

A COMPARATIVE STUDY OF THREE
MUNICIPAL POLICE DEPARTMENTS'
STAFF INSPECTION PROGRAM AND A
PROPOSED MODEL PROGRAM

Thesis for the Degree of M. S.
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James F. Haydon

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AN ABSTRACT

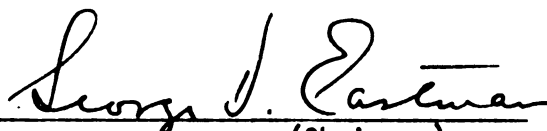
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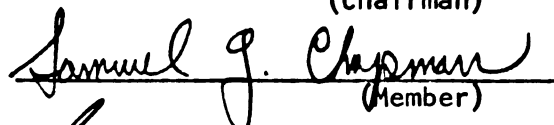
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ABSTRACT

The complexity of modern police departments and the growing responsibilities of the chief of police seriously restrict his personal observation and inspection of the department's operation, therefore the chief requires assistance in exercising control over the policies and procedures of the department. Staff inspection, as a tool of control, is well suited to assist the police administrator in carrying out his responsibilities.

The study covered the purposes, concepts, and objectives necessary for an efficient inspection program. Several aspects of preparing check lists and reporting requirements necessary to insure adequate coverage of the inspection are discussed.

Recommendations for improvement of policies and procedures are the essence of the staff inspection process. Stressing coordination, constructive assistance, and recognition of outstanding performance, the idea of inspection becomes more useful and acceptable in municipal police agencies.

The study consists of: (1) definitions of general organizational procedures used in establishing an effective staff inspection program; (2) a study and comparison of three municipal police departments' staff inspection programs, Philadelphia, Cincinnati, and Chicago; and (3) a proposed model staff inspection program suitable for adaptation by municipal police departments.

The discussion of the principles, policies, and concepts aid in the establishment of valid standards and goals. Unbiased attitudes and logical analysis enable accurate reporting of inspection results.

JAMES F. HAYDON

ABSTRACT

Thus a sound determination of the level of departmental efficiency and economy is obtained. Follow-up actions insure that improvements recommended are implemented, resulting in improved police service to the community.

This study compares the three departments mentioned. Each uses a different organization for inspection. Their principles and goals are similar, therefore they accomplish basically the same objective; administrative assistance to the police chief in controlling the department.

The conclusions of this study resulted in forming a model inspection program. This program can be easily integrated into most modern municipal police departments. The program develops policies and guides providing consistency and compatibility of the inspection services with other sections of the department.

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PREFACE

The field of municipal police administration and management which is becoming highly competitive, places a premium on vision, foresight, and executive competence. The rapidly changing world of today challenges business, industry, and government to either keep abreast of rising professionalism or settle back into the dust of confusion and obscurity.

It was this foresight and encouragement, given by a professional police administrator, which enabled me in this attempt to further the professionalization of the police service through the results expressed in this study.

I should like to express my thanks to the Provost Marshal General of the Military Police Corps and the United States Army, for making this period of advanced study possible at a time when I am serving on active duty as a Captain in the Military Police Corps.

My sincere appreciation to Professor George D. Eastman, my advisor, for his time, effort, and many worth-while thoughts and suggestions made during the writing of this paper. My thanks to Samuel G. Chapman and Glen M. Schultz, of the School of Police Administration, Michigan State University, who read, commented, and assisted in the preparation of this work.

My special thanks to Jacob W. Schott, Cincinnati Police Department, James J. Gilbride, Chicago Police Department, and Joseph J. McGurk, Philadelphia Police Department, who so graciously gave their assistance and information in the gathering of data necessary for this study.

No list of acknowledgements would be complete without tribute to my wife Bobbie, who ranks first among those to whom the author is indebted. She has, by her unceasing devotion and tireless self-sacrifice, consistently inspired the writer and contributed an immeasurable part to the success that has been achieved.

J. F. H.

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
The Problem	2
Statement of the problem	2
Importance of the study	2
Limitations of the study	3
Definition of Terms	4
Inspection	4
Line or authoritative inspection	5
Staff inspections	6
Brief History of Staff Inspections	7
Review of Literature	9
Police administration literature	9
Public administration and management	11
Government publications	12
Organization of the Remainder of the Thesis	13
II. GENERAL ORGANIZATION FOR INSPECTION	15
Purpose and Scope of Staff Inspection	16
Principles	18
Goals and operational performance	18
Unbiased attitudes	19
Logical analysis	20
Reporting of results	21
Recommendations	23
Follow-up inspections	23

CHAPTER	PAGE
Concepts	23
Inspection assistance for the chief	24
Reliance on inspection programs	25
Responsibility and support of inspection program. .	25
Departmental Policy Decisions	26
Responsibilities for line inspection.	26
Appointment and responsibility of staff inspectors.	26
Rank of the chief inspector	26
Qualification of inspection personnel	27
Forwarding of reports	28
Support of the inspection program	28
Organizational Practices	29
General	29
Control of inspection program	29
Organizing the staff inspection program	30
Combining inspection and planning division	33
Procedures to be Utilized	34
Preparation	34
Planning	34
Notification of the unit to be inspected	35
Check list and inspection guides	36
Assignment of areas of responsibilities	36
The inspection	36
Accuracy of reports	38
Summary	39

CHAPTER	PAGE
III. TYPES OF INSPECTIONS	41
General Staff Inspections	41
Continuing staff inspection	42
Non-continuing staff inspection	42
Special Inspections	43
Surveys	46
Summary	47
IV. REPORTS	48
Objectives	48
Quality	49
Methods of Reporting	50
Writing the Report	50
General	51
Summary of observations	52
Recommendations	53
Review and Follow-up to Reports	53
Review	53
Follow-up	53
Summary	54
V. GUIDES AND CHECK LISTS	56
Use of Check Lists	56
General	57
Type of Check List	59
Summary	59

CHAPTER	PAGE
VI. GENERAL ANALYSIS OF DEPARTMENTS	60
Philadelphia	60
Organization for inspection	60
Policies and procedures	61
Inspection guide	64
Reports	65
Summary	65
Cincinnati	66
Organization for inspection	66
Policies and procedures	68
Check list	69
Reports	70
Summary	72
Chicago	72
Organization for inspection	73
Policies and procedures	75
Check lists	76
Reports	76
Summary	77
Summary of Departments	78
Organization for inspection	78
Policies and procedures	78
Summary	79

CHAPTER	PAGE
VII. CONCLUSIONS, FUTURE QUESTIONS TO BE ANSWERED, AND THE	
MODEL PROGRAM	80
Introduction	83
Table of Contents	85
General	86
Organization	87
Preparatory procedures	88
Conduct of the inspection	89
Inspection reports	90
After-action procedures	91
Tab A Request for Specialist Personnel	93
Tab B Field Inspection Notification	94
Tab C General Check List and Guide	95
Tab D Guide for Inspection Reporting and Follow-	
up Action	99
Tab E Format for Formal Recommendations	101
BIBLIOGRAPHY	102
OTHER SOURCES	108

LIST OF FIGURES

FIGURE	PAGE
1. Organization Chart, Philadelphia Police Department . .	62
2. District Assignment of Staff Inspectors	63
3. Organization Chart, Cincinnati Police Department . . .	67
4. Table of Contents, Crime Bureau Inspection	71
5. Organization Chart, Chicago Police Department	74

CHAPTER I

INTRODUCTION

The dynamic and intricately involved world of today has created for itself many complex problems. In the past, simple societies relied upon local citizens for enforcement and maintenance of social mores and customs. The growth in population has made large cities. Knowledge, education, and mechanization have complicated the social order of living. With more people, larger industries, new means of transportation, and ever-changing social conditions, formalized rules of conduct had to evolve. Bodies of government were formed to legislate social customs into law. The duties of enforcing these laws were delegated to that part of the government known as law enforcement agencies, or police departments.

The evolution of modern society has shown, and is still indicating, growing pains. Particular aspects of society indicate these pains to various degrees. Expanding law enforcement agencies have not kept pace in the field of public and personnel administration. Utilization of modern equipment and forensic sciences have improved areas of police operation. The police service, especially municipal organizations, however, is being seriously handicapped. This is partially due to inefficient personnel and operational procedures and practices.

I. THE PROBLEM

Statement of the problem. It was the purpose of this study (1) to define general organizational procedures in establishing an inspection program; (2) to compare three major police departments' utilization of staff inspections; and (3) to attempt the formulation of a model staff inspection program which could be adopted with little modification by municipal law enforcement agencies.

Importance of the study. Efficiency is being stressed at all levels of administration and management. Public and private organizations have seen the need for streamlining their operations. In the police service, the most expensive item on the yearly budget is money paid in wages to police officers. The police administrator must insure that the services rendered by his department are the optimum obtainable from appropriated funds.

Inspection, an aspect of control, would assist the administrator by: making him aware of problem areas; indicating heretofore unknown deficiencies in personnel, facilities, and equipment; and eliminating confusion caused by awkward organizational structures. The rapidly moving society of today insists that greater efficiency be achieved in all fields. Police agencies normally receive a substantial portion of the annual municipal budget; therefore, it is of the utmost importance that efficiency of operation be recognized and achieved.

The need for inspection in police agencies is great.

Since police service is almost entirely a personal service, every condition in a police organization and its environment is traceable in a large measure to the acts of individual policemen and to the success or failure of their operations.

If every member of the force were a paragon of virtue, industry, and judgment, and omniscient in his knowledge of department procedures and regulations, there would be no errors in judgment, no neglect of duty, and procedures would be followed to the letter. Under these conditions control of personnel would be unnecessary; orders would be carried out exactly as planned, and there would be no need for inspections. Police officers are subject to the usual frailties of mankind, and consequently important advantages are gained by periodic inspections.¹

Limitations of the study. The scope of this study has been limited to three large municipal police departments: (1) Philadelphia, (2) Cincinnati, and (3) Chicago. The latter two were personally visited to obtain the necessary information. The information from Philadelphia was obtained by mail. The author feels that there may be some areas in which information pertaining to this department's operation will be sketchy.

It is believed that an attempt to compare more cities than this might result in an unwieldy study and would not achieve the desired goals as stated in the problem paragraph.

Federal agencies and state law enforcement agencies will be mentioned in passing, only in substantiation of particular points. They were not included nor considered because of their different organizational structures, operations, and dissimilarity of problems. Small municipal law enforcement agencies today rarely have any program of staff inspection.. They were not included because, if a model program can be devised, it would be easier to reduce it in scope to fit smaller departments than to expand it and lose some of the important features.

¹O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, 1950), p. 60.

II. DEFINITION OF TERMS

Semantics, or the relation between signs, symbols, or words and what they signify or denote is a major aspect of the confusion arising within the police service. Law enforcement agencies throughout the country may use identical terms but in many instances with entirely different meanings. Magazine articles and other media by which there is communication between agencies, create confusion in the minds of many police officials. To avoid, or at least reduce confusion to a minimum, the following definitions of terms used in this study will assist in understanding the various thoughts and ideas.

Inspection. This is a personal study, observation, examination, or inquiry to ascertain and evaluate the efficiency of management; the effectiveness and economy of operations; readiness of personnel and sections to perform their assigned duties; the adequacy of facilities; and compliance with rules, regulations, directives, and policies.² Inspection may be a brief checking to insure policies and procedures are being followed, or a detailed examination of duties, records, and results. "Inspection is a critical review or examination involving careful scrutiny and analysis," states O. W. Wilson, "in some cases, it may be accomplished through simple observation; in other instances, it may involve inquiry or the analysis of records and statistics."³

²Department of the Air Force, Air Force Manual 123-1, Manual for United States Air Force Inspectors (Washington: Government Printing Office, January 31, 1957), p. 1.

³Wilson, op. cit., p. 59.

As a part of control, inspection embodies the negative aspect of control which is to prevent, restrain, and minimize carelessness and mistakes in the performance of work. To be recognized and accepted by modern police administrators as a technique of management, inspection must encompass something more significant than individual criticism of subordinates and their work. Instead of creating embarrassment and ill feelings, it should be helpful and stimulating, stressing its main objective, namely, effectiveness and efficiency of the entire organization.⁴ As a function of control, inspection, if used in this light, should be acceptable by both police administrators and operating police personnel.

Line or authoritative inspection. The line inspection is accomplished by the superior inspecting subordinate personnel and equipment. "Authoritative inspection, made by superior officers charged with responsibility for the accomplishment of an operation, is the more or less continuous inspection of the process of accomplishing the task. It is an essential part of the doing process, if the superior is to assure satisfactory accomplishment by holding subordinates to account."⁵ The patrol sergeant should be held responsible for the actions of his subordinate police officers on duty. He should supervise and inspect them to insure adequate accomplishment for that portion of the police operation for which

⁴Elmore Peterson and E. Grosvenor Plowman, Business Organization and Management (Homewood, Illinois: Richard D. Irwin, Inc., 1953), p. 457.

⁵Wilson, op cit., p. 62.

he is responsible. The sergeant in turn, is inspected and supervised by the lieutenant commanding that particular tour of duty. The lieutenant is inspected by the captain who commands the precinct. Line inspections, therefore, are performed continuously through observation, examination, review, and analysis within the lines of responsibility and authority, each senior level inspecting the work of its immediate subordinate level.⁶

Staff inspections. Staff inspections are those inspections of personnel, facilities, equipment, and operating procedures and results made by an individual who has no control over or responsibility for them.

The important point, pertinent to staff inspections, is that they operate independently of the other sections of the department which from time to time are inspected. Each section of the department cannot be depended upon to report its own ailment, because the ailment itself might prevent the notification.⁷

George D. Eastman comprehensively states that, "a staff inspection is an inspection which is conducted outside of the normal line of authority and responsibility; which makes a detailed observation and analysis of one operating unit; and which is intended to inform the highest level of administration of the general performance of the unit."⁸

⁶George D. Eastman, "The Development and Use of Inspection in Modern Police Administration" (University of Louisville: Southern Police Institute, n.d.), p. 2. (Mimeographed.)

⁷Ibid.

⁸Ibid.

Location of the staff inspection function within the department's organizational structure is of prime importance. The unit should be so located as to be subordinate only to the chief, or in very large departments, a highly responsible subordinate of the chief.

III. BRIEF HISTORY OF STAFF INSPECTION

The medieval English town authorities used inspection in the public market, supervising the quality, price, and weight of produce, so that the town might preserve its good name. Early nineteenth-century American records show the same use of the inspectional device.⁹ "Massachusetts and other states maintained an extensive system of inspection of products, chiefly with reference to the export trade, during the eighteenth and early part of the nineteenth century."¹⁰

The origin of staff inspection programs began in 1856 on a large scale. England established the Inspectors of Constabulary. Operating from a central office, the Inspectors traveled throughout the country, inspecting police units in England.

To raise the standards of competence of the police agencies, the British national government instituted a grants-in-aid program. This provided to the inspected departments additional funds for pay and clothing of the police officers, provided they passed the

⁹Leonard D. White, Introduction to the Study of Public Administration (New York: MacMillan Company, 1949), p. 507.

¹⁰Ibid., p. 508.

Inspector's standards of excellence.

"The Inspectors through their day to day activities supply the positive and dynamic elements in the system of eternal control."¹¹

The Federal Bureau of Investigation formulated an outstanding program of self-inspection utilizing staff inspection as the major controlling factor. The inspection program of the FBI is cited as one of the three basic reasons for its success in law enforcement. It has used systematic inspection as an integral part of its operation for more than thirty-five years.¹²

The United States Federal Civil Service Commission felt, in 1946, that some system was needed to adequately control its expanding organization. It formulated a staff inspection program which has been constantly revised to keep pace with ever changing problems.¹³

From examples given, it is apparent that these governmental organizations recognized the need for internal control. Utilization of staff inspections was their decision in assisting them to promote economy and increase efficiency within their organizations. Most private firms have adopted various types of inspection programs. Due to increasing governmental inspection of various products, private business had to achieve successful operations. It turned to inspection

¹¹John S. Harris, "Central Inspection of Local Police Services in Britain," Journal of Criminal Law, 45:95, May-June, 1954.

¹²"Inspections--An Executive Tool for Improvement," FBI Law Enforcement Bulletin, 26:17, May, 1957.

¹³F. W. Luikart, "An Inspection Program to Improve Personnel Administration," Public Personnel Review, 10:74, April, 1949.

to assure product quality control.

Law enforcement agencies should be equally concerned about their product, public service. Inspection, staff and line, used together would assist in providing better police service to the community.

IV. REVIEW OF LITERATURE

The author has been unsuccessful in his quest for pertinent studies of staff inspection within organizations such as municipal police departments. The scope of this section will encompass selected major sources upon which much of this study was based. The connotation of inspection, found in many published works, range from the extreme of external controls such as fire, food, and labor inspection to internal inspection of records and organizational operations.

This review is subdivided into three major source areas: police administration literature, public administration and management, and government publications. Many published works cited mention internal inspection superficially and little time will be devoted to them.

Police administration literature. O. W. Wilson's book, Police Administration, published in 1950, was the only book which devoted more than a page or two for the subject of internal staff inspection as an administrative implement of control for the police chief. Chapter 4, "Organization for Planning and Control," is devoted to the subject of inspection as it applies in various situations.

Those basic principles and concepts which are stated in Chapter 4, are still valid today. Wilson discusses the two types of inspection, line and staff, and subdivides the staff inspection into several parts; functional, interdepartmental, and the organic inspection division. The latter type is not fully developed. Subjects, such as relationships required within the department for successful implementation of staff inspection, are adequately covered.

It is difficult to understand why Wilson brought the subject of internal investigation into the discussion of inspection. He does not clearly differentiate between them, but goes from one to the other without clearly dividing the areas.

Another topic which he discusses is the inspector. Wilson recommends that in departments having two or more inspectors, their responsibilities should be divided territorially, rather than by time or function. Some of the present experts in "the field" disagree with this. Wilson may have changed his philosophy on this point as revealed in the present organization of the Chicago Police Department's Inspection Division.

Wilson neglects to mention the report prepared by the staff inspector upon completion of his inspection. He also fails to state anything about the use of a check list or guide for conducting staff inspections. The "Purpose and Nature of Inspection," section of the chapter is an outline which, if enlarged and clarified, could make a suitable guide for inspections.

Chapter 4, in Wilson's book, is by far the most extensive and independent writing on the subject of internal staff inspections.

Police Management Planning, 1959, by John P. Kenney, devotes Chapter 10 to "Control and Inspection." The discussion of inspection covers three pages. Short paragraphs under the headings of departmental inspections, non-departmental inspection, spot audit, inspectors, internal audit, and undercover inspections are briefly explained in general terms. Kenney uses Wilson's Police Administration and The International City Managers' Association's Municipal Police Administration as his basic references for this chapter.

The two brief paragraphs devoted to inspections in V. A. Laonard's Police Organization and Management, 1951, discuss it in very general terms.

Municipal Police Administration, 1961, devotes a section to control and inspection. O. W. Wilson was the primary contributor for this section of the book, therefore, the principles and concepts are essentially the same as those in Police Administration.

The remainder of the books within the police administration field were not considered as original sources. References from these indicated that their material was obtained from Police Administration or Municipal Police Administration.

Public administration and management. John D. Millet's Management in the Public Service, 1954, discusses the problems involved in organizing and establishing an inspection system. Millet believes that the inspection activity is an essential part of the supervision process. Inspection must be used in organizations where there is specialization. Millet believes that internal investigations should be separated from any type of internal inspection. Inspection helps to build mutual acquaintance and confidence. Internal

investigation has the opposite affect.

Leonard D. White's Introduction to the Study of Public Administration, 1949, presents the general thoughts and ideas found in other books on the same subject, public administration. That is, that inspection is normally concerned with external regulatory checks such as fire, food, and boiler inspection.

Government publications. Two major works provided the basic sources upon which much of this study is based. Both cover the same basic material but with slightly different approaches to it. Department of the Air Force's Manual for Air Force Inspectors, 1957, though not dealing specifically with police operations, covers the inspection principles in detail. Many of these are also stated or discussed in Wilson's book. The Air Force Manual outlines procedures and principles necessary for an effective staff inspection program to include the process of accomplishing the inspections.

The Technical Bulletin, Inspector General, numbers one, two and four, Department of the Army, discuss and present the principles, concepts, procedures for implementation and report writing, and includes general guide lines for inspection of various activities within the Army. These principles and concepts apply to staff inspection services of municipal police agencies as well as military activities.

Summary. The major sources used for this study, Wilson's Police Administration, The Manual for Air Force Inspectors, and Technical Bulletins, Inspector General discuss in detail all the principles, procedures, concepts, and processes of staff inspection. These references are still valid and should be for some time to come. Some of the minor ideas may change, but principles of supervision,

control, and management are based on the well grounded theories used throughout business and government today.

V. ORGANIZATION OF THE REMAINDER OF THE THESIS

The review of literature contains all the information available for research in the field of staff inspections. It is essential that the principles, concepts, policies and procedures be fully explained and understood in Chapter II, prior to progressing further into comparison of the several departments' programs.

Important aspects of an inspection program will be covered in Chapters III, IV, and V. These deal with the types of inspection programs to be utilized. There will be some repetition in each of these chapters with terms already defined. Preparation of reports, an important phase of the inspectional process, will touch on those points peculiar to inspection reports. The books dealing with police reports provide basic information on the organization of central records sections and standardization of reports. Basic essentials of reports will be covered lightly in passing. The use of check lists, an important part of any inspection, will assist organizations to succeed in their inspection objectives, or the lack of them may cause the inspection program to fail.

At this point, we have a firm basis from which to proceed. Chapter VI compares the staff inspection functions of the Philadelphia, Cincinnati, and Chicago police departments. The line or authoritative inspection aspect will be mentioned briefly and only insofar as it develops the analysis of the staff inspection process.

Chapter VII, conclusions, will develop a model staff inspection program. Questions to be resolved which require additional research will also be cited.

CHAPTER II

GENERAL ORGANIZATION FOR INSPECTION

Sound business principles and effective organizational practices are equally applicable to thriving business enterprises and successful law enforcement agencies. Law enforcement agencies which have made the greatest strides in improving their operations usually enjoy good reputations. Good reputations make the public want to help the department in attaining future accomplishments. The point here is that the police department must render high caliber service before it can enjoy full public support.¹

Adept police administrators should use those tools of executive management and administration needed to adequately guide and control their police organizations. Internal checks, surveys and inspections are justified because of the inadequacies and shortcomings of human behavior. Inspection programs, in addition to assisting the administrator in controlling his agency, provide a system for communications and information.

Beneficial aspects of the control processes are summed up by John M. Pfiffner, as those:

directed towards maintaining honesty, accuracy, safety, steady production, morale, public relations, upkeep of premises, and equipment. All have in common the human objective of checking on people and their work, often by means that would be resented if the reasons back of them were not fully understood.²

¹"Inspections for Law Enforcement Agencies," (Washington: Federal Bureau of Investigation, n.d.), p. 1. (Mimeographed.)

²John M. Pfiffner, The Supervision of Personnel (New York: Prentice-Hall Inc., 1951), p. 92.

Of all the controlling devices utilized today by executive administrators, we are specifically interested in the municipal police staff inspection programs. In forthcoming sections, the phases of purpose, principles, concepts, policies, type of organizational structure, and procedures to be utilized will be discussed. This shall enable the reader to grasp easily those areas pertinent to the police inspection program.

1. PURPOSE AND SCOPE OF STAFF INSPECTION

The basic purpose for initiating and maintaining a staff inspection program is to obtain the beneficial results of efficiency and economy of operation.

The general objectives of the staff inspection program provide the chief administrator with an independent appraisal of standards of performance of the entire police operation; determine the status of discipline, efficiency, and economy of the department; report observed deficiencies and irregularities and recommend solutions for correction; and receive and inquire into complaints of individual members of the force.³

The objectives overlap in scope, but generally can be divided into five categories. The five areas encompass these questions:

1. Are the established policies, procedures, and regulations being carried out to the letter and in the spirit for which they were laid out?

³Department of the Army, Inspector General Technical Bulletin, Number 2, (Washington: Government Printing Office, July 16, 1958), p. 6.

2. Are these policies, procedures, and regulations adequate to attain the desired results?

3. Are the resources at the disposal of the department, both personnel and equipment, being utilized to their fullest extent?

4. Are these physical resources adequate to carry out the job of the department?

5. Does there, or could there exist any deficiency in personnel integrity, training, morale,⁴ supervision, or policy which should be corrected or improved?

Determination of any defective condition is the initial step in inspection evaluation. Evaluation and analysis of needs should reveal basic or elementary discrepancies.

The scope of interest of the staff inspection program cuts across all activities, encompassing the entire department. O. W. Wilson states that:

Everything relating to the police department must be subject to control and consequently inspection must be made of everything that comprises the police organization and its manifold operations. Conditions, situations, and actions that contribute to the success or failure of police operations are exposed by the inspection of persons, things, procedures, and results.⁵

The forthcoming section discusses the most prominent feature of any inspection program, the elementary principles upon which it is based. These tenets enable the inspector and chief of police to grasp the genuine advances and problems of the department. Through these conceptions, just and valuable recommendations evolve which will benefit the entire organization.

⁴George D. Eastman, "The Development and Use of Inspection in Modern Police Administration" (University of Louisville: Southern Police Institute, n.d.), p. 2. (Mimeographed)

⁵O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, 1950), p. 60.

II. PRINCIPLES

Six elementary principles when properly applied should guide inspectors in preparing, conducting, and concluding their evaluation of that section of the department checked.

Goals must be established. Unbiased attitudes should not influence evaluation, conclusions, or recommended changes. Timely reporting of results and follow-up checks would insure proper implementation of proposed changes.

Goals and operational performance. Without the tool of inspection, the knowledgeable administrator would have no yardstick to use in evaluating the performance of his police operation. The effectual, well adapted, and economical inspection plan will vary from section to section within the department when establishing goals and standards. Rating the general and individual performances throughout the organization is of the utmost importance. Undue emphasis upon the reduction of expenditures as one measure of efficiency is fallacious.

It is often assumed that efficiency merely denotes a reduction in costs. Such an interpretation is too limited. Efficiency is the quality of effectiveness, competence, and capability in productivity. A business is operating at its highest efficiency when it can produce goods or services of a desired quality in a required quantity within permissible limits of time at the lowest costs consistent with its financial situation and obligations.⁶

A widely held concept that increased operational efficiency and effectiveness result in savings is true. These savings may be

⁶Elmore Peterson and E. Grosvenor Plowman, Business Organization and Management (Homewood: Richard D. Irwin, Inc., 1953), p.433.

realized in time, manpower, equipment, and related areas. Petersen and Plowman classify savings into three groups: (1) the direct savings, one which may be traced to its source and then identified, measured, and expressed in definite monetary values, i.e., new ideas, processes, and procedures. (2) The direct type which may be economy of time that results in savings at a later date. This group, though less tangible than the first, is also easily appraised and expressed in terms of money. (3) The third type of savings that results in increased efficiency is very vague and cannot be estimated in advance for the financier. For our evaluation of this latter type, it can best be illustrated by the savings seen in more effective administrative time; better public and community relationships; and improvement in personnel morale and attitudes throughout the organization.⁷

All inspections conducted must be directed towards the mission and goals of the department. These examinations should strive to improve and streamline police operation, which will result eventually in higher efficiency and effectiveness.

Unbiased attitudes. The mature and experienced chief must fully understand the goals of inspection and implement those recommendations needed with caution and understanding. The evaluation of any section or function of the department must be impartial. Since the administrative tool of inspection is an extension of the chief's capability to observe and analyze his own operation, it is essential

⁷Ibid, p. 434.

that the inspection be conducted as if "through the chief's eyes!" The inspection must not be influenced by individual prejudices, preconceived opinions, and conclusions or snap judgments. Accurate reporting of deficiencies found during inspections must be objective and unhampered by personal emotions.⁸

Logical analysis. To judge the quantity or quality of an operation, certain standards must be established. Standards are based upon the current departmental regulations, policies, and procedures and the inspector's interpretation of them. Both the inspected and the inspector must have a thorough understanding of what the standards are and what is acceptable by the chief, for whom the inspection is being conducted.⁹

To eliminate ambiguous terminology, it is imperative that all policies and procedures are understood. Inspection has other objectives than the controlling of activities to ensure compliance. It is a preventive measure, seeking to detect and remedy conditions which, if allowed to continue, may deteriorate into a serious situation.

Thorough analysis of observed facts and situations will assist in determining the underlying deficiencies causing

⁸Department of the Air Force, Air Force Manual 123-1, Manual for United States Air Force Inspectors (Washington: Government Printing Office, January 31, 1957), p. 2.

⁹Milon Brown, Effective Work Management (New York: The MacMillan Company, 1960), p. 164-165.

irregularities. Examination of the inspector's observations can lead to the discovery of economical and effective practices which might merit adoption by other sections within the department.¹⁰

Any inspection may involve the checking of individual items. In large bureaus, this method becomes time consuming. A general rule to be followed is, if the item to be evaluated is conducive to statistical techniques, then they should be carefully used. Statistical techniques are sometimes used to predict and control the range of variability that will result from a given process. Sampling procedures should be applied only when the volume of items involved lend themselves to establishment of standard distributions.¹¹ Whenever scientific sampling shows deviation from pre-determined standards, corrective action is taken.¹²

G. Douglas Gourley's compact statement is an excellent summary. "Inspection may be simple observation or it 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."¹³

Reporting of results. Among the basic principles of the

¹⁰Air Force, op cit., p. 2

¹¹Standard distribution means statistical distribution where-by statistical sampling procedures can be effectively used.

¹²Henry H. Albers, Organized Executive Action (New York: John Wiley and Sons, Inc., 1961), p.

¹³G. Douglas Gourley, "What is Police Management?" Police 45:61, July-August, 1959.

inspection program is the accurate reporting of results or findings. Chapter IV is devoted to reports, their organization, usage, and role in the inspection process. Here, the general scope of the reporting system will suffice.

Basically, there are two types of inspection reports which should be utilized. In Police Administration, O. W. Wilson, covers reports submitted by operating personnel. This area expands to include those persons, things, and conditions over which the report has influence.¹⁴ The second form of the inspection report is that which is compiled by the staff inspector upon completion of his inquiry. This report includes the general condition of the department surveyed and an analysis of the resulting data.

The primary intent of an accounting of any operational procedure is to render a more effective working body. An adequately prepared summary of an inspection should present the reader with sufficient information to take constructive or punitive action. Thus we have seen that the basic reasons for reporting results of an inspection are:

1. to insure that proper action to be taken to amend any deficiencies;
2. to stimulate commendations and praise given for outstanding deportment and performance;
3. to afford the inspected unit a chance for rebuttal, if desired;

¹⁴Wilson, op cit., p. 71-72.

4. to provide a permanent record of activity in a specific section. This is invaluable when planning future examinations or as a basis for follow-up inspections; and

5. to establish the foundations upon which recommendations for alterations and improvements within the inspected sections as well as the entire department, are based.¹⁵

Recommendations. While the major emphasis of inspection is still on a regulatory and control level; inspection is more than disciplinary correction. Inspection should be of a constructive nature. Recommendations for corrective action resulting from inspections, should be clear, complete, specific, and based upon sound conclusions.¹⁶

Follow-up inspections. The follow-up inspection is the means by which the police chief keeps abreast of the progress and quality of corrective action being taken. This follow-up may consist of only a review of the conclusions and recommendations in the initial report; or it may be a detailed re-inspection of the activity. "It is in this area where the greatest value can be achieved from the inspection service."¹⁷

III. CONCEPTS

Control is a fundamental executive function. It becomes a

¹⁵Air Force, op cit., p. 1-2.

¹⁶Army, IGTB, op cit., p. 6.

¹⁷Eastman, op cit., p. 5.

necessity whenever humans associate together for given ends. No amount of electronic or automatic machinery will replace the executive's responsibility concerning how that machinery is used. The executive has many control tools at his disposal, but he must use judgment in their development and application. Control is an executive function, not in the sense of dominating one's subordinates as in a slave system, but rather guiding and directing the efforts of subordinates to achieve intended results.¹⁸

Inspection assistance for the Chief. The primary mission of any police department is to provide service to its community. The variety of duties are as distinct as the individuals it serves. The Chief of Police is held responsible for all actions taken by his subordinates, be they valor beyond the call of duty or laxity in performance. He and the men of the force are also indirectly accountable to the citizen. To effectively guide and direct the various phases of police work, the chief must rely upon the tool of inspection. It is only through a well planned supervisional and staff inspection program that the individual police officer can be observed, corrected, or praised, whichever is necessary.

Obviously, this cannot be done entirely by one individual. Thus the staff inspection program is conceived to assist the chief in carrying out his responsibilities.

Since the best results are obtained from continuous inspection of the department, provision must be made for assistance to the chief in the form of an inspector. This individual should enjoy the confidence of the chief, respect of the department's members,

¹⁸Dalton E. McFarland, Management Principles and Practices (New York: The MacMillan Company, 1958), p. 302.

and fully understand the chief's operating philosophy.¹⁹

Reliance on inspection programs. The police chief is fundamentally an administrator and executive of the department. To be proficient in his duties, he must affiliate himself effectively with control through inspection. "Granted that administration may be viewed as an art insofar as it reflects the personality of the practitioner....The administrator must delegate and decentralize while perfecting his tools of control and supervision."²⁰ The size and complexity of medium and large police departments and the diverse requirements placed upon the chief drastically limit and restrict his capability to make personal inspections.

Responsibility and support of inspection programs. The staff inspection program, if staffed with the proper personnel, still requires several items to enable it to function effectively. First, the chief must be responsible for knowing that the inspection services are fulfilling the purposes for which they were established.

Secondly, inspection, and the results to be obtained therefrom, can be no better than the chief's support which the program receives. It is essential that the chief give his continuous support and personal guidance. The inspection program, once established,

¹⁹Wilson, op cit., p. 68-69, and Eastman, op cit., p. 3.

²⁰William D. Corey, "Control and Supervision of Field Offices, "Public Administrative Review, VI:20, 1946

must be maintained and supported to reap the desired benefits inherent in a good program.²¹

IV. DEPARTMENTAL POLICY DECISIONS

Responsibilities for line inspection. Inspection is a function and responsibility of command. "It is performed through the lines of authority and responsibility, senior inspects subordinate. It is performed continuously through observation, examination, and review."²² Supervisors, from the sergeant up through the chief, are responsible to insure that line inspections are properly accomplished.

Appointment and responsibility of staff inspectors. Staff inspectors are appointed by and are responsible to their chief. They do not have any command authority during the inspection process.²³ The reasoning behind the appointment by the chief, and not through civil service examination, is that the chief must not be made to retain a specific individual in a high command or staff job. If the particular individual does not have the capability for properly performing the inspection mission, he should not be retained in the job.

Rank of the chief inspector. The rank of the inspector

²¹Air Force, op cit., p. 2.

²²Eastman, op cit., p. 2

²³Air Force, op cit., p. 3.

should be commensurate with the rank of the key command officers within the department. George D. Eastman supports this view in stating, "he should carry a rank equal to or greater than the rank of the individual whose unit he will inspect."²⁴

Qualification of inspection personnel. The personnel of the inspection section should be qualified and possess the necessary experience to effectively discharge their responsibilities.

The chief inspector should have the type of personality which will permit him to suggest, advise, and persuade rather than command. Qualifications possessed by all inspectors should consist of the following to such degree as is possible:

1. He should be thoroughly experienced and well versed concerning the operations to be inspected.
2. He must have the ability to assume a completely objective and constructive attitude towards the unit being inspected.
3. He must be zealous in probing for facts, in obtaining both sides of the "story", and in presenting an accurate, brief, and clear summary.
4. He should have earned the respect of the men in the unit to be inspected.
5. He must be capable of using his experience, and be impartial and constructive in his approach of analyzing and offering recommendations for improvement.

²⁴Eastman, op cit., p. 3.

6. He must have a high degree of personal, intellectual, and moral integrity.²⁵

Forwarding of results. The results of an inspection, including those recommendations for corrective action, must be handled with diplomacy. During the inspection, information of an embarrassing nature might be uncovered. Therefore, reports on inspections should be kept confidential between the inspector, the inspector's supervisor, and the officer-in-charge of the inspected unit.²⁶

Upon completion of the inspection, a copy of the report should be given to the supervisor of the surveyed unit. This allows not only for rebuttal of discrepancies noted, but endorsed answers on action initiated to correct deficiencies noted. Changes which might affect more than the inspected unit must be "staffed"²⁷ and coordinated prior to implementation.

Support of the inspection program. In any inspection program, it is essential that the supervisory officers give impartial and unreserved support. Supervisory and staff inspectors must mutually support each other for the program to be successful. It is of utmost importance that all personnel understand the policies, concepts,

²⁵"Inspections for Law Enforcement Agencies," (Washington: Federal Bureau of Investigation, n.d.), p. 2-3 and Eastman, op cit., p. 3.

²⁶Eastman, Ibid., p. 4.

²⁷"staffed" implies the coordination and notification of any interested or affected activity of the department for their comments on the proposed change. This should be accomplished prior to forwarding the recommendation to the chief for action.

and procedures of the inspection system. Without this knowledge and understanding, the fundamental concept of inspection, that is to assist the police chief as a tool of control, is worthless.

V. ORGANIZATIONAL PRACTICES

Organization is needed to provide a structural framework for communication, command, and coordination. There must be a clear allocation of functions and responsibilities to the various departmental units. For effectiveness, maximum delegation of authority is consistent with the competence and responsibility of subordinates.

General. The responsibility for controlling, consolidating, and coordinating inspections should be assigned to one unit. A system of inspection control should be established by directive and provide for coordination of frequency, scope, and duration of inspections. This will insure that they are held to a minimum, consistent with the requirements of the units to be inspected.²⁸

Control of inspection program.

Unless there is centralized control, the inspection program is doomed for failure, states the Federal Bureau of Investigation. We have found that the only feasible control of inspections is through the Director: consequently, inspectors are not subordinate to the persons being inspected.²⁹

Staff inspections should be performed by mature, unbiased, and respected individuals, not part of the inspected unit.

²⁸Department of the Army, Inspector General Technical Bulletin, Number 1 (Washington: Government Printing Office, July 12, 1961), p. 1A.

²⁹Federal Bureau of Investigation, op cit., p. 3.

These personnel should report accurate information on problems being experienced by the inspected unit. Supervisory inspection reports should be required. Normally these will not include deficiencies within their own unit. This system is effectively used in the military services. The Inspector General of an Army installation has access to commander's reports on the status of discipline, morale, and training within the units. The Inspector General forwards his reports through the Commander of the installation to the inspected unit for comment and action taken on deficiencies found. The statement of corrective action initiated is then received by the commander who reviews it to insure that any action taken was adequate.

The staff inspection section, located within the organizational framework of the department, reports directly to the chief of police, or some other highly responsible subordinate of the chief, in extremely large departments. The inspection personnel should not have direct authority or responsibility over the units being inspected during the inspection.³⁰

Organizing the staff inspection section. To effectively organize a staff inspection section, the size of the department must be considered. Thought must be given to staffing this section with some of the best personnel available in the department. Adequate clerical and analytical personnel must be provided to prevent the inspectors from getting bogged down in their own administrative paperwork, unable to effectively accomplish their functions. Three

³⁰Eastman, op cit., p. 2-3.

possible methods of organizing the section are obvious. Variations in these may enable the section to operate more effectively or ineffectively, depending upon the individual police department.

Three inspection team organizations will now be examined:

(1) an inspector assisted by specialists; (2) an inspector assisted by supervisory personnel; and (3) the department's organic inspection personnel.³¹

1. The inspector assisted by specialists would prove more feasible in the medium sized department. When conducting inspections, the inspector would be accompanied by technical personnel, ie., motor vehicle maintenance man, records specialist, and a communication specialist. These technical personnel, after a briefing by the inspector, would check those items within their specific fields, and render reports to the inspector. The inspector, when his part of the inspection was concluded, would analyze and evaluate all data and compile the final report with recommendations.

The major fault in this type of organizational setup, is that the individual specialist does not possess sufficient rank. This lack may be considered immaterial by some as their functions during the inspection is of a technical nature. Using this system, the inspector has the bulk of the inspection to complete himself.

2. When the size of the department is such that one or two

³¹Wilson, op cit., pp. 64-65, and Opinion expressed by George D. Eastman during a lecture, Michigan State University, January 31, 1962.

men cannot adequately inspect it, then the inspection team must be enlarged. One possible solution is to give the inspector assistance through the use of supervisory personnel. An example could be: a department organized with a patrol, detective, juvenile, traffic, and administrative divisions, schedules an inspection of the patrol division. In this case, the inspector would be assisted in the inspection by the commander or deputy commander of the detective, juvenile, traffic, and administrative divisions. The inspected unit would furnish a high command officer for coordination and liaison with the inspecting personnel.

This process results in a minimum of biased inspection results. It also benefits the members of the inspection team by enhancing their insight into possible solutions to improve their own divisions.

3. The third and final type of inspection organization under discussion, is the department's organic inspection section personnel. This is used where the police department has an adequate number of personnel in the inspection section. This type is normally found in large cities where there can easily be a division of functions within the inspection section. When an inspection is scheduled, the number of personnel required are designated from the section. To adequately accomplish the inspectional purpose, this type of team can be efficiently utilized in those departments large enough to support semi-specialists within the inspection section.

Greater efficiency is derived by utilizing the last mentioned type of inspection team. Two principal concepts aid this

method of operation. Personnel involved with inspection services are more familiar with the departmental procedures and gain experience in the inspectional process. This gives them the capability of better performing their basic functions.

Combination inspection and planning division. Many police departments would not be able to justify the utilization of one man, full time, on inspection services. O. W. Wilson, in Police Planning, states that, "staff inspections must be made if suitable controls are to be effective."³² Ascertaining needs is the first step in planning; it is also the purpose of inspection.

There are some advantages to combining both planning and inspection functions into one unit. "It permits smaller departments to obtain greater specialization in planning and inspection by employing one highly qualified person to perform both functions."³³

Research and analysis are common to both planning and inspection functions. The individual that develops a course of action, sees his plan implemented, is more interested in confirming its adequacy and suitability, than the person who has played no part in its development. The section besides being more efficient, would be more coordinated.³⁴

³²O. W. Wilson, Police Planning (Springfield: Charles C. Thomas, 1952), p. 62.

³³O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, 1950), p. 79.

³⁴Ibid.

VI. PROCEDURES TO BE UTILIZED

Preparation. The first step in preparation for an inspection is to gather all available information relating to the activity subject to be inspected. This data should include, but is not limited to, organization, personnel strength, areas of responsibility, programs and policies in force, equipment status, and previous inspection reports.³⁵ When assembled, the information is then analyzed and evaluated. The chief inspector is then able to assign responsibilities to the various team members.

Planning. In any inspection, a course of action must be developed. In this initial draft, the three inquiries of what, when, and who, relevant to the inspection, must be indicated. This plan is specific and detailed, only to the extent of the subject areas to be covered.³⁶

The plan to be effective must provide for the efficient use of time and personnel. Little value is obtained when the inspection is not organized and is carried out on a hit-or-miss basis.

Ample time must be allocated for representative sampling.³⁷

³⁵Past inspection reports referred to, include both staff and supervisory inspection reports. Chapter IV has further discussion on reports.

³⁶Department of the Army, Inspector General Technical Bulletin, Number 2 (Washington: Government Printing Office, July 16, 1958), p. 7.

³⁷Representative sampling refers to persons contacted outside the police department for the purpose of sampling public opinion. Additional information can be found in, Herbert Brean's article, "A Really Good Police Force," Life, 43:71-74, September 16, 1957.

Sufficient thought must be given to provide for sufficient flexibility and possible future adjustment.³⁸

Notification of the unit to be inspected. There are two viewpoints expressed on notification. The first stated by the Federal Bureau of Investigation is, "the surprise inspection has the benefit of making it possible for the inspector to see actual operations as they exist on any given workday without being adjusted by spit and polish preparation."³⁹

The second viewpoint expressed by George D. Eastman, during his tenure at the New York Port Authority, and supported by the Army Inspector General's publications, is that advance notice will be given to the incumbent unit. The points in favor of prior notification are:

1. Staff inspection should be more constructive than punitive and its success depends upon the respect and cooperation of each individual in the unit being inspected.
2. Surprise inspections only uncover those few superficial items which should be maintained in top condition with adequate line inspection and supervision.
3. Staff inspections, by their very nature, are concerned

³⁸Air Force, op cit., p. 4.

³⁹Federal Bureau of Investigation, op cit., p. 4.

with items that are, for the most part, a matter of record. Contents of records cannot be easily altered.⁴⁰

Check list and inspection guides.⁴¹ When a check list is available and applicable to the unit being inspected, it must be reviewed regularly to conform with the current policies, orders and procedures. This checking is of utmost importance. The inclusion of inaccurate references may negate the inspection by destroying confidence in the inspector.⁴²

Assignment of areas of responsibilities. Prior to the inspection, a briefing of the inspecting personnel is conducted. The chief's guidelines and policies established in the inspection procedure must be thoroughly understood by the personnel comprising the team, prior to conducting the inspection. Purposes of this meeting are to assign specific areas of inspection responsibility to each of the team members and to inject special subjects for inspection. This delegation of responsibility will enhance the coordinated effort by the team during the inspection.⁴³

The inspection. The plan for inspection is now in operation. The inspection party meets with the command officers of the

⁴⁰George D. Eastman, "The Development and Use of Inspection in Modern Police Administration" (University of Louisville: Southern Police Institute, n.d.), p. 3. (Mimeographed.)

⁴¹For additional information, see Chapter V.

⁴²Air Force, op cit., p. 4. ⁴³Eastman, op cit., p. 4.

inspected unit. The itinerary of the times and places during which each item will be checked is reviewed. This review of the inspection schedule minimizes interference and confusion of the inspected unit's day-to-day operation.⁴⁴

During the inspection, observations must be impartial, factual, pertinent, and accurate. The inspector has a check list, but any inspection involves using the eyes and ears should not be handled in the same manner as a "garage parts" inventory.

A mere affirmative or negative response to questions on a check list is inadequate. When the inspector finds a deficiency or irregularity, he should determine why it exists. His observations and inquiries must be pointed towards the cause, as well as existing conditions.⁴⁵

It is an exceedingly rare individual who can remember, or recall with clarity, all items observed during an inspection well enough to write a complete and factual report. Notes taken in a tactful manner by the inspector produce accuracy and completeness. Items noted comprise reflected conditions, good or bad, and related facts which will eventually aid in formulating recommendations. To render satisfactory comments, these notes must be complete as well as astute in content.⁴⁶

The value of any inspection depends primarily on the inspector's ability to think clearly. Thorough analysis of observations will lead the inspector to a determination of the causes for the conditions he finds.⁴⁷

⁴⁴Army, op cit., p. 8

⁴⁵Air Force, op cit., p. 4.

⁴⁶Air Force, op cit., p. 5. ⁴⁷Ibid.

Experience and understanding are essential personal traits of the inspector. He must be able to recognize good or bad management practices, and he must know what constitutes economy. Adverse situations must be anticipated, and preventive action initiated before serious difficulties arise. The most valuable work that the inspector can do for the chief is to prevent trouble by anticipating obstacles which, if allowed to develop, would evolve into an undesirable situation.⁴⁸

Upon completion of the inspection, the inspecting team should review thoroughly all notes made during the inspection to ensure completeness of material and information.

A brief discussion of the general findings, together with those recommendations requiring immediate corrective action should be discussed with the commander of the inspected unit at the conclusion of the inspection.⁴⁹

Accuracy of reports.⁵⁰ Reporting trivial and inconsequential errors should be avoided. Possible correction should be made on the spot. Data should be presented simply and clearly, maintaining a balance between clarity and brevity. Emotionally loaded words and inflammatory language must always be avoided. General phrases such as "good" or "very good", "several" or "many" should be eliminated. Reporting must be concise and specific.⁵¹

⁴⁸Ibid.

⁴⁹Army, op cit., p. 9.

⁵⁰See Chapter IV Reports.

⁵¹Federal Bureau of Investigation, op cit., p. 3 and Air Force, op cit., p. 6.

When the inspector's report becomes voluminous, brief summaries should be attached to the recommendations. This will facilitate review by the chief, and indicate those conditions needing immediate attention.

Follow-up activity, directed by the chief, will assure that appropriate corrective action has been taken. This follow-up also serves to report on the progress of implementation of recommended improvements.⁵²

VI. SUMMARY

Organization of an inspection involves various items. Thorough comprehension of the fundamentals of inspection is of the utmost importance for a successful inspection program. Inspection is an elemental tool of executive and administrative control. Henri Fayol, in the "Administrative Theory in the State," concludes that,

Control is the examination of results. To control is to make sure that all operations at all times are carried out in accordance with the plans adopted - with the order given and with the principles laid down. Control compares, discusses, and criticizes; it tends to stimulate planning, to simplify and strengthen organization, to increase the efficiency of command and to facilitate coordination.⁵³

Many individuals today are skeptical about inspection systems. This resistance to managerial change is difficult to understand in the light of the eagerness with which police departments seek technological innovations. New equipment such as radar, lie detectors,

⁵²Eastman, op cit., p. 5.

⁵³Henri Fayol, "Administrative Theory in the State," Papers on the Science of Administration (New York: Institute of Public Administration, Columbia University, 1937), p. 103.

and radios are accepted without bias. Seldom are there any ties with the old items because, in technology, advantages of the new ones can be easily measured and observed.

Changes in management and administrative philosophy are not so easily weighed. Advantages of a new system will not normally be noticed immediately. The principles and concepts discussed must be implemented by foresighted police administrators. In this way, law enforcement agencies will continue to advance.

In the forthcoming chapter, several types of inspection systems will be discussed. These modern concepts and procedures when utilized in law enforcement agencies, should lead to streamlining and efficiency of operation.

CHAPTER III

TYPES OF INSPECTIONS

During any staff inspection, the goal is not for the circumvention of supervisors but the creating of constructive relationships. Several types of staff inspections will be discussed in this chapter. The fundamental precepts covered in the previous chapter apply to the degree necessary for an effective inspection program. The inspection process is a vital relationship which must exist between executives and subordinates. It should be, in addition to constant checking and rechecking, an unbroken chain of counseling, helpfulness, and communication.

I. GENERAL STAFF INSPECTIONS

The general staff inspection's scope should be limited to a particular function, system, or facility within the police department. It should embrace all matters vital to the bureau, section, or division being inspected. General inspections may be classified as continuing or non-continuing types. The responsibility of the police administrator is to select that type of inspection which best suits the department's objectives and capabilities.¹

¹Department of the Air Force, Air Force Manual 123-1, Manual for United States Air Force Inspectors (Washington: Government Printing Office, January 31, 1957), p. 7.

Continuing staff inspection. Continuing type staff inspections can best be described as an interrupted series of general inspections of a specific activity or section. The need for using the continuing staff inspection would be in a situation in which there is an extremely large bureau or section. When the division or section is large and the responsibilities of the inspector are many, it would be impossible to conduct the inspection during a specific period of time. In this situation, the inspector would have additional duties requiring his attention.

For example, a patrol bureau which is not broken down into districts but operating out of a centralized headquarters, would require a continual inspection.

When activities are centralized, this type of inspection has several beneficial aspects. The inspection should not cause undue interruption of the operation. Activities which might enjoy slack periods could be inspected during these periods. The continuing inspection has the additional feature that a large organization or activity can be inspected by a few people spread over a long period of time. This type of inspection should not be considered complete until all the reports have been completed. Duration of this inspection could extend from one month to a year. Normally this would depend upon the inspector's time available for inspection and the operational commitments of the inspected unit.²

Non-continuing staff inspection. The second type of general

²Ibid.

staff inspection is the non-continuing inspection. This is easily recognized by the characteristic that the inspection is completed without interruption of the inspection process. Inspectors stay on the job until the inspection is completed, usually a definite and relatively short period of time. This is seen in an inspection of a precinct station lasting one week. At the end of the week, the process is completed and the inspectors leave.³

The two types of general inspection, continuing and non-continuing, have been discussed. One may require a long time to complete, as the inspected activity is large and the team is small; the other embodies an adequate size inspection team, able to accomplish the entire inspection within a specified, limited period of time. Both inspections, however, evaluate and analyze the entire activity completely and comprehensively.

The non-continuing general inspection should be adopted if possible within the capabilities of the inspectors. It would then provide the chief with current recommendations on deficiencies now in existence. The report of a continuing type general inspection might recommend correction of deficiencies no longer in existence and therefore be outdated before the completion of the report.

II. SPECIAL INSPECTIONS

Special inspections must be developed to satisfy specific needs within the police department. When conditions indicate a

³Ibid.

decline in the efficiency or economy of a particular section, special inspections should be made to ascertain the causes so that the chief of police may take corrective action.⁴

Increased specialization of functions within the modern police agency and the development of highly technical aspects of many of the departmental activities has complicated the inspection program. Overall evaluation is becoming more difficult to perform without the assistance of specialist assisting the inspection team.

Special inspections are usually directed by the chief to cover special situations, special fields of activity, or to ascertain the reasons for a marked decline in operating efficiency. The scope of any special inspection should not restrict the inspector from reporting any observation of deficiencies noted, even if outside the scope of the particular inspection.⁵

Subjects considered for special inspections could be any matter which might adversely affect the efficiency and economy of an operating unit. Inspections could be limited to one specific policy or regulation applicable on a department-wide basis. This inspection would be temporary in nature and require the inspectors to rapidly ascertain existing conditions relative to the subject of the inspection and, if deficiencies exist, determine the causes.

An illustration of this is found in a large midwestern city which had a policy prohibiting parking of privately owned automobiles in city owned parking lots designated for police vehicles. The size

⁴Ibid., p. 8.

⁵Ibid.

of the lots was such that they would hold only those police vehicles assigned to it. During snow and inclement weather, it was observed that numerous police vehicles were parked on the streets. Further observation revealed that the lots designated for the police vehicles, were full of civilian cars. A special inspection was ordered to determine the degree of non-compliance to the departmental policy. The inspection consumed one day and the total personnel strength of the inspection division. Results revealed that the non-compliance was extensive. Police personnel did not want to leave their cars parked on icy and slippery streets where they might be liable to accidents. However, they felt little compunction about parking city vehicles in the same position. On the surface, it appeared that the non-compliance was purposely done. Underlying causes indicated there were insufficient parking facilities available for privately owned cars near the police stations. Results of this inspection initiated several things. First, an education program directed at the individual officer on his responsibilities for city property; secondly, directives to supervisors indicating the status of the situation and recommended corrective action be taken; and thirdly, a combined planning program aimed at locating and obtaining use of adequate parking facilities near each police station for privately owned automobiles.

Special inspections can answer many questions but the process should be used with care. General inspections should encompass most of the aims of inspection; the special inspection used only when necessary for efficiency, economy, and morale purposes.

III. SURVEYS

O. W. Wilson states that completed staff work adequately documented, supported, and compiled, is a survey report.⁶ Surveys can be conducted by the inspection division personnel to facilitate operations within the department. Any staff agency can conduct surveys, as they are critical examinations or studies of given areas with respect to certain conditions or situations. These studies have the implied or specific purpose of ascertaining facts and providing exact information.

Surveys in police departments are normally special inquiries encompassing a number of sections or divisions. The special distinction of a survey lies not in the way it is conducted, but in the manner in which the facts are analyzed and reported. If several special inspections of a similar nature were consolidated and analyzed, the reporting of results would constitute a survey.⁷

"A survey may be broad and undetailed, viewing conditions as a whole and considering or studying an overall situation comprehensively."⁸ For example, it might become necessary within the department to ascertain the condition, storage, handling, and utilization of emergency medical equipment carried in patrol cars. This would entail not only a physical inventory of items in storage

⁶O. W. Wilson, Police Planning (Springfield: Charles C. Thomas, 1952), pp. 14-15.

⁷Department of the Air Force, op cit., p. 8.

⁸Ibid.

and use, but also administrative records' check on purchasing and disposition to determine all facets, giving an overall view of the numbers on hand, expenditure rate, utilization factors, and general condition of the items throughout the department.

IV. SUMMARY

With adequate personnel, inspections covered in this chapter can be effectively utilized. It must be kept in mind that inspections of the various types discussed are each suited for particular purposes and objectives. When properly used, these inspections and surveys can actually be the "eyes and ears" of the police administrator.

When the inspections and surveys are completed, they must be reported to the chief in such a form that he can easily grasp the pertinent points and act upon them intelligently. The following chapter will discuss the various aspects of preparing and presenting reports.

CHAPTER IV

REPORTS

This chapter deals primarily with the objectives, quality, methods of reporting, writing, review, and follow-up procedures involved in good reporting process. Reports can be either verbose and voluminous or clear and concise. The latter can better accomplish the purpose of accurate reporting of inspection results.

1. OBJECTIVES

Inspection reports are prepared essentially to advise the police administrator of the general and specific performance of police duties and the state of discipline, efficiency, and economy within the various sections of the department. The report should indicate specific conditions revealed by the inspection which might require remedial action. The report is prepared to provide the chief with:

1. An appraisal of the performance of duties and the state of efficiency and economy of the section inspected.
2. Information upon which to establish policies and to determine any action to be taken.
3. A record of facts on which specific conclusions and recommended actions were based.¹

¹Department of the Army, Inspector General Technical Bulletin, Number 2 (Washington: Government Printing Office, July 16, 1958), pp. 9-10.

II. QUALITY

"To be effective, a report must be accurate, clear, and concise, and cite the positive action required to improve existing conditions."² The inspector's comments in a report must be accurate because they are the basis for recommendations of remedial action and, if this action is taken on erroneous information, it may adversely affect morale and operations of the department.

The inspector's report provides the chief, without personally scrutinizing each activity, a running account of the results of his management. It brings to his attention those conditions which require his personal direction. This, then is the reason for insuring accuracy of information upon which the recommendations are based and including only these in the report. "All paperwork of the inspection must be accurate, brief, clear, and portray the situation and remedy in factual language, devoid of extraneous matter."³

Aspects of good reporting are:

1. Accuracy is achieved by confirming data with additional sources, avoiding hearsay, using words in their correct meaning, and avoiding slang and colloquialisms.

2. Clarity of the text of an inspection report should be such that the content of the report will not be misunderstood. Clarity is obtained by the simple and direct presentation of the subject matter in accepted ... terminology.

3. Conciseness is essential to the effectiveness of the report and will be limited only by the necessity for clarity. Brevity is obtained by the elimination of unnecessary and

²Ibid., p. 9.

³"Inspection for Law Enforcement Agencies" (Washington: Federal Bureau of Investigation, n.d.), p. 3.

insignificant information, by the use of inclosures in letter sequence for the presentation of explanatory and statistical data, and by avoiding repetition and elaborate forms of expression.⁴

III. METHOD OF REPORTING

As each inspection culminates in a report, a system or means of reporting the information to the individual who can take appropriate action must be devised. To the inspector, his report is the principal medium through which he discharges his duty and responsibilities of observing and making known to his superiors the situations, trends, irregularities, deficiencies, and conditions which measure the efficiency and economy of the department's operation. "Although the report can be rendered orally, only in written form can a permanent record of events and observations be recorded to be of future value. In both the oral and written reports, the inspector must base his evaluations on a sound analysis of facts."⁵ For this reason, the reports should always be made a matter of record because of their potential future value in guidance and reference.

IV. WRITING THE REPORT

The form of the report to be prepared is normally prescribed

⁴Army IGTB, op cit., p. 9.

⁵Department of the Air Force, Air Force Manual 123-1, Manual for United States Air Force Inspectors (Washington: Government Printing Office, January 31, 1957), p. 14.

by the chief. This form should follow the general outline described below. The report should be written so that it can be clearly understood by all who will read it and facilitate the desired corrective action. The report would be signed by the inspection team leader as he should be held responsible for the proper preparation and contents of the report.

As stated, the form of the report is a matter of the chief's prerogative. It is necessary to keep in mind the types of reports corresponding to the types of inspections performed and the general principles of good writing.

The inspector's report is a reflection of his personal qualification and ability. If any aspect of his work or conduct is subject to adverse criticism, his prestige is impaired, and with it the value of his inspections.⁶

General. The general section of a report should indicate various introductory items for the intended reader. These should be as brief and specific as possible, but still include those items necessary for full understanding. Items which should be included could be divided into two areas, the inspection and the unit to be inspected.⁷

Information included in the inspection section would consist of the names of inspectors; dates of inspection period; certain data pertaining to the latest prior inspection, such as the names of inspectors, dates of inspection period, and a statement indicating whether action had been taken regarding the previous recommendations; and scope of the inspection as to functional activities

⁶ibid.

⁷Army IGTB, op cit., p. 10.

inspected.

Data or general information pertinent to the unit or activity inspected should follow. The name of the present supervisor; briefly the assigned responsibilities, functions, and duties; the organizational structure; and the status of personnel, equipment, and facilities indicated by a tabulation of the authorized amount and what is actually on hand. Overages or shortages should be explained in the summary of observations.⁸

Summary of observations. The summary should provide a digest of essential conditions existing within the unit inspected. Any special subjects requested by the chief should be included in this section. Any elaboration of points made in this section should be properly referenced to inclosures or appendixes.

"The organization of the subject matter of this section should be presented in a logical sequence and on a functional basis."⁹ The text must be held to an absolute minimum so that the intended reader need not concern himself with details while viewing the general nature of the report. The details must be attached for ready reference and support for recommendations made.

To assure proper organization for this section, the check list¹⁰ could be made in a similar format so that compilation of the report would be facilitated. Any form which suits the individual

⁸Ibid.

⁹Ibid.

¹⁰To be discussed in Chapter V.

department would suffice as long as it follows an orderly process and is arranged in a logical sequence.

Recommendations. The purpose and principles of recommendations have been previously stated in Chapter II. Briefly, the recommendations of the report should be comprised of simple, clear, and direct statements of what should be done or corrected by the officer-in-charge of the inspected activity or higher authority to overcome unsatisfactory conditions disclosed by the inspection. The important feature of all recommendations is that they must be constructive and result in correcting bad situations, improvement of efficiency, or increase economy and service of the section concerned.¹¹

V. REVIEW AND FOLLOW-UP TO REPORTS

Review. Where a report is voluminous, the action items or deficiencies may be grouped according to functional area. Upon completion of a field inspection of a district or precinct, these might include: personnel activities, records, detective operations, motor vehicle maintenance and equipment, and policy files. The grouping of these items functionally would facilitate review by each staff section or responsible functional division, enabling rapid checking of those items pertaining to their responsibilities. Should some items have application for more than one staff section, they could be included in the general section of the basic report.

Follow-up. As discussed previously, the follow-up action

¹¹Army IGTB, op cit., p. 11.

may consist of a review of the conclusions and recommendations; or it may be a detailed re-inspection of the activity. The detailed re-inspection should cover those items listed in the report; however, in some cases these might require a full inspection to ascertain the status of implemented recommendations.

Specific intervals should be set for follow-up action to be taken. George D. Eastman recommends thirty, sixty, and ninety-day intervals.¹² The purpose is to insure that recommendations are implemented and discrepancies have been corrected. These checks or follow-ups must be made to keep the police chief abreast of the progress and quality of corrective action being taken.

VI. SUMMARY

The important things to be borne in mind when writing an inspection report based upon observation, evaluation and analysis are to:

1. Present facts simply and clearly, maintain a balance between clarity and brevity, do not sacrifice one for the other.
2. Make sure ... facts and ... references are accurate.
3. Avoid personal reference, "emotionally loaded" words, and statements of a directive nature.¹³

The police inspector must realize that, whether he reports orally or in writing, his comments are received by the inspected personnel and it is therefore essential that his report be impartial,

¹²George D. Eastman, "The Development and Use of Inspection in Modern Police Administration" (University of Louisville: Southern Police Institute, n.d.), p. 5. (Mimeographed.)

¹³Department of the Air Force, op cit., p. 15.

authentic, clear, and honest. The tone of his criticism must be courteous, respectful, and supported by sufficient evidence of observation.¹⁴

The detection of important facts, the screening of observations to be reported, and ability to express these observations in the proper words comprise the entire foundation of inspection. Politeness and courtesy must at all times be reflected by inspectors even when writing reports.¹⁵

As was mentioned previously, there are no hard and fast rules governing what should be reported or how the report is prepared and processed. This will depend on the policy of the individual department and the personalities of the inspector and the chief.

The next chapter covers various aspects of guides and check lists which are necessary to insure sufficient and adequate coverage of the inspected activity.

¹⁴Ibid.

¹⁵Ibid.

CHAPTER V

GUIDES AND CHECK LISTS

Necessary information and observed facts must be available to the inspector so that he can complete his report. Some method is necessary to guide and direct the inspector as to what items and conditions should be checked.

I. USE OF CHECK LISTS

No matter how large or small the inspection team is or how complex or simple the unit to be inspected is, a check list of items to be covered must be used. It is held that while a good check list will not insure a thorough inspection, one carried on without it will surely fall short of its goal.¹

One person cannot remember everything which must be checked during an inspection, especially when it is to be conducted within a limited period of time. When hurried, some items may be forgotten. If a comprehensive check list is used, it will not insure that every aspect will be observed but it should decrease the likelihood of overlooking minor details. These details could be of significant importance in understanding why certain procedures are not proving successful and preparing recommendations for correction.

The check list should be used only as a guide by the inspector. It should not be THE inspection, for then too much importance will be attached to it. Too much effort would be devoted to following the

¹George D. Eastman, "The Development and Use of Inspection in Modern Police Administration" (University of Louisville: Southern Police Institute, n.d.), p. 4. (Mimeographed.)

guide item by item and result in missing some important points of the inspection. When used properly, each item can be marked as checked but need not be covered in the listed order. This process will allow the experienced inspector to follow methods best suited to his own individual personality and still insure that all items listed will be examined.

II. GENERAL

Check lists must be made sufficiently in advance of an inspection so that proper coordination, revision, and approval can be obtained. Routing the proposed check lists through the various staff members and senior line officers will assist in formulating an all-inclusive check list. The contents of check lists may well vary, depending on the section or operation to be inspected. Certain areas of inspection will be part of all check lists, as they are present in each activity within the police department. These general areas should encompass:

1. Physical condition of the entire activity, its operation, and necessary level of maintenance to include; physical conditions of offices, working areas, and storage points, ie., heat, lighting, ventilation, sanitary facilities, security, availability of reference material, and equipment necessary for the operation.

2. Operations in which the inspected activity is involved such as patrol, traffic control, responses to emergencies, calls for service, and adequacy of personnel and equipment to accomplish these functions.

3. Administrative operations might encompass areas such as controls over property, communication costs, organizational chain of command and responsibility, follow-up systems on investigations, assignment of employees, operation of files and records, and audits of special funds of the activity.

4. Personnel matters are possibly one of the most important phases of the inspection. "All achievements are made through personnel. Unless there is good personnel management, the agency cannot accomplish its objectives."² Check list items should include adequate work assignment; authorized complement of personnel; delegation of responsibility and authority; general attitude of the personnel of the unit covering morale, esprit de corps, teamwork, discipline, enthusiasm, integrity, interest, and training of the personnel of the inspected unit.³

These are the general areas which should be covered in each inspection check list. The detail necessary for adequate coverage will depend on many factors. The main thought here is that each point considered "picks up each thread of police work at the beginning and follows it through to the end, analyzing both the thread itself and the relationship which it bears to the whole fabric of police operations."⁴

²"Inspection for Law Enforcement Agencies" (Washington: Federal Bureau of Investigation, n.d.), p. 10.

³Ibid., pp. 5-11.

⁴"Inspections - An Executive Tool for Improvement" FBI Law Enforcement Bulletin, 26:20, May 1957.

III. TYPE OF CHECK LIST

Police inspectors may select from two types of check lists. One can be considered as the check-off or short answer, the other requires a narrative response. Both have some merit. The check-off is limited in its application but could be of value in those areas where short answers are desired. If this type is used throughout the organization, short answer remarks will not fully explain conditions, situations, thoughts, and other means of expressing the results of the inspection.

The narrative response check list can be more advantageous for the experienced police inspector. Guided by an outline of what to check, he makes notes of his observations and prepares the report upon completion of the inspection. This type, using narrative comments requires the inspector to look more deeply into situations and conditions which will in turn assist in getting at the underlying causes which need correction.

IV. SUMMARY

The type of check list used will depend on the section or activity to be inspected. Preference of various departments⁵ is the utilization of the narrative type which the author feels results in more complete inspection. The check list must be properly prepared and used to facilitate any inspection. If "staffed" and approved by the chief, staff, and command officers, it will assist in formulating a basis of standardization for comparison of results.

⁵See the discussion in Chapter VI on check lists.

CHAPTER VI

GENERAL ANALYSIS OF DEPARTMENTS

This chapter covers the organization, policies and procedures, check lists, and report utilized by the inspection units of three large municipal police departments, Philadelphia, Cincinnati, and Chicago. The operation of each inspection section will be summarized in the latter portion of this chapter.

I. PHILADELPHIA

The population of Philadelphia in 1961, of the city proper, was 2,002,512.¹ The Philadelphia Police Department during the same period had a strength of 5,453 police officers and 552 civilian employees.² The Philadelphia Police Department was the second largest department of those selected.

Organization for inspection. In the general organization chart of the Philadelphia Police Department (Figure 1), the relationship of the Staff Inspection function can be readily seen. The seven Staff Inspectors, directly responsible to the Commissioner, are assigned to seven geographic police districts (Figure 2).

All inspectors are appointed by civil service examination

¹World Almanac (New York: New York World-Telegram, 1962), p. 253.

²Municipal Year Book (Chicago: International City Managers' Association, 1961), p. 401.

but can be moved, by the Commissioner, to fulfill whatever responsibility he designates.³ This policy enables the Commissioner to change assignments within the top command positions which allows flexibility in personnel management.

The districts inspected by the Staff Inspector are commanded by a Captain, one grade level below the Staff Inspector.

The Commissioner assigns additional duties as he deems appropriate. This could include confidential investigations on internal problems.⁴

Policies and procedures. During the course of the inspection program, the Staff Inspectors are required to accomplish the following objectives:

The Staff Inspector shall do special staff inspection work under direct assignment of the Commissioner.

The Staff Inspector shall survey and analyze Department operations and make specific recommendations with a view towards increasing efficiency, economy, and service.

Through staff inspections, the Staff Inspector shall determine whether the policies of the Commissioner are being carried out and whether regulations and orders are being obeyed.⁵

The Staff Inspectors conduct unannounced inspections within their districts, beginning any time during any day. Upon initiation of the inspection, an orientation interview is held with the Commander of the unit to be inspected. During this interview, the

³Personal Correspondence of the Author, letter from Staff Inspector Joseph J. McGurk, February 20, 1962.

⁴Personal Correspondence of the Author, letter from Commissioner Albert N. Brown, January 29, 1962.

⁵Duty Manual (Philadelphia: Police Department, 1955), Item 30.

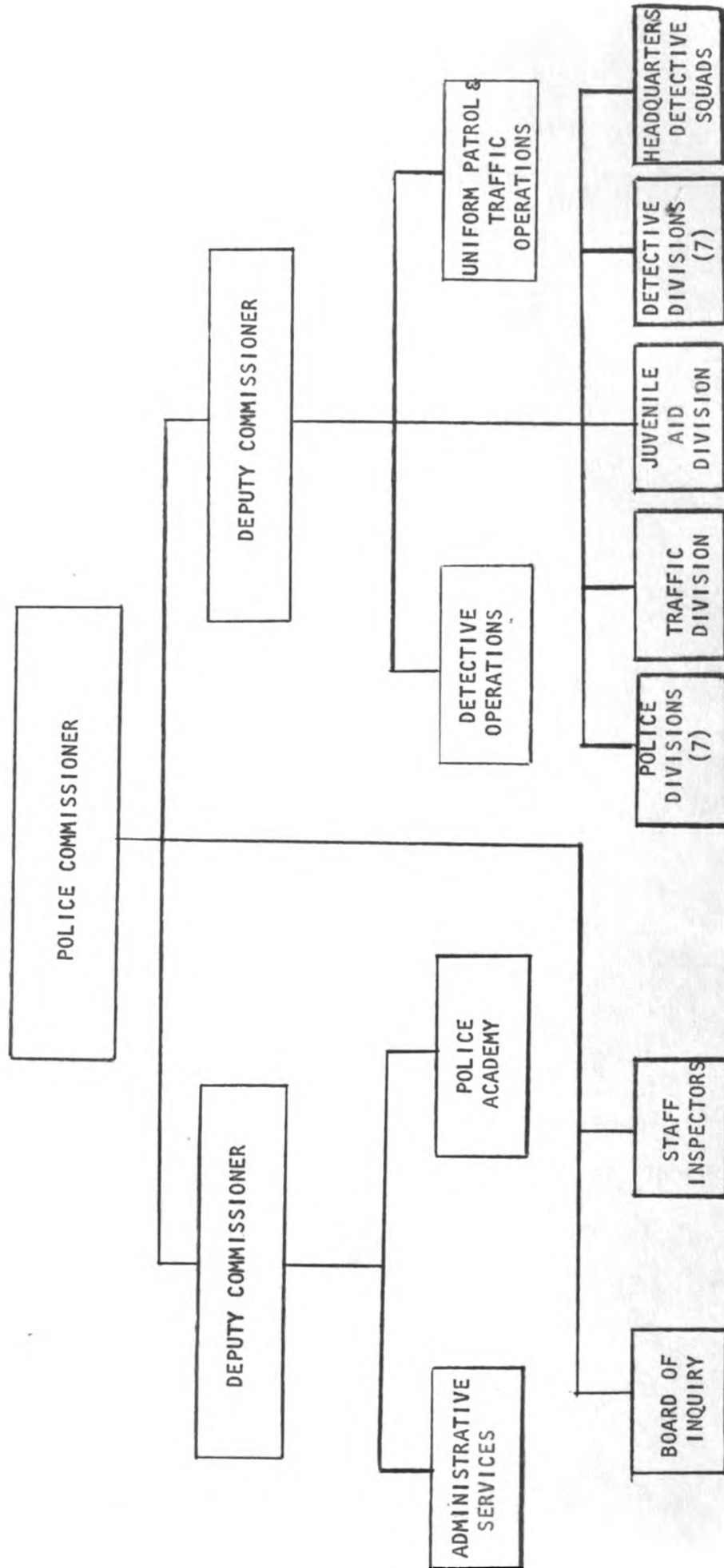
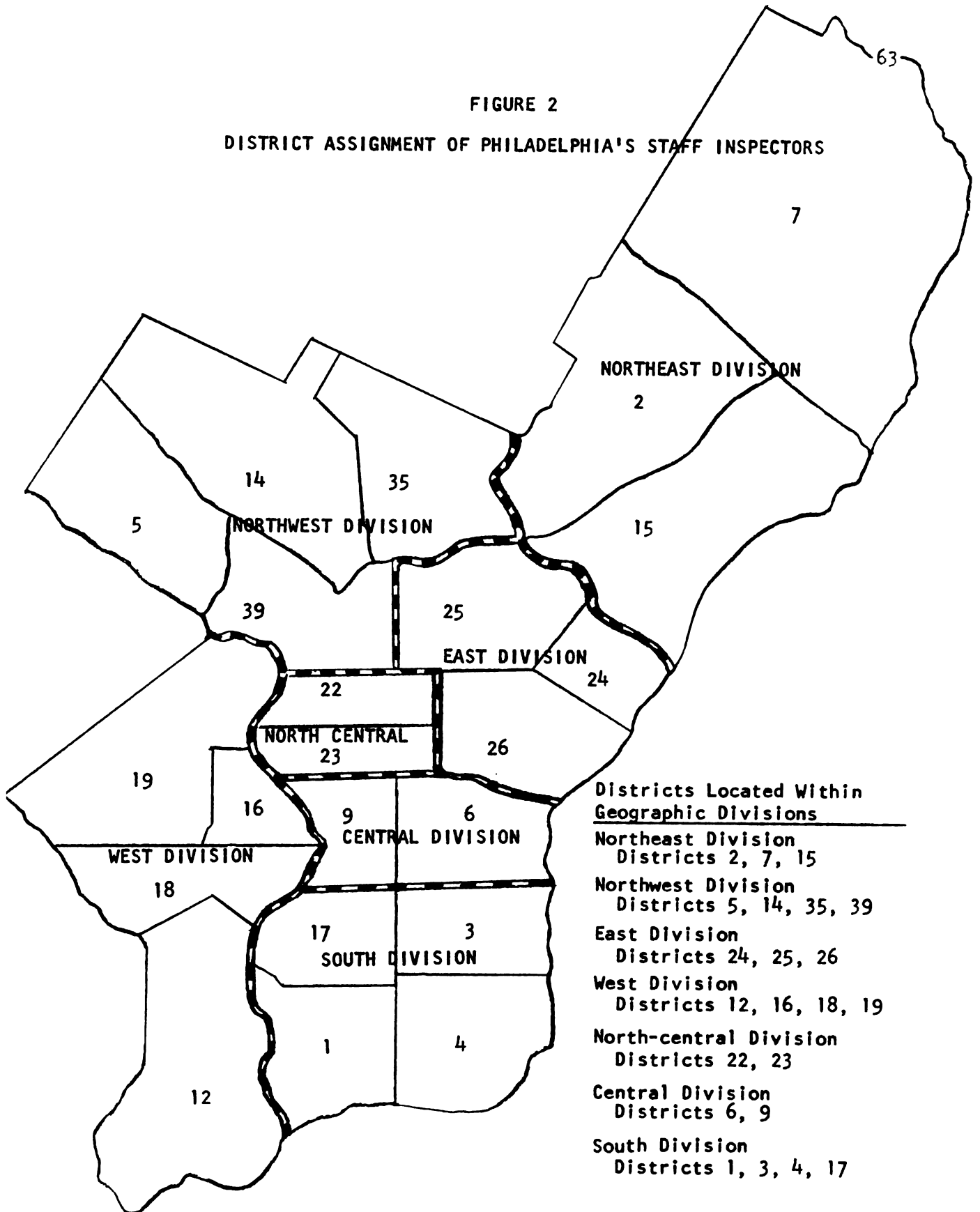


FIGURE 1
ORGANIZATION CHART, PHILADELPHIA POLICE DEPARTMENT

FIGURE 2

DISTRICT ASSIGNMENT OF PHILADELPHIA'S STAFF INSPECTORS



constructive aspect of the inspection is discussed and stressed.⁶

The inspection can be so devised as to permit phase inspection of particular subject areas, or can be combined as a general inspection of the entire activity and operation. Philadelphia's Commissioner feels that significant importance can be attached to the value received from realistically evaluating the state of morale and discipline within the ranks. The Staff Inspector objectively listens, evaluates, and relays pertinent information to the Commissioner indicating these areas of concern.⁷

Correction of deficiencies is accomplished on-the-spot, if at all possible. When this is impossible or not feasible, the matter is then referred to the Commissioner who decides which course of action should be taken to correct the situation. In order to facilitate the inspection, the general outline of the check list followed by the Staff Inspectors will now be discussed.

Inspection guide. The Philadelphia Police Staff Inspector's guide or check list is an outline in general form, relying upon the maturity and experience of the inspectors to adequately cover the necessary areas in sufficient detail. The scope of this outline encompasses:

1. The appearance, maintenance, adequacy, and requests for repairs of the physical installation or building.

⁶"Field Inspections by Staff Inspectors" (Philadelphia: Police Department, n.d.), p. 1. (Typewritten.)

⁷Commissioner Albert N. Brown, op cit.

2. Command and administration:

a. Determining whether the command and staff officers assigned to the inspected unit have an adequate knowledge of the vice conditions, crime and traffic enforcement, utilization of personnel and equipment, and general conditions within their scope of jurisdiction.

b. The general and specific administration of records, reports, personnel files, and other procedures and policies of the department. These would include but not be limited to the handling and processing of evidence, operation of the cell block, and the community relations program.

3. Field operations would encompass patrol deployment, adequacy of supervision, condition of mobile equipment, and the morale and attitudes of various personnel.

4. Training and education is subdivided into two areas, that necessary for the plainclothesmen and those aspects pointed toward the patrolmen.⁸

Upon completion, conclusions are drawn and recommendations are formulated and forwarded to the Commissioner for any action he deems necessary.

Reports. The report is the outline cited above, completed in detail, drawing conclusions from observations and inquiry, and recommending corrective action. The final section of the report is devoted to recommendations for both correcting present procedures and improvements which could be made in operational procedures and policies. Improvements which result in increased efficiency, economy, and service, are prime objectives of the inspection report.

Summary. Geographical distribution of inspectors, in the Philadelphia Police Department, appears to provide the fundamental information needed to apprise the Commissioner of the status and level of departmental operations. The location of the inspectors' position within the organizational structure appears to rely upon

⁸"Field Inspections by Staff Inspectors", op cit.

their experience and competence for the effective evaluation of the conditions, situations, and operations of the department. Their recommendations enable the Commissioner to initiate such corrective action and implement improvements necessary, providing better police service to the community.

II. CINCINNATI

The population of Cincinnati, Ohio, in 1961, was 502,550.⁹ The Cincinnati Division of Police during the same period employed 900 police officers and 86 civilians.¹⁰ Some of the problems created within the city, stem from its geographical location in southern Ohio across the river from Kentucky.¹¹ Cincinnati's Division of Police was the smallest department of those compared.

Organization for inspection. The Inspection Bureau, within the departmental organization, is located at the level of the major command and staff divisions (Table 3). The Inspection Bureau has two officers assigned, the Police Inspector and the Deputy Police Inspector. Appointments are made by competitive civil service examination. The Patrol Bureau, Detective Headquarters, Traffic Bureau, Personnel Bureau, Services Bureau, and Inspection Bureau are directed by Assistant Chiefs and can be rotated in these positions by the

⁹World Almanac (New York: New York World-Telegram, 1962), p. 253.

¹⁰Municipal Year Book, op cit., p. 401.

¹¹Statement by Inspector Jacob W. Schott, January 26, 1962.

DEPARTMENT OF SAFETY

DIVISION OF POLICE

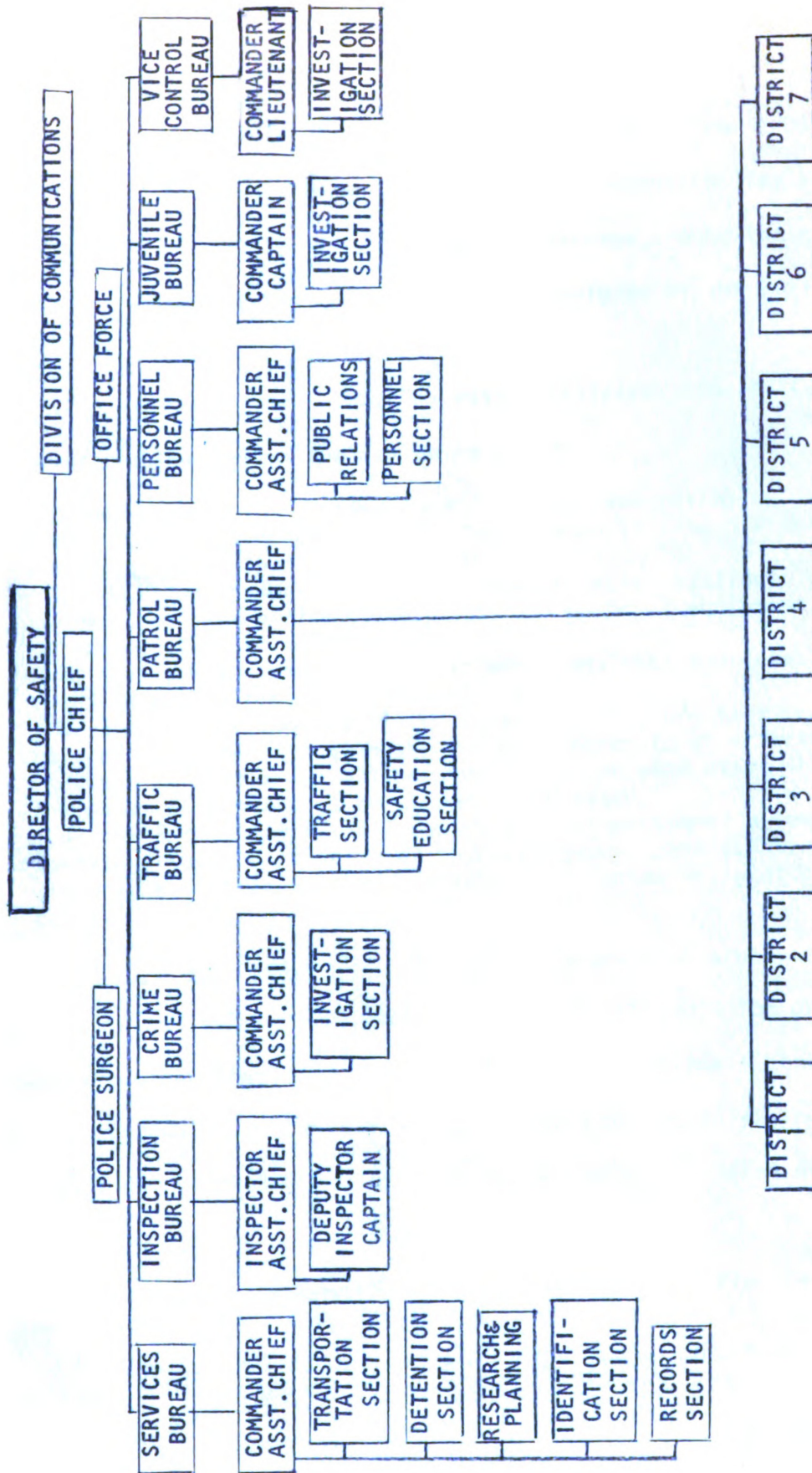


FIGURE 3
ORGANIZATION CHART, CINCINNATI POLICE DEPARTMENT

Police Chief.¹²

Duty hours of the Police Inspector are normally from 7:00 A.M. to 7:00 P.M. The Deputy Inspector's period of responsibility is from 7:00 P.M. to 7:00 A.M. This enables coverage around the clock fulfilling the duties and responsibilities assigned by the Police Chief.¹³

In addition to the inspection responsibilities, the Police Inspector has been given the following duties:

He shall report in person to all serious and extensive fires, riots, and catastrophes and, in the absence of line officers, take command of the police present.

He shall be responsible for the design, specifications, procurement and inspection of uniforms and personal equipment, and allotment of uniform allowances.

He shall, when required, assist when inquiries and investigations involving members of the Division.

He shall visit members of the Department who are sick or injured and cooperate with the Police Surgeon in an effort to reduce time lost and shall personally investigate cases where the cause of absence is not clearly indicated.

He shall exercise a staff supervision of personnel attending court and cause correction of any negligence, carelessness, or improper manner in case presentation or decorum while attending court.¹⁴

Policies and procedures. Inspection procedures are clearly outlined in the rules of Inspector's responsibilities. The program combines the outline in O. W. Wilson's book, Police Administration, and the procedures followed by George D. Eastman, while at the New York Port Authority. Generally, the major responsibilities are:

¹²Personal Correspondence of the Author, letter from Inspector Jacob W. Schott, February 14, 1962.

¹³"Police Inspector and Deputy Police Inspector" (Cincinnati: Cincinnati Division of Police, n.d.), p. 1. (Typewritten.)

¹⁴Police Inspector and Deputy Police Inspector", op cit., p.1.

He shall inspect the personnel of the Department and report and cause to be corrected any neglect, carelessness in manner or attire, or any improper conduct or performance of duty.

... shall inspect police properties and equipment, procedures, and results of police operations and report the details of his inspections and recommended corrective actions to the Chief.

Primary responsibility is the examination of resources and operations of all units on a scheduled basis and his efforts shall be directed to any current condition impairing Departmental efficiency.¹⁵

Additional responsibilities include appraising intangibles such as public relations and community conditions and their effect on police operations. The aspect of helpfulness is brought out in the policy that the Inspector will assist all levels of command when called upon to do so in every way possible.¹⁶

During a full field inspection of a particular unit, the Police Inspector and Deputy complete the inspection prior to reporting any but the most critical deficiencies. All discrepancies are first discussed with the responsible commander and if within his scope or capability, corrected. If not within his power, the deficiency is reported to the Chief for appropriate action.¹⁷

Check list. Inspectors, in the Cincinnati Division of Police, utilize a nine-page outline during field inspections of departmental units. The outline encompasses the following areas of interest:

¹⁵ibid., pp. 1-2.

¹⁶ibid., p. 2.

¹⁷Statement by Inspector Jacob W. Schott, January 26, 1962.

The physical condition and maintenance of the plant to include the date of construction, adequacy of location, parking facilities available, adequacy of the various offices and briefing rooms, location of the range, jail operations, storage facilities, and operating equipment used by the personnel.

The various personnel aspects, ie., length of service, adequacy of records, adherence to departmental policies and procedures, participation in civic affairs, job assignments, morale, discipline status, and desirable features of personnel management.

Comprehensive review of reports and records, to include action taken on reported incidents.

A comprehensive review and analysis of crime within the inspected district, to include current problems and evaluation of the crime experienced through statistical data for the preceding six months.

Current traffic problems.

Evaluation of existing vice conditions within the district.

Visits of licensed liquor establishments.

Studies of the utilization of supplies and materials.

Communication studies including average time of response and whether radio service and calls are adequate or frequencies might be overloaded.

Public relations visits by the inspecting personnel, contacting complainants, violators, and business members of the community for their views and reactions to police contact.¹⁸

Reports. The inspection report generally follows the outline of inspection which was briefly stated above. The first section of the report is devoted to recommendations for improvement. The body of the report covers in detail those items and procedures inspected. Recommendations pertaining to the inspected unit which can be corrected by it, are discussed with the officer-in-charge at the time of the inspection. When completed, the report is forwarded to the chief for action. An example of the scope of a field inspection report can be seen in Figure 4.

¹⁸"Outline to be Followed in Making Staff Inspection"
(Cincinnati: Division of Police, n.d.). (Typewritten.)

FIGURE 4

TABLE OF CONTENTS FROM THE CRIME BUREAU INSPECTION¹⁹

PAGE	ITEM
1-2	Recommendations
3-5	Plant
6-7	Arms and Ammunition
8-9	Organizational Structure
10	Administration
11-12	Supervision
13	Personnel--Report on Squads
14-19	Auto Squad
20-24	Burglary Squad
25-27	Check Squad
28-30	Homicide Squad
31-33	Larceny Squad
34-36	Robbery Squad
37-40	Night Detective Force
41	Polygraph Operation
42-43	Personnel Jackets
44-45	Personnel (Weight Control)
46	Time Lost
47	Sick Days
48-50	Earned and Accrued Time
51-52	Use of Vehicles
53	Name Checks and Character Investigations
54	Cooperation between Crime Bureau and Patrol Bureau
55-56	Morale - Significant Group Attitudes
57	Communications - Supervisor/Detective
58-60	Record of Detective's Activities
61-66	Investigative Jackets (Content Review)
67-68	Investigative Jackets (Review of Detective Reports)
69-70	Investigative Jackets (Complainant Contacts)
71-73	Records and Files
74	Motor Equipment
	Attitude Survey - Complete Findings

Inspector Schott stated that the outline for inspection is prepared with no room for short answers or numerical ratings. This type of check list results in a narrative type report. It is felt that this procedure accomplishes the purpose of inspection in that it

¹⁹"Crime Bureau Inspection" (Cincinnati: Division of Police, October, 1960 - January, 1961), Table of Contents, (Typewritten.)

utilizes the experience, maturity, capability, and understanding of the Inspectors in their evaluation of the inspected activity.²⁰

Summary. Cincinnati's Division of Police Inspection Bureau appears to be adequately organized following the current thoughts outlined previously in other sections of this study. Policies and procedures followed during the inspection of sections and activities of the department seem to be proper. The job accomplished by the Police Inspector assists the Chief of Police, elevating the department to one of the more advanced police agencies.²¹ Another result of the inspection process, in Cincinnati, is that the department is striving to obtain greater efficiency, economy, and better service.

III. CHICAGO

The Chicago Police Department is the largest to be included in this study. Recently, the department was reorganized. The population of Chicago, in 1961, was 3,550,404.²² The Chicago Police Department during the same period had a strength of 10,091 police officers and 496 civilian employees.²³

²⁰Statement by Inspector Jacob W. Schott, January 26, 1962.

²¹Herbert Bean, "A Really Good Police Force" Life, 43:71-74, September 16, 1957.

²²World Almanac, op cit., p. 253.

²³Municipal Year Book, op cit., p. 401.

Organization for inspection. The organization chart (Figure 5) shows the Inspection Division and its relationship to the other organic units of the department. The size of the department necessitates a large inspection section if it is to fulfill its responsibilities. Figure 5 also indicates the subdivision within the Inspection Division's functions. It is apparent as seen by the responsibilities briefly stated in the figure, the services of the inspection unit are extensive.

The Inspection Division was established May 31, 1960 for the purpose of routine examination of departmental personnel, facilities, and equipment. These general duties and functions encompass every section and unit within the department.²⁴

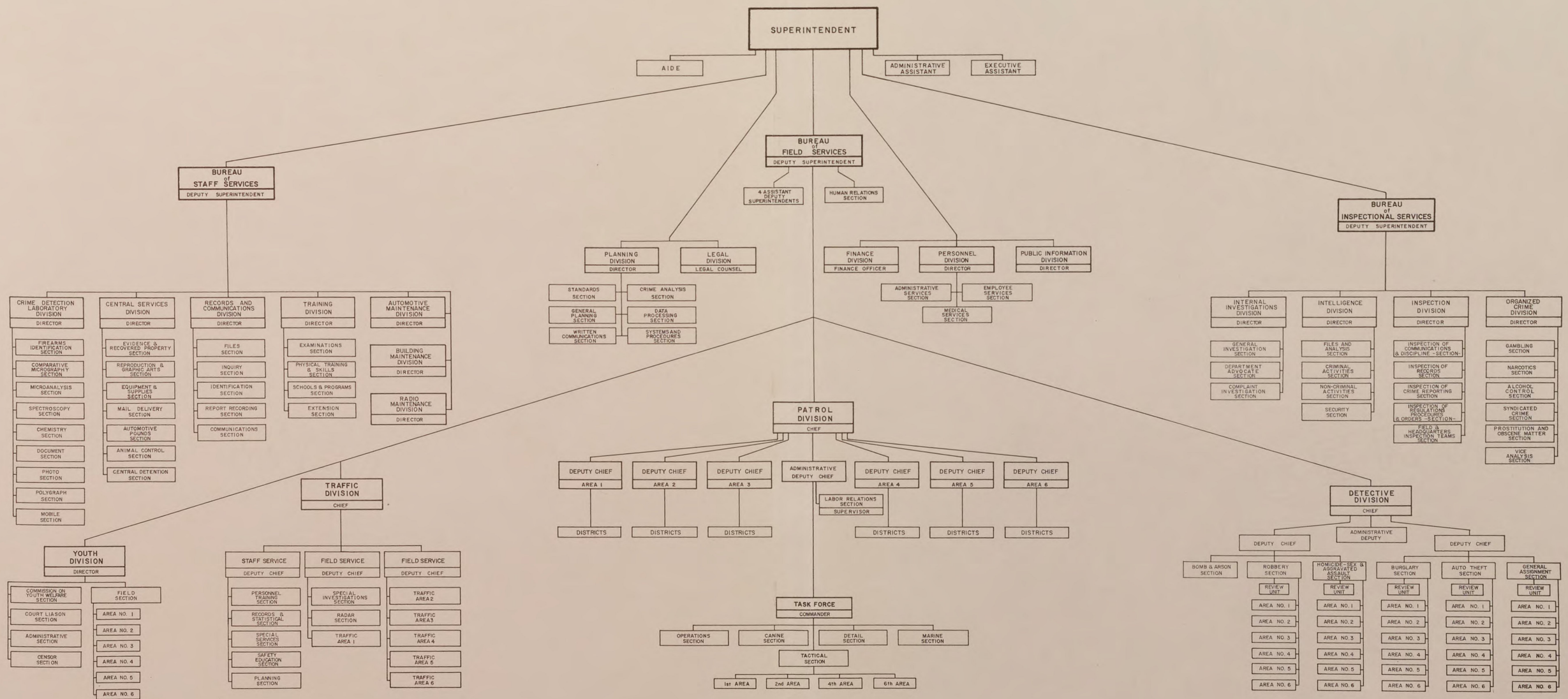
Schedules have been established whereby each major unit within the department is to be inspected. In addition, special inspections, directed by the Superintendent, are from time to time assigned to the inspection unit for accomplishment. These special inspections deal with specific subjects and are usually department-wide.²⁵

The Director of Inspections has the responsibility for programming the working hours of the personnel in his section. They must be so arranged that all functions and responsibilities are covered during all periods of time.²⁶

²⁴"Inspection Division Standard Operating Procedure" (Chicago: Police Department, revised February 1, 1962), p. 1. (Mimeographed.)

²⁵Statement of Director of Inspections James J. Gilbride, February 8, 1962.

²⁶Ibid.



CHICAGO POLICE DEPARTMENT

-PLANNING DIVISION-
OCTOBER 1961

FIGURE 5

CHICAGO POLICE DEPARTMENT, ORGANIZATION CHART



Policies and procedures. To insure the staff inspection approach, the personnel of the inspection unit wear no rank, but a special inspection star. Their duties are to assist the Superintendent in the performance of his administrative task of control.

They have no direct authority over the members of the force, but operate exclusively as staff officers. Inspectors and Deputy Inspectors will not give orders except under circumstances where their failure to do so immediately might jeopardize the department reputation or the accomplishment of its mission. In such instances, the order will be issued in the name and by authority of the Superintendent.²⁷

In addition to the inspections conducted of various activities of the department, several procedures should be mentioned, as they are of importance when implementing inspections and correcting deficiencies.

1. During the course of implementing a new procedure, the duties of Inspectors are directed towards being instructive rather than critical, and to insure that the procedure is accomplishing its intended purpose. If procedural changes or adjustments are indicated as a result of inspections, these changes are submitted in the form of a recommendation.

2. Members of the Inspection Division may call the attention of operating personnel to minor irregularities, and in such cases they will report the incident orally to the immediate superior of the personnel involved with no written report forwarded.

3. A more serious irregularity will be handled in the same manner as (2) above, and in addition a written report submitted to the Director of Inspections for further action.

4. A very serious violation will be processed as in (2) and (3) above, and in addition a report will be forwarded to the Deputy Superintendent, Bureau of Inspectional Services.²⁸

²⁷Inspection Division Standard Operating Procedure", loc.cit.

²⁸Ibid.

The above policy assists in bringing about acceptable utilization of inspection services as a staff tool for the control of policies and procedures, assisting the chief and his responsibility for control of the department.

Another feature of the Chicago Department's policy is that it encourages members and employees of the department who have grievances, to discuss them with the Inspection Division's personnel. These discussions are kept in confidence until action on them is taken.²⁹

Check lists. The Inspection Division of the Chicago Police Department, in order to insure adequate accomplishment of its responsibilities, has devised numerous check lists to be used as guides. Titles of some of the check lists include: Field Inspection; General Inspection; Communication, Discipline, and Procedure; Inspection of Regulations, Orders and Procedures; Inspection of Calls for Service, Reports and Records. Director Gilbride stressed that these forms were used as guides and assisted in standardizing evaluations of units, operations, and services inspected.³⁰

Reports. The check list covered above, provides a guide for the completion of the report. It is so prepared that, after completion, review is facilitated, reference information is readily available, and recommendations are stated in one specific section. After being approved by the director, the report goes forward.

²⁹Ibid., p. 2.

³⁰Statement of Director of Inspections James J. Gilbride, loc.cit.

The department is large and very complex. Any recommendation might cause confusion in other sections or activities. If it is thought that the recommendation might affect more than the one unit, it is studied, completed, and reproduced in sufficient copies for all interested agencies to have an opportunity to comment upon it.

For example, it was found that "clear-ups" of particular felonies were being based upon a particular criminal's method of operation. The offender was arrested and might admit to one offense and on the basis of this, other crimes were being closed out. Upon discovery of this process, the Inspection Division proposed a Clear-up Report Form to be used department-wide. The proposal was reproduced in sufficient copies that each interested agency had a copy to review and comment upon. When all comments were received, they were forwarded to the Planning Division for the proposed policy revision.³¹ This allows those units who will eventually implement the policy to state their views and reasons for their views. Higher morale and more effective policy are the direct result.

Summary. Extensive changes were involved in the reorganization of the Chicago Police Department. With vast revamping of an entire structure of such a large organization, time must be given prior to final analysis of the success or failure of the improvements. If this revision proves successful, the saying among police administrators is true, "if it can be done in Chicago, it can be done anywhere."³²

³¹ Ibid.

³² W. Cleon Skousen, Administrative Problems in a 'Big City' Department, "Law and Order", 9:50, December, 1961.

IV. SUMMARY

The preceding examples of staff inspection programs will be briefly compared, analyzing those factors necessary for the establishment of a sound program.

Organization for inspection. The three departments compared have organized their respective inspection services within different structures. It is assumed that as long as the basic principles of inspection are not violated, types of organization are less important. The principles, enabling the inspection program to be successful, are:

1. The line of responsibility or position within the organization should be such that the inspector is on equal status or footing with the heads of the units being inspected. Each of the three departments adheres to this point.

2. The staff inspector should be an examiner of persons, places, things, operations, and results outside the line of command authority. He is an advisor to those he inspects. This point is stressed in each of the three departments.

3. Additional duties should be held to a minimum, consistent with the operating efficiency of the inspector and his ability to accomplish the functions of inspection. This is practiced in most respects.

Policies and procedures. Major responsibilities of staff inspection programs are administrative control assistance and advice for the chief of police. These principles are followed in each of the three compared departments. The following points merit mentioning:

1. Inspection operations, will of necessity, vary from department to department. Philadelphia prefers the unannounced inspection and utilizes both continuing and non-continuing types. Chicago varies its announcement procedure, depending whether it is a general or special inspection. Cincinnati forewarns of formal inspections but not of roll call checks and continuous service items like radio communications. These are still in accord with the principles of inspection.

2. Deficiency correction procedures appear to be similar throughout the three departments. All stress the constructive and assistance aspects of inspection.

3. Check lists are used in all three departments. They vary because of the difference in personalities, chiefs of police, and needs of the particular departments. No department uses the check-off or short answer which is normally unsuited for police inspections.

4. Comprehensive reports are compiled in each department. The contents vary drastically except for process of recommendation. For effective operation within the department, the recommendations of necessity must be coordinated between the interested or action agencies.

Summary. Each department compared, had strong and weak points in its inspection program. These programs are constantly being revised, correcting deficiencies and discrepancies located.

It is felt that this study was not intended for the purpose of picking apart these three departments, but of comparing the favorable aspects of inspection so that a more solid foundation could be laid for future inspection programs, especially for those departments which need them desperately.

To provide for those municipal police departments seeking assistance and guidance, the following chapter is devoted to a model inspection program or, as cited here, a Procedure Manual for Staff Inspection.

CHAPTER VII

CONCLUSIONS, FUTURE QUESTIONS TO BE ANSWERED, AND THE MODEL PROGRAM.

Conclusions. Fundamentally, there is a need in law enforcement agencies for a belief in the philosophy that nothing can be static in this dynamic world. We must learn to regard our administrative tools, procedures, and techniques with the same forward look that we view our changing equipment. There can be little sacredness about organizational structures or systems. We must continuously seek new and better ways of managing and administering our police enforcement operations.

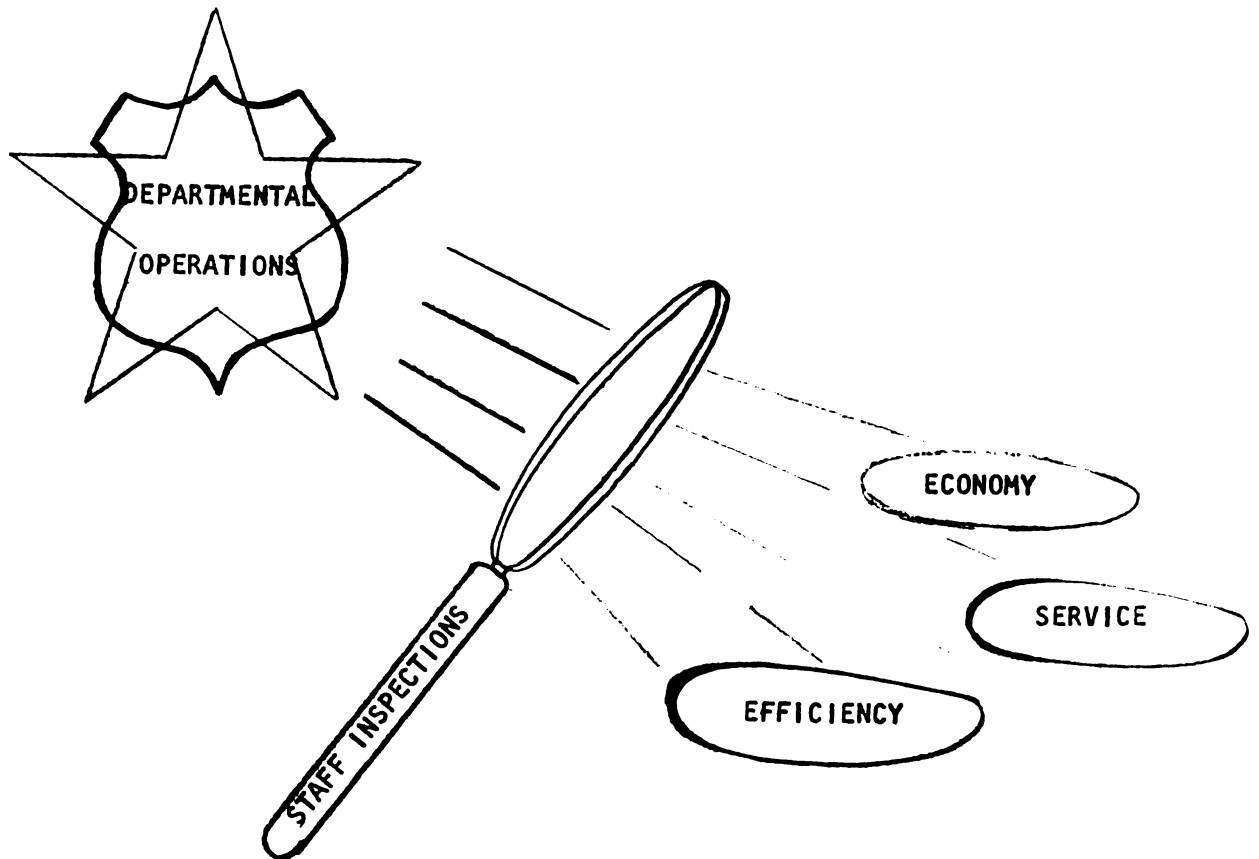
Questions requiring additional research.

1. What size department is necessary to adequately support and utilize the services of a full time staff inspector?
2. Which method of team inspection would be more effective and permit greater personnel efficiency of the inspecting personnel: inspectors, supervisors, or specialists assigned to team inspection?

The model program. The primary aim of this study was to formulate a model staff inspection program suitable for adoption by municipal police departments. The program outlined in the following section is organized to that degree of particularization necessary without forming it around one specific department. The Procedure Manual for Staff Inspections is not the final answer for solving the police department's problems. In its present form, it will not fit each and every department. The principles and policies must be

integrated into the department's operation without misinterpretation in order to fulfill the purposes of inspection.

**PROCEDURE MANUAL
FOR
STAFF INSPECTION**



INTRODUCTION

"I will never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions."
(Law Enforcement Code of Ethics)

As soon as a person enters the police service and as long as he remains in it, whether on or off duty, his actions are subject to the unrelenting and critical scrutiny of the public he serves. The efficiency of the services rendered by this department can create a lasting impression in the public mind. These services are basically performed by the individuals within the department.

If any police agency is to maintain a high degree of efficiency in providing satisfactory service to the community it serves, rules, regulations, policies, and procedures must be firmly established and followed by the personnel of this department. Any irregularity or deficiency in operations and service must be corrected at the earliest possible moment.

Satisfactory service to the community must be the department's goal. Satisfactory service means timely, ample, equitable, continuous, and progressive service. It must constantly strive for improvement by eliminating inefficiency and utilizing more modern methods of operation, control and supervision.

The inspection services are an administrative tool of control for the chief. The eyes and ears of this inspection service provide the information upon which many improvements will be made. Inspections outlined in this manual will constantly strive to improve the

understanding of police service by the department and effect good working relationships with the department. The inspection services are for constructive assistance, not destructive checking and reporting. This mission must be kept foremost in mind during any inspection conducted within this department.

The philosophy, principles, and procedures set forth in this manual will guide the personnel of this inspection division in their efforts to contribute to the over-all efficiency, prestige, and public relation aspects of the department's services to its community.

TABLE OF CONTENTS

SECTION	SUBJECT	PAGE
1.0	General	86
.1	Purpose	86
.2	Scope and Application of this Manual. . .	86
.3	Inspection Objectives	86
.4	Principles of Inspection.	86
2.0	Organization	87
.1	Control of the Inspection Program	87
.2	Organization of the Inspection Division .	87
3.0	Preparatory Procedures	88
.1	Planning the Inspection	88
.2	Notification of the Unit to be Inspected.	88
.3	Development of Checklists and Guides. . .	88
.4	Assignment of Responsibilities	88
.5	Final Preparation and Briefing	88
4.0	Conduct of the Inspection	89
.1	The General Field Inspection.	89
.11	Initial interview	89
.12	Conducting the inspection	89
.13	Departure conference and interview. . .	90
.2	Special Inspections	90
.3	Surveys	90
5.0	Inspection Reports.	90
.1	General	90
.2	Objectives.	91
.3	Quality	91
.4	Report of Inspection.	91
6.0	After-action Procedures	91
.1	Follow-up Reports	91
.2	Proposed Changes.	91
Tab A	Request for Specialist Personnel.	93
Tab B	Field Inspection Notification	94
Tab C	General Check List and Guide.	95
Tab D	Guide for Inspection Reporting and Follow-up Action	99
Tab E	Format for Formal Recommendations	101

PROCEDURE MANUAL FOR STAFF INSPECTION

1.0 GENERAL

1.1 Purpose.

- 1.11 This procedure manual established by General Orders of the Department provides a guide for inspection, by Staff Inspectors, of all activities, facilities, and functions of the Department.
- 1.12 Personnel assigned to the Inspection Division will be titled Staff Inspectors, operating for and under the guidance and direction of the Chief of Police.

1.2 Scope and Application of this Manual. The extent of its use will be largely decided by the Chief and the inspecting officers based upon their experience, and the amount of Inquiry necessary to arrive at an adequate evaluation of the unit or activity inspected.

1.3 Inspection Objectives.

- 1.31 To obtain, for the Chief, a complete appraisal of the Department's operation and administration.
- 1.32 To recognize existing problems and seek methods and procedures of constructively improving the entire operation.
- 1.33 To determine the status of discipline, efficiency, and economy of the Department.
- 1.34 To report observed deficiencies and irregularities and recommend corrective action.
- 1.35 To promote teamwork, productivity, and strengthen morale.
- 1.36 To consult with, and assist, in guiding unit and section heads and supervisors towards compliance with existing policies and procedures.
- 1.37 To promote standards of excellence throughout the Department.
- 1.38 To assist in resolving existing questions of departmental personnel and anticipate future problems.
- 1.39 To identify members of the Department capable of assuming additional responsibility.
- 1.40 To receive, inquire into, and report upon grievances of members of the Department.

1.4 Principles of Inspection. In conducting inspections, Staff Inspectors will be guided by the following:

- 1.41 The major emphasis will be placed upon inquiry into facts relevant to the operational performance of the entire department toward accomplishment of its mission: police service for the community.
- 1.42 The evaluation of the manner of performance in the accomplishment of assigned function must be done with impartiality, not influenced by individual prejudice and biased attitudes.
- 1.43 Evaluation and analysis must be accomplished on a thorough understanding of police standards and based on results achieved in implementing departmental policies and procedures.
- 1.44 Inspections must terminate in adequate and timely reporting of the results obtained after analysis and evaluation of observations.
- 1.45 Inspections will be of a constructive nature. Recommendations resulting from inspections will be clear, complete, specific, and based upon sound conclusions. Recommendations should indicate what to do, not how to do it.
- 1.46 There will be follow-up action to insure that changes have been implemented or procedures altered to conform with those of the department's administration.

2.0 ORGANIZATION

2.1 Control of the Inspection Program.

- 2.11 Over-all control and supervision of the department's inspection program is the Chief's responsibility.
- 2.12 The Staff Inspectors will be directly responsible to the Chief of Police.
- 2.13 The Staff Inspectors have no direct authority over the members of the department, but operate exclusively as staff officers.
- 2.14 The Staff Inspectors will not give orders except under circumstances where failure to do so might jeopardize the department's reputation or the accomplishment of its mission.

2.2 Organization of the Inspection Division.

- 2.21 The Inspection Division is divided into two major components: the operations and administration section, and the field inspection service. The above components are under the direct supervision of the Director of Inspections.
- 2.22 Specialist personnel will be provided by divisions and sections concerned, upon the proper submittal of a request. These personnel will only be

requested when the particular areas of specialties are to be inspected, and only then for the period of the inspection. See Tab A, Request for Specialist Personnel.

3.0 PREPARATORY PROCEDURES

3.1 Planning the Inspection.

- 3.11 After all available information pertinent to the activity to be inspected has been gathered, a planned course of action must be developed.
- 3.12 The plan must provide for the maximum efficient use of time and personnel and still be flexible enough to allow for possible future adjustments.

3.2 Notification of the Unit to be Inspected.

- 3.21 During special inspections directed by the Chief and those "spot" checks and general observations, advance notice of the inspection will not be given.
- 3.22 All annual field inspections of activities and facilities within the Department will be given a minimum of one week written notification. This notification will include time, scope, and nature of inspection. It should also request any reports, files, or materials desired by the inspection team be made available. A written answer is required with the name of a liaison officer from the inspected unit. See Tab B, Notification of Field Inspection.

3.3 Development of Check Lists and Inspection Guides. Guides and check lists will be prepared and approved by the Director of Inspections, prior to any field inspection. Inspection guides must be used during special inspections and surveys. See Tab C, General Guide for Field Inspections.

3.4 Assignment of Responsibilities. Prior to the inspection, coordination must be effected among those who will be taking part in it. Responsibilities for various segments of the inspection will be assigned by the Director of Inspections.

3.5 Final Preparation and Briefing. A briefing of all personnel taking part in the inspection will be conducted. This will be accomplished in conjunction with the assignment of responsibilities. Final preparations are to ensure the coordinated effort of the inspecting personnel. During this briefing, the Chief's special subjects for inspection will be included. The principles and

objectives of inspection should be reviewed, enabling all inspecting personnel to have these points fresh in their minds.

4.0 CONDUCT OF THE INSPECTION

4.1 The General Field Inspection. The general field inspection will be programmed for each major section or activity within the department. The GFI will be conducted in each section with not more than 12-18 months separating inspections, unless otherwise directed by the Chief.

4.11 Initial Interview. The inspection team will meet with the commander or officer-in-charge of the activity to be inspected and outline the inspection plan and inquire whether he has any specific activities to be included within the scope of the inspection. At this time, a tentative conference is scheduled for the conclusion of the inspection. A schedule of the inspection should have already been coordinated with the inspected unit so that it will not unduly harass the unit's operation.

4.12 Conducting the Inspection. The facts reported by the inspection personnel are derived from observation of existing conditions, examination of pertinent records and reports, and questioning responsible personnel.

Disguised or undercover methods of information collection will not be employed. To obviate the possibility of misinterpretation of motive, the inspectors will freely discuss with the responsible person, any reportable matter at the time of its disclosure.

To insure that facts reported are accurate, clear, and specific, the inspectors must maintain adequate notes and summaries of observations. Copies of the inspected unit's reports or records, if of significant importance, may be included in the report.

The Staff Inspectors are expected to conduct themselves in an exemplary manner and maintain high standards of appearance and decorum at all times. Every effort will be made not to interfere with the normal operations of the inspected unit. Throughout the inspection, the Inspectors will be courteous, dignified, and helpful, rendering

assistance in policy and procedure interpretation whenever possible.

- 4.13 **Departure conference and interview.** The departure conference scheduled upon arrival will consist of a briefing by the inspectors on their general observations of the activity. All command officers and supervisory personnel of the inspected unit should be present.

The head of the inspection team will meet with the officer-in-charge of the inspected unit prior to the conference and discuss the results of the inspection. Deficiencies and irregularities not mentioned during this meeting would not normally be included in the report. This will assure that the supervisors have complete knowledge of discrepancies so that correction action can be initiated as soon as possible.

- 4.2 **Special Inspections.** Subjects for special inspections will be decided upon by the Chief. These will be devoted to specific needs or procedures where conditions indicate a decline in efficiency or economy of the department's operation.

These inspections will be temporary in that when completed the objectives will be accomplished. The entire staff of the Inspection Division may be directed as one team, to make a comprehensive inquiry of one specific procedure, the scope of which will normally encompass the entire department. The special inspections will normally be unannounced and speedily accomplished.

- 4.3 **Surveys.** A survey may be broad and undetailed, viewing conditions as a whole. The survey may not require actual inquiry into operations aspects, but a review of filed reports and evaluation by sifting out items of a similar nature. The survey is more of an administrative staff nature arriving at recommendations and results rather than critical checking of specific operations, as inspections do.

5.0 INSPECTION REPORTS

- 5.1 **General.** This section deals primarily with the preparation and submission of reports of inspection results. These reports when prepared should conform to good communication processes and adhere to the writing policies of the department.

- 5.2 Objectives. The results of inspections are prepared in report form essentially to advise the Chief of the performance of those activities inspected. The report will include, but not be limited to, the state of discipline, efficiency, and economy of operations, and those conditions or situations requiring remedial action. Reports are filed but not closed until all appropriate action has been taken.
- 5.3 Quality. The report must be accurate, clear, and concise and state recommended action required to improve deficiencies in existing procedures, policies, and conditions.
- 5.4 Report of Inspection. The report is prepared to provide the Chief and responsible officer-in-charge, with an appraisal of the performance of the section inspected and the state of discipline, efficiency, and economy of the activity inspected. Information to be included in the report will be that upon which deficiencies were indicated and specific conclusions and recommendations were based. See Tab D, Guide for Report of Inspection.

6.0 AFTER-ACTION PROCEDURES

- 6.1 Follow-up reports. Follow-up action will be initiated by the Inspection Division based upon a suspense file. It will be conducted at thirty day intervals, beginning the day after forwarding the completed report. This action may be either review or recommendations or a complete re-inspection of the activity, to ascertain the degree of improvement or implementation of recommendations.

Scope of re-inspection should be limited to those items listed in the report, however, when other deficiencies are observed, the officer-in-charge must be informed, and if warranted, an additional report prepared. The notations of follow-up action taken will be placed in the spaces provided on the file copy of the inspection report. See Tab D.

- 6.2 Proposed Changes (Recommendations). Proposed changes in policy or procedures, can be made after thorough evaluation and analysis. Those changes which will only affect the inspected activity, can be made a part of the inspection report, which is forwarded to the activity, through the Chief.

A procedural change affecting more than one activity, must be coordinated prior to forwarding for approval and action. This latter type of recommendation will be reproduced in sufficient copies to be given to

interested sections for comment. After these comments and approvals have been obtained, the recommendation will be forwarded to the Chief for such action he deems necessary. See Tab E, Guide for Proposal (Recommendation).

M E M O R A N D U M

Date _____

TO :

FROM : Inspection Division, Department of Police

SUBJECT: Request for Specialist Personnel

1. Request the following specialist personnel be furnished the Inspection Division during the period _____ to _____ for the purpose of assisting this division, utilizing their specialty during an inspection.

2. Request that the selected personnel attend an orientation meeting on _____, Room _____, Police Headquarters.

3. Specialists desired.

- a. (1) radio communication specialist: _____
- b. (1) vehicle mechanic: _____
- c. (1) records specialist: _____
- d. () Other-specify: _____

4. Put names and telephone numbers in spaces provided above and return duplicate copy to this office prior to, _____.

Director of Inspections

APPROVED:

(Signed-Police Chief or
Appointed Representative)

RESPONSE TO THIS MEMORANDUM MAY BE MADE HEREON IN LONGHAND

Form # _____

Date _____

TO : Commanding Officer, _____ Division
 FROM : Director of Inspections
 SUBJECT: Notification of Field Inspection

1. A visit of your activities will be made on or about _____ by members of this Division for the purpose of conducting a staff Field Inspection.

2. Request that the following documents and reports be available on the dates indicated below:

a.	(Item) _____	(Date) _____
b.	_____	_____
c.	_____	_____

3. Request that a command officer be made available during the period of this inspection.

4. Request receipt be acknowledged by returning the second copy of this Notification with the information requested in the space below, not later than _____.

Director of Inspections

APPROVED:

Office of the Chief

 TO : Director of Inspections
 FROM : Commanding Officer, _____ Division
 SUBJECT: Notification of Field Inspection

ACKNOWLEDGED: Date _____
 Officer to accompany inspection team _____

Commanding Officer, _____ Division

RESPONSE TO THIS REQUEST MAY BE MADE HEREON IN LONGHAND

TAB C

This check list should be used with care. It is meant to be a basic guide for all Inspectors. Items listed herein, are not meant to limit the scope of any inspection. This list is by no means all inclusive.

I. PHYSICAL CONDITION AND MAINTENANCE

- A. General narrative description of the following:
1. Type of building,
 2. Location of building, and
 3. Units located within the building (square feet of floor space per person).
- B. Inspection of the building should include the:
1. Outside of the building such as general appearance, cleanliness, and repairs needed;
 2. Location of the building including entrances and exits for both the general public and police personnel;
 3. Parking facilities encompassing type, condition, and capacity for city-owned vehicles and visitors;
 4. Maintenance facilities and garage operations;
 5. Cleanliness and condition of the inside of the building;
 6. Briefing areas and squad rooms with appropriate equipment;
 7. Information desk with its records and forms;
 8. Private offices of personnel within the unit;
 9. Locker rooms, their privacy and accessibility;
 10. Public drinking fountains and lavatory facilities;
 11. Range facilities and its operation, if applicable;
 12. Operation of the jail and detention facilities;
 13. Storage areas, vaults, and store rooms, noting any deviation from established policies;
 14. Inventory of firearms and ammunition (excluding service weapons of personnel);
 15. Thorough check of all automotive equipment for indications of unreported accidents, serviceability, and equipment;
 16. General organization and layout of the operation and involve cleanliness, appearance, lighting, ventilation, condition of the walls and floors, building directory, electrical circuits, and apparent safety hazards;
 17. Availability of emergency equipment and fire extinguishers;
 18. Studies made of proper working conditions; and
 19. Examination of office layout and space utilization reports.
- C. The equipment utilization analysis should include:
1. Checking the establishment of the equipment control program;

2. Evaluation and appraisal of procurement procedures of equipment by types and quantities; and
3. Checking the coordination of equipment studies.

II. PERSONNEL

- A. The following areas should be inspected to the degree necessary to determine:
 1. a general evaluation of the Commanding Officer's knowledge of conditions within his area of responsibility, his effective utilization of personnel and equipment, the status of liaison with other sections of the department, involvement in civic affairs, and his management capability;
 2. the status of efficiency of the supervisors within the inspected activity, their knowledge of conditions within the area, and their leadership capabilities and traits; and
 3. the individual evaluation of patrolmen, encompassing their knowledge of department policies, conditions within their area, leadership and supervisory potential, and concluding with a personal interview.
- B. An evaluation of administrative problems should encompass:
 1. Overages and shortages in authorized complement of personnel;
 2. Determination of suitability of work schedules, relief procedures, allocation of vacation time and compensatory time; and
 3. Absences and manpower turnover to include reasons for each.
- C. A determination of personnel management should include:
 1. Any imbalance in personnel assignments within reliefs;
 2. Rotation of motor patrol and walking beat assignments; and
 3. Justifiable policies on overtime assignments, special details, and accrued time.
- D. Supervision and command capabilities could be determined by:
 1. Clear-cut fixing of responsibilities to individuals;
 2. Delegation of authority and work to subordinates when applicable; and
 3. The adequacy of the supervisory structure.
- E. The inspected unit's morale can be determined by detailed examination and analysis of the general attitude, esprit de corps, teamwork, unity of purpose, diligence, punctuality, alertness, enthusiasm, interest of personnel in their jobs, and ascertaining whether the unit is free from cliques, indications of favoritism and jealousy.

- F. Status or level of training of the personnel could be evaluated by:
1. Subject material recommended to the department's in-service training program;
 2. Qualifications of instructors furnished to the school; and
 3. Whether there is a continuous evaluation of training.

III. ADMINISTRATION

- A. Is the headquarters unit properly organized to accomplish its purpose?
- B. Leadership.
1. Do superior officers accept their responsibilities, have the confidence of their subordinates, and respect for their subordinates' opinions and suggestions?
 2. Are programs available for additional education?
- C. Supervision.
1. Are disciplinary problems handled impartially?
 2. Are the rules, regulations, and policies applicable to all persons?
 3. Is effective use made of available manpower through adequate supervision to insure job accomplishment?
- D. Cooperation, coordination, and liaison between sections must be analyzed including their knowledge of other sections' problems, capabilities, and functions.
- E. Public Relations.
1. Are personnel educated in aspects of good public relations?
 2. How are public complaints handled?
 3. Are safety, educational, and courtesy programs in existence?
- F. Safety.
1. How are accident prone officers handled?
 2. Are departmental safety programs in operation?
 3. Is safety equipment available and utilized?
- G. Are communication procedures (telephone, telegraph, and radios) properly utilized? Are written and oral instructions effective?

V. REPORTS AND RECORDS

- A. Are departmental record and report procedures followed?
- B. Are additional files maintained, if so, are they necessary?

- C. Are situation maps up-to-date and accessible to police personnel?
- D. Effective appraisal of results could be determined by:
 - 1. Measuring principal operations by reports;
 - 2. Adequate controls and cross checks to insure accuracy;
 - 3. Sufficient utilization made of analyzed data and statistics; and
 - 4. Whether new ideas and thoughts are tried and tested.

VI. CRIME STATISTICS

- A. Determination of current problems by:
 - 1. Insuring that the reporting system provides the basic measurement of existing conditions and operational performance;
 - 2. Accuracy of projections and forecasts in planning and prevention purposes; and
 - 3. Determination of the various rates for the past six months.
- B. Are the operational plans and emergency plans current and in accord with department plans and policies?
- C. Are operating personnel aware of vice conditions existing within the inspected unit's area of responsibility?

VII. TRAFFIC

- A. Are programs and plans prepared and directed to correct current problems?
- B. Is statistical data gathered and properly used in planning?

VIII. GENERAL

- A. Public Relations aspects will be determined through interviews with persons having contact with the police to include victims, complainants, subjects, and traffic violators. Interviews should also be conducted with business men within the area for their reflection of the police service being rendered.
- B. Civil Defense.
 - 1. Are local plans available and are personnel aware of their contents and procedures?
 - 2. Has training been given in the various emergency services?

TAB D

TO : Chief of Police Date

FROM : Director of Inspections

SUBJECT: Report of Results of Field Inspection of _____ Division.

I. GENERAL**A. Inspection**

1. Names of Inspecting officers.
2. Period covered by the inspection.
3. Date of previous Field Inspection, names of inspecting officers, has action been completed on recommendations.
4. Scope of present Field Inspection, area, special subjects.

B. Unit Inspected

1. Present Commanding Officer, assigned duties, scope of responsibility.
2. Copy of organizational chart attached (if necessary).
3. Status of authorized personnel, equipment, and facilities, amounts on hand, strength figures entered here, the rest will be attached.

II. SUMMARY OF OBSERVATIONS (detailed figures and discussion attached)**A. Physical condition and maintenance****B. Personnel****C. Administration****D. Reports and Records****E. Crime Statistics****F. Traffic****G. General****III. RECOMMENDATIONS (These should be stated and reference made to the substantiating facts within the body of the report. Recommendations within the body of the report must be restated here, making reference to the specific part of the report.**

Inclosures:

Director of Inspections

(the following only to be placed on file copy, Inspection Div.)

IV. FOLLOW-UP ACTION

Dates	Completed by	Remarks
30 days _____	_____	_____
60 days _____	_____	_____
90 days _____	_____	_____
Other _____	_____	_____

TAB E

Date

TO : Police Chief through Interested Agencies

FROM : Director of Inspections

SUBJECT: Proposal (Recommendation)

1. The following recommendation is proposed. It is requested that this be studied by your section. Ideas and thoughts on change or modification of this proposal should be forwarded to the Inspection Division prior to (suspense date).

(Body of the Proposal or Recommendation)

Director of Inspections

Coordination of Interested Sections

Section	Date	Signature	Comments attached
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

APPROVED:

Office of the Chief Date

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