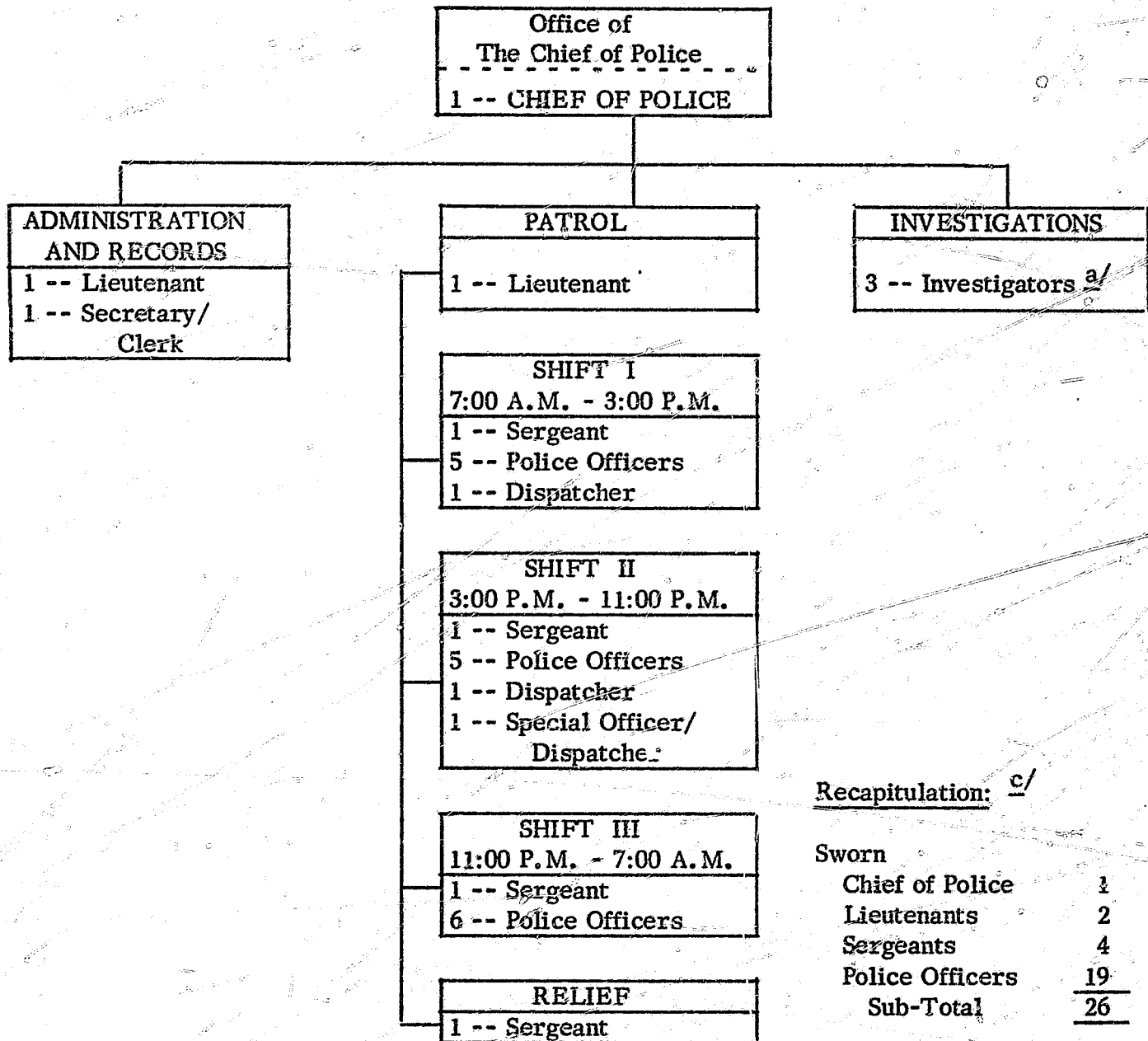
In addition to the 21 total sworn personnel assigned to patrol, there are 4 civilian radio dispatchers. One of these 4 positions is vacant but will be filled shortly. Interestingly, one of the 3 dispatchers is also a "special" or auxiliary police officer and has been working as a field patrol officer in place of a regular sworn police officer.

One other special officer is employed on a regular part-time basis to provide on-site security seven evenings a week to the Hillside Commons, a park area, and a large church complex located nearby. This special officer is equipped with a uniform, firearm, and portable radio.

Administration and Records

The administration and records section is commanded by a lieutenant and includes one secretary/clerk. This unit is responsible for maintaining all departmental records and reports, statistical reporting, evidence and property control, issuance of permits and uniforms, training schedules, and other support

PRESENT ORGANIZATION
Hillside, Illinois, Police Department



a/ Two of the three investigators are also designated as juvenile officers.

b/ One position vacant.

c/ Does not include one part-time special officer.

Recapitulation: c/

Sworn	
Chief of Police	1
Lieutenants	2
Sergeants	4
Police Officers	19
Sub-Total	<u>26</u>

Civilian	<u>b/</u>
Dispatchers	4
Secretary/ Clerk	1
Sub-total	<u>5</u>

Grand Total: 31

activities. The secretary/clerk is primarily responsible for the care and maintenance of departmental files and the typing of field reports.

Access to departmental records is limited to six days a week from approximately 9:00 A.M. -- 5:00 P.M., as the secretary/clerk works Monday thru Friday and the lieutenant works Monday, Tuesday, Thursday, Friday, and Saturday. Additionally, access to departmental records is limited during the lunch hour as both the lieutenant and secretary/clerk usually go to lunch at the same time.

Investigations

The investigations unit is comprised of three full-time personnel. One investigator acts as the lead investigator with responsibility for case management, assignment, and report review. The other two personnel assigned to the unit work 8:00 A.M. -- 4:00 P.M. and 2:00 P.M. -- 10:00 P.M., respectively. Under the Illinois Statutes, one sworn member of the department must be designated a juvenile officer. In Hillside, two investigators have been given this responsibility. This is the only investigative specialization that exists in the department.

Procedurally, copies of all case reports are forwarded to the lead investigator, who then determines each report's investigative merit. Should a case warrant follow-up investigation, it is assigned to one of the investigators for follow-up and formally opened. Case management and investigative practices in Hillside were generally found to be adequate with only a few exceptions.

In Hillside, the designation of investigator refers to an assignment rather than to a position classification. Any officer assigned to this unit may be reassigned under the direction of the chief of police to any other operating unit within the department.

Patrol Allocation and Deployment

A long-accepted principle of effective management asserts that structure follows strategy, and that strategy implies an intimate knowledge of operational needs and constraints. Thus, prior to installing a police manpower allocation strategy and deployment structure, the unique and varying requirements of the operating environment must be known. In terms of the police, comprehensive service records provide the basis for defining most operational needs.

The Hillside Police Department does not determine its patrol allocation and deployment needs systematically at the present time. Overall manpower needs have over the years been determined more or less intuitively, while patrol deployment has generally been based on traditional and long-standing configurations.

Patrol Manpower Allocation

To determine patrol manpower requirements, the consultant undertook an analysis of patrol work load. The analysis sought to determine, without considering current resources, the number of field patrolmen needed to meet adequately the demand for police services in Hillside.

The analysis started with the assumption that the recent historical pattern of the number and type of police service demanded is the best indicator of future demands. Data for all 1976 field activity were sampled and analyzed. Sampling was required because total police activity summaries for the period were not available. Time constraints coupled with reporting deficiencies precluded analysis to the fullest level of detail possible under the best of conditions.

The "blotters" or radio/activity logs for every 24-hour period of every twelfth day of 1976 were reviewed and summarized. This task provided information on overall police service requirements for the year. In addition, however, departmental activity reports for the months of January thru November were reviewed and major police incident data tabulated. The combination of these tasks provided detailed information for use in determining patrol manpower requirements.

As Table 1 shows, it is estimated that the department handled a total of 7,593 requests for service in 1976. This figure will probably be questioned by departmental officials who will claim requests for service totaled approximately 11,400 for the same period. That figure is misleading, however, because police calls recorded on the "blotter" or radio/activity log, for which call credit is assigned, were in many cases not requests for service. The following are examples of inappropriately designated police calls which appear on the "blotter":

- Number XXXX -- Squad Information: Car No. 407 was taken to Westhill for repairs.
- Number XXXX -- Information: This weekend a large number of vans will be parked at the Holiday Inn. Owners of the vans are attending a car show. INFO/ONLY
- Number XXXX -- Surveillance Information: Sergeant Jones of C. C. S. called to report they will be on surveillance . . .

To get a realistic picture of service levels, a detailed audit of police calls was made for the sample period previously described. That audit revealed a 34.4% discrepancy between numbered police calls and actual police calls. Therefore adjustments were made to account for actual calls-for-service only. Where

TABLE 1

METHODOLOGY AND NUMBER OF POLICE INCIDENTS BY CATEGORY

Hillside, Illinois, Police Department1977

METHODOLOGY (TASKS)	ACTIVITY CATEGORY								
	Criminal Incidents/Accidents			- - - - Arrests - - - - -			Miscellaneous Activities		
	First 11 Months 1976	December Estimate	Estimated Yearly Total	First 11 Months 1976	December Estimate	Estimated Yearly Total	Total Reported Activities (Sample)	Estimated Total Activities (Sample)	Estimated Yearly Total

1. Determine Number of Criminal Incidents, Accidents and Non-Traffic Arrests for 1976.

This figure was determined by totaling all incidents reported for the first 11 months of 1976. The figures were taken directly from departmental monthly activity reports. Once the 11-month total was determined, a December estimate was made and the yearly total entered.

1,962 178 2,140 155 14 169

2. Determine the Number of Miscellaneous Activities for 1976.

- a. Sample every twelfth day's 24-hour period. Sample taken from "blotter" or radio/shift activity record.
- b. Audit blotter to determine the actual number of calls

TABLE 1 (Continued)

METHODOLOGY AND NUMBER OF POLICE INCIDENTS BY CATEGORY

Hillside, Illinois, Police Department1977

METHODOLOGY (TASKS)	ACTIVITY. CATEGORY								
	Criminal Incidents/Accidents			- - - - - Arrests - - - - -			Miscellaneous Activities		
	First 11 Months 1976	December Estimate	Estimated Yearly Total	First 11 Months 1976	December Estimate	Estimated Yearly Total	Total Reported Activities (Sample)	Estimated Total Activities (Sample)	Estimated Yearly Total

for service versus the number reported as calls. A 34.4% discrepancy was found between reported calls and actual calls for the sample period.

610

- c. Multiply the sample number by 12.17 to determine yearly estimate of actual miscellaneous activities and subtract the yearly total of criminal incidents/accidents. This is necessary because all activity is shown on the blotter, not just services.

5,284

3. Determine Total Activity for 1976.
To determine total activity, sum the underlined figures for a total of 7,593 incidents.

TABLE 1 (Continued)

METHODOLOGY AND NUMBER OF POLICE INCIDENTS BY CATEGORY

Hillside, Illinois, Police Department1977

METHODOLOGY (TASKS)	ACTIVITY CATEGORY								
	Criminal Incidents/Accidents			- - - Arrests - - - - -			Miscellaneous Activities		
	First 11 Months 1976	December Estimate	Estimated Yearly Total	First 11 Months 1976	December Estimate	Estimated Yearly Total	Total Reported Activities (Sample)	Estimated Total Activities (Sample)	Estimated Yearly Total

4. Compute Minimum Patrol Man-
power Requirement Computa-
tion. See Table 2.

questions on specific police calls arose during the sampling phase, the call was counted as a request for service and included in the total.

Once the total number of incidents was tabulated, it was possible to convert incidents into time requirements. This process, using a time factor of one hour for criminal and accident incidents (Part I and Part II cases, arrests, and traffic accidents) and one-half hour for miscellaneous activities and services, sought to determine roughly how much time was spent dealing with police incidents, the premise being that at least this much time would be used in handling future incidents.^{1/} The methodology also recognized that patrol activity should consist of more than merely responding to and processing calls. Two additional time factors, each equivalent in time value to time required for handling incidents were incorporated -- one for preventive patrol and the other for time devoted to administrative needs such as report writing and other administrative details. The total patrol activity, therefore, was held to comprise one-third for responding to calls, one-third for preventive patrol, and one-third for administrative needs. The total was then divided by 2,920 hours, the number of hours in a year which can be contributed by one man on one shift. The product of these calculations represents the minimum number of beats (which is synonymous with a full man-year of work) required for a 24-hour period.

As stated, beats were developed with reference to a factor representative of the maximum number of man-hours needed to cover a beat every day of the year (2,920 hours). Since no one works 365 days a year, an adjustment was made to determine the number of people needed to cover a beat for a full year. In this case, a factor of 1.9 -- called an "availability factor" (see Table 2) -- was used to define the total number of personnel required to handle patrol activity 365 days a year, not including command and supervisory personnel. Normally the above calculations would be performed for every shift to determine the distribution of manpower by shift. That operation could not be performed for this study, however, because of time and data limitations. (See the discussion on patrol practices and deployment methods.)

Table 3 indicates that the department requires 10 officers for patrol. Hillside, with its authorized allocation of 16 patrol officers, would appear to be committing excessive -- at least on the surface -- manpower resources to the patrol function. It must be emphasized, however, that the manpower figure of 10 should not be viewed in its most rigid sense. Other factors, including minimum staffing levels

^{1/}A recent study conducted by Public Administration Service in 1976 for the Federal Protective Service (FPS), General Services Administration, on FPS manpower requirements provided reinforced validity to the one-hour time requirement for major incidents and one-half hour time requirement for miscellaneous activities.

TABLE 2

AVERAGE AVAILABLE MAN-HOURS
FOR 1976

Hillside, Illinois, Police Department

1. Total annual potential man-hours available for each officer		2,920
2. Deductible man-hours <u>a/</u>		
a. Days off (in hours)	832	
b. Vacation <u>b/</u>	125	
c. Sick leave <u>c/</u>	138	
d. Miscellaneous loss <u>d/</u>	260	
e. Training <u>e/</u>	40	1,395
3. Average actual man-hours available per officer		1,525
4. Availability factor <u>f/</u>		1.9

a/ Holidays not included because of city's policy to pay for holidays not taken off.

b/ Average per officer eligibility for 1976.

c/ Average per officer usage for 1976. Does not include one officer who was off work for 194 days with a job-incurred disability.

d/ Non-operational time lost due to meals and coffee breaks.

e/ Recommended minimum per officer per year.

f/ Variations in the amount of sick leave and vacation use can affect the department's availability factor.

TABLE 3

MANPOWER REQUIREMENTS COMPUTATIONS

Hillside, Illinois, Police Department1977

	Part I Arrests Accidents	Miscellaneous Activities And Services	TOTAL
Estimated incidents (see Table 1).	2,309	5,284	7,593
Multiply by 1 hour in the case of Criminal and Traffic Incidents and a half-hour in the case of Miscellaneous Services to get the number of hours required to complete demanded police assignments in one year.	2,309	2,642	4,951
Multiply by 3 to provide time for preventive patrol and administrative matters.			14,853
Divide by 2,920 (number of hours required to cover 1 beat on 1 shift for 1 year) to determine number of beats required (rounded).			5.08
Multiply by 1.9 to determine number of men needed to staff beats 7 days per week and to allow for vacations, sick leave, training, etc.			9.65
Round to the next highest number			10

NOTE: Totals anticipate continued use of one-man patrol units.

for officer safety and community and environmental characteristics (e.g., geographical, demographical, and topographical factors), must be considered and evaluated. Also, it must be reiterated that the work load figures used in the manpower computation were determined by sample methods. While extreme errors in the data presented are unlikely, installation of improved incident reporting and recording methods, yet to be discussed, will permit more detailed and accurate analysis.

Deployment Methods and Patrol Practices

As previously mentioned, the patrol force is commanded by a lieutenant and is organized into three equally staffed shifts or platoons, each supervised by a sergeant. There are four sergeants, one of whom provides relief supervisory coverage.

Shifts rotate every 28 days with days off scheduled on the 28-day basis. Each shift commander prepares his shift's 28-day schedule. Officers and sergeants alike are permitted to schedule their own days off with certain limitations and the final approval of the patrol commander.

The department operates one-man patrol vehicles during its three basic shifts, although an effort is made to send a back-up unit on all calls. The basic shift configuration is as follows: 7:00 A.M. -- 3:00 P.M.; 3:00 P.M. -- 11:00 P.M.; and 11:00 P.M. -- 7:00 A.M. Officers on shift are assigned to either one of the two basic zones, north or south. Manpower permitting, two special zones may also be manned. Zone 4, as it is referred to in Hillside, basically includes the large shopping center and area immediately surrounding it. Zone 3 is concentrated in a three- or four-block area of small businesses in a northern section of the Village. Both Zones 3 and 4 are considered special zones which are manned only when personnel are available.

To date, no work load studies have been conducted to evaluate the appropriateness of current shift-hour and beat deployment configurations. Tables 4 to 6 and Graph 1 are included for purposes of illustrating the value of work load analysis to deployment and shift scheduling.

Investigative Practices and Manpower Allocation

Responsibility for conducting follow-up investigations of crimes is assigned to the investigations unit. The unit is supervised by one of the three currently assigned investigators, who also perform their own clerical work and maintain some of their own files. The supervising investigator works flexible hours between

TABLE 4

LEVELS OF ACTIVITY AND AVAILABLE MANPOWER BY SHIFT

Hillside, Illinois, Police Department

<u>Shift</u>	<u>Total Number of Incidents</u>	<u>Percentage of Activity</u>	<u>Number of Personnel Assigned^{a/}</u>	<u>Percentage of Manpower Available</u>
7:00 A.M. -- 3:00 P.M.	262	43.0	5	33.3
3:00 P.M. -- 11:00 P.M.	241	39.5	5	33.3
11:00 P.M. -- 7:00 A.M.	107	17.5	5 ^{b/}	33.3
TOTAL	610	100.0	15	100.0

^{a/} Figures include only those personnel assigned to the patrol function excluding supervisory, management, and communications personnel.

^{b/} Once the fourth dispatcher is hired, one patrol officer now performing the duties of a dispatcher will return to the field.

TABLE 5

ACTIVITY BY DAY OF THE WEEK

Hillside, Illinois, Police Department

<u>Day</u>	<u>Total Number of Incidents (Sample Period)</u>	<u>Average Number Per Day</u>	<u>Per Cent of Total Weekly Activity</u>
Sunday	65	16.2	10.7
Monday	121	24.2	19.8
Tuesday	80	20.0	13.1
Wednesday	88	22.0	14.5
Thursday	72	18.0	11.8
Friday	94	23.5	15.4
Saturday	90	18.0	14.7
	<hr/>	<hr/>	<hr/>
TOTAL	<u>610</u>	<u>20.3</u>	<u>100.0</u>

TABLE 6

LEVELS OF ACTIVITY BY MONTH OF OCCURRENCE

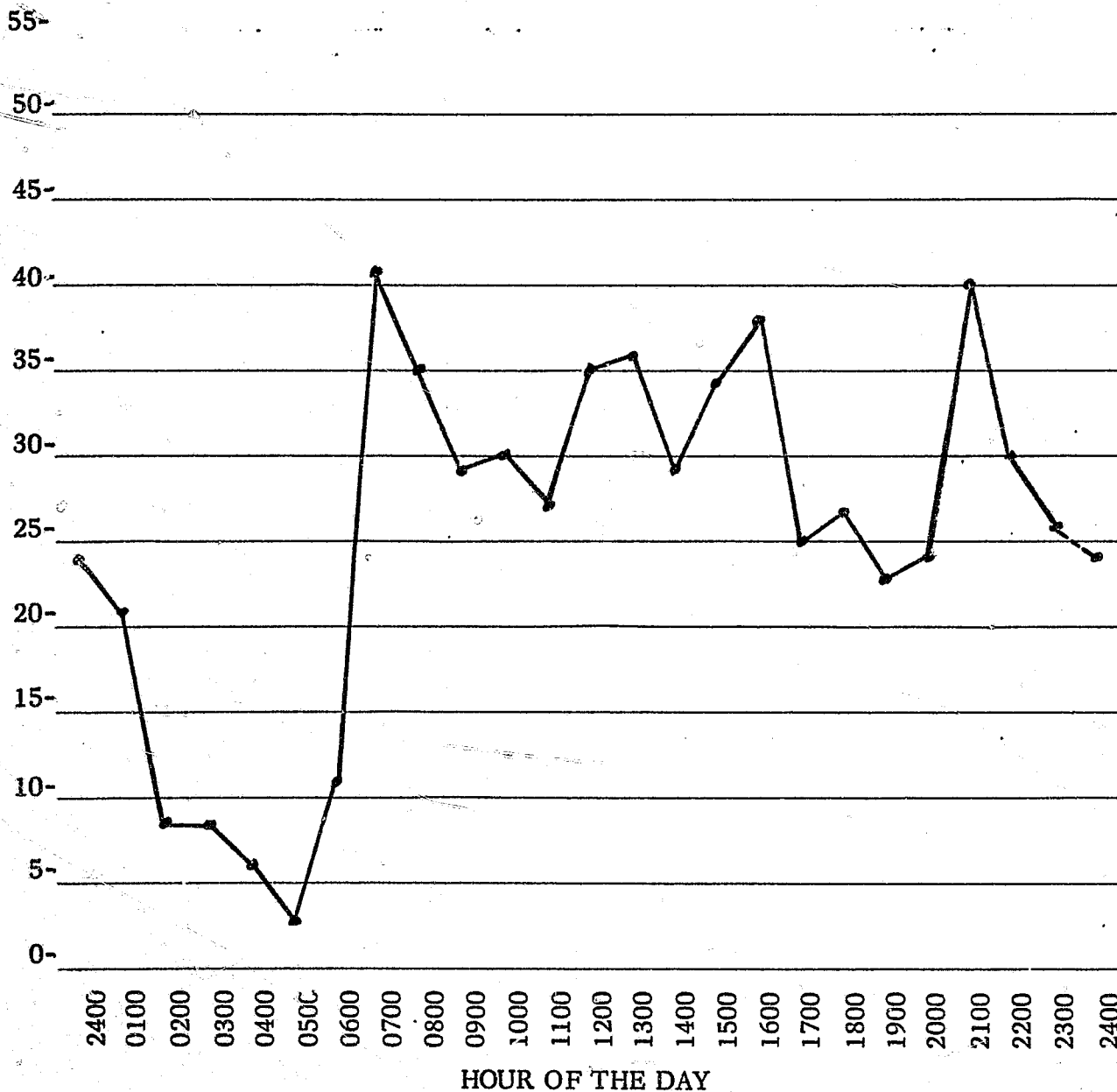
Hillside, Illinois, Police Department1976

<u>Month</u>	<u>Number of Log Items</u>	<u>Estimated Number of Items Requiring Action ^{b/}</u>	<u>Estimated Daily Average Number of Log Items Requiring Action</u>	<u>Per Cent of Total</u>
January	916	601	19.4	8.0
February	881	578	19.9	7.7
March	850	558	18.0	7.5
April	921	604	20.1	8.1
May	942	618	19.9	8.3
June	1,058	694	23.1	9.3
July	1,010	663	21.4	8.8
August	1,094	718	23.2	9.6
September	1,009	662	22.2	8.8
October	969	636	20.5	8.5
November	815	535	17.8	7.1
December ^{a/}	915	624	20.1	8.3
TOTAL	<u><u>11,416</u></u>	<u><u>7,491</u></u>	<u><u>---</u></u>	<u><u>100.0</u></u>

^{a/} Estimated monthly total.^{b/} Estimate based on 34.4% discrepancy found between logged calls and actual calls in sample analysis of log sheets for yearly period.

GRAPH 1

FREQUENCY OF INCIDENTS BY HOUR OF THE DAY

Hillside, Illinois, Police Department

TOTAL NUMBER OF INCIDENTS FOR SAMPLE PERIOD

the scheduled work hours of the other two investigators. The remaining two investigators generally work 8:00 A.M. -- 4:00 P.M. and 2:00 P.M. -- 10:00 P.M. Under the Illinois Statutes, one member of the department must be designated as a juvenile officer, and in Hillside, two of the three investigators have been so designated.

Not all cases are assigned for follow-up investigation. The investigative supervisor screens all cases and assigns only those cases that appear to warrant further investigation. There is no firm or written policy regarding this, however.

The current investigative manpower level was not determined through analysis of work load requirements. Because recent research studies have concluded that a large portion of the resources allocated to the investigative activity do not appreciably improve police case clearance and property recovery effectiveness, investigative resources should be allocated in strict terms of optimum productivity.^{2/}

Investigative case data was gathered for the first 11 months of 1976, expanded to an estimated yearly figure, and applied to one well-accepted formula for computing minimum investigative manpower needs. That computation indicated that the following number of people to conduct investigations is required:

$$\frac{\text{Number of Cases X 3 Hours (average time for case)}}{\text{Available Hours/Investigator}} =$$

$$\frac{290 \times 1.083 \text{ to Equal Yearly Estimate} \times 3}{1,395} =$$

$$\frac{314 \times 3}{1,395} = \frac{942}{1,395} = .67 \text{ round to } 1$$

Again, it must be stressed that work load formulas only provide a guide to managerial decision-makers. A variety of other factors must be considered and evaluated. The fact that the lead investigator spends a good deal of his time on administrative chores not directly related to the investigation of cases is one lost-time example. The amount of time that investigators spend on clerical matters because they receive no direct clerical support is another example. (The forthcoming recommendation for one additional clerk position should alleviate much of the clerical burden currently placed on the investigators.) Finally, investigative policies regarding case follow-up and assignment will have a direct effect on manpower requirements.

^{2/}The Criminal Investigation Process, Vols. I-III, Rand Corporation, 1975.

One final note: the department's stated clearance rate is very high when compared to that of other law enforcement agencies. For the first 11 months of 1976, the department claimed an overall clearance rate of 59% for all offenses. This is in contrast to the national clearance rate in 1975 for all Part I offenses of 21% (21% was also the clearance rate for cities under 10,000 in population during 1975). Hillside thus has a 38% higher overall clearance rate than that reported nationally and for cities in their population group.

The consultant was unable to empirically verify the clearance data reported in Hillside. While all concerned would like to believe that aggressive preliminary and follow-up investigative effort is responsible for the high percentage of clearances, current activity reporting summaries cloud rather than clarify the effectiveness of current methods. For example, monthly activity summaries lump all case clearances together rather than showing the percentage of clearances for each offense category. Under this system, the department may be clearing 85% of reported lesser offenses and only 15% of the major offenses, resulting in a high clearance rate overall. Of course, it may be that effective case management practices coupled with the current investigative manpower allocation have the most impact on the overall level of case clearances in Hillside. In any case, improved reporting methods should be developed in order to permit meaningful evaluation of investigative effectiveness.

Selected Processes, Procedures, and Functions

As time permitted, the consultant was asked to comment on any departmental processes, procedures, and functions which demonstrated evidence of contributing to or being indicative of organizational dysfunction. The following is a general "shopping list" of concerns that should be addressed by further study. This discussion should not be interpreted as an exhaustive review of departmental operations. It should also not be interpreted as an indication that there are more unfavorable things to say about the department than favorable.

Departmental Policy, Procedures, Rules, and Regulations

Until recently the department had no manual of rules and regulations. The existing manual -- formally adopted in January of this year -- represents a good first step toward clearly articulating general roles, relationships, responsibilities, and employer-employee expectations.

Prior to the adoption of the new manual of rules and regulations, written directives were promulgated in two forms, general orders and procedures. General orders began to be issued in November, 1972. The last general order was issued in February, 1975, although one general order was amended in

March, 1976. All procedures were issued in November, 1972, except for two which were issued in December of that year.

There is no formal procedure for the review of new policy and procedural requirements or for the revision of existing orders and procedures. In addition, some confusion appears to exist between what constitutes a rule, policy, and procedure. Furthermore, many of the existing general orders involve areas of activity now defined in the new manual and are, therefore, superseded by it. In other instances, there is ample need to develop written policies and procedures, as in the case of guidelines for patrol unit back-up, where none currently exist.

Evidence Control Practices

The chief of police and the administrative lieutenant share ultimate responsibility for evidence and property control. They are the only two people permitted access to the property and evidence storage room in the basement; yet, not all evidence is kept there.

The temporary storage of evidence (even long-term storage, in some cases) is haphazardly accomplished at present. Officers bringing evidence in from the field when neither the chief nor lieutenant are on duty temporarily store it in small lockers located in the report writing room. All officers have access to the locker keys which are kept in the communications room by the dispatcher. Moreover, some evidence (typically small items) for cases awaiting trial is kept in the unlocked filing cabinets of the records room located on the second floor of the building.

All existing evidence and property storage practices need to be reviewed and changes made where current practice conflicts with prevailing legal requirements.

Departmental Records and Reporting Practices

Accurate and timely information on crime, traffic, and related police incidents is essential to the effective conduct of police operations. Without such information, a police agency can neither plan its operations rationally nor evaluate its services in terms of benefits and results.

A cursory review of records and reporting practices in Hillside revealed the following problems:

- The receipt and processing of call-for-service information needs to be modernized. Current methods do not, nor can they, provide enough productive information on the nature, extent, and frequency of demands for service for use in making managerial decisions.

- Field officers are burdened with completing reports on every call-for-service, resulting in the production of many unnecessary reports. When modernizing current practices on the receipt and processing of information, this problem should be addressed and a more efficient method implemented.
- The number of basic field and offense reporting forms could be easily reduced. There is much duplication of information content on existing forms.
- Some additional records considered essential to most police departments need to be developed. One example of a necessary record not currently maintained in Hillside is the master name index.
- The basic departmental filing structure is fragmented. Reports are filed according to the type of report form used (e.g., Field General Report, Field Crime Against Person, etc.) and then by a wide variety of offense codes and related sub-codes, some of which are rather obscure.
- Access to departmental records by field and investigatory personnel is limited to approximately 42 hours a week. Generally, records are accessible Monday thru Saturday, 9:00 A.M. to noon and 1:00 P.M. to 4:00 P.M. Limited accessibility to records has posed some problems for field and investigatory personnel.
- The full scope and content of the department's record system and supporting procedures is not fully documented; hence, a change in records personnel would pose serious problems for the on-going administration and management of departmental records.

The foregoing discussion of existing deficiencies in the department's records and reporting system is intended to underscore the need for a more comprehensive review of its records and reporting methods and needs. The level of effort required to conduct such a study could not be provided under this request for technical assistance.

Police Facility

The police department is located in the Village's municipal building which houses most other village offices. including office and meeting space allocated to the Village Board. Police department offices and operations are spread over the building's entire three floors because the amount of total space available in the building is limited.

The current amount of floor space allocated to the department and, more importantly, the present arrangement of space are creating some very real operational problems. Two major problems associated with the current facility are as follows:

1. The present space arrangement does not permit adequate control of prisoners.

Prisoners are brought in through the rear general entrance of the building, up a short flight of stairs, and then through a door into secured patrol and dispatching area. After initial arrest reports are prepared in the unsecured report writing/squad room, prisoners must be taken out of the patrol and dispatching area downstairs to be mugged and fingerprinted and then upstairs again to the holding cells. From the time a prisoner is removed from the patrol unit to the time he finally enters the holding cell, after mugging and fingerprinting, he has been twice exposed to the public and city employees conducting other Village business. During the second exposure, the prisoner is likely to be in an uncontrolled area for quite awhile.

2. The present space arrangement contributes to the current limitation on records access because records are located on the second floor while communications is on the first. If both functions were located in a common area, access to records -- as dispatcher time permits -- would be conspicuously improved by providing around-the-clock availability.

Telephone Communications

The department currently has a total of seven incoming telephone lines: three general emergency lines; two private lines, one to the chief's office and one to the investigator's office; and two administrative lines to the records room. The three general emergency lines are separate from the other four;

the other four are not answered in the communications area.

The consultant was briefed on several of the problems associated with the current telephone system. The most frequently mentioned problem concerned a perceived lack of enough general emergency lines. The three lines in use are the only ones available for the receipt of service calls; yet, they are shared with patrol personnel who must frequently use them as well. On a number of occasions, incoming telephone calls for service have been known to receive a busy signal.

The Use of Sick Leave

Many officials of the department expressed alarming concern for the widespread use of sick leave. Indeed, patrol officer use of sick leave for 1976 averaged 17.25 days -- almost one man-month per officer for the year assuming that 20 work days equal one man-month.

While the consultant did not have time to explore the nuances of this stated concern in detail, it has been his experience as a result of numerous other organizational analyses that problems of this sort are generally symptomatic of much deeper and more complex organizational ailments. In many other jurisdictions, for example, this problem has been indicative of low employee morale, poor job satisfaction, lack of effective leadership, and a myriad of other problems. Suffice it to say, the sick leave situation in Hillside should be reviewed and appropriate remedial action taken if the problem is found to be real. Despite the consultant's inability to fully explore this area of concern, it is his opinion that a sick leave problem does exist, even though he has no feel for its pervasiveness.

IV. FINDINGS AND CONCLUSIONS

In August, 1970, a staff study of the police department was conducted by the International Association of Chiefs of Police (IACP). That study represented a general rather than detailed review of departmental operations. The subsequent final report contained a number of recommended changes in departmental management, administration, and operation.

During conversations with departmental staff members, frequent reference was made to the previous IACP study. Most employees felt that, by and large, the majority of IACP recommendations had not been adopted or implemented. The consultant subsequently reviewed the IACP report to gauge the validity of employee concerns.

In the 6½ years that has elapsed since the study was conducted, implementation of the IACP recommendations has been mixed. In general, some major recommendations have been adopted, while others have not; the same is true of some of the less important recommendations.

Drawing firm conclusions about the department's previous experience with recommended change is difficult because the chemistry of change involves a myriad of elements. In the instance of the Hillside Police Department, the most appropriate tactic appears to involve not an analysis of what changes have been specifically made but rather an analysis of the climate for change.

According to some members of the department, the climate for change was good for the period immediately following the IACP study. This position is buttressed by the fact that most changes resulting from the previous study occurred within a relatively short time thereafter (e.g., preparation and adoption of general orders and procedures in 1972).

Conversely, the department's climate for change has been characterized as cool in recent years. This judgment is supported by the fact that efforts to re-examine departmental management and operational practices have not occurred on a substantive on-going basis (e.g., almost all written orders and procedures were put into effect in 1972 and have not been updated since, and there is no regular program of policy and procedure review).

Problems identical or similar to the ones discussed above and in the following paragraphs plague many police departments; they are not unique to the Hillside Police Department. Therefore, it is important to remember that the police department has achieved past improvements in several managerial and operational areas and will probably continue to do so. By the same token, however, organizational change to improve services is a continuous process which must be con-

stantly addressed and sought out. While the following recommendations are presented to suggest specific methods of organizational improvement, the necessity of stressing managerial vigilance to the on-going pursuit of improved service delivery methods cannot be understated.

Organization and Management

Any of several forms of organization can be effective in a given situation. However, the present organization of the Hillside Police Department is not the most effective for the following reasons:

- some essential functions, such as training, planning, crime analysis, and crime prevention, are not formally provided for within the present organizational structure.
- functional fragmentation exists to a certain extent through the existing management separation of records and communications.
- the current staffing of the administrative and records section by a lieutenant violates the principle of establishing authority commensurate with responsibility.

It is recommended that the department be organized as shown in Chart II, and staffed as shown in Tables 7 and 8. Accordingly, the proposed organization and staffing includes the features outlined below.

Operations Division

The Operations Division would bring together the functions of patrol and investigations to the benefit of both. The division commander, in this case a lieutenant, would be responsible for overall management direction and control and would continue to report directly to the chief of police. It is recommended that the investigations staff be reduced by one police officer with one of the remaining two investigators continuing to act as the lead investigator. Finally, overall management responsibility for communications should be transferred to the Administrative Services Division. Shift commanders would continue to provide day-to-day work supervision of dispatchers, however.

CHART II.

PROPOSED ORGANIZATION

Hillside, Illinois, Police Department
1977

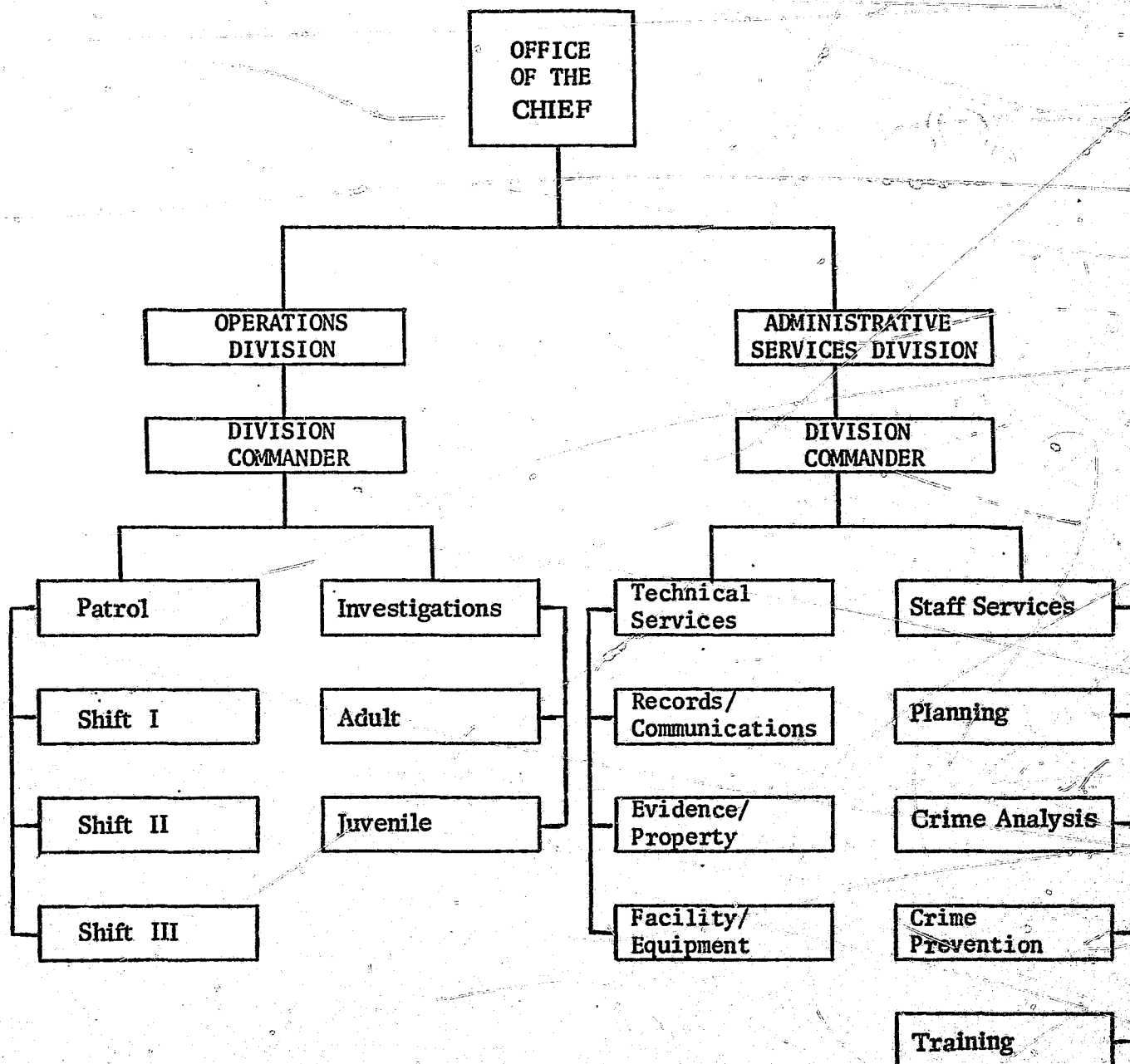


TABLE 7

CURRENT AND PROPOSED STAFFING

Hillside, Illinois, Police Department1977

	<u>CURRENT</u>	<u>PROPOSED</u>	<u>CHANGE</u>
<u>Office of the Chief</u>			
Chief of Police	1	1	0
<u>Operations Division</u>			
Division Commander			
Lieutenant	1	1	0
Patrol			
Sergeant	4	4	0
Police Officer	16	16	0
Dispatcher	4	0	-4
Investigations			
Police Officer	3	2	-1
<u>Administrative Services Division</u>			
Division Commander			
Lieutenant	1	0	-1
Sergeant	0	1	+1
Technical Services			
Unit Supervisor	0	1	+1
Dispatchers	0	4	+4
Secretary/Clerk	1	2	+1
Staff Services			
Police Officer	<u>0</u>	<u>1</u>	<u>+1</u>
TOTAL	<u>31</u>	<u>33</u>	<u>+2</u>

TABLE 8

SUMMARY OF CURRENT AND PROPOSED STAFFING BY POSITION

Hillside, Illinois, Police Department1977

<u>POSITION</u>	<u>CURRENT</u>	<u>PROPOSED</u>	<u>CHANGE</u>
<u>Sworn</u>			
Chief of Police	1	1	0
Lieutenant	2	1	-1
Sergeant	4	5	+1
Police Officer	<u>19</u>	<u>19</u>	<u>0</u>
Sub-Total	26	26	0
<u>Civilian</u>			
Unit Supervisor -- Technical Services	0	1	+1
Dispatcher	4	4	0
Secretary/Clerk	<u>1</u>	<u>2</u>	<u>+1</u>
Sub-Total	5	7	+2
GRAND TOTAL	<u>31</u>	<u>33</u>	<u>+2</u>

Administrative Services Division

Most recommended organization and management changes involve this division, which should be formally established within the department's organization. It would replace the current administration and records unit and would include formal recognition of the training, planning, crime analysis, and crime prevention functions. The sum total of these recommended program additions, with all the activities that they necessarily entail, justifies their organization into one division and the recommended additional staff.

The division would be comprised of two units, Technical Services and Staff Services. It is proposed that the division be commanded by a sergeant rather than by a lieutenant, thus establishing proper rank authority commensurate with responsibility. The incumbent lieutenant, however, should continue to command the division until such time as he leaves the department.

The Technical Services Unit would be responsible for all departmental records, communications, evidence and property, and facility and equipment maintenance activities. It is recommended that the unit be supervised by a civilian employee who could also be available for relief dispatching, thus freeing patrol officers from this activity. In addition, it is recommended that one more secretary/clerk be hired. This person would provide general clerical support to investigations and would also be available for providing clerical assistance to other division personnel and the chief of police.

The recommended Staff Services Unit would be responsible for the newly recognized functions of training, planning, crime analysis, and crime prevention. It is recommended that this unit be staffed by one police officer with responsibility for the performance of these various functions being shared in some way with the division commander. The officer assigned to this unit should possess above-average analytical and communication skills.

The need to recognize the functions of training, planning, crime analysis, and crime prevention is justified in a community as large as Hillside. The following brief discussion is included to define the scope of activities normally included in these functions.

Training. Training is necessary for the successful accomplishment of departmental objectives and optimal use of personnel resources. A departmental training program should include elements of recruit training, investigative training, supervisory and command training, in-service training, on-the-job training, and special or technical training as in the case of communications and records.

Planning. Planning is a crucial function in any organization; in today's police department, it is almost an essential. Typical planning activities include:

- Evaluating and testing proposed progressive law enforcement theories and concepts.
- Writing and revising departmental and divisional orders, policies, and manuals.
- Evaluating employee suggestions.
- Conducting surveys and work load studies.
- Analyzing statistical reports and various proposals involving suggested improvements.
- Conducting feasibility studies on proposed operational changes.
- Handling inquiries from outside agencies desiring information on enforcement programs and policies.
- Preparing and administering grant programs.
- Obtaining information and statistical data and preparing it formally for the use and convenience of departmental personnel.

Crime Analysis and Crime Prevention. Crime analysis and prevention are related concepts. Crime analysis is the task of identifying, analyzing, and evaluating trends in and characteristics of criminal activity. Crime prevention, on the other hand, is an activity aimed at deterring or reducing unlawful behavior.

Patrol Allocation and Deployment

The Hillside Police Department does not determine its patrol allocation and deployment needs systematically at the present time. The existing manpower level and beat and shift-hour configurations have been largely determined by intuition rather than by detailed analysis. As a result, the argument for additional personnel lacks the support it could receive if corroborating data were regularly developed and presented. Similarly, departmental officials have no way of gauging the appropriateness of current shift-hours or beat boundaries.

As the figures in Tables 1 and 2 show, the department is not understaffed in patrol. Yet, because a minimum shift staffing factor of two officers is recommended for all shifts (not including supervisory personnel) with remaining patrol personnel assigned according to varying shift work loads, no cut is recommended either. All future manpower requests should be predicated on work load analysis of police service demands.

As the data in Tables 4-6 and Graph 1 indicate, the current practice of equal deployment of personnel to shifts is very questionable. Using the previously recommended minimum level of officer staffing per shift of two, a more appropriate shift configuration could be the one that follows:

<u>SHIFT</u>	<u>NUMBER OF OFFICERS^{a/}</u>	<u>TIMES AVAILABILITY FACTOR</u>	<u>TOTAL REQUIRED</u>
7:00 A.M. to 3:00 P.M.	3	1.9	5.7 or 6
3:00 P.M. to 11:00 P.M.	2	1.9	3.8 or 4
7:00 P.M. to 3:00 A.M. (Overlap Shift)	1	1.9	1.9 or 2
11:00 P.M. to 9:00 A.M.	2	1.9	<u>3.8 or 4</u>
TOTAL REQUIRED			<u><u>16 Officers</u></u>

^{a/}Does not include command or supervisory personnel.

The major concerns for the geographic and timely deployment of patrol personnel and the formulation of patrol boundaries include equal work loads, minimum response time, and provision of a maximum amount of time for patrol.^{3/} These factors have not been sufficiently considered in Hillside where present patrol zones and shift-hours were not developed by analysis of work load requirements. The absence of such analysis negates the rational deployment and maximum utilization of manpower to provide basic police service.

Use of the methodology provided in Appendix A, or a similar one, will provide departmental officials with the capability to effectively determine field manpower needs, patrol beats, and shift hours on a continuing basis. Its use will thus permit more effective resource utilization and lend supporting evidence for future requests for additional manpower resources.

^{3/}The University Science Center, "Summary Report: A Review of Traditional Preventive Patrol," 1975, p. 35.

Patrol Practices

During the course of the study, several patrol-related practices were identified which have some implication for the appropriate use of departmental personnel. Each is briefly discussed below.

Use of Special Officers. The current use of special officers (police reserves or auxiliaries) to provide 1) general preventive patrol as peace officers, and 2) security services seven days a week to the Hillside Commons and a nearby church is questioned by the consultant. On the one hand, the special officer, who was hired by the Village as a radio dispatcher, is used for patrol when patrol manpower availability is limited. The other special officer has for years been providing largely unsupervised security to the Hillside Commons and a local church.

The dispatcher/special officer was hired as a dispatcher because he did not meet the minimum standards for employment as a peace officer. Using him as peace officer poses many legal as well as operational problems, such as:

- subjecting the Village to legal action resulting from any of a number of occurrences and official actions (e.g., false arrest.)
- depleting the manpower resources assigned to communications resulting in additional overtime payments to dispatchers or the assignment of field officers to this activity, thus creating availability problems on other shifts. (During the on-site visit, this employee was working as a patrol officer on a shift other than the one assigned. As a result, a patrol officer from the dispatcher's assigned shift had to work the radio.)

If the Village is having difficulty in recruiting qualified applicants for the position of police officer because of overly rigid minimum employment standards, then the standards should be reviewed and changed if necessary. Circumventing employment requirements in the present manner poses many more problems than solutions and should be discontinued.

Both similar and different problems occur with regard to the second special officer. In addition to the legal implications possibly resulting from some action he may take, he is essentially working without supervision and is providing security at no cost to one local institution when this service is not available to others. It is recommended that the use of this special officer also be discontinued. Even if free security services to the church were discontinued, there is little apparent need for unsupervised patrolling of the Hillside Commons.

Other more responsive and effective ways to police the Commons area are available, such as random foot patrol.

Patrol Unit Back-Up Policy. The lack of a comprehensive and concise patrol unit back-up policy adversely affects patrol operations. Attempts to provide back-up assistance on every call-for-service or traffic stop regardless of the time of day or nature of the call is not justified. It is conceivable that patrol officers could spend a majority of their productive work time scurrying around the Village providing unnecessary back-up assistance to other units performing non-threatening activities. Conversely, there is unquestionably a need for back-up assistance in many instances. Moreover, in any case where officer safety is questioned, automatic back-up should be provided.

A formal policy including procedures should be developed for patrol unit back-up. The policy should define which activities require automatic follow-up assistance, which and how many units are to be assigned and how they are to be assigned, what practices dispatchers and other patrol units should utilize, and the role of the shift commander. These various elements should be included in the written policy and procedure at a minimum.

Field Reporting Practices. Current practice requires field officers to complete a report on every call-for-service or other activity. For the vast majority of calls or other activities, such as special details or service requests, improved field reporting practices could alleviate this overly burdensome requirement. Recommended changes in this context are discussed in the section of this chapter on reporting, although another related report writing practice warrants inclusion here.

Officers have been observed spending inordinate amounts of time at the station in the process of preparing basic reports. It is sufficient here to indicate that the vast majority of all reports should be prepared by officers in the field rather than in the station. A good policy in this respect is to require approval by the shift commander prior to any unit's coming to the station.

Investigative Manpower and Procedures

In general, investigative practices in Hillside were found to be good. There are, however, a few areas where change appears warranted.

First, future manpower allocation for investigations should be made on the basis of work load analysis. An analysis of work load for the purposes of this study indicated that Hillside is committing excessive resources to the investigative function. A reduction of one investigator is recommended.

Second, a formal policy statement governing the assignment of cases for investigation needs to be developed. While current procedure seems appropriate on the surface, changes in investigative personnel could result in an entirely different approach for lack of policy and procedural guidance.

Third, investigative statistical reporting practices do not currently provide a detailed picture of investigative activity. The lumping of all clearances into one percentage figure is not sufficiently detailed to provide needed information on investigative effectiveness. Similarly, efforts which document the expenditure of investigative time to follow-up investigation and related investigative activities should be undertaken. Adequate reporting of investigative activities provides essential information to managers on manpower and investigative needs as well as investigative costs and effectiveness.

Selected Processes, Procedures, and Functions

The following comments refer to the findings and conclusions of those selected processes, procedures, and functions previously identified for discussion.

Departmental Policy, Procedures, Rules, and Regulations

The recently adopted manual of departmental rules and regulations represents a good first step toward articulating organizational expectations on a variety of subjects. There is no established and on-going process for the review of departmental policy and rule needs, however. This has resulted in a duplication of subject matter areas between the "new" rules manual and previously written general orders. The need for a formal review process is further illustrated by the fact that almost no new general orders or procedures have been issued, and only a few amended, since 1972. Finally, a review of existing written directives seemed to indicate the existence of confusion as to the definition of what constitutes a rule, policy, and procedure -- a problem not unique to Hillside alone.

Installation of a formal written directives review process is recommended for Hillside. The process should include a means for identifying new written directive needs and updating existing directives. This task would normally be included as a planning responsibility, although planning should not have this responsibility alone. Planning should coordinate the mechanics of the process.

Sample definitions relating to various types of written directives are included as Appendix B along with a sample method of formulating written directives.

Evidence Control Practices

Evidence control practices in the police department need to be improved. Current methods are haphazard and could result in the inadmissability of evidence to court.

The recommended organization would focus responsibility for evidence and property control with the Technical Services Unit. Notwithstanding this organizational placement, however, evidence control practices should be improved to provide adequate short- and long-term safeguards. This can be accomplished by providing that once evidence is placed in a temporary storage area only those primarily responsible for it can gain access to it for processing and placement in a longer term storage area.

Departmental Records and Reporting Practices

A number of deficiencies in departmental records and reporting practices exist. The sum total of those deficiencies justifies a complete review of the department's records and reporting needs. Officials in Hillside are urged to have a records and reporting analysis performed either under the auspices of the national technical assistance contract or by other means. The following serve to illustrate some of the more serious problems with the current system:

- The current system will not support detailed analysis of call-for-service and officer activity data.
- The current reporting system burdens field officers with excessive report writing. Streamlined methods can alleviate this problem. (Appendix C contains a methodology for using an Incident Control Record (ICR) as the police department's source records document.)
- Some records considered essential to a complete police records system, such as a master name index, are not in use.
- The number of basic report forms is excessive; the total number of report forms could easily be reduced.
- Adequate audit and control of original police reports under the current system of filing seems unlikely.

In addition to the above system problems, there are some operational problems concerning current practice.

First, the department has not published a complete records system manual. Should current employees leave the Village service, the lack of such a document would pose serious problems for the continuing management of the department's records.

Second, access to departmental records by operating personnel is limited to six days a week, roughly seven hours a day. Records are a valuable operational tool whose use should be controlled but at the same time optimized. Location of records in the immediate but controlled dispatch area would solve this problem.

Third, there is absolutely no need for all reports to be typed. Typed reports are of no more value than legible handwritten reports. The benefits of typing are negligible when compared to its cost.

Police Facility

The present allocation of space to the police department over the entire three floors of the building causes some real operational problems for the adequate control of prisoners and accessibility to departmental records. Immediate and long-term police space requirements in Hillside need to be studied.

Telephone Communications

Some members of the department consider existing provisions for telephone communications to be inadequate. While time did not permit a detailed analysis of this concern by the consultant, further analysis should be undertaken. There is nothing more disconcerting to a resident of the community than to receive a busy signal from the police department in the rare instance when he needs police assistance, and it is conceivable that this could happen under the existing three-line system.

Use of Sick Leave

The use of sick leave benefits by some departmental personnel appears excessive. Inordinate amounts of claimed sick leave can be indicative of deeper organizational problems, such as low employee morale, poor job satisfaction, lack of effective leadership, or poor safety practices. While it was not within the specific scope of this study to review this expressed concern, it is the consultant's opinion that inordinate amounts of sick leave are being claimed. Whether this is symptomatic of an organizational ailment or merely underscores the need for a comprehensive job safety program, the consultant could not determine. Village officials are urged to explore this area more thoroughly.

V. SUMMARY OF RECOMMENDATIONS

The following is a summary of recommended improvements suggested for adoption by the Hillside, Illinois, Police Department.

Organization and Management

The proposed organization shown in Chart II, including the staffing recommendations in Tables 7 and 8, is recommended for adoption. Key elements embodied in this proposal include:

1. Organizing the department into two major divisions, Operations and Administrative Services.
2. Vesting command in a lieutenant in the case of Operations, as is current practice, and in a sergeant in the case of Administrative Services, thus representing a significant change.
3. Bringing together the activities of patrol and investigations into one division, the Operations Division.
4. Bringing together the activities of technical and staff services into one division, Administrative Services.
5. Assigning responsibility for communications, in addition to other activities, to the Technical Services Unit, thus removing it from patrol, and formally recognizing the functions of training, planning, crime analysis and crime prevention and assigning them to the Staff Services Unit.
6. Staffing the Administrative Services Division with two additional civilian employees, one civilian supervisor for technical services and one additional clerk typist for general clerical. These employees should not be hired, however, until related organizational and program changes near full implementation.
7. Staffing the Staff Services Unit with one sworn police officer (which does not require the overall addition of any sworn personnel) who should possess above-average analytical and communication skills.

Patrol Allocation and Deployment

1. All future patrol allocation and deployment requirements should be based on a detailed work load analysis. No additional patrol manpower is recommended at this time.
2. Patrol beats and shift assignments should be regularly evaluated. Current methods do not fully use manpower resources.
3. A minimum staffing level of two officers per basic shift is recommended, with remaining personnel assigned according to an analysis of work load demands.
4. The Operations Division commander should develop minimum shift staffing guidelines to cover each patrol scheduling period for use by shift commanders in developing their assignment and days-off schedules.

Patrol Practices

1. The use of special officers should be discontinued.
2. A formal patrol unit back-up policy and guidelines need to be developed which safeguard officers yet limit use of productive patrol time for unnecessary back-ups.
3. Field reporting practices should be streamlined to alleviate burdensome and unnecessary field reporting.
4. Officers should be required to prepare most reports in the field, with shift commanders controlling the amount of time officers may spend in the station.

Investigative Manpower and Procedures

1. Future investigative manpower needs should be based on detailed work load analysis.
2. The current investigative manpower allocation should be reduced by one; that officer should be reassigned.

3. A formal policy statement should be developed concerning desired case management and assignment practices.
4. Adequate investigative statistical reporting practices which will permit evaluation of investigative effectiveness need to be developed and implemented.

Selected Processes, Procedures and Functions

Departmental Policy, Procedures, Rules, and Regulations

1. A formal written directives review process for identifying emerging needs and evaluating existing directives needs to be implemented.
2. Formal responsibility for administering a review process should rest with the Administrative Services Division.

Evidence Control

1. A more effective and procedurally sound process for handling evidence should be adopted.
2. Principal responsibility for evidence and property control should rest with the Technical Services Unit supervisor.

Departmental Records and Reporting Practices

1. A complete review of the department's records and reporting system should be undertaken. In addition to other areas, the analysis of the records and reporting system needs should include:
 - a. Adequate emphasis on report and record audit and control.
 - b. Modernized reporting practices and information processing methods.
 - c. Development of meaningful summary reporting capabilities which support activities such as work load analysis, crime analysis, and management reporting.

- d. Development of all minimally necessary files and records.
- e. Report form consolidation.

Police Facility

1. A study should be conducted to determine the police department's immediate and long-term facility and space needs.
2. Records and communications activities should be consolidated into a common but controlled work area.
3. Methods should be developed to rectify the prisoner control problems caused by the current structure.

Telephone Communications

1. A study of the department's telephone communication needs should be undertaken.

Use of Sick Leave

1. Methods to curb or control the current use of sick leave need to be developed.

APPENDIX A

**METHODOLOGY FOR DESIGNING PATROL BEATS,
SELECTING SHIFT HOURS, AND
DEFINING FIELD PATROL MANPOWER NEEDS**

Methodology for Designing Patrol Beats, Selecting Shift Hours, and
Defining Field Patrol Manpower Needs

Beat Design and Selection of Shift Hours

1. A map of the jurisdiction must be obtained. The map should be large enough to clearly show all streets, all natural barriers (such as rivers), all man-made barriers (such as limited access bridges or expressways).
2. Divide the map of the jurisdiction into tabulation districts. Number each tab district separately. Tab districts must be reasonably small and will vary in size. (Tab districts approximating the size of census tracts are often used.) Generally, the more concentrated the crime in a given geographic area the smaller the tab district should be. Each tab district must be completely contained within a presently existing beat.
3. Determine which department record best reflects past police activity. Normally, either radio logs, turn-over sheets, officers' activity sheets, or communications center recording cards serve adequately.
4. The source documents reflecting police activity for every fourth day for the entire past year will provide the sample data to be used. (If source documents from the last full previous year are not available, use those of six consecutive months of the past year and six months of the current year, or otherwise combine monthly data to form one year's records.)
5. From the source document (for each fourth day) complete one Workload Distribution Tally Card (WDTC) for each entry recorded on the source document. Some entries on the source document such as messages, notes, are not to be recorded. The entries which are to be recorded can invariably be classified under one of the "Types of Incidents" shown on the Incident Classification Table. As source document entries are recorded on WDTC's, write a number (consecutive numbers) next to the entry on the source document. This operation will facilitate a control step performed later (Step 7).

6. Six specific items of information are required on each incident or activity: (1) the class of incident; (2) weight of incident (see Incident Classification Table); (3) the date on which the incident occurred; (4) day of week; (5) the hour during which the incident occurred, or, for delayed calls, was reported; (6) the tab district in which incident occurred.

Several rules should be followed when deciding to which tab district an incident should be assigned:

- a. Where tab district boundaries cuminate at an intersection, street, or highway, utilize the center of the street, highway, or intersection as the boundary separating tab districts.
 - b. Incidents and/or arrests will be assigned to the tab district in which an incident occurred, not the location from which a crime was reported.
 - c. If a beat officer is called to the station to effect an arrest, serve a warrant, or perform any crime-related service not shown on the Incident Classification Table, it should not be recorded. Credit for the time expended will be assigned during a subsequent step in the beat survey.
 - d. A traffic accident which occurs in more than one tab district (an intersection) will be assigned to the tab district in which auto comes to rest. If no clear determination can be made, arbitrarily select the tab district.
7. Count the number of WDTC's; match this number against the last number recorded on the source documents. If the numbers do not coincide and the disparity is less than three percent, proceed to the next step. If the disparity is greater than three percent, correct the errors and/or omissions.
 8. Sort WDTC's by incident category, using classifications which appear in the Incident Classification Table. Total the number of incidents in each category and record results on Tally Sheet A. Tally Sheet A serves a number of useful purposes, including the provision of information which indicates what proportion of police incidents are concerned with crime and what proportion with noncrimes or services.

9. Sort cards by tab district.
10. a. Record on Tally Sheet B (as many as are needed) for each tab district, the total number of incidents in each incident category (e.g., total all incident types I's, Part I crimes; all incident type IIa's, arrest for all other offenses) and the combined weights of all incidents in each incident category (e.g., three incident type I's equal a combined weight of 12).
 - b. Total both columns (number of incidents, weighted incidents) for each tab district.
11. Complete Tally Sheet C (as many as are needed) for each tab district, recording the totals and weights of incidents occurring during each hour of the day.
12. Sort WDTC's by day of week and record on Tally Sheet D the combined weight of all incidents for each day of week. This Tally Sheet may be used to determine on which days of the week needs for police services are heaviest or lightest and to establish days off schedules with reference to daily needs.
13. Determine shift hours.
 - a. Total the number of hourly incidents (not weighted) from Tally Sheet C which correspond to the "Shift Combination" hours appearing on Tally Sheet E. For example, to complete Shift Combination A (7, 3, 11), total the number of incidents recorded on Tally Sheet C for hours 7/8 to 2/3 inclusive; total the number recorded for 3/4 to 10/11 inclusive; the number recorded for 11/12 to 6/7 inclusive. Record these numbers of incidents on the corresponding shift combination lines on Tally Sheet E.
 - b. Repeat the previous operation until the numbers of incidents corresponding to each of these shifts in each of the eight shift combinations have been recorded.
 - c. Determine the Shift Workload Average" by dividing three (for three shifts) into the "Final Total" (number of incidents only) which appears on Tally Sheet C.

- d. Compute for each of the three shifts in each of the eight shift combinations the "Deviation from Average." This is obtained by computing the difference (disregarding plus or minus signs) between "Number of Incidents" and the "Shift Work Load Average." For example, if the number of incidents recorded for the 7 to 3 shift under Combination A is 100 and "Shift Work Load Average" is 125, the deviation will be 25. Repeat the operation for all shifts and all combinations.
- e. For each of the eight combinations, total the three deviations and place that total in the total column.
- f. The lowest total deviation from the average indicates those shift hours which should be used to minimize variations among three shifts.

It may be more feasible and appropriate in certain circumstances to retain present shift hours or to use hours other than those characterized by least deviation. This is a local policy decision.

- 14. A useful analysis can be made at this point. Using Tally Sheet C, total the number of incidents being handled by each of the present shifts, convert these to percentage of total. This product will show how present work load is distributed among shifts.
- 15. Determine patrol beat for Shift 1:
 - a. From Tally Sheet C or E, determine the total number of incidents (not weighted) for all tab districts occurring on those hours included in Shift 1.
 - b. Multiply this total by four (to obtain a full year's figure).
 - c. Multiply this total by .75 hours (a usable average of time required to complete police assignments).
 - d. Multiply this total by three (a figure representing time required to complete assignments, provide preventive patrol, and time used for administrative purposes).
 - e. Divide this total by 2,920 (potential number of hours available in one year from one police officer).

- f. Round to next whole number.
 - g. It may be desirable to add one or more additional beats to compensate for jurisdictions characterized by large geographical areas and dispersed rather than concentrated crime occurrence. The additional beat will reduce geographical area of all beats and thus reduce response time.
16. Repeat 15a through 15g for Shift 2.
 17. Repeat 15a through 15g for Shift 3.
 18. Plot weighted totals for each tab district recorded on Tally Sheet C on tab district maps. Use one map for each of the three shifts.
 19. From the maps, determine the total weighted work load for each shift.
 20. Divide the weighted work load for each shift by the number of beats determined for that shift to obtain an average work load.
 21. Using each of the three shift maps, combine tab districts to form the number of beats determined necessary for that shift. The total weighted work load for each beat should approximate as closely as possible the average work load figure obtained in Step 20. Consideration must also be given to terrain and various types of barriers in constructing the beats.
 22. A last analysis of great utility will be a comparison of work load distribution between new beats and old beats. Comparative work load for new beats can be obtained by totaling numbers of incidents for each tab district that is within each of the new beats and converting the number of incidents to percentage total incidents. The WDTC's will serve as the source document. To obtain a comparable figure for the present or old beat system:
 - a. Sort WDTC's into groups representative of the old or present beats. For example, if a present beat, Number 50, contains tab districts 1, 2, 3, 4, 5, 6, and 7, group WDTC's for tab districts 1-7 and total the number of incidents. Then repeat the operations for each beat.

- b. Using incidents per beat, convert to percentage of total incidents.

Defining Manpower Requirements

1. Using Table 1, determine the average actual man-hours available from each patrolman per year. To complete this table:
 - a. Determine the number of hours to be appropriately placed on lines 2a through 2i. For several of these categories such as days off and vacation, the number of hours is standard and stated in department rules. For most categories, however, the number of hours applicable to any given category will vary and individual computations will be necessary. It should be noted that:
 - (1) Figures entered on lines 2a through 2i are to be in hours.
 - (2) Figures entered are to be averages.
 - b. Add the total of the number of hours placed on lines 2a through 2i.
 - c. Subtract the total computed in Step 2 above from 2,920 hours. The result will be the average actual man-hours available per officer per year. Enter the figure on line 3 in Table 1.
2. Divide the figure obtained in Step 1 above into 2,920 hours to obtain the availability factor.
3. Multiply the availability factor by the number of beats on a given shift to determine the number of officers required to man one-man motor patrol, 7 days per week, 3 shifts per day. (The number obtained during multiplication should be rounded to the next higher number.)

Table 1

AVERAGE ACTUAL MAN-HOURS PER YEAR

1. Total annual potential man-hours available for each officer	2,920
2. a. Days off (in hours)	
b. Vacation	
c. Sick leave	
d. Holidays	
e. Military leave	
f. Training time	
g. Suspended	
h. Court time	
i. Miscellaneous loss	
Total deductible man-hours	
3. Average actual man-hours available per officer	

Source _____

Completed by _____

Date _____

INCIDENT CLASSIFICATION TABLE
ABBREVIATIONS FOR USE WITH THE WORK-LOAD DISTRIBUTION
TALLY CARD

<u>Type of Incident</u>	<u>Abbreviation</u>	<u>Relative Weighting</u>
Part I Crimes		4
Criminal Homicide	I	
Forcible Rape		
Robbery		
Aggravated Assault		
Burglary		
Larceny (over \$50)		
Auto Theft		
All Other Offenses	II	3
Arrests for Part I Crimes	IA	2
Arrests for All Other Offenses	IIA	2
Traffic Accidents	T	2
Miscellaneous Police Services	MS	1
Escorts	ES	1
Errands	ER	1

TALLY SHEET A
INCIDENT CATEGORY

Record the total number of incidents in each category for the analysis period.

I	_____
II	_____
IA	_____
IIA	_____
T	_____
MS	_____
ES	_____
ER	_____
Total	=====

TALLY SHEET B
INCIDENTS BY TAB DISTRICT

Type of Incident	Tab Districts ^{a/}																					
	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.	No.	Wt.
I																						
II																						
IA																						
IIA																						
T																						
MS																						
ES																						
ER																						
Total																						

^{a/} Record in each column heading the number you have selected for a tab district. Use one column for each tab district.

Record the total number of incidents in each category according to the hour of the day during which it occurred during the analysis period.

ॐ

	No.	Wt.
Subtotal <u>b/</u>		
Grand Total <u>c/</u>		

VI

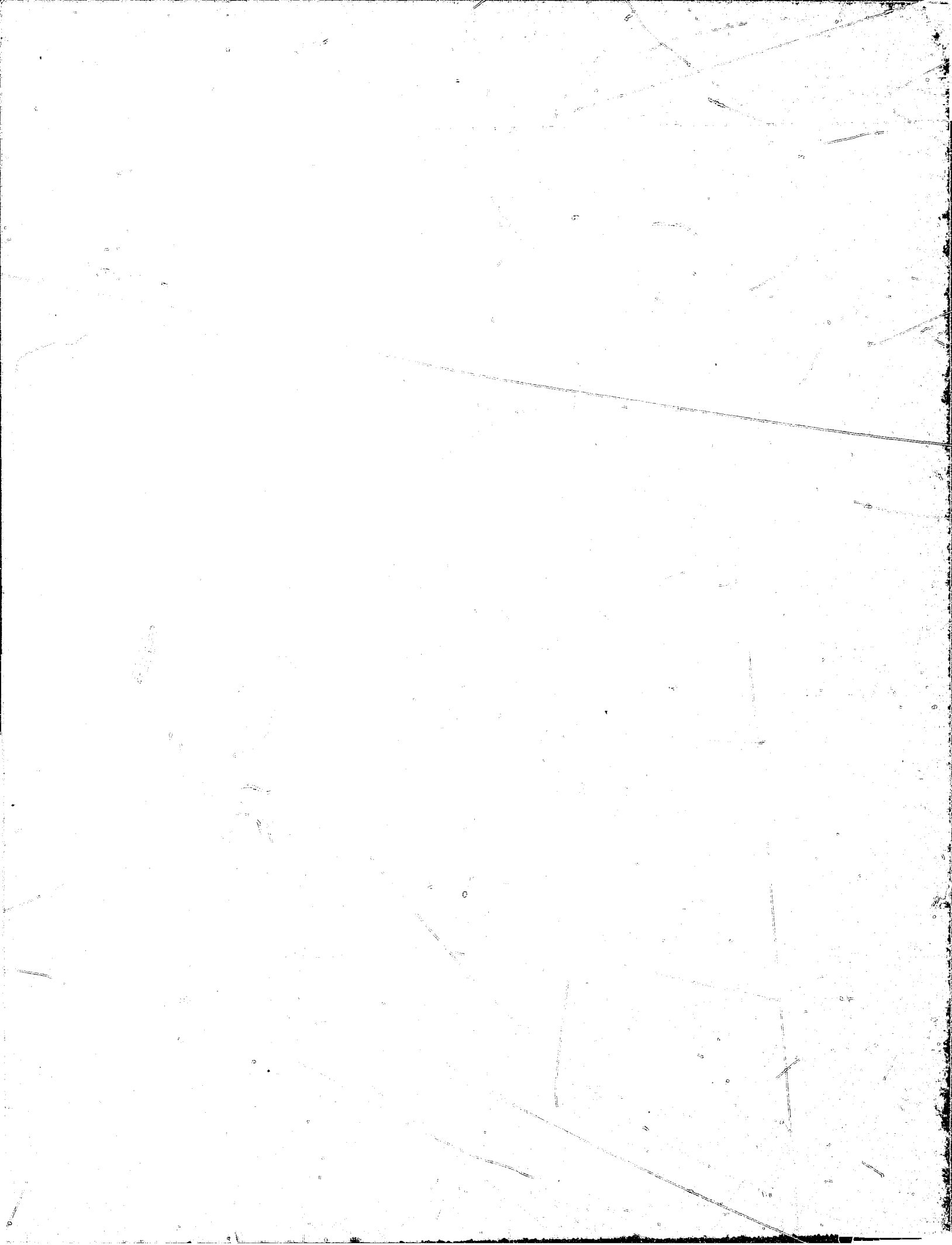
I

c/ Record the total number of incidents and the combined total weight for all incidents recorded on all Tally Sheet Cs completed only on final sheet).

TALLY SHEET D
INCIDENTS BY DAY OF WEEK

Record the combined weight of all incidents for each day of the week.

Day	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Weight							



TALLY SHEET E

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
A {	7:00 a.m.	<u>Total</u> 3	
	3:00 p.m.		
	11:00 p.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
C {	9:00 a.m.	<u>Total</u> 3	
	5:00 p.m.		
	1:00 a.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
E {	11:00 a.m.	<u>Total</u> 3	
	7:00 p.m.		
	3:00 a.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
G {	1:00 p.m.	<u>Total</u> 3	
	9:00 p.m.		
	5:00 a.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
B {	8:00 a.m.	<u>Total</u> 3	
	4:00 p.m.		
	12:00 p.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
D {	10:00 a.m.	<u>Total</u> 3	
	6:00 p.m.		
	2:00 a.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
F {	12:00 a.m.	<u>Total</u> 3	
	8:00 p.m.		
	4:00 a.m.		
Total		Average=	Total Deviation

Beginning Hours of Shifts	Number of Incidents	Shift Work-Load Average	Deviation From Average
H {	2:00 p.m.	<u>Total</u> 3	
	10:00 p.m.		
	6:00 a.m.		
Total		Average=	Total Deviation

APPENDIX B

RECOMMENDED WRITTEN DIRECTIVES FORMAT

Date of Issue	Effective Date	General Order Number
Subject		
Reference	Rescinds	

I. PURPOSE

The purpose of this directive is to establish a standard definition and format for the written directives and memoranda of the Hillside Police Department and to provide for their proper preparation, issuance, and distribution.

II. DEFINITION

A. General Directives

General Directives will be issued for the purpose of announcing the adoption or revision of policy or procedure applicable generally throughout the Department.

B. Special Directives

Special Directives will be issued to:

1. Announce policy and procedure in regard to a specific circumstance or event.
2. Announce policy and procedure that are of a temporary and self-cancelling nature.
3. Announce policy and procedure which have applicability only to a specific division, unit, or activity of the Department.
4. Provide for the distribution of significant articles, communications from other agencies, and other information of value to all personnel or specific bureaus.
5. Amend or cancel previous General and Special Directives.

C. Personnel Memoranda

Personnel Memoranda will be issued for the purpose of announcing the following:

1. The appointment of new personnel.
2. The assignment or transfer of personnel from one unit to another.
3. The promotion or demotion of officers from one rank to another.
4. The suspension, dismissal, and/or restoration to duty of an officer or civilian.
5. The resignation or retirement of personnel.
6. The issuance of awards and/or Department Commendations.

III. GENERAL FORMAT

A. Indexing and Coding

1. The planning officer will be responsible for indexing and coding General and Special Directives and Personnel Memoranda.
2. General Directives will be numbered consecutively with a prefix consisting of the last two digits of the year; e.g., 77-1, 77-2, etc. Each order will have an additional code below the date in accordance with the following:
 - a. A-1, A-2, etc. --- Administration
 - b. G-1, G-2, etc. --- General Policy and Procedure
 - c. P-1, P-2, etc. --- Personnel Policy and Procedure
 - d. R-1, R-2, etc. --- Rules and Regulations
3. Special Directives and Personnel Memoranda will be numbered consecutively with a prefix consisting of the last two digits of the year; e.g., 77-1, 77-2, etc.

B. Dating

All directives and memoranda will bear the date of issuance and the effective date.

C. Purpose

General and Special Directives will be introduced by a brief summary statement which indicates the contents of the directive. Department policy will be specified in appropriate directives.

D. Amendments and Cancellations

Any General Directives, Special Directives, or Personnel Memoranda which amend, rescind, supersede, or change in any manner other directives or memoranda will bear the identifying data necessary to connect them.

E. References

Whenever applicable, all directives and memoranda will carry notations directing attention to other directives, memoranda, or documents which are related.

IV. PREPARATION AND ISSUANCE

A. General and Special Directives

1. Final draft copies of all directives will be prepared by the Planning Unit and reviewed prior to issuance.
2. They will only be issued under the authorization of the Chief of Police.

B. Personnel Memoranda

1. The preparation of Personnel Memoranda shall be the responsibility of the Office of the Chief of Police.
2. They will be issued only with the authorization of the Chief of Police.

V. DISTRIBUTION

- A. Distribution will be noted on each directive and memorandum as follows:

1. "A" --- includes all personnel (sworn and civilian).
 2. "B" --- includes major commands (all bureaus and divisions).
 3. "C" --- includes "B" and specific units or individuals noted.
 4. "D" --- includes only sworn personnel.
- B. General and Special Directives will be distributed to all personnel or to the limited group who are specifically affected by their content, as indicated by the above distribution code.
- C. Personnel Memoranda will normally be distributed only to those who have a need to know, i.e., "B" or "C" distribution.

VI. DEPARTMENT DIRECTIVE MANUAL

- A. The Department Code will consist of all General Directives, Special Directives, and Personnel Memoranda that have been issued and are currently in effect. It shall be bound in an appropriate loose-leaf binder and shall be organized consecutively by directive or memorandum number in the following manner:
1. Volume I --- General Directives
 2. Volume II --- Special Directives
 3. Volume III --- Personnel Memoranda
- B. The Office of the Chief of Police will maintain a master file of all directives and memoranda issued.
- C. Copies of all General Directives and those Special Directives and Personnel Memoranda which are sent to the various commands and are currently in effect will be maintained in a master file at each command headquarters.
- D. Each individual officer shall maintain his own Department Code containing General and Special Directives issued to him which are currently in effect and Personnel Memoranda directed to him.
- E. Officers and civilians shall be held responsible for the contents of all directives and memoranda issued to them.

BY ORDER OF:

Chief of Police

APPENDIX C

SUGGESTED USE OF AND INCIDENT CONTROL RECORD (ICR)

A totally revised system of handling and recording original complaint information is needed by the department. The system recommended will provide for the permanent recording of all original complaint information that will serve as a basis for more substantial methods of accounting for police activities. While the present recommendation does not provide for detailed automated data processing techniques, such techniques can be incorporated into the system at a later date as necessary.

All information concerning incoming calls should be recorded on a standard form which provides space for recording the name, address, and telephone number of the complainant, if known, along with specific details of the complaint, such as location, nature of call, etc. For this purpose, it is recommended that an incident control record (ICR) be implemented by the police department. The ICR is designed to serve as the basic source document for all police activities and can be converted to data processing uses if desired. An example of an incident control record which has been designed to be used in conjunction with automated data processing is shown on the next page. The face of the ICR can be easily modified to meet the existing data requirements of the Hillside Police Department.

The incident control record is used to record information on all incoming calls requiring police service. It is prepared by the dispatcher or the person receiving the call, who records the essential items of information and notes the time and date in the space provided. The dispatcher then dispatches a unit to the scene and records the date and time that the unit is dispatched and when the unit arrives. Space is provided for noting additional units dispatched to the scene, if necessary.

Upon completion of the call, the unit notifies the dispatcher, who records the time and date and the disposition as provided by the handling unit. If no police report is originated, a brief summary of the disposition is noted on the ICR. For example, the remarks "handled by officer" or "complainant contacted, no report desired" could be used to designate calls wherein no formal action is taken.

If formal action is taken, such as the execution of offense or arrest reports, this fact is also recorded on the ICR, and the appropriate case number assigned on the form. Space is also provided for recording subsequent time taken by the unit in follow-up investigation, booking, report writing, etc. Thus, the ICR provides a complete chronological summary of the event, along with a detailed record of the time spent on each call. This information can subsequently be used to prepare more detailed statistical summaries of police activities.

At the end of each shift, or more often if necessary, all completed ICR cards should be collected and forwarded to the Technical Services Unit. A record clerk will then attach the ICR card to the appropriate offense or arrest report, or handle it separately if no report accompanies it. If no report accompanies

FIGURE C - 1Incident Control Record

INFORMANT					ADDRESS					PHONE		No. 00003				
LOCATION					CLASSIFICATION					DISPATCHER		CODER				
COMMENTS																
1. RECEIVED				2. DISPATCHERS				3. ARRIVED				4. ENDED				
TYPE	ENG. CASE NO.	INCIDENT CODE	REP. DIST.	OFFICER NUMBER	OFFICER NUMBER	BEAT HANDLING	SHIFT	DAY OF W.	MP. OF DAY	TIME						
2	6	3	4	5	5	3	1	1	2	1	5	5	1			
5										2. ABOVE	4. ABOVE					
6																
7																
ARRESTS - 11 NEW 12 UPDATE							CASES - 21 NEW 22 UPDATE					TRAFFIC 31 NEW 32 UPDATE			CITES - 41	
WHERE BOCKED	INT. DISPO	FINAL DISPO	OFFENSE GUILTY	RACE	AGE	SEX	VALUE PROP. STOLEN	REPT. D ST. RECOVERED	VALUE PROP. RECOVERED	STATS CODE	C.P. CODE	NUMBER INJURED	NUMBER KILLED	SATP	STATS CODE	MISC. SVS-51
3	1	1	3	1	2	1	5	4	5	1	1	2	2	5	1	
8							10					12				
							11					13				
INCIDENT CONTROL RECORD POLICE DEPARTMENT																

them, the ICR's will be checked for accuracy and completeness and the appropriate statistical information abstracted from them.

Name Index Cards, showing the name, address, telephone number, and other pertinent information that is contained on the ICR cards, should be prepared and filed in the master name index file (a file not currently maintained). Incident control records involving offense reports and arrest reports should remain with the original report and processed with the actual report.

When ICR's have been completely processed, they should be maintained in a metal file drawer prepared for this purpose. The length of time ICR's should be kept in file must be determined by department policy according to needs. Some may be destroyed after a relatively short period of time (90 days) if they do not contain essential information. Others should be kept indefinitely. This is a matter to be decided by those in charge of administering the central records system.

Incident control records should be used to record all police activities, including those field activities which are initiated by patrol units. For instance, when a field unit makes a traffic stop, talks to a suspicious person, or makes a building check, an ICR should be prepared by the dispatcher. In place of the name of the complainant, the officer's name and/or unit number is recorded. The preparation of the ICR in such cases serves two purposes: (1) it accounts for all time spent by officers in the field and (2) it serves as a locator for units out of service for some reason.

The ICR shown in the figure provides additional space for recording separate phases of activity related to the same incident. For instance, an officer may be dispatched to the scene of a crime, conduct an investigation, write a report, conduct additional follow-up investigation, make an arrest, book a prisoner, transfer evidence, and write a follow-up report. Each of these activities can be recorded on an ICR, or several ICR's if necessary, and each can receive a different code according to the type of activity performed. In this manner, a complete record is maintained of the time required to complete each call and the amount of time spent in various activities.

The ICR system, while a radical departure from that presently in use in Hillside, is a relatively simple one to administer once the necessary forms have been prepared and members of the department trained in their use. Moreover, it provides a valuable record from which statistical information which is not now available can be drawn. It also provides the foundation upon which a more sophisticated system of automated data processing can subsequently be built.

