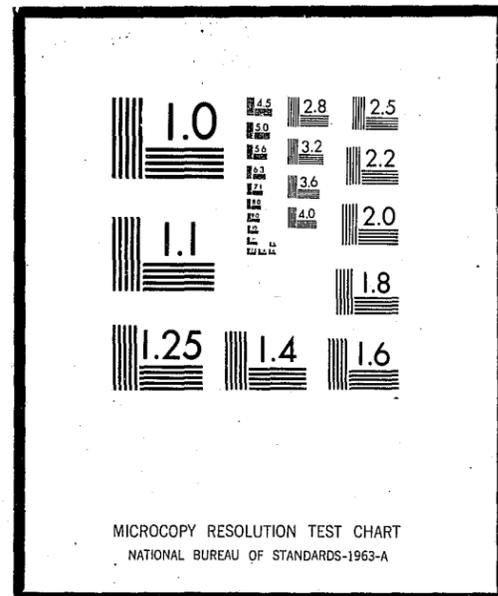


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ANNOTATION: BASIC PRINCIPLES OF ORGANIZATION ARE DISCUSSED AND A DETAILED ANALYSIS OF MUNICIPAL POLICE IS MADE.

ABSTRACT:
 THE PROJECT APPROACHED THE SUBJECT OF POLICE ORGANIZATION AND MANAGEMENT FROM MANY OF ITS FACETS. SIX RESEARCHERS WITH DIFFERENT BACKGROUNDS AND FRAMES OF REFERENCE WROTE THE MATERIAL. THE READER MAY FIND DIFFERENCES IN STYLE AND LEVELS OF ABSTRACTION AMONG THE VARIOUS CHAPTERS. THE PRESSURE OF TIME DID NOT PERMIT THE NECESSARY EDITING AND REWRITING WHICH WOULD HAVE RESULTED IN A MORE UNIFORM AND SYSTEMATIC PRESENTATION. POSDCORB. A POLICE CHIEF (OR OTHER POLICE EXECUTIVE) HAS CERTAIN WORK HE MUST DO IF HE IS TO BUILD AND MAINTAIN AN EFFICIENT POLICE FORCE, AND WHETHER THIS PROCESS IS CALLED MANAGEMENT OR ADMINISTRATION IS ACTUALLY OF LITTLE IMPORT. THIS WORK HAS BEEN WELL OUTLINED BY THE INDUSTRIALIST HENRY FAYOL IN HIS INDUSTRIAL AND GENERAL ADMINISTRATION - HE USES THE COINED WORD POSDCORB, WHICH IS MADE FROM THE INITIALS OF THE FOLLOWING ACTIVITIES - PLANNING, ORGANIZING, STAFFING, DIRECTING, COORDINATING, REPORTING, AND BUDGETING. (AUTHOR ABSTRACT)

C17

EFFECTIVE POLICE ORGANIZATION AND MANAGEMENT

Volume 1



EFFECTIVE POLICE ORGANIZATION AND MANAGEMENT

A Report

Presented to the Office of Law Enforcement Assistance

of the

United States Department of Justice

for

the President's Commission on Law Enforcement

and

the Administration of Justice

Volume 1

by

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and

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FORWARD

This report is the result of a research project for the President's Commission on Law Enforcement and the Administration of Justice under a grant from the Office of Law Enforcement Assistance, Washington, D. C.

The project approached the subject of police organization and management from many of its facets. The writing was done by six researchers with different backgrounds and frames of reference and the reader may find differences in style and levels of abstraction among the various chapters. The pressure of time did not permit the necessary editing and rewriting which would have resulted in a more uniform and systematic presentation.

Principal authors of the chapters are as follows: Allen P. Bristow, Chapters V, VI, VII, VIII and XVIII; James E. Carnahan, Chapters III, IV, IX, XXIV, and XXV; Harry Diamond, Chapters XI, XIII, XIV, XV and XIX; R. O. Hankey, Chapters XII, XX, XXI, XXII, and XXIII; G. D. Gourley, Chapters I, II, and XVII; and J. B. Williams, Chapters X and XVI.

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G. D. GOURLEY

TABLE OF CONTENTS

VOLUME 1

CHAPTER	PAGE
I. INTRODUCTION	1
The Present Situation	1
The problem	1
General outlines of American police organization . .	1
Number and size of American police forces	2
Police problems today	5
Police tools today	6
Police organization and management today	6
Basic Principles of Organization	10
Division of work	10
Delineation of responsibility	12
Authority commensurate with responsibility	13
Span of control	13
Unity of command	14
Basic Principles of Management	14
Posdcorb	14
Planning	15
Organizing	17
Staffing	17
Directing	19
Coordinating	22
Reporting	23

VOLUME 1 (Cont'd.)

CHAPTER	PAGE
I. Budgeting	24
Decision making	25
II. MUNICIPAL POLICE ORGANIZATION	32
Proposed Standardized Nomenclature	32
Titles of organizational units	32
Titles of administrative positions	35
Chief administrative officer	35
Heads of organizational units	36
Specific titles	36
Model Organization Structures	36
Task Assignments	39
Span of executive control	39
Assistant chief of police	40
Administrative assistant	41
Bureau commanders and division directors	42
Intelligence, Inspection and Internal Investigation	
Services	43
Intelligence services	43
Inspection services	44
Internal investigation services	45
Location in model organizations	46
Administrative Services	46
Planning and research	46

VOLUME 1 (Cont'd.)

CHAPTER	PAGE
II. Public information	47
Personnel and training	47
Staff Services	48
Records and communications	50
Maintenance	51
Central services	51
Field Services	52
Patrol	52
Eliminate field traffic specialization	54
Field forces under district commanders	56
District services unit	59
Specialized headquarters division	59
Criminal investigation	60
Vice control	61
Checks and balances	63
The individual patrolman	63
The Inspection Division	64
The Intelligence Division	64
The Internal Affairs Division	64
Class I Departments	64
Functional specialization	65
Juvenile specialization	66
Investigation Headquarters Division	67

VOLUME 1 (Cont'd.)

CHAPTER		PAGE
II.	City-wide crimes	67
	Narcotics	67
	Juvenile	67
	Missing persons	68
	Gun registrations	69
	Bunco-pickpocket	69
	Vice control	69
	District vice units	69
	Headquarters vice units	70
	Infrequency of crime occurrence	70
	Abortions	70
	Arson and bombs	70
	Class II Departments	71
	Class III Departments	72
	In general	72
	Availability of manpower affecting organization	73
	Class IV Departments	73
	Class V Departments	74

VOLUME 2

III.	COUNTY POLICE SYSTEMS	83
	Introduction	83
	Nature of County Systems	83

VOLUME 2 (Cont'd.)

CHAPTER		PAGE
III.	Background and development	83
	Current county sheriff systems	85
	Centralization vs. autonomous entities	89
	Types and Methods of Consolidation	92
	Cooperative Plans	92
	Interlocal agreements	92
	Contracts	94
	Special police districts	97
	Consolidation Method	100
	Attempts at city-county consolidation	100
	Nashville-Davidson County Experience	101
	Federated System (Two Level Approach)	103
	Urban county plan	103
	Federation	111
	Observations of the Commission	113
	Models	116

VOLUME 3

IV.	STATE POLICE SYSTEMS	198
	Introduction	198
	Completed research	199
	Nature of State Police Systems	201
	Origins	201

VOLUME 3 (Cont'd.)

CHAPTER		PAGE
IV.	Socio-political relationships	207
	Types of state police	211
	Pay and benefits	236
	Employment in primary agencies	244
	Recruit training in primary agencies	247
	Financing the state police function	251
	Organization of the primary police agencies	259
	Proposed Model	288
	Overhead control	289
	Interdepartmental relationships	290
	Selection of the chief departmental executive	292
	Selection of police chief	292
	Removal from office	294
	Departmentalization	295
	Territorial organizations	298
	Conclusions and Summary	299

VOLUME 4

V.	POLICE SPECIALIZATION VS. GENERALIZATION	330
	Introduction	330
	Police generalist	330
	The police specialist	331
	History of Specialization	332(a)
	Advantages of specialization	333

VOLUME 4 (Cont'd.)

CHAPTER		PAGE
V.	Specific advantages	335
	Typical course of specialization	336
	Disadvantages of Specialization	342
	Abandonment of patrol responsibility	342
	Morale	343
	Over-emphasis on police specialization	345
	Unity of command	345
	Negative public relations	346
	Executive development	347
	Specialization mimicry	347
	The Need for Balance	348
	Generalist Systems	350
	The senior officer concept	353
	General Recommendations	357
	Immediate Recommendations	357
	Traffic specialization	358
	Specialization for field investigation	359
	Field juvenile officers	363
	Civilian specialists	364
	Future Recommendations	365
	Police officer class	366
	Tactical officer or police agent class	366
	Recruitment	367

VOLUME 4 (Cont'd.)

CHAPTER		PAGE
V.	Organizational structure	368
	Advantages of dual track system	368
	Disadvantages	369
VI.	CHRONOLOGICAL AND GEOGRAPHICAL DISTRIBUTION OF THE PATROL FORCE	378
	Introduction	378
	Early history	378
	Theory of beat distribution	379
	Early systems of scientific distribution	383
	Present Systems of Distribution	385
	Errors in selection of criteria	386
	Traditional weighting systems	387
	Time of occurrence vs. time of reporting	391
	Location of occurrence vs. location of reporting	392
	Variation of beats from watch to watch	393
	Response for back-up	394
	Cover watches	395
	Street mileage vs. area	396
	Day of the week deployment	396
	Error of free patrol time	398
	Error of response-time and beat responsibility	398
	Error of beat re-evaluation	399
	Recent Developments	400

VOLUME 4 (Cont'd.)

CHAPTER		PAGE
VI.	Consumed time theory	401
	Game theory and random patrol	403
	The patrol task force	405
	Index systems	407
	Fluid patrol systems	411
	Recommendations	418
	Immediate recommendations	419
	Future recommendations	419
	Other department classes	420
VII.	USE OF POLICE RESERVES	428
	History and Extent of Use	428
	Present numerical strength	429
	Typical organization and utilization	430
	Advantages and Disadvantages	433
	Financial	433
	Organization	434
	Professionalism	435
	Public relations	436
	Recruiting	437
	Morale	438
	Crime control	439
	Decision to Use Police Reserve	439
	Inactive police reserve	439

VOLUME 4 (Cont'd.)

CHAPTER		PAGE
VII.	Active police reserve	440
	Technical reserves	440
	Selection of type	441
	Recommendations	442
	Type of reserve unit	442
	Recruitment	443
	Training	444
	Assignment and use	446
	Organization	449
	Uniforms	451
	Implementation	452
VIII.	POLICE CADET PROGRAMS	459
	Cadet Theory	459
	Extent	460
	Selection	461
	Training	462
	Duties	463
	Promotion to patrolman	463
	Advantages	464
	Disadvantages	466
	Success of Present Programs	467
	Orientation programs	468
	Utility cadet programs	475
	Recommendations	478

VOLUME 4

CHAPTER		PAGE
IX.	RELEASING POLICE OFFICERS FOR FIELD SERVICE	484
	Related Vs. Nonrelated Activities	484
	Use of Civilians in the Police Function	490
	Civilians in Operations	490
	Intra-agency non-sworn employees	490
	Auxiliary police and cadets	493

VOLUME 5

X.	SPECIALIZATION OF INVESTIGATION DUTIES	498
	The Investigative Function	498
	Specialization Vs. generalization	498
	Relationship between patrol officers and investigators	499
	The preliminary investigation	500
	The continuing investigation	501
	Immediate investigations by investigators	501
	Specialization in general	502
	Advantages and disadvantages of specialization	503
	Methods and Degree of Specialization	503
	Factors affecting organization	503
	Size of department	503
	Type of crime	504
	Personality considerations	505

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
X.	Dividing the specialists	505
	Specialization by type of crime	506
	Crimes against the person	506
	Crimes against property	507
	Vice offenses	507
	Juvenile offenses	507
	Criteria for specialization	508
	Night organization and specialization	508
	Additional discussion	509
	Selection of Investigators	509
	Method of appointment	509
	Method of selection	514
	A National Survey	518
	A Local California Survey	520
	Recommendations	524
XI.	THE CUSTODY FUNCTION	528
	The Context	528
	Jurisdictional Aspects	529
	Pre-arraignment custody	529
	Post-arraignment custody	529
	Post-sentence custody	529
	Personnel	530

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
XI.	The Jail Facility	530
	Operational Aspects	532
	Custody procedures	532
	Transport to station	532
	Arrest and booking process	532
	Segregation	535
	Feeding	535
	Visits	535
	Supervision and inspection	537
	Disaster	537
	Interrogation	540
	Prisoner's Rights	542
	Toward the Future	543
	Identification procedures	543
	Civilian correctional officers	543
	Release on promise to appear	544
	Studies concerning the police custody function	545
XII.	ORGANIZING FOR CRIME PREVENTION	549
	Introduction	549
	Police Work With Juveniles	549
	Specialization of the Juvenile Function	552
	Need for Top Administrative Interest and Attention	553

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
XII.	Size of the Juvenile Unit	555
	Functions of a Juvenile Unit	557
	Placement of the Juvenile Function in the Organization Structure	560
	Recommendations	561
	Public Relations and the Police	561
	Public relations in private industry	563
	Informing the public	567
	Police reporting	569
	The public information officer	570
	The individual police officer	571
	Informing the public	572
	Informing the members of the department	572
	Community Organizations and the Police	573
	Need for coordination	573
	Need for public support	574
	Objectives of community organization	575
	Activities of Community Organizations	576
	Planning	576
	Promotion and interpretation	577
	Advisory and policy-making functions	577
	Direction and coordination	577

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
XII.	St. Louis, Missouri Police-Community Relations	577
	Oakland, California Police and Community Relations	581
	History and development	581
	Community relations section	585
	Training programs	586
	Library program	588
	Annual inspection and review program	588
	Recruitment program	589
	Recruiting van	589
	Service groups and other organizations	589
	Civil defense cadets	590
	Colleges	590
	Police-citizen league	590
	Clergy-police committee	591
	Purpose	591
	Membership	592
	Organization	592
	Block parent program	593
	Citizen recognition program	593
	Citizens' law enforcement committee	594
	Good citizenship programs	594

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
XII.	Police complaint procedures	595
	Public information programs	596
	Speaker's Bureau	596
	Publications	596
	Building Tours	597
	Placement of the Community-Relations and Public Information Function in the Organization Structure	597
	Concluding Remarks	598
	Recommendations	599
	The Prevention of Crime Through Security Measures . .	600
	Introduction	600
	The role of insurance companies	601
	The Oakland Police Department Security Section . . .	605
	The Security Ordinance	606
	Recommendations	611
	Appendix A - British Police Principles	617
	Appendix B - St. Louis Council on Police Community Relations and the District Committees	618
	Appendix C - Functions and Activities of the Community Relations Section-Oakland Police Department-Oakland, California	626

VOLUME 5 (Cont'd.)

CHAPTER		PAGE
XII.	Appendix D - Recommendations Adopted by the Clergy-Police Committee - Oakland, California	639
	Appendix E - Suggestions in Organizing a Block Parent Program - Oakland Police Department - Oakland, California	642
	Appendix F - Citizenship Program - Oakland Police Department-Oakland, California	645
	Appendix G - Police Complaint Procedure - Oakland Police Department-Oakland, California . . .	649
	Appendix H - Tentative Proposals to Combat Crime and Violence	670
	Appendix I - Security Bulletins and Training Outlines Distributed by Insurance Companies	671
	Appendix J - Business Establishment Security Inspections	682
	Appendix K - Security Ordinance-City of Oakland, California-Ordinance No. 6899 C.M.S.	684
	Appendix L - Examples of Forms Used in Implementing the Activities of the Security Section - Oakland Police Department - Oakland, California.	696

VOLUME 6

CHAPTER	PAGE
XIII. POLICE REPORTS AND RECORDS	703
Purposes of a Police Records System	703
Principles of an Effective Police Records System	705
Field Reporting	707
Recording information for department records	707
Officer's activity report	710
Standardization of Reports and Records	715
Crime reports	717
Other basic operational reports	719
Presentation of Data (Summaries)	720
Daily summaries	721
Monthly summaries	722
Charts	722
Toward the Future	722
Concluding Comment	727
Appendix A (examples of officer's activity reports) . . .	732
Appendix B (examples of consolidated crime reports) . . .	745
Appendix C (examples of specialized crime reports) . . .	749
Appendix D (examples of recommended crime reports) . . .	762
Appendix E (other basic operational records)	766
Appendix F (examples of daily and monthly summaries) . .	804

VOLUME 6 (Cont'd.)

CHAPTER	PAGE
XIV. THE REPORT REVIEW CONCEPT	818
The Context	818
Organizational Aspects	820
Procedural Aspects	821
Toward the Future	824
The Commission Recommends (Organizational Aspects)	825
The Commission Recommends (The Responsibility of Report Review)	826
Appendix A (Report Review, Survey of the Savannah Police Department)	829
Appendix B (Report Review, Survey of the Baltimore Police Department)	836
Appendix C (Schematic Design, Automatic Information System)	840
XV. THE INSPECTION CONCEPT	
The Context	844
Line inspection	844
Staff inspection	845
Organizational Implications	847
Objectives of a Staff Inspection Program	849
Kinds of Staff Inspection	850

VOLUME 6 (Cont'd.)

CHAPTER		PAGE
XV.	General inspection	851
	Regular inspection	851
	Continuous inspection	851
	Special inspection	852
	Procedural Aspects of Staff Inspection	852
	St. Louis Metropolitan Police Department	852
	Chicago Police Department	854
	Procedure	855
	Communications and calls for service	856
	Crime reporting, recording and investigation	858
	Uniforms, equipment, rules, regulations and procedures	859
	Records	860
	Field inspection	861
	A Check List	862
	Physical condition and maintenance	862
	Personnel	863
	Administration	864
	Reports and records	864
	Crime statistics	865
	Traffic	865

VOLUME 6 (Cont'd.)

CHAPTER		PAGE
XV.	General	865
	Toward the Future	866
	Concluding Comment	867
XVI.	THE INTERNAL INVESTIGATION CONCEPT	871
	Introduction	871
	Police-Community Relations	872
	Discipline As A Command Function	873
	Internal Investigations	875
	Citizen complaints - how made	876
	The McCone Commission	880
	The President's Commission Survey	881
	Departments surveyed	881
	Scope of inquiry	881
	Present deficiencies	881
	Recommendations	883
	All complaints should be investigated	883
	Complaints should be registered	883
	Written procedures for handling complaints should exist	884
	The citizen	884
	The receiving officer	884
	District commander	885

VOLUME 6 (Cont'd.)

CHAPTER	PAGE
XVI. Internal Investigation Division	886
Investigation of complaints	888
Complainants should be informed in writing of the results of the investigation and action taken	889
Internal disciplinary boards should be established	890
Disciplinary board hearings should be open to the public	891
Disciplinary board decisions should be subject to appeal in certain cases	892
The Chief should have the authority and responsibility to make the ultimate decision as to the disciplinary action to be taken	893
Complaint evaluation board	894

VOLUME 7

XVII. IMPLEMENTATION OF POLICIES	907
Introduction	907
Organization	907
Deployment of Manpower	908

VOLUME 7 (Cont'd.)

CHAPTER	PAGE
XVII. Budgetary Control	908
Training	908
Discipline	910
Supervision	914
Encouraging Ideas	919
Communications	919
Cybernetics	923
Grievances and Suggestions	926
The Chief	926
Conclusion	928
XVIII. THE PROBLEMS OF MORALE IN POLICE MANAGEMENT	932
Definition of Morale	932
Material aspects	934
Psychological aspects	935
Social aspects	935
Morale and Police Efficiency	935
Determination of Morale Level	936
Observation of personnel and organization	936
Surveys and questionnaires	938
Factors Affecting Police Morale	941
Salary and working conditions	942
Job satisfaction	945

VOLUME 7 (Cont'd.)

CHAPTER		PAGE
XVIII.	Recognition	946
	Court decisions	948
	Promotional and advancement opportunities	951
	Police review boards	952
	Internal discipline systems	952
	Supervision and leadership	953
	Recommendations	953
	Salary determination	953
	Income tax changes	956
	Lateral transfer and promotion	958
	Supervision and leadership	958
	The courts and the police	960
	Psychological and social recommendations	962
XIX.	THE BEHAVIORAL SCIENCES AND POLICE MANAGEMENT	965
	The Context	965
	Types of People in an Organization	966
	Forces on the Individual in an Organization	968
	Metamorphosis of Organizational Theory	969
	Some Implications for Police Management	973
	Toward the Future	975

VOLUME 7 (Cont'd.)

CHAPTER		PAGE
XX.	COORDINATION AND CONTROL	978
	COORDINATION	978
	Definition	978
	Need for Coordination	978
	Principles of Coordination	979
	Techniques of Coordination	982
	Coordination in Police Agencies	990
	CONTROL	995
	Introduction	995
	Relationship of Control to Other	
	Management Activities	995
	Basic Control Processes	998
	Guidelines for control systems	999
	Strategic Control Points	1004
	Types of Control	1006
	Control by personal inspection	1006
	Control by exception	1007
	Two Principles of Control	1008
	Principle of least cause	1008
	Principle of point control	1009
	Informal Organizations	1010
	Introduction	1010

VOLUME 7 (Cont'd.)

CHAPTER	PAGE
XX. Nature of informal organization	1010
Benefits of informal organization	1011
Disadvantages of informal organization	1012
Formal Organization	1012
Technique to assist management	1013
Recommendations	1013
BUDGETING	1013
The Budget as a Control Device	1013
Purpose of Budgeting	1014
Dangers in Budgeting	1014
Making Budgetary Control Work	1017
Summary of Principles of Sound Budgeting	
Practice	1019
Nonbudgetary Controls	1023
Statistical data	1024
Special Reports and Analyses	1025
Internal Audit	1026
Standards of the Police Profession	1029
Personal Inspection	1031
Recommendations	1032
XXI. RESEARCH AND PLANNING	
Introduction	1037

VOLUME 7 (Cont'd.)

CHAPTER	PAGE
XXI. Extent of Research and Planning	
in Police Departments	1037
Importance of Research and Planning	1038
Definition of Terms	1039
Anatomy of Planning	1040
The planning process	1042
The implementation process	1042
The dimension concept	1058
Impact of dimensions	1060
A model of management practice	1062
Organization for Research and Planning	1065
Subject matter of planning	1066
Recommendations	1069
Special Events Planning	1071
Definition of special event plans	1072
Importance of advance planning	1072
Alertness to the need for plans	1073
Establishing objectives	1074
Planning information	1074
Current problems and examples	1076
Recommendations	1081

VOLUME 7 (Cont'd.)

CHAPTER	PAGE
XXII. BUDGETING AS A MANAGEMENT DEVICE	1085
Introduction	1085
Budget Defined	1087
Purpose and Importance of the Budget	1088
Two Types of Budgets	1091
Line-item budget	1091
Performance budgeting	1093
Special Problems of Police Budgeting	1100
Budget Preparation	1103
Budget Suspense File	1109
Budget Presentation	1110
Operation of the Budget	1111
Budget Accounting	1113
Departmental Accounting	1115
The Budget in Formulating Policy	1117
Analysis of Conditions Affecting Budgeting	1118
Summary and Conclusions	1120
Appendix A - A Method of Determining Workload for Detectives, a paper by Thomas Reddin	1128

VOLUME 8

CHAPTER	PAGE
XXIII. OPERATIONS RESEARCH AND MANAGEMENT SCIENCE	1135
Introduction	1135
Definition of Operations Research	1136
Characteristics of Operations Research	1137
The Environment for Operations Research	1139
The Role of Operations Research	1141
Operations Research and the Executive	1144
Operations Research as an Aid to Decision-Making	1144
Techniques and Applications of Operations Research	1146
Probability Theory and Statistical Theory	1146
Linear Programming	1146
Dynamic Programming	1148
Queueing or Waiting-Line Theory	1149
Game Theory	1150
Simulation and Strategic Gaming Techniques	1151
Monte Carlo Techniques	1152
Information Theory, Flow Technique and Communications Model	1153
Matrix Analysis	1153
The Role of Electronic Computers	1154

VOLUME 8 (Cont'd.)

CHAPTER	PAGE
XXIII. Some Conclusions on Operations Research	
Applications in Business	1154
Operations Research and Management Science:	
An Ideal	1158
Asking the right question	1159
The Systems Concept of Management	1164
Fundamental concepts of the systems approach	1164
Relation of Systems Theory to General	
Management Theory	1168
General management theory	1168
Systems theory	1170
Implications for public management	1172
Interrelationship of operations research,	
systems data processing and management	1173
Systems approach and electronic data	
processing	1177
Electronic computers and management	
organization	1177
Two of the main problems	1181
The location of the data-processing function	1183
The degree of success of an EDP installation	1184
Attaining maximum effectiveness of the	
EDP installation	1188

VOLUME 8 (Cont'd.)

CHAPTER	PAGE
XXIII. Predictions of the impact of computers	
on business management	1189
Extension of the role of the computer	1191
Problems, probabilities, and possibilities in	
management informations systems	1192
Applications of management science techniques	
in business and industry	1196
Management sciences and law enforcement	
agencies	1201
Research and design program	1206
Product of a research and design program	1207
Top management's role	1209
In Retrospect	1220
Recommendations	1226
XXIV. LEGISLATIVE BARRIERS	1235
Introduction	1235
Organization	1238
Accountability	1242
Jurisdiction	1243
Co-operation	1245
Personnel	1246
Statistics	1246

VOLUME 8 (Cont'd.)

CHAPTER		PAGE
XXIV.	Authorization	1248
	Requirements for position	1249
	Residence	1249
	Physical and mental	1250
	Educational	1250
	Civil service	1251
	Retirement	1253
	Financing	1256
	Tax base	1261
	Tax ceilings	1263
	Legislation and Court Decisions	1264
	Appendix A - William B. Saxbe, Attorney General, State of Ohio, <u>Opinion No. 1511</u> , November 2, 1964	1269
XXV.	PROPOSED METHODS OF PROJECT IMPLEMENTATION	1276
	Introduction	1276
	Concept of change	1276
	Lethargical Motivation	1277
	Implementing Professional Standards	1279
	Previous recommendations	1279
	Model Police Council Act	1279
	Current actions	1283
	State training legislation	1283

VOLUME 8 (Cont'd.)

CHAPTER		PAGE
XXVI.	Texas Commission on Law Enforcement	
	Standards	1284
	Recommended action for future	1285
	Federal enabling legislation	1286
	Establishing state structure	1288
	Control through inspection	1290
	Opposing views	1292
	Implementing Organizational Principles	1294
	Projects	1294
	Public support	1295
	Encourage Professional organizations and college administrations to adopt policies	1296
	Dissemination of information	1296
	Community programs	1296
	Technology	1297
	Observations	1298

LIST OF TABLES AND CHARTS

VOLUME 1

CHAPTER	PAGE
I. Number of Police Agencies in the United States and number of personnel, 1964	4
II. Class V Police Departments	78
Class IV Police Departments	79
Class III Police Departments	80
Class II Police Departments	81
Class I Police Departments	82

VOLUME 2

III. Number of County Governments Having Highway Patrols	88
Contract Cities in Los Angeles County	95
Comparative Costs for Enforcement Programs	107
Comparative Statistics for Law Enforcement Operations (Dade County)	108

VOLUME 3

IV. Model Chart for County Police Agencies	108(a)
County Organization Charts: Multnomah	187
Kent	188
Jefferson	189
Los Angeles	191
Nassau	192

VOLUME 3 (Cont'd.)

CHAPTER	PAGE
IV. County Organization Charts: Suffolk	194
Dade	195
Origin of Primary State Police Agencies	204
Types of Primary Police Agencies by States	214
Secondary Police Agencies by State	217
General Information on Primary and Secondary Agencies	220
Pay and Benefits of Primary Agencies	237
Personnel Employment of Primary Agencies	245
Formal Training for Primary Agencies	252
Source of Funds for Law Enforcement Agencies	256
Support of Law Enforcement Agencies From Highway-User Revenues	257
Percentage Distribution of Organizational Activity	258
Organization Charts: Oregon	260
New York	261
Connecticut	262
Michigan	263
Kansas	266
California	267
Nebraska	268

VOLUME 3 (Cont'd.)

CHAPTER	PAGE
IV. Organization Charts: Alabama	269
Alaska	270
Kentucky	271
New Jersey	273
Georgia	274
New Hampshire	275
Florida	276
Illinois	277
Oklahoma	278
North Carolina	279
Ohio	281
Organization of State Law Enforcement	
Agencies	282
Comparison of Police Organization in	
State Government	285
Model Organization Chart for State Police	301

VOLUME 4

V. Typical Course of Specialization in the	
United States	341
Dual Track Entry System	370
VI. Weighting Systems	388
IX. Releasing Police Officers for Field Service	491

VOLUME 5

CHAPTER	PAGE
X. Survey of Los Angeles County Police	
Departments	521
XI. Arrest/Booking Report Form	533
Prisoners Visitors' Report Form	538

VOLUME 6

XIII. Examples of Officer's Activity Reports	732
Examples of Consolidated Crime Reports	745
Examples of Specialized Crime Reports	749
Examples of Recommended Crime Reports	762
Other Basic Operational Records	766
Examples of Daily and Monthly Summaries	804
Examples of Charts	813
XIV. Schematic Design, Automatic Information	
System	840
XVI. Citizen's Complaint Form, Oakland, California	879
President's Commission Survey	882

VOLUME 7

XXI. Types of Administrative Plans	1041
--	------

VOLUME 7 (Cont'd.)

CHAPTER	PAGE
XXI. Questions an Executive Should Ask	
Himself About Planning	1043
Planning Process	1046
Implementation Process	1052
Model of Management Practice	1063
Classical Management Theory in Practice	1064
XXII. Work Units of Functional Activities in	
the Los Angeles Police Department	1098
Work Program Statistics, Los Angeles	
Police Department	1107

VOLUME 8

XXIII. Systems Optimization	1166
Business Applications of Management	
Science Techniques	1197
Simplified Managerial Manpower Selection and	
Career Planning Model	1200
XXIV. Municipal Police - Personnel and Cost	1247
Police Employee Retirement Programs	1255
XXV. Total Expenditures for Policing in	
the States	1259

LIST OF MAPS

VOLUME 1

CHAPTER	PAGE
IV. A. Origin of Primary State Police Agencies	205
B. Types of Primary Police Agencies	215
C. Comparative Salary Systems of Primary	
Agencies	243
D. Ratio of Patrol Strength to Population and	
Land Area	248

CHAPTER I

INTRODUCTION

The Present Situation

The problem. The historical enigma of myriad problems in the police function, resulting from the cultural lag of our police tradition, becomes progressively more complex and compounded as a result of the present era of megalopolitanization, socio-economic-political influences, proliferation of police services, and the persistent autonomous retention of the police function.

The numerous panaceas that have been promulgated as solutions to the above dilemma have failed to be completely successful, thus necessitating a new appraisal and evaluation of fundamental principles, practices, and issues. The police discipline is in the process of crossing a new threshold, departing from archaic, provincial practices and procedures and entering into an enlightened era of professional maturity. This will be accomplished through the establishment of high standards in policing, an innovation that can now be achieved as a result of involvement by the Federal government in the consultative processes, enabling legislation, and financial assistance.

General outlines of American police organization. In its over-all perspective the pattern of American police agencies resembles that of our governmental structure; governments at the federal, state, county and municipal level have each developed their own distinctive police services. With the one exception of the Federal Bureau of Investigation in the Department of Justice, the national police agencies have jurisdiction

2

primarily over matters with which each is charged. This report will not be concerned with the organization and management of the federal police agencies.

Each of the fifty states maintains its own police forces. A number of these have general police authority although primary emphasis is placed on rural protection or on a narrow specialization such as traffic regulation or narcotic control.¹

It is at the county and municipal level of government that the greatest variety of police agencies occur, partly as a result of the variety of local governments but also because of the tendency to establish numerous specialized police agencies within a given jurisdiction. According to Bruce Smith, "There is therefore no such thing in the United States as a police system, nor even a set of police systems within any reasonably accurate sense of the term. Our so-called systems are mere collections of police units having some similarity of authority, organization or jurisdiction but they lack any systematic relationship to each other."²

Number and size of American police forces. There are at least five strata of police services in the United States which conform in a general way to the major levels of government.

1. Police agencies of the federal government, particularly those now attached to the Treasury, Justice, and Post Office departments;

2. State police forces and criminal investigation agencies of fifty states;

3. Sheriffs and deputy sheriffs in over three thousand counties, plus a few county police forces which either duplicate the sheriff's police jurisdiction or virtually displace it;

4. The police of a thousand cities and over twenty thousand townships or New England towns, to which should be added an unknown number serving magisterial districts and county districts in the South and West;

5. The police of fifteen thousand villages, boroughs, and incorporated towns, together with a small number of forces serving public quasi corporations such as special or ad hoc districts.³"

The above impressive array does not include the full variety of American police forces; there is no suitable niche in which to put such organization as the interstate and tunnel police force of the Port of New York Authority and many others. According to Bruce Smith, there are about forty thousand separate and distinct public police agencies in the United States with the vast majority of them consisting of one, two, or three men often employed on a part-time basis. At the other extreme are the police of our largest cities, a number of counties and states, and the federal government which reflect the progressive influences now beginning to upgrade police service in the United States.⁴

Some conception of the proliferation of police agencies in the United States and their respective sizes can be obtained from Table 1 prepared by the Police Task Force of the President's Commission on Law Enforcement and Administration of Justice. This table outlines the

TABLE 1.

THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE

POLICE TASK FORCE

NUMBER OF POLICE AGENCIES IN THE UNITED STATES AND NUMBER OF PERSONNEL, 1964

<u>Number of Agencies ^{1/}</u>	<u>Level of Government</u>	<u>Number of Personnel ^{2/}</u>
50	Federal	23,000
200	State	38,000
3,050	County	297,000 ^{3/}
3,700	Municipal	
33,000	(Townships, Towns (Boroughs, Villages)	
<u>40,000</u>		<u>358,000</u>

^{1/} Source: A. C. Germann, Frank D. Day and Robert R. J. Gallati; Introduction to Law Enforcement (Springfield, Illinois: Charles C. Thomas, Publisher), 1966, p.153.

^{2/} Source: Bureau of the Census, Division of Governments, 1965.

^{3/} Approximately 127,000 of these personnel serve in 128 municipalities of 100,000 and over population.

number of police agencies in the United States together with the number of their personnel by level of government. It is revealing to observe that 36,750 of the 40,000 agencies exist at the local level and that these local agencies employ 297,000 of the 358,000 personnel. Of the 36,750 local police agencies only 3,050 are organized at the county and 3,700 at the municipal level. The vast majority, 33,000, are in townships, towns, boroughs, and villages.

The prospects of effective organization and management in such minute units is remote indeed. There exists a need for radically revising the whole local police system to reduce the tremendous duplication which exists and provide police organizations of adequate size to operate effectively.⁵

Police problems today. Although police tasks today differ widely from those a century ago, the fundamental purpose remains the same but technology and social changes have brought new problems for the police and new threats to the peace and security of all citizens. The adaptation of new inventions, especially the automobile, to criminal use has placed additional burdens on the police; traffic control, transient populations, and spiraling juvenile delinquency have added to the growing problems of the police. Conflicts arising out of the efforts of ethnic groups attempting to adjust to their environment and new attitudes toward and by teenagers further complicate police efforts to maintain order. A further complicating factor is the difficulty the police are having in overcoming public opposition to police control even while the public demands protection from the criminal element.⁶

Police tools today. Today police have available almost every kind of transportation and communication device, including airplanes, helicopters, teletype, radio, television and radar. Modern police communication centers record telephone messages and radio dispatches and record the time periodically. Telephonic devices are available which automatically record on dictating machines telephonic reports from officers or officers can hand-print reports on special masters from which any number of copies can be reproduced.

Technology is making available to the police greater speed and accuracy in statistical studies, so valuable in the deployment and direction of manpower. Modern business equipment is being adapted to payroll and other personnel records. The physical sciences have contributed much to criminal investigation by providing new techniques and equipment for the identification of physical evidence found at crime scenes. A recent exciting development has been the introduction of the electronic computer into police work and its use in such diverse activities as manpower distribution, vehicular traffic control, crime report analysis and retrieval, and inventory control.⁷

Police organization and management today. "The continuous adaptation to police use of improved methods of transportation, communication, investigation, and other operating procedures and the introduction of improved administration practices are essential to modern police management. They require effective police organization and wise policy decisions by the police administrator."⁸ American police departments remain considerably behind other public agencies in their efforts to provide better

services. The results in terms of inadequately used resources, excessive expenditure of public funds, and failure to adequately achieve objectives, especially in the areas of crime control and prevention, are a matter for serious concern.⁹

The failure to achieve maturity of professional growth in the police discipline, results to a great extent, from an inability to adopt valid principles of organization and management. The fundamental principles of organization and management which have been accepted and endorsed by the military, private industry, and business have ready application to the structure of modern police forces. Where police agencies have failed to apply these principles, it has usually been due to a few common causes as iterated below:

Most police departments, even the largest of them, have sprung from small beginnings and only very recently have developed complex structures. Temporary designs have assumed permanent status in the police organism and now resist all efforts to change. The majority of police agencies continue to function according to archaic patterns established generations ago.

The above mentioned static systems have evolved haphazardly and this results in inevitable specialization. Too often, these specialized units have tended to operate independently and to lose sight of the objectives of the police task as a whole. In this manner incidental activities have tended to acquire disproportionate importance in police organizations. At times these specialized units completely escape administrative control and become independent and even rival agencies.

This is the antithesis of good organization, the purpose of which is unity of action.¹⁰

An additional cause of current inadequate police organization and management is that many police forces have been led by men with inadequate breadth of perspective, insufficient educational backgrounds, and lack of administrative experience. Only in the rarest instances have American police forces been directed by men with prior experience in large-scale organizations. Fortunately, local conditions are not all so unfavorable and examples of more satisfactory treatment of organization problems are increasing in number and significance.¹¹

There is an obvious need to better prepare administrators and potential administrators within the police service and to make available to police agencies the services of trained and competent administrators without the necessity of long and sometimes deadening apprenticeships in the lower ranks. Many of the deficiencies in knowledge and skill necessary for the application of good principles of organization and management, stem from traditional policies of promoting rank and file policemen to positions of more and more authority and responsibility without making adequate provision for their education and preparation for new and demanding roles in the police service.¹²

Technological and sociological sciences are rapidly becoming identified with the police service. Organizational patterns, criminal investigation, effective crime prevention, personnel management, records systems, and communications are coming under the influence of these new

forces in many of the more progressive police operations and utilization must be increased in all agencies.

Archaic and unimaginative state laws, city charters, and ordinances, as well as local civil service regulations, have created substantial hurdles to good police organization and management. Local residence rules continue to prevent the selection of the most competent persons, not only at entrance but also at supervisory and administrative levels. Strict requirements of certain functions for the police and prohibition against others, prevent the exercise of administrative discretion and the consequent development of police organizations best suited to meet the needs of the communities. Tax percentage ceilings and other undesirable fiscal policies clearly present additional barriers to good police administration.

The enigma of our present heterogeneous structures results largely from a failure of many police administrators to utilize known effective methods of organization and management. In a police department of any size the demands of time, types of service, geographical distribution, special requirements and multiplicity of duties make it emphatic that units of related work be grouped under the control of responsible administrators who can be held responsible for the satisfactory discharge of the duties of their respective commands. Even a good organization, however, is only the skeleton upon which the department depends for mechanical convenience. Good organization of itself does not think, display initiative, or respond effectively to a given set of circumstances; but provides the necessary structure by which, and through which, the transmittal of information is facilitated and the distribution of authority, responsibility, and accountability flows.

Principles of organization provide working guidelines which have been developed over the years by government, the military, private industry, and business. As in all other enterprises, the most efficient police departments are those which combine sound principles of organization with objective and efficient management. If sound fundamental principles of organization and management are understood, it will facilitate an understanding of this report. These fundamental principles, therefore, are listed below for basic reference.

Basic Principles of Organization

Division of work. Tasks and functions which are similar must be grouped together and the size of the department and the relative emphasis of its functions will determine the manner in which they will be grouped. In smaller departments each officer is expected to be proficient in all phases of the police operation and as a rule he handles all police tasks from inception to completion. In larger departments specialization must be adopted in certain tasks in order to operate efficiently. Maintaining an effective balance between specialization and generalization is a principal task of the police administrator.

There are at least five methods of dividing the work among the members of the force, whether the department be large or small. The division of work can be based on purpose, process or method, clientele, time, or area. Two or more of these methods of work division may be applied at the same time.

The most common method of dividing work in a police department is by purpose. Even in the very smallest department one or more officers may

specialize in traffic enforcement or in criminal investigation. In larger departments, officers may be assigned to concentrate on juvenile delinquency, to handle records, or to suppress vice.

Another method of dividing the work of a police department is by process or method. This type of work division is most often found in the larger departments where all clerical personnel, for instance, may be placed in one unit because of the common nature of the work they perform. A more common example found in all departments, regardless of size, is motorized patrol.

Work may also be classified according to the clientele or the particular kinds of people served. A juvenile unit, for instance, is primarily concerned with juveniles, a jail staff with prisoners, traffic officers traffic violators, et cetera.

A police department operates twenty-four hours a day. Its work must, therefore, be divided according to the time of day. Police departments usually operate on a three-watch basis. These watches are sometimes called shifts or platoons. To properly divide officers into watches is not as simple as it might first appear. All branches of the police department do not provide twenty-four hour service, and even in those units which must operate around the clock the need for service varies greatly not only with the hours, but also with the day of the week and frequently with the month of the year.

It is important that shift changes be made at proper times. Shifts must be organized to provide maximum manpower during the hours of greatest need and at the same time to avoid holding officers on duty when the need

for their services has lessened considerably. Frequently it is found that the need for police service can best be met by using a fourth watch-sometimes called a mid-watch.

Area as a basis for organizing a police department is used by all departments in establishing radio car and foot beats. It may also be found desirable in the largest departments to use this factor in establishing district stations.

Delineation of responsibility. Tasks and functions must be clearly defined and responsibility for their performance fixed. Definitions must be specific enough so that the tasks are clearly understood but not so definitive as to preclude consideration of other operations and responsibilities that should properly be associated with performance of a task.

Regardless of what method is used for subdividing the police organization, the importance of clear and definite lines of authority and responsibility cannot be over-stressed. Every person must know where he fits into the picture, to whom he is responsible, and who is responsible to him. He must also know his exact duties and responsibilities. These lines of authority and responsibility are most clearly set forth through the use of an organization chart. This chart illustrates the organizational hierarchy and is usually in the shape of a pyramid or scale.

Although responsibility exists at every level, the chief of police can never relinquish his responsibility for seeing that all tasks are carried out. Although the chief discharges most of his responsibilities

by assignment, he is ultimately responsible if a failure occurs. The chief's responsibility, however, does not relieve the erring subordinate from responsibility, nor for that matter any supervisor in between the erring subordinate and the chief.

Authority commensurate with responsibility. Authority must be assigned commensurate with responsibility. Assignment of responsibility must be fixed before authority can be delegated to carry out that responsibility, and only that authority which is necessary to carry out the responsibility should be delegated. Authority to make decisions, to execute its responsibilities, should be delegated to the lowest practical level and persons to whom authority is delegated must be held strictly accountable for its use. This is necessary because the superior remains accountable for the accomplishment of all tasks assigned to or through the subordinate.

Span of control. Another principle of organization is the recognition of a natural limit to the number of subordinates who can be properly supervised by one person, and the necessity of not exceeding this limit when setting up an organization. In the field of management there has been a good deal of speculation regarding the number of persons who should report to any one supervisor or manager. An extreme view is that the maximum number should not exceed five or six. Other authorities claim that the number can be considerably greater than this. In American police departments in the past there has been a tendency toward holding too large a number of persons answerable directly to the chief.

Unity of command. Lines of authority and channels of communication must be established. This principle is usually referred to as "unity of command," or the "chain of command." From earliest times it has been recognized that multiple command creates nothing but confusion. "A man cannot serve two masters" was proclaimed as a theological argument because it had already been accepted as an every-day principle of human relations.

The principle of unity of command is that a subordinate should be under direct control of only one immediate superior. It is as important for the chief to observe this principle as it is for his subordinates. If either the chief or personnel at the level of execution attempt to communicate by by-passing the established chain of command, much harm will be done. Intermediate supervisory personnel will have no knowledge of the communication and cannot, therefore, be held responsible for execution of the order or transmittal of the information involved. These lines of authority and channels of communication have been compared to cords which bind together operational units and permit.

Basic Principles of Management

Posdcorb. A police chief (or other police executive) has certain work he must do if he is to build and maintain an efficient police force and whether this process is called management or administration is actually of little import. This work has been well outlined by the industrialist Henry Fayol in his Industrial and General Administration:
 He uses the coined word POSDCORB, which is made from the initials of the following activities: planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

Planning means working out in broad outline the things that need to be done and the methods for doing them in order to accomplish the purpose set for the enterprise.

Organizing is the establishment of the formal structure of authority through which work subdivisions are arranged, defined and coordinated.

Staffing includes the whole personnel function or recruiting and training the staff, and studying and improving working conditions.

Directing consists of the continuous task of making decisions, embodying them in specific and general orders and instructions, and serving as the leader of the enterprise.

Coordinating is the all important duty of interrelating the various parts of the work.

Reporting involves keeping those to whom the executive is responsible informed as to what is happening. This includes keeping himself and his subordinates informed through records, research and inspection.

Budgeting includes formulating the budget and performing fiscal planning, accounting and control.

Planning. Police objectives, like all other objectives in life, are most effectively and economically achieved through the process of planning. "Planning is the process of developing a method of procedure or an arrangement of parts intended to facilitate the achievement of a defined objective."⁴ Almost everything we do in life is preceded by planning. Menus and recipes exist before the meal is cooked. Blueprints and specifications are prepared before anyone would think of starting

construction on a building, a ship or a bridge. Tactical plans are prepared by the military before a battle is begun.

Police planning serves many purposes:

1. It explains and clarifies policy by defining more accurately an immediate objective or purpose and by pointing out how this is to be achieved.

2. It serves as a guide both to training and to performance. It places responsibility for action and reduces the complexity involved. "Through planning, chaos, confusion and friction are replaced by system, order and teamwork."¹⁵

3. It gives continued attention to the improvement of practice and procedure through assuring increasingly better performance.

4. It makes control possible by enabling accomplishments to be checked.

5. It assures the most effective and economical use of departmental resources of manpower and equipment.

Just as in other phases of police work, the chief retains ultimate responsibility for planning. Except in a very small force, however, he will not have time to do all of the planning which his department will require. For this reason it is desirable that a planning officer, and in the larger departments, a planning unit, be assigned to prepare department-wide plans and to supervise the planning process throughout the department. In a small department an officer may, of course, be assigned planning duties in addition to other duties, such as personnel or records.

Planning must be continuous at every level and in every unit of the department. No one person should be given the total planning responsibility, for planning should permeate the entire organization. Stimulation of this planning process should be the first responsibility of the planning officer or unit.

Organizing

That police work must be divided among the members of the force, whether the department be large or small, is agreed to by everyone but the basis upon which the division should be made is not. There are at least five methods of dividing the work; the division of work can be based on purpose, process or method, clientele, time or area. These bases were previously discussed under Basic Principles of Organization.

Staffing

The term staffing, as Henri Fayol uses it, includes those functions which are frequently referred to as Personnel Management. It is the objective of Personnel Management to select and retain in the police service competent, well-trained, loyal officers. In order to achieve this purpose it is necessary to develop and maintain a career service which will attract to police departments men of ability, good character, and integrity. Provision must also be made to keep them on the force as satisfied and alert employees. To achieve these objectives an adequate personnel program must be maintained. This program should contain the following essentials: 1. Classification of Positions: A grouping of positions which are so similar that the same title may be given to each; the same tests for fitness and the same qualifications may be used to

recruit employees, and the same pay may be equitably applied.

2. Standard Compensation Plan: A plan which provides for equitable salaries and for salary increases based on satisfactory performance of duty.
 3. Selection of Employees: An intelligent selection of employees on a competitive and merit basis not only for entrance to but also for promotion within the service.
 4. In-service Training: An intensive and continuous program of in-service training to provide the recruit with needed skills, to keep him abreast of current techniques, policies and procedures and to develop persons qualified for promotion.
 5. Service Ratings: The administration of a service rating system which is designed to accurately evaluate performance on the job. Service ratings, if properly designed and administered, can be used to assist in determining training needs, promotions, transfers, and salary increases.
 6. Conditions of Service: Provision for vacations, sick leave, hours of work, transfers, days off, and physical surroundings, which are important to policemen as they are to all employees.
 7. Discipline: Provision for administering fair and impartial discipline which is very important in a police department.
 8. A Sound Retirement System: Provision for a sound retirement system that will permit policemen to look forward to retirement at a reasonable age with full assurance that they will have economic security in their old age.
- An adequate personnel management program in a police department must include then, provisions for classification of positions, fair compensation,

proper selection methods, good promotional opportunities, impartial discipline, good working conditions, reasonable protection against hazards of the job, and a sound retirement system.

Directing

Under the term "directing" can be included all of the processes of decision making and the various methods and procedures for putting the decisions into effect. Among these methods are orders (both written and oral), instructions, memoranda, bulletins, manuals, et cetera.

Since a police department is semi-military in character, discipline and prompt response to commands are necessary, particularly in emergency situations. It must be realized, however, that law enforcement differs from the military in that policemen must be allowed a high degree of discretion. In police work it would be undesirable to impose a discipline which requires blind obedience to orders and complete dependence upon superior officers. Police administrative officers must develop the leadership which is necessary to induce policemen to work as a team - to cooperate as well as to obey. Command is necessary to the successful direction of a police agency. Commands can be divided into two types: line command and staff command. Both types use authority delegated by the chief.

Line command is the authority delegated by the chief to his immediate subordinates and by them through the chain of command to the patrolmen and civilian employees in the field. Line command is simple to understand. No difficulties are encountered in its exercise if lines of

of command are clearly established and are thoroughly understood. Line command finds expression in written or oral orders transmitted from superior to subordinate. The nature of police work is such, however, that line commanders cannot always be personally present to issue commands; also, the technical nature of the task being performed by the patrolman may be such that his immediate line commander may not be qualified to direct its execution.

Staff command is a term used to describe the types of supervision exercised when technical duties are being performed. An example of the first would be a juvenile officer working on night watch with no line supervisor on duty. Under this circumstance the patrol watch commander would exercise functional supervision over the juvenile officer's general conduct but not over the technique he employed.

An example of the second type of staff command - that is, supervision over specific techniques or procedures of a technical nature performed by non-technical personnel - would be a patrol officer gathering and preserving evidence. Here he would be governed by the staff commands of the crime laboratory supervisor. When writing his report regarding his investigation, he would come under the staff command of the record unit supervisor. At the same time, and in both cases, he would remain under the direct line command of his own patrol supervisors.

Another example of the use of the term, staff command, is the giving of orders by a police administrator's agent or assistant who has no authority in his own right but who has been designated to act for his superior. This type of supervision is especially common when routine

matters are concerned. This agent may be an aide, an adjutant, an administrative assistant or an executive secretary. In giving instructions he is saying in effect, though not in so many words, "The chief wants you to do this or that." In putting out calls to officers by radio or telephone the dispatcher is exercising staff command - he is acting for the chief in carrying out policies and procedures previously approved by the chief.

Except in the case of immediate emergency orders, commands, instructions, policies and procedures should be reduced to writing and should be made available to all officers. Provision should also be made for keeping this material up to date. A system for classifying commands or orders should be established, and then strictly followed. One system is to divide all orders into general orders and special orders. General orders are orders of a permanent nature issued by the chief of police. They should affect the entire department and should not relate solely to a specific situation or event. At the very first opportunity, general orders should be made part of a departmental manual.

Special orders are orders issued relative to some particular event or circumstance. They are usually of a temporary nature and frequently do not affect the entire department.

Control, as well as command, is necessary to efficiently direct the activities of a police agency. "Control," according to Gulick, "consists in seeing that everything is carried out in accordance with the plan which has been adopted, the organization which has been set up,

and the orders which have been given . . ." ¹⁸ It is relatively easy to give commands but to determine the manner in which the orders were carried out is often difficult. Control is obtained through inspection. Inspections may be simple observations or they may involve the study and analysis of records and statistics. In order to maintain proper control in a police department persons, things, procedures, and results must be under constant inspection and evaluation.

Coordinating

Coordination is a broad term which includes a variety of activities, the main purpose of which is to have people and groups work harmoniously and effectively together. ¹⁹ A police department, like most other organizations, is subdivided primarily on the basis of function which, in turn, rests upon specialization. There is a tendency for each of these specialists to become preoccupied with his own objectives and problems. Specialists often fail to observe how they encroach upon the activities and problems of the other functional units. It is essential that the various functional units, such as Patrol, Detectives, Traffic and Juvenile cooperate to achieve the over-all purpose of the entire Police Department.

There is also a tendency on the part of each functional subdivision of the department to magnify the importance of its work and to attempt to "build an empire," to constantly strive to expand the particular unit by adding activities and personnel. Coordination is the procedure for unifying the activities and the tendencies of these various functional units. Coordination can be brought about through coercion as well as through cooperation.

Coordination within the department may be both vertical and horizontal. That is, it may be either up and down the several levels or crosswise on the same level. ²⁰ Coordination may apply within the police department, itself, or it may be aimed at cooperative relationship between the police department and other agencies. It thus may be either internal or external.

Coordination is a cohesive element in organization. It is composed of both structural and psychological elements. Coordination is the dynamics of organization. It minimizes friction. In addition to coercion, it uses the techniques of consultation, collaboration, exchange of information and ideas, and reconciliation of sentiments and ideas. The larger and more complex the police department becomes, the greater is the need for coordinating authority and machinery.

Reporting

Reporting is the term used by Henri Fayol to describe the obligation of an executive to communicate with and so keep informed those to whom he is responsible and those who are responsible to him. This term also includes the executive's responsibility to make provision for adequate communication up and down and across the organizational hierarchy at all levels. Every activity involving two or more persons contains an element of communication. To merely mention the subjects of police training, supervision, and leadership reminds us that they require effective communication. Flowing downward are policies, procedures, orders, general information, and techniques. Flowing upward are reports dealing with statistics such as the number of arrests,

crimes, traffic accidents, citations, and field interrogations, the distribution of manpower, the conditions of buildings, automobiles, equipment, and supplies. Also flowing upward are opinions and attitudes, ideas, suggestions, complaints, grievances, "gripes," and rumors.

Some of the most difficult problems in organizations, especially the larger ones, arise from weakness in horizontal communication. Horizontal communication is achieved through conferences, informal face-to-face contacts, telephone calls, and clearance and review of written material, et cetera. ²¹

Even a very brief review of the problem of reporting in a police department must include a mention of the need for, and the problems involved in, properly reporting to its ultimate employer, the public. The Annual Report is the most commonly used device for reporting to the public. It should be accurate, factual, brief, and interestingly presented. Numerical statistics should be kept to a minimum statistics story. Charts, graphs, and photographs should be liberally used. News stories, radio and television broadcasts, public speeches, pamphlets, and "open houses" are other methods commonly used.

Budgeting

Under the term Budgeting, Henri Fayol includes not only budgeting but also all that goes with it - fiscal planning, accounting and other financial controls.

The financial aspects of budgeting, until recently, have received the greatest emphasis. In most cities the budget has been considered principally as a financial and accounting device. Under this traditional

system requests for money have been supported primarily by listing objects to be purchased (such as materials, supplies, and equipment) and salaries to be paid. The validity of the requests have been judged principally by comparing them with previous expenditures.

Progressive administrators have increasingly emphasized that the budget represents dollar values placed on service programs. In the past few years the term, "Performance Budget" has been widely adopted to identify the budget as a program planning process which becomes a part of the management process instead of merely a fiscal procedure.²² The performance budget has been successfully used in the police field. Its use in police departments will increase rapidly with the passing years.

Decision Making

The central core or "heart" of management is decision-making. Before attempting to apply any decision-making process to a problem, an administrator must determine that the problem is one in which he has primary responsibility. If the decision may be delegated it is important that the administrator do so, for only in this way will he be able to give an adequate amount of time to long range planning. Inherent in the delegation of decisions, is a temptation to over-delegate to the point where the administrator becomes merely a figurehead. This must never be permitted to occur. Perhaps the most difficult factor in decision-making is for the administrator to objectively eliminate his own personal desires and substitute goals most beneficial to his organization.

The importance of gathering information for decision-making cannot be overstressed. A small amount of data usually produces no better than a mediocre decision. How much time to allocate for fact-finding on a decision is a troublesome question. Perhaps a good rule is to call a halt to further research in a particular case when one is reasonably certain that he understands the situation. Since research under pressure is always difficult, the wise administrator will keep informed of basic issues and data to alleviate the pressure of time when important decisions must be made in a hurry.

In making a decision an administrator is faced with choosing one from a group of two or more alternatives. It is extremely rare that a problem is encountered which has only one possible solution. Often several alternatives are presented at the time an administrator is requested to make a decision. The alternatives presented are valuable but should not be considered the only ones, for an overlooked alternative may be the best one. An administrator does not have complete freedom in selecting alternatives. Among the factors which limit alternatives are laws, regulations, policies, ethics, and "politics."

Since most decisions either establish policy or have policy-setting implications, considerable care must be exercised to avoid establishing a precedent that may prove embarrassing in the future. This is especially true in personnel situations. As many decisions affect personnel, the alternatives must always be examined with respect

to their acceptance by members of the organization and consequently their probable effect on internal morale. Each alternative must also be examined for its financial and budgetary considerations, and of course, its probable effect on external public relations.

Selection of the most satisfactory alternative does not climax the process of decision-making nor does the announcement of the decision terminate the responsibility of the administrator. He still has responsibility for insuring its acceptance and implementation. It is not what members of an organization are told--but what they accept that counts. For this reason, communication must involve far more than just telling; it must have among its objectives the development of proper attitudes and motivation, in addition to the transmission of knowledge and skills. No matter how noble the objectives of a police agency may be and how well known to its officers, these objectives will be ineffective if officers have indifferent attitudes toward their work, their leaders, or the public.

As suggested previously, the most effective method of insuring implementation of a decision is to make certain that persons responsible for its implementation have had a hand in its formation through the use of extensive consultation. If this has not been done then the next best procedure is to accompany communication of the decision with an explanation of reasons for it.

An administrator should be prepared to defend his decision until he becomes convinced that an error has been made. When this occurs he

must accept complete responsibility for the error and correct it. No blame should fall on persons responsible for implementing a decision even though their lack of acceptance may have caused the decision to fail in its objective. Securing this acceptance and compliance is a responsibility of the administrator.

Individuals can be motivated to contribute their ability wholeheartedly only through leadership, never by force or fear. Successful human relations in administration must focus attention on the ambitions, the hopes, the abilities, and the emotions of fellowmen. An administrator must reckon with their likes and dislikes and above all, with their desire to exist as individuals.

Of great importance to good human relations is the need for satisfying the individual's fundamental drives and his need for recognition and status. Of considerable importance, also, are an understanding of the role played by informal organizations, a thorough knowledge of men, and development of adequate communications up, down, and across the entire organization. Administrators must constantly remember that communication is a "two-way street" -- that it involves listening as well as telling.

An important ingredient of good administration is the administrator himself--everything that he stands for and everything that he is. Unless people have respect for and confidence in the integrity of their administrator, his policies and decisions will never be successfully carried out; for his associates will feel insecure and fearful, or perhaps indifferent. An administrator must conduct himself in a way

that makes for confidence, dependability, predictability and respect on the part of those who work with him and for him. He must be loyal to his organization and its objectives as well as to those who are carrying out his decisions. Without mutual respect and confidence, teamwork is impossible and it is only through teamwork that the effectiveness of a police organization can be assured.

FOOTNOTES

- 1 See Chapter IV of this report (State Police System).
- 2 Bruce Smith, Police Systems in the United States (revised edition; New York: Harper & Bros. 1960, pp. 21-22).
- 3 Loc. cit.
- 4 Ibid., p. 22.
- 5 Regional Police Organization: "Police Task Force, Report 3.1."
- 6 O. W. Wilson, Police Administration (2nd Ed. New York: McGraw-Hill, 1963), p. 5.
- 7 Ibid., p. 7.
- 8 Ibid., p. 8.
- 9 V. A. Leonard, Police Organization and Management (2nd Ed. Brooklyn: The Foundation Press, 1964), p. 4.
- 10 Smith, loc. cit., p. 209.
- 11 Ibid., p. 208.
- 12 Samuel G. Chapman, "Developing Personnel Leadership," The Police Chief, Vol. XXXIII, No. 3, March 1966, p. 24.
- 13 Henry Fayol, Industrial and General Administration, (London: Pitman & Sons, 1930).
- 14 Wilson, Police Planning, (Springfield: C. C. Thomas, 1952), p. 3.

FOOTNOTES (Cont'd.)

¹⁵Ibid., p. 5.

¹⁶Dr. A. C. Germann, Recruitment, Selection, Promotion, and Civil Service, 5.2.

¹⁷See Chapter XIX of this report. (The Behavioral Sciences and Police Management.)

¹⁸Luther Gulick and L. Urwick, Papers on the Science of Administration. (New York: Institute of Public Administration, 1937), p. 78.

¹⁹John M. Pfiffner: Public Administration (Revised Edition; New York: The Ronald Press, 1946), p. 47.

²⁰Arthur W. MacMahon and John D. Millet: Federal Administration (New York: Columbia University Press, 1939), p. 7.

²¹Charles E. Redfield: Communication in Management, Chicago, University of Chicago Press, 1954), p. 16.

²²International City Managers Association: Municipal Finance Administration, (Fifth Edition; Chicago: 1955), p. 62.

CHAPTER II

MUNICIPAL POLICE ORGANIZATION

Proposed Standardized Nomenclature

Titles of organizational units. Lack of uniformity in the titles of functional, time, and place, organizational units in police departments results in much confusion. This is particularly true of the first major departmental subdivisions which are usually functional units with jurisdiction-wide coverage. The most common terms for these units are Bureau and Division, with a Bureau being a subdivision of a Division in some departments and a Division being a subdivision of a Bureau in others. To resolve this dilemma, the Commission recommends that the term Bureau be used for the first subdivision of a department. This is the nomenclature adopted by the Federal Government from its early beginnings; i.e., Bureau of Customs, Bureau of Internal Revenue, Bureau of the Mint, Bureau of Narcotics, etc., in the Treasury Department.

The following uniform nomenclature is proposed by the Commission:

Department:

The primary organizational unit within the governmental structure.

Bureau:

The primary subordinate organizational unit within the police department.

Division:

A primary subdivision of a bureau having department-wide function either for a general police service, or for some specialized activity, or an organizational unit responsible directly to the Chief of Police which contains two or more separate sections.

Section:

An organic sub-division of a division or it may also be a subdivision of a district.

Unit:

A subdivision of a section.

Detail:

A subdivision of a bureau, division, section or unit. The personnel are assigned to a specialized activity.

Region:

The primary geographical subdivision of the state, established to facilitate the administration and operation of the department, sometimes called zones or commands.

District:

A geographical area as territorial subdivision of the city, established to facilitate the administration and operation of the department, sometimes called precincts. Its activities are normally controlled from a district headquarters or station.

Watch:

A watch, sometimes called a shift or platoon, is a group of department members that composes the work force for a given time of day, either throughout

the city or within a district. In a patrol division there will normally be three or more watches, each assigned to given periods of the day (possibly over-lapping) and each having its own supervisory personnel.

Squad:

A functional unit consisting of a number of men and a supervisor organized to perform a specific task in a prescribed manner at a pre-determined place or area.

Sector:

A grouping of patrol beats to form specific supervisory areas.

Beat:

A geographical subdivision of the city or a district for patrol purposes, sometimes called a patrol area.

Post:

A fixed point or location to which an officer is assigned for duty, such as an intersection or crosswalk for traffic duty, or a spot or location for general guard duty, observation, and surveillance or for the apprehension of a person wanted for or about to commit a crime, intelligence unit at airport, etc.

Reporting District:

A small geographical area into which the city is divided for the purpose of crime reporting and collection of statistics. Reporting districts are frequently made to correspond with Federal Census districts. Accumulating statistical crime data in this manner enables its comparison with socio-economic data resulting from the census. They should be

shaped in such a way that they can be flexibly interchanged. Reporting districts are sometimes called quadrants or grids.

Titles of administrative positions. Considerable confusion exists because of the absence of uniformity in the titles of the administrators of the various organizational units in American police departments. Uniformity of terminology is highly desirable to make communication between individuals and agencies in the law enforcement field easier and dialogue with outside observers less confusing.

Chief administrative officer. The title of the chief administrative officer in most police departments in the country, including many of the largest, is "Chief of Police." This term is well known and is understood throughout the world. The professional organization of police administrators, for instance, is titled "The International Association of Chiefs of Police."

Despite these facts some police departments have conferred other titles on their chief administrative officers, namely Police Commissioner, Police Superintendent, or Police Director. The Commission recommends the adoption of the title of "Chief of Police" for the Chief Administrative Officer in each municipal police department.

The Chief Administrative Officer in the Departments of State Police are called Commissioners, Superintendents, Commanders, Executive Directors, Directors, and Chiefs. The Commission recommends the adoption of the uniform title of State Chief of Police. They further recommend that the chief administrative officer for the county be called the County Chief of Police.

Heads of organizational units. The Commission recommends that heads of the various organizational units be given titles which are not tied to sworn police ranks; i.e., captain, etc. This, because of the desirability of assigning qualified civilians to many of these positions. Each position may also be filled by an individual holding any one of a number of police ranks depending upon the size of the department, the emphasis desired to be placed on each activity, and the professional competence of the individual concerned.

Specific titles. Specifically, the Commission recommends the following titles regardless of the rank of the incumbent in the position or whether he be a "sworn officer" or a "civilian."

Bureau:	-	Commander
Division:	-	Director
Section:	-	Supervisor
Unit:	-	Supervisor
Detail:	-	Supervisor
Region:	-	Commander
District:	-	Commander
Watch:	-	Commander
Squad:	-	Leader

Model Organization Structures

Application of the previously enumerated principles of organization do not lead to one universal organizational form. Department size, geographic area, topographical features, and specific local conditions, such as volume

of crime, vice, juvenile delinquency and traffic flow, materially affect the desirable organizational form for a given community. Most important of these factors is department size. The basic organizational charts or plans for five classes of municipal police departments suggested here are based entirely on department size. It will probably be necessary to modify each to some extent to meet local conditions. It may even be desirable under certain circumstances for departments below the median size for their class to adopt the organization proposed for the next smaller class size and for departments above the median size for their class to adopt the organization proposed for the next larger size. (For a discussion of model state and county organizations, see chapter III and IV of this report.)

The Commission recommends that cities be grouped into five general classifications based on their number of personnel as follows:

<u>Department Classes</u>	<u>City Population</u>	<u>Number Personnel</u>	<u>Number of Cities in Class I</u>
Class I	500,000	1,000 plus	21
Class II	250,000-500,000	400 to 1,000	31
Class III	50,000-250,000	75 to 400	267
Class IV	10,000- 50,000	15 to 75	1,043
Class V	10,000	Less than 15	(Not Reported)

Ranges in personnel for each of the five classes are based almost entirely upon population figures and medians of police per thousand population, as published in the 1965 Municipal Yearbook:

Class I includes cities of 500,000 population and over. There are twenty-one cities in this class having a median of 2.63 police per thousand population.

Class II includes cities of from 250,000 to 500,000 with a median of 1.72 police per thousand population. There are thirty-one cities in this class.

Class III includes cities with populations of from 50,000 to 100,000 with a median police per thousand population of 1.58 and also cities of 100,000 to 250,000 with a median police per thousand population of 1.67. There are 267 cities in Class III.

Class IV includes cities with populations of 10,000 to 25,000 with a median police per thousand population of 1.50 and cities with 25,000 to 50,000 with a median police per thousand population of 1.54. There are 1,043 cities in Class IV.

Class V includes cities with populations of 10,000 or less with a median police per thousand population of 1.5.

The proposed models (lay-out charts at the end of this chapter, and leave them out while reading the balance of the chapter) effectively group similar and related functions together and provide the opportunity to clearly define tasks and functions and to fix responsibility for their proper performance. The models also provide authority commensurate with responsibilities. By proper management of the controls built into the proposed model organizations, persons to whom authority is delegated can be held accountable for its proper use. The span of control of all commanders, directors and supervisors is well within desirable limits. The principle of "unity of command" is strictly

adhered to since each subordinate will be under the direct control of one and only one person.

Task Assignments

Each police department, whether it be large or small, performs approximately the same functions. The major difference is in the degree of specialization. In a one-man department, that one man is responsible for the performance of all police functions. As the department grows in size, the work is divided, sub-divided and eventually fragmented. The task assignments are generally appropriate as described for departments of Class Size III. In Class Sizes I and II, the task assignments described will be further sub-divided; whereas, in departments of Class Size IV and V, many of the tasks described will be combined and performed by one organizational unit or even one man.

Span of executive control. Although it is impossible to lay down a fixed rule as to the number of subordinates who should report directly to the chief of police, experience indicates that the number should not be less than three nor more than seven. If a chief would attempt to supervise more than this number his office would tend to become a bottleneck and the work of the entire department would be impeded. The same general principle applies to command and supervisory personnel generally, such as deputy chief, captain, and lieutenants. Authorities agree, however, that there should be a gradual contraction in the span of control as one moves from the lower levels of supervision to the top level

management since ordinarily the complexity of matters to be discussed and resolved, and hence the amount of time required for conferences, increases toward the upper levels of the organizational hierarchy.²

In large departments (Classes I and II) it is desirable to reduce the chief's span of control by grouping the many divisions under bureau commanders. When this is done there is an obvious advantage to grouping divisions with related functions. One logical division of the police function is into: (1) field services, (2) staff services, and (3) administrative services. The Commission recommends this major breakdown for Class I (1,000 + personnel) and Class II (400-1,000 personnel) departments. In Class III departments (75-400 personnel) two bureau commanders may be adequate, one in charge of field services, and the other, staff services and administrative tasks, although some, or even most, of the administrative tasks may be left under the direct control of the chief. Administrative tasks the chief should relinquish last to bureau commanders, are planning and inspection. Intelligence gathering should never be delegated to a bureau commander.

Assistant chief of police. It will be observed that provision is made in the Organization Charts for an Administrative Assistant but not for an Assistant Chief of Police in direct line of command between the Chief and the bureaus (or other major organizational units). The existence of a single Assistant Chief creates an awkward situation. Either he becomes Chief of Police for all practical purposes, with the Chief becoming somewhat of a figurehead, or he becomes ineffective and not much

more than a replacement for the Chief when he is indisposed or otherwise unavailable. If the Assistant Chief is a man of strong will, he will make many decisions without consulting the Chief. In effect, he runs the department. On the other hand, if the Chief exercises tight control of the department, the assistant chief serves only in a staff capacity, handling minor matters which do not require or justify the authority or rank of Assistant Chief. In practice, there is no happy middle ground; operational personnel become confused as to whom they should report; they do not know whether they should communicate directly with the Chief or the Assistant Chief; therefore they go through the Assistant Chief or around him, whichever best suits their immediate objectives. Under these conditions the flow of authority downward and accountability upward, become blurred. When a single assistant chief exists there is in practice no recognized chain of command. This is a clear violation of the principle of unity of command.

Administrative assistant. The Chief's administrative burdens may be lessened by the appointment of an administrative assistant. Such an assistant should share the work but not the authority of the chief; his job would be to help the chief to perform the managerial functions which he has not delegated. He should assist the chief in arriving at decisions and then transmit and apply the chief's orders. As a managerial assistant he cannot make or give orders on his own authority without violating the principle of unity of command. He can, however, take over much of the detail operation and so release the chief to devote more time to the problems of coordination and control.

The Commission recommends that the position of Administrative Assistant be filled by someone of lesser rank than Assistant or Deputy Chief; for instance a captain, lieutenant, sergeant, patrolman or civilian selected because of his personal qualifications, rather than rank. Civilian administrative officers have served successfully in this capacity in the San Diego, Miami, and St. Louis Police Departments for several years.

Bureau commanders and division directors. Bureau commanders and Division Directors should be exempt from Civil Service regulations. That is, these positions should be, in civil service jargon, "unclassified." Persons assigned as Bureau Commanders and Division Directors should serve at the will of the Chief but retain their civil service status with the right to return to their regular civil service rank if and when relieved of their assignments. Directors, section supervisors, and unit supervisors in the Staff Services Bureau should be either sworn or civilian personnel.

Candidates for positions as Directors of Planning and Research, Personnel, Training, etc. should meet suitable standards of education, experience and demonstrated potential to fulfill adequately the responsibilities of the position. These staff operations depend for their success on the ability, imagination, initiative, education and training of their directors. These are qualities which are not assured by the mere attainment of high police rank.

Intelligence, Inspection and Internal Investigation Services

Intelligence services. The Commission recommends that the Intelligence Division in Class I and II departments report directly to the Chief of Police. The function of the Intelligence Division is to gather information on the activities of persons engaged in organized criminal activities and to keep the Chief of Police informed of their activities.

As a direct staff arm of the Chief, the head of this Section should be responsible to the Office of the Chief and should report to no other authority. This insures that the Chief will keep abreast of any real or suspected organized or syndicated criminal activity and the movements and association of known or suspected criminal elements in the city and adjacent jurisdictions.⁵ Appropriate policy orders will indicate the procedural availability of these files to commanders of bureaus and other concerned personnel.

In Class III departments, Intelligence should be a part of an Inspection Services Division which will also include inspections, and internal investigations. The Inspection Services Division should report directly to the Chief of Police. In Class IV departments, Intelligence should be established as a part of an Administrative Services Division whose director should in turn report to the Chief. This division should contain, in addition to intelligence, the functions of inspections, internal investigation, planning and research, and public information. In Class V departments, intelligence duties will be performed by the Chief or by another member of the department acting under the Chief's direction, on a part-time basis.

In its investigation the Internal Investigation Division should keep a central registry of all complaints, maintain a file on all allegations of misconduct, and conduct independent investigations as required by the Chief. To this end Internal Investigation Division should utilize progressive investigation techniques and conduct interviews to secure impartial evidence. Recommendations should then be made to the chief. Last, but by no means of less important, the Internal Investigation Division should be held responsible for keeping the complainant informed about the progress and results of the investigation and the decision of the chief. When a Board of Inquiry is utilized, the Internal Investigation Division should notify all concerned when it is to meet so that interested persons may attend. (For a discussion of the internal investigation concept, see Chapter XVI of this report.)

Inspection services. This service oversees the departmental supervisory process in a staff capacity; it continuously examines departmental procedures and actions to assure that they conform to existing policies and orders; it is, in fact, responsible for a system of inspection of all aspects of the police department functions. The Chief does not have time for these inspections except in Class V and the smaller Class IV departments. Provision must be made, therefore, for one or more persons to perform this function, either on a part-time or full-time basis, according to the size of the department. The person or persons who perform these duties for the chief must have sufficient rank to

command the respect of other personnel and he should report directly to the chief in Class III and IV departments and to the Commander of the Administrative Services Bureau in Class I and II departments. (For a discussion of the inspection concept, see Chapter XV of this report.)

Internal investigation services. In the larger departments (Class I and II), the Commission recommends that an internal investigation division be established with its director reporting to the commander of the Administrative Services Bureau. In Class III and the larger Class IV departments, this function should be assigned to personnel in an Administrative Division reporting directly to the Chief of Police. Other duties of this Division in Class III and IV departments should be inspection and intelligence. In Class V departments, internal investigation duties will doubtless be performed, or at least supervised by, the Chief.

Internal investigation duties involve the recording, registering and supervising or controlling the receipt of complaints against police personnel and the investigating of these complaints as well as evidences of misconduct or corruption within the department.

"Discipline is a function of command, and the creation of an internal investigation division should not lessen this command responsibility; on the contrary, it should strengthen it by providing assistance, on request, for the investigation by commanders of alleged misconduct of their subordinates. In addition, this investigative unit supervises, for the Chief, all disciplinary investigations by commanders."

Location in model organizations. In Class I and II departments, Inspections and Internal Investigations should be separate divisions assigned to an Administrative Services Bureau. In Class III departments, these services should be combined with intelligence in one division reporting directly to the Chief whereas in Class IV departments, they will either be performed as in Class III departments (but with fewer personnel assigned) or, as in Class V departments by the Chief, himself, with the part-time assistance of other personnel.

Administrative Services

Planning and research. The Commission recommends that a Planning and Research Division in Class III departments report directly to the Chief of Police and in Class I and II departments, to a deputy chief in charge of Administrative Services. This division should develop plans and procedures on all phases of the department's operation, upon request or direction of the Chief of Police or Bureau Directors. It should prepare the final version of the budget, prepare necessary statistical and other analysis of historical and comparative interest, and activity reports of the operating sections. It should conduct special studies upon request.

In Class IV departments, these activities along with intelligence and inspection tasks will be assigned to one or more persons working under the immediate supervision of the Chief. In Class V departments, most planning and research activities will be performed by the Chief with occasional help from other personnel on a part-time basis. (For a

discussion of the planning and research function, See Chapter XXI of this report.)

Public information. One of the most important and most often neglected facets of police organization and management is public information. Failure of Police Administrators in this area have been largely responsible for many of the erroneous beliefs of the public concerning the police and their operations. Without public support, efforts to achieve police objectives are doomed to failure.⁴

In a Class V department, and in the smaller of the Class IV departments, the chief of police will direct public information activities personally. In Class III departments and in the larger Class IV departments, he will assign these duties to one or more persons working in an administrative division reporting directly to the chief. Public information duties in the smaller and medium-sized departments (Class IV and III) may be assigned to personnel with other duties, such as personnel, training or inspections. In the larger departments (Class I and II), a public information division should report to the commander of the Administrative Services Bureau.

Personnel and training. The Commission recommends that in Class I and II departments, the Personnel Division be responsible for cooperation with the Civil Service department or other agency charged with the responsibility of recruiting police personnel, and that it provide for medical examinations, background investigations and whatever other functions are agreed upon by the Police Department and the Civil Service agency.

The Commission recommends that this division maintain personnel records, process the departmental payroll and maintain pay records of all personnel. The Commission also recommends that this division administer a career-development program, examine the personnel needs and various activities to insure the most effective utilization of personnel and also be responsible for recruitment.

The Commission recommends that the Training Division be responsible for training, including advanced, specialized, supervisory, roll-call and administrative education and training either by itself or in cooperation with other police agencies and/or academic institutions. This division should encourage members to improve their educational achievements and professional competence.

In Class III departments, personnel and training functions will be identical with those in Class I and II departments but they should be combined into one division. In Class IV departments, they should be combined as one function to be performed by a person, or persons, assigned to the Staff Services Bureau. In Class V departments, these duties will be shared by the Chief, his secretary, and other personnel on a part-time basis, and assisted by personnel from other city departments. (For a discussion of the personnel and training function, see report 5.2 by Dr. A. C. Germann.)

Staff Services

The Commission recommends that the Staff Services Bureau in Class I and Class II departments be responsible for records and identification,

communications, maintenance (including vehicles and radio equipment) and Central Services (jail, supply and equipment, crime laboratory, business office, and mail distribution).

The Commission recommends that the Staff Services Bureau in Class III departments be responsible for records and communications, personnel and training, and central services. Central Services should include supply and equipment, maintenance, the jail function, the crime laboratory and polygraph (if operated), the business office (desk) and mail distribution.

It should be observed that in Class III departments, personnel and training functions are assigned to the Staff Services Bureau; whereas, in Class I and Class II departments, they are located in an Administrative Services Bureau which is non-existent in Class III departments. It should also be noted that in Class I and Class II departments, Personnel and Training are separate divisions; whereas, in Class III departments they are combined in one division. A similar situation exists with respect to Communications and Records.

In Class IV departments, the Staff Services Bureau will perform substantially the same function as in Class III departments but with less organizational subdivision and fewer personnel.

In Class V departments these functions will be performed by the Chief, his secretary, or by someone working under his direction probably on a part-time basis.

The Staff Services Bureau will be staffed by an assistant chief, a deputy chief, captain, sergeant or civilian employee, depending upon

the size of the department, the availability of qualified personnel, etc. It is entirely possible that the director of this Bureau could be a competent civilian, with little or no actual police experience. A similar situation exists in respect to all Divisions under the Staff Services Bureau (Records, Communications, Planning and Research, Personnel Training and Central Services); and Sections within these Divisions.

Records and communications. The Commission recommends that the Records Division in Class I or Class II department maintain the department operating records (crime reports, arrest reports, follow-up reports, etc.) and that it exercise staff control over all units preparing reports, in order to insure that they are submitted on time and in proper form. This division should maintain both civil and criminal files of fingerprints and photographs.

The Commission recommends that the Communication Division in Class I and Class II departments receive complaints and reports of crimes from citizens in person or by telephone and that it assign radio car personnel to the scene of incidents. Acting for the chief, it should control initial deployment of field personnel subject to later modification by line supervisors.

In Class III departments Records and Communications will be combined into one division. In Class IV departments, desk, records and communication operations should be placed under the supervisor of the Services Bureau, possibly, but not necessarily, as a separate division.

In a Class V department, operations of the police desk and the records system must be carried out by members of the patrol force with the assistance of the department secretary. (For a discussion of Police records and reports, see Chapter XIII of this report. For a discussion of the report review concept, see Chapter XIV of this report.)

Maintenance. In Class V, Class IV, and the smaller Class III departments it will be necessary for officers and other operating personnel to participate in the maintenance and repair, or at least the supervision of maintenance and repair, of buildings and equipment, including automobiles and radios.

Since many advantages are gained by combining all maintenance and repair duties under the direction of one man, police personnel should be relieved of these duties wherever possible and maintenance specialists assigned to a maintenance division whose director should report to the commander of the Staff Services Bureau.

In Class I, II, and some Class III departments, it will be necessary to divide the maintenance functions even further and establish separate divisions for building, automobile, and radio maintenance. When this is done the directors of each of these maintenance divisions should report directly to the commander of the Staff Services Bureau.

Central Services. The Commission recommends that the Central Services Division in Class I, II, and III departments be responsible for the inventory, maintenance, custody, and distribution of departmental supplies, equipment, and property; that it be responsible for the operation

of the city jail (if this remains a legal responsibility of the police department), care and custody of nondepartmentally-owned property (such as evidence, contraband and prisoners' property), the operation of the laboratory and polygraph, if provided (Class IV and V departments and many Class III departments are not sufficiently large to warrant the operation of a crime laboratory), the operation of the business office and the distribution of mail. In Class IV departments, the same functions will be performed but possibly without separate division status. In departments of all classes except V, Central Services should be assigned to the Staff Services Bureau. In Class V departments, Central Services will be performed on a part-time basis by the department secretary and other personnel, or by personnel from other city departments. (For a discussion of the custody function, see Chapter XI of this report.)

Field Services

The Commission recommends that in Class I, II, and III departments, the Field Services Bureau be responsible for all field activities; i.e., patrol, traffic, and criminal investigation, including offenses committed by and against juveniles. The Field Services Bureau will be commanded by an Assistant or Deputy Chief, Captain, or Lieutenant depending upon the size of the department, the availability of qualified personnel, etc.

Patrol. Under the Field Services Bureau in Class II and III departments, the Commission recommends the establishment of a Patrol Division to be charged with prevention of crime and enforcement of all laws throughout the concerned jurisdiction by providing jurisdiction-wide patrol, operating

around the clock, seven days a week throughout the year. The Patrol Division should also be charged with the preliminary investigation of crimes and other information reported to police and preparation of reports which provide a permanent record of the incidents and action taken and provides investigative units information and will need to perform follow-up investigations. This Division is to provide a variety of services to the public and generally act as guardians of the people.

The Commission also recommends that the Patrol Division in Class II and III departments be responsible for the flow of vehicular and pedestrian traffic and for the prevention and investigation of traffic accidents, and for specified traffic enforcement techniques, such as radar and the follow-up investigations of hit-and-run accidents. The Patrol Division should also provide supervision for civilian crossing guards, parking control activities and intersection control when and where justified. This Division should be directed by an Inspector, Captain, Lieutenant or Sergeant depending on the size of the department. In Class IV departments, traffic and patrol functions will be performed by the same officers assigned to a uniform services bureau and in Class V departments, field officers will perform both functions and, in addition, make investigations on a part-time basis.

A Patrol Division will be commanded by an Inspector, Captain, Lieutenant, or Sergeant depending upon the size of the department concerned. In Class I departments, the patrol operation may be decentralized under district commanders. In Class IV departments, patrol and traffic functions

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1 OF 2

will be performed by officers assigned to a uniform services bureau. In Class V departments, officers will not only perform both of these functions but will occasionally make investigations on a part-time basis.

Eliminate field traffic specialization. Present specialization in traffic activities operates along functional lines. As the traffic problem has expanded, special traffic units have been provided in an attempt to cope with it. This is a common method of organizing to handle new activities. Traffic control, however, is no longer a new activity and has long since become too large to be effectively handled as a specialty practiced by a limited number of personnel. Police methods of dealing with traffic problems are now well developed and all uniformed officers can, or should be, qualified to perform them. Achievement of professional status awaits the time the line police officer becomes a complete policeman equipped with the intelligence, the knowledge, and the skill to perform all line functions. If the efficiency of patrol officers are to be increased they must be permitted wherever practical, to do tasks now performed by specialized units, including traffic.

One of the strongest arguments advanced by proponents of traffic specialization has been that the traffic tasks are so complex and important that patrolmen cannot handle them. They then proceed to strip the patrol force of its highest calibre men for traffic control work where, because of the fluctuating need for their services, much of their time is spent unproductively. In the meantime their effective services for crime prevention and control are unavailable.

A major realignment of police departments must be made in order to add to the total traffic effort. This will involve emphasizing traffic work and giving it more attention by district commanders, whose uniformed officers should not be "patrol men" or "traffic men." The Commission recommends that all uniformed officers be members of a general field force with a broad responsibility for all law enforcement, including traffic control. If this recommendation is adopted, wasted motion from duplication of command can be eliminated and maximum flexibility in the utilization of manpower can be achieved with field forces emphasizing crime control and traffic control at the times and places requiring such concentrations.

While the jurisdiction of most traffic bureaus is citywide, much of their manpower is absorbed in the downtown metropolitan areas, leaving a very thin coverage for the balance of the city. As a result in most Class I police departments about half of all traffic citations and accident investigations etc., originate with district personnel. Thus the patrol forces have traffic responsibilities that are equal to, if not greater than, those of the traditional traffic bureau itself. Within each district, traffic work either has become, or at least should become, the most frequent activity, and at certain periods of the day, the most important activity. Under present practices of diversified responsibility for traffic control, district participation is often uneven and unsystematic. Although some of this trouble is traceable to local conditions, much of it stems from defective structural organization. Under customary relationships, no close official contact or coordination occurs between the patrol

district and the traffic district covering the same area even though the two organizations may be physically housed in the same building. Under these conditions, coordinated attack cannot be made on major traffic and parking problems which cannot be handled by personnel of the traffic division alone.⁷

The time has come for the police service to select competent police officers and adequately train them to perform all field services so that the total line or field resources are made available for meeting all field problems, including traffic.

Not only will such a policy be more efficient but what is equally important, it will provide greater satisfaction of the egotistic needs of the superior quality personnel now being attracted to the police service.

It is of more than passing interest to note that Franklin Kreml, one of the most articulate proponents of the specialized traffic division, admitted in his Beecroft Lecture that, "The traffic division might be only a transitional device; an apparatus to be used as a stopgap measure pending the development of general line competence."⁸ (For a further discussion of police specialization vs. generalization, see Chapter V of this report.) (For a discussion of the distribution of Patrol Forces, see Chapter VI of this report.)

Field forces under district commanders. A major weakness in present large-scale police organization (Class I Departments) is the subdivision of local field command along specialized functional lines.

Criminal investigation, patrol and traffic in particular, usually have their own separate "chain of command." Administration and supervision of these specialized operations reach far out into the geographical districts where specialists work side by side, often in the same building, but with no common administrator other than the chief of police. In other words, they are responsible to separate commanders back in headquarters offices rather than to the local district commander. This arrangement results in narrow emphasis on field of specialization, a shifting of responsibility for the general police tasks, and greatly weakened coordination and control.⁹

Division commanders have general responsibility for all police problems in their district, including traffic control, but are, too often, provided with an inadequate force with which to discharge it. As a result of this overspecialization and lack of coordination and control at the local level, some immediate police problems go unresolved because of lack of attention of all officers to the particular problem. This is particularly true outside of the highly-congested downtown areas where specialized traffic units are traditionally spread more and more thinly.

Similar defects are handicaps to adequate criminal investigations. Where the responsibility for proceeding with criminal investigations shifts from one command to another after preliminary investigations have been made, efficiency is weakened. While the higher skills of specialized detectives are needed in certain cases, most investigations will receive better attention if more investigators are made available in the field under the direct supervision of the local district commander and that a

separate traffic section is not proposed. This does not mean a proposal for de-emphasis of the traffic function but actually for the concentration of more manpower on this function along with other police problems on a temporary relative-need basis.

New specialized units, particularly in the traffic field, and new layers of command continue to nibble away at available manpower. This dispersal prevents aggressive and large-scale marshalling of police forces to meet immediate police needs. A general field force will provide the flexibility and economic use of manpower that too narrow a specialization now prevents. The combining of patrol and traffic duties in one organizational unit, to be performed largely by the same officers, will permit tactical concentration and deployment on the days, at the hours, and in the places that effective crime control traffic regulation demands. This concentration on traffic duties will occur largely in the daylight and early evening hours. The hours of darkness, in turn, will present challenges of a criminal nature that can be given vigorous attention by an augmented patrol force. Crime and traffic control require the services of skilled personnel, and these police departments will have in increasing numbers if the recommendations of this Commission are adopted. These personnel can be effectively deployed by district commanders in the largest cities, and by commanders of field service bureaus in medium and smaller cities, working under the guidance of statistics and plans developed by both centralized and decentralized planning and research units. These proposals will increase the effectiveness of the traditional information gathering and general surveillance procedures of patrol. Patrols now often conducted

conducted with narrow specialized objectives squander effective police strength. An integrated patrol will result in more effective law enforcement and traffic control.

The Commission recommends that in Class I departments, or other departments where district stations are believed absolutely necessary, the district commanders should be under the direct control of the commander of the field services bureau, and that under each district commander, the field operations should be broken down into investigation and patrol with the commander of the patrol division being responsible for all uniform activities, including all field traffic functions, to be performed in most part by the same officers.

District services unit. The District Services Unit on the Class I Police Department provides primarily maintenance and service functions at the geographical district level. It would contain such functions as civil defense coordinator, building and automotive maintenance, jail and trusty supervision, bicycle licensing, etc. The Unit functions primarily during the day watch and serves to maintain the operation of the geographical district station. It provides the same services as the maintenance division and the central services division of the staff services bureau on the Class II department, which has no district stations.

Specialized headquarters divisions. The Commission realizes that certain traffic functions must remain specialized in departments of all classes and that these functions include such things as traffic records and statistics, and traffic education activities. A similar situation exists in connection with patrol and investigation; a patrol headquarters

division will have assigned to it a mobile or task force, a marine section if assigned, etc.; whereas, the investigation headquarters division will have assigned to it a juvenile headquarters section, arson and bomb section, missing persons section, narcotics section, etc.

The mere fact that directors of these centralized headquarters units are closely associated organizationally with the commander of the field services bureau, does not justify the assignment of superior rank to them. Quite the contrary. Their staff relationship with district commanders will be better understood and more easily maintained if they do not outrank the commanders with whom they deal. Staff officers' success will depend upon their personal qualifications for a particular type of work.

Criminal investigation. The Commission recommends that Criminal Investigation Divisions in Class I, II, and III police departments be charged with the continuing investigation of both felonies and misdemeanors and the preparation of cases for trial. Personnel assigned to this operation will also be delegated the function of delinquency control, the investigation of delinquency-producing conditions and the referral of offenders to the proper agencies. They should also be responsible for vice control. In Class IV departments criminal investigation should have separate organizational status but not be overemphasized. Full-time specialization in criminal investigation is rarely justified in a Class V department.

Whether or not one or more officers, or even a separate section, are to be given juvenile delinquency control assignments exclusively, or whether all criminal investigators will be responsible for both adult and

juvenile investigations, will depend upon the size of the department and the extent of juvenile violations, etc.

Vice control. The Commission recommends that principal responsibility for vice control be given to uniform patrol officers backed up by vice units established as subdivisions of investigation divisions under district commanders in Class I departments (those having district stations,) under field service commanders in Class II and III departments; in an investigation bureau in Class IV departments, and handled by the Chief or someone working under his direction on a part-time basis in Class V departments.

Vice control is an investigative line function and should be made the responsibility of the field services bureaus. Under modern methods of inspection and control there is no longer need for assigning this function directly under the chief of police, to be handled as an administrative function.

The Field Services Division of the International Association of Chiefs of Police has recommended that the Vice Detail be included within the general investigative effort and be located directly under the Chief of Detectives.¹⁰ It was felt that having the commanding officer of the Vice Detail report directly to the Chief of Detectives should provide for adequate control.¹¹

One authority has a contrary view. In Municipal Police Administration, it is stated:

"The practice of placing the responsibility for commercialized vice (including narcotics, gambling, prostitution,

and liquor control) in a unit separate from the detective division is a wise one. It provides the necessary specialization, but more important still, this practice frees the officer charged with the investigation of criminal offenses from a responsibility, the very nature of which takes from him valuable information sources. A detective charged with the enforcement of regulations governing prostitutes and gamblers is not in the best position to obtain information valuable in the clearance of his criminal cases. If he is energetic in his enforcement of these regulations, all offenders in this field will be his natural enemies. If he attempts to maintain a friendly relationship with these persons, he must, by the nature of things, be failing in the performance of his duty. By placing this responsibility in an entirely separate division, detectives charged with the investigation of criminal offenses will have information sources that would not otherwise be available."¹²

This argument may be refuted by using the same reasons for segregating Vice from Investigators - namely, the utilization of the same sources of information. Experience demonstrates that where investigative units are placed under separate commanders, those persons who supply criminal information to police soon discover this fact. They then proceed to "sell" or "trade" the same information to several different units, all without the knowledge of the latter until some time later during an investigation, if at all.

Having most investigative activities under one Commander facilitates the utilization of informers. The Commander will know from his investigators which persons are furnishing valuable information and whether there are attempts by the informers to double-deal, and, at the same time, the investigators are in a better position to evaluate the truth or falsity of the information and the motivation of the person furnishing same.

Checks and balances. Because of the importance of vice and narcotics control, and because of the unusual temptations which face these investigators, it is often proposed that this unit report directly to the chief of police or at least to a deputy chief.

Although the satisfactory control of vice is among the most difficult of all police problems, it is a line operation and should be handled as such. There are administrative checks and balances which may be utilized in police organization to insure honest, thorough and impartial vice control.

The individual patrolman. The starting point in police organization for vice control, as in all other police functions, is the individual patrolman. The patrolman should be responsible for the eradication of vice conditions on his beat and should report conditions which he is unable to handle, so that the vice unit may give them special attention.

Where responsibility for vice control is shared by the patrol force and the vice unit, the likelihood of corruption or graft is

considerably reduced. Under these conditions it is impossible for a single division to be in a position to grant protection to vice operators.

The Inspection Division. The Inspection Division functions as a means of evaluating the quality of all police work, including vice control. It sees that the quality of performance is in agreement with the standards of the department. It should be utilized to inspect all line operations including vice; to double-check on the activities of vice enforcement on the part of patrol and the vice unit.

The Intelligence Division. Another check on the quality of vice enforcement is the Intelligence Division. This unit, under the direct command and control of the chief, is especially well qualified for this task. It already has (or should have) accumulated a huge file on organized crime, racketeers, "hoods" and vice-lords. Effectively utilized to conduct periodic or spot checks on vice locations and activities, it will furnish the chief with required information as to vice conditions and whether or not there is laxness of vice law enforcement.

The Internal Affairs Division. A third administrative check on the vice control operation as it relates to honesty and conduct of officers assigned to vice contact should exist in the form of an Internal Affairs Division, also answerable directly to the chief, or at most no farther removed than a bureau commander.

Class I Departments

In Class I departments (those having district stations), each district should have assigned those investigators who can be held ultimately responsible for the clearance by arrest and successful prosecution in court cases assigned to them. It would be unreasonable, however, to hold the Divisional Investigators responsible for offenses the investigation of which is made the ultimate responsibility of headquarters divisions. The latter consists of those crimes which are so mobile in character as to demand a city-wide unit to cope with their wide-spread operations. Also, some crimes occur so infrequently from a statistical standpoint that it may be unreasonable to expect district investigators to have developed a high degree of proficiency in solving them. In such instances, it is more efficient and effective to have an investigator or unit at Investigation Headquarters Division to perform such services throughout the city.

Functional specialization. The Investigation Division in each district will be large enough in this class city to supply the need for functional specialization as follows:

1. CRIMES AGAINST THE PERSON, further subdivided to include:
 - a. Homicide and assaults
 - b. Robbery

(Other Crimes Against the Person, such as libel, slander, abortion, rape, etc. will be assigned to one of the above units.)
2. CRIMES AGAINST PROPERTY, further subdivided to include:
 - a. Arson
 - b. Burglary and Theft
 - c. Forgery
 - d. Auto Theft

(Other Crimes Against Property will be assigned to one of the above units.)

3. VICE-NARCOTICS, further subdivided to include:

- a. Narcotics
- b. Gambling
- c. Bookmaking
- d. Liquor
- e. Homosexuals and Perverts
- f. Prostitutes

4. JUVENILE, further subdivided to include:

- a. Juvenile Delinquency
- b. Crimes against Children
- c. Neglected or Dependent Children

Thus, as personnel allotments permit the assignment of crime investigations will be subdivided first into four major divisions which may be further subdivided to achieve a satisfactory work-load with successful investigations the ultimate objective.

Juvenile specialization. Juvenile investigations are but another face of criminal investigation, hence should be under the command of the Investigation Division for better coordination of efforts. This is necessary because at the outset an investigation may begin, and may even proceed to a point of solution before juvenile involvement is discovered. At this point it becomes a simple process for the Investigation Commander to call a conference in his office between the investigator, originally charged with the investigation, and an investigator from this Juvenile section. The latter receives a run-down on the progress of the investigation and takes over for further investigation, if necessary, processing and referral. Thus coordination and efficiency has a better chance of success than would otherwise be possible if Juvenile investigators were set aside as a separate investigatory body.

Investigation Headquarters Division (IHD). Utilizing the criteria of "city-wide crime" and "infrequency of crime occurrence," the chief can proceed to organize the headquarters division as follows:

City-Wide Crimes:

- a. Narcotics
- b. Juvenile
- c. Missing Persons
- d. Gun Registrations
- e. Bunco-Pickpocket
- f. Vice

Narcotics. The crimes relating to Narcotic and Dangerous Drugs are city-wide in scope. Peddlers who live in one area will journey miles to another area to be close to their addict-user customers and vice-versa. Placing a Narcotic Unit in Investigation Headquarters to suppress this corrosive activity and to control city-wide movements and activities will fulfill a gap in those investigations restricted by district boundaries.

Juvenile. Police departments have developed specialized units to handle crimes committed by juveniles, or by adults where juveniles are victims, for a variety of reasons, but chief among these is the fact that modern juvenile court procedures require specialized knowledge and training. The simple way to meet this problem is, obviously, to develop a specialized unit where officers can be given the necessary training and leadership.

This solution, however, invariably leads to serious problems because juvenile involvement in a given crime may be discovered at the outset; may be discovered only after extensive investigation; or may never be discovered. As the specialized Juvenile Unit inevitably assumes increasing investigative responsibility--so they can properly prepare cases for

presentation in the Juvenile Court -- they come more and more into conflict with detectives who are investigating related offenses unless they are under the same command.

The work of a Juvenile Section is, or should be, essentially processing and referral in nature, with welfare aspects of the juvenile problem left to other agencies which are better staffed and equipped to handle them. The most appropriate referral action is determined by the results of the investigations. Hence, the juvenile activity should be incorporated in the general investigative effort for better administrative potential.¹³

Organizational placement should not be permitted to interfere with the ability of the chief of police to require an enlightened and proper handling of young offenders. This may best be accomplished by incorporating a Juvenile unit in the Investigation Headquarters Division, or establishing a Headquarters Juvenile Division to augment the Juvenile sections in the Districts as the juvenile problems manifest themselves city-wide or across district boundaries.

Missing Persons. A report of a missing person may indicate many possibilities, such as juvenile run-away, desertion, abandonment, injury, illness, death, arrest, kidnapping, drunkenness, or suicide. In any event, it would seem appropriate for one unit to handle this type of incident, including the keeping of centralized records. This facilitates routine checking with the jail, hospitals, morgue, rest homes, friends or relatives. More important, it acts as a centralized headquarters for officers or other concerned persons to call for information regarding the missing person.

Gun registrations. Where police departments issue gun permits, it would seem that one unit established somewhere near the chief could handle all applications. The Investigation Headquarters Division is mostly concerned with investigations; hence, this is the logical place for this activity. There is no great demand for gun permits, as a general rule, and thus the work-load is insignificant. Particularly is this true in the city of Los Angeles whose Chief refuses to issue gun permits to any person.

Bunco-pickpocket. Frauds are crimes which have become highly specialized over the centuries through trial-and-error on the part of the criminals. These "confidence" games demand particular cleverness on the part of the investigators to apprehend these miscreants. Since these are city-wide and require a high degree of specialization, a unit should be placed in Investigation Headquarters Division.

Pickpockets float around the various areas looking for concentrations of persons to facilitate their picking of pockets undetected. They are to be found wherever there are sporting events, theatre premiers, special bargain sales and transportation areas during rush hours. Their high mobility and demand for specialized investigators also requires this unit to be in Investigation Headquarters Division.

Vice Control.

District Vice Units. Each district in a Class I department should have investigators assigned to check on and enforce the laws relating to vice within their assigned area. This pinpoints responsibility for vice enforcement within each district.

Headquarters Vice Units. Vice activities are not confined to certain specific areas. Prostitutes, for example, will roam from bar to bar, and street to street, crossing police district boundaries. "Floating" or "jump" gambling games will hold a gambling activity at one location one night and will transfer to another distant part of town the next night. To cope with these mobile vice activities, it is recommended that in Class I departments there be established an additional vice detail with city-wide jurisdiction.

Infrequency of crime occurrence.

Abortions. Many more abortions are committed than reported to the police because the woman who submits to this illegal activity is also guilty of a crime, usually a felony. At the same time, they may be performed at scattered points in the city. Added to these factors is the need for specialized training to qualify as a first-rate investigator of this type of crime. Thus it would seem appropriate to train one or more investigators and assign them to Internal Headquarters Division for ready availability to any such investigation on a city-wide basis.

Arson and bombs. Because many cities have recognized the superior training given to various members of the city fire departments, the crimes of arson are frequently investigated by the Fire Department. However, since the police department is charged with the duty of criminal investigations, some members are assigned to

work with the Fire Department investigators in solving arson and related crimes such as homicides and frauds against insurance companies. Thus, a highly trained, specialized investigator should be assigned to Internal Headquarters Division for city-wide investigations of fires and their related crimes.

Bomb investigations are quite infrequent, from a statistical standpoint, and are usually "scares." Occasionally a real or simulated bomb may be found at the designated scene. Since the handling of these objects requires a most thorough understanding of the mechanics of explosives it would be well to have a highly-trained investigator (or more) to work city-wide out of Internal Headquarters Division.

Class II Departments

In Class II departments (the larger departments operating out of centralized headquarters), an Investigation Division should be established under a Field Services Bureau.

This division should perform the investigative duties which are assigned to both the district investigation division and the specialized headquarters investigative division in Class I departments. Specialization should be on a functional rather than an area basis. As in Class I departments, the four major subdivisions (Crimes Against the Person, Crimes Against Property, Vice-Narcotics, and Juvenile) will be further subdivided as indicated under the discussion of Class I departments.

In a study made of a Class II city with a population of approximately 300,000, several members of the detective section argued strongly for

completely eliminating organization by crime specialty; they favored a system, once used in the city, whereby a detective commander and a group of detectives had investigative responsibility for all crimes reported in an area of the city. But the International Association of Chiefs of Police who made the survey, found: "The city is hardly large enough to justify area assignments in this day of rapid transportation and there are many potential problems and few benefits inherent in this kind of organization." Specialization by crime class, on the other hand, facilitates the assignment of related cases to one man, and encourages detectives to develop greater interest and knowledge in their own specialties.¹⁴

Class III Departments

In general. In Class III departments, with 75 to 400 police personnel, some flexibility in the division of the work-load must be anticipated. In Class III departments, the Field Services Bureau will be concerned with the line operations of the department; it should be subdivided into two divisions: Investigation and Patrol.

The Investigation Division will be large enough in this class department to require some functional specialization. Under these circumstances, special details or squads can be assigned to the investigation of crimes into different categories, as follows:

1. Crimes Against the Person.
2. Crimes Against Property.
3. Vice-Narcotics Offenses.
4. Juvenile.

Availability of manpower affecting organization. The number of investigators available to be assigned to the Investigation Division will dictate how much more specialization may be feasible; in some Class III departments the four major divisions of crimes may be broken into other units as follows:

1. CRIMES AGAINST THE PERSON:
 - a. Homicide and Assaults
 - b. Robbery
2. CRIMES AGAINST PROPERTY:
 - a. Arson
 - b. Burglary and Housebreaking
 - c. Forgery
 - d. Auto Theft
3. VICE-NARCOTICS:
 - a. Narcotics
 - b. Bookmaking and Gambling
 - c. Liquor
 - d. Homosexuals and Perverts
 - e. Prostitutes
4. JUVENILE:
 - a. Juvenile Delinquency
 - b. Crimes Against Children
 - c. Neglected Children

For an outline of the duties of the Investigation Division, see the discussions under VII-B-1 (Class I Departments) and VII B-2 (Class II Departments). Investigative duties in cities of all classes will be roughly the same; only in the degree of specialization will they differ.

Class IV Departments

In the evolution from a one-man department to a large scale organization, functional specialization appears. As operations become more

complex and their volume increases, these functions are differentiated one by one from their original functions and specialists and eventually specialized units are created for their execution. As the organization grows and develops, for instance, the time will arrive when the work of investigation will justify the establishment of a position of investigator so that one or more individuals may concentrate their time and energy on investigation of criminal cases. This will occur at about the time a department changes from Class V to Class IV.

Subsequent increases in investigative operations brought about by increased city and department size will lead to assignment of additional investigators and establishment of an investigation bureau or division of a major administrative unit. This organizational shift will occur in Class IV departments.

At a later stage in the evolution of a police organization, volume of crime may expand to a point where there is a need for functional specialization within the Investigation Division. Under these circumstances, special details or squads may be assigned to the investigation of crimes in major categories; such as Crimes Against Persons, Crimes Against Property, Juvenile and Vice. In Class III, II and I departments, these categories will be further divided and subdivided.

Class V Departments

In this class city all units are attached directly to the office of the chief of police.

A very small community, where hazards to life and property are few, may have only one policeman. Obviously there is no problem of organization in such a force; one man attends to all police needs.

In a Class V department, operating with up to fifteen police personnel on a 24-hour basis, there is no need for specialization. Personnel are assigned to watches according to work-load, with each officer acting as a "generalist." This means that he will perform all police functions as the situation demands, including occasional criminal investigation on a part-time basis.

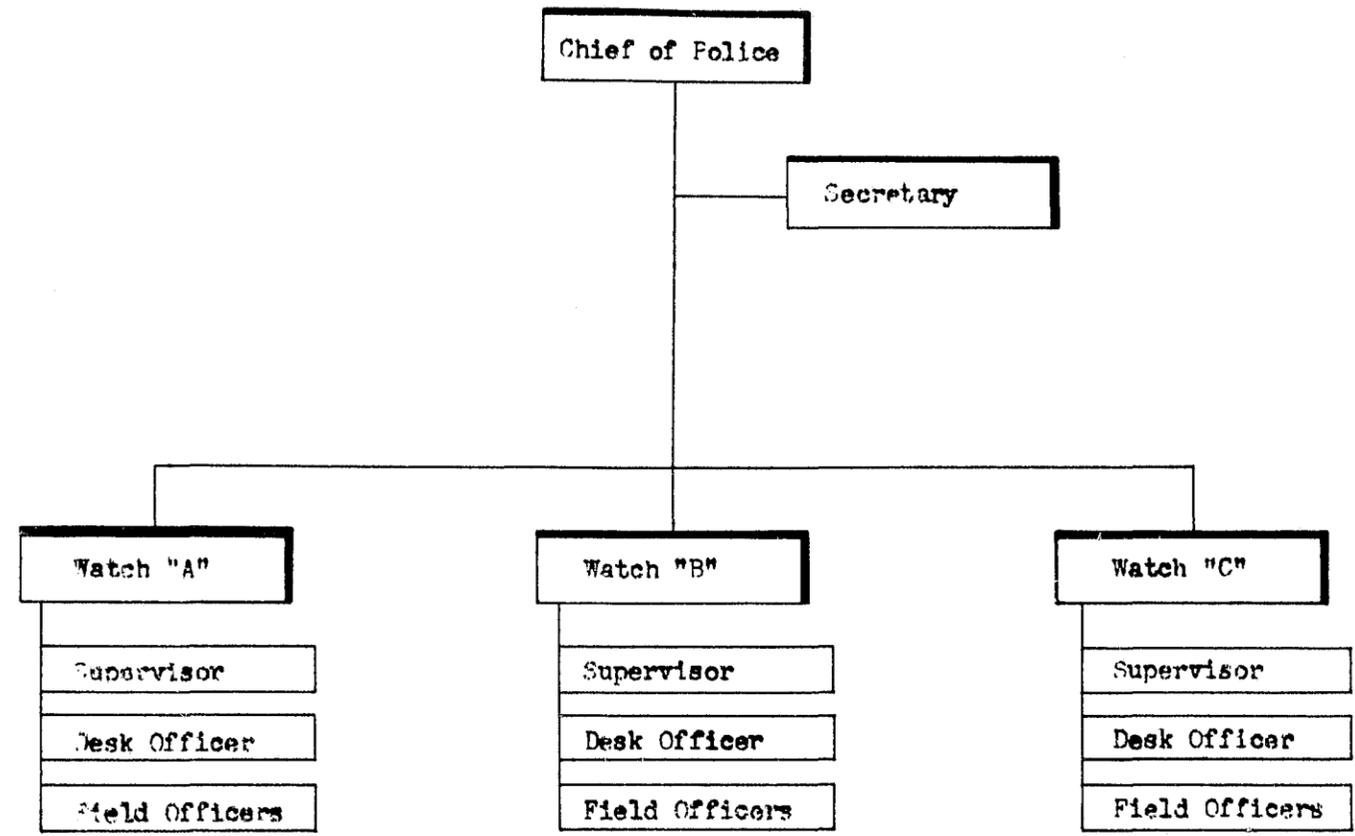
FOOTNOTES

- 1 International City Managers Association, Municipal Yearbook, (Chicago: 1965), pp. 428-451.
- 2 V. A. Leonard, Police Organization and Management (second edition; Brooklyn: The Foundation Press, 1964), p. 67.
- 3 O. W. Wilson, Police Administration (second edition; New York: McGraw-Hill, 1963), p. 120.
- 4 International City Managers Association, op. cit., p. 116.
- 5 Wilson, op. cit., p. 58.
- 6 Palmer Stinson, "A Case for De-Specialization of Traffic Operations," The Journal of Criminal Law, Criminology and Police Science, 51:5-565, November 5, 1961.
- 7 Bruce Smith, The New York Police Survey, 1952, p. 21.
- 8 Palmer Stinson, op. cit., p. 562.
- 9 Bruce Smith, loc. cit.
- 10 International Association of Chiefs of Police, Field Services Division, A Survey of the Police Department (Youngstown, Ohio: 1965), p. 130.
- 11 International Association of Chiefs of Police, Field Services Division, A Survey of the Police Division (Miami: 1964).

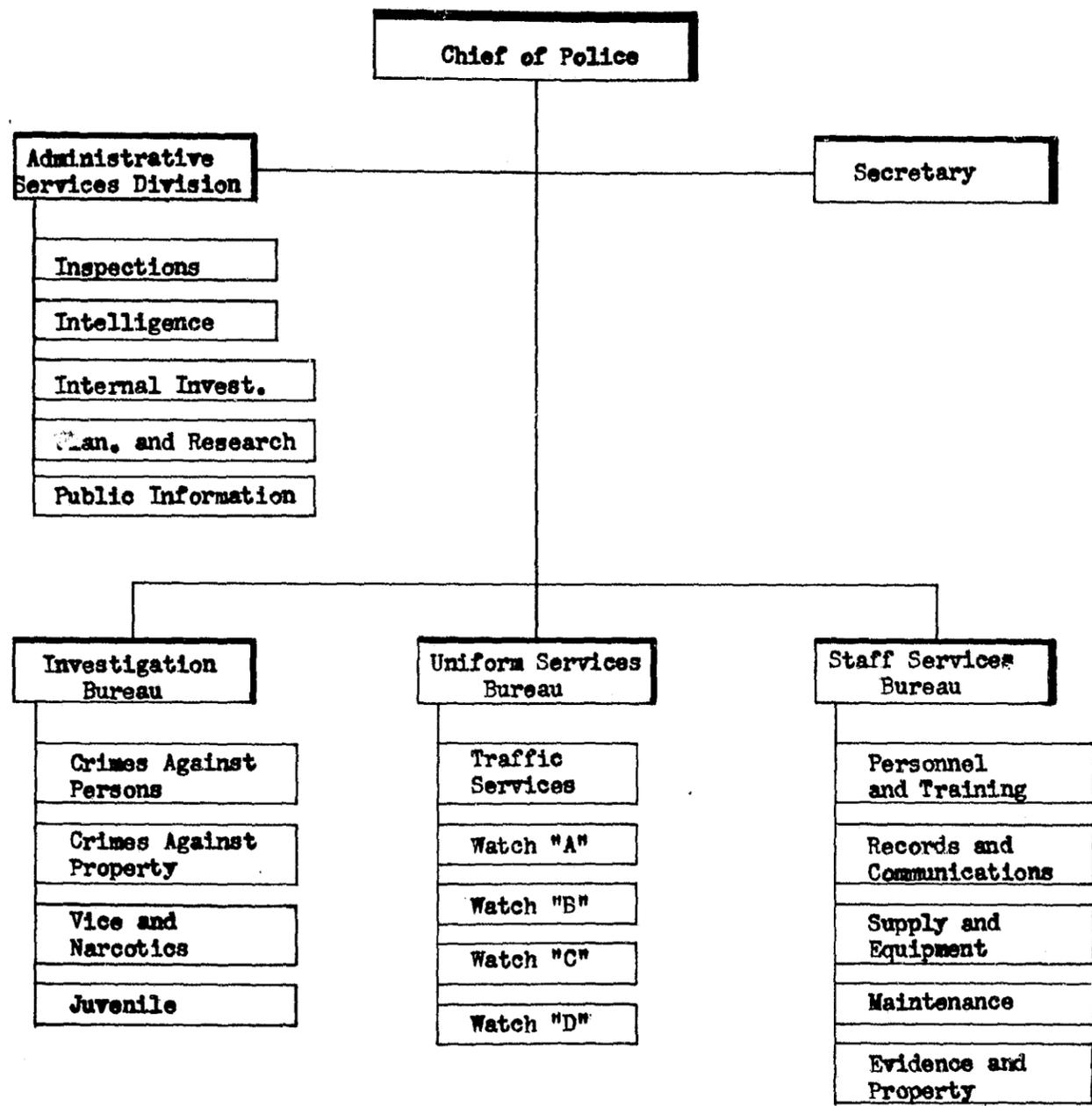
FOOTNOTES (Cont'd.)

- 12 International City Managers Association, op. cit., p. 270.
- 13 International Association of Chiefs of Police, Field Services Division, A Survey of the Police Department (Moline, Illinois: 1963) where the Juvenile Bureau was changed to "Juvenile Unit" under the Criminal Investigation Section of the Operations Division.
- 14 International Association of Chiefs of Police, Miami, op. cit., p. 158.
- 15 V. A. Leonard, op. cit., 1964, p. 62.
- 16 International City Managers Association, op. cit., p. 42.

CLASS V Department
Less than 15 Personnel
Less than 10,000 Population



CLASS IV Department
15-75 Personnel
10,000-50,000 Population



CLASS III Department
75-100 Personnel
50,000-250,000 Population

Chief of Police

Secretary

Administrative Assistant

Inspection Services

Planning and Research

Inspections

Intelligence

Internal Invest.

Public Information

Field Services Bureau

Staff Services Bureau

Investigation Division

Crimes Against Persons
Crimes Against Property
Vice and Narcotics
Juvenile

Patrol Division

Task Force
Traffic Services
Watch "A"
Watch "B"
Watch "C"
Watch "D"

Records and Commun. Division

Identification
Recording
Record Inquiry
Complaint Board
Dispatchers
Report Review

Central Services Division

Build., Vehic., Radio Maint.
Jail
Supply and Equipment
Business Office
Evidence and Property

Personnel and Training Division

Personnel
Training

CLASS II Department
400-1000 Personnel
250,000-500,000 City Population
(No District Stations)

Chief of Police

Administrative Assistant

Secretary

Intelligence Division

Administrative Services Bureau

Field Services Bureau

Staff Services Bureau

- Public Info. Div.
- Internal Invest. Div.
- Inspection Division
- Planning & Res. Div.
- Personnel Division
- Training Division

- Records & Ident. Division
 - Report Review
 - Identification
 - Recording
 - Modus Operations
 - Record Inquiry
- Communications Division
 - Complaint Board
 - Dispatchers
 - Teletype
 - Etc.
- Maintenance Division
 - Buildings
 - Vehicles
 - Radios
 - Etc.
- Central Services Division
 - Jail
 - Supply & Equipment
 - Crime Laboratory
 - Business Office
 - Evidence & Property
 - Mail
 - Reproduction and Graphic Arts

Investigation Division

Planning & Research

Administrative Assistant

- Adult Section
- Pawnshop
 - Arson & Bombs
 - Homicide & Assaults
 - Robbery
 - Burglary
 - Auto Theft
 - Frauds
 - Missing Persons
 - Narcotics

- Vice Section
- Bookmaking
 - Gambling
 - Prostitution
 - Homosexuals

- Juvenile Section
- Juvenile Delinquency
 - Crimes Against Children
 - Dependent Children

Patrol Division

Planning & Research

Administrative Assistant

- Traffic Services
 - Statistics
 - Liason
 - Tr. Education
 - Court Liason
- Task Force
 - Labor Relations
 - Canine Corps.
 - Mobile
- Watch "A"
 - Supervisors
 - Field Officers
 - Desk Officers
- Watch "B"
 - Supervisors
 - Field Officers
 - Desk Officers
- Watch "C"
 - Supervisors
 - Field Officers
 - Desk Officers
- Watch "D"
 - Supervisors
 - Field Officers
 - Desk Officers

CLASS I Department
1000 Personnel
500,000+ City Population
(District Stations)

Chief of Police

Administrative Assistant

Secretary

Intelligence Division

Administrative Service Bureau

Field Services Bureau

Staff Services Bureau

- Planning & Res. Div
- Inspection Division
- Internal Inv. Div.
- Public Info. Div.
- Personnel Division
- Training Division

- Investigation Hqrs. Division
 - Juvenile Hqrs.
 - Arson & Bombs
 - Missing Persons
 - Narcotics
 - Vice (City-wide)
 - Pawn Shop

- Patrol Hqrs. Division
 - Task Force
 - Marine

- Records & Ident. Division
 - Identification
 - Recording
 - Record Inquiry
 - Modus Operations
 - Report Review

- Communications Division
 - Complaint Board
 - Dispatchers
 - Teletype
 - Etc.

- Maintenance Division
 - Buildings
 - Vehicles
 - Radios
 - Etc.

- Central Services Division
 - Jail
 - Supply & Equip.
 - Crime Laboratory
 - Business
 - Mail
 - Evidence & Prop.
 - Reproduction & Graphic Arts

- Traffic Hqrs.
 - Court Liason
 - Traffic Education
 - Statistical Liason

District I

District II

District III

Planning and Research

District Services Unit

Investigation

Patrol

Adult Section

Juvenile Section

Vice Section

- Homicide & Assaults
- Robbery
- Burglary
- Auto Theft
- Frauds
- Narcotics

- Juvenile Delinquency
- Crimes Against Children
- Dependent Juvenile

- Bookmaking
- Prostitution
- Gambling
- Homosexuals

- Traffic Services
 - Watch "A"
 - Watch "B"
 - Watch "C"
 - Watch "D"

END