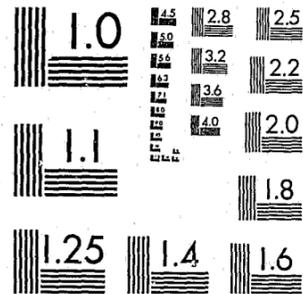


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

3-25-83

MFI

REORGANIZATION PROJECT

1979 - 1980

Volume 1 -- Final Report

Recommendation to the
Mayor

SEATTLE POLICE DEPARTMENT
Inspections and Planning

77636

SEATTLE POLICE DEPARTMENT

X REORGANIZATION PROJECT

1979 - 1980

Volume 1 -- Final Report

Recommendation to the
Mayor

Report to the Mayor

September 15, 1980

Prepared By The

Inspections and Planning Section

File No. PL-20, 80-38

610 Third Avenue
Seattle, WA 98104

NCJRS

APR 30 1981

ACQUISITIONS

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

U.S. Department of Justice
National Institute of Justice

77636

Permission to reproduce this copyrighted material has been granted by
Lt. V.L. Battley

Seattle WA., Police Dept.

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

CONTENTS

| | <u>Page</u> |
|--|-------------|
| PREFACE AND ACKNOWLEDGEMENTS . | 3 |
| INTRODUCTION | 6 |
| Overview | 6 |
| Purpose and Procedure | 8 |
| Phase I--Committee Studies and Recommendations | 9 |
| Phase II--Adopted Organization, Implementation Schedule and Evaluation Components | 11 |
| HISTORY OF REORGANIZATION EFFORTS | 12 |
| Introduction | 12 |
| Primary Command Elements | 12 |
| Singular Units Directly Controlled by Chief | 14 |
| Detective Specialization and Organization | 15 |
| Relationship of Patrol, Traffic and Investigative Commands | 17 |
| Major Reorganization Studies | 18 |
| Summary | 21 |
| CURRENT ORGANIZATION DESCRIPTION | 24 |
| Overview | 24 |
| Office of the Chief | 26 |
| Patrol Bureau | 33 |
| Special Operations Bureau | 39 |
| Investigations Bureau | 46 |
| Staff Services Bureau | 54 |
| ORGANIZATIONAL ISSUES | 60 |
| Issue 1: Adjustment of Field Resources | 61 |
| Issue 2: Case Assignment in the Investigative Process | 63 |
| Issue 3: Citizen Participatory Services | 65 |
| THE SEATTLE POLICE DEPARTMENT IN 1981 | 67 |
| Overview | 67 |
| Discussion of Bureau Structures | 69 |
| The Proposed Organization | 73 |
| Office of the Chief | 76 |
| Operations Bureau | 82 |
| Field Support Bureau | 94 |
| Investigation Bureau | 103 |
| Administrative Services Bureau | 112 |
| CONCLUSION | 122 |

PREFACE

The Seattle Police Department Reorganization Task Force Project, 1979-80, is documented as follows:

Executive Summary

Copies available from Inspectional Services
Division of Seattle Police Department

- Volume 1. Final Report (Recommendation to the Mayor)
- Volume 2. Appendix to Volume 1, Section on History of Reorganization Efforts
- Volume 3. Committee One (Report to Committee Three)
- Volume 4. Committee Two (Report to Committee Three)
- Volume 5. Committee Three (Report to the Command Staff)

These volumes not duplicated for general distribution.
Review copies available in the Governmental Research
Assistance Library in the Seattle Municipal Building

Seattle Police Department Reorganization Final Report

Respectfully Submitted By:

CHIEF OF POLICE:

Patrick S. Fitzsimons

Bureau Chiefs

Assistant Chief V. Thomas, Patrol Bureau
Assistant Chief R. C. Skagen, Special Operations Bureau
Assistant Chief C. R. Connery, Staff Services Bureau
Assistant Chief E. E. Knechtel, Investigations Bureau

COORDINATOR:

Major D. W. Grayson, Inspectional Services Division

Staff Support

Senior Planner, Calvin Clawson, Office of the Chief
Lieutenant C. M. Lindblom, Inspections and Planning Section
Officer D. A. Bruckbauer, Inspections and Planning
Section
Peter McLellan, Inspections and Planning Section
Barbara Hadley, Inspections and Planning Section
Robert Cohen, Inspections and Planning Section
Diane Tarr, Inspections and Planning Section

ACKNOWLEDGEMENTS

Reorganization Committee Members

Chief Patrick S. Fitzsimons
Assistant Chief V. Thomas, Patrol Bureau
Assistant Chief R. C. Skagen, Special Operations Bureau
Assistant Chief E. E. Knechtel, Investigations Bureau
Assistant Chief C. R. Connery, Staff Services Bureau
Major R. B. Dempsey, Traffic Division
Major C. B. Elster, Crimes Against Property Section
Major D. W. Grayson, Inspectional Services Division
Major P. H. Knapp, Criminal Investigation Division
Major W. Kramer, Patrol Executive Officer
Major L. G. McCready, Vice and Narcotics Division
Major H. L. Schneider, Metropolitan Division
Captain J. M. Andersen, Records, Evidence and Data
Processing Division
Captain M. D. Brasfield, Patrol, West Precinct
Captain D. A. Douglass, Patrol, South Precinct
Captain A. W. Terry, Patrol, North Precinct
Lieutenant D. P. Marquart, Patrol, East Precinct
Lieutenant P. A. Munter, Intelligence Section
Sergeant P. L. Hannum, Patrol Administration Unit
Senior Planner, Calvin Clawson, Office of the Chief
Marty Lockwood, Identification and Photo Lab Section
Larry Gunn, Mayor's Reorganization Project
Greg Kipp, Law and Justice Planning Division,
Executive Department
Mary Lewis, Office of Management and Budget,
Executive Department

Staff Support

Lieutenant C. M. Lindblom, Inspections and Planning Section
Sergeant John Gray, Inspections and Planning Section
Officer D. A. Bruckbauer, Inspections and Planning
Section
Peter McLellan, Inspections and Planning Section
Robert Cohen, Inspections and Planning Section
Barbara Hadley, Inspections and Planning Section
Diane Tarr, Inspections and Planning Section

INTRODUCTION

OVERVIEW

In response to a request from the City Council in its "Statement of Issues and Policies for the 1978 Budget" and under the direction of Mayor Charles Royer, the Police Department has conducted a study of its organizational structure.

Periodically, organizational structures need to be evaluated. This review is necessary because of constant change and does not necessarily mean that an existing structure is either dysfunctional or inappropriate. Such periodic inquiry allows an organization to determine whether its structure provides the "best" arrangement for attaining its goals and objectives on schedule and whether the structure needs to be modified to deal with predictable future events. In this case, the question is whether or not this Department is prepared to meet the increasing citizen demands for police service in the 1980's.

Over the years the question has been raised regarding the number of administrators in the Police Department, suggesting that the organization may be "top heavy." Thorough examination has shown this is not the case. Analysis of the work load of administrative/supervisory tasks currently being performed¹, consideration of the necessity for supervisory control in an organization where much discretion is exercised at the lowest level, and comparison to other major police departments² (refer Table 1) indicates that a moderate level of administrative/supervisory personnel exists in the Seattle Police Department.

When considering only sworn personnel, the Police Department is 17.6% supervisory. This can be compared to a mean of 19.3% for nine major comparable police departments.

Directly related to the "top heavy" issue is the question of whether the Police Department needs four Bureaus in order to operate efficiently or whether a three Bureau structure could provide sufficient administrative direction and control.

¹Reorganization Project, Volume 4, Report of Committee II.
²Reorganization Project, Volume 5, Report of Committee III.

TABLE 1. Comparison of management positions in Police Departments (non-eastern cities).

The following data was compiled by telephone survey during 1980:

| Department(city pop) ratio of police pers. to city population | # Sworn Personnel | Officers includes detectives | Sgts. | Sgt:Officer | Lts. | Cpts. | Majors | Asst. Chief | Other | Total Mgmt. (% of Mgrs.) |
|---|----------------------|------------------------------------|-------|-------------|------|-------|--------|-------------|-------------------------------------|-----------------------------|
| Seattle (500,000) 1:460 | 1087 | 895 | 126 | 1:7 | 38 | 14 | 6 | 4 | 2 Direct. 1 Asst. 1 C.O.P. | 192 (17.6) |
| Kansas City (511,600) 1:434 | 1177 | 880 | 211 | 1:4 | | 57 | 22 | | 1 Det.Mjr. 5 Lt.Col. 1 C.O.P. | 297 (25.2) |
| Houston (1,430,000) 1:464 | 3079 | 2688 | 257 | 1:10 | 91 | 31 | 9 | 3 | 1 C.O.P. | 391 (12.7) |
| Honolulu (691,200) 1:481 | 1436 | 1098 | 219 | 1:5 | 66 | 23 | 21 | 4 | 3 Insp. 1 Dp.Ch. 1 C.O.P. | 338 (23.5) |
| El Paso (359,302) 1:508 | 707 | 587 | 70 | 1:8 | 36 | 9 | | | 4 Dp.Ch. 1 C.O.P. | 120 (16.9) |
| Denver (529,700) 1:443 | 1195 | 985 | 139 | 1:7 | 46 | 18 | | | 6 Div.Ch. 1 C.O.P. | 210 (17.6) |
| Salt Lake City (182,900) 1:505 | 362 | 274 | 50 | 1:5 | 21 | 11 | 4 | | 1 Lt.Col. 1 C.O.P. | 88 (24.3) |
| St. Louis (591,000) 1:300 | 1966 | 1605 | 260 | 1:6 | 67 | 22 | 6 | | 5 Lt.Col. 1 C.O.P. | 361 (18.3) |
| San Antonio (771,361) 1:674 | 1145 | 976 | 116 | 1:8 | 31 | 15 | | | 6 Insp. 1 C.O.P. | 169 (14.7) |
| Phoenix (766,000) 1:464 | 1652 | 1333 | 233 | 1:6 | 55 | 18 | 7 | 5 | 1 C.O.P. | 319 (19.3) |
| San Francisco (681,200) 1:358 | 1903 | 1513 | 284 | 1:5 | 77 | 22 | 2 | 4 | 1 C.O.P. | 390 (20.4) |

In the history of the Seattle Police Department the structure of the organization has ranged from a high of six Bureaus to a low of three. However, regardless of the number of Bureaus, the number of top administrators reporting to the Chief has consistently remained at five or six over the life of the organization.

Since 1968 when the IACP Reorganization Report recommended five command-level Divisions (three at the Bureau level), the Department has operated with this structure. However, the structure finally adopted in 1968 reflected four Bureaus (still five command-level Divisions). The History of Reorganization Efforts Section of this report discusses these activities in greater detail.

In its deliberation regarding the use of "three vs. four" Bureaus, the current Reorganization Task Force gave serious consideration to various configurations with three Bureaus as well as four Bureaus. These alternatives are discussed in the Seattle Police Department in 1981 section of this report. The conclusion of the final Task Force Committee was that the five command-level Divisions with four Bureaus was the most efficient and effective structure for the overall operation of the Department.

A corollary to these two questions was a concern for career development within the organization. This was addressed in a separate issue paper which can be reviewed in Volume 5, Report of Committee III.

PURPOSE AND PROCEDURE

In general, the Seattle Police Department began its Reorganization Study in 1979 with the following purpose:

1. To identify whether the structural configuration conforms with contemporary Police Management principles from an organizational perspective.
2. To consider the direction of future demands for service and changes necessary to meet them.

The study began by assembling a Task Force, staffed by both members of the Department and other city agencies. Several principles guided the Task Force's deliberations:

- o It is essential that the Department be able to estimate the operating conditions for both immediate and future needs and to plan accordingly.

- o When operational characteristics are diverse, coordinated planning should be a central feature of the structure.
- o The Department must maintain the ability to control resources by setting priorities and establishing goals for similar functions.
- o In addition to controlling resources, the structure must allow discretion in the allocation of these resources to meet work load demands of individual units.
- o Centralization of decision-making for similar operational functions enhances the ability to control and allocate limited resources.
- o Planning and resource management require flexibility and accountability. These are necessary in order to meet the demand for change, without impeding service delivery or imposing unacceptable working conditions on the line staff.
- o Greater citizen involvement should be promoted in various facets of police activity and crime prevention.

The reorganization process was divided into two major phases.

PHASE I--COMMITTEE STUDIES AND RECOMMENDATIONS

Scheduled between September 1979 and July 1980, PHASE I involved a number of separate tasks with the final goal of recommending an optimum organizational structure for the Seattle Police Department. The Task Force designated three committees to perform the following tasks:

- o Committee I was composed of the four Assistant Chiefs, representatives from Office of Management and Budget, Law and Justice Planning Division, the Mayor's Reorganization Task Force, and staff support from the Inspectional Services Division. Their responsibilities included a comprehensive analysis of the purpose of the organization, the services it provides and developing a prioritization schematic of those services. (Refer to Volume 3 for the Report of Committee I).
- o Committee II was composed of all six Majors, a Captain, a Lieutenant, and staff support from the Inspectional Services Division. They were to catalog the

administrative tasks of each manager and supervisor in the Department. It was later decided that this group would also provide charts of the present organizational structure down to the lowest level of supervision. (Refer to Volume 4 for the Report of Committee II).

- o Committee III was composed of representatives from every supervisory level of the Department, as well as outside agency representatives. Their responsibility was to provide the Chief and his command staff with appropriate organizational alternatives. In addition, the issue papers regarding such primary committee concerns as Planning and Career Development are included in the report. (Refer to Volume 5 for the Report of Committee III.)
- o Once the work of these Committees was completed, the Assistant Chiefs and the Chief met to review the findings and decide upon an improved organization structure. Each of the Committees and the work of the command staff were coordinated and staffed by the Major of the Inspectional Services Division and the Senior Planner for the Chief. (This volume constitutes their Report.)

Each committee met in lengthy, closed-door sessions and involved itself in the basic literature of their special task, the conceptual development, the design of any data-gathering instruments, and the analysis necessary to achieve their goals. The work of these various committees is available in Volumes 3, 4, and 5. Volume 2 contains the Appendices to the History of Reorganization Efforts referred to in this Volume.

In addition to the formalized work of the various committees, suggestions and comments were solicited from all members of the Department.

Citizen perceptions of delivery of police service were injected into the Reorganization Study by the timely conclusion of a series of telephone surveys conducted during 1978-79 by the Law and Justice Planning Division of the Office of Policy and Evaluation. Citizen attitudes and perceived priorities were surveyed and summary data were made available to personnel involved in the Reorganization Study.

Following a brief discussion of current organizational problems, the recommended new structure is presented with an analysis of the proposed changes.

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 proposed structure, based on modern police management principles, will provide efficient delivery of services, while at the same time undergoing change and expansion in key operational or support aspects. The structure will interface with the community to emphasize the mutual responsibility of citizens and police to ensure peace in this city.

PHASE II--ADOPTED ORGANIZATION, IMPLEMENTATION SCHEDULE AND EVALUATION COMPONENTS

This phase will not begin until a final agreement on a reorganized structure is reached by the Chief of Police, Mayor, and City Council. The discussions between the Chief of Police and these officials will be part of the 1981 budget session. Thus, any changes will probably not take place until January of 1981. A suggested implementation schedule and evaluation components will be part of the PHASE II report.

HISTORY OF REORGANIZATION EFFORTS

INTRODUCTION

This section provides historical perspective on organizational change in the Seattle Police Department from 1940 to the present. Clearly, Department management and organizational style has moved through several irregular cycles during the last forty years. Changes in the way the major police services and administrative functions are organized within the formal Department command structure have occurred at least three times in each decade since 1940. Changes have occurred due to the styles of individual Chiefs of Police, abilities of key personnel, recommendations of specially commissioned studies, needs for new police services, or to accommodate modern technology.

The most significant organizational changes discussed here focus upon the following subjects:

- o Number of primary Bureau/Division elements in the span of control of the Chief of Police.
- o Singular units (besides those above) directly controlled by the Chief of Police.
- o Detective specialization and organization.
- o Relationship of Patrol, Traffic and Investigative Commands.
- o Major reorganization studies.

The section concludes with a summary of the organizational structure of the Department's substantive activities and the essential stability exhibited within the past 12 years.

PRIMARY COMMAND ELEMENTS

From 1940 through 1967, the primary command elements of the Department--short of the Chief himself--were always titled "Divisions." It has only been since 1968 that "Bureaus" have become the primary elements within the organizational structure. The number of these Divisions/Bureaus have ranged from as few as one and two in the early 1940's to

four, five and six between 1946-1967 and have remained fixed at four since 1968.

In 1940, there were only two such elements: one commanded by the Chief of Detectives and the other by the Assistant Chief (in charge of Patrol, Traffic and several lesser functions). Department command was even further centralized in 1943 by eliminating the Chief of Detectives and making the Assistant Chief the only primary command element (controlling Patrol, Traffic, Detectives, etc.) besides the Chief. However, as discussed in Item II., the Chief also directly controlled up to eight units himself during these years.

Management was decentralized in 1946, as four Command Divisions were created: Patrol, Traffic, Detectives and Technical Services (but each had a different titled commander, i.e., Assistant Chief, Inspector, Deputy Chief, Deputy Inspector). A fifth Division of Crime Prevention--handling women arrestees, juveniles, training and public information--was added in 1947, and all five commanders became equal as Division Chiefs. A sixth Division of Personnel and Training was created in 1949, also with a Division Chief.

A subtle change in command hierarchy was made in 1953 with the creation of a new position of Assistant Chief. This position was inserted directly between the Chief and all six Division Chiefs. This was slightly modified the next year, when the Assistant Chief also assumed direct control of the Staff Division (and that Division Chief position was eliminated). The five remaining commanders were retitled Deputy Chiefs.

By 1958, however, the Assistant Chief position was eliminated and only five Divisions existed (Patrol, Traffic, Detectives, Staff and Services); the five Deputy Chiefs now reported directly to the Chief of Police.

In 1961, the Assistant Chief position was recreated--replacing a Deputy Chief--but only in command of the Patrol Division. However, the Assistant Chief now informally held substantive control over the other four Deputy Chiefs and their Divisions. This continued until 1968, when a study by the International Association of Chiefs of Police severely criticized the Department's organizational structure, particularly the position and use of the Assistant Chief. The IACP Report found that position to be a potentially destructive chain of command buffer between the Chief and his Division Commanders.

Although the IACP recommended adoption of a three Bureau configuration, it also recommended that two other Divisions--entitled Research and Development, and Inspectional Services--report directly to the Chief. A four Bureau structure--with four co-equal Assistant Chiefs--was implemented instead in late 1968. While the functions and subordinate components of the four Bureaus have completely changed several times since 1968, the number has remained the same to date.

From 1970-1974, the four Bureaus were Operations, Investigations, Technical Services and Administrative Services. Upon transfer of the jail and laboratory functions to other agencies in 1974, the Technical Services Bureau was replaced by a Special Operations Bureau. It and the retitled Staff Services Bureau (from Administrative Services, in 1974) continue to exist with the Patrol and Special Operations Bureaus today.

SINGULAR UNITS DIRECTLY CONTROLLED BY THE CHIEF

In addition to the Divisions/Bureaus managed by Deputy and Assistant Chiefs, the Chief of Police often has had specific, individual units assigned under his personal command. They represent functions viewed as either so important or having such a Department-wide influence that they should not be delegated to any subordinate command, but rather are best managed by him. This has gone full cycle from the 1940's, when the Chief directed as many as seven separate units, to the 1950's and 1960's when he had none, to as many as six serving him today.

From 1940 to 1945, the Chief of Police directly controlled seven units, including the Jail, Juvenile, Training, Records, and Property/Equipment. During that period, when he had only one or two subordinate commanders, the Chief had the same span of control as his Assistant Chief. As a practical matter, the Chief was forced to manage several units.

The major reorganization of 1946 provided four Division Chiefs, among whom all the units were divided except that of Chief Clerk (essentially handling financial and budget matters). Even this function was delegated to one of the Divisions in 1947. From then until the modern reorganization in 1968, the Chief of Police had no specialized units under his personal command.

Beginning in 1968, the Chief retained three functions in his control: Research and Development, Legal Advisor and Public Affairs Assistant. Further change in 1970 brought Intelligence and Internal Investigations under the Chief's control, in addition to retaining the Legal Advisor. The other two functions reverted to Bureau command. However, in 1973, "R & D" returned to the Chief, while Internal Investigations became a Bureau responsibility.

In 1974, several of the above functions were merged together into a single Inspectional Services Division and again assigned to the Chief. Thus, Intelligence, Internal Investigations and the Inspections and Planning (retitled from "R & D") Sections were joined with the Legal Advisor and Public Information, and remain under his command today. The Fiscal and Property Management Division was added as a fourth component in 1975.

Due to an informal change which evolved during 1979, the Section Commanders of Intelligence and Internal Investigations now report directly to the Chief, rather than through the ISD Commander. Thus, there are actually six small units and four Bureaus under the Chief's personal command at present, totaling a span of control of ten.

DETECTIVE SPECIALIZATION AND ORGANIZATION

The Department's investigative function has maintained specialized units of detectives throughout the past forty years. Specific crime types have been investigated by separate details or squads, each assigned responsibility for particular crimes. Almost all of the squads and their supportive units (totalling up to twelve) reported directly to a single Detective Chief until 1960. Since then, they have gradually evolved into the three subordinate CID Sections of today (Crimes Against Persons, Crimes Against Property, and Special Assignments). Vice, narcotics, and juvenile units followed much different development paths until they were finally aligned with the CID into the current Investigations Bureau.

From 1940-1945, detective squads and supportive units (such as Identification and Laboratory) all reported directly to a single Deputy Chief. Nineteen forty-six saw the first attempt to decentralize their control, by combining similar functions into two "Bureaus" (First and Second), each with subgroupings of units quite similar to that which exists today:

First Bureau
Homicide and Robbery
Morals

Second Bureau
Burglary and Pawnshops
Auto Theft
Miscellaneous Group

In 1947, there was another major change when Burglary, Larceny and Felon Investigations were added to the First Bureau, while two new elements were created (I.D. Bureau and Uniformed Investigators). This made a total of four major elements reporting to the Detective Division Chief.

A change in 1952 returned Detective Division organization to a structure similar to that of 1940-1945, whereby ten elements again reported directly to the Division Chief. One element contained Homicide, Robbery, Burglary and Larceny together. Other specific offenses also had corresponding units named after them and were co-equal with the I.D. Bureau, Polygraph, etc.

In 1957, "Homicide and Robbery" and "Burglary and Larceny" were split again into separate elements, each under a Captain. Joined under the Burglary and Larceny Captain were Intelligence, Narcotics, Safes, and Electronics. The ten other elements were assigned to an Inspector, resulting in three commanders responsible to the Deputy Chief. The only substantial revision in the next few years was the transfer of the Women's Bureau (from the Staff Division) to the Inspector's command in 1961.

In 1962, the Inspector retained only the Women's Bureau, Polygraph and the clerical office staff. One Captain commanded Homicide and Robbery, Morals, Missing Persons, and Mental Investigations. All other crimes were commanded by the second Captain. Identification and Laboratory were transferred to the Services Division. A third Captain was established in 1963, in charge of the Fraud element (composed of Checks, Bunco and Auto Theft).

By 1966, the Captain's commands were titled "Bureaus." Two of these Bureaus--Crimes Against Property and Crimes Against Persons (with functions like today's counterparts) reported directly to the Deputy Chief. Two other Captains--of the Fraud Bureau and Policewomen's Bureau--were subordinate to the Inspector. In the following year, the Fraud Bureau expanded to include Intelligence, Narcotics, Polygraph and Felony Warrant and was retitled Special Investigations Bureau. It now reported directly to the Deputy Chief. This left only the Policewomen's Bureau and Crime Lab (returned from the Services Division) under the Inspector.

As part of the complete reorganization of the Department in 1968, Detectives became retitled as the Criminal Investigation Division (commanded by a Major), and the CID was reduced to one of four elements within the larger Operations Bureau. However, by 1970 the detective function was again elevated to an Assistant Chief's command and retitled the Investigations Bureau. This new Bureau consisted of three Divisions, two of which had been of lesser importance and never previously part of detective command during the Department's history. Thus, the Juvenile Control and Vice Control (including both Vice and Narcotics) Divisions were joined with the recently created CID. CID consisted of the traditional Detective Division components, now divided into three equal Sections: Crimes Against Persons, Crimes Against Property and Special Assignments. This structure has remained intact to the present.

RELATIONSHIP OF PATROL, TRAFFIC, AND INVESTIGATIVE COMMANDS

The Patrol, Traffic and Investigative functions have cycled through several consolidations and independent configurations during the past forty years. During the early Forties they were unified into one command. The Fifties and Sixties saw them completely separate. Since 1968, when they again operated under a single commander, they have gradually split apart until all are again separate today.

As detailed within Item I, the primary command elements of Patrol and Traffic operated together under the (only) Assistant Chief from 1940-1946. Detectives were a separate command until 1943, when they also came under control of the same Assistant Chief. Patrol was divided into six precincts during this entire period.

In 1946, Patrol, Traffic, and Detectives each became independent under three Division Chiefs. These three functions were to remain separate throughout the next twenty years. Patrol consolidated its six precincts into three in 1946 and remained at this number until 1979 (when it expanded to four).

In 1968, following the major reorganization recommendations of the IACP Report, all three functions were merged into a single Operations Bureau. This combination was soon judged to be too cumbersome for a single Assistant Chief and left an imbalance of responsibility among the remaining three Bureaus.

Therefore, in 1970, the Detective function was severed from Operations and became the Investigations Bureau. Traffic and Patrol remained allied in Operations until 1974, when Traffic became part of the newly created Special Operations Bureau. Operations was renamed to reflect its single function, becoming the Patrol Bureau. The three functions of Patrol, Traffic, and Investigations have remained separated to the present.

MAJOR REORGANIZATION STUDIES

The Department's organizational structure has been the subject of six major study reports during the past forty years. The reports have varied widely in effectiveness. The least effective were those issued in 1943 and 1945. The first modern and major reorganization occurred in 1946, during the tenure of the same Chief of Police.

The most significant, in terms of lasting impact, was the 1947 report by Chief George D. Eastman, whose recommendations were implemented and lasted essentially unchanged for two decades. Ironically, the 1957 report by the management consultant firm of Booz, Allen, and Hamilton was apparently rejected by the Department upon its release, but its proposals were gradually adopted over the next twenty years.

The 1968 IACP report was initially adopted almost in toto. However, major refinements in 1970 and 1974 evolved into a different structure which became a unique blend of flexibility to the needs of the Seventies. Supportive of this structure was a lengthy 1977 Department Staff Report, which compared our four Bureau format to other major U.S. Police Departments. It recommended against changing from our present structure to one with only three Bureaus.

1943 Study by Chief H. D. Kimsey

Chief of Police H. D. Kimsey (1941-1946) issued a formal proposal in 1943 to significantly revise the Department organization. He recommended eliminating the position of Assistant Chief and joining similar functions into six equal Divisions, each commanded by an Inspector directly responsible to the Chief. A modified plan was finally implemented in 1946 (under Chief Kimsey), but with only four Divisions and each Commander of different rank. Although Kimsey's proposals were not adopted as written, the changes implemented under his administration in 1946 were

significant. (See Volume 2 for an expanded abstract of this Study.)

1945 Survey by V. A. Leonard

Consultant V. A. Leonard prepared his report while Chief Kimsey was in office, recommending that all functions be grouped into three major elements: Staff Services, Line Operations and Inspections. This would have maintained Patrol, Traffic and Detectives under a single Assistant Chief, as well as have the Chief of Police continue to command four singular units himself. This was the status quo that Chief Kimsey was trying to change. Leonard also recommended reducing the number of Patrol precincts from six to three, which did occur in the 1947 reorganization. (See Volume 2 for an expanded abstract of this study.)

1947 Study by Chief George D. Eastman

Upon appointment in August 1946, Chief Eastman began preparing a study of Department problems and corresponding solutions. The resultant organization was based upon the four Division structure implemented by Chief Kimsey. However, it was expanded to five Divisions (each with commanders of equal rank), made substantial transfers of functions between the Divisions, and reduced the number of Patrol precincts to three.

Although two other Chiefs succeeded him during 1953-1968, Eastman's structure remained basically the same until 1968. A sixth Division was created and later disbanded (1949-1958), many new units were created, and functions transferred during the 1960's, but most were just slight changes. The one major revision was creation of an Assistant Chief position which was temporarily eliminated and then recreated again. These changes are discussed throughout the preceding pages of this historical perspective. (See Volume 2 for an expanded abstract of this Study.)

1957 Booz, Allen, and Hamilton Report

This report was prepared by a well known management consulting firm, but its recommendations were apparently completely ignored when first published. Since then, however, most of its organizational (and other) proposals have been adopted, some as long as twenty years later. Recommendations of their report:

1. Organize into four Divisions (Patrol, Traffic, Detectives, Staff and Services).
2. Staff and Services functions should include Personnel, Training, Public Relations, Records, Polygraph, Identification, Laboratory and Jail.
3. Realign Detectives into three Sections of Property Crime, Person Crime and Delinquency Prevention.
4. Transfer Juvenile and Women's Bureaus to the Detective Division.
5. Relieve the (single) Assistant Chief from line responsibility and reassign his functions to allow Deputy Chiefs closer contact with the Chief of Police.
6. Study the desirability of consolidating County and City Jails.
7. Transfer Alcohol Rehabilitation to Public Health.
8. Transfer Bailiff and Probation activities to the Courts.
9. Increase the use of one-man patrol cars.
10. Relieve regular uniformed personnel from assignments which can be handled by beginning officers, limited service officers, and civilians.
11. Relocate the North Precinct Station nearer the 1970 anticipated population center (north of 85th street). (See Volume 2 for an expanded abstract of this Report.)

1968 IACP Report

The International Association of Chiefs of Police used its own staff to study all facets of SPD operation and published a voluminous report in mid-1968. It was extremely critical of the entire organizational structure, particularly towards the position and use of the Assistant Chief of Police.

The IACP Report recommended adoption of a three Bureau structure, complete realignment of subordinate functions, and several hundred other changes among Department procedures and operations. Although a four Bureau configuration was adopted instead, most of the other organization recommendations were implemented in some form in the period shortly thereafter.

The subsequent changes to the 1968 IACP reorganization were discussed earlier within Item I (Primary Command Elements). As a result of substantial structural changes in 1970 and 1974, the current organization configuration no longer has any visible ties to the IACP proposal. (See Volume 2 for an expanded abstract of this Report.)

1977 Department Organizational Study - A Staff Report

This study was conducted in response to a proposal to realign the Department into three Bureaus. It comprehensively surveyed 25 police departments of like size and reviewed the considerations involved in consolidating existing functions into a smaller structure. It found the SPD's structure to be typical of many other agencies and that four Bureaus was the most common number, the others ranging from three to seven. Its final conclusion was that it would be both unnecessary and undesirable to realign into three Bureaus. (See Volume 2 for the complete report.)

SUMMARY

Much has been made of the Department's decision to move from six to four, rather than to three Bureau/Divisions as recommended by the International Association of Chiefs of Police (IACP) in 1968. The synopsis presented on Chart 1 (following) presents the recommendations of the 1968 Reorganization Report, the adoption of these recommendations, and their evolution since 1968.

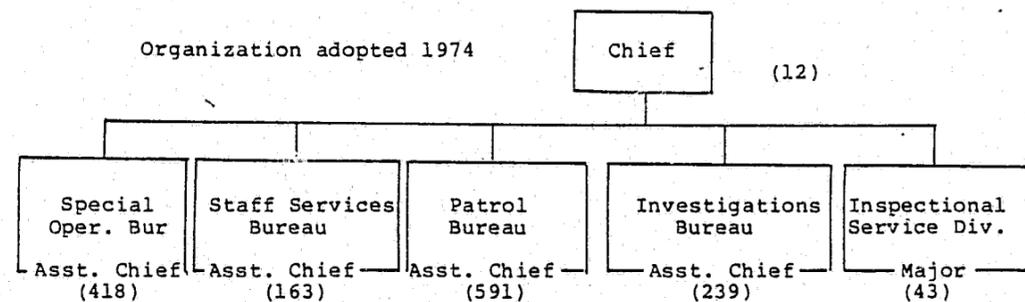
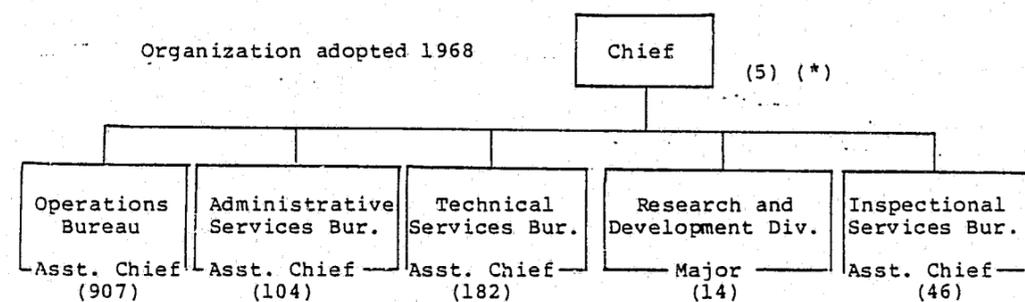
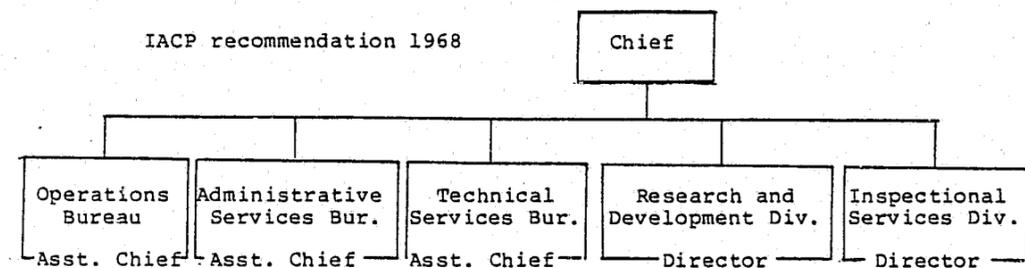
The Department did not implement the structure recommended by the IACP in 1968 exactly as proposed, feeling that the Vice, Intelligence, and Internal Investigations functions were such critical issues at that time as to warrant their grouping under the Inspectional Services Bureau and to be commanded by an Assistant Chief.

Two major changes were made in the structure in 1970 and 1974, after it became obvious that the 907 personnel grouped under the Bureau Chief represented too many people with too many different functions to be efficiently managed by one administrator. The Detective Division and the Patrol Division were thus elevated to Bureau status and the four Bureaus were reorganized, as shown by the structure adopted in 1974. This structure still exists today.

The following diagrams have been presented to show that since 1968 (when there were six Divisions, five commanded by

a Deputy Chief and one by an Assistant Chief) all efforts toward effective reorganization have resulted in five major functional areas within the Department, four of which were felt to require administrative leadership at the Bureau Chief level.

CHART 1. Synopsis of Events Following IACP Recommendation.



(*) Manpower levels shown in parentheses.

ORGANIZATION

CURRENT ORGANIZATION DESCRIPTION

OVERVIEW

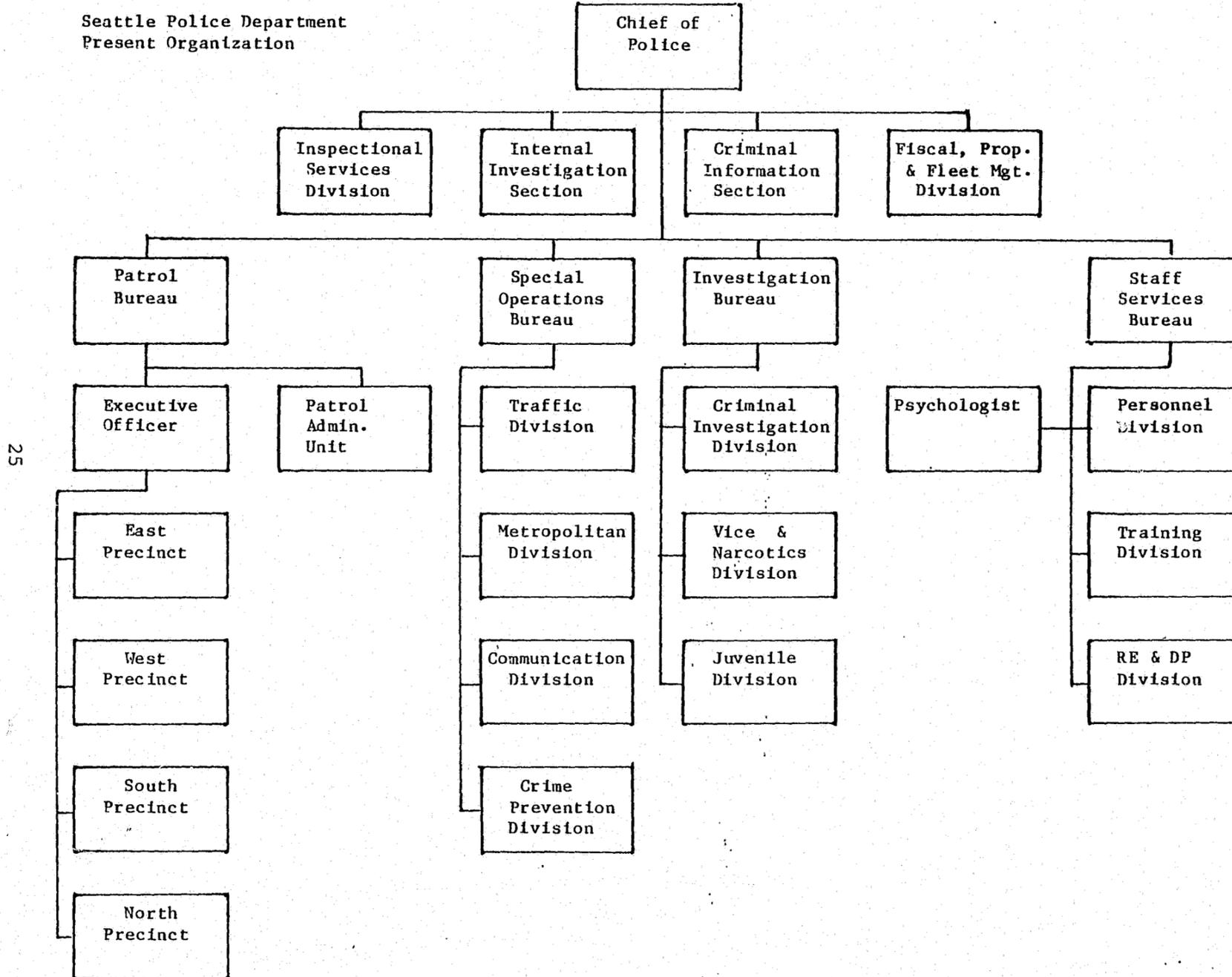
The Chief of Police manages the Police Department and prescribes rules and regulations, consistent with law, for its government and control. In performing these functions the Chief of Police is responsible to the Mayor for the administration of the Police Department and the enforcement of law.

The Police Department is divided into the following Bureaus: Patrol, Special Operations, Investigations and Staff Services. In addition, the Chief is aided in the administration of these Bureaus by an Inspectional Services Division and Fiscal, Property, and Fleet Management Division. These Bureaus and Divisions are the program elements within the Police Department.

The purpose of the Police Department is: to enforce the observance of laws, protect the lives and property of citizens, promote and maintain order, and provide for necessary called-for services on a 24-hour basis throughout the city.

See Chief of Police Chart on following page for overview.

Seattle Police Department
Present Organization



25

OFFICE OF THE CHIEF OF POLICE

The Chief of Police is responsible for organizing and managing the Department as necessary to accomplish its mission. The Office of the Chief of Police includes the following:

Fiscal, Property and Fleet Management Division

Controls the receipts, commitments, and expenditures related to Department financial activities. Maintains, distributes, and keeps records over, and ensures effective utilization of, Departmental appropriations and property.

FISCAL MANAGEMENT SECTION. Manages receipts and expenditures of funds. Coordinates preparation of the Department's budget request.

PROPERTY MANAGEMENT SECTION. Maintains, distributes, and provides inventory control over Departmental property.

Legal Advisor and Legal Associate

Provides legal advice to the Department.

Administrative Section

Responsible for conveying policy direction to the Department's Bureaus.

PUBLIC INFORMATION UNIT. Provides accurate account of police activities to the news media, and promotes understanding between the Department and the community. Provides liaison with all parties in labor management disputes, and receives and handles complaints involving the towing contract.

VIC/WIT. ADV. REFERRAL GRANT. Provides assistance to victims of crime through contact and referral; acts as advocate for victims with Prosecutor's Office.

Inspectional Services Division

Assures ethical conduct by Department personnel through investigation of complaints of misconduct. Provides the Chief of Police with information leading to the prevention

of, or preparation for, illegal or disruptive activities; gathers, analyzes, and disseminates information on persons, places and times associated with major crimes. Also promotes improved Department practices and procedures through planning; ensures Department operations are conducted in the prescribed manner through inspections; and coordinates the Department's grant programs.

INTERNAL INVESTIGATIONS SECTION. Assures ethical conduct by Department personnel through the investigation of complaints of misconduct.

INTELLIGENCE SECTION. Provides the Chief of Police with information leading to the prevention of, or preparation for, illegal or disruptive activities.

Crime Analysis Unit. Gathers, analyzes, and disseminates information on persons, places, and times associated with major crimes.

INSPECTIONS AND PLANNING SECTION. Promotes improved Department practices and procedures through planning; ensures Department operations are conducted in the prescribed manner through inspections. Provides coordination and liaison for Department Grant programs.

Office of the Chief
Present Organization

Office of
The Chief
C. O. P.

Legal
Section
Legal Advisor
1 Legal Associate

Admin.
Section
Admin. Asst.

Public
Information
Unit
3 Police Officer
1 Spec. I

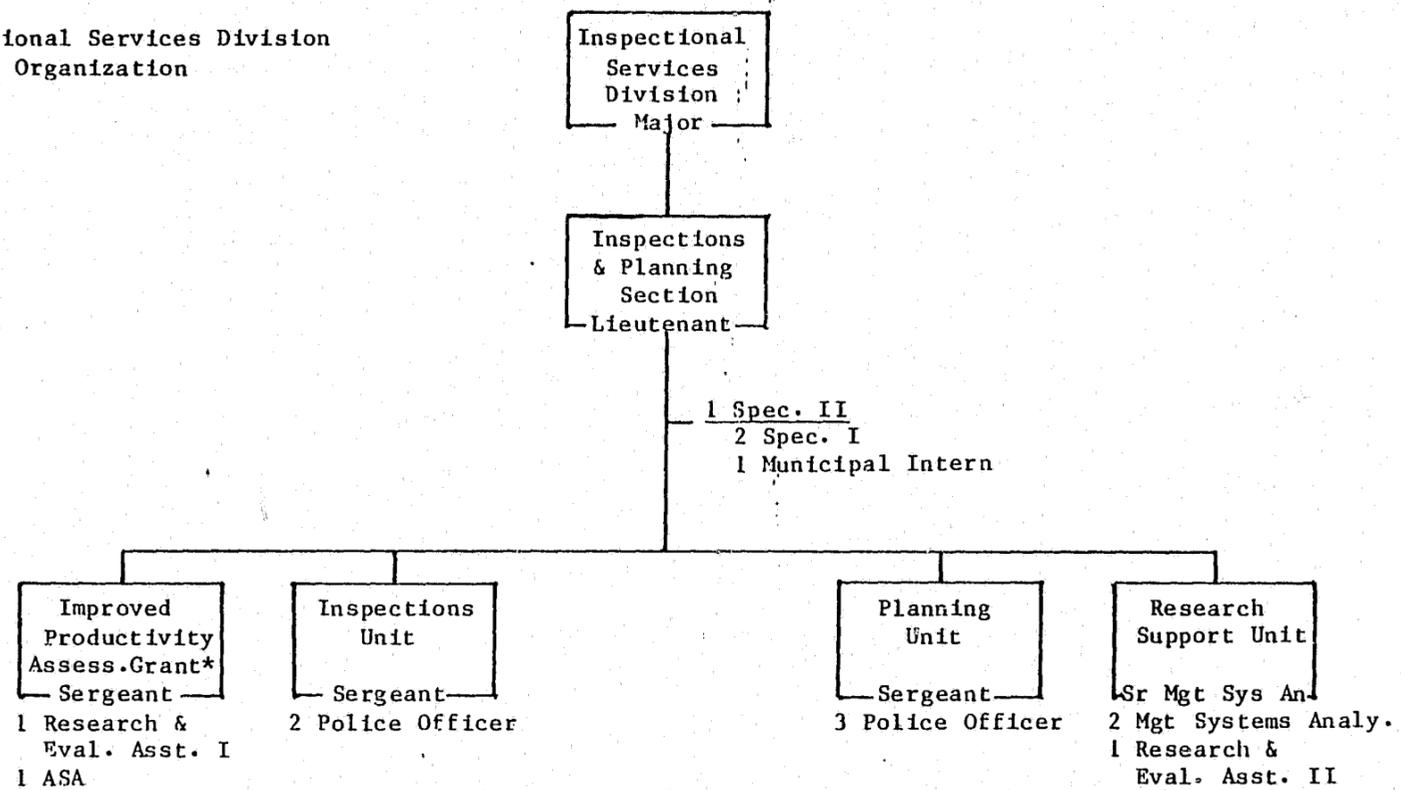
Admin.
Unit
2 Police Officer
1 Senior Planner
1 Spec. III
1 Spec. II
1 Spec. I

Vic/Wit. Adv.
Referral
Grant*
Coordin. II
5 Coordinator I
1 ASA

*Grant Funded Positions

Inspectional Services Division
Present Organization

29

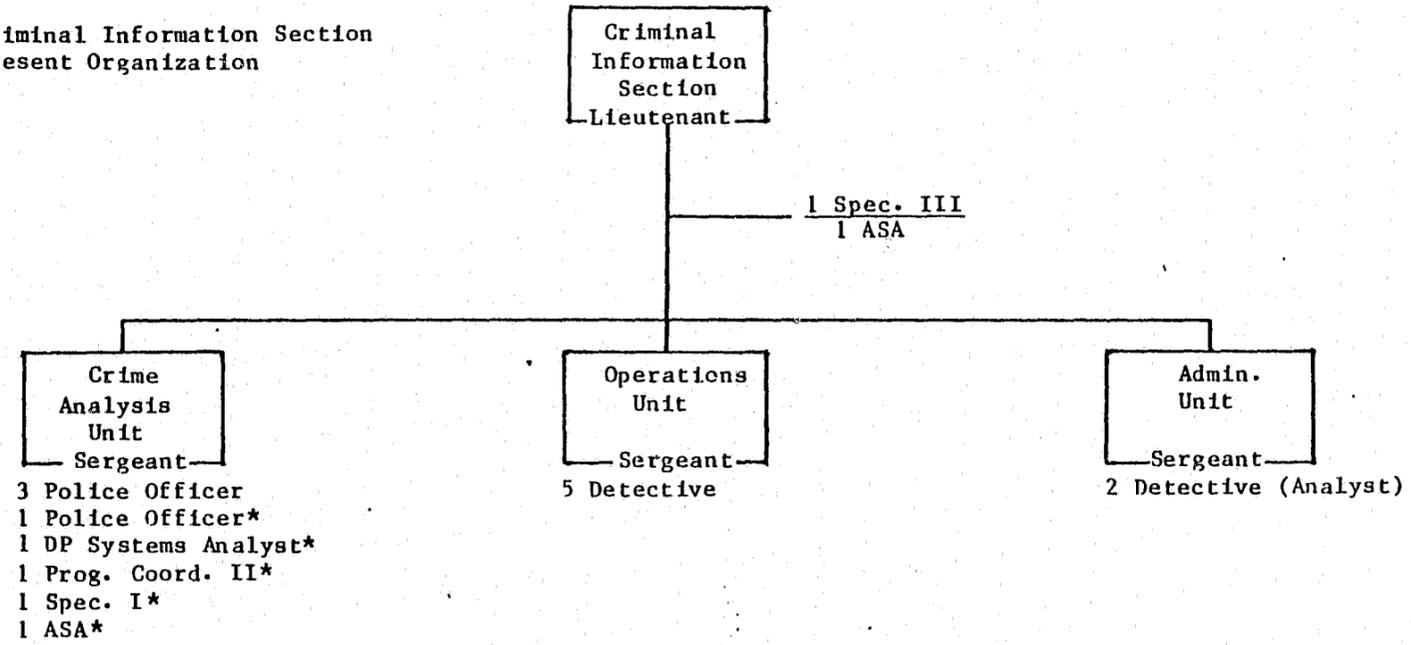


* Grant Funded Positions



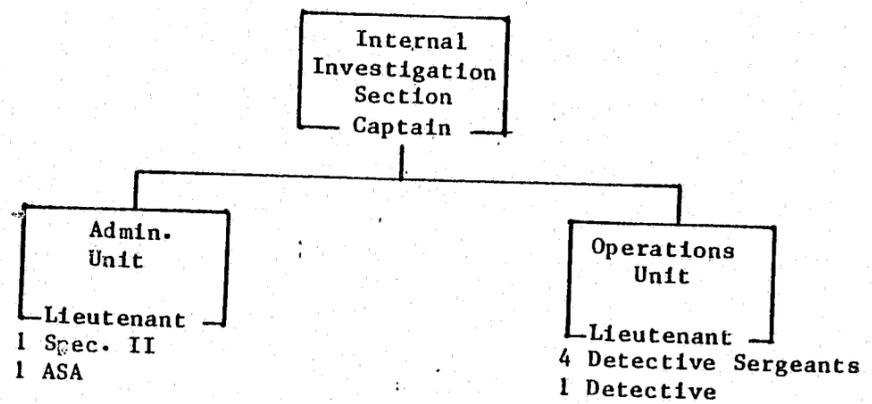
Criminal Information Section
Present Organization

30



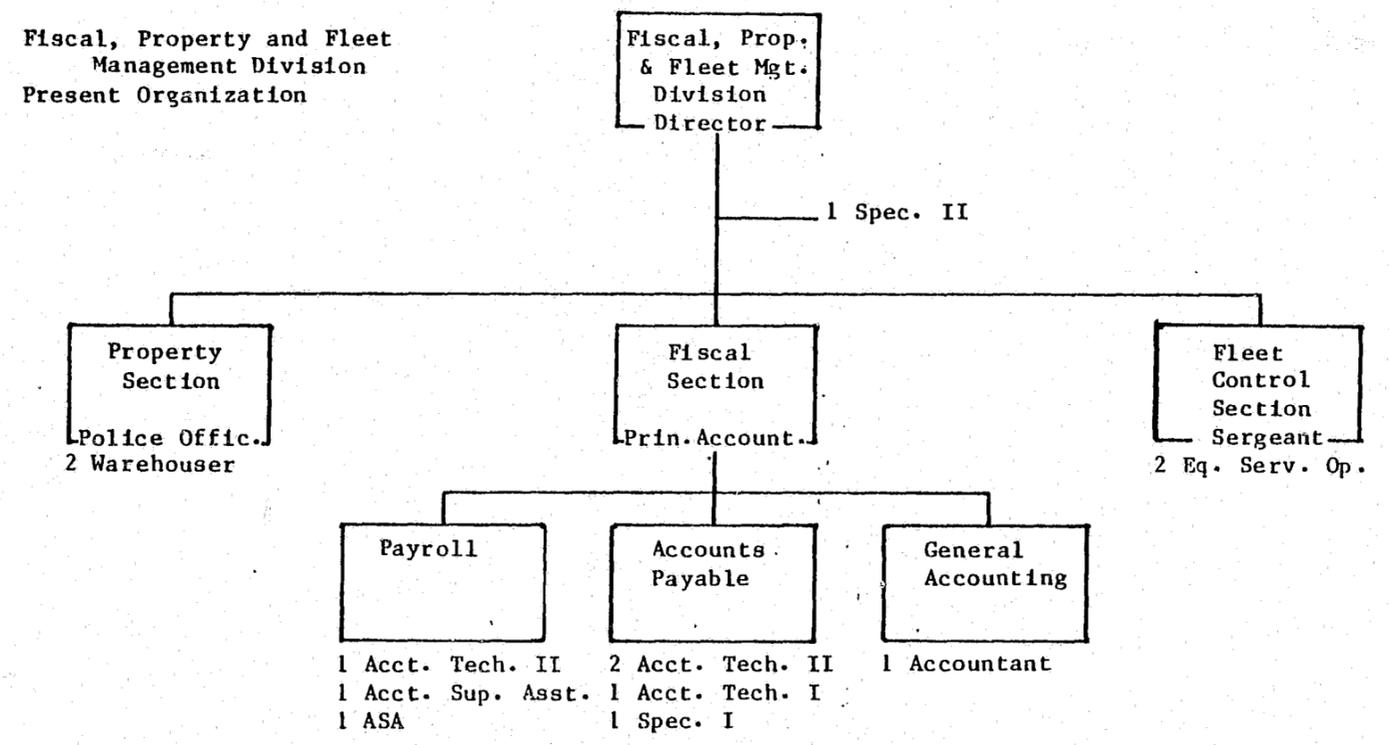
* Grant Funded Positions

Internal Investigation Section
Present Organization



Fiscal, Property and Fleet
Management Division
Present Organization

32



PATROL BUREAU

The Patrol Bureau maintains efficient line units to provide adequate and responsive police service, city-wide and continuously. It prevents crimes, enforces laws, protects lives and property, apprehends criminals, preserves the peace, and provides necessary called-for services throughout the city. This Bureau also provides an overt presence (Patrol), in all areas of the city, at all times sufficient to assure response to a call for assistance within a reasonable time consistent with effective protection of life and property. The Patrol Bureau is divided into four (4) precincts.

Administration Unit

Provides direction, coordination, and control necessary for the effective utilization of Patrol Bureau personnel. Also carries out projects as directed by the Patrol Bureau Commander. Provides staff assistance on request to the Special Operations Bureau.

Evidence Collection Processing and Management Grant

The purpose of this grant is to increase the frequency and quality of evidence collected at rape and burglary scenes.

North Precinct

Provides uniformed patrol in all areas of the city north of the Lake Washington Ship Canal.

South Precinct

Provides uniformed patrol in the area designated.

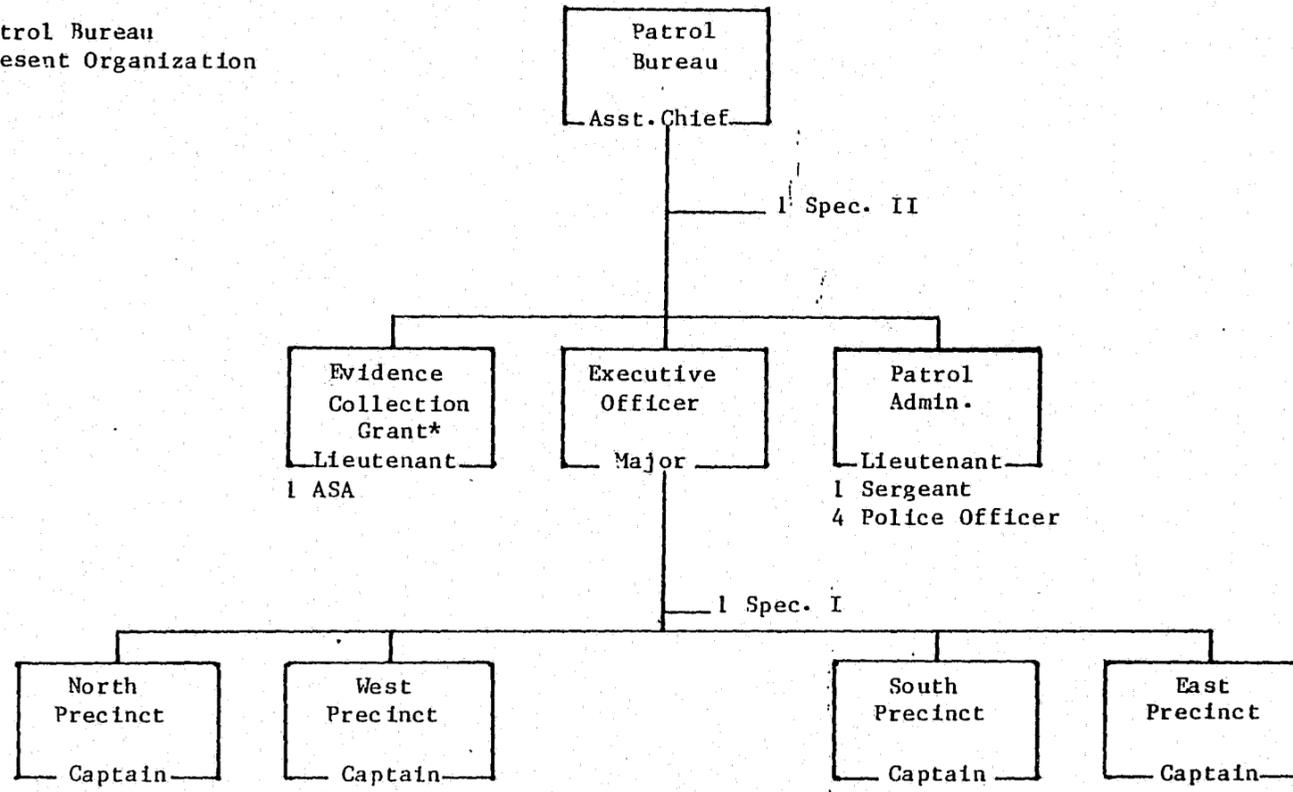
East Precinct

Provides uniformed patrol throughout the area designated.

West Precinct

Provides uniformed patrol throughout the area designated.

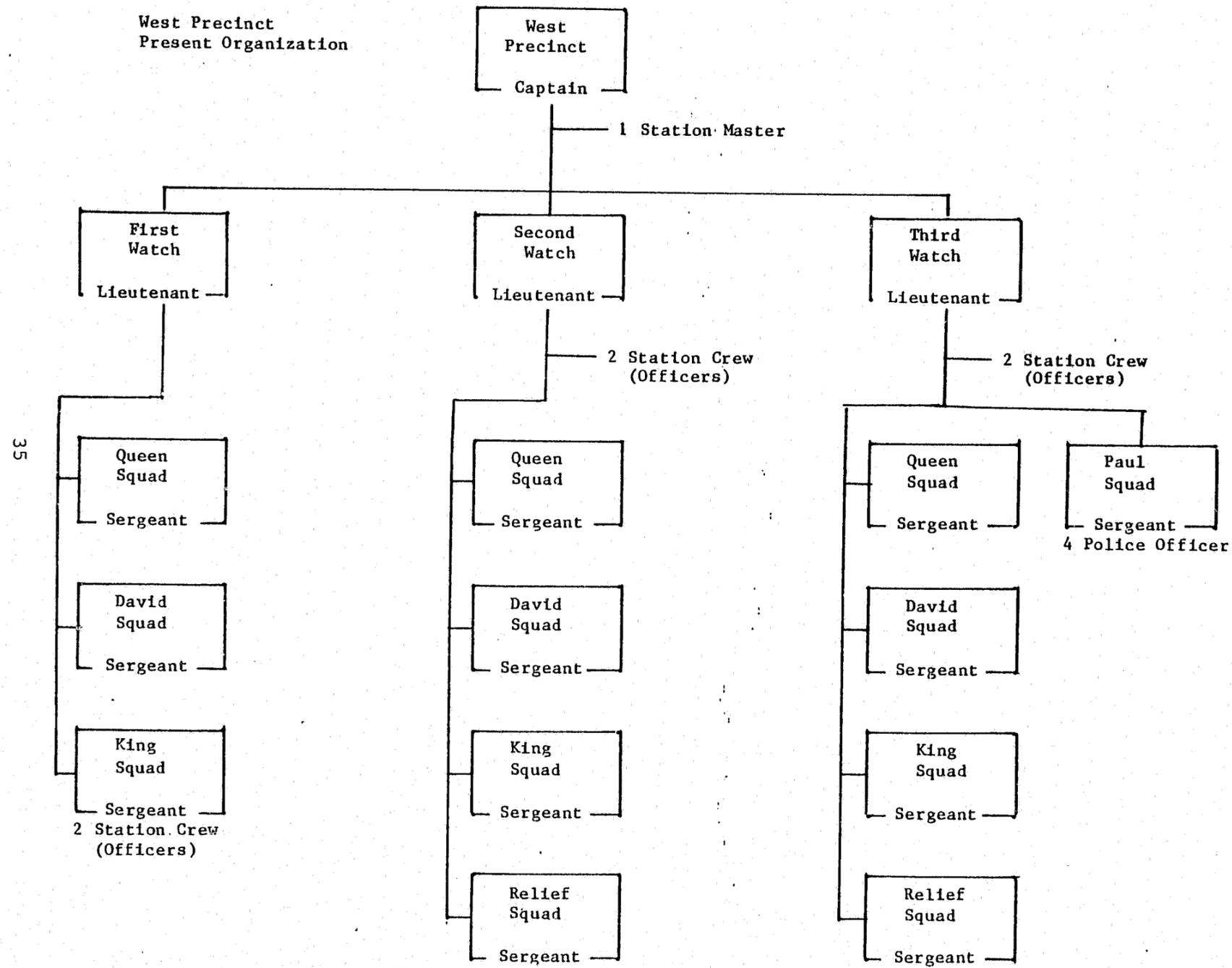
Patrol Bureau
Present Organization



34

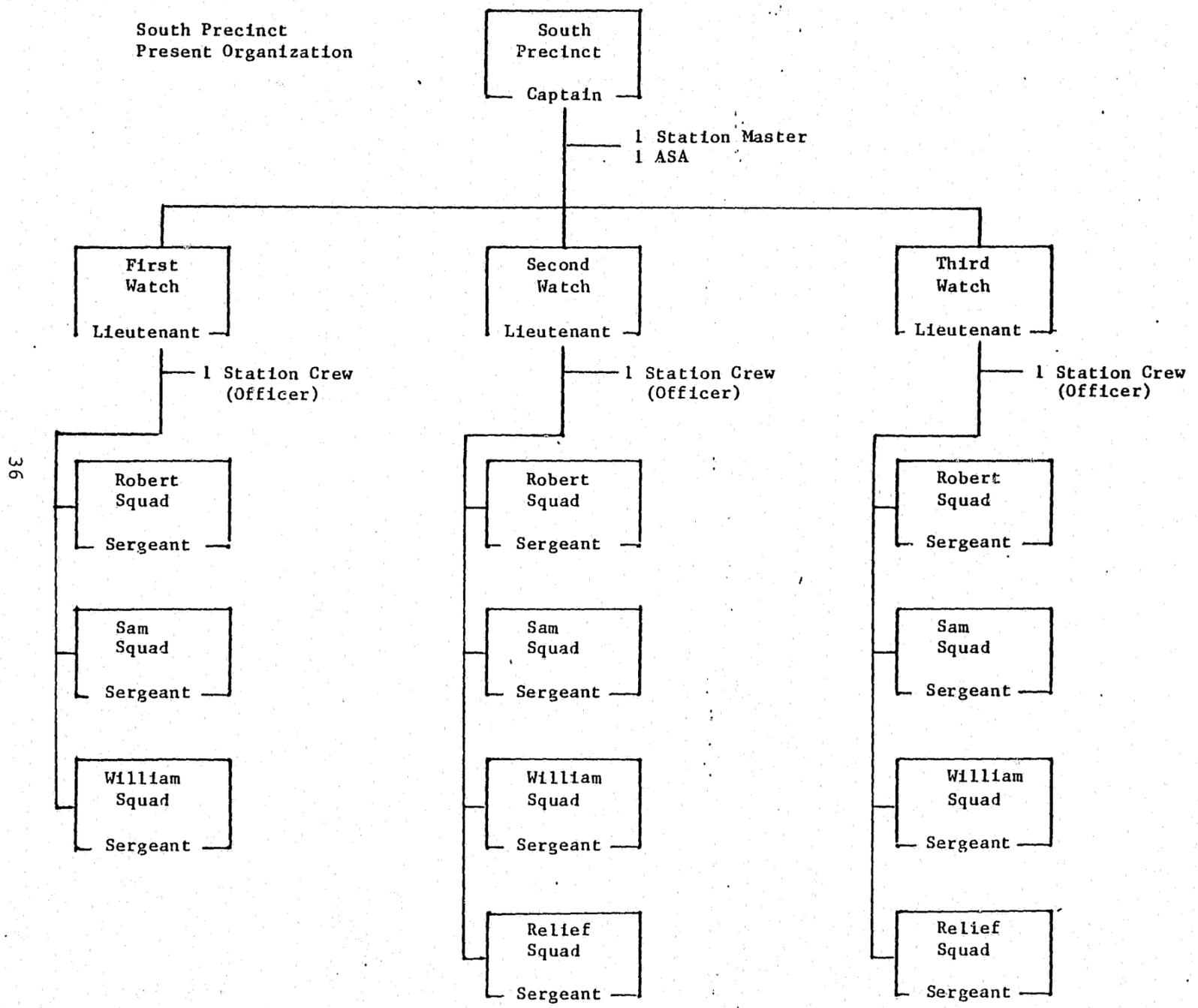
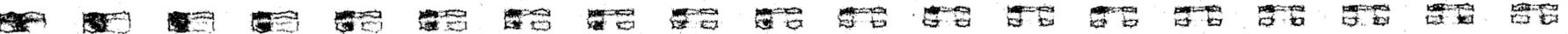
* Grant Funded Positions

West Precinct
Present Organization

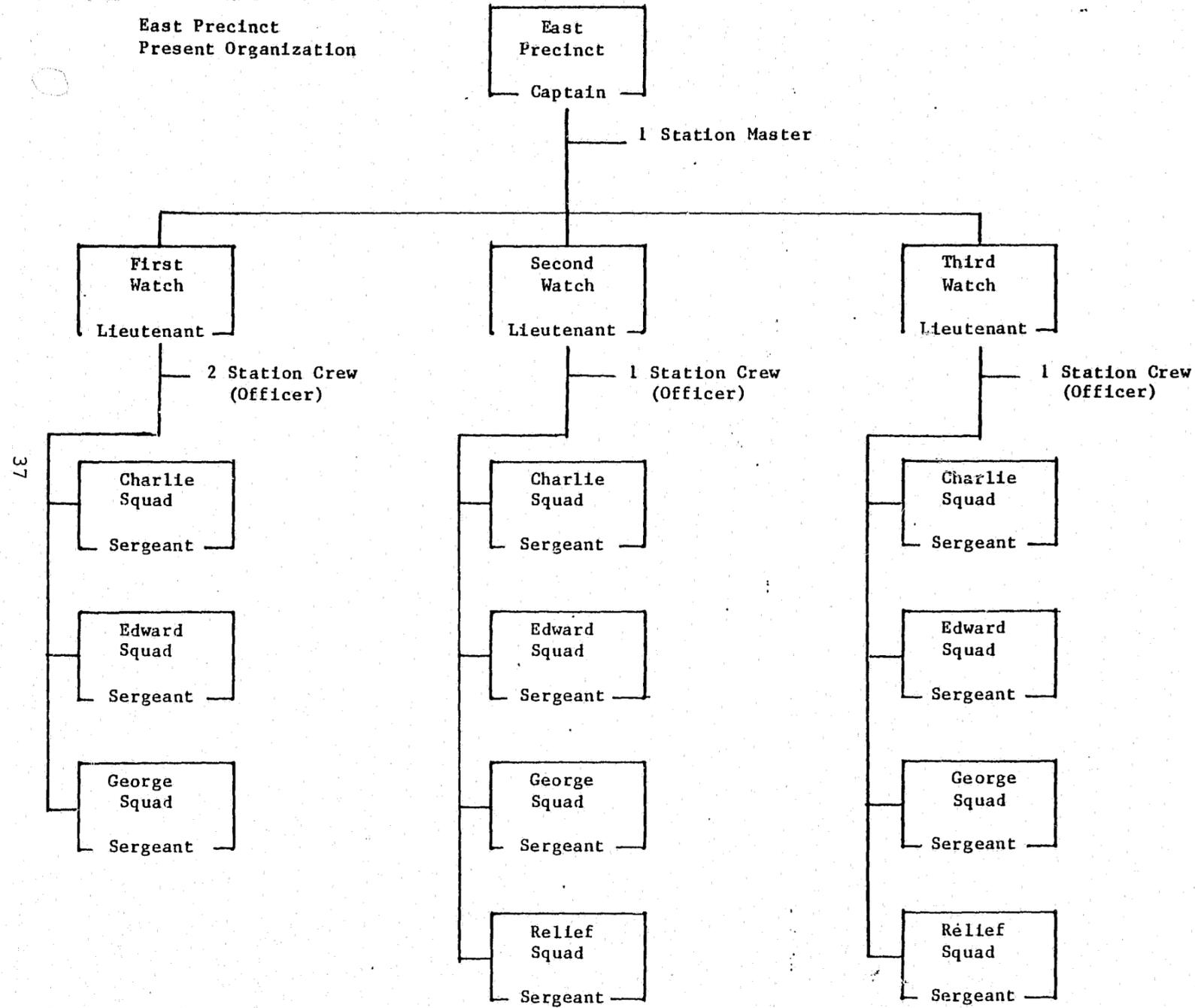


35

South Precinct
Present Organization

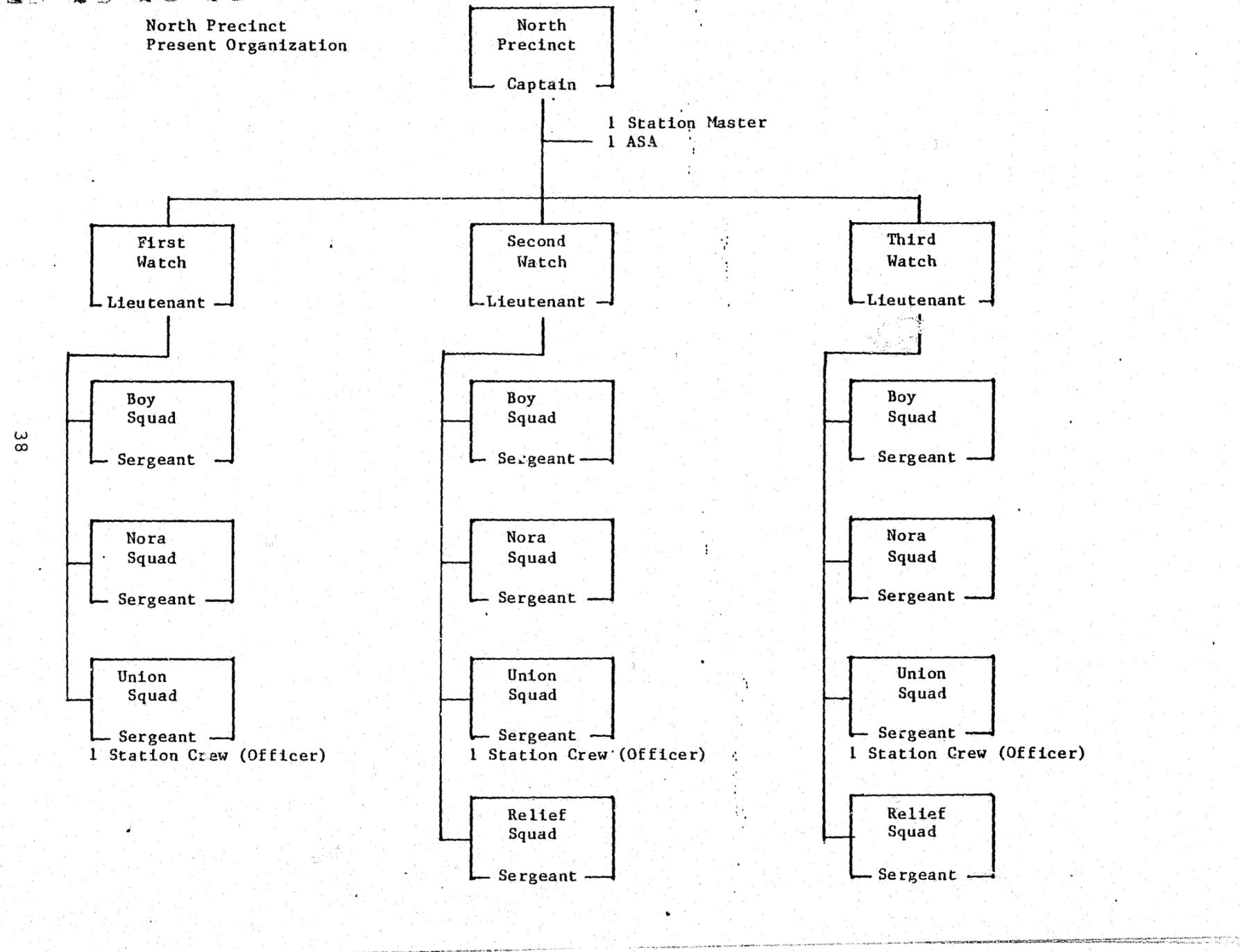


East Precinct
Present Organization



37

North Precinct
Present Organization



SPECIAL OPERATIONS BUREAU

Provides specialized field support to the Investigations and Patrol Bureaus.

Traffic Division

Enforces laws, prevent accidents, expedites traffic flow, and assists the Patrol Bureau when required.

ACCIDENT INVESTIGATION SECTION. Investigates serious traffic accidents and oversees breath tests and videotaping done in connection with DWI arrests.

ENFORCEMENT SECTION. Enforces traffic laws, provides traffic control, enforces parking regulations, and provides saturation of high accident areas when appropriate.

Metropolitan Division

Provides specialized patrol and enforcement services in the parks, at Seattle Center, and on the harbor and waterways; assists and supports Patrol and other field units through the use of Canine and Mounted Units; and utilizes paraprofessionals as appropriate to relieve Patrol work load.

CRIME SPECIFIC SECTION. Applies specific tactical response to priority crime problems when and where they occur. Maintains training and flexibility for immediate deployment to unusual occurrences.

HARBOR PATROL SECTION. Enforces the Harbor Code and preserves lives and property on the waterways. Performs rescue or recovery of victims of mishaps on the water.

SPECIAL ACTIVITIES SECTION. Enforces the law and preserves civil peace at the Seattle Center and all special events at the Kingdome. Sets standards for and obtains compliance with those standards for crowd control at privately sponsored Seattle Center and Kingdome events; recruits, selects, trains, and manages the utilization of Reserve Officers; is the sponsoring agency for the Seattle Police Explorer (Scout) Unit and has the responsibility of providing the Explorer Advisor.

COMMUNITY SERVICE OFFICER SECTION. Responds to calls for service which do not require the presence of a police

officer, and assists neighborhoods in reducing crime through increasing community awareness of, and responsibility for, combating crime. Reduces the incidence of antisocial and criminal behavior by working with those who come to the attention of the police.

MOUNTED PATROL UNIT. Assures peace and good order in public parks through conspicuous horseback patrol. Provides citizens in open areas significantly related to public recreation direct, personal contact with police officers.

CANINE UNIT. Provides support to patrol and investigative units by finding persons and things. Provides support and assistance to line officers when the presence of a dog may be physically or psychologically helpful.

Communications Division

Provides voice communications between the public and public safety agencies; operates a computer-assisted dispatch system, and provides access to data needed by line units and managers.

DISPATCH OPERATIONS. Commands, dispatches, and monitors the status of field units, provides appropriate field response to reports of crime or requests for service, and provides information needed by field units.

TELEPHONE OPERATIONS. Receives all "911" calls and refers to the appropriate public safety agency without delay. Provides entire required service by telephone roughly 50% of the time.

Crime Prevention Division

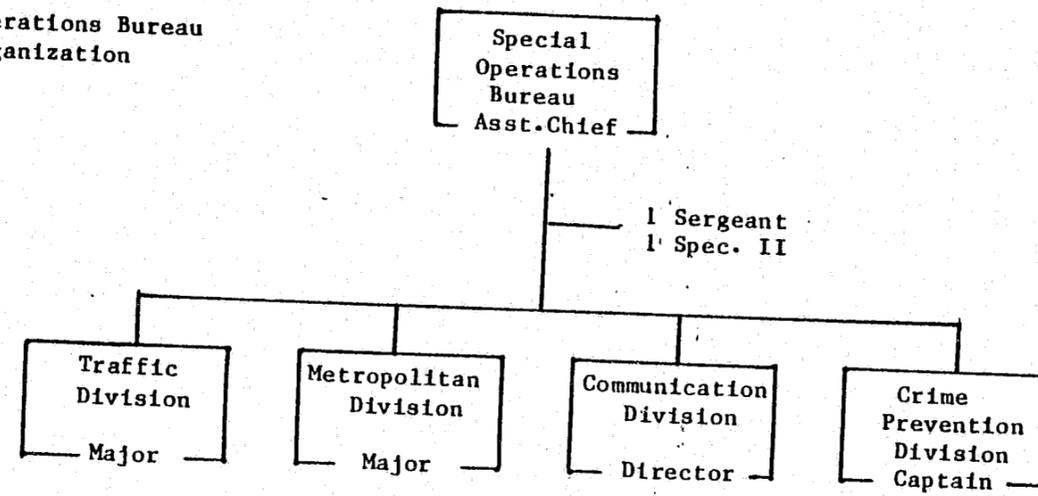
COMMUNITY CRIME PREVENTION SECTION. Provides citizens with a centralized source of assistance in making their families, homes, and businesses more secure.

COMMERCIAL SECURITY SECTION. Provides crime prevention through community, neighborhood and commercial programs.

SEATTLE NEIGHBORHOOD CRIME CONTROL GRANT. Maintains rapport with the public through community relations efforts.

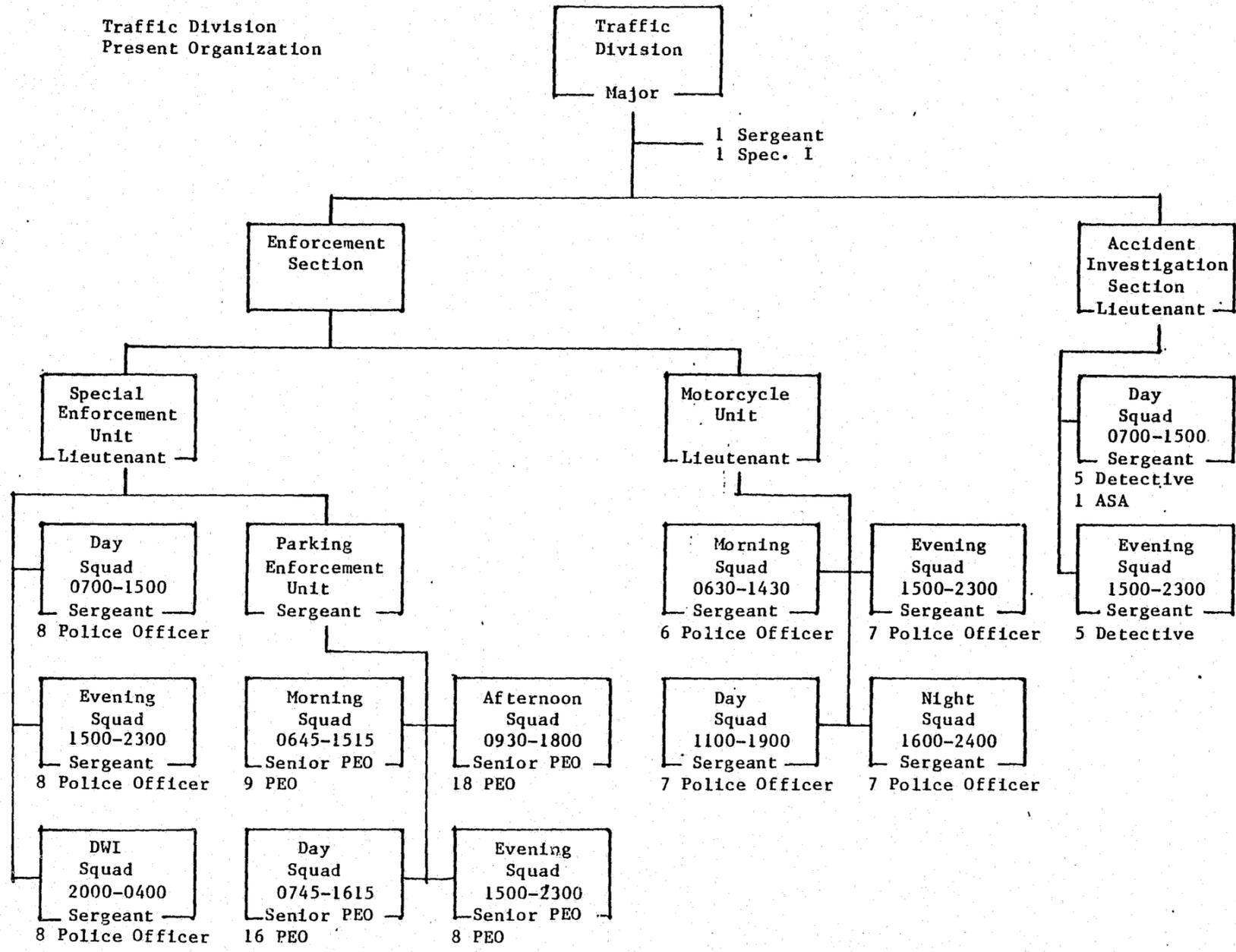
SCHOOL SAFETY SECTION. Provides school traffic safety programs.

Special Operations Bureau
Present Organization



Traffic Division
Present Organization

42

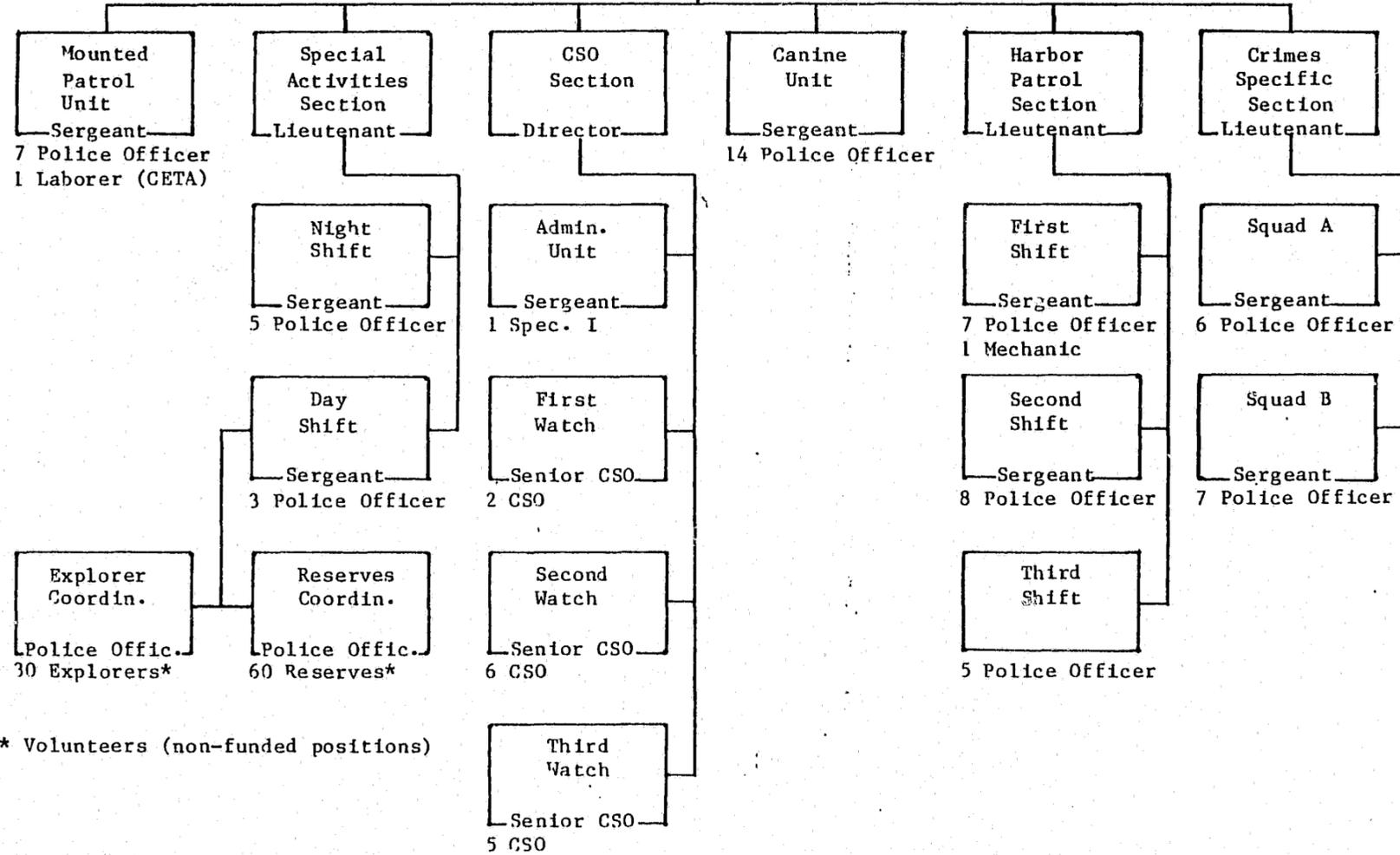


Metropolitan Division
Present Organization

Metropolitan
Division
Major

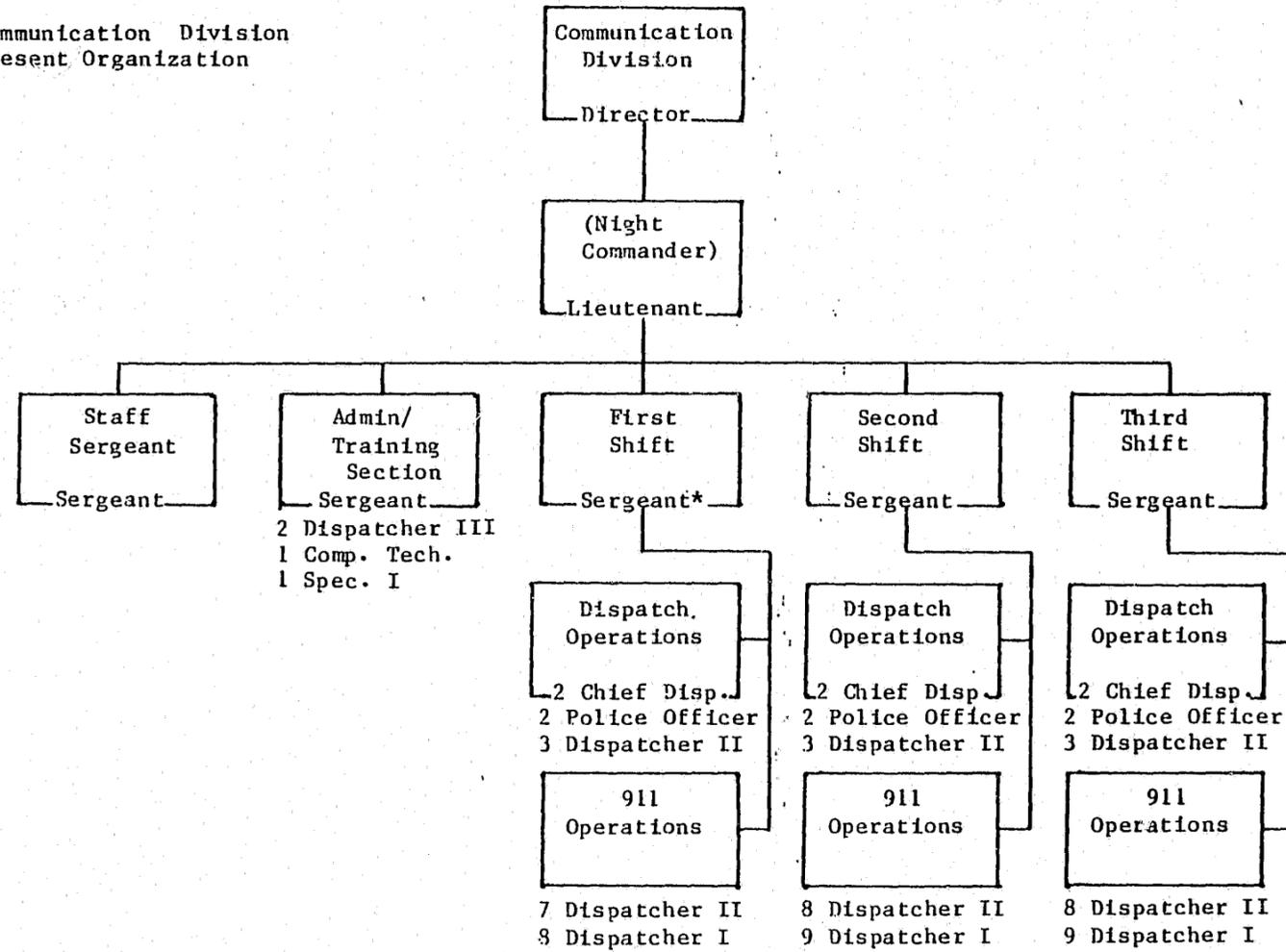
1 Spec. II

43



* Volunteers (non-funded positions)

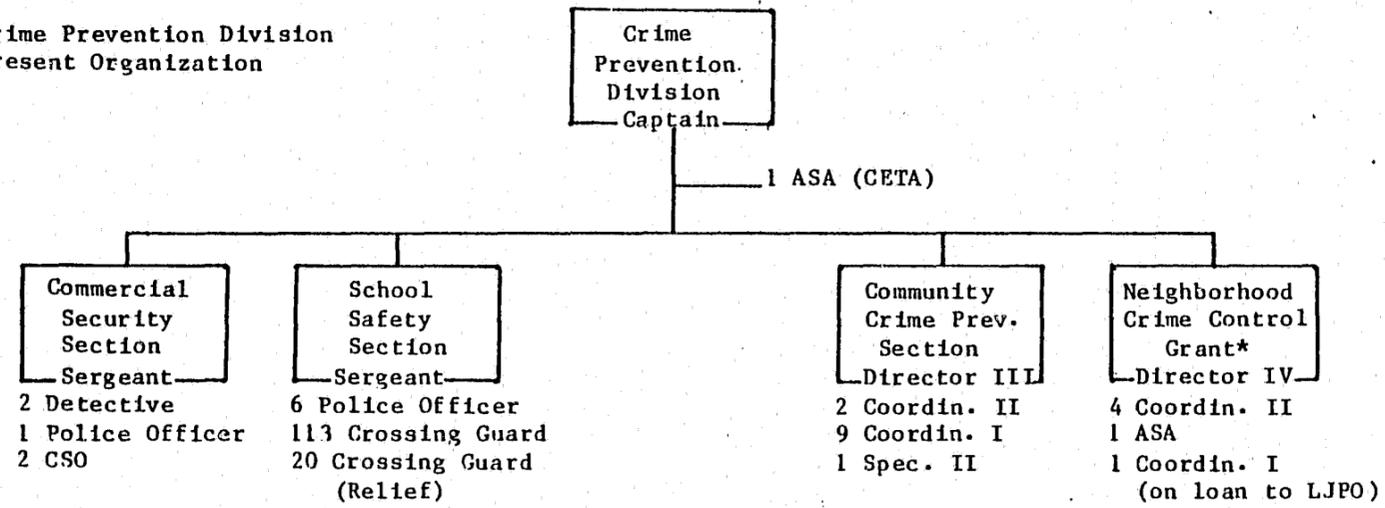
Communication Division
Present Organization



44

* One additional sergeant is assigned for furlough relief.

Crime Prevention Division
Present Organization



45

* Grant Funded Positions

INVESTIGATIONS BUREAU

Identifies and arrests suspects of crimes against persons and property, recovers and returns stolen property, assists in the prosecution of those arrested for felony crimes. Provides for control of crimes of vice and the incidence of abuse of narcotics and dangerous drugs by discovering, investigating and assisting in the prosecution of violators of these laws; coordinates with related prevention and rehabilitation programs. Conducts criminal investigations of juvenile suspects and assists in the prosecution of those declined on for felony offenses. Provides investigative support on delinquency and dependency problems, participates in prevention and research programs, and diverts youths when appropriate into community based programs. Maintains juvenile case records system separately from Records Section as required by State Statute.

Criminal Investigations Division

Investigates serious crimes, identifies and apprehends suspects, recovers stolen property, prepares cases for the prosecutor, and assists in presentation of cases in court.

CRIMES AGAINST PERSONS SECTION. Investigates reports of, and persons arrested for, all serious crimes involving use of violence, force, and threats of bodily harm including homicide, robbery, assault, rape and related sex crimes.

CRIMES AGAINST PROPERTY SECTION. Investigates reports of, and persons arrested for, all serious crimes directed against property, including burglary, larceny, significant acts of property destruction and trafficking in stolen property.

SPECIAL ASSIGNMENTS SECTION. Provides investigative support for all crimes not otherwise covered, including checks, bunco, explosives, fugitives, etc.

Vice and Narcotics Division

Discovers, investigates, and assists in the prosecution of violations of laws relating to vice and narcotics.

NARCOTICS SECTION. Applies enforcement pressure against those trafficking in narcotics or dangerous drugs. Maintains coordination with County, State and Federal drug

enforcement agencies and various prevention and rehabilitation programs.

VICE SECTION. Applies enforcement pressure against those violating laws related to prostitution, gambling, liquor, and pornography.

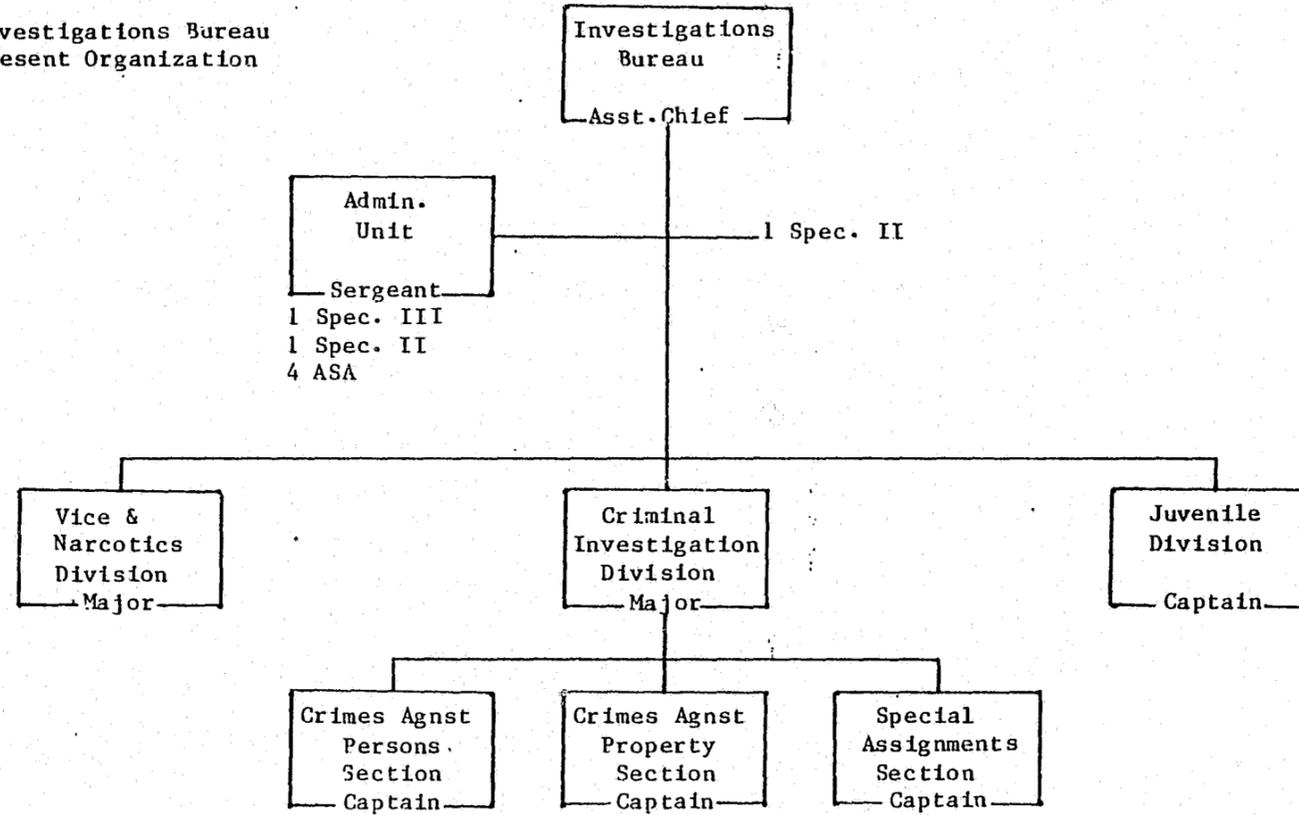
Juvenile Division

Conducts criminal investigations into crimes (except homicide, arson, and narcotic sales) involving juvenile suspects, who have not been previously declined on by the Juvenile Division of the Superior Court; assists in the presentation of cases in court and diverts juvenile offenders into community based programs when appropriate; maintains a complete Juvenile Criminal History Record System separate from that of adults, as required by state and federal law; and participates in selected prevention and research programs.

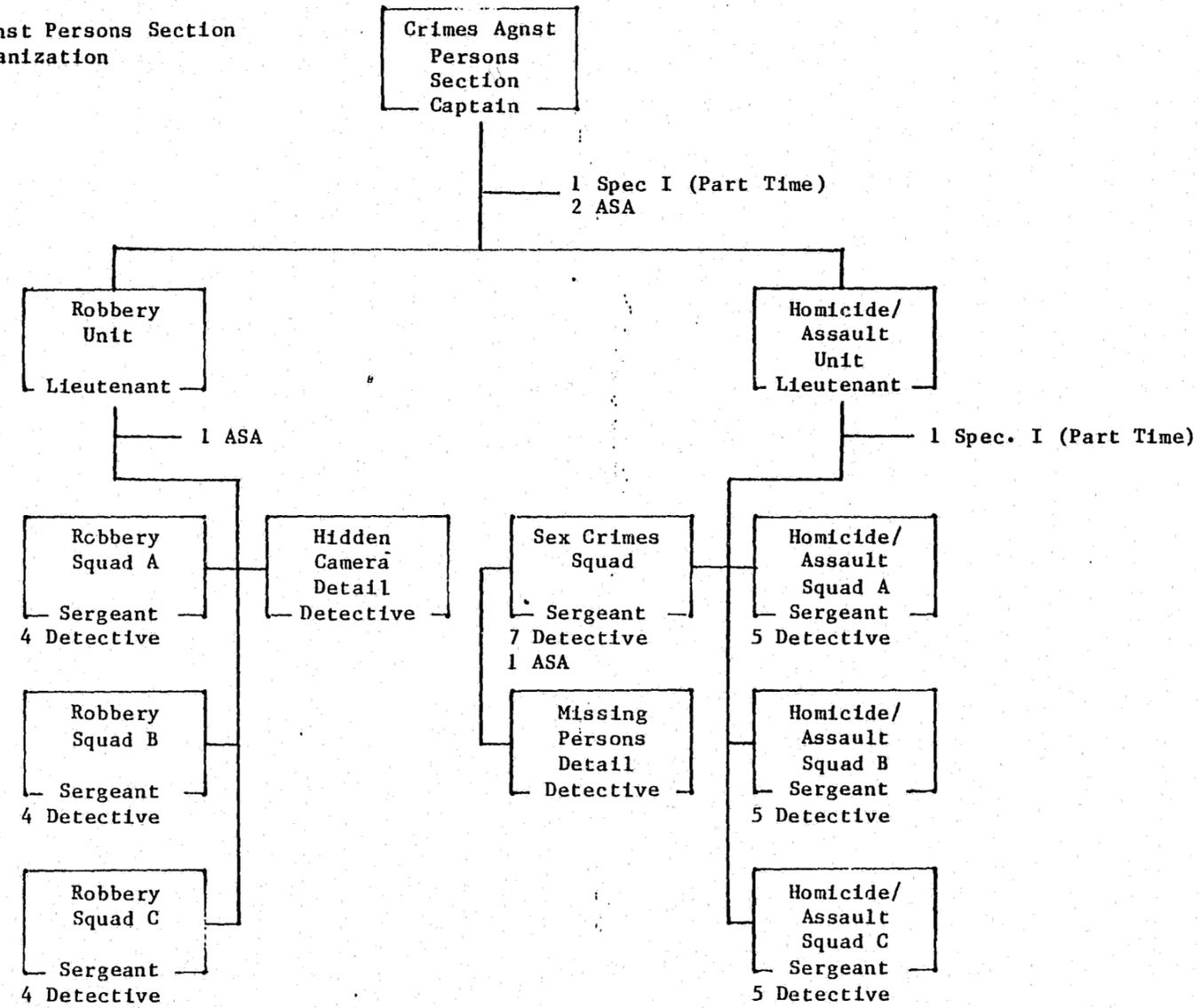
OPERATIONS SECTION. Investigates criminal offenses and complaints involving juvenile suspects; makes referrals to Juvenile Court and other appropriate agencies; presents cases in court as required; and actively participates in delinquency prevention and related research programs.

ADMINISTRATIVE SECTION. Provides liaison between the Police Department and the Juvenile Court and/or other community agencies. The administrative staff provides secretarial support in: the completing and forwarding of cases to the prosecutor; maintenance of complete Juvenile Criminal History Record System, as required by state and federal law; ordering supplies and maintenance of office equipment; fleet and building maintenance; and maintenance of proper IACP administrative files.

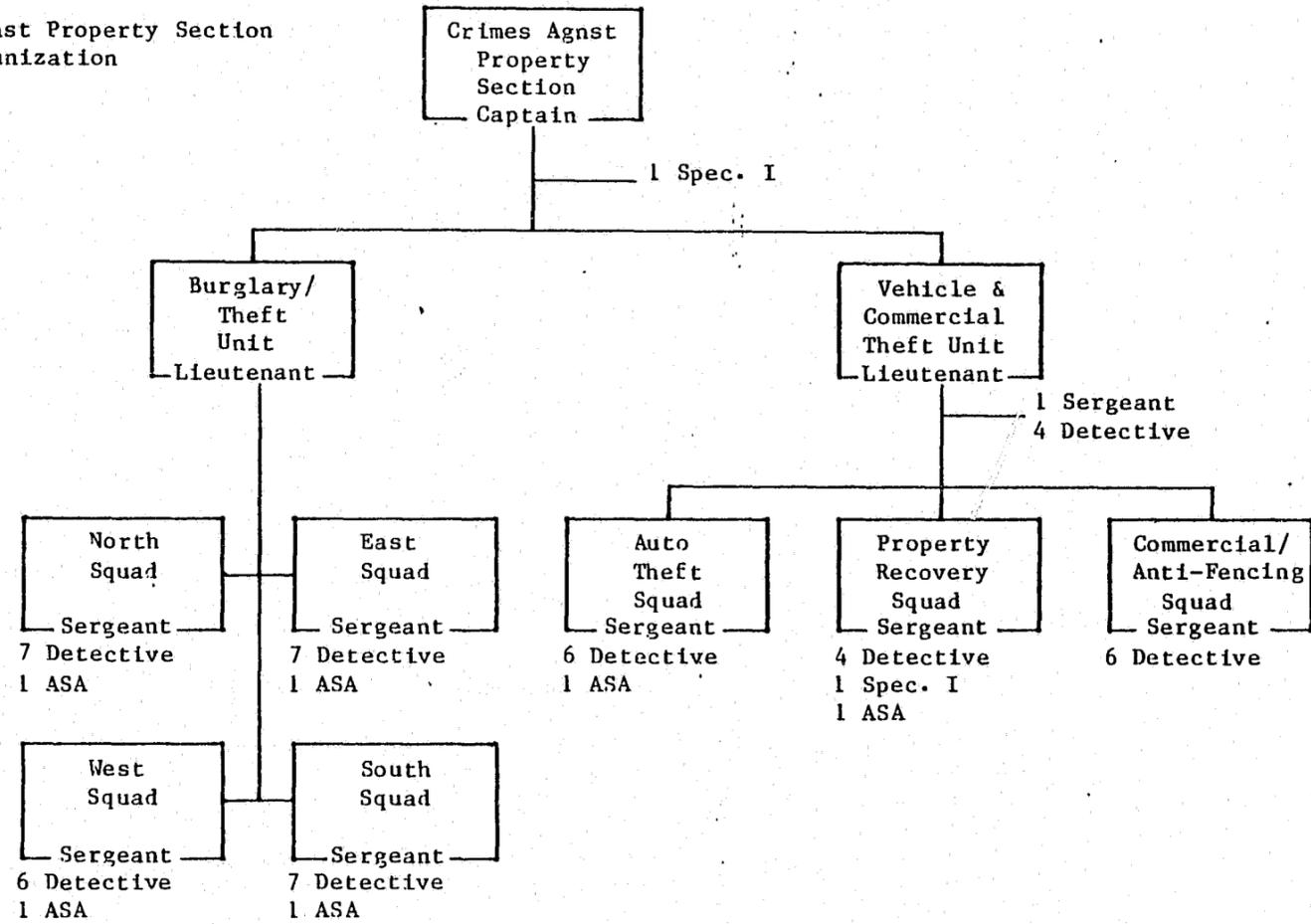
Investigations Bureau
Present Organization

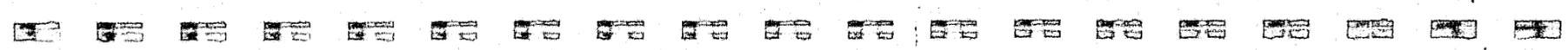


Crimes Against Persons Section
Present Organization



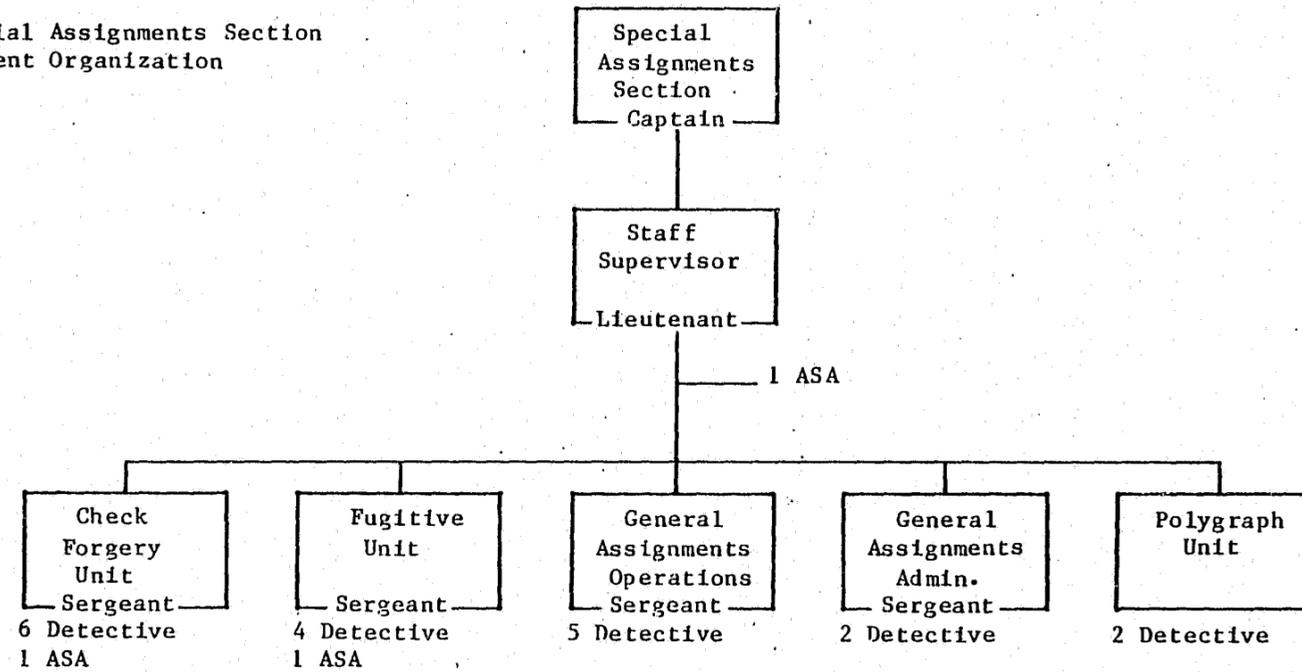
Crimes Against Property Section
Present Organization



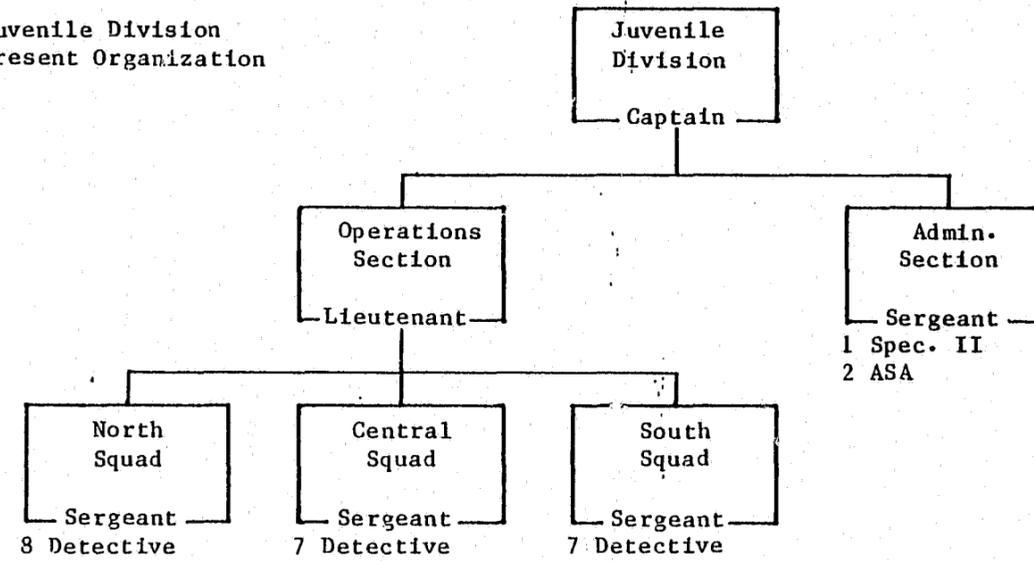


Special Assignments Section
Present Organization

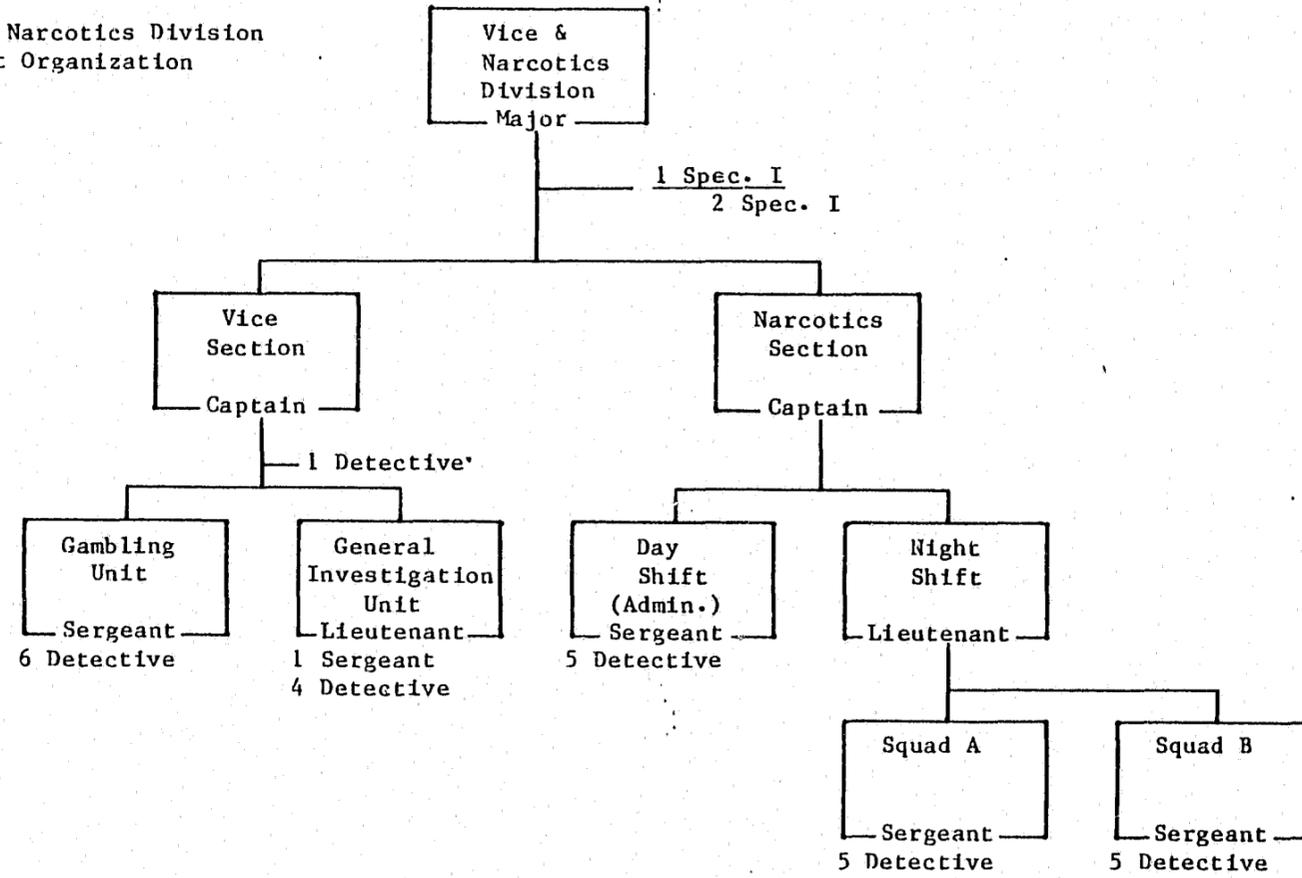
51



Juvenile Division
Present Organization



Vice & Narcotics Division
Present Organization



STAFF SERVICES BUREAU

Provides liaison and effective participation with appropriate city, state, and federal offices concerned with the recruitment, selection, and placement of Department personnel; maintains appropriate and accurate personnel records; provides necessary personnel services, including but not limited to a psychologist, Chaplain Corps, and police physician for professional guidance and employee counseling. Provides for recruit and in-service training including advanced, supervisory, and management training as required. Also manages the Records, Evidence, and Data Processing Division in active support of operational as well as archival needs; provides data processing services in support of operational, management, and administrative needs; provides for receipt, safeguarding, and appropriate records of evidence and equipment.

Training Division

Assures the requisite skills in all Department employees.

BASIC TRAINING SECTION. Provides comprehensive pre-service training for police recruits.

SPECIAL TRAINING SECTION. Provides special skills and refresher training for all active officers and provides in-service training materials.

Personnel Division

Provides effective liaison with all boards, commissions, and agencies with interest in or collateral responsibility for recruitment, selection, promotion, discipline, discharge, and retirement. Assists with union and guild negotiations. Maintains appropriate employment history records of all employees.

PERSONNEL RELATIONS SECTION. Maintains personnel records, provides for career counseling to employees, and promotes good employee-management relations.

ILLNESS/INJURY AND PERSONNEL ACCOUNTABILITY SECTION. Represents the Department on the Police Pension Board. Monitors sick time and disability leaves of members and employees.

Records, Evidence and Data Processing Division

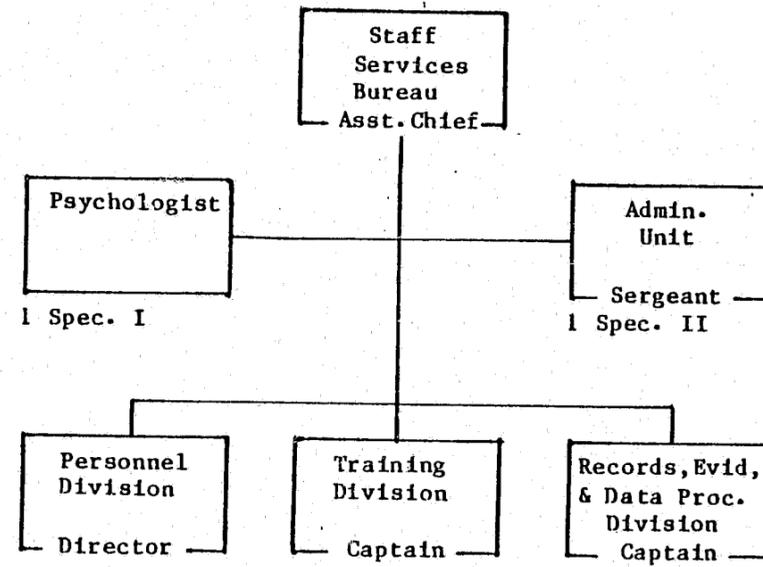
Provides data processing, records maintenance and retrieval, report distribution, fingerprint, evidence control and court preparation, services to the Department.

EVIDENCE SECTION. Secures and maintains records on evidence and property in police custody. Disposes of evidence, property, and confiscated weapons as appropriate.

DATA PROCESSING SECTION. Provides operational and statistical information as required by the Department and other authorized agencies.

RECORDS SECTION. Provides both active and archival records services to all Department units and other agencies, public and private, on a need/right to know basis. Provides fingerprint services to the Department. Provides court case preparation for misdemeanor cases.

Staff Services Bureau
Present Organization



Records, Evidence & Data
Processing Division
Present Organization

Records, Evid.
& Data
Processing
Division
Captain

1 Police Officer
1 Spec. I

Evidence
Section
Sergeant

Data
Processing
Section
Super. P.S.
2 Sr. DP Sys. Anal.
1 EDP Operator

Records
Section
Records Mgt.

I. D. &
Photo Lab
Section
Super I.D.

Day
Shift
Police Officer
6 Warehouse

Swing
Shift
Sr. Warehouse
2 Warehouse

Graveyard
Shift
Sr. Warehouse
2 Warehouse

Court
Unit
Super C.U.

Process
Servering
2 Process Serv.

Admin.
Spec. III
4 Spec. I
3 ASA

Data
Distribution
Unit
Super DDC

Shift
One
Spec. III
4 Spec. II
5 Spec. I
4 ASA

Shift
Two
Spec. III
4 Spec. II
5 Spec. I
4 ASA

Microfilm
Spec. III
1 Spec. I
4 ASA

1 Spec. II

Records
Files
Unit
Mgt. O.S.

Crime
Records
Spec. III
2 Spec. II
3 Spec. I
8 ASA

Auto
Records
Spec. III
1 Spec. II
1 Spec. I
7 ASA

Attachments
Spec. III
1 Spec. I
4 ASA

I.D. Unit
4 Sr. I.D. Tech.
4 I.D. Tech.

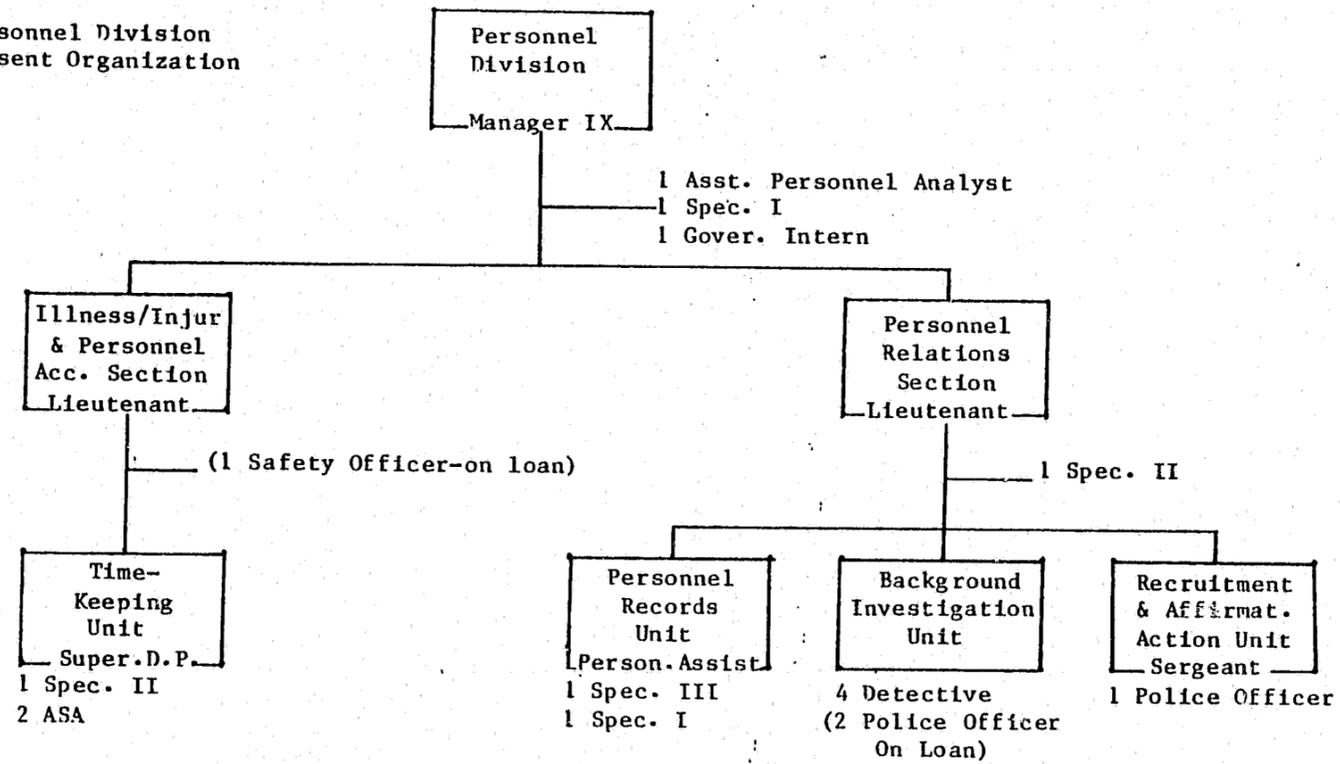
Photo Lab
Unit
Sr. Photographer
2 Photographer

Admin.
Unit
Spec. I
3 ASA

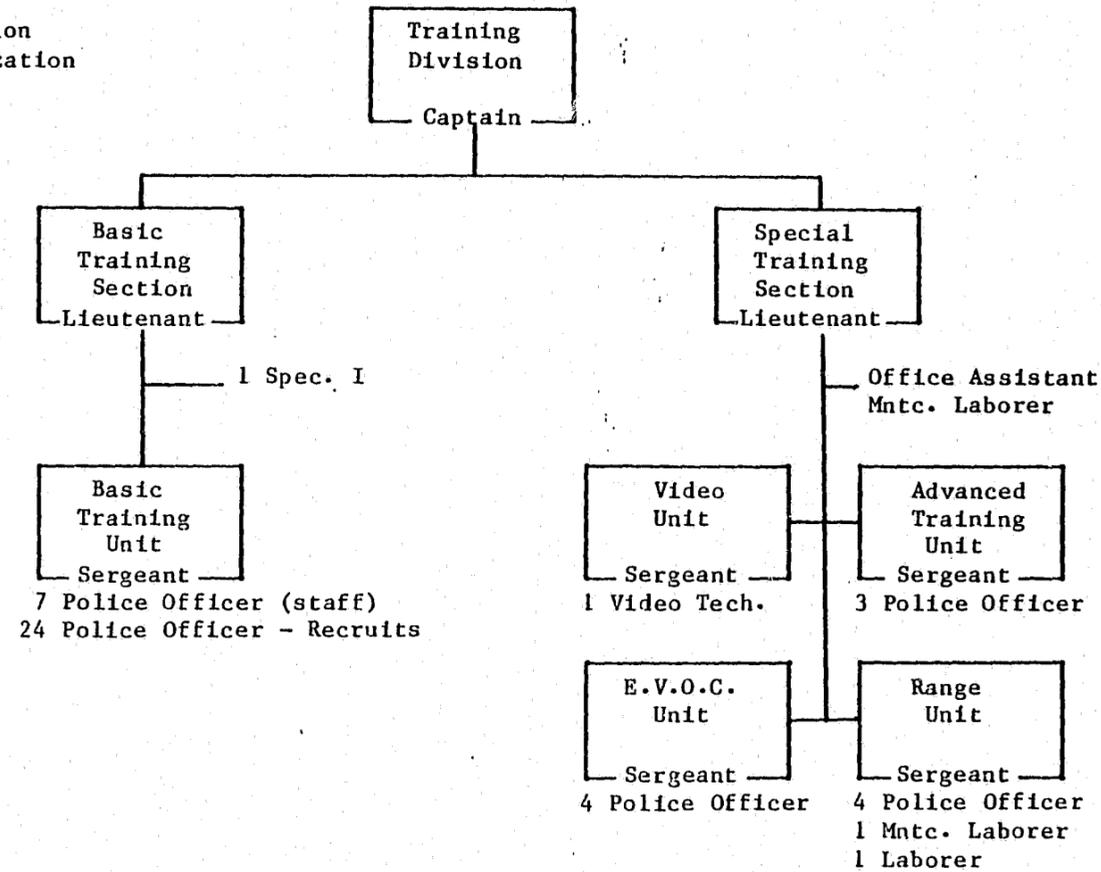
57

Personnel Division
Present Organization

50



Training Division
Present Organization



59

ORGANIZATIONAL ISSUES ASSOCIATED
WITH THE CURRENT DEPARTMENT STRUCTURE

To evaluate the consequences of any proposed Department reorganization, the purpose of the reorganization must be clearly stated.

Reorganization Purpose: to refine the needs for police service to the public for the 1980's and to assure that all necessary delivery elements are available; to optimize the organization of these elements to assure continued delivery of efficient, effective police services.

Based on the above statement, the following analysis is restricted to structural issues. It does not include issues which are purely managerial in nature.

A fundamental question in relation to any public agency structure is whether the basic work units have been created to deliver the services for which the agency is responsible. Committee I of the Reorganization Study intensively researched the basic police service needs of Seattle. The results of that analysis are contained in the Final Report of Committee I.

The study was done in two parts. First, the staff listed and prioritized the service needs of the city, based on historical precedent and legal mandate. Second, a survey by the Law and Justice Planning Division reported citizen preferences for increased or decreased police activity. A comparison of the citizen survey and the staff prioritized list indicated agreement between the two.

All Department elements needed to deliver the basic services desired by the citizens already exist. Hence, it is not necessary to consider adding new service elements to the Department's structure.

In terms of reorganization, the question now becomes: Are the present elements grouped in such a manner as to deliver the services efficiently and effectively?

CONTINUED

1 OF 2

ISSUE 1: ADJUSTMENT OF FIELD RESOURCES

What should be done to enhance the Department's ability to efficiently adjust field resources to the service demands as well as the demands of special events, demonstrations, and tactical deployment?

During the last decade a number of environmental changes have impacted the Seattle Police Department. There have been increases in 9-1-1 calls for service, special events requiring police presence, and crime rates. Even though the resident population has not increased, the number of households and the working population has increased. In contrast to these increases, the resources of the Department have decreased. Hence, a major concern is how to continue providing quality police service in an environment which demands ever-greater degrees of operating efficiency. The national economic outlook indicates the possibility of more strikes and disorder during the 80's, constrained police and governmental resources, a demand for increased productivity, and the need for greater police flexibility.

The basic field resources of the Department include Patrol units, Traffic units, Mounted Patrol, Canine units, and Harbor Patrol. Under the present structure, these units are assigned within two different Bureaus. The basic demands for these services include 9-1-1 calls-for-service, facilitating traffic flow on congested streets, controlling crowds at special events, and providing visible patrol throughout the city.

To provide these services the Department must be reactive, since the demands and needs of the citizens determine when and where police assistance is needed.

Therefore, a major determinant of service efficiency lies with the Department's ability to match its available field resources with citizen needs. Yet, these needs vary significantly by hour of day, day of week, season and geographic location. Hence, the Department is faced with a complex scheduling problem to ensure that the proper resources are available when required.

Answering calls for police service represents the largest work load function of the Patrol Bureau. Resource scheduling needs are estimated by the Patrol Bureau, with assistance from the Inspectional Services Division. However, this scheduling considers only calls-for-service work load. It excludes other service demands placed on patrol which may include assisting at special events,

providing foot patrol, and handling demonstrations. Due to the restrictions mandated by Investigations Ordinance on gathering intelligence information, the Department will continue to have difficulty in determining the resources required to properly police certain demonstrations.

A significant percentage of the Traffic Division work load involves automobile and crowd control at major events. The scheduling of this activity resides in the Special Operations Bureau.

The nature of the services provided by the field forces frequently demands assistance from the specialized Canine and Mounted units, as well as Traffic. All of these may be present at special events such as Seafair. Traffic and Canine units frequently respond to calls-for-service in conjunction with Patrol units and are required for tactical response to particular crime patterns or conditions.

We examined the method the Department presently uses to direct and coordinate field services. It revealed some shortcomings in the ability to routinely use tactical deployment and to have a readily constituted manpower reserve for quick response to unexpected emergencies or large disorders. For example:

Two Assistant Chiefs are responsible for commanding field operations.

There are two distinct missions and sometimes different priorities for the two Bureaus, making coordination more difficult than it need be.

It is sometimes difficult to quickly deploy Traffic resources to assist Patrol and vice versa (Patrol assist Traffic), except on an emergency basis.

There is no single unit responsible for scheduling the deployment of all field operations. Instead, the Traffic Division plans for Kingdome events, the Metropolitan Division plans for special activities (i.e., 1980 Mayor's Conference), the Patrol Bureau plans for the Fourth of July fireworks, and the Inspections and Planning Division assists the Patrol Bureau in planning for patrol car coverage. These needs often overlap, and could be more efficiently met under the direction of a single Commander. Tactical planning for response to criminal patterns and police conditions is often on an ad hoc, rather than a routine, basis.

There is only limited scheduling and coordinating capability directly accessible to the Assistant Chief(s) in charge of field operations. Thus, there is limited ongoing (day-to-day, month-to-month) tactical scheduling performed at the Bureau (Assistant Chief) level, making it difficult to establish and revise priorities for field operations.

It is also difficult to determine the cost of providing security and crowd control for the numerous special events and activities that occur in the city. This is primarily because each separate Division or Section plans for and accounts for their own operations. A single planning unit would greatly improve accountability, assist in answering the many public inquiries over the costs of such events to the city, and determine the feasibility of licensing such events in the future.

ISSUE 2: CASE ASSIGNMENT IN THE INVESTIGATIVE PROCESS

Most investigative work begins by assignment of criminal cases to specific units. However, it is possible for cases similar in nature to be assigned to working units separated within the Investigations Bureau structure. This sometimes causes a loss of accountability, non-utilization of investigative information, and duplication of effort.

Lack of coordination presently exists between the Criminal Investigation Division (C.I.D.) and the Juvenile Division. Under the current organization, the work of the Investigations Bureau is divided according to two principles:

- o By the age of the suspect (juvenile vs. adult).
- o By crime type.

These two principles have dictated the present organizational structure, resulting in two entirely different investigative styles. Juvenile detectives are true detective-generalists, handling almost every type of crime associated with juvenile suspects. All other crimes (adult suspects or no suspect given) are handled by detective-specialists.

The flaw in differentiating between juvenile and adult crimes is that the distinction relies on a characteristic of the suspect, which is often unknown at the time a report is filed. On the other hand, all crimes can be assigned by

crime type based on information included on the original report.

The current use of two principles to organize investigations (i.e., crime type and suspect age) has generated three problems:

Assignment of Responsibility at the Appropriate Managerial Level

The full responsibility for the investigation of all cases in a particular crime type (except Homicide) cannot be attributed to a Commander at the Unit, Section, or Division level. For example, the investigation of burglaries is divided between the Burglary-Theft Unit and the Juvenile Division. The demarcation of work between the two is unclear. For example, who is responsible for the investigation of a burglary when the suspect is described as being from seventeen to nineteen years of age?

At the present time, the responsibility for investigating various crime types can only be attributed to the Assistant Chief in charge of the Investigations Bureau--an inappropriate level for such responsibility to be fixed.

Investigators recognize that many crimes with no suspect listed on the Offense Report are committed by juveniles. Yet, these cases are generally assigned to the Criminal Investigation Division until a juvenile suspect is identified and the case is reassigned to Juvenile Division.

Duplication of Effort

It is not uncommon for adult detectives and juvenile detectives to work on the same crime problem while unaware of the participation of the other.

Loss of or Inefficient Use of Information

Juvenile detectives are assigned cases by juvenile suspect rather than crime type. A juvenile detective may have several years experience in handling a specific juvenile offender. When the juvenile turns eighteen his cases are assigned to the adult (CID) investigators and the juvenile detective's knowledge is then virtually useless.

In addition, juvenile detectives are geographically isolated from other detectives. This causes coordination problems and limits the availability of juvenile records. The juvenile files are only available to department personnel for approximately forty hours per week. This compares to 24 hr/day and 7-day week availability of other police records.

In addition to the above, the distribution of cases within the Criminal Investigation Division itself is somewhat inefficient. Some larcenies are distinguishable from burglaries based on only minor characteristics of the locations of the theft. Yet, such larceny cases may be assigned to a unit separate from the Burglary and Theft Unit.

It is recognized that some duplication of effort and overlap must occur in order to provide specialized juvenile services. Duplication of effort and overlap will also occur due to the limited data in some crime reports. However, improved coordination and communication will occur by fixing the responsibility for investigation of specific crime types below the Bureau Chief level.

ISSUE 3: CITIZEN PARTICIPATORY SERVICES

In an era of increased demand for service, increased crime, and limited resources, there is an obvious need for the organizational structure to adequately identify and emphasize the services oriented toward crime prevention and maximization of citizen participation.

Traditionally, police agencies have identified two major types of services which are provided to citizens. These include direct, immediate field services provided by Patrol and Traffic units, and investigative services. Yet, over the years, departments have come to recognize an additional police service which is not necessarily immediate nor criminal in nature, but is directed toward helping the citizen to make his or her life safer and more secure. These services include, but are not limited to:

Assisting citizens to take defensive, proactive actions against criminal elements.

Minimizing the fear of crime.

Helping crime victims and providing useful information regarding safety in their neighborhoods.

Assisting citizens in contacting social service agencies for long-term help for specific social problems.

The Seattle Police Department has recognized the need for such services and, over the years, created units to interact with citizens as appropriate. However, as these units were created, they were assigned to the traditional service branches of the agency. It is acknowledged that these services are sufficiently important that the organization should be restructured to try to coordinate and expand this area of police activity.

In this era of increased crime and limited resources, the current Department structure does not sufficiently emphasize and support this service area. One of the Department's greatest resources is the willingness of citizens to work with the Department to solve public safety problems within their own neighborhoods; but the present Department structure has only begun to promote this participation. Together, police and the public can do a great deal to harden the targets of criminal activity and increase the chances of apprehension and conviction of criminals. The goal is reducing the ease of access and the profit in criminal activity to the point where it is no longer an attractive alternative.

The three issues identified--the need for greater flexibility of field forces, case assignment in the investigative process, and coordination of citizen participatory services--are recognized as the major organizational problems which must be addressed for the Department to maximize efficient and effective police services. A number of additional issues were encountered which were of a minor nature and which, in themselves, would not justify a comprehensive Department restructuring. However, in addressing the major issues, the opportunity presented itself to resolve these secondary issues. The secondary issues are specified in the analysis of the proposed organization design.

THE SEATTLE POLICE DEPARTMENT IN 1981

OVERVIEW

One of the concerns of any organization which seeks to improve itself through restructuring is to establish some criteria for evaluation. Committee I has established such criteria. However, the criteria must be prioritized to assure that the most important receive the most attention.

The primary standards developed by Committee I were:

- o Effectiveness and efficiency in providing services
- o Incorporating police management principles
- o Addressing operational issues
- o Recognition of constraining factors

In an overview of the proposed organization, the first two standards above are the primary criteria by which the new structure should be evaluated. The issues involved in the third standard, such as generalist vs. specialist, centralization vs. decentralization, are discussed in Volume III, as part of Committee III's full report. The last standard is not a primary standard for evaluation at this time, since the proposed organization does not hamper the accessibility of any outside agency to information or services from the Police Department; nor are any changes in rules, regulations, or legislation required.

In this final report, it is suggested that the criteria in the first and second standards be prioritized in the following manner, as standards to evaluate the proposed organization. In order of priority, these are:

1. Focus on identified, high priority services
2. Aggressive department planning
3. Flexibility
4. Ability to assess costs against the quality and quantity of services delivered
5. Accountability of service delivery through performance measures

PROPOSAL

6. Ensuring equality of services throughout the city

A seventh priority will be addressed in Phase II, which is the capability to assess implementation and the follow-up of long-range issues.

Furthermore, the proposed organization must satisfy specific internal demands. These include:

1. Ensured command and control
2. Improved communication
3. Increased coordination
4. Assignment of responsibility
5. Satisfaction of formal administrative demands, e.g., discipline, budget, labor relations

On a long-term basis, these internal demands will be met and ensured through periodic inspections.

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) was appropriate. The retention of four Bureaus is consistent with the guiding principles which any proposed organization should satisfy, as 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 discussions of "three vs. four" Bureaus was whether the duties performed by the four Assistant Chiefs (Bureau Chiefs) at the present time could be redistributed and performed by three Bureau Chiefs. Historical information¹ and an analysis of the present administrative tasks² were reviewed.

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

¹Reorganization Project, History of Reorganization Efforts Section, This Volume.

²Reorganization Project, Volume 4, Report of Committee II.

- 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 Important functions such as communications or crime prevention would not receive the top-level consideration they deserve.

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 six eligible Major positions to join the Police Management Association. The city has appealed this decision. In the meantime, this leaves only one Police Major and four Assistant Chiefs to serve as top-level staff to the Chief of Police, in a capacity free from influence by any labor organization and able to support the Office of the Chief in sensitive issues, where unencumbered and undivided fidelity are essential to the best interests of city government, the Mayor and the Chief of Police. This decision has also been challenged by the Chief, who believes that all the Majors should be considered confidential staff.

Once the major decision regarding the number of Bureaus was made, reorganization efforts were directed toward establishing four Bureaus whose internal structure would enhance the ability of the Department to provide services and at the same time ensure sound management. Using the principles discussed in the Introduction, the proposed organization began to take shape.

DISCUSSION OF BUREAU STRUCTURES

Committee III presented four organizational alternatives for consideration by Department staff.³ The staff carefully reviewed the four alternatives to determine the relative strengths and weaknesses of each. The proposed organization shown in this document represents a combination of the best features of each of the alternatives developed by Committee III.

³Reorganization Project, Volume 5, Report of Committee III.

Two of the alternative configurations consisted of three Bureaus. Both alternatives had approximately the same configuration of functions under each Bureau, that is:

- o Combined field forces including Patrol, Traffic, Metropolitan and Crime Prevention Divisions.
- o Combined administrative services including Personnel, Training, Communication, Records, and Fiscal Divisions.
- o Restructured Investigations including the combination of Burglary/Theft Unit and Juvenile Units into generalized Property Crimes Sections.

The major difference between both three Bureau alternatives was that one retained Property Crimes detectives under a centralized command (and centralized location) of the Investigations Bureau, while the second alternative decentralized those detectives to the Patrol precincts.

All four alternatives to some extent combined the field forces under one Assistant Chief. This was recognized as a positive step toward improving coordination, control and flexibility of these resources and has been incorporated into the final proposal.

Four bureaus are established in this proposal: Operations, Field Support, Investigation, and Administrative Services. Three of these Bureaus are clear in the purpose for which they are designed. Operations provides the direct field services required for public safety. Administrative Services provides the internal support functions required by the Department. Investigation provides case investigation and crime scene follow-up.

The fourth Bureau, Field Support, will be unique in the history of this Department, and is oriented toward the police service organization of tomorrow. In a time of limited resources and demands to conserve and use more efficiently the tools at hand, the Police Department will be asking citizens to be more involved in their own public safety. It would be both unfair and unwise to expect citizens to do this with little support or direction from the police themselves.

Therefore, it is the mission of the Field Support Bureau to provide citizen access to police services at the executive staff level, encourage positive citizen integration with the Department, and integrate these resources in support of basic operational and investigative activities. The mission

will be accomplished through three subordinate elements: Citizen Services Division, Communication Division, and the Criminal Information Section.

During the 70's, citizens became aware of their part in protecting themselves from crime. Given the ideal situation from a law enforcement perspective, there are only a limited number of things that police can do to either prevent crime or to apprehend criminals after the fact. Conversely, great care must be taken in designing any mechanism by which citizen actions may be oriented toward lawful and constructive interaction with the police. Data indicates that property crimes, i.e., burglaries and larcenies, have the least probability of being cleared by the police. However, these offenses have the greatest potential for being prevented by the involvement of the citizen. Therefore, preventive activities focused on these crimes (as well as others such as rape) have the greatest potential for reducing both the frequency and fear of crime. These are the areas where police and citizens can do the most for each other to reduce crime in the community.

In order for this citizen-police effort to be effective, a high priority must be given to crime prevention education. The Citizen Services Division will do this. In addition, the information exchange must be a dialogue. Some provision must be made to establish ties to the investigative and operational arms of the Department, so that citizen concerns and the information they have about criminal activities in their neighborhoods can be transmitted to patrol officers and detectives.

Field support and citizen participation will be the focus of the new Field Support Bureau. The communications center, which is the vital link between citizens and patrol units, will receive the priority it needs from an Assistant Chief. Citizen Service will receive the priority it needs to develop as envisioned by the Department. The Criminal Information Section will also receive the priority and attention it needs from a top administrator to manage the collection and dissemination of criminal information.

In order to structure the Department under three Bureaus, the elements assembled under the Field Support Bureau would lose their priority entirely. For example, in addition to the high priority now being demanded of the citizen service interface, the Communication Division provides real-time support for the entire field operation. If a dysfunction develops in the Communication Division, it immediately affects the field forces, causing an immediate loss of

efficiency in the Department's primary service arm. Although the Communication Division could be placed in the Administrative Services Bureau, that Bureau already contains several complex and demanding Divisions.

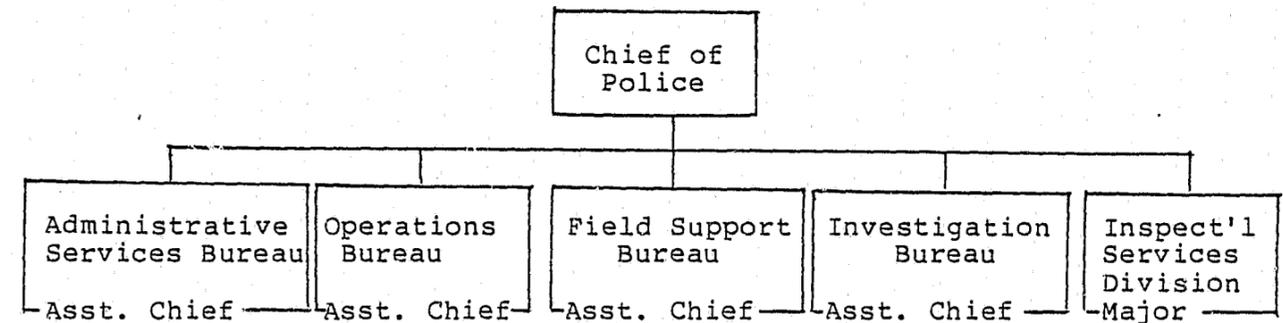
The Assistant Chief who directs the Administrative Services Bureau currently performs many diverse duties with the personnel, training, records, data processing, fiscal, and timekeeping functions. If Communication were added to the Administrative Services Bureau, it would have to compete with five other major functions, thus reducing the attention the Assistant Chief could devote to it (in comparison to only two other major functions planned for the Field Support Bureau). Correspondingly, each of the five administrative functions would also suffer diminished priority if competing with Communication.

The three Bureau concept would not reinforce the Department commitment to citizen participatory services, since the units providing these services would be combined with the more traditional police operations. The Citizen Services Division could be placed in either the Investigation or Operations Bureaus. However, in either of these Bureaus it would become lost. The Operations Bureau goal is to provide direct police field services. Consequently, patrol cars, special enforcement, and traffic demands would have to receive the highest priority. Crime prevention would consequently receive the low priority. Even if Citizen Services were placed in the Investigation Bureau, the activities of the detectives would dominate. It would be unfortunate, but unavoidable, that adequate resources and a high priority could not be maintained for crime prevention and neighborhood safety concerns.

Given the above discussion, the following proposal describes the organization of the Seattle Police Department in 1981:

THE PROPOSED ORGANIZATION

The proposed organization will take the following form:



The Operations Bureau will incorporate those functional units which provide the basic patrol and enforcement services towards accomplishing the Department mission. By combining these units under one Chief, decision making for most of the uniformed elements will be centralized. This will enable this Chief to coordinate these resources for better service delivery. Providing this Bureau with the capacity to gather the information for planning and resource management, as well as tactical coordination through its Operations Section, is consistent with the guiding principles established by the Task Force.

The establishment of a Field Support Bureau will concentrate the activities which will interface with citizens and support field operations in one Bureau. This Bureau will ensure that citizen-oriented, proactive functions receive the proper priority in what has traditionally been a reactive enforcement agency. With the city and the Department asking citizens to be more involved in crime prevention, it is only appropriate to highlight these services within the organization. By placing a Citizen Services Division and Communication Division in one Bureau, the Department anticipates that both the needs of the city residents and the Department will be well served. The Criminal Information Section is also grouped here, in order to take advantage of on-going crime data and analysis programs in this Bureau. The Criminal Information Section will seek to develop crime data useful for management, tactical operations, and crime prevention.

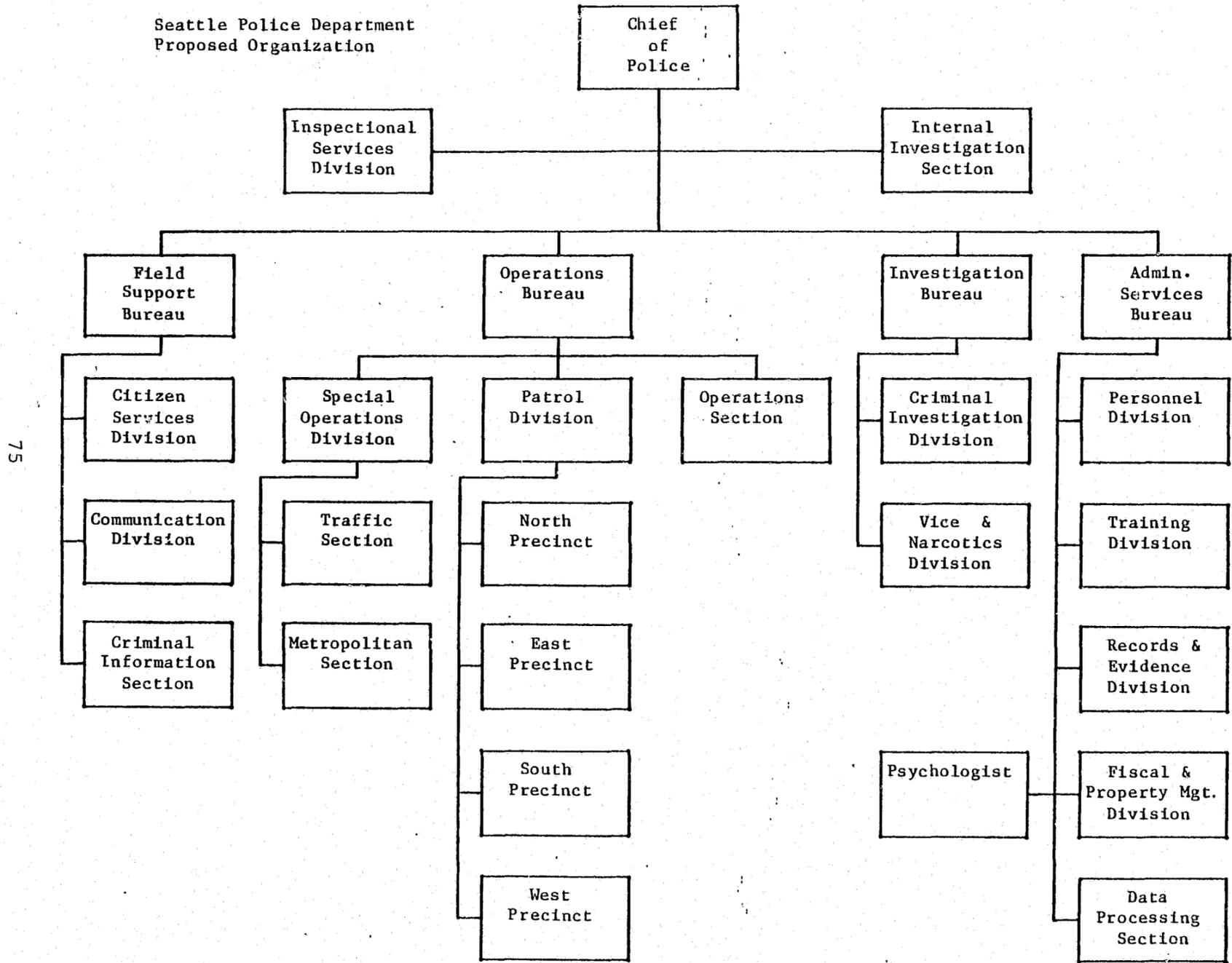
The Investigation Bureau will remain functionally as it is today. Some reassignment of functions within the Bureau will enhance the capacity of this Bureau to handle cases, establish accountability, and operate efficiently. The Criminal Investigation Division Major will add the Juvenile Division to his command, and will seek to develop a system that promotes communication and minimizes overlap between juvenile and adult case investigations.

The Administrative Services Bureau will provide department-wide support in fiscal control, recruitment, training, records management, and data processing, all necessary to effective delivery of public safety services. It will also seek to develop a better management information system for the Department.

Finally, the Inspectional Services Division, under the Office of the Chief, has been maintained as the inspection, policy, planning, and research arm of the Department. It is at a level which provides for independence from specific Bureau influences and facilitates a department-wide focus on the relevant issues. This capacity is essential to the modern management of an urban police department.

The specific changes proposed by this Reorganization Task Force and the anticipated results are presented in the following analysis of each command-level Division.

Seattle Police Department
Proposed Organization



75

Chief

OFFICE OF THE CHIEF OF POLICE

The proposed 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 that the Bureau Chiefs can meet with the top administrator. Together they will be better able to concentrate on key issues and problem solving in critical areas.

The complexities of modern police management necessitate involvement by the Chief and/or his representatives in such important but time-consuming tasks as: program planning, budget planning and control, labor negotiations, disciplinary proceedings, community meetings, employee career development, assignments and advancements, and precinct capital improvement, maintenance, construction, and remodeling. The Bureau Chiefs must assume a greater role in activities of this type as the demand for involvement of top-level police management in community concerns expands.

One of the specific changes directly affecting the Office of the Chief is the transfer of the Fiscal, Property, and Fleet Management Division to the Administrative Services Bureau. Many of the accounting and fiscal matters could be considered routine in nature, allowing for effective management at the Bureau Chief level. The duties routine in nature involve such functions as payroll, fleet control, and property management. The Department would also like to routinely provide better data for management purposes through expanded application of the data processing function.

The Chief will still require a special relationship with the Fiscal Director for fiscal accountability. Fiscal, Property, and Fleet Management will continue to play an active role in budget preparation, coordinating with the Inspectional Services Division in seeing that the fiscal details of the budget are consistent with the narrative portion.

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. The Senior Planner will assume a supervisory status, immediately subordinate to the Major commanding this Division, and will direct a Project Planning Unit and Data Planning Unit (presently functioning as one Research Unit). He will plan the developmental phase of the Department's major projects such as this Reorganization Study, and other specialty projects, particularly those with long-range implications. He will also implement and monitor major planning and evaluation projects for the Chief.

Under the proposed organizational structure the Inspectional Services Division will still report directly to the Chief, but in a somewhat expanded role. The Lieutenant now commanding the Inspections and Planning Section will also be immediately subordinate to the Major and will direct the activities of the Inspections Unit and Policy and Procedures Unit (now called the Planning Unit). The Lieutenant's position will have increased management responsibilities, as the Major coordinates activities with city officials, Bureau Chiefs and the rest of the Department. Increased emphasis on department-wide planning (especially for manpower allocation), greater concern for budgetary matters, inter-relationship between the budget, Patrol Car Allocation Modeling, 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.

One of the major projects to be managed by this Division will be the formulation of a Management By Objectives program, which will be expanded from the nine initial functions to a department-wide document outlining the activities of every unit. This MBO document will contain a progress report, giving administrators up-to-date information on the status of the projects and functions performed in each unit.

The Inspections Major will function as the principal auditor, inspector, and resource person for the Department's MBO program and will interface in this role with the other top executives of the Department for the Chief.

Another change transfers the Criminal Information Section from the Office of the Chief to the Field Support Bureau.

This 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 Investigation personnel.

The Department Legal Advisor and Associate Legal Advisor will retain their present organizational position and report directly to the Chief. By maintaining the Legal Advisor's Unit in the Office of the Chief, Department decisions that may impact city liability are carefully reviewed to eliminate legal problems before they are routed to the Chief for approval. Because they work directly for the Chief, the Legal Advisors can request liaison with the City Attorney's office, other city departments or outside agencies for additional input and guidance.

The Administrative Assistant to the Chief will retain his present position, reporting directly to the Chief and commanding the Administrative Unit and Public Information Unit. He will ensure that the Chief receives the coordinated administrative and staff support necessary to transform policies and philosophy into programs reflecting the Chief's goals and objectives.

The Internal Investigations Section, commanded by a police Captain, will continue to report directly to the Chief of Police. The Captain will directly supervise two Lieutenants; one commanding the Administrative Unit and the other commanding the Operations Unit. This function has recently experienced a change in emphasis resulting in operational changes which ensure a more comprehensive reporting and review procedure for complaints. Using a special panel of citizen experts, the Section is seeking to review the administrative, constitutional, and labor contract aspects of the present internal investigations process. This information will be used to continue to refine procedures for efficiency and responsiveness.

Office of the Chief
Proposed Organization

Office of
The Chief
C. O. P.

Legal
Section
Legal Advisor
1 Legal Associate

Admin.
Section
Admin. Asst.

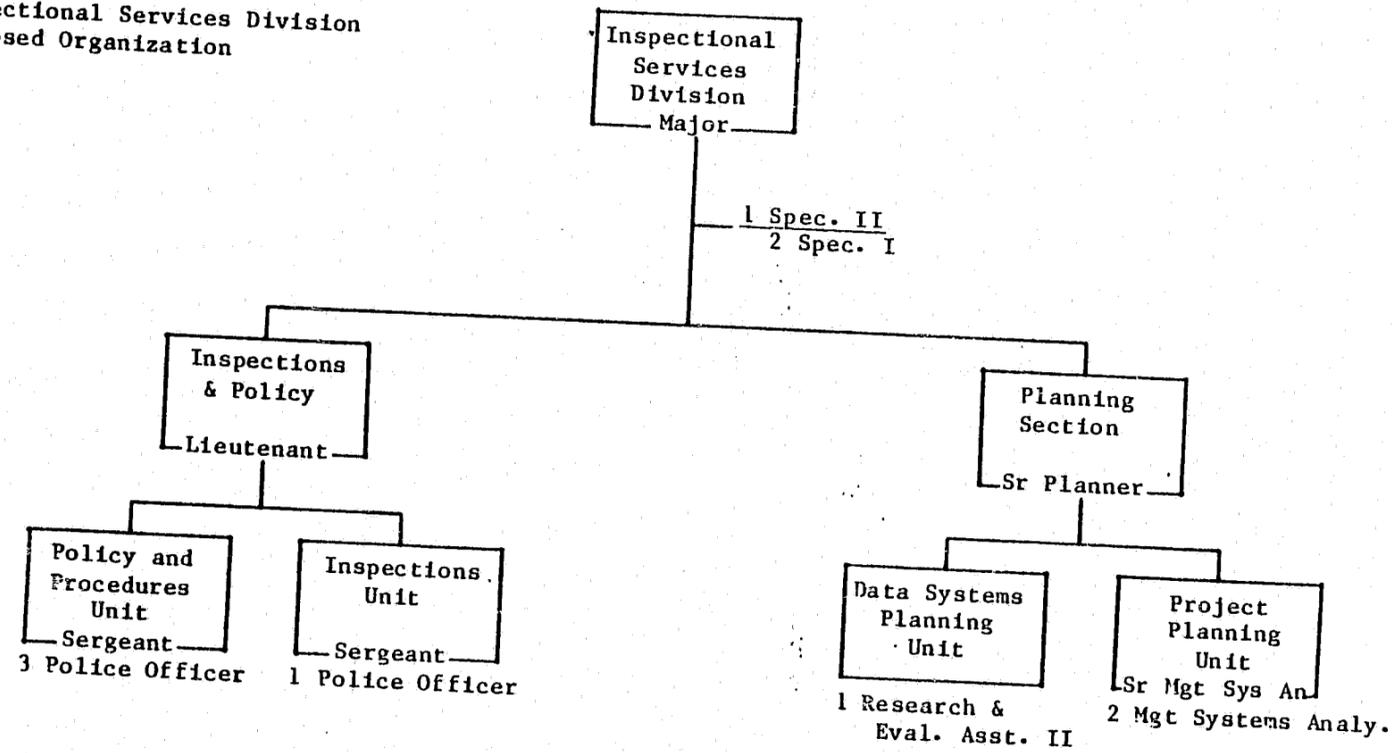
Public
Information
Unit

3 Police Officer
1 Spec. I

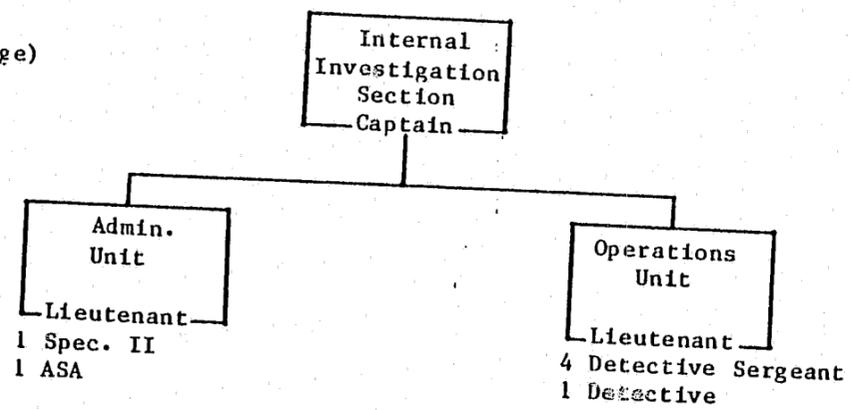
Admin.
Unit

2 Police Officer
1 Spec. III
1 Spec. II
1 Spec. I

Inspectional Services Division
Proposed Organization



Internal Investigation Section
Proposed Organization (No Change)



OPERATIONS BUREAU

GENERAL

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

The combination of field service functions under one Bureau Chief adheres to the guiding principles of the reorganization task force.¹ It also addresses a primary concern of the Task Force, which was the difficulty of the current organization to efficiently adjust field resources to contemporary service demands.²

By placing direct field services under one Assistant Chief, the coordination of operations can be achieved without diminishing the special enforcement service missions. The current Traffic and Special enforcement missions will remain intact. However, when it becomes necessary to integrate their activities with those of Patrol for enforcement or calls-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.

It is likely that the special enforcement units will pick up some additional patrol responsibility. Operationally, the proposal will provide the flexibility necessary to use all resources in the most efficient and effective manner.

¹ See Introduction at the beginning of this Report.

² See section on Organizational Issues Associated with the Current Department Structure, in this Report.

One Bureau Chief will have the authority to control and allocate the Department's direct police service resources. Decisions regarding their resource prioritization will be based on a common operational concern. In this manner equity of service to all parts of the city should be ensured.

These operational functions will be held accountable through one person to the Chief of Police. With the establishment of the Operations Section, management information to improve resource allocation and accountability at the functional level will become available.

Combining operational functions under one Bureau will facilitate the transfer and/or promotion of personnel to different functional areas within the Bureau. It will also permit identification of training positions and patterns of rotation, encouraging the gaining of knowledge and experience in Department operations for career development purposes.

As discussed in the organizational issues statement, one of the Department's primary problems has been a difficulty in adjusting field resources to meet both tactical needs and changing service demands. These needs often arise 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.

MANAGERIAL RESPONSIBILITY

The Assistant Chief of Operations will manage the Bureau, make decisions regarding the integration of field forces and tactical deployment, and provide input into Department policies from an operational perspective. If the Bureau were enlarged without additional command staff and all Sections reported directly to the Assistant Chief, severe and impractical management problems would result from the work load demands.

The two Majors (Patrol and Special Operations) will manage the 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.

The Captains will provide each Division Commander with the support and information necessary to control and allocate

resources within their Divisions. They will provide daily direction for the basic operational units and act as a filter for the Division Commanders.

As can be seen from the organization chart, the two Majors and six Captains provide stable management for operational monitoring and control of a large manpower base. The concept of an Operations Bureau is relatively new to this Department and will require development of procedures for operations and assignment of responsibilities.

PATROL DIVISION

The Patrol Division will have a Major as commander, with the basic organization remaining the same as now. Four Captains will report to the Major. Each Captain will command a precinct and be responsible for three watches (shifts) in separate geographic areas of the city. This provides basic patrol services to the North, South, West, and East communities on a 24-hour basis.

The Patrol Vice Squad, currently functioning under the command of the West Precinct Captain, will be transferred to the Vice and Narcotics Division. It will concentrate on controlling street vice under the direction of the Vice Captain. As a practical matter, despite budget cuts in Vice enforcement, there exists a critical need for plainclothes street enforcement. Officers assigned to this task require close supervision and special training. These will be provided by the Captain of the Vice Section. (See also the report on the proposed Investigation Bureau.)

Responsibility for the maintenance of Evidence Specialist kits will be transferred from Patrol to the equipment officer in the Property (Evidence Collection) Management Division. This previously grant-funded program is operational and now needs only administrative functions to maintain it. These will be performed in the Administrative Unit of the Operations Section.

The equipment officer's position will be transferred to Fleet and Property Management in the Administrative Services Bureau. This officer will continue to service equipment for Patrol as necessary, but will be under supervision of the Fleet and Property Director.

SPECIAL OPERATIONS DIVISION

The Special Operations Division will have a Major as Commander. The wide variety of activities under this Commander, including special labor relations responsibilities (for Parking Enforcement Officers), the number of people, the integrity of the special mission, and the diversity of problems, require that this Commander have equal rank with the Patrol Division Commander.

Each of the Special Operations Division Sections--Traffic and Metropolitan--are essentially equivalent to the operations under a Patrol Precinct Commander and thus require a Captain. Presently, these two functional areas (Traffic and Metropolitan) are commanded by Majors within a Special Operations Bureau. The functions of Traffic and Metropolitan as Sections will remain the same as when they were Divisions. In order to concentrate all investigative activities in one Bureau, Accident Investigations (currently performed in the Traffic Division) will be transferred to the Investigation Bureau.

Under the new structure, the Community Service Officer Section and the Special Activities Section, which now operate under the command of the Metropolitan Major, will be transferred to the new Citizen Services Division. The Administrative Sergeant position in Traffic will be transferred to the Tactical Coordination Unit.

Traffic Section

The Traffic Section will be commanded by a Captain. The Captain will command three units: the Parking Enforcement Unit, the Special Enforcement Unit, and the Motorcycle Unit. The mission of traffic will still be to enforce traffic laws, prevent accidents, and expedite traffic flow throughout the city. The integration of this function into the Operations Bureau will facilitate the use of both traffic and patrol resources in a mutually supportive fashion. It will make it easier for Traffic to request support from Patrol and vice versa.

Metropolitan Section

The Metropolitan Section will be commanded by a Captain, who will be in charge of four units: Harbor with a Lieutenant in command, Crimes Specific commanded by a Lieutenant, and Canine and Mounted Patrol each supervised by a Sergeant.

The functions of these units will remain the same. Harbor will enforce the Harbor Code and perform all usual patrol and law enforcement activities from the waterside. The Crimes Specific Section will provide specific tactical response and deployment capability for priority crime problems and dignitary protection. The Canine Unit will assist all field units whenever the presence of a dog may be helpful. Mounted Patrol will be used in parks and other locations where horseback patrol is more effective than officers in cars. The integration of these units under the Operations Bureau Chief will provide the cohesive support that Patrol units need, as well as police visibility for effective deterrence of crime.

OPERATIONS SECTION

Perhaps the most significant addition to the Operations Bureau will be the Operations Section, to assess manpower demands for the Bureau's services and provide the coordination and scheduling necessary to efficiently allocate them. It will also provide a long-needed planning and control capacity at the operational level.

This Section will be comprised of an Administrative Unit and a new Tactical Coordination Unit. The Patrol Division will no longer have its own Administrative Unit, and the Traffic Division will no longer have an Administrative Sergeant. The Section will be commanded by a Lieutenant, formerly the aide to the Assistant Chief of Patrol, who will report directly to the Assistant Chief of Operations. Each of the Units will be commanded by a Sergeant.

Administrative Unit

The Administrative Unit will not increase its current staff level of four positions; however, one police officer will be replaced by a civilian clerk. Many functions which have in the past been carried out at the precinct level will now be centralized here. Some tasks previously assigned a part-time priority will now receive full-time attention. For example, the two officers who work in Patrol on the Varda Alarms will be transferred to this Unit. They are wholly responsible for the installation, monitoring, and repair of all the residential Varda Alarms in the city. They also coordinate their activities with the Crime Prevention Division and give demonstrations at community meetings.

The record keeping for Patrol, Traffic, and Metropolitan will be centralized in the Administrative Unit of the Operations Section of this Bureau. This entails all record and timekeeping necessary for scheduling manpower, vacations, resolving court schedule problems, subpoenas, and overtime. The management and record keeping for the Field Training Officer (FTO) Program will also be maintained here. This will encompass the recruiting, selecting, training, and scheduling of FTO's; and evaluating student officers and their trainers.

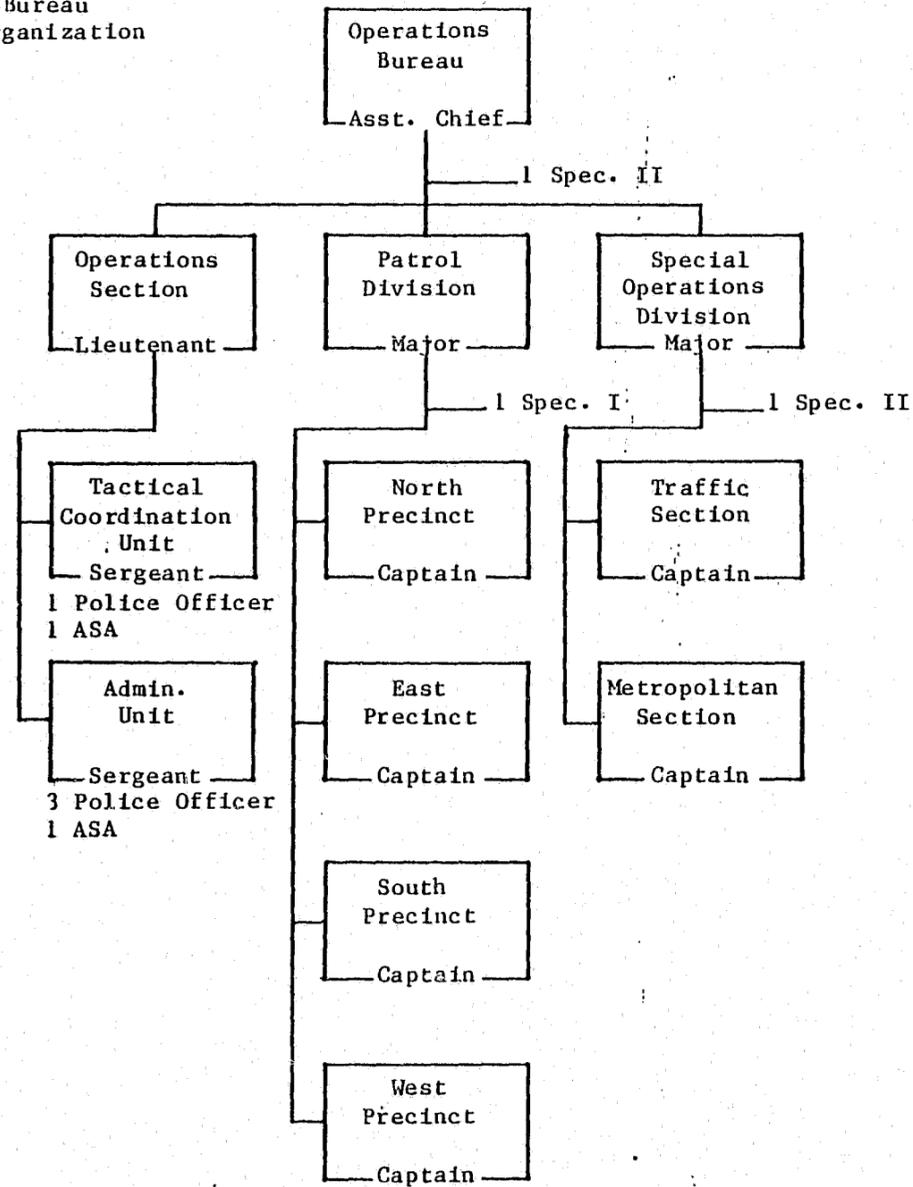
Tactical Coordination Unit

With the primary operational functions in the same bureau, the creation of a Tactical Coordination Unit in the Operations Section of the Operations Bureau will centralize all planning and manpower scheduling for special events. Placing this function in one unit which reports to the Chief of the Operations Bureau, provides a long needed capacity to plan for direct service delivery requirements. The Unit will be staffed with one Sergeant (formerly the Administrative Sergeant position in the Traffic Division), one police officer and one civilian. (One police officer position will return to Patrol in trade for the civilian position.)

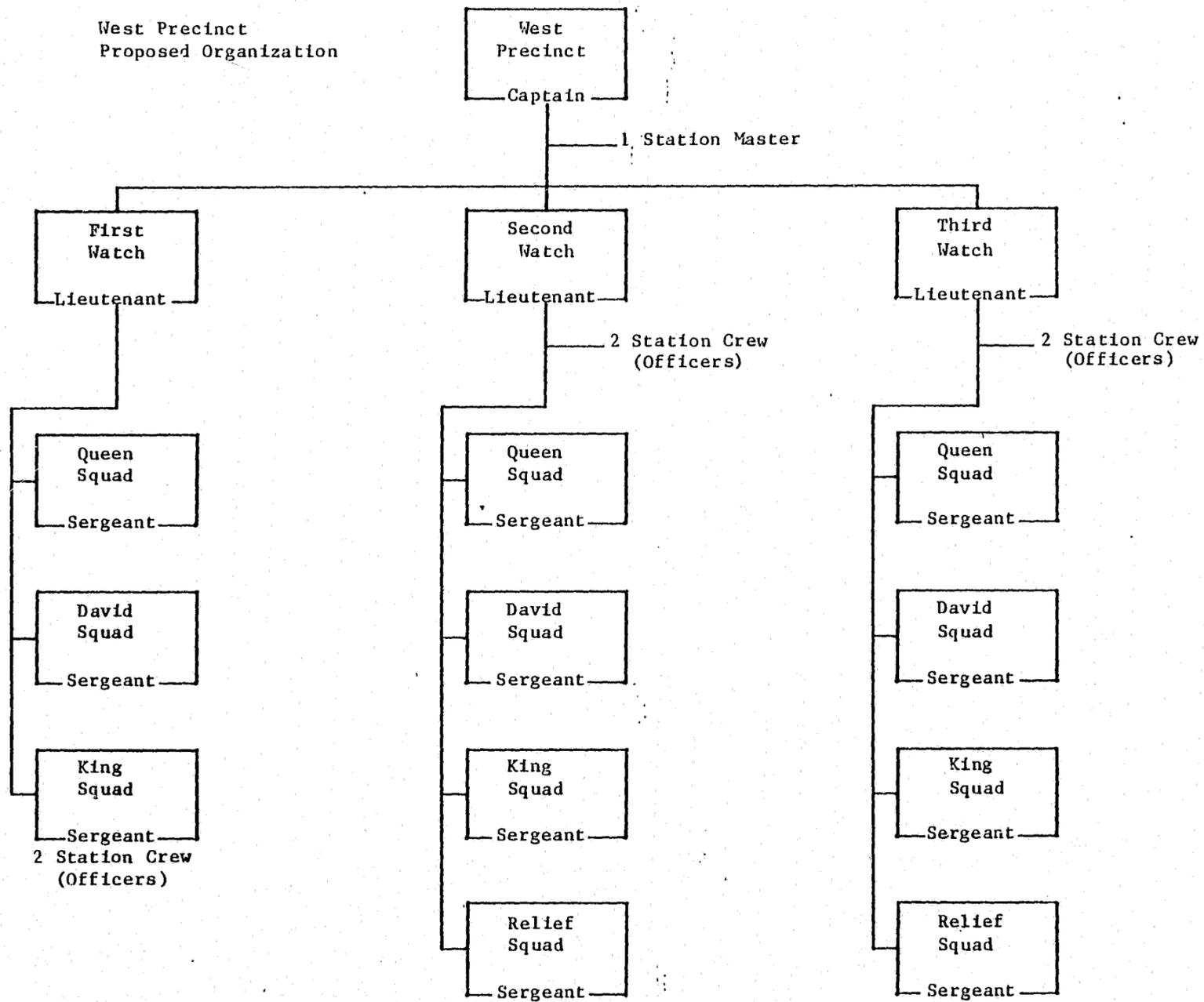
Increasingly, the city must respond with police services for conferences, special events such as 4th of July and Seafair, dignitary protection, demonstrations, parades, unexpected confrontations, and emergencies. Manpower must be determined in advance and accounted for, and the cost of delivering this service must be calculated. Currently this is done in a fragmented manner. Since the recent adoption of a computer-based Patrol Car Allocation Model (PCAM) as a means of efficiently allocating cars and measuring the performance of patrol, it has been necessary to minimize any manpower drains on Patrol. The reason for this is the identification of periods where a minimum Patrol force must be maintained to answer calls-for-service. This minimum level of Patrol units available to answer calls cannot be reduced for the purpose of handling a predictable special event such as a parade, demonstration, etc.

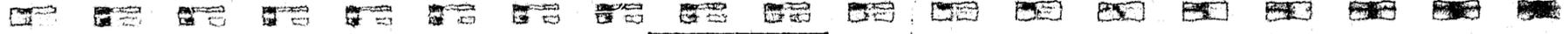
The Tactical Coordination Unit will work closely with PCAM in order to maintain resource stability in Patrol and meet the demands for service described above. The Unit will provide the Assistant Chief with the information necessary to best deploy the various resources under his command.

Operations Bureau
Proposed Organization

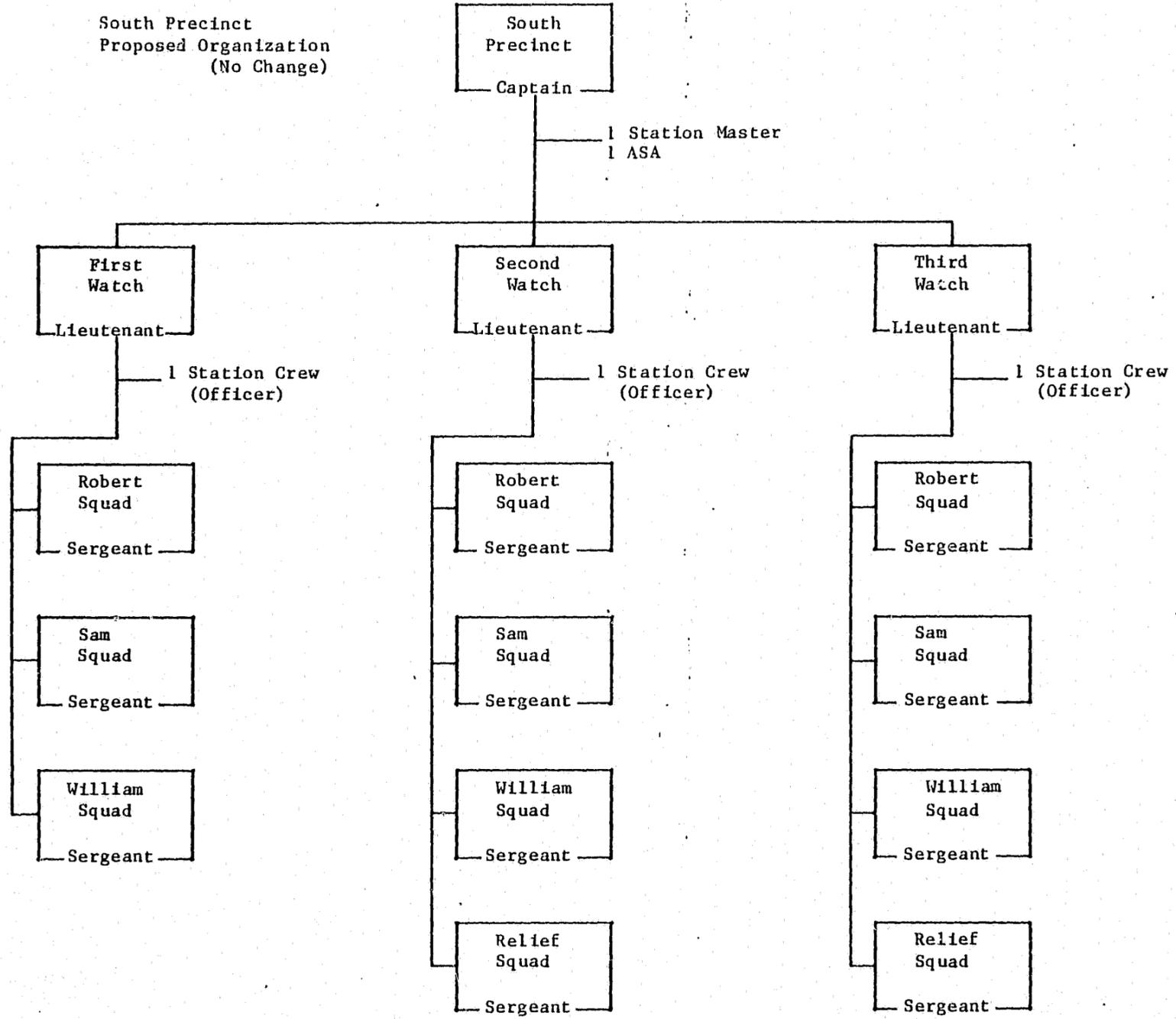


West Precinct
Proposed Organization



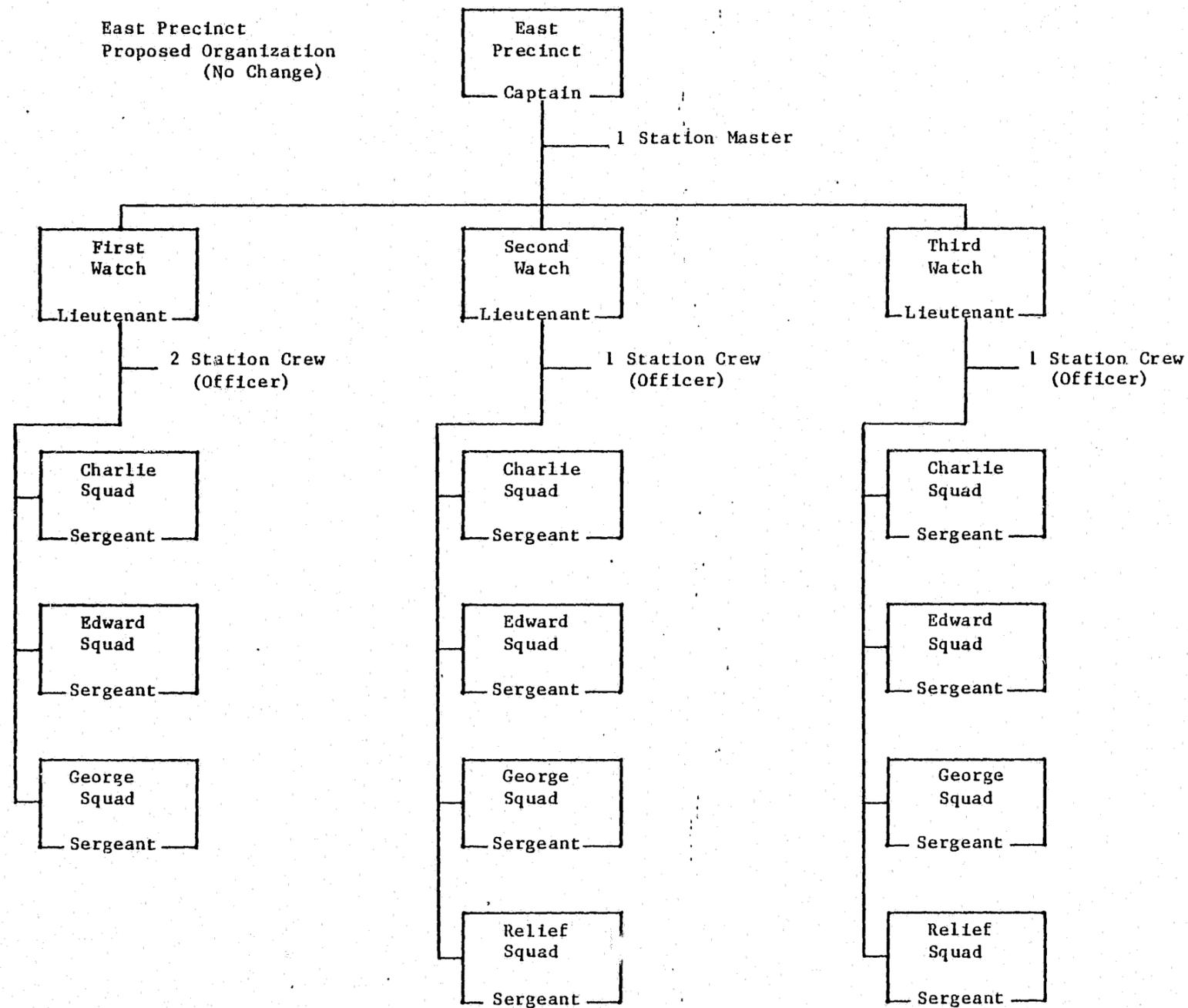


South Precinct
Proposed Organization
(No Change)



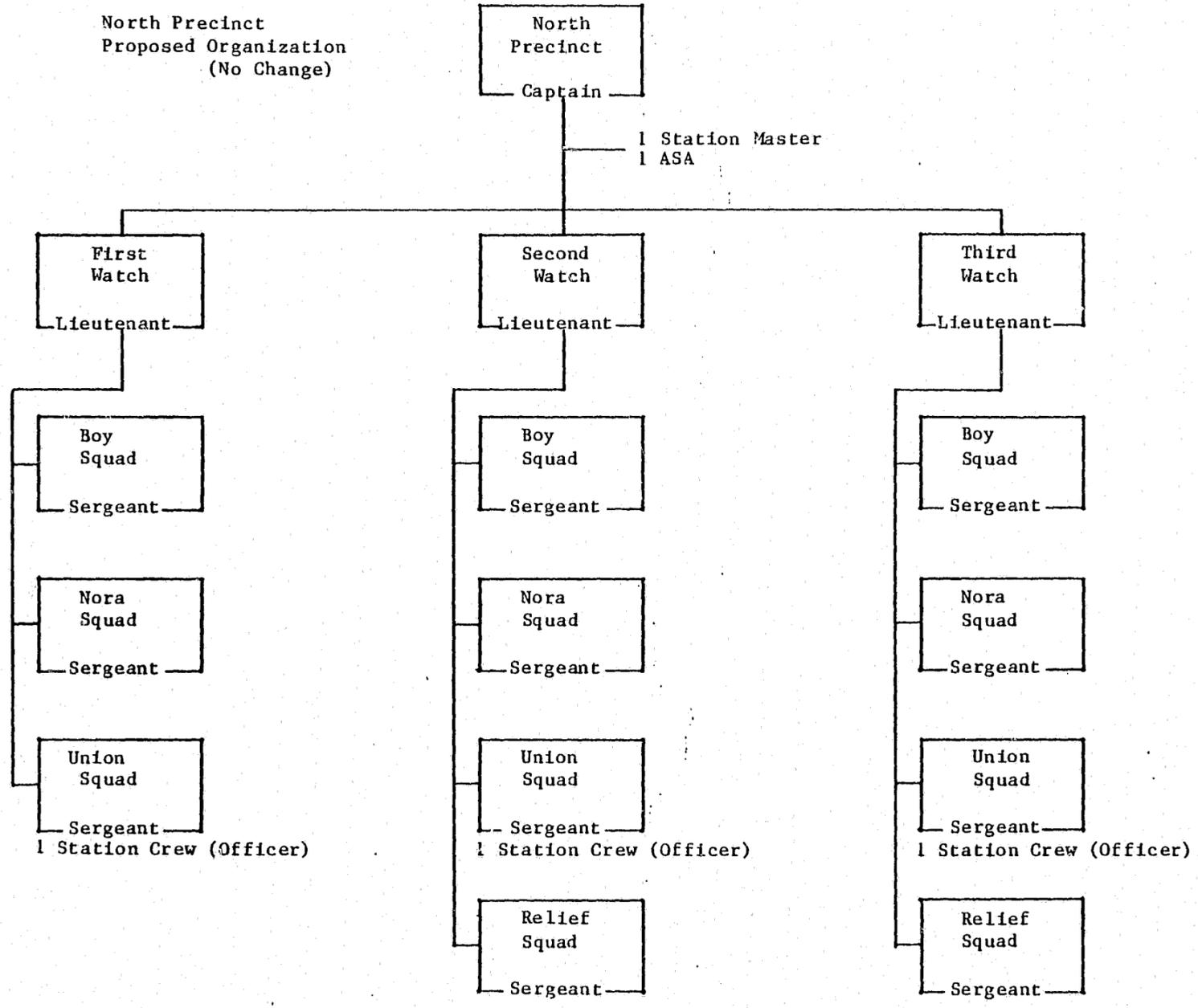
06

East Precinct
Proposed Organization
(No Change)



T6

North Precinct
Proposed Organization
(No Change)



92

Special Operations Division
Proposed Organization

Special
Operations
Division
Major

1 Spec. II

Traffic
Section
Captain

Metropolitan
Section
Captain

1 Spec. I

Special
Enforcement
Unit
Lieutenant

Motorcycle
Unit
Lieutenant

Parking
Enforcement
Unit
Sergeant

Canine
Unit
Sergeant
12 Police Officer

Harbor
Unit
Lieutenant

Crimes
Specific
Unit
Lieutenant

Day
Squad
Sergeant
8 Police Officer

Evening
Squad
Sergeant
8 Police Officer

D.W.I.
Squad
Sergeant
8 Police Officer

Morning
Squad
Sergeant
6 Police Officer

Day
Squad
Sergeant
7 Police Officer

Evening
Squad
Sergeant
7 Police Officer

Night
Squad
Sergeant
7 Police Officer

Morning
Squad
Senior PEO
9 PEO

Day
Squad
Senior PEO
16 PEO

Afternoon
Squad
Senior PEO
18 PEO

Evening
Squad
Senior PEO
8 PEO

Mounted
Patrol
Unit
Sergeant
7 Police Officer
1 Laborer

First
Shift
Sergeant
7 Police Officer
1 Mechanic

Second
Shift
Sergeant
8 Police Officer

Third
Shift
5 Police Officer

Squad A
Sergeant
6 Police Officer

Squad B
Sergeant
7 Police Officer

93

FIELD SUPPORT BUREAU

The proposed Field Support Bureau consists of: the Citizen Services Division, the Communication Division, and the Criminal Information Section. The structure of this Bureau facilitates interaction in both the planning and delivery of services to the citizen.

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.

The Field Support Bureau will complement the missions 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.

CITIZEN SERVICES DIVISION

The proposed 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 Crime Prevention Section, Community Service Section, Special Activities Section, and a Victim/Witness Referral Section.

The Division structure groups units that utilize civilian resources such as the Police Reserves, Explorer Scouts, and citizen volunteer case workers. It is believed that this organizational arrangement is well matched with contemporary police management principles and is designed to meet the service demands of an urban population in the 1980's. Identifying and mobilizing community resources can be more readily achieved by grouping these Sections in one Division. Such grouping also allows for greater flexibility in allocating Department personnel.

Putting this Division under the direction of a Major emphasizes its importance, not only within the Department, but also to the citizens of the community, to numerous public and private agencies, and to groups with which it will work. As noted, the Major would have the ability to

coordinate all citizen participatory services, thus providing additional police resources for crime prevention. This alignment will also provide Department personnel with additional opportunities to increase their skills and offer job enrichment in functional areas other than operations or investigations. The authority of a Police Major will allow coordination of services within the Division, and facilitate interaction with other Department units, external groups, and outside agencies.

Priority will be given to the gathering of crime-related data and the communication of this information to community, business, and neighborhood groups. The goal is to reach every neighborhood, emphasizing such traditional projects as block watch and target hardening, and expanding the citizen's role in ensuring safety and peace in the city.

Crime Prevention Section

The Crime Prevention Section began in January of 1980 with a mandate to effectively address the crime prevention needs of the community. The Department will now have the capability of detecting neighborhood crime patterns, and of graphically demonstrating the vulnerability of neighborhoods in terms of the opportunity for crime, and the times, places, locations, and suspects which comprise any particular pattern of criminal behavior. Using this information in conjunction with police interaction with the community, cooperative strategies for addressing crime prevention, and reducing the fear of crime can be developed. Citizen involvement will be recruited from all age groups, emphasizing the role of the Police Reserves and the Explorer Scouts.

The three areas of concern that are being addressed by the Section are residential, commercial, and personal security. Consolidating all crime prevention programs within this Section will combine the skills of sworn and civilian crime prevention experts. The four units are described below.

COMMERCIAL SECURITY UNIT. The Commercial Security Unit provides a full spectrum of crime prevention services. While the prime emphasis is to assist commercial establishments, the unit also provides a variety of security services tailored for the individual citizen. Functions are grouped under three main categories: Inspection, Alarm Compliance, and Alarm Installation Programs; "Awareness" Programs (primarily accomplished via public speaking engagements); and Special Events/Activities.

SCHOOL SAFETY UNIT. The School Safety Program provides a safe environment for school age children and influences their attitudes and actions through positive programs that foster and encourage good citizenship. The activities of the officers assigned to school safety range from programs for pre-school age children to junior high and high school contacts on crime prevention.

COMMUNITY CRIME PREVENTION UNIT. The unit organizes and maintains neighborhood block watches as a defensive measure in areas which have a high incidence of residential burglaries. In addition to organizing block watches, the unit is involved in a number of other crime prevention activities: the Empire/Rainier Development Project; Crime Prevention Through Environmental Design (CPTED); and the crime related concerns of senior citizens.

NEIGHBORHOOD CRIME CONTROL GRANT. The grant program seeks to reduce citizen fear of crime and crime victimization, by increasing awareness of crime prevention techniques and by involving a significant portion of the community and precinct patrol officers in crime prevention programs. Information and technical assistance will be given to groups interested in crime prevention.

Community Service Section

Under the proposed structure, the Community Service Section will be part of the Citizen Services Division. The Section mission will remain the same: to respond to calls for service which do not require the presence of a police officer, and assist neighborhoods to reduce crime through increased citizen responsibility.

However, under the direction of the Division commander, this program will also develop victimization profiles within each community that will be included in the basic crime prevention approach. Rather than a theoretical or speculative base as to the extent of victimization, the Community Service Officer can provide the Crime Prevention Section with a practical, experiential guide for the plotting of long-term prevention strategies. Within this structure, identification of problem areas will be coordinated with the mobilization of resources of the Crime Prevention Section. Flexibility of response is thereby enhanced.

Special Activities Section

This Section shall continue to enforce the law and preserve civil peace at the Seattle Center, and coordinate inside security for all special events at the Kingdome. The Department anticipates that by including this Section, which is strongly oriented toward delivery of proactive police services, in the Citizen Services Division, the Explorer Scouts and Police Reserves will become more involved in crime prevention activities.

Victim/Witness Referral Section

The Victim/Witness Referral program organization will both assist crime victims and aid the Division in identifying the extent, type, and pattern of crime within the community. Placing victims and witnesses in contact with the crime prevention programs of the Division should enhance the future involvement of those already victimized, and reduce the fear of future crime by making these resources available to them.

COMMUNICATION DIVISION

As proposed, the Communication Division remains 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 highlighted with a greater priority. While it would be possible to place this Division within a "Technical Services" grouping, this was rejected in favor of recognizing its key role of providing critical interface between the community and police operations.

Within the last decade, and especially the last three years, citizen demand for police services has dramatically increased. Placement of the Communication Division in the Field Support Bureau allows for coordination with the Citizen Services Division. This also creates a more manageable command structure which can focus on alternative responses to the increased demand for services. Under the command of an Assistant Chief, strategies cooperatively planned between the Divisions of the Bureau will provide a flexible response to the community's needs. The Bureau Commander gains greater control of these unique resources, leading to enhanced operational efficiency for the entire Department.

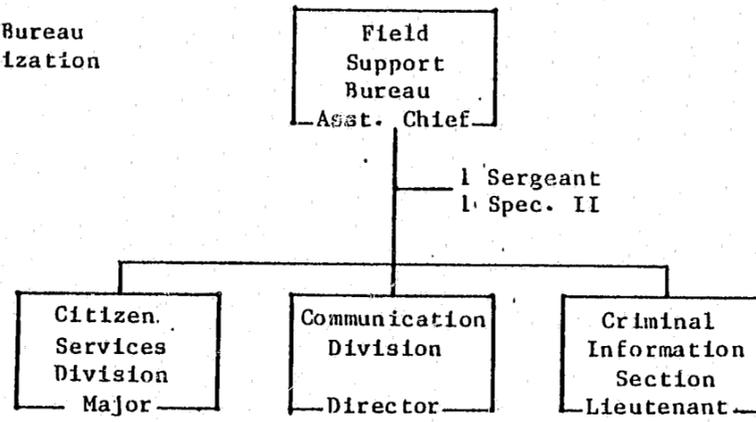
CRIMINAL INFORMATION SECTION

While retaining the same internal structure, the Criminal Information Section has been moved from the Office of the Chief to the Field Support Bureau. This Section will report to the same Bureau Chief as the Crime Prevention Section, affording the opportunity for a close working relationship in generating offense data for citizen crime prevention groups. This also puts the Criminal Information Section in a Bureau dedicated to field support activities, where the focus will strengthen the working relationship with operations personnel. The Section will generate information for use in management and tactical decisions, investigations, and in crime prevention services.

It is noted here that the intelligence aspects and constraints under the Investigations Ordinance will remain intact within the Criminal Information Unit. The restrictions on the collection of information by the Investigations Ordinance will not be minimized by this restructuring. The move emphasizes criminal information and crime prevention, rather than the traditional intelligence aspect; in keeping with the spirit of the ordinance.

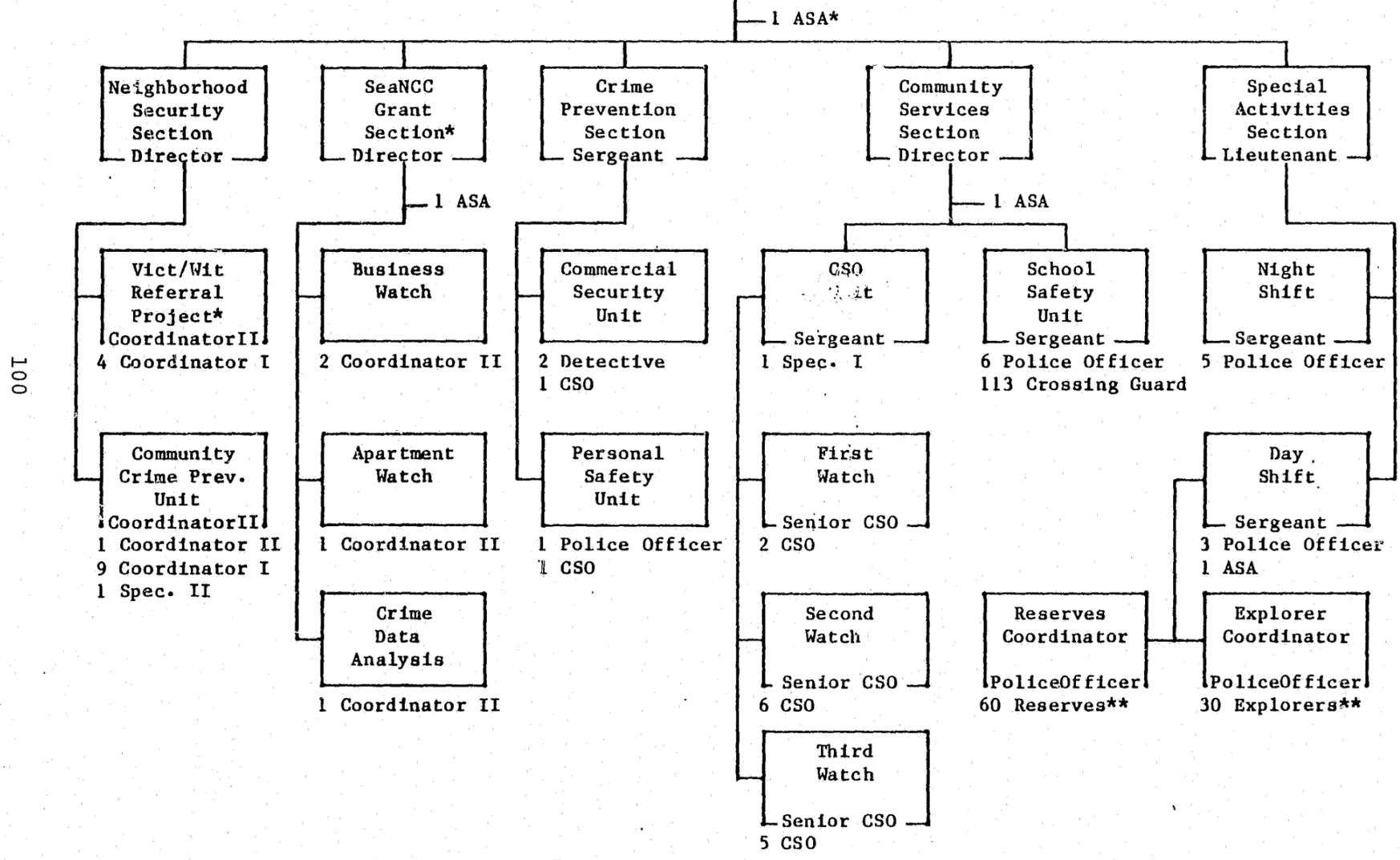
This unit still has the task of providing overall intelligence to the Chief and the Department. It will also take advantage of special federal grant resources and expert personnel. Working together, they will develop a comprehensive criminal information system.

Field Support Bureau
Proposed Organization



Citizen Services Division
Proposed Organization

Citizen
Services
Division
Major

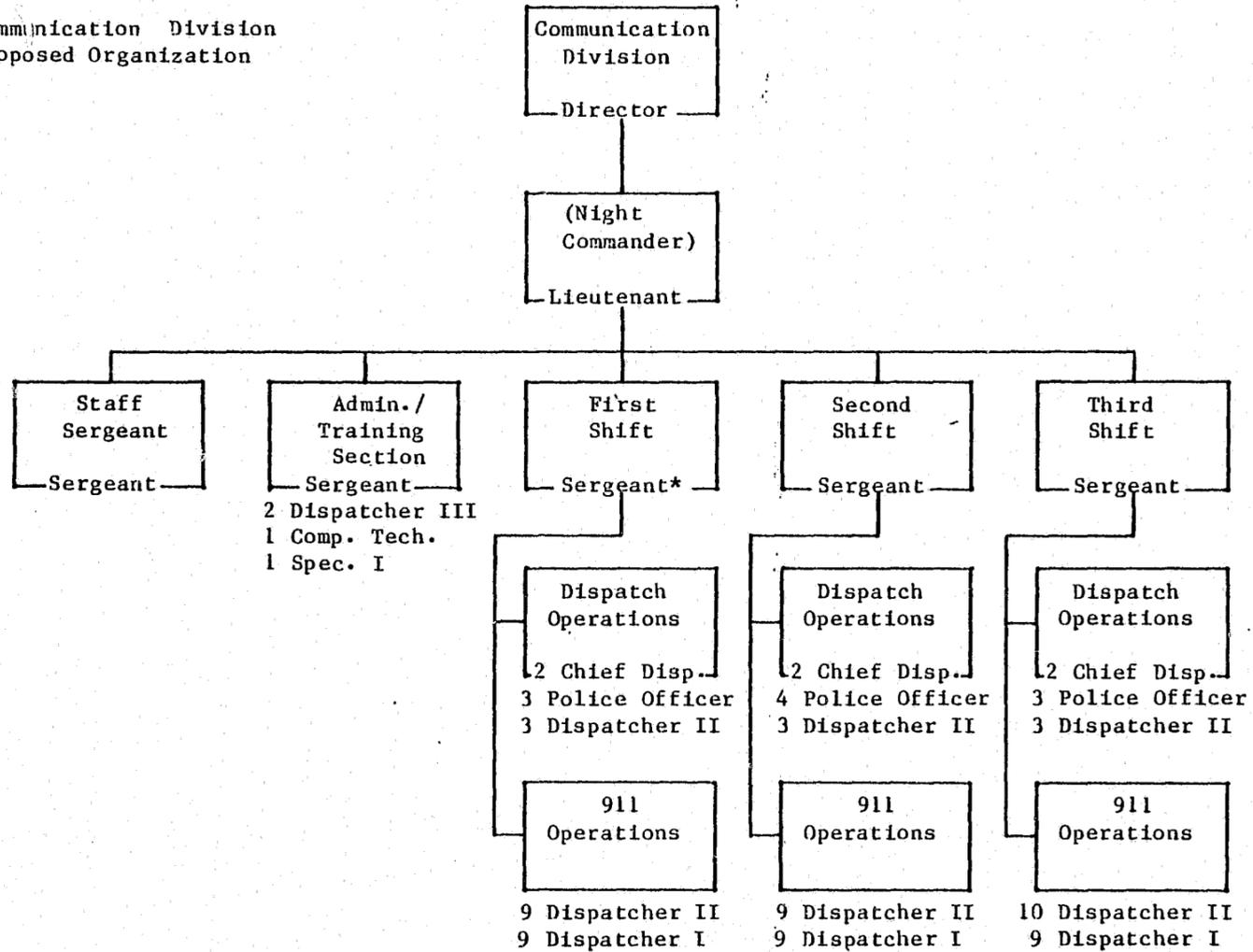


100

* Grant Funded Positions
** Volunteers (non-funded positions)

Communication Division
Proposed Organization

101



* One additional sergeant is assigned for furlough relief.

Criminal Information Section
Proposed Organization (No Change)

Criminal
Information
Section
Lieutenant

1 Spec. III
1 ASA

Crime
Analysis
Unit
Sergeant

3 Police Officer
1 Police Officer*
1 DP Systems Analyst*
1 Prog. Coord. II*
1 Spec. I*
1 ASA*

Operations
Unit
Sergeant

5 Detective

Admin.
Unit
Sergeant

2 Detective (Analyst)

* Grant Funded Positions

INVESTIGATION BUREAU

The basic thrust of the reorganization of the Investigation Bureau is aimed at resolving Issue 2 in the Issue Statement: Case Assignment in the Investigative Process. The solution is in two parts. The first part is a realignment of investigative units within the Investigations Bureau. The second part consists of an experiment to test a new approach in the utilization of detectives.

REALIGNMENT OF INVESTIGATIVE FUNCTIONS

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 functions smoothly and no changes are recommended.

Property crimes have, in the past, been divided between the Crimes Against Property Section and the Special Assignments Section. In addition, accident investigations were assigned to the Traffic Division, which is part of an entirely different Bureau. This separation of property 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 new Section is composed of four units, each commanded by a Lieutenant. The Burglary/Theft Unit is identical to the present unit and consists of four squads, each responsible for a geographic area. The Special Assignments Unit contains the same elements as the present Special Assignments Section; the General Assignments Unit has been renamed the Fraud/Explosives Squad; and the Fugitive Unit has been renamed the Felony Warrants Squad to properly reflect the squad's work. The third unit, Commercial/Anti-Fencing Unit, consists of three squads, the Commercial Squad, the Anti-Fencing Squad, and the Property Recovery Squad. All three squads deal with proactive investigations of property theft crimes. The fourth unit is the Vehicle Crimes Unit, combining the two

Investigations

current Accident Investigations Squads and the Auto Theft Squad.

This realignment provides a manageable span of control for Lieutenants, and groups functions in a more rational manner. One Captain has been eliminated while the number of Lieutenants and Sergeants remains the same.

The Vice and Narcotics Division has been left unchanged except for the moving of a street vice squad from the West Precinct of the Patrol Bureau to the Vice Section.

Due to an increase in street prostitution, a special plainclothes Patrol Vice Squad was formed in February of 1978 to deal with street prostitution violations. While working under the direct supervision of Patrol supervisors, they were to coordinate their activities with the Vice Section which still retained responsibility for enforcement policies and procedures. This Unit has been in continuous operation since formation and presently consists of a Patrol Sergeant and four Patrol Officers. Hence, for the past 2-1/2 years, departmental enforcement activity against prostitution and prostitute-related offenses has been split between the Vice Section and the Patrol Bureau. Because of this bifurcation during that time period, a number of organizational problems have surfaced which make the continued separation of these two units undesirable. While the Vice Section has the responsibility for all vice enforcement, including misdemeanor enforcement, they do not have the commensurate authority for directing the activities of officers assigned to the Patrol Vice Squad.

Some of the problem areas which have been noted during this time period are:

- o Each vice unit formulates its own policies and procedures.
- o Each unit develops its own programs. There is no comprehensive plan for maximum utilization of available resources or for impacting all activities in areas affected by prostitution related offenses.
- o The split enforcement authority negatively impacts the Vice Section's ability to effectively investigate felony vice cases and adds to the communication problems between the units.

The Vice Squad will continue to concentrate on "street vice" and its collateral crime; but by integrating these activities and concentrating this responsibility in one Section, the Department will provide citizens, city leaders, and businessmen access to one administrator with total responsibility for these priority enforcement activities.

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. This is a partial response to Problem 2 of the Problem Statement.

PRECINCT ASSIGNMENT OF DETECTIVES

The above solutions do not completely 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. Following the results of an ongoing evaluation of this pilot project, recommendations regarding continuation and expansion to the other precincts will be made. The general outline of this experiment would be as follows:

- o A task force would be formed to design the experiment, including the necessary evaluation and monitoring procedures. The members of the task force would include, but not be limited to: the Captain of the Juvenile Section, the Captain of the Crimes Against Property Section, a representative of the Inspectional Services Division and the Captain of the South Precinct.
- o A Lieutenant would be assigned to manage the two squads while assigned to the South Precinct and would

report directly to the Major of the Criminal Investigation Division.

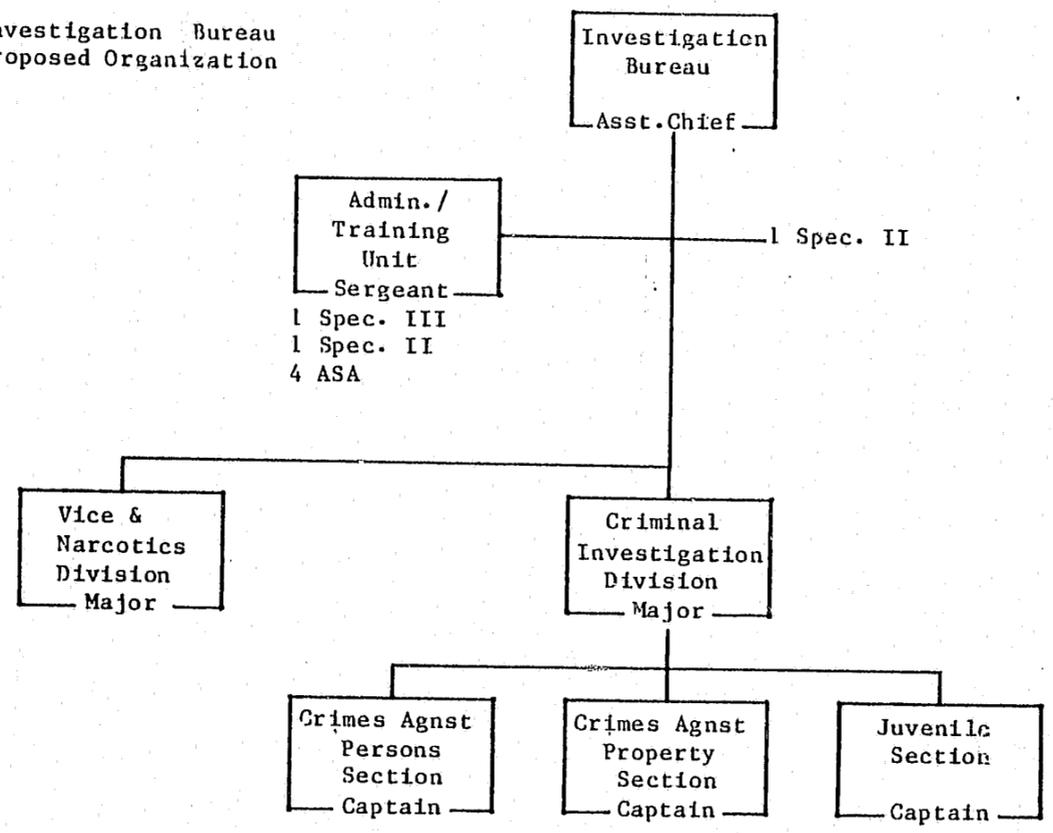
- o After one year the experiment would be evaluated. If found successful, plans would be developed to reassign all burglary/theft and juvenile detectives on a geographic basis to the four Patrol Precincts.

It is hoped that the experiment will have the following benefits:

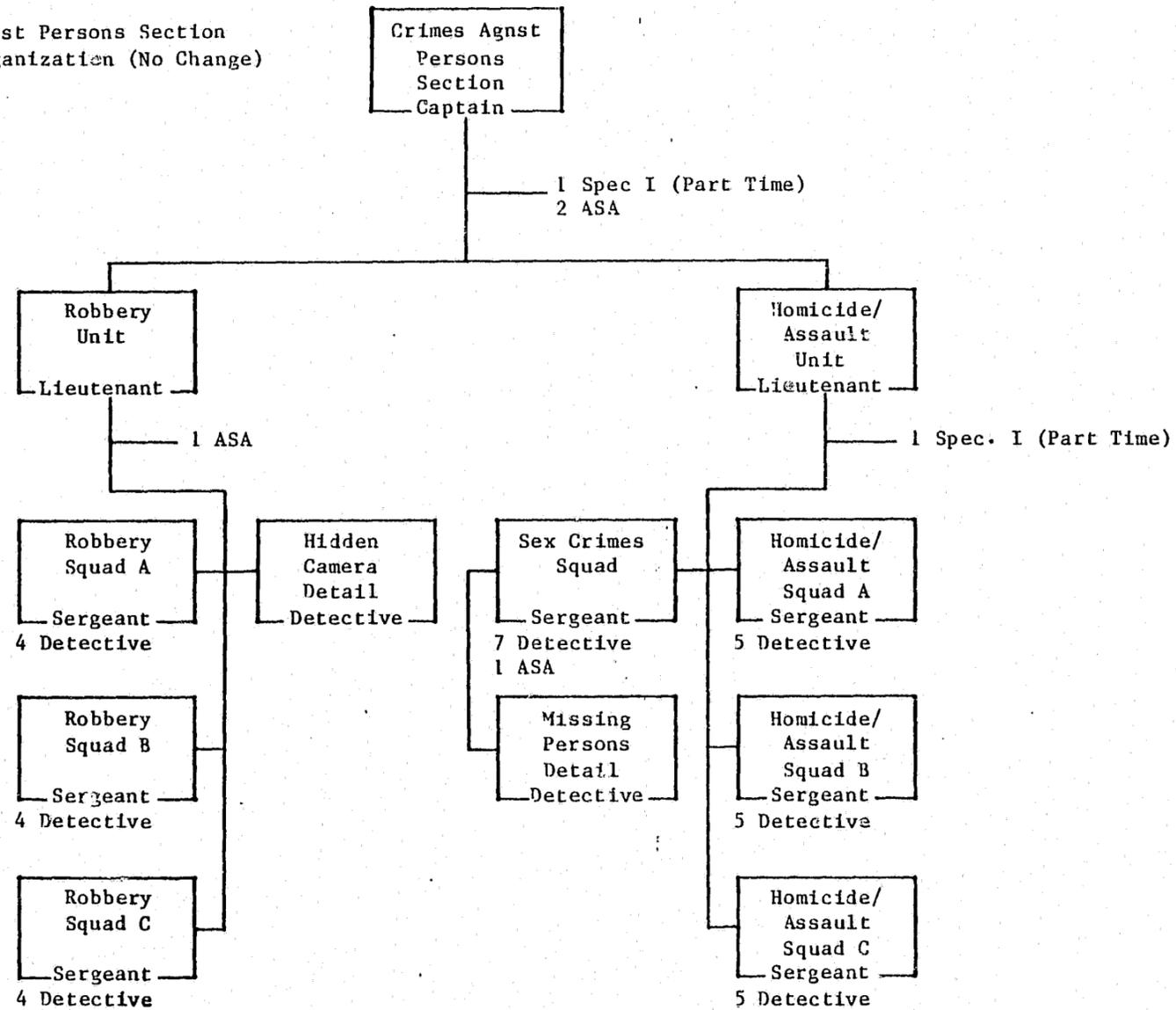
- o The dichotomy of control and responsibility for the majority of property crimes (e.g., burglaries and larcenies) will be ended. Investigation of such crimes will be the responsibility of the area Lieutenant.
- o Since juvenile and burglary/theft personnel will be working side-by-side as a precinct squad and reporting to the same manager, centralized control will decrease the current duplication of investigative effort.
- o As precinct detectives, working in shared facilities, they will have the opportunity to integrate their information on a day-to-day basis. Hence, the communication among detectives will be greatly increased.
- o In addition, the detectives will be working in close proximity to the patrol officers who are responsible for patrolling the area of concern. This will increase the sharing of information between detectives and patrol officers.

It is recognized that some problems might be created by the proposed move. It will be the responsibility of the Task Force to develop a comprehensive experimental design, a monitoring system which will allow management to properly track the progress of the experiment, and an evaluation procedure.

Investigation Bureau
Proposed Organization

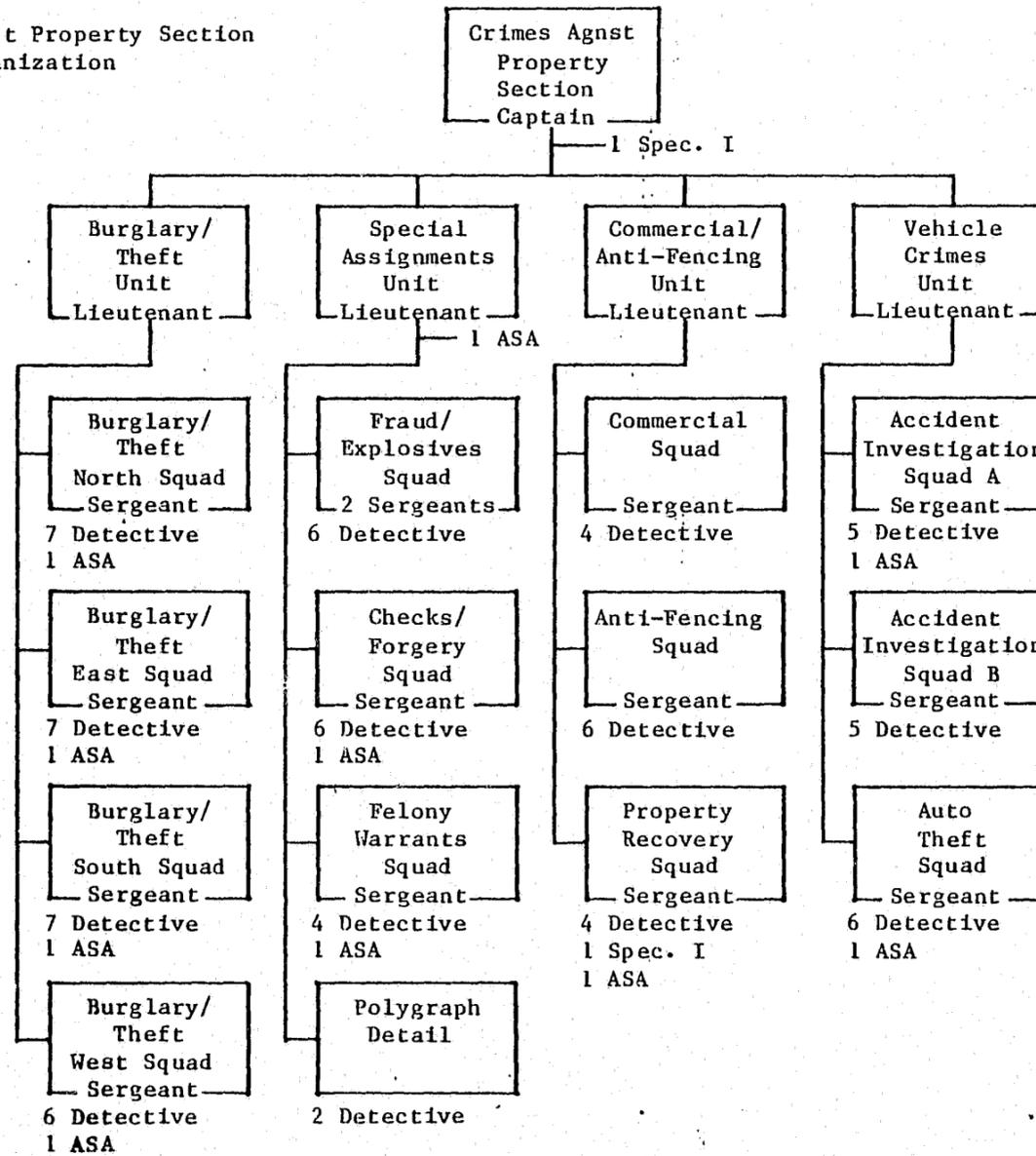


Crimes Against Persons Section
Proposed Organization (No Change)

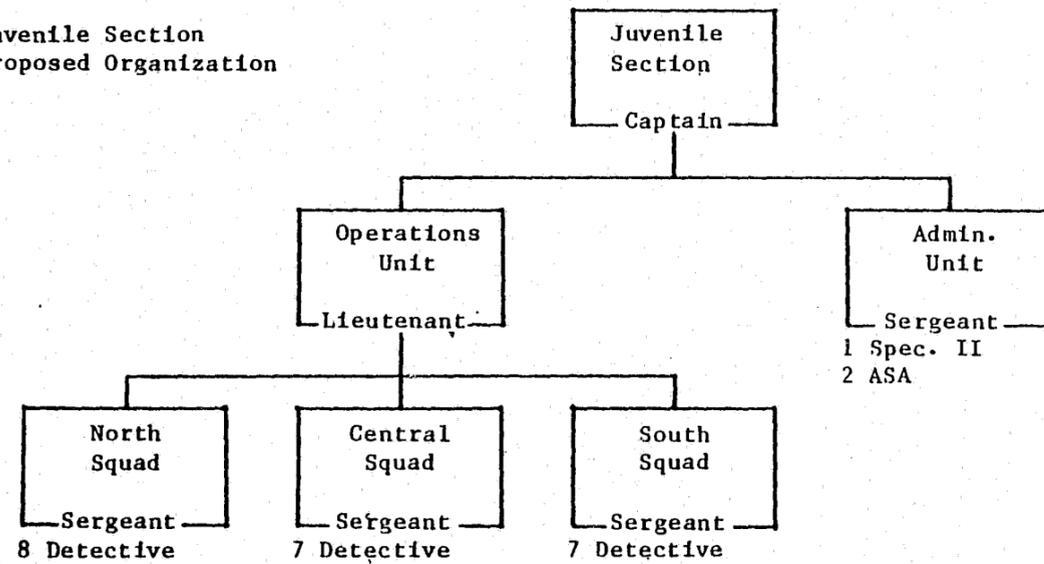


801

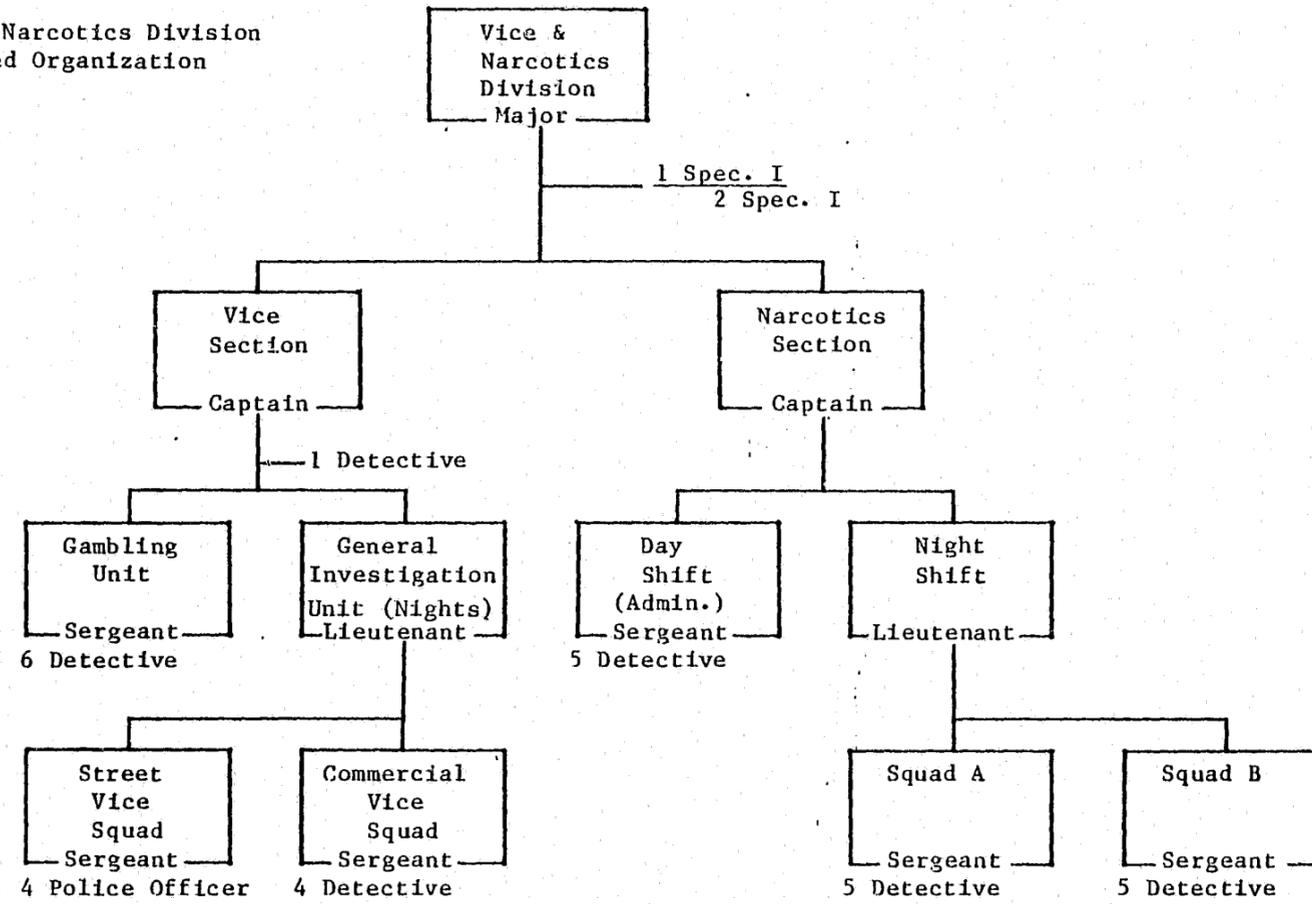
Crimes Against Property Section
Proposed Organization



Juvenile Section
Proposed Organization



Vice & Narcotics Division
Proposed Organization



111

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 has reported directly to the Chief of Police, but will now report directly to this Assistant Chief.

Linking Personnel and Fiscal in one Bureau and giving independent status to Data Processing should provide for efficient and effective operation of these services to continue, 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. The elements under command of this Assistant Chief are the primary sources of information for the Department, i.e., personnel matters, records for crime data and case presentation, and data for research and planning, thus requiring close supervision and attention to the training needs of the staff.

The technological aspects of many of the Department's operations increasingly rely on computer-based information and retrieval. Data Processing will report directly to this Bureau Chief. Thus, he will be more involved with reviewing the problems, priorities, and innovations involved in the Data Processing Section than under the current organization. This also establishes responsibility at the Bureau level for routinely providing the information necessary for better management through systematic improvements.

In addition to the duties involved above and the usual Assistant Chief duties as a member of the Chief's command staff and as administrator of this Bureau, the Administrative Services Bureau Chief will continue to participate in labor negotiations with various groups from the Department's management perspective.

Training Division

The Training Division has assumed greater importance due to the need for comprehensive training of recruits and the demand for in-service training at all levels in the

Department. Every officer is now scheduled for five days a year of in-service training. The Division's Video Training Unit is responsible for developing and distributing videotape modules to aid roll call/in-service training. Training of all new members of the Department in the application of the City's Investigations Ordinance will be provided through this Division. Training necessary to implement any proposed career development program will also be developed and taught at the SPD Training Academy, and coordinated with the Personnel Director as necessary.

A Captain will continue to be the commander, providing the overall direction for the Division, working closely with the Personnel and Fiscal Divisions to provide comprehensive training packages for the Department. The Basic Training and Special Training Sections will each be commanded by a Lieutenant.

Personnel Division

The Personnel Division will continue to emphasize affirmative action criteria in recruiting and selecting personnel. The Career Development programs will of necessity be closely aligned with this Division, as it is the hub of all personnel-related matters for the Department.¹ Recruitment, hiring, background, terminations, pension concerns, employee safety programs, disability requests, and illness and injury matters are handled in this Division. In addition, the long range hiring plans for the Department are formulated here for further discussion with the Assistant Chief and Chief. The ability of the Department to respond to change in the 1980's depends very much on the ability of the Personnel Division to develop programs that deal effectively with affirmative action, labor relations, career enhancement, etc. The work load of this Division will demand much of the Personnel Director and Assistant Chief's time.

The commander of this Division is currently a civilian Director, although the position can be filled by either sworn or civilian personnel. Two Sections are included in this Division, both commanded by Lieutenants. These are the Illness and Injury, and Personnel Relations Sections.

¹Reorganization Project, Volume 5, Report of Committee III, issue paper on Career Development in the Seattle Police Department.

Records and Evidence Division

This Division will be commanded by a Captain, who currently commands the Records, Evidence, and Data Processing Division. Under reorganization the Data Processing Section will become an independent Section reporting directly to the Bureau Chief (see below). This separation of Data Processing from Records will enable the Records and Evidence Division commander to concentrate on the administration of Records and Evidence. Accurate information is a crucial product for use by the Criminal Information Section, Crime Prevention Section, Investigation Bureau, and Operations Bureau to properly determine and react to crime patterns.

Additional emphasis has been placed in the Records and Evidence Division with the adoption of the City's Investigations Ordinance. While protecting the privacy rights of the citizens, this ordinance limits and defines the type of information that can be recorded, maintained, and released. Adherence to the spirit of this ordinance calls for ongoing training and control for all personnel involved in the process of handling the sensitive information contained in police reports. The Chief of the Administrative Services Bureau will be responsible for the proper conduct of Records personnel in this regard. The Records Section itself will be commanded by a civilian manager.

The Evidence Section will be commanded by a Sergeant. It is incumbent upon this Section to inventory, preserve, and retrieve all evidence acquired for case presentation, as well as stolen and found property to be reclaimed by citizens. This Section works closely with Fiscal in disposing of unclaimed stolen and found items through periodic auctions as required by state law. With Fiscal and Evidence in the same Bureau, the cooperation necessary to facilitate disposition of this property will be enhanced, and any problems will more readily be resolved through a single Bureau chief.

Data Processing Section

This Section is currently a part of the Records, Evidence, and Data Processing Division. In the proposed organization, Data Processing becomes a Section--under command of a supervisor of Police Systems--which reports directly to the Assistant Chief. This will allow the Department to prioritize data processing at an Assistant Chief's level and ensure that requests for data processing services from the

various Units in the Department receive equal consideration. The implementation of the REPORT System will continue. The Commander of this Section will be working with the Inspectional Services Division in planning for the Department's data processing needs.

Fiscal and Property Management Division

This Division is commanded by a civilian Director, who currently reports directly to the Chief of Police. In the proposed organization this Division will be included in the Administrative Services Bureau, reporting to the Assistant Chief. Many of the accounting and fiscal control tasks are routine in nature and do not require close control by the Chief of Police. In addition, the Inspectional Services Division has assumed a greater role in the budget process in liaison with the Office of Management and Budget, thus removing these duties from Fiscal. The Fiscal Director will continue to have a special relationship with the Chief of Police for overall Department fiscal matters and policy. The Budget Document will now be a collaborative effort between Fiscal, Inspectional Services Division, and the Chief of Police. The proposed structure will also allow the Fiscal Director to be involved in the development of an improved management information capacity. This transfer will formalize what has been the informal operating mode in the past few years. As these roles continue to change, it may be necessary to reexamine the reporting status of the Fiscal Division.

The Division will maintain its function of monitoring the Department's general expenses as well as special fund expenses, such as overtime and investigations, and will work closely with the Evidence Section regarding the disposition of stolen and found property. The Division also retains its inventory control function regarding all Department property, supplies, and fleet management. The Sergeant in Fleet Control will now supervise the Operations Bureau equipment officer, who formerly operated under command of the Major in the Patrol Bureau, providing closer coordination and control in the use and maintenance of operations equipment.

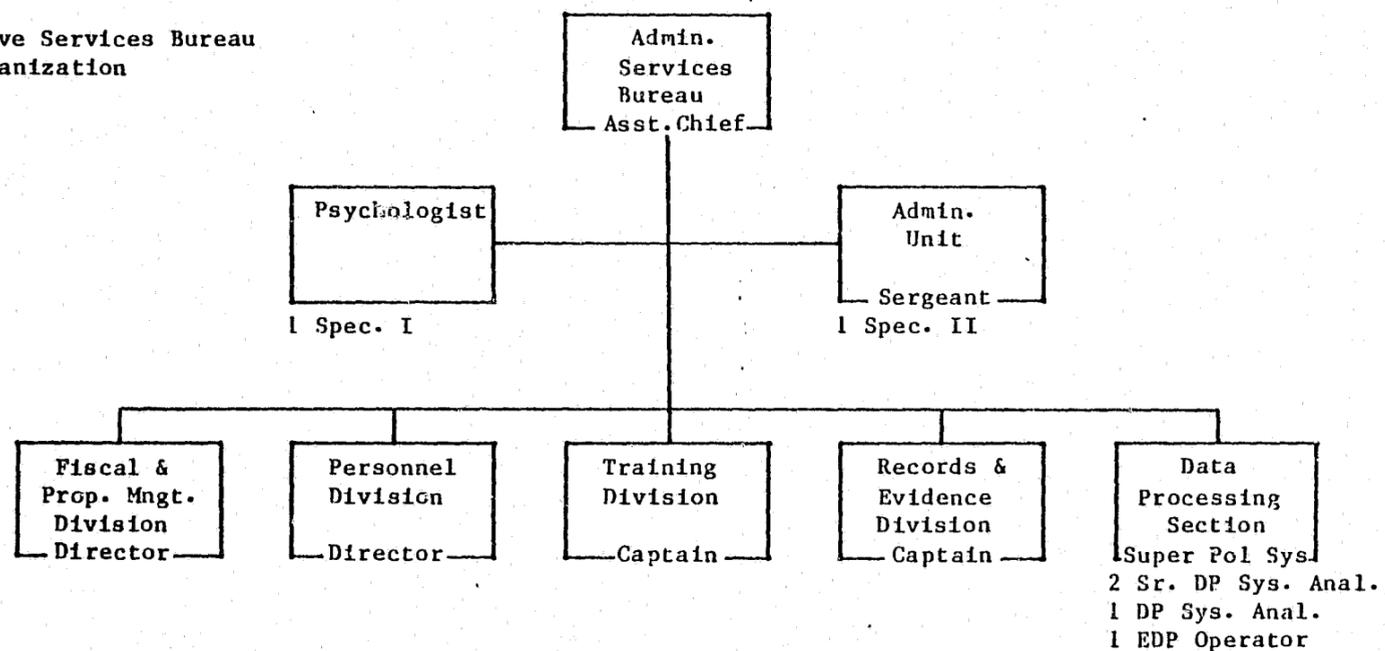
Staff Psychologist

The Staff Psychologist reports directly to the Assistant Chief. In addition to his consulting role, he will be managing several major projects for the Department. One

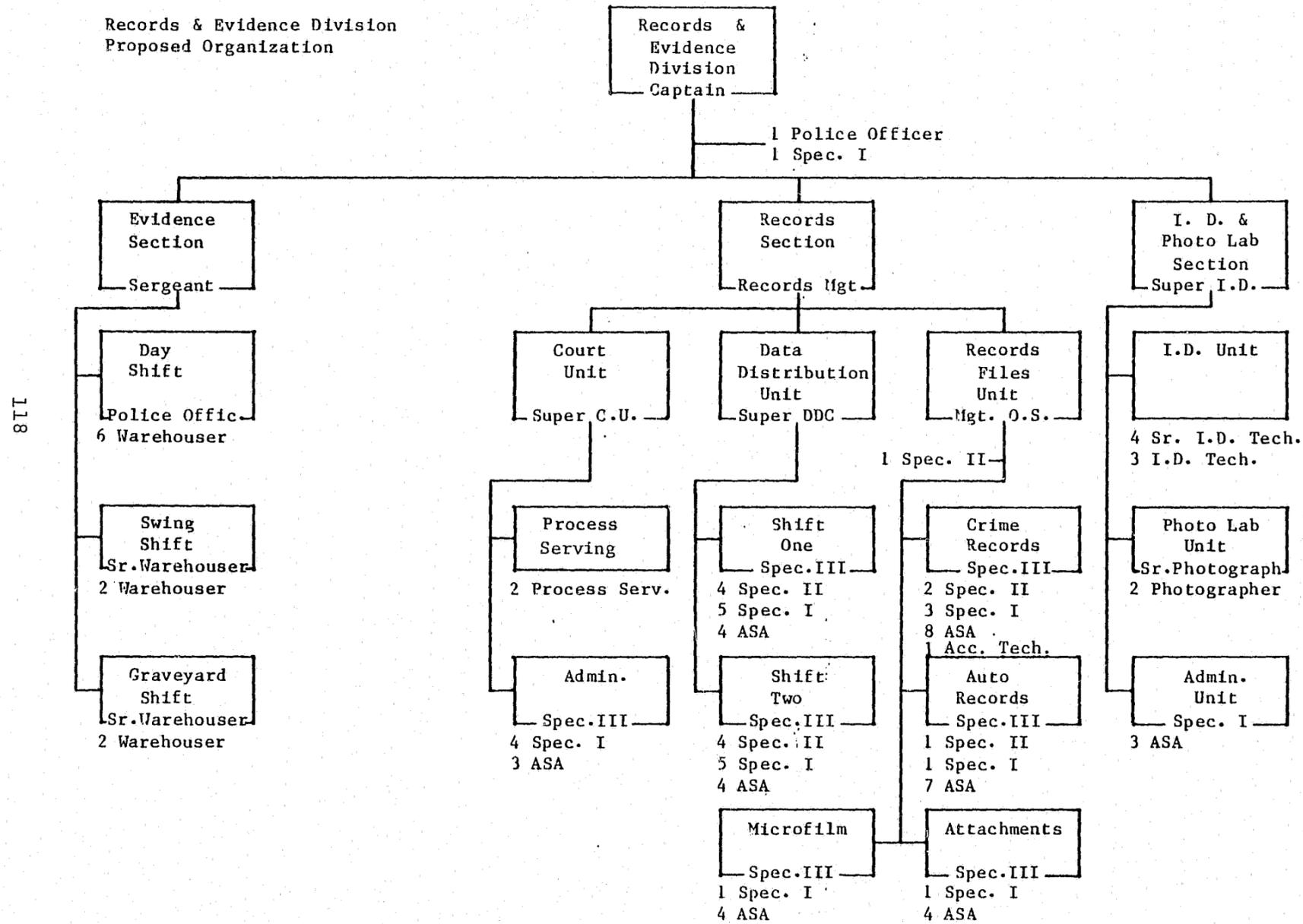
involves validating the predictability of the entry-level testing for police officers. Another involves identifying the critical performance elements of police managers in order to improve the validity of promotional process in the Department.

Administrative Services Bureau
Proposed Organization

117



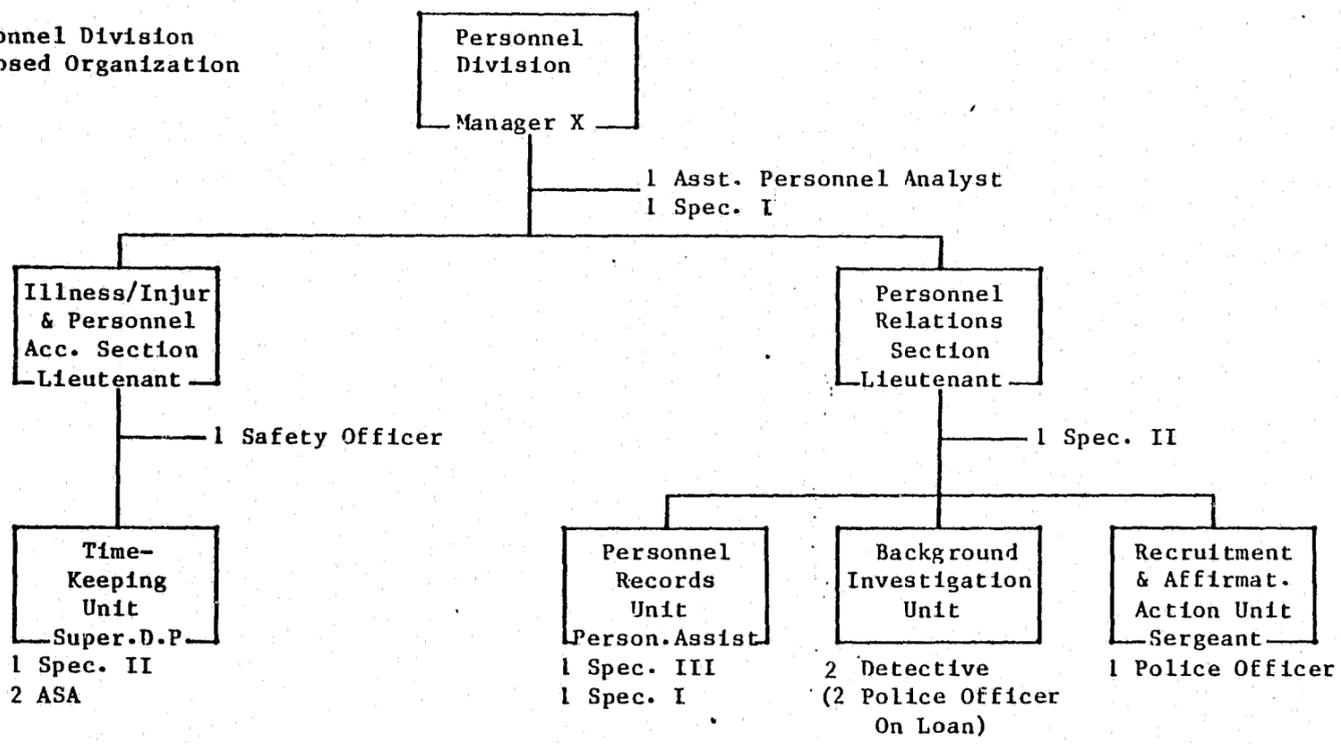
Records & Evidence Division
Proposed Organization



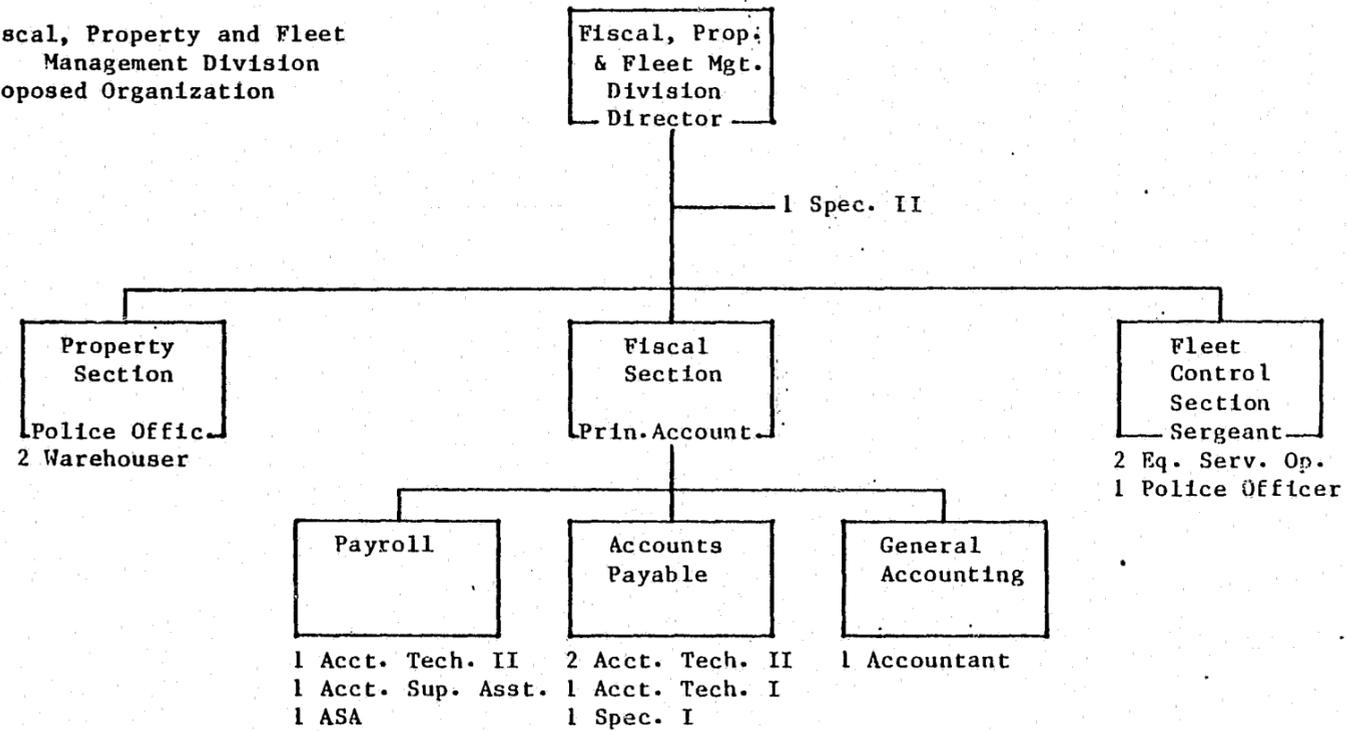
811

119

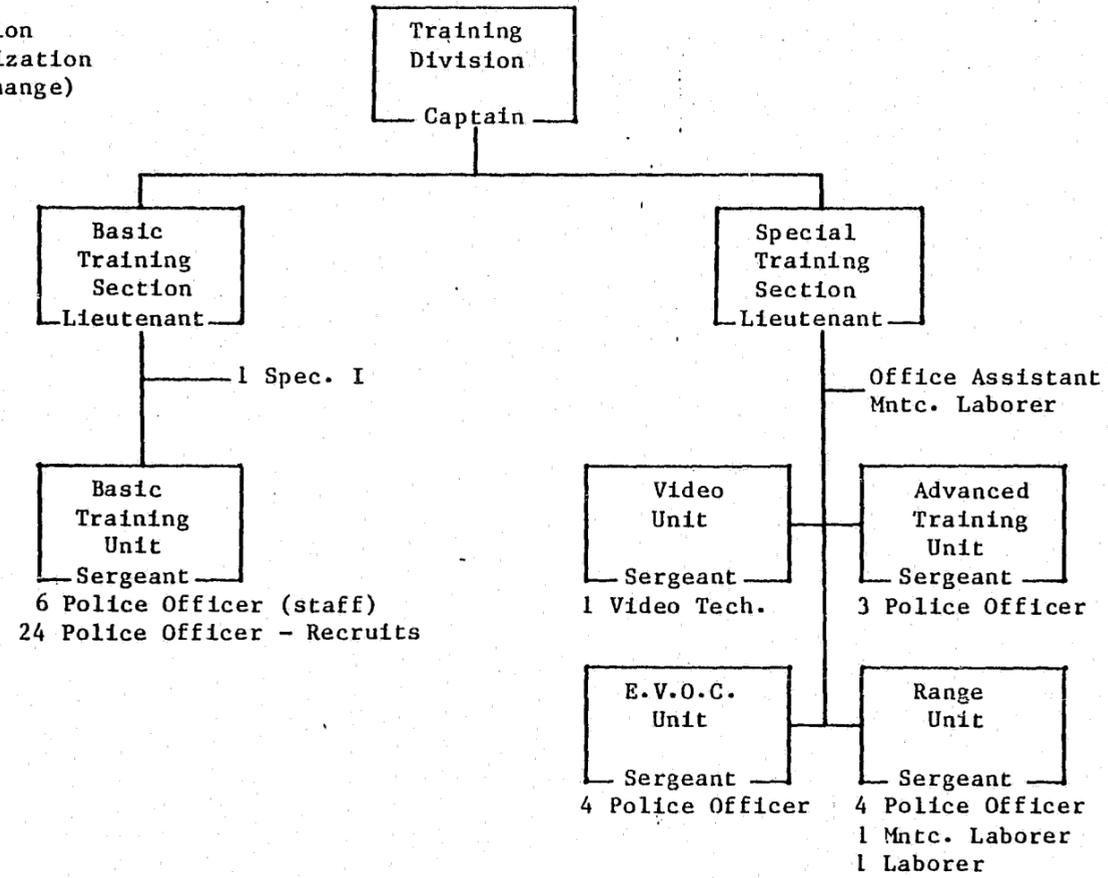
Personnel Division
Proposed Organization



Fiscal, Property and Fleet
Management Division
Proposed Organization



Training Division
Proposed Organization
(No Change)



CONCLUSION

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

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 proposed structure addresses three major organizational issues--the need for greater flexibility of field resources, case assignment in the investigative process, and prioritization of citizen participatory services.

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 adding a 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.

It is important to note the following observations made in this process, but not overtly reflected in the study recommendations:

- o The citizens of Seattle have the same goals, priorities, and expectations for police services 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 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.

END