



Police Management

49699
66967



National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

National Criminal Justice Reference Service
Box 6000
Rockville, MD 20850

POLICE MANAGEMENT

A Selected Bibliography

compiled by

Robert N. Brenner

Police Specialist

Marjorie Kravitz

Supervising Editor

National Criminal Justice Reference Service

May 1978



National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

**National Institute of
Law Enforcement and Criminal Justice**

Blair G. Ewing
Acting Director

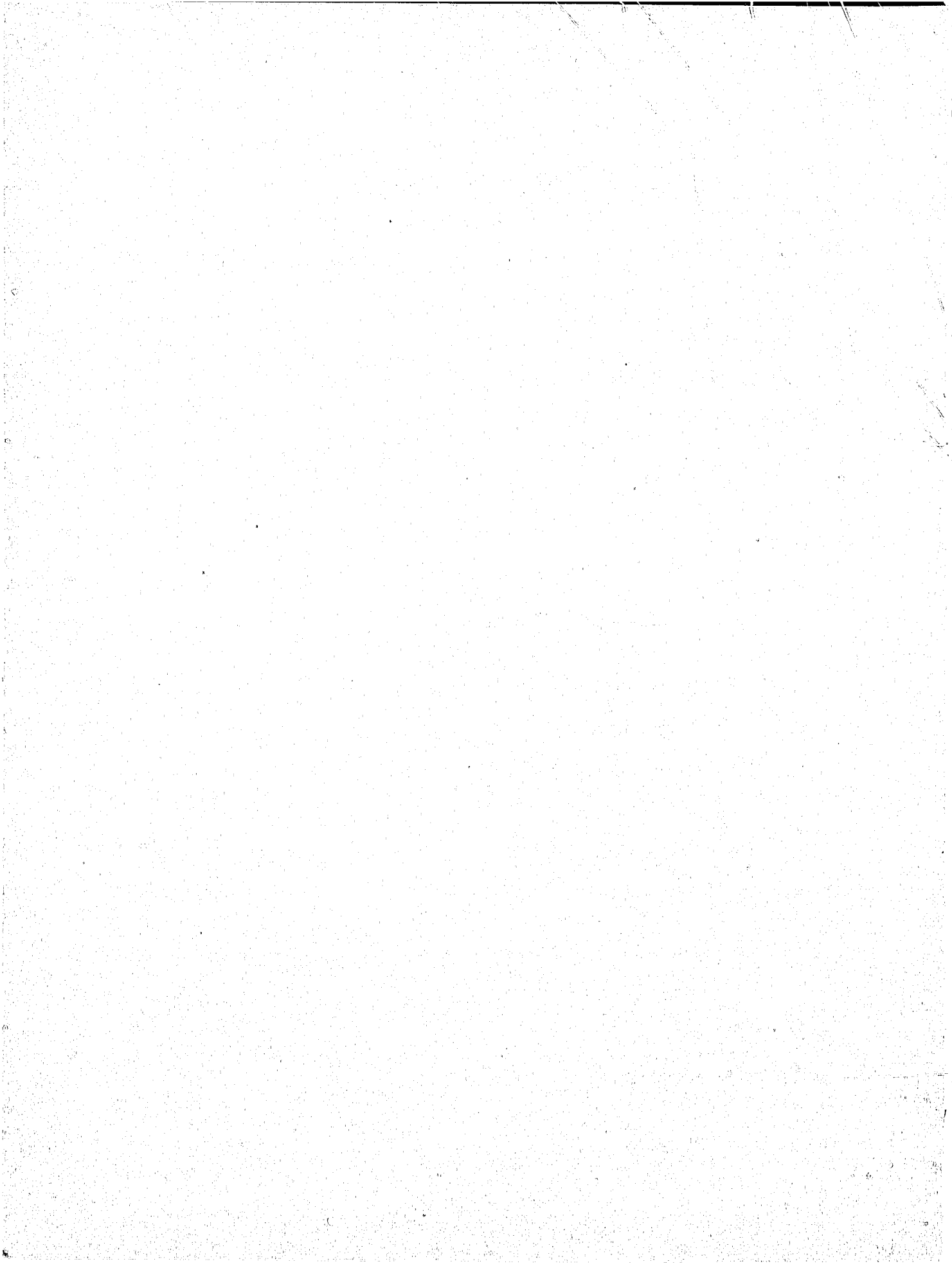
Law Enforcement Assistance Administration

James M. H. Gregg
Acting Administrator

Prepared for the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U. S. Department of Justice by Aspen Systems Corp., under contract number J-LEAA-023-77. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U. S. Department of Justice.

TABLE OF CONTENTS

Introduction	v
How To Obtain These Documents	vii
I. Management Process	1
II. Organizational Structure	21
III. Budgeting	35
IV. Personnel	51
V. Operations	67
Appendix A--List of Sources	89
Appendix B--Subject Index	95
Appendix C--Standards for Police Chief Executives	99



INTRODUCTION

Police management in the United States is faced with the increasingly difficult and challenging task of providing police services to a population faced with rising crime rates and the resultant concern for personal safety. The demands of the community, spiraling costs of police services, recent studies questioning traditional police methodology, and the need for accountability provide impetus for police management to strive for more efficient, effective, responsive, and productive organizations.

Police administrators are applying and adapting modern management techniques developed in concert with our rapidly advancing technology with a view toward improving the ability of their organizations to accomplish the tasks of crime prevention, law enforcement, order maintenance, and services delivery. These efforts are predicated on a sound base of knowledge generated from internal sources, from other criminal justice components, and from the community.

This bibliography was compiled to present police management with a cross section of recent literature about the issues involved and the alternatives available in developing and/or maintaining an organization committed to proactive, results-oriented community policing.

The citations are presented in five parts.

Part I--Management Process. An overview of the management process in the police function, as well as selections on innovative management techniques such as management by objectives.

Part II--Organizational Structure. Descriptions of various organizational strategies, including consolidation, regionalization, team policing, decentralization, and contract policing.

Part III--Budgeting. Examples of planning and budgeting techniques including planning, programing, and budgeting system (PPBS), program evaluation review technique (PERT), and cost-benefit programs.

Part IV--Personnel. Personnel administration, including minority employment, career development, employment of civilians, and unionization.

Part V--Operations. Deployment techniques and resource allocations for the patrol and investigative functions, featuring use of computers and mathematical modeling techniques.

The appendixes provide information about sales sources of the documents cited, a subject index to the bibliography, and the standards for police chief executives developed by the International Association of Chiefs of Police as part of the standards and goals issued by the National Advisory Committee on Criminal Justice Standards and Goals.

The documents cited in this bibliography were selected from the data base of the National Criminal Justice Reference Service with the intent of providing a reference tool for the researcher, planner, and police manager who wish to explore alternatives that can enhance the ability of police organizations to provide cost effective law enforcement service.

Information about how to obtain these documents may be found on the following page.

HOW TO OBTAIN THESE DOCUMENTS

All of the documents in this bibliography are included in the collection of the National Criminal Justice Reference Service. The NCJRS Reading Room (Suite 211, 1015 20th Street, N.W., Washington, D.C.) is open to the public from 9:00 a.m. to 5:00 p.m. All of the documents cited are also available in at least one of the following three ways:

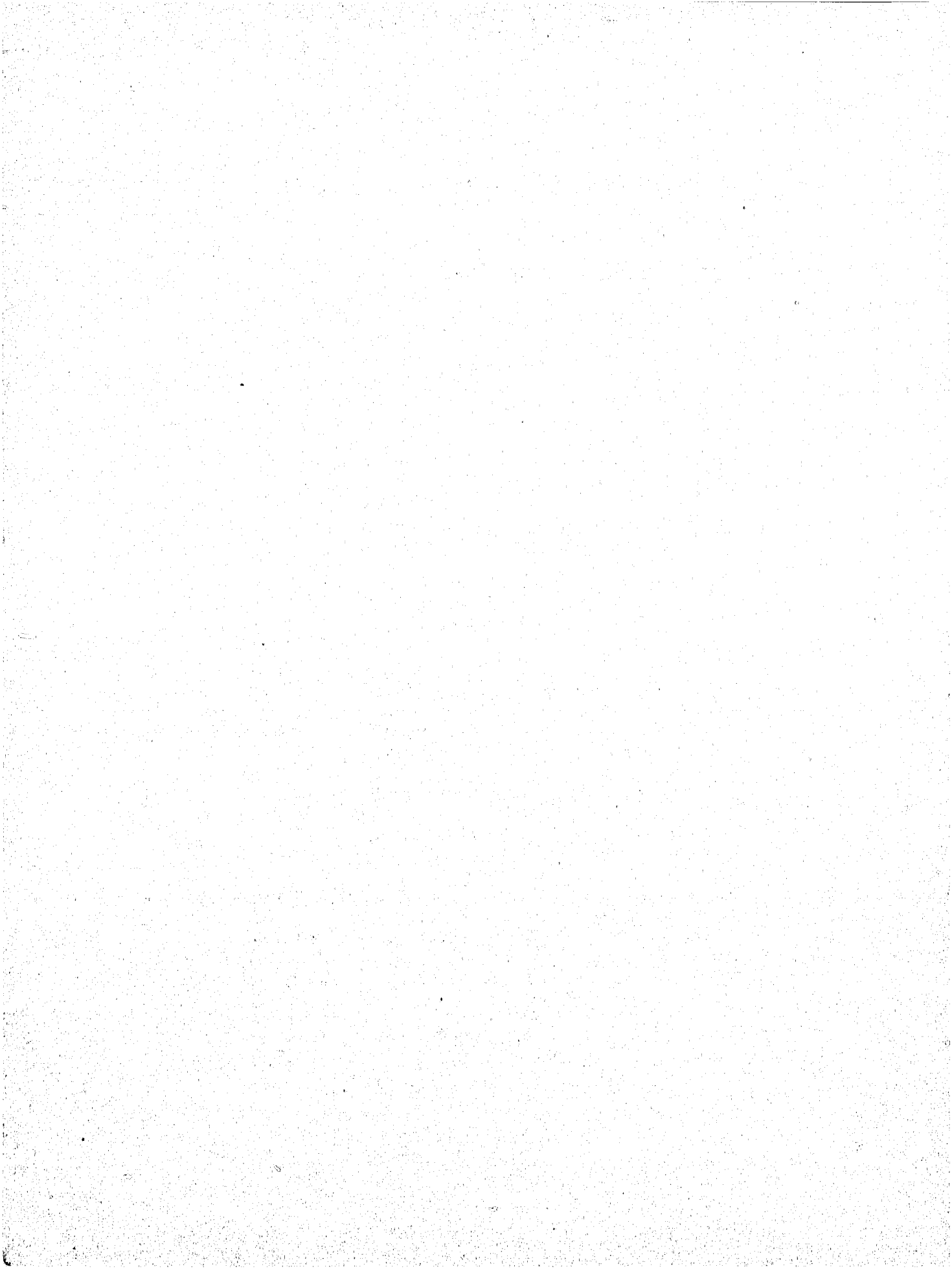
- Permanent, Personal Copies from Publishers and Other Sources
The publisher or availability source of each document is indicated in the bibliographic citation, and the names and addresses of the sources are listed by entry number in the Appendix. NCJRS cannot guarantee that all documents will remain available, but researchers preferring to acquire their own personal copies of the cited documents should contact the source indicated.

- Free Microfiche from NCJRS
When the word MICROFICHE appears in the citation, a free microfiche is available from NCJRS. Microfiche is a 4 x 6 inch sheet of film that contains the reduced images of up to 98 pages of text. Since the image is reduced 24 times, a microfiche reader is essential to read microfiche documents. Microfiche readers are available at most public and academic libraries. Requests for free microfiche should include the identifying NCJ numbers and be addressed to:

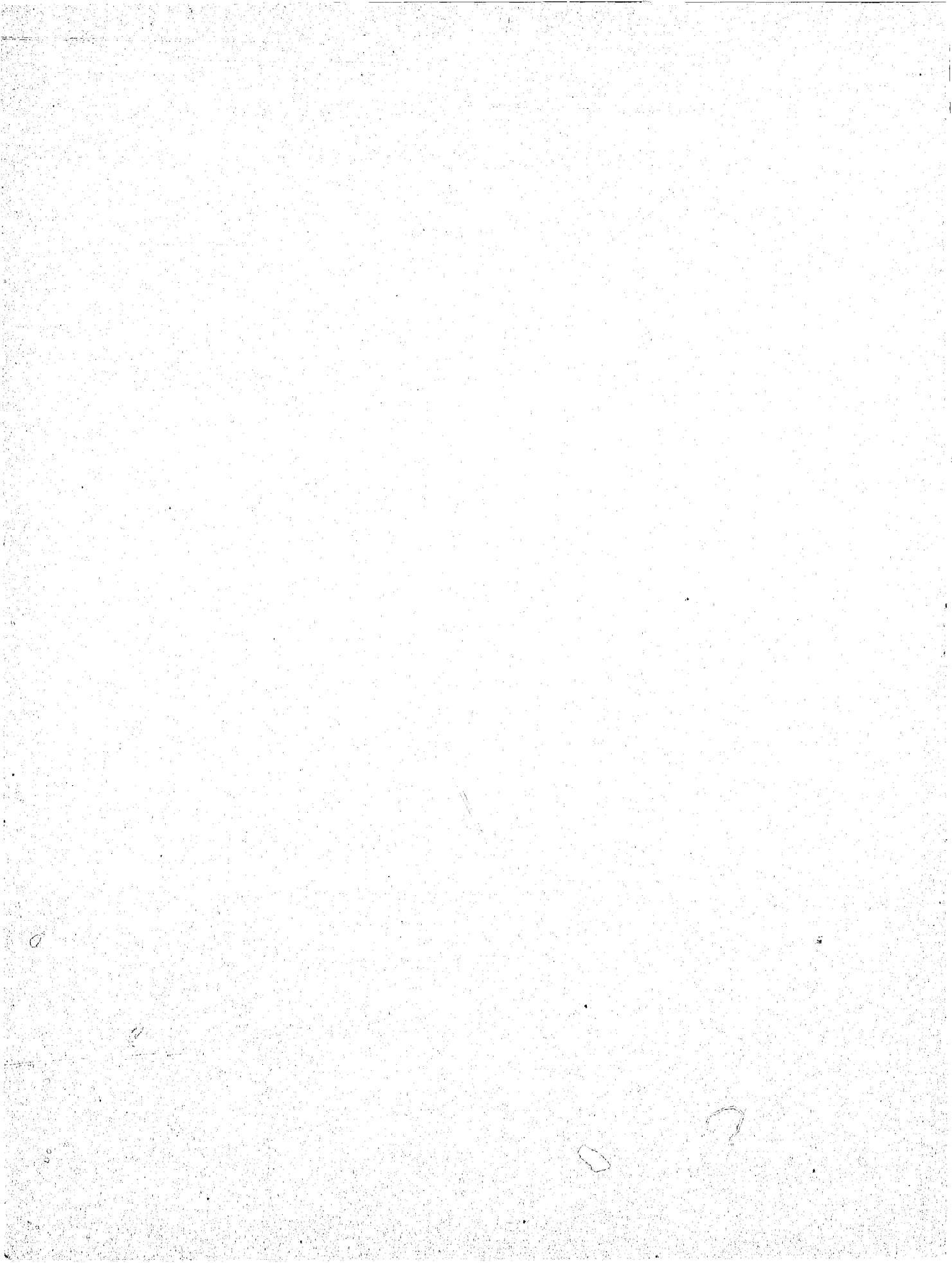
NCJRS Microfiche Program
Box 6000
Rockville, Maryland 20850

- Interlibrary Loan from NCJRS
All documents cited may be borrowed from NCJRS through your public, academic, or organization library. Document loans are not made directly to individuals. A maximum of 5 documents may be borrowed at one time for a period of 30 days. Each document must be requested on a separate Interlibrary Loan Form addressed to:

NCJRS Document Loan Program
Box 6000
Rockville, Maryland 20850



I. MANAGEMENT PROCESS



1. BAER, W. J. Police Personnel Exchange Programs: The Bay Area Experience. Washington, Police Foundation, 1976. 68 p. (NCJ 35476)

This booklet describes the Bay Area Middle Management Exchange Program that took place from September 1974 to March 1975 between six San Francisco Bay Area police departments. The program was designed to increase the exchange of information and ideas among the participating departments through an exchange of personnel. Each department selected at least one police officer, typically a sergeant, to transfer to one of the other departments for 6 months and serve as a staff assistant to that department's police chief. At the conclusion of the exchange, the program had achieved some significant results. At minimal cost, it was an excellent means of effecting information exchange, encouraging innovation and cooperation, and improving the management skills of the exchange officers. The relative simplicity, low cost, and potential high yield make a personnel exchange program an attractive undertaking for other departments. In summarizing the experiences and characteristics of the Bay Area program, this booklet poses and answers 22 rhetorical questions, most of which would apply to the establishment and implementation of similar programs. These questions include the following: How long should the exchange period last? What rank of officers should be exchanged? Who should select the officers to be exchanged? Where should the exchanged officers be assigned in the host agencies? What responsibilities should each officer have during the exchange? Which department--home or host--should pay the officer during the exchange? Which department would be liable for injuries or illnesses incurred by an exchanged officer? and Should the large departments exchange only with each other or with the smaller agencies as well? The six police departments that participated in the exchange were Fremont, Hayward, Menlo Park, Oakland, Palo Alto, and San Jose.

2. BROWN, L. P. Multnomah County: Division of Public Safety: Goals and Objectives. Portland, Oregon, Multnomah County Division of Public Safety, 1976. 56 p. MICROFICHE (NCJ 34720)

This document is the result of the implementation by the Multnomah County Division of Public Safety of a system of management by objectives (MBO) for decentralized decisionmaking and participatory management. The paper provides detailed goals for each subdivision of the Division of Public Safety, including the management team, inspections unit, internal affairs, and the intelligence unit. Also included are the special investigations (vice) unit, crime prevention, each neighborhood team, the detective team, and all support units. Examples of developing goals, objectives, strategies for implementation, and evaluation are provided, as well as training methodology to support subdivisions.

CALIFORNIA COUNCIL ON CRIMINAL JUSTICE. Use of Manpower in a City Police Force: A Model Based on a Study of the Fremont, California, Police Department. By R. Showalter and D. Bennett. Bethesda, Maryland, Social Development Corporation, 1973. 145 p. (NCJ 09478)

The reorganization of the Fremont Police Department by analyzing and redesigning police functions into achievable tasks is detailed in this publication. Management by objectives is a relatively new methodology for police departments. It is a means of analyzing the complex police function into component tasks. These tasks can be isolated and further broken down into simple and achievable objectives and evaluation criteria can be developed for each objective. This technique was used in Fremont, California, to evaluate and reorganize the police department. It was found that management by objectives promoted a realistic and efficient delegation of duties between the sworn and unsworn positions. Evaluation criteria for each position and subdivision within the department and for the department as a whole were developed. A career ladder for both sworn and unsworn personnel was organized allowing for transfers of qualified civilian personnel to sworn positions. The report outlines an alternate organizational structure for the department by means of easily understood charts and detailed job descriptions. An extensive chart lists the skills and knowledge necessary for each position as well as the frequency, sources, and content of training for the position. Included in the report is a performance criterion index with evaluation forms so that supervisors may rate subordinates according to specified performance standards. The document concludes with training outlines for each existing and proposed position.

CARVALHO, G. F. Installing Management by Objectives: A New Perspective on Organization Change. In Bopp, W. J., Ed., Police Administration: Selected Readings. (NCJ 25773). Boston, Massachusetts, Holbrook Press, 1975. 15 p. (NCJ 25780)

The author discusses organization development (OD) programs by expanding upon the concept of management by objectives (MBO). Barriers to implementation of the concept beyond typical resistance of middle managers are discussed. Utilization of Howell's Three-Stage System is presented: in the first phase, objectives are used primarily for performance appraisal and to set realistic, measurable objectives; in the second phase, manager learns to share responsibilities, and short-term objectives are set in concert with PPBS; and in the third phase, management learns how to set long-term objectives. Among problems encountered in implementation are attitudes, parochialism, inadequate management information systems, and typical power structure problems. Methodology for installation of MBO in an organization is included for restructuring the organizational system for results-oriented behavior.

5. CIZANCKAS, V. I. and D. G. HANNA. Modern Police Management and Organization. Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1977. 254 p.
(NCJ 41378)

Written by two working police chiefs, this text provides a critical examination of the American police, police organizational change, and effective management of police services. Offered as an alternative to traditional police management practices, it focuses on aspects of organization that have received relatively little attention in small- and medium-sized police agencies in America. In the first section of this text, the authors address the process of change. They criticize traditional police management, offer alternatives, and provide a precise analysis of the problems that the American police face and the possible solutions for these problems. The second section presents several case studies of police organizational development. Studies are drawn from Menlo Park (Calif.), Ohio State University, Charlotte (N.C.), and St. Petersburg (Fla.). In the final section, the authors deal with controversial police problems--citizens' complaints, police secrecy, police cynicism, police corruption, police brutality, public relations, role of women officers, police discretion, and others. Some of the police management subjects in the book are basic change strategies, managing police resources, organization change considerations, team concept, effective police organization, and the police manager as change agent.

6. COFFEY, A. R. Administration of Criminal Justice: A Management Systems Approach. Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1974. 364 p.
(NCJ 13409)

Management techniques for the administration and coordination of police, courts, prosecution, defense, correctional institutions, probation, and parole are described in this book. Although the management of criminal justice programs necessarily differs from that of private industry or business, the managerial principles developed in the private sector can be used as a model for criminal justice administration. The management model presented in this book uses a systems approach which defines input as selected law violations; process as the functions of police, courts, prosecution, defense, corrections, probation, and parole; and output as success in coping with crime in our society. Based on the belief that no segment of criminal justice succeeds unless the entire system succeeds, the model emphasizes the need to combine successful management of each kind of agency with the coordinated management of the whole system. The text first covers the essential features of management, including roles, functions, skills, information-gathering, decisionmaking, budget planning, personnel, labor relations, and training. It discusses using the distinction between the use of resources and the achievement of goals to evaluate the usefulness of procedures and policies. The problem of clarifying managerial roles and functions is made more complex by the wide variation in

the organizational structure of different parts of the criminal justice system. Using the managerial model developed in the first part of the book, the text goes on to discuss the unique concerns of each kind of agency. The final section of the book discusses community and political relations and the use of consulting specialists.

ELLIOTT, J. F. New Police: A Description of a Possible Form of What the Municipal Police Will Evolve Into, Why They Must Change, and How This Evolution May Be Accomplished. Springfield, Illinois, Charles C. Thomas, 1973. 85 p. (NCJ 13300)

This book presents a description of a plan to radically alter the police function from a service orientation to a crime prevention orientation. Over forty years ago, President Hoover's Wickersham Commission outlined serious problems in the way police departments functioned and were managed. More recently, President Johnson's Crime Commission and the National Advisory Commission on Criminal Justice Standards and Goals noted that the same basic problems continued to effect the administration of justice. This book describes a municipal police organization whose function is sharply limited to the control of crime and minor social disorders. An offensive strategy permitting the police to expand the number of tactics they can realistically employ is proposed to meet these goals. This new thrust, argues the author, will add efficiency and bolster the war against crime--two aspects of policing that have been criticized by study groups and commissions in the past. The author proposes massive community involvement in intelligence. He contends that since the function of the police in America is to help the people police themselves, if effective social control is to be maintained, the major burden of implementing this control must remain with the people. The study stresses that the personnel used to implement this strategy have college training--that they have attended college and studied police science. The proposed changes in the operational mode of the police would require major changes in managerial philosophy. The author believes that the elimination of the paramilitary syndrome from police organizations is a must. The final chapter presents a plan for the implementation of proposed changes.

GOODALL, R. Management by Objectives: A Conceptual Application for the Police, Part 1. Police Journal, v. 47, n. 2:178-186. April-June 1974. (NCJ 13788)

This article presents a discussion of the improvement of overall organizational performance by means of a management technique known as management by objectives. Management by objectives is a systematic approach to management. It provides for a statement of organizational goals and objectives, resources, and constraints. It prescribes a process for turning objectives into programs, prescribing activities

for organizational members, and determining the resources required to perform those activities. It calls for a continuing review of the organizational structure and for the forecasting and planning of any required changes. It helps to identify key areas in management and requires and provides clarification of the organization's goals and the management's objectives relative to those goals. This is done by a thorough analysis of the purposes of the organization in a comprehensive study of internal and external factors influencing present and past achievements and the changes in those factors which are probable in the future; by clear delineation of the action which individual officers and managers must take if future objectives are to be achieved, in addition to a soul-searching assessment of the relevance of those objectives for the overall police organization; and finally, by an exposition of the planning and control systems through which this process is to be implemented. Management by objectives is, in short, a complete management and control system. For part 2, see NCJ 19278.

9. HALE, C. D. Fundamentals of Police Administration. Boston, Massachusetts, Holbrook Press, 1977. 374 p. (NCJ 40541)

The author, using nontechnical language, provides an overview of the police function and draws upon traditional literature in public administration to show the relationship between police and public administration, thus laying the groundwork for a personnel-oriented approach to improving police productivity. Management systems such as management by objectives (MBO) are presented along with explanation of concepts of participative management, McGregor's typologies--Theory X and Theory Y, Herzberg's Motivation-Hygiene Theory, and Blake and Mouton's managerial grid. The Planning Programming Budgeting System (PPBS) is explained. Charts, summaries of chapters, extensive bibliographies, and management training sources are provided.

10. HEWITT, W. H. Contemporary Law Enforcement: Issues and Problems. In Chang, Dae H., Ed., Fundamentals of Criminal Justice: A Syllabus and Workbook, Second Edition. (NCJ 44045). Geneva, Illinois, Paladin House Publishers, 1977. 21 p. (NCJ 44051)

Problems in defining the role of the police in American society are discussed, and issues to be resolved in the interest of efficient police service are identified. Attempts to define the role of the American police fail because there is no uniformity in American policing. To most citizens, police officers represent the frontline of defense against crime. Although the police must continue to apprehend lawbreakers, greater emphasis should be placed on police responsibility for keeping the peace, preventing crime, and protecting citizens from harm and from unlawful infringement of human rights. It is concluded that most problems confronting the police are not the fault of the police, but rather are reflections of politics, inadequate resources,

poor planning and coordination, and the nature of the system itself. Among issues which require attention are the hiring of more female officers; the hiring of more administrative, professional, and technical personnel for middle management and executive positions via lateral entry; development of a national, portable police pension; increased hiring of college graduates; amalgamation of services; coordination of internal and external police functions; implementation of the planning-programing-budgeting system; development of police-community relations programs; elimination of multilayered command structures; and provision of workable guidelines. Among other issues are the hiring of legal advisers to assist street and command personnel, an overhaul of the police personnel model, creation of a state-wide minimum standards board, increased access to police records for research purposes, elimination of political interference in police administration, and improvement of the crime reporting system. A chapter test is provided.

- KATSAMPES, P. Participation in Policing. Police Chief, v. 41, n. 12: 60-65. December 1974. (NCJ 16153)

This article proposes a democratic organization model that allows officers direct participation in important decisionmaking on the basis of their involvement in the problems of the community. The traditional rigid hierarchical organization with a top-to-bottom chain of command is considered inadequate for our complex society in the dynamics of change. In the new model officers would be responsible for initiating ideas and improvements in the areas of crime prevention and enforcement in their jurisdictions. They would further experience the satisfaction of implementing their own ideas. The democratic model emphasizes free communication, regardless of rank; relies on consensus decisionmaking; and takes seriously the need of each person for self-expression in ideas, feelings, and independent action.

- KINTON, J., Ed. Police Roles in the Seventies: Professionalization in America. Aurora, Illinois, Social Science and Sociological Resources, 1975. 231 p. (NCJ 31601)

This anthology contains articles by academicians and police professionals regarding the changing face of the police service function. From the viewpoint of professional development, major strides in minimal education qualifications and recruitment procedures have been achieved in metropolitan police departments. In the middle 1970's, police satisfaction and public image reached a highly desirable level; however, the factors causing the new satisfaction and the increase of police ingroup professional loyalty include public disapproval of old police practices resulting in an increase in crime rates. The

contemporary police officer has been threatened by the increasingly insistent demands of professional politicians for extensive cooperation between police and welfare systems, and this, combined with the continuing threat perceived by tradition-bound older police, offers a continuing crisis in police status. Police roles continue to be in transition and the status of police officers will remain in conflict as a result of the tensions between new social expectations and the preference of experienced subcultural members for a status limited to the protection function. This crisis and the changing role of police officers in contemporary society are examined. The move from police force to police service, the public view versus the police view of police work, and the American police as a minority or subculture are examined, as are the psychological view of women in policing, the emerging role of women in law enforcement, and critical comments regarding theories of police behavior. The anticipation and management of demand for police undercover services, police perspectives on victimless crime, and the etiology of police aggression in black communities are discussed, as well as the interaction between skid row people and law enforcement and health professionals, trends and innovations in police service and administration, and the evolution of American police systems. A working bibliography on police life is also provided.

13. KUYKENDALL, J. L. and P. C. UNSINGER. Community Police Administration. Chicago, Illinois, Nelson-Hall Publications. 341 p. (NCJ 30513)

Modern management concepts and methods relating to the administration of community police agencies are analyzed in this text and guide. The text is based on theories and methods tested and proven viable in 15 middle-management community police administration programs--13 in California and 2 in Oregon. The subjects covered in this study include a background of law enforcement management; communication, motivation, and leadership; establishing objectives which provide direction and can be used as a basis for measuring effectiveness; planning, decisionmaking, and policy formulation; determining manpower needs and allocating manpower; budgeting; traditional systems' approaches to organizing, recruiting, selecting, and training personnel; and evaluating and controlling people, programs, and the organization. The information is presented within the context of police accountability to the rule of law and to the "public interest" in their community.

- LEONARD, V. A. and H. W. MORE. Police Organization and Management, Fourth Edition. Mineola, New York, Foundation Press, 1974. 721 p.
(NCJ 18097)

This edition contains blueprints for improving the productivity in the organization and management of police departments. Chapters include information on community policing; executive leadership; police administration; organizational structures, both internal and external; integration of police fire services; contract law enforcement; and consolidation. Also covered are specialized patrol functions and methods for measuring police effectiveness. The concept of managing for results across the entire police function is discussed. Appended are statutes, training and selection standards, IACP (Professional Police Registry), a performance rating scale, and a bibliography.

- LOCAL GOVERNMENT POLICE MANAGEMENT. Washington, International City Management Association, 1977. 567 p.
(NCJ 42071)

Policing in the United States has shifted in emphasis from the traditional areas of law enforcement to broader concerns that show that the police are part of a much wider community. The principal purposes of this book are to provide police chiefs and other command officers with information on contemporary principles and practices for police management, to set forth the latest methods for police department operations, and to offer alternative concepts and procedures for relating the work of police management to city and county government and the community at large. Management problems are approached from the point of view of the police chief, command officers, and the chief administrator. The book has been prepared also to serve the needs of police instructors, educators, and students. Part 1 includes four chapters that cover the historical background; the work of the police department, both internally and externally, in management; city and county government; and the problem of internal and external corruptive influences. Part 2 comprises three chapters on organization, management, and productivity. The six chapters in part 3 focus on patrol, traffic, criminal investigation, organized crime, crime prevention, and juvenile programs. Personnel management, labor management practices, internal controls, community relations, research and planning, and the legal adviser are considered in Part 4. The ancillary services of information management, facilities and material, criminalistics, and jail management are discussed in the four chapters comprising part 5. The final section contains a concluding chapter with a look ahead at possible future trends in police services. A 9-page selected bibliography and an index also are provided.

16. LYNCH, R. G. Police Manager. Boston, Massachusetts, Holbrook Press, 1975. 268 p. (NCJ 17474)

This is a textbook on police administration, including basic principles and psychological aspects of police management, and the implementation of administration techniques. The history and philosophy of police management, and principles of police administration such as planning, organization, and control are first investigated. Among the psychological aspects discussed in the text are theories on the relationships of people in organizations, leadership behavior styles, management communication behavior, and management planning approaches. Other topics discussed include problem identification and decision-making, management by objectives, methods for management of time, management of conflict, the nature of organizational change, and management of change.

17. MORE, H. W., JR., Ed. Criminal Justice Management: Text and Readings. St. Paul, Minnesota, West Publishing Company, 1977. 387 p. (NCJ 42053)

This is an anthology of readings on systems management, police management, court administration, corrections management, and techniques for management change in the criminal justice system. The selections focus on integration of the reorganizational and human processes of management for purposes of maximizing organizational effectiveness and achievement of goals. Participative management, incorporating the many unique internal and external modifiers, and analysis and evaluation of them is suggested as the key to competent problem solving and increased productivity. Among the specific topics covered in this text are application of management models, organizational models, career development models along with techniques such as management by objectives (MBO), system analysis of the components of the system, with emphasis on law enforcement.

18. MUNRO, J. L. Administrative Behavior and Police Organization. Cincinnati, Ohio, Anderson Publishing Company, 1974. 213 p. (NCJ 13479)

This book presents an overview of the multidisciplinary management approach integrating the fields of police administration and human behavior. Management personnel, including police administrators, are beginning to take advantage of the knowledge produced by social scientists to understand both individual and organizational behavior. The author begins by discussing the purposes, objectives, and goals of police work within the framework of a democratic ideology. He then notes that scientific methodology can provide academics and administrators alike with reasoned policy alternatives which have had their consequences predicted. The remainder of the text draws

on research studies of scientists from many disciplines and includes both the theoretical and practical approaches to police work. Individual and cultural influences on the police officer are noted and the "police personality" is discussed. Leadership, supervision, motivation, morale, and productivity within the quasi-military structure of most police agencies are explored. The author concludes that the continued use of an authoritarian philosophy of management frustrates managers and officers and will not produce the kind of democratic policing that society expects. As an alternative, he presents for consideration a model for police organization based on an integration of safety, welfare, and mental health functions which might redefine police roles, broaden police alternatives, and increase individual responsibility and satisfaction through team effort.

MUNRO, J. L., Ed. Classes, Conflict, and Control: Studies in Criminal Justice Management. Cincinnati, Ohio, Anderson Publishing Company, 1976. 605 p. (NCJ 38450)

A collection of articles dealing with various aspects of criminal justice management research is presented, emphasizing the importance of an empirical basis for such research. The body of literature on criminal justice management has increased greatly; however, much of it lacks a solid empirical base. The goal of this collection is to assist managers in grasping the potential for research in criminal justice management, to help them to see the great amount of management research that already exists in police administration, and to encourage researchers to pursue further work in other areas of criminal justice. The first topic considered in the collection is ideology versus reality--translating various ideologies into practical criminal justice policies and procedures. Various political ideologies with respect to criminal justice are examined, along with their consequences for the system's operation. A section concerning the application of the scientific method to management research includes discussions on the importance of general theory to specific research questions, the relationship of science to technology and policymaking, and the role of science as a framework for the analysis of human behavior. The possibilities of open systems analysis as a theoretical framework for the study of criminal justice management are explained, rejecting traditional organizational concepts which obstruct progress in the field. Three articles deal with the problem of racism and social class and their relation to management problems in the criminal justice field. Other major problems in criminal justice agencies, particularly managerial human relations difficulties, stem from personality conflicts. Two articles deal specifically with the personalities of police officers from a research point of view. Another presents a critique of methods for dealing with psychological problems. Discussions of organizational theory in general and of police organization in particular question their validity on the grounds that they do not adequately

consider the reality of human behavior; it is suggested that alternatives to hierarchical arrangements are necessary for modern organizations. Further discussions of organization structure point out the positive functions of hierarchies; others present different approaches to the analysis of an organization's structure. Analyses of the concept of using small primary work groups to achieve positive worker motivation are presented which urge reappraisal of the effects of changes in the allocation and distribution of power within an organization. Considerations of the management necessity of making agencies' operations more democratic without a loss of efficiency are presented, with particular emphasis on police agencies. The concept of professionalization with regard to the police is discussed, along with its structural and attitudinal aspects. Finally, the terms "planning" and "evaluation" and their connotations are systemically explored. Discussion materials are provided at the end of each chapter and a topical bibliography is appended.

20. NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS.

Police. Washington, U. S. Government Printing Office, 1973.

687 p.

MICROFICHE (NCJ 10858)

Stock No. 2700-00/74

Suggestions are given for overall improvement in delivery of police services for greater protection against crime. The National Advisory Commission on Criminal Justice Standards and Goals considers the patrol officer the primary force in reducing and preventing crime and thus directs its report recommendations toward increasing police effectiveness. Suggestions for improvements in police functions are presented in the areas of working with the community, planning and organization, technology and support services, fiscal management, and coordination with other criminal justice agencies. These proposals appear in the form of more than 120 specific standards and recommendations that spell out where, why, and how these improvements can and should be made in the police segment of the criminal justice system. This report is a reference work for the practitioner--patrol officer to police chief--as well as for the interested layman. Before implementing any of the changes advocated, police departments are advised to detail the legal limits of police authority and develop guidelines for the exercise of that authority. In order to improve cooperation between the police and the community it is suggested that police agencies establish a specialized unit for maintaining communication with citizens. Each police department should encourage and participate in neighborhood security programs and establish procedures to facilitate processing of complaints. Suggestions for more effective utilization of manpower include continued consolidation, stricter personnel requirements, increased employee benefits, and the employment of more women, minorities, and civilians in police work.

NATIONAL SCIENCE FOUNDATION. Policing Metropolitan America. By E. Ostrom, G. P. Whitaker, and R. B. Parks. Washington, U. S. Government Printing Office, 1977. 57 p. (NCJ 42877)
Stock No. 038-000-00317-8

This study of police services delivery in 80 small- to medium-sized metropolitan areas found that the diversity in size and services among agencies does not seem to result in duplication, confusion, or noncooperation. Eight standard, metropolitan statistical areas were selected in a stratified, random sample. All agencies conducting general area patrol, traffic patrol, traffic accident investigation, residential burglary investigation, or homicide investigation for residents of each standard, metropolitan statistical area were included. Data for the study were gathered from these police agencies through personal interviews and inspection of documents supplemented by telephone and mail communication. Using this information, the researchers investigated three broad areas: (1) what agencies produce police services and what levels of services are provided; (2) how much duplication and cooperation there is in the delivery of services, and (3) how the agency size relates to service delivery. On the basis of data gathered in this study, the researchers conclude that the diversity in the size of agencies and the different combinations of services they produce are not necessarily wasteful or confusing. There appeared to be little duplication by small- to medium-sized police agencies. Most police departments seemed to know what services they are responsible for and where to deliver them. Jurisdictional boundaries were generally open for fresh pursuit and for mutual assistance in emergencies. Instances of duplication, of confusion, and of noncooperation were found, but they were not the common pattern. The authors conclude that the reorganization of metropolitan policing should be based on a realistic assessment of the resources and distribution of needs.

REAMS, R., D. BURNS, and J. KUYKENDALL. Police Management Systems: What is an Appropriate Model? Journal of Police Science and Administration, v. 3, n. 4:475-481. December 1975. (NCJ 31055)

This paper identifies and describes four police management systems, and, after analyzing a model police department to determine its management system, discusses the development of an ideal police management system. The four management styles outlined in this article were originally presented by Likert. They are the exploitative authoritative, the benevolent authoritative, the consultative, and the participative group. The systems are characterized by differences in the following processes important to organizational success: leadership, motivation, communication, decisionmaking, interaction-influence, goal setting, and control. The community police agency analyzed in this study was the Milpitas (Calif.) Police Department, which is considered to be a progressive service-oriented agency. To

analyze the management system of this department, a Likert survey that characterizes the four management systems was administered to all sworn personnel and to two of the eight civilian employees. The results of this survey indicate that the police personnel in general considered the Milpitas department to be in the third management system--the consultative system. The author discusses which of the four management systems is "ideal" for police. Finally, the conditions necessary for the realization of the fourth management style are outlined.

23. RICHARDSON, J. F. Urban Police in the United States. Port Washington, New York, Kennikat Press Corporation, 1974. 237 p. (NCJ 17760)

This publication traces the forces of history that have molded the role of the police in America, from the colonial night watchman to the modern professional. The influences of prevailing ideologies, economical and psychological motivations, political manipulation, technology, and class pressures are explored as the factors in various periods of history that have molded the policing institution and the individual police officer. The impact of urbanization on police duties and administrative structure is analyzed. The author maintains that there is a present need for a reclarification of the role of the police, with more emphasis on maintaining peace and general service functions and a new understanding of criminality through advanced education.

24. SOURYAL, S. S. Police Administration and Management. St. Paul, Minnesota, West Publishing Company, 1977. 480 p. (NCJ 44941)

This comprehensive text is designed to improve administration and management techniques. The author attempts to explain the basic administrative framework of society in terms of the concept and practice of state, government, and bureaucracy. The location of police organizations is described and related to its immediate environment, the criminal justice system. A historical survey of police administrative thought follows in the discussion of ancient philosophies, medieval applications, and modern practices, with a special elaboration of the British police system. An analysis of police bureaucracies in America is presented, and police administration is treated in terms of its two interdependent components--police organization and police management. The dynamics of the organizational component is further considered, including the interrelations which control the bureaucratic structure of police administration. This entails an examination of such elements as hierarchy, authority, power, span of control, delegation of authority, communication and the trinity of line, staff, and auxiliary. The need for the other

component, management, is discussed, followed by a presentation of some administrative models which mold current managerial thought. These include the major works by Max Weber and his traditional cohorts, Frederick Taylor and his scientific management approach, Elton Mayo and his human relations, and finally the modern work by the behavioralists and their systems approach. The managerial side of police administration is presented with emphasis on the practical aspects of values, goals, and innovations. A thorough discussion of some managerial problems cited in task force reports is presented, and a number of innovative police projects are discussed. The following chapters are devoted to the study of major elements of police management; the last part of the text examines the results of effective police management, including an in-depth study of police professionalism, suppression of police corruption, and increasing police productivity through organizational development. An index is appended.

- U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Critical History of Police Reform. By S. Walker. Lexington, Massachusetts, D. C. Heath and Company, 1977. 221 p. (NCJ 42802)

A study of the changes that have overtaken police service in America and an examination of police reform from the middle of the 19th century through the end of the 1930's are presented. The development of police reform and of the police professionalism movement on the national level are traced while indicating the general periods of change. A central argument is that around the turn of the century the concept of professionalism gained acceptance in police circles. Techniques of managerial efficiency became the dominant motif of police professionalism, while a subtheme, and often a conflicting one, was the definition of professionalism in terms of social reform--the idea that police should be an instrument in the betterment of society. A perspective of historical sociology is used to identify general patterns of development. The concept of professionalization as an analytical framework is drawn from the work of the sociology of the professions, and literature on the sociology of police is used to identify the central elements of policing in America. The book is divided into three parts. Part 1 deals with the state of the police during the 19th century, and includes chapters on the role and function of police departments prior to reform and on the emergence of professionalism, the creation of the new police, the beat patrol officer, the police, the public, and the criminal. The politics of police administration and social control in an urban-industrial society are also examined, as are the beginnings of police literature, new ideas in police service, the reform of the Cincinnati police, the frustration of reform under one-time police commissioner Theodore Roosevelt, and the emergence of professional associations. Part 2 is devoted to the early years of police professionalism, 1900-1918, and examines professionalization as a method of administrative reform and the changing role of the police officer

in the face of demands to assume social welfare functions in addition to traditional citizen protection functions. The age of organization, reform in Philadelphia, the frustration of reform, uplifting the patrol officer, and new approaches to law and order are reviewed, in addition to the Vollmer view of the police as social workers, the introduction of policewomen, rehabilitating adult offenders, suppressing social evil, and criticism by the older, tradition-oriented officers of the police/social worker role. Part 3 consists of a national overview of police functions between 1919 and 1940. The age of the crime commission, the rise and sudden fall of police unionism, racism and riots, policing in the 1920's, and the many reform efforts mounted by the various local crime commissions are discussed. The years between 1932 and 1940, characterized as the "Law-and-Order Decade," are also examined in terms of the police and the labor movement, Franklin D. Roosevelt's New Deal, the Federal Bureau of Investigation, and the "War on Crime." An epilog concerning the legacy of professionalism, reference notes, and an index are also provided.

26. Law Enforcement Assistance Administration. Police Chief Executive--Report of the Police Chief Executive Committee of the International Association of Chiefs of Police. National Advisory Committee on Criminal Justice Standards and Goals, Washington, U.S. Government Printing Office, 1976. 273 p.

MICROFICHE (NCJ 38355)
Stock No. 052-003-00222-1

Based on the results of a survey of police chiefs and sheriffs, the standards presented here are designed to aid in the selection and retention of qualified police chief executives and in maintaining effective leadership. Recognizing that the improper selection of police chief executives is one reason for the alarmingly short tenure of this group, these standards offer guidelines to increase the tenure of competent leaders in the police service. The first eight standards address the problem of selection. Among the topics covered are selection processes for nonelected police chief executives, compensation, and the necessity of a clear understanding between candidates and their superiors of each other's responsibilities, priorities, and enforcement philosophies. The remaining standards relate to the retention of qualified personnel. They discuss the assessment of the agency by the new chief, the relationship between the chief and his subordinate managers, making and communicating objectives and priorities, early identification of agency problems, and the provision of lawful, impartial, and effective police service. Other subjects include interactions within the criminal justice system, the dissemination of public safety information, regional and national executive development programs, assessing the performance of police chief executives, and administrative due process safeguards to ensure that formal public hearings are required to determine if proper cause exists to remove

a police chief executive from office. The appendixes explain the survey procedures and present a breakdown of questionnaire responses by the respondent's agency type, i.e., State, sheriff, city/county. An earlier version of this report was published by the IACP and is available as NCJ 34368.

27. Law Enforcement Assistance Administration. Policing by Objectives: A Handbook for Improving Police Management. By V. A. Lubans, J. M. Edgar, and R. F. Dart. Hartford, Connecticut, Social Development Corporation, 1977. 443 p.

(NCJ 45518)

Policing by Objectives (PBO) is a process of planning, executing, and reviewing the activities of a police organization in relation to specific desired results. It is used to describe a systematic method of managing police organizations more effectively, therefore yielding better results. Based on a process designed primarily for use in business and industry, PBO has been extensively modified to take into account the extraordinary management problems inherent in the police enterprise. The typical problems which beset the police manager--little control over the demand for the types, timing, or frequency of services; results which are not easily measured; and budget decisions which are often made outside the police department--are problems which a business-oriented system of management is incapable of dealing with. PBO, on the other hand, acknowledges these and the many other special difficulties which characterize the distinctive world of police management. To make the numerous modifications of the requisite concepts and practices, the experiences of 37 police organizations now using some form of PBO were examined, and the advice and opinions of a panel of advisors from the police world and the business and academic sectors were solicited. This information was then organized and synthesized into a step-by-step system of management, resulting in a guide to modern police management written expressly for the active and would-be police manager emphasizing the practice of management rather than management theory. Each step in the PBO process, from the development of a departmental mission to the final assessment of results, is presented chapter-by-chapter in a logical sequence. Other chapters explain the benefits of PBO management to the individual manager and his organization, outline possible approaches to implementation, discuss problems which may arise and some ways they can be avoided or overcome and offer suggestions as to how the organizational structure might be changed to make PBO still more effective. Description of PBO systems in actual operation in several police organizations have been appended to show the various ways PBO can be employed. An annotated bibliography is also included.

28. WALDRON, H. A. Management by Objectives: Principles for an Integrative Manager. Police Chief, v. 44, n. 5:76-78, May 1977.

(NCJ 41120)

This article presents a review of modern management philosophies and a discussion of the problems and benefits associated with implementing these strategies in police departments. The author notes that the theory of management by objectives rests on the philosophy that emphasizes integration between external manager control and internal individual self-control. Under this system, management must believe that employees can best reach their own personal goals and needs by working for organizational goals, and must allow employees to participate in goal setting. Also discussed are the worker's needs, as described by Abraham Maslow; the policy of job enrichment; and Frederick Herzberg's philosophy on job satisfiers and dissatisfiers.

29. WHISENAND, P. M. and R. F. FERGUSON. Managing of Police Organizations. Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1973. 448 p.

(NCJ 10760)

The managerial responsibilities which are covered in this book include planning, communications, organization, control, decision-making, coordination of activities, and leadership. In this work, Whisenand and Ferguson contend that "the police manager is undoubtedly capable of improving his organization so that it can accomplish its particular goals and at the same time meet the needs of its members." The role and values of the police manager are treated in a general sense before the specific job requirements that serve to form the manager's role are analyzed. In addition to textual material, each chapter contains one or more learning exercises which consist of case studies, structured experiences, and miscellaneous material. Each learning exercise is introduced by a brief discussion designed to highlight the goals of the exercise, with particular attention to research findings, innovative practices, and theories that form managerial strategies of significance to police administrators. Suggestions for putting the exercises to best use are provided. The book concludes with discussions of existing and future challenges that police administrators should meet in attempting to fulfill their duties.

30. WILSON, O. W. and R. C. McLAREN. Police Administration, Fourth Edition. New York, McGraw-Hill Book Company, Inc., 1977. 715 p. (NCJ 40468)

Intended for police administrators and students of police management, this textbook provides a comprehensive perspective on the police role, police administrator, operations, and police technical services. The opening section lays the basis for this effort by describing the police role in society and the relationships of police to government and other agencies. Modern trends such as local and Federal law enforcement planning, and consolidation and regionalization of police services are also discussed. Management-related responsibilities of the police administration are then examined in order to provide guidelines for the most rapid changes that have been occurring. Aspects of these services considered in this text are police information services, the crime laboratory, and buildings and equipment. A number of appendixes are provided which include information on such varied aspects of police administration as development of comprehensive law enforcement plans, police reporting, recruiting, shift rotations, and manpower allocations.



II. ORGANIZATIONAL STRUCTURE



31. BERENBAUM, E. Municipal Public Safety: A Guide for the Implementation of Consolidated Police-Fire Services. Springfield, Illinois, Charles C. Thomas, 1977. 95 p. (NCJ 40944)

A guide for municipal administrators and public safety officials on the planning, selection, operation, and implementation of consolidated public safety services is presented in this book, with suggestions on answering community objections. The complete range of procedures and plans necessary for the successful consolidation of police and fire services is contained in this volume. The text explains where and why this type of program is appropriate; how to plan and select a program; and what type of recruiting, training, and operational techniques are most effective. Information on how to allay the community's fears of consolidation and to eliminate the drawbacks which they point out is also provided. The appendixes include activity reports, job descriptions, curriculum and training guides, and operating procedures that may be of value to those initiating consolidation procedures.

32. CALIFORNIA CONTRACT CITIES ASSOCIATION: DETERMINATION OF LAW ENFORCEMENT CONTRACTUAL COSTS. San Francisco, Booz-Allen and Hamilton, Inc., 1971. 157 p. MICROFICHE (NCJ 13501)

This publication presents a study to delineate the statutory responsibilities of the office of sheriff and to identify the functions performed and their cost, together with presenting a formula to be used in charging for contracted services. The scope of policing services performed by the office of sheriff was determined to encompass all jurisdictions in the county and includes the functional operations of field patrol, investigation of cases, traffic control, and provision of sustaining services. It was further found that the sheriff has wide discretion in determining those services he will provide countywide or limit to the unincorporated area and contract cities. For costing purposes, the policing functions of the sheriff's department were allocated countywide, in unincorporated areas, and in contract city responsibilities. Five alternative pricing models were identified for detailed consideration.

33. CONNECTICUT GOVERNOR'S PLANNING COMMITTEE ON CRIMINAL ADMINISTRATION. Plan to Increase Police Productivity: A Report on the Recognition of the East Hartford Police Department. By R. Dart, V. Lubans, and R. Showalter. Bethesda, Maryland, Social Development Corporation, 1974. 189 p. (NCJ 15130)

This is a report on the new departmental structure, administrative systems, and plans for police professionalization of the East Hartford Police Department. A detailed functional job task analysis of

all the positions in the department led to recommended changes in the department's job functions, a new records system, a management information system, a performance evaluation system, a sector team policing plan, a career ladder and training plan, and a new schedule of 4 days on and 3 days off to facilitate team policing and training opportunities. Implementation of the recommended changes began during the study process so that each of the new systems and practices was already established or being installed at the conclusion of the study. The reorganization of the East Hartford Police Department produced a structure in which the chief of police is supported in his effort to be the policymaker and is provided with an executive staff to advise him as well as filter extraneous, diverting matters from his attention. Also, the reorganization matters are in one command and all operations in another. Command has been unified so that one individual is responsible for an entire workfield. Furthermore, within each workfield the reorganization provided a structure in which responsibilities and duties are explicitly defined and teamwork is encouraged. Numerous illustrations and tables and six attachments provide various analytical data as well as procedures for implementing the recommended systems.

34. EASTMAN, G. D. and S. G. CHAPMAN. Short of Merger: Countywide Police Resource Pooling. Lexington, Massachusetts, D. C. Heath and Company, 1976. 172 p. (NCJ 38292)

In 1970, Snohomish County, Washington, secured funds for a comprehensive study of its law enforcement agencies in order to analyze the need for certain coordination and consolidation of those agencies' services. At that time, Snohomish County included some 2,050 square miles, a population of more than 250,000 persons, and 19 individual jurisdictions (18 municipalities and the county itself) with similar or common crime problems recognized as having no solution without a joining of resources. This book is a case study of the research efforts, together with study findings, evaluations, and recommendations. It provides an informed guide to coordination and to cooperative effort of local law enforcement services, short of merger. Using a task force conference mechanism which took into consideration community, political, social, and technical concerns, the following areas were analyzed: the services provided by the county sheriff's office, the police services in the field, personnel management, records and communications, revenues and expenditures, and other concerns such as citizen reaction to police services. It is recommended that a center be created to provide superior staff and auxiliary services of kinds appropriate to local needs to all police agencies in the county. This center for police staff and auxiliary services would be established under provisions of the State of Washington Index-Local Cooperation Act (ICA), which permits two or more public agencies to formally enter into agreements with one another to jointly provide services and facilities in

such a way as to be mutually advantageous. The organization and management of this center are then defined with the functional responsibilities and staff suggestions set out. Staff and auxiliary services, especially training and communications, are discussed separately. Featured is the concept of a personnel pool to cover temporary manpower shortages caused by training requirements, illness, and annual leave. A step-by-step implementation plan is also detailed. In addition, specific ancillary proposals regarding financial matters and funding proposals of a widely varying nature are examined. Although a police services center is recommended for the immediate future, for the long view it is proposed that three new elements of county government be established which, in combination, would assume all functions of the sheriff's office, as well as those of the center. The three agencies proposed are a county police of court services, a county department of corrections, and a county police department. The last chapter presents a summary of actions taken by county and local officials on these and other recommendations in the 5 years following the study.

35. ILLINOIS LAW ENFORCEMENT COMMISSION. Feasibility Study of Regionalized Police Services for the Barrington (Ill.) Area. By R. A. Doran. Chicago, Illinois, 1974. 75 p. (NCJ 16054)

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

36. INTERNATIONAL CITY MANAGEMENT ASSOCIATION. Public Safety Departments: Combining the Police and Fire Functions. Management Information Service Report, v. 8, n. 7:1-16. July 1976. (NCJ 37783)

This report is designed to inform municipal officials of the merits and disadvantages of the integration of police and fire departments into consolidated public safety departments. The rising costs of public services, in conjunction with the growing concern for increased productivity, have caused many municipalities to examine alternative ways to provide municipal services, especially in the areas of police and fire. One such nontraditional approach is consolidation, which integrates police and fire functions. This report presents a historical overview of the consolidation issue, de-

finer different types of consolidated relationships, and details some of the legal restraints which may hamper a municipality's effort toward any type of consolidation effort. Finally, a case study approach is used to document the experiences of several cities with various forms of cooperative relationships, including several which have experimented with consolidation only to abandon the concept at a later date.

37. JACKSONVILLE OFFICE OF THE SHERIFF. Consolidation of Police Services Case Study--Executive Summary. By T. W. Koepsell, R. H. Terpstra, and L. E. Streeter. Falls Church, Virginia, Koepsell-Girard and Associates, Inc., 1973. 35 p. (NCJ 17209)

This report on the city-county merger of government and law enforcement services in Jacksonville, Florida, and Duval County, Florida, discusses the conditions that led to consideration and finally the implementation of consolidation. The process of consolidation frequently recommended by political scientists and citizens study commissions tends to meet with community resistance. Not only is the process of consolidation explained, but a followup study 4 years after implementation provides data on its effects. A checklist is included under each area which reviews the Jacksonville experience and focuses on lessons learned from the merger. The authors caution that consolidation should not be viewed as panacea, and further note that success is dependent on proper planning.

38. MARK, J. A. Police Organizations: The Challenges and Dilemmas of Change. In Niederhoffer, Arthur and Abraham S. Blumberg, Eds., Ambivalent Force: Perspectives on the Police. Second Edition. (NCJ 44843). New York, Holt, Rinehart, and Winston, 1976. 11 p. (NCJ 44845)

The organizational and administrative changes that should be made by police forces in order to remain effective are proposed and evaluated. There exists too much fragmentation of police forces across the country. With the "home rule" tradition, each municipality, no matter how small, has its own police force. This amounts to fiscal irresponsibility and deprives many people of adequate police services. Consolidation and regionalization of police forces are recommended. There is a suggested ceiling of 300 municipal police agencies, excluding Federal, State, and special-purpose, which would ease the setting and monitoring of national policing standards, improve cost effectiveness, open career opportunities for police officers, and reduce political and parochial influences on police departments. The example of amalgamation of British police forces is cited. Within individual forces, an environment to nurture professionalization must be created. Police officers must be permitted, within the framework of clear departmental policies, to enlarge their

functional role, expand their service activities, and exercise discretion with greater latitude. It is essential that the public accept this discretion. The type of organization which fosters professionalization is the flattening of the pyramid of command by shortening unnecessarily long chains of command. Each supervisor would thus have to depend less on imperious order-giving and insistence upon the prerogatives of command and more on gaining a high level of subordinate cooperation and coordination. Individual officers should be appointed through rational, fair, unambiguous employment standards, and there should be vigilance against discriminatory practices.

39. MEHAY, S. L. Evaluating the Performance of a Governmental Structure: The Case of Contract Law Enforcement. Los Angeles, University of California Institute of Government and Public Affairs, 1974. 69 p.
MICROFICHE (NCJ 32815)

This study describes efforts to develop useful criteria for evaluating the relative performance of alternative municipal services delivery systems; in this case, contract law enforcement in Los Angeles County. The main objective of this study was to describe the general evaluative criteria and to apply them specifically to police services, both as an illustration of the methodology employed and as a device for comparing the contract system with self-provision of police services through a city department. In the first section of this report, the relevant criteria for evaluating service delivery through alternative structures are presented and discussed, along with a brief review of the evaluation literature. The empirical indicators necessary for assessing the performance of contract law enforcement are then presented. Two separate strategies were pursued to develop the necessary information to evaluate the multiple facets of the contract structure for law enforcement services. First, data were collected on various components of performance and conventional statistical techniques were employed to analyze the data. Second, police chiefs, chosen from independent cities in southern California counties where county contracting is prevalent, were interviewed. The results of these interviews are compared with the statistical results. Finally, some trends in the contract law enforcement plan are discussed.

40. MUNRO, J. L. Toward a Model for Police Organization. In Curran, James T. and Richard H. Ward, Eds., Police and Law Enforcement, 1973-1974, Volume 2. (NCJ 28138). New York, AMS Press, Inc., 1975. 8 p.
(NCJ 31893)

The author proposes a reorganization of police structures and responsibilities into a series of decentralized teams characterized by a

minimum number of layers of command and incorporating a safety-welfare generalist approach to policing. The benefits of interagency cooperation and consolidation between all public safety and welfare organizations--police, fire fighters, mental health workers, and emergency health services--are outlined. The result of such a consolidation effort would be a unified agency of safety-welfare generalists who could deal with an extremely wide range of society's problems. Noting that such a comprehensive reorganization is unlikely in the near future, the author proposes a safety-welfare generalist structure for the police department alone as a compromise measure. Under such an orientation, most specialized police functions such as homicide bureaus or community relations bureaus would be replaced by the safety-welfare generalist. A number of generalist teams, supervised by a team coordinator, would be formed. The steep pyramidal structure of the police department would also be modified; cluster chiefs in charge of each team would be directly under the command of the police chief. Finally, specialist officers could be brought in by each team to aid the team in certain investigative, evaluative, or supervisory functions. Sample organization charts for the police generalist organization are provided.

41. NATIONAL SCIENCE FOUNDATION. Defining and Measuring Structural Variations in Interorganizational Arrangements. By E. Ostrom, G. P. Whitaker, and R. B. Parks. Bloomington, Indiana University, 1974. 34 p.
MICROFICHE (NCJ 17860)

A general approach is used in the examination of the relevant effects of the structure of interorganizational arrangements among police agencies serving a common metropolitan area. This general approach is based on the concept of a public service industry. The use of service structure matrices to delineate the service-by-service configurations of a police industry is discussed. The authors illustrate the use of service structure matrices to describe the interorganizational arrangements among police agencies within a single metropolitan area. Six measures of metropolitan structure to be derived from service structure matrices are defined--fragmentation, multiplicity, duplication, independence, coordination, and dominance. The use of such measures enables comparisons to be made across metropolitan areas. These measures are utilized to compare the structure of the police industries in three metropolitan areas with respect to four types of police services. The use of structural measures in public policy analysis is also discussed.

42. OSTROM, E. and W. H. BAUGH. Community Organization and the Provision of Police Services. Beverly Hills, California, Sage Publications, Inc., 1973. 95 p. (NCJ 12297)

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

43. SANDLER, G. B. and E. MINTZ. Police Organizations: Their Changing Internal and External Relationships. In Munro, J., Ed., Classes, Conflict, and Control: Studies in Criminal Justice Management. (NCJ 38450). Cincinnati, Ohio, Anderson Publishing Company, 1976. 8 p. (NCJ 38454)

The internal management structure of a law enforcement agency has a direct relationship to the external functioning of that agency. Contained in this article are impressions derived from studying police work in New York City. Discussed are the paramilitary style of agency structure; demands placed on law enforcement agencies, changes in the structure, and participative management. The authors conclude that "a rational transition to becoming a full service agency functioning in cooperation with its community cannot occur without significant modifications in the internal structure of the organization. The elimination of ranks, the actual decentralization of authority, and a reorientation of the police image to one of social

service officer are all prerequisites to significant alteration of a style and value system of any police agency."

44. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Changing Police Organizations: Four Readings. By P. Stinson, C. Kelley, T. Sweeney, and D. Couper. Washington, National League of Cities, 1974. 46 p.

MICROFICHE (NCJ 19515)

The four papers comprising this publication came from a seminar sponsored by the National League of Cities and the U.S. Conference of Mayors, and deal with policing methods, management methods, and police roles. The first reading, while addressing the specifics of a particular "team policing" concept, also covers several basic police management issues--accountability of police employees; differentiation of roles, functions, and types of organizations; how to decide when to apply generalist and specialist types of labor; and how to motivate police employees. The second presentation describes the use of task forces for change in the Kansas City Police Department. In the third article, Clarence Kelly describes the guiding principles which he feels have been most important in his style of management. The changing role of police in a changing society is examined in the last selection.

45. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Contract Law Enforcement: A Practical Guide to Program Development. By R. D. Engler and W. G. Gay. Arthur D. Little, Inc. Washington, U.S. Government Printing Office, 1977. 84 p.

MICROFICHE (NCJ 43370)
Stock No. 027-000-00652-3

What a law enforcement contract can and cannot do, how to plan and implement such a contract, and how to use department resources to make such a contract work are covered in this management manual. Contract law enforcement, a voluntary program in which one government enters into a formal, legally binding agreement to provide law enforcement services to another government for a fee, is a rapidly growing area. This manual is based on the study of 114 such contracts in communities ranging from less than a 5,000 population to more than 20,000 inhabitants. Most of the larger recipient communities are located in Los Angeles County, which is given special attention as the originating agency of contract law enforcement. This manual deals with obtaining legal authorization for contracting, writing the contract, estimating the quantity of service needed, providing for temporary interruptions in service, allocating policy rules, maintaining control over the contracting agency, allocating tort liability, and evaluating service delivery. Financing is discussed,

including items to be included in direct personnel, field equipment, and indirect support costs; how to break out costs on an hourly basis; fiscal control procedures; and opportunities to obtain Federal assistance through LEAA action grants and Department of Labor Comprehensive Employment and Training Act grants. Special problems for the contractor include motivating departmental personnel to support contracting, choosing between fixed and rotating assignments in the contract area, personnel policies for contract assignments, and meeting facility and equipment needs. A step-by-step process for developing a contract program is recommended, beginning with a feasibility study. A jurisdiction should then request proposals for contract services, develop the proposals, solicit citizen support, negotiate the contract, and provide for supervision of implementation. Case studies are given for 11 different contracts. Tables and narrative summaries detail information on estimating patrol requirements, using a patrol officer availability worksheet, estimating hourly total patrol officer costs, estimating hourly direct personnel costs, and estimating vehicle expenses. A sample agreement for general law enforcement services is included.

46. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Full-Service Neighborhood Team Policing: Planning for Implementation. St. Petersburg, Florida, Public Safety Research Institute, Inc., 1975. 201 p.

MICROFICHE (NCJ 27934)

This manual contains 10 articles which provide comprehensive information on the organization, operation, planning, and implementation of team policing services. One promising approach to improving police productivity that has gained considerable support is team policing. However, to be implemented successfully, the full-service neighborhood team policing concept requires careful planning and extensive management and operational training. This manual provides information which should be of help in the planning and implementation of full-service neighborhood team policing. It includes both original and reprinted articles. Among the subjects covered are definitions of team policing, the integration of the full-service and neighborhood team policing concepts, organizational development for team policing, team policing and unionism, and factors to consider in planning for team policing. Also discussed are the full-service model of policing, the potential uses of police middle management in effecting police change, and the democratic model of police organization. The appendixes include reports and materials from three team policing or full-service programs in the United States.

47. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Intergovernmental Contracting for Police Patrol in Michigan: An Economic Analysis. By W. A. Sinclair. Doctoral Dissertation, Michigan State University, East Lansing, Michigan, 1975. 312 p.

MICROFICHE (NCJ 32856)

The focus of this doctoral dissertation is the contracting for patrol service between officials of local communities in rural areas and their respective county sheriff. A structure and conduct-performance marketing model is used to analyze the contracting operations of 11 Michigan sheriffs. The critical structural variable used was the funding relationship between the sheriff and the county commissioners relative to the sheriff's desire to expand the patrol division. The conduct-performance variables used were cost per patrol hour, reporting to local officials, divisibility of patrol service sold, activities performed by contracted patrols, rotated versus permanently stationed deputies, revenue from liquor inspection, amount of time spent outside the contracting community, and response time. Study results indicated that sheriffs who wanted to expand their patrol division and who had met or anticipated meeting funding resistance were more inclined to contract with local communities and meet the conduct-performance objectives of local officials than sheriffs who felt little need to expand their patrol division and were able to obtain current and anticipated patrol funding. It was also found that not all sheriffs provided the same set of conduct-performance characteristics to contracting local communities; that 10 out of the 11 sheriffs priced their contract at less than variable costs, the balance being made up by the county general fund; and that sheriffs were capable of influencing local official's decisions to contract with them through the real allocation of their noncontract patrols. A bibliography is included.

48. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Neighborhood Team Policing: Prescriptive Package. By P. B. Black, and D. Specht. Urban Institute. Washington, U.S. Government Printing Office, 1973. 166 p.

MICROFICHE (NCJ 10428)
Stock No. 2700-00240

This publication presents a Prescriptive Package detailing theoretical guidelines and practical methods for designing, implementing, and administering a neighborhood team policing program. The concept of decentralizing police decisionmaking authority to meet increasing demands on law enforcement services is featured in this NILECJ Prescriptive Package. A practical guide for police administrators and planners, this manual provides a method of organizing

operations to improve police-community relations, increase crime control effectiveness, and enhance police job satisfaction. Chapter 1 summarizes current knowledge about neighborhood team policing and provides a description of what the authors believe would be an ideal neighborhood team policing system. Chapter 2 describes the neighborhood team policing programs of several police departments. Subsequent chapters suggest procedures for planning and implementing neighborhood team policing, administering an ongoing program, providing training and education, and establishing lines of authority and methods of supervision of neighborhood teams. A practical approach for constructing a project budget is presented. Appendixes include suggested operational guidelines, a format for team commander reports, a model proposal to obtain LEAA action funds, a case study of one team in New York City, a way of organizing a referral guide for use by police officers, and a description of a training program implemented in St. Petersburg, Florida.

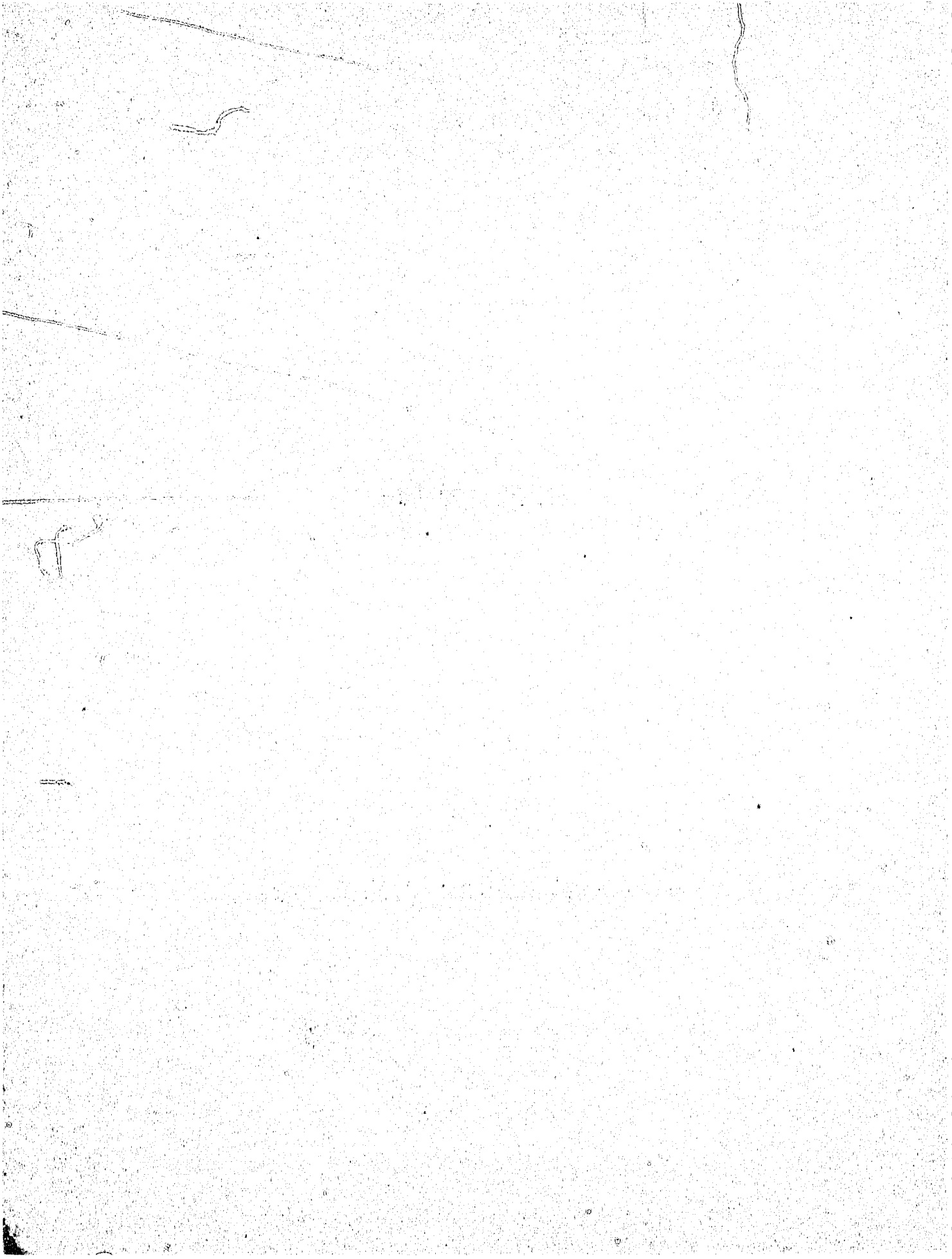
49. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Organizing the Non-System: Governmental Structuring of Criminal Justice Systems. By D. L. Skoler. Lexington, Massachusetts, D.C. Heath and Company, 1977. 335 p.

(NCJ 43012)

This book examines the organization and structure of criminal justice services within the American Federal System. The author proposes that greater criminal justice unification is generally desirable if it responds to the differential characteristics of system components and to decentralization of needs. State leadership and authority is seen as the focal point for unification efforts. Unification is conceived of as a mix of hierarchical, standard-setting, regulatory, monitoring, coordinative, and fiscal incentive measures, tailored to the special character and mission of each major criminal justice component and applicable at regional and metropolitan, as well as state levels. Commencing with a chapter describing of the criminal justice setting--apparatus, finances, workload, service targets, structural patterns--the text moves on to an exploration of key issues of the American governmental framework which bear on structural schema. The two introductory chapters are followed by units on each criminal justice component--police, courts, prosecution, defense, and corrections--which explore and evaluate organizational characteristics, reform proposals, and give directions of change, each ending with speculations on desired or future courses of development. A penultimate chapter discusses total system integration, with a focus on the dominant integrative technique for this period ("comprehensive planning" as molded by grant-in-aid policy under Federal crime control legislation), and the exploration of possibilities for structural or umbrella department integration at both state and local levels. A final chap-

ter serves as a recap of precept and progress with respect to criminal justice "unification"--in each individual component and the system at large--and a prognosis for the future. A 34-page summary is available as NCJ 43736.

III. BUDGETING



50. ARKANSAS DEPARTMENT OF PLANNING. Resource Analysis Model for the Arkansas State Police. By R. J. Melone. Santa Monica, California, Rand Corporation, 1970. 105 p.

(NCJ 12217)

A description of a resource model developed for the Arkansas State Police illustrating the analytical aspect of a planning, programing, and budgeting system (PPBS) is presented. An illustrative set of objectives for the State police is then defined and used as the basis for the organization of State police activities into a program structure. The problem of defining a cost structure is also addressed. Resource estimating relationships that are needed to translate system inputs into a projected system cost are explained and the actual revenue sources of the Arkansas State Police are discussed. The process of modeling the Arkansas State Police resource system is detailed.

51. HENNESSY, J. J. Management of Crime: PPBS and Police Management. Police Chief, v. 39, n. 7:62-67. July 1972.

(NCJ 03210)

The importance of a planning, programing, and budgeting system (PPBS) as a realistic and useful alternative to more traditional methods of police administration management is discussed in this article. In a PPBS and management-by-objective system, the control of crime is systematically analyzed, programed, and budgeted. The analysis is based on statistical information available regarding resources and areas of crime control need. The importance of establishing goals and achievable objectives is useful in that it forces the decision-maker to select and define duties and activities to be performed. These actions when subjected to cost-effective analysis application can then be defined in terms of direct and indirect costs. Measuring effectiveness in terms of cost when weighed against other competing goals accomplishes the need of planning and eventually total system integration.

52. HIRSCH, W. Z. Production, Cost, and Expenditure Determinant Functions of Policies Services. In S. S. Nagel, Ed., Modeling the Criminal Justice System. (NCJ 43252). Beverly Hills, California, Sage Publications, Inc., 1977. 15 p.

(NCJ 43260)

Various formulas to determine police costs, quasi-costs, production, and expenditures using various inputs are given, and their validity are discussed. With police budgets consuming a larger share of government expenditures, great pressures exist to evaluate police efficiency. The problem is selecting an output to be measured. Some

researchers have attempted to equate police activity with apprehension of criminals, but this completely ignores the crime prevention potential of deterrent activities. Another measure seeks to combine "prevented crimes" plus arrests; this fails because "prevented crimes" is an uncertain figure. As this formula determines it, "prevented crimes" is the difference between predicted crimes and arrests. This figure was further refined in a Los Angeles study by information from motorcycle police officers, field officers, nonfield officers, and departmental civilian employees, each estimating crimes prevented on the basis of past experience and known potential criminal population. Costs are easier to obtain. Still, the researcher must decide whether to include only daily operating costs or to add in bonded indebtedness and other capital costs. Police expenditure determination results from a variety of supply and demand functions. The appendix discusses expenditure determination based on the formula $E=M(P,Y,U)$ where E is total expenditure (which differs from the usual per capita expenditure in that it contains a different population determination), P is population, Y is per capita income, and U is degree of urbanization. M is the operating expense constant. With this equation police supply is related to community demand and the community's ability to pay for police services. References are provided.

53. HOOVER, L. T. Planning-Programming-Budgeting Systems: Problems of Implementation for Police Management. In Munro, J., Ed., Classes, Conflict, and Control: Studies in Criminal Justice Management. (NCJ 38450). Cincinnati, Ohio, Anderson Publishing Company, 1976. 17 p.

(NCJ 38458)

This paper provides an overview of planning, programming, budgeting system (PPBS) noting that full implementation is not possible due to lack of data; implementing programmatic budgeting utilizing systems analysis techniques in a limited way is possible, however, and advisable in preparation for PPBS. Building an explanation of PPBS and its evolution, the author suggests programmatic budgeting as an interim measure, noting that program budgeting is planning oriented. A procedure for establishing organizational objectives is presented, and examples of relating programs to objectives are provided. Tables of budgets, program structures, organizational structure by program categories are presented to facilitate operational analysis, impact of programs, and assessment of program effectiveness. A bibliography is appended.

54. LEAHY, F. J. Budgets--More Than a List of Items and Figures--Planning Program Budgeting System. Police Chief, v. 35, n. 7:16-18, 20-22, 24-27. July 1968.

(NCJ 04191)

This article presents a discussion of a certain technique that is used as a decisionmaking tool to aid the police administrator. The planning, programing, budgeting system (PPBS) is a technique to help the police administrator do a better job. Its uniqueness lies in how it combines planning, programing, and budgeting functions in a systematic manner, and how it utilizes cost-benefit and cost-effectiveness analyses and operations research to improve the decisionmaking process. It is a four-step system requiring, first, a careful specification and analysis of department objectives; second, an analysis of the output of a given program in terms of the objectives; third, the measurement of the total costs of a given program, not just for 1 year, but for several years ahead; and fourth, an analysis of alternative ways to achieve the objectives and the selection of the alternative or combination of alternatives that is best.

55. MEHAY, S. L. and D. C. SHOUP. Models of Police Services for Program Services for Program Analysis. In Nagel, S. S., Ed., Modeling the Criminal Justice System. (NCJ 43252). Beverly Hills, California, Sage Publications, Inc., 1977. 15 p.

(NCJ 43259)

The analytical aspects of planning, programing, budgeting systems (PPBS) and recent applications of this technique to police programs are discussed. The key to PPBS analysis is selecting the correct outputs to be measured, a situation made more difficult by the lack of a clear relationship between inputs and outputs in police work. For this reason, controlled experiments offer more reliable results than multivariate analyses run on an existing situation. Also, the results desired must be carefully defined: Is the program to reduce crime rates, increase citizens' feelings of security, or reduce traffic violations? Three controlled experiments using well-defined conditions and providing useful answers are the Kansas City Preventive Patrol Experiment, the 20th precinct experiment in New York City, and the Los Angeles traffic experiment. In the Kansas City study, test precincts were divided into groups of three matched for socioeconomic characteristics, population, and type of crime problem; routine beat service was maintained in the control districts. In one of the test districts, police cars entered the beats only in response to specific calls. In the other test district, high-visibility patrols were established with two to three times the cars ordinarily used. Findings discovered that crime rates and citizen perception of crime were similar in both the no-patrol and the highly patrolled districts. It was concluded that traditional police patrol does

little to reduce crime. In contrast, in the New York experiment a 40 percent increase in manpower led to a significant reduction in "outside" crimes of robbery, larceny, auto theft, total felonies, and misdemeanors. "Outside" crimes are defined as those the patrolman could see without leaving his car. "Inside" crimes showed little decrease. Matched districts were used in the Los Angeles experiment; the number of traffic accidents with injuries were the measured output since these are more likely to be reported than property-damage-only accidents. This study found that issuing citations was less effective than issuing warnings because citations were usually limited to cases which could hold up in court; the marginal violations were the major causes of accidents. Increased manpower also decreased accidents. This experimental finding can enable department managers to emphasize warnings rather than citations and justify increased patrol to reduce accidents. Use of PPBS to improve or modify present programs can be more effective than using it only to start new programs or to make decisions about abandoning an effort. References are included.

56. MILLER, R. W. Schedule, Cost, and Profit Control with PERT (Performance Evaluation and Review Technique). Lexington, Massachusetts, Raytheon Company, 1963. 227 p.

(NCJ 00593)

This book discusses the Program Evaluation and Review Technique (PERT) applied to nonrepetitive programs in the areas of time, cost, and product performance. It reviews developments of the 1950's leading to the evolution of networking techniques, such as PERT and CPM (Critical Path Method). The methodology of networking, with PERT-TIME as the basic framework, is treated in detail, and implementation is discussed from the point of view of top management and operating-level management. Specific features of PERT-COST are examined, emphasizing the requirements of the Department of Defense PERT-COST system. The author expands upon the relationship between PERT, program definition, systems engineering, value engineering, and configuration management. The book concludes with methods of organizing for the implementation of PERT management systems.

57. MORGAN, J. P. Planning and Implementing a Productivity Program. In Wolfle, Joan L. and John F. Heaphy, Eds., Readings on Productivity in Policing. (NCJ 31282). Washington, Police Foundation, 1975. 21 p. (NCJ 31287)

A method is described by which police administrators can implement a program of productivity measurement and improvement. The creation of a productivity management unit, headed by a productivity analyst, is suggested. Primary areas of concentration are operations that consume large numbers of man-hours or involve large numbers of employees who perform routine and repetitive tasks, and in areas where unit costs are high and functions are performed that normally result in backlogs of work. Several general rules for setting productivity objectives are given. Productivity measures must then be chosen and baseline data accumulated. Methods of monitoring projects in productivity programs are discussed. Case study examples are provided for each of these steps. Common obstacles and methods of avoidance are described. The importance of approaching productivity programs in such a way that individual officers do not perceive their own interests to be threatened is stressed.

58. O'NEILL, M. E. Program Planning Budget System: An Impetus for Change in a Police Organization. In Bopp, W. J., Eds., Police Administration: Selected Readings. (NCJ 25773). Boston, Massachusetts, Holbrook Press, Inc., 1975. 3 p.

(NCJ 25783)

This article discusses the advantages in using a program, planning, budgeting system rather than the item-line budgeting method. A program, planning, budgeting system will compare and evaluate the various police department's activities in determining how they are meeting their objectives. Program budgeting incorporates a financial projection over an adequate time period (3 to 5 years), resulting in data for rational decisionmaking. The various objectives, programs, and budgetary allotments will continually be evaluated due to the indepth analysis necessary with a program budgeting system.

PENCE, G. Program Planning Budgeting System. Police Chief, v. 38,
n. 7:52-57. July 1971.

(NCJ 02676)

The Dayton (Ohio) Police Department uses the planning, programming, and budgeting system (PPBS) which uses mathematical analysis, data processing, and independent collective estimates to identify problems and suggest solutions based on management by objectives (MBO) and management by exception concepts. Police planners are encouraged to consider ways in which they can allocate their limited resources to meet the public's greatest and most immediate needs. By utilizing a systematic problem-solving methodology, a team of specialists can readily identify problems and generate cost-effective decisionmaking information. The methodology, a program structure, budget concepts, and problems of defining measurable objectives are discussed.

SABO, L. D. and P. C. UNSINGER. Zero-Based Budgeting: Its Application on a Patrol Division of a Small Department. Police Chief, v. 44,
n. 5:60-62. May 1977.

(NCJ 41118)

This article describes the techniques of zero-based budgeting (ZBB) and outlines the experiences of the Milpitas (Calif.) Police Department in applying this budgeting technique to its patrol division. Zero-based budgeting examines alternative funding levels with an assumed base level of operation of zero. Each system function is analyzed at a number of funding levels, starting from receiving no funding to receiving unlimited funds. For each funding level, the objectives, levels of service, costs, and expected achievements are determined for each function. In this way, system decisionmakers can determine exactly how money for all aspects of the system functions will be allocated. This method was applied, with some modifications, to the Milpitas Police Patrol Division. The authors conclude that this process forced consideration of different levels of service and showed that the level of personnel could go down to a lower level and still maintain basic services. In the case of Milpitas, however, this process justified the hiring of three additional police officers.

61. TENZER, A. J. and J. B. BENTON. Applying the Concepts of Program Budgeting to the New York City Police Department. Santa Monica, California, Rand Corporation, 1969. 57 p.

(NCJ 00388)

This memorandum describes the results of a 9-month effort to develop a planning, programing, and budgeting system for the New York City Police Department and details a program-budgeting format, a cost-estimating methodology, and a computerized cost-estimating model. After briefly reviewing the basic concepts of program budgeting, it describes in detail the program-budget format developed for the police department, including not only the program structure and the cost structure, but also the techniques devised to estimate the cost of police programs. Finally, the memorandum presents a computerized cost model for use in analyzing police department services. The program structure developed here consists of five major police programs --crime prevention and control, investigation and apprehension, traffic control, emergency services, and support. Each is divided into subprograms, which, in turn, are broken down into functional categories called program elements. The resulting program structure--defined in terms of the current organizational structure of the department--is presented in its entirety. Two major cost categories, investment costs and annual operating costs, make up the cost structure. Investment costs are divided among the following costs elements: facilities, transportation equipment, command communication equipment, and other equipment. The cost elements which define the annual operating cost are personnel, facility operations and maintenance, transportation equipment operations and maintenance, other equipment operations and maintenance, administration, and debt service. Each cost element is defined in terms of categories used in the department's conventional budget documents. The memorandum describes a new technique for estimating costs by cost element and presents the results of using this technique to estimate police department requests in the mayor's proposed 1968-1969 expense and capital budgets. Differences between the totals in the conventional budget and in the program budget are reconciled for each cost element. The final section of the memorandum describes an online computer model which uses the language of the program and cost structures and facilitates rapid examination of the cost implications of alternative resource allocations within any part of the program structure.

- U. S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Grant Manager's Manual. By J. L. Fletcher. Toledo, Ohio, Toledo-Lucas County Criminal Justice Regional Planning Unit, 1976. 50 p.
MICROFICHE (NCJ 37460)

This manual was prepared to give the grant manager an understanding of the general skills of management within the setting of an LEAA (Law Enforcement Assistance Administration) funded project. It is intended to present the person knowledgeable in criminal justice with certain techniques of management to aid him in his role as a decision-maker within the criminal justice system. Sections define the scope of the grant manager's job, discuss development of the grant proposal and budget preparation, describe methods of internal project control, and explain the grant's accounting and procurement procedures. A glossary of terms used in the manual is included.

- . Law Enforcement Assistance Administration. Multnomah County (Oreg.): Recommendations for Reducing Court Related Expenditures on Police Overtime--Criminal Courts Technical Assistance Project. By P. Haynes. Washington, American University Institute for Studies in Justice and Social Behavior, 1974. 52 p.
MICROFICHE (NCJ 39778)

This financial management study and analysis, dated October 1974, appraises practices resulting in annual police overtime allocations of over \$1 million. Prevailing opinion was that the bulk of the police overtime costs lay within the control of the courts and the prosecution. Analysis revealed, however, that the majority of overtime expenditures of the Portland Police Bureau and the Multnomah County/Prosecution-related police overtime expenses were still found to be considerable, amounting to approximately \$10,000 per week. Savings of 25 percent of court-related overtime (\$130,000 per annum) could be accomplished by saving some 13 unnecessary police witness overtime appearances per day, or 10 percent of the total appearances. To accomplish these savings, a series of changes in all of the agencies involved in the adjudication process are proposed.

- . Law Enforcement Assistance Administration. Mutual Aid Planning: A Manual Designed to Assist in the Development of Law Enforcement Mutual Aid Systems. By J. M. Baines. Washington, National Sheriffs' Association, 1973. 112 p. (NCJ 11431)

This manual presents the results of a nationwide study of the exchange of personnel, services, and equipment between law enforcement agencies during emergency situations. The manual presents findings based on statutory research, a national survey questionnaire, and interviews and case studies of actual mutual aid operations. The

study focuses on four States--California, Iowa, Michigan, and Louisiana. An analysis is made of existing mutual aid compacts, agreements, resolutions, along with an assessment of how these compacts have operated during emergency situations. Recommendations are presented for the improvement of existing mutual aid systems and for the establishment of such systems, both state and interlocal, where none presently exist. Model interlocal and statewide mutual aid plans are described, along with the necessary legislative and operational guidelines. The research indicates that there are several major problem areas. Since most mutual aid operations are not supported by formal written agreements or compacts, questions of command control, liability, and extraordinary costs are usually unresolved. The study also shows that while advance operational planning often exists to deal with riots and civil disorders, there is much less contingency planning for other events involving large crowds. Specific recommendations are advanced to cope with these problem areas. The concluding chapter, appendixes, and bibliography contain the core of the recommendations and references. This manual should be of special interest to those involved in law enforcement planning.

65. _____ . Law Enforcement Assistance Administration. Quantitative Tools for Criminal Justice Planning. By L. Oberlander, Ed. Washington, U. S. Government Printing Office, 1975. 254 p.

MICROFICHE (NCJ 30906)
Stock No. 027-000-00368-1

Quantitative tools are the devices used to construct and to analyze specific groupings of information in terms of quantity or numbers. The tools at the practitioners' disposal include quantitative data about crime, the criminal justice system, behavior, and the environment, as well as a wide selection of methods for organizing and analyzing these data. Sources for a criminal justice planning data base include the Law Enforcement Assistance Administration and the Bureau of the Census Victimization Survey, the FBI's Uniform Crime Reports (UCR), Modus Operandi (MO) file, Offender-Based Transaction Statistics (OBTS), and general management and administrative data on manpower, cost, and program descriptions. An examination of data, models, and techniques for criminal justice system analysis looks at the Prosecutor Management Information System (PROMIS), OBTS, and other statistical techniques and their limitations. Also considered are the related issues of data reliability and data purification. In addition, JUSSIM (Justice System Interactive Model), a planning technique for analyzing the impact of proposed system changes, is described and discussed. Other areas covered include the use of population data (small area population estimation, computer mapping, and geocoding) to examine crime data and crime patterns, and to identify probable causes and contributing factors; methods to develop an analytic unit at the local level; and crime-oriented planning and program development. This book is designed for criminal justice planners, practitioners, and

students in applied or professional settings with an interest in the use of criminal justice data and quantitative methods for describing, analyzing, and communicating a broad array of issues concerning crime and the criminal justice system. It is intended to be of particular interest and use to statisticians, operations researchers, systems analysts, and those with a special role in planning and evaluation at State and local levels of government. An index is provided.

. Law Enforcement Assistance Administration. Rockville (Md): Budgeting Process Analysis--Police Technical Assistance Report.
By C. J. Swank. Arlington, Virginia, Westinghouse National Issues Center, 1977. 23 p. MICROFICHE (NCJ 41798)

This is a budgeting process analysis study for a small police department of 43 persons (26 sworn). This technical assistance report notes that the process of budgeting must be viewed as a system relating expenditure of funds to accomplishment of planned objectives. An explanation of Planning-Programming Budgeting System (PPBS) based on systems analysis techniques is provided. The author notes that a definition of goals and objectives must be developed, validated, and be related and integrated in the municipal government's program plan. It is further noted that accomplishment of program development, prioritization and "costing out" can improve not only efficiency but level of services delivery as well. The Program Evaluation Review Technique (PERT) is presented as an effective tool for evaluation and reassessment.

. U. S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Development of a Management Information System for the Overall Management of an Urban Police Department, Report: Phase I. Pittsburgh, Pennsylvania, University of Pittsburgh, 1972. 112 p. MICROFICHE (NCJ 07125)

A study of management information systems designed to support long-range planning in an urban police department is reported. The Buffalo (New York), Police Department was selected as the site for this study, and a research team familiarized itself extensively with the department, its personnel, and the operating procedures through interviews within the department and with various municipal and educational organizations. A library research effort was mounted and a library was established for use by project members. This data collection effort was supplemented by onsite and telephone contact with police departments in other cities and with other research teams. A planning decision inventory was developed to serve as a framework for evaluating the existing planning system and for designing a new planning system and a planning-related management information system. Two areas, bud-

getting and policy-making, were evaluated in detail using methodology developed as a part of this study. A conceptual model of a planning system was developed to provide a framework for the design of a detailed management system. The essential aspects of the model are a system of plans, a planning process, and a design for the management of planning. A strategy for the development and operational implementation of management systems within the police department was also formulated; the strategy centers on the design of systems which utilize computers in an interactive mode. The integration of the budgeting and policymaking areas was the primary goal of this design effort and was accomplished with the design of a detailed management system which provides police decisionmakers with information necessary for the rational assessment and development of budgets and policy. An information analysis was conducted to assess the data base requirements mandated by the design of the budgeting and policy systems, and procedures were developed for the collection of both the subjective and objective information necessary for the implementation of the overall system. Extensive methodological developments resulted from the evolution of the operational system. A technique for modeling police department management systems based on the concept of a linear responsibility chart; an operational approach to integrating the descriptive model with theoretical management systems to provide an overall system which is an operational and practical blend of an ideal system and that system currently in use; a model-based approach to the determination of information requirements in practical terms which obviate many of the problems inherent in other approaches; and a policy-oriented method for defining a planning data base which should significantly improve both the effectiveness and cost-efficiency associated with data base development are among the innovative techniques developed in the course of this study. These developments are also referenced in working papers provided in Appendix 1. Additional appendixes containing a sample interview guide, a bibliography, and project white papers on organizational structure and functions in police departments and the use of manpower models to define information requirements are also provided.

68. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Guidelines for Developing an Injury and Damage Program in Municipal Police Departments: A Manual of Recommended Methods for Managing and Operating an Injury and Damage Reduction Program. National Safety Council. Washington, U. S. Government Printing Office, 1973. 122 p. MICROFICHE (NCJ 09394)
Stock No. 027-000177-7

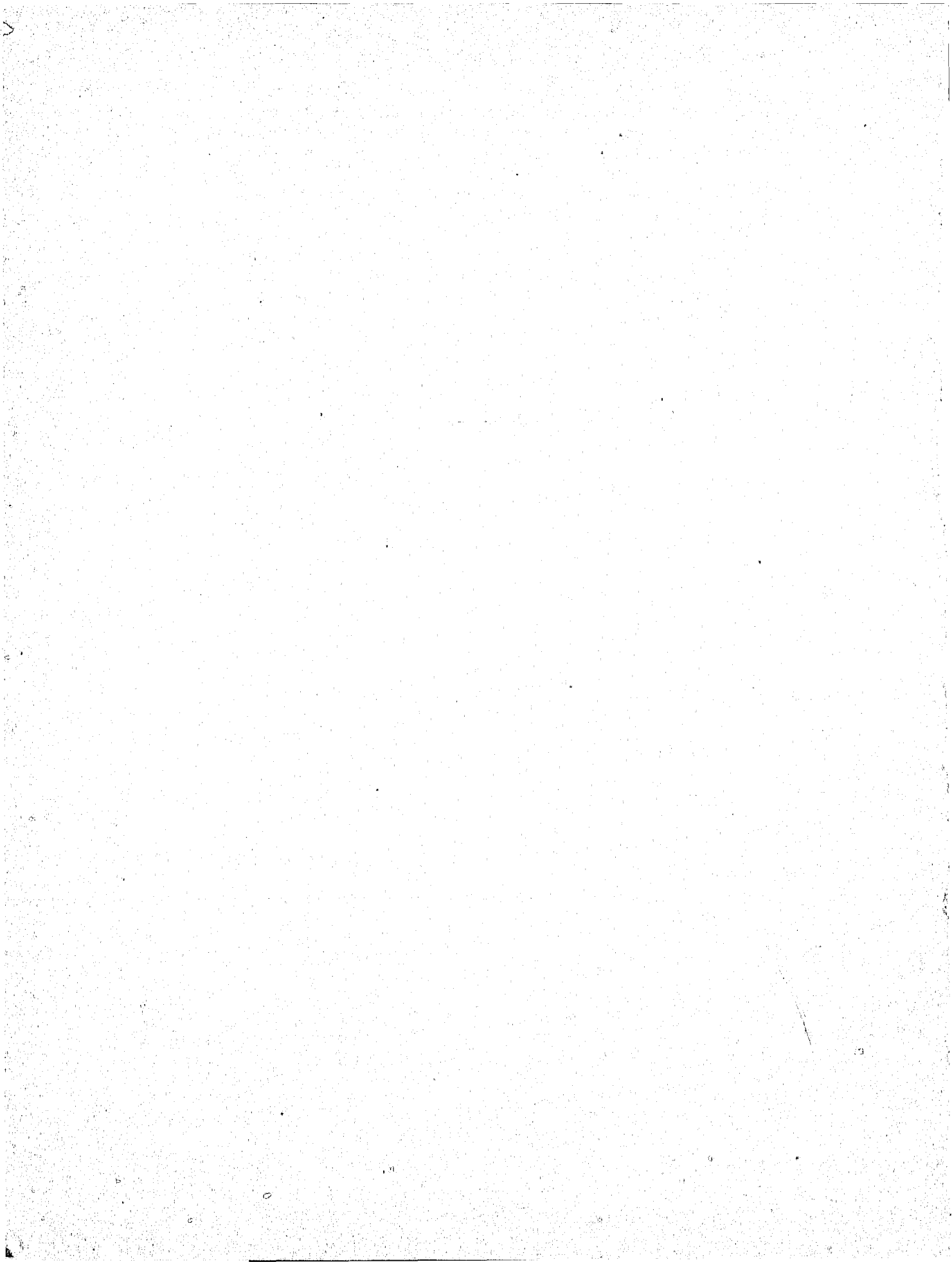
The methods, procedures, and programs for planning, organizing, managing, and operating an injury and damage reduction function in a municipal police department are described. The ultimate objective of the recommended methods and programs presented in this manual is the reduction of injury and damage within municipal police departments.

The formulation of these recommendations for establishing an injury and damage reduction (IDR) function as countermeasures to control injury and damage problems is primarily guided by and based on the broad study conducted by the National Safety Council, Chicago, Illinois, and financed by a grant awarded by the National Institute of Law Enforcement and Criminal Justice. The philosophy underlying these recommendations is that injury and property damage events result from a series of contributory factors that can be isolated through analysis. Once isolated, these "causal" chains can be interrupted at appropriate points by changes in procedures, training, or equipment. A recommended IDR records system is presented and described, as are complete programs for training and inspection. The need to develop well-planned approaches to IDR is emphasized, as well as the necessity to build evaluative procedures into IDR programs. Although the manual is designed for the use of municipal police departments, many of its recommended methods and procedures are applicable to State police departments.

- UNSINGER, P. C. GANTT, PERT (Program Evaluation and Review Technique), and CPM (Critical Path Method): A Tool for Law Enforcement Planners. San Jose, California, San Jose State University Administration of Justice Department, undated. 7 p. (NCJ 12736)

The applicability of three operational research techniques to the law enforcement manager/planner in planning to estimate the best uses of time and money is examined. The three techniques discussed are one named for Henry L. Gantt, its creator (GANTT); Program Evaluation and Review Technique (PERT); and Critical Path Method (CPM). The GANTT chart was designed to show the relationship of tasks within some visual framework of time in order to distribute a workload evenly and keep all efforts involved smooth and continuous. The chart shows all work activity in relation to time; each activity and event can be drawn so that the manager/planner can visualize all the components in relation to each other and schedule events to occur in a logical and economical fashion. A sample GANTT chart is given illustrating a hypothetical planning problem. PERT is an extension of the GANTT chart concept; its focus is also on events and activities, but these are laid out in a network instead of a bar/time graph. PERT shows all the work necessary to achieve a stated objective while allowing the manager/planner to predict time and costs under a variety of conditions. It also spotlights uncertainties or problems that might impede or delay the achievement of the objective. A PERT network is presented which illustrates the same problem shown in the sample GANTT chart. To construct a PERT network, the manager/planner must first lay out a logical flow of events--estimate all activities necessary to achieve the goal and calculate which can occur concurrently and which must await the completion of other steps--and then collect information on the time required. Every person responsible for a phase of the work estimates optimistic time, realistic time,

and pessimistic time; each of these is placed into the PERT network. A formula is provided for determining the exact time an activity will probably require, based on these three estimates. By using the network, the manager/planner can estimate how long the entire project will take to complete and how long a particular event will take. The Critical Path Method is based upon the PERT network. It is the path involving the longest times and is obtained by adding up all the expected times (the averages of the three estimated times) of each event. If a police manager/planner must accelerate a program to meet a shorter deadline than originally anticipated, he or she would have to concentrate resources on shortening the time involved in this critical path. This assures that pressure is brought to bear on the correct areas if haste is required. If cost perspectives are needed, dollar estimates can be added to the PERT network.





IV. PERSONNEL



70. ALEX, N. Black in Blue: A Study of the Negro Policeman. New York, Appleton-Century-Crofts, 1969. 210 p. (NCJ 05283)

Indepth interviews with experienced black New York City police officers show that they face a unique set of problems directly related to race. It was found that blacks were often motivated to enter police work by the lack of alternative opportunities in other middle-class professions. The black police officer sees the force as dominated by a white officialdom, while white offenders often deny that a non-uniformed black person can be a police officer. Since black officers are most frequently assigned to ghetto communities, they become the target for expressions of rage and frustration by inner-city residents who perceive them as agents of white repression. Their chosen profession also affects their social relations. They sometimes avoid the friends of their youth so that they will not learn of criminal behavior and their friends may avoid them for similar reasons. On- and off-duty, the black police officer is drawn into an enclave of other black police officers and becomes a member of a minority group within a minority group. This book will provide additional insights for the police administrator who is directly affected by the problems faced by minority members of the organization.

71. BLOCH, P. B. and D. ANDERSON. Policewomen on Patrol--Final Report. Washington, Police Foundation, 1974. 74 p. (NCJ 15131)

This publication discusses in detail the results of a 1-year study of Washington, D. C., policewomen's performance as compared with an equal member of male officers. As 86 women entered the Washington, D. C., Police Department, they were matched, for the purposes of this study, with an equal number of men hired at the same time. Both groups were given patrol assignments and were noted to have comparable qualifications, education, and background. Because there is great diversity of opinion about what constitutes good police performance, a wide variety of performance measurements were used in the evaluation. The measures include supervisory ratings, patrol observation by trained observers, opinions of citizens who observed the police in action, and arrest statistics. Male and female officers responded to similar types of calls for police service while on patrol and encountered similar proportions of citizens who were dangerous, angry, upset, drunk, or violent. Both men and women officers were observed to obtain similar results in handling angry and violent citizens. There were no reported incidents which cast serious doubt on the ability of women to perform patrol work satisfactorily; in fact this study includes reports of some incidents in which individual women performed quite well in difficult circumstances. Detailed findings on performance and citizen and police attitudes toward women and patrol are presented in narrative and tabular form.

72. BURPO, J. H. Labor Relations Guidelines for the Police Executive. Evanston, Illinois, Northwestern University Traffic Institute, 1976. 22 p. Publication No. 91.

(NCJ 34218)

The two major objectives emphasized are developing an atmosphere of labor-management cooperation and providing management personnel with the necessary authority to maintain control of department operations. This publication first examines some general principles that will assist management policies and programs to achieve better labor-management cooperation and maintain efficient department operations. The specific areas discussed include creation of a labor relations unit within the police department, the development of a working relationship with the union, achieving a supervisory and management team supportive of management objectives, motivating employees to work, resolving conflicts between the professional police agency and union objectives, and responding to employee job actions. Appended are a sample police grievance form, an outline of the organizational structure of a labor relations unit, and a list of labor relations publications.

73. DRIGGS, D. and P.M. WHISENAND. Assessment Centers: Situational Evaluation. Journal of California Law Enforcement, v. 10, n. 4:131-135. April 1976.

(NCJ 34536)

A description of a comprehensive and indepth situation-based method for improving a manager's accuracy in evaluating the capabilities of existing or potential staff is presented. Situation-based is defined as a reality-oriented demonstration of required job-related skills which must be a validated and observable process for generating behavior and exposing skills to trained observers. The application of the assessment center model in Fremont (Calif.) to select police lieutenants and to appoint a police chief is discussed. The authors found that situation-based testing conditions obtained through an assessment center provide a significantly improved means for evaluating public employees, both for specific job capabilities and for general management.

74. GOODALL, R. Management by Objectives: A Conceptual Application for the Police. Part 2: The Human Side. Police Journal, v. 47, n. 3:251-261. July-September 1974.

(NCJ 19278)

This paper considers how police labor can be rendered more efficient and effective through the appraisal of individuals and their contributions to the objectives of the organization. The management by objectives system of performance appraisal tends to focus on the dissimilarities of individuals within a particular rank. In this sense, the individual, having regard to the circumstances of his situation which is determined, among other things, by the geographical, demographical, technological, infrastructural, and sociological characteristics of his beat, section, subdivision, or whatever, is assessed according to predetermined standards of performance, standards which were not imposed arbitrarily on him by the organization but with regard to what he had contributed in a counseling session with his superior and what he personally had agreed to endeavor to obtain. A sample appraisal form, entitled, "A Key Results Analysis," is reproduced in an appendix. For Part 1, see NCJ 13788.

75. JURIS, H. A. and P. FEUILLE. Police Unionism: Power and Impact in Public-Sector Bargaining. Lexington, Massachusetts, D.C. Heath and Company, 1973. 242 p.

(NCJ 11358)

This book describes organized police activism as illustrated in urban jurisdictions from a labor relations standpoint. The rise of militant police unionism has caused comment and concern among police executives, the press, and the public. This book, derived from a study supported in part by funds from the National Institute of Law Enforcement and Criminal Justice, is a review of the present state of police activism. The authors are specialists in labor relations and bring to their study the perspective that police unionism is one particular kind of labor-management activity. Like other public sector unions, the police must bargain within both economic and political constraints. Additionally, a police union must negotiate with the police chief as well as the local government. Police unions gain leverage because their members provide an essential public service. Their lobbying efforts, which are often necessary to achieve a wage increase in the legislature, give police additional strength. The authors conducted a field study in 22 urban jurisdictions in which police unions have been active. From these experiences, examples of negotiation, lobbying, and the spheres of union activity are drawn. Also discussed are the impact of unions on police professionalism, black officer organizations, and the police chief's ability to manage. The authors conclude with a suggestion for voluntary cooperation between police unions and management in order to present a united front toward the political realities with which the two

contend. A 26-page Summary Report, NCJ 13283, is available from the Government Printing Office. (GPO Stock No. 2700-00248).

76. LUBANS, V. and R. F. DART. Career Ladder Study for the Portsmouth (Va.) Police Department. Hartford, Connecticut, Social Development Corporation, 1976. 192 p.

MICROFICHE (NCJ 35512)

This volume presents the career development system that was devised for the Portsmouth (Va.) Police Department. Also included are prescriptive job descriptions and a performance evaluation methodology. The National Advisory Commission on Criminal Justice Standards and Goals recommended that, "Every police agency should immediately implement formal programs of personnel development." The first step in doing this is to analyze all the jobs, sworn and unsworn, in the department, and then to rate them according to the skills and abilities required for their satisfactory performance. The effort reported in this career ladder study differentiates the police functions both horizontally and vertically; that is, the horizontal structure identifies major functional areas. In this case, administration, community services, and law enforcement. The vertical structure accounts for differing levels of responsibility, i.e., executive management, professional management, coordinative, supervisory, technical, basic, and supportive. By defining these levels of responsibility and analyzing the types of jobs according to the definitions, a pay scale that is consistent across the different functional areas can be set up. The vertical differentiation provides a clearly defined goal for the employee who aspires to a better paying, more responsible position. Another problem largely eliminated by this structuring is that of overlapping pay scales, under which an employee could actually earn more than his superior. A performance evaluation methodology is also included that combines a trait-rating scale with a critical incident evaluation and pairs this combination with specific job responsibilities. This was done to provide an objective performance evaluation measure.

77. SHOWALTER, R. and R. F. DART. Career Ladders in a Criminal Justice System: An Exploratory Study. Bethesda, Maryland, Social Development Corporation, 1973. 166 p.

(NCJ 10886)

This report presents recommendations for change in administrative structure, career mobility and training, and field operations in criminal justice agencies in Dayton (Ohio) and Montgomery County (Ohio). The changes, all based on task analysis of the work performed by the agencies and designed for practical application with the help of agency administrators, featured increased management

capability for administrators and improved career mobility for criminal justice employees. Intra-agency and interagency career ladders and training schema were developed for eight agencies, including police departments, a prosecutor's office, and a juvenile court. The use of police agents, team policing, police service technicians, administrative managers, probation assistants, as well as other changes in manpower use, were suggested by the data and were found applicable by both the study staff and the agency administrators. The authors consider the study exploratory because it lays a basis for enriched professional careers in criminal justice employment. The individual recommendations which are given are seen as a part of an integrated whole in which function-based staff allocation and job-related sequential training are essential.

78. Potential for Police Union Management Relations in American Towns: A Guide for Police Administrators and Police Union Leaders. Bethesda, Maryland, Social Development Corporation, 1976. 127 p.
MICROFICHE (NCJ 32906)

This volume was prepared to help police chiefs, their command staff, and police union leaders focus on the problems, purposes, goals, and interests that police administrators share with the work forces they command. The practices recommended here have been drawn from a 1975 analysis of the history and characteristics of police unions and the police chiefs' responses to police unions of Connecticut. In the first chapter, a mythical town (Mythion, Connecticut) is presented in which the police department's labor management relationship is ideal. Everything--the Mythion Police Department, its chief, its union president, and their practices--were assembled from observations of the departments in the 1975 study. Alluded to in this composite of case history are the practices by police unions and police management that appear to frustrate long-term interests of the police force and the public it serves. The description of the current practices in Mythion is a distillation of the conditions, attitudes, and practices that the study data suggests will promote constructive police union management relations. This ideal composite is followed by an analysis of the real police union management relations in Connecticut as revealed in the 1975 study. A third chapter is written in the form of recommendations with annotated background and discussions from study data. The primary elements of constructive union management practices are described and some of the subtleties of moving in a practical way toward the ideal department are discussed. The remainder of the guide is reference material--a detailed glossary of contract terms and examples of clauses, followed by a reference bibliography and an appendix. Appended materials include the "Question Books" (survey questionnaires) used in the Connecticut study, copies of the four National Advisory Commission on Criminal Justice Standards and Goals employee relations standards to which the surveyed Connecticut police reacted on their

questionnaires, and a copy of a Connecticut act concerning binding arbitration for municipal collective bargaining agreements. The study that produced the data for this analysis is reported in detail in a companion volume, Police Union Management Relations in Connecticut, A Report of Connecticut Town Police Departments.

79. STAHL, O. G. and R. A. STAUFENBERGER, Eds., Police Personnel Administration. Washington, Police Foundation, 1974. 271 p.

(NCJ 16352)

This is a text covering all aspects of human resources management with each chapter written by teams of current or former police chiefs and personnel specialists. The major topics treated are organization for police personnel management, jobs and ranks, human resource planning, recruitment, selection, promotion, training and education, motivation and satisfaction, performance appraisal discipline, employee organizations, and research needs. The book focuses on the daily practices and behaviors of managers, employees, and personnel specialists. Professionalism and the criteria by which police are selected and trained are evaluated in depth. A major point of view of the book is that the rank structure and its effect on selection, assignment, promotion, training, and the overall use of staff in police departments generally inhibits sound personnel management.

80. U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT. Self-Esteem and Stress in Police Work. By E. Stotland. In Kroes, W. H. and J. J. Hurrell, Jr., Eds., Job Stress and the Police Officer--Identifying Stress Reduction Techniques, Proceedings of Symposium. (NCJ 43642). Washington, U.S. Government Printing Office, 1975. 14 p.

MICROFICHE (NCJ 43643)

Stock No. 017-033-00149-9

The methods of organizing and administering police departments so that the police officers' perceptions of their own effectiveness will be enhanced are discussed in this symposium which was held in Cincinnati, Ohio, on May 8-9, 1975. Research has established that people with high self-esteem are relatively immune to some stresses. A generally high level of self-esteem is related to the ability to cope constructively with frustrations and threats. In general, an increased emphasis on professionalism can contribute to the police officers' self-esteem. The officers' sense of competence with regard to anticrime efforts can be enhanced by increasing the number and variety of criminals against whom the police can move, by regarding patrol officers as generalists, by encouraging officers to follow through on cases, and by providing officers with feedback on their efforts through victimization studies. An officers' sense of com-

petence with regard to noncriminal activities can be enhanced by increasing preservice and inservice training in noncriminal incidents and by providing feedback on the outcomes of such activities as intervening in family disputes. Another approach to increasing self-confidence is to provide officers with more information, perhaps by replaying telephone calls for assistance to the officers assigned to respond or by creating an information bureau within the police department. Training for competence in stress situations may include simulation exercises in police academies and inservice peer feedback. The patrol officer's status in the department can be enhanced by minimizing the number of status differentiations in the department and by introducing nonmilitary ranks. An atmosphere of mutual respect between patrol officers and the community can be promoted through cooperative activities involving the police and the community, surveys of community attitudes toward the police, and the elimination of the off-duty arrest powers of the police. A list of references is included.

81. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Career Development for Law Enforcement. Los Angeles, California, Los Angeles County Sheriff's Department, 1973. 408 p.

(NCJ 10778)

Stock No. PB 225 925

This is a technical assistance publication on career counseling and the ingredients and mechanics of a career development system. Career Development for Law Enforcement is a personnel management plan developed by the Los Angeles County Sheriff's Department designed to facilitate a systematic and effective use of the department's human resources. This work, one of a series of technical assistance publications funded by the Law Enforcement Assistance Administration, reports the findings of the first year's operation of this system. Four elements of the system are presented--the identification of organizational needs, the identification of individual officer attributes and interests, the comparison of these organizational needs with human resources, and the determination of appropriate developmental programs. A task force approach was used to insure a wide participation in both the development and implementation of the program. One of the responsibilities of the task force was the formulation of a position specification catalog listing duties, requirements, and other data relating to positions within the organization. An Automated Personnel Information System (APIS) is suggested to allow rapid computer access to personnel records. Career counseling, the "linking" component of the career development system, is also discussed in depth. The appendix contains a survey of industrial career development projects and programs within law enforcement, a position specifications task force manual, and an APIS implementation plan.

82. Law Enforcement Assistance Administration. Chesapeake (Va.) Minority Recruitment and Manpower Development Program-- Evaluative Report. Washington, 1975. 100 p.
MICROFICHE (NCJ 30620)

This project involved a search and recruitment strategy aimed at minority and college-educated candidates, coupled with an intern training program. Goals of the project were to increase the number of nonwhite officers, to increase the number of white and nonwhite college graduate recruits, to increase the effectiveness of recruitment techniques among minorities, and to improve departmental training and planning. Related goals include: to increase interdepartmental, interranks input concerning training and planning processes, and to explore and evaluate a method of minority recruitment and retention and a method of college graduate recruitment, training, and retention. Each goal and the degree to which it was attained is treated separately. Evaluation measures involved both pretesting and post-testing of interns. Through this program, some of the departments of the Chesapeake division of police doubled and quadrupled their minority membership. Other results and project recommendations are provided.

83. Law Enforcement Assistance Administration. Civil Rights Compliance Review Manual for Police Agencies. By E. A. Griggs and J. Boyer. Washington, 1973. 45 p.
MICROFICHE (NCJ 32934)

This publication is a guide to establish a standardized process for the preparation and conduct of a compliance review. The compliance review is a periodic and systematic inspection of activities to determine whether recipients of LEAA funds are complying with all aspects of relevant legislation, rules, and regulations. Administrative procedures, field procedures, and checklists for different areas of inquiry are presented.

84. Law Enforcement Assistance Administration. Police Recruitment Project of Michigan, Inc.: Final Project Report. Detroit, Michigan Association of Chiefs of Police, 1968. 21 p.
(NCJ 00468)

This report presents an attempt to place 1,000 new officers in Michigan's law enforcement agencies over a 12-month period. A working board of directors and staff was organized. News articles, posters, cards, brochures, leaflets, and buttons were produced and distributed. Tapes and spot announcements were made over 15 television stations. Local police recruitment councils were established and special programs for advisory councils were prepared. A project referral office

accepted inquiries, applications, referrals, and followed up on them. An analysis and evaluation indicated that the goal of 1,000 was not met but was unrealistic to begin with. Civil disorders in 1967 set the project back in efforts to get black applicants. Statistics are presented in the appendixes.

85. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration, National Criminal Justice Reference Service, Police Career Development, By P. M. Whisenand. Springfield, Virginia, National Technical Information Service, 1973. 29 p.

MICROFICHE (NCJ 11136)
Stock No. PB 226 325/AS

Suggestions for a three-track police career development program which embraces professional police managers, line officers, and civilian employees are presented in the Selected Topic Digest, Number 3. The author discusses the problems and criticisms of the current two-track police system. He proposes a concentrated effort to implement a practical three-track career development program both in order to maximize the use of police resources and to aid in the development of professionalization. A departmental career development unit is suggested to analyze present and future career steps, make necessary recommendations for change, and insure continuing implementation of the career development system. The author provides guidelines for education and training requirements in each track and outlines personnel selection, counseling, and assessment procedures.

86. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Employing Civilians for Police Work. By A. I. Schwartz, J. D. Waller, A. M. Vaughn, and J. S. Whorley. Washington, Urban Institute, 1975. 99 p.

MICROFICHE (NCJ 19489)
Stock No. URI-11700

The experiences of 13 police departments in cities of varying size in the employment of civilians on jobs in communication, identification, detention, and in community service officer programs are discussed. This monograph is designed to assist departments considering the employment of civilians, departments already employing civilians but experiencing problems, and Federal, local, and State officials concerned with planning and funding police activities. The key element in successful efforts was found to be the quality of police management, i.e., the degree to which managers carefully planned and implemented civilian employment. The findings show that as a whole, police managers and officers were favorably impressed with the use of civilians because they relieved officers for more critical duties, cut costs, and improved service to the public. The major strength

of this research product is the chapter which sets forth guidelines and decision factors for detailed planning of such matters as job descriptions, supervision, personnel issues, and working arrangements to integrate civilians into the department.

. Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice. Police Background Characteristics and Performance--Summary Report. By B. Cohen and J. Chaiken. New York, New York City-Rand Institute, 1972. 32 p.

MICROFICHE (NCJ 07425)
Stock No. PB 212 813

Background characteristics of a large group of New York City police officers were compared with measures of their performance. Empirical data on background and performance was utilized, the type commonly maintained in personnel files by police departments. The data showed that the best predictors of later performance were employment and military disciplinary actions, repeated appearances in civil court, education, recruit training scores, and ratings during the probationary period. Several factors which are commonly thought to be important predictive indicators were not found to be related to an efficient police career--the civil service exam score, I.Q., arrest for petty crime, military commendations, aspects of early family responsibility, and reported history of psychological disorder. The authors also investigated the backgrounds and careers of several interesting police subgroups such as black officers, detectives, and college-educated men, and their job histories are analyzed separately. Specific suggestions were offered to the New York City Police Department for improved recruit screening and selection procedures, duty assignments, and training. For complete report, see NCJ 008981.

. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Police Selection and Career Assessment. By M. D. Dunnette and S. J. Motowidlo. Personnel Decisions, Inc., Washington, U.S. Government Printing Office, 1975. 220 p.

MICROFICHE (NCJ 28087)
Stock No. 027-000-00390-7

This report details the research activities and validation efforts undertaken in the development of the two personnel evaluation inventories designed during this project, and outlines the instruments' operational uses. The major objective of this research program was

to develop new methods for evaluation of persons who apply for positions in police work and for assessing the potential of present police officers being considered for promotion. In order to accomplish this, critical features of four different police jobs were determined. These jobs were general patrol officer, investigator/detective, patrol sergeant, and intermediate command. The means by which these critical features and other information, such as job performance ratings, were utilized to develop and validate two personnel evaluation instruments are described in detail. The first evaluation instrument developed, which came to be called the Police Career Index, consists of a brief, easily administered and objectively scored inventory to be used in preliminary screening of applicants and candidates for police jobs. The second procedure, the Regional Assessment Center, consists of a series of police job simulation exercises designed to elicit behavioral indicators of a person's potential for success in various aspects of police work. Procedures for utilizing these instruments are outlined. Appendixes to this report include job performance description booklets for the four police positions and tables showing reliability estimates for job performance ratings. For the assessor's manuals containing assessment center exercises for patrol officers, detectives, sergeants, and middle-level command officers, see NCJ 28088-28091.

89. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Portable Police Pensions: Improving Inter-Agency Transfers. By G. N. Calvert, College of Insurance, Washington, U.S. Government Printing Office, 1971. 83 p.

MICROFICHE (NCJ 02058)

This presents a survey of existing pension systems and suggestions for funding and operation of alternate portable pension plans. Pension rights are predominant concern for people whose daily work brings them into contact with dangers of many kinds. The thought of losing their pensions often prevents law enforcement officers from moving to jobs in which prospects are greater and their skills and strengths can be more effectively employed. A system of portable police pensions, in which a change in departments would not affect accrued pension rights, would facilitate lateral transfers and subsequently benefit both officers and their agencies. The most direct and successful approach to the problem of mobility between local authorities within a given State is a statewide retirement system. The plan recently enacted by the State of Washington is presented in some detail to illustrate how such a system operates and how it can absorb many different local plans. In order to encourage interstate transfers, a truly portable police pension plan would have to be nationwide. The federally administered Railroad Workers Retirement System and the privately administered College Teachers Plan are examined as possible models for a National Law Enforcement Retirement System.

WHISENAND, P. M. Police Supervision: Theory and Practice. Second Edition. Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1976. 463 p.

(NCJ 38286)

This book provides training material for local law enforcement officers, utilizing a combined behavioral and practical orientation to directing human behavior. The text incorporates pertinent behavioral research findings with proven applicable supervisory action. Part I emphasizes the fact that the supervisors are not isolated and must interact with their subordinates in face-to-face situations. Also explored are the structure and goals of police organizations. The next section examines organizational control, including behavioral control, supervising by objectives, performance appraisal, and measuring and evaluating productivity. The third part of the text covers the police supervisor's role as personnel trainer. The final topic covered is leadership as a role component of supervisors.

WILLIAMS, F. E. Minority Recruitment Handbook, Revised Edition. Sacramento, California Commission on Peace Officer Standards and Training, 1975. 41 p.

MICROFICHE (NCJ 29663)

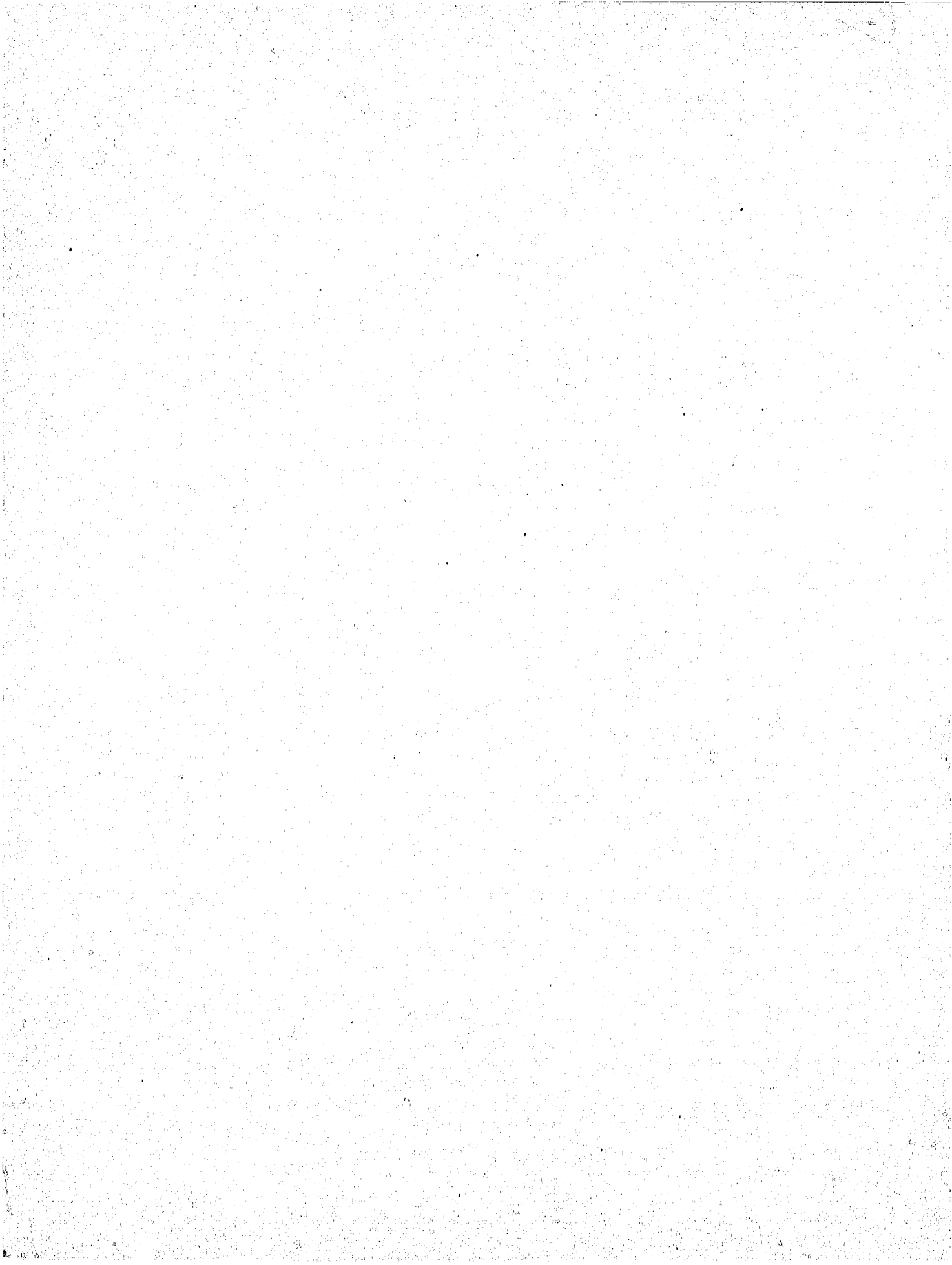
This is a procedural publication offering guidelines and recommendations for the development, features, operations, and programs of a minority recruitment program for law enforcement. Minority recruitment may be one of the greatest challenges confronting law enforcement agencies today. There exists a hostility on the part of certain segments of the community toward the police and the simultaneous demand by many of these same people for a greater inclusion of minorities into law enforcement ranks. The overall goal of California's project MORE (Minority Officer Recruitment Effort) is to contribute toward the increase of minority personnel in California law enforcement. This publication, developed by the staff of project MORE, is designed to be utilized in a systematic approach to minority recruitment. Several features which must be provided in a minority recruitment effort are outlined. These include a commitment to minority recruitment from management, the community, and educational institutions; the proper organizational placement, selection, and training of recruiters; and the development of community resources and community involvement in the recruiting effort. A minority recruitment plan for police is then outlined. Among the essential elements of the plan are a community analysis to determine recruitment needs for the community; advertising directed at the minority population; development of a liaison with community leaders and resources; counseling of prospective candidates; and provision of tutorial service to increase the candidates' knowledge about the selection process and prepare them for the entrance examination. Other major elements of the recruitment plan include maintenance of adequate records on

minority applicants; a systematic followup of recruitment efforts; assimilation of minority personnel through inservice training; and evaluation of the effectiveness of the recruitment program. It is also suggested that the department maintain other employment referral sources to aid those applicants who do not qualify. The appended materials include the text of the California Assembly Concurrent Resolution No. 158 on police minority recruitment, a list of resources for reaching minority groups, a description of model tutorial programs, a recruitment plan program evaluation and review technique chart, and sample recruiting procedures.

92. WILLIAMS, R. N. Legal Aspects of Discipline By Police Administrators. Second Edition. Evanston, Illinois, Northwestern University Traffic Institute, 1977. 13 p.

(NCJ 44295)

Legal ramifications of internal disciplinary procedures by police agencies are identified and the significance for supervisors of over 90 court decisions is discussed in this Supervision Series. The rules concern conduct unbecoming of an officer, associations with undesirables, criminal offenses, misuse of alcohol and other drugs, failure to pay debts, immorality, misuse of firearms, bribery, neglect of duty, residency, moonlighting, free speech and political activity, hairstyles, the fourth amendment rights of search and seizure, the fifth amendment rights against self-incrimination, use of polygraph, and entrapment. It is noted that although there may have been a time when police administrators had nearly full control of the administration of their departments, the situation has changed in recent years. Since 1977, the courts, both State and Federal, as well as several Federal Government agencies, affect the operations of the department by their rulings. There continues to be room for the exercise of authority by police administrators in disciplining their personnel, but such authority must be within the bounds of the law. References and footnotes are appended.



V. OPERATIONS



93. BOUDREAU, P., J. C. PISA, G. L. CARSON, and C. SCHROEDER. Model of Burglary Patrol Allocation. Police Science and Administration, v. 5, n. 2:179-184. June 1977. (NCJ 42129)

This article describes the history and status of an investigation of the feasibility of using mathematical models to allocate police stakeouts at high-risk burglary locations. The study was undertaken in response to a request by the Baton Rouge (La.) Police Department to determine the optimal allocation of stakeout personnel to small areas. The authors developed modeling techniques within existing data files for deployment of manpower by ranking areas according to the likelihood of criminal occurrence for purposes of maximizing the number of burglaries interrupted in progress. These efforts supported specialized units that patrol in civilian clothes and private automobiles and are not engaged in normal patrol activity. The allocation model and ranking procedures developed are further enhanced by the method's relative insensitivity to forecasting error and simplicity of maintenance and calculation.

94. BOYDSTUN, J. E., N. P. MOELTER, and M. E. SHERRY. Patrol Staffing in San Diego: One- or Two-Officer Units. Washington, Police Foundation, 1977. 195 p. (NCJ 41454)

This study, set in the San Diego Police Department, concludes that one officer in a patrol car performs more safely, efficiently, and as effectively as two officers and at almost half the cost with fewer public complaints. The year-long study compared one- and two-officer units operating in similar, and sometimes hazardous, areas of San Diego. The California city's police department can field 18 one-officer units for less than the cost of 10 two-officer units. The study design included a number of areas of comparison of the 22 one-officer and the 22 two-officer cars. These areas were unit performance, which means the type, quantity, and quality of police patrol services performed; unit efficiency, which refers to the unit time and cost associated with comparable levels of performance; officer safety, which involves the rates of assault on officers, situations involving citizens resisting arrest, vehicle accidents, and officer injuries; and finally, officer attitudes, which refers to the preference and opinions of assigned officers. The authors of the report indicate that this study should provide a new point of reference for considering patrol unit staffing for other police departments.

CHAPMAN, S. G. and D. E. CLARK. Investigative Priority Index Concept.
International Criminal Police Review, n. 261:221-229. October 1972.
(NCJ 09099)

Experiments to maximize the use of police investigative manpower and to increase the rate of serious crime clearance are discussed in this article. Two major factors responsible for the inadequacy of police service are the limited amount of police fiscal and personnel resources and the unrealistic distribution of police investigative work. The Investigative Priority Index would facilitate the decision of which cases do not warrant followup activity. This system would free police time to concentrate on more serious and dangerous criminal activity.

CRABTREE, C. T. Investigation-Apprehension Control and Management System.
Springfield, Virginia, National Technical Information Service, 1973.
115 p.
(NCJ 12054)
Stock No. 223 376/AS

Investigation, control, and management (ICAM) is a practical operational tool for monitoring and managing the productivity of criminal investigators. This report describes ICAM and its current operation in the Department of Public Safety, Sunnyvale, California--the city that has developed and tested the technique. The rationale and the derivation of ICAM is illustrated through the presentation of a conceptual model of the apprehension system--the series of activities which produce information leading to arrest. The system is viewed as an information processing media that acquires, stores, processes, or transmits information that contributes to the system's performance. The flow of apprehension system activities is described and system performance measures and their use are defined and demonstrated. The manuscript describes how the data to operate ICAM are produced from activity reports which are completed by police field personnel. Detailed instructions and coding forms are appended. The ICAM basic performance module, which produces several basic types of management reports, is presented and the uses of the reports are explained. Deficiencies which commonly exist in police reporting systems and which ICAM is designed to overcome are outlined. The ICAM model is demonstrated, using 50 examples of criminal cases. The report concludes with examples which show how ICAM is used to support the typical management sequence of planning, goal setting, the development and selection of alternatives, organizing, controlling, and evaluating.

97. ELLIOT, J. F. Interception Patrol: An Examination of the Theory of Random Patrol as a Municipal Police Tactic. Springfield, Illinois, Charles C. Thomas, 1973. 87 p. (NCJ 13473)

This book examines the theory of random search and its application to crime prevention and criminal apprehension through the design of interception patrols. The theory of Random Area Search, as first applied during World War II in what was eventually referred to as Operations Research, was used by aircraft or surface vessels to intercept submarines. Intended for the municipal police administrator, random search theory describes the probability of detecting a crime that takes place within a given area by an observer moving continuously through the area in a random manner. The mathematical principles of random search are applied to the problem of preventing or intercepting street crimes or of making an immediate apprehension of a crime perpetrator. The author's discussions of theory, application, and design of interception patrols are based on scientific data derived from experiments performed mainly by the Syracuse Police Department's crime control teams. The book treats the practical aspects of designing interception patrols and considers the factors of feasibility for a citywide interception patrol, detection ability and speed of the patrol, times required to commit crimes, and the necessity of utilizing one-man patrol units. Specific topics such as computer-designed patrol routes and special problems of burglary are covered in detail. Graphs and diagrams illustrating principles of theory and design are provided.

98. FELKENES, G. and P. WHISENAND. Police Patrol Operations: Purpose, Plans, Programs, and Technology. Berkeley, California, McCutchan Publishing Corporation, 1972. 339 p. (NCJ 07932)

This book details police patrol purposes, patrol resource allocation, police community relations, communications and information systems, and equipment. Specific articles in the area of patrol resource allocation examine the 4-day work week, the private use of police vehicles by off-duty patrol officers, the use of computers to determine patrol distribution, and the use of crime control teams in patrol operations. In the area of improving police community relations, the contributing authors comment on experimental programs which deal with such matters as the use of civilian-type clothing in place of the traditional police uniforms, the need for specialized training and techniques for handling domestic disturbances and providing service for ghetto communities. In the final section, which contains articles on the use of technological devices in patrol operations, the authors discuss such varied topics as the use of helicopters and automatic vehicle tracking devices in patrol operations and adoption of computer information storage and retrieval systems.

9. HUVLY, S. W., Ed. Study for Alameda County (Calif.) 911. Oakland, California Office of Criminal Justice Planning, 1974. 90 p.
MICROFICHE (NCJ 29732)

This is a final report on a project to assess the operational, economic, and social feasibility of implementing an advanced 911 emergency telephone system in a complex metropolitan area such as Alameda County. Several selective routing and basic call distribution plans were configured after projecting the 911 call traffic from existing emergency call patterns. The 911 call answering personnel requirements were projected for a selective routing and the two most promising service plans with the use of a multiserver queuing model. These results, plus the computer system's requirements, the 911 circuit costs provided by the telephone company, and the cost of an alternative dedicated 911 switcher were used to project the relative costs of sixteen 911 systems of varying structure and informational capability. Utility, privacy, reliability, and jurisdictional implications of each alternative were also considered. The study group recommended that a phased implementation of an advanced selective routing system be undertaken for Alameda County.

10. INSTITUTE FOR PUBLIC PROGRAM ANALYSIS. Catalog of Computer Programs, Materials Training, and Technical Assistance for Designing Work Schedules. St. Louis, Missouri, 1975. 17 p. (NCJ 30429)

This catalog provides information on computer programs designed to schedule watch rotations and on- and off-duty days for police officers and other criminal justice personnel. In addition to the computer programs for the design of work schedules, a program is available which prints a calendar for each officer giving assignments for a full year. Related documentation includes user's manuals for the programs and self-study material for use in learning how to design simple rotating schedules by hand. Available technical assistance services include evaluation of current or proposed work schedules, installation of the computer programs, training of departmental personnel to operate the computer programs and to design simple work schedules by hand, schedule design services, and training and technical assistance in scheduling-related areas of availability for program tapes or punch-cards. The technical assistance services and various documents are cited. Sources of training in schedule design methods, including short courses at two universities, are also identified.

101. PATE, T., R. A. BOWERS, A. FERRARA, and J. LORENCE. Police Response Time: Its Determinants and Effects. Washington, Police Foundation, 1976. 81 p. (NCJ 37686)

This study of the Kansas City (Missouri) Police Department suggests that police response times are not as crucial a factor in citizen satisfaction as had been thought--much more important are citizen expectations of police response time. The implication of this finding is paradoxical in that publicity generated by police departments to inform citizens of police effectiveness, and thus to increase citizen satisfaction, may have the opposite of the intended effect. If citizens are led to believe that the police response will take a certain time, and then it actually does take that amount of time, they will be more satisfied than if the response time was actually less, although longer than expected. Also, any pressure on officers to respond immediately to all calls could negatively affect the officers' behavior by depriving them of an area of discretion and making them unwilling to initiate some of the time-consuming contacts with citizens which also promote good police-community relations. This study also found that the two variables most responsible for response times were the distance the officer must travel and the time delay before the officer starts to the scene of the incident, and not the traveling speed of the officer. Data for this study, obtained from the Kansas City Preventive Patrol Experiment, suggest that it may be worthwhile for police departments to play a larger role in forming realistic citizen expectations of response time because further police efforts to reduce response time could be costly, and the benefits might only be marginal. LEAA has also sponsored a study of the Kansas City police response time experiment; an executive summary of the project is available in NCJ 46852.

102. PATE, T., R. PARKS, and R. A. BOWER. Three Approaches to Criminal Apprehension in Kansas City: An Evaluation Report. Washington, Police Foundation, 1976. 139 p. (NCJ 34862)

This is a report describing the results of an evaluation of three approaches to criminal apprehension tested by the Kansas City Police Department. Regularly providing data on known serious offenders to patrol units through a Crime Information Center (CIC) produced increased arrests among those offenders and has been implemented by the department. The other two approaches were Location-Oriented Patrol (LOP), surveillance of areas with notably high crime rates; and Perpetrator-Oriented Patrol (POP), surveillance of selected groups of potential criminal offenders. The report shows that although Location-Oriented Patrol by the department's tactical unit appeared to be somewhat more effective than Perpetrator-Oriented Patrol, neither represented a substantial improvement over the more usual mix of tactical unit activities. Since the experimentation with the

three approaches was completed, tactical units have been decentralized to district patrol stations.

- SUTOR, A. P. Police Operations: Tactical Approaches to Crimes in Progress. St. Paul, Minnesota, West Publishing Company, 1976. 360 p.

(NCJ 35672)

This overview of police tactical operations techniques includes an examination of the police role, a review of proactive crime fighting tactics, and a discussion of tactical approaches to selected crimes. The textbook emphasizes and describes a proactive, apprehension-oriented, legalistic-style form of policing. After a review of the extent of the crime problem and the various police roles available, the author discusses such aspects of police operations as resource allocation, communications, information systems, and surveillance. Proactive crime fighting tactics are then examined, including special crime tactical forces, use of decoys, tactical holdup alarm systems, and aerial patrols. Finally, tactical approaches to such specific crimes as robbery, burglary, and auto theft are described.

- U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT. Patrol Allocation Methodology for Police Departments. By J. M. Chaiken. Santa Monica, California, Rand Corporation, 1975. 69 p.

MICROFICHE (NCJ 30032)

This report reviews mathematical modeling methods that have been developed to assist police departments in allocating patrol resources. Issues discussed include determining the number of patrol cars to have on duty by geography and time of day; designing patrol beats; developing policy for dispatching and redeployment of patrol cars; and scheduling manpower to match the variations in the number of cars needed on duty. Traditional approaches to the first issue are based on hazard formulas or workload formulas, but better than either of these are computer programs that calculate a variety of performance measures and recommend allocations that meet the objectives established by the department. For designing patrol beats, two models are available. These require much more detailed data than a model for allocating patrol units and should generally be used after a department has determined the appropriate number of units to have on duty. Either model will guide the planner toward substantially better beat designs than can be obtained by using only a map and manual calculations. Issues of dispatching and redeployment policy are best resolved using simulation models, which are much more expensive and difficult to use than either allocation or beat design models. Most departments would require outside analytical assistance to analyze such issues. Manpower scheduling issues are

of several types, and the choice of a suitable model depends upon understanding the distinctions among them. Some of these models are very flexible, and most are relatively easy to use. The schedules they generate can be considerable improvements over those now in use in most departments. Guidelines are presented for the organization of a well-managed study of patrol allocation. They deal with the collection and processing of data, assembling of project teams, utilizing available computer programs, and developing a new policy.

105. Simulation Model of Police Patrol Operations. Executive Summary. By P. Kolesar, and W. E. Walker. New York, New York City--Rand Institute, 1975. 23 p.

MICROFICHE (NCJ 25060)

This report presents a nontechnical overview of a simulation model of police patrol operations which utilizes the Hypercube Queuing Model Theory. It has been designed to help local government officials and police department administrators understand what the simulation is, when it should be used, how it works, what information it provides as output, and what data and computer resources are needed to use it. Since the simulation is large, complicated, and relatively expensive to implement and operate, a description is given of the circumstances in which simpler models might be used instead. The simulation program tracks each of a large number of calls for service from their receipt in the dispatching office, through their dispatch, the arrival of cars at the scene, completion of work, and the cars' return to patrol activity. Its primary use is in the analysis of proposed patrol car deployment policies, such as new dispatching procedures or changes in the number of patrol cars assigned to a region. Results are reported in terms of dispatching delays, response times, and the activities of the patrol cars. For the full report, see NCJ 18236.

106. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Basic Elements of Intelligence: A Manual for Police Department Intelligence Units. Revised Edition. By D. R. Harris, G. Hollady, and M. Maxfield. CACI, INC. Washington, U. S. Government Printing Office, 1976. 172 p.

MICROFICHE (NCJ 39392)
Stock No. 027-000-00443-1

This manual presents guidelines for organizing and operating an effective police intelligence unit. Emphasis is placed on the problems involved in combating organized crime, which includes much that is now being called white-collar crime. It attempts to define the concept of intelligence and its role in the criminal justice system, while at the same time providing a practical handbook for the law enforcement intelligence unit. In particular, the intent is to assist intelligence units, large or small, in their efforts against major crime in

their jurisdiction, whatever its form. An introductory chapter outlines briefly the history and growth of organized crime in the United States, as well as the infiltration of organized criminal elements into legitimate business and government, the social and economic impacts of this crime, and its implications for the criminal justice system. The manual defines the meaning of intelligence as it applies to law enforcement agencies as a tool for fighting organized and white-collar crime. Finally, it discusses the growing public concern over the right-to-privacy issue and its legal implications for law enforcement intelligence units. Each subsequent chapter deals with a specific element of the intelligence function. An outline of the various sources and methods for gathering the kinds of information necessary to produce sound intelligence is followed by a discussion of the organization of the filing system for storing, protecting, and disseminating intelligence information. A fourth chapter provides techniques for developing hypotheses from raw intelligence data to produce and disseminate intelligence for strategic and tactical operations. Also considered are the staffing and training of the intelligence unit and its overall organization and management. Extensive appendixes supplement the manual where more detailed discussions in particular aspects of the intelligence function are required. For the first edition of this manual, see NCJ 06864.

. Law Enforcement Assistance Administration. Geographic Base Files for Law Enforcement. Descriptive Report. Gaithersburg, Maryland, International Association of Chiefs of Police, 1976. 139 p.
(NCJ 35044)

This report describes the uses that law enforcement agencies have made or plan to make of automated geoprocessing systems and geocoded data. During recent years, computer technology has made possible the rapid and accurate collection, storage, retrieval, and analysis of information gathered and used by public and private organizations throughout the world. This technology has also been applied to the field of law enforcement. Information systems have been developed on local, regional, State, and national levels; management functions have been automated and operational applications have been developed. Such applications as computer assistance dispatching, crime analysis, and manpower allocation require the processing of geographic information to identify locations of crime incidents and developing patterns. To support these applications, geographic base file systems were developed or modified for law enforcement purposes. This report describes the uses that law enforcement agencies have made or plan to make of automated geoprocessing systems and geocoded data. It is designed to serve as a reference document on law enforcement systems development, geographic base file systems, and hardware and software considerations for those departments planning systems development, modification, or expansion. Each of these aspects is described, primarily in the context of the eight systems examined, to provide a

framework for comparing the alternative approaches to overall system development taken by the individual agencies. Data for most of the report was gathered during site visits to police departments in Dallas, St. Louis, Jacksonville, Florida, Kansas City, Missouri, and the California cities of Long Beach, San Jose, Huntington Beach, and San Francisco. A two-page bibliography is included.

108. Law Enforcement Assistance Administration. Integrated Criminal Apprehension Program: Crime Analysis Executive Manual. Preliminary Draft. By R. P. Grassie, J. W. Burrows, W. D. Wallace, R. V. Waymire, and C. L. R. Anderson. Washington, 1977. 80 p.

MICROFICHE (NCJ 43900)

This overview of crime analysis and its impact on police department activities is written for the administrator and addresses the considerations and decisions necessary for implementation of a crime analysis unit. After an overview and historical survey of crime analysis, this manual discusses what crime analysis can do for the executive, what its relationship should be to other departmental functions, and what its relationship should be to outside criminal justice agencies. Manual, semiautomated, and automated systems are described. The section on the implementation process covers delineation of objectives, capabilities and limitation of various systems, and organizational and operational requirements. Personnel, equipment, and supplies needed for each type of system are listed, along with education and training required, figures that illustrate typical crime analysis bulletins, possible tactical responses to various crime patterns, use of crime analysis in total departmental decision-making, and unique descriptors which should be gathered by patrol officers to generate good analysis data. It is emphasized that, to be most effective, crime analysis must have the cooperation of the entire department and be viewed as an essential support service. Four other manuals in the set are the Crime Analysis Operations Manual, NCJ 43901; Crime Analysis System Manual, NCJ 43937; Model Record Systems Manual, NCJ 43902; and the Preliminary Guidelines Manual, NCJ 43903. All are available in microfiche.

109. Law Enforcement Assistance Administration. Investigation of White Collar Crime: A Manual for Law Enforcement Agencies. By E. Stotland, M. Walsh, and M. Weinberg. Battelle Human Affairs Research Centers. Washington, U. S. Government Printing Office, 1977. 393 p.

(NCJ 40553)

Stock No. 027-000-00507-1

This manual was developed for the use of those who investigate white-collar crime and related abuses and to assist those who supervise and must interact with investigators in this field. It is designed

to orient new organizations as to what must be done to successfully set up and operate an organization that investigates white-collar crime and to provide an inventory of strategies, tactics, and techniques which will help both new and already established organizations to improve and enhance the comprehensiveness of their operations. The organization of this manual goes from the general to the specific. First, it deals with the basic issue of what white-collar crime is, why it is a proper area for law enforcement efforts, and what its impact is on individuals, business, and the general community. As part of this discussion, white-collar crime elements, characteristics, offender motivations, relationships to other crime areas, and remedies are discussed at some length for the light they shed on both the justifications for the proper methods of responding to these crimes and the abuses related to them. From there, the manual goes on to discuss the kinds of organizations and organizational activities which were found to be essential in order to effectively deal with white-collar crime, as well as factors such as the form of organizational units, interfaces of unit activity within agencies and externally, personnel selection, and the role of intelligence in a white-collar crime enforcement effort. Having thus set the stage for action, the elements of white-collar crime are then analyzed for the purpose of showing how the investigator can identify and target the kinds of information and evidence that will be needed in order to construct a case. Once this is done, it becomes relevant to go into detail as to how the investigator should proceed to obtain this information and evidence; for example, by searches for documentation, finding and interviewing victims and witnesses, and interrogation of suspects. Also included in this section of the manual is a discussion of computers, both as a tool used by the white-collar criminal in committing crimes and as an investigative resource for use by the investigator to unravel and prove a case. The main part of the manual concludes with a discussion of the evaluation of white-collar crime efforts, not merely as a basis for judging success or failure, but more importantly, as an aid to setting goals and priorities, as a source of information for guiding and steering agency or unit operations, and as a basis for resource allocation and budget justification. The appendixes are added for the purpose of providing more specific forms of expertise and assistance with respect to such matters as training investigators, readily identifying the sources of information needed in white-collar crime investigations, following financial trails, and directing the reader, by use of a selected glossary of white-collar crimes numerically keyed to an organized bibliography, to sources of further information on white collar crimes issues, victims, and specific offenses.

. Law Enforcement Assistance Administration. Police Robbery Control Manual: Prescriptive Package. By R. H. Ward, J. Feeley, and T. J. Ward. U. S. Civil Service Commission. Washington, U. S. Government Printing Office, 1975. 81 p.

MICROFICHE (NCJ 17414)
Stock No. 027-000-00316-8

This Prescriptive Package is designed to provide an overview of both the research and the state-of-the-art of police robbery control projects in the United States and provide practical guidelines to both police administrators and line personnel in the planning, implementation, and assessment of robbery control projects. The authors sent a questionnaire to police departments across the country and visited departments in over 20 cities. The robbery control projects of five cities are highlighted--Miami, Florida; New York, New York; Denver, Colorado; Kansas City, Missouri; and Minneapolis, Minnesota. This manual draws together both current research and data relative to robbery and descriptive data relative to robbery control projects underway throughout the United States. It provides crime-specific information which can be used for comparative purposes by planning or crime analysis units, and a descriptive analysis of current projects which should aid in selecting suitable projects for particular cities or geographic areas. Also included is specific information for those personnel actually engaged in a robbery control project and administrative information on funding, resource allocation factors, cost-benefit data, and the means for evaluating projects. The manual is designed primarily to assist law enforcement agencies in the development or improvement of a robbery control project. An attempt has been made to develop "model" projects which are based upon the findings of this study. In order to facilitate communication, appendix A outlines various robbery control projects now in existence and persons who can be contacted for further information. Information on particular robbery types and likely offenders are also presented in order to assist in the planning effort.

111. U. S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Criminal Justice Information and Statistics Service. Multi Community Command and Control Systems in Law Enforcement: An Introductory Planning Guide. By R. L. Sohn, R. D. Kennedy, and E. A. Garcia, Pasadena, California. Institute of Technology Jet Propulsion Laboratory, 1976. 84 p.

MICROFICHE (NCJ 34410)

This manual presents a set of planning guidelines for multi-jurisdictional command and control systems (in particular, those for dispatching) and outlines essential system characteristics and applications. Requirements analysis, system concept design, implementation planning, and performance and cost modeling are described and demonstrated with numerous examples. Program management techniques and joint powers agreements for multicomunity programs are discussed in

detail. A description of a typical multicompany computer-aided dispatch system is appended. This document is one of a series of five guideline manuals on mobile digital communications, computer-aided dispatch, automatic vehicle location, patrol force allocation, and multicompany command and control systems for law enforcement applications. For the other documents in the series, see NCJ 34409, 32262, 32263, and 28581.

112. U. S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Criminal Investigation Process: Dialogue on Research Findings. Rand Corporation. Washington, U. S. Government Printing Office, 1977. 75 p.
MICROFICHE (NCJ 40331)
Stock No. 027-000-00510-1

In 1973, the National Institute of Law Enforcement and Criminal Justice awarded a contract to the Rand Corporation to undertake a nationwide, 2-year study of the effectiveness of police investigative practices. The Criminal Investigation process in municipal and county police departments was studied by survey, by interviews and observations, and by special data collection. In October 1975, the Rand Corporation published its findings and proposed reforms in three volumes. The principal finding of the research was that, although the solution or clearance of reported crimes is the primary focus of police investigators, most clearances are arrived at through the activities of patrol officers, members of the public, and routine police procedures, rather than investigative techniques. It was further suggested that solutions for only a very small percentage of crimes, concentrated in a few specific crime types, are generated through the use of what has been traditionally thought of as investigative efforts. Rather, it was asserted that much of this traditional investigative effort is applied to crimes which empirical evidence indicates will never be solved. As a result of this finding, along with others on fingerprint processing, the use of information systems, strike forces, victim satisfaction, and postarrest investigation thoroughness, the researchers suggested a number of reforms intended to result in more effective and efficient investigation activity. When the study was made public, it sparked a debate in the law enforcement community. A critical analysis of the Rand research and the researcher's response appeared in the July 1976 issue of the Police Chief. The critical evaluation purported to demonstrate that the Rand study contains "procedural errors," has a "fatally limited" data base, and "presents conclusions that do not follow from the data presented." In their response, the Rand researchers while acknowledging some instances of "imprecise or misinterpretable wordings," contend that no contradictory evidence has been brought forth that suggests their basic conclusions are erroneous. Because of the importance of the issues involved, the National Institute has compiled its report which includes the original summary of the criminal

investigation study, the critical analysis, the researchers' response, and a revised summary prepared by the researchers.

113. . . . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. An Alternative Approach in Police Patrol: The Wilmington Split-Force Experiment. By J. M. Tien, J. W. Simon, and R. C. Larson. Cambridge, Massachusetts, Public Systems Evaluation, Inc. U. S. Government Printing Office, 1977. 246 p. (NCJ 43735)

Stock No. 027-000-00668-0

An 18-month study--including a 6-month design and 12-month evaluation period--of the split-force concept as implemented by the Wilmington (Delaware) Bureau of Police. The split-force experiment is based on the separation of the call-for-service (CFS) response and crime prevention functions into separately organized groups: the Basic Force and the Structured Force. The evaluation methodology used was based on a one group pretest-posttest design with observer-participant surveys, as well as use of quantitative measurement tools including the Patrol Car Allocation Model (PCAM) and the Hypercube simulation model. The formal evaluation concluded that CFS response efficiency defined in terms of an officer workload index was increased by 20.6 percent with no adverse effect on officer effectiveness; the quantity of Patrol Division arrests and clearances was also increased at the expense of these rates in the Detective Division; the increase in arrests was primarily attributed to immediate incident-oriented followup investigation. Management of police demand was identified as a potentially effective approach in the delivery of police services and was highlighted by the positive citizen attitude response to a formal 30-minute delay to noncritical calls for service during peak workload hours. The evaluation has provided reinforcement to certain questions raised by the Kansas City Preventive Patrol Experiment and the Rand Investigation Study in terms of resource allocation and efficacy of manpower deployment models. In addition, this evaluation has identified some potential problems that organizations considering implementation of the split-force concept should address: the divisiveness engendered by the conflict between the Structured Unit and the Detective Division; the concern over the lack of sector identity (due to changing sector configurations and first-come, first-served dispatching procedure); and the boredom with fixed-post assignments. As a result of the evaluation and the measured significant increase in efficiency without adverse impact on effectiveness, the Wilmington Bureau of Police has decided to continue using the concept indefinitely.

. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Felony Investigation Decision Model: An Analysis of Investigative Elements of Information. By B. Greenberg, L. P. Kraft, C. V. Elliott, and H. S. Procter. Stanford Research Institute. Washington, U. S. Government Printing Office, 1977. 237 p.

MICROFICHE (NCJ 35741)
Stock No. 027-000-00467-9

This is a report on research performed in Oakland (Calif.) to develop decision models for felony classes which would identify cases having sufficient probability of clearance to warrant intensive investigation. The felonies involved were robbery, rape, assault with a deadly weapon, and car theft. Data were coded for these four crimes for a 3-month period in Oakland. Only for robbery was it found feasible to construct a decision model. Primary case-solution factors, such as victim knowledge of offender, statistically dominated other random factors. The findings showed that, unless offender identification was made by responding officers, case solution at the detective level was minimal. Therefore, it was concluded that patrol and investigative functions cannot be viewed as completely separate. Documentation of relevant crime scene information by patrol was found to heavily influence case solution by investigators. The findings reinforced the importance of the issue of habitual offenders. Analyses of the felony case sample drawn showed 80-88 percent of the suspects had prior offenses. Confronted by similar experience, many police agencies have turned to computer-based M.O.-type investigative systems to assist in tracking and identifying known offenders.

. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Improving Patrol Productivity, Volume 1: Routine Patrol. Prescriptive Package. By W. G. Gay and S. Schack. University City Science Center. Washington, U. S. Government Printing Office, 1977. 204 p.

(NCJ 42500)
Stock No. 027-000-00560-8

Patrol operations are the single most costly aspect of policing. Improvements in patrol productivity depend upon the efficient utilization and management of patrol officers' time. Focusing on the general patrol division, the first volume of this report recommends specific steps that departments of all sizes can take to improve the efficiency and effectiveness of their operations. The ideas and information presented in this Prescriptive Package were drawn from a variety of sources. A review was made of literature relating to patrol operations, and site visits were made to 26 different departments in order to review innovative patrol programs and to develop an understanding of the departmental context in which they were implemented. Included in the volume are detailed discussions of patrol workload

analysis as the basis for developing efficient and effective deployment schemes, management of call-for-service workloads, and the prioritization of calls for service. Also covered are the use of crime analysis in support of routine patrol operations and the conducting of preplanned and directed prevention, deterrence, and apprehension activities. The volume concludes with the presentation of selected case studies of departments which have implemented many of the approaches outlined and with a discussion of the major issues faced in planning, implementing, and evaluating changes in the patrol function. For volume 2 relating to the same subject, see NCJ 42501.

116. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Improving Patrol Productivity, Volume 2: Specialized Patrol. Prescriptive Package. By S. Schack and W. G. Gay, University City Science Center. Washington, U.S. Government Printing Office, 1977. 157 p. (NCJ 42501)
Stock No. 027-000-00561-6

This is the second part of a 2-volume Prescriptive Package, which is directed toward assisting police departments in improving the productivity of their patrol operations, the most costly aspect of policing. Recommendations in the report are based on a state-of-the-art review of patrol operations in many police departments throughout the country and an assessment of recent research and commentary on patrols. Presented is a discussion of the appropriate use and effective operation of specialized patrols. The authors point out that specialized patrol officers should be considered when the best efforts of routine patrol officers to cope with particular crime problems are being frustrated because of frequent interruptions by call-for-service demands and the inability of uniformed officers to employ certain types of tactics. Specialized patrol tactics are covered, including decoy operations, stake-outs, and covert surveillance. The volume further provides recommendations regarding the planning, implementation, deployment, tactics, and evaluation of specialized patrol operations. An annotated bibliography is appended. For the first part of the report, see NCJ 42500.

117. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Managing Criminal Investigations. By P. B. Bloch and D. R. Weidman. Urban Institute. Washington, U.S. Government Printing Office, 1975. 253 p. MICROFICHE (NCJ 19486)
Stock No. 027-000-00337-1

This is a Prescriptive Package designed to assist police managers in improving the success of their departments' criminal investigation efforts. While skilled detectives are often essential, there are a

number of new methods police managers can adopt to improve investigative success. Management issues addressed include budgeting and allocating resources; improving relationships with the prosecutor; interacting with the public, especially victims and witnesses; improving relationships between investigators and patrol officers; decentralizing detective assignments, particularly in neighborhood team policing approaches; using civilian employees for investigative tasks; assigning personnel; supervising and training investigative personnel; improving investigative procedures; and conducting investigative activities not related to specific cases. The suggestions are based on an examination of the investigative practices of six selected police departments, a review of the relevant literature and recent experiments in other departments, and the observations and conclusions of a panel of experienced police officials. It is especially interesting to note that many of the ideas require little or no additional resources. This report is written primarily for police chiefs and heads of detective units, but should also be of interest to other police officials and to local government officials such as city managers. New York City, Rochester, De Kalb County, Cincinnati, and Fremont (Calif.) were the police departments studied.

. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Managing Criminal Investigations Manual. By D. F. Crawley, H. J. Miron, W. J. Araujo, R. Wasserman, T. A. Mannello, and Y. Huffman. Washington, D. C., University Research Corporation, 1977. 261 p.

(NCJ 42596)

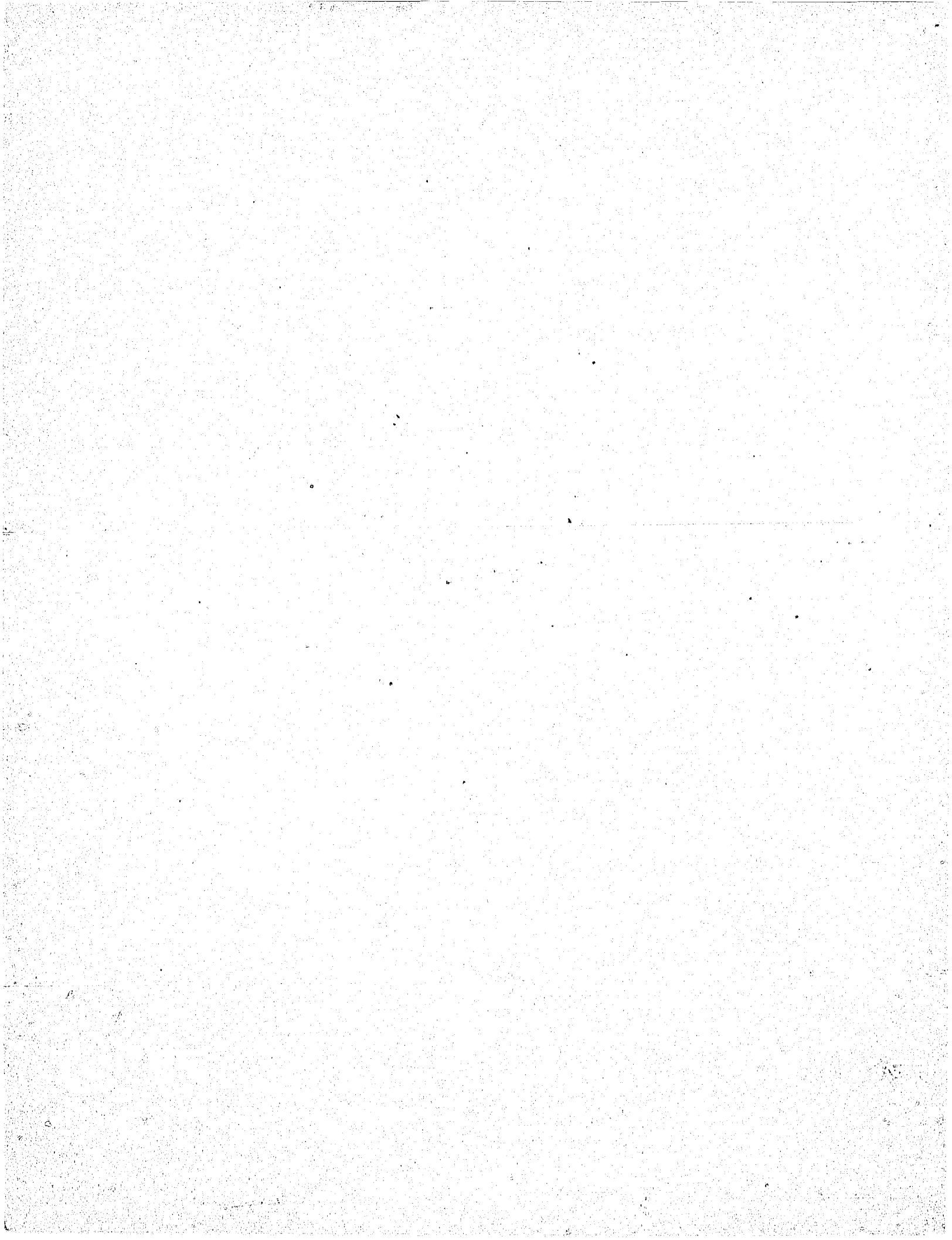
Stock No. 027-000-0037-1

This manual identifies benefits to be gained by using modern management methods and systems in the operation of criminal investigations. Pertinent management components are presented for consideration and review. Some suggested innovations involve increased participation by uniformed personnel in a comprehensive initial investigation of a crime, the establishment of a case-screening system that will remove nonsolvable cases from the investigative process at an early point, and the development of a police and prosecution relationship that will result in more effective investigation and likelihood of successful prosecution. The manual also discusses the establishment of a management information system which provides agency administrators with appropriate information for managing the criminal investigative process. A reexamination of agency structure to maximize the use of all personnel is urged. The development of investigative management techniques for the improved use of detective personnel is also considered. It is expected that consideration and appropriate implementation of manual recommendations will bring an increasing number of arrests for serious crimes that can be accepted for prosecution and subsequent conviction. Several appendixes are provided as supportive information about actual experiences in implementing

new approaches to the management of criminal investigations. A companion Participant's Handbook (NCJ 40294) is also available.

119. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. New York City Police Department Street Crime Unit--An Exemplary Project. By A. Halper and R. Ku. Abt Associates, Inc. Washington, U.S. Government Printing Office, 1976. 169 p.
- MICROFICHE (NCJ 26492)
Stock No. 027-000-00338-9

This manual presents a detailed description of the policies, procedures, and results of the Street Crime Unit (SCU) which utilizes plainclothes police and "decoys" to apprehend robbery and assault suspects. The primary objective is to effect quality arrests--arrests which lead to convictions--with no increased danger to police or citizens. This manual presents a detailed description of the policies and procedures which govern SCU operations. The chapters in this manual deal with specific areas of administrative concern, focusing on manpower requirements as well as operational issues. In addition to discussing policies and procedures, each chapter debates replication issues. Among the topics presented are organization and administration; personnel selection, training and evaluation; SCU crime analysis methods, deployment strategies, and street tactics; guidelines on confrontations and arrest; and the housing, hardware, and communication systems of the SCU. The SCU's methods for maintaining the integrity of unit members are explored. The legal issue of entrapment is discussed as well, emphasizing the necessity for developing guidelines to assist officers in avoiding entrapment. Figures and facts on SCU costs and results are documented and arrest and conviction rates, injury levels, and crime reductive impact are discussed. Although not complete, recent statistics indicate that approximately 90 percent of all SCU arrests result in conviction. The final chapter presents a comprehensive evaluation design for assessing the outcomes and impacts of Street Crime Unit operations. Appendixes contain statutes for assault, larceny, and robbery; procedures for bribery arrest and stop and frisk; an inventory of SCU equipment; and various guidelines and forms relating to the interview and rating of SCU candidates and their subsequent training and performance evaluation. The New York City Police Department Street Crime Unit is one of 13 programs which have earned the LEAA "exemplary" level.



CONTINUED

1 OF 2

120. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Managing Patrol Operations. By D. F. Cawley and H. J. Miron. Washington, D.C., University Research Corporation, 1977. 206 p. (NCJ 47032)
Stock No. 027-000-00685-0

This practical manual, designed for use in a workshop for police supervisors, covers patrol management theory, the manager's role, resource allocation, crime analysis, and patrol strategies. The manual contains a detailed analysis and bibliography of each of the topics discussed in the workshop's Participant's Handbook (NCJ 47033). Patrol operations differ from many other management problems because of the unpredictable nature of crime and the shifting nature of calls for service. The political and community pressures affecting a police patrol manager are discussed. An appendix to this section provides an outlined guide for program implementation planning. The portion on resource allocation discusses equal shift staffing, identifying workload demands, equal geographic coverage, proportional need coverage, and developing a model to identify basic calls for service. The concept of "available patrol time" is described, which considers time consumed completing incidents, response time, weighting the importance of incidents, and arrest and court processing time. Considerations for demands policy review are presented. Appendixes for this section include material on the New Haven, Conn., Pretrial Service Diversion Program and the Kansas City, Missouri, Call Prioritization Guidelines. The use of crime analysis as a patrol allocation aid is detailed, including developing crime analysis capability (data collection and analysis and data output and reporting), accountability, and evaluation of the system. A sample analysis of the crime of burglary is appended. Various patrol strategies are described in detail. Topics concerning citizen involvement in patrol operations are discussed: the citizen as a patrol observer, the citizen as a crime reporter or source of investigation, and the citizen as a victim or witness. Several of the sections have extensive reference and additional appendixes, including a background paper on organization development and its implication for police managers, a table representing types of calls which could be handled by a police service aide, a position description for a police department crime analyst, and a synopsis of a master patrol plan system. A companion Participant's Handbook (NCJ 47033) is also available.

121. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Police Crime Analysis Unit Handbook--A Prescriptive Package. Washington, U.S. Government Printing Office, 1973. 200 p. (NCJ 11277)
Stock Order No. 2700-00232

Presented are the functions, methodologies, capabilities, and limitations of a unit designed to collect, analyze, and disseminate data on

reported crimes and offenders. Crime analysis is an essential tool for converting regularly collected information on reported crimes and criminal offenders into effective crime-prevention and offender-apprehension actions. Crime analysis can support police operations through strategy planning, manpower deployment, and investigative assistance. This document provides both background information and operational guidelines for police administrators interested in developing crime analysis units. The areas discussed are a definition of goals and objectives, crime data input, analysis of crime data, crime information disseminated as output, and feedback and evaluation. In addition, the fundamental prerequisites for the operation of a crime analysis unit are considered. These include formal administrative support, organizational placement, staffing, and a method of guaranteeing the integrity of input crime and offender information. The concluding chapter presents three model crime analysis systems--manual, semi-automated, and fully automated--for small, medium, and large agencies, respectively. The appendix contains the grant proposals for these three systems, a glossary of crime-related terms, crime analysis unit staff job descriptions, and a discussion of the role of regional and statewide crime analysis systems.

122. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Traditional Preventive Patrol: A Review and Assessment--Summary Report. National Evaluation Program Phase I Report. By T. H. Schell, S. Schack, D. H. Overly, and L. L. Stabile. University City Science Center. Washington, U.S. Government Printing Office, 1976. 88 p. MICROFICHE (NCJ 34817)
Stock No. 027-000-00516-1

This is a synopsis of the findings of a comprehensive review of the state-of-the-art in traditional preventive patrol operational activities of uniformed officers assigned to general patrol duties. The five principal and most commonly accepted goals of patrol--deterrence, apprehension, provision of non-crime-related services, provision of a sense of community security and satisfaction with the police, and recovery of stolen goods--are identified, and each is examined in terms of the hypotheses and assumptions which link specific patrol activities, tactics, and strategies to goal attainment. Attention is devoted to determining the validity of these hypotheses and assumptions and to the type and quality of the measures of effectiveness which are used to gauge the contribution of various patrol practices to the overall aims of patrol. The report then considers the inputs and processes which comprise preventive patrol--characteristics of patrol personnel, modes of transportation, deployment practices, supervision, and inservice task assignments. Prescriptive statements based on this assessment of the current state of knowledge about patrol are included. The final chapter discusses aspects of patrol that need further study and offers some suggestions and lessons concerning the execution of research on patrol. The information and conclusions

presented in this report were developed from a review of available literature, reports of projects supported by LEAA and the Police Foundation, direct contact with all LEAA regional offices, discussions with State Planning Agency representatives, a survey of some 300 police and sheriffs' departments throughout the country, and 26 site visits.

123. _____ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. What Law Enforcement Can Gain From Computer Designed Work Schedules. By N. B. Heller. Washington, U.S. Government Printing Office, 1974. 28 p.

MICROFICHE (NCJ 15155)
Stock No. 2700-00279

The advantages of a computerized work scheduling system over manual design procedures are described. It is pointed out that most of the major types of work schedules currently used by law enforcement agencies may be designed with the computerized scheduling system. Features of the schedule subject to control by the designer include distribution of manpower in proportion to the demand for service, periods of days off, periods of on-duty days, watch change conditions, number of on-duty officers, and lengths of assignment to each watch. The procedure for designing a rotating schedule to man levels for each watch proportionate to workload is illustrated. A schedule designed for a 14-man traffic safety unit operating only on the day and afternoon watches is also shown. The type of input information required is listed and the training and skills necessary to run the schedule design programs are described. The computer costs for schedule design are considered low, with variance according to the number of schedules designed annually and their complexity.

APPENDIX A—LIST OF SOURCES

1. Police Foundation
1909 K Street, NW.
Washington, DC 20006
2. Multnomah County Division of
Public Safety
222 Southwest Pine Street
Portland, OR 97204
3. Social Development Corporation
407 Dorset Avenue
Chevy Chase, MD 20015
4. Holbrook Press
470 Atlantic Avenue
Boston, MA 02110
5. Prentice-Hall, Inc.
Englewood Cliffs, NJ 07632
6. Same as No. 5.
7. Charles C. Thomas
301-327 East Lawrence Avenue
Springfield, IL 62717
8. Justice of the Peace, Ltd.
East Row
Little London, Chichester
Sussex
ENGLAND
9. Same as No. 4.
10. Paladin House, Publishers
Geneva, IL 60134
11. International Association of
Chiefs of Police
11 Firstfield Road
Gaithersburg, MD 20760
12. Social Science and Sociological
Resources
P. O. Box 241
Aurora, IL 60504
13. Nelson-Hall Publications
325 West Jackson Boulevard
Chicago, IL 60606
14. Foundation Press
170 Old Country Road
Mineola, NY 11501
15. International City Management
Association
1140 Connecticut Avenue, NW.
Washington, DC 20036
16. Same as No. 4.
17. West Publishing Company
P. O. Box 3526
St. Paul, MN 55165
18. Anderson Publishing Company
646 Main Street
Cincinnati, OH 45201
19. Same as No. 18.
20. Superintendent of Documents
U.S. Government Printing Office
Washington, DC 20402
21. Same as No. 20.
22. Northwestern University
School of Law
357 East Chicago Avenue
Chicago, IL 60611
23. Kennikat Press Corporation
90 South Bayles Avenue
Port Washington, NY 11050

24. Same as No. 17.
25. D. C. Heath and Company.
125 Spring Street
Lexington, MA 02173
26. Same as No. 20.
27. Social Development Corporation
266 Pearl Street
Hartford, CT 06103
28. Same as No. 11.
29. Same as No. 5.
30. McGraw-Hill Book Company, Inc.
1221 Avenue of the Americas
New York, NY 10020
31. Same as No. 7.
32. Booz-Allen and Hamilton, Inc.
555 California Street
San Francisco, CA 94104
33. Same as No. 3.
34. Same as No. 25.
35. Illinois Law Enforcement
Commission
120 South Riverside Plaza
10th Floor
Chicago, IL 60606
36. Same as No. 15.
37. Koepsell-Girard and Associates,
Inc.
210 East Broad Street
Fall Church, VA 22046
38. Holt, Rinehart, and Winston
383 Madison Avenue
New York, NY 10017
39. University of California,
Los Angeles
Institute of Government and
Public Affairs
Los Angeles, CA 90024
40. AMS Press, Inc.
56 East 13th Street
New York, NY 10003
41. Indiana University
Department of Political Science
Morgan 121
Bloomington, IN 47401
42. Sage Publications, Inc.
275 South Beverly Drive
Beverly Hills, CA 90212
43. Same as No. 18.
44. National League of Cities
1620 I Street, NW.
Washington, DC 20006
45. Same as No. 20.
46. Public Safety Research Institute,
Inc.
8000 12th Avenue South
St. Petersburg, FL 33707
47. Available only through NCJRS
Microfiche Program
and NCJRS Document Loan
Program.
48. Same as No. 20.
49. Same as No. 25.
50. Rand Corporation
1700 Main Street
Santa Monica, CA 90406
51. Same as No. 11.

52. Same as No. 42.
53. Same as No. 18.
54. Same as No. 11.
55. Same as No. 42.
56. Same as No. 30.
57. Same as No. 1.
58. Same as No. 4.
59. Same as No. 11.
60. Same as No. 11.
61. Same as No. 50.
62. Toledo-Lucas County Criminal
Justice Regional Planning Unit
316 North Michigan
8th Floor
Toledo, OH 43624
63. American University
Institute for Studies in Justice
and Social Behavior
4900 Massachusetts Avenue, NW.
Washington, DC 20016
64. National Sheriffs' Association
1250 Connecticut Avenue, NW.
Suite 320
Washington, DC 20036
65. Same as No. 20.
66. Westinghouse National Issues
Center
1911 Jefferson Davis Highway
Arlington, VA 22202
67. University of Pittsburgh
4200 Fifth Avenue
Pittsburgh, PA 15213
68. Same as No. 20.
69. San Jose State University
Administration of Justice
Department
125 South Seventh Street
San Jose, CA 95192
70. Appleton-Century-Crofts
440 Park Avenue South
New York, NY 10016
71. Same as No. 1.
72. Northwestern University
Traffic Institute
405 Church Street
Evanston, IL 60204
73. California Peace Officers
Association
800 Forum Building
Sacramento, CA 95814
74. Same as No. 8.
75. Same as No. 25.
76. Social Development Corporation
266 Pearl Street
Room 416
Hartford, CT 06103
77. Same as No. 3.
78. Same as No. 3.
79. Same as No. 1.
80. Same as No. 20.
81. National Technical Information
Service
5285 Port Royal Road
Springfield, VA 22151
82. Same as No. 47.

83. Same as No. 47.
84. Michigan Association of
Chiefs of Police
Leland House
400 Bagley Avenue
Detroit, MI 48226
85. Same as No. 81.
86. Urban Institute
2100 M Street, NW.
Washington, DC 20037
87. Same as No. 81.
88. Same as No. 20.
89. College of Insurance
150 William Street
New York, NY 10038
90. Same as No. 5.
91. California Documents Section
P. O. Box 20181
Sacramento, CA 95820
92. Same as No. 72.
93. Same as No. 22.
94. Same as No. 1.
95. International Criminal Police
Organization
26 Rue Armengaud
92210 Saint Cloud
France
96. Same as No. 81.
97. Same as No. 7.
98. McCutchan Publishing Corporation
2526 Grove Street
Berkeley, CA 94704
99. California Office of Criminal
Justice Planning
Alameda Regional Criminal
Justice Planning Board
100 Webster Street
Oakland, CA 94607
100. Institute for Public Program
Analysis
1017 Olive Street
St. Louis, MO 63101
101. Same as No. 1.
102. Same as No. 1.
103. Same as No. 17.
104. Same as No. 50.
105. Same as No. 50.
106. Same as No. 20.
107. Same as No. 11.
108. Available only through NCJRS
Document Loan Program.
109. Same as No. 20.
110. Same as No. 20.
111. California Institute of
Technology
Jet Propulsion Laboratory
Pasadena, CA 91103
112. Same as No. 20.
113. Same as No. 20.
114. Same as No. 20.

115. Same as No. 20.

116. Same as No. 20.

117. Same as No. 20.

118. University Research Corporation
5530 Wisconsin Avenue, NW.
Washington, DC 20014

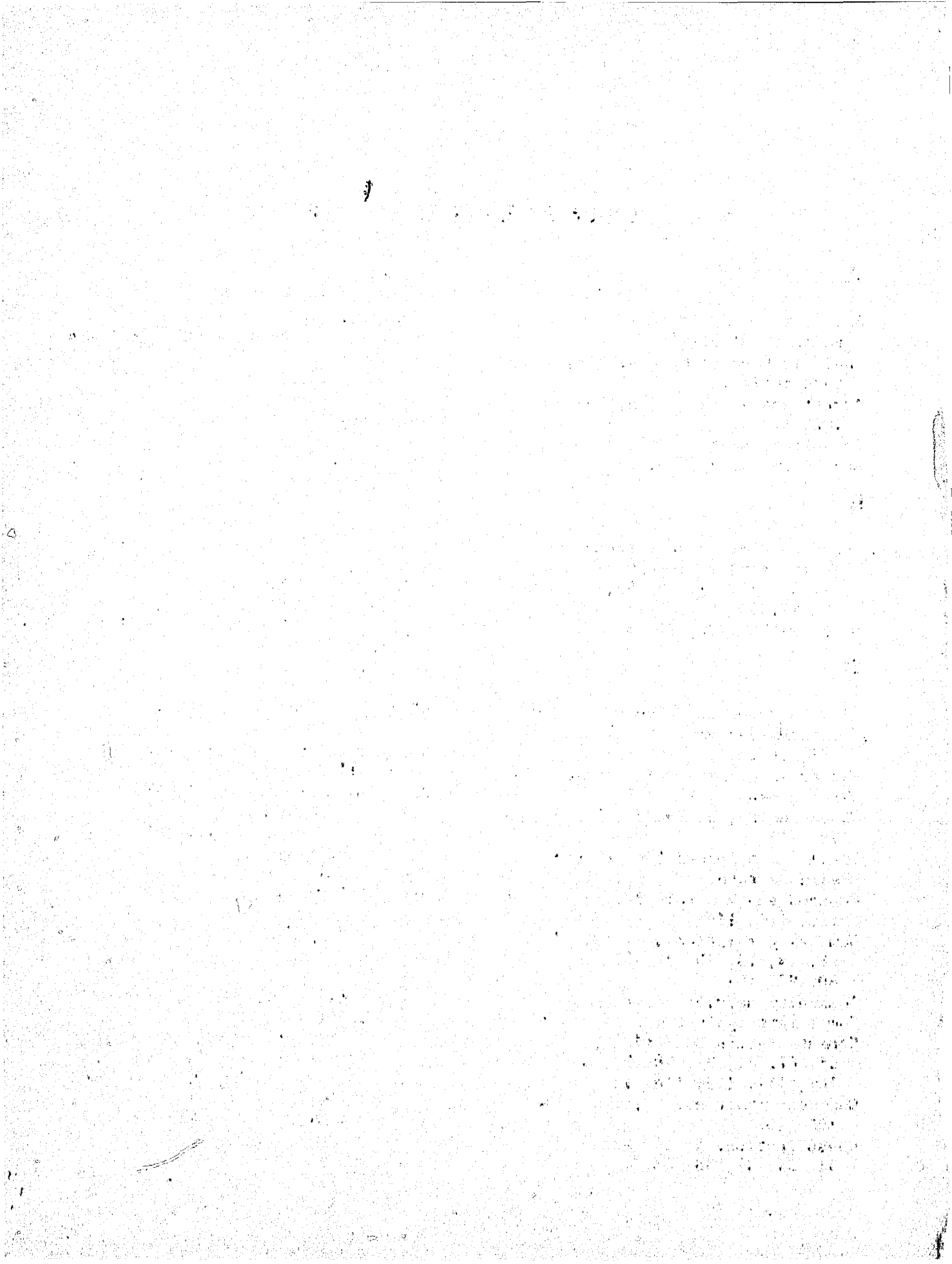
119. Same as No. 20.

120. Same as No. 118.

121. Same as No. 20.

122. Same as No. 20.

123. Same as No. 20.



APPENDIX B—SUBJECT INDEX

A

Allocations (See Manpower deployment,
Resource allocation)
Analysis (See Crime analysis, Sys-
tems analysis)
Arrest and apprehension, 55, 96,
102, 113, 114, 115, 119
Assessment centers, 55, 73
Auxiliary police, 20, 24, 30, 34

B

Budgeting (See also Planning-Pro-
gramming-Budgeting System), 6,
27, 32, 45, 47, 48, 52, 60, 62,
63, 67, 68, 69
Burglary, 93, 96, 97, 103, 110

C

Calls-for-service (See also Com-
puter-aided operations), 55, 105,
108, 113, 115, 120, 123
Career development (See Personnel)
Case screening, 95, 114
Case studies, 5, 29, 34, 36, 37, 64,
78, 115
Civilian employees (See Personnel)
Clearance rates, 95, 112, 114
Command and control, 13, 14, 43, 90,
111, 115, 116
Community relations, 5, 10, 11, 12,
13, 14, 15, 20, 23, 29, 30, 48,
80, 98, 101
Community service officers, 86
Complaints against police, 5, 20
Computer-aided operations, 29, 61,
65, 67, 81, 97, 98, 99, 100, 105,
107, 111, 115, 116, 123
Computer programs, 56, 100, 104,
105, 107
Consolidation, 5, 14, 20, 21, 30,
31, 34, 37, 38, 41, 42

Contract law enforcement, 14, 32,
34, 35, 39, 45, 47
Corruption, 15, 25, 71, 72, 92
Cost analysis (cost-benefit analysis
--cost-effective analysis), 35,
47, 51, 52, 53, 55, 61, 67, 86,
99, 111, 119
Crime analysis, 51, 93, 102, 104,
107, 108, 115, 119, 120, 121
Crime detection, 7, 20, 97, 109
Crime prediction, 65, 93, 102, 107,
108
Crime prevention measures, 7, 11,
14, 15, 20, 103, 110, 113, 119
Crime-specific countermeasures, 93,
103, 109, 110, 115
Criminal investigation, 14, 15, 88,
95, 96, 106, 109, 110, 112, 114,
117, 118, 121
Critical path method, 56, 62, 69

D

Decentralization, 2, 27, 40, 43,
102, 117
Decisionmaking, 2, 6, 11, 13, 16,
22, 27, 54, 58, 108
Democratic model(s), 11, 18, 19, 46
Discipline, 18, 92
Discretion, 5, 20, 92
Dispatching (See Computer-aided
operations)

E

Education, 7, 10, 13, 14, 20, 23,
24, 25, 26, 82
Effectiveness measures, 7, 13, 14,
17, 18, 20, 21, 42, 44, 46, 51,
54, 55, 87, 94, 95, 96, 101, 112,
119, 120, 122
Emergency telephone number, 99

Evaluation, 19, 39, 42, 57, 67, 82,
86, 96, 109, 110, 112, 113, 115,
116, 119, 121, 122

F

Financial management, 6, 32, 51, 54,
59, 63, 66, 67

G

GANTT, 13, 69
Generalist vs. Specialist concept,
18, 19, 27, 40, 44, 112
Geographic base files, 107
Goals and objectives, 2, 4, 8, 16,
27, 28

H

Highway traffic management, 14, 15,
68
History, 12, 16, 23, 24, 25
Hypercube Queuing Model, 105, 113

I

Information systems, 6, 15, 29, 30,
65, 67, 98, 107, 108, 121
Injury and damage reduction func-
tion (IDR), 68
Integrated Criminal Apprehension
Program (ICAP), 108
Intelligence function, 92, 106, 109
Interagency transfers (See Occupa-
tional mobility)
Intern programs, 82

J

Job analysis, 3, 23, 27, 29, 33,
73, 76, 77, 81, 85, 86, 88, 112
Juvenile relations, 15, 20

L

Labor relations, 15, 25, 29, 46,
72, 75, 78, 88, 89, 92
Lateral entry (See Occupational
mobility)
Legal advisers, 10, 15

M

Management and administrative
education, 6, 9, 26
Management by objectives (MBO),
2, 3, 4, 5, 8, 9, 13, 16, 17,
27, 28, 33, 51, 59, 62, 74
Management information systems,
4, 6, 8, 27, 30, 67
Management team(s) (See also
Participative management), 2,
17, 72
Managerial Grid, 9, 13
Manpower deployment, 13, 20, 21,
27, 30, 48, 55, 93, 94, 95,
101, 103, 104, 105, 113, 115,
116, 119, 123
Mathematical models, 52, 93, 97,
104, 114
Minorities, 12, 19, 20, 70, 72,
75, 82, 83, 84, 87, 90
Modeling techniques, 6, 50, 69,
96, 104, 105
Morale and motivation, 18, 19, 23,
28, 42, 44, 72, 74, 79, 80, 92

O

Objectives (See Goals and objec-
tives, Management by objectives)
Occupational mobility, 20, 33, 77,
85, 88, 89
Offender-Based Transaction Statis-
tics (OBTS), 65, 102, 114, 121
One man vs. two man patrol cars, 94
Operating costs, 32, 42, 50, 56, 61
Operations research, 13, 17, 19, 41,
65, 93

Organizational structure, 3, 5, 9,
13, 14, 15, 16, 20, 22, 24, 27,
29, 30, 33, 34, 38, 40, 42, 43,
44, 46, 49, 64, 90, 95, 110, 120
121
Organization studies, 9, 19, 34, 41,
48, 49, 50

P

Participative management, 2, 9, 11,
17, 18, 22, 27, 28, 30, 43, 72
Patrol procedures, 7, 20, 48, 97,
104, 115, 116, 119, 122
Pay rates, 26, 63, 75, 76
Performance requirements, 3, 27,
47, 73, 87, 88, 90
Personnel:
Administration, 1, 3, 9, 10, 13,
15, 18, 29, 68, 71, 75, 76, 77,
79, 81, 85, 86, 87, 88, 89, 91,
100, 117
Career development, 3, 10, 13, 14,
17, 26, 33, 70, 73, 76, 77, 81,
85, 88
Civilian employees, 10, 76, 85,
86, 117
Evaluation, 3, 19, 26, 73, 74,
76, 79, 88, 90
Minimum standards, 3, 26, 79, 84
Police chief selection, 14, 26, 29
Promotion, 70, 73, 76, 79, 85, 88,
89
Recruitment, 79, 82, 88, 91
Retention, 26, 70, 81, 82, 89
Selection, 13, 14, 26, 38, 70,
73, 79, 82, 83, 84, 87, 88,
91, 119
Shortages, 26, 70, 84, 91, 95
Planning (See also Planning-Pro-
graming-Budgeting System), 1, 15,
19, 29, 30, 31, 36, 46, 48, 49,
57, 62, 64, 65, 67, 68, 69, 86,
100, 104, 109, 110, 111
Planning-Programing-Budgeting System
(PPBS), 4, 9, 10, 13, 50, 51, 53,
54, 55, 58, 59, 61, 66

Policewomen, 5, 12, 20, 25, 71
Policing by Objectives (PBO), 27
Press relations, 20
Probability theory, 97
Procedure manuals, 27, 31, 45, 62,
65, 68, 72, 83, 91, 106, 108,
109, 110, 111, 118
Productivity, 9, 15, 19, 24, 27,
46, 57, 113, 115, 116
Professionalization, 12, 20, 23, 24,
25, 33, 38, 48, 75, 85
Program evaluation, 39, 82, 102, 122
Program Evaluation and Review Tech-
nique (PERT), 13, 55, 56, 62, 66,
69
Prosecutors Management Information
System (PROMIS), 65
Public safety consolidation, 5, 31,
36, 40
Public safety coordination, 2, 6,
10, 18, 36, 40, 41

R

Random patrol theory, 97
Records management, 9, 14, 68, 106,
108
Recruitment (See Personnel)
Regionalization, 8, 30, 34, 35, 38,
111
Research, 15, 19, 64, 102, 110, 112,
113
Resource allocation, 3, 5, 7, 8, 13,
19, 20, 21, 27, 30, 32, 34, 50,
55, 57, 59, 60, 63, 64, 77, 95,
97, 98, 100, 101, 103, 104, 105,
110, 113, 115, 116, 119, 120, 121
Response time, 101, 113, 115, 116,
120
Robbery, 114, 118
Role perception, 12, 23, 44, 80, 86,
94

S

Search theory, 97
Services coordination, 21, 29, 34

Simulation, 104, 105
Stacking/Prioritizing (See Calls-for-service)
Staff development training, 39, 77, 90
Staff service units, 34, 108
Standards, 3, 20, 26, 68
State-of-the-art reviews, 9, 104, 107, 122
Street Crime Unit, 119
Systems analysis, 3, 6, 8, 17, 24, 27, 34, 49, 53, 65, 108

T

Tactical units, 102, 103, 116, 119
Take-home car program, 98
Team management (See Participative management)
Team policing, 5, 11, 20, 30, 40, 44, 46, 48, 98, 117

Telecommunications systems (See also computer-aided operations), 14, 20, 99
Theory X and Y, 9, 13
Training, 3, 14, 20, 31, 33, 48, 68, 77, 79, 80, 90, 100, 106, 110
Training manuals, 65, 78, 109

U

Unions, 72, 75, 78, 88, 92

W

Work schedules, 33, 63, 86, 98, 100, 115, 123

Z

Zero-Based Budgeting, 60

APPENDIX C--STANDARDS FOR POLICE CHIEF EXECUTIVES

Standard 1 Preselection Assessment of the Agency

Every appointing authority, prior to selecting a police chief executive, should assess the internal and external strengths, weaknesses, and needs of the police agency to determine agency requirements for the police chief executive position. The assessment will permit the selection of a police chief executive whose qualifications most nearly fit the needs of the agency. This assessment should examine: the general efficiency of the agency, its use of resources to achieve organizational goals, and the relationships among personnel within the agency and between agency personnel and the community served.

Every appointing authority should assess the agency before the police chief executive position becomes vacant. If the position becomes vacant before the assessment is made, the assessment should be conducted without delay.

Every assessment should be conducted by either the appointing authority, a unit of local government, another governmental agency, or by outside professional consultants.

Standard 2 Evaluation Criteria for Selection of Police Chief Executives

Every appointing authority and others involved in the police chief executive selection process should use objective and relevant criteria to evaluate candidates fairly for the position of police chief executive.

Every appointing authority should consider only those candidates who possess these qualities: personal integrity, honesty, leadership ability, good judgment, and commonsense.

Every appointing authority should determine additional personal characteristics that are the most important traits for the head of an agency to possess. The appointing authority should consider such qualities as flexibility and openmindedness, alertness and intelligence, patience and self-control, energy and initiative, and courage and self-confidence.

Every appointing authority should evaluate a police chief executive candidate's potential for future performance. This evaluation should include, but not be limited to, an assessment of field and command experience within law enforcement, education, law enforcement and management training, and professional reputation. The appointing authority also should consider the candidate's personality, personal appearance, and physical fitness.

Every appointing authority should evaluate the candidate's past performance. Most importantly, the candidate should have demonstrated ability to provide effective leadership, to perceive and define problems, and to obtain desired results through his management efforts. Criteria to evaluate past performance include the candidate's demonstrated ability to: motivate personnel; develop subordinates into effective teams; relate to the community; organize personnel and their functions effectively; administer internal discipline; and establish and communicate objectives and priorities.

Standard 3 Minimum Qualifications for Future Police Chief Executives

Every State should enact legislation that establishes minimum qualifications for future police chief executives of State, county, and municipal police agencies within the State. Minimum qualifications should be adopted for elective as well as nonelective

Source: *Police Chief Executive--Report of the Police Chief Executive Committee of the International Association of Chiefs of Police*. National Advisory Committee on Criminal Justice Standards and Goals. See entry 26.

police chief executive positions, and for the chief executives in police agencies of every size. Minimum qualifications established for the selection of future police chief executives should not apply retroactively to incumbent police chief executives.

Every local jurisdiction should establish minimum qualifications for future police chief executives pending the enactment of State legislation. Local minimum qualifications may exceed minimum qualifications proposed or enacted by the State.

Minimum qualifications for the police chief executive position will vary with the type and complexity of the police agency. Agency size, as an indicator of agency complexity, may be used to differentiate required qualifications.

Every State or local jurisdiction should consider these qualification factors:

1. Experience. Every State or local jurisdiction should require that new police chief executives have a minimum number of years of law enforcement experience including some basic field experience and command or supervisory experience within law enforcement. In agencies with more than 75 personnel, two-thirds of the required experience should be in command or supervisory positions. Experience requirements should vary with the size and type of the agency.

2. Training. Every State or local jurisdiction should establish minimum supervisory and management training requirements for new police chief executives. Training requirements should vary with the size and type of the agency.

3. Education. Every State or local jurisdiction should require that new police chief executives of agencies with more than 75 personnel have at least 4 years of education (120 semester units or a baccalaureate degree) from an accredited college or university.

Every State or local jurisdiction should require that new police chief executives of agencies with fewer than 75 personnel have at least 2 years of education (60 semester units) at an accredited college or university. Such jurisdictions should require that the new police chief executives have at least 3 years of education (90 semester units) at an accredited college or university by 1978 and at least 4 years of such education by 1982.

Standard 4

Certification of Police Chief Executive Candidates

Every State should enact legislation to establish a certification program to verify that future police chief executive candidates possess minimum qualifications established by the State. Such legislation should permit the certification of all candidates, including those from outside the State, who possess the minimum qualifications. Every State should consider certification reciprocity where minimum standards for certification are comparable. Only certified candidates should be eligible for appointment or election to a police chief executive position.

Every State or local jurisdiction should continue to evaluate incumbent police chief executives on the basis of their performance in the position.

Standard 5

Internal and External Selection Alternatives

Every appointing authority should ensure that the best possible candidate is selected as police chief executive. The appointing authority first should consider selecting candidates from within the agency. If qualified persons are not available within the agency, the appointing authority must include outside candidates in the selection process to ensure proper leadership of the agency.

In deciding whether the selection process should include candidates from outside as well as from inside the agency, the appointing authority should assess the requirements of the agency, the quality of management resources available within the agency, the effect of prior agency relationships on internal candidates, and the need for infusion of new concepts into the agency. The appointing authority should evaluate the impact of selecting a candidate from outside the agency on: the morale of agency personnel; community acceptance of the police chief executive; and pension benefits for the police chief executive.

Standard 6

Selection Processes for Nonelected Police Chief Executives

Every appointing authority should employ a formal selection process to evaluate fairly all qualified candidates for the police chief executive position and to ensure that the selection decision is based on merit. The process must utilize valid evaluation criteria that permit selection of the candidate who is personally and professionally best qualified for the police chief executive position.

As a minimum, every formal selection process should include a written application or résumé, an extensive oral interview, a comprehensive background investigation, and an evaluation of performance in recently held positions.

Written essay and multiple-choice type examinations can serve a useful purpose in the process of selecting police chief executives. Testing for conceptual ability, basic law enforcement knowledge, or writing ability can be accomplished through administering written essay and/or multiple-choice type examinations. Such examinations, if used, should serve only as initial screening devices and should not be used as factors in ranking candidates.

Police chief executives should not be selected solely on the basis of seniority without a determination of merit. Selection solely on the basis of seniority is not professionally acceptable.

The formal selection process should not give exclusive evaluation authority to one individual. Eligible candidates should be evaluated by a selection board. The immediate superior of the agency's police chief executive should make the selection decision from among the qualified candidates recommended by the selection board.

The selection decision of the immediate superior should be confirmed by a higher authority or legislative body.

Standard 7

Compensation for Police Chief Executives

Every governing body should compensate the police chief executive commensurate with the authority, duties, responsibilities, and standards of the position held.

Every State should formulate a compensation plan that includes police chief executives of State agencies. The State compensation plan should serve as a model for local jurisdiction compensation plans. State compensation plans may require modification by local jurisdictions.

Every State and local jurisdiction should establish compensation plans and evaluate the plan annually for appropriate adjustments. Compensation plans should ensure that an appropriate differential will be maintained between the police chief executive's compensation rate and the compensation rates of subordinate police personnel.

Every State and local jurisdiction should establish a compensation plan for police chief executives that includes a salary range scheduled into specified merit steps. Merit pay steps should be determined by an evaluation of the individual police chief executive's performance.

Standard 8

A Clear and Mutual Understanding

Every police chief executive candidate who is judged most qualified and every potential immediate superior, as part of the final phase of the selection process, should reach a clear and mutual understanding of each other's responsibilities, priorities, and enforcement philosophies relating to police agency operations. A candidate from outside the agency should conduct an abbreviated Assessment by the Police Chief Executive (Standard 9) to form a basis for reaching a clear and mutual understanding with his potential immediate superior.

Police chief executives and superiors must define, where not delineated by law, the police chief

executive's powers, authority, and accountability. Every superior and police chief executive must agree that the police chief executive always must retain the power to act in the best interest of public safety. The police chief executive's command and decision-making authority including his role in the selection, promotion, discipline, and termination of police personnel must be discussed. Where these powers are defined by law, the interpretation and understanding of the actual application of these laws as they relate to the police chief executive's role should be discussed and mutually understood.

Police chief executives and their superiors must understand and agree in that understanding that both must be committed to the fair and impartial enforcement of the law and to the maintenance of professional standards of ethics and integrity. Police executives and their superiors should discuss and generally agree on enforcement priorities as perceived by the community, the superior, and the new police chief executive.

Police chief executive designates and their superiors should discuss other important and specific matters such as: salaries and benefits, working hours, method and frequency of reporting to the superior, assessment of performance, and involvement in civic and professional organizations.

If the police chief executive designate's superior requests that new goals and programs be implemented or that significant modifications in agency operations be attained, a commitment of resources and a reasonable time period within which to obtain results must be granted to the new police chief executive.

Standard 9

Assessment by Police Chief Executives

Every new police chief executive should survey the police service needs of the community and the ability of the police agency to meet those needs. To this end, new police chief executives immediately should initiate assessments of:

- The community to ascertain its needs and its attitudes and opinions on issues that affect public safety;

- The local governmental and political systems that affect the police agency to ascertain their degree of support for the police agency;

- The police agency itself to reveal its strengths and weaknesses including personnel attitudes, agency policies, procedures, practices, and resources;

- The agency's relationship with neighboring police agencies to identify the need for and feasibility of mutual agreements; and

- The criminal justice system to reveal the nature of the agency's relationship with all other criminal justice agencies.

Standard 10

Management Teams

Every police chief executive should foster an environment in which the executive and the immediate subordinates can develop cooperatively into a coordinated management team. Every police chief executive, in order to maintain an effective team of top-level police managers, should establish open communications. The police chief executive should encourage every member of the management team to participate actively in executive decisionmaking and policymaking. Every police chief executive should retain the authority to affirm agency policies and executive decisions.

Every police chief executive should ensure that each person responsible for making management decisions possesses the highest level of competence and unquestionable integrity. Immediate subordinates of the police chief executive should be persons in whom confidence can be placed to conduct agency affairs in accordance with established management philosophies and policies.

Personnel who make top-level management decisions should be placed within the organization where they can readily keep the police chief executive informed of the status of agency affairs, and enable the police chief executive to influence any decision-making process to the extent deemed necessary.

Every police chief executive should have the authority to replace a member of the management team who does not perform adequately and who cannot be developed properly.

Standard 11

Establish and Communicate Objectives and Priorities

Every police chief executive should determine objectives and priorities that will direct the agency and provide guidelines for its employees. Every police chief executive, when establishing agency objectives and priorities, should consider the agency's primary purpose and the needs of the community. Highest priority should be assigned to the objectives that are fundamental to the purpose of the agency.

Every police chief executive should encourage employees at every level of the agency and members of the community to provide input for the establishment of agency objectives. Individuals at all levels of the policy agency should recommend, determine, or agree upon unit objectives and priorities that are consistent with agency objectives and priorities. Police chief executives should evaluate the suggestions, establish proposed unit and agency objectives and priorities, and discuss them with their immediate superiors.

Every immediate superior of a police chief executive should review and approve the objectives and priorities determined by the police chief executive.

Every police chief executive should cause approved agency objectives and priorities to be stated clearly in writing and communicated to agency personnel and to the public. Police chief executives periodically should measure the agency's progress toward achieving agency objectives, and should establish new or revised objectives and priorities, when necessary.

Standard 12

Early Identification of Police Agency Problems

Every police chief executive should establish various means to learn personally of agency problems, recognizing that early identification of problems permits the early application of solutions.

Every police chief executive should use a variety of methods involving agency personnel and persons outside the agency to learn of the current conditions

within the agency. When current conditions fail to achieve or fail to progress toward achieving agency expectations, resultant agency problems can be identified. Agency expectations include objectives, priorities, and other formal and informal agency standards.

Every police chief executive should use various methods to determine the status of existing conditions including: formal meetings with high-ranking personnel, meetings with low-ranking personnel, meetings with representative personnel of many or all ranks, informal contacts with officers of all ranks, and an open door policy. Additional methods that have been effective include communicating with the public and monitoring the news. Some of the most effective methods are: review of personnel grievances, review of management reports, review of complaints against agency personnel, and inspections.

Every police chief executive should resolve as quickly as reasonably possible the differences between expectations and existing conditions.

Standard 13

Lawful, Impartial, and Effective Police Service

Every police chief executive should provide lawful, impartial, and effective police service without regard to the race, sex, age, religious creed, national origin, or political affiliation of the persons served. Police chief executives must comprehend clearly the legal authorities, responsibilities, and areas of accountability relevant to their positions. They must maintain a proper balance of administrative independence and responsiveness, and remain free from political, partisan, or special-interest interference and pressure.

Every police chief executive should have a working knowledge of all laws, administrative directives, and other documents that specify or imply their authority, responsibility, or accountability. Police chief executives should formulate executive decisions within the parameters of legal authority.

Every police chief executive and his immediate superior should generate and maintain a climate of cooperation wherein each individual is a contributing

member of an executive management team. A viable executive management team requires a balance of independence and responsiveness for all team members. Police chief executives, to be held accountable for agency performance, should have that degree of independence that is necessary to manage the agency in an effective manner. Police chief executives should be responsive to the lawful administrative authority of their superiors, and superiors should be responsive to the needs of the police agency.

Police agencies should not become instruments of political, partisan, or special-interest influence or manipulation. Regardless of the political climate, the police chief executive should be delegated the authority and be held accountable for establishing nonpartisan administrative and operational policies to manage the police agency.

Standard 14 **Interactions Within the Criminal Justice System**

Every police chief executive should interact personally with the heads or representatives of all criminal justice agencies that have jurisdiction in common with the police agency. The purpose of these interactions should be to ensure that agency policy is consistent with criminal justice system objectives.

Every police chief executive should cause his subordinate personnel to establish contacts with officials within other criminal justice agencies. The purpose of these contacts should be to establish mutual understanding of the total criminal justice process and to ensure cooperation with practitioners in other agencies.

Every police chief executive should establish and maintain close working relationships between the police agency and other agencies in the criminal justice system. Such relationships may be initiated and maintained through frequent meetings, joint training seminars, and institutes.

Standard 15 **Public Expression of Professional Opinion**

Every police chief executive should express publicly his professional opinions on important issues relating to public safety. Police chief executives should inform the public of potential dangers, prevalent crime or traffic problems, proposed legislation, and any other issue that may affect public safety. Public utterances by the police chief executive should be designed to generate public interest, relieve public tension, dispel rumors, build public confidence, and obtain public support for the needs of proper and effective law enforcement.

Every police chief executive should use any available forum to disseminate information to the intended audience. Such forums may include: public gatherings, news conferences, prepared statements to the media, and articles for publication in various periodicals.

Every police chief executive should develop personal skills to permit the effective delivery of information to the public.

Standard 16 **Regional and National Executive Enrichment and Development for Police Chief Executives**

Concerned governments, professional law enforcement organizations, and educational institutions should establish regional and national programs for the intellectual enrichment and development of police chief executives. These programs should be designed to improve police chief executives' personal skills, and to inform them of new legislation, improved techniques, and innovative programs.

Regional programs should serve all police chief executives within a State, portions of a State, or two or more contiguous States. A national program should serve police chief executives who could benefit from a program that offers a wide choice of advanced courses.

Regional and national executive programs should be presented within academic settings such as univer-

sities, colleges, and existing academies. The programs should be administered by professional or governmental organizations under the guidance of a committee that includes State, county, and municipal police chief executives. Programs should be scheduled with consideration for police chief executives' obligations to their agencies. Attendance at a regional program should not preclude attendance at the national program. National programs should be funded by the Federal Government, and programs at the regional level should be funded by participating States, except for salary, which should be paid by each executive's agency.

Regional Programs

Every State, individually or in concert with one or more contiguous States, should enact legislation to establish executive programs for police chief executives' enrichment and development. Curricula and qualifications for enrollment should be established by each State or region. Certificates of achievement should be issued to those who attain specified qualification plateaus within the program.

National Programs

A national executive program should be established to provide advanced instruction in a wide variety of courses for police chief executives' enrichment and development. Curricula should be developed to meet the needs of participants, with consideration given to the complexity of agency operations. Behavioral sciences and management courses, as they apply to managing a police agency, should be provided.

Standard 17

Assessing the Performance of Police Chief Executives

Every immediate superior should assess the effectiveness of the police chief executive in leading the police agency toward the accomplishment of agency objectives. The performance assessment should be based upon valid indicators of the police chief executive's ability to provide lawful, equitable, and effective police service.

Every immediate superior should evaluate the effectiveness of the police chief executive in utilizing agency, community, and governmental resources to provide the services for which the agency is responsible. The immediate superior should evaluate, as indicators of performance: the quality of agency personnel performance; personal conduct of the police chief executive; and community opinion of police operations. Internal discipline and the level of crime may also be indicators of performance.

Every immediate superior should apprise, in writing, the police chief executive of the specific assessment criteria prior to commencement of the assessment period.

Every immediate superior at least annually should discuss the performance of the police chief executive and of the agency with the police chief executive, and provide a written evaluation of his performance. Every police chief executive should be given the opportunity to respond to the superior's assessment.

Standard 18

Administrative Due Process

Every governing body whose administrative jurisdiction includes the provision of police service should enact legislation that provides for administrative due process methods to discipline police chief executives for cause and to protect them from arbitrary or unjustified termination.

The procedure should require that charges of improper conduct or performance be specific and in writing. Such charges should be based upon some act of commission or omission and the charges should be filed within a specified period of time following the act. Charges based upon offenses that inherently disqualify a police chief executive from holding office should be filed within a specified period of time following discovery of the act.

The charges should be heard by an administrative tribunal composed of persons within the government structure, and/or persons selected from police executive or private professional organizations, in a manner that is acceptable both to the concerned governmental authority and to the accused. All persons who

compose such a tribunal should have the capacity to hear and adjudge administrative charges relative to professional competence. Individuals who originate or endorse the charges should be excluded from membership on a tribunal.

Testimony relevant to each charge should be taken under oath in a proceeding open to the public. The accused should have the right to counsel of his choosing, to subpoena persons and items of evidence, to present witnesses in his behalf, and to cross-examine.

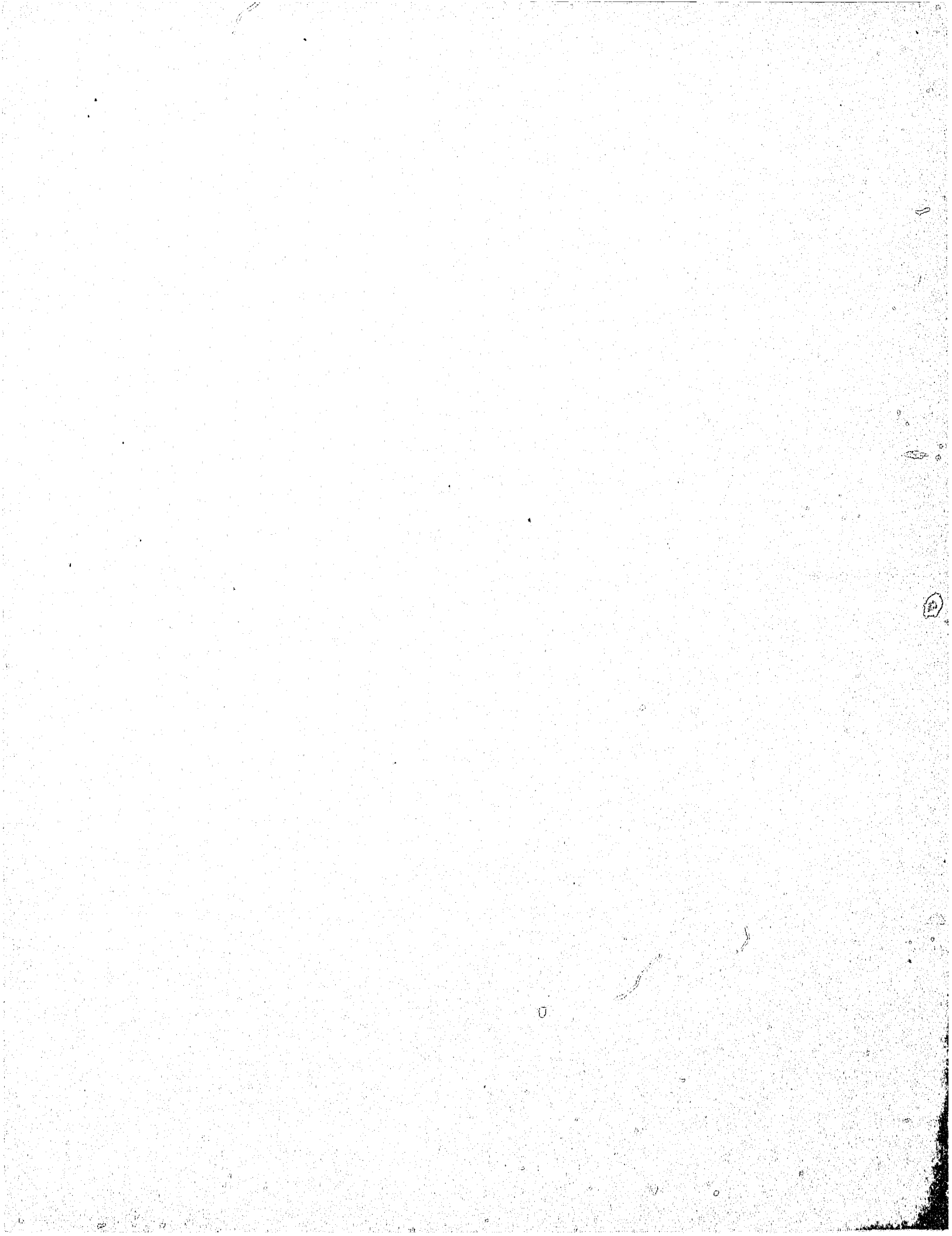
The tribunal should seek facts to determine the truth and ascertain if a preponderance of evidence exists to substantiate each charge. The tribunal should make a finding that the accused police chief executive is either guilty or not guilty of each administrative charge.

Upon a finding of guilt, the tribunal should determine if a penalty is appropriate. If appropriate, such penalty should be recommended by the tribunal. Penalties may range from a reprimand to removal from office.

The tribunal should cause the records of the proceeding to reflect its analysis of evidence that led to its finding. The records should reflect the tribunal's justification for any recommended penalty.

A separate authority, superior to the police chief executive in the governing body's chain of command, should review the findings and affirm, reduce, or vacate the penalty recommended by the administrative tribunal.

Every penalty imposed should be subject to appeal by the accused, in an appropriate court of law.



END