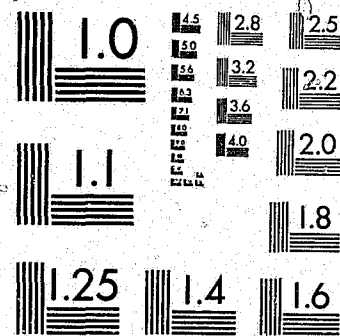


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7/22/83

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SEATTLE POLICE DEPARTMENT

REORGANIZATION PROJECT

1979 - 1980

EXECUTIVE SUMMARY

Report to the Mayor

September 15, 1980

77635

610 Third Avenue  
Seattle, WA 98104

SEATTLE POLICE DEPARTMENT  
REORGANIZATION STUDY

EXECUTIVE SUMMARY

The Seattle Police Department Reorganization Study, conducted between September 1979 and August 1980, was an organizational analysis and review of the Police Department involving a major commitment of time and energy by both managers and staff. The Department felt that its own members could provide the experience and expertise required for such an examination. This was preferred to the use of costly consultants who would of necessity be required to rely on Department managers and staff for their information.

The recommended organizational changes center on a realignment of basic units to increase control, accountability, flexibility and communication, while decreasing a duplication of effort. The basic changes are:

- o Combining field units into an Operations Bureau and strengthening the planning capability for increased efficiency in the use of field units.
- o Realignment of investigative units and an experiment in the use of detectives.
- o Consolidation of citizen participatory services to give emphasis and efficiency to such services.

Both the reorganization study process and the resulting recommendation reflect the Mayor's reorganization emphasis on accountability, the role of the Executive Staff, and the authority and responsibility for managers to plan and direct the services they provide.

The new organization, based on modern police management principles, will provide efficient delivery of services, and at the same time provide flexibility for change and expansion in key operational or support functions. The structure will encourage police/community interface and emphasize the mutual responsibility of citizens and police to ensure peace in this city.

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The proposed structure addresses three major organizational issues.

- o The need for greater flexibility of field resources.
- o Case assignment in the investigative process.
- o Prioritization of citizen participatory services.

The Reorganization Task Force, after extensive examination of the organizational structure and issues of concern, concluded that five command-level divisions (with four of these at the Bureau level) were appropriate. The retention of four Bureaus is consistent with the guiding principles established by the Reorganization Task Force. The proposed structure also satisfies the evaluation criteria established by Committee III, and meets the internal management demands of the Department.

One of the primary concerns in the discussion of "three vs. four" Bureaus was whether the duties performed by the four Assistant Bureau Chiefs at the present time could be redistributed and performed by three administrators. To answer this critical question, historical information and an analysis of the present administrative tasks were reviewed.

This examination led to the conclusion that any consolidation of Bureaus would result in:

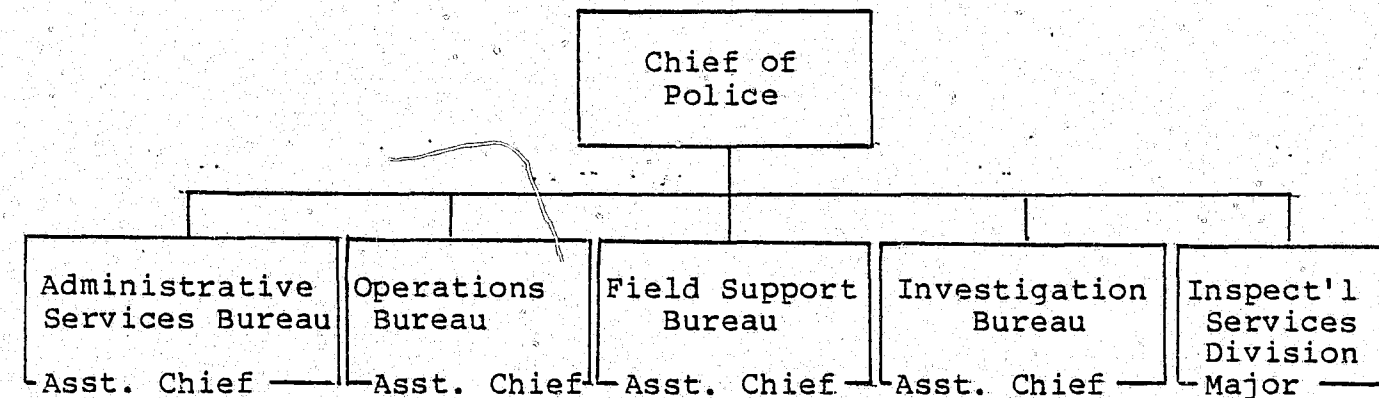
- o An administrative and command overload for at least one Assistant Chief
- o A loss of top-level command and control to the extent that many functions and decisions now performed at the Staff (appointive) level would have to be delegated to lower ranking officers, thereby diffusing the authority, responsibility, and control of the Department's command staff
- o Inadequate top-level consideration for such important functions as communications or crime prevention.

Another recent development pointing to the need for four Bureau Chiefs is the state legislative directive to the Public Employees Relations Commission (PERC) that the city allow five of the the six eligible Major positions to be represented by the Police Management Association. The city has appealed this decision. In the meantime, only one Police Major and four Assistant Chiefs serve as top-level staff to the Chief of Police in a capacity free from

influence by any labor organization. They are able to support the Office of the Chief in sensitive issues when unencumbered and undivided fidelity are essential to the best interests of city government, the Mayor, and the Chief of Police. The PERC decision has also been challenged by the Chief, who believes all the Majors should be considered confidential staff.

In conjunction with the decision regarding the number of Bureaus, reorganization efforts were directed toward establishing Bureaus structured to enhance the ability of the Department to provide services and at the same time ensure sound management. Using the principles discussed above, the proposed organization began to take shape.

The proposed organization will take the following form:



Please refer to the expanded organization charts at the end of this Executive Summary for an expansion of the present and proposed organization.

#### OFFICE OF THE CHIEF OF POLICE

The reorganization of the Department will result in fewer personnel reporting directly to the Chief of Police. This change is desirable from a management perspective because of the existing heavy demands on the Chief's time.

The fewer routine matters the Chief has to review will expand the time the Bureau Chiefs devote to working directly with the top administrator. Together they will be better able to concentrate on key issues and problem solving in critical areas.

Of the six functional entities currently reporting to the Chief, two (Fiscal and Property Management Division and Criminal Information Section) will be re-assigned to Bureaus. However, the Fiscal Director will remain a critical advisor to the Chief on fiscal matters. The remaining four (Inspectional Services Division, Internal Investigation Section, Legal Advisor and Public Information Unit) will continue to report directly to the Chief.

Another specific change reflecting the same philosophy is the transfer of the Senior Planner from the Office of the Chief to the Inspectional Services Division, where the Major commanding that Division can effectively manage the position, coordinating its activities closely with the research and planning functions.

Increased emphasis on department-wide planning (especially for manpower allocation), greater concern for budgetary matters, inter-relationship between the budget, the Patrol Car Allocation Model, and operations; and the present focus from within and without the Department on the control function, all lead directly to a broader role for the Inspectional Services Division in Department management.

The Criminal Information Section will report to the same Bureau Chief as the Citizen Services Division, affording the opportunity to take full advantage of two current federal grants: Integrated Criminal Apprehension Program (ICAP) and Seattle Neighborhood Crime Control. This will provide a closer working relationship in generating crime data for citizen crime prevention groups and the overall development of a Crime Data System for management, tactical operations, and investigations. It will place this Section in a Bureau dedicated to field support activities and sponsor a closer working relationship with both Operations and Investigations personnel.

#### OPERATIONS BUREAU

One of the major changes recommended by the Reorganization Study affects what is currently the Patrol Bureau. Under the proposed structure, uniformed enforcement units will be combined under the same Bureau Chief. Thus, the new Operations Bureau will contain: a Patrol Division, a Special Operations Division with Traffic and Metropolitan Sections, and an Operations Section.

By placing direct field services under one Bureau Chief, the coordination of operations can be achieved without

diminishing the special enforcement service missions. The integrity of the Traffic and special enforcement missions will be closely monitored. However, when it becomes necessary to integrate their activities with those of Patrol for enforcement or call-for-service demands, it will be easier to accomplish this routinely through one Bureau. The end result should be a quicker response to changing enforcement demands or temporary special service needs, such as summer problems, demonstrations and tactical deployment on special crime problems. Operationally, the proposal will provide the flexibility necessary to use all resources in the most efficient and effective manner.

The two Majors of Patrol and Special Operations will manage their manpower, direct the Divisions in accomplishment of their missions, request resources from the Bureau Chief as needed, and in conjunction with the Bureau Chief manage the total resources of all field units.

This arrangement will give the Bureau Chief authority to control and allocate resources in a manner supportive of the common goal of providing direct police services to the city. As resource needs are identified, the decisions regarding prioritization will be based on a common operational concern. The Bureau Chief will control all basic field services in a more equitable manner than under the two different Bureaus currently used.

As identified in the organizational issues, one of the Department's primary concerns has been a difficulty in adjusting field resources to increasing tactical and changing service demands. The need for police response often arises without notice and with little or no intelligence information on what is required in terms of resources. This weakness in operational planning will be corrected by the addition of the Operations Section to this Bureau.

#### INVESTIGATIONS BUREAU

Under the current structure, the Criminal Investigation Division consists of three Sections; Crimes Against Persons, Crimes Against Property and the Special Assignments Section, each commanded by a Captain. The division of work by person and property crimes is appropriate and works well for managing investigative resources. The Crimes Against Persons Section now functions smoothly and no changes are recommended.

Also under the current structure, property crimes are divided between the Crimes Against Property Section and the Special Assignments Section. In addition, accident investigations are assigned to the Traffic Division which is part of an entirely different Bureau. This separation of crime investigation assignment can dilute responsibility and accountability, encourage duplication of effort, and block efficient sharing of information.

Under the proposed organization, the Crimes Against Property Section, the Special Assignments Section, and the Accident Investigations Section are combined into one Crimes Against Property Section.

The internal structure of the Juvenile Division has not been changed. However, the Captain under the proposed structure would report directly to the Major of the Criminal Investigation Division. The Juvenile Division would be renamed the Juvenile Section. This move will increase coordination between juvenile detectives and property crimes detectives, since coordination will occur at the Major's level, rather than the Assistant Chief's level.

However, the above solution alone does not address the issue of case assignment between adult and juvenile investigators. Specifically, the lack of control and assignment of responsibility, duplication of effort, and inefficient use of information are not resolved.

As a comprehensive approach to this issue, the reorganization project recommends an experimental use of detectives. It is proposed that the South Juvenile Squad and the South Burglary/Theft Squad be physically located at the South Precinct station for a period of one year. A case screening and assignment system will be developed to cover present Juvenile and Burglary work load. Following an on-going evaluation of this pilot project, recommendations regarding continuation and expansion to the other precincts will be made. This experiment will seek to concentrate local investigative resources on typically localized criminal activity.

#### FIELD SUPPORT BUREAU

The proposed Field Support Bureau consists of: the Citizen Services Division, the Communication Division and the Criminal Information Section. The command structure of this Bureau facilitates interaction between two major citizen-oriented service units in both the planning and delivery of

services; and emphasizes the importance of police/citizen interaction and mutual participation in crime prevention. In the future, the elements which gather crime prevention data, receive 9-1-1 calls for service, and which deliver prevention and security services will speak with one voice in recommending policies and procedures for effective crime prevention.

This Bureau will complement the mission of the Operations and Investigation Bureaus by developing criminal information and a crime analysis system, sharing crime prevention data, and sensitizing operations and investigations to community needs. It will also expedite the Department's mission by involving citizens in community projects designed to increase awareness of security measures and harden targets against crime.

The Citizen Services Division will emphasize the importance the Department places on citizens participating and doing more for themselves and their city. It will consist of: a Neighborhood Security Section, Crime Prevention Section, Community Services Section, Special Activities Section, and Neighborhood Crime Control Section (SeaNCC Grant).

The Communication Division will remain in a Bureau that emphasizes its importance to and identification with field service units. In the Special Operations Bureau it was one of several diverse divisions. In the new Field Support Bureau, its importance as the key to citizen contact and operational efficiency is emphasized by making it one of the primary Divisions in the Bureau.

#### ADMINISTRATIVE SERVICES BUREAU

The proposed Administrative Services Bureau closely resembles the present configuration. The most significant change will involve the Fiscal and Property Management Division, which presently reports directly to the Chief of Police, but will now report directly to the Assistant Chief commanding this Bureau.

Linking Personnel and Fiscal in one Bureau and giving independent status to Data Processing should allow for continued efficient and effective operation of these services, while providing the impetus for program innovation.

The Assistant Chief will coordinate the activities of Fiscal, Personnel and Training in developing new programs

for Department personnel, and enhancing other programs such as Equal Employment Opportunity and affirmative action.

Data Processing will report directly to the Bureau Chief. This will require the Bureau Chief to be more involved with reviewing the problems, priorities and innovations involved in the Data Processing Section than under the current organization. It also establishes responsibility at the Bureau level for routinely providing management information and emphasizes the department-wide mission of this Section.

The Fiscal and Property Management Division will be included in the Administrative Services Bureau, reporting to the Assistant Chief. The Fiscal Director will continue a special relationship with the Chief of Police for overall Department fiscal matters and policy. The budget document is a collaborative effort between Fiscal, Inspectional Services and the Chief. The proximity of Fiscal to Personnel and Data Processing will also allow the Fiscal Director to be involved in the development of an improved management information capacity. As these relationships continue to evolve, it may be necessary to reexamine the reporting status of the Fiscal Division.

#### IN PASSING

It is also important in passing to note some observations which were made during this process, but are not overtly reflected in the study recommendations:

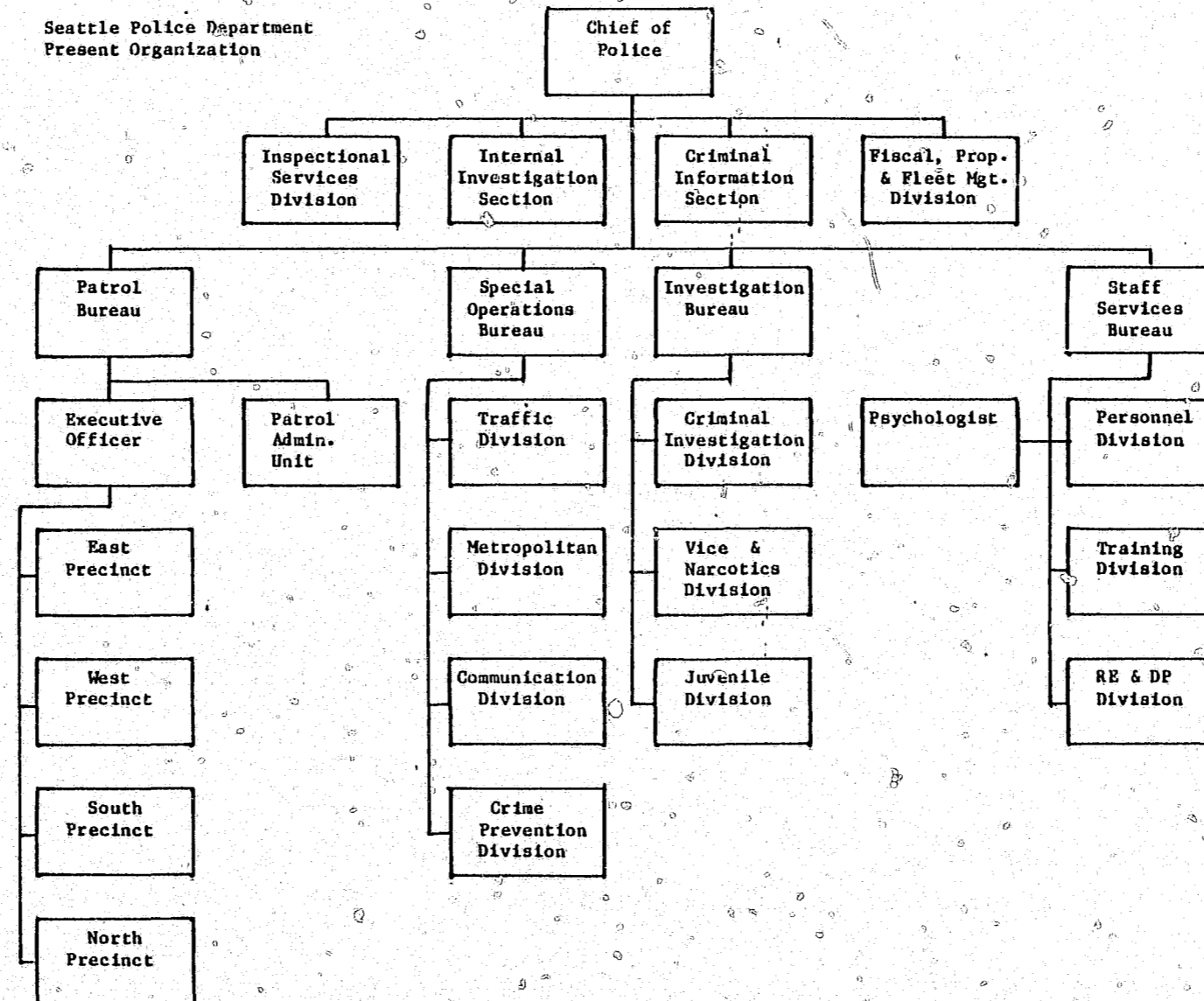
- o Surveys have indicated that the citizens of Seattle have the same goals, priorities and expectations for police service as the top management of the Department.
- o The necessary service delivery elements for good service already exist within the Department.
- o The Department is not "top heavy" in terms of either managers or support staff. In a comparative sense, the Department is very "lean" in these areas.
- o The Department managers recognize that in the 1980's they will be facing an increase in work load with a concurrent demand for fiscal responsibility by the citizens of Seattle. This will require that the Department continue to increase efficiency to maintain a high level of effectiveness.

- o The 1980's will bring changes which will require flexibility from the Department.

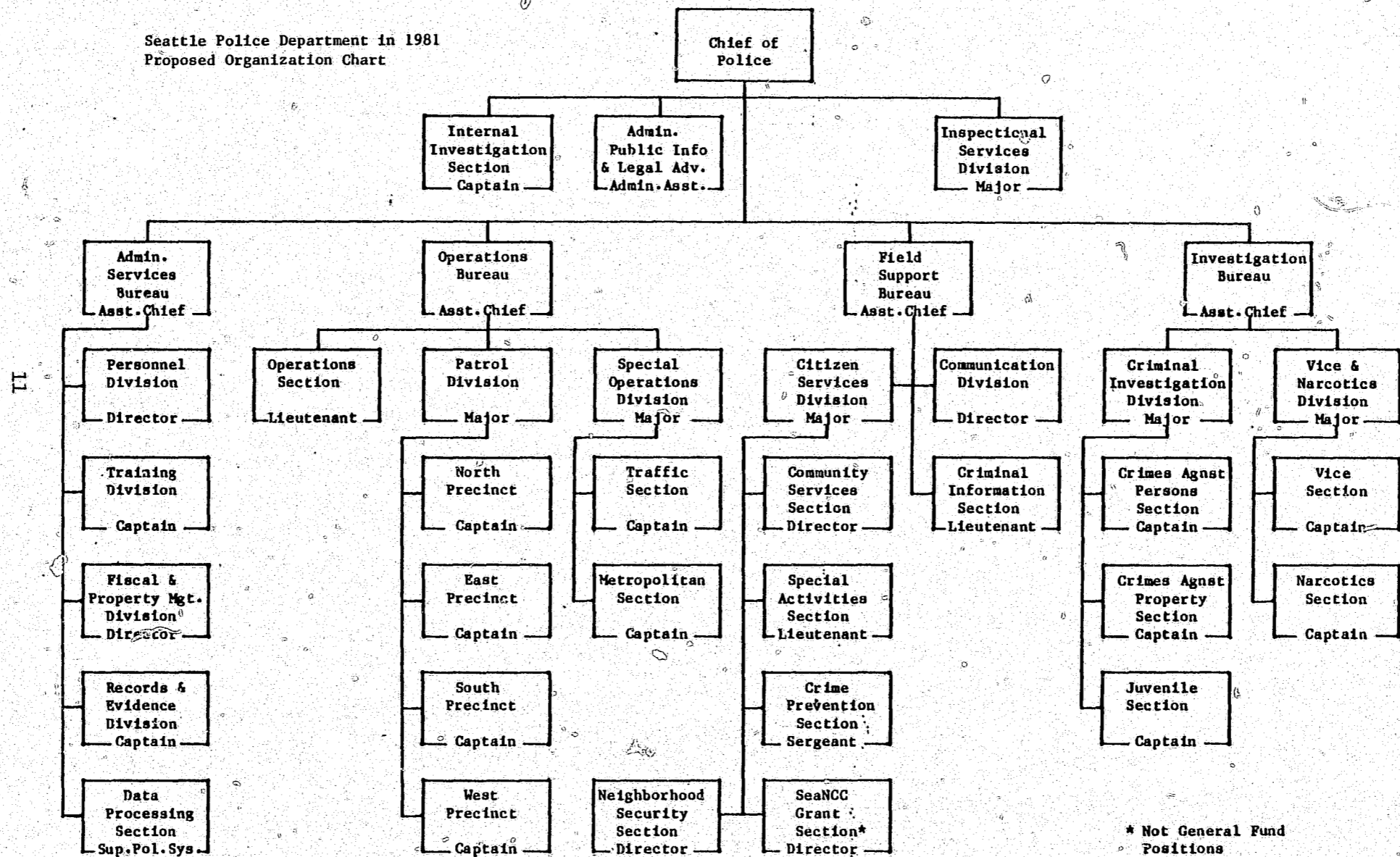
The Reorganization Study was a comprehensive analysis involving scores of managers, staff members, and hundreds of manhours. The study process required Department managers to sit down together and spend hundreds of hours discussing the philosophy of police service and reviewing the needs of the citizens of Seattle. This purposeful collaboration of professional police administrators has made it possible for Chief Fitzsimons to formulate with his staff and managers a unified approach to effective management of the organization. It is considered a first step in a continuing process of organizational development.

September 15, 1980

Seattle Police Department  
Present Organization



Seattle Police Department in 1981  
Proposed Organization Chart



\* Not General Fund Positions



**END**