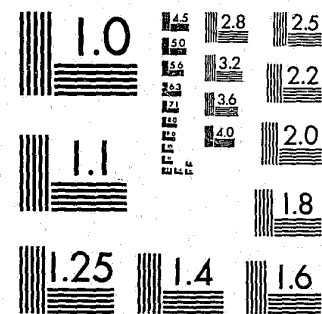


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REGIONALIZATION OF POLICE SERVICES
Dr. Bernadine Kuhn, H.S.D.
Criminal Justice International, Inc.

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REGIONALIZATION OF POLICE SERVICES

Final Report to
Law Enforcement Assistance Administration
U. S. Department of Justice

by
Dr. Bern J. Kuhn, H.S.D.
Director

submitted on behalf of
CRIMINAL JUSTICE INTERNATIONAL, INC.
Lexington, Kentucky
Gaithersburg, Maryland

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ABSTRACT

In a sense, this report is a product of the times. The President's Crime Commission has stated it in this way:

"The Commission has found and discussed throughout this Report many needs of law enforcement and the administration of criminal justice. But what it has found to be the greatest need is the need to know."¹

This report focuses on the issues, problems, needs, and priorities vital to our understanding of the regionalization of police services.

There is an increasing recognition that many of the problems facing America's cities and metropolitan areas can no longer be dealt with by the vast majority of local governmental units acting alone and independently. The lack of qualified personnel, low salaries, insufficient training, inadequate and antique record systems, and unreliable and ineffective communication systems are but a few of the factors which will result in inadequate police services. These factors represent perhaps the clearest examples of law enforcement problems today, and they dictate the need for cooperative and combined police efforts of two or more police agencies having responsibilities in adjacent or overlapping jurisdictional boundaries. This need is especially evident in police agencies serving small towns, cities, and villages, and to an extent, those of counties and states.

¹President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D. C.: U.S. Government Printing Office, 1967, p. 273.)

The problems of local government structure and existing police services that are characteristic of metropolitan areas provide the basis for the two major objectives of this report:

- (1) To provide guidelines, basic considerations, and other factors designed to assist the local or agency police administrator in planning, developing, implementing, and evaluating the needs, merits, and results of regionalized police services.

This objective also encompasses provision of information in this report for orientation of the local police administrator to regional police service characteristics and factors directly related to his specific role, and police executive responsibilities in initiating local government action.

In addition, the importance of this objective necessitates guidelines designed to assist him in the encouraging and promoting of interests and positive efforts within the state, county, and surrounding local, small municipalities. Thus, the administrator is provided information to assist him in apprising governmental bodies and appropriate officials of the functional advantages of regionalized police services obtainable through a planned, coordinated, and cooperative approach.

- (2) To present a course of action for future regionalized police services showing the practicality of regionalization and the flexibility present in planning and implementing such services by the local police or agency administrator, governmental

officials and citizens in order to bring about both quantitative and qualitative police service effectiveness.

These objectives are drawn up with the conviction that functional police services required by local jurisdictions can best be realized through regionalized police services.

The basic question facing local government and their participation in regionalized police services is whether local government as now organized in the United States is capable of providing the effectiveness and efficiency of police operational coverage required within the specific local jurisdiction.

In the course of considering and recommending possible local action in behalf of improved police services within metropolitan areas, various approaches or alternatives to local government regionalization efforts in the United States are described. This description is not intended to be all-inclusive, nor does it purport to give full analysis of the approaches, strengths, and weaknesses.

This report on regionalization of police services is an effort to treat the subject in a comprehensive, descriptive manner, though not intended to present the final word on the subject. Factors related to the regionalized approach will be compared to the factors of other possible approaches.

This report is addressed to (a) the local police or agency administrator; (b) the citizens and officials within metropolitan areas; and (c) state and county police administrators and appropriate political officials at the decision-making level. The powers of local governments which present social and political pressures and barriers obstructing the effectiveness of police

service in an area embracing multiple political boundary limits will be examined in an effort to identify the problems and establish a basis for working toward solution of the problems without regard to such jurisdictional boundaries.

FOREWORD

This report is by no means intended to be an all-inclusive survey of regional police services and implementation considerations, or to be all-inclusive in examining factors surrounding the efforts of local police or agency administrators. Further, while the main focus of subject content is directed to the police administrators at the local levels of government, it is not addressed solely to this specific unit of government officials.

With direct intent, this report has been designed to present an awareness of the concept of "Regionalization", and to guide the police administrator in his consideration of the factors and efforts commonly associated with "Regionalization". It is the purpose of this report to disclose the importance and practicality of "Regionalization" as the most advantageous course of action when compared to all other approaches of reorganization of local police services, and as a means of bringing about effective and efficient police services for a designated jurisdiction.

In essence, the report reveals productive evidence that many separate units of government, working together, yield a total picture of effective police operations and activities; that timely police responses across jurisdictional boundaries are often necessary; that communication between regional areas is vital, as well as inter-agency communication among existing local units of government providing police services within a given region; and that inter-county and inter-state regional planning and implementation of police services are in urgent need of consideration if such services are to continue to reflect vital police agency management and optimum decision-making capabilities.

The police operational tasks herein described have not been listed in a rank-order priority scale from most desirable to least desirable. However, an attempt to arrange them in the most practical order has been made. The variance of jurisdictional needs, and the variance of problems encountered by police agencies in meeting the needs of their respective jurisdictions, is wide-spread in its distribution across the country. Although a report of nation-wide scope cannot be expected to encompass satisfactorily all police service functional differences of all police jurisdictions, effort has been made to deal with a broad spectrum of problems likely to be encountered in planning regional police services and in subsequent development and implementation efforts.

The importance of certain statements in this report, and their relevance to a given jurisdiction, will depend upon quantitative and qualitative analyses by local, county, and state, and in some cases, federal law enforcement agencies, as well as other appropriate governmental regulatory bodies, to determine jurisdictional needs and priorities. The realistic appraisal of organizational capabilities to meet the needs and demands of police services provided for the public is also a very important subject for analysis. This appraisal is an absolute necessity if the most effective and responsible police control, crime activity coverage and investigation, and other services needed by local governments, are to be realized.

It is the finding of this report that regionalization is generally the best approach to local jurisdictional enforcement needs. Further, findings of the report confirm a direct correspondence between designated regional areas and those existing jurisdictional boundaries which may be encompassed by regionalization programs.

Jurisdictional changes are not a prerequisite, however. Throughout the nation, new developmental challenges have accompanied the expanding population in jurisdictions having local governmental boundaries within metropolitan areas. The need for planned and coordinated regional police services to effectively meet these changes in population growth is the responsibility now faced; one which police administrators at all levels of government, governmental officials, and the public cannot afford to disregard.

PREFACE

"Form ever follows function", said noted architect Louis H. Sullivan. Police functional services are basic. Function flows from the original form; therefore, either form permits the many police departments, nationally, to undertake regionalization of police services or it stands in the way.

Regionalized police services are shaped by the way their functional activities are put together -- a form of architecture -- and by what the police administrators will utilize as resources. Practical services will be provided as the needs of society dictate. Guidelines will be selected according to the purpose and capabilities of the individual or combined police agencies.. Although considerations of economy and the practical applications of regionalized police services tower above all other considerations, the precise form of such services must be considered as being extremely important.

Many police programs which are faced with the decision of whether or not to undertake a program leading to a regionalization of police service must give consideration to the needs of the future. There is good reason to believe that a program leading to regionalization, if so adopted, will be operating well into the twenty-first century.

If tomorrow's regionalization service must accomodate tomorrow's methods, and tomorrow's concept of regional-wide enforcement aims and goals, it behooves certain governmental officials and everyone who is a part of the enforcement decision-making process to think about the geographical design of regional boundaries and its potential for the future. The needs of tomorrow's society and the things to come, though not known to us in full

measure at present, dictate that the consideration of geographical designs begin now.

A major concern of this report is found in the suggestions to local governments, especially to the police administrator, as to the ways and means through which they can make these regionalized police service efforts operational, and improve the likelihood of their success, where adopted.

A significant fact to be considered herein is this: if it were not for the right to form the small city, certainly the large core city would be able to exercise more and more influence and power over the citizens within the small city. True, special districts can be formed in unincorporated areas, but these special districts are almost without exception formed for the performance of specialized or single-purpose functions. A proliferation of special districts to provide desired police services in unincorporated areas is not the most desirable way of unifying a metropolitan area. Development of the regionalized police services concept which has broader application and area coverage of police activities is much more desirable, as indicated herein.

Many metropolitan police services extend beyond political boundaries and cannot be confined to local governmental units. The local legislative bodies must recognize these areas of metropolitan police services and proficiency of job tasks that extend beyond their own boundaries, and must have the foresight and the courage to act accordingly to the merits of regionalized police services. For these area-wide (regional) problems there are many patterns of operation, and the power to enter into mutual aid agreements, contractual agreements, interlocal agreements, joint powers agreements, etc., falls within the realm of future action. This kind of action and this kind of authority are what enables the local, small city to exist and serve a

singular purpose within the metropolitan area while at the same time combining police services over jurisdictional boundaries.

Police agencies throughout the United States cannot afford to operate under systems that do not produce suitable results. The nation's crime pattern alone challenges our present systems. It must be recognized that overall police services, to be effective, must be altered to meet the needs of our time. This does not suggest that changes should occur without due regard to our constitutional provisions and philosophy. It does suggest, however, that we cannot ignore changes in our society in order to preserve a system that has not changed to meet current community needs, nation-wide.

The complexity of jurisdictional lines, the urban sprawl and the population distribution pattern all combine to make federal grant assistance under the Safe Streets Act of 1968 to police agencies a great necessity. This fragmentation of political subdivisions with urban sprawl, migration from the central city and from rural to urban areas, shopping center development, spiraling crime rates, a continuous weakening of the family structure, and many other phenomena have, during the past decade, placed unprecedented strain on our criminal justice and law enforcement structure. We can no longer accept the existence of separate, uncoordinated and often ineffective governmental functions that are duplicative and discordant. Such a pattern of local government fails to provide a suitable level of performance to society at a cost which it can afford.

In the concept of LIKELIHOOD resides the real understanding of adopted police operational procedures, selected regionalized police services, points of legislation, departmental policies, and administrative decisions. We must

learn their merits, ways to measure them, and upon measurement, ways to continually make the best use of them.

The purpose of this report, then, is not to recreate the past. It is designed to probe the future of regionalized police services at the local level, primarily; to make some prognosis of the efficacy in such services for the local, small unit of government a decade or so hence; and to offer suggestions and guidelines which may better enable local government leaders to make that future a vital one for adequate police operational coverage on a regional basis.

The commodity in police management and operations is judgment. Regionalized police services as reported in this document can make effective the judgment required in police services extending beyond local jurisdictional boundaries.

Responsibility for conclusions and recommendations in the report is, of course, that of the submitting agency, Criminal Justice International, Inc.

TABLE OF CONTENTS

Chapter	Page
ABSTRACT	2
FOREWARD	6
PREFACE	9
I. REGIONS AND THE REGIONALIZATION CONCEPT	19
What is Meant by the "Region", the Area in Which the Police Services are to be Conducted?	19
Metropolitan Region	20
Summary of Regional Area Meaning	22
Why is There Need for Regional Decisions in Overcoming the Problem of Boundaries?	25
II. REGIONALIZATION OF POLICE SERVICES	31
Why the Need for Regionalization of Police Services? . .	31
Introduction	31
National Urban Crisis.	31
Effective Police Regionalized Services	32
Constraints on Governmental Activity	32
Local Jurisdiction Police Services	33
Why have Local Governments Found it Difficult to Cope with Metropolitan Problems Related to Police Service?..	35
What are Various Reasons for Reorganization of Police Services in the Metropolitan Areas?	3737

Chapter	Page
III. STIPULATION OF REGIONAL CRITERIA	38
What Regional Criteria are of Importance in the Regionalization of Police Services?	38
What Criteria are of Importance for Determination of Size of Region?	41
Where Can Financial Aid be Obtained to Aid in Regionalization Efforts?	47
IV. CHARACTERISTICS OF REGIONALIZED POLICE SERVICES	48
What is the Justification for and Benefits Resulting from Regionalizing Police Services?	48
What Criteria are used in Designing Regional Police Services to Counteract Problems Arising within the Regional Jurisdiction?	56
What are the Present Limitations of Territorial Boundary Limits?	57
What Statistical Data Supports the Need for Regionalization?	58
How can Regional Benefits to Police Service be Applied?	59
What Types of Organizational Functions Could be Considered as Services Necessary to be Provided to All Jurisdictions in the Regionalization of Police Services?	63
Detective Division	63
Patrol Division	64
Jail Division	65
Corrections Division	65
Civil Division.	66
Technical Services Division	66
Administrative Division	68
Executive Division.	69

Chapter	Page
What Guidelines can the Police Administrator use in Determining Numerical Police Strength?	71
How Does Regionalization Increase Inter-Governmental Cooperation?	72
V. PLANNING, ITS NATURE AND ITS PROCESS IN THE REGIONALIZATION OF POLICE SERVICES.	73
How Does the Planning Process Relate to the Need for Regionalization Consideration?	73
The Need for Regional Decisions	73
The Regional Police Service Planning Process	74
Regions As Planning and Decision-Making Units	75
Factors Affecting Regional Planning of Police Operational Locations	76
More Efficient Planning and Programming	77
Principles of Area-Wide Planning for Law Enforcement Regions	77
VI. ALTERNATIVE APPROACHES TO REGIONALIZATION.	80
What are the Alternative Approaches to the Reorganization of Local Governments in Regional Efforts?	80
Extraterritorial Powers.	80
Inter-governmental Agreement	81
Annexation	87
Consolidation.	89
City-County Consolidation.	90
Urban County	92

Chapter	Page
Metropolitan Federation or Borough.	94
Special District	94
Transferring of Police Function	95
In What Ways Can Home Rule Jurisdiction at the State Level Aid Local Government Reorganization? . .	96
VII. SELECTED QUESTIONS AND INFORMATION DATA APPLICABLE TO REGIONALIZED POLICE SERVICES.	97
Which National Functional Areas May Help Implement Regional Police Services to Local Jurisdictions? . .	97
In Doing the Planning for Regionalized Efforts at the Local Community Level, Which Four Levels of Government Law Enforcement Agencies can be Considered to Assist Community Needs Nationwide?	97
Do Statutes and Body of Laws Have Any Effect Upon the Great Variance in the Sizes of Police Agencies? . . .	97
What Can Law Enforcement Services and the Local Unit of Government do to Bring about Greater Effectiveness and Efficiency Between the Local Police Administrators, Governmental Officials and Interested Local People?	98
To What Effect is U.S. Law Enforcement Uniquely Segmented in Comparison with Other Occupations? Are Rapid Communications and Accesses to Records Crucial to Police Operational Success? . .	99
How Does the Need for the Flow of Information From Various Public Operational Echelons Relate to the Need for Regionalization of Police Services at the Local Level, Emphasizing the Communications Area As One Worthy of Consideration for Improvement? . .	99
How Does the Tremendous Advancement in Election Processing and Communication Relate to the Role of the Local Police Administrator and the Advancement of Regionalized Police Efforts? . . .	99

Chapter	Page
When Does Regionalized Communications Systems Make Information Promptly Available to the Local Governmental Units within the Metropolitan Area?	100
How Do the Population Growth, Communication Activities, and Arrest and Search Laws Affect the Degree of Effective Assessment of Regionalized Law Enforcement Services?	100
Why is Metropolitan Sprawl Contributing to Police Regionalized Efforts within the Local Community?	100
How Does the Direct Relationship Between Regional Areas and Existing Regional Boundaries Promote The Functional Implementation of Local Regionalized Police Services?	101
Where Have Metropolitan Areas Successfully Consolidated and, in a Practical Sense, Regionalized the Jail and Detention Facilities?	101
How Does Regionalization of Police Services Assure Local Citizens That Public Business, Particularly Police Work, is Efficient?	101
How Does the Relationship of Regionalized Police Services and the Need for Local Automation of Police Information Systems Relate to Police Services Being Done on a Sharing and Cooperative Basis?	102
What is the Extent of Communications and Information Flow to and from the Typical Regional Records Center?	102
Which Trends in Tactical Operations May Change Police Service Operations at the Local Level?	102
What Can Police Departments Expect to Gain from the Use of a Regional Records and Information Center?	103
Are There Guidelines to Assist in the Development of Regional Law Enforcement Information Systems?	104
What Is Regional Purchasing?	105
What are the Advantages of Regional Purchasing?	105

Chapter	Page
What Degree of Monetary Allotment for Police Services may the Local Police Administrator Expect, and What Degree of Savings may Centralized Purchasing Yield?	106
How can the Police Administrator Participate with Other Departments in a Coordinated Regional Purchasing Effort?	106
GLOSSARY.	108
BIBLIOGRAPHY.	112

CHAPTER I

REGIONS AND THE REGIONALIZATION CONCEPT

WHAT IS MEANT BY THE "REGION", THE AREA IN WHICH THE POLICE SERVICES ARE TO BE CONDUCTED?

A regional area in which police services function on a regionalized scale can be defined as an area in which locally elected officials join together to solve mutual problems related to police services. A regional police service area will by definition consist of the following definitive factors: (1) An area of any size; (2) an area uniform in terms of criteria specified for police service capabilities; (3) an area distinguished from bordering areas by a particular kind of association or job-task of related features and therefore possessing an identifiable and distinct internal cohesion based on the responsibilities of the police agencies within that area.

A police service region is an area which not only has uniformity in terms of specific functional criteria, but also has a unique character in terms of a particular association of features of a police service nature. It is also an area of any size throughout which consenting relationships between police agencies and their services exist.

The regional police service area is singled out by applying a specific geographical space, and it is uniform or homogeneous in terms of the criteria by which the police services are to be provided throughout the geographical boundary limits. Police service regions, in actuality, need not be highly uniform or self-sufficient. Nor is the regional area always subject to exact spatial measurement, because police service regional areas have

specific enforcement characteristics which have to do with quality rather than quantity. The regional area is selected as such because it is most efficient for the planning, development, and implementation of police services that will satisfy the enforcement needs of the people of several jurisdictions. A region in which police services undergo "regionalization" is a number of homogeneous jurisdictional areas where common as well as selected police services are of common interest, reaching across municipal boundaries.

METROPOLITAN REGION

This is an area within which the conditions for providing police services, manufacturing, trade, transportation, labor and living, are predominantly influenced by the central or core city. The area features a large, well-equipped and trained police agency within the central or core city, providing police services to one or more cities, and in some cases to county jurisdictions in the near vicinity. This concept differs from the regional police service area where a number of small police agencies and local governmental jurisdictions have decided to combine and coordinate their police services.

A metropolitan regional police service center is an area within which the combination of environmental and demographic factors has created police administrative, management, and operational services to best fit its jurisdictional social and economic structures.

The metropolitan police service region is characterized by a boundary which is set by the local radio and TV station, by the commuting distances, by the circulation of the metropolitan newspaper, and by the geographic

area coverage which defines its police services responsibilities to the core or central city, as well as to outlying local jurisdictions.

One must not confuse the metropolitan region, which makes available the needed police services to agreeing local jurisdictions, with arbitrary areas carved out within the region to serve a single interest, such as a particular element of demographic data or economic exploitation. The total geographical area comprising the metropolitan center or core area is not a region simply because it is convenient for a metropolitan advisory committee or newspaper or police service planning board to call it so.

A regional area which offers regionalized police services to one or more smaller local agencies, or to an area where a number of smaller police agencies and jurisdictional governments combine their police service efforts, may be defined as a unit area of geographical surface distinguishable by unifying characteristics of its police services. In either case the regionalized police service area may be so clearly distinguishable as a separate entity that it receives popular recognition because of the regionalization efforts and the nature of police services provided. The metropolitan region which provides a regionalized approach to police services includes a large city, its suburbs, and all the surrounding area.

The advantages of such a regionalized approach within the large metropolitan region is in the utilization of the many available physical and technological resources, such as modern transportation systems, centralized records systems, highly specialized narcotics and dangerous drug control centers, extensive police training facilities, and numerous other technological devices and equipment utilized by a large central-core city police department.

The "regionalization of police services", whether centralized within the large metropolitan police agency to serve the needs of the central-core city area, or "non-centralized" over a number of local governmental jurisdictions, has inherent in its design the characteristics and factors which lead to the best method of producing and maintaining effective police services of a desirable quantity and quality. By virtue of increased police service effectiveness, the "regionalized approach" exceeds all other approaches herein mentioned, and provides the basis for confidence in the ability of regionalization to best fit the flexibility for law enforcement needs in the future.

SUMMARY OF REGIONAL AREA MEANING

While it appears that each discipline adapts the term "region" for its own specialized purposes, scrutiny of the various definitions does nevertheless suggest a number of universal and significant attributes:

- A. The term "region" generally refers to a differentiated segment of land; that is, regions are areas which can be distinguished from other areas.
- B. A region is composed invariably of elements which are geographically adjacent; that is, regions are seldom broken into fragments but are composed of elements which are directly connected or adjoining to one another.
- C. A region usually possesses some degree of internal cohesion; that is, it is unified by a combination of similar characteristics or by a combination of diverse elements which are complementary.

- D. A region is often characterized by a degree of cohesive social orientation; that is, its population tends to share basic attitudes, values, needs, and desires.
- E. A region often possesses a unified and identifiable economic base; that is, it has a functioning combination of natural and man-made resources, technology, and economic institutions.
- F. A region is very often considered to be an area that would be appropriate for various administrative purposes; that is, it is an area within which it is possible to function effectively in meeting certain needs and solving certain problems.
- G. The limits of regions tend to be set by the criteria used to define the region; that is, the outer boundaries of regions which tend to be indistinct are set by the extent to which the defining characteristics are evident.

In the consideration of regional application to providing police services, the local police or agency administrator, as well as local government officials and the public, will no doubt ponder many matters. In every situation it is expected the question will arise, "What Constitutes a Region"? The answer will invariably depend upon the criteria employed to define "region". For the most part the answer will hinge upon various considerations, such as the local area to be policed; cooperation and agreement on procedural, legal, and other matters to be expected during the time when such police services are provided; cost of police services and specific ways and means through which funding can be obtained; and numerous other considerations. Basically these considerations can be boiled down to one over-riding consideration, however -- the need for police services by the local jurisdiction. Inherent in this need

is the need to know, to gain insight into the advantages of police services acquired through any one of the various forms of interlocal agreement plans comprising the regionalization of police services approach.

WHY IS THERE NEED FOR REGIONAL DECISIONS IN OVERCOMING THE PROBLEM OF BOUNDARIES?

New developmental challenges will accompany expanding populations.

The accommodation of new homes, jobs, schools, highways, and shopping centers poses major development problems. The population will continue to increase significantly, and boundaries may soon become barriers to the solution of problems shared by the citizens of adjacent communities.

Local planning cannot be expected to solve regional problems.

It becomes apparent to those involved in community planning that there are serious limitations as to what can be expected at any single level of government.

Timely response across boundaries often necessary.

Complications sometimes arise merely from the large number of local governments required to participate in a decision.

Planning is a part of the decision-making machinery.

An effective planning program must be flexible and dynamic, not in the sense of being changeable at every whim, but of being structured in such a way that improvements and new ideas can be incorporated where justified.

Regional planning deals with the problem of boundaries.

In every instance, whatever specific role regional planning may assume, it is primarily an instrument for dealing with development problems which cross existing boundary lines through the application of a continuous planning program.

Applying regional planning poses a question.

Of what area-wide decision-making machinery is planning to be a part? Who is to make regional decisions, and how are they to be arrived at and implemented?

Understanding the proper role of planning is necessary.

The ideal role of comprehensive planning should be to present an inventory of all possible courses of action so that the widest freedom of choice is open to those with the responsibility for making decisions.

Careful delineation of planning regions is necessary.

Because of the wide scope permitted in the framing of regions, which in itself possesses great wisdom, it becomes necessary that some fundamental criteria be established to guide planning as new regional areas are contemplated.

A clearly defined relationship to government is necessary.

In some instances, regional planning agencies have had no practical relation to the governmental machinery needed to execute advisable courses of action, while in other instances regional agencies, given some of the machinery to carry out their findings, have ended by duplicating or conflicting with existing governmental agencies.

A statewide regional framework is needed.

It would appear that a major reason for the delineation of regions might be to find areas where major public expenditures would be wisely

invested, and where local public interest and response can best guarantee comprehensive administration for the accomplishment of area-wide objectives.

Regions then tend to be all things to all men.

The term region has been used independently as a unit of study and analysis by geographers, geologists, economists, sociologists, political scientists, and police administrators, as well as planners.

Functioning urban units make logical planning regions.

Areas within which major comprehensive development decisions are needed are areas where planning on a regional basis is likely to be needed.

Urban functions can be measured and analyzed.

Patterns of communication, patterns of circulation, and transportation, patterns of public and semi-public service facilities, patterns of employment, and patterns of social orientation all can be analyzed to yield a total picture of the intensity of activity in each center, as well as the degree to which these activities extend into surrounding areas.

Many separate elements together yield a total picture.

Data concerning an almost unlimited number of urban functions can be gathered, tabulated, and analyzed to give a useful indication of centers and areas served.

Urban centers can be classified by functional differences.

It is possible to distinguish among the various types of centers

by the services they provide and by the kinds of activities and facilities which draw the population from the surrounding territory to the center.

There is more than one kind of region.

While the concept of interrelated major and minor centers may have a number of useful applications, its primary significance from a regional planning point of view is the suggestion that, just as there has come into being various levels of government, there may be a similar hierarchy of functioning urban units, each with its own characteristics and reasons for being.

Regional delineation must be based upon many factors.

A variety of miscellaneous factors, including major man-made and natural features and barrier elements, tend to suggest where regional boundaries can be drawn.

A generalized map attempts to summarize all factors.

The concern here is to assemble many factors into a picture with overall validity rather than detailed accuracy.

The problems of boundaries must be overcome.

It would appear that the scope of development problems will cross existing boundaries as often as not, and require solutions of a scale comparable to the functioning units that generate these problems.

Existing boundaries may yet have a value.

It might be argued that the rearrangement of boundaries into new political subdivisions, if carefully done, would result in logical

administrative areas within which it would be possible to plan and efficiently meet a variety of important community needs.

More intergovernmental decisions will be needed.

The time appears to be coming when the making of regional decisions involving more than one government, and very likely more than one level of government, can no longer be left to chance.

There is an indirect correspondence between regional areas and existing boundaries.

The chief problem is one of establishing an effective means of bringing the resources of the various governmental agencies to focus upon a variety of major area-wide problems that are unavoidably a joint responsibility.

There should be inter-municipal, inter-county, and inter-state planning regions.

One of the primary functions of intermunicipal, intercounty, and interstate planning would be first to decide, within the areas delineated, what ought to be done, and then how should the responsibility for realizing the specific objectives most effectively be divided between and among the various parties.

Regional planning boards should be made up of decision-makers.

Regional planning boards established at intermediate levels of government, and made up of the executive officials from the areas and levels of government involved, are the only ones which can make effective decisions.

Regional planning is the best alternative.

Theoretically, decisions which best reflect the interest of regional planning board members can be achieved without resort to higher authority, providing there is sufficient time and opportunity to go through the admittedly painstaking process of arriving at solutions that are mutually agreeable to those most affected by the decisions.

Changes are not a prerequisite.

The final question with regard to proposals for intergovernmental regional planning is not whether existing levels of government will be willing to surrender their authority, but whether they will be willing to participate in joint decision-making.

How regional planning can begin.

Within areas where joint operation has some value, the practice of working together can create the foundation and precedents for more formal organization when it is deemed necessary. Cooperation can precede formalization.

CHAPTER II

REGIONALIZATION OF POLICE SERVICES

WHY THE NEED FOR REGIONALIZATION OF POLICE SERVICES?

A. INTRODUCTION.

Without doubt there exists across the country a readily observed march toward regionalization. The favorable results of this move toward regionalization indicate an urgent need for an identical march toward the regionalization of police services across the country. The need to take a careful look at the merits of regionalization of police services stems from the chronic "fragmented" structure of local government and the increasingly concerned interest in law enforcement effectiveness in the many local jurisdictions throughout the nation. In the vast majority of the small, local police agencies, approximately 90% are comprised of 10 or fewer sworn personnel, with 83% of that figure employing 5 sworn personnel or under. These small, local police agencies serve the needs of the communities, hopefully in an effective, professional manner. Most of the units of local government, which show a rapid increase in number throughout the country, comprise incorporated municipalities, special districts, and townships -- all of which, in this report, fall under the specific heading of "local jurisdictions".

National Urban Crisis

The national urban crisis dictates the need for innovative approaches and their planning, development, and implementation to help correct the lack of

effective police services. Factors creating this deficiency of police services, locally, will be given detailed mention later in this chapter,

One of the most overlooked potential solutions to this problem is the regionalization of police powers over a broad regional area, police powers which would extend across jurisdictional boundary lines. Heretofore the crossing of these boundary lines by a police officer required his being in "fresh pursuit", and in the majority of cases the condition was fairly rigid, as many jurisdictions stated the officer had to be in "fresh pursuit" of a felony nature. Simple misdemeanor pursuits, regardless of their nature, were not looked upon by the majority of local government officials as representing probable cause for the pursuit.

B. EFFECTIVE POLICE REGIONALIZED SERVICES.

The likelihood of regionalized services fulfilling the vast police service needs of the small, local police agencies and local jurisdictions can be projected into the following areas of deficiency, among others: Personnel receiving little, if any, training of a significant or usable police nature; sworn personnel lacking almost universally the awareness and knowledge of their police service responsibilities in the local community; and in most cases the faulty police agency organizational structure, which is not in accord with policies and procedures designed to meet the needs of the people of the local community.

C. CONSTRAINTS ON GOVERNMENTAL ACTIVITY.

Restrictions on governmental activity can be easily identified as being prevalent at the local, small jurisdictional city level of government. The steadily increasing number of governmental units in metropolitan areas leaves

one to his imagination as to where and when such growth patterns will, at least, reveal some degree of leveling-off. Hopefully such a leveling-off will occur, and the number of such governmental units eventually decreased.

Organization of government, in a practical and feasible every-day system of operations, is extremely difficult. Many of the problems contributing to the complexity of government systems and operational procedures have a direct bearing on the extensive diffusion of governmental responsibility and overlapping jurisdictions, also commonly referred to as fragmentation of governmental boundaries. Such problems are, without exception, most prevalent and most likely to continue to occur with increased frequency in the local, small communities. The complexity of local governmental operations may not, in and of itself, be a problem of great magnitude, but it has a recurring tendency to obstruct the coordination of local public services, as well as interfere with direct lines of responsibility for local government policy and procedures.

D. LOCAL JURISDICTION POLICE SERVICES.

The need for relevant and applicable considerations of short-range and long-range goals of police service, especially the inherent benefits of the regionalized police programs to the local communities, is indicated by in-depth study and analysis of police services being provided by a number of local governmental units, nation-wide. These local police units relate to the need for highly effective police coordinated services or those services provided by a single, capable, large metropolitan police department. Not enough emphasis can be stressed on the importance and urgency for the continuation of such regional police service efforts.

The benefits of local jurisdiction must be kept in mind, however. It must be remembered that a small city performs a function which is of extreme importance: It enables the average individual to have more knowledge of and increased contact with his particular governmental unit activities if he should desire. If the voice of the people is heard in government at all, it is most effectively heard in the small governmental unit. While the need for regionalization becomes apparent, the necessity and legitimacy of local jurisdiction cannot be lightly regarded.

WHY HAVE LOCAL GOVERNMENTS FOUND IT DIFFICULT TO COPE WITH METROPOLITAN PROBLEMS RELATED TO POLICE SERVICE?

1. Fragmentation of jurisdictions has hindered police service in Metropolitan areas. Only about one-third of the Metropolitan areas are contained in an intercounty basis. The rest spread over multi-county, or often more than one state, as with New York, Northeastern New Jersey, Chicago, Northwestern Indiana, or Cincinnati-Northern Kentucky.
2. Overlapping jurisdictions create problems that often work against quality police service as when City, County, and State Police all provide patrol service to an un-incorporated area. This could be eliminated if the area was annexed by a larger governmental jurisdiction, which would benefit from the increased tax boundary and thus be able to offer the full range of police services when needed.
3. Tax boundaries are of concern in Metropolitan areas because the resulting fiscal disparities often mean that police services become inferior in some areas, due to insufficient financing. The suburban population that uses the Central City for employment, and recreation opportunities has a stake in the quality of law enforcement available in the Central City. The extension of the tax boundary makes it fiscally possible to raise the quality of law enforcement.
4. As a rule, the more independent the governmental jurisdictions in a region, the more difficult it becomes to adequately finance a high level of police service for the region as a whole. The duplication

of many costs associated with administrative overhead, facility maintenance, and auxiliary personnel make for un-needed expenses. Regionalization would eliminate this.

WHAT ARE VARIOUS REASONS FOR REORGANIZATION OF POLICE SERVICES IN THE METROPOLITAN AREAS?

- A. The majority of the people and the bulk of the economic activity is concentrated in the bulk of metropolitan areas.
- B. This means that the law enforcement administrator is faced with more lives, and property that he must protect.
- C. From all indications the growth of metropolitan areas will increase based on population increases.
- D. The growth of metropolitan areas has generally taken the form of sprawl, rather than being planned.
- E. This sprawl has resulted in more than half of the people in a metropolitan area living outside the central city.
- F. The people who live in the suburbs and use the central city have begun to expect high levels of police service throughout the metropolitan area.
- G. Economic disparities found in metropolitan areas make it difficult to finance quality police service for the entire area due to the varying levels of tax loads that can be supported.

CHAPTER III

STIPULATION OF REGIONAL CRITERIA

WHAT REGIONAL CRITERIA ARE OF IMPORTANCE IN THE REGIONALIZATION OF POLICE SERVICES?

- A. Newly established regional police service boundaries can be developed with various uses in mind, such as regionalized police services and regionalized educational centers.
 - 1. This is a major factor for consideration in the adoption of regionalization as the most suitable approach to police services extending over jurisdictional boundaries -- the factor of FLEXIBILITY of design.
 - a. FLEXIBILITY, by its presence, indicates the lack of rigidity in regionalized police service criteria. This is another reason for regionalization approaches to police services rather than any alternatives, although some of the alternatives to regionalization herein mentioned represent approaches which can be used very easily in conjunction with the regionalization approach.
 - b. Many services readily lend themselves to becoming the police responsibility for the larger central-core, metropolitan city such as in Miami-Dade County, where regionalization endeavors are as follows:*

*This listing, because of variance in local jurisdictions to meet the police service responsibilities needed, as well as the larger central police agency to assume the responsibilities, cannot be viewed as total encompassing of such agreements between city-county units of government or any other combination of governmental jurisdictions.

- 1.) Crime laboratory services
- 2.) Centralized Record Systems
- 3.) Centralized and broad-scope communication systems designed to provide local jurisdictions with continuous input-output information capabilities.
- 4.) Narcotics and Dangerous-Drug prevention and enforcement programs.
- 5.) Centralized or specifically selected modern training facilities with provisions for tested and applied methods of instruction related to police training programs.

2. Key factors for the consideration of regionalized police services by local or agency police administrator are as follows:

- a. Flexibility of design and operation for any level of governmental jurisdiction requesting regionalized police services.
- b. The presence of various degrees of regionalized police service efforts, all categorized to area of coverage, type of services to be provided, and partial or complete regionalization of services.
- c. The preservation of local - autonomy or home-rule while effective police services are being rendered through one of the various types of agreements; the retention of local autonomy of the local area expresses the purpose and function of the small city within a metropolitan area. Small, local cities must be granted the powers to exercise their responsibilities of home rule effectively.
- d. The local administration of government when participating in regionalized police services continue to retain the convenience

of being a part of the municipal administration of justice, convenience in attending court, knowledge of disposition of cases affecting neighbors, and seeing the revenue to the local jurisdiction used for the benefit of local government for needs of its citizens.

e. What occurs in one community has an obvious effect upon what occurs in adjacent local governmental jurisdictions.

3. Many metropolitan problems go beyond political boundaries and cannot be confined to local governmental units. The local legislative bodies must recognize these areas of metropolitan interest that extend beyond their own boundaries, and must possess the foresight and the courage to act accordingly. These factors present again arguments for the desirability of regionalized police services, if for no other reason than assurance that flexibility of local governmental activities will continue by local citizens.

WHAT CRITERIA ARE OF IMPORTANCE FOR DETERMINATION OF SIZE OF REGION?

A. There are several criteria which must be considered before a law enforcement administrator attempts to regionalize police service.

1. The region should have broad enough jurisdiction to cope adequately with the crime problem it is expected to handle.
2. The region should be able to raise adequate revenues on an equitable basis.
3. There should be flexibility to adjust government boundaries as required by the level of police service to be offered.
4. The region should be organized on a multipurpose rather than a single purpose basis.
5. The region should be large enough to allow the advantages of economy of scale to be noticed. That can readily be ascertained by the anticipated savings resulting from the elimination of duplicate services, personnel, facilities, equipment, etc..
6. The region should be accessible to and controllable by the people it is intended to serve. That is to say, it is large enough to prevent a single area from dominating, and still reflect the various interests of the communities.
7. The region should provide the conditions for active citizen participation. This will often be determined by the structure of the regional effort, and whether it maximizes citizen support or not. Maximum citizen support is needed on the local level if interest in government is to be maintained on a higher level, such as the state or federal.

8. The regional effort decided upon should have political feasibility in light of the State Constitution, Statutes, or local Charters and Ordinances. This political feasibility means that the proposed regional plan will advance the objectives of the governments affected by the regional effort, and have support of those with the authority to act. The regional effort must be compatible with the existing political power structure if it is to be successful.

B. The above criteria are valid in varying degrees to all jurisdictions, but must be weighed in terms of the localities involved. Each is to be moderated as needed to make a regional effort succeed. Should the law enforcement administrator be seeking the optimum jurisdiction, which is certainly the goal for the long run, certain economic and political criteria must be further clarified.

C. The following economic criteria must be considered in determining how large the region can be based upon the tax support it can expect.

1. The regional police service should cover an area large enough for the benefits of it to be consumed in that area without "spilling over" into other jurisdictions and creating further duplication of services. The law enforcement administrator must be mindful of where the next layer of law enforcement can logically be expected to pick up, be it the county, state, or F.B.I. The diseconomies of scale, when computed on a unit cost basis, is the most logical answer.
2. The region should have enough area so that the benefits of economy of scale may be realized. Economy of scale is the tendency for unit costs of output (police services) to decrease with an increase

in output. This is complicating for the police administrator because many of the police functions have subfunctions that command different considerations. For example, traffic control and enforcement may be best served by the local level, while investigations of auto theft may better be handled by the next layer of law enforcement, such as the county or state.

- D. The above economic criteria are related to the extent that once the region has been determined by population, it must be considered in terms of economy of scale if the benefits of the regional effort are to be consumed in that region.
- E. The application of these economic criteria must take account of simplicity of the organizational structure. Allocation of any police service function, or subfunction, should go to that jurisdiction that can best handle auto theft investigations, so be it. The further application of these economic criteria will be determined by the political alternative selected.
- F. Certain political criteria must be dealt with if the proposed region is to avoid legal and constitutional problems in being implemented. These criteria are as follows:
 - 1. The region should have a geographical area of jurisdiction adequate for effective performance.
 - 2. The region should have the legal and administrative ability to perform the services assigned to it.
 - 3. Every region should be responsible for a sufficient number of functions so that it provides a forum for resolution.

- 4. The region should remain controllable by, and accessible to, its residents.

- G. In determining the optimum jurisdiction, the following selected economic and political criteria must be applied to the local situation:

- 1. The benefit area for law enforcement is intended to be the community as a whole. In an area where law enforcement is more vigorous than in another area close by, there is a spillover not of the benefits of police service, but of the problems of inadequate police protection. In most every metropolitan area there is at least one town that is known to be wide open. The doctrine of "hot pursuit" allows for the criminal to be pursued into another community, but the costs of doing so can be reduced by more efficient law enforcement such as would result from regionalization. If the lower level of law enforcement in a wide open town is due to a lack of the necessary funds to operate all specialized services that are needed, then regionalization is definitely an answer. The law enforcement administrator should analyze his records of "hot pursuits" and the addresses of criminals apprehended who reside outside his immediate jurisdiction, in order to determine location of any trouble spot close to his jurisdiction.
- 2. After determining the benefit area that would exist under a regional police service program, the administrator should compute the economy of scale results for the proposed region on a cost per unit basis, being mindful that the regional effort provides the opportunity for the following:

- a. The reduction of costs due to the elimination of duplicate job function.
 - b. Retaining the same cost level by using the potential savings for purposes of expanding specialized police services to meet the law enforcement needs of the region.
3. Once the police administrator has determined the benefit area and the economy of scale that regionalization offers, he must next consider the legal problems that may hinder effective implementation of regionalization. The statutes, and ordinances of the state, county, city, or municipality involved may block some types of regionalization efforts and yet be conducive to another type of effort. This ultimately may determine whether the regionalization effort is to take the form of a contractual agreement, annexation, compact, city-county consolidation, etc..
4. The final consideration the police administrator must face is that of citizen participation. Citizen participation is vital to the success of regionalization. It is the policeman directing traffic, patrolling the beat, etc., that the citizen identifies with police protection. At the same time, the policeman directing traffic, or patrolling the beat is gaining intimate knowledge about groups, and places in that area. This relationship is valuable to the citizen's feeling of security, and to the effectiveness of the police department. Regionalization need not give the impression that this will be altered. In fact, this relationship will continue since these same functions will have to be performed. It can be strengthened once the citizen understands that both of these police functions are backed up by specialists who can expand the protection of the citizen. There is no change, only improvement.
- 45

H. A total or partial regionalized police service approach has many parts and many functions. Properly planned, regionalization of such services can make the local community environment desirable and strengthen the business districts' functional ability and capacity through increased and more effective security measures. Participation by business leaders and other personnel in community programs and activities also will widen the range of safety and security developments, improve regional accessibility for the movement of people and goods based upon the degree of participation and community interest shown, as well as bring about greater effectiveness of police services within the region. The reality of such achievements is dependent, however, on an initial detained appraisal of the needs of the area and the capability and desire of the community to provide the quantitative and qualitative police services required through a regionalized police service approach.

46

WHERE CAN FINANCIAL AID BE OBTAINED TO AID IN REGIONALIZATION EFFORTS?

- A. The Omnibus Crime Bill and Safe Streets Act of 1968 makes monies available to those areas desiring assistance in any way whatsoever or, through block grants to the state planning agency within the police agency's particular state, monies to enhance regionalization efforts for them. A federal grant and aid money may be obtained once the federal government has been apprised of an area's needs, by way of an evaluation and proposal.

CHAPTER IV

CHARACTERISTICS OF REGIONALIZED POLICE SERVICES

WHAT IS THE JUSTIFICATION FOR AND BENEFITS RESULTING FROM REGIONALIZING POLICE SERVICES?

- A. The preliminary states of regionalization efforts will be the most difficult for all parties involved. The psychological adjustment to a new concept will account for this in large part. Once it is accepted that the concept of regionalization is not intended as a test of anyone's authority, but rather a joint effort in meeting the needs of the future, planning and implementation should proceed more smoothly.

Cooperation and coordinated efforts through interlocal agreements, contractual agreements, functional consolidation or central services consolidation -- all methods for regionalizing police services between local police agencies or with the state for joint administration of their respective functions promotes the ease of regionalized program implementation.

- B. The police chief can begin the regionalization process by suggesting it to the city administration -- he may push for it through the press and other news media -- but he is powerless to act until the city administration or local government officials make the decision to go ahead. The state and/or city police administrator can make great headway for regionalized efforts by determining the exact physical makeup

of other agency(s) participating. Determining the number of personnel in all job categories, physical resources, past capabilities and overall expertise of other participating agencies is vital preparatory work for the administrator's proposal of regionalization to government officials.

- C. In regionalization of police services, new job areas are created where needed, using police employees with "carry-over" skills if possible. A technician in a crime lab, for example, may have skills that can be re-adapted to some new job that broadens the work of the lab, if his old job is to be filled by a man from the larger or another department. This application of personnel skills reveals that regionalization of police services means expansion of services.
- D. Regionalization carries with it the opportunity of two or more police agencies to share the costs and responsibilities of functions and services with one another and with the state.
1. Transferrable police services or functional responsibilities having the consent of each department involved can be handled with relative ease.
 2. All participating police agencies may lend their credit to one another in connection with any authorized police service or function.
 3. Difficulties in recruiting and training qualified police personnel, such as crime lab specialists, detectives, traffic accident investigators, etc., can be eliminated.
 4. Recruitment campaigns are less frequent, since turnover can be expected to be low due to equable salaries, sharing in the effectiveness capabilities or regionalized police services and function, etc.
 5. Competitive salaries when a small agency forms with a larger one is an attractive inducement for regionalization -- promotes motivation

of personnel goals and objectives in carrying out responsibilities.

6. The usual requirement that the police employee reside within a specific local government jurisdiction is eliminated.
7. Direct decision-making based on the calculation of a specified police service to be assumed by another, more capable agency, provides a regionalized police management advantage.
8. Simpler adjustment to existing activities, and association with officers who have high-level expertise, must become an end product leading to effective police services related to regional management efforts.
9. Greater acceptance of police services and functions by current police employees and the public they serve over a regional area will be measureable.
10. There will be no space problems because of hemming in by local jurisdictional boundaries. Other agencies involved share in space allotment for services and functions.
11. There will be reduced cost or the same cost through utilization of police services of a larger, more powerful and capable force.
12. Equipment decisions left to specialized police personnel knowledgeable in the use and proper maintenance of such now become available in the combination of talent of a professional personnel source from a large municipal, county or state police agency -- a force possessing practical experience and trained and educated line and staff officers required to meet the communities' needs.

13. Through the regionalized approach, smaller police agencies are provided the opportunities to utilize the newest technological developments, such as scientific crime detection equipment, access to automated computer recording and retrieval operations for collected or received data and the use of trained dogs (if applicable).
14. The availability on a standby basis of equipment for a variety of police services and functions for all local regional departments enables the much sought after effectiveness and safe participation in those functional areas where the utilization of such physical resources will be made.
15. Immeasurable decreases in the duplication of effort will result in a number of small, local police agencies attempt to implement a new system or upgrade an old system of police functions.
16. Citizens of the local jurisdiction can maximize the degree to which law enforcement personnel, sworn and civilian, are usefully deployed, based upon the measurement of local data reflecting local needs.
17. Greater, much more effective communication systems and the newest techniques and methods can be readily shared by participating agencies. If this fact existed alone, it would suffice justification of regionalized police services.
18. Regionalization will facilitate the more efficient and economical use of available resources existing throughout the established region.
19. It will provide, depending on the types of services and functions coordinated, all local police agencies and the state agency with common data and information on the deterrence, detection and prevention

- of crime and the extent of police activities taking place with the regional boundary.
20. It will facilitate voluntary intergovernmental cooperation and coordination to assure optimum utilization of all police agencies and their potential to meet regional police needs and functions.
 21. There are distinct advantages, such as efficiency and the ability to handle expanded or new police services and functions with little, if any administrative problems on a regionalized scale; this factor more than compensates any increased expenditure factors which may cause concern by local jurisdictions.
 22. Current, practical, and usable on-line police equipment permits centralization of administrative and management functions by the larger, more well-equipped agency, while at the same time providing geographic decentralization of quality police services and functions throughout the region. Even though such police equipment would be maintained by a centralized agency, its utilization throughout the regional area provides smaller agencies with the crime fighting capabilities essential to the determined needs and priority of each local jurisdiction within the region.
 23. Regionalization of police services approach cannot in any way restrict the benefits of police operational effectiveness obtained. This approach minimizes the problems intrinsic to the recruitment, training and retention of qualified police specialists (crime lab technicians, traffic investigative and analysis units, training specialists, etc.).

- E. Not only does regionalization of police services present an attractive design and the most practical approach with immediacy of operations, it also leaves intact local jurisdiction autonomy and the presence of home rule government while developing cooperative action over a much larger geographical area. The value of such an innovative approach rests with the extension of police authority over jurisdictional boundaries in order to meet the challenges presented by the prevalence of criminal activities as well as the need for local public protection.
- F. There is an abundant body of knowledge related to police services and functions throughout the United States. A lack of communication and information heretofore loomed as an associated problem in creating regionalized police service areas, services and functions.
- G. Several trends toward regionalization are worth noting:
1. The adoption of contractual agreements, interlocal agreements, functional consolidation of selected police services and functions by local governments with other governmental units at the county, city and state level, is increasing, though at a slow pace.
 2. The degree of cooperative use of equipment, manpower, administrative and management concerns is also showing an increase.
- H. For the most part those police agencies or local jurisdictions which seek involvement and assistance through regionalized police services show the common tendency to be understaffed due, primarily, to inadequate operational funds and personnel shortages.
- I. The absence of funds is less frequently mentioned than the absence of qualified, skilled personnel. In many small jurisdictions requiring police services, there at times exist no local personnel, regardless of

their qualifications, who want a job in law enforcement. In other small jurisdictions, low salaries are offered and those personnel hired in no way have the expertise and/or motivation to do what may be required of them by local ordinances and/or the police service tasks that arise within the local community.

- J. Police services provided by larger well-equipped agencies show an increase in utilization of specialized police tasks and activities in smaller, less capable and equipped agencies.
- K. Some method of central purchasing offers advantages:
1. There is a considerable degree of purchasing of police capabilities by local jurisdictions from sources inside and outside the public sector. The arrangement is simple -- one government pays another body to perform a service.
 2. The extent of this practice is highly recommended for consideration by local governmental officials, and is a practice which is sure to broaden in scope and applicability when direct focus by local government officials is placed on the need for qualified and capable police services.
- L. The amazing rapidity of occurrences of criminal activity in even the smallest political jurisdiction can only be checked by the planned and organized efforts of police administrators to encourage the serious consideration of cooperation with respect to regionalized police services by local government power officials in small jurisdictions with the metropolitan area. The future adoption and success of cooperative arrangements on a regional basis is, of course, subject to a number of variables and the inherent unpredictability of the process interwoven with politics at the respective levels of government.

- M. There is no absolute yardstick by which to measure the appropriate or proper pace for conversion to regionalized police services.
- N. Proceeding with deliberation will achieve the desired result, however, as it has in these two instances:
1. The combined City-Parish (county) government of Baton Rouge, Louisiana is an example of a centralization of police services spread over a decentralized or larger (regional) area for increased efficiency.
 2. Alameda County and local San Francisco area police departments co-operatively utilize a Police Information Network based in the Alameda County Data Processing Center.
- O. If we approach the task of regionalization of police services with optimism, with a willingness to coordinate and cooperate and to compromise, with eagerness to accept new ideas and to improve on them when possible in regionalization attempts, and with enthusiasm, desired goals can, and will be, achieved.
- 55

WHAT CRITERIA ARE USED IN DESIGNING REGIONAL POLICE SERVICES TO COUNTERACT PROBLEMS ARISING WITHIN THE REGIONAL JURISDICTION?

- A. Police Administrators involved in inter-regional police service programs have the direct responsibility of determining the extent of co-operation. Evaluative criteria will provide a beginning for such co-operative efforts by police or agency administrators at all levels of government. It is anticipated that evaluative guidelines and the measurement and evaluation of the state level of co-operation will be forthcoming with the Federal LEAA acceptance of guidelines for such levels of co-operation.
- B. Police administrators are responsible for bringing about the desired and acceptable level of community participation at the local jurisdictional units in the planned regionalized police services area. They can accomplish this by adhering to guidelines appearing further on in this report.
- 56

WHAT ARE THE PRESENT LIMITATIONS OF TERRITORIAL BOUNDARY LIMITS?

- A. Local police services are usually covered by city ordinance with the sworn personnel given the power of peace officers. They enforce the state laws within their jurisdiction and ordinances passed by the municipal jurisdiction.
- B. The power of a municipal or county peace officer is limited to the boundaries of his municipality or county, except as statutes may provide otherwise.
- C. The police officer serve only within his own territory; outside it, his authority is not greater than that of a private citizen, and he cannot, with or without warrant, make an arrest outside his territory where the charge is a misdemeanor.
- D. The police officer, however, have authority to make felony arrests outside his territory in cases of fresh pursuit.
- E. In the absence of statute, the power of a sheriff or officer is limited to his county, and he cannot execute a writ out of his own county.
- F. Under some statutes, a municipal police officer may make an arrest anywhere within his own county under a warrant issued by the proper authority of his municipality for an offense committed therein.

WHAT STATISTICAL DATA SUPPORTS THE NEED FOR REGIONALIZATION?

- A. There are in excess of 300,000 sworn police personnel in the nation's local police forces. Organized local departments reveal in excess of 40,000 separate police agencies. More than 200,000 officers are in the 39,695 police departments serving county and smaller local units. An approximate, believed to be conservative, indicates 110,000 officers are employed in the large departments of cities over 250,000. (New York City, the largest, has a force of 32,000 plus sworn police officers.)
- B. Over 90% of all sworn police personnel comprise the ranks of agencies having 10 men or under. Of the 90 percent, slightly over 83% of the agencies employ 5 or less fulltime sworn officers.
- C. The number of small, local agencies continues to increase, creating further fragmentation of jurisdictions and accompanying ineffectiveness of police services.

HOW CAN REGIONAL BENEFITS TO POLICE SERVICE BE APPLIED?

- A. The optimum size of the region must be considered from the aspect of the functions of police service: patrol, investigation, traffic, laboratories, communications, records, training, and jails.
1. The patrol function is best handled by the most local level of Government because:
 - a. Citizen support is more easily secured.
 - b. Citizens can make known the level of service desired within their means.
 - c. Community goals in law enforcement are better reflected and achieved.
 2. Criminal investigations are not confined to the small area that patrol functions are. Due to strong local autonomy and the lack of financial resources among local governments, the investigative function may be handled better on a larger scope. The reduction in the number of jurisdictions providing investigative functions would allow more funds for better qualified specialists, and reduce the friction from investigators crossing into a neighboring locale during the course of an investigation.
 3. Traffic law enforcement is one function that increasingly requires specialization. The establishment of a full fledged specialized traffic division should include the following functions:
 - a. Accident investigation
 - b. Recording and analysis of data
 - c. Centralized traffic enforcement patrols
 - d. Motorized parking and movement supervision
 - e. Intersection control

There is no formula for determining the size of the jurisdiction before this degree of specialization becomes advisable. Some argue that a city must have a population of 50,000 before it can support this degree of specialization, and yet some cities of 25,000 have specialized traffic enforcement divisions with the full line of traffic specialization.

4. Crime laboratories may work well in a regional effort whether they are undertaken by either of the following methods:
 - a. All laboratory services may be moved to a regional level. All testing is done there.
 - b. The local laboratory may be retained as a liaison between the regional laboratory and the local police investigator. The local laboratory performs those tests that do not require such a high degree of specialization.

The police administrator will want to choose between method a or b depending upon the benefits he can receive from less duplication of equipment, space, and personnel, and the extent to which he would have access to better trained police scientists.

5. Communications has many benefits to offer when employed on a regional level. When there is a breakdown in communications, criminals stand a better chance of escape by the use of modern automobiles, and better highways. A rapid communication system that lets a force be dispatched immediately into the area reduces the chance of criminal escape. Law enforcement mobility requires this high degree of communication ability. The degree of which a police administrator will find regional communications systems beneficial will depend upon what he can expect to save by the following:

- a. Less duplication of equipment, space and personnel.
 - b. Ability to make better use of qualified people necessary for the maintenance of the equipment.
6. Central records reduce the time lapse in gaining and disseminating information. The following is made possible by central records:
- a. Identify patterns of occurrence to indicate organized crime activity in areas such as stolen property, check forgery, and automotive theft.
 - b. The best possible use of national and state files, and services.
- Due to the close working relation between central records and the crime laboratory, the police administrator will have to consider whether regional records can benefit his department. Savings can be expected through the elimination of duplicate equipment, space, and personnel. Another prime consideration is the benefit of better technical equipment, and trained technical personnel that regional efforts afford. This must finally be determined by the local situation.
7. Training facilities are especially suited to regional efforts because of the following:
- a. Eliminates wasteful duplication
 - b. Provides more adequate programs
 - c. Introduces a higher quality of instruction
 - d. Keeps the departments from becoming "ingrown" through the exposure to police personnel from other departments throughout the region.

Coupled with this is the prospect of conducting recruiting on a regional level to achieve the following:

- e. Broader selection of candidates
 - f. Each municipality has a broader roster of candidates from which to choose those that most closely fit its need.
- The police administrator must consider the savings available from the elimination of duplicate personnel, space, equipment, and buildings, as well as the benefits of better trained police instructors, in deciding to move ahead with regional training facilities.
8. Regional jails offer certain advantages to the police administrator when they are placed on the regional level. It offers the opportunity to reduce the expense of jail maintenance, and the personnel assigned to it. In addition, rehabilitation efforts can be more extensive on the regional level through the use of better trained personnel. The final decision on a regional jail must come from the local level, and the degree to which the local department feels that jail operations is a police function.

WHAT TYPES OF ORGANIZATIONAL FUNCTIONS COULD BE CONSIDERED AS SERVICES NECESSARY TO BE PROVIDED TO ALL JURISDICTIONS IN THE REGIONALIZATION OF POLICE SERVICES?

DETECTIVE DIVISION

Headquarters Bureau	Line
Watch commanders detail	
Identi-kit detail	
Gun Registration	
Jail crimes, gang lists, stolen property	
Homicide Bureau	Line
Investigation of homicides	
Investigation of kidnappings	
Metropolitan Bureau	Line
Stakeouts, surveillance, patrols	
Special investigations	
Special security activities	
Special Units Bureau	Line
Arson detail	
Fugitive/warrant detail	
Auto theft detail	
Burglary detail	
Forgery/fraud detail	
Robbery detail	

Narcotics Bureau Line

 Investigation of narcotics cases

 Investigation of narcotics sources and dealers

Vice Bureau Line

 Investigation of gambling, pornography,

 prostitution and other vice problems

 Enforce county business license ordinances

 and those of contract cities

Detective Division Administration Administrative

 Provides overall direction and coordination
 for detective division activities

PATROL DIVISION

Sheriff Station/Consolidated Line

 Custody and care of prisoners

 Bailiff responsibilities

 General law patrol

 Station detective operations

 Special officer programs

 School crossing guard program

 Traffic patrol

Aero Bureau Line

 Investigation of aircraft accidents

 Search/rescue/transportation

 General law patrol

Special Enforcement Bureau Line

Emergency services (scuba, rescue)

Disaster and civil disturbance operations

Security operations

Saturation patrols

Civil Defense Bureau Line

Coordinates civil defense readiness

Traffic Law Enforcement Detail Line

Advice and assistance on traffic problems for
contract cities

Evaluating current traffic programs and
recommending improvements

Patrol Division and Area Administration Administrative

Provides overall direction and coordination
of patrol division activities

JAIL DIVISION Line

Custody, security and care of all sentenced and
pre-sentenced prisoners held in facilities

CORRECTIONS DIVISION Line

Custody, security, and care of the sentenced
inmates

Provision of programs designed to rehabilitate
inmates

65

CIVIL DIVISION Line

Serving and enforcing civil and criminal
process

Provision of bailiffs to police the courts

TECHNICAL SERVICES DIVISION

Record Bureau Line

Maintenance of juvenile index file, finger-
print identification files, and central
warrant file

Maintenance of master index file of names and
cases, booking records, report files, and
other internal files

Scientific Services Bureau Line

Operation of the photographic laboratory and
the crime laboratory

Investigation and analysis of evidence

Automotive Section Support

Supervises the assignment and maintenance of
the fleet of county-owned vehicles assigned
to the Sheriff

Radio Unit Support

Operation of the radio network linking
station and field units

Operation of intercity radio link to other
sheriff departments and agencies

66

Teletype Switching Unit	Support
Transmission of crime broadcasts from law enforcement agencies in the county	
Computer access and switching	
Relay of teletype communications locally, state-wide and nation-wide	
Disaster Communications Unit	Support
Provision of communication systems and links for use in disaster and emergency situations	
Transportation Bureau	Line
Transportation of prisoners to courts, stations, jails, and state institutions	
Transportation of juries and mentally ill persons	
Emergency transportation services	
Management Staff Services	Support
Design and implementation of computer applications	
Forms design	
Report and statistics production	
Systems analysis studies	
Technical Services Division Administration	Administrative
Provides overall direction and coordination of all technical services division activities	

ADMINISTRATIVE DIVISION

Administrative Services Bureau	Support
Investigates complaints against employees of the department	
Pre-employment investigations	
Review performance of former employees	
Personnel Bureau	Support
Hires and processes of applicants for positions	
Maintains personnel records	
Controls identification items	
Career Development Bureau	Support
Develops grant programs and secures funds	
Provides assistance to organizations for developing criminal justice oriented grants	
Long range planning assistance	
Research and Development Bureau	Support
Evaluation of operations and updating of procedures	
Analysis of statistical reports and studies	
Conduct of surveys and workload studies	
Reserve Forces Bureau	Support
Reserve support of regular station patrol activities	
Reserve support for back-up manpower in disasters and civil disturbances	
Search and rescue operations	

Training Bureau	Line
Schedules, staffs, and conducts recruit and in-service training classes	
Sheriff's range operation	
Program development	
Training positions	
Administrative Division Administration	Administrative
Provides overall direction and coordination of all administrative division activities	
Office of Business Management	Support
Jail stores and personal property commissary	
Accounting, budget reports, procurement, payroll, and audit	
EXECUTIVE DIVISION	
Sheriff's Office	Administrative
Offices of Sheriff, Assistant Sheriff, and Undersheriff	
Overall policy determination and coordination	
Community Services Administration	Administrative
Overall supervision of community services bureaus	
Coordination of the contract cities program	
Community Relations Bureau	Support
Communication and contacts with community groups to improve relations with police	

Education of general public to reduce intergroup tensions and improve police/minority relations	
Information Bureau	Support
Dissemination of information and news to the general public and media	
Press credentials and liaison	
Industrial Relations Bureau	Support
Gathers and evaluates information concerning labor-management relations and disputes	
Maintain liaison with union officials, management personnel, and government labor relations units	
Intelligence Bureau	Support
Undercover surveillance and intelligence gathering	

WHAT GUIDELINES CAN THE POLICE ADMINISTRATOR USE IN DETERMINING^{INT} NUMERICAL
POLICE STRENGTH?

Police Service Needs

The Area to be Covered

The Heterogenous or Homogenous Character of the Area

The Degree of Crime Prevention Expected or Crime Suppression

The Moral Tone of the Community

Geographical Makeup

Population Trends

Transient Population

Called-for Services

Inspectional Services

Routine Patrol

Traffic Enforcement

General Crime Pattern

Population Concentration

Geographical Relationship of Residential and Commercial Establishments

Miles of Streets or Business Districts in Need of Enforcement Action

Allocation of Sufficient Man-Days to Accomplish the Work

The Numerical Strength of Departments Serving Comparable Size Cities as
Determined by the FBI Uniform Crime Reports

HOW DOES REGIONALIZATION INCREASE INTER-GOVERNMENTAL COOPERATION?

Regional area-wide government advocates have become increasingly optimistic that regionalization of police services will soon be realized. As a matter of fact, tremendous advances in this direction are in evidence. This statement is supported by:

1. Federal assistance for the rapidly growing number of metropolitan governments and metropolitan planning agencies.
2. The rapid increase in adoption of county home-rule charters in single-county metropolitan areas.
3. The visible importance of adoption efforts by many urban counties which inherently draws with it regional police powers.
4. Inter-agencies - city, state, and federal - coordination through police operational programs, and fine intergovernmental cooperation, the extent of which is vastly increasing.

CHAPTER V

PLANNING, ITS NATURE AND ITS PROCESS IN THE REGIONALIZATION OF POLICE SERVICES

HOW DOES THE PLANNING PROCESS RELATE TO THE NEED FOR REGIONALIZATION CONSIDERATION?

A. THE NEED FOR REGIONAL DECISIONS

The need for regional police service can be summarized by the following eight points. The police administrator should have an awareness of the importance of these issues in the planning and development stages of his department.

1. There will be a population increase, and new developmental changes will accompany an expanding population.
2. There will be an increase in number of police.
3. There will be an increase in the police work load.
4. There will be an increase in training needed.
5. Planning is necessary to meet the training requirements.
6. Major problems are regional. Many vital services cannot be supported by the average municipality, yet they should be located, designed, and operated in an accessible area within the region, easily reached by all concerned jurisdictions. Local planning cannot be expected to solve regional problems, but local awareness and participation is necessary.
7. Time is of the essence. It takes a very long time to get a working committee established and functioning properly. Timely responses

across political boundaries (municipalities and counties) are necessary.

8. Permanent regional police organizations must:

Plan regional police services to meet existing needs.

Foresee problems.

Agree on solutions.

Confer with other active regionalized police agencies.

Work together to solve state-wide and interstate problems requiring professionalized police efforts.

B. THE REGIONAL POLICE SERVICE PLANNING PROCESS

Most broadly defined, planning is a process of preparing for the future in time to allow for the most judicious selection of desirable courses of action.

1. The first step of the planning process involves anticipating possible needs, problems that may develop, and possible alternatives that may be available.
2. The second step in the planning process is that of analyzing various alternatives, combinations of alternatives, and their possible consequences.
3. The third step in the planning process is that of facilitating desirable choices and usable decisions within strict limitations of time. To be both effective and desirable, decisions have to meet three basic criteria:
 - a. They must render reasonable satisfaction to their sponsors.
 - b. They must be reasonably sure of achieving the results intended.
 - c. Each decision must not violate or cancel the objectives or means of achieving other decisions.

4. The fourth stage of the planning process is that of insuring proper execution.
5. In the fifth and final stage, the planner has the responsibility for appraising results and reporting upon the effectiveness of various decisions as they influence subsequent decisions. This activity, which has become known as "feedback" is used for the purpose of modifying future goals and improving future techniques.
6. It is implicit in the concept of regional police service planning, as a process, that each step in the sequence is ultimately vital to the quality of the end-product. Inasmuch as crime and police problems cross state lines with great regularity in the regional police service approach and particularly along state border areas, the possibility of inter-state regional coordinated activities of a police nature should be considered. While region-wide needs are of primary importance, some weight and consideration must be granted the possible assistance by out-of-state or out-of-region police departments facing very similar enforcement priorities and centralized needs.

C. REGIONS AS PLANNING AND DECISION-MAKING UNITS

Each set of regions is designed to serve a particular purpose, and no two delineations are identical. Some are urban-centered while others are natural resource oriented. There are marked variations in the number of regions used, in their size, population, and boundaries. There are, however, similarities in that certain cities are used consistently as regional centers by various agencies, and similar regional boundaries often appear.

D. FACTORS AFFECTING REGIONAL PLANNING OF POLICE OPERATIONAL LOCATIONS

The ideal police service areas which best fit regional planning purposes are those which make feasible and desirable an area-wide approach to developmental issues and community problems. The following regional factors must be considered when seeking a centralized or specific focal point of operations.

1. The Effects of Technology on Regional Groupings

Changing technology affects resource regions more slowly; depletion of resources or addition of hydroelectric power are examples of factors which bring change to this type of region.

2. The Effects of Population Growth on Regional Groupings

The population growth of the state has at times necessitated the merging of areas which originally were separate and distinct.

3. The County as a Building Block for a Region

With certain major exceptions, the county has long been the most common building block for regional analysis.

4. Political

This is the single area which, when aggregated, covers the entire state; many organizations and public agencies are structured along county lines; in all states most congressional district lines and many legislative district boundaries follow county lines; possible relationships of new regional activities to existing ones nearly dictates that smaller lines be followed.

5. Historical

Only to the extent that a new regional pattern can be used independently of existing organizations and information, or can be recombined

into alternative groupings of data that fit both county and other patterns, can it be successfully operated on other than county lines.

E. MORE EFFICIENT PLANNING AND PROGRAMMING

The use of regions allows localized planning and programming based on local needs. It provides for local planning to be initiated for strictly local problems. It provides an opportunity for coordination of activities at a state level. The use of regions presents an opportunity to establish responsible local administrative contact points for specific purposes. It allows planning to be done for specific regional needs and the development of locally beneficial programs.

F. PRINCIPLES OF AREA-WIDE PLANNING FOR LAW ENFORCEMENT REGIONS

Area-wide planning has as its objective the development of regional facilities and services which can provide the most efficient police services for all citizens in the area.

1. Good area-wide planning should be comprehensive.

It should provide for the entire geographical area of service.

It should encompass the present and future status of regional police services and needs, encouraging the development of long-range plans consistent with area needs.

It should provide for regional services requested, availability and acceptable to all citizens within the region.

It should assure access to adequate training facilities for all officers in the region.

It should assure equal emphasis to all types of training, including pre-service, in-service, staff and administrative, specialized, and academic.

It should take into account services which are available from more specialized facilities (other police departments, universities, and colleges) in regional areas and make arrangements for effective working relationships.

It should take into consideration manpower requirements and make provisions for meeting them.

2. Good area-wide planning is concerned with combining and coordinating the training facilities and police services, creating a saving in capital investment and operating costs, as well as enabling more efficient use of personnel. It can justify independent police training facilities only when there is sufficient population base to support a comprehensive range of services, and a high standard of community support.

It should have an operational program that eliminates unnecessary duplication.

It should promote the closing of inadequate (too small or understaffed) training facilities, where distance or sparsity of population cannot justify their existence.

It encourages the development of agreements for the exchange of services between facilities and agencies.

3. Good area-wide planning is concerned with quality.

It encourages adherence to recognized criteria for gauging standards of professional police services, when conducted on a regionalized basis.

It seeks to bring all police services back into the mainstream of law enforcement advances through a well directed and discipline regional support.

It seeks to raise the standard of law enforcement service in small communities by arranging for affiliation agreements with regional police agencies.

4. Good area-wide planning is concerned with continuity of effective police services.

It must seek to provide the officer with a continuity of services from pre-service through specialized training, including continuity between in-service and all instructional courses provided.

It seeks to coordinate pre- and in-service and academic courses, by locating centralized training facilities in close proximity to existing academic facilities.

5. Good area-wide planning is concerned with the economical expenditure of funds.

It should propose a program to provide the types of services and facilities needed for the area in a manner which is within the financial resources available to the area, and which will provide adequate facilities most economically for the long-run. It should recommend the construction of training facilities in locations which would be most advantageous, now and in the future, to regional police service program.

It should suggest an alternate, primary police headquarters location.

CHAPTER VI

ALTERNATIVE APPROACHES TO REGIONALIZATION

WHAT ARE THE ALTERNATIVE APPROACHES TO THE REORGANIZATION OF LOCAL GOVERNMENTS IN REGIONAL EFFORTS?

- A. Extraterritorial powers are those powers which a police department exercises outside its ordinary territorial limits to regulate criminal activity, or to assist in providing police service to citizens within its own territory. Often this takes the form of "hot pursuit", or serving arrest warrants.
 1. Scope of use of Extraterritorial Powers varies among the states and cities by the type of power authorized. A few states grant local police the power of extraterritorial regulation of morals, such as gambling, sale of liquor, and use of liquor. Few cities are actively exercising such powers. These problems are considered to be of a regional nature, and therefore are left to the states. Regionalization can provide an alternative to localities relying on the state to perform these functions.
 2. Extraterritorial Powers will improve the strength of police service in a region if it does not deter the city from cooperating with other communities in a regional approach yielding greater overall benefits.
 3. The use of Extraterritorial Powers does little to upset the political status quo. While it represents the exercise of police powers from the outside, it is this very lack of power that often will cause a community to accept it. It is the new exercise of a power, rather than the shift of a power that makes it appeal to many situations.

4. There are certain weaknesses inherent in extraterritorial powers.

- a. There is a strong possibility of creating intergovernmental friction if the outside police department does not carry out its function in a highly professional manner.
- b. Extraterritorial Powers have limited applicability. With the exception of controlling morals, serving warrants, and aiding "hot pursuit", there is little the police administrator can expect from such arrangements until a fuller range of inter-governmental services has been added.

B. An inter-governmental agreement is another alternative. Inter-governmental agreements take two forms, either or both of which may be used.

1. Agreements which provide for the joint exercise of police powers.
2. Contracts which are business transactions that provide for the sharing of services, such as police patrols, training facilities, or purchasing.

They prove helpful particularly in areas where the population is growing, declining, or changing in character. Agreements and contracts do not require modification of the basic governmental structure, and yet adapt easily to shifting levels of police service that may be required.

3. The procedural adaptation of inter-governmental agreements take such forms as:

- a. Exchange of Information
- b. Sharing facilities
- c. Rendering mutual aid services

4. Procedural adaptation is possible through:

- a. Informal understandings
- b. Parallel formal action pursuant to specific charger or statutory provisions
- c. Formal contracts or agreements. This is the arrangement that holds the most potential for the police administrator.

5. Formal agreements and contracts make possible:

- a. Economies of scale
- b. Provision of specialized services that are not otherwise available to small governments.
- c. Maximum use of certain types of facilities, such as training centers, communications, purchasing, or jails, which the government is authorized to provide on its own authority.

6. All state constitutions authorize agreements and contracts that cover many of the diverse functional needs of law enforcement. The police administrator should check to see if he is limited in any of the following ways in attempting to enter into an agreement or contract:

- a. Is authority extended to a limited number of jurisdictions?
- b. Is authority granted only to similar units of government? (That is, county to county, third through fifth class city to third through fifth class city, etc.)
- c. Is authority granted for federal or interstate situations?
- d. Is the authorization broad, or is it specific and functional in nature.

7. The police administrator should note types of contracts that have met with success in many regions of the country. These two types are:

- a. Vertical
- b. Horizontal

- (1) The vertical type of contract has the benefit of allowing the larger unit of government supply services or facilities that the smaller unit cannot afford, or could not utilize to the fullest.
- (2) Under the horizontal type of contract, rural areas contract with other rural areas to provide services that are jointly needed. This has occurred in areas where there are two small towns, either of which would be hard pressed to provide police service by itself.

The legal limitations placed on the police administrator may determine if he can best utilize a "vertical" or "horizontal" type contractual situation. In other words, what may appear to be a limitation, might in reality, be the opportunity for a different course of action.

- 8. To implement a particular contract for a particular region, one must of course look at the unique situation that exists in that region. There are certain guidelines that must be considered in all attempts.
 - a. What specific service or function is to be provided by the contract?
 - b. Is the proposed contract authorized, or permitted by.
 - (1) State Statutes?
 - (2) Local Charters?
 - (3) Local Ordinances?
 - c. What other alternatives exist that may be of more benefit to the parties that are considering contractual services?

- d. Can the service or function be performed better by contracting?
- e. Will the contract be detrimental to performing other services that are not within the scope of the contract, and therefore will be preformed by each unit of government itself?
- 9. After answers to these preliminary considerations have been determined, the need for a joint leadership board must be met before moving into the drawing of the contract. All parties should reach a consensus on the following:
 - a. Who is to be on the board?
 - b. What specific powers will it have?
 - c. Is the board to exist for the duration of the contract or is it to be Ad Hoc?
 - d. Will the board serve as the communication center to answer questions about the contract, or will each unit handle the community relations aspect through its own department?
 - e. Will the board study other ways that contractual services may be broadened beyond the initial contract? In other words, if the original contract is to provide regional patrol service, will it study ways that the same parties will contract for regional jail services?
- 10. The contract should contain answers to the following:
 - What is the legal authority for entering into this particular contract?
 - Who is involved in this contract?
 - What is the need for this contract?
 - What are the definitions of the terms used in this contract?
 - What service or function is provided for in this contract?

What level of performance is expected from this contract?

What equipment, facilities or incidental services will be needed, and who will provide them?

What are the limitations or restrictions that are to be imposed on this particular contract?

Which party, or parties, will assume legal liability under the contract?

Who is to pay for the service, the local governments, or citizens directly?

How will the funds be collected, and by whom?

Does the total cost specify all items covered? Salaries, fringe benefits, overhead, office supplies, etc.?

Are the costs allocated to all parties on a basis that is agreed to be equitable?

What "in kind" services or facilities are to be provided?

What government unit is to provide the "in kind" service, and who is to administer it?

Is there to be a joint body for administering the program? If so, does it stipulate the following:

Number of Officers?

Term of Office?

Rate of Compensation?

How often will it meet?

What are the voting procedures, and requirements?

Can new members join; if so how?

Who will keep financial records and reports?

How will financial payments be made?

When will payments be made?

How often will service charges be reviewed?

What provisions have been made to protect the seniority rights of personnel involved in the contract?

How are employee privileges, or fringe benefits to be provided for?

What will happen to the personnel that are no longer needed?

What methods will be used to determine personnel to be assigned duty under the contract?

How will costs be allocated for hiring new or additional personnel to meet the needs of this contract?

Have arrangements been made to cover purchasing of equipment, and disposing of it once the contract is terminated?

Who is to provide the maintenance of equipment or facilities?

What is the duration of the contract?

How can it be terminated?

Can the provisions be amended, if so, how?

11. After the contract has been in force for a period of time, it should be assessed to determine its strengths and weaknesses. This can be done by obtaining answers to the following questions:

Has the enlarged scale of police service produced noticeable economies of scale?

Are the boundaries flexible enough?

Are there conflicts between immediate local interests, and the broader interests of the region?

Does the present experience indicate that a broader range of services is desirable?

Are contract disputes being settled quickly, and agreeable?

Is the financing rate sufficient?

Is there an increase in community support?

What is the present state of public opinion regarding the contract?

Is the stated objective of the contract being met to the satisfaction of all concerned units of Government?

D. Annexation is the absorption of a territory by a city. The territory may be incorporated or un-incorporated. Annexation produces a larger unit of government, and not one that is different.

1. Annexations are accomplished in the following ways:

- a. The voters determine if the annexation is to take place. This may be done by the voters of both jurisdictions, of the jurisdiction that is to be absorbed, or the jurisdiction that will be enlarged.
- b. The state legislature may pass a special act to extend the boundaries of one jurisdiction.
- c. The annexing municipality may make the decision, and follow through.
- d. The state judiciary may make the ultimate decision as to whether an annexation proposal can take place.
- e. The decision may be made by a board or a commission that is charged with that study.

2. It is possible that more than one method is available in a single locale, or that more than one method must be used to complete the annexation.

a. Annexation is the most widely used method for adjusting jurisdictional boundaries. It is now most commonly used to absorb small areas that are un-incorporated. However, it can still be used for larger areas where the annexation laws are more liberal, and the adjacent un-incorporated territory is sizable.

b. Annexation may be used in conjunction with other regional approaches such as the following:

(1) Extraterritorial Powers -- This may be a prelude to the later annexation of the area.

(2) City-County Consolidation -- Prior to such a move, annexation may eliminate some of the trouble spots that involve un-incorporated areas on the fringe of the city, and would be expected to utilize the city services of the consolidation effort.

c. Following the actual annexation the police administrator should move to provide patrol service to that area. The area should be subjected to the same type of planning for patrol service that is followed to determine beats in the city, and the type of patrol that will be employed.

d. The strongest point to consider in deciding to annex an area is to determine if the geographical jurisdiction will be strengthened. Annexation offers a chance to strengthen the police service due to the additional revenue that will be available.

e. The police administrator should be aware that the major weakness of annexation is that it has its broadest applicability to un-incorporated areas. These un-incorporated areas may move to

incorporate if the annexation plans are not going to improve the police service in that area. The police administrator should not push the annexation of an area that has few problems, but would increase the taxable revenues, while ignoring the problem areas that would offer less to the tax rolls.

E. Consolidation, not to be confused with city-county consolidation, is the forming of a new unity of government by two or more units of approximately equal size and stature. City-county consolidation is the formation of a new unit of government by two units that are of different size and stature. Consolidation at the present time is restricted to third class cities, or smaller. This method of regionalization is being used in fewer situations, and has been eliminated in some states where it requires special legislation.

1. Consolidation has the following benefits:

- a. Forms a geographical unit of larger area.
- b. Enables the police to better control problems that are region wide in nature.
- c. Makes it simpler to coordinate attacks on the crime problem in that region.
- d. Makes possible economies of scale in police operations.
- e. Produces cost savings by eliminating duplicate facilities, personnel, or administrative overhead.
- f. Can improve citizen support if the police service function is clearly shown to be superior.

2. Consolidation has the following drawbacks:

- a. Consolidation poses a threat to the tenure, and rights of the police unit that is to be affected by the consolidation.

b. Consolidation is not allowed in some states.

c. Consolidation, where permitted, is best suited for government units that are of equal size, and stature; thus it lacks the flexibility to be used in many situations.

d. Consolidation will not be politically feasible, and will lack citizen support, if it does not provide for at least the same level of participation with a higher level of service.

3. The following are preliminary considerations of consolidation:

- a. Do the state statutes permit consolidation?
- b. Is special enabling legislation required?
- c. Will the voters of each unit affected agree to consolidation?
- d. Is there another alternative that is more feasible and would be more beneficial to this area?

4. After it has been determined that consolidation is the approach to be followed it is necessary to do the following:

a. Establish a board or committee to determine the following:

- (1) What unit will handle the police service function?
- (2) Will cost savings be used to provide an expansion of service, or will it be reflected in lower taxes?
- (3) What will be done with the present duplicate facilities, personnel, and equipment?

b. Determine what specialized functions may be added to improve the quality of police service.

F. City-County consolidation is the formation of a new unit of government by two or more units that are of different stature.

1. This may take the shape of one of the following forms:

- a. The city and county governments merge into a single government.

- b. The city and county governments merge certain functions, and the county retains some functions.
 - c. Some, but not all, city governments merge completely with the county.
 - d. Two or more counties, and the cities contained therein, may merge to form one unit.
2. City-County consolidation offers the following benefits:
- a. Provides the base for a unified coordinated program for police service over an enlarged area.
 - b. It is highly suited to handling problems of an area wide nature.
 - c. Makes it easier to achieve the optimum economy of scale.
 - d. Improves the relationship between fiscal resources and police service needs.
 - e. Simplifies the voter's understanding of the governmental structure, particularly the police.
 - f. Allows for cost savings through the elimination of many duplicate facilities, personnel, equipment, and activities.
 - g. Special service and taxing districts may be used to tailor the service required, to its ability to pay for them.
3. City-County consolidation has the following drawbacks:
- a. Many state constitutions do not authorize city-county consolidation and even where they do, special enabling legislation may be required, which is not easily obtained.
 - b. There is a frequent requirement that before a city-county consolidation proposal can become effective it must be approved by a majority of the voters in both the city and the county.

- c. There may be a strong resistance from those holding political offices that would be affected.
 - d. There is the problem that this type unit can not expand further than the county boundary to take in territory from another county when growth "spills over".
4. The following questions are preliminary guidelines that may be used to assist in getting the city-county consolidation implemented:
- a. What will be done with present facilities?
 - b. What new facilities will be needed?
 - c. What new job functions must be created?
 - d. What present employees can be retrained to fill the new jobs?
 - e. What is to happen to present employees, of all concerned units, that will not be needed once the transition has been completed?
 - f. What new equipment will be needed?
 - g. How will the disposal of surplus equipment be handled?
 - h. What step by step order will be used to implement the consolidation?
 - i. How and when will personnel be trained in their new responsibilities?
 - j. What evaluative techniques will be employed to determine areas of success and failure?
 - k. By what means will corrective action be available?
- G. The Urban County is a regionalization approach that places the county in its historical role as an administrative subdivision of the state. The Urban County provides all or most of the services required in its jurisdiction. There would be one police force, possibly the sheriff, that would be responsible for the policing of all incorporated, and un-incorporated areas. This approach is one that often makes the use of inter-governmental

agreements necessary. It allows the patrol, and field service functions to be tailored to meet the needs of particular areas within the county, and at the same time keeping administrative, staff, and auxiliary services centralized to promote the greatest economy.

1. The Urban County offers the following benefits:

- a. Provides area wide police service without disturbing the traditional jurisdictional boundaries. This would especially benefit the smaller metropolitan areas that lie in a single county. Approximately two-thirds of the smaller metropolitan areas fit into this situation.
- b. The economies of scale come into play readily.
- c. Allows for the elimination of duplicate facilities, personnel, equipment, and activities.
- d. The Urban County utilizes an existing unit of government without the need to create a new unit.
- e. The Urban County can be created on a function by function piecemeal basis, or it can be done in a rapid order transition.
- f. Provides a better relationship between taxes and benefits.

2. The Urban County approach has the following drawbacks:

- a. The Urban County has limited value to about one-third of the metropolitan areas because they lie in more than one county.
- b. When growth causes the law enforcement problems to spread beyond the county boundary there is little that can then be done to create another "whole" jurisdiction.

- c. There is a shifting of political powers away from the cities and municipalities that may be fought quite vigorously, even if the Urban County is pictured to offer much to that area.
- d. Concurrent majorities of the cities and the county may be required to pass an Urban County proposal.
- e. The county, as a government unit, has not been a leader or innovator in adopting modern administrative and organizational techniques.
- f. The citizens may feel that the loss of autonomy offsets what they would gain through the Urban County.

H. The metropolitan federation or borough approach to regionalization involves the division of police functions between two levels of government. Area-wide police functions are assigned to the metropolitan police department, and functions that are of a local nature are assigned to a local municipality which is called a borough. The functions performed on the borough level would be confined to the jurisdictional boundaries of that borough. The metropolitan police department would cover the entire federation of boroughs, encompassing the jurisdictional boundaries of all. This approach is not being used anywhere in the United States, but it has been extremely successful in Toronto and Winnipeg, in Canada. It has characteristics and designs that closely resembles the Urban County.

I. The Police Special District is another alternative:

1. Police Special Districts have the following benefits:

- a. The jurisdictional boundaries can be drawn to fit the area needed for police service.
- b. Provides more freedom from local political interference.

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- c. Does not represent a change in the local forms of government.
- 2. The following are drawbacks to Police Special Districts:
 - a. The financing arrangements require a special program.
 - b. Duplication of administrative costs.
 - c. Do not have public acceptance in most situations.
 - d. Tends to diminish the stature of the general government.
- J. The police function may be transferred to the state level in those small communities where it is difficult to provide the service required. The most likely aspect of this is to transfer those particular functions which the police administrator finds his department incapable of handling at the level needed. This may be done to the point where the local force is considered only as supplemental protection.
 - 1. Transferring police functions has the following benefits:
 - a. Broadens the geographical base for meeting law enforcement problems that are of a regional nature.
 - b. Ends duplication of service.
 - c. Does not require approval by the local residents in most states.
 - d. Reduces the tax load on an economically depressed community.
 - e. The state can marshal the police sources needed to offer a higher level of service to the entire region.
 - 2. Transferring the police function has the following weaknesses:
 - a. Loosens local autonomy, and the responsibility to meet its own needs.
 - b. Weakens participation in all aspects of local government if it appears that this is a trend for the rest of the functions of government.
 - c. Decisions affecting the local area are transferred to people who do not have the intimate relation with that area.

95

IN WHAT WAYS CAN HOME RULE JURISDICTION AT THE STATE LEVEL AID LOCAL GOVERNMENT REORGANIZATION?

In some instances regionalization and alternative approaches to regionalization are currently limited by state statutes. There is urgent need for the consideration of states to enact legislation as follows:

- A. Authority for cities and counties to consolidate functions; it is assumed that such consolidation refers to functional consolidation of services rather than the consolidation of uniting the units of government.
- B. Authority for the transfer of functions from municipalities to counties, or vice versa, by mutual action of county and city governing bodies.
- C. Authority for counties and municipalities to contract with one another for the performance of particular functions and to conduct joint enterprises.
- D. Standards to govern the establishment of new municipal corporations within metropolitan areas.
- E. Authority for the creation of metropolitan area planning bodies.
- F. State programs of financial and technical assistance to local governments.
- G. Authority of local governments to establish regional multi-functional bodies responsible to the elected officials of the jurisdictions concerned to meet governmental problems requiring areawide administration for their solution (councils of governments).
- H. Authority for the exercise of all functional and financing powers necessary for counties to act effectively.

96

CHAPTER VII

SELECTED QUESTIONS AND INFORMATION DATA APPLICABLE TO REGIONALIZED POLICE SERVICES

A. WHICH NATIONAL FUNCTIONAL AREAS MAY HELP IMPLEMENT REGIONAL POLICE SERVICES TO LOCAL JURISDICTIONS?

1. Regional Record Center
2. Tactical Operations
3. Investigation
4. Administration
5. Jail Administration
6. Traffic Control

B. IN DOING THE PLANNING FOR REGIONALIZED EFFORTS AT THE LOCAL COMMUNITY LEVEL, WHICH FOUR LEVELS OF GOVERNMENT LAW ENFORCEMENT AGENCIES CAN BE CONSIDERED TO ASSIST COMMUNITY NEEDS NATIONWIDE?

1. City or Town
2. County
3. State
4. Federal

C. DO STATUTES AND BODY OF LAWS HAVE ANY EFFECT UPON THE GREAT VARIANCE IN THE SIZES OF POLICE AGENCIES?

The sizes of agencies range from departments with just several personnel to huge organizations with over 25,000 people. The statutes and body of laws under which the agencies are formed and regulated, and the laws which

they are charged to enforce, vary from jurisdiction to jurisdiction. This results in wide differences in methods of operation. Several examples of these differences are as follows:

1. Some departments are charged primarily with enforcements of the law pertaining to vehicles and their operation on the highways of a jurisdiction.
2. Other departments, notably sheriff's at the county level, are responsible for the operation of extensive jail systems.
3. In the Northeastern portion of the country, the sheriff's departments do not generally get involved in normal police operations to the same degree as is prevalent in other parts of the country. This results in smaller sheriff's organizations in the Northeast whose functions are more oriented around jail operations and civil law enforcement.
4. At the federal level the agencies are apt to have a limited jurisdiction such as that involving federal and interstate matters and/or special functional roles as required of customs, Treasury, Secret Service, etc.

D. WHAT CAN LAW ENFORCEMENT SERVICES AND THE LOCAL UNIT OF GOVERNMENT DO TO BRING ABOUT GREATER EFFECTIVENESS AND EFFICIENCY BETWEEN THE LOCAL POLICE ADMINISTRATORS, GOVERNMENTAL OFFICIALS AND INTERESTED LOCAL PEOPLE?

By greater public morality, awareness, and sense of "involvement" . . .

By the already increasing specialization and improved professional

training . . . By continued improvements in technology . . . And by

greater application of some of the administrative methods used by other

big industries, particularly in communications and information handling.

E. TO WHAT EFFECT IS U.S. LAW ENFORCEMENT UNIQUELY SEGMENTED IN COMPARISON WITH OTHER OCCUPATIONS? ARE RAPID COMMUNICATIONS AND ACCESSES TO RECORDS CRUCIAL TO POLICE OPERATIONAL SUCCESS?

In few other occupations is rapid communication and access to records so crucial to success. Yet U.S. law enforcement is uniquely segmented into a multitude of state, county and municipal organizations that nevertheless are highly interdependent for information and assistance.

F. HOW DOES THE NEED FOR THE FLOW OF INFORMATION FROM VARIOUS PUBLIC OPERATIONAL ECHELONS RELATE TO THE NEED FOR REGIONALIZATION OF POLICE SERVICES AT THE LOCAL LEVEL, EMPHASIZING THE COMMUNICATIONS AREA AS ONE WORTHY OF CONSIDERATION FOR IMPROVEMENT?

Information must flow from the operational echelons of one organization to the appropriate operational echelons in many others. If the report of a stolen car can find its way from the desk sergeant in a city precinct to a county highway patrolman in the next state within a half-hour, for example, apprehension may be possible. Perhaps the same information received ten minutes later will be useless.

G. HOW DOES THE TREMENDOUS ADVANCEMENT IN ELECTION PROCESSING AND COMMUNICATION PROCESSING AND COMMUNICATION RELATE TO THE ROLE OF THE LOCAL POLICE ADMINISTRATOR AND THE ADVANCEMENT OF REGIONALIZED POLICE EFFORTS?

The same automobiles and highways that today make the modern criminal more mobile have also produced a shift of population from cities to suburbs and new municipalities. As a result, records centers have also tended to multiply and create work duplication. Fortunately, the crime explosion has been accompanied by a technological "information explosion" - a tremendous advance in electronic information processings and communication.

H. WHEN DOES REGIONALIZED COMMUNICATIONS SYSTEMS MAKE INFORMATION PROMPTLY AVAILABLE TO THE LOCAL GOVERNMENTAL UNITS WITHIN THE METROPOLITAN AREA?

New communications systems can provide an instant link with records centers, and can expedite the flow of "on-the-spot" reports of suspects, stolen property and the like. When such information is promptly communicated among organizations, and even within an organization to the appropriate points where this information can be intelligently applied, it can bring results.

I. HOW DO THE POPULATION GROWTH, COMMUNICATION ACTIVITIES, AND ARREST AND SEARCH LAWS AFFECT THE DEGREE OF EFFECTIVE ASSESSMENT OF REGIONALIZED LAW ENFORCEMENT SERVICES?

There are broad trends in population growth, criminal activity and arrest and search laws which will have marked effect on law enforcement. In order to cope with these changes it will be necessary to devise new operating methods. Recent advances in technology indicate that the new methods needed are now within reach. These trends and potential changes have been considered in indicating the future communications needs for law enforcement in this report.

J. WHY IS METROPOLITAN SPRAWL CONTRIBUTING TO POLICE REGIONALIZED EFFORTS WITHIN THE LOCAL COMMUNITY?

Much of our country's growth has occurred in metropolitan areas and will continue to occur in that manner. It is estimated that 64% of the total U.S. population live in standard metropolitan statistical areas. The cities and surrounding suburbs have virtually grown into a single urban center. They no longer appear to be distinct entities. This is often called metropolitan sprawl. In many metropolitan areas the core is

deteriorating. Slum areas have grown as former inhabitants have moved to the suburbs. These metropolitan areas have high crime incidence.

Crimes per 100,000 Population

Typical metropolitan area - 3658

National average all areas - 2698

Typical rural areas - 756

K. HOW DOES THE DIRECT RELATIONSHIP BETWEEN REGIONAL AREAS AND EXISTING REGIONAL BOUNDARIES PROMOTE THE FUNCTIONAL IMPLEMENTATION OF LOCAL REGIONALIZED POLICE SERVICES?

There are counties such as Dade County, Florida which have recently established public safety organizations incorporating both the law enforcement and fire fighting functions. This type of consolidation is less apt to occur than the merger of law enforcement only, because of the functional differences in fire and police problems.

L. WHERE HAVE METROPOLITAN AREAS SUCCESSFULLY CONSOLIDATED AND, IN A PRACTICAL SENSE, REGIONALIZED THE JAIL AND DETENTION FACILITIES?

Some metropolitan areas have successfully consolidated the jail and detention facilities (e.g., Los Angeles including the police and sheriff departments).

M. HOW DOES REGIONALIZATION OF POLICE SERVICES ASSURE LOCAL CITIZENS THAT PUBLIC BUSINESS, PARTICULARLY POLICE WORK, IS EFFICIENT?

The following statement by F.B.I. Director, John Edgar Hoover, is pertinent here: "Many police agencies are making valuable administrative and investigative use of their records. Citizens must demand that public business, particularly police work, be done efficiently. It is even more essential that authorities responsible for such police operations assure that maximum results are obtained from available resources. The intelligent use of law enforcement records is a vital tool in meeting this objective."

N. HOW DOES THE RELATIONSHIP OF REGIONALIZED POLICE SERVICES AND THE NEED FOR LOCAL AUTOMATION OF POLICE INFORMATION SYSTEMS RELATE TO POLICE SERVICES BEING DONE ON A SHARING AND COOPERATIVE BASIS?

Immediate Response

Warrants for arrest

Stolen automobiles

Stolen property

Name checks

Complex Processing

Automatic indexing and limited abstraction of crime reports

Modus Operandi searches

Crime statistics reports

Larger Universe of Information

Encompass needs of a whole metropolitan area

Counteracts criminal mobility

Upgrades the capability of all departments served

Reduced duplication

O. WHAT IS THE EXTENT OF COMMUNICATIONS AND INFORMATION FLOW TO AND FROM THE TYPICAL REGIONAL RECORDS CENTER?

1. Police Operations

2. Prosecution

3. Courts

4. Probation

5. Correctional institutions

6. Parole

P. WHICH TRENDS IN TACTICAL OPERATIONS MAY CHANGE POLICE SERVICE OPERATIONS AT THE LOCAL LEVEL?

1. There will be increasing reliance on the field officer for the "on-the-spot" decisions with respect to arrests and field investigations. this will require a more responsive system providing more relevant information to support the officer.
2. There will be a continuing trend toward more one-man rather than two-man patrol cars. This will create a greater need for easy-to-use communications for inquiries and status reporting.
3. There will be increased use of roving tactical, decoy, and special units. This will require rapid and accurate reporting of crime activity to assure effective deployment of these forces.
4. The use of walking beats will increase in densely populated, high crime incidence neighborhoods. This will necessitate greater use of portable communications equipment carried by the officer.

Q. WHAT CAN POLICE DEPARTMENTS EXPECT TO GAIN FROM THE USE OF A REGIONAL RECORDS AND INFORMATION CENTER?

It is important for the local police administrator and decision-making local government officials to possess an understanding of the following five factors relating to automated information retrieval and computer systems. This information pertains to the capabilities of regional systems in helping to meet current and future communication/information needs.

1. The potential to cope with population growth and increasing crime.
2. An increase and readily noticeable improvement in the information response times.
3. The obtaining of more comprehensive information searches and replies through use of centralized automated retrieval and computer systems.

4. To achieve economy of operation.
5. To facilitate a vast improvement in the coordination between larger agencies providing regional police services and the local units of government receiving such services.

R. ARE THERE GUIDELINES TO ASSIST IN THE DEVELOPMENT OF REGIONAL LAW ENFORCEMENT INFORMATION SYSTEMS?

1. Police information systems centralized in a regional area should serve all segments of the criminal justice process including courts, prosecution, parole and probation agencies, etc..
2. Centralized police information systems functional within the regional area should be consistent with state and national systems, such as NCIC.
3. Developmental committees from the regional area should be representative of all agencies affected by system implementation.
4. It is recommended that councils of governments operating on a regional basis should be represented on policy making committees and should have a voice in system development, implementation, expansion, extension, and analysis. Should such regional councils or their representatives be available, the police administrator should seek the best professionally qualified persons having information systems expertise.
5. Files appropriate to all regional police services should be established for exclusively local use when the need warrants.
6. Information systems centralized or located within a regional police service area need not be limited to state and national types of data.
7. Region-wide use of standardized reporting forms and coding instructions should be developed when state and national instructions will not serve this purpose.

8. The opportunity to provide qualified management support through the implementation of the systems will be dependent on appropriate statistical data produced, individual activity reports, and process analysis.
9. Information systems within specific regional boundary limits should be consistent with other developing information systems within the same jurisdiction.
10. The geographical boundary of the regional law enforcement information system should be as extensive as possible, to provide a full coverage of all related jurisdictions.
11. Every effort should be made to insure complete coverage of all relevant agencies in order to develop comprehensive data files and process coverage.
12. Modernization of data retrieval and information systems should be used for updating general management systems within local criminal justice agencies as well as those existing on a region-wide scope.
13. Cooperative efforts in the development of regionalized information systems should be used as a precedent for the extension of local cooperative arrangements and other areas of criminal justice.

S. WHAT IS REGIONAL PURCHASING?

Regional Purchasing is the delegation to one office the authority to purchase materials, supplies, and equipment needed by law enforcement agencies. It is a combination of logic, economics, and experience.

T. WHAT ARE THE ADVANTAGES OF REGIONAL PURCHASING?

The advantages may be summarized as follows:

1. Lower cost of each item.
2. Lower overhead cost resulting from a reduction in personnel used in buying.

105-

3. The volume of "paper work" is reduced.
 4. Superior specifications may be demanded with larger orders.
 5. Increased supervision over:
 - a. Inspection of deliveries, and tests of the items;
 - b. Storage and distribution of stock; and
 - c. Interagency transfer, trade-in, and sale of surplus and obsolete commodities.
 6. Increased accounting control over expenditures.
 7. Cash discounts can be earned by the easier bill paying.
 8. More efficient buying techniques and the elimination of favoritism.
- U. WHAT DEGREE OF MONETARY ALLOTMENT FOR POLICE SERVICES MAY THE LOCAL POLICE ADMINISTRATOR EXPECT, AND WHAT DEGREE OF SAVINGS MAY CENTRALIZED PURCHASING YIELD?

The National Institute of Municipal Law Officers Model Purchasing Ordinance says that nearly one-third of a municipality's budget goes for supplies, equipment, materials and contracted services. Through centralizing purchasing efforts, NIMLO predicts savings of not less than 15 per cent. The local police administrator can compare his budgetary situation with these figures to estimate more accurately the potential savings to his department.

V. HOW CAN THE POLICE ADMINISTRATOR PARTICIPATE WITH OTHER DEPARTMENTS IN A COORDINATED REGIONAL PURCHASING EFFORT?

After it has been determined which law enforcement agencies will participate in this purchasing endeavor, they should do the following:

1. Canvass all the items they buy to find those that are most alike in as many respects as possible.

106

2. Study the pattern of buying during the last two years, asking such questions as when were they bought? In what quantities? At what price? and so on.
3. Plan to buy jointly at some future date, far enough away to make necessary preparations.
4. Agree on a joint description of what will be purchased, what specifications it must meet, and under what conditions it will be bought.
5. Agree on a list of vendors that will be asked to bid.
6. Prepare a joint letter explaining they are cooperating on purchasing to receive the economies it affords, and to make billing simpler.
7. Following the local law, advertise for bids.
8. Open bids at the same time, but not necessarily at the same place. It is possible to arrange for different deliveries to each agency.
9. Award contracts for bids simultaneously.
10. Compare costs.

GLOSSARY

GLOSSARY

REGIONALIZATION -- The process whereby a service or function takes as its area of operation the region.

REGION -- A number of communities whose social, economic, and cultural activities are oriented to the economy of an urban center, and whose problems cross municipal boundaries.

REGIONAL BOUNDARY -- A boundary that is artificial, flexible, and adaptable to the changing needs of the region in terms of growth and service.

BENEFIT AREA -- The local jurisdictions that will benefit by the regionalization effort.

ECONOMY OF SCALE -- With increased units of input there is a decline in the per unit cost of output.

DISECONOMY OF SCALE -- With increased units of input there is a decline in the per unit cost of output until a point is reached that the addition of one or more units of input will begin an increase in the per unit cost of output. This works both when the operation is too large, or too small.

FUNCTIONAL CONSOLIDATION -- Functions performed on a regional level. This affords a chance for the economies of scale to operate.

SERVICE CONSOLIDATION -- Services are performed on a regional level to achieve both economies of scale, and the benefits of regional boundaries.

OPTIMUM JURISDICTION -- The largest jurisdiction that affords economies of scale, short of the diseconomy point.

CONTRACTUAL SERVICES -- Police services, especially patrol, that are performed for a local community by the police department of a larger community. The contract specifies which services will be performed, and the cost of the smaller community for this.

FRAGMENTED JURISDICTION -- A police jurisdiction whose legal boundaries do not correspond with the boundaries of service needs.

LOCAL AUTONOMY -- The maintaining of as many governmental functions as possible on the most local level of government.

METROPOLITAN AREA -- Includes the urban center, and the surrounding suburban areas.

JURISDICTION -- That area in which a police officer may exercise police powers.

URBAN CENTER -- A city that serves as the focal point for economic, social, and cultural activity for a population that may reside principally outside its legal boundaries. This term has the same meaning as Central City, or Core City.

SERVICE BOUNDARY -- A boundary that is established to mesh police service needs and police service functions. Any change in needs can be met by a change in function.

REGIONAL FACILITY -- A police facility, e.g., Training Academy, Jail, Communications Center, etc., that is designed to serve more than one jurisdiction.

DEFENSIVE INCORPORATION -- An unincorporated area bordering on a larger unit of government decides to protect itself by incorporating. They believe that this will enable them to hold down their tax rates and avoid the problems of the larger city. The level of

service they are able to offer is limited. They are thus isolated from the benefits of a higher level of service. They are not obligated to help with problems of a broader nature outside their local boundaries. It is a move that is intended to give the residents of an area the benefits of good police service in the larger city, without their paying the extra taxes to support the service.

AUXILIARY SERVICES -- This is the first area that will provide immediate benefits from its regionalization. The duplication of facilities, equipment and personnel present heavy operating expenses unless they are used to capacity. This would appear to be a good place to begin regional efforts. Success in this should make it easier for regionalization of the other police services.

APATHETIC PUBLIC -- The public will remain apathetic unless convinced that a change in governmental structure will offer an improvement, rather than the same problems blamed on a new government structure. Auxiliary services can be the first area to show that costs can be reduced or at least held in line, with improvement in the quality of the service performed by the various functions that make up auxiliary services.

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