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LAW ENFORCEMENT

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COMMISSION ON LAW ENFORCEMENT: CRIMINAL JUSTICE
STANDARDS AND GOALS

**LOUISIANA
COMMISSION ON LAW ENFORCEMENT**

**CRIMINAL JUSTICE
STANDARDS and GOALS**

LAW ENFORCEMENT

VOLUME III

State of Louisiana

OFFICE OF THE GOVERNOR

LOUISIANA COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF CRIMINAL JUSTICE

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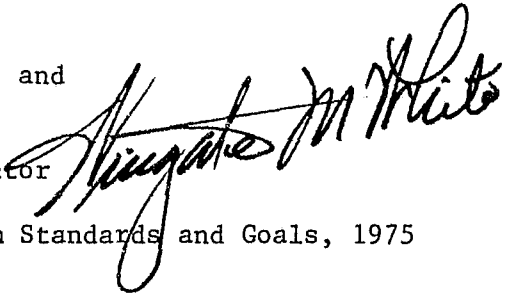
October 27, 1975

John M. Mamoulides
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Executive Director

MEMORANDUM

TO: Honorable Bailey Grant, Chairman, and
Members of the Commission

FROM: WINGATE M. WHITE, Executive Director 

SUBJECT: Louisiana Criminal Justice System Standards and Goals, 1975

It is with a great deal of pleasure that I present to you the final document of Louisiana Criminal Justice Systems Standards and Goals, 1975.

This six-volume publication is representative of the untiring effort put forth by you, the State Planning Agency Staff and the Standards and Goals Project Staff. I believe that the nature of the material herein is reflective of the energy expended by you and our staff and should serve as a tribute to these efforts. The Commission is deeply grateful for the assistance and advice of consultants, advisors, and collaborating agencies whose efforts are also reflected in these Standards and Goals volumes.

WMW:ch

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PREFACE

Through the joint concentrated efforts of numerous law enforcement and criminal justice personnel and agencies, the Louisiana Commission on Law Enforcement has developed and adopted statewide criminal justice standards and goals. With the utilization of federal discretionary grant funding, the Commission set out with the ideals of reducing Louisiana's crime and improving the components of the criminal justice system. Employing numerous resources concerning criminal justice standards and goals, those standards and goals most applicable to the Louisiana Criminal Justice System were selected, studied, and in some cases adopted.

In this volume of the Louisiana Criminal Justice Standards and Goals Publication, the standards and goals regarding law enforcement are discussed. Information regarding law enforcement manpower, training, information systems, and communications is provided.

This volume is divided into two sections, Louisiana Criminal Justice System Goals and Law Enforcement Standards. Accompanying each standard and goal is a brief description, which provides definitions, background, and areas of impact or controversy which are attributable to the standard's or goal's implementation.

In addition, index charts offering a cross-referencing of interrelated standards are included in the Appendix.

CRIME IN
LOUISIANA

INTRODUCTION

One of the most serious problems confronting society today is the seemingly uncontrollable phenomenon of crime. Through much study and documentation, information regarding the scope and pattern of the Louisiana crime situation has been gathered and compiled. From this information, it has been determined that Louisiana, through its state, federal, and local criminal justice system agencies and through the activities of its citizenry, can reduce the incidence of crime.

In an effort to formulate and direct the strategy to reduce crime in Louisiana, certain quantifiable goals have been established and prioritized. The goals chosen for the reduction of each type of index crime, excluding larceny/theft, are based on forecasts determined by utilization of the trends of crime since 1960. Since the Federal Bureau of Investigations' Uniform Crime Reports are the only source of information available regarding crime in Louisiana during the period of time, 1960-1973, projections to 1980 and each preceding year were computed using a series of mathematical equations. On the basis of

projected trends, measurable quantities for crime and delinquency reduction were selected. Ultimately, the goals were prioritized by the members of the Commission on Law Enforcement.

For other areas of crime considered important by the Commission, another method was employed due to the lack of any valid data on which accurate forecasts could be made. In the case of juvenile delinquency, the major portion of the available data concerns arrest statistics and institutional information. In addition, since there is no uniform system of documentation regarding juvenile offenses, no trend information is available. For this reason, the number of juvenile arrests for 1974 is the basis for the juvenile delinquency reduction goal. In addition, the fact that the number of juveniles is on the decrease, as indicated by a slowing down of the birthrate, was considered. Similarly, the involvement of juveniles in index crime was also a determining factor.

The determination of the goal for larceny/theft

provided another problem. Due to the changes in the definition of theft by UCR, data prior to 1973 is uncomparable to any information concerning 1973 and after. Thus, no reliable forecast could be determined. Information obtained from the Louisiana Criminal Justice Information System (LCJIS), then, was utilized as the base rate of theft occurrences in Louisiana.

Because it is almost impossible to determine the incidence of activities relating to white collar crime, organized crime, and riots and terrorism, no attempt at predicting crime incidence was made. Similarly, no reduction of goal pertaining to volume of crime could be made. Thus, the only indicators available were activities within law enforcement and criminal justice agencies. Goals, then were determined on the basis of criminal justice system response to the occurrences of these types of crime.

In 1974, 184,289 index crimes were reported to LCJIS. Of these offenders reported, property crimes accounted for 86.3 percent of the reported crime. In addition, violent crimes totaled 25,253 offenses. Although the index crimes, murder, rape, robbery, aggravated assault, burglary, and theft, comprise only 31 percent of the total crime in the state, the time, dollars, and lives which they cost Louisiana each year is the factor which demands immediate attention. In order to prevent the continuation of such waste it is necessary for crime to be reduced.

CRIME AND DELINQUENCY
REDUCTION GOALS

CRIME AND DELINQUENCY
GOAL NO. 1

A. From a predicted rate of 1647.4 reduce the rate of burglary 17% by 1980 to 1367.3 burglaries per 100,000 population.

B. By 1980, reduce the rate of theft 10% from the 1974 base year total of 2480.6 thefts per 100,000 population.

C. From a predicted rate of 257.6 reduce the rate of robbery 12% by 1980 to 226.7 robberies per 100,000 population.

BURGLARY

During 1974, a burglary was reported every eight minutes, for a total of 68,708 known offenses. This represents 37.3 percent of the total number of index offenses reported. Although burglary is primarily an urban problem, all of the parishes in Louisiana reported incidence of burglary in 1974.

Between 1968 and 1973, burglary increased in Louisiana at a phenomenal rate of 40.6 percent,

according to UCR data. In addition to the problem caused by volume of crime alone, the monetary expense of burglary to Louisiana citizens has increased at a similar high rate. During the period 1969-1973, the value of property stolen has increased from \$4,284,650 to \$6,755,077, or 58.1 percent. In addition, burglaries of residence during daylight hours proves to be the most expensive type of burglary.

Not only is the crime of burglary recognized as an ever-increasing problem by criminal justice agencies, but it is also considered highly dangerous by the citizenry. According to a Gallup poll conducted late in 1972, one person in six does not feel safe in his own home at night. Although burglary is classified as a property crime rather than a violent crime, such a survey response regarding the crime is indicative of the fact that the fear of being burglarized is a vital concern of many American citizens.

Finally, the crime of burglary is predicted to increase 30 percent on the basis of its existing growth

rate. If such a pattern continues, burglary will attain a rate of 1647.4 per 100,000 population by 1980. For these reasons, burglary is a high priority reduction goal for Louisiana.

THEFT

Theft, according to Louisiana statutory definition, is the misappropriation of anything of value which belongs to another; this definition includes auto theft. In 1974, there were 90,328 reported thefts, accounting for 15 percent of the total offenses reported statewide. Although not considered as serious an offense as other index crimes, theft accounted for 49 percent of index crimes during the year.

Because of the change in the FBI definition of Larceny/Theft, comparisons of data prior to 1973 with 1973 data may be misleading. However, in spite of the alteration of definition, Louisiana experienced a definite increase over 1972--4 percent. Besides its sheer volume, theft places an extremely expensive burden on the citizens of Louisiana. Of the almost twenty-four million dollars of property value stolen in 1973, Larceny/Theft accounted for 66.5 percent. This figure is even more significant in light of the fact that it represents a 37 percent increase over 1966.

Theft, like burglary, is also most heavily concentrated in the state's urban areas. In 1974, according to LCJIS, the parishes of Caddo, Rapides, Lafayette, East Baton Rouge, Calcasieu, Jefferson, and Orleans accounted for 72 percent of the theft offenses in the state. However, other areas of the state do experience the effect of a crime as widespread as theft. Given the fact that 240 thefts occur daily in Louisiana, the Commission places strong emphasis on the crime.

ROBBERY

The crime of robbery, though classified as a violent crime is, in actuality, a transitional crime between property and violent crimes. With a total of 11,687 offenses reported in 1974, robbery represented two percent of the total offenses reported and 6.3 percent of reported index crime. Incidence of robbery in Louisiana impacts severely the citizenry of the state by instilling fear in its potential victim. In addition, projections based on FBI statistics indicate that by 1977 robbery could increase an additional 30 percent.

An additional important aspect of robbery is the lost property value. In 1973, the average value of lost property per robbery was \$333, representing a 53 percent increase over the average value in 1966. On the basis of total dollar value, robberies cost Louisianians \$1,292,286 in 1973, 236.7 percent more than in 1966.

Once again, robbery is a major problem of the urban areas of the state. Of great significance is the fact that Orleans and Jefferson parishes alone accounted for over 83 percent of the robbery offenses of the state in 1974. Four other urban parishes, East Baton Rouge, Calcasieu, Caddo, and Rapides, accounted for an additional 8.3 percent. Thus, over 90 percent of the Louisiana robbery problem is concentrated in six urban parishes.

The problem of robbery is recognized nationwide for its nature of providing for the possibility of offshoot crimes, such as murder. Thus, it is not surprising that in 1968 a Gallup poll indicated that 31 percent of the respondents felt unsafe to walk in their own neighborhoods at night. By 1972, the numbers had increased to 42 percent.

Judging from the 53.5 percent increase in robberies exhibited by Louisiana between 1968 and 1973, an additional increase of 30 percent would bring robbery to a rate of 257.6 per 100,000 population. With such an increased probability of more Louisiana citizens becoming victims of robbery, it is necessary for robbery to share first priority for crime reduction goals in Louisiana.

CRIME AND DELINQUENCY

GOAL NO. 2

A. By 1978, state and local white-collar crime units in Louisiana will double the number of cases initiated against persons involved in white-collar crime activities in the 1974 base year.

B. By 1980, reduce the rate of arrests for index crimes committed by juveniles in major urban areas 10% from the 1974 base year total of 685 arrests per 100,000 juvenile population.

C. By 1980, increase the rate of arrests made of narcotics manufacturers/distributors by 10% from the 1974 base year total of 165.3 arrests per 100,000 population.

WHITE COLLAR CRIME

The term "white collar crime" includes a large range of criminal activities: insurance frauds, computer larceny, embezzlement, corporate crime, consumer and commercial fraud, and combinations in restraint of trade. Although its specific impact has not been accurately determined, it has been estimated that "white collar crime/consumer fraud" costs the

nation \$40 billion annually.

While the public's attention is often directed to overt crimes of a violent nature, the covert crimes are broader in impact with longer lasting effects. In addition, the interaction between white collar crime and organized crime is known to flourish. Even recognizing these two factors, white collar crime remains difficult to detect, and once detected, difficult to prosecute. Thus, the full impact of "white collar crime" cannot be statistically determined nor can it be analyzed.

"White collar crime" is fortunately, being recognized as a major problem by Louisiana citizens. Indicative of this fact is the 30 percent increase in the number of calls received by the state's consumer protection agency in 1974. Such efforts should be continued in order to increase the public's support of the state's fight against "white collar crime."

Because of the difficulty in determining "white collar crime" activities in Louisiana, and because the

cost of white collar crime is certainly greater than economic losses from violent and property index crimes, the Louisiana Commission on Law Enforcement recommends that the reduction of white collar crime be a second priority goal.

JUVENILE DELINQUENCY

Recognizing the multi-faceted nature of juvenile delinquency, the Commission has established the reduction of juvenile involvement in index crimes as a second priority goal. In addition, since urban areas experience a greater rate of juvenile crime, concentrated reduction efforts are directed to these areas.

In 1974, there were over 9000 juvenile arrests for major crimes in Louisiana. Although information relative to these crimes is quite skeletal in nature, it can be determined that, in urban areas, between 30 and 40 percent of all major crimes were committed by the youthful offender. An even bleaker picture of juvenile delinquency is presented in statistics from Jefferson Parish which indicate that juvenile arrests have increased 61% in 1974. Juvenile involvement in the perpetration of index crime is emphasized by the fact that 53 percent of all crime commitments to the Juvenile Reception and Diagnostic Center in 1974 were for property crimes. In general, criminal justice agencies dealing with juvenile delinquents have experienced a 15 percent increase in their caseloads during 1974.

Based on the above information, the highest attention must be given to preventing juvenile delinquency in the area of index crime in Louisiana major cities.

NARCOTICS AND DRUG ABUSE

The so called "drug problem" although not an index crime is constantly in public view and continually surrounded by controversy. For this reason and statistical background provided below, the Commission has established narcotics and drug abuse as a second priority goal. Drugs, as defined by statute, are dangerous substances which possess the following

characteristics: 1) possess a potential for abuse; 2) may or may not have a currently acceptable medical use in treatment in the United States; and, 3) abuse of the substances may lead to psychological or physical dependence.

In 1974 there were 9,983 offenses reported to LCJIS of which marijuana offenses made up 64.4 percent. Overall drug offenses accounted for two percent of the total offenses statewide and four percent of the total arrests. The majority of offenses and arrests reported were for possession of drugs rather than for manufacture or distribution. In fact, 70.4 percent of the offenses reported and 62.6 percent of the arrests were for possession.

There are three important aspects of drug abuse which must be considered. Statistically, the drug problem is heavily concentrated in the major urban areas, with Orleans, Jefferson, and East Baton Rouge parishes accounting for 52.8 percent of the total offenses reported in the state. Another aspect of the problem is the number of juveniles who become involved in narcotics. Thus, the relationship to juveniles and drug abuse must be considered. A third factor to consider is the link between crime and the abuse of some drugs, particularly heroin. Although the relationship is not exactly understood, it was estimated by the National Commission on Marijuana and Drug Abuse in 1973 that a heroin habit costs the user \$7300 per year. Considering the fact that most addicts are from lower income levels, it seems safe to assume that most addicts cannot support their habits without the aid of criminal means. Such a possibility is indicated by the fact during 1974, there were 2,419 occurrences of drug usage in Louisiana's Department of Corrections adult institutions.

CRIME AND DELINQUENCY
GOAL NO. 3

A. From a predicted rate of 391.3 reduce the rate of aggravated assault 8% by 1980 to 360.0 aggravated assaults per 100,000 population.

B. From a predicted rate of 36.9 reduce the rate of rape 2.5% by 1980 to 35.9 rapes per 100,000 population.

C. From a predicted rate of 22.6 reduce the rate of homicide 5% by 1980 to 35.9 homicides per 100,000 population.

AGGRAVATED ASSAULT

In 1974, one aggravated assault offense occurred every 46 minutes, for a total of 11,354 offenses for the year. Of all the violent crimes, aggravated assault ranks second to robbery in terms of incidence rate. According to FBI statistics, aggravated assault has experienced a steady growth rate, 25 percent since 1968. Projections indicate that the rate for Louisiana is accelerating faster than the rate for the Southern Region of the United States. By 1977, Louisiana

could have a rate as high as 329.4 far exceeding the projections for the South, 287.7.

A study of trends for 1968-1973 indicates that Louisiana's SMSA's exhibit the highest rates for aggravated assault and have maintained a constant rate of increase of 17.1 percent over 1968. Another factor to note is that rural areas in the state have exhibited a 50 percent increase in the rate of aggravated assault over 1968. Still, the metropolitan area experiencing the greatest rate of aggravated assault since 1969 is Baton Rouge.

The crime of aggravated assault is one that is difficult to deal with regarding the activities of the criminal justice system, due to the fact that most aggravated assaults occur within family units and among neighbors and acquaintances. Similarly, convictions are very difficult to obtain in cases where the aforementioned relationships exist. Thus, assault as a third priority goal is an area of criminal activity of injury to person which, if ignored, could reach

391.3 per 100,000 population by 1980.

RAPE

In general, information regarding the number of rapes can be very misleading because of the vast number of offenses which remains unreported. Due to the victim's embarrassment, fear of exposure, or unwillingness to testify in a public court, many simply choose not to report the incident.

During 1974, 1372 rapes were reported in the state of Louisiana. This figure accounts for 0.2 percent of the total offenses reported in the state. However, the FBI estimates that two-thirds of the actual rapes remain unreported. Thus, a large gap in the knowledge of criminal justice agencies regarding the true extent of the problem remains.

Since 1968, the rate of rape has increased 36.6 percent, according to UCR information. In addition, estimates of crime to 1980 point to an additional increase of 18 to 20 percent. Thus, disallowing for better reporting, the rate for rape could reach 35.9 per 100,000 population by 1980. With a higher reporting rate for the crime, the rape rate could be considerably higher.

Thus, the Commission supports measures which deter rape incidence and places it as a goal for crime reduction. However, due to the crime's nature, being associated with passion and psychological disturbances, the Commission recognizes the difficulty of dealing with crime.

HOMICIDE

During 1974, there were 840 homicides reported in Louisiana, with a resultant 731 arrests. Even though this represents only 0.5 percent of the index crimes in the state the nature and seriousness of the crime establishes it as a definite problem statewide.

According to UCR data, Louisiana has experienced a higher homicide rate than the United States since 1968. In fact, Louisiana's homicide rate has experienced a 62.1 percent increase since 1968 as compared with a 36.8 percent rate for the nation as a whole.

Another aspect of the crime is its concentration in Louisiana's urban areas. Five major urban areas, Calcasieu, Jefferson, East Baton Rouge, Caddo, and Orleans, accounted for 61.2 percent of the state total in 1974. New Orleans alone accounted for 39.6 percent of the total.

The rate for homicide is expected to continue its upward trend. By 1977, the rate is projected to be 15.5 per 100,000 population as compared with its present 12.9 rate. To slow down this trend, it is necessary to reduce other crimes such as armed robbery, aggravated assault, and rape, from which homicide may be a tragic spin-off. Another aspect of the crime to be considered is the high incidence of homicides which result from deteriorating domestic situations.

The reduction of a crime such as homicide provides a massive task to law enforcement and criminal justice agencies. Due to the fact that the very cause of the crime encompasses many emotional situations, efforts directed at other crime should aid in the reduction of the serious crime of homicide. Through these activities, the crime of homicide can be reduced.

CRIME AND DELINQUENCY

GOAL NO. 4

By 1978 state and local organized crime units in Louisiana will double the number of cases made against persons involved in organized crime activities in the 1974 base year.

ORGANIZED CRIME

Organized crime is defined by Congress in the Omnibus Crime Control and Safe Streets Act of 1968 as "the unlawful activities of the members of a highly organized disciplined association engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loansharking, narcotics, racketeering, and other unlawful activities of members of such organizations." Because organized crime is a self-perpetuating conspiracy for power and profit which utilizes fear and corruption, and seeks immunity from the law, it is probably the single most threatening source of crime in the nation today.

At the state level, organized crime is, according to the Regional Organized Crime Information Center, carried on by an organized group of crime figures

known as the "Dixie Mafia." Approximately 500 persons have been identified who deal in large scale criminal activities. Although the actual scope of the activities in Louisiana is difficult to determine, estimates indicate that the profits from handbook, coin machine, and lottery operations alone total one billion dollars annually. In addition, there are indications that organized crime and its resources are infiltrating legitimate businesses resulting in losses in revenue to the state's business community.

Because the actual impact of organized crime is difficult to determine, the Commission believes that more persons involved in organized crime activities should be brought into the public's view. For this reason, it supports a goal to double the number of cases made against organized crime figures in the short time frame of four years.

CRIME AND DELINQUENCY

GOAL NO. 5

By 1977, adequately equipped and trained specialized units in all major urban areas will be available to effectively deal with potential acts of riots and terrorism.

RIOTS AND TERRORISM

Due to the public's fear of occurrences of riots and terrorist activities, the Commission supports the acquisition of highly trained and specially equipped units in urban areas to deal with potential acts of riots and terrorism. Although efforts to determine potential targets of persons involved in these activities are on-going the extent of the problem cannot be determined. However, it is known that some dissident groups, both black and white, have taken as their goal

the disruption and destruction of both the patterns of our democratic processes and the social order of the American people.

In Louisiana, Baton Rouge and New Orleans have experienced the violence such groups can invoke. In each case, the activities of just a handful of terrorists managed to tie up almost completely the efforts of local law enforcement agencies. At the present time, the criminal justice system has no unified coordinated approach to determine the activities of those groups which desire to undermine the government of the United States. Only through coordinated efforts can the violence of such groups be averted.

CONCLUSION

Crime in Louisiana provides a multi-faceted problem to law enforcement and criminal justice agencies. However, the Commission believes that, through concentrated efforts, Louisiana can substantially reduce the incidence of overall crime by 1980. In addition, those crimes which are so broad in scope can be better dealt with by improvements in the criminal justice system.

REFERENCES

- Louisiana Law Enforcement Comprehensive Plan, Fiscal Year 1976, Volume II, "Crime Analysis"
- Report of the Attorney General, Crime Statistics, January 1974 to December 1974.
- Crime in the United States, Uniform Crime Reports, 1968-1973.

**SYSTEMS
IMPROVEMENT
GOALS**

SYSTEMS GOALS

CRIMINAL JUSTICE SYSTEMS GOAL NO. 1

By 1980, the State of Louisiana will have a complete criminal justice information system at the State level, supplemented and supported by local information systems. This system will be capable of: (a) tracking the individual offender through the various components of the state's criminal justice system including re-entry within a five year period by use of a statewide Offender Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) System and the Correctional and Justice Unified Network (CAJUN); (b) analyzing statistical data at the state level for use by all criminal justice agencies; (c) providing necessary management and administrative information to state and local agencies and also of providing technical assistance to these agencies; (d) collecting all necessary data on crime and criminals from the various criminal justice agencies, through the Louisiana Uniform Crime Reports (LUCR); (e) providing judicial and prosecutorial information and statistics through the use of Statewide Judicial Information Systems (SJIS); (f) enabling high speed computer interfaces with regional state and national information systems through a statewide communications component.

COMMENTARY

In order to increase the effectiveness and efficiency of law enforcement, Louisiana should continue the development of a comprehensive criminal justice information system. There are several functional components which comprise this system.

The Offender Based Transaction Statistics System (OBTS) will provide data for a truly comprehensive study of the entire criminal justice process. This is done by collecting data using the individual offender as the unit of count and tracking that offender through the entire criminal justice process. In this manner, meaningful statistics can be developed for the entire criminal justice community.

The Statistical Analysis Center will function as the focal point of the criminal justice data for Louisiana. Briefly, the functions of SAC are: coordinate criminal justice statistics within Louisiana; analyze and interpret criminal justice data; provide for publication of data across criminal justice lines; and, provide data to state and local agencies to satisfy their planning and evaluation needs.

The Management and Administrative Statistics System is designed to collect and report criminal justice expenditures, employment, and resource data for state, regional, and local agencies. When fully implemented, the system will provide regular, systematic data on the characteristics of the work forces in law enforcement, courts, and corrections, comprehensive information on the quantity and quality of equipment for criminal justice, and information for the evaluation of the adequacy of the existing facilities.

The Louisiana Uniform Crime Reports component has the overall responsibility of collecting crime statistics from the state's law enforcement agencies. Eventually, LUCR will become the initial step in the OBTS since collected data is used by both systems.

The court subsystems component consists of the Statewide Judicial Information Systems, which will provide judicial and prosecutorial information and statistics.

In conjunction with the development of the total state information system, methods and procedures must be developed to insure the validity and comprehensiveness of the data gathered for storage within the system. This data base must fulfill the needs of the system components for management information such as project design, evaluation, and research materials, as well as provide information which can be rapidly retrieved to augment field operations of local law enforcement agencies.

CRIMINAL JUSTICE
SYSTEMS GOAL NO. 2

(A) By 1980, a minimum of eighty hours of formalized basic training and orientation will be provided all criminal justice personnel, excluding clerical in Louisiana.

(B) By 1980, some form of in-service training will be provided to employees of the criminal justice system, excluding clerical, at intervals of no more than three years.

(C) By 1977, all criminal justice personnel in Louisiana who have the authority to carry a weapon will have received basic weapons training and will be retrained at an interval no longer than three years.

(D) By 1978, revise pay scales for all criminal justice personnel in Louisiana to attract better educated and more competent personnel.

(E) By December 31, 1978, all criminal justice agency recruits, to the greatest extent possible, in Louisiana will possess a high school degree or its equivalent, excluding employees of correctional institutions.

COMMENTARY

In the state of Louisiana, there is a serious lack of training among criminal justice personnel in all areas. Almost half of all the sworn officers in the state (49.3%) have received no formalized basic training (This figure excludes the Louisiana State Police). In addition to this, 62.7% of all local law enforcement agencies do not even require any basic training for their personnel.

In local corrections, only 50% of all local jail and prison staffs have received any form of basic training, while no basic orientation is offered for probation and parole staffs. On the state corrections level, no basic orientation and training is required for 130 adult probation and parole officers or 80 juvenile probation and parole officers. Needless to say, mandatory in-service training programs for both law enforcement and corrections are virtually non-existent.

With regard to educational requirements requisite for employment, many local police agencies as well as corrections facilities do not require a high school education. There are neither any programs in the

secondary education curriculum to promote careers in law enforcement or criminal justice nor any widespread system of recruitment between university criminal justice programs and law enforcement agencies. This problem is compounded by the low pay scales that deter more highly educated personnel from entering the system.

At present, there is no mandatory requirement that criminal justice employees in Louisiana who are

authorized to carry weapons and execute police power have even minimum weapons training. This obviously debilitates the effectiveness and safety of law enforcement pointing to a need for mandatory weapons safety and proficiency training.

CRIMINAL JUSTICE SYSTEMS GOAL NO. 3

By 1980, there will be established in Louisiana a comprehensive communication network utilizing hardware purchased in bulk or at State contract prices, at regional or state level and hardware which conforms to uniform specifications insuring the acquisition of equipment capable of meeting the current and future demands in conforming with the present study underway.

COMMENTARY

There is a statewide need in Louisiana for a comprehensive communication network. The great majority of the law enforcement and criminal justice agencies in Louisiana are not realizing the full benefits which are to be derived through the

utilization of a coordinated communications network. The present system is comprised largely of obsolete hardware, which gives rise to congestion and slow response times. The acquisition of equipment, capable of meeting the present and future communications needs, is a necessary requisite toward developing an effective communications network. Efforts at improvement must be coordinated among all elements of the criminal justice system to insure the creation of networks which successfully interface.

**CRIMINAL JUSTICE
SYSTEMS GOAL NO. 4**

By 1978, a Criminal Justice Institute will be established in the State of Louisiana for the purpose of conducting research in the field of criminal justice agencies.

COMMENTARY

Although over 200 million state and federal dollars are spent annually in Louisiana for law enforcement and administration of criminal justice, not enough research is conducted to analyze the actual needs of the criminal justice system. Often, when research is done, the results are neither

published nor disseminated widely enough to reach the personnel within the system who might have a vital interest in the information. Furthermore, in many instances there is not a valid data base for effective research efforts. Clearly there is a need for research in all areas of the criminal justice system, particularly in those areas where the components of the system have overlapping responsibilities.

CRIMINAL JUSTICE SYSTEMS GOAL NO. 5

By 1978, a list of all available sources of technical assistance at both the national and the state level will have been compiled and disseminated to state and local criminal justice agencies.

COMMENTARY

Louisiana's criminal justice agencies have an extensive need for technical assistance, particularly in the areas of training and the structuring of filing systems. Space management and the design of forms and procedures are other areas in need of assistance.

The Courts have designated major problem areas as those relating to case management, administration, and records and information services. The district attorneys desire technical assistance in the areas of forms design and procedures, development of filing systems, case-time planning, and setting of case priorities while Indigent Defender Boards indicate

similar needs. The Department of Corrections has indicated decentralization as its major problem, with communications and personnel procedures as other areas of need.

There presently exists no central clearinghouse at the state level to coordinate requests for and the delivery of services. In addition, little information is available to criminal justice agencies regarding the scope and source of technical assistance services.

CRIMINAL JUSTICE SYSTEMS GOAL NO. 6

By 1978, the State of Louisiana will have developed the capability, at a state level, for the evaluation and monitoring of criminal justice agency activities.

COMMENTARY

The Louisiana Commission on Law Enforcement awards an average of 550 separate grants each year. During any given month, approximately 1650 projects are active. The determination of project effectiveness and project impact within the criminal justice system is necessary if duplication is to be avoided and positive results realized. In addition, the Commission must be furnished current and detailed information concerning funded projects which will enable them to make decisions relative to continuation funding, implementation of new

projects, and future-year planning. This necessary information relative to project performance can only be generated through the use of modern evaluation and monitoring techniques. In past years, activities in this area have been minimal because of a lack of evaluation and monitoring ability in the State Planning Agency. The evaluation and monitoring capabilities should be designed to provide the information necessary for decision-making in all of the following areas: (1) planning and setting of priorities; (2) continuation funding; (3) new project implementation; and, (4) define necessary changes in ongoing projects.

CRIMINAL JUSTICE
SYSTEMS GOAL NO. 7

By 1978, validated selection and recruitment policies and mechanisms will be completed and in use by Louisiana's various criminal justice agencies at the State and local level for continuing manpower development within these agencies.

COMMENTARY

Recent Equal Opportunity Commission and various federal court rulings have severely affected the ability of criminal justice agencies in Louisiana to recruit and select the most qualified personnel while still providing an active minority recruitment effort.

In addition, these rulings have hampered the ability of Louisiana criminal justice agencies to increase their professionalism by providing incentive promotional and pay benefits for better education and training. Louisiana, therefore, should develop a formalized system of criminal justice manpower development, recruitment, and selection.

**CRIMINAL JUSTICE
SYSTEMS GOAL NO. 8**

By 1980, the Louisiana SPA and the various components of Louisiana's Criminal Justice System will be provided the capability to carry out comprehensive planning in the criminal justice area.

COMMENTARY

The aim of this goal is to promote coordinated criminal justice planning and research throughout Louisiana. Due to the fact that over 900 criminal justice agencies operate in the state, there are

virtually no existing planning and research efforts in a majority of the parishes. What efforts are ongoing are fragmented and incomplete. Thus through activities associated with accomplishment of this goal, a better directed system of planning and research will be developed.

LAW ENFORCEMENT

GOALS

**LAW ENFORCEMENT
GOAL NO. 1**

By 1977, it should be required that all commissioned law enforcement personnel empowered to make arrests and carry firearms while performing their duties, should complete a Basic Training Course within the first twelve months of initial assignment.

COMMENTARY

In today's complex society, police officers must receive the best preparation possible. The most efficient way to provide a police officer with the knowledge and skills he will need once he begins his duties is to establish a mandatory Basic Training Course. Presently, 49.2 percent of the sworn police officers in Louisiana have received no formalized basic training; in addition, 62.7 percent of the local agencies do not even require basic training for their officers. It is clear that Louisiana needs a formalized

basic training and orientation program for its law enforcement personnel.

In order that the basic training program be an effective means of training police officers, it is advisable that a permanent committee on Training and Education be established. This committee should be established under the auspices of the Louisiana Commission on Law Enforcement.

In establishing a basic training program, a minimum number of hours of formal training and education should be established. Once this minimum level is achieved, the agencies can continue to build and experiment with further basic training and various educational approaches. The curriculum employed during the basic training should include

such topics as the following: Introduction to the Criminal Justice System, Law, Human Values and Problems, Patrol and Investigation Procedures, Police Proficiency and Administration. These topic areas are by no means complete, but they are intended to guide the development of the basic curriculum within the six principal areas of concentration. As a program increases, and more efficient learning methods are used, the program can introduce additional academic subjects.

Mandatory basic training can assure the public of a minimal training level for all police officers. Additional training and job development can be based on this basic training. The powers of arrest and the potential for injury and death are too great to allow policemen to practice their profession without adequate training.

LAW ENFORCEMENT
GOAL NO. 1B

By 1977, it should be required that all criminal justice personnel authorized to carry weapons while in course of their duties shall complete a firearms use and training course in the proper handling of firearms. Beginning January 1, 1977, all new recruits should be required to demonstrate proficiency in the use of firearms prior to first duty assignment.

COMMENTARY

Although relatively few officers ever have occasion to fire their sidearms in the performance of duty, they must nevertheless always be prepared to do so; their lives or the lives of others may depend on their shooting proficiency.

Presently, there is no mandatory requirement that criminal justice employees in Louisiana who are authorized to carry weapons and execute police

power have even minimum weapons training. Minimum criteria for training in weapons safety and proficiency should be established. The Louisiana State Legislature should be encouraged to adopt formalized criteria.

Although proficiency in the use of firearms is important, emphasis must also be placed on training every officer when he may shoot. Every officer, before he is permitted to carry a firearm, should be thoroughly trained in the law, as it applies to the use of force and the agency's shooting policy.

LAW ENFORCEMENT GOAL NO. 2

By 1977, eight (8) regional training academies to which all commissioned law enforcement officers will have access should be provided.

COMMENTARY

Due to the high percentage of law enforcement officers in Louisiana who have received no formalized basic training, it is important that basic training is made available within Louisiana to these officers. One way to achieve this is to establish Regional Training Academies. These regional facilities would insure that the officers of the rural areas, as well as those of the urban areas, will receive police training.

For these training facilities to be effective in the statewide training of law enforcement officers, it would be advisable that a state training commission be established. It would be the duty of the commission to certify the training academies, advise

the academy administration on how to maintain high standards, and inspect and evaluate the training academies on a continuing basis. Standardized minimum curricula should be established in the training academies. In adopting these minimum standards of curriculum content, the training academies should award certification only upon successful completion of that curriculum.

Standard 16.2 recognizes the need for police training academies and expresses the need for standardization of the content and duration of the training programs. In line with these suggestions is the adoption of quality control measures recommended by Standard 16.6. This would insure that the training performance objectives are met. Standard 16.7 stresses the idea of regionalism in the establishment of these training academies. These facilities are established in order to provide training programs to

all law enforcement officers, especially those in rural areas who normally would not have access to any type of formalized training.

LAW ENFORCEMENT

GOAL NO. 3

By 1977, 40 hours of compulsory, job-related in-service training will be provided annually through intra-agency programs, professional associations, law enforcement institutes, or other recognized criminal justice training programs.

COMMENTARY

Presently, there are virtually no mandatory and systematic in-service training programs in Louisiana. Very few officers in the State have received any advanced training. Because of the deficiency in this area, formalized and systematic in-service training programs should be developed in Louisiana. In-service training promotes employee effectiveness by providing training to update and improve job knowledge and skills. When this training is made

available and convenient, it is readily sought by police agencies.

The Regional Training Academies should be encouraged to provide in-service training programs, in addition to their basic training programs. These in-service training programs should include a periodic recertification of basic job skills.

Standard 16.5 addresses itself directly to the topic of in-service training. This standard suggests that 40 hours of in-service training annually should be provided by every police agency. It is also realized in this article that there is a need for decentralization training; suggestions are made as to how this may be achieved.

LAW ENFORCEMENT

GOAL NO. 4

By 1979, assistance should be encouraged and provided to all law enforcement agencies serving a population of greater than fifty thousand people (50,000) in developing and implementing a sound information system to generate management data and facilitate crime analysis statistical research and reporting.

COMMENTARY

A majority of all law enforcement agencies within Louisiana lack a valid data base relative to their workload and other internal operational procedures as well as sufficient expertise to provide management and operational procedural revisions in response to available workload indicators. Also, Louisiana's information systems are presently incapable of categorizing raw crime data into modes which can be utilized as management tools. This lack of a comprehensive and valid statistical data base severely limits both planning capabilities and research and

evaluation efforts. Because of these deficiencies, any attempt in improving the entire system through long-range planning in crime control, prevention, and rehabilitation are impossible.

A complete criminal justice information system, supplemented by local information systems, should be established at the state level. This data base should be designed to fulfill the needs of the system components for management information. For this informational system to be fully effective, it is necessary that it provide such management information as project design, evaluation, and research materials. As a valid data base is attained, system analysis capability must be developed for management usage. There should be a coordination of the development of the information systems in the state to allow for rapid retrieval and dissemination of data.

Standards 24.1, 24.2, and 24.3 address themselves to the topic of informational system. These standards recommend the establishment of uniform police reporting of criminal information, the establishment of a record system that collects crime data and

records operational activities, and the establishment of a cost-effective, compatible information system to collect, store, and retrieve information moving through the police agency.

LAW ENFORCEMENT

GOAL NO. 5

By 1980, there should be provided a forensic crime-analysis laboratory with the necessary equipment and personnel to perform complete criminalistic and forensic science evidence analysis. Louisiana should also provide by 1980 one regional or satellite laboratory situated according to equitable agency use, within each law enforcement planning district. The Caddo-Bossier CJCC and the Northwest District, due to their close proximity, should use one regional or satellite laboratory.

COMMENTARY

Due to the increasing sophistication of crime and the complexities of legal requirements, there is a continuing increase in the demand for investigative support in the form of prompt evidence analysis as an identification aid in the apprehension of suspects. The police agencies should be provided with a system which provides for unquestionable evidence collection, analysis and preservation. Presently, Louisiana's existing criminalistic and forensic science

laboratories are inadequate to meet existing and projected demands. The five existing facilities and the one satellite lab located in Louisiana are of such a limited nature that they serve only the immediate urban areas in which they are located. The State Police Crime Lab in Baton Rouge provides services, when possible, to the remaining parishes in the state.

Louisiana needs a geographical distribution of crime labs throughout the state to provide reasonable and timely access to all agencies in the state. There should be established in Louisiana a central laboratory with the technical equipment and scientifically trained personnel to perform all types of criminalistics and forensic science analysis, and with adequate staffing and equipment at satellite labs to provide those services most commonly required by law enforcement agencies.

Standard 12.3 recognizes the need for the establishment of a consolidated criminal laboratory

system. This standard sets out criteria for the establishment of this system. This article sets out requirements as to personnel, requiring employees who deal with scientific analyses or testing to hold a bachelor degree in chemistry, criminalistics, or some related field. This standard also suggests that a

reporting system providing certain information be established. Standard 12.2 provides for the certification of these crime labs. This standard states that minimum standards for certification should be set by an administering agency.

LAW ENFORCEMENT
GOAL NO. 6

By 1977, it should be required that all applicants for a "sworn" law enforcement position, possess a minimum educational level of a high school degree or its equivalent.

COMMENTARY

Presently, in Louisiana there are many local police agencies which do not require a high school education as a minimum requisite for employment. 10.7 percent of all sworn police officers in the state do not have a high school education. Minimum educational criteria for criminal justice personnel in Louisiana should be established. At this time, a high school degree or its equivalent should be established as the minimum education requirement. For a totally effective police officer, it is necessary that he possess a certain degree of knowledge in order to communicate and work in today's society.

Standards 13.4 and 15.1 are cognizant of the need for the establishment of minimum educational requirements for police officers. Both state that a State commission empowered with the development and enforcement of state minimum mandatory standards for the selection of police officers should establish educational requirements in the selection of individuals to serve as police officers.

LAW ENFORCEMENT GOAL NO. 7A

By 1979, feasibility studies on the possible consolidation of police services in (1) major urban areas, and (2) rural areas where the majority of law enforcement services are provided by the Sheriff's Office should have been completed.

COMMENTARY

It is common in Louisiana for a parish to have one sheriff's office and one or more municipal police departments. As a result, several problems have developed, such as duplication of law enforcement efforts, duplication of equipment acquisition, duplication of data reporting and confusion over jurisdiction in certain instances. This duplication of law enforcement efforts is costly. The result is a utilization of more tax revenues than would be utilized if one agency served each area. Consolidation offers more effective law enforcement at reduced cost. Consolidation seems to be a solution; however, there are realistic, practical political objections to

consolidation. Therefore, a study of the existing law enforcement agencies within the state should be conducted to determine the advantages and disadvantages of consolidation. This study should determine if the best interest of the residents of Louisiana would be served by consolidation.

Standard 5.2 deals with the problem caused by more than one law enforcement agency serving an area. It recommends that there be interagency cooperation with and joint participation in police services.

LAW ENFORCEMENT
GOAL NO. 7B

By 1980, law enforcement agencies will be provided with the requisite manpower and equipment to accomplish the following:

(1) Provide specialized personnel and units to increase the capability to reduce the incidence of index crimes and increase index clearance rates by 5%;

(2) To upgrade the effectiveness of the overall law enforcement process to prevent and reduce criminal activities so that response time to emergency calls in urban areas will be three minutes in emergency situations and twenty minutes in routine matters; in rural areas response time to emergency and routine calls will be no more than 45 minutes.

COMMENTARY

According to recent statistics, no more than 50 percent of the total number of sworn law

enforcement personnel available in Louisiana are assigned to deal directly with the volume of offenses reported in the state. As the volume of crime increases, the demand for police services increases, as does the need to expand personnel resources and requisite equipment to meet these demands. To meet these increasing demands, there is a need for the acquisition of personnel and equipment to upgrade the effectiveness of law enforcement services.

The Louisiana clearance rate of index crimes during 1974 was 22 percent. Most law enforcement agencies lack the necessary resources and capabilities to address the existing scope, extent and sophistication of the type of crimes being committed. Evidence requirements of the courts have become more specific and necessitates skillful investigative procedures to attain conviction. Specialized units and equipment are necessary to achieve the capabilities required to cope with specialized crime problems.

Therefore, special enforcement units comprised of well-qualified, trained and equipped officers to augment the work of regular personnel should be provided.

LAW ENFORCEMENT
GOAL NO. 8

By 1980, technical assistance to 50 of the state's law enforcement agencies to conduct surveys for the improvement and modernization of agency organization, management, and operation, should be provided.

COMMENTARY

According to a 1975 survey, the Louisiana criminal justice agencies exhibited an extensive need for technical assistance. The consensus of law enforcement departments throughout the state indicated that assistance was most needed in the areas of training, management, and organization. Governmental agencies and private organizations provide many sources of technical assistance; however, no central clearinghouse is available at the

state level to coordinate requests for the delivery of services. A comprehensive plan to provide technical assistance to criminal justice agencies is needed.

Related to this is standard 9.4. This standard recommends that specialists should be provided to assist local police agencies on their request. Standard 11.1 also follows this line of thought in that the standard recommends the use of professionals outside the police service who have special expertise. Standard 12.1 recommends the availability of specially trained evidence technicians to the law enforcement agencies.

COURTS

GOALS

COURTS
GOAL NO. 1

By 1980, the period from arrest to the beginning of trial for those who are denied any form of pre-trial release should not exceed three months. For those who are released prior to trial, the period from arrest to the beginning of trial should not exceed:

- a. Eight (8) months where the defendant is charged with a felony; or
- b. Five (5) months where the defendant is charged with a misdemeanor.

COMMENTARY

Although the great majority of criminal prosecutions in Louisiana do not involve an adversary determination of guilt or innocence that occurs at the formal trial of a criminal case, the trial process remains a matter of vital importance in the state's criminal justice system. However, the present criminal

trial process in Louisiana is inflicted with many problems. One of the most chronic and well-publicized of these problems is the long waiting period a defendant faces between arrest and ultimate disposition at trial.

Chapter 4 of the Courts Volume addresses this problem and seeks to substantially reduce the time delay between arrest and verdict. Particular emphasis is placed on pre-trial delay, delay in actual trial process, and the procedural framework for processing of accused persons to minimize delays. There are several interests served by the prompt processing of criminal cases. In addition to the defendant's interest in obtaining a prompt forum as guaranteed by the sixth amendment, society is also benefited. Prompt disposition serves the public's interests in incapacitating those who have committed crimes by insuring that the pretrial liberty of a defendant is

kept at a minimum. Moreover, the closer that punishment follows the crime, the greater the deterrent effect of the punishment upon the defendant.

The Commission feels that compliance with this goal through implementation of standards will greatly

aid in reducing the delays now inherent in the criminal trial process. The target date of 1980 will allow adequate time for the required legislation and procedural mechanism to be incorporated into the Louisiana Criminal Justice System.

COURTS
GOAL NO. 2

By 1978, a uniform method for the delivery of indigent defense services with adequate compensation for defense attorneys will be in effect on both the trial and appellate level.

COMMENTARY

The task of providing public representation to indigent defendants has increased tremendously in recent years, due, in part, to the increased functions and responsibilities that defense counsel must perform as a matter of constitutional mandate. The right to counsel is no longer limited to any defendant charged with a serious criminal offense; the Louisiana Constitution guarantees the right to counsel in all cases where the defendant may be incarcerated as a result of the charges brought against him.

In addition, the right to counsel is not merely limited to the trial. Indigent defense lawyers are now involved in the investigatory stages of a criminal case, in appeals, and to some extent in collateral attacks upon convictions and proceedings within the correctional process.

Presently, Louisiana lacks an effective, organized indigent defender system although the Constitution mandates the availability of such programs throughout the state. The problems involved in the implementation and funding of statewide defender programs are numerous and complex. However, the Commission feels that the 1978 target date allows an adequate amount of time to establish a uniform method for the delivery of indigent defense services.

COURTS

GOAL NO. 3

By 1980, screening and diversion programs will be in operation in every major urban area throughout the State.

COMMENTARY

Screening and diversion are complementary programs capable of playing a significant role in Louisiana's efforts to reduce crime. Strict definitions have been troublesome, but screening can be defined as a pre-trial decision to permanently halt all formal proceedings against an individual involved in the criminal justice system. Although similar, diversion refers to the utilization of threats or possibility of prosecution for a criminal offense to encourage an accused to participate in some type of rehabilitation program.

To date, most Louisiana jurisdictions have not fully exploited the many benefits to be derived by use of screening and diversion programs. (See 1976 Comprehensive Plan, Statistical Analysis, Prosecution, Table Nine). The goal of the Commission is to change the present situation by requiring all major urban areas in the State to have screening and diversion programs in operation by 1980.

Pretrial diversion represents a substantial step toward expediting the rehabilitation of adult misdemeanants and felons. Likewise, both society and the accused have an abiding interest in having appropriate individuals screened out of the criminal justice system. The Commission wholly endorses the concepts of screening and diversion, and believes that

implementation of these standards and goals will greatly aid in the reduction of crime throughout the State.

COURTS
GOAL NO. 4

By 1980, Release on Recognizance programs will be in operation in one-half of the Judicial Districts in the State, and by 1985, participation by private bail bond agencies in the pre-trial process will be eliminated.

COMMENTARY

Bail historically has been used to insure the appearance of an adult defendant at the time of trial. When bail is used, the court actually delegates the decision about release to a professional bondsman. Although bail may be set, the bondsman is not required to write the bond. If he refuses to do so, the defendant cannot be released.

The Commission feels that attempts to insure appearances at trial by creating a financial incentive

are of little value, other than to provide a source of income for private bondsmen. Research has shown that most defendants can be released on nothing more than their promise to reappear at a designated time and place. Presently, Louisiana law permits the court to release a person in custody based upon his personal bail undertaking without need of a surety or special security (See LCCrP Article 336). The Commission recommends that maximum use be made of ROR programs and that by 1980 such programs be in operation in one-half of the judicial districts in the State. A secondary thrust of the goal is to eliminate, by 1985, reliance on private bail-bonding agencies as a means of securing an accused's release before trial.

Maximum expansion of ROR programs will require the development of criteria for selecting those

who can safely be released in this manner. Adequate facilities must be made available for the obtaining and verification of the necessary information from arrested persons. The Commission strongly favors a

policy of pre-trial release and believes that implementation of this goal will substantially aid in the improvement of Louisiana's criminal justice system.

**ADULT CORRECTIONS
GOALS**

CORRECTIONS
GOAL NO. 1

By 1985, decentralization will have been effectively completed, with the establishment of at least four smaller state correctional facilities, including one for psychiatric evaluation and treatment, located near major urban areas. Each facility will provide both institutional rehabilitative programs and access to community-based programs. This will insure the reduction of the population of Angola by at least 50%.

COMMENTARY

The provisions of this goal are outlined in Chapter 8, as well as in Objective 6.1, Total System Planning. It is hoped this will alleviate the overcrowding at Angola, provide smaller, better equipped facilities with access to community resources and the resultant acquisition of better treatment and training programs and services.

CORRECTIONS
GOAL NO. 2

By 1982, regional multi-parish prisons, with appropriate rehabilitative programs operating within, will be established in each of the eight planning districts. Local jails will be utilized as detention facilities only.

COMMENTARY

Due to the often poor conditions and non-uniform standards which characterize local jails, the development and expanded use of regional or

multi-parish prisons has been encouraged. This would allow for more uniform conditions, better staffing and resources, and limit the local "lock-ups" to short term detention. At present, there are three multi-parish prisons operating, with one under construction to serve the large, metropolitan Orleans Parish area. This goal encourages wider use of these facilities and further construction of others.

CORRECTIONS
GOAL NO. 3

By 1982, a network of community-based treatment facilities will be established in each metropolitan area with a population greater than 75,000. These facilities will serve both state regional institutions and multi-parish prisons.

COMMENTARY

The value of maintaining the offender's ties with his family and the community has received widespread recognition. Community-based treatment centers should receive newly committed inmates as an alternative to confinement and should also serve as a

point of reentry into society for confined offenders in pre-release programs. Where deemed necessary, these centers should provide special purpose programs such as alcohol detoxification, urine surveillance, restitution, work and/or study release, group and individual counseling, and technical and vocational training. Through the intervention of treatment and rehabilitation services, these centers should address themselves to the reduction of the overall recidivism rate within the state.

CORRECTIONS
GOAL NO. 4

By 1979, there will be one properly equipped trained, and supported probation and parole officer for every 50 clients.

COMMENTARY

In addition to the services they provide for offenders, adult officers are responsible for a number of investigative duties, including intake, presentence, pre-release, post-release plans, as well as court reports.

Probation and parole services should be expanded until the increased demand for investigations is satisfied and the caseload per officer goal of 50 is realized. These expanded services should not only utilize the tools of caseload differentiation and specialization in the drug and alcohol area, but should also be oriented toward crime specific investigation and supervision.

CORRECTIONS
GOAL NO. 5

By 1985, the recidivism rate of 50-plus% within the state system will be reduced to 35% or lower.

COMMENTARY

Through the provision of additional institutional rehabilitative services, and non-institutional

rehabilitative services, it is anticipated that the recidivism rate will drop. Through expanded vocational training programs and community programs for reentry, offenders returning to society will be provided viable alternatives to crime.

CORRECTIONS
GOAL NO. 6

By 1978, recidivism rates from local and regional institutions will be available and standardized.

COMMENTARY

In order to evaluate the effectiveness and success of correctional programs, standardized, complete statistical information on recidivism rates is required.

The development of a uniform comprehensive reporting system must include data on recidivism from local and regional institutions in order to complete the correctional picture in planning for the future, judging existing programs, and coordinating state crime statistics.

JUVENILE JUSTICE
GOALS

JUVENILE JUSTICE

GOAL NO. 1

By 1980, there will be a Code of Juvenile Procedure. The Code of Juvenile Procedure will establish the process of adjudicating a juvenile and thereby clarify and provide uniformity in handling juveniles as they move throughout the system.

COMMENTARY

There are gross inequalities of justice in the disposition of juvenile cases. In several cases, the United States Supreme Court has ruled that juveniles as persons are protected by the rights and guarantees

of the Constitution. As such, they are entitled to due process and equal protection of the law. Standard 8.1 recognizes this problem and recommends that a Code of Juvenile Procedure be drafted with the cooperation of the Louisiana Law Institute. A Code of Juvenile Procedure should be drafted in an effort to provide uniformity in the procedures for handling juveniles and to assure juveniles are protected under due process and equal protection, as provided for by the Constitution.

JUVENILE JUSTICE

GOAL NO. 2

By 1980, there will have been established a number of community-based, residential treatment facilities with limited capacity, to provide an additional 400 juvenile offenders with alternatives to incarceration in Louisiana's Training Institutes.

COMMENTARY

Due to recent legislation, only those children alleged to have committed a delinquent act may be held in detention. Also, as of January 1, 1976, only those children under thirteen who have committed a delinquent act that would have been a felony if committed by an adult can be committed to the Department of Corrections. As a result of these laws, a large number of juveniles who are committed to the Department of Corrections and held in detention at LTI's will have to be provided with an alternative to incarceration.

Community-based, residential treatment facilities would provide a place for those juveniles under the

age of thirteen who committed an act that would not be considered a felony in an adult's case (status offenders, and mentally retarded offenders). These facilities would also provide shelter-care for those juveniles who come to the attention of the court for non-delinquent acts.

In the establishment of community-based residential treatment facilities, the Division of Youth Services is required, by statute, to develop or assist in the development of an approved regional system of shelter-care facilities and licensed community-based, residential, child-caring facilities. Additionally, the Division of Youth Services is required to establish comprehensive training programs for employees of public and private agencies providing services for delinquent children, children in need of supervision, and for the prevention of delinquency.

Standard 10.1 addresses itself to the need for establishing community-based, residential treatment

facilities. As expressed in this standard, it is believed that existing structures in the community should be utilized, when feasible, for these facilities. This standard, also, sets up criteria that should apply for newly constructed or renovated facilities.

At the present time, child caring facilities are licensed, but no criteria exist for the variety of programs and personnel involved. It is recommended in Standard 10.2 that a centralized state agency be given the authority to promulgate standards and to

license community-based residential treatment facilities. This would aid in assuring that all of these facilities are provided with qualified personnel and are maintaining effective rehabilitative programs.

JUVENILE JUSTICE

GOAL NO. 3

By 1980, all of Louisiana's Training Institutes will have implemented rehabilitative treatment programs for juveniles. In addition, all of the LTI's will establish special programs for 1) the treatment of juveniles with drug abuse problems; 2) mentally retarded offenders; 3) emotionally disturbed offenders; 4) volunteers; and 5) placement of juveniles leaving the institution.

COMMENTARY

The high recidivism rate at Louisiana's Training Institutes makes it apparent that the LTI's are not providing effective rehabilitative programs. In reducing the recidivism rate, it will be necessary for LTI's to provide special programs to deal with the problems of juveniles relating to drug abuse, mental retardation, emotional disturbance, placements, etc.

In stressing the establishment of rehabilitative programs for LTI's, Standard 4.1 provides for certain modalities of treatment. For these to be effective, it

is necessary that the LTI's be provided with personnel who are familiar with correctional treatment modalities. Also, the staffing of counselors and personnel for psychological/ psychiatric testing and evaluation would be of substantial benefit in providing the modalities of treatment suggested.

As to the care of emotionally disturbed and mentally retarded delinquents, Standard 5.1 provides an alternative to the establishment of special programs for these children. This standard suggests that these delinquents should not be placed in LTI's. In addition, the state should develop specialized facilities to deal with these types of delinquents.

An important area in which LTI's are presently not providing proper services is that of placement of juveniles upon release from institutions. There is a very limited amount of counseling of juveniles when they are released from the LTI's. Standard 4.2 recommends that counseling programs be established

to help ease the transition of the juvenile from the institution to the community.

JUVENILE JUSTICE
GOAL NO. 4

By 1980, Louisiana will have 200 bed spaces available for the non-secure custody of juveniles who are runaways, truants, incorrigibles, or in general, children in need of supervision.

COMMENTARY

As the result of recent legislation, status offenders and children in need of supervision will no longer be able to be held in detention. The state will have to provide facilities for these juveniles. Since these

juveniles have not committed any crime and are not, due to said legislation, to be considered delinquents, they should be provided for in non-secure facilities, which would be more conducive in helping these children return to society.

JUVENILE JUSTICE
GOAL NO. 5

By 1980, there will be a regional system of detention facilities throughout the State with uniform criteria for procedures, personnel, and programs.

COMMENTARY

The Division of Youth Services is required by law to develop or assist in the development of a regional system of approved detention facilities. Standard 2.1 sets out standards for the construction or renovation of these facilities. It is stated in Standard 2.2 that

these facilities should be concerned with the rehabilitation of juveniles in an effort to deter them from future delinquent acts rather than providing "jail therapy." As provided for in Recommendation 2.1, a centralized state agency should be given the authority to promulgate standards and to license these detention facilities.

JUVENILE JUSTICE
GOAL NO. 6

By 1980, one-half of Louisiana parishes (32) will have access to an agency that will provide at least referral and counseling services for juveniles.

COMMENTARY

Standard 3.1 provides for the establishment of Youth Service Bureaus as a central coordinator of community services. In addition, Standards 3.3 and 3.4 state that Youth Service Bureaus should also provide referral services. These bureaus should be

independent locally operated agencies that provide services to all young people in the community, as provided in Standards 3.2 and 3.3. Standard 3.5 states that Youth Service Bureaus should have full-time staff who have qualifications to provide the needed assistance to the juveniles in the community. The funding of the Youth Service Bureaus should be a joint effort of local and state resources, as provided for in Standard 3.6.

JUVENILE JUSTICE
GOAL NO. 7

By 1980, the number of properly trained juvenile probation officers performing field work will be increased by 50% from 132 to 198 and probation and parole services will be provided to 90% of all courts having juvenile jurisdiction in the State.

COMMENTARY

Since juvenile delinquency is an increasing problem and since the recidivism rate is of relatively high proportion, it is necessary to provide for effective care and supervision of juveniles upon their release from juvenile institutions. The Division of

Youth Services is required by statute to provide services for those children placed on probation. One method of providing for increases in the number of juvenile probation officers performing field work and the amount of probation and parole services would be to provide sufficient clerical support staff. To do so would relieve the probation officers of the quantity of paperwork that must be completed, and allow them more time to engage in field work.

JUVENILE JUSTICE
GOAL NO. 8

By 1980, there will be juvenile police officers, or regular officers trained in the juvenile area for all law enforcement agencies with over ten sworn officers.

COMMENTARY

The workload of police officers handling juvenile complaints is of significant proportions. There is a statewide shortage of juvenile police officers, particularly in the rural areas. There has been an

increase in juvenile cases handled by the courts, and, as a result, an increase in the number of juvenile delinquency complaints handled by the police. It is apparent that there is a need to increase the number of trained juvenile police officers, particularly for the rural areas of the state.

COMMUNITY CRIME
PREVENTION
GOALS

COMMUNITY CRIME PREVENTION STATEMENT OF PRINCIPLE

The Commission strongly supports efforts to educate and inform the public about the criminal justice system in order to increase community participation in the fight against crime.

Since few attempts have been made to provide the public with valid information and education relative to the various types of crime, a large segment of the general public is unaware of the methods individuals and communities can utilize in the prevention of crime. The public should be informed of methods of prevention regarding all facets of crime including consumer fraud, drug abuse, and juvenile delinquency. Louisiana Standards and Goals, Community Crime Prevention book, contains a chapter which concentrates on programs for education of adults. The recommendations in this chapter elaborate on several viable proposals which would aid in the educational process of adult citizens.

Recommendation 1.1 suggests that all public facilities be made available to the entire community as centers for human resource and adult education

programs. The proposal in Recommendation 1.2 is that school authorities should take affirmative action to achieve more realistic training and detention policies for the professionals and paraprofessionals they employ. Informing the public is the theme of Recommendation 1.3, which states that local government should permit radio and television stations to cover official meetings and public hearings on a regular basis.

The Commission suggests in Recommendation 1.4 that state and local government agencies encourage, through use of the media, greater participation in public hearings. Recommendation 1.5 maintains that a central office of complaint and information should be established wherever local governments and agencies provide many and diverse services to populations of 100,000 or more. The establishment by local news media, of regularly scheduled and continuing Action Line programs is proposed in Recommendation 1.6.

Standard 3.1 in Louisiana Standards and Goals

Police section states that every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime. Law enforcement agencies could enhance the possibility of crime prevention by providing information which would lead to the arrest and conviction of criminal offenders. These agencies should also facilitate the identification and recovery of stolen property. Increased liaison between law enforcement agencies and industry in security efforts is expedient to crime prevention.

Louisiana Court Standard 10.3 states that the court should pursue an active role in educating and informing the public concerning the functioning of the court. In order to accomplish the goal of public education, each court should appoint a public information officer to provide a liaison between courts and the news media. The judiciary and bar should also work together to educate the public regarding law and courts.

COMMUNITY CRIME PREVENTION

GOAL NO. 1

By 1978, Police-Community Relations Units will be established in metropolitan areas with a population of over 50,000.

COMMENTARY

Police-Community Relations Units should be an integral part of the effort to increase public understanding of the roles and responsibilities of the various agencies of the criminal justice system. Louisiana Police Standards and Goals include several standards and recommendations which focus on increased public education relative to the police role. The importance of communication between law enforcement and citizens is also emphasized in these standards.

Law Enforcement Standard 1.4 stresses that every law enforcement agency should recognize the significance of bilateral communication with the

public and, in addition, should constantly seek to improve its ability to determine the needs and expectations of the public. After needs and expectations are identified, they should be acted upon. The public should then be informed of the resulting policies developed to improve delivery of law enforcement services. The theme of Law Enforcement Standard 1.5 is that every law enforcement agency should immediately take steps to insure that every officer has not only an understanding of his role, but also an awareness of the culture of the community in which he works. Law Enforcement Standard 1.6 also emphasizes public understanding of the law enforcement role by proposing immediate establishment of programs to inform the public of the agency's defined law enforcement function.

Law Enforcement Recommendation 1.1 states that every law enforcement chief executive should

cooperate with the news media in disclosing public information, subject to the necessity to preserve evidence, in order to guard the constitutional rights of the general public and of persons accused of crimes. In addition to cooperating with the news media, every law enforcement agency should implement procedures to facilitate the reception and investigation of complaints alleging employee

misconduct. Law Enforcement Standard 19.2 emphasizes that complaint procedure should insure that the agency's chief executive or his assistant is made aware of every complaint without delay and that complete records of complaint reception, investigation, and adjudication be maintained.

COMMUNITY CRIME PREVENTION

GOAL NO. 2

By 1980, in metropolitan areas with a population of 50,000, programs which aid citizens who come in contact with the criminal justice system such as victims, witnesses, and jurors in understanding their role and the Criminal Justice System in general will be established.

COMMENTARY

One intrinsic facet of an effective public education program is an explanation of the court's function in the criminal justice system. Victims, witnesses, jurors, and public laymen should be informed of their respective roles in the court system. In addition to understanding their specific roles, the public should be supplied with a workable knowledge of the general operation of the courts.

Court Standard 10.2 addresses the need for public

education in stating that facilities and procedures should be established to provide information concerning court processes to the public and participants in the criminal justice system. Information services that would provide explanations about the criminal justice system to the public laymen, witnesses, jurors, and defendants should be established.

Witnesses should be further assisted by allowing them to request information relating to cases or court appearances in which they are involved. Each jury panel should be instructed by the judge, prior to its member sitting in any case, concerning its responsibilities, conduct, and the proceedings of a criminal trial. Each juror should then be given a handbook that restates these matters.

Law Enforcement Standard 3.1 refers to the need

for public understanding of law enforcement and public participation in this phase of the criminal justice process. Since victims and witnesses encounter law enforcement prior to any other entity in the criminal justice system, they should be aware of their role in this area. (See also Law Enforcement Standards 1.4 and 1.6 in Law Enforcement Goal Commentary.)

COMMUNITY CRIME PREVENTION

GOAL NO. 3

By 1980, organized drug abuse education in all public schools will be established.

COMMENTARY

Education must be the fundamental element of any comprehensive drug abuse prevention program. In order to accomplish drug abuse prevention, parents and teachers should assume the roles of educating and informing youth about drugs in the early stages of a child's life. Information should be presented without scare techniques or undue emphasis on the authoritarian approach. Parental efforts should be encouraged before a child enters school and teachers should receive special training in drug prevention education techniques.

There is also a need for schools to develop family life curricula that are not focused on drugs alone. The emphasis here should be enhancing self-understanding, intra-family relationships, and the role of the family in society. If schools deal with these subjects from the earliest grades, drug use and abuse would become just one more area to be understood and thereby would be stripped of its more sensational aspects.

COMMUNITY CRIME PREVENTION

GOAL NO. 4

By 1980, Rape Counseling and Assistance Projects will be established in every urban area and any other area with an incidence of rape higher than twenty-five per 100,000 population over a two-year period.

COMMENTARY

Because "Rape Crisis Centers" perform a valid function in dealing with the crime of rape, they should be established in jurisdictions which have a high incidence of rape. These counseling and assistance centers should be staffed by competent personnel trained to give information on the medical, legal, and emotional problems caused by rape.

Rape Counseling and Assistance Projects should offer the following services: 1) information on local

procedures for reporting rape assaults to the police, coroner, and district attorney; 2) over-the-phone counseling for victims and their families and friends; 3) referrals for follow-up medical care, counseling, and protection; 4) self-defense classes and suggestions on how to protect home and person; and 5) escort services that enable personnel to support a rape victim through the criminal justice process. "Rape Crisis Centers" should continue their endeavors to change the attitudes of police, district attorneys, and the general public by distributing information and education about rape to the community-at-large.

CONTINUED

1 OF 3

**LAW ENFORCEMENT
STANDARDS**

CHAPTER 1

THE LAW ENFORCEMENT ROLE

The day to day activities of police officers involve considerable decision making, since any decision to make an arrest or referral or to use force has a profound effect on the public an officer serves.

He is as accountable for his actions as the judges or corrections officials who have deliberated for months. Thus, a law enforcement officer is forced to make decisions rapidly, decisions which could have ramifications.

Because a law enforcement officer's role is so broad in nature, he must clearly understand complex social and legal relationships to be effective. Besides being a part of the community he serves and part of the government which provides the base to his authority, a law enforcement officer is also part of the criminal justice system that determines what course will be pursued in the deterrence of law-breakers.

Presently, Louisiana law enforcement agencies do not provide any written policy defining the law enforcement role. The state law enforcement agency attempts to define the law enforcement officer's role in its academic lectures. The Louisiana State Police Agency feels that the role of the law enforcement officer is to maintain public peace within the law and to provide the services where resources allow.

Because law enforcement officers are the element of the system with which the public has the closest

contact, they are often blamed for failures in the other components of the system. Because of this relationship, public confidence in the criminal justice system depends to a large extent on the trust that the citizenry has in its law enforcement force. Without the cooperation of a substantial portion of the public, law enforcement and other components of the criminal justice system can not control crime. Therefore, the ultimate goals which the law enforcement role is directed toward is instilling greater public trust in law enforcement and preserving the peace in a manner consistent with the freedoms secured by the Constitution. These fundamental purposes of instilling trust and preserving the peace are duties of Louisiana's law enforcement agencies which are done daily. While other non-enforcement services are also provided to persons in need, these duties should be performed by other agencies.

Louisiana's law enforcement agencies' communication with the public is limited. The State Police agency employs a Public Relations Officer, who serves as an official liaison between the news media and the agency.

Effective and efficient law enforcement management requires that law enforcement agencies restrict themselves as much as possible to the provision of services that directly or indirectly serve to achieve these basic objectives. The only present restrictions on the Louisiana State Police Agency are those that are statutory in nature and those

prescribed by the U. S. Constitution.

Once established by the governing authority, an agency's law enforcement role should be put in writing so that law enforcement employees have a model and members of the public have a standard by which to measure law enforcement performance. This

policy should be a flexible one, adjustable to local conditions; however, the policy should guide the operational decisionmaking of the police officers. In Louisiana there is no formal, comprehensive policy statement to establish limits on law enforcement discretion.

STANDARD 1.1

THE LAW ENFORCEMENT FUNCTION

The chief executive of every law enforcement agency shall immediately develop written policy, based on policies of the governing body that provides formal authority for the law enforcement function, and should set forth the objectives and priorities that will guide the agency's delivery of law enforcement services. Agency policy should articulate the role of the agency in the protection of constitutional guarantees, the enforcement of the law, and the provision of services necessary to reduce crime, to maintain public order, and to respond to the needs of the community.

1. Every chief executive should acknowledge that the basic purpose of law enforcement is the maintenance of public order and the control of conduct legislatively defined as crime. The basic purpose may not limit the law enforcement role, but should be central to its full definition.

2. Every chief executive should identify those crimes on which law enforcement resources will be concentrated. In the allocation of resources, those crimes that are most serious, stimulate the greatest fear, and cause the greatest economic losses should be afforded the highest priority.

3. Every chief executive should recognize that some government services that are not essentially a law enforcement function are, under some circumstances, appropriately performed by law enforcement. Such services should include those provided in the interest of effective government or in response to established community needs. A chief executive:

a. Should determine if the service to be provided has a relationship to the objectives established by the law enforcement agency. If not, the chief executive should resist that service becoming a duty of the agency;

b. Should determine the budgetary cost of the services;

c. Should inform the public and its representatives of the project effect that provision of the service by law enforcement will have on the ability of the agency to continue the present level of enforcement services;

d. If the service must be provided by the law enforcement agency, it should be placed in perspective with all other agency services and it should be considered when establishing priorities for the delivery of all law enforcement services;

e. The service should be made a part of the agency's law enforcement role until such time as it is no longer necessary for the law enforcement agency to perform the service.

4. In connection with the preparation of their budgets, all law enforcement agencies should study and revise annually the objectives and priorities which have been established for the enforcement of laws and the delivery of services.

5. Every law enforcement agency should determine the scope and availability of other government services public and private social services,

and develop its ability to make effective referrals to those services.

COMMENTARY

If the overall goal of law enforcement could be narrowed to a single objective, it would be to "preserve the peace in a manner consistent with the freedoms secured by the Constitution." The measures taken to insure that the laws protecting these rights are obeyed and that violators apprehended are often the responsibilities of the law enforcement system. While maintaining the peace remains the primary purpose for law enforcement, law enforcement exists to overcome the threat of criminal activity and reduce the associated fear. Due to differing community expectations and requirements, the methodology for this system of law enforcement varies throughout the country.

Because the role of law enforcement has expanded and become more diverse as society has become more complex, many additional demands are being placed on law enforcement officers. Among these varied functions are included dealing with alcoholics and the mentally ill, providing ambulance service, handling stray animals, and providing numerous other services. Due to the broad types of duties performed by law enforcement officers, the

establishment of written definitions of the law enforcement role and subsequent procedures which satisfy questions of what enforcement and non-enforcement services will be performed by law enforcement officers is necessary.

The responsibility for law enforcement and its services are dealt with by local, parish, and state governing bodies and therefore, it is unrealistic to establish objectives for all law enforcement agencies through a statewide definition. The assessment of objectives and priorities of functions to be performed should be undertaken by the chief law enforcement executive. In addition, the chief law enforcement executive should seek assistance in this task from elected officials within the jurisdiction. Since such officials often determine the resources and activities of other related elements of the criminal justice system, their support is imperative to the operation of a successful agency.

✓STANDARD 1.2

LIMITS OF AUTHORITY

Every law enforcement chief executive immediately should establish and disseminate to the public and to every agency employee written policy acknowledging that law enforcement effectiveness depends upon public approval and acceptance of law enforcement authority. This policy at least:

1. Should acknowledge that the limits of law enforcement authority are strictly prescribed by law and that there can be no situation which justifies extra-legal law enforcement practices;

2. Should acknowledge that there are times when force must be used in the performance of law enforcement tasks, but that there can be no situation which justifies the use of unreasonable force;

3. Should acknowledge that in their exercise of authority, law enforcement must be accountable to the community by providing formal procedures for receiving both commendations and complaints from the public regarding individual officer performance.

a. There will be appropriate publicity to inform the public that complaints and commendations will be received and acted upon by the law enforcement agency;

b. Every person who commends the performance of an individual officer in writing will receive a personal letter of acknowledgement; and

✓c. Every allegation of misconduct will be investigated fully and impartially by the law enforcement agency, and the results made known to the complainant or the alleged victim of law enforcement misconduct.

4. Should provide for immediate adoption of formal procedures to respond to complaints, suggestions, and requests regarding law enforcement services and formulation of policies. These procedures should at least stipulate that:

a. There will be appropriate notice to the public acknowledging that the law enforcement agency desires community involvement;

b. The public will be involved in the development of formal procedures as well as in the policies that result from their establishment; and,

c. Periodic public surveys will be made to elicit evaluations of law enforcement service and to determine the law enforcement needs and expectations of the community.

COMMENTARY

Standard 1.2 recognizes the need for every law enforcement agency to establish written formal limitations of power that can be utilized in the delivery of law enforcement services. Such limitations encourage law enforcement agencies and personnel to deliver their services in a manner consistent with the highest principles of a free society. Law enforcement officers must conduct themselves in a mode that stimulates community support for the system and the officer. Nothing damages community confidence in law enforcement more than an officer's disrespect towards a civilian, his use of unjustified force in the performance of duties, or unlawful acts committed by any law enforcement officer. A document enumerating the bounds of authority serves as a model for each officer to abide by and a comparative

base for the community to use in evaluating an officer's performance.

Accountability of the officer and the agency to the community for the activities of an officer should be expedient and just. Complaints or commendations concerning departmental policy or personnel should be forwarded to a responsible individual or unit that investigates and answers each report. This procedure should be brought to the community's attention and maintained in an easy, informal manner so that those

persons desiring to make reports will not be hampered by unnecessary red tape.

Personal restraint on the use of force by law enforcement officers should be stressed in all stages of law enforcement training and duty. It is recommended that the minimum amount of force reasonably necessary to cope with a situation be used. Also, all complaints involving an alleged use of unjustified force immediately be investigated by superiors with a full report of the facts being given to the public.

STANDARD 1.3

LAW ENFORCEMENT DISCRETION

Every law enforcement agency should acknowledge the existence of the broad range of administrative and operational discretion that is exercised by all law enforcement agencies and individual officers. That acknowledgement should take the form of comprehensive policy statements that publicly establish the limits of discretion, that provide guidelines for its exercise within those limits, and that eliminate discriminatory enforcement of the law.

1. Every law enforcement chief executive should have the authority to establish his agency's fundamental objectives and priorities and to implement them through discretionary allocation and control of agency resources. In the exercise of his authority, every chief executive:

a. Should seek legislation that grants him the authority to exercise his discretion in allocating law enforcement resources and in establishing his agency's fundamental objectives and priorities;

b. Should review all existing criminal statutes, determine the ability of the agency to enforce these statutes effectively, and advise the legislature of the statutes' practicality from an

enforcement standpoint; and

c. Should advise the legislature of the practicality of each proposed criminal statute from an enforcement standpoint and the impact of such proposed statutes on the ability of the agency to maintain the existing level of law enforcement services.

2. Every law enforcement chief executive should establish policy that guides the exercise of discretion of law enforcement personnel in using arrest alternatives. This policy:

a. Should establish the limits of discretion by specifically identifying, insofar as possible, situations calling for the use of alternatives to continued physical custody;

b. Should establish criteria for the selection of appropriate enforcement alternatives;

c. Should require enforcement action to be taken in all situations where all elements of a crime are present and all policy criteria are satisfied;

d. Should be jurisdiction-wide in both

scope and application; and

e. Specifically should exclude offender lack of cooperation, or disrespect toward law enforcement personnel, as a factor in arrest determination unless such conduct constitutes a separate crime.

3. Every law enforcement chief executive should establish policy that limits the exercise of discretion of law enforcement personnel in conducting investigations, and that provides guidelines for the exercise of discretion within those limits. This policy:

a. Should be based on codified laws, judicial decisions, public policy, and law enforcement exercises in investigating criminal conduct.

b. Should identify situations where there can be no investigative discretion; and

c. Should establish guidelines for situations requiring the exercise of investigative discretion.

4. Every law enforcement chief executive should establish policy that governs the exercise of discretion by law enforcement personnel in providing routine peacekeeping and other law enforcement services that, because of their frequent recurrence, lend themselves to the development of a uniform agency response.

5. Every law enforcement chief executive should formalize procedures for developing and implementing the foregoing written agency policy.

6. Every law enforcement chief executive immediately should adopt inspection and control procedures to insure that officers exercise their discretion in a manner consistent with agency policy.

COMMENTARY

The type of law enforcement service that a community receives is tremendously affected by the decisions made by the chief law enforcement executive and the officers on the streets regarding whether to arrest, search, or do nothing. Both law enforcement executives and line officers participate in a daily determination of the emphasis of applying law and order to the community. The chief does so through the administrative resolutions which originate in his office; and, the line officer accomplishes his task through his decisions concerning the handling of suspected law violators.

Although it would be desirable to have the ordinances and statutes explicitly defined in an effort to simplify enforcement, laws and statutes are generally complex, with different interpretations being arrived at by individuals. Also, the line officer does not have ample time to reflect on a legal background; he may have to interpret the multitude of federal, state, and municipal laws that presently exist. However, the line officers enforce these laws and statutes each day, applying the knowledge he has gained and following the procedural guidelines that have been handed down by superiors.

Therefore, discretion represents a determination of enforcement priorities. In establishing priorities, there should be an establishment of enforcement policies to provide some clarification to the meaning of the law. These policies should be openly adopted, reduced to writing and applied in a nondiscriminatory manner. In regards to the establishment of policies, state and local governments should determine broad policy, then vest the police chief executive with the formal authority and administrative flexibility to establish objectives and priorities in the determination of enforcement policies.

STANDARD 1.4

COMMUNICATING WITH THE PUBLIC

Every law enforcement agency should recognize the importance of bilateral communication with the public and should constantly seek to improve its ability to determine the needs and expectations of the public, to act upon those needs and expectations, and to inform the public of the resulting policies developed to improve delivery of law enforcement services.

1. Every law enforcement agency should immediately adopt policies and procedures that provide for effective communication with the public through agency employees. Those policies and procedures should insure:

a. That every employee with duties involving public contact has sufficient information with which to respond to questions regarding agency policies; and

b. That information he receives is transmitted through the chain of command and acted upon at the appropriate level.

2. Every law enforcement agency that has racial and ethnic minority groups of significant size within its jurisdiction should recognize their law enforcement needs and should, where appropriate, develop means to insure effective communication with such groups.

3. Every law enforcement agency with a substantial non-English-speaking population in its jurisdiction should provide readily available bilingual employees to answer requests for law enforcement services. In addition, existing agency programs should be adapted to insure adequate communication between non-English-speaking groups and the police agency.

4. Every law enforcement agency with more than 400 employees should establish a specialized unit responsible for maintaining communication with the community. In smaller agencies, this responsibility should be the chief executive's, using whatever agency resources are necessary and appropriate to accomplish the task.

a. The unit should establish lines of communication between the agency and recognized community leaders and should elicit information from the citizen on the street who may feel that he has little voice in government or in the provision of its services.

b. The unit should be no more than one step removed from the chief executive in the chain of command.

c. The unit should identify impediments to communication with the community, research and devise methods to overcome those impediments, and develop programs which facilitate communication between the agency and the community.

d. The unit should conduct constant evaluations of all programs intended to improve communication and should recommend discontinuance of programs when their objectives have been achieved or when another program might more beneficially achieve the identified functional objective.

COMMENTARY

Standard 1.4 calls for a concerted program whereby law enforcement agencies reinforce bilateral exchanges of communications with the community. Since law enforcement services are a necessary

component of society, not an element separate and apart from it, a loss of trust and communication between citizens and their law enforcement officers makes a difficult task become impossible.

It is recommended that local governments and law enforcement agencies increase their efforts to involve the citizens in the criminal justice process through the creation, or enlargement of existing programs, of police-community relations units. Through this means, the public's attitudes towards law enforcement, whether positive or negative, can be considered and appropriate measures be taken to

remedy problems.

The line officer, through daily contacts with citizens, has a great opportunity to improve communications with the public. If well-informed of problems in the community, he is in a position to provide information to other law enforcement personnel. In addition, the line officer can be a vehicle for supplying the public with information concerning law enforcement policies and procedures, thus enlightening the community with respect to the actual workings of an agency.

STANDARD 1.5

LAW ENFORCEMENT'S UNDERSTANDING OF ITS ROLE

Every law enforcement agency should immediately take steps to insure that every officer has an understanding of his role, and an awareness of the culture of the community where he works.

1. The procedure for developing policy regarding the law enforcement role should involve officers of the basic rank, first line supervisors, and middle managers. Every law enforcement employee should receive written policy defining the law enforcement role.

2. Explicit instruction in the law enforcement role and community culture should be provided in all recruit and in-service training.

3. The philosophy behind the defined law enforcement role should be a part of all instruction and direction given to officers.

4. Middle managers and first line supervisors should receive training in the law enforcement role and thereafter continually reinforce those principles by example and by direction of those they supervise.

5. Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role. Promotion and other incentives should be based on total performance within the defined role, rather than on any isolated aspect of that role.

COMMENTARY

A law enforcement officer's understanding of the expected accomplishments in the course of his duties is an important element in the proper and efficient discharge of his responsibilities. Due to the increasing demands being placed on law enforcement officers, opinions vary among law enforcement and individual private citizens as to whether law enforcement officers should be expected to provide social services in addition to regular law enforcement responsibilities. Hence, to respond properly to these changing demands, law enforcement officers should be informed of the role of law enforcement within the community.

Because the line officer is the member of the

criminal justice system who has daily contact with the public, his understanding of law enforcement's role will provide a foundation upon which decisions can be made when specific guidelines pertaining to a

situation do not exist. Through the comprehension of the fundamental tasks of law enforcement, the quality of law enforcement will be greatly improved.

✓STANDARD 1.6

PUBLIC UNDERSTANDING OF THE LAW ENFORCEMENT ROLE

Every law enforcement agency immediately should establish programs to inform the public of the agency's defined law enforcement role. These programs should include, but not be limited to, the following:

1. Every law enforcement agency should arrange for at least an annual classroom presentation by a uniformed officer at every public and private elementary school within its jurisdiction.

a. The content of the presentation should be tailored to the learning needs of the students; however, each presentation should include a basic description of the law enforcement role.

b. Every agency should work through the school to develop a basic study unit to be presented by the teacher prior to the officer's arrival, and every officer assigned to a school visit should be provided with prepared subject matter to be reviewed prior to making his visit.

2. Every law enforcement agency, where permitted by local conditions, should participate in government and civic classes offered in local evening adult schools and community colleges.

3. With agency resources, where available, or in cooperation with employee organizations or local civic groups, every law enforcement agency should develop or participate in youth programs including scouting and other athletic or camping activities.

a. All such programs should be designed to provide officers and young people with the opportunity to become personally acquainted with each other.

b. Every officer participating in youth programs should be provided with written material describing the objective of the program and its relationship to the law enforcement role.

4. Every law enforcement agency should accept invitations for officers to speak to business and civic organizations. Efforts should be made to provide speakers in response to every reasonable request and to coordinate the speaker's ability and background with the intended audience.

5. Every law enforcement agency should inquire into the availability of public service resources from advertising and communication organizations to assist in developing support for the agency and its program.

6. Every law enforcement agency should hold an annual open house and should provide other tours of law enforcement facilities and demonstrations of law enforcement equipment and tactics when appropriate to create greater public awareness of the law enforcement role.

COMMENTARY

Because law enforcement officers often perform

under circumstances which could invoke public misunderstanding of law enforcement activities, law enforcement officials and line officers must utilize every opportunity to inform the public of the role of law enforcement and the procedures involved. Often, the rights of a law enforcement officer cause public apprehension. However, when the public understands and appreciates law enforcement, it can better judge when law enforcement exceeds the boundaries of its authority.

The emphasis of this is placed on programs which involve local law enforcement in school and civic programs. Through speaker programs in schools and community organization meetings, and through annual "open-house" tours of law enforcement facilities, the public can be made aware of both law enforcement's function and the citizens' role in controlling crime. All public education and information programs must be designed to fulfill the needs of the individual community.

Another aspect of informing the public of law enforcement is the improvement of relations between neglected, minority, and if possible, delinquent children. Through concentrated efforts with respect

to such persons, closer working relationships between these children and their parents and the law enforcement agency can be generated. In addition, these types of programs provide excellent opportunities for establishing and maintaining closer liaison with the community and discovering community problems.

Effective improvements in the public's understanding of the law enforcement role require careful planning and preparation in the educating of officers with respect to law enforcement's role. To be improved, the relationship between community and law enforcement must first be clarified. The resulting improvements in community support and cooperation will be evidence of success in fulfilling these tasks.

✓ RECOMMENDATION 1.1

NEWS MEDIA RELATIONS

Every law enforcement chief executive should cooperate with the news media in presenting public information.

Every law enforcement chief executive, or his specifically designated agency employee, should respond to inquiries from the media, subject to the necessity to preserve evidence, to prevent interference with law enforcement investigations and operations, and to protect the constitutional rights of the general public and of persons accused of crimes.

COMMENTARY

A well-informed public is essential to the existence of a democratic nation. To effectively

exercise his rights in this country, a citizen must be aware of current events and the state of the government under which he lives. A free press serves the public by supplying needed information, stimulating thought, and providing a medium for expression. To keep the public well informed, crime, its results, and the efforts by law enforcement agencies to combat it are all matters of public concern.

Policy should be established by each law enforcement agency executive that delineates the role that news media has in the preservation of freedoms and the activities of law enforcement agencies. This policy should encourage line officers to respond to questions which do not jeopardize investigations or

the rights of the accused or the public. Where warranted, the chief law enforcement executive should seek to enroll the assistance of a public

information officer to handle announcements and responses to matters and questions generated within the community.

CHAPTER 2

ROLE IMPLEMENTATION

The role of law enforcement personnel and the law enforcement agency should be established by the law enforcement chief executive consistent with reasonable public expectations and formulated to insure conformity with the governing authorities policies. This chapter outlines the policy and role of the agency and the law enforcement officer in the community. Once formulated, the policy must be generated to attain a more efficient agency. Policy should be developed by the law enforcement chief executive since he is ultimately responsible for the performance of the agency.

Exemplary of his responsibility for policy development, the Louisiana State Police Unit Commander formulates short range goals for his unit, e.g., reduction of accidents through selective enforcement and increased public service. However, there are no provisions made for long range goals. The Chief Executive of the Louisiana State Police has established written policy guidelines for all State

Police employees.

To disseminate the policy, a system of communications must be utilized so that information can be provided to all levels of the agency and the community. This system should allow personnel in key positions to determine the degree to which the agency is accomplishing its purpose and should permit them to take any necessary remedial action.

The Louisiana State Police Agency provides for staff inspections which help provide the law enforcement chief executive with the information he needs in evaluation of the agency's operation.

The chief executive should have a full understanding of the problems and the resources of this agency. Only with this understanding can the chief executive set appropriate goals and objectives which will best utilize available budgetary allocations and personnel resources.

✓
STANDARD 2.1

DEVELOPMENT OF
GOALS AND OBJECTIVES

Every law enforcement agency immediately should develop short- and long-range goals and objectives to guide agency functions. To assist in this development, every unit commander should review and put into writing the principal goals and objectives of his unit.

1. Every law enforcement agency and every unit within the agency should insure that its goals and objectives are:

- a. Consistent with the role of the law enforcement as defined by the agency's chief executive;
- b. Responsive to community needs;
- c. Reasonably attainable;
- d. Sufficiently flexible to permit change as needed; and,
- e. Quantifiable and measurable where possible.

2. Every law enforcement agency should provide for maximum input both within and outside the agency in the development of its goals and objectives. It should;

- a. Create an atmosphere that encourages unrestricted submission of ideas by all employees regardless of rank; and,
- b. Establish methods to obtain ideas from a variety of organizations and individuals outside the agency.

3. Every law enforcement agency and every unit within each agency should publish and disseminate its goals and objectives to provide uniform direction of employee efforts.

4. Every law enforcement chief executive should require every unit commander to make a periodic review of unit goals and objectives and submit a written evaluation of the progress made toward the attainment of these goals. Annually, in conjunction with the budget preparation, every law enforcement chief executive should provide for review and evaluation of all agency goals and objectives and for revisions where appropriate.

COMMENTARY

In providing for efficient law enforcement operations, one of the most challenging and complex tasks which must be performed is the establishment of goals and objectives designed to guide the functions of the agency.

While the primary goal of every law enforcement agency and officer should be the securing of a society free from crime and disorder, such a monumental task will never be accomplished. However, it is an all-encompassing concept toward which all of an agency's measures and priorities are directed.

Goals and objectives, in this context, address themselves to any problems encountered or anticipated by law enforcement agencies. Goals and objectives are defined as follows: GOAL -- "a statement of broad direction, general purpose or intent," and OBJECTIVE -- "desired accomplishment which can be achieved within a time specific." To

determine agency goals and objectives, several sources of input are available. The law enforcement chief executive must utilize information provided by elected officials, the general public, and agency employees. In this way, the law enforcement chief executive can obtain a consensus of the problems that exist in the jurisdiction and what difficulties will be encountered in remedying these situations.

Reasonable goals and objectives will provide direction in the accomplishing of the agency's tasks,

STANDARD 2.2

ESTABLISHMENT OF POLICY

Every law enforcement chief executive immediately should establish written policies in those areas of operations in which guidance is needed to direct agency employees toward the attainment of agency goals and objectives.

1. Every law enforcement chief executive should promulgate policy that provides clear direction without necessarily limiting employees' exercise of discretion.

2. Every law enforcement chief executive should provide for maximum participation in the policy formulation process. This participation should include:

a. Input from all levels within the agency--from the level of execution to that of management--through informal meetings between the law enforcement chief executive and members of the basic rank, idea incentive programs, and any other methods that will promote the upward flow of communication; and

b. Input from outside the agency as appropriate--from other government agencies, community organizations, and the specific community affected.

3. Every law enforcement chief executive should provide written policies in those areas in which direction is needed, including:

and knowledge to individual officers as to what priority of services is expected. A comparative base for the public to evaluate agency performance through the years and a method of achieving solutions through the efficient deployment of personnel and resources will also be provided.

a. General goals and objectives of the agency;

b. Administrative matters;

c. Community relations;

d. Personnel procedures and relations;

e. Personal conduct of employees;

f. Use of support services.

COMMENTARY

Every law enforcement chief executive should develop and enunciate general policy guidelines that give law enforcement personnel guidance for coping with common situations that affect the philosophy and intentions governing the agency. Development of agency policy should be accompanied by chief executive consultation with elected officials of the jurisdiction, agency personnel, interested and informed citizens of the community, and personnel from other local agencies.

The written policy distributed to members of the staff and public will serve as a guide for the officer in the management and solution of events and situations that occur daily. Through this formalized policy, employees will be provided with direction and insight into the attainment of agency goals and objectives,

thereby aiding the public's understanding of an officer's actions through the awareness of law enforcement commitments.

Policy is not a statement of what must be done in each particular situation; rather, it is a statement of

guiding principles which should be followed in agency-related activities. Underlying established policy are ethics and experience, the desires of the community, and the legal and statutory requirements of the jurisdiction.

STANDARD 2.3

INSPECTIONS

Every law enforcement agency should immediately establish a formal inspection system to provide the law enforcement chief executive with the information he needs to evaluate the efficiency and effectiveness of agency operations.

Every law enforcement chief executive should implement routine scheduled and unscheduled inspections of all personnel, material, and operations.

COMMENTARY

Staff inspections of line personnel and equipment are essential elements of the management control process and should be used to insure the proper

function of law enforcement operations and personnel. In order to be effective, procedure inspections should be carried out on a continuous basis, with infractions of agency policy dealt with accordingly. However, inspections should be used as a tool to furnish information and recommendations to superiors rather than as a method of disciplinary proceedings. The goal for inspection is to increase the effectiveness of the agency and its personnel. Compliance with regulations should be noted and commendations be given for individuals that perform in an exemplary fashion.

CHAPTER 3

DEVELOPING COMMUNITY RESOURCES

Even today, community resources remain the greatest existing untapped source of crime prevention. Through the public's intervention in community activities, crime opportunities can be reduced and obstacles placed before the potential offender to deter crime in Louisiana. However, the success of public relations and community involvement depends upon the recognition of the fact that crime is a social problem as well as a law enforcement problem.

In Louisiana, many persons have become personally involved in crime prevention by giving their time and efforts. Citizens are backing legislation to improve police functions, attending meetings to point out problems and solutions, and developing and implementing neighborhood watch programs which encourage citizens to report suspicious circumstances in their neighborhoods to law enforcement. However, there are no formal programs in the Louisiana State

Policy Agency to actively include the public in the prevention of crime.

Faced with the mounting crime problems and budgetary allocations many law enforcement agencies in Louisiana are re-assessing their roles in crime prevention and are becoming more conscious of the need to fully utilize every available resource. Educating members of the public to what they might do in order to deter criminal opportunities is a new facet of the law enforcement role, but one which the future portends a useful function. There is much each person can do to reduce crime without ever attending a meeting or receiving instruction. Each day he can lock his doors and windows when he leaves home and can make a list of his personal property serial numbers. He can, in these and other essentially effortless ways, protect himself against crime.

✓ STANDARD 3.1

CRIME PREVENTION

Every law enforcement agency should immediately establish programs that encourage members of the public to take an active role in preventing crime, provide information leading to the arrest and conviction of criminal offenders, facilitate the identification and recovery of stolen property, and increase liaison with private industry in security efforts.

1. Every law enforcement agency should assist actively in the establishment of programs that involve the public in neighborhood crime prevention and reduction.

a. The law enforcement agency should provide the community with information and assistance regarding means to avoid being victimized by crime and should make every effort to inform neighborhoods of developing crime trends that may affect their area.

b. The law enforcement agency should instruct neighborhood volunteers to telephone law enforcement concerning suspicious situations and to identify themselves as volunteers and provide necessary information.

c. Participating volunteers should not take enforcement action themselves.

d. Law enforcement units should respond directly to the incident rather than to the reporting volunteer.

e. If further information is required from the volunteer, the law enforcement agency should contact him by telephone.

f. If an arrest results from the volunteer's information, the law enforcement agency should immediately notify him by telephone.

g. The law enforcement agency should acknowledge through personal contact, telephone

call, or letter, every person who provides information.

2. Every law enforcement agency should establish or assist programs that involve trade, business, industry, and community participation in preventing and reducing commercial crimes.

3. Every law enforcement agency should seek the enactment of local ordinances that establish minimum security standards for all new construction and for existing commercial structures. Once regulated buildings are constructed, ordinances should be enforced through inspection by operational law enforcement personnel.

4. Every law enforcement agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.

5. Every law enforcement agency having more than 75 personnel should establish a specialized unit to provide support services to and jurisdiction-wide coordination of the agency's crime prevention programs; however, such programs should be operationally decentralized whenever possible.

COMMENTARY

Standard 3.1 recommends the implementation of law enforcement programs and policies that will reduce friction between the citizen and the officer, increase bilateral communications between the public and the law enforcement agency, and actively involve the community in programs that hamper criminal activity and encourage the apprehension of law violators.

Community and business involvement in crime prevention are two relatively untapped sources of ideas and energies. Through willing participation in crime prevention programs, these two groups can work together with law enforcement agencies in bolstering the support of programs directed against

criminal activities.

Where needed, agencies should recruit a crime prevention officer to advise organizations, businesses, and neighborhoods of the many ways in which persons can take security precautions to avoid crime. Publications which describe potential crime hazards and the means to avoid them can be distributed to

these groups by law enforcement agencies and their crime prevention officers.

Since nearly all agencies in the state can design and maintain such a program, sponsoring crime prevention programs is an excellent method of improving public relations.

CHAPTER 4

CRIMINAL JUSTICE RELATIONS

During the past several years there has arisen a call for more cooperation and coordination among various local criminal justice agencies. To be effective, the individual components of the system must communicate with each other in order to enlighten other agencies and individuals as to the course and scope of agency policy, priorities, and programs. An efficient system will increase the number of successfully and justly prosecuted arrestees, and will, through other improvements, free society from the fear and damage of crime and disorder.

The Louisiana State Police presently maintains a liaison with the local courts and District Attorney Offices. This function is carried out by their field operations and includes coordination of court cases and exchange of ideas which may aid in prosecuting cases.

The standards of the chapter offer ideas that will enable the criminal justice agencies to secure a

better understanding of other objectives of the system and will help promote the participation of other criminal justice agencies in law enforcement training and work. Diversion, Standard 4.3, is an expression that in everyday life law enforcement personnel have the opportunity to release or refer some individuals to other appropriate agencies for more specialized treatment. Police experiences have shown that offenders who are mentally ill, alcoholic, or juvenile delinquent, may be best dealt with by diverting them from the criminal justice system at the earliest moment. Since diversion is also conducted prior to adjudication, this subject is discussed in the Courts area standards. The Louisiana State Police agency does not have any type of diversion program at present.

STANDARD 4.1 ✓

COOPERATION AND COORDINATION

Every law enforcement agency immediately should act to insure understanding and cooperation between the agency and all other elements of the criminal justice system, and should immediately plan and implement appropriate coordination of its efforts with those of other elements of the criminal justice system.

1. Every law enforcement agency should cooperate with other elements of the criminal justice system in the speedy processing of criminal cases from arrest to trial.

2. Every law enforcement agency should consider, and where appropriate, seek the formulation of a criminal justice coordinating council with members representative of law enforcement, other criminal justice agencies, and local government. The council should:

a. Have as its overall objective the fair and effective disposition of all criminal cases and other more specific goals and activities related to crime prevention and reduction; and

b. Should develop policy and institute planning and coordination programs that serve to achieve its objective.

3. Every law enforcement agency should support training programs that promote understanding and cooperation through the development of unified inter-disciplinary training for all elements of the criminal justice system.

Those programs:

a. Should provide for the instruction of police personnel in the functions of all criminal

justice agencies in order to place the law enforcement role in proper perspective.

b. Should encourage, where appropriate, the participation of other criminal justice agencies in law enforcement training; and,

c. Should encourage, where appropriate, law enforcement participation in training given to members of other criminal justice agencies.

COMMENTARY

Since law enforcement services and responsibilities overlap with those of other agencies both within and without the criminal justice system, it is recommended that the components of the criminal justice system adjust and synchronize their approaches in improving the operation of the system in order to increase its effectiveness. To induce this realignment each law enforcement officer, as well as the entire law enforcement element, needs to fully understand the nature of the role of law enforcement as it relates to the community and criminal justice system as a whole.

There are many methods available which can assist in increasing the cooperation and coordination among agencies. One method is increasing communication among executives of related agencies. Another method for increasing the effectiveness is training law enforcement officers in the objectives and duties of other elements of the system with an emphasis on recognizing the different requirements of each component. Finally, local criminal justice coordinating councils should induce meetings involving law enforcement executives, elected officials, and interested and informed individuals.

Through more coordination and cooperation among the various agencies of the criminal justice system, an increased competence level can be obtained. As the system becomes more effective, it

will become better able to guarantee the rights of the accused while, at the same time, protecting society from crime.

✓ STANDARD 4.2

LAW ENFORCEMENT OPERATIONAL EFFECTIVENESS WITHIN THE CRIMINAL JUSTICE SYSTEM

Every law enforcement agency immediately should insure its operational effectiveness in dealing with other elements of the criminal justice system.

1. Every law enforcement agency should develop procedures in cooperation with local courts and prosecutors to allow witnesses to be on call when subpoenaed to testify in criminal matters;

2. Every law enforcement agency should develop and maintain liaison with:

a. Local courts and prosecutors to facilitate the timely issuance of arrest and search warrants, issuance of criminal complaints, and arraignment of prisoners.

b. Diversionary programs which, in appropriate circumstances, divert juveniles from the juvenile justice system and to preserve confidentiality of proceedings to the greatest extent possible;

c. Corrections agencies, including probation and parole, in order to exchange information on the status and activities of released persons who are still under sentence; and,

d. Other federal, state, and local law enforcement agencies in order to arrange for the arrest and return of fugitives, to exchange information in criminal investigations, to establish joint plans for dealing with criminal conduct, and to

share statistical and support services.

3. Every law enforcement agency should cooperate in the establishment of task force efforts with other criminal justice agencies and federal, state, and local law enforcement agencies, where appropriate, to deal with major crime problems.

COMMENTARY

In order to increase the effectiveness of the entire criminal justice system, the Louisiana Commission on Law Enforcement recommends that the component elements of the system emphasize programs that increase functional cooperation among related agencies and system elements. Achieving effectiveness in law enforcement is, by necessity, largely dependent upon performance of other agencies within the criminal justice system. For this reason, procedures and programs of one system which do not properly interface with other systems should be evaluated, and, if not found to be worthwhile, should be discarded.

In order to promote such proper interface several mechanisms are available. Because judicial proceedings which require a law enforcement officer's spending a great deal of time in court waiting to testify are criticized on the basis of their being a particular waste of law enforcement resources, alternative procedures of better scheduling, increased use of depositions, or witness "on call" could be used

to insure both effective law enforcement and judicial processes. Another possible method would be inter-agency units which could be used to coordinate

with other criminal justice agencies and federal, state, and local law enforcement agencies to deal with a major crime problem.

STANDARD 4.3 ✓

DIVERSION

Every law enforcement agency, where permitted by law, immediately should divert from the criminal and juvenile justice systems any individual who comes to the attention of law enforcement and for whom the purpose of the criminal or juvenile process would be inappropriate, or in whose case other resources would be more effective. All diversion dispositions would be more effective. All diversion dispositions should be made pursuant to agency policy that insures fairness and uniformity of treatment.

1. Law enforcement chief executives may develop written policies and procedures which allow; in appropriate cases, for juveniles who come to the attention of the agency to be diverted from the juvenile justice process. Such policies and procedures should be prepared in cooperation with other elements of the juvenile justice system.

2. These policies and procedures should allow for processing mentally ill persons who come to the attention of the agency, should be prepared in cooperation with mental health authorities and courts, and should provide for mental health agency referral of those persons who are in need of professional assistance but are not taken into custody.

3. These policies should allow for effective alternatives when arrest for some misdemeanor offenses would be inappropriate.

COMMENTARY

Once a crime has been committed and the violator identified, it then becomes a function and duty of the law enforcement element to initiate the criminal process. However, there are many circumstances when a crime may occur, and the system will not make a physical arrest. When the offense is of a minor nature, a verbal warning may be suitable; and, when the violation is more serious, a written report and a request for the signing of a complaint may be required. The decision not to arrest should be guided by the facts of the situation and written agency policy, not by the officer's personal feelings. Classification of the authority of law enforcement officers to informally deal with juvenile offenders, alcoholics, and simple drug offenders should be established by the law enforcement chief executive. It is of the utmost importance that fairness and uniformity be insured.

Post arrest diversion is considered in the Courts Report, Standard 2.1.

STANDARD 4.4 ✓

CITATION AND RELEASE ON OWN RECOGNIZANCE

Every law enforcement agency also should cooperate in programs that permit arraigned defendants to be released on their own recognizance in lieu of money bail in appropriate cases.

1. Every law enforcement agency should take all available steps to insure that at the time arraigned defendants are considered for pre-trial release, their previous criminal history or present conditional release status, if any, is documented and evaluated by the court in determining whether the defendants are released or confined pending trial.

2. Every law enforcement agency should place special emphasis in expeditiously serving all outstanding arrest warrants obtained by the agency, particularly those issued due to a defendant's failure to appear at court proceedings.

STANDARD 4.5 ✓

CRIMINAL CASE FOLLOW-UP

Every law enforcement agency immediately should develop policies and procedures to follow up on the disposition of criminal cases initiated by the agency. This should be done in cooperation with local courts and prosecuting agencies.

1. Every law enforcement agency, in cooperation with local courts and prosecuting agencies, should provide for the administrative follow-up of selected criminal cases. Policies and procedures should be developed:

a. To identify criminal cases which, because of extenuating circumstances or the defendant's criminal history, require special attention by the prosecuting agency; and,

COMMENTARY

Yearly, numerous arrested offenders, after receiving citations, are released from custody pending trial. In order to provide for more effective law enforcement, each law enforcement agency should set up procedures to release these persons promptly after citation or summons, when after a classification of the offense and an examination of the previous history of the offender, it appears highly likely that the arrested persons will appear in court of his own accord. Only when there is a legitimate need to protect the other persons involved, or where there are reasonable grounds to believe that the accused will refuse to appear, should detention be required. In Louisiana, an example of an on-going program of this nature is the ROR Program of the 19th Judicial District.

b. To require a law enforcement representative to attend personally all open judicial proceedings related to these cases, and to maintain close personal liaison with assigned prosecutors.

2. Every law enforcement agency should review administratively all major criminal cases in which prosecuting agencies decline to prosecute or later cause to be dismissed. That review:

a. Should result in a referral of each such case to the concerned officer's commanding officer for administrative action to correct any law enforcement deficiencies which may have weakened the case; or,

b. Should result in a referral of each case to the prosecuting agency for that agency's action to correct any deficiencies for which it may have been responsible.

3. Every law enforcement agency, through its executive chief, should encourage meetings between law enforcement personnel and prosecuting agencies to evaluate investigations, case preparation, and the courtroom demeanor and testimony of law enforcement officers and to inform the law enforcement agency of those evaluations.

4. Every law enforcement agency should formally make information from its files available to other criminal justice agencies and to the courts as prescribed by law.

COMMENTARY

Processing of a defendant, as a sequence of non-related events, has produced the misconception that except as witnesses, the police function ends once the criminal complaint has been issued. The very fact that such a notion is so widespread thwarts

attempts to improve the effectiveness and efficiency of the criminal justice system. However, the concept of a criminal justice system requires that law enforcement act as more than an intake point; it requires closer liaison with prosecutors, more knowledge concerning court policy, as well as other aspects of the judicial process.

Standard 4.5 recognizes the need to promote closer working relationships between law enforcement and adjudication in order to improve criminal justice system effectiveness. Emphasis is placed on the review of case preparation, law enforcement performance, and courtroom demeanor, if both officer and prosecutor maximize the use of combined efforts and resources. Through active participation and coordination, criminal cases follow-up can greatly enhance the operations of the criminal justice system.

CHAPTER 5

PLANNING AND ORGANIZING

The responsibilities of providing effective law enforcement services have expanded in the last 20 years. Presently, law enforcement's primary duty is the prevention and deterrence of crime to the greatest extent possible while still providing assistance whenever a crime has occurred.

To provide twenty-four hour a day service on the limited resources available to the law enforcement sector, each agency, through its chief executive, must formulate plans for both general and specific occurrences which might befall the agency. It is estimated that Louisiana spent approximately \$750,000,000 in Fiscal Year 1973 for law enforcement services throughout the state. Effective deployment of both men and money require that decisions be made and formalized for the purpose of dealing with routine and possible events.

Before planning for a more efficient delivery of

law enforcement services, organizational structures, availability of 24-hour services, fiscal management, and possible means of funding must be studied. It was accepted by the Commission, after exhaustive statewide public hearings, that a mandatory scheme of consolidation of law enforcement agencies that did not encompass more than five members full-time or those which did not provide 24-hour service would be unacceptable to many jurisdictions and most people throughout the state. Therefore, the Commission encourages inter-agency cooperation and joint participation, if the resulting product provides more effective services at approximately the same cost. A beneficial system can be developed, and the Commission will assist it. However, a mandated system does not have the enabling legislation necessary for development of the public demand for such a scheme.

STANDARD 5.1

✓ RESPONSIBILITY FOR LAW ENFORCEMENT SERVICES

Every law enforcement agency immediately should provide complete and competent law enforcement service through an organizational structure that most effectively and efficiently meets its responsibility as prescribed by law. The government responsible for this service should provide for a law enforcement organization that performs the duties described as the law enforcement role.

1. Every law enforcement agency, where possible, should provide for access to law enforcement service and response to law enforcement emergency situations 24 hours a day.

2. Every law enforcement chief executive should establish an organizational structure that will best insure effective and efficient performance of the law enforcement functions necessary to fulfill the agency's role within the community. Every law enforcement chief executive:

a. Should, in conjunction with the annual budget preparation, review the agency's organizational structure in view of modern management practices and provide for necessary changes.

b. Should insure that the organizational structure facilitates the rendering of direct assistance and service to the people by line elements. Command of line elements should be as close as practical to the people.

c. Should organize the agency's staff elements to insure that the organizational structure provides for direct assistance and service to line elements.

d. Should limit functional units, recognizing that they increase the need for coordination, create impediments to horizontal

communications, and increase the danger of functional objectives superseding agency goals.

e. Should establish only those levels of management necessary to provide adequate direction and control.

f. Should define the lines of authority and insure that responsibility is placed at every level with commensurate authority to carry out assigned responsibility.

g. Should not be encumbered by traditional principles of organization if the agency goals can best be achieved by less formal means.

COMMENTARY

It is the obligation of every law enforcement agency to perform at the most efficient operating level. Across the country, because of the increasing fear of crime, the demand for the provision of more non-enforcement services has increased. Law enforcement agencies have come under a great deal of pressure to satisfy the additional needs of the community.

In order to satisfy these expectations, each law enforcement executive should evaluate the present delivery of services to the community and plan for the establishment of the most responsive agency. It is essential that the community have access to law enforcement services 24 hours a day, 7 days a week. If individual communities are unable to provide this minimum, the elected officials and the law enforcement executive should cooperate with other departments or agencies to meet these needs.

STANDARD 5.2 ✓

COMBINED LAW ENFORCEMENT SERVICES

The state and local governments and every law enforcement agency should provide law enforcement services by the most effective and efficient organizational means available to it. In determining this means, each should acknowledge that the law enforcement organization (and any functional unit within it) should be responsive to the people. If the most effective and efficient law enforcement service can be provided through mutual agreement or joint participation with other criminal justice agencies, the law enforcement agency should enter into the appropriate agreement or joint operation.

We should further encourage inter-agency cooperation with and joint participation in law enforcement services where beneficial to the public.

1. The state, local government, or law enforcement agency should not enter into any agreement for or participate in any law enforcement service that would not be responsive to the needs of its jurisdiction and that does not at least:

a. Maintain the current level of a service at a reduced cost;

b. Improve the current level of a service either at the same cost or at an increased cost if justified; or

c. Provide an additional service at least as effectively and economically as it could be provided by the agency alone.

2. Louisiana, in cooperation with all law enforcement agencies within it, should develop a comprehensive, statewide mutual aid plan to provide for mutual aid in civil disorders, natural disasters, and other contingencies where manpower or material requirements might exceed the response capability of single agencies.

3. Louisiana should provide, at no cost to all law enforcement agencies within the State, those staff

services and intelligence and communications systems, which fill a need common to all these agencies and which would not be economical or effective for a single agency to provide for itself.

4. Every law enforcement chief executive should:

a. Confer regularly with all other chief executives within his area, exchange information about regional criminal activity, and jointly develop and maintain the best organizational means for regional control of this activity;

b. Cooperate in planning, organizing, and implementing regional law enforcement efforts where such efforts will directly or indirectly benefit the jurisdiction he serves.

COMMENTARY

It is the duty of government, both state and local, and the law enforcement system to provide the most effective and efficient law enforcement service to the people of the state. In Louisiana, law enforcement service is provided through a triad agency structure of municipal police, sheriffs' departments, and state police. In many instances, the jurisdiction and responsibilities of one agency overlap those of another causing a duplication of functions, with subsequent demand for twice the manpower resources and equipment. The government should determine, through study of the present system in Louisiana, if there are any methods available, including combining of agency responsibilities, for reducing these duplications of effects and lowering expenditures for law enforcement services, while still continuing to retain a system that maintains the advantageous functions of the smaller departments which meet community desires.

STANDARD 5.3

COMMITMENT TO PLANNING

Every law enforcement agency should develop planning processes which will anticipate short- and long-term problems and suggest alternative solutions to them. Policy should be written to guide all employees toward effective administrative and operational planning decisions. Every law enforcement agency should adopt procedures immediately to assure the planning competency of its personnel through the establishment of qualifications for selection and training.

COMMENTARY

A key factor in the improvement of law enforcement operations is the capacity of a law enforcement agency in planning for the most effective assignment of resources and personnel.

STANDARD 5.4

AGENCY AND JURISDICTIONAL PLANNING

Every law enforcement agency should assign responsibility for maintaining close inter-agency planning.

Where regional law enforcement planning agencies exist, every law enforcement agency should assign responsibility to someone who will represent their agency, for planning with those regional law enforcement planning agencies whose decisions might affect the assigning agency. This responsibility should include liaison with the established regional planning agency or other representative of the State Planning Agency.

Every law enforcement agency should be encouraged to participate with all other governmental subdivisions of the jurisdiction when such planning may have an effect on crime, public safety, or efficient law enforcement operations.

Together with this planning, law enforcement administrators should have a systematic means for evaluating policies and procedures to deal more efficiently with problems that occur in the community. These two elements will equip the administrator to deal with short- and long-range problems that occur and help develop solutions to them.

Positive steps to encourage these planning and evaluating needs should be taken by law enforcement agencies throughout the state. Upon discovery of procedures and policies that need changing, administrators and subordinates should give firm direction in the means available to substitute better methods for the faulty ones.

COMMENTARY

Planning, for the solution to criminal actions and the effects of such behavior, cannot be permitted to stagnate. Proper planning involves the delineation of the problems facing law enforcement, the collection and analysis of relative information and opinions, the identification of possible alternatives, and the selection of the most appropriate solution.

Every law enforcement agency should devise a planning program that fulfills agency and jurisdictional responsibilities in the providing of law enforcement services within changing communities. One method of establishing better agency service is with improved liaison among inter- and intra-agency operations. Another method is the involving of a law enforcement employee in groups whose activities and plans may affect the delivery of law enforcement services to the public.

STANDARD 5.5

FISCAL MANAGEMENT PROCEDURES

Every law enforcement chief executive should use the most effective and appropriate fiscal management techniques available. He should establish policy and procedures so budgeting is a fundamental part of the management planning process.

COMMENTARY

Each law enforcement chief executive should adopt fiscal management policies that are carefully designed to guide his department in the performance

of efficient and responsive law enforcement services. Essential law enforcement services should be assured of financial support so that they can achieve their objectives of protecting society from crime and disorder. Well-designed controls over fiscal matters should be developed and adopted by administrators to bring fiscal affairs into proper balance as an administrative tool for better law enforcement.

✓STANDARD 5.6

FUNDING

✓ Every law enforcement chief executive should be familiar with all means by which the agency can derive revenue from local funding, city-state-federal revenue sharing, grants, and the use of bonds.

✓ Major law enforcement agencies should use grants under proper conditions to fund planning and experimentation in all phases of law enforcement services.

✓ When beneficial to the agency, the law enforcement chief executive should assign a law enforcement agency employee to be responsible for procurement of grants and foundations.

✓ Grants should not be sought to initiate long-range programs unless the jurisdiction will commit itself to continued funding of successful projects upon completion of the grant funded portion of the project.

✓ No law enforcement agency should enforce local ordinances for the sole or primary purpose of raising

revenue.

COMMENTARY

Each law enforcement element in this state receives funding from many varied sources. Some of these sources are taxes, fees, licenses, fines, general appropriations, and grants. As the demand for additional law enforcement services increases, so must financial support increase. The law enforcement executive should be familiar with the means by which his agency may benefit from different sources of funding.

Effective and continuing procurement of funds often requires considerable skill and time. The law enforcement chief executive should be aware of the positive and negative aspects of different sources of funds and, where warranted, should assign another full-time law enforcement employee to devote his attention to this task.

✓RECOMMENDATION 5.1

INTERRELATIONSHIP OF PUBLIC AND PRIVATE LAW ENFORCEMENT AGENCIES

It is recommended that a national research study be conducted to determine the duties, responsibilities, and interrelationships of public and private law enforcement agencies, and to develop mechanisms to enhance their cooperative delivery of law enforcement services. The goal of the research effort should be to improve working relationships among public law enforcement agencies, at all levels of government and between public and private law enforcement. The study should focus on all agencies whose employees engage in law enforcement related duties, whether as sworn law enforcement officers possessing full peace officer powers, special purpose law enforcement with limited or specialized law enforcement responsibilities, or private law enforcement performing only security functions.

COMMENTARY

This recommendation calls for a national research study on the duties and interrelationships of public and private law enforcement agencies. The rationale for such a study is that the magnitude is beyond most states' capabilities and that the effectiveness of public/private law enforcement agencies' relationships is largely unknown. This study should examine such matters as the formulation of minimum training requirements for private police, the cost of private police services, and the degree to which regular full-time law enforcement officers work as private security officers.

CHAPTER 6

TEAM POLICING

Team policing is a modern law enforcement technique which borrows from the past in that assignment of law enforcement duties within a certain area of jurisdiction are delegated to a "team" of law enforcement officers. The premise of team policing is similar to the foot patrolman of yesteryear when the officer settles within his area and is responsible for crime prevention and detection.

Team policing requires that the chief law enforcement executive determine that the system will create greater efficiency in the agency and that the concept actually will reduce the police-citizen isolationism that has resulted from the advent of more cars and less foot-patrols. The Commission recommends that an examination of the structure of law enforcement agencies be made and where the value of team policing is determined to be beneficial, such a program should be established. There is no such plan provided for by the Louisiana State Police Agency.

Today, the problems associated with team policing, re-organization friction, dangers of corruption, and lack of individual responsibility, are being alleviated through pilot programs that have appeared across the nation. This concept provides a starting point from which law enforcement agencies can develop programs to make their services more attractive and available to the community.

Team policing enlists the advantages of allowing the officer to become more familiar with the citizens and places within his area. Since fewer crimes occur where preventive patrols take place, the extension of team policing into an area combines the positive of patrol with the involvement of the officer in the neighborhood. In this context, familiarity of the officer with his neighbors allows him to obtain more information about criminal activity so that prevention and detection can be cultivated against the criminals in the area.

STANDARD 6.1

SELECTING A TEAM POLICING PLAN

Every law enforcement agency should examine the team policing concept to determine its value in increasing coordination of patrol and specialized functions within the agency. A team policing system should be adopted when research and testing indicate that such a system would enable the agency to use its resources more efficiently.

1. Every law enforcement agency should conduct research into the team policing concept to determine its value to the agency.

2. Every law enforcement agency implementing team policing should insure that the system effectively facilitates the agency's efforts to reduce crime, detect and apprehend criminal offenders, improve the quality of law enforcement services, and enhance law enforcement community cooperation.

COMMENTARY

Team policing is basically charging a team of officers with the law enforcement duties and responsibilities within a specifically defined geographic region. These officers, both specialists and

generalists, share the responsibility of both policing the area and improving community relations within that area.

Every law enforcement agency in Louisiana should review the team policing concept as a form of reorganizing present law enforcement agencies. Agencies should test and evaluate these programs to determine their value in improving the quality of law enforcement services.

Experimentation in new programs, similar to team policing, may help law enforcement agencies prevent crime by improving community attitudes towards law enforcement officers. Innovation should not be attempted for innovation's sake, but experimentation to determine the value of a method of service can provide valuable information concerning the establishing of new procedures to cope with crime.

CHAPTER 7

UNUSUAL OCCURRENCES

Law enforcement agencies, during riots or in the wake of a natural disaster, are called upon to administer the laws and restore their protection as quickly as possible. Since these are not common-day occurrences, most departments do not possess the capability to handle the many situations that may arise. If unprepared to cope with large scale emergencies, law enforcement agencies will be unable to effectively protect the community and to restore order.

Many events provide adequate warnings for the necessary preparations. Such occurrences as hurricanes, flooding, planned protests, and rock concerts allow law enforcement agencies to prepare

the plans which must be implemented during the potential trouble.

Coordination of activities, assurances of the constitutional rights of arrestees, contingency planning, and training for speedy deployment and appropriate response are subjects discussed in this chapter. Each standard initiates comment on some aspect of these issues, but each law enforcement chief executive, after deriving input from key personnel, will have to formulate his agency's individual policy concerning reaction to these occurrences.

STANDARD 7.1 ✓

COMMAND AND CONTROL PLANNING

The chief law enforcement executive of every municipality should have ultimate responsibility for developing plans for coordination of all government and private agencies involved in unusual occurrence control activities. Every law enforcement chief executive should develop plans immediately for the effective command and control of law enforcement resources during mass disorders and natural disasters. These plans should be developed and applied in cooperation with allied local, state, and federal agencies and should be directed toward restoring normal conditions as rapidly as possible. *

1. Every law enforcement agency should develop intra-agency command and control plans to activate the resources of the agency rapidly to control any unusual occurrence that may occur within its jurisdiction. These plans should provide for:

a. Liaison with other organizations to include the participation of those organizations in quickly restoring normal order;

b. Mutual assistance agreements with other local law enforcement agencies and with state and federal authorities, where effective control resources may be limited by agency size; and,

c. The participation of other government and private agencies.

2. Every law enforcement agency should furnish current copies of command and control plans to every organization likely to participate directly in

the control effort.

3. Every law enforcement agency should insure that every employee is familiar with command and control plans that relate to any function the employee might be called upon to perform, or any function that might relate to his performance.

COMMENTARY

In order to handle large-scale unusual occurrences, a law enforcement agency needs to plan for methods to activate and assign the requisite manpower and equipment. Law enforcement executives found in the 1960's that major disorders and natural disasters caused great destruction and disruption of normal activities. Many of the problems associated with these occurrences were generated by inefficient and ineffective planning.

The law enforcement executive, in conjunction with the municipal chief executive, should develop coordinated plans with other local, state, and federal agencies to deal with restoring normal order as quickly as possible. The role of other agencies, fire, medical, civil defense, National Guard, etc., should be specified and their planning adequate to handle their portion of the responsibility. It is necessary that functions providing communications, dispatching, auxiliary services, intelligence, manpower development and resources be coordinated to the greatest possible degree.

STANDARD 7.2 ✓

EXECUTIVE RESPONSIBILITY

The chief executive of every law enforcement agency should be given responsibility immediately to command all law enforcement resources involved in controlling unusual occurrences within his jurisdiction. This authority should be preempted only when a state emergency is declared by the governor, local authority breaks down, or command authority is transferred by prior agreement. In carrying out this responsibility, the law enforcement chief executive should direct all law enforcement activities within the affected area, and he should insure that at least minimum services are provided to the remainder of the jurisdiction.

1. Every local government should provide by law that the law enforcement chief executive be responsible for all law enforcement resources used to control unusual occurrences within the jurisdiction. The law enforcement chief executive immediately should establish a system designating executive command in his absence.

a. A system of succession of command should be established; and

b. A senior officer should be designated the acting chief executive in the absence of the chief executive.

2. The chief executive or his delegate should be available to assume command without delay at all times. This individual should:

a. Assess the agency's needs in the involved area and in the remainder of the jurisdiction;

b. Make decisions based on available information, and issue appropriate instructions to the agency to insure coordinated and effective minimum

policing of the remainder of the agency's jurisdiction;

c. Insure that all actions taken by law enforcement personnel deployed in the affected areas are supervised and directed; and

d. Apply control measures according to established command and control plans and predetermined strategies.

COMMENTARY

Prior to unusual occurrences, plans must be developed which anticipate all expected problems and which provide for their solution. To carry out these plans, a single commander should be in charge of all law enforcement resources within the jurisdiction. Careful preparation, qualified personnel, and effective leadership provide for the proper force in dealing with disorders or disasters. Local law enforcement executives have command of resources which generally can be deployed immediately.

The local law enforcement chief executive should have authority to command all law enforcement resources within his jurisdiction until such time as the governor declares a state of emergency and supplants local authority with state or military force. In the cases of smaller agencies requesting assistance, arrangements for mutual aid that permits the command to be exercised by parish or state agencies who are requested to assist may be established.

STANDARD 7.3 ✓

MASS PROCESSING OF ARRESTEES

Every law enforcement agency should immediately develop a system for the arrest, processing, transportation, and detention of large numbers of persons. The system should facilitate the restoration of order by means of lawful arrest, and preservation of all available evidence.

COMMENTARY

Although each law enforcement agency should plan for efficient processing of large numbers of arrestees during civil disorders, alternatives to such arrests should also be examined. Such tactics as allowing the group to move on or just issuing a

summons might suffice in lieu of arrests.

Once the decision is made to arrest a large number of persons, then the mechanics of booking and record keeping must be simplified to allow for speedier processing. Provisions should be made for a central arrest and disposition record system so that arrestees can be located quickly and evidence affording the arrest can be preserved. At all stages of the disorder, emphasis should be placed on the protection of all persons and the guarantee of constitutional rights to both society and the accused.

✓STANDARD 7.4

LEGAL CONSIDERATIONS

Louisiana and local governing bodies should immediately review existing law and consider new legislation to permit necessary action by all control agencies and afford each individual all his constitutional guarantees during an unusual occurrence.

Full-time protection should be afforded every community by permanent legislation and provide for federal and state reimbursement of local law enforcement agencies required to react to federal and state events, such as conventions, campaigns, or VIP visits, and extraordinary costs incurred in responding to mutual aid requests. (Mutual aid agreements between local, parish, and state police, and the National Guard).

COMMENTARY

Standard 7.4 stresses the importance of possessing valid legislation concerned with controlling certain types of civil disorders. The laws of Louisiana should allow the local agencies, as well as those of the state, flexibility in dealing with civil disorders, while still protecting the constitutional rights of citizens both to be secure and to express their views. It is urged that a review be made of present statutes to determine whether amended or new statutes are needed. Through funding legislation, local and state agencies should provide compensation for law enforcement employees that are required to participate in handling unusual occurrences which are planned in advance. Examples of these occurrences are conventions, campaigns, or VIP visits where law enforcement officers are called upon to work overtime to assure protection and security.

✓ STANDARD 7.5

TRAINING FOR UNUSUAL
OCCURRENCES

Every law enforcement chief executive should immediately establish formal training programs in unusual occurrence control administration, strategy, tactics, resources, and standard operating procedures. This training should be given to selected personnel at all levels within the agency, personnel from other agencies in the criminal justice system, and from other related public and private agencies. It should be given frequently enough to maintain proficiency between training sessions, and should be routinely scheduled during periods of peak personnel strength. Otherwise, it should be scheduled in advance of anticipated events.

An unusual occurrence control training program should include formal instruction, and practical exercise with periodic in-service training.

1. Formal instruction should be implemented through:

a. Frequent in-service training, such as roll-call training, to serve as a refresher course, to practice techniques, or to introduce new procedures;

b. Periodic agency-conducted schools to familiarize personnel with agency unusual occurrence control procedures and organizational structure;

c. Regional or federal course, particularly when agency size does not permit development of local schools; and

d. A regional training institute to train instructors for local agencies.

2. Practical exercises should be conducted periodically to develop proficiency and team work among personnel through:

a. Field exercises for operational personnel to practice tactics and procedures;

b. Command post exercises for formulating strategy and evaluating existing and new

procedures;

c. Regional exercises for familiarizing command personnel with mutual aid procedures and developing coordination between other local control agencies and non-law enforcement agencies;

d. Criminal justice system exercises to develop coordinated participation of all inter-related criminal justice and non-criminal justice agencies.

3. The training curriculum and the subjects for practice should be directed to:

a. Administrative level personnel to familiarize them with agency and criminal justice system emergency organizational structure and procedures for requesting additional personnel and equipment from the military or through mutual aid? and

b. Operational personnel to familiarize them with strategy, tactics, and standard operating procedures. The emphasis should be placed on a coordinated effort rather than individual action; use of chemical agents, communications equipment, and other specialized equipment; applicable laws; human relations training; and procedures for procuring logistical support.

COMMENTARY

Great losses in both dollars and lives can be caused by major civil disorders. When dealing with the complex situations involved in demonstrations and disorders, law enforcement officers need special training and experience. To date, a critical deficiency exists within many large agencies and most smaller ones in the preparedness for riot control.

Standard 7.5 emphasizes that civil disorder control training programs and plans for law enforcement agencies should focus on special law enforcement employees so these personnel can instill the entire agency staff with the knowledge and skill

necessary to cope with unusual occurrences.

Training sessions need to be repeated often enough to familiarize the majority of the employees

with all points of the plan and to insure that an adequate level of proficiency is maintained in the performance of various duties.

CHAPTER 8

PATROL

The patrol officer is often referred to as the backbone of the law enforcement department in most agencies. Besides apprehending criminals, the patrol officer is frequently called on to deliver many other services to the community which are not as spectacular as crime reduction, such as helping deliver a baby or assisting in repairing a domestic split.

This chapter is designed to define the patrol function which is the primary element for delivering law enforcement services. It defines and outlines the way the patrol function can be enhanced so that more officer time can be spent on patrol day to day, to prevent and deter criminal activities. Presently, the Louisiana State Police provides a written policy which defines the role of a patrol officer. They set out the duties of their officers as follows:

This is a general routine duty, highway patrol and police work, in the protection and safeguarding of lives and property. Employees of this class are responsible for the enforcement of state laws and regulations, particularly those relating to motor vehicles and the use of public highways. Work involves making regular patrols and investigating

accidents, crimes, or suspicious activity in accordance with prescribed departmental rules and regulations. An element of personal danger is involved and employees are given a special training course in police methods and the use of police equipment prior to duty assignment. Instructions and assistance are received in unusual situations; however, employees must use independent judgment when faced with emergency conditions. Work is checked by supervising officers through inspection and observation.

Although the patrol officer is the portion of the law enforcement agency, and even of the criminal justice system, that daily encounters and solves the problems of the community, he is generally the lowest paid and least appreciated member of the system. This chapter outlines affirmative measures which can be utilized to enhance the duties and responsibilities of the patrol officer to himself, his fellow officers, and the community at large. The importance of the patrol officer is the most visible representative of government in that he responds to calls for services, enforces the law, and maintains order in the community.

✓ STANDARD 8.1

ESTABLISHING THE ROLE OF THE PATROL OFFICER

Every law enforcement chief executive immediately should develop written policy that defines the role of the patrol officer, and should establish operational objectives and priorities that reflect the most effective use of the patrol officer in reducing crime.

1. Every law enforcement chief executive should acknowledge that the patrol officer is the agency's primary element for the deliverance of law enforcement services and prevention of criminal activity.

2. Every law enforcement chief executive should insure maximum efficiency in the deliverance of patrol services by setting out in written policy the objectives and priorities governing these services. This policy:

a. Should insure that resources are concentrated on fundamental law enforcement duties;

b. Should insure that patrol officers are engaged in tasks that are related to the law enforcement function;

c. Should require immediate response to incidents where there is an immediate threat to the safety of an individual, a crime in progress, or a crime committed and the apprehension of the suspected offender is likely. Urban area response time--from the time a call is dispatched to the arrival at the scene--under normal conditions should not exceed 3 minutes for emergency calls, and 20 minutes for nonemergency calls;

d. Should emphasize the need for preventive patrol to reduce the opportunity for criminal activity; and

e. Should provide a procedure for accepting reports of criminal incidents not requiring a field investigation.

3. Every law enforcement chief executive should insure that all elements of the agency, especially the patrol and communications elements, know the priority placed upon each request for law enforcement service.

4. Every law enforcement chief executive should implement a public information program to inform the community of the agency's policies regarding the deliverance of law enforcement service. This program should include provisions to involve citizens in crime prevention activities.

COMMENTARY

In any jurisdiction, the patrol officer is the most visible representative of government. This officer, regardless of the agency in which he works, is charged with two important duties: to prevent criminal activities and to provide day to day law enforcement services to the people.

The patrol officer is charged with numerous specific tasks and responsibilities. In his multi-purpose role, the patrol officer serves as a protector of the public safety, enforcer of law, controller of traffic, and investigator and interpreter of the law. Throughout his activities in law enforcement, the officer must be proficient in handling the many tasks which he might encounter. The officer must be capable of responding rapidly and efficiently no matter what situation arises.

In order for a patrol officer to maintain a maximum level of working efficiency, it is necessary for every chief law enforcement officer to provide proper working guidelines. These guidelines must be directed toward the most effective utilization of manpower within the jurisdiction. Included in these guidelines should be requirements for immediate response to incidents where there is a threat to an individual's safety. Guidelines should insure that officers are engaged in law enforcement related tasks. All too often, commissioned law enforcement officers

are wasted on duties such as report preparation, clerical duties, dog catchers, and funeral escorts. Therefore, the goal of these objectives and priorities should be the maximum distribution of patrol

officers throughout the jurisdiction according to need. Through such policies and guidelines, a more efficient patrol force can be built.

STANDARD 8.2

ENHANCING THE ROLE OF THE PATROL OFFICER

Every local government and law enforcement chief executive, recognizing that the patrol function is the most important element of the law enforcement agency, immediately should adopt policies and pay systems that attract and retain highly qualified personnel in the patrol force.

Every law enforcement chief executive should seek to enhance the role of the patrol officer by providing status and recognition from the agency and encouraging similar status and recognition from the community. *5*

COMMENTARY

The patrol officer is a more important element in the success of law enforcement operations than is implied by the rank. Much of the success of law enforcement operations is dependent upon the

competent functioning in the field by patrol officers. However, many law enforcement agencies do not provide the salary, status, incentives, or recognition that are necessary to attract and retain qualified patrolmen.

An agency's policies should encourage qualified officers to remain on the patrol force to insure a better functioning law enforcement system for the community. Enhancing the patrol officer's role can be accomplished by a general upgrading of all aspects of the patrol force such as recruiting, training, supervision, and administration. Additional inducements can be proficiency pay, opportunities for greater advancement, more comprehensive training for officers, and greater public understanding of what the patrol officer's duties are within the community.

STANDARD 8.3

DEPLOYMENT OF PATROL OFFICERS

Every law enforcement agency immediately should develop a patrol deployment system that is responsive to the demands for law enforcement services and consistent with the effective use of the agency's patrol personnel. The deployment system should include collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments within the agency.

Every law enforcement agency should implement an allocation system for the geographical and chronological proportionate need for distribution of patrol personnel. The allocation system should emphasize agency efforts to reduce crime, increase criminal apprehensions, minimize response time to calls for services, and equalize patrol personnel workload.

Every law enforcement agency should establish procedures for the implementation, operation, and periodic evaluation and revision of the agency's deployment system. These procedures should include provisions to insure the active participation and willing cooperation of all agency personnel.

COMMENTARY

In order to relieve a portion of the demands placed on law enforcement agencies by the rising

crime rate, each chief law enforcement executive should utilize the most modern management practices for the efficient and effective deployment of patrol, traffic, detective, and other officers.

There does not exist any single scientific formula which is universally accepted by all law enforcement executives for determining the number of law enforcement personnel who should be assigned to a particular jurisdiction or district. Consideration should be given to the relative requirements for law enforcement services which exist within a jurisdiction so that a distribution of resources for each district can be deployed on a relative need basis.

It is important that the deployment system be sufficiently flexible to cope with changing community needs and occasional unusual occurrences. Care should be used in the adoption of any system. All systems should be primarily concerned with the agency's responsibility to reduce crime, maintain order in the community, apprehend criminals, and respond effectively to other legitimate needs.

Many changes in law enforcement agencies and the services they render have occurred in the last few decades, but the patrolman's role and the tools he has immediately available have changed only a little. In the future, the status of the service and the quality of patrolmen need to be increased through a concerted program to provide the job with greater prestige and the community with a better law enforcement agency.

CHAPTER 9

OPERATIONS SPECIALIZATION

As criminals become more specialized in their activities, so must the law enforcement force specialize in the detection and apprehension of these individuals. Criminals have become highly mobile and may possess electronic equipment that is used in the commission of the criminal offense. To combat the rising crime rate, law enforcement agencies have considered ways in which police advantages can be increased. Specialization is one way the agency can acquire the requisite expertise to deal with the problems of crime investigation and subsequent criminal apprehension.

Louisiana's index crimes reported during 1974 were 184,289. The Louisiana clearance rate of index crimes during the same period was 22 percent. The clearance rate by individual index crime was as follows: homicide - 87%; rape - 55%; aggravated assault - 63%; and, larceny-theft - 23%. Because of the existing scope, extent and sophistication of these types of crime, most law enforcement agencies do not have the necessary resources and capabilities to fully address them. To achieve the capabilities necessary for coping with specialized crime problems, agencies must have available highly trained, specialized components.

Each law enforcement chief executive should determine the problems and needs of his agency. Each executive will have differing needs, for no two agencies and communities are so similar that the strategy of specialization can be transfused into another.

After determining the problems, the executive should deal with the deficiency through gaining the personnel which demonstrate the abilities which are absent in the department. The personnel may be either full or part-time specialists; however, in order to perform successfully, these persons should be sworn commissioned officers.

While specialization of an individual has its advantages to the agency, there are disadvantages. The officer's competence may increase at the expense of his failure to perform his original and primary duties. Also, the specially trained or talented specialist may develop a high spirit of esprit de corps within the unit to the resentment of lesser trained individuals in the agency.

Whenever the law enforcement executive determines that specialization of an individual is required, he must also analyze the effect that the specialization has had on the agency and its performance. He should also remember that the primary responsibility of law enforcement services is the agency's delivery of general police services: patrol, detection, and apprehension of law breakers:

STANDARD 9.1 ✓

SPECIALIZED ASSIGNMENT

Every law enforcement agency should, wherever possible and before establishing that any specialization necessary to improve the delivery of police service, specifically define the problems that may require specialization.

1. Every law enforcement chief executive should define the specific problem in concise terms and in doing so should consider the following:

- a. Whether the problem requires the action of another public or private organization;
- b. The severity of the problem;
- c. The period of time the problem is expected to exist; and
- d. The community's geographic, physical, and population conditions that contribute to the problem or which may affect or be affected by the specialization.

2. Every law enforcement chief executive should consider community perception of the problem: community awareness, and the attitudes based on that awareness.

3. Every law enforcement chief executive should, based on his definition of the problem, community perception of it, and the pertinent legal requirements, assess all resources and tactical alternatives available to the agency, and in doing so determine the following:

- a. Whether the problem requires specialization;
- b. The degree of specialization required;
- c. The manpower and equipment resources required by specialization;
- d. Which of the needed resources are

available within the agency and which are available outside it;

e. The availability of necessary specialized training;

f. The expected duration of the need for specialization; and

g. The organizational changes needed as a result of specialization.

4. Every law enforcement chief executive should give special consideration to the impact of specialization on:

- a. The identified problem;
- b. Personnel and fiscal resources;
- c. Community attitudes toward the agency; and
- d. The agency's delivery of general law enforcement services.

5. Every law enforcement agency should develop an operations effectiveness review for each new specialization. This review process should be carried out:

- a. As a goal-oriented activity analysis; and
- b. On a specific schedule for the expected duration of the need.

6. Every law enforcement agency should terminate a specialized activity whenever the problem for which it was needed no longer exists, or can be controlled as well or better through other agency operations.

COMMENTARY

The complexities of law enforcement work have greatly increased over those which existed in the past. As the result of changing needs and laws, law enforcement work poses additional requirements for the personnel who qualify for the job. It is the very nature of this job that dictates to law enforcement personnel that proficiency be achieved in a variety of skills which an officer might be called upon to use. Standard 9.1 recommends, therefore, that wherever possible, "generalists" instead of "specialists" be used. Specialization should only be utilized where demonstrated advantages will result. Concerning this matter, the International Association of Chiefs of Police advises: "generalize, if you can, specialize, if you must."

STANDARD 9.2

SELECTION FOR SPECIALIZED ASSIGNMENT

Every law enforcement agency immediately should establish a policy defining criteria for the selection and placement of specialist personnel so that they are effectively matched to the requirements of each specialty.

1. Every law enforcement agency should maintain a comprehensive personnel records system from which information is readily retrievable. This system should:

- a. Include all pertinent data on every agency employee;
- b. Employ a consistent format on all personnel records; and
- c. Include procedures for continual updating.

2. Every law enforcement agency should establish minimum requirements for every specialist

The backbone of most departments is the "generalist," the patrol officer. Law enforcement executives should be cautioned about morale difficulties which might arise from the use of specialization. In certain areas, vice and narcotics as examples, specialization is recommended. When specialization is considered in a law enforcement agency, several factors are of great concern, including the severity of the problem, legal requirements, resources, and impact of specialization. While specialization does increase proficiency, when needed, it must be realized that once the problem calling for specialization is remedied, other agency operations can be used for control.

position.

3. Command personnel within the specialty should interview every candidate for a specialist position. Interviewers should:

- a. Review the pertinent personnel records of every candidate;
- b. Consider the candidate's attitude toward the position as well as his objective qualifications for it; and
- c. Conduct a special, personnel investigation where the specific position or candidate requires it.

4. Every law enforcement agency should establish training requirements for each specialty. These requirements may include:

- a. Formal pre-assignment training; and,

b. Formal on-the-job training.

5. Every law enforcement agency should require satisfactory completion of an internally administered internship in any specialist position before regular assignment to that position.

COMMENTARY

In order to provide for highly qualified personnel, the chief law enforcement executive should maintain indepth personnel records in order to provide task-officer correlation. Personnel records should be

kept on a continual basis.

Specialized assignments' minimum requirements should be established by the law enforcement chief executive after consultation with the representatives of the specialized assignments, personnel, and training units. The assignment might require special education, minimum of a number of years experience, or other related skills and the job description should delineate them.

STANDARD 9.3

ANNUAL REVIEW OF AGENCY
SPECIALIZATION

Every law enforcement agency which has established specialties should immediately, and thereafter, annually conduct a formal review of each specialty to determine its effectiveness in helping to achieve agency goals and objectives. In conducting this formal review:

1. Every law enforcement chief executive should examine the problem for which the specialty was created and identify any modifications that problem may have undergone in the past year;

2. Every law enforcement chief executive should assess the cost-effectiveness of the specialty over the past year and from that assessment, determine whether the current level of resource commitment to the specialty is adequate or warranted.

3. Every law enforcement chief executive should take the action indicated by the results of the formal annual review of each specialty. This action may include:

a. Continuation of the specialization in its present form;

b. Adjustment of manpower and equipment allocations based on modifications in the problem or the cost-effectiveness of the specialization.

COMMENTARY

Each law enforcement executive should annually make a formal review of the allocation of personnel in specialized assignments to assure that a problem/need still exists within the community. Specialized units should be established to meet this need. Once the need has been diminished, on the basis of evaluation, the law enforcement executive should discontinue specialized operations. The law enforcement executive should take into consideration cost-effectiveness of the job, re-examination of the problem, and any alternative actions which might be effective.

STANDARD 9.4

STATE SPECIALISTS

Louisiana should provide, upon the request of any local law enforcement agency in the state, specialists to assist in the investigation of crimes and other incidents that may require extensive or highly specialized investigative resources not otherwise available to the local agency. Louisiana may also fund regional operational specialist activities. Louisiana or regional specialists should not provide everyday needs to local law enforcement.

1. Louisiana should provide trained specialists who are properly equipped to assist local law enforcement agencies. Where appropriate, Louisiana should provide funds to combine or consolidate local special investigative resources.
2. Louisiana should publish and distribute to every local law enforcement agency in the state the request procedure for obtaining specialists.
3. Louisiana should insure that its specialists pursue the investigation in complete cooperation with and support of the local agency.

COMMENTARY

Because of the scarcity of manpower within many local agencies, it is impossible to maintain any degree of specialization. When the need for specialization arises only intermittently, it is virtually impossible for local agencies to maintain specialization for each contingency.

Yet, as crime becomes more sophisticated and complex, and evidence requirements have become more specific, more resources are required. Most law enforcement agencies lack the adequate resources to combat crime and supply competent evidence to the court.

Local agencies, to overcome these deficiencies, have turned to state specialists and laboratories which possess the needed expertise. Exemplary of this arrangement are the Louisiana State Police and Louisiana State Police Laboratory which provide assistance to these local agencies in fingerprint analysis, chemical analysis, and many other matters.

STANDARD 9.5 ✓

JUVENILE OPERATIONS

The chief executive of every law enforcement agency immediately should develop policy governing his agency's involvement in the detection, deterrence, and prevention of delinquent behavior and juvenile crime.

1. Every law enforcement agency should provide all its law enforcement officers with specific training in preventing delinquent behavior and juvenile crime.

2. Every law enforcement agency should cooperate actively with other agencies and organizations, public and private, in order to employ all available resources to detect and deter delinquent behavior and combat juvenile crime.

3. Every law enforcement agency should establish in cooperation with court policies and procedures governing agency action in juvenile matters. These policies and procedures should stipulate the following:

a. The specific form of agency cooperation with other governmental agencies concerned with delinquent behavior, abandonment, neglect, and juvenile crime;

b. The specific form of agency cooperation with non-governmental agencies and organizations where assistance in juvenile matters may be obtained;

c. The procedures for release of juveniles into parental custody; and,

d. The procedures for the detention of juveniles.

4. Every law enforcement agency having more than 15 employees should establish juvenile investigation capabilities.

a. The specific duties and responsibilities of these positions should be based upon the particular juvenile problems within the community.

b. The juvenile specialists, besides concentrating on law enforcement as related to juveniles, should provide support and coordination of all community efforts for the benefit of juveniles.

5. Every law enforcement agency having more than 75 employees should establish a juvenile investigation unit, and every smaller law enforcement agency should establish a juvenile investigation unit if community conditions warrant. This unit:

a. Should be assigned responsibility for conducting as many juvenile investigations as practicable, assisting field officers in juvenile matters, and maintaining liaison with other agencies and organizations interested in juvenile matters; and,

b. Should be functionally decentralized to the most effective command level.

COMMENTARY

Often law enforcement officers are the initial representatives of the criminal justice system to come into contact with juveniles who have violated the law. To properly deal with these persons, so they can be effectively deterred from repeated offenses, law enforcement officers should be given special training so they can develop the skills and acquire the knowledge necessary to deal with juvenile offenders. Training programs should take into consideration the special problems associated with juveniles from racial minority groups, neglected homes, and the recalcitrant person who often comes into contact with law enforcement.

Law enforcement agencies should support programs within the jurisdiction which divert juveniles from the criminal justice system. These programs should be developed to meet local needs in dealing with juvenile offenders.

STANDARD 9.6

TRAFFIC OPERATIONS

Every law enforcement agency and every local government responsible for highway traffic safety should perform the basic functions of traffic law enforcement, traffic accident management and traffic direction and control.

1. Every law enforcement agency should perform the basic function of traffic-law enforcement -- the law enforcement activity specifically directed toward controlling traffic violations through preventive patrol and enforcement, case preparation, and court testimony. This function:

a. Should include line patrol, area patrol, selective location patrol, and records and logistics; and

b. Should be a fundamental responsibility of all uniformed officers.

2. Every law enforcement agency should perform the basic function of traffic accident management. This function relates to law enforcement activities connected with traffic collisions, and includes providing assistance to the injured, protecting the scene, preparing reports, taking necessary enforcement action, and conducting follow-up investigations. The function should include:

a. Initial traffic accident investigation, follow-up investigation, traffic control at the scene, injury control, enforcement action, records, reports, and notification; and

b. On-scene investigations of all accidents involving a fatality, personal injury, or one or more vehicles that must be towed from the scene.

3. Every local government with responsibility for traffic direction and control should perform the basic function of traffic control and direction which has a direct and immediate effect on traffic flow. Such activities are those which have an immediate and direct effect. These activities:

a. May include intersection control, parking control, pedestrian control, law enforcement escort, special event control, and hazard control;

b. Should be transferred, wherever possible, from the law enforcement agency to another local government agency, or be undertaken by the law enforcement agency but assigned to non-sworn employees;

c. Should not be performed by employees if the need can be anticipated in advance, and electronic traffic control devices can be installed, unless employees are cost-effective.

4. Every law enforcement agency should develop and implement policies governing the investigation of traffic accidents, enforcement of state and local traffic laws and regulations, and traffic direction. Law enforcement chief executives should insure that these policies are regularly communicated to all supervisors and line personnel. These policies should include guidelines on:

a. Physical arrests, issuance of warnings and citations, and transportation of arrestees;

b. Investigation of traffic accidents;

c. Ancillary services that have an indirect effect on traffic flow.

5. Louisiana should assume complete responsibility for licensing all drivers of motor vehicles, vehicle registration, vehicle inspection, vehicle weight control, carrier and commercial regulation.

a. Activities that do not require peace officer status should be assigned to non-sworn personnel.

b. Observed failure to comply with driver licensing, vehicle registration, and equipment and safety regulations, should be subject to citation or

reported to the appropriate agency through clearly established channels of communication.

6. Every law enforcement agency should employ, where necessary, specialized equipment operated by specially trained personnel to implement effective traffic programs.

7. Municipal law enforcement agencies, consistent with an analysis of need, should establish specialized accident investigation and traffic enforcement units. These units:

a. Should be staffed with as few personnel as the local traffic problem will permit; and

b. Should be functionally decentralized to the most effective command level.

8. Every law enforcement agency should make assignments for all traffic functions on the basis of traffic volume, accident experience, violation frequency, and congestion.

a. Selective enforcement techniques should be implemented through assignment of men and equipment by time and location on the basis of demonstrated need.

b. The establishment of a selective enforcement task force should be considered when the State or community accident death rate exceeds the national average or exceeds the average for the State or community for the last 3 years.

c. Every law enforcement agency should have at least one employee specially trained in highway safety management and able to plan and evaluate effective traffic safety programs.

d. Specialization should be limited according to need, and the major street traffic duties should be performed by patrol officers.

9. Every law enforcement agency should be capable of performing, or arrange for the performance of, activities necessary to support traffic line functions. These activities:

a. May include administration, planning, budgeting, personnel management, research and analysis, public information, training, communications, transportation, records and identification, property control, equipment supply, and laboratory services; and

b. Should enable the law enforcement agency to gather and analyze traffic information and to maintain records to guide the agency in the safe movement of traffic.

10. Every law enforcement agency should periodically release traffic safety information and traffic safety educational material to the general public, and should cooperate with appropriate educational institutions in the preparation and presentation of traffic safety educational programs.

COMMENTARY

Law enforcement officers should perform the functions of traffic law enforcement and accident management. Standard 9.6 recommends that each law enforcement executive evaluate the need to use commissioned officers in traffic direction and control in order to determine the feasibility of assigning these duties to nonsworn agency personnel or another government agency. Enforcement of these laws should be sufficient to insure reasonable safety on the streets in the jurisdiction. The purpose of this enforcement should be the creation of a deterrent to the violation of traffic ordinances and laws, not the obtaining of revenue for the operations of any agency.

STANDARD 9.7

CRIMINAL INVESTIGATION

Every law enforcement agency immediately should direct patrol officers to conduct thorough preliminary investigations and should establish priorities to insure that investigative efforts are spent in a manner that will best achieve organizations' goals.

1. Every law enforcement agency should recognize that patrol officers are usually performing preliminary investigations and that they should receive training in investigative techniques. However, law enforcement agencies should stress that in serious or complex crimes the duty of the preliminary investigator is to preserve the crime scene and secure the evidence.

2. Every law enforcement agency should establish only as many specialized criminal investigative units as needed, staffed only with the number of personnel necessary to conduct timely investigations that lead to organizational objectives. The thoroughness of preliminary investigations by patrol officers should be insured, to reduce follow-up investigative efforts.

3. Every law enforcement agency should establish investigative priorities according to the seriousness of the crime, how recently it was reported, the amount of readily available information about suspects, the availability of agency resources, and community attitudes.

4. Every law enforcement agency should assign full-time criminal investigators when needed. Every agency should assign criminal investigations specialists where specific needs are present.

a. Specialization within the criminal investigation unit should take place only when necessary.

b. Criminal investigation operations should be decentralized to the most effective command level. However, unusual cases or types of cases may be investigated by a centralized unit.

5. Every law enforcement agency should establish quality control procedures to insure that every reported crime receives the investigation it warrants.

6. Every law enforcement agency should consider the use of a case preparation operation to insure that all evidence that may lead to the conviction or acquittal of defendants is systematically prepared and presented for review by the prosecuting authority. A technician should be employed to handle any or all of the functions listed, whenever an agency can improve the quality of case preparation at the same or reduced cost.

a. Policies and procedures should be developed in cooperation with representatives of the local prosecutorial and judicial systems, and should contain the information required by all three systems.

b. All law enforcement information on each case prepared for prosecution should be in a systematically prepared, written report that contains the following documentation: copies of the incident report, followup reports, identification and laboratory reports, and any other reports necessitated by the investigation.

c. Every case should contain written documentation relating to all case disposition information and notification records.

7. Every law enforcement agency should coordinate criminal investigations with all other

agency operations.

COMMENTARY

Prompt response to and investigation of criminal activity by law enforcement officers often results in the apprehension of the offender. Each law enforcement agency in this state spends a great deal of personnel time in attacking these cases gathering information about the perpetrator and preserving evidence from the scene. To get the best results possible, agencies should insure that the patrol officer, generally the first to arrive on the scene, has received proper training in preliminary criminal investigation. If the situation warrants additional specialists, the patrol officer should await the arrival in order to insure that the scene remains intact and undisturbed. Every agency should establish only as

many specialized units as needed which assume the responsibility for the investigation when preliminary investigations by the officer on the scene is not immediately successful in solving the crime.

The law enforcement executive should establish a priority of investigations, after considering the expectations and needs of the community. The executive should always be aware that the specialist's role in law enforcement should never be allowed to assume the complete efforts of the agency. Prevention of criminal activities and maintenance of order should be the main goals of all law enforcement agencies.

STANDARD 9.8

✓ SPECIAL CRIME TACTICAL FORCES

Every law enforcement agency should have available, consistent with an analysis of its need, a flexible and highly mobile tactical force for rapid deployment against special crime problems.

1. Every chief executive should establish policies and procedures that govern deployment of the tactical force against any problem. These policies and procedures should include the following:

- a. That the tactical force will be deployed on the basis of current crime pattern analyses or validated current information on expected crime activity;
- b. That the tactical force will be deployed against a problem when the regularly assigned patrol force is not effective against that problem; and
- c. That tactical force deployment strategy will be based on an objective analysis of the problem: overt saturation as a highly visible preventive strategy, and covert saturation as a low visibility detection and apprehension operation.

COMMENTARY

When a law enforcement chief executive is confronted by an inability to deploy his patrol strength for maximum effect against a particular problem, he is confronted with a problem of inflexibility. Limited personnel and the problems of regular patrol service frequently preclude the attainment of proper selective enforcement or pressure against special crime problems. The flexibility of a mobile strike force is of great value in providing these services. The force can be effectively employed against mass disorders, criminal disorder by a few individuals, large public events, or a civil disaster or emergency.

Tactical units are highly mobile, allowing personnel to be assigned to a large geographic area even though the pertinent criminal activity has been restricted to only a portion of this area. The unit should be responsive to the commander under whom it is operating. Close coordination with the law enforcement chief executive is of the utmost importance.

Tactical units are supportive in design. Their duty should be to augment the regular line officer in the performance of his duties. To achieve this end,

tactical units may be full or part-time according to the needs of the community.

STANDARD 9.9

VICE OPERATIONS

Every law enforcement agency should insure its capability to conduct effective vice operations against illegal gambling, traffic in liquor, prostitution, pandering, pornography, and obscene conduct.

COMMENTARY

Many communities throughout Louisiana are experiencing difficult problems resulting from illegal gambling, prostitution, narcotics, and loan-shark activities. Both law enforcement and community leaders feel that the pressures and activities of vice operations bring evil surroundings to the area and

make living and raising a family less desirable within those areas with the greatest prevalence of vice activities. Although large urban cities have a greater problem with illegal vice conditions, the smaller towns and villages often experience vice offenses also.

Each law enforcement executive needs to assess the problems connected with vice operations and evaluate the individual community's desires towards the enforcement of vice laws. Published agency policy should establish the agency position with respect to the priority of enforcing vice laws in the jurisdiction. Each law enforcement executive should determine to what extent the training of special "vice" officers would be advantageous to agency operations.

STANDARD 9.10

NARCOTIC AND DRUG INVESTIGATIONS

Every law enforcement agency should acknowledge the direct relationship between narcotic and drug offenses and other criminal activity, and should have access to a narcotic and drug investigation capability based on that acknowledgement.

1. Every law enforcement agency should provide fundamental narcotic and drug investigation training to every officer during basic training.

2. The number of personnel assigned to the

narcotic and drug operation should be determined by the local problem.

3. Every law enforcement agency should insure coordination and the continual exchange of information between officers assigned to narcotic and drug enforcement, vice enforcement, intelligence, and uniformed patrol.

4. Every chief executive should establish policies and procedures requiring that every narcotic

and drug complaint will be investigated and reviewed.

COMMENTARY

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Offense rates of drug and drug-related cases have soared in the past 15 years. The rise in criminal activity associated with drug cases presents a severe hardship on law enforcement agencies throughout the state. In relation to criminal activity and resource allocation, agencies have been unable to distribute sufficient men and equipment in accordance with the actual needs.

The true involvement of other criminal activity with drug offenders has not been accurately established through scientific means. But for drug

trade to survive, users must get sufficient money to purchase the drugs. Many methods, shoplifting, burglary, robbery, and theft, are used by the individual intent upon gaining revenue to finance his purchases of drugs.

There exists varying amounts of drug misuse throughout this state. Persons of all ages, race, and sex commit drug violations. To inform these persons of the inherent dangers, both physically and legally, agencies should become involved in public education and awareness programs. Law enforcement chief executives should work in conjunction with these programs to lend support to their impact on both the young and old within the community.

STANDARD 9.11

INTELLIGENCE OPERATIONS

Every law enforcement agency immediately should establish and maintain the capability to gather and evaluate information and to disseminate intelligence in a manner which protects every individual's right to privacy while it curtails organized crime and public disorder.

COMMENTARY

Intelligence operations programs and units should be formed by each law enforcement executive to keep the agency aware of developing patterns and practices of organized crime, criminal offenders, and related potential problems of the community. Every

agency needs to have an effective system which produces accurate and current data on criminal activities. Larger cities might desire to create a specialized unit staffed with properly trained and experienced personnel to cope with the magnitude of criminal situations in the city.

Each law enforcement chief executive should stress that the constitutional protections of each individual be respected and that confidential information will not be disseminated to any other agency except other criminal justice agencies. Lawfully obtained and accurate information should be provided to other criminal justice agencies in response to valid requests.

CHAPTER 10

MANPOWER ALTERNATIVES

Law enforcement personnel, to be most effective in combating crime, need to be used in line operations. Police departments around the country are re-assessing the job routines within their organizational structure so that jobs heretofore performed by commissioned officers can be delegated to a non-sworn civilian. In this manner, additional personnel can be freed to handle the increased demands placed on agencies by rising crime rates.

It must be recognized that it is not always feasible to staff certain positions within a law enforcement agency with a civilian. Jobs related to crime as patrol functions, vice investigation, or special investigative duties are best handled by the law enforcement sworn personnel with the requisite training and experience. Presently, the Louisiana State Police Agency has no reserve officer program. The public hearing fact-finding stage of the task force's work found many divergent positions on whether civilians should be allowed to become a "reserve officer." Throughout the state, law enforcement executives and members of the public presented their views on the subject. From the information gathered, the Commission decided that if an agency deemed a reserve officer program necessary, then these persons should meet the same "recruitment, selection, and training criteria of a regular line officer." (Standard 10.2)

The Commission also urges that police agencies examine their internal operations and determine where and how civilian or non-sworn personnel can be used in lieu of regular sworn police personnel. The

Commission was always cognizant that the change over from sworn personnel to civilian should be done to free policemen for more challenging work and in general, thereby, to provide a more efficient law enforcement service for the community.

Many civilians possess skills that are essential for law enforcement success, but not always do these qualified individuals desire to become police personnel. The possibility exists that these non-sworn personnel can be used within the agency whenever there is an opportunity to improve the operation of the agency.

The use of reserve officers within an agency presents both advantages and dangers to the chief law enforcement executive, the community, and fellow officers. Without proper training, reserve officers endanger many persons including themselves in life and death situations. Properly trained, however, the reserve officer, after gaining experience, can become an invaluable asset in patrol functions and other law enforcement work. To determine the need for and use of civilian employees and to amass the record of these employees within the agency to ascertain how such usage has affected the efficiency of the agency is left to the discretion of the law enforcement chief executive.

STANDARD 10.1

ASSIGNMENT OF CIVILIAN POLICE PERSONNEL

Every law enforcement agency should assign civilian personnel to positions that do not require the exercise of law enforcement authority or the application of the special knowledge, skills, and aptitudes of the professional peace officer.

COMMENTARY

Law enforcement procedures are often blamed for making sworn officers into report takers. The performance of purely clerical duties by sworn officers is a classic illustration of the ineffective utilization of the more capable and expensively trained personnel. To remedy this situation, every law enforcement administrator should annually evaluate the agency structure and recognize where civilian employees could be effectively deployed.

Clerical work, typing, escorting processions, communications, records, and planning are just some examples of areas that might be effectively staffed by civilians. This change of assignments could free sworn officers for the more demanding task of crime fighting.

Proper civilian selection procedures must be emphasized to guarantee that all civilian employees have a positive attitude with respect to the law enforcement role. This is necessitated by the close working relations prompted in law enforcement work and the security of law enforcement operations. Use of additional civilians by more law enforcement agencies may help alleviate the shortage of officers who can be assigned to field operations.

STANDARD 10.2

RESERVE OFFICER PROGRAMS

If any law enforcement agency has determined a need for a reserve officer program, the reserve officers should be limited to a non-criminal enforcement role such as pedestrian and vehicular traffic control. However, if the reserve officer is to be used in criminal law enforcement activity, he should meet the same recruitment, selection, and training criteria of a regular line officer.

COMMENTARY

Reserve officers are generally defined as nonregular sworn members of law enforcement agencies who possess full authority as regular sworn officers only while functioning in agency activities. Debate on the need and wisdom of reserve officers flourished in the public hearings on Standards and Goals for Louisiana. Standard 10.2 stresses the

Commission's viewpoint that if an agency deems special employees are necessary for the agency's effectiveness, then proper selection, background review, and training should ensue prior to assignment of duties.

The use of reserve officers does provide the agency with immediate manpower resources to assist in daily problems or to respond in emergency situations. Reserve officers can supplement, and in certain instances replace, regular officers who are unable to patrol the entire jurisdiction.

Each agency must require the same selection and training criteria for all personnel that exercise full law enforcement powers. If any agency is deficient in these tasks, then improper actions or negligent harm might be the tragic result.

CHAPTER 11

PROFESSIONAL ASSISTANCE

The following standards in this chapter suggest that law enforcement agencies locate individuals who possess needed capabilities and qualifications and can provide needed services to the agencies within the necessary time frame and under the requirements of preservation of information and willingness to serve.

The law enforcement officer today is the best trained and educated officer of any previous time. This education presents a great deal of information to the officer, but it is impossible to train officers to cope with all the possible challenges that they might encounter during the course of their duties. For the areas which are beyond the capabilities of the officer, individuals and associations should be available that can assist in the efficient delivery of the required skills.

The services and duties of law enforcement deal with people on a daily basis, generally in high-stress situations. Therefore, recurrent needs for skills in the fields of education, medicine, clergy, behavioral science, law, and forensic chemistry, to list a few, are generated by the problems that police officers encounter.

The agency should consider the frequency and extent of these needed skills, the accessibility of the source, and economic factors of all possible alternatives before embarking on a particular manner of securing the required expertise. In addition, it should attempt to provide for the multiple situations that might occur and insure that professional assistance, if needed, be available without undue delay.

The Commission felt that, wherever needed, in order to increase agency efficiency, services of police legal advisors should be acquired to supplement the legal assistance already available from the offices of the district attorney, Attorney General, and the city or parish attorney. Whenever required, the police legal advisor should be "on-call" 24-hours a day to provide opinions on variable fact and legal issues which might arise.

The most efficient and best trained officer in his profession might not possess the knowledge to handle all possible situations, but he, or his superiors, need to know where other individuals may be located who possess the needed knowledge and training.

✓STANDARD 11.1

USE OF PROFESSIONAL EXPERTISE

Every law enforcement agency should establish liaison with professionals outside the law enforcement service who have expertise that can contribute to effective and efficient performance beyond the capabilities of agency employees.

COMMENTARY

The need for efficient law enforcement work and the expense of taking advantage of modern technological skills often make it impossible for law enforcement agencies to retain qualified professionals on the limited budget resources available. Since

research, laboratory analysis, education, accounting, legal, and medical problems often arise in connection with law enforcement activities, the skills to satisfy these problems must be located.

Few agencies can afford to keep professional personnel on full-time or regular part-time basis to answer these problems. Law enforcement administrators should enlist the skills of professionals within or near the community on a need basis. This practice would provide adequate professional service and still allow the lowest expenditure for these services.

✓ STANDARD 11.2

LEGAL ASSISTANCE

Every law enforcement agency should acquire the legal assistance necessary to insure maximum effectiveness and efficiency in all its operations.

1. Every law enforcement agency should make maximum use of the offices of its city attorney or parish attorney, the district attorney's office, and the State Attorney General, to acquire the legal assistance it needs. If it is necessary to provide legal assistance supplementary to these sources, a law enforcement legal adviser should be employed.

2. Every agency should obtain legal assistance in all agency operations where needed. 2 3

3. Every law enforcement agency should set firm minimum qualifications for the position of law enforcement legal advisor. These qualifications should require that each candidate for this position:

a. Be a qualified attorney, admitted to the State bar.

b. Have a wide breadth of professional and practical experience in criminal justice, preferably in criminal trial work; and

c. Have attitudes and personality conducive to the development of trust and acceptance by law enforcement personnel.

4. Every law enforcement agency employing a legal advisor should provide in the assignment of his duties that he not:

a. Prosecute criminal cases;

b. Decide what cases are to be prosecuted or what charges are to be brought except by agreement with the prosecutor;

c. Be assigned tasks unrelated to the legal assistance function that would interfere with performance of that function; or,

d. Either prosecute infractions of discipline before internal trial boards, or serve as a member of any trial or arbitration board.

5. Every law enforcement agency employing a legal advisor who also engages in private practice should insure that he does not represent criminal defendants, bring a claim against a governmental agency he represents, lend his name to or have a financial interest in any law firm that represents criminal defendants, accept private employment that necessitates procuring law enforcement officers as witnesses or using law enforcement information, conduct private business in an office located at a law enforcement station, or represent any law enforcement union or agency employee organization.

COMMENTARY

Law enforcement agencies and their staff need to be informed of changes in rules and procedures of the law which affect their duties and powers. Due to the number of decisions and the complexity of the problems, law enforcement agencies must acquire legal assistance to rectify these difficult conditions. Standard 11.2 provides that law enforcement agencies should utilize the legal assistance already available in the jurisdiction. Services should be obtained from the city or parish attorney, the district attorney or staff, or the Louisiana Attorney General and staff, in providing legal advice and legal training to law enforcement officers.

Larger departments might require the services of full-time, in-house legal advisors to assist in determining agency procedures, to provide legal training to agency personnel, to keep abreast of current legislative and judicial opinions, and to draft pertinent legislation dealing with agency operation and efficiency. This standard advises that any agency using a full-time advisor should prevent him from representing criminal defendants and from operating a private business from the agency quarters.

CHAPTER 12

SUPPORT SERVICES

Support services standards within this chapter deal with those personnel and operations which bolster the efficiency and function of police line services. The support areas of communication and information systems are dealt with separately in Chapters 23 and 24, respectively. This chapter material deals with the broader areas of evidence technicians, crime laboratories, and property systems. Each area is important in the proper delivery of an efficient law enforcement service; hence, the Commission's task force on Police, took special interest in these areas. Louisiana's criminal justice agencies, when surveyed in January, 1975, revealed extensive demand for technical assistance. While many sources of assistance are available from governmental agencies and private organizations, there is no central clearinghouse at the state level to coordinate requests for the delivery of services.

In order to have an effect on the prevention and the subsequent solution of a crime, a concerted effort must be made by all law enforcement officers to locate, collect, and preserve physical evidence at a crime scene. Because specialized evidence collecting units are generally overloaded with working major crimes, all officers should be trained in proper methods of evidence gathering to preserve the physical clues.

One invaluable aid of the investigative process is the crime laboratory which is able to provide fast and efficient analysis of physical evidence. Many chief law enforcement executives have discovered that an available laboratory impacts crime reduction by the certification of the content and matter of evidence that is gathered.

The Commission adopted a high priority goal of the establishment of regional or satellite crime laboratories throughout Louisiana in order to better handle steadily increasing workloads. Although the major portions of expenditures of law enforcement funds are for traditional law enforcement operations, many chief executives have become aware of the importance of an efficient forensic science services and are contributing to the support and establishment of these agencies.

The standards and goals for Louisiana establish guidelines for the establishment of regional or satellite laboratories, certification for proficiency of the laboratory and the technicians by a national or state organization, and the creation of a research laboratory available state-wide for investigation into research topics heretofore too detailed and time-consuming for existing crime laboratories.

STANDARD 12.1

THE EVIDENCE TECHNICIAN

Louisiana and every law enforcement agency should acknowledge the importance of efficient identification, collection, and preservation of physical evidence; its accurate and speedy analysis; and its proper presentation in criminal court proceedings. These are essential to professional criminal investigation and increased clearance of criminal cases. The agencies should insure the availability of specially trained personnel to gather physical evidence 24 hours a day.

1. Every law enforcement agency should be encouraged to train all police officers to be aware of the methods to locate, collect, and preserve physical evidence and to protect and preserve the crime scene.

2. Every law enforcement agency with sufficient personnel should consider immediately the use of specially trained evidence technicians to locate, collect, and deliver such evidence to the appropriate laboratory facility. These technicians may partially or entirely eliminate the need for deployment of specially trained regular patrol officers in gathering physical evidence.

3. Every law enforcement agency should immediately provide for all incoming sworn personnel a formalized basic training course in evidence-gathering techniques to develop the agency's capacity to retrieve and use any physical evidence present at the scene of a criminal investigation. Every sworn officer should then be held responsible for evidence collection in cases where an evidence technician or a specially trained patrol officer is not available.

4. Every law enforcement agency should have access to mobile evidence-collection van containing equipment for securing and illuminating large crime scene areas and for storing and preserving physical evidence. The van should be staffed by qualified evidence technicians and should be used for major

occurrences.

5. Every law enforcement agency should be responsible for its own crime scene searches and should immediately insure that all crime scenes are thoroughly examined for physical evidence, and that all evidence collected is submitted to the appropriate laboratory facility for analysis.

6. Louisiana should provide specialized training for local evidence technicians on a centralized or regional basis in order to achieve a statewide level of proficiency in the collection of physical evidence. The training should be taught by experienced criminalists.

COMMENTARY

The law enforcement officer should be carefully trained in methods to locate, collect, and preserve both physical evidence and the crime scene itself since discoveries at the crime scene are becoming a large factor in the subsequent solutions of crimes. To insure that these clues will be collected and properly analyzed, law enforcement agencies must train all officers in the correct procedures in evidence gathering.

Agencies that can not effectively use a full-time evidence technician are urged to consider the training of certain patrol officers in the knowledge and skills necessary in evidence and crime scene investigation. The agency can employ the officer as a regular patrolman until such time as a major crime occurs. This utilizes officer-time more efficiently and provides for a quicker response to calls for evidence gathering and analysis.

Larger agencies might find it more economical and efficient to use full-time evidence technicians. The role of these technicians would be locating, collecting, and preserving of physical evidence and the analysis of this evidence. The agencies might

utilize the services of technicians outside the law enforcement agency to conduct such services.

STANDARD 12.2

CERTIFICATION OF CRIME LABORATORIES

National and state programs should be established to insure that all tests and analyses performed by state, regional, or local laboratory facilities are procedurally sound and scientifically valid. The program should provide for the certification of those facilities whose testing procedures and scientific analyses meet the minimum standards set by the agency administering the program.

1. An existing national agency or organization should be designated to administer the program. This body should develop minimum standards by which it can measure every crime laboratory's level of proficiency.

2. The national agency and state organizations should conduct periodic evaluations of every state, regional and also local laboratories to determine its level of proficiency in performing laboratory tests. In conducting the evaluation, it should rate the laboratory only on the basis of those tests which it actually performs in rendering services.

3. The national agency or organization should, on the basis of the evaluation, certify every laboratory that meets or exceeds the designated minimum standards in all tests which it performs.

4. Areas of certification should include at least the following:

- a. Blood Alcohol Analysis
- b. Drug Analysis
- c. Toxicology
- d. Forensic Serology

- e. Toolmarks and Firearms Examination
- f. Trace Evidence Examination
- g. Highway Collision Analysis
- h. Handwriting Analysis
- i. Document Examination
- j. Fingerprint Examination

In this connection, firm educational and formal training requirements should be set and continuing proficiency monitoring be required.

COMMENTARY

Standard 12.2 urges the establishing of programs on the national and state levels which provide for the evaluation and certification of the facilities and procedures of crime laboratories. Regardless of the expensive and sophisticated equipment which might be found in a crime lab, improper analysis procedures will neutralize the effectiveness of proper evidence-gathering. It is essential that the analysis of evidence gathered by accurate and complete since it will be used in solving the perpetrator's identity and assist in the presentation of evidence at the accused's trial.

✓ STANDARD 12.3

THE CRIME LABORATORY

Louisiana by 1980 should establish a consolidated criminal laboratory system composed of local, regional, or State facilities capable of providing the most advanced forensic science services to law enforcement agencies.

1. Every law enforcement agency should immediately insure that it has access to at least one laboratory facility capable of timely and efficient processing of physical evidence and should consider use of each of the following:

a. A local laboratory that provides analysis for high volume, routine cases involving substances such as narcotics, alcohol, and urine; routine analysis and processing of most evidence within 24 hours of its delivery; immediate analysis of certain types of evidence, such as narcotics, where the detention or release of a subject depends upon the analysis; and qualitative field tests and quantitative followup tests of narcotics or dangerous drugs.

b. A regional laboratory (serving an area in excess of 400,000 population) that provides more sophisticated services than the local laboratory and is situated within 60 miles of any agency it routinely serves, can process or analyze evidence within 24 hours of its delivery, and may be staffed with trained teams of evidence technicians to assist in complex investigations beyond the scope of local agencies.

2. A centralized research laboratory for solving specific laboratory problems and developing new laboratory techniques. The research laboratory would be staffed with at least one research scientist for each ten criminalists within the state. The research laboratory would not work actual cases except in support of one of the crime laboratories. The research laboratory would serve as a support laboratory to all of the crime laboratories within the state for the following purposes:

a. Scientific research to develop new laboratory techniques.

b. Evaluate equipment for use by crime laboratories.

c. Retrieve, coordinate, and distribute appropriate scientific literature.

d. Cooperate with centers of higher learning in research and graduate degree programs.

e. Training of criminalists in special courses up to a maximum of one year.

f. The research laboratory will function as the certification and monitoring base.

3. Every crime laboratory should be disassociated from law enforcement agencies by the end of 1980. Where this is not realistic, the laboratory should immediately be made an independent element of the organizational structure of the law enforcement agencies, responsible only to the chief administrator of the agency.

4. In maintaining a staff of formally qualified personnel who can provide efficient and reliable assistance in criminal investigations, every crime laboratory should provide that:

a. Every employee responsible for the completion of scientific analysis or testing hold at least an earned baccalaureate degree in chemistry, criminalistics, or closely related field from an accredited institution, and have a thorough working knowledge of laboratory procedures;

b. Every employee performing supervised basic scientific tests or duties of a nonscientific nature meet the agency's requirements for the employment of regular sworn or civilian personnel;

c. The laboratory director be familiar with management techniques necessary to perform his administrative functions satisfactorily;

d. All laboratory personnel be adequately trained and experienced;

e. Civilian personnel be used regularly so sworn personnel may be more appropriately deployed in other assignments, but provide that qualified sworn personnel be used when their abilities or expertise cannot be found elsewhere;

f. The working staff be sufficient to meet the demands of the laboratory caseload;

g. Salaries be commensurate with the specialized duties and qualifications of each position so that well-qualified personnel are attracted to and retained in these positions;

h. Promotional and career paths for laboratory personnel result in salaries at least equal to those employed in other equivalent laboratories; and

i. A clerical pool capable of handling all of the clerical needs of the laboratory be maintained.

5. Every law enforcement chief executive should insure the law enforcement laboratory function receives appropriate fiscal support and that the adequacy of its facilities is considered in structuring the agency's annual budget; every laboratory director should be able to assess and control the amount, type, and quality of evidence received by the laboratory.

6. When needed, every law enforcement agency laboratory and every regional laboratory should receive from all agencies using its services

partial annual support based on the number of sworn personnel employed by each agency, rather than on case costs.

7. Every crime laboratory should establish close liaison immediately with:

a. All other elements of the criminal justice system to insure that laboratory findings are consistent with law enforcement needs and are being effectively used as investigative tools;

b. The scientific and academic establishments, to insure use of the latest techniques and devices available to the criminalist and the investigator.

COMMENTARY

The determination of Louisiana's Standards and Goals found that many law enforcement agencies need crime laboratory services. Standard 12.3 emphasizes the establishment of local, regional, or state crime lab facilities with the capabilities for providing advanced forensic services to user law enforcement agencies.

Laboratories should be situated within proximity to the user agency to insure timely handling and disposition of analysis. Laboratory procedures should be established which facilitate the movement of perishable or delicate evidence in a speedy manner. These procedures should insure that the chain of command of the evidence remains intact at every stage of the analysis.

STANDARD 12.4

THE PROPERTY SYSTEM

Every law enforcement agency immediately should establish a system for the secure and efficient storage, classification, retrieval, and disposition of items of evidentiary or other value that come into the custody of the agency.

1. Every law enforcement agency should establish a filing system that includes, but is not limited to:

a. A chronological record of each occasion when property is taken into police custody;

b. A separate itemized list of all items of property that are taken into custody;

c. A record that indicates the continuity of the property from its entry into the system to its final disposition. This record should include the name of each person accountable for each item of property at any given time.

2. Every law enforcement agency should conduct regular property inventories and property record audits to insure the integrity of the system. Such measures should be performed by personnel who are not charged with the care and custody of the property, and the results should be reported to the law enforcement chief executive.

3. Every law enforcement agency should publish written procedures governing the function of the property system. All components of a multi-component property system should be governed by the same procedures.

4. Every law enforcement agency that uses full-time employees in its property function should assign civilian personnel to all elements of the property system in order to release sworn officers for assignment to those law enforcement functions requiring them.

5. Every law enforcement agency should assign to the property function only those employees who are trained in the operation of the system.

6. Every law enforcement agency should insure that personnel assigned to the property function are not involved in authorizing the booking, release, or disposition of property. Such authorization should be provided by the booking officer, the investigating officer, or another designated sworn employee.

7. Every law enforcement agency should clearly designate the employees responsible for around-the-clock security of the property area and restrict entry of all other personnel into this area.

8. Every law enforcement agency should institute close security and control measures to safeguard all money that comes into agency custody.

9. Every law enforcement agency should institute procedures to facilitate the removal of property from the system as soon as possible.

a. All identifiable property should be returned as soon as practicable after the rightful owner is located. Prior to disposition, all such property should be checked against stolen property records and all firearms should be compared with gun records to make certain that no "wants" or "holds" exist for such items.

b. Personnel assigned to locate the owners of identifiable property should not be involved in the arrest or prosecution of the persons accused of crimes involving that property.

c. When property is no longer needed for presentation in court, and the owner cannot be determined, it should be disposed of promptly.

10. Every law enforcement agency should insure that the property room includes:

a. A sufficient amount of space and facilities for efficient storage of property and records;

b. Easy access by agency personnel and by the public without lessening security or subjecting

property to contamination;

c. A temporary storage area for perishable property; and,

d. An area that provides an extra measure of security for the storage of narcotics and firearms.

COMMENTARY

Each law enforcement agency should establish a system that properly deals with the objects and articles which the police take into their possession. This system should provide for the storage, retrieval, and correct disposition of the property when the officer and the agency are finished using it.

Each law enforcement agency should keep records of the property's movements while it is in the agency's possession. This is to safeguard from theft,

alteration, or destruction of the property prior to its intended use.

Law enforcement administrators should evaluate the possibility of assigning civilian personnel to staff the property functions. Care should be exercised in the assignment of new personnel to see that they are proficient in their position and duties.

CHAPTER 13

RECRUITMENT AND SELECTION

The recruitment and selection of qualified personnel for law enforcement is viewed by the Commission as a high priority element in the development of a responsive agency. A law enforcement agency can only be as efficient and resourceful as the individuals who compose the agency force. Throughout this chapter, the Commission advocates the selection and recruiting of the best personnel available.

Present law in Louisiana requires that all municipal law enforcement applicants must satisfactorily complete the statewide test given by the Municipal Police and Fire Civil Service before the applicant can be employed by any agency. Factors such as age, physical characteristics, and education are set by the individual agencies, generally by the chief law enforcement executive. Deviations in employment result throughout the state because of the multiple recruitment and selection practices which are occasioned by individual agency executives application of their employment practices.

The recruitment and selection of deputy sheriffs has been affected by 1974 legislation that requires all new deputy sheriffs, hired after July 1, 1975, possess a minimum of a high school diploma or its equivalent and be at least 18 years old.

This chapter outlines the methodology of establishing a sound program for the selection and

recruitment of best qualified personnel. Individual emphasis is placed on recruiting the college applicant, hiring from minority populations, and the employment of women to fill vacancies in law enforcement which, until recently, were held by all-male officers. Additionally, the Commission urges the establishment of a state body that is authorized to develop minimum standards for the selection of officers. This body should be composed of local law enforcement agency executives who will insure that standards for the hiring of all law enforcement officers will be complied with before the employment of new personnel.

Factors in the selection of law enforcement officers which this body should consider include but are not limited to the applicant's age, physical health, character, personality profile, and education. Compensating factors such as education, skills, or experience could be allowed to overcome deficiencies in physical requirement.

The practice of hiring the best qualified personnel should be interrelated with an ongoing program of performance evaluation with a probationary period for new employees so that agency supervisors will have an opportunity to reflect on the individual's achievements.

STANDARD 13.1

GENERAL LAW ENFORCEMENT RECRUITING

Every law enforcement agency should insure the availability of qualified applicants to fill law enforcement officer vacancies by aggressively recruiting applicants when qualified candidates are not readily available.

1. The law enforcement agency should administer its own recruitment program.

a. The agency should assign to specialized recruitment activities employees who are thoroughly familiar with the policies and procedures of the agency and with the ideals and practices of professional law enforcement;

b. Agencies without the expertise to successfully recruit law enforcement applicants should seek expertise from the central personnel agency at the appropriate level of State or local government, or from cooperative personnel systems with other law enforcement agencies that are likely to benefit from such an association: every law enforcement agency, however, should retain administrative control of its recruitment activities.

2. The law enforcement agency should direct recruitment exclusively toward attracting the best qualified candidates. In so doing it:

a. Should make college-educated applicants the primary targets of all recruitment efforts, [particularly those persons possessing law enforcement and law enforcement related degrees.]

b. Should concentrate recruitment resources according to the agency's need for personnel from varied ethnic backgrounds.

3. Residency should be eliminated as a pre-employment requirement.

4. The law enforcement agency should provide application and testing procedures at decentralized locations in order to facilitate the applicant's access to the selection process.

a. The initial application form should be a short, simple record of the minimum information necessary to initiate the selection process.

5. The law enforcement agency should allow for the completion of minor routine requirements, such as obtaining a valid driver's license, after the initial application but before employment.

6. The law enforcement agency, through various incentives, should involve other agency personnel in the recruitment and selection process.

7. The law enforcement agency should seek professional assistance -- such as that available in advertising, media, and public relations firms -- to research and develop increasingly effective recruitment methods.

8. The law enforcement agency should evaluate the effectiveness of all recruitment methods continually so that successful methods may be emphasized and unsuccessful ones discarded.

COMMENTARY

Today's police agencies are faced with staggering personnel demands. In an effort to satisfy these demands, it is imperative that police agencies engage in forceful, active recruiting. For recruitment programs to be effective, it is important that there be established, solid recruiting guidelines for the police agencies to follow in the selection of their employees.

Recruitment programs should be staffed, as well as administered, by the police agency itself. In doing so, a more effective program is provided for by the use of police, who are strongly motivated to recruit and select the most qualified candidates for police service, as opposed to the use of outsiders as recruiters. In the use of police as recruiters, it is important that only qualified personnel be assigned to recruitment positions. Knowledge, personality, and the ability to speak in public are necessary qualities that a recruiter should have. Some training may be

necessary.

In recruiting qualified personnel for police work, it is necessary to establish some new requirements and standards and to do away with some existing requirements and standards. Because of the increase in the level of education of the American population, it would be feasible to set higher educational requirements for persons entering police service. Preemployment residency requirements limit the number of qualified applicants from which candidates may be selected. Also, affirmative action in recruiting personnel should be taken to aggressively seek out

and recruit members of minority groups that are substantially represented in the community. A decentralization of the application and testing processes would be a valid change in that it would allow the agencies to draw from a larger resource base.

In order to test the effectiveness of the recruitment program, it would be useful for the police agencies to establish a method of monitoring the recruitment program to determine which techniques are productive.

STANDARD 13.2

COLLEGE RECRUITING

Every law enforcement agency that does not have a sufficient number of qualified applicants having appropriate college backgrounds to fill law enforcement officer vacancies as they occur should immediately implement a specialized recruitment program to satisfy this need.

1. The law enforcement agency should establish permanent liaison with:

a. Placement officers and career counselors in colleges and universities within a 50-mile radius of the police agency.

b. Faculty members and heads of departments that provide a curriculum specifically designed to prepare students for law enforcement service.

2. The law enforcement agency may implement a law enforcement student worker program that provides part-time employment for college-students between the ages of 17 and 25 who have shown a sincere interest in a law enforcement career. Law enforcement student workers:

a. Should be full-time students carrying a study load of at least 12 units per semester in a law enforcement related field, and should work for the law enforcement agency no more than 20 hours per week; during school vacations, full-time employment may be appropriate.

b. Should meet the same physical, mental, and character standards required of law enforcement officers; appropriate and reasonable exceptions may be made for height and weight in relation to age.

c. Should be assigned duties that prepare them for their future responsibilities as regular law enforcement officers; student workers, however, should not have the authority of a regular law enforcement officer or be authorized to carry firearms.

d. Should, after earning a baccalaureate degree in a law enforcement related field, continue in the cadet program until a vacancy occurs on the regular police force.

e. Should continue in the cadet program

for the period of time required to earn the baccalaureate degree, if by age 25 they are one academic year away from earning the degree.

3. The law enforcement agency should compete actively with other governmental and private sector employers in recruitment efforts at nearby colleges and universities. The opportunity for a law enforcement officer to perform a valuable social service, and the opportunity for a progressive career, should be emphasized in college recruiting.

COMMENTARY

While the general level of education has risen dramatically, the education standards of law enforcement service have remained relatively static. The majority of law enforcement agencies require prospective officers to have completed no more than a high school education. Law enforcement agencies must take a positive approach toward recruiting college-educated applicants and convince students that law enforcement is ready for the college-educated law enforcement officer.

One technique employed to attract college graduates is to list job opportunities with college and university placement officers. Maintaining liaison with individual faculty members is another productive approach.

Law enforcement student worker programs are also beneficial in college recruiting. First, these programs help maintain an applicant's interest in law enforcement after high school graduation and, second, they help recruit applicants with a college background. One of the most crucial aspects of a student worker program is the nature of the duties

assigned. Too many mundane and routine duties may destroy any interest in law enforcement. Assigning regular police duties of a sensitive or dangerous nature has other drawbacks. Assignments that not only maintain a student worker's interest, but also train him for future responsibility as a law enforcement officer are best.

Law enforcement agencies must be willing to travel to college and university campuses to recruit college graduates. In this way, they can establish personal contact with those they seek. Also, by utilizing personal contact, the law enforcement agencies can correct any false conceptions that college students may have of the function of law enforcement in modern society.

Young men and women with histories of academic achievement naturally are interested in a progressive career in which they can look forward to promotions based on ability rather than seniority. For this reason, it is advantageous to use as college recruiters young officers who are above the entry level because they share interests and experiences in common with college students and are more likely to project the desired image.

STANDARD 13.3

MINORITY RECRUITING

Every law enforcement agency immediately should insure that it presents no artificial or arbitrary barriers -- cultural or institutional -- to discourage qualified individuals from seeking employment or from being employed as law enforcement officers.

1. Every law enforcement agency should engage in positive efforts to employ minority group members. When a substantial ethnic minority population resides within the jurisdiction, the law enforcement agency should take affirmative action to achieve a ratio of minority group employees in approximate proportion to the makeup of the population.

2. Every law enforcement agency seeking to employ members of an ethnic minority group should direct recruitment efforts toward attracting large numbers of minority applicants. In establishing selection standards for recruitment, special abilities such as the ability to speak a foreign language, strength and agility, or any other compensating factor could be taken into consideration in addition to height and weight requirements.

3. Every law enforcement agency seeking to employ qualified ethnic minority members should research, develop, and implement specialized minority recruitment methods. These methods should include:

a. Assignment of minority law enforcement officers to the specialized recruitment efforts;

b. Liaison with local minority community leaders to emphasize law enforcement sincerity and encourage referral of minority applicants to the law enforcement agency;

c. Recruitment advertising and other material that depict minority group law enforcement personnel performing the law enforcement function;

d. Active cooperation of the minority media as well as the general media in minority recruitment efforts;

e. Emphasis on the community service aspect of law enforcement work; and

f. Regular personal contact with the minority applicant from initial application to final determination of employability.

4. Every law enforcement chief executive should insure that hiring, assignment, and promotion policies and practices do not discriminate against minority group members.

5. Every law enforcement agency should evaluate continually the effectiveness of specialized minority recruitment methods so that successful methods are emphasized and unsuccessful ones discarded.

COMMENTARY

Emphasis must be placed on recruiting qualified members of different ethnic groups to serve as law enforcement officers in communities where the populace is substantially composed of that ethnic group. This would provide for better communication between the law enforcement force and the community. Also, minority officers are better able to police a minority community because of their familiarity with the culture. Other benefits would be the reduction of resentment on the part of citizens and, in some cases, the ability of the officer to speak a foreign language which is commonly spoken in the community.

However, the employment of persons from all ethnic groups within the community should be a recruitment goal, not a personnel policy governing the hiring of law enforcement personnel. Primary consideration should be given to employing the best

qualified candidates available, regardless of ethnic background. The ethnic makeup of a community should be viewed as a guide for recruitment policies and procedures, not as a basis for quota hiring. If recruitment procedures fail to attract minority candidates from whom qualified applicants can be selected, there may be a need for new recruitment techniques; selection procedures should remain the same, however. In line with this, standards for the selection of law enforcement officers should be applied uniformly without regard to race or ethnic origin. The employment of minority group law enforcement officers without regard to their qualifications weakens an agency.

The number of minority applicants will not increase much if discrimination continues in the

assignment and promotion of personnel within the agency. It is the total police image that will influence minority interest in law enforcement careers. Minority officers are not second-class law enforcement officers; they should be selected by the same basic standards as all other officers and should, therefore, compete on an equal basis for every assignment. Similarly, they should be selected by the same basic standards as all other officers and should therefore compete on an equal basis for every assignment. They should be deployed in minority neighborhoods, but not restricted to working there; they should be allowed to work with other minority officers. Also, if minorities are hindered from advancing to supervisory, management, and administrative positions, they are less likely to respond to recruitment.

STANDARD 13.4

STATE MANDATED MINIMUM STANDARDS FOR THE SELECTION OF LAW ENFORCEMENT OFFICERS

Louisiana, by 1976, should enact legislation establishing a state commission empowered to develop and enforce state minimum mandatory standards for the selection of law enforcement officers. This legislation should provide that the commission consist of local law enforcement agency executives:

1. The members of this commission should be composed of representatives of local law enforcement agencies to insure responsiveness to local needs.

2. This commission should insure that standards are met by inspecting for local compliance, and certifying as competent to exercise law enforcement authority, only those law enforcement officers who have met the mandated standards. The commission should establish minimum standards for:

- a. Age, with consideration given to establishing a maximum recruitment age that reflects the physical demands placed upon a law enforcement

officer and the retirement liability of law enforcement agencies;

- b. Physical health, strength, stature, and ability, with consideration given to the physical demands of law enforcement work;

- c. Character, with consideration given to the responsibilities of law enforcement officers and the need for public trust and confidence in law enforcement personnel;

- d. Personality profile, with consideration given to the need for personnel who are psychologically healthy and capable of enduring emotional stress; and

- e. Education, with consideration given to the mental skills and knowledge necessary to perform the law enforcement function properly.

3. The commission may establish minimum

standards that incorporate compensating factors such as education, language skills, or experience in excess of that required if such factors can overcome minor deficiencies in physical requirements such as age, height, or weight.

4. Louisiana should provide sufficient funds to enable this commission:

a. To employ a full-time executive director and a staff large enough to carry out basic duties of the commission; and

b. To meet periodically.

COMMENTARY

The benefit of the establishment of a state commission empowered to set selection standards for the police service are obvious in the upgrading of the personnel inducted into the police service and in assuring the public of the professional character of their police. Although such commissions operate on the state level, they should not usurp local control of local enforcement but should assist local enforcement agencies in their progress toward professionalism. The makeup of the commission should assure the commission's responsiveness to the needs of local law enforcement.

The state commission should address a wide range of standards and selection procedures to insure that selection procedures provide for qualified law enforcement personnel. Each applicant must be measured in all dimensions, including mental ability, social skills, character, psychological health, as well as physical health, fitness, and stature. Prior to setting standards, the commission should define precisely the jobs to be filled and then establish standards that will

aid in selecting those who will do the job best. Careful analysis may reveal areas in which a slight departure from accepted law enforcement standards would be proper.

Minimum standards, set to insure selection of qualified law enforcement personnel, should never be allowed to arbitrarily disqualify those who are suited for law enforcement work. Compensating factors help to diminish this possibility by allowing applicants who are slightly deficient in one qualification, but excel in another qualification, to be employed. Such qualifications as moral character, mental ability, and psychological health, must be satisfied directly rather than by compensation.

The effectiveness of the state commission governing the selection of law enforcement officers will depend upon proper representation of membership, proper staffing and funding, and the reasonableness of its standards. To accomplish its goals, the commission must have a competent staff to perform research, make recommendations, and inspect for compliance. A full-time staff is necessary for the proper execution of commission responsibilities.

Funding to support the staff and compensate commission members is also important. The commission may be funded directly from the state general fund or through a penalty assessment on criminal funds. The source of funding, however, is not as critical as the level of financial support.

STANDARD 13.5

THE SELECTION PROCESS

Every law enforcement agency immediately should employ a formal process for the selection of qualified law enforcement applicants. This process should include a written test of mental ability and/or aptitude, an oral interview, a physical examination, and an in-depth background investigation.

1. Every law enforcement agency should measure applicants' mental ability through the use of job-related ability or aptitude tests rather than general aptitude tests. These job-related ability tests should meet the requirements of Federal Equal Employment Opportunities Commission guidelines.

2. Every law enforcement agency may retain the services of a qualified psychiatrist or psychologist to conduct psychological testing of law enforcement applicants in order to screen out those who have mental disorders or are emotionally unfit for law enforcement work.

3. Every law enforcement agency should use the results of psychological testing as a positive predictor of later performance within the law enforcement service only when scientific research established the validity and reliability of such a predictor.

4. Every law enforcement agency should conduct an in-depth background investigation of every law enforcement applicant before employment. The policies and procedures governing these investigations at least should insure that:

a. To the extent practicable, investigations are based upon personal interviews with persons who have valuable knowledge of the applicant;

b. The polygraph examination is used where appropriate, but is not allowed to substitute for a field investigation.

COMMENTARY

In the selection of qualified law enforcement applicants, it is necessary to establish a uniform selection method. This should involve some

examination of an applicant's physical and mental capabilities plus an in-depth investigation into the applicant's background.

The mental demands of law enforcement work are unquestionably severe; and, therefore, mental aptitude is an important area of consideration in the selection of applicants. Aptitude tests, such as the IQ test, are questionable means of mental measurement. Federal courts have adopted the mental ability testing guidelines established by the Federal Equal Employment Opportunity Commission in the adjudication of civil rights cases alleging employment discrimination. The EEOC guidelines prohibit the use of any test that adversely affects the hiring of classes of persons protected by the Civil Rights Act unless the test has been validated and evidences a high degree of utility, and suitable alternative tests are unavailable.

Law enforcement officers are subject to great emotional stress, and they are placed in positions of trust. For these reasons, they should be very carefully screened to preclude the employment of those who are emotionally unstable, brutal, or who suffer any form of emotional illness. A growing number of law enforcement agencies have turned to psychological screening to eliminate those who are emotionally or otherwise unfit for law enforcement service.

The need for public trust, respect, and confidence in law enforcement service, and the responsibilities entrusted to law enforcement officers, preclude employment of the dishonest, the immature, the lazy, the immoral, or the unreliable. A background investigation permits the systematic collection and evaluation of data concerning an applicant's prior life, including information concerning his educational history, work record, physical and emotional health, character, and integrity.

STANDARD 13.6

EMPLOYMENT OF WOMEN

Every law enforcement agency should immediately insure that there exists no agency policy that discourages qualified women from seeking employment as sworn or civilian personnel or prevents them from realizing their full employment potential. Every law enforcement agency should:

1. Institute selection procedures to facilitate the employment of women; no agency, however, should alter selection standards solely to employ a female;
2. Insure that recruitment, selection, training, and salary policies neither favor nor discriminate against women;
3. Provide career paths for women allowing each individual to attain a position classification commensurate with her particular degree of experience, skill and ability; and
4. Immediately abolish all separate organizational entities composed solely of police-women except those which are identified by function or objective, such as a female jail facility within a multi-unit law enforcement organization.

COMMENTARY

The Supreme Court of the United States has held that employment selection criteria processes must be nondiscriminating, specifically job-related, and validated. On March 21, 1972, the Equal Employment Opportunity Commission was empowered to enforce Title VII of the Civil Rights Act of 1964, as it applies to discrimination against women. The dominant principle of this law is that all jobs must be open to both men and women, unless it

can be proved that sex "is a bonafide occupation qualification necessary to the normal operation of that particular business or enterprise."

Probably the most critical determination for any law enforcement agency to make in providing for the employment of women is the establishment of its selection criteria. Because most law enforcement work requires physical strength and agility, agencies must not establish criteria that will result in the hiring of law enforcement officers unable to perform law enforcement duties. Agency hiring standards should not be altered to employ women at the cost of reduced physical effectiveness of individual law enforcement officers. Similarly, law enforcement agencies cannot continue to maintain different hiring qualifications for men and women without discriminating against one group or the other. Therefore, each agency must establish criteria that will facilitate the employment of both men and women, without restricting its capability to carry out its function.

Although restructuring selection criteria will facilitate the entrance of qualified women into law enforcement service, other inequities must also be removed in order for an agency to derive maximum benefit from its police women. Very few agencies actively recruit women. They seek to perpetuate quotas which have been established for years. The performance of women recruits in some agencies indicates that a relaxation of such quota systems may be in order.

RECOMMENDATION 13.1

JOB RELATED ABILITY AND PERSONALITY INVENTORY TESTS FOR LAW ENFORCEMENT APPLICANTS

It is recommended that a competent body of law enforcement practitioners and behavioral scientists conduct research to develop job-related mental ability and aptitude tests, and personality profile inventories for the identification of qualified law enforcement applicants.

1. This research should identify the personality profile, mental skills, aptitude, and knowledge necessary for successful performance of various law enforcement tasks.

a. The functional complexity of the law enforcement mission in urban and non-urban law enforcement should be defined specifically, following a comprehensive analysis of the law enforcement tasks involved in each environment.

b. Various mental skills, knowledge levels, and personality profiles should be defined and matched to the urban and non-urban law enforcement function.

2. Based on results of this research, tests, or test models and personality profile norms, should be developed and validated to determine reliably whether an applicant is qualified to perform the tasks of the position for which he applies.

COMMENTARY

The law enforcement function is growing more sophisticated, placing greater demands on its

personnel. As the law becomes more complex, so does the law enforcement officer's role. Two traditional means of determining the suitability of police applicants are the measurement of mental ability and aptitude and the assessment of personality. The measurement and evaluation of both should remain part of the selection process. However, it would be valuable if more valid measurements were developed for assessing the mental ability and aptitude of police candidates. In addition, the use of psychological screening has not achieved its full potential. The potential of this process in predicting job performance and, thus, identifying the best qualified candidate has not been realized. In the interest of professionalism and police effectiveness, these tools should be developed to realize their full potential.

Extensive research is needed to develop valid and reliable tests of mental ability and personality profile. Any efforts to develop new test instruments or to validate existing tests specifically should address the need to develop differential validation for majority and minority persons. Different types and grades of police work must be addressed as well.

RECOMMENDATION 13.2

DEVELOPMENT AND VALIDATION OF A SELECTION SCORING SYSTEM

It is recommended that a competent group of law enforcement practitioners, behavioral scientists, and professional personnel administrators research, develop, and validate a selection scoring system based on physical, mental, psychological, and achievement characteristics that are reliable and valid predictors of law enforcement officer performance. This group:

1. Should identify those characteristics that are valid and reliable predictors of a law enforcement applicant's value -- to himself, the law enforcement agency, and the public -- as a law enforcement officer;

2. Should determine the relative values of characteristics, and levels within characteristics, as predictors of law enforcement officer performance, and should develop a system for representing these values numerically and combining them to arrive at a score; and

3. Should recommend for various types of law enforcement agencies operating under various conditions the minimum qualifying scores that validly and reliably predict performance that warrants hiring, and provide any technical assistance necessary for the agency to validate these scores and the criteria on which they are based.

COMMENTARY

A comprehensive scoring system would be a tremendous asset in the evaluation of law enforcement applicants. In developing this scoring system, comprehensive research should broaden the

range of interacting characteristics to include a multitude of physical, mental, psychological, and achievement characteristics to be considered in the employment decision. This determination should be based on an analysis of the law enforcement function and on those abilities, skills, and talents required for successful performance of law enforcement tasks.

When reliable predictor characteristics have been identified, the relationship between them and the skills, talents, and abilities required in law enforcement tasks should be established and expressed numerically. Assigning valid numerical values to particular characteristics, and to varying levels within characteristics, will put an end to arbitrary standards.

The final product of this research and development should be the recommendation of minimum qualifying scores derived from appropriate formulas to satisfy the needs of all types of law enforcement agencies operating under all types of conditions. Each suggested minimum qualifying score will be only as valid as the preceding assignment of numerical values to the varying levels of characteristics. Data should be developed not only to support the assigning of numerical values to individual characteristics, but also to support the minimum qualifying score for certain types of agencies and conditions. These data should show clearly that law enforcement agencies that go below the minimum score appreciably risk the hiring of unqualified personnel.

CHAPTER 14

POLICE COMPENSATION

The Commission felt that the professionalism of law enforcement into a career opportunity requires the attraction and recruitment of high caliber personnel who qualify for the demands of the job. The law enforcement system performs many important and sensitive tasks in communities throughout the nation and individuals who meet the necessary qualifications for a position within the system and who receive the training for these functions are sought after by business and industry. Therefore, the law enforcement agencies, to retain these persons, must motivate agency personnel and recruits into continuing in law enforcement employment.

A possible solution to the problem associated with the establishment of minimum salaries for all law enforcement personnel in the state would be the supplementing of salaries for officers who do not

receive the minimum. Although applicable state legislation would be required to implement this practice, subsequent advantages would be realized in the retaining of incumbent personnel and also attracting better qualified recruits.

There is no state-mandated minimum salary for law enforcement officers in Louisiana. The present salary scale for a State Police Trooper in Louisiana is \$592 - 912. The merit system is utilized within the state police agency. In local law enforcement agencies however, any system, including simply the law enforcement chief executive's discretion, may be utilized.

STANDARD 14.1

LAW ENFORCEMENT SALARIES

Louisiana and local government should establish and maintain salaries that attract and retain qualified sworn personnel capable of performing the increasingly complex and demanding functions of law enforcement work. Louisiana should set minimum entry-level salaries for all state and local law enforcement officers and reimburse the employing agency for a portion of the salary sufficient to achieve the minimum level of the guaranteed salary. Through appropriate legislation, a salary review procedure should be established to insure the automatic annual adjustment of law enforcement salaries to be made to reflect the prevailing wages in the local economy.

1. Every local government should immediately establish an entry-level sworn law enforcement personnel salary that enables the agency to compete successfully with other employers seeking individuals of the same age, intelligence, abilities, integrity, and education. The entry-level salary should be at least equal to any minimum entry-level salary set by the state. In setting an entry-level salary which exceeds the state minimum, the following should be considered:

- a. The employment standards of the agency;
- b. The specific law enforcement functions performed by the agency;
- c. The economy of the area served by the agency; and
- d. The availability of qualified applicants in the local labor market.

2. Every local government should immediately establish a wide salary range within its basic occupational classification, with the maximum salary sufficient to retain qualified personnel by providing them with the opportunity for significant salary advancement without promotion to supervisory or

management positions.

3. Every local government should immediately establish a salary review procedure to insure the automatic annual adjustment of law enforcement salaries to reflect the prevailing wages in the local economy and to meet the competition from other employers. The criteria applied in this annual salary review procedure should not be limited to cost of living increases, average earnings in other occupations, or other economic considerations which, applied in isolation, can inhibit effective salary administration.

4. Every local government should immediately establish a sufficient salary separation between job classifications to provide promotional incentives and to retain competent supervisors and managers.

5. Every local government should immediately provide its law enforcement agency's chief executive with a salary that is equivalent to that received by the chief executives of other governmental agencies and by members of the judiciary.

6. Every local government should immediately establish within its salary structure a merit system that rewards demonstrated excellence in the performance of assigned duties.

7. Every local government should immediately establish or maintain a law enforcement salary structure separate and distinct from that of any other government agency.

8. Louisiana should immediately establish a minimum entry-level salary for all state and local sworn law enforcement personnel. The minimum salary should be based on the qualifications required for employment in the law enforcement service, on state and local economic conditions, and on the recommendations of representatives of local criminal justice elements. It should be reviewed and adjusted annually to reflect prevailing wages within the state.

COMMENTARY

Local and state governments must be made aware of the need to grant additional monies to law enforcement agencies for the purpose of expending additional sums for law enforcement officers' salaries. Inadequacies exist in the amount sworn officers receive and the duties which they are called upon to do. The governing groups must establish salary priorities in expending the limited monies available.

The role of the law enforcement officer should be professionalized in such a way that steps can be taken to offer compensation comparable to those offered

by other businesses and professions that seek men of like education and ability. The Municipal Fire and Police Civil Service should be reviewed by authorities to see that the compensation levels are adequate for the job performed.

This standard advocates the establishment of a state-minimum salary level which would apply to all law enforcement agencies in the state. Since the criteria for employment and minimum salaries vary among agencies, this minimum salary should be established at a realistic level which can be met by every agency.

CHAPTER 15

EDUCATION

Desired improvements in the delivery of law enforcement services can best be effectuated by corresponding advances in the employment of better qualified personnel by the agencies. It is with the above purpose that the Commission encourages law enforcement executives and their communities to support these standards in Chapter 15 pertaining to the education qualifications of prospective applicants and present employees.

It was determined by questionnaire surveys prepared by the Louisiana Commission on Law Enforcement that throughout Louisiana approximately 56% of all law enforcement officers who are currently employed have only a high school degree or the equivalent. An additional 34 percent have attended college or attained a college and/or graduate degree. This high school degree requirement has its foundation in the dated premise that achievers of a high school education possess a superior level of education with the subsequent increase in maturity. Today, the high school degree does not serve to indicate the achievement of a notable education position; the high school degree is a mark of only an average level of education.

Although little has been shown empirically to document that college educated personnel perform better than lesser educated, several studies have suggested that the higher educated men generally demonstrate better performance in their jobs through the application of skills acquired while in college. Obviously not all agencies require advanced educated personnel to staff the entire force, but personnel who have high education could be utilized in trouble areas to solve community support.

Whereas the vast majority of law enforcement officers possess a high school diploma or better, only 276 officers in this state, approximately 3% of the total commissioned officers, have a college degree in a law enforcement or criminal justice related field. The argument for high educational requirements for law enforcement personnel is founded on the public's demand for officers who will not be precluded from accomplishing the tasks confronting them, solving crime and clearing up social dilemmas.

Presently, the only law in Louisiana that stresses a specific educational requirement for law enforcement personnel is the 1974 legislative act that requires all deputy sheriffs hired after July 1, 1975 must possess a high school degree, its equivalent or greater. This law affects only newly hired deputy sheriffs and therefore the effects of this act are minimal considering that approximately 90% of all law enforcement officers in this state already possess an education level of a high school degree or greater.

Community and law enforcement executives should insist that all applicants and employees possess or complete, before 1982, college work in a law enforcement or criminal justice related field. It is obvious that as the demands on agencies to perform more and more complex tasks increase, those who eventually must do this work must be capable to provide the community with the best.

STANDARD 15.1

EDUCATIONAL GOAL FOR THE SELECTION OF LAW ENFORCEMENT PERSONNEL

The Commission, required by Standard 13.4 to insure proper selection of personnel with adequate educational achievements, should establish by 1982, entry-level educational criteria for all law enforcement agencies.

These requirements should stress college education in law enforcement related fields.

COMMENTARY

Most law enforcement officers in Louisiana have a high school diploma. Surveys by the Louisiana Commission on Law Enforcement show that approximately 90% of all full-time law enforcement officers have a high school diploma or better. With the increasing demands on law enforcement personnel because of major crimes and social problems, the high school diploma requirement has become a questionable standard in the selection of law

enforcement officers.

All sworn officers should be encouraged to advance their educational levels by enrolling in college courses. Officers should be made aware of programs, L.E.E.P. as an example, which are available to assist law enforcement officers in getting advanced education.

The college educated officer will be better able to deal with the increased demands placed on him and others like him. College preparation enables the officer to develop and realize more knowledge, maturity, articulation, and intelligence of social and political problems in the community. Until higher educational requirements for officers are required by legislation or the Commission created through Standard 13.4, no substantial improvement of law enforcement services will be realized.

STANDARD 15.2

EDUCATIONAL INCENTIVES FOR LAW ENFORCEMENT OFFICERS

Every law enforcement agency should immediately adopt a formal program of educational incentives to encourage law enforcement officers to achieve a college-level education. Colleges and universities, particularly those providing educational programs expressly for law enforcement personnel, should schedule classes at a time when law enforcement officers can attend.

COMMENTARY

Few departments and agencies in Louisiana offer educational incentives through a compensation

bonus. These same agencies do not permit advanced education achievements to qualify the person for any greater consideration for promotion. A major difficulty exists through the regulations of the Police Civil Service system which does not provide for pay or promotion incentives for an officer who does have a higher education. Civil Service regulations should be carefully reviewed to see if any possible modifications can be effectuated to permit pay and promotion incentives for the officer with advanced education.

STANDARD 15.3

COLLEGE CREDIT FOR THE COMPLETION OF LAW ENFORCEMENT TRAINING PROGRAMS

Every law enforcement agency should pursue the affiliation of law enforcement training programs with academic institutions to upgrade its level of training and to provide incentive for further education.

COMMENTARY

Many Louisiana law enforcement administrators have initiated interest in the personnel in their agencies receiving high education through college course work. A combination of college work and criminal justice system related materials provides a

two-fold advantage in that the officer receives college training in a law enforcement related course.

Often the law enforcement training and education in the schools and colleges suffer because of inadequate funding, shortages of qualified instructors, and lack of coordination between the college and the law enforcement agency. Comprehensive planning between agencies and colleges can alleviate many of these problems with training designed to meet the needs of the officers.

CHAPTER 16

TRAINING

The Louisiana Commission on Law Enforcement urges that state legislation be adopted which mandates the completion of a minimum basic law enforcement training course for all law enforcement officers within the first 12 months of assignment to duty. The need for legislation of this nature is exemplified by the fact that an act of the legislature requires, effective July 1, 1975, that all deputy sheriffs hired henceforth must complete a basic training course of 160 hours. However, the legislation does not delineate a certain period for which completion of this requirement was necessary. While legislation pertaining to sheriffs' deputies has been enacted, no other statewide legislation presently requires training for any other law enforcement officer. As a result of this deficiency and other problems which may exist, approximately 50% of all full-time law enforcement officers surveyed in this state had not completed a basic training course.

A goal adopted by the Louisiana Commission on Law Enforcement in June, 1975, emphasizes the remedying of this deficiency in officer training by providing that regional training facilities be established throughout Louisiana on a geographically contingent basis in order to provide local agencies with a source of training which fulfills the regional as well as provide effective instruction for local officers.

Of the agencies surveyed by the Louisiana Commission on Law Enforcement, 107 of those that responded indicated that employment requirements dictated that law enforcement officers must complete a minimum basic training course. However, 188

agency responses indicated that there was no such requirement for employment within their departments. The agencies surveyed that require basic training, because of the definite shortage of available resources needed to function daily, permit these untrained officers to exercise law enforcement authority prior to completion of basic training courses.

The standards in Chapter 15 advocate a State Commission to administer and evaluate law enforcement training programs and instructors, the completion of a standardized basic course within one year of duty assignment for all law enforcement officers, and the provision for 40 hours of annual routine in-service training for all law enforcement officers to "up-date" the officers' knowledge and skills.

It is realized that training those law enforcement officers who do not possess basic training would be expensive. Therefore Standard 16.1 addresses itself to providing financial support to agencies unable to comply with the mandatory training requirement. Since adequately trained personnel is desired by all who are concerned with law enforcement, the actual training is not difficult to accept. However, the major expenditures necessary to train all personnel do provide some problems for the agencies involved. Through providing systematic financial assistance to meet the needs for instruction, this problem can best be alleviated. In this way, law enforcement services will provide the public with a common quality of protection and service from police employees throughout the state.

STANDARD 16.1 ✓

STATE LEGISLATION AND FISCAL ASSISTANCE FOR LAW ENFORCEMENT TRAINING

Louisiana should enact legislation directing the Louisiana Commission on Law Enforcement to establish a state commission to develop and administer state standards for the training of law enforcement personnel. The majority of this commission should be composed of representatives of local law enforcement agencies. Other members should be from state and local government, criminal justice systems, criminal justice education and training centers, and the public at large. The state should provide sufficient funds to enable this commission to meet periodically and to employ a full-time staff large enough to carry out the basic duties of the commission. In addition to any other duties deemed necessary, this commission should:

- a. Develop minimum curriculum requirements for mandated training for law enforcement;
- b. Certify law enforcement training centers and institutions that provide training that meets the requirements of the state's law enforcement training standards;
- c. Establish minimum law enforcement instructor qualifications and certify individuals to act as law enforcement instructors;
- d. Inspect and evaluate all law enforcement training programs to insure compliance with the state's law enforcement training standards;
- e. Provide a consulting service for law enforcement training and education centers; and,

f. Administer the financial support for law enforcement training and education.

COMMENTARY

Surveys compiled by the Louisiana Commission on Law Enforcement show that approximately 50% of the law enforcement officers in Louisiana have not completed any type of a formal basic training course. These surveys indicate that, in general, larger agencies require their personnel to complete basic training before assignment to duty. Smaller agency personnel also need this training but are restricted by manpower shortages and financial handicaps.

This standard suggests the creation of legislation requiring mandatory minimum basic training for all full-time law enforcement officers. This would help assure the community of the professional character of its officers and insure that they are properly trained for duties they are expected to perform.

This enabling legislation should provide for the financial support of training certification and training centers and the creation of a State Commission on law enforcement training. This State Commission would be composed of law enforcement officials, members of government, university professors, and interested citizens. The task of this commission would be the development and administration of law enforcement training standards.

STANDARD 16.2 ✓

PROGRAM DEVELOPMENT

Every law enforcement training academy and criminal justice training center should immediately develop effective training programs, the length, content, and presentation of which will vary according to specific subject matter, participating law enforcement employees, and agency and community needs.

1. Every law enforcement training academy should insure that the duration and content of its training programs cover the subject every law enforcement employee needs to learn to perform acceptably the tasks he will be assigned.

2. Every law enforcement training academy should define specific courses according to the performance objective of the course and should specify what the trainee must do to demonstrate achievement of the performance objective.

3. Every law enforcement training academy serving more than one law enforcement agency should enable the law enforcement chief executives of participating agencies to choose for their personnel elective subjects in addition to the minimum mandated training.

4. Every law enforcement training academy should insure that its training programs satisfy state standards for law enforcement training as well as meet the needs of participating law enforcement agencies and that its training is timely and effective. These measures should at least include:

a. Regular review and evaluation of all training programs by an advisory body composed of law enforcement practitioners from participating

agencies;

b. Periodic field observation of the operations of participating law enforcement agencies by the training staff; and

c. Continual critique of training programs through feedback from law enforcement employees who have completed the training programs and have subsequently utilized that training in field operations and from their field supervisors.

COMMENTARY

Training centers should develop programs and subject material which best equip the law enforcement officer to perform those tasks which he might encounter. Subjects taught by these centers should be formulated according to the needs of the law enforcement agencies which use the center.

Officers and recruits enter training centers with differing degrees of skill, intelligence, knowledge, and capability. These men will staff different agencies, large and small, urban, and rural. However, the training program should provide all personnel with a certain level of knowledge and skill. Performance objectives should be structured so officers more adept at one subject can continue training in another area while others can recruit work towards that objective.

The content and the length of similar courses could vary for different agencies. However, the training that each officer receives must be sufficient to prepare him for performing acceptably.

STANDARD 16.3

PREPARATORY TRAINING

Every law enforcement agency should take immediate steps to provide training for every law enforcement employee.

1. Louisiana should require that every sworn law enforcement employee satisfactorily complete, within his first year, a basic law enforcement training program which is approved by the Commission.

COMMENTARY

Preparatory law enforcement training should be completed by all persons who are authorized to perform law enforcement duties. It is essential that

sworn officers have the benefits of training in order to create an awareness of the problems and the methods to solve these problems. Proper training provides the officer with the best preparation in delivering the most efficient service available.

The Commission referred to in this standard is created through enabling legislation called for in Standard 16.1. Course material, instructor qualifications, and performance criteria are to be established by the Commission and its staff.

STANDARD 16.4

INTERPERSONAL COMMUNICATIONS TRAINING

Every law enforcement agency should develop and improve the interpersonal communications skills of all officers. These skills are essential to the productive exchange of information and opinion between law enforcement, other elements of the criminal justice system, and the public; their use helps officers to perform their task more effectively.

1. Where appropriate, an outside consultant should be used to advise on program methodology, to develop material, to train sworn officers as instructors and discussion leaders, and to participate to the greatest extent possible in both the presentation of the program and its evaluation.

2. Every recruit training program should include instruction in interpersonal communications, and should make appropriate use of programmed instruction as a supplement to other training.

3. Every law enforcement agency should develop programs such as workshops and seminars that bring officers, personnel from other elements of the criminal justice system, and the public together to discuss the role of law enforcement and participants' attitudes toward that role.

COMMENTARY

Law enforcement officers are confronted daily with people who have been adversely affected by crime, violence, and other social problems. In order to resolve stressful situations, officers must understand the pain and suffering of the people with whom he comes into contact and attempt to bridge gaps in communication. Often, in attempting to clear up these difficulties, the officer's action will seem cold and impersonal. Because an officer must be prepared to meet with potential threatening situations, training should be provided by every law enforcement agency in developing communication skills and interpersonal relationships between citizen and officer. Often, a threatening situation can be resolved by an officer after he has received training in how to remain objective and unemotional during stressful periods.

Prejudices which exist in the community and threaten the communication and understanding between citizen and officer should be isolated and programs designed to solve obstacles to communications should be instituted.

STANDARD 16.5

INSERVICE TRAINING

Every law enforcement agency should provide for annual and routine training to maintain effective performance throughout every sworn employee's career.

1. Every law enforcement agency should provide 40 hours of formal in-service training annually to sworn law enforcement employees up to and including captain or its equivalent. This training should be designed to maintain, update, and improve necessary knowledge and skills. Where practicable and beneficial, employees should receive training with persons employed in other parts of the criminal justice system, local government, and private business when there is a common interest and need.

2. Every law enforcement agency should recognize that formal training cannot satisfy all training needs and should provide for decentralized training. To meet these day-to-day training needs, every law enforcement agency should provide each law enforcement station with:

- a. An employee certified by the state as a training instructor;
- b. A state certified training instructor;
- c. Audio-visual equipment compatible with training material available to the law enforcement agency;
- d. Home study materials available to all law enforcement employees; and,
- e. Periodic one-day on-duty training

programs directed at the specific needs of the law enforcement employees.

3. Every law enforcement agency should insure that the information presented during annual and routine training is included, in part, in promotion examinations and that satisfactory completion of training programs is recorded in the law enforcement employee's personnel folder in order to encourage active participation in these training programs.

COMMENTARY

As laws and procedures change, patrolmen and other law enforcement officers should receive annual in-service training to keep them abreast of these developments. In-service training and instruction by use of roll-call bulletins or short explanations do not adequately fulfill the need of providing new material for the officers. These types of training should be used as daily supplements to the officer's training. Standard 16.5 recommends an in-service training program of a minimum of 40 hours per year. A proper basic training course followed by quality annual in-service training provides a base upon which any agency can maintain an efficient operation.

STANDARD 16.6

INSTRUCTION QUALITY CONTROL

Every law enforcement training academy and criminal justice training center should develop immediately quality control measures to insure that training performance objectives are met. Every training program should insure that the instructors, presentation methods, and training material are the best available.

1. Every law enforcement training academy should present all training programs with the greatest emphasis on student-oriented instruction methods to increase trainee reception and participation. Training sessions of one-hour's duration or longer should include at least one of the following:

a. Active student involvement in training through instructional techniques such as role playing, situation simulation, group discussions, reading and research projects, and utilization of individual trainee response systems; passive student training such as the lecture presentation should be minimized;

b. Where appropriate, team teaching by a law enforcement training instructor and a sworn law enforcement employee assigned to field duty;

c. The use of audiovisual aids to add realism and impact to training presentations;

d. Preconditioning materials, such as correspondence courses and assigned readings, made available prior to formal training sessions;

e. By 1978, self-paced, individualized instruction methods for appropriate subject matter; and,

f. Where appropriate, computer assistance in the delivery of instruction material.

2. Every law enforcement training academy should, by 1978, restrict formal classroom training to a maximum of 25 trainees.

3. Every law enforcement training academy

and every law enforcement agency should by 1978 insure that all its instructors are certified by the Commission established in Section 13.4, requiring:

a. Certification for specific training subjects based on work experience and educational and professional credentials;

b. Satisfactory completion of a state-certified minimum 80-hour instructor training program; and

c. Periodic renewal of certification based in part on the evaluation of the law enforcement training academy and the law enforcement agency.

4. Every law enforcement training academy should distribute instructional assignment efficiently and continually update all training materials. These measures should include:

a. Periodic monitoring of the presentations of every law enforcement training instructor to assist him in evaluating the effectiveness of his methods and the value of his materials;

b. Rotation of law enforcement training instructors through operational assignments or periodic assignment to field observation tours of duty;

c. Use of outside instructors whenever their expertise and presentation methods would be beneficial to the training objective;

d. Continual assessment of the workload of every law enforcement training instructor; and staff during periods of fluctuation in trainee enrollment.

5. Every law enforcement agency and law enforcement training academy should review all training materials at least annually to determine their current value and to alter or replace them where necessary.

COMMENTARY

In order to be of any benefit, a training program must be of high quality. In a majority of law enforcement training courses, the officers are forced to assume the role of passive listener. Effective instructional techniques, such as problem-solving seminars, should be used as alternatives to passive-listening practices.

Instructors assigned to training programs should be knowledgeable and experienced, and have the ability to use training methods competently and effectively. Where practical, outside experts in areas of law, psychology, etc., should be utilized to teach in their respective fields.

✓STANDARD 16.7

LAW ENFORCEMENT TRAINING ACADEMIES AND CRIMINAL JUSTICE TRAINING CENTERS

Louisiana should guarantee the availability of Commission approved law enforcement training to every sworn law enforcement employee. Louisiana should encourage local, cooperative, or regional law enforcement training programs to satisfy Commission training requirements; when these programs cannot satisfy the requirements, criminal justice training centers including law enforcement training academies should be established by the state.

1. State certification of a basic law enforcement training program should, as a minimum, require the training facility to operate for 9 months a year.

2. Where appropriate, law enforcement agencies should establish cooperative training academies or otherwise combine their resources to satisfy law enforcement training standards or other training needs.

3. Louisiana should establish strategically located criminal justice training centers, including law enforcement training academies, to provide training that satisfies state-mandated training standards for all law enforcement agencies that are unable to provide it themselves or in cooperation with other agencies.

4. Louisiana should develop means for bringing mandated or other necessary training to employees of law enforcement agencies when it is

impractical or inefficient to bring these employees to the nearest training center or academy.

5. Louisiana should encourage law enforcement agencies to participate in specialized training offered through academic institutions, government agencies, and professional and business organizations.

COMMENTARY

Law enforcement agencies throughout Louisiana should develop programs which permit officers to receive training in techniques and knowledge that are necessary for the proper performance of law enforcement duties. Large agencies may be able to develop and maintain an approved program and facility to cope with the demands of law enforcement training. Other agencies may choose to participate in coordination and cooperation with other agencies to maintain a criminal justice center accessible to user agencies.

This standard recommends the state-certification of criminal justice facilities and training programs, not as a means to negate local control over these programs, but as a guarantee to the citizens of Louisiana that all law enforcement officers in this state have reached an acceptable level of training and professionalism.

CHAPTER 17

PERSONNEL DEVELOPMENT FOR PROMOTION AND ADVANCEMENT

This chapter deals with the development of law enforcement personnel, the criteria that should be used for promotions, the need for agencies to analyze jobs so that they may be filled with the best qualified personnel, and the law enforcement executive's ultimate duty to insure that his agency is properly staffed even when this means going outside his agency to recruit needed personnel. The quality of a law enforcement agency and the services it delivers depends directly on the quality of the personnel it employs and the training they receive.

The Louisiana Commission on Law Enforcement recommends that all agency executives should exercise care in employment practices in order to hire the best qualified, not just the average, recruit. This chapter reiterates this idea and, also, encourages agency executives to provide for an annual 40 hour retraining period with full pay so that the qualified employee can be kept informed of new skills and knowledge related to law enforcement.

Personnel development courses should pose a challenge to the employee providing insight into new skills and techniques, rather than purely academic material. Both knowledge and skills should be intermeshed to provide both theoretical and applicable "tools" that can be used to deal with the challenges of solving crime.

Evaluation of law enforcement personnel should be continual assessment of the individual's qualifications in view of his performance. This evaluation can best be made by an immediate superior who is most in contact with the individual in his daily performance. This superior should evaluate the skills, abilities, and knowledge of the individual to target the individual in the most appropriate area of employment.

In Louisiana, the law enforcement chief executive has the authority to promote or advance members of the agency staff. Generally, the chief executive has the final decision in the accomplishment of this task. In order to create a more responsive law enforcement agency, the chief executive should be aware of the contents of the evaluations. Only in this manner can the chief law enforcement executive arrive at the best selection and appointment of employees within the system.

The Louisiana State Police utilizes a civil service examination and a merit board in its procedure for promotion and advancement.

STANDARD 17.1

PERSONNEL DEVELOPMENT FOR PROMOTION AND ADVANCEMENT

Every law enforcement agency should adopt a policy of promoting to higher ranks and advancing to higher paygrades only those personnel who successfully demonstrate their ability to assume the responsibilities and perform the duties of the position to which they will be promoted or advanced. Personnel who have the potential to assume increased responsibility should be identified and placed in a program that will lead to full development of that potential.

1. Every law enforcement agency should screen all personnel in order to identify their individual potential and to guide them toward achieving their full potential. Every employee should be developed to his full potential as an effective patrol officer, a competent detective, a supervisor or manager, or as a specialist capable of handling any of the other tasks within a law enforcement agency. This screening should consist of one or more of the following:

- a. Management assessment of past job performance and demonstrated initiative in the pursuit of self-development;
- b. Oral interviews; and
- c. Job-related mental ability tests.

2. Every law enforcement agency should offer comprehensive and individualized programs of education, training, and experience designed to develop the potential of every employee who wishes to participate. These individualized development programs should be based on the potential identified through the screening process and the specific development needs of the employee. These individualized programs should consist of one or more of the following:

- a. College seminars and courses;

- b. Directed reading;
- c. In-house and out-of-house training classes;
- d. Job rotation;
- e. Internship; and
- f. The occasional opportunity to perform the duties of the position for which an individual is being developed.

3. Personnel who choose to pursue a course of self development rather than participate in the agency-sponsored development program should be allowed to compete for promotion and advancement.

COMMENTARY

In selecting personnel for promotion, it is essential to choose those who possess the knowledge, ability, and skills required in the higher position. Law enforcement agencies should insure that personnel are, in fact, capable of performing at a higher level of responsibility prior to any advancement or promotion.

An agency must assess an individual's potential for filling a senior position within the career track he chooses. No tests or assessment procedures can predict successfully an individual's performance at a particular level. Personality, IQ, and other psychological tests are unreliable indicators. Certain objective traits may indicate an individual's potential, however.

Agencies sponsor and conduct personnel development programs to insure proper preparation of personnel for senior positions in advanced pay grades and higher ranks. Most promotions should be made from that pool of personnel who have

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participated in the formal development program. The motivation, the desire, the effort, the responsibility, and the obligation lie with the man himself. Therefore, if highly motivated individuals, for whatever reason, seek and achieve a high level of development outside an agency's formal program, they should not be excluded from the advancement

and promotion process. When individuals claim they can perform above the competence demanded in their current position and they can demonstrate superior ability, they should be allowed to compete for advancement and promotion.

STANDARD 17.2 ✓

FORMAL PERSONNEL DEVELOPMENT ACTIVITIES

Every law enforcement agency should immediately implement formal programs of personnel development. Such programs should be designed to further the employee's professional growth and increase his capacity for his present or future role within the agency.

1. Every agency should allow all sworn personnel to participate voluntarily in at least 40 consecutive hours of formal personnel development activity annually, while on duty, and at full pay. Such activity may include:

a. Forty consecutive hours of in-house or out-of-house classroom training directed toward the development of personal, vocational, conceptual, or managerial skills;

b. Internship of at least 40 consecutive hours with another law enforcement, criminal justice, government, or private organization that can contribute significantly to the professional development of the intern;

c. The assumption of the position, responsibility, and authority of an immediate superior for a minimum of 40 consecutive hours when such assignment would contribute significantly to the professional development of the subordinate;

d. Employee participation in administrative and operational research and reporting

that would not ordinarily be his responsibility but would contribute significantly to his professional development;

e. Provision of leaves of absence with pay to allow the achievement of academic objectives that contribute significantly to the employee's professional growth and capacity for current and future assignments;

f. Employee service as a member of or an adviser to management committees and boards on which he would not normally service, such as fleet safety boards, when such service would contribute significantly to the development of an employee's awareness and understanding of management philosophy and insight.

2. Every law enforcement agency with specialized units for detective, vice, traffic, staff, and other functions may develop a formal system for personnel rotation. This system would be designed to develop generalist, specialist, and managerial resources.

a. Newly hired personnel may be rotated through geographic areas of varying crime incidence and major functional assignments in order to give them the valuable perspective and professional understanding that only experience in a wide range of agency functions and areas can provide.

STANDARD 17.3 ✓

PERSONNEL EVALUATION FOR PROMOTION AND ADVANCEMENT

Every law enforcement agency should immediately begin a periodic evaluation of all personnel in terms of their potential to fill positions of greater responsibility. The selection of personnel for promotion and advancement should be based on criteria that relate specifically to the responsibilities and duties of the higher position.

1. Every agency periodically should evaluate the potential of every employee to perform at the next higher level of responsibility.

a. This evaluation should form a part of the regular performance evaluation that should be completed at least semi-annually.

b. Specific data concerning every employee's job performance, training, education, and experience should support the periodic evaluation for promotion and advancement.

2. Every law enforcement agency should use job analyses in the development of job related tests and other criteria for the selection of personnel for promotion and advancement. Selection devices should consist of one or more of the following:

a. Management assessment of past job performance, performance in the individualized development program, and demonstrated initiative in the pursuit of self-development;

b. Oral interviews; and

c. Job related mental aptitude tests.

3. Every law enforcement agency should disallow the arbitrary awarding of bonus points for experience and achievement not related to the duties of the position for which the individual is being considered. Arbitrary awards include:

a. Bonus points for seniority;

b. Bonus points for military service; and,

c. Bonus points for heroism.

4. No agency should use any psychological test as a screening device or evaluation tool in the promotion and advancement process until scientific research confirms a reliable relationship between personality and actual performance.

5. Every agency should require that personnel demonstrate the ability to assume greater responsibility prior to promotion or advancement and should continue to observe employee performance closely during a probationary period of at least one year from the date of promotion or advancement.

COMMENTARY

Evaluation of law enforcement personnel for advancement and promotion should not be limited to initial assessment of the individual's qualifications and abilities. Evaluation and selection of personnel for promotion and advancement should be an integral part of the personnel development process, beginning with identification of personnel who appear to have the potential for intensive development, continuing with assessment of their progress, and culminating with their final evaluation for advancement or promotion.

The line manager bears the basic organizational responsibility for developing personnel resources. He should identify promising prospects for advancement within his unit and prescribe the necessary training, education, and experience for them. Once an individual has developed his potential, he should be allowed to compete for advancements or promotions as vacancies occur.

Written examinations commonly used to select personnel for promotion measure only the individuals knowledge, not his ability to apply that knowledge effectively to his job. Formal training, education, and experience are also incomplete guides to an individual's qualifications.

An on-the-job test is an excellent indication of whether the trainee can handle added responsibilities. A professional job analysis that determines the special skills, the theoretical knowledge, and the most desirable characteristics of persons now functioning in the position is the proper method of developing a test.

Psychological testing should be employed at the entry level to eliminate the unfit, but should not be used in selecting personnel for development, promotion, or advancement. Development cannot be based on any set of ideals or specified personality characteristics or traits, neither can advancement and promotion.

STANDARD 17.4 ✓

ADMINISTRATION OF PROMOTION AND ADVANCEMENT

Every law enforcement chief executive, by assuming administrative control of the promotion and advancement system, should insure that only the best qualified personnel are promoted or advanced to positions of greater authority and responsibility in higher pay grades and ranks. Agencies that have not developed competent personnel to assume positions of higher authority may seek qualified personnel from outside the agency rather than promote or advance personnel who are not ready to assume positions of greater responsibility.

1. The law enforcement chief executive should oversee all phases of his agency's promotion and advancement system including the testing of personnel and the appointing of personnel to positions of greater responsibility. The law enforcement chief executive should make use of the services of an individual who is qualified for a position or assignment.

COMMENTARY

The law enforcement chief executive must have the authority to staff and manage his agency, because

ultimate responsibility for law enforcement effectiveness resides with him. He, therefore, should have control over the administration of promotion and advancement of personnel.

The staffing of senior positions within a law enforcement agency is best accomplished through the planned development of personnel to fill vacancies as they occur. The selection of an individual should be based on his demonstrated ability to perform the tasks and assume the responsibility required of a senior position. Rather than fill a vacancy with an unqualified individual, it is better to leave the position vacant until a suitable, well-qualified individual can be developed and promoted.

In instances where qualified personnel are available within the agency, but better qualified personnel are believed available outside it, the decision should be made in favor of agency personnel. To staff senior vacancies any other way would have a devastating effect on morale.

b. Selective and individualized rotation of incumbent personnel should be implemented to develop generalist and specialist expertise or specifically to prepare personnel for promotion and advancement. The movement of incumbent personnel should take into account individual needs for specific work experiences, individual potential and willingness to participate, and agency needs for the development of personnel as well as the potential for a cost-effective return on the investment of time and manpower.

c. Every agency should regulate personnel rotation so that the agency is continually able to meet its primary service objectives. The rotation of highly specialized personnel, such as a criminalist, should be restricted to avoid serious interference with the delivery of specialized services.

3. Every agency should encourage personnel to pursue development on their own time, as well as on agency time, by attending college courses and seminars and through suggested reading.

4. Every law enforcement agency should fulfill its responsibility to develop personnel by seeking adequate funding for personnel development activities. In so doing, the law enforcement agency should consider the availability of financial assistance outside the normal budgetary process.

COMMENTARY

Personnel development is directed not only toward improving the performance of incumbent personnel, but also toward creating a pool of personnel qualified for the positions of advanced generalists, specialists, supervisors, managers, and executives. Personnel development incorporates the concepts of career development and management development.

The first step toward insuring the availability of qualified personnel is establishing appropriate selection standards. Development must begin with individuals of high caliber and continue through their

careers. Every law enforcement agency should provide education, training, and planned experiences designed to bring all officers who participate voluntarily to their full potential as generalists, specialists, supervisors, managers, or administrators. The voluntary aspect is important because development is not something that can be done to a person. Rather, the motivation to develop must come from within.

Another step in the area of personnel development is formal training and education for law enforcement personnel. This can be offered by the agency itself, by local colleges and universities, by private business, and by combining individual agency resources for regional law enforcement training and education.

Internship is also valuable in personnel development in that it provides an opportunity for the intern to observe the management and operation of agencies facing problems similar to those of his own. Such a program is beneficial on any level but perhaps most helpful to specialists and managers. Exchanging interns among the elements of the criminal justice system increases the understanding of the proper interaction of law enforcement, courts, and corrections.

Formal education and training provide the individual with the knowledge and skills necessary to upgrade his level of performance and prepare him for greater responsibility in another position. His current position may not provide an opportunity to demonstrate what he has learned; he may be promoted to the higher position before he has applied his training in practical situations. Therefore, law enforcement agencies should allow an individual to operate at a higher level on a trial basis after successfully completing his formal training.

If temporary advanced placement is impractical or if the agency does not feel the employee is ready, it is nevertheless useful to assign him research projects or other similar duties. Trainees not only learn from the experience but relieve superiors of part of their burden.

The rotation of personnel for training and development is beneficial to new employees in that it broadens their perspective of the entire law enforcement service and agency and introduces them to the type of law enforcement work they might like

to do. It is important, though, that new personnel be rotated not only through a variety of law enforcement tasks, but also through geographic areas with varying crime incidence and ethnic makeup.

STANDARD 17.5 ✓

PERSONNEL RECORDS

Every law enforcement agency immediately should establish a central personnel information system to facilitate management decisionmaking in assignment, promotion, advancement, and the identification and selection of individuals for participation in personnel development programs.

1. The personnel information system should contain at least the following personnel information:

- a. Personal history;
- b. Education and training history;
- c. Personnel performance evaluation history;
- d. Law enforcement experience;
- e. Assignment, promotion, and advancement history;
- f. Commendation records;
- g. Sustained personnel complaint history;
- h. Medical history;
- i. Occupational and skills profile;
- j. Results of special tests; and,
- k. Photographs.

2. The personnel information system should be protected against unauthorized access; however, employees should have access to agency records concerning them, with the exception of background investigation data.

3. The system should be updated at least semi-annually and, ideally, whenever a significant

change in information occurs; and

4. The system should be designed to facilitate statistical analysis of personnel resources and the identification of individuals with special skills, knowledge, or experience.

COMMENTARY

Comprehensive records are the basis of effective personnel management. Decisions concerning the development, advancement, and promotion of individuals are facilitated by ready access to detailed information. It has already been noted that advancement and promotion should not be based on written examinations and oral interviews alone. Data pertaining to experience, quality of performance, level of education, special training, and skills should be examined and carefully weighed.

Information should be consolidated in a central personnel record system where all pertinent data are collected and stored in one location. Law enforcement agencies collect an enormous amount of information pertaining to their employees, but often the information is scattered throughout various bureaus and offices and is not readily accessible to line managers and others who should consider it in administering personnel resources.

Comprehensive personnel records in the wrong hands can be abused in a number of ways. Security measures should be taken to insure that access is limited to those who have a legitimate right to review the information.

Decisions concerning personnel are only as good as the information upon which they are based. Because outdated records are of little use, they should be updated at least semi-annually and, preferably, whenever a significant change of status occurs.

All central personnel record systems should provide administrators with statistical analysis of their personnel resources. It is important to know at all times the number and percentage of personnel

with a certain level of education, completion of special training, or special skills; this information identifies recruitment and training needs before a deficiency develops.

CHAPTER 18

EMPLOYEE RELATIONS

Working relations between employees and the chief executive are necessary if there is to be an effective and well-organized police force. The responsibility to maintain employee relations falls upon the law enforcement chief executive. He must insure that employees have a voice in the department whereby they can relay information and grievances. Law enforcement officers have daily contact with operational problems and, therefore, are in a position to aid the chief executive on personnel and operational matters.

Employee organizations are discussed in this chapter. There is a need for balanced management and employee rights. A foundation must be provided for effective management-employee relations. At the same time, one must recognize that law enforcement agencies and law enforcement employees throughout the state have some different ideas on employee organizations. Some law enforcement employees may

not feel the need for or may not want to engage in collective negotiations. They should not be forced to do so.

While it is important to recognize the right of law enforcement employees to engage in organizations, the safety of the community cannot be jeopardized. A concerted work stoppage by policemen could be disastrous. Hopefully, dedication to service would prevent this possibility, but in order to secure the well-being of citizens, there must be some legal limitations placed upon the rights of the employees.

STANDARD 18.1

✓ THE LAW ENFORCEMENT EXECUTIVE AND EMPLOYEE RELATIONS

Every law enforcement chief executive should immediately acknowledge his responsibility to maintain effective employee relations and should develop policies and procedures to fulfill this responsibility.

1. Every law enforcement chief executive should actively participate in seeking reasonable personnel benefits for all law enforcement employees.

2. Every law enforcement chief executive should provide an internal two-way communication network to facilitate the effective exchange of information within the agency and to provide himself with an information feedback device.

3. Every law enforcement chief executive should develop methods to obtain advisory information from law enforcement employees who have daily contact with operational problems to assist him in reaching decisions on personnel and operational matters.

4. Every law enforcement chief executive should provide a grievance procedure for all law enforcement employees.

5. Every law enforcement chief executive may have employee relations specialists available to provide assistance in:

a. Developing employee relations programs and procedures;

b. Providing general or specific training in management-employee relations; and,

c. Collective negotiations.

6. Recognizing that law enforcement employees have a right, subject to certain limitations, to engage in political and other activities protected by the first amendment, every law enforcement agency should promulgate written policy that acknowledges this right and specifies proper and improper employee conduct in these activities.

7. Every law enforcement chief executive should acknowledge the right of law enforcement employees to join or not join employee organizations that represent their employment interests, and should give appropriate recognition to these employee organizations.

COMMENTARY

The law enforcement administrator should be prepared to secure reasonable personnel benefits and compensation for agency personnel. The administrator should practice good personnel management and provide good working conditions, fair wages, promotion opportunities, and proper leadership in order to achieve the best working relationship with the members of his staff. Where handicapped by civil service regulations, legislation, or budgetary restrictions, the administrator should take time to explain these problems to his employees and assist them in addressing the officers' desires to the proper authorities. Decisions affecting law enforcement personnel need to be discussed with the representatives of the employees to get information from the field as to the line operations personnel ideas.

STANDARD 18.2

WORK STOPPAGES AND JOB ACTIONS

Every law enforcement chief executive should immediately prepare his agency to react effectively to neutralize any concerted work stoppage or job action by law enforcement employees. Any such concerted law enforcement employee action should be prohibited by law.

1. Louisiana by 1976, should enact legislation that specifically prohibits law enforcement employees from participating in any concerted work stoppage or job action. Local legislation should be enacted immediately if state prohibitive legislation does not currently exist.

2. Every law enforcement agency should establish formal written policy prohibiting law enforcement employees from engaging in any concerted work stoppage or job action.

3. Every law enforcement agency should develop a plan to maintain emergency law enforcement service in the event of a concerted employee work stoppage.

4. Every law enforcement chief executive should consider the initiation of internal disciplinary action, including dismissal, against law enforcement employees who participate in a concerted job action or work stoppage. Among the many disciplinary alternatives available to the chief executive are actions against:

- a. All participating employees for violating prohibitive legislation and policy;
- b. Individual employees when their individual conduct warrants special action;

c. Only those employees who encouraged, instigated, or led the activity; and,

d. None of the participating employees; however, criminal or civil action may be sought for violations of legislative prohibitions.

COMMENTARY

Louisiana should enact legislation which provides for "no rights to strike" for all law enforcement officers. The situations caused by law enforcement work stoppages and job strikes threaten the entire community. Such action should be prohibited by legislation which engrosses effective alternatives to strikes or "slow-downs." Consideration should be given to collective bargaining or intermediary arbitration as effective methods to deal with management/personnel difficulties which arise in the course of duty.

Law enforcement administrators and community and area elected officials should plan for alternative modes of protecting the community when law enforcement officers walk off the job. Logistical and operational difficulties must be planned for in the provision of emergency law enforcement services. Officials should be prepared to obtain judicial relief as warranted to bring the officers back to work.

CHAPTER 19

INTERNAL DISCIPLINE

Most law enforcement agencies have several definable objectives. These are the protection of life and property, the maintenance of domestic peace and harmony, the detection of crime, the efficient and effective movement of people and goods, and the apprehension and prosecution of offenders. Every law enforcement agency undertakes a variety of activities in order to achieve these objectives. In departments that are competently organized and managed, every activity is either directly associated with the attainment of one or more of these objectives or exists to support these primary activities.

Discipline and accountability are essential to the law enforcement agency. By maintaining an effective and responsive discipline system, the integrity of the agency can be preserved. Public support can be strengthened by protecting them from law enforcement misconduct and corruption through the changing of inadequate law enforcement policies and procedures and the correction or removal of employees guilty of misconduct.

Structure and operations of law enforcement agencies are principles basic to their organizations. Certainly, communications channels and lines of authority should be established. This principle is generally referred to as the chain of command, which is just as important, if not more so, for the chief of police, his supervisors, and his immediate assistants, as it is for subordinates.

Law enforcement agencies also must deal with many special organizational problems. Notable among these functions are internal inspection, command relationships, and informal organization. Internal inspection is an essential administrative function involving a continuous review of departmental

operation to insure compliance with departmental policies, procedures, rules, and regulations. Command relationships refer to the rank structures that are established within the agency. Too often, responsibilities are assigned without regard to rank structure creating misunderstanding and a responsibility /authority problem.

An important task of management is to recognize the existence of the informal organization and to direct it toward the achievement of the recognized goals of the formal organization. Often, informal organization is looked upon with disfavor for fear that it will infringe upon the formal organization's authority. As a result of this, cliques which develop their own goals and objectives are organized. This usually results in inefficiency, social conflict, and a general breakdown of morale within the formal organization. When attempts to follow the normal chains of command fail, lines of communication are bypassed and unofficial detours develop. This chapter addresses itself to these considerations and to other elements necessary for the effective administration of internal discipline.

STANDARD 19.1

FOUNDATION FOR INTERNAL DISCIPLINE

Every law enforcement agency immediately should formalize policies, procedures, and rules in written form for the administration of internal discipline. The internal discipline system should be based on essential fairness, but not bound by formal procedures or proceedings such as are used in criminal trials.

1. Every law enforcement agency immediately should establish formal written procedures for the administration of internal discipline and an appropriate summary of those procedures should be made public.

2. The chief executive of every law enforcement agency should have ultimate responsibility for the administration of internal discipline.

3. Every employee at the time of employment should be given written rules for conduct and appearance. They should be stated in brief, understandable language.

In addition to other rules that may be drafted with assistance from employee participants, one prohibiting a general classification of misconduct traditionally known as "conduct unbecoming an officer," should be included. This rule should prohibit conduct that may tend to reflect unfavorably upon the employee or the agency.

4. The policies, procedures, and rules governing employee conduct and the administration of discipline should be strengthened by incorporating them in training programs and promotional examinations, and by encouraging employee participation in the disciplinary system.

COMMENTARY

Every law enforcement chief executive should insure that each officer is fully accountable to the agency and the community for his actions. Policies and procedures should be established not only to provide a means of administering internal discipline but also to provide security against false accusations. These administrative regulations, which all officers must abide by, are a positive means in raising the performance of the law enforcement service. Policy and procedure give direction and guidance to an officer's actions and provide security whenever accusations are filed.

✓ STANDARD 19.2

COMPLAINT RECEPTION PROCEDURES

Every law enforcement agency immediately should implement procedures to facilitate the making of a complaint alleging employee misconduct, whether that complaint is initiated internally or externally.

1. The making of a complaint should not be accompanied by fear of reprisal or harassment. Every person making a complaint should receive verification that his complaint is being processed by the law enforcement agency. This receipt should contain a general description of the investigative process and appeal provisions.

2. Every law enforcement agency, on a continuing basis, should inform the public of its complaint reception and investigation procedures.

3. All persons who file a complaint should be notified of its final disposition; personal discussion regarding this disposition should be encouraged.

4. Every law enforcement agency should develop procedures that will insure that all complaints, whether from an external or internal source, are permanently and chronologically recorded in a central record. The procedure should insure that the agency's chief executive or his assistant is made aware of every complaint without delay.

5. Complete records of complaint reception, investigation, and adjudication should be maintained. Statistical summaries based on these records should be published regularly for all law enforcement personnel and should be available to the public.

COMMENTARY

Making a complaint should be free from excess formalities and bureaucratic red tape. Any person, citizen or another law enforcement officer, should be encouraged to file a complaint with the law enforcement agency if that person believes an officer has committed some action which is in violation of the statutes and ordinances of the jurisdiction or is misconduct on the part of the officer.

Complaints of officer misconduct should be recorded by the appropriate unit or individual with a swift investigation into all allegations. Persons who file complaints should be informed of the investigative results. While investigations of alleged misconduct should be kept confidential, the statistical record of these investigations should be disclosed as a valuable means of keeping the community informed of law enforcement performance.

STANDARD 19.3

INVESTIGATIVE RESPONSIBILITY

The chief executive of every law enforcement agency immediately should insure that the investigation of all complaints from the public and all allegations of criminal conduct and serious internal misconduct are conducted by a specialized individual or unit of the involved law enforcement agency. This person or unit should be responsible directly to the agency's chief executive or the assistant chief executive. Minor internal misconduct may be investigated by first line supervisors, and these investigations should be subject to internal review.

1. The existence or size of this specialized unit should be consistent with the demands of the workload.

2. Law enforcement agencies should obtain the assistance of prosecuting agencies during investigations of criminal allegations and other cases where the law enforcement chief executive concludes that the public interest would best be served by such participation.

STANDARD 19.4

INVESTIGATION PROCEDURES

Every law enforcement agency immediately should insure that internal discipline complaint investigations are performed with the greatest possible skill. The investigative effort expended on all internal discipline complaints should be at least equal to the effort expended in the investigation of felony crimes where a suspect is known.

1. All personnel assigned to investigate internal discipline complaints should be given specific training in this task and should be provided with written investigative procedures.

2. Every law enforcement agency should establish formal procedures for investigating minor

3. Every law enforcement agency should deploy the majority of its complaint investigators during the hours consistent with complaint incidence, public convenience, and agency needs.

COMMENTARY

In dealing with corruption and complaints involving law enforcement personnel, the chief law enforcement executive of every agency in Louisiana should establish an internal unit or specialized individual, consistent with the demands of the tasks, that is primarily engaged in the reception, investigation, and disposition of complaints. This individual or unit should be directly responsible to the agency executive.

internal misconduct allegations. These procedures should be designed to insure swift, fair, and efficient correction of minor disciplinary problems.

3. Every investigator of internal discipline complaints should conduct investigations in a manner that best reveals the facts while preserving the dignity of all persons and maintaining the confidential nature of the investigation.

4. Every law enforcement agency should provide--at the time of employment, and again, prior to the specific investigation--all its employees with a written statement of their duties and rights when they are the subject of an internal discipline

investigation.

5. Every law enforcement chief executive should have legal authority during an internal discipline investigation to relieve law enforcement employees from their duties when it is in the interests of the public and the law enforcement agency. A law enforcement employee normally should be relieved from duty whenever he is under investigation for a crime, corruption, or serious misconduct when the proof is evident and the presumption is great, or when he is physically or mentally unable to perform his duties satisfactorily.

6. Investigators should use all available investigative tools that can reasonably be used to determine the facts and secure necessary evidence during an internal discipline investigation. The polygraph should be administered to employees only at the express approval of the law enforcement chief executive.

7. All internal discipline investigations should be concluded 30 days from the date the complaint is made unless an extension is granted by the chief executive of the agency. The complainant and the accused employee should be notified of any delay.

COMMENTARY

Investigating alleged employee misconduct requires the same skills as criminal investigations, in addition to other more complex skills. The investigative procedures used, coupled with the subsequent adjudication process, are the most important elements in maintaining the confidence of the public and employees in the administration of internal discipline. The investigation and adjudication process should be swift, certain, and fair. This demands that only the most competent employees be selected and developed to conduct internal discipline investigations.

Few law enforcement agencies provide any, let alone sufficient, training for their internal discipline investigators. Most investigators must gain expertise entirely through experience, since usually they are

not provided with written material to guide their investigations and reporting. Law enforcement agencies should require specific, intensive training for internal discipline investigators and should provide extensive written guidelines on proper investigative and reporting procedures. The investigators should be thoroughly familiar with the entire administration of internal discipline.

Police agencies should provide two systems for reporting and adjudicating employee misconduct. One should be for complaints handled by the specialized units and another should be for minor internal misconduct. The majority of substantiated incidents of employee misconduct are minor departures from agency policies, rules, and procedures. Law enforcement agencies usually handle these without difficulty, since they ordinarily provide supervisors with a simple and flexible system for reporting and adjudicating these acts of misconduct.

Being the subject of an internal discipline investigation can be an extremely disturbing experience. Law enforcement agencies should allow the employee a reasonable opportunity to secure advice concerning the investigation from someone he respects and in whom he has confidence. A law enforcement agency should encourage the employee to seek this assistance from another member of the agency.

The law enforcement employee who is under investigation for corruption or another major crime or serious misconduct poses a problem for the law enforcement chief executive. Most law enforcement agencies have the authority to suspend or relieve from duty an employee who is being investigated for alleged misconduct although there are some exceptions to this. A law enforcement chief executive is severely hindered in his ability to maintain control of his organization without this authority. He should have this power.

A maximum investigative time limit for adjudication of complaints should be established and strictly enforced. Extensions should be granted only by the police chief executive and should be based on a written justification supporting the need for the extension and the reason for not meeting the

deadline. If an extension is granted, the complainant and the accused employee should be notified of the delay.

STANDARD 19.5

ADJUDICATION OF COMPLAINTS

Every law enforcement agency immediately should insure that provisions are established to allow the law enforcement chief executive ultimate authority in the adjudication of internal discipline complaints, subject only to appeal through the courts or established civil service bodies, and review by responsible legal and governmental entities.

1. A complaint disposition should be classified as sustained, not sustained, exonerated, unfounded, or misconduct not based on the original complaint.

2. Adjudication and--if warranted--disciplinary action should be based partially on recommendations of the involved employee's immediate supervisor. The penalty should be at least a suspension up to 6 months or, in severe cases, removal from duty.

3. An administrative fact-finding trial board should be available to all law enforcement agencies to assist in the adjudication phase. It should be activated when necessary in the interests of the law enforcement agency, the public, or the accused employee, and should be available at the direction of the chief executive or upon the request of any employee who is to be penalized in any manner that exceeds verbal or written reprimand. The chief executive of the agency should review the recommendations of the trial board and decide on the penalty.

4. The accused employee should be entitled to representation and logistical support equal to that afforded the person representing the agency in a trial board proceeding.

5. Law enforcement employees should be allowed to appeal a chief executive's decision. The

law enforcement agency should not provide the resources or funds for appeal.

6. The chief executive of every law enforcement agency should establish written policy on the retention of internal discipline complaint investigation reports. Only the reports of sustained and, if appealed, upheld investigations should become a part of an accused employee's personnel folder. All disciplinary investigations should be kept confidential.

7. Administrative adjudication of internal discipline complaints involving a violation of law should neither depend on nor curtail criminal prosecution. Regardless of the administrative adjudication, every law enforcement agency should refer all complaints that involve violations of law to the prosecuting agency for the decision to prosecute criminally. Law enforcement employees should not be treated differently from other members of the community in cases involving violations of law.

COMMENTARY

The adjudication of complaints will have an effect on subsequent internal discipline investigations and on the agency's entire system. It is essential that all parties involved in the incident feel they have had an opportunity to be heard, and that the adjudication process weighs all available data. The complainant, the witnesses, and the accused employee should be encouraged to participate in the process that leads to a final decision, even though that decision is the responsibility of the police chief executive.

The options a police chief executive has in adjudicating complaints may make the difference

between a system that works and one that does not. If the chief executive has options he can exercise in reaching his final decision, a flexibility and precision in disposing of charges will result. This latitude allows for a fairer disposition of the complaint.

During the adjudication phase of internal discipline proceedings, a law enforcement agency must insure that the accused employee's immediate supervisor is consulted in developing the recommendation for the complaints adjudication. More than anyone else, the immediate supervisor should be able to evaluate the overall conduct and performance level of his subordinate and, if a penalty is indicated, to determine how severe it should be. However, the supervisor's recommendation must be subject to administrative review for objectivity and consistency.

Law enforcement agencies should maintain internal review provisions in the form of administrative trial boards. These trial boards are useful in helping law enforcement chief executives arrive at sound decisions in internal discipline cases. The boards provide a diversity of opinion for final adjudication, and allow for greater participation in the process by persons involved in the complaint investigations. These boards are also useful as a forum for discussion of those cases which receive a large

amount of public attention and which, if adjudicated without a trial board, could cause public distrust.

The trial board is responsible for determining facts and advising the police chief executive on an adjudication. The conduct of the proceeding should be governed by the principle of essential fairness.

No employee should be forced to secure legal assistance. If he feels representation is necessary, the law enforcement agency should provide representation and logistical support equal to that afforded the person presenting the agency's case.

Administrative discipline should be neither a barrier to nor impeded by potential criminal prosecution. Law enforcement agencies must request the assistance of prosecuting agencies in cases involving violations of the law. Often justice will be served through the administration of internal discipline; the law enforcement agency, however, must not be a party to the curtailment of any criminal prosecution. The law enforcement service is nearing a state of high professionalism, and it cannot condone treating law enforcement employees who violate the law differently from other members of the community.

STANDARD 19.6

POSITIVE PREVENTION OF LAW ENFORCEMENT MISCONDUCT

The chief executive of every law enforcement agency immediately should seek and develop programs and techniques that will minimize the potential for employee misconduct. The chief executive should insure that there is a general atmosphere that rewards self-discipline within the law enforcement agency.

1. Every law enforcement chief executive should implement, where possible, positive programs

and techniques to prevent employee misconduct and encourage self-discipline. These may include:

- a. Analysis of the causes of employee misconduct through special interviews with employees involved in misconduct incidents and study of the performance records of selected employees;

- b. General training in the avoidance of

misconduct incidents for all employees and special training for employees experiencing special problems;

c. Referral to psychologists, psychiatrists, clergy, and other professionals whose expertise may be valuable; and,

d. Application of peer group influence.

COMMENTARY

Internal discipline in law enforcement agencies is often crisis-oriented. Most agencies simply react to employee misconduct. While they do a good job of investigating after incidents have occurred, they do little to prevent them. Preventive programs differ as much as the law enforcement agencies that run them; therefore, each agency must analyze its particular problem and innovate. Law enforcement misconduct is the result of many factors, and cannot always be foreseen, discouraged, or circumvented. However, a great deal of misconduct can be prevented by law enforcement agency programs and policies.

One type of prevention program could involve interviewing employees who have undergone the

disciplinary process. These interviews, which would be conducted by the specialized investigation unit, if off the record. Information relevant to prevention is documented with the employees providing the information remain anonymous. The emphasis should be on "why." At the same time, no attempt to solicit any other investigative information should be made.

Another method that can be used is the incorporation of a discussion of the police Code of Ethics, specific agency rules and regulations concerning law enforcement conduct, and the process of the administration of internal discipline in the employee training program. A better training method uses actual cases of employee misconduct to spark student attention. This trainee interest can be channeled into constructive learning by using an instructor at the same job level as the training group and encouraging group discussion rather than lecture. Competent counselors outside the regular chain of command can provide help for an employee undergoing emotional stress or encountering problems that may result in misconduct.

CHAPTER 20

HEALTH CARE, PHYSICAL FITNESS, RETIREMENT, AND EMPLOYEE SERVICES

Often, law enforcement officers are subjected to situations which require a physically fit anatomy. In order to insure maximum effectiveness, officers must make efforts to remain in good health. The Louisiana State Police presently has no physical fitness standards; however, a program is pending.

Physical drills and exercise are used to teach and develop physical dexterity. The most important point is that each officer is taught, practices, and demonstrates his proficiency by physical performance of the tasks or skills involved. This type of instruction is most often seen in straight physical training and body development, hand-to-hand combat, firearms, motor vehicle and pursuit driving, swimming, first aid, and crowd/riot control.

Once an officer has attained these skills and has reached a point of good physical condition, it is important that he remain that way. As people age, physical strength peaks and begins a gradual recession. Proper exercise can deter this. The patrol officer is in an especially vulnerable position as his duties often require up to eight hours a day of riding in the patrol car. Over-weightness is often the rule rather than the exception in this situation. In order to maintain a high standard of physical fitness, facilities should be provided where officers can carry on a complete exercise program and assure their good health.

Retirement is a topic which has not had too much discussion within the law enforcement context. All law enforcement employees should be able to look forward to a retirement income which will satisfy his needs. Retirement programs should be provided by law enforcement agencies and should be uniform within the state so as to allow for lateral entry. By this method, law enforcement officials could accept any position desired at any operational level without losing any retirement benefits.

Employee benefits are somewhat lacking in the law enforcement profession. This may be true because law enforcement officers, being restricted by law and professional dedication, lack bargaining power. For this reason, it is desirable for agencies to engage in employee service activities.

The Louisiana State Police has a health care program in which the state pays half and the employee pays half. It pays full salary and medical expenses for job-related injuries and \$15,000 for job-related death.

STANDARD 20.1 ✓

HEALTH INSURANCE

Every law enforcement agency should, by 1982, make available a complete health care program for its officers and their immediate families to insure adequate health care at minimum cost to the agency and the employee.

1. Every law enforcement agency should establish a health care program that provides for the particular health care needs of its employees and their immediate families.

a. The health care program should provide at least (1) surgery and related services; (2) diagnostic services; (3) emergency medical care; (4) continuing medical care for pulmonary tuberculosis, mental disorders, drug addiction, alcoholism, and childbirth; (5) radiation, inhalation, and physical therapy; (6) ambulance service; (7) nursing care; (8) prescribed medication and medical appliances; (9) complete dental and vision care; (10) hospital room; and (11) income protection.

b. Every agency should pay all or a major portion of the cost of the health care program to insure that the expense to employees, if any, is as small as possible. The agency should establish controls to insure that the highest available quality and quantity of medical services are provided under its plan. These controls should include a system of record handling that facilitates swift, efficient provision of services and feedback of employee reaction to the program.

2. Every law enforcement agency should insure that an officer or his beneficiaries are allowed to continue as members of the health care program after the officer's retirement, and that benefit and cost change under these circumstances are reasonable.

COMMENTARY

An inadequate health care program can cause resentment toward the law enforcement agency that

offers it; and, in the long run, this resentment can effect his work and working relation with the law enforcement agency. Therefore, it is important that a comprehensive health care program be established. This would help relieve the employee of some of the anxieties associated with raising a family, especially concern about what may happen to his family if he becomes ill or cannot pay for needed medical attention for his family. This assurance allows the employee to concentrate to a greater degree on his work.

These health care programs have to be tailored to the needs of the officers and their families. Health care plans should cover completely all services available in a hospital. Dental care is the largest unmet health need among Americans and should be included in the comprehensive program. Vision care plans should also be included in the health care program. Vision care is essential because imperfect eyesight is one of the most prevalent physical problems. Drugs are also an increasingly important and expensive factor in medical care. Therefore, it has become generally recognized that any comprehensive health care should cover prescriptions.

Supplementing pensions and health care are benefits designed to replace earnings when the employee cannot work. Disability insurance for law enforcement officers should be offered as part of the total insurance package. An injured or ill officer who is worried about his lack of income is hardly in the proper frame of mind for recuperation. In addition, he may return to work before full recovery, creating a safety hazard for himself, his fellow officers, and the public.

Most health care programs stipulate that members of the program may continue coverage after retirement. This is extremely important to all career officers. At the age of retirement the officer is likely to need medical coverage more than at any other time during his career. The policy should stipulate that

coverage, as well as the cost of the premium, can be transferred from the group plan to a personal plan.

STANDARD 20.2 ✓

STATE RETIREMENT PLAN

Louisiana should, by 1982, provide an actuarially sound statewide law enforcement retirement system for all sworn personnel employed within the state. This system should be designed to facilitate lateral entry.

1. Local agency membership in the retirement system should be voluntary.

2. The system should be designed to accommodate diverse salary schedules of member agencies and to insure equitable distribution of costs and benefits within the system.

3. Reciprocal agreements should be formulated between independent, local, state, and interstate police pension systems to allow any law enforcement officer to accept any law enforcement position available and still retain his accrued retirement benefits.

COMMENTARY

The fear of losing accrued pension credits is among the most serious impediments to professional flexibility in the law enforcement service. This flexibility is vital to the enhancement of law enforcement professionalism. It can be accomplished through standardization of municipal, parish, and state law enforcement retirement systems. However, to facilitate lateral entry, a national system is far more desirable, and it is recommended that the Department of Justice initiate and direct a study to

determine the feasibility of a national police retirement system.

Membership in the standardized state system should be voluntary on the part of local agencies. This would assure that strong vested interests in local systems are protected. Inducements such as sharing retirement costs should be an integral part of the state retirement system to attract maximum participation by the state's law enforcement agencies. The burden of funding of local police pension system has been borne solely by the individual officer and law enforcement agency. The state, the agency, and the officer should each contribute one-third to a pension system funded over a period of time sufficient to pay all liabilities: current service, past service, and unfunded.

If retirement systems were totally compatible, an officer would not be reluctant to move from one law enforcement agency to another agency for fear he would lose his pension benefits. Sound reciprocity agreements could protect the accrued benefits to the system the officer leaves and complement at the time of eventual retirement the system the officer enters. Both pension systems could contribute a percentage of the total retirement benefits which should be the same to the retiree as those he would have received had he remained with the original system.

RECOMMENDATION 20.1

LAW ENFORCEMENT OFFICER BENEFITS FOR DUTY—CONNECTED INJURY, DISEASE, AND DEATH

It is recommended that Congress extend the benefits of Title 5, Section 8191, of the United States Code to every federal, state, and local law enforcement officer who in the performance of any law enforcement duty is killed, injured, or contracts a sustaining disease.

COMMENTARY

Presently, benefits for non-federal law enforcement officers killed, injured or contracting disease in the performance of law enforcement duties having no connection with federal jurisdiction are, in

many cases, severely restricted. Frequently, officers rendering assistance to other nearby jurisdictions lose their own city or parish lines. Smaller communities often lack the financial resources to provide a reasonable level of service-connected death, injury and illness benefits. Extending the benefits of Section 8191 of Title 5 of the United States Code to all law enforcement officers, irrespective of jurisdictional considerations, should be given high priority Congressional attention.

RECOMMENDATION 20.2

CONTINUING PHYSICAL FITNESS

Every law enforcement agency should establish physical fitness standards that will insure every officer's physical fitness and satisfactory job performance throughout his entire career.

COMMENTARY

Few agencies require that standards of fitness be maintained throughout a law enforcement officer's career. Although physical height and weight

requirements exist in many agencies, there is no uniform requirement across the state. In order for an officer to perform effectively, he must be in a physical condition that permits him to act rapidly and perform strenuous activities in efforts to protect himself and the public that he serves.

CHAPTER 21

PERSONAL EQUIPMENT

There is great variation in personal equipment among the many different law enforcement agencies. This is natural since all locations do not have the same needs or law enforcement background. Local needs are a fundamental element when considering what type of personal equipment is most suitable for a given area. Geographic, climatic, and cultural conditions must all be examined before making a final decision.

Physical comfort of the officer must also be taken into consideration. In hot, humid areas, lightweight, short-sleeved uniforms are probably the most practical. While the uniform should reflect favorably on the agency and profession, it should not hinder an officer's work by being uncomfortable.

Uniforms may take many styles and colors, but should always be distinctive, so as to make an officer readily identifiable and serve as some deterrence to crime. While personal equipment, including firearms, may vary from agency to agency, there should be strict standardization within any given agency. Uniformity in appearance is necessary in order to maintain a high degree of police visibility.

Many employees other than law enforcement officers also wear uniforms. This is true of civilian traffic control, security guards, and parking control. Sometimes these individuals are mistaken for law enforcement officers and confusion may result. In order to avoid this confusion, a uniform distinguishable by style and particularly color should be worn by non-police personnel.

Once any item of personal equipment has been selected by the chief executive, it should be the only type authorized for agency use. This will cut down on maintenance cost, simplify training, and facilitate field operations.

As to weapons, there is no mandatory requirement that criminal justice employees in Louisiana who are authorized to carry weapons to have even minimum weapons training. There is a need to provide the officer with some training in regards to the equipment he is issued, e.g., firearms.

✓ STANDARD 21.1

LAW ENFORCEMENT UNIFORMS

Every law enforcement chief executive should immediately develop and designate complete standard specifications for apparel and equipment to be worn by every agency employee when performing the duties of a uniformed law enforcement officer. To deter criminal activity, uniformed law enforcement officers should be highly visible, easily identifiable and readily distinguishable from other uniformed persons. Every officer's appearance should reflect favorably on his agency and profession; however, to insure maximum efficiency, this should not be accomplished at the expense of physical comfort.

1. Every law enforcement chief executive should consider seasonal changes and climate when developing the agency's standard law enforcement uniform.

2. Every law enforcement chief executive should insure that the agency's law enforcement uniform identifies the wearer by name and agency, and makes him plainly recognizable as a law enforcement officer. Such items should be visible at all times.

3. Every law enforcement executive should insure that the uniforms of agency employees other than law enforcement officers--such as civilian traffic control, parking control, and security officers--by color, design, and items of identification are plainly distinguishable from those of law enforcement officers.

4. Louisiana should enact legislation fixing the color and style of uniforms worn by private patrolmen or security guards to insure that they are readily distinguishable from law enforcement uniforms.

5. Every law enforcement agency should conduct daily uniform inspections to insure that every officer's appearance conforms to agency specifications and reflects favorably on the agency and the law enforcement profession.

COMMENTARY

Although many variables may influence the design and selection of law enforcement uniforms, the fundamental purpose of any uniform--to identify the role or function of the individual wearing it--must always be given primary consideration. Ease of identification is particularly important with law enforcement apparel. A distinctive uniform not only identifies but also promotes police visibility that offers some degree of deterrence to crime.

Climate is a factor which must be considered in the selection of the law enforcement uniform. In many areas, summer temperatures warrant the adoption of shirts with open collars and short sleeves. Some agencies feel that the use of this type of uniform gives an officer the appearance of unprofessionalism. However, it must be remembered that uncomfortableness may affect an officer's ability to perform his duties. Efficiency should not be sacrificed for appearance's sake.

There are many security personnel in the United States who wear uniforms. It is important that the uniformed law enforcement officer can be distinguished from the security personnel. The reasoning here is that many people may mistakenly believe that a security guard is a regular law enforcement officer who is capable of law enforcement functions.

STANDARD 21.2

FIREARMS AND AUXILIARY EQUIPMENT

Every law enforcement chief executive should immediately specify the type of firearms, ammunition, and auxiliary equipment to be used by the agency's law enforcement officers. To enhance law enforcement efficiency, personal equipment items should be interchangeable among all officers of the agency. Once established, these specified standards should be maintained by frequent, periodic inspections and appropriate disciplinary action when agency regulations are violated.

1. Every law enforcement agency should establish written specifications for agency-approved sidearms and ammunition to be carried by officers on uniformed duty, or plainclothes duty, or off duty. The specifications should include the type, caliber, barrel length, finish, and style of the sidearms, and the specific type of ammunition.

2. Every law enforcement agency should insure that the officers of every automobile patrol unit are equipped with a shotgun and appropriate ammunition. An easily accessible shotgun receptacle that can be locked should be installed in every vehicle.

3. Every law enforcement agency should designate all items of auxiliary equipment to be worn or carried by its uniformed officers. To insure intra-agency uniformity, the approved type, size, weight, color, style, and other relevant variables of each auxiliary equipment item, along with the position on the uniform or belt where it is to be worn or carried, should be specified in writing.

4. Every law enforcement agency should initiate a program of frequent, regular equipment inspections to insure that personal equipment items conform to agency specifications and are maintained in a presentable and serviceable condition. To insure that each officer's weapon functions properly, firearm practice should be required for all officers at

least monthly, and all firearms should be examined at regular intervals by a qualified armorer.

5. To insure shooting competency, every agency's policy relative to firearms practice should require each officer to maintain a minimum qualifying score in the firearms practice course adopted by the agency.

COMMENTARY

Today's law enforcement executive, when selecting the personal equipment to be used by the officers of his agency, has a broader choice than had his predecessor of a few years ago. As a result, he must research more products to meet the needs of his agency effectively.

The relative merits of revolvers and automatics have been widely discussed and are generally well known. Well-made, dependable weapons of both types are available. For law enforcement purposes, however, certain general requirements should be met. The police sidearm is primarily a defensive weapon intended to protect the lives of officers or other persons. It must be able to incapacitate the individual against whom it is used. For this purpose, authorities generally agree that police sidearms should be at least .38 calibers.

In certain situations, such as riots, sidearms are not effective tools for law enforcement officers. In these cases, shot guns are the ideal auxiliary firearm for policemen. Such personal equipment as handcuffs, batons, ammunition containers, holsters and pistol belts must also be used by officers. Standardization of this equipment will insure uniform appearance and quality throughout the agency.

Although proficiency in the use of firearms is important, emphasis must also be placed on training

every officer when he may shoot. Every officer, before he is permitted to carry a firearm, should be

thoroughly trained in the law as it applies to the use of force and the agency's shooting policy.

STANDARD 21.3

AGENCY PROVISION OF UNIFORMS AND EQUIPMENT

Every law enforcement agency should immediately acquire the funds necessary to provide and maintain a full uniform and equipment complement for every law enforcement officer. This will facilitate the agency's efforts to insure conformance to uniform and equipment standards.

1. Every law enforcement agency should determine the minimum uniform requirements for its law enforcement officers, including alternate items of apparel for warm, cold, and foul weather. The agency should furnish all required items at no cost to officers. Continuing conformity to uniform standards and appearance should be insured by regular replacement of uniforms or a uniform allowance.

2. Every law enforcement agency should furnish and replace at no cost to officers the sidearm, ammunition, and auxiliary personal equipment specified by the agency.

COMMENTARY

The uniform and equipment of the law enforcement officer is of vital importance. For this reason, the agency should furnish these items on a

continuing basis. When the agency furnishes and maintains uniforms and equipment for its personnel, the possibility that officers will wear or use unauthorized items is minimized. The agency's control over the officer's appearance is enhanced, as is the justification for inspections and mandatory replacement or repair.

The agency should also provide and replace sidearms and ammunition. High standards of quality and intra-agency interchangeability are vital, particularly with sidearms and ammunition. If the agency issues them, there is no question that the agency can control their use.

CHAPTER 22

TRANSPORTATION

Mobility is a key word in any consideration of transportation. Agency officials will probably never find it possible to acquire equipment which is perfect for the needs of officers. However, it is necessary to provide officers with equipment which can take them to where they are needed with minimum conflict. There are several influences which must be considered before placing products into service. The needs of the service must be determined by operational and managerial personnel. This can be derived by an appropriate survey and analysis. Budget limitations and the cost of equipment, including initial purchase, operation and repair, and resale are all factors that must be considered.

Whenever possible, standardization of equipment used should be followed for efficiency and economy. The larger the size of the agency and the more

centralized its operations, a greater possibility of standardization exists. However, the larger the geographical area of responsibility, and the more varied law enforcement duties become, the less able is the agency to standardize. Naturally there will be discrepancies among the needs of city police, rural area departments, and the State Police.

Overall, this chapter emphasizes transportation effectiveness, cost and maintenance, and the limitations which are placed upon the capabilities of different types of transportation.

STANDARD 22.1

TRANSPORTATION EQUIPMENT UTILITY

Every law enforcement agency should annually evaluate the tasks performed within the agency and the transportation equipment which may be utilized by the agency to determine how the proper application of transportation equipment can improve the agency's ability to accomplish its objectives.

1. Every law enforcement agency should, prior to submitting its annual budget, evaluate all existing and potential transportation equipment applications within the agency. The evaluation should include the examination of all tasks which may facilitate the objectives of the agency to determine if new or different equipment will result in:

a. More efficient use of human resources; and,

b. Improved law enforcement service that is cost-effective.

2. Every law enforcement agency should, prior to submitting its annual budget, evaluate the potential usefulness and limitations of each type of transportation equipment in order to select the appropriate tools for the specific law enforcement tasks of the agency. New and existing transportation equipment should be evaluated.

COMMENTARY

Each agency should perform a systematic examination of the tasks it performs to determine whether new or different transportation equipment

would result in more effective performance. The potential usefulness and limitations of each type of new and existing transportation equipment must be considered.

A law enforcement agency review of transportation equipment should include all common means of police transportation. The patrol car used on high-speed roadways should have several special characteristics. It should be capable of superior acceleration from conservative cruising speeds to a top speed of more than 120 mph. The patrol car should be equipped with the best possible suspension, high speed tires, and roll bars. The patrol car used where high speeds are unusual may differ from the high-speed roadway patrol vehicle.

The motorcycle is an extremely effective vehicle in heavy, congested traffic conditions because of its maneuverability. Three wheel motorcycles and scooters should be considered mainly for parking and other traffic assignments in downtown areas. The use of aircraft for law enforcement purposes has grown tremendously. They are used by agencies to perform many missions, especially in the area of emergency medical services, disaster and emergency operations, and transportation of personnel. Other means of transportation such as bicycles, watercraft, and horses may be utilized by law enforcement agencies depending upon the particular situations which are encountered. It is necessary that the law enforcement agency select the type of equipment which best satisfies the needs of its particular area.

STANDARD 22.2

TRANSPORTATION EQUIPMENT ACQUISITION AND MAINTENANCE

Every law enforcement agency should acquire and maintain law enforcement transportation equipment necessary to achieve agency objectives in a manner which is most cost-effective for the agency.

1. Every law enforcement agency acquiring ground vehicles should determine whether the acquisition should be made by purchasing, leasing, or reimbursing for officer-owned vehicles. This determination should be based upon the following considerations:

- a. Maintenance requirements;
- b. Control problems;
- c. Financing; and
- d. Overall cost-effectiveness.

2. Every law enforcement agency acquiring aircraft should determine the most advantageous form of acquisition by considering the maintenance and service requirements, the availability of the equipment when it will be needed, pilot-training and insurance costs, the availability of auxiliary police equipment, and the cost per hour of:

- a. Purchasing by the agency;
- b. Leasing;
- c. Purchasing jointly with other agencies;
- d. Renting; and,
- e. Acquiring surplus military aircraft.

COMMENTARY

The transportation system is one of the most important responsibilities of law enforcement

management. After salary costs, transportation is the most expensive item in the typical law enforcement agency budget and represents the greatest fiscal management challenge to the law enforcement agency.

There are many alternatives which must be evaluated in the method of selection of transportation equipment. Most law enforcement agencies buy their ground vehicles, but some lease them or reimburse officers for using their own. Whatever method is used, cost effectiveness must be a factor.

Many agencies will include aircraft in their transportation equipment. There are many similarities between the acquisition and maintenance of ground vehicles and aircraft. However, aircraft are a more complicated and expensive type of equipment and several factors must be considered before selecting one type of aircraft. Helicopters have greatly increased in use by law enforcement agencies during the past few years. Their ability to hover and land or take off almost anywhere makes them an extremely valuable tool. There are many disadvantages to selecting a helicopter instead of a fixed wing aircraft or a short take off and landing (STOL) aircraft. Rotary craft are by far the most expensive to purchase, maintain, and operate. Helicopter pilots require two or three times the training necessary for fixed wing and STOL operations. Helicopters are more likely to be involved in accidents due to the greater number of moving parts subject to failure, and the usual top speed is 100 to 110 m.p.h., which is slower than conventional or STOL craft. Helicopters do have some disadvantages, but in some areas especially those which are very congested, they may be the best craft which law enforcement can utilize.

STANDARD 22.3

FLEET SAFETY ✓

Every law enforcement agency should implement a fleet safety program to insure the safety of its employees and the public, minimize unnecessary expenditure of public funds, and increase agency efficiency.

1. Every agency fleet safety program should include:

a. A driver training program for all employees who operate agency vehicles;

b. Procedures for problem-driver detection and retraining;

c. Procedures insuring employee inspection of agency vehicles prior to use; and

d. A maintenance program which will minimize the hazard of malfunctioning equipment.

2. Every agency fleet safety program should emphasize the personal involvement of employees in meeting the objectives of the program through:

a. Peer group involvement in the classification of employee accidents;

b. Recognition for safe driving; and

c. An education program with emphasis on the personal benefits to be derived from safe driving.

COMMENTARY

A National Safety Council study of more than 100 police departments found that from 1967 through 1969, approximately three out of four police vehicles were involved in traffic accidents each year. Even though many police vehicles are used 24 hours each day, and police driving is frequently more demanding than most fleet driving, this safety record can be sharply improved.

For a fleet safety effort to be successful, it must include a driver training program. Without the required knowledge and skills, the driver cannot be expected to reach his potential as a safe driver. This effort should be organized into a continuing program affecting all drivers of the agency throughout their driving careers. The agency's accident records can identify those areas where driver improvement is needed and can also serve to measure the success of the fleet safety program.

The program must periodically be evaluated by superiors. The evaluation provides an opportunity to counsel officers, identify problem drivers, and judge the effectiveness of driving training efforts.

In order for the fleet safety program to be a success, officers must become personally involved and have a positive attitude toward the program. This may be achieved through an education program which concerns the benefits of safe driving and the consequences of careless driving.

RECOMMENDATION 22.1

TRANSPORTATION TESTING ✓

The federal government should immediately provide for the testing of vehicles and aircraft that have potential for law enforcement application. The objective of this program should be to determine the transportation equipment that will satisfy law enforcement requirements, to inform law enforcement agencies of the results of these tests, and to promote the development of needed law enforcement transportation equipment.

1. The testing agency, in cooperation with state and local police officials, should determine the safety, performance, and operating features of transportation equipment which meet each of the special requirements of law enforcement use.

2. The testing agency should initially test all models of aircraft, automobiles, motorcycles, and motor scooters currently in use by law enforcement. Subsequently, it should test prototypes and existing equipment whenever significantly changed. The test results should compare the safety, performance, and operating characteristics of the transportation equipment; these results, including cost data, should be published and distributed to all law enforcement agencies in time to assure their availability for local use in purchasing new equipment.

3. The federal government should, through technical advice, and, if necessary, research and development subsidies, develop transportation equipment to satisfy specific law enforcement requirements.

COMMENTARY

This recommendation emphasizes the need for a nationwide testing procedure for all vehicles having the potential for being used by law enforcement. Such a study could provide to law enforcement an ample data base from which law enforcement chief executives can determine the proper vehicles to be used by their particular agencies.

CHAPTER 23

COMMUNICATIONS

Whenever a citizen is in need of law enforcement aid, because he has been the victim of criminal activity or for some other reason, the most convenient method of notification is usually the telephone. For this reason, it is important that a well organized, up-to-date system of telecommunications is at the disposal of each law enforcement department.

A busy signal or an unanswered call to law enforcement could possibly result in lost lives or a disorder escalated out of proportion. It is necessary that each agency be able to respond immediately to all telephone calls.

Not only an effective telephone system, but also a well-organized radio system is needed. Once a citizen calls in a complaint, patrol officers must be notified by the station. Radio communication systems for the most part are out of date and stay overloaded. This makes for a dangerous situation that invites chaos if a mass emergency or natural disaster occurs. All law enforcement departments must become aware that the speed with which it can communicate with field units is critical to the success of agency efforts.

Another important facet of communications is that of the portable radio transceiver. At present, most patrolmen are tied to their patrol cars, because that is where their radios are located. The ideal situation would be one in which each patrol officer could

remain in constant communication with other policemen whether in or out of his patrol car. Since everyday duties often require that the patrol officer leave his automobile, it is feasible that he be equipped with a portable two-way radio transceiver capable of being carried anywhere the officer must go.

The majority of the law enforcement and criminal justice agencies in Louisiana are not taking advantage of recent advances in communication technology and the potential benefits which could be realized through utilization of a coordinated communications network within the State. The existing telephone-radio communications system is comprised largely of obsolete hardware hindering rapid communication between agencies within the system. The system reflects inadequate distribution of available radio frequencies resulting in congestion and slow response time. The telephone system does not provide for ready access by all inhabitants to immediate contact with law enforcement or other emergency services in the jurisdictions. Moreover, efforts at improvement which have been made to date have not been coordinated among all elements of the criminal justice system resulting in the creation of networks which fail to interface and the acquisition of overly expensive hardware which in many cases is obsolete when purchased.

STANDARD 23.1

LAW ENFORCEMENT USE OF THE TELEPHONE SYSTEM

Every law enforcement agency should develop as a sub-system of its overall communications system a telephone communications component designed to reduce crime through rapid and accurate communication with the public. This design may require an upgraded physical plant and supportive equipment, and procedures to shorten the time of the internal message handling.

1. Every law enforcement agency should immediately implement a full-time telephone service sufficient to provide prompt answering of calls for service.

a. Emergency telephone calls should be answered within 30 seconds, and non-emergency telephone calls should be answered within 60 seconds.

b. Procedures should be adopted to control the quality of law enforcement response to telephonic requests for service and information.

2. Every law enforcement agency should immediately install a sufficient number of emergency trunk lines, in addition to and separate from business trunk lines, to insure that an emergency caller will not receive a busy signal during normal periods of peak activity, excluding catastrophic or unusual occurrences.

3. Every law enforcement agency should immediately insure that any misdirected emergency telephone call for law enforcement, fire, or other emergency service is promptly accepted and that information obtained from such calls is immediately relayed to the appropriate public safety emergency agency.

4. Every law enforcement agency with a full-time telephone service should, by 1976, acquire and operate fail-safe recording equipment that will

allow endless or continuous recording of all incoming complaint calls and instantaneous playback of those calls.

5. Every law enforcement agency with full-time telephone service should, by 1982, operate that service from facilities designed to be reasonably secure from physical attack and sabotage. This security should extend to overhead telephone trunk line drop-wires running between aerial cables and the full-time telephone service facility.

6. Every law enforcement agency should, by 1982, obtain single universal emergency telephone service, and the cost of such service should be borne by the private telephone subscriber.

7. Pilot Automatic Number Identification Universal Emergency Telephone Systems should be installed to assess technical feasibility, cost-effectiveness for law enforcement, and public acceptance.

(PAND UETS)

COMMENTARY

It is extremely important that the public be able to contact the law enforcement agency quickly and without difficulty. For this reason, the telephone is considered the primary link between law enforcement and the community. A rapid system of telephone communications has a direct bearing upon operational costs, efficiency, and effectiveness in that it affects rapid field-unit response and increased apprehension rates.

It is necessary that citizens be able to contact law enforcement with a single phone call. However, small agencies may not have enough personnel to operate a phone system 24 hours a day. Some methods which may help to overcome this problem are single areawide emergency numbers, recorded message

devices that detail emergency instructions, automatic switching equipment, and well-trained telephone operators. For the average citizen, an occasional telephone call may be the only encounter he will have with his local law enforcement agency; it should be a positive one. As far as the number of lines an agency should operate is concerned, it is necessary that there be at least one line for emergency calls and one for administrative purposes.

The demand for law enforcement services is growing at a rate much faster than the ability of law

enforcement telephone systems to cope with it. A single universal emergency telephone number is a promising recent development for meeting this demand. The emergency number, 911, connects anyone dialing it to an emergency line at the local law enforcement agency. The 911 system would require expensive updating of communications operations and consolidation of emergency service call reception centers. However, despite all the initial problems faced by emergency agencies that have installed 911 systems, evaluations have been very complimentary.

STANDARD 23.2

COMMAND AND CONTROL OPERATIONS

Every law enforcement agency should acknowledge that the speed with which it can communicate with field units is critical; that it affects the success of agency efforts to preserve life and property; and that it increases the potential for immediate apprehension of criminal suspects. Therefore, a rapid and accurate communications capability should be developed.

1. Every law enforcement agency should immediately install a 24-hour two-way radio capability providing continuous communication between a communications center and field units. Agencies too small to maintain a full-time communications center should immediately arrange for that service to be provided by the nearest full-time communications center of a neighboring public safety emergency agency or a public safety emergency agency operated by the next highest political subdivision in the state.

2. Every law enforcement chief executive should immediately insure that delay time--the elapsed time between receipt of a complaint

emergency call and the time of message radio transmission--in the case of an emergency call does not exceed 2 minutes, and in the case of a non-emergency call, does not exceed 6 minutes. By 1978, communications center delay time in cases of emergency calls should not exceed 1 minute and in cases of non-emergency calls should not exceed 4 minutes.

3. Every agency should acquire and operate fail-safe recording equipment which will allow continuous recording of every radio transmission and recording equipment designed to allow instantaneous playback of field unit radio transmission.

4. Every law enforcement agency should immediately seek action by the appropriate legislative or regulatory body to regulate private agencies that provide central-station alarm service. Appropriate steps should be taken to minimize field-unit response to the location of any alarm not caused by a criminal attack.

5. Every agency operating a full-time

communications center and employing 15 or more persons should install suitable equipment to provide access to local, state, and federal criminal justice information systems. The minimum suitable equipment should be a teletypewriter capable of being connected to a data base.

6. Every law enforcement agency having a full-time communications center should, by 1978, operate from facilities designed to be reasonably secure from physical attack and sabotage.

COMMENTARY

In the past few years, communication technology has advanced rapidly. Unfortunately, police communications, especially command and control functions, have not kept pace. In a law enforcement agency, communications are probably the most important single activity. Law enforcement can benefit significantly from technology and prevent crime, by continually modernizing their communications network. There are several applications which can be made in this area, such as the use of strong radio signals to provide transmissions to and from the individual unit of the patrol officer, which will increase his proficiency. Also, the teletypewriter connected to a data base is

essential to law enforcement operations. Burglar and robbery alarms can also cause significantly higher capture rates. Technological advances alone cannot solve the police communications problem, they must be enhanced by the use of sound management practices.

In coordinating the operations of field units, the communications center is the primary information resource. Through it, field units obtain information stolen property, and other important data. The effectiveness of field units depends heavily on the quality of their information resources. Often, this valuable information is bottlenecked at its source, the communications center. Every agency with a full-time communications center employing more than 15 persons should install equipment sophisticated enough to facilitate rapid access to local, state, and federal criminal information. Agencies with communications centers with less than 15 employees should arrange with neighboring agencies to share available facilities.

Chief executives should implement security measures consistent with their department's needs. Any disruption to the police communications center can result in the paralysis of the entire agency.

✓ STANDARD 23.3

RADIO COMMUNICATIONS

Every law enforcement agency should immediately insure that its radio communications system makes the most efficient use of its radio frequency.

1. Louisiana should immediately establish common statewide police radio frequencies for use by state and local law enforcement agencies during periods of local disaster or other emergencies requiring inter-agency coordination.

2. Every agency should, by 1978, have a base station, mobile, and portable radio equipment capable of two-way operation on a common statewide police radio frequency.

3. Every agency should, by 1978, acquire and operate multi-channel mobile and portable radio equipment capable of two-way operation on operational frequencies, daily car-to-car tactical frequencies, joint public safety tactical frequencies and statewide tactical frequencies.

4. Every agency should, by 1978, equip every on-duty uniformed officer with a portable radio transceiver capable of providing adequate two-way communications and capable of being carried with reasonable comfort on the person.

COMMENTARY

One of the greatest problems with radio communications is the congestion of frequencies. Law enforcement agencies must plan for the most efficient use of the radio frequencies which have been assigned for their use, because an officer who is in need of assistance should not have to wait until a frequency is clear. One method to help alleviate this

problem is to employ multiple frequency trackings, which allow units to transmit on the same frequency linked to a dispatcher at the law enforcement agency.

In terms of local disaster or other emergencies, a statewide common frequency must be established so that individual agencies can make a coordinated effort to prevent trouble. This frequency should include fixed point-to-point, car-to-car, and car-to-station or command post capability. Effective command and control of law enforcement resources during an emergency require effective communications, planning, and equipment. At these times, the chief executive must see that base stations are set up and equipped with both mobile and portable radio equipment. Because of the tremendous versatility and efficiency derived from tactical frequencies and multi-channel radio systems, each law enforcement agency should incorporate such equipment into its present communications system as soon as possible.

Often an officer's duty requires him to leave the patrol car. Under these circumstances, he is usually out of communication with the agency and other law enforcement officers. The most immediate police communications equipment need is the furnishing of inexpensive, portable radios that will link every officer to his department regardless of whether he is in or out of the patrol vehicle.

RECOMMENDATION 23.1

DIGITAL COMMUNICATIONS SYSTEM

It is recommended that the Law Enforcement Assistance Administration stimulate competitive research and development for the design, manufacture, operation, and study of a pilot digital communications system. Such a system should include, as a minimum, automated vehicle locator devices, realtime unit status reporting devices, and vehicular visual display devices with hardcopy capability.

COMMENTARY

Digital communications systems, which link base stations to field units, are able to reduce frequency congestion. These systems provide instantaneous digital dispatching of routine operational messages, provide field units with direct access to computerized data banks, and allow dispatchers to track the location

of patrol units.

Digital transmission can reduce frequency congestion by as much as 50 percent. In this technique, a message is electronically composed at a precinct and transmitted in a period of time lasting only two seconds. It is received in visual form in a police vehicle on a visual display device.

A pilot program to research and develop these sophisticated and complex devices would result in considerable saving of time and money.

RECOMMENDATION 23.2

STANDARDIZED RADIO EQUIPMENT

It is recommended that a national commission be formed to study, develop, and supervise implementation of a program for communications equipment standardization. Once specifications have been set, law enforcement agencies should adhere to them and not buy equipment that does not meet these standards.

COMMENTARY

Serious economic and tactical problems may result in law enforcement operations through the use

of non-standardized radio equipment. By 1980, no agency should purchase communications equipment not meeting the specifications developed by the national standardization program.

RECOMMENDATION 23.3

FREQUENCY CONGESTION

It is recommended that there be a federally funded national study and evaluation of frequency spectrum requirements for law enforcement, and that such a study be initiated immediately.

COMMENTARY

The congestion of radio frequencies has become a problem of major concern. Many law enforcement agencies are unable to handle the volume of radio traffic efficiently and safely. Many patrol officers have to wait for a cleared frequency in order to communicate with other personnel. The possible consequences of this situation are obvious. There are

two approaches to solving the problem of frequency congestion. One is to increase the number of frequencies and the other is to make maximum use of the existing frequencies. Present technology provides ways to reduce congestion significantly and to develop new systems. Meanwhile, cooperative efforts of area-wide frequency coordination and shared use will also help to alleviate the problem. Law enforcement agencies can no longer continue to maintain exclusive frequencies; joint use and greater inter-agency coordination are needed.

CHAPTER 24

INFORMATION SYSTEMS

Inadequate information systems are the result of many problems, ranging from deficient organization of files and inadequate file management, compounded in some cases by insufficient numbers of personnel, a rapidly expanding volume and variety of records, and a lack of technical equipment to enhance storage capability. A variety of differing field reporting systems and concepts compounds the problem. Directly related problems include the fragmentation of records activities, duplication of records and files, and excessive time delays in processing case identification records.

Within Louisiana more than 900 separate criminal justice system agencies are operative at the state and local levels. Each of these agencies must contribute to the state's information system or none will receive full benefit of its operations. At present, the interchange of relevant operational and management data among these criminal justice agencies is not being accomplished. The failure to accomplish total coordination stems not only from mechanical shortcomings but also from the lack of overall guidance in decision-making. This lack of coordination severely limits reaction time in data dissemination and, consequently, limits the ability of many criminal justice personnel in the performance of their assigned duties.

There is a duality of purpose in establishing and maintaining an effective records system. First, an effective system should provide information rapidly and accurately to field personnel who are performing primary law enforcement functions. Second, but no less important in terms of long-range effectiveness of the agency, the system should routinely provide compilations of data for management use in the decision-making process. Without a substantial data base which accurately reflects activity on a continued

basis, generated from both internal and external sources, a chief executive cannot intelligently allocate human and material resources in a manner designed to accomplish his primary function -- the reduction of crime.

Before records are established, however, the information must be collected, classified, and stored. The system utilized to accomplish this task need not be overly complex, but it must contain minimum components to accomplish the task it is designed to do. Before this task can be properly performed, appropriate collection devices must exist. An essential part of any information system is the process of summarizing both administrative and operational facts so that trends can be identified and comparisons made to review weaknesses for the purpose of developing plans and programs.

The use of data processing equipment provides flexibility, speed, and accuracy in the compilation of data for monthly reports, summaries, and statistical studies so essential to a progressive police department.

Tabulating equipment is generally considered essential for the compilation of statistical summaries in police departments of more than 150 sworn officers. While such equipment is admittedly desirable in smaller departments, it is not essential since all data may be tabulated by clerks, either by daily entries or some other recognized method.

Regardless of the type of information system incorporated, one fact holds true for all the systems: they must contain up-to-date information and be capable of retrieving data quickly upon demand.

Presently, the information systems in Louisiana

are incapable of categorizing raw crime data into modes which can be utilized as management tools. This lack of a comprehensive and valid statistical data base severely limits both planning capabilities and

research and evaluation efforts. The deficiencies in this data base result in inefficiency throughout all the criminal justice system components.

STANDARD 24.1

LAW ENFORCEMENT REPORTING

Every law enforcement agency should establish procedures that will insure simple and efficient reporting of criminal activity, assist in criminal investigations, and provide complete information to other components of the criminal justice system.

1. Every law enforcement agency should immediately publish the circumstances which require an officer to complete a report, and should provide printed forms for crime, arrest, and other reports. Such forms should have enough appropriately headed fill-in boxes and companion instructions to assist the officer in obtaining and reporting all necessary information.

a. There should be a forms control procedure which subjects every departmental form to initial approval and periodic review to determine if the form's use is appropriate and the information called for is necessary.

b. Field reports should be as simple as possible to complete, and their design should permit systematic collection of summary and management data.

2. Every agency should immediately consider adopting policies that allow reports of misdemeanors and miscellaneous incidents to be accepted by telephone when:

a. No field investigation appears necessary; and

b. The efforts of the patrol force would otherwise be diverted from higher priority duties.

3. Where the volume of calls for service dictates, every agency should free its patrol units immediately for priority calls by assigning other personnel to one-man units whose primary function is

preliminary investigation and the subsequent completion of reports.

4. Louisiana should enact legislation requiring that, at the time arrest warrants are issued or recalled, notification be made to the state or other state designated agency by the court that issues such warrants. Every law enforcement agency should insure that, when it contacts or arrests an individual named in want or warrant information generated by any criminal justice agency, it notifies that agency of the contact or arrest within 3 hours. To insure that the right person is arrested, law enforcement agencies should provide sufficient identifying data to courts issuing warrants. This data should include, at least, the offender's:

- a. Name;
- b. Residence address;
- c. Sex;
- d. Color of hair and eyes;
- e. Height and weight; and
- f. Date of birth.

5. Louisiana should, by 1976, require every law enforcement agency to report to a state or other designated agency information necessary for:

- a. The identification of persons known to have been armed, considered dangerous, or known to have resisted arrest;
- b. The identification of unrecovered stolen vehicles;
- c. The identification of vehicles wanted in

connection with the investigation of felonies or serious misdemeanors;

d. The identification of unrecovered stolen Vehicle Identification Number (VIN) plates and serially identified engines and transmissions;

e. The identification of unrecovered stolen or missing license plates;

f. Identification of serially numbered stolen or lost weapons; and

g. The identification of serially numbered stolen property items.

COMMENTARY

Law enforcement agencies must have a well-defined reporting policy for incidents of both a criminal and noncriminal nature in order to better assess the extent of criminal activity in their jurisdictions. Such realistic assessment is an important step in insuring that an agency is equipped to take effective measures against the criminal activity. Also, inconsistent or abbreviated reporting procedures can contribute to a lack of confidence in law enforcement by the community.

Since their inception, arrest warrants have been a problem within the criminal justice system. A major problem in many states has been the lack of consolidated warrant information. To facilitate

identification of offenders, law enforcement agencies should assume responsibility for providing identification information to the courts, who should, in turn, insure that the warrant information is not modified to such an extent that important data is omitted.

Much information collected by a law enforcement agency is of interest only to that agency. However, as crime continues to become more mobile, there is a need to develop inter-agency pooling of data. As a response to this, there has been a drive to create computer-based police information systems which can provide tactical data within ten seconds. It is encouraging to note that an increasing number of local law enforcement agencies are consolidating their own tactical information systems with those of other agencies and are able to supply data on dangerous persons, firearms, stolen vehicles, and other important information.

STANDARD 24.2

BASIC LAW ENFORCEMENT RECORDS

Every law enforcement agency should immediately establish a records system that collects crime data and records operational activities so that crime conditions and the effects of agency operations can be systematically evaluated.

1. Every law enforcement agency should develop and maintain a "reportable incident file" based on agency needs, that contains documentation on all crimes; essential noncriminal incidents such as missing persons, lost and found property, suicides, and accidental deaths; and, where appropriate, traffic incidents.

2. Louisiana should require every law enforcement agency within the state to contribute to, and maintain access in, a summary dossier file maintained by a designated agency. Summary dossier files should contain an FBI fingerprint card, state and federal individual record sheets, an accurate and up-to-date arrest disposition record, photographs, booking forms, arrest reports, and requests from other agencies for notification of arrest.

COMMENTARY

One of the most important aspects of any law enforcement information system is the reportable incident file. This file documents the vast assortment of community situations requiring law enforcement

attention. In addition, it also serves as an organizational funnel controlling the quality of information entering the data system. There is a trend in tactical law enforcement information systems toward area or statewide consolidation. Reportable incidents, however, often include voluminous amounts of detailed information not easily assimilated into consosolidated systems. Certain data should be extracted and included in consolidated tactical data bases, while the line level investigative report data and activity logs should remain the responsibility of individual law enforcement agencies.

Summary dossier files consist of three essential subfiles: fingerprints, name index to fingerprints, and criminal histories. The primary purpose of these files is to establish positively an offender's identity and ascertain his criminal history, if any. It is of extreme importance that this information be made available to individual law enforcement agencies in the least amount of time possible. Exemplary of the development of records is a system of classifying, filing, and retrieving fingerprint records, using a combination of microfilm and computer. Fingerprint facsimiles have even been transmitted coast-to-coast via satellite.

STANDARD 24.3

DATA RETRIEVAL

Every law enforcement agency should establish a cost-effective, compatible information system to collect, store, and retrieve information moving through the agency. The use of such a system should be directed toward crime reduction without sacrificing local autonomy.

1. Every law enforcement agency should have the capability to retrieve statewide criminal information and provide it to field personnel within 3 minutes of the time requested for noncomputerized systems and within 30 seconds for computerized systems. This capability should at least include information on:

- a. Individuals who are the subject of an arrest warrant for a felony or serious misdemeanor;
- b. Individuals known to have been armed, considered dangerous, or known to have resisted arrest;
- c. Unrecovered stolen vehicles;
- d. Vehicles wanted in connection with the investigation of felonies and serious misdemeanors;
- e. Unrecovered stolen Vehicle Information Number plates and serially identified engines and transmissions;
- f. Unrecovered stolen or missing license plates;
- g. Serially identified stolen or lost weapons; and
- h. Serially numbered stolen property items.

2. Every law enforcement agency using, or planning to use, a computer-based information system should take immediate steps to insure that the primary objective of such a system is rapid response

to the information needs of field units. Agencies developing or operating a computer-based information system should identify critical information groups and assign priorities to them according to the requirements of the system user. Critical information groups should include at least:

- a. Information on wanted persons;
- b. Abstract data on criminal convictions, parole status, penitentiary releases, and vital criminal record information;
- c. Information that forewarns an officer of persons known to have been armed, and other potential dangers; and
- d. Information on stolen property and vehicles.

3. Every agency developing or operating a computer-based information system should immediately establish advisory user groups consisting of field policemen, law enforcement managers, computer technicians, and hardware engineers. User groups should be charged with the responsibility for system implementation and operating strategies.

COMMENTARY

Tactical information systems are important to law enforcement operations because these systems can accomplish, in a short period of time, a series of communications and records tasks that formerly required as much as an hour or more to complete. The system eliminates the need for time consuming telephone inquiries and manual searches for data compiled in a filing system. Because new information is added to the file soon after the event it concerns occurs and operates on an extremely large data base, its efficiency is second to none. As the cost for developing these systems is very high, only large metropolitan areas are able to experiment with the

equipment. After the systems have been fully developed, smaller agencies will be able to establish system links with the larger agencies in order to participate. However, all agencies should contribute information to the data base.

Some law enforcement agencies have many areas which are in need of improvement through the use of computerization. This standard is intended to reinforce the areas of on line, and real-time law enforcement information systems that serve line

operational needs. Other areas should be addressed only after these primary areas have been improved.

Advisory user groups can vitalize a law enforcement information system. When information system managers explain their goals, problems and limitations, as well as inviting total agency participation, they are helping to insure the most proficient use of the system.

STANDARD 24.4

LAW ENFORCEMENT TELECOMMUNICATIONS

Every agency should coordinate its information system with those of other local, regional, state, and federal law enforcement agencies to facilitate the exchange of information.

1. Every law enforcement agency should develop and maintain immediate access to existing local, state, and federal law enforcement telecommunications networks.

2. Every agency operating a full-time communications center and employing 15 or more persons should install a basic telecommunications terminal capable of transmitting to and receiving from established national, state, and local criminal justice information systems. The telecommunications network should provide network switching compatible with computer-based information systems.

COMMENTARY

If the trend for generally independent computer-based information and communications systems continues, law enforcement agencies may find themselves caught in a maze of uncoordinated,

independent networks, which will make the availability of criminal information difficult at best. Few of the computerized information systems are tied together by means of a telecommunications network. This is a problem which will require time and money to be alleviated. Most small agencies are now in a position to tie in with the nearest information data retrieval network by simply installing the appropriate data terminal. Agencies without such a terminal should at least develop radio and telephone links with an agency having one.

All information systems, if they are to be successful, require active participation of all law enforcement agencies in the system area. Agencies should strive to participate by immediately acquiring equipment compatible with the emerging area information systems and agency needs.

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APPENDIX

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POLICE

Interrelated Standards Police — Courts

		COURTS																											
POLICE		1.1	1.2	2.1	2.2	3.2	3.3	3.4	3.5	3.6	3.7	3.8	4.1	4.2	4.3	4.5	4.6	4.8	4.9	4.10	4.11	4.12	6.1	6.2	8.1	8.2	12.6	12.7	14.1
1.1																		*										*	*
1.2			*											*		*												*	*
1.3		*	*	*										*		*													
1.5																*													
1.6					*																								
2.1					*									*															
2.2		*	*	*	*									*		*		*											*
3.1				*																									
4.1		*	*	*	*								*	*	*	*	*											*	*
4.2													*	*		*	*	*	*	*	*	*			*		*	*	*
4.3		*	*	*	*																				*				
4.4		*	*	*									*			*	*				*	*			*		*	*	*
4.5		*	*	*	*	*	*						*	*				*	*	*	*	*	*	*	*	*	*	*	*
5.4													*							*			*	*	*	*		*	*
7.3																													*
7.4																													*
8.1			*	*																									*
9.5		*	*	*														*											
9.7																												*	
9.9																												*	
9.10				*																								*	
11.1						*	*	*	*	*	*	*						*										*	
11.2		*	*			*	*	*	*	*	*	*	*	*			*	*				*	*	*	*	*			

Interrelated Standards
Police — Community Crime Prevention

POLICE	CCP																		
	1.1	Rec 1.1	Rec 1.2	Rec 1.3	Rec 1.4	Rec 1.5	Rec 1.6	2.1	2.2	2.3	2.4	2.5	2.6	4.1	4.2	4.5	5.1	5.2	
1.1	*						*		*										
1.2				*											*				
3.1	*	*	*	*	*	*	*										*		
4.1										*									
9.6	*	*	*	*	*	*	*												
9.8														*					
9.10								*	*	*	*	*	*						
9.11															*				
16.4																		*	
18.2														*					
19.1						*				*				*					
19.2														*					
19.4														*					
19.5																*			

Interrelated Standards
Police — Adult Corrections

POLICE	ADULT CORRECTIONS						
	5.1	5.2	7.2	7.3	9.3	12.3	Chap. 13
1.3	*	*					
1.5	*	*					
1.6	*	*					
2.2	*	*					
2.3	*	*					
4.2	*	*		*			
4.5					*	*	*
9.5	*	*					
11.1			*				
24.1					*		
24.2					*		
24.3					*		
24.4					*		

Interrelated Standards
Juvenile Justice — All Substantive Areas

	<u>JUVENILE JUSTICE</u>	<u>COMMUNITY CRIME PREVENTION</u>	<u>COURTS</u>	<u>SYSTEMS</u>	<u>LAW ENFORCEMENT</u>
Standard	1.1		1.1 1.2 2.1 2.2		9.5
Standard	2.1				
Standard	2.2				
Rec.	2.1			St. 1.3	
Standard	3.1	2.1			4.3 9.5
Standard	3.2				
Standard	3.3				
Standard	3.4	2.3			
Standard	3.5	2.4			
Standard	3.6				
Standard	4.1				
Standard	4.2				
Rec.	4.1				
Standard	5.1				4.3
Rec.	6.1	1.2			
Rec.	6.2	1.2			
Rec.	6.3	1.2			
Rec.	7.1				
Standard	8.1				
Rec.	9.1			12.1	
Standard	10.1	Rec.1.6 St. 2.1 St. 2.2 St. 2.3 St. 2.4 St. 7.1			St. 4.3 St. 9.5
Standard	10.2			1.3	

END