A STUDY OF THE INTERNAL CONTROLS OF FIVE MAJOR POLICE DEPARTMENTS AND A MODEL CONTROL SYSTEM

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A STUDY OF THE INTERNAL CONTROLS OF FIVE MAJOR POLICE DEPARTMENTS AND A MODEL CONTROL SYSTEM

by

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ABSTRACT

A STUDY OF THE INTERNAL CONTROLS OF
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by Wallace R. O'Neill

The need for exerting managerial and supervisory control over widely dispersed individual police officers usually working alone or in pairs is well established in the police service. The most effective manner of accomplishing such control depends largely on individual department requirements.

As a result, many variations of control systems are found in the police service. Some are unique with one department, whereas others may be found almost the same in several departments. This research offers and verifies the hypothesis that the application of adequate control systems and practices permit individual components of the police agency to contribute substantially to accomplishment of the goals of the total police agency.

The literature is reviewed and found to be limited in value in terms of the study's objectives. Reliance is placed on personal observation, personal interviews,

analysis of printed material of several police agencies, and those texts applicable to the subject.

Due to limitations of time for personal observation, and to restrictions on accessibility to some phases of operation, the five case studies in this report are restricted to controls as exerted through radio communications, staff and line inspections, and field officer reports.

The research permits some insight into the many approaches to internal control that may be taken.

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A Thesis

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the College of Social Science

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CHAPTER I

INTRODUCTION

Lack of constructive research into police operations has been and continues to be a national problem. It is not known how many cases an investigator should handle. The number of traffic citations a unit should issue is unknown. How many cleared cases should a particular squad produce in a given period? How much crime actually occurs in a given area during a given time? These and many other questions have not been satisfactorily answered.

Various statistics are compiled by each police agency. The Federal Bureau of Investigation compiles Uniform Crime Report Statistics from many agencies. Yet the statistics and data seldom represent anything more than the information which was received and/or reported by police agencies. There is little or no way to account for unreported crime.

One phase of the police operation in need of extensive research is that of accountability. By this is meant a need to study control devices to assure the proper discharge of those functions necessary to the

maintenance of control. A study of controls is necessary for the proper accomplishment of goals, and to maintain a professional quality of police service. The very character of police work requires that strict control be exercised at all times. The police are an armed body of the citizenry, given the power of life or death, and capable of doing great injustice if not properly directed and controlled.[1] Every police executive should be aware of the various methods of controlling a police agency. A study of control practices should be part of his initial training, and should be continued as long as he is in a position to exert control. Such study must include systematic analysis and in-depth study of the problems of control. While every method of control will not operate precisely the same in every police agency, some variation of the method very well might be useful in most agencies. It is important that the police executive should at least be aware of the possibilities if he is to evaluate them for application to his agency. The mobility of police administrators makes a broad knowledge of controls even more imperative. While the average police officer is unlikely to move from one department to another due to

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[1]Raymond E. Clift, A Guide to Modern Police Thinking (second edition; Cincinnati, Ohio: The W. H. Anderson Company, 1956), p. 38.

restrictions by law and ordinance on lateral entry, the police administrator is very likely to transfer to ever larger departments, especially if he has a reputation for good management.

I. STATEMENT OF THE PROBLEM

The purpose of this study is to: (1) determine what is involved in controlling certain police agencies, (2) to determine some possible ways in which to control a police agency, and (3) to develop a model control system.

The key hypothesis is that the application of adequate control systems and practices permit individual components of the police agency to contribute substantially to the accomplishment of the goals of the total police agency.

The case studies described herein are limited to control as exerted through police radio communications, department organization, staff and supervisory inspections, and reports originated by field officers. It would have been desireable to have gone deeper into the controls of the cities studied, but generally it was found that accessibility to further information was severely limited. A further restriction was imposed by demands on time and funds of the researcher.

The practices described herein were compared with recommendations for changes, and shortcomings were noted whenever it was found that studies and recommendations had been made. Each case study attempts to outline only the unique characteristics of that department. Identification and study of these characteristics permitted development of recommendations for the model control system.

II. IMPORTANCE OF THE STUDY

The requirements for strict controls in police operations has been established by many prominent authors and most police administrators. Research into the nature of control has been notably absent however. More and more in this modern age of public sophistication the demands on all police agencies are calling for efficient, courteous, effective, and professional services. Police agencies are growing in size almost everywhere as the communities they serve grow. With physical growth the problems of control grow, sometimes out of proportion to physical growth.

Weaknesses in control usually come to light during times of peak stress and demand. Unfortunately, this has usually been the time when many reporters and cameras were on hand to tell the world where the weaknesses were. The 1968 Democratic National Convention in Chicago was a prime example. A few derogatory lines on the front page

can destroy or damage a public image that has been carefully built for years, all because some officer or group of officers got out of control. By proper evaluation, and with the knowledge of workable solutions the police administrator is better able to exert adequate control and to realize maximum effectiveness. This study attempts to provide the administrator with the basic material for sound decision making regarding the control of his agency.

III. SCOPE OF THE STUDY

This study will be limited to researching the administrative and operational problems encountered in police internal controls. Particular case studies include the New York City Police Department, the Chicago Police Department, the Detroit Police Department, the St. Louis Metropolitan Police Department, and the Cincinnati Police Department. Particular evaluation of officers and equipment will not be made beyond their function of control in the department as a whole.

The criteria for evaluation will be a result of the analysis of information gathered by personal observation and study of published literature bearing on the topics under consideration.

IV. DEFINITION OF TERMS

Some of the terms used in the various aspects of

control need to be defined and clarified so that all readers will understand their usage in the text.

Management. A distinct process essentially concerned with achieving goals. It has been defined as the "accomplishing of a predetermined objective through the efforts of other poeple."[2] Management includes the functions of planning, organizing, actuating, and controlling. While these functions may be spoken of as separate and distinct activities, in practice they are inextricably interwoven and interrelated.[3]

When referring to police management it is necessary to make certain distinctions. First, one should distinguish between public administrators and business administrators. Public administrators are the policy-making civil servants, from chief executives down to, and including, section heads. These executives define the purpose of the organization, lead their subordinates, speak for the organization, and coordinate its functions.[4] Within the area of public administration there are four

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[2]George R. Terry, Principles of Management (revised edition; Homewood, Illinois: Richard D. Irwin, Inc., 1956), p. 19.

[3]Ibid., pp. 22-24.

[4]John M. Pfiffner and Robert V. Presthus, Public Administration (New York: The Ronald Press Company, 1960), pp. 107-113.

functional levels: administration, management, supervision, and operation. In speaking of police management, we are referring then to those public administrators engaged in police duties. This includes personnel from the chief or commissioner down through the first line supervisor or sergeant. Therefore, the terms administrator and manager or administrative process and management process are used interchangeably in referring to police management. The administrative function encompasses the management process, which facilitates and makes possible the primary functions of planning, directing, and controlling.[5] Business administrators perform much the same functions, but with private or corporate ends rather than public.

Control. According to Webster, "control" means (1) to regulate financial affairs, (2) to exercise authority over; direct; command, and (3) to curb or restrain.[6] Luther Gulick defines control as follows:[7]

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[5]O. W. Wilson, Police Administration (second edition; New York: McGraw-Hill Book Company, Inc., 1963), pp. 26-27.

[6]Webster's New World Dictionary of the American Language (Cleveland and New York: The World Publishing Company, 1960), p. 322.

[7]Luther Gulick, Papers on the Science of Administration (New York: Institute of Public Administration, 1937), p. 78.

> Control consists of seeing that everything is carried out in accordance with the plan which has been adopted, the organization which has been set up, and the orders which have been given . . . Control is in a sense the consequence of command in action.

Joseph Massie adds that control is:[8]

> . . . the process that measures current performance and guides it toward some predetermined goal. The essence of control lies in checking existing actions against some desired results determined in the planning process.

A working definition of "control" for police agencies is provided by the International Association of Chiefs of Police.[9]

> The word control . . . refers to the process of observation, inspection, internal investigation and coordination. The chief of police is, or should be, completely and irrevocably responsible for performance of all tasks and affairs of the organization. Since he cannot do this alone, he must rely on the assistance of others.

They further explain that:[10]

> Control can occur prior to the act, during its performance and after its completion. Control prior to the act usually occurs in the development and testing phase of a program . . . Most control, however, is exercised while performance is taking place. The field supervisor usually engages in this kind of control . . . Finally, control may take place after performance, by checking to see if the desired results have been achieved.

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[8]Joseph L. Massie, Essentials of Management (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 64.

[9]Field Operations Division, International Association of Chiefs of Police, A Survey of the Division of Police Cincinnati, Ohio (Washington: International Association of Chiefs of Police, April, 1969), p. 101.

[10]Ibid.

Obviously, control can be exerted over an agency from two directions. External control might come to the police agency from the city council, or the state or federal law makers for example. However, our definitions are limited to internal control, that achieved by the management of the agency. It is the purpose of this study to consider only internal control.

System. According to Webster, a "system" is:[11]

> (1) a set or arrangement of things so related or connected as to form a unity or organic whole. (2) a set of facts, principles, rules, etc. classified or arranged in a regular, orderly form so as to show a logical plan linking the various parts.

Control System. By uniting the above definitions of "control" and "system" it can be seen that by "control system" we are referring to all the facets of control organized into a "logical plan linking the various parts."

Systems Analysis. This is a rational method for examining a system, probably the only one. It is not a well defined process, but basically it involves use of the scientific method applied to quantifiable data. Many problems are complex and difficult to quantify. Many key variables limit the applicability of systemic analysis.

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[11] Webster's New World Dictionary of the American Language, op. cit., p. 1480.

Primarily it is a useful aid, rather than a substitute, for sound judgment in decision making, because it seldom answers all the questions before a decision must be made.[12]

V. REVIEW OF THE LITERATURE

Information was gathered for the case studies of this thesis by personal study of the functions considered, by interviews with the persons responsible for their operation, and by study of material designed to facilitate control that was printed by those departments. Further insight into departmental operations was gained by interviews with Michigan State University Police Administration students from the departments being studied. In the study of the St. Louis Metropolitan Police Department further material was provided by an interview with Michigan State University Professor Doctor Victor G. Strecher, former director of the St. Louis Police Academy.

A review of literature pertaining to police control systems was conducted, but such literature was found to be severely limited. Where specific sources were used appropriate credit was given.

The five cities used in the case studies described

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[12]William P. Snyder, "An Illustrative Example of Systems Analysis," A Modern Design for Defense Decision, Samuel A. Tucker, editor (Washington, D.C.: Industrial College of the Armed Forces, 1966), pp. 215-248.

were selected because (1) they vary in size from medium size to the nation's largest police department, (2) they have reputations as high quality, well managed, professional departments, and (3) control procedures vary significantly from one to the other, providing several possible variations of the same functions.

Since directly comparable material is limited, the following summary of the work done will attempt to make use of the ideas by incorporating them into a discussion of control as one of several executive functions. Executive functions vary from department to department and from position to position within a police department. A different position requires the executive to spend a different proportion of his time at the various activities. However, such broad functions can be grouped somewhat. Several authors have done so. Ralph Davis spoke of planning, organizing, and controlling,[13] while William Newman grouped planning, organizing, directing, and controlling as managerial functions.[14] While the International City Manager's Association did not specifically mention control in their listing of planning, organizing,

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[13]Ralph C. Davis, Industrial Organization and Management (New York: Harper and Brothers, Publisher, 1949), pp. 35-36.

[14]William H. Newman, Administrative Action (New York: Prentice-Hall, Inc., 1961), pp. 4-5.

and directing, by the definition of control as explained by the International Association of Chiefs of Police in the definition of terms, it can be inferred that control is involved in the functions they list. Whether stated directly or implicitly most authorities agree that control is an important executive function.

So far control has been defined, but not described. It has often been listed as a fundamental function of the executive and supervisory personnel of an agency. The question of what is involved should now be discussed. Control is essentially determining what is being accomplished, evaluating the results, and when necessary, applying some corrective measures.[15] Although some control is exerted through planning, and more during the act, much of the work of control is a result of the final evaluation of the end product. If planning, organizing, and actuating were done perfectly, control might not be necessary as a final step; however, failures do occur, weaknesses show up, and desired results are not always accomplished. This can be even more of a problem to a police agency than to an industry, for the industrial worker is involved with an inanimate object while the police officer is basically working with people. The

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[15]Massie, op. cit., p. 65.

attitude of an officer is subject to change according to the situations he is confronted with. Even such a thing as the exercise of some control function on the part of a supervisor, if taken as a personal affront by the officer, could lead to a greater loss of control rather than a tightening of it.

There is no single type of control. That is why there is a need to define a control system for an organization. Some of the items which may be controlled are time-use, quality of production, quantity of production, cost, efficiency, and effectiveness. Systemic analysis for control requires that standards of production must be set, actual performance must be measured, comparisons with the standard must be made, deviations must be noted, and corrective procedures initiated. Once corrective procedures have been initiated, the entire system has been changed. The entire analysis must be made again to see if the corrections were adequate. All this suggests the importance of including control in the initial planning. As the International Association of Cheifs of Police report noted, "The prime reason for control is to check defects early before damage occurs or major changes become necessary."[16] This suggests that once control is lost

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[16]International Association of Chiefs of Police, loc. cit.

for very long, major changes may be required to regain it.

Planning is the process of developing a system of procedures arranged so as to facilitate the achievement of a desired goal. According to O. W. Wilson it serves the following purposes: (1) it implements and clarifies policy by defining more precisely an immediate objective or purpose and it outlines what is to be done to achieve it, (2) it serves as a guide or reference in both training and performance, (3) it gives continued attention to the improvement of practices and procedures, and (4) it enables a check on accomplishment.[17]

Having defined control as a basic managerial function involving planning, actuating, and appraisal, the next logical step is to examine some of the techniques of control. The departments studied rely heavily on supervision and inspection, and to a lesser degree on investigation, examination, observation, organization, negotiation, visitation, and interrogation. Each of these is influenced by such factors as training and education of the men under control.

Without a doubt, direct supervision is the most often invoked control; however, as the size of the

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[17]O. W. Wilson, Police Planning (Springifield, Illinois: Charles C. Thomas, Publisher, 1952), pp. 3-6.

department grows larger, the number of direct supervisors grows also. Obviously then, organization begins to play an ever increasingly important role as the size of the department increases. Most modern police agencies of any great size have found it necessary to reorganize within the last few years in order to maintain adequate control. Generally, such reorganization has been aimed at consolidating outlying precincts and reducing the chain of command to a more easily handled hierarchy. It was found that control was lost in decentralized organizations. It was lost to precinct captains who in effect operated separate police agencies. By reorganization, command was restored to the chief or commissioner and his staff as the case required. Two major organizational changes involved the establishment of a central communications center and a central records bureau, as opposed to separate precinct operations.

Organization as a control is difficult to evaluate, but such an evaluation has been made by Blau and Scott.[18] They found that the formal status hierarchy of an organization inhibits the free flow of communication, but enhances coordination. The question, then, is where

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[18]Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco: Chandler Publishing Company, 1962), pp. 116-193.

does a police agency need more coordination than communication. Blau and Scott describe two conditions of specialization which given the answer. "Parallel" specialization is typical of individual squads of the patrol unit, i.e., any one patrol unit does the same work as any other. Parallel sections require little coordination, but more communication to insure uniform law enforcement. "Interdependent" specialization is typical of the communications division and any patrol unit, i.e., they depend on each other to reach department goals. Interdependent units require more coordination than communication according to the authors.

Ideally, then, the police hierarchy should be limited below the Patrol Division Commander, but strong above him to the level of Chief. The same would be true of any other division which had a large number of units exhibiting parallel specialization.

Blau and Scott also found that "span of control" plays an important role in organizational hierarchy. The term refers to the number of subordinates under a single supervisor. Whereas the best span of control in terms of close supervision would not exceed six men, the hierarchy thus created in a large department would severely restrict communication and control. Thus they recommend a broad span of control for the following additional reasons.[19]

1. A broad span of control reduces the dependence of managers on their superiors. This in turn tends to foster better management practices.

2. It reduces close supervision. They found that close supervision actually impeded performance on the part of individuals, since it reduced individual discretion and initiative.

3. It reduces managerial involvement with subordinates, which in turn fosters better loyalty to the supervisor.

While organization itself depends on certain controls for its effectiveness, certain controls will not function unless the organization is suitable. For instance, the staff inspection unit is generally very high up on an organizational chart, usually reporting directly to the administrator. When the two are thus placed in relation to each other, staff inspection is usually relatively successful. However, if the inspection unit is subordinate to other units, reporting to higher commanders, whose commands it inspects, it is likely the unit will be ineffectual.

While it is necessary to divide a force into units

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[19] Ibid., p. 168. While these findings may conflict with individual conceptions, Blau and Scott have documented their work well, leaving little room to question their findings.

by function, time, and place, such division causes difficulties of control. Suitable organization can overcome many such difficulties, in fact, the main purpose of organization is to simplify the direction and control of the members of the force to ensure that each assignment is carried out in accordance with existing rules and regulations.[20] Regardless of the size of an organization, the many executive functions are vital to the achievement of that organization's goals. Sound organization facilitates control through such principles as delegation of authority, unity of command, and span of control.

While control is a major function of organization, it is not the only function, and possibly not the most important one. Organization also serves the purpose of enabling its members to attain their police objectives more readily and efficiently. This function must be given as much consideration during planning as the function of control, for if the organization facilitates control at the expense of day to day operation it will not be acceptable to the public nor its members.

Police departments must be organized for service to the community as well as for maximum control.

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[20]Wilson, Police Administration, op. cit., p. 63.

Generally this requires that three major separations, or bureaus, be established in the organization: first, a bureau for staff services such as records keeping, training, communications, maintenance, detention, and other specialized functions; secondly, a bureau for field services including patrol, youth work, criminal investigation, traffic control, and certain specialized functions; and thirdly, a bureau for inspectional services such as staff inspections and internal affairs. Not all departments find such a division most suitable to their needs, but they usually substitute some similar arrangement.

Besides organization there are many other forms of control. Organization itself can be divided into functional organization and territorial organization. A total control system would include the above plus staff inspection, line inspection, training and education, recruitment and selection, and working procedures as a minimum.[21] Since organization has already been discussed, staff inspection should be considered next.

A staff is composed of individuals operating in the name of the chief and subsequent to his coordination to run the department.[22] A staff is necessary once a

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[21]Victor G. Strecher, Professor at Michigan State University, East Lansing, Michigan, from class notes of January 27, 1969.

[22]The Southwestern Law Enforcement Institute, Police Management for Supervisory and Administrative

department gets too large for one man, the chief, to personally handle every function. A well chosen and trained staff can do much to alleviate control problems, as well as to assure that policies, procedures, and instructions are carried out in a professional manner.

Usually the head of staff inspections is one of the assistant chiefs of the department. This rank is equal to or higher than that of the head of any unit being inspected, thus certain problems of rank are overcome by organizational structure. The staff inspection unit is primarily there to observe and report to the chief. Usually its officers make no on-the-spot corrections unless the deficiency is such that it demands immediate correction. They compare performance in a horizontal manner rather than vertically. This means that, theoretically, a patrolman first class from one precinct should exhibit about the same performance as a similar patrolman from another precinct, thus he is rated to see if he does. When an individual, or a unit, is found deficient by comparison with equal individuals or units, it becomes the job of staff inspection to find out why and recommend corrective action. Staff inspection units usually inspect to some degree every facet of an organization from

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Personnel (Springfield, Illinois: Charles C. Thomas, Publisher, 1963), p. 15.

buildings to clients. Properly employed, staff inspection gives the administrator a comprehensive picture of the strengths and weaknesses of the agency, and makes recommendations for corrective measures.

Line inspection on the other hand, involves principally a supervisor and his immediate subordinates. Corrective measures are nearly always taken as soon as deficiencies are found. Inspection is vertical. The sergeant inspects the patrolmen, the lieutenant inspects the sergeants, the captain inspects the lieutenants, etc. If the captain finds a patrolman incorrectly performing, he not only admonishes the officer, but also calls the officer's lieutenant on the carpet. While line control is maintained to some extent through inspection, it is probably maintained moreso through supervision and guidance. This does not occur with staff inspectors as a rule. Another difference is that line inspection does not usually involve reports to higher ranking personnel, except where constant abuse of rules is found, but staff inspection almost invariably means a written report to the chief. Neither type of inspection standing alone will accomplish the control that a combination of the two will; however, this study found that whereas line inspection is relied upon heavily in the departments studied, the staff inspection unit was manned by insufficient personnel to accomplish its goals in some cases.

One object of executive control is to provide for evaluation of the quality of work of the department. Inspection is a primary tool of the evaluating unit. The ultimate purpose of inspection is the maximum development and utilization of all available resources, including personnel and equipment. Inspection, and other devices of control, are merely tools to assist the administrator in accomplishing his goals.[23]

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[23] Ibid., pp. 45-51.

CHAPTER II

NEW YORK CITY

I. FACTS ABOUT THE CITY

New York City is the largest city in the United States and the third largest in the world. The 1960 census listed the population at 7,781,984 people.[1] According to some authorities this figure was low because many males were never counted since they had no homes. An estimated 1965 census placed the population at 8,125,000.[2] New York City has over twice as many people as Chicago, the nations's second largest city. The New York Standard Metropolitan Statistical Area (SMSA) had an estimated 1965 population of 15,821,000, probably the largest in the world.[3]

New York City is composed of five boroughs, only one of which is on the mainland, the others being on islands. Together they cover 299 square miles, as shown below.[4] The borough of Queens alone has about 200 miles

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[1] The World Almanac (New York: Newspaper Enterprise Association, Inc., 1969), p. 604.

[2] Ibid., p. 416. [3] Ibid., pp. 651-653.

[4] Webster's Geographical Dictionary (Springfield, Massachusetts: G. & C. Merriam Company, Publishers, 1967), pp. 163, 665, 923, and 945.

Borough	Area Square Miles	Population 1960 Census
Manhattan	22	1,698,281
Bronx	41	1,424,815
Brooklyn	71	2,627,319
Queens	108	1,809,578
Richmond	57	221,991
Totals	299	7,781,984

of waterfront.[5] The bronx is the only borough on the mainland.

The city is the nation's richest port and a leader in business, manufacturing, communications, fashion, art, music, literature, and financial affairs.[6] It is the host of the United Nations. Our first President took the oath of office in New York City which was the National Capitol until 1790.

The researcher was surprised at the traffic situation in Manhattan, the business center of the city. There appear to be no major thorofares through most of the borough, only narrow old streets in poor repair, and completely inadequate to handle the traffic flow even though most are one way. There are no broad expressways

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[5] Ibid., p. 923.

[6] The World Almanac, op. cit., p. 415.

such as one finds throughout Chicago. Vehicles were found double and triple parked everywhere. Even the city vehicles were often triple parked in front of city buildings. At times trucks were found parked so thickly in business areas that traffic could not proceed on those streets. The situation could be called a traffic policeman's nightmare. Apparently many of the buildings are too tall to allow elevated roadways to be built, and too valuable to be removed for street construction. The system of subways seem to be the major artery for commuter flow. One can easily see why a subway strike can cripple the city.

II. SIZE OF THE POLICE DEPARTMENT

On January 1, 1968, the New York City Police Department has 27,462 sworn personnel and 2,643 civilian employees, for a total of 30,105 police employees.[7] These figures make this the nation's largest police department, with about two and one half times as many employees as Chicago, the next largest. The department has about 1375 radio patrol cars, 39 patrol wagons, 36 safety emergency vehicles, 382 scooters, 7 helicopters, 17 motor launches, and 1550 portable radios for foot patrolmen.

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[7] Ibid., p. 767.

III. POLICE DEPARTMENT ORGANIZATION

Changes have been made so often in one unit after another that the department has no official organizational chart. The book of rules and procedures gives descriptions of jobs and responsibilities of positions in its first twenty pages; however, the copy the researcher used had so many deletions and additions, which invariably referred the reader to some other page, that it was difficult to be sure what was said. The deleted portions were properly crossed out and reference notes to new pages were present, but often the new pages also had deletions and references to other pages. With the assistance of a department member the following material was found.

IV. ORDER OF RANK

The top two ranks in the department are civilian positions. All the ranks below those two are filled with sworn officers. The rank structure is separated into detective and patrol positions, with equal ranking officers in both branches.

There is one Police Commissioner whose duties are quoted from the rules. "The Police Commissioner shall have cognizance and control of the government, administration, disposition and discipline of the Police Department and its Police Force."[8]

There are seven Deputy Commissioners as listed.

1. First Deputy Commissioner - executive aide and acting Commissioner in the absence of the Commissioner.

2. Deputy Commissioner in charge of trials.

3. Deputy Commissioner in charge of legal matters.

4. Deputy Commissioner in charge of Community Relations.

5. Deputy Commissioner in charge of Administration.

6. Deputy Commissioner in charge of licenses.

7. Deputy Commissioner in charge of Youth Program.

The highest sworn rank is the Chief Inspector who is the ranking and commanding officer of the uniformed and detective forces and reports to the Commissioner.

Next there are three equal ranking Assistant Chief Inspectors known as Chief of Detectives, Chief of Patrol, and Chief of Personnel. They outrank all other officers to be described. The separation of Detectives and Patrol begun here is carried on through the lower ranks.

There are several other Assistant Chief Inspectors,

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[8] Rules and Procedures (New York: Police Department, City of New York, 1956), p. 9. (As amended annually.)

borough commanders of Patrol and Detectives and of some specialized commands.

Below the borough command the Patrol force uses the term "Division" and the Detective force uses the term "District" to define the organizational breakdown. The Division or District Commander is usually a Deputy Chief Inspector, although an Inspector, the next lower rank, may hold the job.

Below Inspector there are Deputy Inspectors who are administrative officers or assistants at Division level.

The Precinct Commander is a Captain. Within the precinct are the normal ranks of lieutenant, sergeant, patrolman, and police woman. The lieutenant is not usually a field supervisor, but a desk officer in the precinct. The sergeant is usually the only field supervisor or patrol commander.

While there are only five boroughs in the city, there are seven borough commands in the police department. The boroughs of Brooklyn and Manhattan are divided into north and south commands. There are twenty patrol divisions, and seventy nine patrol precincts.

Normally a precinct ranges from 250 to 350 assigned men. An average precinct would have twenty squads assigned of which about fifteen would normally be working during a shift, with five off duty. The usual tour of duty would

have about forty officers, five sergeants, fifteen cars, and eight footmen, plus two sergeant's cars. The other three sergeants would ride with patrol cars.

The department works three regular shifts of eight hours each, with one hour for lunch during the tour. Each tour is begun at two different times one half hour apart so there are always personnel on duty. There is also a tactical patrol force of about 600 men which operates city wide from 6:00 PM to 2:00 AM daily.

Watches rotate each week. The sergeant works the same days as his patrolmen. Each officer gets twenty days vacation his first year, and twenty seven days thereafter. Each officer is given an additional day off for each felon arrest. A normal work week is five days, with two days off. The two days vary from week to week.

V. STAFF INSPECTION

Material concerning staff inspection and internal investigation in the New York City Police Department was difficult to obtain. One reason given was that the staff inspection unit is extremely short of manpower; therefore, its numbers and operations are kept secret from the force, while certain rumors of great force are kept in circulation. A reliable authority placed the staff inspection manpower at thirty nine men, but hastily explained that the average patrolman thinks the number is more like ten

times as many. Verification of these figures was not possible.

The rules book defines the Police Commissioner's Confidential Investigating Unit as a staff inspection unit. Its duties are listed as simply to exercise supervision over police work and conditions, and to conduct investigations as directed by the Police Commissioner.[9] This unit is generally referred to as the "Commissioner's Squad."

Some of the work of disciplinary matters also involves the Deputy Commissioner of Trials who conducts disciplinary trials in all boroughs and can suspend from and restore to duty members of the force.[10]

The Chief Inspector is responsible for "enforcement of the Rules and Procedures and the orders of the Police Commissioner, and efficiency and discipline of the Police Force," as far as internal affairs are concerned.[11]

VI. LINE INSPECTION

Courtroom inspection of personnel performance is provided by Inspectors or Deputy Inspectors of the borough command. Their orders are to make frequent courtroom

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[9] Ibid.

[10] Ibid., p. 234.

[11] Ibid., pp. 10-11.

appearances to determine if the members of their commands are testifying properly and presenting all the evidence obtained in their cases.[12] Other line inspection functions also fall within the list of duties of the Inspector and Deputy Inspector. Discipline of the uniform force including visitation of station houses at all hours of the day and night to take or direct action necessary to maintain proper discipline is their responsibility. Other duties include studying the deployment of available forces and making appropriate recommendations when needed, conducting investigations as directed, supervising the performance of clerical work, examining routine reports for accuracy, making frequent personal inspections of the uniforms, equipment, and general appearance of the men at roll calls and while on patrol, and inspecting the cleanliness and orderly condition of department buildings of the command.[13]

In addition to the Inspectors and Deputy Inspectors, certain Captains are also given the special assignment of performing functions similar to those previously listed for Inspectors. These Captains patrol in uniform in radio patrol cars. They are known on the force as "fly Captains." Their principal job is roving inspection.

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[12] Ibid., p. 276. [13] Ibid.

They answer radio calls and observe the assigned officers. They answer as many unusual and emergency calls as possible. They make written reports on deficiencies and recommendations, much as a staff inspection officer should. This assignment usually precedes assignment to command positions.

The Captain of a precinct, when present, conducts roll calls, makes frequent and irregular inspections at all parts of his command, tests the knowledge of sergeants and patrolmen, and investigates reports of neglect of duty by patrolmen. He prefers charges if need be, including charges against the patrolman's supervisors.

The precinct lieutenant assigned as desk officer is responsible for the accuracy and adequacy of most of the precinct paperwork during his tour. He inspects the telephone switchboard record and signs it twice per tour, he inspects officers' and sergeants' memo books at the end of the tour, and sees that proper police action results where needed. When on the midnight tour he examines all reports for the past twenty four hours for accuracy and proper numerical sequence. If some serious incident occurs, the desk officer immediately assigns a patrol sergeant to investigate, and report whether the patrolman on the post was negligent in discovering or preventing the incident. It is also the duty of the desk officer to monitor the police radio and to require all written

reports from the patrol officers involved in radio assignments. All of the transactions for which he is responsible are recorded on the desk "Blotter" which he maintains.

At times a lieutenant may also be assigned to patrol duty, in which case he performs the same duties normally taken by patrol sergeants.

The patrol sergeant is responsible for a thorough inspection of the men prior to beginning the tour. After inspection he marches the men into the muster room for roll call and dissemination of information and assignments. After roll call he posts the platoon. Once the platoon is posted, the sergeant may assume motor patrol or foot patrol supervision in the field. One phase of his inspection, known as the "see," is not too happily accepted by all officers. The sergeant will normally come around each post at least twice during a tour, the idea being that the officer on the beat had better be in a position where the sergeant can "see" him. This applies only to foot patrol officers. The sergeant answers as many radio calls as possible, inspects memo books and other reports, visits each post as often as possible, records such visits in the memo book of the officer checked, and exercises general supervision. If no superior officer is assigned to observe court appearances, the sergeant also has to make such checks and so note in the memo books of the

officers in court. The sergeant on patrol is required to check in with his precinct by telephone hourly.

VII. RADIO COMMUNICATIONS

BASIC OPERATION

When a person needs police aid he dials 911, the police, ambulance, emergency number. The call is received by an operator assigned to the Automatic Call Director (ACD) system. The operator selects a color coded three part dispatch slip and records the relevant data. The copies of the slip are separated and sent to the proper destination via the twelve channel color coded conveyor belt system in the following sequence:

1. The hard copy is sent to the radio dispatcher who sends a police car.

2. If an ambulance is required, the second copy is forwarded to the ambulance dispatcher for the area. Dispatch of radio cars, ambulances, and other policemen is done by geographical areas generally encompassing four or five precincts.

3. The original copy goes to the scanning patrolman who may:

   a. Refer the slip to the Central Complaint Desk for a crime number.

   b. Refer the slip to the Notification Desk for immediate referral to proper authorities.

c. Inform the platoon commander in unusual cases.

d. File the slip with no further action.

Every case is followed to a conclusion no matter what is involved. When the case is completed, the radio car reports the disposition to the dispatcher by radio. The dispatcher puts the information on the slip and sends it to the file.

OPERATORS - ACD SYSTEM

There are forty eight regular operators receiving 911 calls, with an overflow capacity of seventy five operators. Twenty four operators handle emergency calls. The other twenty four receive calls which are not urgent in nature, such as requests for information. Four operators answer Spanish speaking callers.

The operator's position consists of a console equipped with a dial and thirty buttons, in five rows of six each. Visual indicators light steadily when a call comes in, and by color code indicate the borough where the call originates. Each console has a hot line button to contact the dispatcher of any borough via intercom for priority calls. All forty eight consoles light up when any operator uses a hot line button. The dispatcher can also be connected by phone if necessary.

On serious calls the operator signals the

supervisor who assists or takes over the call from his supervisor's console, which overlooks all the other operators from one side of the room. All telephone operators and dispatchers and their supervisors are police officers.

To avoid confusion of boroughs, a tape recorded message announces to the operator the borough from which the call is coming just as he begins to answer the caller. The color coded light also stays on during the call.

Any operator receiving a call which is likely to be duplicated by many persons, such as an auto accident or a street fight, announces over an intercom the location and nature of the call. As many as thirty calls often come in on some incidents. Additional callers are merely informed that help is on the way.

Operators average answering about 300 calls each during an eight hour tour. Average time on a call is twenty seconds. The supervisor's monitor booth registers total calls received, number of calls handled by each operator, the number of calls not answered in fifteen seconds, and calls not answered in thirty seconds. If a call remains unanswered in thirty seconds a bell rings. It seldom rings.

Emergency calls received by administrative operators are merely routed directly to the ACD system.

BOROUGH RADIO ROOMS

There are six borough radio rooms for the seven borough commands, Brooklyn north and Richmond being combined. They contain seventeen division radio consoles, and maintain contact with about 800 sector cars. A borough radio room contains three division consoles, each on a separate channel, and a master console capable of transmitting on any one or all of the division frequencies plus the Safety Emergency and Citywide frequencies.

As the complaint slip arrives on the conveyor, which only takes about three seconds, it is electronically time stamped by the dispatcher and certain information is recorded after the car has been dispatched. When the officer clears the card is again time stamped and the case disposition noted on it before the card is filed.

Nearly every working officer is under radio control from headquarters.

Each division dispatcher has access to a teletype-computer hookup for making inquiry on any field problem for which computerized information is available. The teletype network includes all but the Alaska and Hawaii state networks.

Two red telephones are located in the Queens borough radio room, direct lines to La Guardia and Kennedy airports for air emergencies.

CITYWIDE RADIO ROOM

The citywide room has three consoles that broadcast to certain units anywhere in the city.

The Safety Emergency Division uses one console for their special cars and trucks, seventeen motor launches, and seven helicopters.

The other two citywide frequencies are used by the department heirarchy and for special events. Every car has a selector for citywide or division operation. During a major incident, all of the cars assigned would normally switch to citywide while on the detail. This leaves Division radios free for regular business, and puts all cars on the assignment on one frequency.

AMBULANCE ROOM

Requests for an ambulance terminate in the ambulance room. The dispatcher must select the proper hospital, then call them by phone to dispatch an ambulance. Once the ambulance is underway radio contact is maintained. The call may be cancelled or the ambulance may be reassigned to a more urgent call.

SPRINT

A computerized dispatching service is nearing completion. The system is called SPRINT for Special Police Radio Inquiry Network. It will operate in a

manner similar to the present system; however, instead of the card and conveyor system, information will be fed directly into a computer by the operator. The computer will pinpoint the precinct sector covering the caller's area and the closest hospital, and will designate the three closest available sector cars. Within seconds all this information will appear on a visual console in front of the correct dispatcher. The dispatcher will then dispatch cars in the usual manner. This system will further reduce the response time necessary to get a radio patrol car to the scene.

VIII. FIELD OFFICER REPORTS

Four field reports and the officer's memo book make up most of the field reports submitted in the New York City Police Department.

AIDED CASES

An aided case is defined in the Rules and Procedures as an occurrence which necessitates that a person, other than a prisoner, receive medical aid or assistance because the person is: (1) sick or injured, (2) lost, (3) dead, (4) mentally ill, or (5) an abandoned, destitute, or neglected child.[14] Aided cases are reported on

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[14] Ibid., p. 55.

U.F. 6 (Uniform Force) form. A variation of U.F. 6 is used where traffic accidents are involved, U.F. 6b. It is interesting to note that unless the officer witnessed a traffic violation in connection with a traffic accident, he cannot issue a summons for the violation even though there apparently was one. He is, however, required to ascertain whether or not there was a traffic ordinance violation and so report on the form.

PUBLIC MORALS

When a field officer suspects a location is being used for vice such as gambling or prostitution, he reports the information he has on U.F. 45, Suspected Place File, for further investigation by vice squads.

CRIME REPORTS

All reports of crime investigated require the officer to file U.F. 61, Crime Report. There is no "Incident Report," nor is there a report form for family disturbance calls. The fact that officers make no written report on the handling of family disturbances means that good training in the use of police discretion is essential prior to allowing officers to handle such calls.

The fourth commonly used report is the Missing Person Report, a standard item with most departments.

Each officer carries a Memo Book, U.F. 16, which is used to note almost every conceivable type of data concerning day to day operations and situations. Memo books are checked at the end of each tour by supervisors for pertinent information and thoroughness of details. Many notations of conditions are required to be made in the Memo book. Much of the information for prosecution of cases is recorded in it. It is a legal document. The Memo book is probably one of the supervisor's most important sources of insight into the work of individual officers.

Various other forms are sometimes used in connection with the ones already mentioned, or alone, but the majority of field reports involve only these five. Such simplicity is commendable for a city where paperwork could be a vastly more complicated problem.

CHAPTER III

CHICAGO, ILLINOIS

I. FACTS ABOUT THE CITY

Chicago is the nation's second largest city with a 1960 population of 3,550,404 persons.[1] The Chicago SMSA is the nation's third largest, with an estimated 1965 population of 6,632,000 persons, just a few less than the Los Angeles SMSA.[2]

Chicago is located on the southwestern shore of Lake Michigan, just a little northeast of the center of population of the United States. The land is mostly level, but many tall buildings rise far above it in the downtown area. The Chicago Skyway, a tollway, runs several miles at rooftop level through the south side. A network of expressways normally speeds traffic in and out of town, or around, at forty miles per hour or more. At other than rush hours, one can drive the thirty miles from the south city limits to the north in forty minutes easily.

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[1] The World Almanac, op. cit., p. 604.

[2] Ibid., p. 652.

Chicago leads all other U.S. metropolital areas in the production of steel, radios, telephone equipment, television sets, household appliances, confectionery products, metal wares, electrical and non-electrical machinery, plastics, diesel engines, sporting goods, soaps, perfumes, cosmetics, and other items.[3]

Chicago's crime rate is rising, but typically for large cities, less than the national average for crimes reported to the F.B.I. In 1968 the number of murders exceeded 600 as compared to about eighty in Cincinnati.

Chicago is a major shipping area. Twenty railroads serve the area. Over one fourth of all Great Lakes shipping is handled there. Twenty six scheduled airlines serve the city. There are three major airports, including O'Hare International Airport which handles about one fifth of the U.S. foreign visitors.[4]

There are eighty three colleges and universities in the area. The city is the leading cultural center of the midwest.

The city encompasses 225 square miles.

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[3] Ibid., p. 395.

[4] Ibid.

II. THE CHICAGO POLICE DEPARTMENT

The Chicago Police Headquarters at 1121 State Street just south of the Loop area is a new modern building second to none. The doors are open to everyone for tours of the building. An information desk is located in the entryway. Tour guide sheets are handed out along with other information. Guided tours may be arranged, or a person can take an unguided tour. In the halls by observation windows at the communications center, crime lab, and other places, there are telephones which begin to play a recorded description of the work being done when one picks them up. The Public Information Office is also available for persons requiring more than the tour. Public Information personnel quickly and happily place calls about the department and arrange interviews for researchers. Public satisfaction seems to be a guiding principle.

As of January 1, 1968 the Chicago Police Department had 11,428 sworn officers, and 1,487 civilian employees for a total of 12,915 police personnel.[5] This gives Chicago 3.64 police personnel per 1,000 citizens, using the 1960 census.

The 1967 police budget totaled $113,305,961 of

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[5] Ibid., p. 767.

which $106,497,889 went for salaries and wages of personnel.[6]

III. POLICE DEPARTMENT ORGANIZATION

The police organization is shown in chart 3.1. Below the Superintendent of Police there are only three bureaus, the Bureau of Field Services, the Bureau of Staff Services, and the Bureau of Inspectional Services. Each is headed by a Deputy Superintendent. By comparison with other departmental organizational charts in this study it can be seen that Chicago has the simplest arrangement of all, a commendable feat for such a large police agency.

IV. RADIO COMMUNICATIONS

On a normal shift, the communications center has radio control over about 1900 radio cars, five helicopters, six police boats, five canine teams, and many portable radios. In 1968 they handled over 3,500,000 calls for service and dispatched over 1,800,000 cars on calls.[7]

The department utilizes eight separate zones, each corresponding to an Illinois Bell Telephone exchange

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[6] 1967 Annual Report, p. 27.

[7] Statistics posted at the Communications Center.

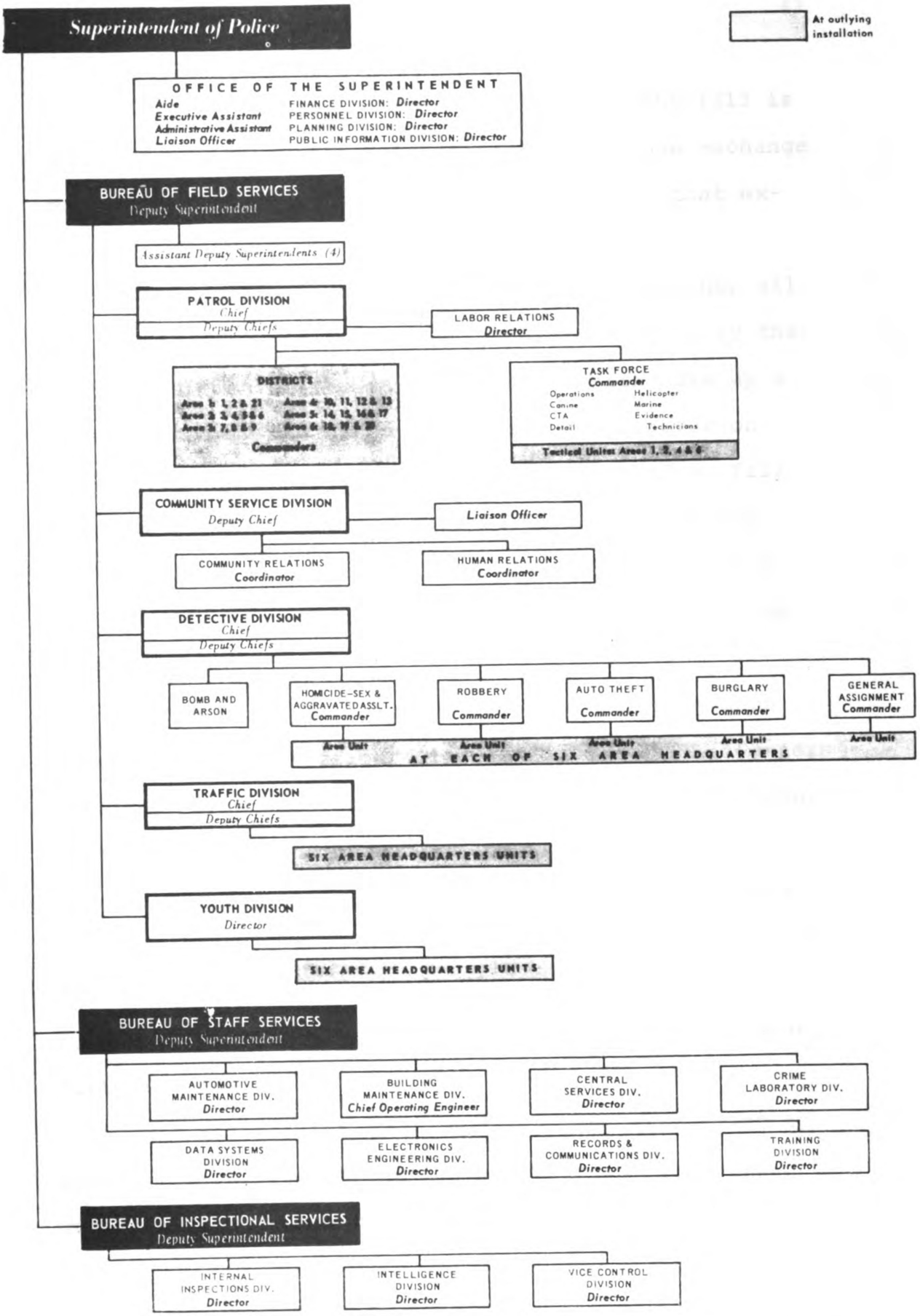

Chart 3.1. Chicago Police Organization

in the city. The police emergency number, PO5-1313 is arranged so that calls originating in any zone exchange go automatically to the zone console serving that exchange.

Two telephone operators and one dispatcher all sit together at any set of zone consoles. Usually the center position of the three consoles which make up a zone is used by the dispatcher, with an operator on either side of him. The operators accept calls, fill out a complaint card, and pass it to the dispatcher. The dispatcher sends a car, and places the card in a slot which operates assignment lights on the zone map board.

The cards are deposited at the front of each console after the officer clears from the call. Runners take the cards regularly to the control desk for evaluation of data, case number assignment, and filing.

Traffic accident squads are dispatched from a single console. When a zone operator receives an accident call, he turns on a yellow light which summons a runner. The runner takes the card to the traffic desk, "citywide one" console.

A radio intercom allows any zone dispatcher to use any or all frequencies in an emergency to alert vehicles outside his own zone.

"Citywide two" console handles detective cars all over the city. "Citywide three" console is an emergency alternate channel which all cars may use by turning a selector switch while on a major emergency assignment. "Citywide four" console has various uses. All citywide consoles are subject to use for overflow calls. An automatic switching device shifts the call if the regular operators cannot take it.

One desk called the Simulcast Desk may be used to alert all city officers on any frequency simultaneously. A buzzer signal tells all dispatchers when the Simulcast Desk is to be used.

A red light atop each console is used to signal for the supervisor. The supervising sergeant gets problem calls the dispatchers do not know how to handle. He has a direct line to the Deputy Superintendent for serious matters.

An administrative switchboard handles calls to police administrative numbers as well as many calls switched from the police emergency lines.

Once a field officer leaves his precinct to go to work, he cannot return to it unless he is called in by a supervisor via the radio, or unless his work requires it. If he has to go in he must notify the dispatcher. Administrative control cards are stamped for time out for lunch. All such cards are used to compile statistical data on the officers.

Dispatchers are experienced patrolmen. They are paid $900 per year extra and are expected to make most of the decisions concerning dispatching operations. They are carefully selected for their proven abilities.

Each console has a 720 Sanders Visual Display Center with teletype hookup to the Chicago computer for checking data in the Chicago files. State and national teletype hookups are separate and cannot be reached through the console unit. The computer will search files for exact information; however, if no exact data is present, it will also give a report on similar data. For instance, if a license check on AB-2191 is requested and no such license is reported stolen, but a close one is, the computer might say "try AB-3191." If nothing close is found it merely returns a "clear" check. Dispatchers can add data on stolen property to the computer files through their consoles.

The communications center uses a facsimile machine to transmit information to precincts and department offices. Any report or form may be fed into the machine and be reporduced at the other stations within the department. It is quicker than teletype, and reproduces the complete document.

Each console has a mobile relay push button, which, when pushed in allows the cars to talk directly to each other.

V. STAFF INSPECTION

The Internal Investigations Division, Intelligence Division, and Vice Control Division make up the Bureau of Inspectional Services in Chicago.

The largest part of internal control through staff inspection is performed by the Internal Investigations Division which has seven sections.

The Complaint Section receives and records each complaint by anyone, and insures that a proper report is submitted. They determine where an investigation should arise, subject to the review of the Division Director.

The Legal Review Section is only one man, an attorney, who reviews serious cases for the department's benefit. He may help gather evidence in the cases.

The General Investigation Section works on more serious complaints, i.e., bribery, alleged possible involvement of officers in crime, and cases where the offending officer is unknown. Normally, an officer's own Division would conduct minor investigations, but any officer may request this section to investigate if he feels he would benefit by it.

The Field Inspections Section makes comprehensive inspections of the precincts. They work on a different district each period. Chicago uses a thirteen period calendar, so the time in each district is just under one

month. Since there are six patrol districts, they are inspected twice per year usually.

The Special Investigations Section is a small unit which specifically investigates corruption and serious problems.

The Excessive Force Section works only on complaints of police brutality through excessive force.

The Advocate Section reviews cases where the officer rejects disciplinary action.[8] It can convene a review board in such cases. It may advise and assist corporate counsel on dismissal cases.

The Internal Investigations Division alone has 116 sworn and civilian personnel according to Captain Michael Cooney.[9]

The 1967 Chicago Police Annual Report lists the total Bureau of Inspectional Services manpower as 463 persons. The 1968 Annual Report is not yet out. Captain Cooney stated that he feels there are adequate inspections personnel for the work they do.

For their sizes, the Chicago and St. Louis departments seem to be the only two of the five studied

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[8]An excellent review of Chicago disciplinary procedures may be found in pages 210-214 of Field Surveys V, a National Survey of Police and Community Relations, January, 1967, available from the Government Printing Office.

[9]Personal Interview.

which do have adequate inspectional personnel. Some further discussion on this subject will be found in Chapter VIII.

Chicago Police use many other control mechanisms, but they will not be discussed in this work.

CHAPTER IV

DETROIT, MICHIGAN

I. FACTS ABOUT THE CITY

Detroit is the fifth largest city in the United States, with a population in 1960 of 1,670,144 persons, down from the 1950 figure of 1,849,568 persons.[1]

It is the economic and service center for the Detroit Standard Metropolitan Statistical Area (SMSA) which has an estimated 1965 population of 4,060,000 persons.[2] Typically, the city is losing in population while the SMSA is growing. From 1960 to 1965 the SMSA increased its population about ten per cent.

The city encompasses 139.6 square miles. It is located on the Detroit River between Lake Huron and Lake Erie. The city of Windsor, Canada is just across the river. Detroit is an important shipping center, receiving ships via the Great Lakes from many parts of the world.

It is the nation's automobile production center.

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[1] The World Almanac, op. cit., p. 604.

[2] Ibid., p. 652.

R. E. Olds and Henry Ford were residents of Detroit and both founded automobile factories there in 1899.[3]

The city also leads in the production of drugs, milk cartons, business machines, machine tools, metal products, commercial chemicals, and paints.[4]

It is a cultural center with several museums, art galleries, the Detroit Symphony Orchestra, and other music and drama programs.

There are eleven colleges and universities in the metropolitan area.

Basically, the city is progressive. New superhighways speed traffic throughout the city. Parts of the city are old, but most are reasonably well kept.

The city is reasonably flat in appearance. The land is flat and the buildings are generally not very tall.

The Ambassador Bridge and the Detroit-Windsor tunnel provide rapid transportation across the border to Canada.

II. SIZE OF THE POLICE DEPARTMENT

As of January 1, 1968 the department has 4,356 officers and 472 civilian employees.[5] This is the fifth

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[3] Ibid., p. 402.

[4] Ibid.

[5] Ibid., p. 604.

largest police department in the nation, just as the city is the fifth largest.

Using the 1960 census figures the city has 2.89 police employees per 1,000 population. This is the second lowest ratio of the five cities studied. Cincinnati has fewer police personnel per 1,000 residents, while St. Louis, Chicago, and New York all have more.

III. ORGANIZATION OF THE POLICE DEPARTMENT

The current organization of the Detroit Police Department is shown in chart 4.1. The department has drawn up a new organizational chart which may or may not eventually be adopted. The proposed organization is shown in chart 4.2. If the new organization is accepted it will entail some extensive reorganization. There is no plan at the present to reorganize. In line with other findings in this work, it would seem that the new organization would be beneficial to the department. At the present the organization does not seem to be streamlined for the most efficient operation. Related functions are found under different commands. The proposed chart shows Field Operations, Staff Services, and Criminal Investigation functions consolidated under their separate commands, more in line with professional recommendations for other departments.

The city has thirteen precincts, although they

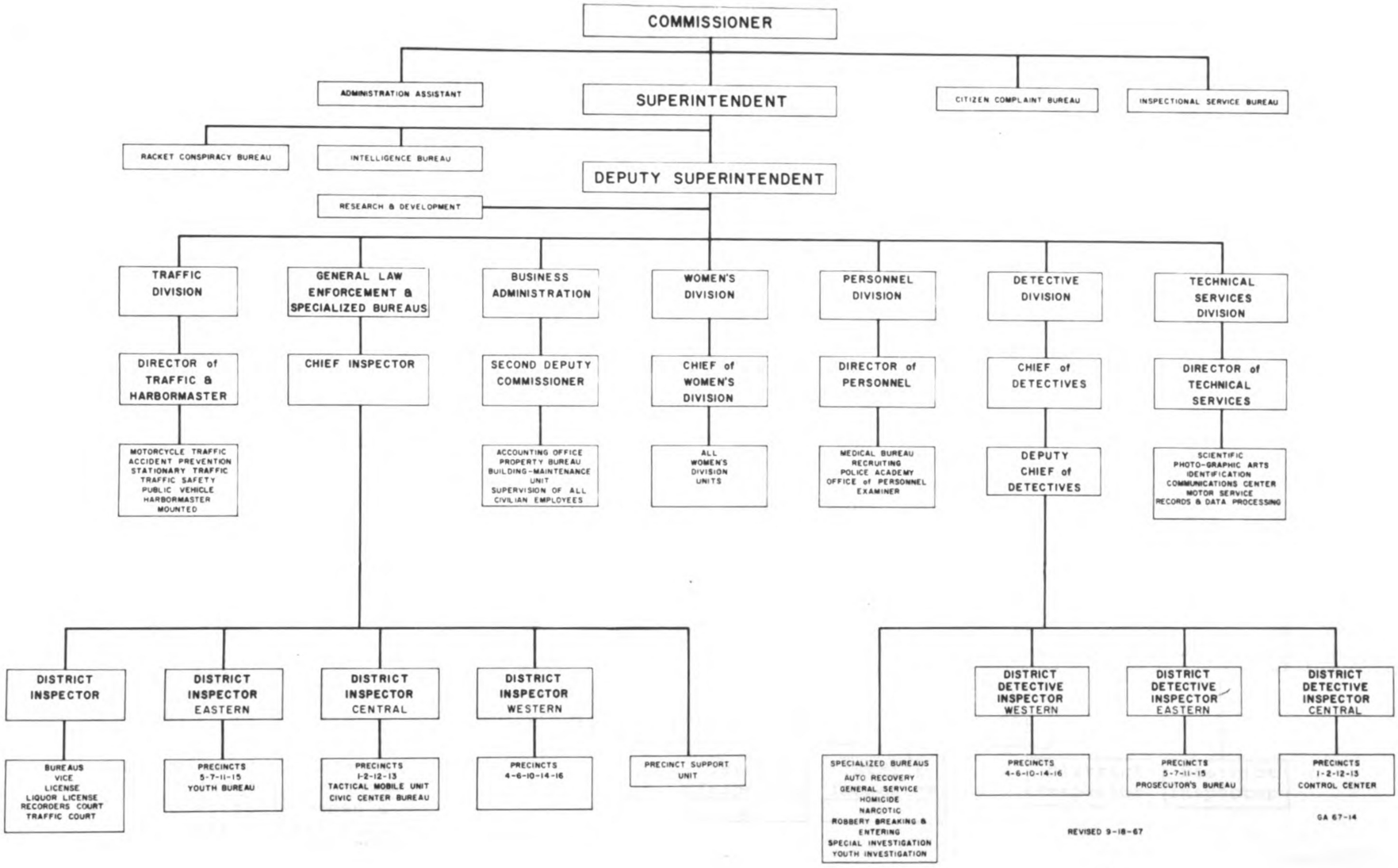

Chart 4.1. Present Detroit Police Organization

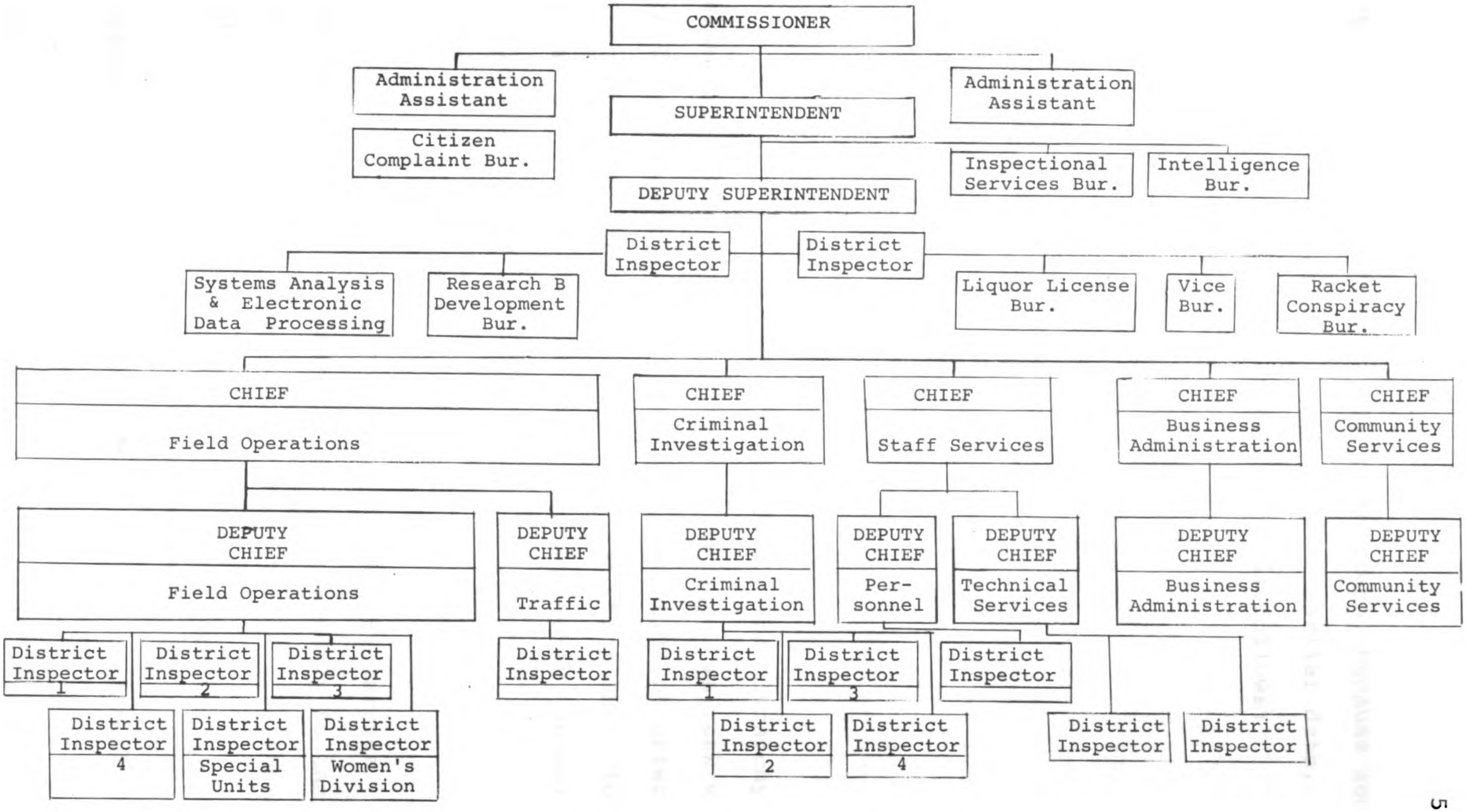

Chart 4.2. Proposed Detroit Police Organization

are not numbered consecutively to thirteen, because some precincts were absorbed by others at an earlier date.

The current rank structure is as follows:

Police Commissioner

Superintendent of Police

Deputy Superintendent of Police

Chief Inspector

District Inspector

Inspector

Lieutenant

Sergeant

Partolman and Police Woman

The Detective Division is a separate hierarchy headed by a Chief of Detectives who is equal in rank with the Chief Inspector. There is a Deputy Chief of Detectives who falls in between District and Chief Inspector of patrol rank, a District Detective Inspector, as well as the usual lower detective ranks.

IV. INSPECTIONAL SERVICE BUREAU

This is a four man bureau whose head carries the rank of District Inspector and reports directly to the Police Commissioner. He has an inspector, a lieutenant, and a detective sergeant working under him.

The District Inspector stated that the Bureau's mission is to see that the Detroit Police Department

runs according to the manual, and to make recommendations on deficiencies to the Commissioner.[6]

This Bureau performs the bulk of staff inspection within the Department.

Only one other Bureau reports directly to the Commissioner, that being the Citizen Complaint Bureau which has the specific function of investigating citizen complaints against the police.

The Inspectional Services Bureau does not investigate complaints of criminal behavior on the part of police officers. That is a function of the Commissioner's Squad, part of the the Intelligence Bureau.

The Inspectional Service does check the accuracy of reports and UCR information. The District Inspector stated that prior to 1966 Detroit UCR figures were not reliable. Since then the department has followed the F.B.I. manual for reporting, which, coupled with adequate inspection, has led to acceptable figures and accuracy.

Inspectional Services officers make radio runs along with the dispatched officer in order to study the quality of individual field officer performance.

Each patrol officer keeps a daily log of

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[6]Personal interview with Inspectional Services Bureau Commander.

complaints answered, with time on and off duty, time in and out on complaints, addresses, and other pertinent data. While the Inspectional Services Bureau does not conduct a Crime Report Audit as St. Louis does, these daily logs are subject to their inspection.

If an officer calls in sick, it is the duty of his supervisor to check on the man, who is confined by the rules to his place of illness. Inspectional Services runs routine checks on the status of sick persons.

A major portion of the Inspectional Services Bureau work revolves around the announced inspections of Precincts. They have a twenty seven page work sheet which outlines every phase of the inspection. The District Inspector stated that it takes his men four to six weeks of uninterrupted work to complete a precinct inspection. He noted that there are usually many interruptions which make the time longer. He feels he has an acute shortage of manpower in his bureau. If we consider the quotation from the Cincinnati I.A.C.P. report[7] which states that Cincinnati does not have enough inspectors, it seems that he must be right. Cincinnati has almost twice as many inspectors per 1,000 police officers as Detroit has. Furthermore, simple calculations

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[7]Found later in this study under Inspection Bureau, Cincinnati Police Department.

show us that it is impossible for the Inspectional Services Bureau to even inspect every precinct annually. If the time required for precinct inspections stretched out much past six weeks, some precincts might not be inspected in two years. This would not appear to be adequate inspectional coverage even in the best department.

Some of the items found on the worksheet and requiring inspection are all buildings, garage, auto pound, range, squad room, property room, cell block, lavatories, locker rooms, vehicles, equipment, furniture, supplies, communications equipment, personnel, utilization of personnel, Detroit Police Reserve, Youth Bureau, and special equipment such as breathalizer and fingerprint apparatus.

Personnel are interviewed concerning morale, general knowledge, special procedures, and relationship to supervisors. Actual questions are outlined on the worksheet.

Supervisors are interviewed concerning training, supervision, problems, precinct crime trends, relationship to superiors, and role of the police department.

Records are inspected including personnel, court, financial, licenses, prisoner, bond, expense accounts, time books, desk blotter, daily logs, arrest book, property book, police manual, vehicle maintenance and

handling, liquor and vice complaints, gun registration, daily reports, weekly reports, monthly reports, and files.

The emergency mobilization plan of each precinct is thoroughly inspected including civil defense assignments, emergency equipment, and training of officers.

Public relations inspection includes the number of public appearances of officers, liaison with community leaders, knowledge of businesses in the precinct, and public services performed.

Further, public surveys regarding police service are made by mail, police runs are followed up by personal interview, and persons leaving the station are questioned to determine if they received satisfaction.

An inspection check list of the same nature is used for the Detective Bureau inspections.

Line inspection in Detroit is routine, and has no outstanding features worthy of further discussion.

V. RADIO COMMUNICATIONS

Detroit uses separate telephone operators and radio dispatchers as do most larger departments. There are ten telephone operators in a room by themselves, separated from the dispatching operation by glass windows. Each operator receives calls from all parts of the city. All telephone calls and radio transmissions are recorded on two twenty four hour tapes. One tape is a master copy which is never shut off or removed except when a

new tape is being put on. The used master is then sealed and stored. The other tape is a working copy which can be played back or removed as necessary. As the operator answers the call, he writes the pertinent information on an electric duplicating machine which rewrites the same information at one of the four dispatching positions in the radio room. As soon as the operator can tell which of the four dispatchers will be affected he sets the machine to relay the information only to that dispatcher. If the call does not require a car to be dispatched, such as an administrative call, the call is merely switched accordingly.

As stated, there are four radio districts, each on a separate radio frequency. Each district dispatching center has two dispatchers, one for car radio dispatches, and one for the portable radios (PREP) in the field. Actually, each of the two dispatchers at any one station has the capacity to dispatch to either the cars in his area or the PREP radios, and does so whenever the situation demands it.

When the electric writer prints a message at one of the four dispatch centers, one of the two dispatchers will take the data and dispatch a patrolman. He also fills out the proper forms for the records bureau.

Since there are four districts and thirteen precincts, each radio district serves three precincts,

except one which serves four. There are fourteen patrol areas in each precinct and if all cars were on duty this would be a total of forty two cars per dispatcher for three of them and fifty six for one. However, typically there are from six to eleven cars on duty in a precinct rather than fourteen, so ordinarily a dispatcher has control of from eighteen to thirty three patrol officers in cars. Some calls for service cannot be met promptly, especially on busy nights and at times when the work force is short of men.

Each dispatcher keeps track of his men by placing the card filled out for records in a storage rack at the position indicated for the car which was dispatched. The rack stands somewhat vertically between the two dispatchers. It contains a marked slot for each precinct car that could be assigned. When the officer radios that he has finished the call, the card is removed and stamped with time, then forwarded to records section. If a patrol area has no car in it for the shift, there is a yellow "No Car" card which is left in the slot. When the slot is otherwise empty, the officer in that area is available for further assignment. The dispatchers can tell at a glance who is thus free or not.

Between each pair of dispatchers is a modern teletype setup, a 2260 Display Station, which can be operated by a third person, or by either dispatcher.

The teletype is connected to the Detroit Police computer, the state network (LEIN) at Lansing, Michigan, and the federal network (NCIC) in Washington, D.C. Requests from the field can be checked almost instantly when the system is in proper operation at all points. The Detroit computer is an IBM 360 Model 40 Processing Unit.

At this time the Detroit computer is used for statistics, prisoner data, stolen vehicles, and modus operani files. The investigating officer is responsible for furnishing all the material for the latter three categories, while the data for the statistics category come from the whole department.

The computer center proposes to expand soon to the following applications:

1. Personnel Inquiry
2. Manpower Reallocation
3. Scout Car Reallocation Inquiry
4. Management Information Inquiry
5. Police Prisoner Information Inquiry
6. Warrant Search Inquiry
7. Inventory Control
8. Serialized Property (stolen) Inquiry
9. Accounts Payable and Cost Analysis
10. Intra-Department Message Switching
11. Vehicle Inventory and Operations Cost
12. Radio Dispatch Car Analysis

13. Gun Registrations

14. Property Office Control

It would appear that when the proposed applications are put into effect, the computer operation will provide material for much more adequate controls in several fields that now require many hand operations. This, of course, is one major advantage of computer operation in that it reduces the need for clerical personnel. Personnel costs use up about ninety per cent of most police budgets. The other obvious advantage is speed of operation.

Besides the four regular District dispatching consoles, there is a traffic control and special frequencies console, a city-wide console, and a systems and monitoring console.

The city-wide console can be used as an alternate frequency because all police cars have a selector switch which can be turned either to district operation or city-wide channel.

The systems and monitoring console is the supervisor's console. If he wishes he can shut off regular dispatchers and take over their operation. This is not usually done, except to notify all cars of some situation. If an officer in a car is transmitting, his regular dispatcher will still hear him, but while the supervisor is using the override the other cars will not hear

him. A system of lights tells the regular dispatchers when the supervisor is on the radio from his console.

Generally, one could say that control of manpower through the police radio is adequate in the Detroit Police Department. There are sufficient telephone operators, and the dispatchers are able to keep up with the work. The records made by the dispatchers are given care in handling so that permanent case numbers and records may be made. The biggest problem seems to be a shortage of officers on the street to take calls, something the communications section has no control over.

While Detroit employs controls other than those described, it was felt that these were the most important. Field reporting procedures were found to be typical and will not be discussed further.

CHAPTER V

SAINT LOUIS, MISSOURI

I. FACTS ABOUT THE CITY

St. Louis is the tenth largest city in the nation. The 1950 census listed the population at 856,796 persons, while the 1960 census showed the population to be down to 750,026 persons.[1] The St. Louis SMSA is gaining in population, however, with a 1965 estimated population of 2,284,000 persons.[2]

St. Louis is located on the Mississippi River in the heart of the central United States. It is a major transport center, with nineteen miles of riverfront and twenty five railroads. It is a leading center for raw fur, livestock, grain, wool, lumber, meat packing, brewing, food production, drugs, clothing, chemicals, and building materials.[3]

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[1] The World Almanac, op. cit., p. 604.

[2] Ibid., p. 653.

[3] Leon E. Seltzer (ed.), The Columbia Lippincott Gazetteer of the World (Morningside Heights, New York: Columbia University Press, 1961), p. 1639.

II. ST. LOUIS METROPOLITAN POLICE DEPARTMENT

The St. Louis Metropolitan Police Department is the nation's tenth largest as the city is. As of January 1, 1968 the department had 2,058 sworn personnel and 612 civilians for a total of 2,670 police employees.[4] This gives the department 3.56 employees per 1,000 city residents, considerably more than Detroit and Cincinnati, and only slightly fewer than Chicago.

The departmental organization, chart 5.1, has been changing slightly from year to year, but basically remaining the same. There are two units, Intelligence Unit and Police-Community Relations Division, and four bureaus reporting directly to the Chief, very much in line with modern organizational practices. The four bureaus are: (1) Bureau of Field Operations, (2) Bureau of Investigation, (3) Bureau of Services, and (4) Bureau of Inspections.

The Chief has the rank of Colonel, Bureau Commanders are Lt. Colonels, Assistant Bureau Chiefs are Majors, and Division Commanders are usually Captains. Many civilians hold high positions, such as Commander of the Services Bureau and Police-Community Relations Division. All in all, the St. Louis command structure

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[4] The World Almanac, op. cit., p. 767.

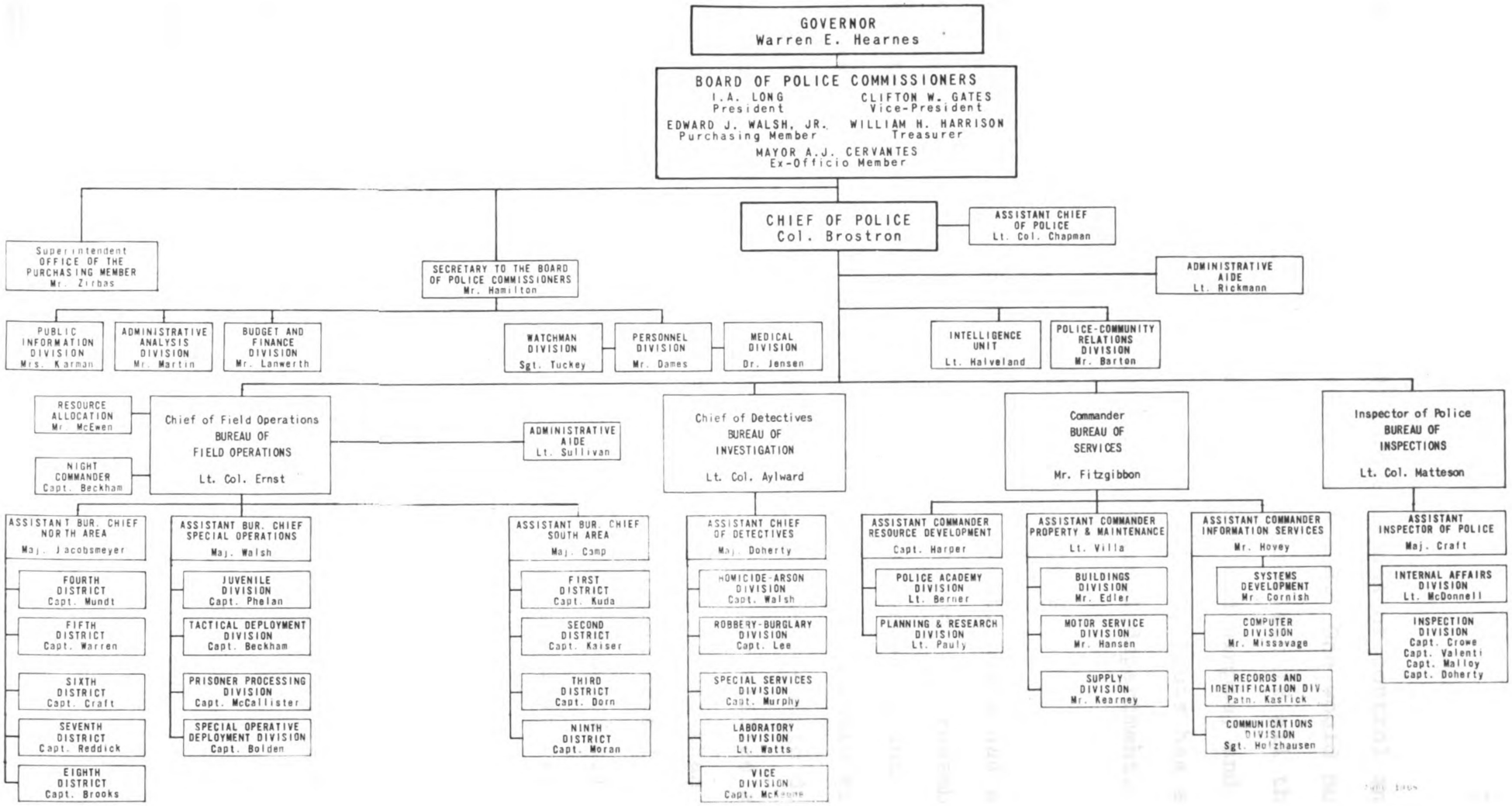

Chart 5.1. St. Louis Police Organization

and organization tend toward broad spans of control and a very straightforward chain of command. One would not expect to find many serious control problems if all the department's operations were so clean and simple, and indeed, there do not seem to be many. St. Louis has a reputation as a progressive, professional department.

III. RADIO COMMUNICATIONS

The Communications Division of St. Louis has no distinctive features worthy of elaboration. It resembles the Detroit Communications Center in arrangement and operation except that radio clerks fill out a radio ticket for the dispatcher rather than use the electric duplicating writers that Detroit uses, and they utilize a lighted map board like the one in Chicago rather than a card rack. Radio cars are equipped to monitor all other cars and the dispatcher. Most beat men and all motor sergeants carry portable radios as do officers on stake-out and other special assignments.

IV. STAFF INSPECTIONS

The Intelligence Unit mentioned earlier does not work on internal affairs in St. Louis as they do in some other cities. Their primary job is in the field of organized crime and subversive elements. The Bureau of Inspections handles all of the staff inspection work.

The Bureau of Inspections has five commands: (1) Office of the Inspector of Police, (2) Internal Affairs Division, (3) Field Inspections Division, (4) Annual Inspection Division, and (5) Procedures Evaluation Division.

Under the Inspector of Police there is a Chief Deputy Inspector and a staff of sworn officers and civilians.

The Internal Affairs Division is assigned to conduct investigations of a confidential nature into matters involving deficiencies in work performance and complaints against officers. They initiate investigations into possible internal deficiencies, and control and coordinate disciplinary procedures.[5]

The Field Inspections Division is responsible for inspecting appearance, conduct, and duty performance of personnel, condition of materials, equipment, and facilities, compliance by personnel to department rules, regulations, orders and procedures, and any other inspections which may contribute to determining department efficiency.[6]

The Annual Inspection Division arranges and

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[5] Manual, Department of Police, St. Louis, Missouri (St. Louis: Board of Police Commissioners, 1964), p. 56.

[6] Ibid., p. 57.

coordinates teams of inspectors for intensive inspection of personnel, supplies, facilities, equipment, and records at least once a year.[7]

The Procedures Evaluation Division has the job of evaluating department rules, orders, and operating procedures and methods with the aim of determining if they are satisfactory for the department's needs. The Division reports the results of evaluations, and makes recommendations for changes where they are needed.[8]

Staff inspection is a constant ongoing process in St. Louis. The inspector's job is to find discrepancies where they exist, and to find the reason for such discrepancies. He reports to the Chief his findings and recommendations. Inspectors work in a number of ways. One way is for an inspector to go out in a radio car and listen for an assignment to be given a patrolman. He then goes to the same location. First of all, the patrolman had better be there when he says he is. The inspector may observe from his car, or he may get out and stand around the scene to watch the officer work. He will not get involved unless the man's safety is endangered.

Inspectors are normally newly promoted sergeants and lieutenants. They are assigned the inspection job

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[7] Ibid. [8] Ibid.

for just a few months prior to becoming line commanders. The experience of being inspectors for a while has been shown to make the men better line commanders. They are often resented by patrol officers, but their work is considered vital by the administration.

Since officers work only a few months as inspectors, the number of inspectors is constantly fluctuating. Another cause of fluctuation is that the Annual Inspection Division uses line personnel for its teams, then returns them. The point is that the inspection unit in St. Louis is very flexible, capable of expanding to meet any need. Neither do officers get a chance to stagnate on the job, for they often do not stay there long. While the number of inspectors may vary, there are still sufficient officers to meet the demands for inspection. Adequate provisions have been made for every form of staff inspection without overloading inspection personnel and without having excessive numbers of inspectors without work to do. The use of such farsighted methods struck this researcher as being very practical and economical.

V. CRIME REPORT AUDIT

St. Louis found itself in the same condition as most other cities in 1963. About thirty per cent of their cases were downgraded for UCR reporting. Some of

the downgrading was done deliberately to give the patrol division a better appearance of being more crime free. Others were due to faulty police investigative techniques. At any rate, St. Louis crime statistics were anything but realistic and police work was often faulty.

To correct the situation they developed a staff inspection function which they called the "Crime Report Audit." A Crime Report Audit team consists of two men, one a civilian from the Government Research Institute, and the other a sergeant, lieutenant, or captain from staff inspection. They begin by randomly picking one weekend out of a quarter. They pick up the radio tickets for the period to be reinvestigated. Radio tickets list the original complaint and the officer's classification and disposition. They are kept on file over a year. They select all of the following for complete reinvestigation:

1. Requests for service.
2. Reports of assault.
3. Larcenies.
4. Unfounded reports.
5. Unable to locate reports.

The team then begins just where the officer did, and contacts the complainant. They fully reinvestigate the whole crime. If they find that the officer did not correctly classify the crime, they go to the files for his

report to find out why. The function of the Crime Report Audit team is to compare the work of the officer with their own findings in a complete reinvestigation of the complaint. They are looking specifically for incorrect listings of UCR crimes and for evidence of faulty police work on the part of the investigating officer.

As stated, they found thirty per cent of the city's cases improperly classified at first, regardless of the reason. However, after about one year they had reduced this figure to about two per cent upgraded and two per cent downgraded. They have since found this two per cent plus or minus to be a constant factor, which, incidentally results in almost accurage UCR figures. Primarily though, they have successfully reduced faulty police work, and eliminated deliberate falsification of reports for appearances. Accuracy of St. Louis reports is now considered to be among the very best.

The St. Louis Police Department uses many other inspection and control procedures, but the staff inspection functions described were felt to be the most useful to report on for other police administrators.

The St. Louis Metropolitan Police Department has a reputation for being more professionalized than the average. This year alone the department has three officers returning with Master of Science degrees in the

police field, as well as several officers completing Bachelor degrees. Many officers already have degrees from several colleges. The department recognizes and respects the quality of work these men produce. It encourages and aids its officers to further their education. Officers returning with degrees are asked where they would like to work. They are given preferential treatment, both by assignment and promotion. It seems to the researcher that such handling of college graduates should help to create incentive, at least for the younger officers, to better themselves in the same fashion. This in turn cannot help but improve the whole department.

In the New York City Police Department the competition for promotion is so stiff that many officers take college courses and complete degrees on their own time just to be more able to compete in the civil service examinations for promotion. Captain Charles Peterson, NYCPD graduate from Michigan State University in 1968, stated that New York City has many line officers and supervisory officers with degrees up to Doctorate which were gained mostly in order to compete for promotion.

This researcher's home department at Eau Claire, Wisconsin had only two officers attending college full or part time five years ago. Now that several officers

have gained additional pay and promotions through college work, there are twenty seven out of sixty sworn officers attending school at least part time at Wisconsin State University of Eau Claire.

The point is that organization of police agencies, and planning for their future growth and professionalization must include room and flexibility for adapting to any method of improvement, whether it be to do a better inspection or to hire a better officer.

CHAPTER VI

CINCINNATI, OHIO

I. FACTS ABOUT THE CITY

The population of Cincinnati in 1960 was 502,550 persons, by United States census. It is the twenty-first largest city in the United States.[1] Typical of most large American cities, the population within the city seems to be going down. The 1950 census showed 503,998 persons, while a 1968 estimate placed the population at 500,562 persons.[2]

Cincinnati is the economic center for the Cincinnati SMSA which had an estimated 1968 population of 1,400,200 persons. The SMSA population has increased about ten per cent since 1960. The SMSA is the seventeenth largest in the country.[3]

The city limits enclose 77.62 square miles. The SMSA is 2,154 square miles, mostly within thirty miles of the city.[4]

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[1] The World Almanac, op. cit., p. 604.

[2] U. S. Census of Population; 1968 estimates - Bureau of Commerce.

[3] The World Almanac, op. cit., p. 652.

The city is primarily a manufacturing community, leading in machine tools, soap, and playing card production.

Incomes generally are about equal to or slightly higher than the national average.

The city can be described as generally being progressive. Effects of urban renewal projects are visible. Modern thorofares speed the flow of traffic even in the heart of the city. There are few signs of obvious deterioration. Many tall modern buildings fill the downtown area.

II. SIZE OF THE POLICE DEPARTMENT

As of January 1, 1968 the department had 923 officers and 129 civilian employees.[5] This gives Cincinnati the twenty-second largest police department if all employees are considered, and the twenty-first largest if only police officers are included in the calculations. Using the 1968 estimated census figures, the city has 2.00 police employees per 1,000 population, the lowest per capita ratio of the five cities included in this study. An unofficial source places the total

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[4] I.A.C.P. Study, Cincinnati, op. cit., pp. 3-4.

[5] The World Almanac, op. cit., p. 767.

department manpower at 1,151 persons at the present time. If this source is accurate, the figure is then 2.29 police employees per 1,000 population, still the lowest of those cities studied. The latter figure would include police dpeartment cadets who were not counted in the official figure. Cadets are used in several clerical positions within the department.

III. POLICE DEPARTMENT ORGANIZATION

Chart 6.1 shows the actual current organization of the police department.

The International Association of Chiefs of Police has just recently released the results of its study of the Cincinnati Division of Police. Since they have recommended some organizational rearrangements, the proposed organization is also shown in chart 6.2. The proposed reorganization is due to start being implemented about July 1, 1969.

Currently there are seven patrol districts in the city. The I.A.C.P. recommends reduction to five. The Patrol Force presently operates three shifts, with half of the patrolmen of each tour beginning on the hour and the other half one-half hour later.

There is also a specialized Tactical Unit of forty six men and several police dogs. This unit concentrates on burglar patrol most of the time, but is

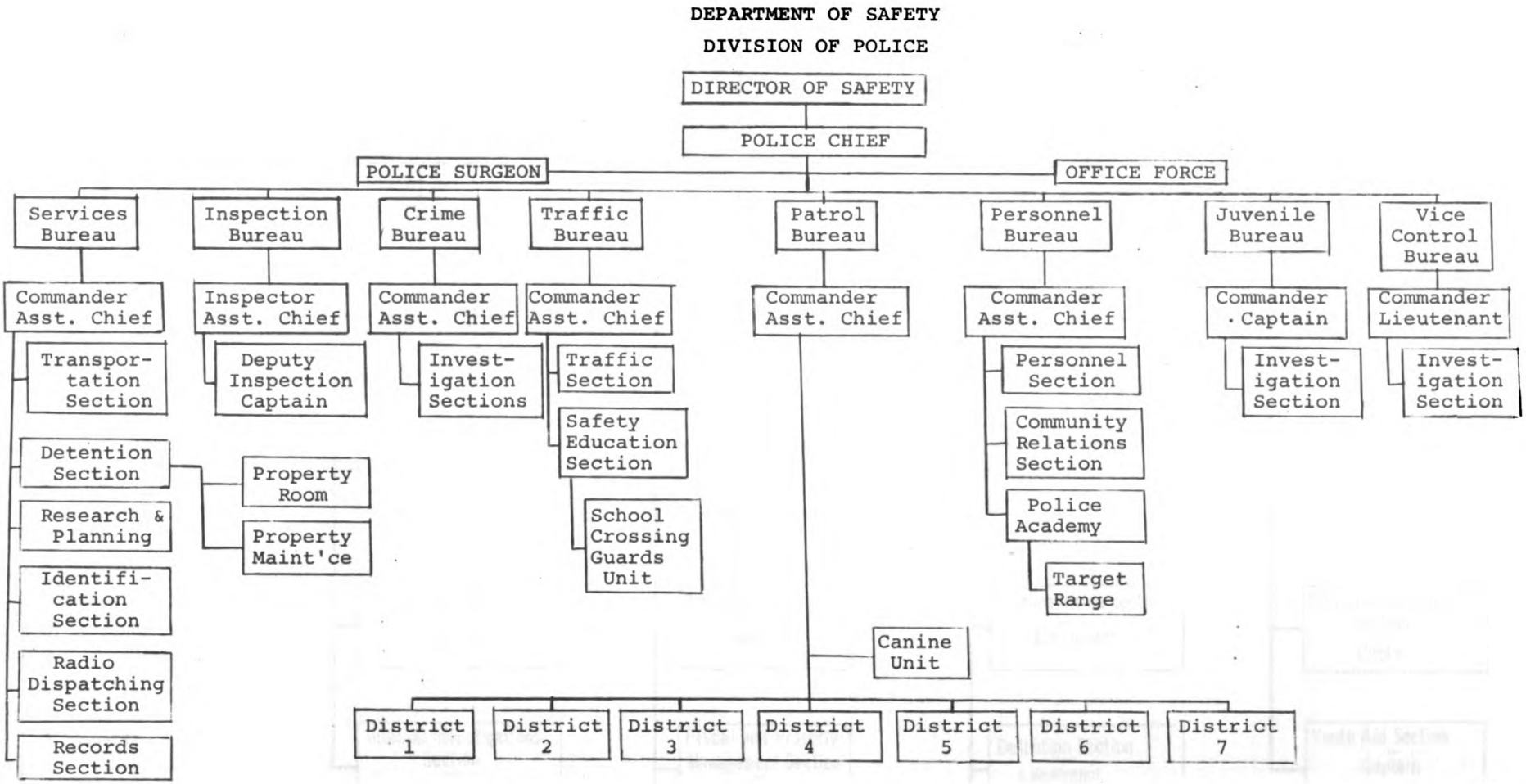

Chart 6.1. Present Cincinnati Police Organization

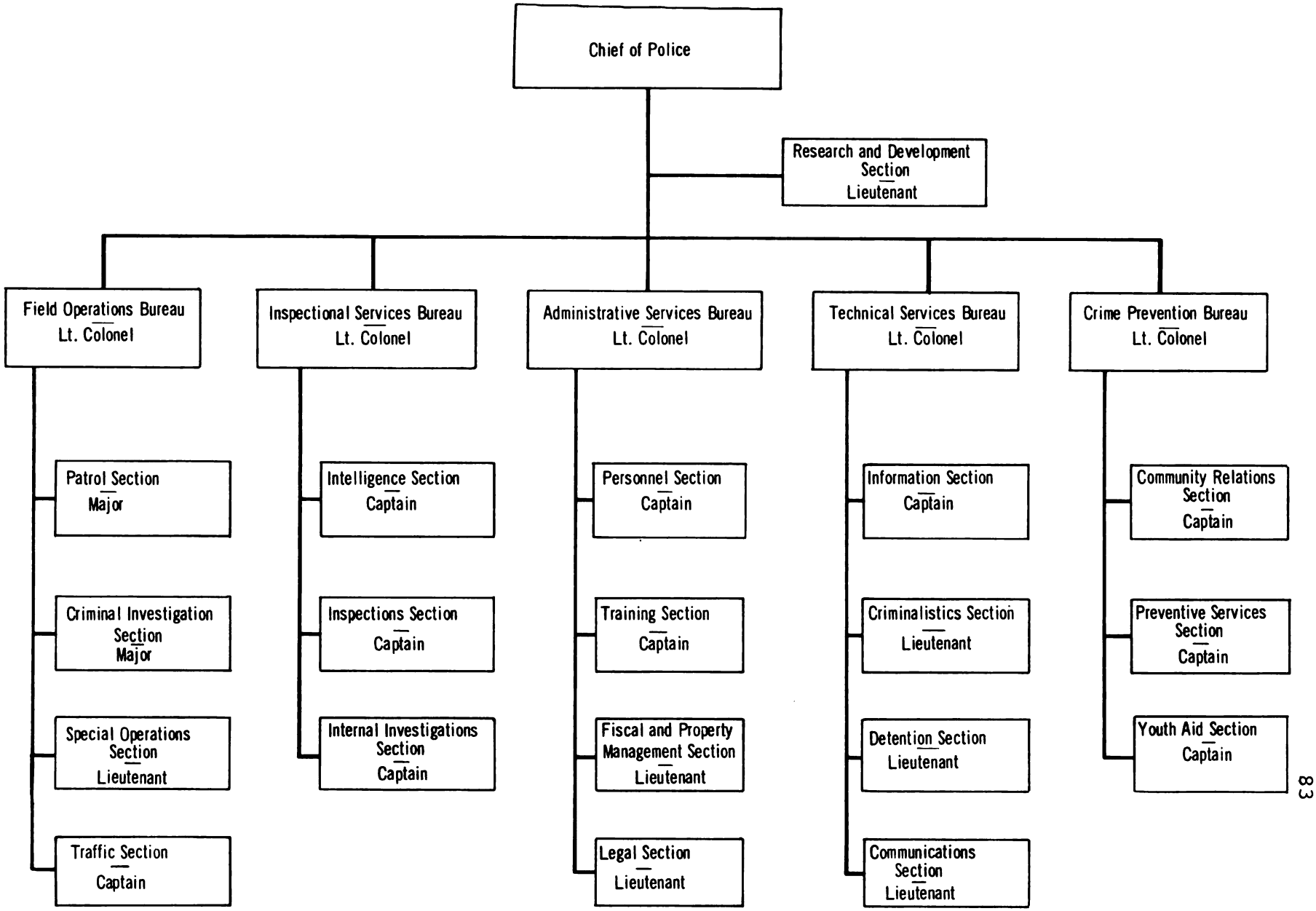

Chart 6.2. Proposed Cincinnati Police Organization

also specially trained for the handling of civil disturbances. The Tactical Unit is comprised of elite officers who volunteer for the work. Volunteers are screened for suitability for the job, especially concerning their ability to handle people tactfully. The unit was established during the 1967 riots on a temporary basis. Its effectiveness became apparent, however, so it was made a permanent patrol unit in 1968. The unit usually works as an independent overlapping unit from 6:00 PM to 2:00 AM, but its hours are flexible according to the crime problem. Its patrol activities are guided by examination of the current crime trends.

The current rank structure is quasi-military as follows:

Title	Number of Officers	Rank
Chief of Police	1	Colonel
Assistant Chief	6	Lt. Colonel
Captain	13	Captain
Lieutenant	35	Lieutenant
Sergeant	94	Sergeant
Police Specialist	211	Police Specialist
Police Officer	580	Policeman

The I.A.C.P. recommends the rank of major be added for two positions, to be called Commanders (of Patrol Bureau and Crime Bureau.) The I.A.C.P. also

recommends three more captains, nineteen more lieutenants, and twenty six more sergeants be added to the ranks.

IV. INSPECTION BUREAU

The present Inspection Bureau is staffed by one Assistant Chief and one Captain. The Captain is supposed to work mostly at night. Actually, assignments other than inspection often take up the time of these officers.

The Manual of Rules lists the following duties for the Police Inspector:[6]

> 08.115 He shall inspect the personnel of the Division and report and cause to be corrected any neglect, carelessness in manner or attire, and any improper conduct or performance of duty.
>
> .120 He shall inspect police properties and equipment, procedures, and results of police operations. . .
>
> .125 His primary responsibility is the examination of resources and operations of all units on a scheduled basis . . .
>
> .130 He shall appraise such intangibles as public relations and community conditions . . .
>
> .135 He shall prepare inspection reports . . .
>
> .140 He shall analyze reports fromsupervisory officers . . .

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[6]Manual of Rules and Regulations for Cincinnati, Ohio Division of Police. This list is not complete, but outlines major duties.

.145 He shall report to all serious and extensive fires, riots, and catastrophies, and, in the absence of line officers, take command of the police operation.

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

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

.160 He shall visit members of the Division who are sick or injured . . . , and shall personally investigate cases where the cause of absence is not clearly indicated.

.170 He shall exercise staff supervision of personnel attending court and cause correction of any negligence, carelessness, or deficiency in case presentation or in decorum.

The manual lists the same duties for the Deputy Police Inspector.

The Police Inspector stated that the manual is an accurate representation of his work.[7] He added that scheduled inspection of a Police District takes about seven weeks if the work is not interrupted. He further stated that his office frequently makes unannounced inspections throughout the Division of Police, checking usually one or two items such as the operation of the District tape recorders. While he feels that two men are not enough to adequately inspect his department, he quickly adds that his office has a reputation for action

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[7]Personal interview with the Police Inspector.

on any complaint, thus each man in the field sometimes becomes an assistant by reporting problems.

The I.A.C.P. report recommends the addition of two more captains to the Inspectional Service. Under their scheme the Assistant Chief would head the Inspectional Services Bureau, and a Captain would operate each of three Sections, Internal Investigations Section, Intelligence Section, and Inspections Section.

While the current number of two inspections officers is more than double the ratio of inspectors to total police force in Detroit, and almost double the ratio in New York City, it does seem to be a small number of men to accomplish the duties set forth in the rules manual. In fact, the I.A.C.P. report states:[8]

> For the most part, the inspector and his deputy have been unable to perform the functions enumerated in the Rules and Regulations. . . . The Bookkeeping and clerical functions of the Inspection Bureau make drastic inroads on the available time which should be used for inspectional activities.

The Inspection Bureau does not perform a crime report audit. They do investigate citizen complaints, but no attempt is made to reinvestigate crime reports, or to verify their accuracy. The inspector does at times answer radio calls along with the dispatched officer in order to perform on-the-spot staff inspection of the

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[8]I.A.C.P. Study, Cincinnati, op. cit., p. 104.

officers' performance; however, his presence is recognized by the officers usually and might serve to bring out their better behavior. Complete reinvestigation from start to finish by staff officers at a later date could overcome this possible drawback.

V. LINE INSPECTION

The largest amount of line inspection is done by the sergeant who is the immediate field supervisor. He checks his men for proper uniforms, condition of clothing and equipment, and sees that they are aware of situations which might require their attention while on duty. He briefs his men on things that have occurred since they last worked, and issues proper papers and forms to see that they are prepared to do their job.

The sergeant is also required to inspect his men at the end of the tour. He is required to report to the officer in charge any instances of unfitness detected either at inspection or during the tour of duty.

He is to devote as much time as possible to inspection of his men during the tour of duty. This includes checking public places for violations of laws and ordinances as a check on his men, who should also have found any obvious violations.

He is to inspect vehicles at least once a week,

including checking how the men handle them. He supervises daily inspection of vehicles by the men prior to starting work. He investigates all auto accidents involving police vehicles.

He is to inspect arms, ammunition, and weapons belts at least once a week.

He examines all reports from his men to ensure conformity with police policy. Through the examination of reports he forms opinions of the kind of work each officer is doing.

While the sergeant exercises control through line inspections, he also exercises control through supervision and direction of subordinates in investigations and effective case preparation as well as other phases of police work.

The district lieutenant is the next officer above the sergeant. He supervises the sergeants and leads them in the activities mentioned above. He is responsible for the investigation of charges of misconduct on the part of his men. He assists the district commander on examinations and hearings resulting from such charges.

The Lieutenant also must examine reports submitted by his command to insure conformity to the rules.

He exerts direct control by ordering the sergeants to deploy men so as to meet the needs of the district.

He inspects the operations of his sergeants just as they inspect their subordinates.

The captain of the district tends more to the business of evaluating crimes in the district, and designing programs to control crime. He also works on the problems of the community and on traffic problems. He still is responsible for the accuracy and conformity of reports, as well as the other functions of his subordinates.

He does make irregular and unannounced inspections of all parts of his district to observe conditions, efficiency of operation, and conformity with regulations and orders.

The Patrol Bureau Commander also makes such irregular and unannounced inspections, and generally supervises, inspects, and evaluates his subordinates.

Obviously, the further up the hierarchy a supervisor is, the less time he can spend in direct examination of the men.

VI. RADIO COMMUNICATIONS

Radio communications in the Cincinnati Police Department at this time are inadequate and outdated to say the least. The city has recognized this fact and is taking steps to remedy the situation. The city has plans which should go into effect about January, 1970

for a completely new dispatching center. The new station will operate on six channels and should be adequate as well as a great improvement. Under the new system each officer, whether on foot beat or in a patrol car, will be equipped with a small portable receiver so he can be called by radio. Currently foot officers and motor patrol officers away from their cars cannot be contacted by radio.

There are three telephone operator/dispatcher positions in Station "X," which is the radio communications center for the police department. There is also one master control position which has radio control over all the city radios. Only one of the three operator/dispatchers can broadcast at any one time. The other two positions use the time to accept incoming calls when the radio is in use. Not all complaint calls come directly to Station "X." Each District has a listed number, and receives frequent calls for service. The District operator must take the complaint information, then make a separate call to Station "X" for a car to be dispatched and records made of the complaint. Not only is this system much slower than a direct call to Station "X," but there is always the danger that the call may become totally lost.

After Station "X" has received a complaint and dispatched a car, the police cadet is assigned the job

of placing the information on an interdepartmental teletype which forwards verification of the call to the patrol district, and gives the information concerning the complaint to the records section for number assignment and further processing.

When the patrolman has finished with the call, he has to make two telephone calls to relay the disposition of the case to proper sources. One call goes to Station "X" to let them know the officer is clear, and possibly for further dissemination of information to other cars where required, and the other call goes to the Records Section for assignment of a complaint number and processing as will be described later under field reports.

The radio system is set up now so that all cars hear each broadcast from Station "X," but patrol cars cannot hear each other. Only Station "X" receives a broadcast from a car in the field, with the exception of supervisors' cars and crime bureau cars. All supervisory and crime bureau cars are equipped to talk car to car and to monitor all calls.

After a change of shifts, each district station puts information on the teletype which tells Station "X" personnel how many cars are available and their areas of assignment. There is a period of time then

when the dispatchers do not know which cars are in service.

The dispatchers have a lighted map board which indicates the status of the cars in the field. The lights must be operated manually by the dispatcher.

The senior dispatcher on duty at the time stated that often the three dispatchers cannot handle the volume of calls that come in. At such times the master control panel has to be used also, but with four operator/dispatchers on the same frequency he said there is little more than confusion.

During busy times more than one officer in a car may try to call in at the same time, neither being able to hear that the other is also transmitting. This situation reportedly calls for a dispatcher who is able to understand two or more officers calling at once. They said it can be done. The obvious point is that with such a radio system, little, if any, control can be exerted on an individual officer by dispatchers or sergeants through the radio. About all that can be accomplished is that the sergeant may recognize the need for supervision and be able to go to the man. A prior commitment on the sergeant's part might preclude his going to the man, at the same time the limited radio time might prevent his giving assistance by radio.

To further complicate matters, Station "X" has

two separate commands. The maintenance of all equipment, and the manning of all but the three police consoles and interdepartmental teletype is a city operation under the Superintendent of Communications for the city. However, there are four sergeants, eleven patrolmen, and five police cadets assigned to Station "X" who work under the Assistant Chief of Police Services. This split command over basically the same functions is a needless duplication of efforts and a waste of manpower, as well as a source of some confusion of control. The I.A.C.P. report recommends that in the next three years the full operation should be turned over to the city employees, releasing the police personnel for other duties.

Besides the radio system and interdepartmental teletype, Station "X" also contains teletype operations connected with the Law Enforcement Teletype System and the Ohio State Teletype Network.

No figures were available as to the number of phone calls received, or the number of cars dispatched in any given time period.

Tape recorders operate to record one copy of all incoming telephone calls and all radio transmissions. Portions of calls may be missed while the tapes are being changed. If material from the tape is needed,

the recorder must also be put out of service while playing back the tape.

VII. FIELD OFFICER REPORTS

CRIME REPORTS

Cincinnati Police use some standardized form for every type of police report. These forms are divided into blank areas which call for specific information to be placed in the blanks by the investigating officer. He fills out one copy in pencil at the scene of the investigation. All crimes are reported on an "Offense Report" except homicides, and stolen or recovered automobiles. If during the investigation the officer gathers pertinent information as to suspects or other material requiring possible further work, he fills out a "Supplementary Offense Report" which is only a blank page with a few spaces for identifying the case and the rest for additional details. One copy goes to the District Detectives, one to the Crime Bureau, and one stays with the original offense report.

Since the reporting procedure is the same for many field reports, it will be described here. When the officer has finished the investigation he takes his report to a telephone. He calls Central Records and is connected with a clerk. The Officer reads each entry on his report to the clerk, who types up the required

copies for Central Records, the officer's precinct, and the Crime Bureau. The officer keeps his copy for comparison later with the typed copy. If the typed copy is correct, the officer merely discards his pencil copy. If not, corrections are supposed to be made.

The theory behind this method is that quick dissemination of reports can be made to all the department when there is pertinent information to be passed on, such as a suspect, stolen auto, etc. If the officer merely kept his report to the end of his tour of duty, hours might be lost. Admittedly the system uses up a lot of time, particularly for field officers.

A practical reason behind the method is that the police radio is overworked and cannot be used for the quick dissemination of information.

Homicides are reported on a form similar to the offense report and known as a "Homicide Report." It has spaces for a full description of the deceased, how he died, disposition of the body, witnesses, arrestees, suspects, and disposition of the case.

The "Stolen or Found Automobile Report" is used in either case where police are involved with an automobile. It has spaces for complete information concerning the car, larceny details, persons arrested, disposition of the case, and a property release statement for the owner to sign.

NON CRIME REPORTS

A "Missing or Wanted Persons Report" form is used in either of the cases mentioned in the title. This form again is similar in size and makeup to the previously described reports.

The following reports are not dictated by telephone to Central Records, nor are they standard sized reports. They range in size from three by five inches to eight and one half by eleven inches, with many odd sizes between.

The standard "Motor Vehicle Traffic Accident Report" is filled out in two copies and turned in at the end of a tour. The officer calls in only for a report number as a rule.

Aided cases, a large portion of the work of most departments, are reported on a small form with many "check the box" blanks to indicate handling of the case. There are four short lines for a description of service rendered. These reports are used whenever an officer has to render any kind of aid to a citizen, be he sick, dead, injured, lost, or locked out of his house.

Three reports may be involved when a person is arrested. An "Arrest and Investigation Report" identifies and describes the person and the crime, a "Case Summary Sheet" goes to the prosecutor if the case comes up for trial, and a "Juvenile Complaint Memorandum" goes

to the Juvenile Bureau for follow up where youths are taken into custody.

Miscellaneous reports involve wrecker service, photo negatives (for police lab), subpoenas, warrants, property receipts, lost and found, vacant houses, and beat hazards.

The officer maintains a "Patrolmen's Daily Report" which is a log of all his calls and activities. Statistics from the log go into weekly, monthly, and yearly supervisory reports on each officer. This is the sort of material to which Blau and Scott were referring in Chatper VII on performance records as impersonal means of control.

One report seems to be a holdover from years gone by. Each officer, including radio patrol officers and beat men with portable radios, is required to telephone his precinct station either hourly or every two hours and report his position, plus any pertinent information. Even though the officer may have just been on the radio, he still is required to report by telephone. This appears to be a useless waste of time and effort. A precinct officer is responsible for recording such calls at the precinct, a further waste.

The I.A.C.P. study found the following problems with the Cincinnati Police reporting system.[9]

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[9] Ibid., pp. 417-421.

Handwritten reports did not always agree with the typed form at headquarters, thus permanent records were incomplete.

Salient facts were too briefly stated. Some of the blame for this was placed on the telephone reporting system. Officers did not like to spend a lot of time on the phone, and clerks were rushed. However, most of the blame was placed on the following deficiencies: (1) inadequate investigative training for officers, (2) inadequate training in report writing, (3) insufficient supervisory control of investigations and field reporting, and (4) insufficient headquarters control and inspection.

The mixed sizes of reports leads to filing problems.

Reporting instructions are not all found in the same place for some reports.

Several types of reports which now require different forms could more practically be placed on one multi-purpose form.

The I.A.C.P. study recommends the discontinuance of present report forms, and the adoption of five standardized report forms for crimes as follows:

1. Incident Report
2. Crime Against Person Report
3. Crime Against Property Report

4. Vehicle Report (Stolen - Recovered - Towed)

5. Missing Person Report

Plus four auxillary reports:

1. Supplement Report

2. Arrest Report

3. Property Report

4. Prosecution Report

The I.A.C.P. study also recommends the discontinuance of telephone reporting. Instead they recommend the sergeant should pick up field reports regularly during the tour, examine them for accuracy and thoroughness, sign them himself, and take them into headquarters.

The radio communications operations and parts of the field reporting procedures are prime examples of how control systems can eventually become outdated and nearly useless if they are not continually reviewed and revised.

CHAPTER VII

A MODEL CONTROL SYSTEM

I. OBJECTIVE

The purpose of this chapter is to synthesize the various facets of control into a control system as defined in Chapter I. A control system must include many aspects of control which have not been considered previously in this study, such as recruitment and selection of personnel. However, even with the inclusion of new material, this chapter does not purport to be all inclusive. Rather it is an attempt to consider the major areas of control. The realistic administrator whould doubtless find additional measures for control of his department which would be equally valuable to him.

One method for developing a model control system would be to define a real or hypothetical city, and to consider every possible means of controlling its police agency. However, such a study would be too involved for the purposes of this work, and much of the material so developed might not be applicable in more than a general way to any other police department. For the purposes of this study, methods of control will be

discussed without any association with any particular department. The work of making individual applications to a particular police department will be left to the administrator.

II. AREAS OF CONTROL

Three areas of control will be considered in this chapter. They are: (1) line controls, (2) organizational or structural controls, and (3) staff-administrative controls. As was noted in Chapter I, these are internal controls, that is, they are derived and operated within the police agency by its personnel.

III. LINE CONTROLS

SUPERVISION

Line supervision is probably the most important single control factor operating on the average policeman. Speaking of subordinates, the Task Force Report: the Police states:[1]

> The extent to which they conform with policy formulated at the top levels will be determined, in large measure, by the spirit and tone in which it is communicated to them by their more immediate supervisors.

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[1]The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: the Police (Washington: Government Printing Office, 1967), p. 28.

For example, if a commander goes to a staff meeting where a new policy is being implemented, and the administration lets it be known that the decision was reluctantly made, then the commander is likely to advise his men that the new policy is there, but will not be too important. The end result might well be that the new policy will be followed for a few days while it is fresh, but most of the men will soon return to the old way of doing things. The point is that if policy is to be implemented successfully, it must be presented forcefully at every level. Then follow up checks should be made to see that the new policy is adhered to at all levels. Half-hearted presentation must be avoided, no matter how reluctantly the decision was made.

On matters such as enforcement of policy concerning sleeping on duty, leaving one's post without authority, and failing to meet financial obligations the Task Force Report states:[2]

> The success of internal controls as applied to such matters appears to be dependent on two major factors: (1) the attitude and commitment of the head of the agency to the policies being enforced and (2) the degree to which individual officers and especially supervisory officers have a desire to conform.

It is obvious then that the administrator who wishes to establish and maintain control must take all measures necessary to create a desire to conform in his men.

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[2] Ibid., p. 29.

There are many positive and negative sanctions available to assist with the creation.

TRAINING (AS INTERNALIZED CONTROL FOR EACH INDIVIDUAL)

Many phases of police work are learned through training administered by supervisory officers. One highly important type of training is that which teaches the men to think highly of their job and to always look and act like professional public servants. Often this kind of training comes only from recruit school. How many times have recruits been taught such matters well, only to have the platoon sergeant tell them on their first working day to "forget all that junk, you're just a working dog now," and, sadly, go on to teach the recruit all the wrong attitudes? How often has a sergeant scoffed at the value of training and education in front of his men?

Why are such men sergeants and supervisors? Because promotion came through civil service tests, seniority, or some similar principle, rather than through proven ability to lead and teach. A good remedy for such problems would be a strong in-service training program for supervisors. Blau and Scott have examined the role of supervisors and have pointed out some of the qualities they must have to be good leaders.[3] They found

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[3]Blau and Scott, op. cit., pp. 140-164.

that subordinates under authoritarian leadership appear unwilling to make decisions, and that work performance is better under less strict supervision. They state that the supervisor must refrain from checking very closely on subordinates, but that he must make challenging demands on them to stimulate their interest and ability to perform well. They found that social distance and independence from subordinates promote effective leadership. Supervisors must be consistent in supervision and in definition of duties of subordinates. They explain how a good supervisor can make his men indebted to him for good performance, rather than become alienated. Their findings and others may be used by management to teach supervisors how to be effective. In making new promotions the administrator whould look for men who might be most easily trained for professional leadership.

PERFORMANCE RECORDS

Blau and Scott define performance records as impersonal mechanisms of control similar to the assembly line in a factory.[4] An assembly line moves at a set pace and requires the worker to keep up or lose his place. Job performance records kept in a police department

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[4] Ibid., pp. 178-179.

can serve the same purpose. If an officer is not performing, the supervisor calls him in and shows him the records which he should already be aware of. Such records do the criticizing without the supervisor having to reinforce them, thus he is in a better position to offer help than if he had to personally criticize the man first.

INSPECTION

Since many aspects of line inspection have been presented in the preceeding chapters, further discussion will be limited here.

It is important that inspection procedures be given in the police handbook of rules for each department so that all officers will know what to expect. Inspection should begin with immediate supervisors and continue through the hierarchy. The rules should make it clear that regular inspection is a part of the job just as report writing is. Some system of demerits or punishment for violations must be included if the value of inspections is to be upheld. All officers should clearly understand that if they report in unfit for duty, they will be sent home without pay and further reprimanded later. By the same token, the officers who always appear sharp and ready should be rewarded with top efficiency ratings, praise, and preferential treatment.

IV. STAFF-ADMINISTRATIVE CONTROLS

PLANNING

Planning in police departments ranges all the way from a large bureau full of college trained personnel, to a nearly nonexistent status in some small departments. Various reports on police management since before the 1931 Wickersham Report have pointed out the confusion and lack of planning in virtually every size department. To this day the I.A.C.P. and others find fault with planning procedures nationwide. Even in very small agencies there is little reason for such a trend to continue. Every police administrator must make planning a vital activity of his agency. If qualified personnel are not available to evaluate the departmental procedures and put each unit into the proper perspective for maximum performance, the administrator should bring pressure to bear on civic leaders to hire a qualified person or group to make such studies and recommendations. Many college graduates with the necessary skills are available if the administration would only seek their services. Such people cannot be hired as beginning police officers. A position and pay commensurate with their skills must be provided if progress is to be made.

Planning must include research and analysis of organization, crime trends, methods of operation,

budgeting, social and working conditions, and police-community relations to name a few. Experimental projects must be tried and the findings carefully examined. Old plans as well as new ones must be constantly reevaluated. Changes must be made any time a system appears to be outmoded.

MANAGEMENT

Some of the broad aspects of management have already been discussed. This section considers a few of the finer points. Since 1921 reports on police studies have shown that many police chiefs lack the training, intelligence, and leadership ability to efficiently manage a police agency. In 1964 a study showed that only 9.2 per cent of the nation's police administrators held a college degree, and only 33.6 per cent had attended college.[5] Preparation for leadership in the majority of cases consists of "matters of chance" coupled with outmoded rules of seniority. Political appointments without regard to qualifications have no doubt contributed somewhat to the present state of affairs also. This situation can only be corrected by those responsible for hiring police administrators. Political appointments must not be made. Police administrators must be selected for

[5]Task Force Report: the Police, op. cit., p. 44.

their skill, traning, education, experience, and leadership ~~ability~~.

Formulation of policy, rules, and orders is the responsibility of mangement. The quality of such formulations depends on the ability of the management. The concept of participatory management as described by Terry might be used to improve the effectiveness of policy, rules, and orders.[6] Under this concept, employees are encouraged to participate in decision making to the extent of discovering the possible alternatives, and estimating the probable consequences of each, but not in the actual selection of the alternative to be followed. The basis of such participation is that people like to be asked their opinions, to feel needed, and to feel that their ideas carry some weight in the ultimate decision. Participation can only be applied to those who are ready to assume some responsibility, who are aware of the departmental objectives, and who are familiar with the problems. Terry says the know-how to deal with problems must be supplied primarily through company training programs.

The benefits of participatory management are that it aids in the acceptance of change by those who take part, it supplies a feeling of belonging to the

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[6]Terry, op. cit., pp. 411-412.

organization, it inflates the ego with a sense of importance, it allows for better decisions to be made, it simplifies supervision, improves personnel relations, and possibly increases output.

Department rules and regulations should be clearly defined and published in a manner that can be given to each officer. Provisions must be made to see that the officers know and abide by such rules. Policy statements are often the result of legal publications from the courts. Care should be taken to see that these are enforced and adhered to in a manner commensurate with the original intentions of the court. Not all court rulings are readily accepted by the police, such as the Miranda ruling, but they are the law, and administrators must see that the law is upheld even when they are unhappy with it. Department orders cover many managerial situations, such as reassignments. Preferably, orders should be typed and duplicated for adequate dissemination. Even if an order is verbal, there must be no question but that it demands certain action. Enforcement practices should be studied and conformity demanded.

Grievance procedures need to be established and made clear. Field Surveys V recommends that formal grievance procedures for employees against the department, subordinates against supervisors, and equal against

equal should be set up in all departments.[7] Many such complaints would have to bypass the chain of command to be effective. The complainant would need to be kept anonymous as much as possible. Only through such procedures coupled with peer group controls of each other can some deficiencies be corrected.

Grievances of citizens against the department and its officers should also follow established pathways to a public hearing.

Preparation of the budget is, in most cases, the responsibility of the police manager or his representative. A shortage of funds is nearly always a serious problem. The wise administrator will carefully consider every item before accepting it, but just as important is the careful use of every piece of equipment and every officer on the payroll to see that the city gets what it pays for. With about ninety per cent of most budgets going for personnel salaries, this item offers the most opportunities for wastefulness. Careful shopping can save money on many items of equipment. Constant inventories of supplies should be maintained so that stockpiling of some items does not occur to the detriment of other needs. Buying the cheapest equipment available does not necessarily save money, for often

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[7] Field Surveys V, op. cit., pp. 134-146.

cheap items wear out more quickly. Hiring a larger number of poorly qualified applicants at less than living wages does not necessarily produce the best police coverage. Some departments find that by paying premium wages to fewer more adequately trained and educated personnel, they provide better police services at less cost. If officers are forced by low police wages to accept outside employment, they cannot devote their full energies to police work.

TRAINING

Adequate recruit training and continuing in-service training of all personnel are vital to professional police service. Officers who are mentally properly equipped are generally much more easily controlled.

The question arising is how much training can a given department provide and afford. New York City sends recruits to school for four months prior to putting them on duty. They get 280 hours of academic training in penal law, regulatory law, police-community relations, ethics, tactics, and other subjects. The rest of the time goes into physical training and weapons handling. For the academic work they get ten college credits at either of two New York colleges. This is incentive to take further credits on their own. Some departments still hand a recruit his uniform and equipment

and put him to work the same day. The latter situation is intolerable in this modern day.

To remedy this situation the President's Commission recommends that each state form a Commission on Police Standards.[8] Such a commission would establish standards for police selection, training, and certification. It would have the power to designate training programs and sites for the many smaller departments which cannot operate their own. It would provide legal and financial aid to participating units, and it would provide for inspections to see that standards are adhered to.

It behooves all police administrators to strive for the foundation of such a commission in their state.

Often the situation which exists is not much better concerning in-service training. In-service training should be conducted on a regular basis, using off-duty time, with payment. It should include refresher training in first aid, criminal and regulatory law, report writing, and any other pertinent subject, expecially where a need is shown. The best available instructors should be used, including lawyers, judges, school teachers, business men, and department supervisors.

Those officers being promoted into higher positions should be given as much specialized supervisory

[8] Task Force Report: the Police, op. cit., pp. 142-143 and 215-219.

training as possible, including all of the nationally known schools such as the F.B.I. Academy.

INSPECTION AND INTERNAL INVESTIGATION

When direct line supervision, managerial observation and supervision, and report review are no longer sufficient to maintain adequate control, then it is time for the creation of a staff inspection unit. The larger and more decentralized a department becomes, the greater is the need to further examine procedures to insure that the administrative policy is being followed precisely and uniformly.[9]

Some of the things the staff inspection unit should seek to insure are:[10]

1. The accuracy of records without duplication.
2. That sworn personnel perform police, rather than clerical, work.
3. That manpower deployment matches need.
4. That supervisory and command personnel follow announced policy.
5. The coordination of line and service units.
6. That the spirit of rules and regulations is not violated.

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[9] Ibid., p. 49. [10] Ibid.

7. That policies, procedures, and regulations are adequate for the desired results.

8. That utilization of resources and personnel is maximum, and that such resources are adequate.

Staff inspection reports should be carefully studied, and referred to the proper unit for taking corrective action.

If the department is large enough to require it, internal investigation may be a separate unit. Whether a separate unit, or part of inspections, their job is to make a thorough investigation of any complaint of police misconduct, and to take corrective action when it is warranted.

RECRUITING AND SELECTION

Former I.A.C.P. President, C. F. Hansson wrote:[11]

> When we employ a man to become a police officer, we are buying a service. We place a price tag on it and, too often, we expect more than we are willing to pay for. The only assurance we have that those employed in the organization will live up to our expectations is the application of sound selection procedures.

This statement places highest importance on the quality of police recruits, rather than age, height, weight, size, visual acuity, and the many other criteria often used. To be sure, Chief Hansson mentioned all these

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[11] C.F. Hansson, "Selection of Police Personnel," Police Management for Supervisory and Administrative Personnel, The Southwestern Law Enforcement Institute (Springfield, Illinois: Charles C. Thomas, Publisher, 1963), pp. 5-13.

other criteria, but he was not happy with the "limited field" which was left after they were applied. However, the criteria Chief Hansson did believe in were: (1) moral character, (2) mental ability, (3) physical ability, (4) good health, (5) motivation, (6) stability, (7) maturity, (8) sociability, (9) manner and appearance, and (10) leadership.

In order to get answers concerning the applicant on such matters a comprehensive application would have to be filed. After satisfactorily passing the civil service and entrance examinations, the subject would have to be subjected to a full background investigation, physical examination, mental or psychological examination, and possibly a polygraph examination. Any or all of these tests may be sacrificed, but corresponding insight into the character and ability of the applicant will also be lost.

Recruiting should be done in as many locations as the department can afford if a large number of high quality applicants are to be found. The administrator should not forget that his regular personnel are capable of being perhaps the best, or worst, recruiters he has, depending on how they perform and how they are trained. Each officer should be urged to suggest any person he feels will make a good policeman. If the community has

much of a Black population, recruiting should extend into the Black community.

V. ORGANIZATIONAL CONTROLS

ORGANIZATION

There is no substitute for sound, well organized structural design in a police agency of any size. In the case studies presented earlier there are some charts showing present and proposed organization of Detroit and Cincinnati. Looking at the Cincinnati charts one finds that currently there are eight Bureau Commanders reporting directly to the Chief; whereas, in the proposed chart there are only five. Changes of this nature shape of the hierarchy into more of a pyramid than a flat plain with one tree. The chain of command is more direct and functional which results in stricter control over discretionary police practices.

The President's Commission on Law Enforcement stated that internal organization should:[12]

1. Apportion the work among the various individuals and units according to a logical plan.

2. Make lines of authority and responsibility definite and direct.

3. Maintain proper spans of control.

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[12] Task Force Report: the Police, op. cit., p. 46.

4. Preserve the principle of "unity of command."

5. Place responsibility and authority and hold the user accountable.

6. Coordinate unit activity toward accomplishment of organizational goals, enabling the department to function as a well integrated unit.

The importance of organization to both control and function was discussed in Chapter I. In order to achieve a design which does facilitate both, the administrator needs to establish bureaus in addition to divisions or sections. Larger departments have already made such a change, but many smaller departments still have each section or division head report directly to the chief. As a minimum, small departments should have two bureaus, one for operations and one for services. Additional positions would be added with growth, such as an administrative bureau. Two units should always report directly to the chief. They are the internal investigation unit and the police-community relations unit. However, if one were to study a department and found that almost every unit was responsible directly to the Chief, that would probably be an inefficient agency.

DEPLOYMENT PRACTICES

Deployment practices are necessarily closely allied with organizational structure, and limited by

available personnel. Control of manpower deployment should be designed to give the best possible protection for any given area. Almost every department works three standard shifts, or watches, per day. Usually the city is divided into patrol sectors, to which one patrol car is assigned each shift. If this officer were the only man working an area, he might easily be able to get away with letting things go and generally doing poor to mediocre work. Thus if control is to be maintained, ideally there should be more than one officer per sector. This does not mean necessarily more than one routine patrol officer as will be explained. Strictly speaking, each patrol officer has a supervising sergeant who should be out in the field checking on performance. Practically speaking, especially in smaller departments, the sergeant may be the ranking officer on the tour of duty, and as such he may well be too busy at headquarters to make any field inspections.

By overlapping territorial assignments, a check on individual officers can be maintained. Sectors could be overlapped so as to provide at least two patrol units in any area, but this arrangement can result in confusion and extra travel time on calls. A better arrangement would be to have strict sector boundaries, but to have area and headquarters detectives, staff inspectors, vice squads, tactical units, and other special officers in

each sector at various and unannounced times. Any time one of these other officers found something being overlooked by a sector patrolman, such as a gambling site, the patrolman should be made to answer for it. A few nonfeasance charges would serve notice to all that poor performance would not be tolerated. Area detectives should be subject to similar charges.

In order to make such practices work well, two rules would have to be established. First, any officer finding a vice location would have to be allowed to make a raid. He might be required to notify and check with his commanders first, but if no action resulted, he should be allowed to move himself. Secondly, no detective or officer could be allowed to warn off any other from a case. Cooperation is necessary to a degree, but where one unit could conceivably be allowed to rule, only that unit would need to be bought.

Quite often a tactical unit works an overlapping tour of duty from early evening to early morning. Generally a tactical unit is composed of specially selected patrolmen who are known for reliability and good performance. The tactical unit should be deployed in accordance with information developed by crime analysis. By keeping accurate spot maps and crime data, the crime analysis section can predict on any given night where the most crime is likely to occur. However, such a unit

should remain flexible, capable of quickly moving anywhere in the city. Tactical officers cannot be limited to sectors for maximum performance.

General deployment practices become involved with questions of one or two man cars, foot patrol, days off, vacations, rotation of watches, and others. It has been shown that two man cars cost about twice as much as one man cars to operate, since personnel salaries make up most of the cost. However, two man cars do not produce twice as much work. Furthermore, the I.A.C.P. study of Washington, D.C. found that officers operating alone in that city felt they were more productive, they felt no fear of being alone, and they got out of the car more to check buildings and suspicious persons when they had no partner to talk to.[13] They recommend conversion of most two man cars to one man cars, and also the reduction of foot beats.[14] Foot beats are said to be the most expensive form of patrol. They should be used only in limited areas of concentrated business places where many licenses and patrons need surveillance.

Days off and vacation arrangements will not be

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[13] International Association of Chiefs of Police, "Survey of the Metropolitan Police Department," Report of the President's Commission on Crime in the District of Columbia, Appendix (Washington: Government Printing Office, 1966), p. 202.

[14] Ibid., pp. 200-203.

discussed here. There are hundreds of workable arrangements.

Rotation of watches requires some thought and planning to give the best results. Few officers like to work the midnight tour for long periods, yet rotation should allow for enough time to adjust to changed hours. Generally, one month is the minimum time which should pass between rotations, but six weeks works out better in some respects. By rotating at six week intervals an officer is not always stuck with the day shift in August, for instance. Factors of morale and time adjustment seem to be most important.

Some departments do not rotate watches. You begin on the midnight shift, and when you get enough seniority, you move up. This practice has two distinct disadvantages. First, it is bad for morale and makes recruiting difficult. Secondly, in the area of vice, it means there is only one crew to to bought off in many instances, rather than three.

Rotation of sectors is another problem area. Irregular sector assignment broadens an officer's knowledge of the city, but it reduces his intimacy with any particular sector and his chance of being corrupted. Which is better is a moot question, depending largely on circumstances.

Two last deployment practices should be noted.

First, the personnel of any tour should be divided into roughly half, one group reporting in and finishing one half hour ahead of the other. This avoids station house traffic jams and leaves coverage on the street at all times. Secondly, no patrol officer should allow himself to form habits and patterns of patrol. He should constantly strive to be unpredictable.

RADIO COMMUNICATIONS

Communications by radio is the single most active control there is on an officer. He can be dispatched, recalled, or reassigned in a moment if the radio system is adequate. He is constantly alerted to other police problems around the city. Any officer who is on patrol without a radio is basically an officer off duty except for his own integrity. In such a case many other controls have had to be devised just to be sure the officer stays active on his beat. Assuming the officer is completely dedicated to his work, without a radio he still cannot be alerted rapidly. He cannot call for persons or vehicle checks without taking time to go to a phone or call box, consequently, he often passes up such checks. It was this importance of radio control which led the researcher to include its description in the case studies of Chapters II through VI. A thorough study of radio communications is beyond the scope of this work.

The myriad components available which could possibly be installed would depend on how much time and money the department and city were willing to invest. Most important is that an adequate central dispatching center under command of the services bureau should exist in every department. Provisions must be made to direct all complaints to a central complaint center, integral with the dispatching operation. Case number assignment and return of reports must be coordinated with the central records section, under the same command.

REPORTS AND RECORDS

Since this report is primarily concerned with reports and records as a part of a control system, this discussion will be restricted to attempting to show how reports and records may be used in the control system.

The following quotation from Harry A. Squires illustrates the point well:[15]

> In addition to its use in a court of law, the police report is an excellent yardstick for measuring the quality of an officer's job performance. The nature of police work is such that supervisors are afforded little opportunity for direct observation of an officer's abilities and work habits. The police report provides the supervisor with a mirrored reflection of how well or inadequately the individual officer conducts an investigation.

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[15]Harry A. Squires, Guide to Police Report Writing (Springfield, Illinois: Charles C. Thomas, Publisher, 1964), p. 3.

The police report also allows "imaginative" reconstruction of events by the report writer.

Each department should have a central records division whose responsibility is to consolidate data from the communications division, field reports, offence reports, arrest and photographic files, fingerprint files, and other pertinent records of the department's functions. It should be able to provide information rapidly to any authorized person. The total collected reports on every case should eventually be in the files and subject to inspectional and other reviews.

Such files are the memory of the department and a major source of information. Crime analysis depends on adequate records as does the planning operation. Good reports are the backbone of most court prosecutions, since officers can seldom remember all the details by the time of trial.

Forms for various reports should be provided. Their adequacy should be regularly studied and changes made where required. They should not be any more complicated, or excessive in number, than required for good control.

Each officer should keep a daily log of the time and location of assignments and operations. Such a log can be used to calculate the time an officer spends on calls, and to make comparisons with other officers.

Department average times can be calculated for statistical and control reasons. Such a log would show if an officer were working up to par, or if he were taking excessive amounts of time on calls at the end of the tour in order to quit on time.

Where workload permits, officers should file a written report of how they handled each call. Evaluation and approval of such reports should be required of supervisors. Inspection of reports would allow evaluation of performance.

As a last consideration, all supervisors should prepare personnel evaluations at regular intervals on their immediate subordinates. Such reports would be used by personnel officers and administrators for promotional and assignment purposes.

CHAPTER VIII

SUMMARY AND CONCLUSIONS

This chapter presents the summary of findings and the conclusions that were drawn.

I. SUMMARY

Police control systems are composed of many elements. Maintaining control is the responsibility of literally every member of the department; however, most of the work of control falls to personnel in supervisory positions from the sergeant to the Chief of Police. The supervision must be adequate if direction and control are to be maintained.

The application of control can take many forms, as has been shown. The goal of applying adequate control systems to individual units of the police agency permitting them to contribute substantially to accomplishment of the goals of the total police agency is achieved with minimum effort by combining appropriate elements to fit department needs.

Evaluating control systems may be facilitated by means of analysis of system components, supported by data generated in the process.

An estimate of police internal control trends indicates a move toward better controls through better administration, higher quality personnel, and research into control practices by the I.A.C.P. and President's Commissions. Furthermore, the American public more and more is demanding higher quality police work, which can only be accomplished through systematic control of each function.

II. CONCLUSIONS

Most immediately apparent in the research undertaken for this thesis is that there has been pitifully little research into police control practices. Only one text, Task Force Report: the Police, actually discusses "Internal Controls" and "External Controls" as such. None was found to adequately correspond to all the needs of the police administrator.

Reports by the I.A.C.P. and President's Commissions on individual departments were found to identify problem areas and to make recommendations for improvements, often without more than a passing mention of the word control. However, many of their recommendations, if accepted, should lead to better control through better organization and management.

The departments included in the case studies, although performing basically the same police duties, vary

greatly in control practices. Some of them have outstanding procedures while others use woefully inadequate methods.

The most problematic areas of job performance in need of control are conformity with rules and regulations, quality of job performance, inactivity, efficiency, effectiveness, police discretion, conduct, and corruption.

Professionalization of police work implies many things. Many authors in the police field have devoted chapters and books to the subject. Generally speaking, their definitions of a professionalized police force pertain to matters not directly related to control, that is, a department with good controls might not necessarily fit the description of a professional agency. There are many arguments yet as to what make a professional police department. Professionalization often implies high standards of education for personnel, yet some authors suggest that a college trained patrolman might be more difficult to control. This siggestion is not necessarily acceptable. This is another subject which could use some research.

Some major police departments are so difficult to enter to study that even a fellow police officer doing research cannot get through the front door without a note from someone inside. This makes one wonder how well the

general public fares when trying to make a complaint past the precinct level against the department.

Obviously, there is a need for further research into police controls. At the present the assumption must be made that if a unit is subjected to good controls it should outperform a similar unit with lax controls. This has been proven in many fields of business. The view is supported by material presented by many authors and study organizations. It is further supported by the fact that those departments studied by the I.A.C.P. and President's Commissions are accepting their recommendations for change, because older systems were shown to be inadequate. However, it is refuted by the study of Chicago, which has the largest staff inspection unit by far, the most modern radio equipment, and the most modern headquarters facility, yet also has a national reputation recently for graft, corruption, and police brutality. It seems that either the controls are merely for appearance, or they are not having the desired effect on that city. For instance, the Internal Investigative and Disciplinary Procedures manual for Chicago has the following to say about discipline:[1]

> Every organization needs the kind of discipline that is present when subordinates willingly carry

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[1]Chicago Police Department, Internal Investigative and Disciplinary Procedures, p. 1.

> out the instructions of their superiors and abide by established and known rules of conduct in the organization. Discipline is inhibition of individual behavior which would be detrimental to the organizational goals. Discipline is conformance to rules and regulations.

Yet many instances where Chicago police officers have broken discipline have not resulted in any disciplinary action. National magazines such as Life have printed documented stories concerning graft and corruption by certain officers who were never brought to face charges.

Chicago General Order 66-9 as quoted in Field Surveys V states that departmental personnel should never show any bias or prejudice against race, religion, groups, or individuals, and that they should always act, speak, and conduct themselves in a courteous manner to all human beings.[2] How then do they explain the actions made plain by television during the 1968 Democratic National Convention? To this observer it seems that the expressed devices of control are merely there for appearances, to be observed as long as it is convenient. It does not seem that such control measures could otherwise fail.

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[2]Field Surveys V, op. cit., p. 187.

There are many potential methods of control capable of being used in a control system. It can only be hoped that interest in those potentials will be encouraged by this most preliminary report.

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