A DISCRIMINATIVE STUDY OF "FUNCTION INDEX" AS AN OBJECTIVE RATING TOOL FOR EVALUATION OF POLICE PATROLMEN

THESIS FOR THE DEGREE OF M. S. IN POLICE ADMINISTRATION

MICHIGAN STATE UNIVERSITY
JOHN EDWARD MEANS

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A DISCRIMINATIVE STUDY OF THE "FUNCTION INDEX" AS AN OBJECTIVE RATING TOOL FOR EVALUATION OF POLICE PATROLMEN

An Abstract of a Thesis

Presented to

the Faculty of the School

of Police Administration

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In Partial Fulfillment of

the Requirements for the Degree

Master of Science in Police Administration

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by

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June 1965

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ABSTRACT

Personal evaluation is an important administrative and supervisory function. The standard subjective evaluation of employees by superiors very often has been found to be quite lacking in depth and insight. Leaders in business, industrial and educational fields have, for a period of several years, been emphasizing the use of objective measures to be utilized in conjunction with the more standard use of subjective processes. The police field has not experimented on any great scale with objective measures concerning personal evaluation. A scattered few police administrators have been bold enough to attempt to reorientate their evaluation programs with an eye to objective measures.

It was the purpose of this study (1) to examine in detail the experiment by Oak Park, Michigan's Department of Public Safety's use of production total figures as an objective rating tool for police patrolman evaluation; and (2) attempt to determine the feasibility of using the number of police tasks performed as an objective evaluation tool by police administrators.

The procedural methodology entailed a comprehensive review and study of all publications on the specific subject in not only the police field, but also in the fields of education, business and industry. The records of the Oak Park

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Department of Public Safety for the past eight years were searched and the data utilized in this study was compiled from road officers' daily car logs, shift commanders' daily and quarterly reports and departmental quarterly and annual reports.

The Function Index System has apparently been used with a high degree of success by the Oak Park Department of Public Safety as a supplementary evaluation tool in the areas of advancement, placement and salary of patrol officers. It has been utilized as a diagnostic man-analysis tool and to determine departmental training needs. It appears that the use of production figures as an objective evaluation tool by police administrators is feasible. This assumption, though, requires validity and reliability studies and more additional research and experimentation before its widespread use is advocated. The use of such a system appears to be a step forward in the area of more effective police patrolman evaluation.

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CHAPTER I

THE PROBLEM AND DEFINITION OF TERMS USED

In recent years the technological advances made in business, educational, industrial and public service fields have given rise to a unique problem. This problem is one of personal evaluation. Writers, administrators, personnel experts and educators have begun to realize that the standard subjective evaluation of employees by superiors, more often than not, is lacking in depth and insight. They have begun to place greater emphasis on objective methods of evaluating personnel to supplement standard subjective methods. In this area, police administrators have also been searching for a more improved method of evaluation. The use of these objective methods, however, has been more prevalent in the business and industrial fields. The method of utilizing the number of tasks and duties performed by an individual as a tool of evaluation has, in the business and industrial fields, become widely accepted.

I. THE PROBLEM

Statement of the problem. It is the purpose of this study (1) to examine in detail, the experiment by Oak Park, Michigan's Department of Public Safety's use of production

total figures as an objective rating tool for police patrolman evaluation; and (2) attempt to determine the feasibility of using the number of police tasks performed as an objective evaluation tool by police administrators.

Importance of the study. In this day and age with the hue and cry being raised from all sections of our country concerning the professionalization of the police field, the conscientious police administrator has begun to feel the need for a more improved method of personnel rating. The police administrator knows that he has a responsibility to his field, his public and his personnel to continually improve and upgrade his department. Prime concern in this area of responsibility is the evolution of an improved procedure of personnel evaluation. O. W. Wilson has stated, "The need for personnel evaluation is so great as to justify continued effort and experiment by police personnel officers to evolve an improved procedure."[1] In his second edition, Wilson elaborates further by stating, "The importance to a large department of rating its personnel is apparent, and there is every justification for urging the police personnel officer to develop new and improved procedures or to encourage their development by other agencies."[2]

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[1] O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1950), p. 354.

[2] O. W. Wilson, Police Administration (second edition; New York: McGraw-Hill Book Company, Inc., 1963), p. 152.

This study is an examination of an experiment such as suggested by Wilson. This experiment was conducted by Mr. Glenford S. Leonard, Director of the Oak Park, Michigan Department of Public Safety. Director Leonard has for many years felt that there was something lacking in the area of personnel evaluation. This writing will study the method forwarded by Director Leonard in his effort to insure the objectivity of police patrolman personnel evaluation within his department.

II. DEFINITIONS OF TERMS USED

Public Safety Officer. The line employees of the Oak Park Public Safety Department who perform the duties of uniformed police patrolmen and fire service privates are titled Public Safety Officers. Since Oak Park has an integrated police-fire department, the Public Safety Officers have a greater variety of tasks to perform than police officers in cities and towns having separate departments.

Patrol. For the purpose of the study, this can be defined as the execution of police duty by Oak Park's Public Safety Officers when working independently away from headquarters.

Units of measured work. Out of the innumerable tasks confronting all patrol officers, seventeen different tasks performed by Public Safety Officers on patrol duty have been

selected for inclusion in this experiment. The selected tasks include: felony, misdemeanor and warrant arrests, driving under the influence of liquor and reckless driving arrests, issuance of hazardous and non-hazardous moving violation citations, parking violation citations, other ordinance violation citations, discovery of open doors and windows, bicycles and autos recovered, juvenile safety violation notices issued, field interrogation reports conducted, discovery of burglaries committed in patrol districts, and fire inspections completed. These are tasks that can be tallied individually with a high degree of accurracy as they are performed. These tasks are credited to the individual records of the officers performing them. Single tasks that are performed jointly by two officers are credited one-half (.5) to the individual record totals of the officers involved in the common activity. There are some tasks, however, that are never considered as being performed by two officers. These are traffic violation citations, juvenile safety violation notices, field interrogation cards and fire inspections.

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CHAPTER II

REVIEW OF THE LITERATURE

The value of some form of rating system is not denied by most police administration exponents. V. A. Leonard and Quinn Tamm, each in separate writings, hold the view that a rating system which periodically appraises the qualities of a man is an indispensable tool of modern personnel management.[1] Gourley and Bristow in their book on patrol administration reiterate this feeling when they state, ". . . a thoroughly objective rating of all personnel can be a vital aid in police department administration . . ."[2] Many more police writers including Gocke and Wilson have indicated the value of a sound method of objective evaluation.[3]

Others not in the field of police administration have

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[1] V.A. Leonard, Police Organization and management (second edition; Brooklyn, N.Y.: The Foundation Press, inc., 1964), p. 108; Quinn Tamm, "Discipline and Performance Appraisal", Police Management for Supervisory and Administrative Personnel (Report by the Southwestern Law Enforcement Institute. Apringfield, Ill.: Charles C. Thomas, Publisher, 1963), p. 30.

[2] Allen P. Bristow and G. Douglas Gourley, Patrol Administration (Springfield, Ill.: Charles C. Thomas, Publisher, 1961), p. 131.

[3] B. W. Gocke, Police Sergeants Manual (Los Angeles: O. W. Smith, Publisher, 1955), pp. 145-50; O. W. Wilson, Police Records, Their Installation and Use (Chicago: Public Administrative Service, 1948), p. 160.

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also stated this view. Writers in the fields of business, industrial management, education, and other areas of public service have written extensively on the subject. In his text on management from a public service viewpoint, John Millett states, "The basic problem in efficiency rating, however, is that of trying to achieve 'objective' evaluation of an employee's work."[4] Others discussing public administration have taken a different tack, but still followed in the same vein. Stahl and Graves suggest efficiency records should be based on facts and work records, rather than on judgments to eliminate the variable human factor.[5]

In the wide field of personnel management, many authors hold the above views. W. B. Wolf feels that objective rating plans in their systematic approach to evaluation of subordinates eliminate rater bias and "halo" effect, thus yielding better results than intuitive, rule of thumb or ad hoc methods.[6] Scott, Clothier and Spriegel, in discussing the

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[4]John E. Millett, Management in the Public Service (New York: McGraw-Hill Book Co., Inc., 1954), p. 323.

[5]Glenn Stahl, Public Personnel Administration (New York: Harper and Row, Publishers, 1962), p. 51; W. Brooke Graves, Public Administration in a Democratic Society (Boston: D. C. Heath and Company, 1950), p. 212.

[6]William B. Wolf, The Management of Personnel (San Francisco: Wadsworth Publishing Company, Inc., 1961), p. 229 and 233.

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objectivity of rating state, "An effective employee rating system should rate the employee in terms of his actual performance on the present job."[7] (emphasis added). A diligent search of the subject matter of rating devices and systems has revealed much material similar to the thoughts held by the above mentioned authors.

In the industrial and public service fields, (other than police) there has been much evidence found indicating that the use of objective rating systems has been very successful. In only a few instances has there been found any mention of the use of objective personnel evaluation in police field. In the late 1950's, on a State Police level, the States of Washington and Ohio introduced programs where radical changes occurred in rating systems then in operation. Both programs came about because of a lack of a definite guide to inform their respective men what was expected of a good officer. The need for guidelines in police work, as in other fields, is evident from the importance that writers in the field of personnel management attach to the subject. G. D. Halsey states, "Most employees want to do a good job and most employees can do a good job if they have standards

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[7]W. D. Scott, R. C. Clothier and W. R. Spriegel, Personnel Management (sixth edition; New York: McGraw-Hill Book Co., Inc., 1961), p. 166.

by which to measure their performance . . . ."[8]

The rating system developed by the Ohio State Highway Patrol can not in any sense be termed objective.[9] This system, although, deserves mention because it illustrates the serious thought police administrators have given personnel evaluation. The rating system developed by the Highway Patrol incorporates the fundamentals of "forced choice." In this rating system, the rater is supposed to choose among several alternatives the two best describing the subject of his rating. All of the alternatives appear to be equally desirable or undesirable. The rater is theoretically unaware of the previously determined weight assigned to each of the possible responses; therefore he is unaware of how he rated his subordinate. The main objective of such a rating system is to eliminate the influence of any rater bias. One shortcoming of the system is that since the rater does not know how he is rating an individual, he can not discuss his evaluation of the person being rated. Therefore, the rating system could not be used as a tool to improve the patrolman being rated. Another shortcoming is that the technique

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[8] George D. Halsey, Handbook of Personnel Management (New York: Harper and Brothers, Publishers, 1953), p. 241.

[9] Ohio State Highway Patrol, Diagnostic Forced-Choice Personnel Evaluation (Columbus, Ohio: F. J. Heer Printing Company, 1960), pp. 4-13.

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requires the services of a professional psychologist to initiate and revise. This, because of financial reasons, might be a drawback for smaller departments.

The use of a purely objective rating system in the police field appears to have been first recorded by the Washington State Police.[10] This was a system where an index rating scale was used as a standard measuring device to guide the road patrol officers. The program came about due to an investigation of a serious motor vehicle accident rate experienced by the citizens of the State of Washington. This investigation illustrated that there was inconsistency in traffic law enforcement on the part of the State Police road patrol officers. The "Minimum Work Load System" was established to combat this inconsistency and provide a definite guide to inform the road patrol officers what was expected of a good officer. This index system was only based on traffic offenses and arrests.

Many examples of the use of objective rating indexes can be found in areas other than the police field. The use of work load figures by police departments as a rating tool occurs in only one recorded instance. The Washington State

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[10]Roy A. Betlach, "Minimum Work Load System in Washington", The Police Year Book (Washington, D.C.: The International Association of Chiefs of Police, Inc., 1960), p. 203.

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police who used only partial work load figures being the only exception. Perhaps other police departments are experimenting with work load figures as rating tools, but an exhaustive search of police rating systems has failed to exhume any recorded data.

CHAPTER III

A SPECIFIC VIEW OF PERSONNEL EVALUATION

The evaluation of personnel has been an integral part of management in all fields. Its history parallels that of management. M. J. Jucius in his text on personnel management states, "Rating of employees is one of the oldest and most universal practices of management."[1] Rating is not only confined to management. One view is that it is a continuous, on-going function whenever human beings come into contact.[2]

Personnel evaluation is an appraisal, usually, of one person by another. It can be defined as the assessing of personal and work traits by a superior. Many industries and agencies of the government have long and involved forms devoted entirely to evaluating personnel that they have been using for several years. The preceding chapter told of a part of the wealth of literature concerning the subject. This study will be concerned specifically with one part of the whole of personnel evaluation--that of rating systems.

There are almost as many different names for rating

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[1]Michael J. Jucius, Personnel Management (fifth edition; Homewood, Ill.: Richard D. Irwin, Inc., 1963), p. 242.

[2]Arthur M. Whitehill, Jr., Personnel Relations--The Human Aspects of Administration (New York: McGraw-Hill Book Co., Inc., 1955), p. 167.

systems as there are devices. They are sometimes called efficiency, merit, service or performance rating systems. Although different titles are used, all rating systems are based on the premise that sound evaluation is vital to wise decisions by administrators. Some authors also feel that included in this premise is the fact that the evaluation of the employee's performance must be in terms of the requirements of the job.[3]

It is believed by most writers dealing with evaluation that no perfect rating system has yet been devised, yet even an imperfect rating system is better than none at all. Graves had this to say, "Existing rating systems are far from perfect, but when conscientiously used, they are infinitely preferable to no formal ratings at all."[4] O. W. Wilson stated in his text on police records, "Although no very satisfactory rating system has yet been devised, there is general agreement that evaluations produced by some rating schemes serve a useful purpose."[5]

There are four main objectives of any rating system in any field. The first is to develop standards of satisfactory performance. This should clarify what quantity and quality

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[3]Scott, Clothier, and Spriegel, op. cit., p. 160.

[4]Graves, op. cit., p. 211

[5]Wilson, Police Records, op. cit., p. 162.

of work of a given type is acceptable and adequate for the interests of the service, business or industry. Secondly, they should attempt to improve employee performance. This is accomplished by identifying and measuring strong and weak points of individual performance, recording the evaluations in objective terms, and giving constructive counsel to employees concerning their shortcomings. Third, a rating system should refine and validate personnel techniques by acting as a check on qualification requirements, examinations, placement techniques, training needs or instances of maladjustments. Finally, a rating system should make the application of personnel policies more objective. This could be used to remove much of the subjectivity from such areas as selecting candidates for placement and promotion, in administering salary advancements, determining the order of separation under necessary reductions and in otherwise recognizing superior or inferior service. These are the main objectives of service ratings in any field.

Service ratings in the police field must relate to the actual work load expected of the officer. The supervisor must have accurate information upon which to base his decisions. Writing on this theme, Gourley and Bristow state, "The supervisors must have information relating to the actual work load in the job to which the officer is assigned and recorded

information as to how the officer is performing his work."[6]

In the field of police supervision, according to another writer in the area, service ratings:

> (1) Teach the sergeant how to supervise patrolmen. (2) Serve as an incentive to better performance. (3) Serve as a check on the value of the selection methods. (4) Provide a basis for determining which patrolmen should receive promotion and consequent salary advances. (5) Aid in the administration of separation procedures. (6) Enable the sergeant to be more scientific in his use of human resources. (7) Afford assurance that a patrolman will be judged on the basis of his entire performance record rather than isolated samples of behavior. (8) Furnish a basis for an in-service training program. (9) Furnish a means by which a sergeant can measure the efficiency of his supervisory techniques. (10) Furnish an approach for a periodic interview between the sergeant and each of his subordinates.[7]

This view by Gocke is also expressed by Kenny in his work on management planning from a police standpoint.[8] Therefore, in the police field, the periodic evaluation of the performance of each officer can aid considerably in the function of all personnel management techniques.

As mentioned earlier, there has been a definite turn from the use of subjective rating systems to objective ones. The major distinction between an objective and subjective measure is its source. Any measure can be classed as objective if it is derived from overt behavior and does not require the expression of a belief, opinion or judgment.

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[6] Gourley and Bristow, op. cit., p. 132. [7] Gocke, loc. cit..

[8] John P. Kenny, Police Management Planning (Springfield, Ill.: Charles C. Thomas, Publisher, 1959,) p. 66.

The use of statistics and records are an important phase of any rating system in the police field. An adequate records system is a must. Daily and monthly tabulations of the accomplishments of individual patrol officers must be made available through the function of the records system. More and more the able administrator is realizing that his decisions must come from careful analysis of records and statistics. One writer in the police statistics field has this to say, "Statistics as management tool in business and government service provides the necessary information on the basis of which executives and administrators can make decisions."[9]

The system with which this study will concern itself is a point-index rating system, or sometimes called the point rating system. This system rests upon the proposition that jobs can be subdivided into definable units to which appropriate numerical values can be assigned, and for which relative weights can be determined. The theory is therefore similar to that which underlies position classification on the basis of duties and responsibilities. The difference lies in the assignment of points and weights. The results of this study will give rise to the assumption that this system, or one of a similar nature, could be used by other police departments as an objective tool of evaluation.

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[9]John I. Griffin, Statistics Essential for Police Efficiency (Springfield, Ill.: Charles C. Thomas, Publisher, 1958), p. 3.

CHAPTER IV

OAK PARK DEPARTMENT OF PUBLIC SAFETY AND ITS EVALUATION SYSTEM

The daily log reports of all road officers contain necessary information as to the amount of work performed. This information includes hourly and production figures. These figures are transferred daily to the shift commander's daily report and then transferred to a separate shift performance report kept solely by the shift commander for preparation of his quarterly shift performance report. When the quarter ends, this information is submitted to the Director's office by the shift commanders in a quarterly shift performance report which is then combined into a department quarterly report. All daily and quarterly reports are filed in the office of the City Public Safety Director, located at 13600 Oak Park Boulevard, Oak Park, Michigan. All reports prepared during the period used for this study which covers the period 1 January 1962--22 September 1963, were made available to this author for this investigation by the Director, Mr. Glenford S. Leonard. The individuals whose records of performance were appraised were all employed as Public Safety Officers during the same period by the Oak Park Department of Public Safety.

I. OAK PARK, MICHIGAN

The city of Oak Park is a dormitory suburb located on Detroit's northern border. Its 1960 population, according to the United States Census, was 36,601, although at the present time estimates set the total closer to 38,000 persons. The city encompasses five and four-tenths square miles in area and is primarily residential in nature. There is some light industrial development along both the southern and northern edges of the city. The city has numerous office buildings scattered within its boundaries. There are no bars, junk yards or hospitals in Oak Park. There are small shopping centers located on major streets throughout the city.

The population of Oak Park represents all religious faiths. The largest single group are the proponents of Judaism. The city, at the time of this writing, has only two known Negro families residing in it, but has a large transient group of Negroes who are day workers. Citizens of Oak Park enjoy a favorable economic status; they are in the top one-third in the Detroit Metropolitan area income-wise. According to the Municipal Year Book of 1964, six per cent of the families living in Oak Park have incomes under three thousand dollars while thirty-eight per cent have incomes

over ten thousand dollars.[1]

II. THE OAK PARK DEPARTMENT OF PUBLIC SAFETY

The Oak Park Department of Public Safety is entering its tenth year as an integrated one.[2] The officers have a dual function acting as both police officers and firemen. The Department of Public Safety is headed by a civilian director, assisted by a civilian secretary; a uniformed staff aide whose duties include the planning and administration of department training programs, providing assistance to the director in personnel work and administration, the responsibility for the communications of the department and acting as liason between shift and division commanders; and a uniform civil defense coordinator whose duties encompass the training of civil defense personnel, the planning and execution of civil defense functions and overall responsibility for the entire city civil defense program. The functions of the Department of Public Safety are allocated to two Deputy Directors. The first is a Captain of Police who is the first Deputy Director in chain of command and is in charge of all

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[1]International City Managers Association, The Municipal Year Book (Chicago: International City Managers Association, 1964), p. 128.

[2]The department integrated August 29, 1954.

police services. The second is a Fire Marshal who, in the chain of command, is the second Deputy Director and is in charge of all fire-ground operations and fire prevention. The department has four divisions: operations, investigative, fire marshal and special service. The heads of these divisions are directly responsible to the Director.

Operations Division. This division is headed by the police captain. It is divided into four platoons which rotate shifts every seven days with one platoon serving as the relief platoon. The working hours are: day shift, 8:00 AM to 4:00 PM; afternoon shift, 4:00 PM to 12:00 midnight; and night shift, 12:00 midnight to 8:00 AM. Each platoon consists of a lieutenant, field sergeant, communications officer, three fire engineers and three to six uniform patrol officers. This last, of course, is dependent upon the strength of the department; the average is approximately four patrol officers. The basic platoon strength, therefore, is ten men. The platoons are commanded by lieutenants who are responsible to the captain for police services and all lieutenants are deputy fire marshals. Five days a week, on day and afternoon shifts, a cadet is assigned to assist in handling communications and reports. Four cadets rotate assignments to these two shifts, the job of dog warden and clerking in the records bureau. The division commander is also responsible for the function of the juvenile bureau which handles all cases related to or

concerning juveniles. This bureau is headed by a sergeant and is assigned one rotating uniform patrol officer from one of the four platoons.

Fire Marshal's Division. This division is headed by the fire marshal and is concerned with, and responsible for, all fire-ground operations, fire prevention and inspection programs, fire training and the supervision of all apparatus maintainence. This division also works closely with the Engineering, Water and Building Departments in controlling and supervising the location of fire hydrants throughout the city, checking building plans for conformance to fire laws and the post-fire care of buildings. In addition, the divistion is responsible for the drawing of fire attack plans for commercial, public and industrial buildings and for supervising the platoon commanders in the training of personnel in these plans. This division has a Fire Inspector who assists the fire marshal. The number of fire inspections accomplished by this division of the 430 industrial and commercial establishments in the city is well over 2,000 inspections a year. This program is made effective by the assignment of regular district patrol officers to complete at least one industrial and/or commercial fire inspection daily. The fire marshal's officer handles target hazard inspections and an re-inspections at the recommendation of the patrol officers. The goal has

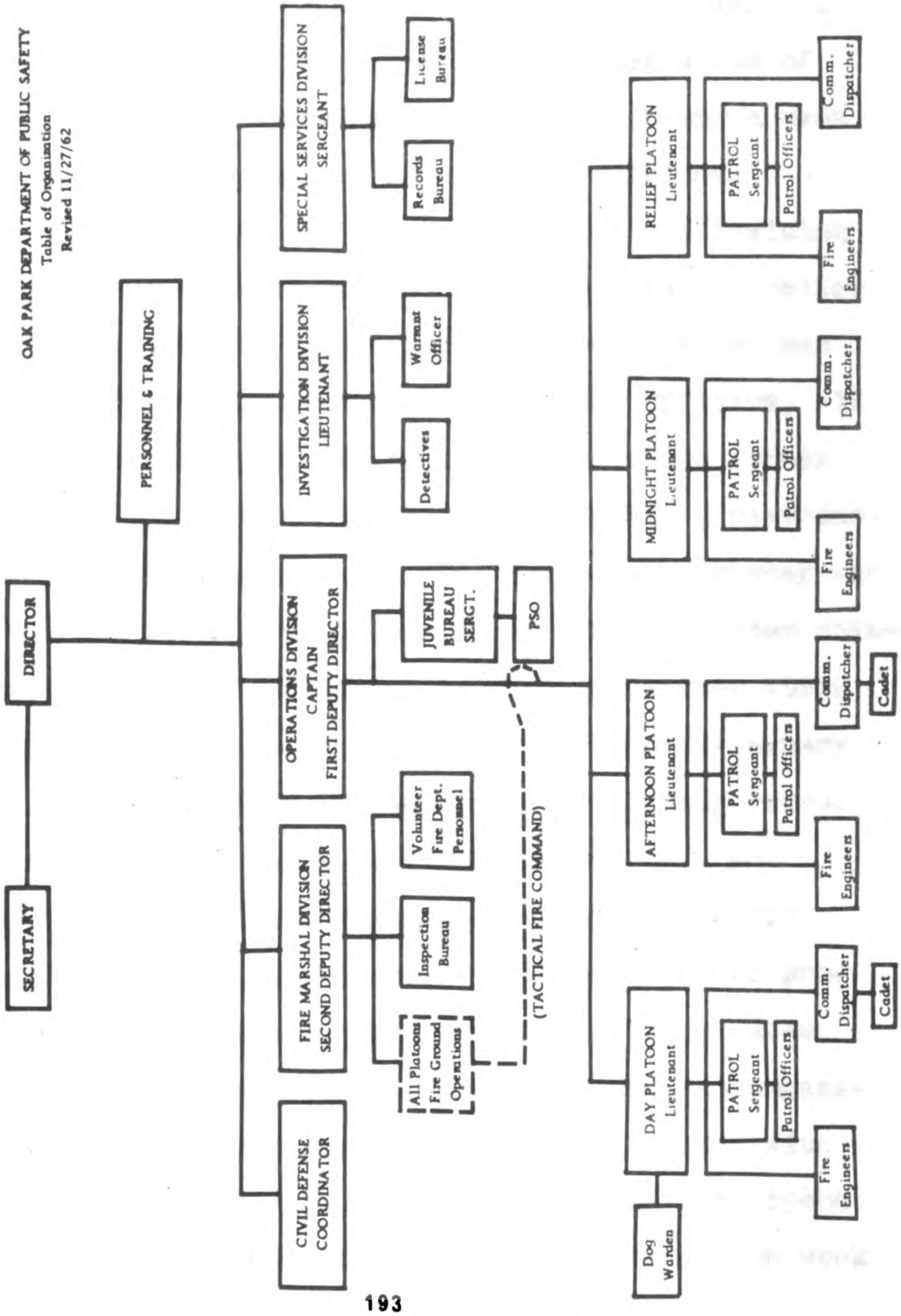
been set for an inspection of each industrial and commercial occupancy at least once every two months. This process enables the department to forward crime prevention recommendations at the same time fire prevention checks are made.

Special Services Division. This division is under the command of a lieutenant and handles the administration of the records and license bureaus. Four civilian clerks and one cadet are assigned to this division. The McBee Key Sorter system is used to record incident data and to provide an instant means of determining areas for selective crime and traffic enforcement efforts. There are plans in the near future to utilize IBM equipment to compile incident data. For incident reporting, the department uses a form system on which the investigating officer enters all information on a detailed check sheet. If the case of the incident requires duplication for control or follow-up purposes, it is duplicated by the communications officer and routed accordingly.

Investigative Division. This division is headed by a lieutenant who was detached from the operations division for this special assignment. This division follows up all cases of a nature requiring more detailed investigation over and above the original incident report. Two detectives and a warrant officer are assigned to this division and whenever manpower allows, a uniform patrol officer is rotated to the

FIGURE 1

TABLE OF ORGANIZATION



division for training purposes. A Table of Organization illustrating all of the foregoing can be seen in Figure 1.

A short selected history. Prior to integration of the services, the policemen worked forty-eight hours a week while the firemen were employed under the traditional seventy-two hour week schedule. After the initial training of the police in fire services and the firemen in the police service, the distinction between policemen and firemen was abolished. All firemen were sworn in as peace officers, all personnel were uniformed and weapons issued and the former firemen were assigned to one of the three operating platoons on a forty-eight hour week basis. In 1955, the work week was reduced to forty-four hours and the three platoon system maintained. Top pay for Public Safety Officer I was then $5200 per annum. The three platoon system was kept until January 1956, when the present four platoon system was inaugurated. Using this system, on a forty-four hour week basis, and overlapping relief platoon was assigned to the day shift on Friday of each week, and the department was able to provide an eight hour training program weekly for this extra platoon. The present four platoon work schedule, encompassing a forty-two hour week, was adopted in 1956, along with a salary ceiling raise for Public Safety Officer I to $5486. In July 1957, the City Council initiated the forty hour week

week for all city departments, but the Public Safety Department maintained the four platoon system on a forty-two hour schedule. In each four week schedule, every officer assigned to a platoon is credited with an extra day worked and permitted this time off whenever he desires as long as platoon minimum strength is maintained. In 1957, the Public Safety Officer I top pay was increased to $5616; in 1958, to $5902; in 1960, to $6058; in 1963, to $6526; and in 1964, the present salary limit of $6814 was established. From date of hiring and at a starting salary of $5644, the Public Safety Officer I receives an increment every six months (if his work so warrants it) for a period of three and one-half years until he reaches top pay. The command positions maintain a span of a ten percent pay differential between each position.

Patrol duties. The patrolling Public Safety Officer is responsible for the traditional police duties. The city is divided into three or four patrol districts, to which either one or two-man cars are assigned as personnel and vehicles are available. The sergeant is also assigned to patrol and is responsible for appearing at all major incidents and alarms unless otherwise directed. All beats are patrolled by auto. There are no walking beats. The patrol officers are rotated weekly to different districts. Therefore, no officer will be in the same district from week to week.

Response to fire alarms. These are regulated by

general orders. Grass, vehicle and rubbish fires rate one engine and two men from the station, met at the scene by district men as necessary. On all single dwelling or miscellaneous building fires, a response of two engines, all three engineers and a lieutenant from the station is required. They are met at the scene by the sergeant, a district car and one or two additional district cars. One car is always left for patrol to respond to other incidents. Multiple dwelling, commercial and industrial fires indicate the same response as for single dwelling fires, the exception being that all district cars respond. Patrols are then redeployed from the scene by the lieutenant as soon as possible. The fire marshal is in command of all fire-ground operations and the captain is responsible for furnishing men and apparatus to the fire marshal. The captain's responsibility also includes the providing for routine police emergencies at the time of a major conflagration. The department has mutual aid pacts for fire and police services with surrounding suburban communities.

Apparatus, equipment and buildings. All police and fire vehicles and equipment are based and maintained at one central station. This station forms a part of a municipal complex near the center of the city. The Public Safety Building is a new one finished in November, 1961, and contains

space for equipment, administrative functions, indoor pistol range, squad room, detention cells, classrooms, an emergency operations room in event of a disaster and permanent lockers for personnel. All patrol vehicles carry identical equipment which relates to either the fire or police duties the public safety officer performs. The department maintains a station wagon for ambulance service in certain emergencies, equipped with resuscitator, other oxygen equipment, first aid supplies and stretcher. A panel truck has a dual purpose of picking up animals and as an emergency equipment carrier. This is accomplished by having a removable one-dog cage attached to an extension of the rear chassis. In the truck is carried numerous emergency equipment including hydraulic rescue tools, smoke ejector and emergency lighting equipment. Fire equipment consists of two 1,000 gallon per minute pumpers, a 750 gallon per minute pumper and a 500 gallon per minute pumper.

Personnel. The Department of Public Safety roster is, at the time of this writing, at seventy persons. This includes four civilian clerks, a secretary and four cadets. The selection of public safety officers is regulated by a combination of written and oral examinations, background and crimminal fingerprint checks, polygraph and physical examinations, departmental interviews, psychological evalua-

tions and driving record checks. During the selection, a candidate is eliminated from consideration if he fails any single process. This procedure is very expensive, but the Oak Park Department of Public Safety believes rigid selection standards must be maintained if the police and fire service is to be elevated to the professional level it should occupy. The department has no problem in obtaining applicants. Whenever openings are advertised, four to five hundred applications are obtained. Of these, only one-third pass the written examination. Of this number, approximately one-fourth survive the other checks. Promotions are based on examinations and merit. Outside personnel, with the exception of the Director, have never been hired above the Public Safety Officer level. The training of the personnel is divided into three areas: basic, in-service and advanced. The department is a participating member of the Metropolitan Police Academy of Michigan. At this academy, recruits receive six weeks of basic police training. The recruits are then sent for one week to the State of Michigan Fire School, conducted by the University of Michigan at Ann Arbor, Michigan, where they are trained in the functions of the fire service. The recruits then receive six weeks of departmental training by individual department instructors over and above the other basic training courses. Also, the patrol-coach method of recruit assignment is utilized when the recruits

are placed on duty status.

The fire in-service training consists of two hours a month for each platoon. At this time any one of five written fire evolutions are performed. Other in-service training consists of complete equipment check-list examinations monthly, the use of pre-attack fire planning on the platoon level and regularly scheduled movies and classes on special fire and police problems. All platoon commanders, sergeants and at least one public safety officer from each of the platoons have been trained in fire scene command at the University of Michigan Fire School. At least two men from each of the platoons have completed advanced training in traffic courses at Michigan State University's Police School and photo schools in the Royal Oak, Michigan Adult Education Program. A lieutenant has completed the Kodak Law Enforcement Photography School and has instructed at least eight men in special techniques so that each platoon has at least two officers available for photographic accident and crime scene assignments. Two officers from each platoon have completed the federal government's state level radiological monitoring course. It is expected that within the next year, all officers will have completed this course. At the end of 1964, at least one officer on each platoon will have completed the Red Cross Instructor's course and be assigned platoon instruction duties involving his specialty. The facilities of

the Purdue University Arson Seminar, the Federal Bureau of Investigation, Michigan State Police, Northwestern University Traffic School and the International City Managers Association have been used for special training for selected officers. The department has completed its second course in instructor techniques under the auspices of the Oak Park Schools Adult Education program and now has a total of eighteen officers trained in methods of instructing. The near future holds plans for approximately twelve more men to attend this school. Also, certain selected officers are members of the tactical unit whose principal function is forming a highly trained cadre of experienced personnel for reducing disorders caused by strikes, civil incidents or handling seige situations. These men have been given specialized training in riot weapons, military formations designed for riot control, riot control law and advanced field first aid training.

Personnel organizations. The former firemen of the department were members of the International Association of Fire Fighters (AF of L), but failed to maintain their status after integration. Even after being approached by representatives of the International Association of Fire Fighters, none of the men indicated any interest in the organization. No officers are members of any union, nor are there any officers that are members of any of the quasi-police organizations.

Personnel problems have been solved through individual contacts. Department personnel are briefed on budget problems and changes in policy through platoon meetings with the director. Regular staff meetings assist the administrators and supervisors in communicating policy to the operating members of the department and in ironing out personnel and operating problems before they arise. This department reflects an unusual situation. Most cities are uncomfortably aware of interference by the international organizations when a grievance or additional benefit request arises. This has not happened in Oak Park since integration.

III. THE MEASURED UNITS OF WORK

Seventeen specific police patrol tasks were selected by the Director of the Oak Park Department of Public Safety to be used for this experiment. These tasks were ones that could be tabulated on the rear of the patrol officers road log. The tasks will be considered entirely at face value and no concern will be taken with the performing of post-arrest duties that necessarily follow the performed task, and the subsequent disposition of the arrested person by the courts. This decision to eliminate court disposition was based upon the limitations of time and space and not upon any theory of lesser degree of importance. The author firmly believes the

quality of an arrest is just as important as quantity--even more so. On the Oak Park Department the question of control of quality lies in the hands of the shift commanders who, as a customary procedure, review every arrest before booking.

Felony arrests on sight. These arrests, along with being the most important a patrol officer can make, are potentially the most dangerous to the personal safety of the patrol officer. Under the statutes of the State of Michigan, these are arrests made when the officer arrests a person:

> . . . (a) For the commission of any felony . . . committed in his presence; (b) When such person has committed a felony although not in the presence of the officer; (c) When a felony has been committed and he has reasonable cause to believe that such person has committed it; (d) When he has reasonable cause to believe that a felony has been committed and reasonable cause that such person has committed it; . . . (f) When he has received such positive information broadcast from any recognized police or other governmental radio station, or teletype, as may afford him reasonable cause to believe that a felony has been committed and reasonable cause to believe that such person has committed it; . . . .[3]

Such arrests are for the most serious crimes; namely, murder, manslaughter, arson, robbery, rape, burglary and other felonies of Michigan Statutory Law.

Misdemeanor arrests on sight. These are arrests of those who violate state statutes and city ordinances. They

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[3]Michigan Association of Chiefs of Police, Michigan Police Law Manual (revised edition; East Lansing, Mich.: Michigan Association of Chiefs of Police, 1954), pp. 66-67.

differ from felonies in a few basic issues. Misdemeanors are crimes limited by law to penalties less than are imposed for felonies and differ from felonies in that they must be witnessed by the arresting officer. This category would include arrests for minor assaults and sex offenses, prowling, larcenies of the petit variety, public drunkenness and other disturbances of the public peace. These arrests require diligent and observant patrol tactics on the part of the officer and instant decision-making attributes.

Warrant arrests. These are arrests made upon issuance of a warrant by the courts. They can be for either misdemeanors or felonies. However, in Oak Park, this category is made up mostly of misdemeanor traffic warrant arrests, but also includes all other arrests with warrant for misdemeanors and felonies. Warrant arrests often require the officer to exhibit investigative qualities and the expenditure of a little more effort than usual. This is due to the fact that in Oak Park a specific officer is regularly assigned to serve warrants. Therefore, the patrol officer who makes a warrant arrest does so as a result of his own personal knowledge of a warrant being on file or his investigation and/or interrogation of the subject whom he has stopped.

Driving under the influence of liquor arrests. This arrest is a misdemeanor arrest, but it is separated from that

category in this paper because of the traffic nature. It is one of the most important tasks a patrol officer can perform. The arrest involves the observing, identifying, stopping, and arresting of motorists operating motor vehicles on the public highways while under the influence of alcohol to the extent that their driving abilities are impaired to the degree that they constitute a danger to life or property. This arrest calls on the officer for keen observation, certain select patrol tactics, decision-making qualities and driving skill. There is a potential danger in this arrest because of the fact that the person to be arrested is under the influence of alcohol and operating a lethal weapon, the auto, when his reactions and responses are dulled by the alcohol he has consumed.

Reckless driving arrests. These are arrests of persons operating motor vehicles in such a manner as to endanger the lives, safety or property of others. Fundamentally, these arrests require the same skills and abilities of the patrol officer and carry the same inherent dangers as do arrests for driving under the influence of liquor.

Other hazardous moving traffic violation citations. This category includes all hazardous moving violations other than driving under the influence and reckless driving arrests. These citations involve the observing, stopping and issuing

of citations to drivers who commit moving violations, such as; disobeying traffic signals and signs, following too closely, excessive speed and illegal turns. This section also includes citations issued on all traffic collisions where a violation can be determined by the patrol officer.

Non-Hazardous moving traffic violation citations. These citations concern the operation of motor vehicles in violation of law other than hazardous moving violations. These would include driver and auto license violations, operating a motor vehicle without mandatory equipment or defective equipment, and operating unregistered motor vehicles.

Parking violation citations. Parking violation citations include all citations issued by patrol officers to owners or operators of motor vehicles who park their vehicles in such a manner as to obstruct the roads and highways, endanger public safety or in violation of posted parking regulations. These citations require constant attention to detail and observation on the part of the patrol officer.

Other ordinance violation citations. Citations issued to violators of the ordinances intended to regulate non-criminal behavior of people in the interests of public health, welfare and safety fall into this classification. Prime examples of the offenses for which these citations would be issued are burning without permits, unlawful dumping,

violations of ordinances governing businesses and other ordinances regulating the keeping of pets.

Open doors and windows. These are two separate units of work performed by the Oak Park Public Safety Officer, but for obvious reasons, they are being considered together because of their similar nature. These are primarily crime prevention functions on the part of the patrol officer. The open door or window in a business establishment after closing hours or in a residence temporarily unoccupied offers easy access to the premises to one of a criminal bent. Included in this category are all open or unlocked doors and windows discovered and reported by patrol officers during their tour of duty. These are police tasks that are time consuming and require the patrol officer to adjust his patrol tactics accordingly.

Autos recovered. Descriptions of autos stolen in Oak Park are immediately broadcast to the road patrol upon receipt of a complaint. Through the medium of teletype, the Department of Public Safety is notified of autos stolen in Detroit and surrounding communities. Many times, the department is warned by radio when there are indications that a freshly stolen auto is being driven toward the Oak Park area. Stolen autos recovered after being abandoned in Oak Park and

those recovered by the patrol officers contingent to felony arrests are tallied in this measured work category. This, indeed, is one important area that reflects an officer's powers of observation, since in order to recover a stolen auto, he first must see it.

Bicycles recovered. Since Oak Park is basically an upper-middle class community, most children have bicycles. Any bicycle stolen or lost is reported to the Department of Public Safety and a description of the missing bike furnished patrol officers. Each bicycle that is recovered by the patrol officer is noted on the patrol logs and added to the officer's individual record. This is somewhat a measure of an officer's devotion to duty since the paper work and trouble involved in a bicycle recovery appears to far outweigh the not too apparent benefit to the community.

Found B & E's. This category covers the finding, by patrol officers, of residences or business establishments that were unlawfully entered by force before a report is made by the owners or occupants. This has a dual purpose. Primarily it provides an early knowledge of the crime which is quite helpful for a more rapid solution, and secondly, it reassures the victims of the alertness of the patrol force. In some instances, the discovery of a breaking and entering by an alert patrolman has lead to the apprehension of the culprit still at the scene. Each breaking and entering dis-

covered by a patrol officer is included in his individual record.

Juvenile safety violation notices. The issuing of these notices by patrol officers is considered by the command of the Oak Park Department of Public Safety to be so important that they are put on a par with hazardous moving traffic violations issued to adults. The juvenile safety violation covers all violations, observed by patrol officers, of laws and ordinances relative to personal and public safety by offenders under the age of seventeen years. These violations are subject to the same types of accountability systems as the citations issued to adults. This category includes such offenses as riding double on bicycles, riding at night without lights and riding bicycles on prohibited streets. Pedestrian violations include jaywalking, throwing missles at buildings or moving vehicles and playing in the street. Each time an officer issues a safety violation notice, it is recorded on his individual record.

Field interrogation reports. Police activities by road patrol officers also include the stopping and questioning of persons abroad during the times of darkness, those found in or near crime scenes and others whose behavior or general appearance is suspicious, unusual or strange. The officer is provided field interrogation report forms for convenient reporting of all interviews of this type. The

"FI card", as it is commonly called by the Oak Park Public Safety Officer, is an important tool provided the investigative division in their program of crime solution and prevention. All field interrogation cards are logged and included in the individual record of the road officer.

Fire inspections. Since Oak Park's public safety officers perform the duties of firemen as well as those of police officers, fire inspections are also included as measured units of work performed. These inspections are conducted by road patrol officers at business places, public buildings and other locales where potential fire hazards exists. Fire inspections are assigned by shift commanders to individual patrolmen and are included among the tasks selected for measurement because those officers assigned these tasks have less time available for the performance of other tasks considered. Fire inspections are always conducted by patrolmen on the day shift and require up to thirty minutes for completion.

IV. THE RECORDS

Road officer's daily log. The road officer's daily log represents the record kept by the officer of his daily activities. An idea of the method used can be seen from Figure 2, which is a reproduction of the front and rear portions of the daily log. The top half represents the front part of the log and involves pertinent information regarding date, platoon, district, car number, speedometer readings and

FIGURE 2

FRONT AND REAR OF ROAD OFFICER'S PATROL LOG

Oak Park Department of Public Safety *

ACTIVITY LOG

Section I

DATE	PLATOON	DISTRICT	CAR NUMBER	SPEEDOMETER
				ON
				OFF

OFFICERS	Badge No.	On Duty	Off Duty
1.			
2.			
Signature of Inspecting Officer	Shift Commander:		

Section II

TIME From	TIME To	TIME Total	ACTIVITY AND DISPOSITION

Rear side one-half of activity log

RECAPITULATION OF ACTIVITIES

SECTION III - ARRESTS			SECTION VI - ORDINANCE VIOLATIONS		
Felony Arrests on Sight			Dumping Violations		
Misdemeanor Arrests on Sight			Burning Violations		
Warrant Arrests			Dog Law Violations		
D U I L			Other Ordinance Violations		
SECTION IV - TRAFFIC SUMMONS			SECTION VII - MISCELLANEOUS DETAILS		
Reckless Driving			Open Doors		
Other Hazardous Moving			Open Windows		
Non-Hazardous Moving			Autos Recovered		
Parking Violations			Bicycles Recovered		
Automatic Court Violations			Found BGE		
SECTION V - TIME BREAKDOWN			Juvenile Safety Violations		
Special Assignment			F.I. Cards Issued		
Report Writing			Fire Inspections		
Fire Fighting			SECTION VIII - MISC. ACTIVITIES		
Police Training			Injured Transported		
Fire Training			Money Escorts		
Complaint Investigation			Funeral Escorts		
Accident Investigation			Other Escorts		
Patrol			Official Letters Delivered		
Desk Duty			Prisoners Transported		
Standby Duty			Road Tests		
Lunch					
TOTAL TIME					

*Only headings of log used because of space requirements.

details relating to the officer involved. Also on this part is information regarding activities in which the officer may become involved through routine patrol or by being dispatched. The bottom half represents the rear portion of the log and has to do with the recapitulation of the officer's time and activities. The daily log is turned in at the end of each daily shift to the shift commander by all road officers.

Shift performance report. On this form, which is listed as Figure 3, is listed a running daily tabulation of the information gleaned from the road officer's daily log. This report is used by the shift commander to tabulate each road officer's records and assemble later into the quarterly shift performance report.

Quarterly shift performance report. The shift commander of each of the four platoons compiles consolidated quarterly reports from their running daily tabulation of the road officer's daily reports. The same shift performance report form as seen in Figure 3 is used. As can be observed, the reports contain data relating to the number of hours during the three month period devoted to different types of duty. Complaint and accident investigation, fire-fighting and patrol are a few of the kinds of duty covered. All of the seventeen selected measured units of work are listed on this form. As can be pointed out, there are other spaces on the shift performance report that deal with officer's individual totals, platoon

FIGURE 3

SHIFT PERFORMANCE REPORT

SHIFT PERFORMANCE REPORT

SHIFT COMMANDER: _____ PLATOON: _____ FROM: _____ TO: _____

NAME	Hrs. Spec. Assignm't	Hrs. Report Writing	Hrs. Fire Fighting	Hrs. Police Training	Hrs. Fire Training	Hours Spent on Complaint Investigat.	Hours Accident Investigation	Hours Patrol	Hours Desk Duty	Hours Standby Duty	Felony Arrests - Sight	Misdemeanor Arrest On Sight	Warrant Arrests	D U I L	Reckless Driving	Other Hazardous Moving	Non-Hazardous Mov.	Parking Violations	Automatic Court Violations	Dumping Violations	Burning Violations	Dog Law Violations	Other Ord. Violations	Open Doors	Open Windows	Autos Recovered	Bicycles Recovered	Found BGE	Juvenile Safety Violations Issued	F.I. Cards Issued	Fire Inspections	Officer 9 Index	Officer Index Per 10 Patrol Hour
1.																																	
2.																																	
3.																																	
4.																																	
5.																																	
6.																																	
7.																																	
8.																																	
9.																																	
10.																																	
11.																																	
12.																																	
TOTAL																																	
Platoon Index Average[3]																																	
Department Index Average[4]																																	

Per Patrol Hour[5]

Per Patrol Hour[6]

Platoon Average[1]

Department Average[2]

Patrol Hours Per Incident[7] Platoon Average

Patrol Hours Per Incident[8] Department Average

and departmental totals and averages. The individual performance totals are added together to produce the quarterly totals for the four platoons. All entries on the quarterly performance reports were checked by this writer through examination of daily reports. All reports were found to be accurate compilations of the individual officers daily reports. For the purpose of this study, the twenty-eight quarterly shift performance reports for the period 1 January 1962 -- 22 September 1963 were used as the primary data source. The hours worked totals were found to be accurate to the quarter-hour and individual measured units of work were found to be accurate to the .5 unit.

Annual departmental reports. Annual and semi-annual departmental reports forwarding statistical data to the Federal Bureau of Investigation and the Michigan State Police were also examined by this writer. Inasmuch as the categories of data required for these two agencies are not the same categories listed in the quarterly performance reports, no reconciliation of the quarterly report totals could be made with the department annual and semi-annual report totals.

V. THE INDIVIDUALS USED

Patrol time factor. Examination of the quarterly performance reports of the four platoons revealed that

forty-five individual Public Safety Officers had performed patrol duty during the period encompassed by the study. Of these, six officers whose intermittent assignments to patrol duty because of different assignments or resignations amounted to less than fifty hours each were eliminated. This elimination by the writer was arbitrary because it was felt that the inclusion of these figures would confuse rather than enlighten the report. Also, since these eliminated officers performance records were not used, the totals for patrol hours and measured units of work departmentalwise will not balance out if checked against the data source forms. It might be mentioned that one officer in the thirty-nine used was a part-time employee who only worked during the summer months. These thirty-nine officers were not all on patrol during each quarter because periodically throughout the period used for the study, certain officers were regularly assigned duties other than patrol; therefore they may suddenly drop out of the totals for a certain quarter. Likewise, during the period covered, new men were hired and certain officers resigned, which accounts for some men appearing in the totals and the elimination of some men.

Personal factors. Due to the limitations of this study, the individual factors of officer's age, education,

experience, motivation, ambition, professional interest, size of family, prior police experience and other factors were omitted. Although this writer believes that these factors exerted considerable influence upon the work habits of the men involved, time and space limitations made the evaluation of these factors beyond the scope of this study.

CHAPTER V

A SURVEY OF WORKLOAD

The records system of the Oak Park Department of Public Safety is very complete. All contacts made by the officers of the department are recorded on microfilm. Detailed reports of all incidents are written and recorded. The department has had records of shift and personnel performance since 1955. Before the function index system was instituted, a system was used that made data available relating to shift performance in all areas. This system showed departmental and shift averages and noted significant high and low areas. Using this system, the shift commanders were to take appropriate action in any area of production that showed a significant drop from previous totals or in any area of continuous low performance. This was not being done. The director knew which platoons were down in production, but without a more complete breakdown of tabulations, it was impossible to know which Public Safety Officers were low and in what areas. Too, the director found that in some cases there were discrepancies between the shift commanders subjective evaluation of the Public Safety Officer and the actual production of the officer. Some officers were getting excellent evaluations, but were exhibiting poor production records. The opposite was also true. Some

officers were receiving poor evaluations in areas of work accomplished, but showing high production totals. All of the above problems prompted the initiation of the Function Index System on January 1, 1962, at the Oak Park Department of Public Safety.

I. METHOD OF PROCEDURE

Patrol time factor. The quarterly shift performance reports from January 1, 1962, to September 22, 1963, were utilized for the preparation of this investigation. This period encompassed seven quarterly reports. Only officers with more than fifty hours on patrol were used. As can be seen by Figure 3 on page forty-one, the hours on patrol are those hours left to the officer after other time consuming activities are subtracted from the total hours worked. When an officer works an eight hour shift, the time that he spends on report writing, special assignment, fire fighting, training, complaint and accident investigation, desk and standby duty, and lunch are deducted from the eight hours. The time that remains is patrol time.

Officer index. The measured work units performed by each Public Safety Officer are listed on the quarterly report. Each work unit was assigned, arbitrarily, a certain weight by the Director of Public Safety. This weight took into account such elements as the degree of skill needed by

the officer in performing the task, dangers involved, and special investigative knowledge required of the officer. Figure 4 shows the weights assigned.

FIGURE 4

FUNCTION INDEX NUMBERS

Measured Work Unit	Weight Assigned
Felony arrest on sight	7
Misdemeanor arrest on sight	4
Warrant arrest	3
DUIL arrest	4
Reckless driving arrest	5
Other hazardous moving violation citations	3
Non-Hazardous moving violation citations	2
Parking violation citations	1
Other ordinance violation citations	3.5
Open doors	1
Open windows	1
Stolen autos recovered	6
Bicycles recovered	2
Found breaking and enterings	5
Juvenile safety violation notices issued	3
Field interrogation cards issued	2
Fire inspections	1

Each measured work unit total was multiplied by the weight assigned it and the resultant sum is the officer index.

Function index. The function index is found by dividing the officer index by the number of patrol hours and carrying to the second decimal. All figures in the function index were rounded to the nearest hundredth.

Code system. The Director of Public Safety re-

that the four platoons and individual officers by unidentified in this study. Therefore, each platoon was given a random number, and each individual officer identified by letters of the alphabet, A through AM. Four platoons, consisting of a total of thirty-nine officers, were used.

Quarterly standings. The numerical standings determined by the function index for each officer for each quarter during the period under study will be illustrated through tables. Each table will be divided into quartiles. The quartiles were determined by adding the total number of men used that particular quarter and dividing by four, with ties in function index numbers counting as one man. An attempt will be made to point out changes in status and other details from one quarter to another.

II. POSITION OF OFFICERS FOR FIRST QUARTER

The numerical standings based on function index numbers for twenty-eight Public Safety Officers is illustrated by Table I for the quarter 1 January 1962--31 March 1962.

The range for the number of patrol hours is from a low of seventy-six hours to a high of 263 hours. The range for the officer index is from 26.0 to 294.0 officer index points. The function index ranges from a high of 2.09 points downward to .33 of a function index point. As can be seen,

TABLE I

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 1 JANUARY 1962--31 MARCH 1962

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	V	207.5	99¼	2.09
2	X	286.0	182	1.57
3	E	177.0	118½	1.49
4	L	288.0	194 3/4	1.48
5	J	294.0	209¼	1.41
6	M	242.5	176½	1.37
7	W	188.0	146¼	1.29
8	G	113.0	96½	1.17
9	R	228.0	200 3/4	1.13
10	C	249.5	239¼	1.05
11	I	221.0	211	1.05
12	U	191.0	187 3/4	1.02
13	O	209.0	215 3/4	.97
14	A	199.5	208¼	.96
15	T	189.5	192 3/4	.93
16	D	133.0	143 3/4	.92
17	AE	180.5	200¼	.90
18	F	71.0	79 3/4	.89
19	N	125.0	146¼	.86
20	P	150.5	177 3/4	.85
21	Z	206.0	263	.78
22	AB	58.0	76	.76
23	K	187.0	252 3/4	.74
24	AA	146.0	218 3/4	.67
25	AC	51.5	78 3/4	.65
26	B	158.0	256¼	.61
27	AD	97.5	163	.60
28	S	26.0	81¼	.33

Line indicated by dash (_ _ _) shows quartile divisions.

there is a definite separation between the first and second quartiles, but very little separation between the other three. One man, Officer "S", was .27 below the second lowest man in the function index. The highest man, Officer "V", was .52 above the second highest man on the function index.

The relationship between the number of hours on patrol and work performed (as shown by officer index) can readily be seen. The leading officer with only 99¼ hours devoted to patrol collected a total of 207.5 officer index points, while Officer "G", in eighth place, with 96½ hours on patrol, compiled only 113 officer index points. By the same token, again compare the leading officer with, this time, the lowest officer, "S", who only collected 26.0 officer index points. The lower, or fourth quartile, indicates the area of concern. These men have been shown to be the lowest producers for the quarter studied. As was mentioned earlier, each officer works in different patrol areas weekly, therefore, the officer's exposure is equalized and no question of choice patrol area can be raised.

III. POSITION OF OFFICERS FOR SECOND QUARTER

Thirty-one Public Safety Officers participated in this quarter's computation. Table II shows their relative standings. The function index range shortened somewhat to a difference of 1.40 points as compared to the first quarter's 1.76 function index points. There is still a distinct separation between the first and second quartiles and no appreciable

TABLE II

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 1 APRIL 1962--22 JUNE 1962

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	R	249.0	133	1.87
2	V	167.0	91¼	1.84
3	W	286.5	163¾	1.76
4	C	217.5	138	1.58
5	E	343.0	223¼	1.54
6	N	187.0	122	1.53
7	L	229.0	159 3/4	1.43
8	D	181.5	149¼	1.21
9	M	100.5	85 3/4	1.18
10	I	179.0	159½	1.12
11	Q	171.5	155¼	1.11
12	AC	218.5	198¼	1.10
13	X	105.5	97	1.09
14	T	171.0	161 3/4	1.06
15	O	66.0	62½	1.05
16	J	165.0	163 3/4	1.01
17	P	180.0	181½	.99
18	F	227.0	240¼	.95
19	S	114.0	140½	.81
20	AA	130.5	165	.79
21	G	87.0	111¼	.78
22	A	163.0	208¼	.78
23	U	158.0	207½	.76
24	AE	54.0	70½	.76
25	AD	102.0	141½	.72
26	B	127.5	188¼	.68
27	Z	149.5	233	.64
28	AB	68.5	109½	.62
29	H	75.5	124 3/4	.60
30	Y	88.0	149½	.59
31	K	45.0	95½	.47

Line indicated by (_ _ _) shows quartile divisions.

difference between the other three. The range for officer index was from a low of 45.0 to a high of 343.0 officer index points. The number of hours on patrol ranged from $62\frac{1}{2}$ to $240\frac{1}{4}$ hours.

The high officer, "R", who was in the second quartile in the previous quarter, was only .03 above the second place officer, while the lowest officer, "K", was .12 below the second lowest officer. It is interesting to note that Officer "R" had 133 hours devoted to patrol and collected 249.0 officer index points, while Officer "H", who was third from the bottom, had 124 3/4 hours on patrol and amassed only 75.5 officer index points.

It is also found that there is some drastic position changes both numerically and quartile-wise. Officer "AC" has risen this period from the lower quartile to the second quartile. Officer "U" has made the same change, only in reverse, from second to last quartile. Officer "N" has broken into the first quartile from a position within the third quartile last period.

Three officers, "B", "K" and "AD" remained in the last quartile for the second quarter in a row. Officers "E", "L", "V" and "W" have remained in the first quartile for this second quarter in succession.

TABLE III

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 23 JUNE 1962--13 SEPTEMBER 1962

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	AK	535.5	177¼	3.02
2	L	286.5	124	2.31
3	Q	200.5	95¼	2.11
4	M	212.5	104¼	2.04
5	R	246.5	129½	1.90
6	E	318.5	170	1.87
7	V	152.0	91 3/4	1.65
8	W	280.5	170½	1.64
9	N	76.5	50½	1.52
10	AC	155.5	110¼	1.41
11	AG	341.5	242¼	1.40
12	AA	231.0	178 3/4	1.29
13	AJ	97.5	76¼	1.28
14	J	200.5	160½	1.25
15	A	186.0	152½	1.21
16	D	172.0	145½	1.18
17	AD	98.5	85 3/4	1.15
18	I	114.5	103 3/4	1.14
19	G	132.5	130	1.02
20	P	162.0	159½	1.01
21	AB	104.0	112¼	.93
22	AI	70.5	77 3/4	.90
23	F	141.5	159¼	.89
24	P	152.5	171½	.89
25	H	193.0	222½	.87
26	Z	168.5	200	.84
27	T	149.0	182	.82
28	AH	78.5	99 3/4	.79
29	X	55.5	71½	.79
30	K	122.5	163	.75
31	B	104.0	154¼	.68
32	U	109.0	169	.68
33	AF	45.0	76	.59
34	S	125.5	219 3/4	.57
35	Y	96.5	180	.53

Line indicated by dash (_ _ _) shows quartile divisions.

IV. POSITION OF OFFICERS FOR THIRD QUARTER

Table III shows the numerical standings of thirty-five Public Safety Officers for the third quarter used. The top officer in the function index is separated from the lowest by 2.49 function index points. Interestingly enough, Officer "AK" is separated from the second highest officer by .71 of a point.

There is still a definite separation between the first and second quartiles with the other three remaining approximately the same. Although, it can be noticed that the difference between the low officer and the top officer in the fourth quartile has lessened considerably.

The range of the officer index shows quite a change from the previous two quarters. The index ranges from a high of 535.5 to a low of 55.5 officer index points. While at the same time, the number of hours devoted to patrol ranges from 242½ hours to a low of 50½ hours. It is noted that the leader, Officer "AK", while on patrol 177¼ hours amassed 535.5 officer index points while during the same quarter, the lowest officer, "Y", with almost the same patrol hours (180), compiled only 96.5 officer index points.

In the first quartile, four officers, "E", "V", "L", and "W" have remained for the three quarters studied. Officers "M" and "R" have been in the first division two

out of three quarters. In the same respect, Officers "K" and "B" still remain in the fourth quartile for the third quarter in a row, and Officers "S", "U", "Y" and "Z" have placed in the lowest division two out of the three quarters studied. Note that Officer "X" has dropped from a top quartile ranking in the first quarter to the low quartile for this quarter.

V. POSITION OF OFFICERS FOR FOURTH QUARTER

Thirty-one officers were involved in the tabulation for this quarter. Their numerical standings are shown in Table IV. There are a few significant changes this period from the previous periods studied. This is the first quarter studied where there is no appreciable separation between each quartile. There is only 1.39 function index points separating the first officer and the thirty-first officer. Also, the figures for the last quartile again reflect a tightening of the extremes. The lowest and highest officers in the fourth quartile in this period are only separated by .18 function index point. The highest officer is separated from the second by .13 function index point while the lowest officer is separated from the second lowest by only .04 of a point.

The trend indicates that the leaders in the high and

TABLE IV

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 14 SEPTEMBER 1962--5 JANUARY 1962

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	X	129.0	64½	2.00
2	Q	405.0	216 3/4	1.87
3	AK	214.75	122	1.77
4	W	370.0	210½	1.76
5	E	358.5	246	1.46
6	L	225.5	158 3/4	1.42
7	R	274.5	219	1.25
8	N	187.5	151½	1.24
9	O	337.5	277¼	1.22
10	C	286.5	248¼	1.11
11	I	264.0	249½	1.06
12	AE	240.0	233 3/4	1.03
13	AJ	156.5	157¼	1.00
14	H	248.5	254 3/4	.97
15	AB	130.5	135¼	.95
16	P	141.5	157 3/4	.90
17	AA	198.75	223 3/4	.89
18	F	195.5	220½	.89
19	Z	248.5	282¼	.88
20	AF	175.0	201½	.87
21	A	209.0	242¼	.87
22	AC	200.0	229 3/4	.87
23	AD	204.75	239¼	.86
24	AI	194.5	235	.82
25	K	211.0	257½	.82
26	T	141.0	178	.79
27	U	188.0	240½	.78
28	B	176.5	238 3/4	.77
29	S	163.0	217	.75
30	Y	145.5	222 3/4	.65
31	AH	120.5	195 3/4	.61

Line indicated by dash (_ _ _) shows quartile divisions.

low quartiles remain the same. The low quartile is again represented by Officer "B" who has remained there for the four periods studied. Officers "S", "U" and "Y" are in the last quartiles for three out of four periods. At the same time it is found that Officers "E", "L" and "W" have remained in the top quartile for all four periods. Officer "R" has been in the first quartile for three out of four times and Officers "Q", "X" and "AK" for two of the four quarters studied. It is significant to note that Officer "X" is back in the first quartile this fourth period, in fact leading it, after being in the last quartile for the third quarter.

VI. POSITION OF OFFICERS FOR FIFTH QUARTER

Table V lists the numerical position of the thirty-two Public Safety Officers utilized this fifth quarter. Again there is seen no significant differences between the four quartiles, function index-wise; each quartile being separated from its neighboring quartile by at the most .06 of a function index point. The highest officer is separated from the officer at the bottom of the scale by 1.49 function index points. The top officer is .42 function index point above the second highest officer. The range of the fourth quartile is again lengthening, the separation this quarter between the top man in the last quartile and the low man

TABLE V

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 6 JANUARY 1963--29 MARCH 1963

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	AK	273.0	108½	2.50
2	W	410.0	197	2.08
3	T	292.0	142 3/4	2.05
4	R	317.75	157 3/4	2.02
5	N	266.0	133½	1.99
6	AJ	324.5	164	1.98
7	Q	339.0	174	1.95
8	Z	351.0	186	1.89
9	U	405.0	214 3/4	1.84
10	K	322.5	177½	1.82
11	E	129.5	80½	1.61
12	V	202.0	125¼	1.61
13	C	323.0	220½	1.46
14	P	289.0	199	1.45
15	AD	225.75	157 3/4	1.43
16	S	230.5	163 3/4	1.41
17	Y	308.0	218¼	1.41
18	B	275.75	201 3/4	1.36
19	AB	234.5	176½	1.33
20	AE	142.0	106 3/4	1.33
21	AC	265.5	200½	1.32
22	D	95.0	73	1.30
23	O	212.0	167¼	1.27
24	AI	233.5	188	1.24
25	I	132.5	108½	1.23
26	AM	162.0	142	1.14
27	AH	227.0	202 3/4	1.12
28	H	181.0	173¼	1.05
29	AL	133.0	126½	1.01
30	F	210.0	208¼	1.01
31	AF	216.5	223	.91
32	A	190.0	208¼	.91

Line indicated by dash (_ _ _) shows quartile divisions.

being .32 of a function index point.

The officer index points range from a high of 410.0 to a low of 95.0 officer index points. The number of hours devoted to patrol range from a low of seventy-three hours to a high of 223 hours.

Officer "W" is again in the top quartile for the fifth time. Officer "R" is in the first quartile for the fourth time out of five quarters. Officers found to be in the first quartile three out of five quarters are Officers "Q" and "AK". Officer "N" finds his way back to the first quartile for the second time out of five quarters. Noteworthy is the fact that Officer "T" has placed in the first quartile this period after spending the last two periods in the fourth quartile.

The trends have changed slightly this quarter with other officers appearing in the high and low quartiles. Officer "B" has moved out of the last quartile for the first time in five quarters. Although at the same instance, note that Officer "AH" has placed in the low quartile three out of five quarters and Officers "H" and "AF" two out of five quarters. Interestingly, it is found that Officers "H" and "I" have dropped from the second quartile the last period studied to the fourth quartile this period.

The officers in the middle two quartiles have basically remained within these two quartiles with slight shift-

TABLE VI

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 30 MARCH 1963-22 JUNE 1963

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	AK	347.5	144¼	2.39
2	W	287.5	122½	2.31
3	AJ	332.0	166 3/4	2.00
4	R	223.25	119 3/4	1.86
5	U	361.0	194	1.86
6	T	257.5	148¼	1.73
7	X	181.5	110¼	1.69
8	Q	116.5	68¼	1.68
9	D	271.5	165½	1.66
10	AC	242.0	162	1.49
11	C	260.5	175½	1.48
12	AI	272.5	201	1.36
13	B	196.5	144	1.36
14	S	175.0	128½	1.35
15	Z	268.5	215½	1.30
16	AA	150.0	117 3/4	1.29
17	AB	158.0	124½	1.27
18	O	185.5	147½	1.26
19	AD	235.5	188 3/4	1.25
20	P	268.0	218¼	1.23
21	Y	196.75	161	1.22
22	AF	217.0	181 3/4	1.19
23	K	127.5	110 3/4	1.15
24	AH	198.5	181½	1.10
25	AM	270.0	248½	1.09
26	H	179.0	168	1.06
27	AL	130.0	131¼	1.00
28	N	147.0	149	.99
29	A	93.0	99¼	.94
30	F	132.0	146¼	.90

Line indicated by dash (_ _ _) shows quartile divisions.

ing back and forth with the exception of the officers discussed in more detail because of their drastic movements numerically.

VII. POSITION OF OFFICERS FOR SIXTH QUARTER

Thirty Public Safety Officers in relation to numerical standings are shown in Table VI for this sixth quarter. Again there is very little difference in the divisions between separate quartiles. The top officer is again separated from the lowest by 1.49 function index points. Note, also, that the highest producing officer and the lowest producing officer had again almost the same exposure (number of hours on patrol), but the high man accumulated 347.5 officer index points while the low man was amassing only 132.0 officer index points. The high officer was only .08 function index point above the second highest, and .76 function index point above the lowest man in the top quartile. This indicates a shortening of the difference between the two positions. The trend remains the same for the low quartile with the lowest officer being separated from the highest officer in the last quartile by only .20 of a function index point.

The range for patrol hours is from a high of 248½ hours to a low of 68¼ hours. The officer index points list from a low of 93.0 to a high of 361.0 officer index points.

The trend indicating that the same men are remaining in the top quartile still stands. Officer "W" is still remaining in the first division; placing there six times out of six quarters. Officer "R" has placed in the first quartile five out of six quarters and Officers "Q" and "AK" four out of six quarters. Officer "X" has been in the top division three out of six times and Officers "T" and "AJ" two out of six quarters. Note the drastic change of Officer "U". This officer for the two previous quarters has been in the last quartile, but this quarter is standing in fifth place numerically.

Noteworthy is the fact that Officers "B" and "S" along with Officer "Y" are still remaining out of the last quartile. At the same time, Officer "AH" has spent four out of six periods in the last quartile and Officer "H" three out of six quarters. Officers "A", "F", "AL" and "AM" are spending their second out of six quarters in the fourth quartile. Officer "N" has exhibited a drastic change by appearing this time in the fourth quartile after appearing in the first quartile previously for two quarters.

VIII. POSITION OF OFFICERS FOR SEVENTH QUARTER

Table VII illustrates the figures for this last quarter studied. Twenty-seven Public Safety Officers were

TABLE VII

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR QUARTER 23 JUNE 1963--22 SEPTEMBER 1963

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	AK	341.5	100½	3.40
2	E	304.5	124½	2.46
3	AG	328.5	165½	1.99
4	C	299.5	163½	1.77
5	A	114.5	66	1.74
6	AI	274.0	157½	1.74
7	D	187.5	108 3/4	1.73
8	P	176.5	106½	1.66
9	AC	210.5	128¼	1.64
10	AM	66.0	51¼	1.60
11	Z	337.0	212¼	1.58
12	AB	210.0	135¼	1.55
13	W	222.0	127 3/4	1.42
14	AF	203.5	145¼	1.40
15	N	226.0	171½	1.32
16	K	148.5	113 3/4	1.31
17	U	177.0	135 3/4	1.30
18	F	191.5	150¼	1.27
19	AJ	186.5	146 3/4	1.27
20	AH	217.5	174	1.25
21	AE	132.5	110	1.21
22	O	75.0	62¼	1.20
23	H	222.0	194 3/4	1.14
24	T	185.5	163	1.14
25	B	215.5	196 3/4	1.10
26	S	133.0	122	1.09
27	Y	146.5	146 3/4	1.00
28	AD	192.0	191 3/4	1.00
29	AA	75.0	92½	.82

Line indicated by dash (_ _ _) shows quartile division.

involved. This quarter shows the greatest range between the highest officer, function index-wise, and the lowest officer; 2.58 function index points. There is a difference, too, between the highest officer and the one holding second highest position of .54 of a function index point. In the lower quartile, there is a conspicious difference between the lowest man and the highest man in that quartile. This difference amounts to .28 of a function index point. This reflects the trend that there is no great difference from the low of one quartile downward to that of the highest of the next.

The officer index points range from a low of 66.0 to a high of 341.5 officer index points. The range of patrol hours reaches from a high of $212\frac{1}{4}$ to a low of $51\frac{1}{4}$ hours. Again notice that the leading officer has piled up 341.5 officer index points as he devoted $100\frac{1}{2}$ hours to patrol while the lowest officer with nearly the same amount of patrol hours ($92\frac{1}{2}$) has only produced 75.0 officer index points.

Officer "AK" has remained in the first quartile again for a total of five quarters out of the seven studied. In the same instance, Officer "W" has dropped out of the first division to the second this period after remaining in the first quartile six out of seven quarters. Officer "E" has

returned to the top quartile after an absence of two periods to make it five quarters out of seven. Of the rest, only Officer "C" has previously been in the first quartile and then for only one other instance.

On the other hand, however, observe the regression on the part of Officers "B", "S" and "Y" who have returned to the lower quartile again after an absence of two quarters. Officer "B" has been in the last division for five out of seven periods, while Officers "S" and "Y" have been in the last division four out of seven periods. Officers "AD" and "AA" both have previously been in the last quartile twice and once respectively.

IX. STATISTICAL SUMMARY

This summary was obtained by adding for each officer the total number of officer index points for all seven quarters and then dividing by the total sum of the patrol hours for all seven quarters. The resultant figures indicate the average function index. Table VIII indicates this average function index for all seven quarters.

There was a difference between the highest man for the period and the lowest of 1.32 function index points. The highest officer was .82 function index point above the second highest. The lowest officer was .19 function index point below the second lowest man. With the exceptions

TABLE VIII

POSITION OF OFFICERS AS DETERMINED BY FUNCTION INDEX
FOR PERIOD 1 JANUARY 1962--22 SEPTEMBER 1963

NUMERICAL POSITION	INDIVIDUAL OFFICER	OFFICER INDEX	NUMBER OF PATROL HRS	FUNCTION INDEX
1	AK	1712.25	652½	2.62
2	W	2044.50	1137 3/4	1.80
3	V	728.50	407½	1.79
4	Q	1232.50	709½	1.74
5	E	1631.00	962 3/4	1.69
6	AG	670.00	407½	1.65
7	R	1539.00	959 3/4	1.61
8	L	1029.00	637¼	1.61
9	AJ	1097.00	711	1.54
10	M	555.50	366½	1.52
11	X	757.50	525¼	1.44
12	J	659.50	533½	1.42
13	D	1040.50	785 3/4	1.32
14	N	1215.00	922½	1.32
15	C	1520.00	1183	1.28
16	AI	1045.00	859¼	1.22
17	AC	1343.50	1107 3/4	1.21
18	T	1331.00	1168½	1.14
19	O	1237.50	1104	1.12
20	AB	963.50	869½	1.11
21	AM	498.00	451 3/4	1.10
22	I	911.00	832¼	1.09
23	U	1431.00	1349 3/4	1.06
24	AE	749.00	721½	1.04
25	AF	858.00	826½	1.04
26	AL	263.00	257 3/4	1.02
27	K	1163.50	1170 3/4	.99
28	AH	842.00	853 3/4	.99
29	AD	1156.00	1167 3/4	.99
30	A	1155.00	1184 3/4	.98
31	G	332.50	337 3/4	.98
32	F	1168.50	1204½	.97
33	H	1099.00	1138¼	.96
34	Z	1480.50	1592	.93
35	B	1252.75	1380	.91
36	P	1078.50	1200¼	.90
37	Y	981.25	1078¼	.90
38	S	955.00	1072 3/4	.89
39	AA	700.25	996½	.70

Line indicated by dash (_ _ _) shows quartile divisions.

already noted, there was no appreciable difference from one position to the next neighboring one.

In examining the top quartile of the summary and reviewing the quarter's individual totals, it can be seen that Officer "W" held the lead for the number of times placed in top quartile at six out of seven. Officers "AK", "E" and "R" had placed five times in the top division. Officers "Q" and "L" held top quartile positions four times. Holding the first division place three times were Officers "V" and "X". Although Officer "X" did not place in the top quartile on the summary, he was used to illustrate an unusual occurrance. Officer "X" along with placing in the top quartile three times, placed once in the bottom quartile, but still amassed enough officer index points to almost make the top division in the summary.

As the lower quartile of the summary is examined and related to the quarterlies, it can be observed that Officer "B" spent five of the seven quarters in the bottom quartile. Placing in the last division four out of seven times are Officers "Y" and "S". Officer "H" was in the lower quartile three times, while Officers "F", "Z", "AA" and "T" were in two out of the seven quarters studied. Officer "P" is a study in contrast. While never spending one quarter in the lower division and at the same time placing in the top

quartile once out of seven periods, his totals and averages placed him in the bottom quartile function index-wise for the summary.

Most of the officers in the middle quartiles remained there with some shifting slightly back and forth between the two divisions. However, Officers "N" and "C" did place twice in the top quartile. Also, it is found that Officer "AH", while in the middle quartiles for the summary, placed in the last division four out of seven quarters. Officer "AD" spent three quarters and Officers "AM", "U", "AL", "K" and "A" two out of seven quarterlies in last division.

With the few exceptions so noted, the summary quite accurately represents the positions of the officers in regard to the quarterly reports. The top man for the summary is separated from the second man by a great margin, as is the lowest man from the second lowest. This, too, was generally the case in the individual quarters.

Only the statistical ramifications have been noted and discussed in this chapter. No attempt has been made to show how the function index is utilized. The following chapter will investigate this phase.

CHAPTER VI

AN ANALYSIS OF WORK LOAD

The Oak Park Department of Public Safety has utilized not only the function index, but also the production totals and hourly figures in evaluation and diagnostic techniques. In this utilization of work load totals many factors are eminent. This chapter will discuss these points and attempt to evaluate the use of the program by the department.

I. THE FUNCTION INDEX

The Oak Park Public Safety Officer is evaluated subjectively bi-annually by both his lieutenant and sergeant. This evaluation is accomplished through a form called the Officer Progress Report which is shown as Figures 5 and 6. The front and rear portions are shown. The officer is graded through the use of a check mark in one of four columns: namely, unsatisfactory, good, very good and superior. The areas covered in the progress report are marksmanship, interest, production, standby duty, fire scene and resuscitator, emotional stability, desk duty and report writing, proficiency, personal appearance and conduct, loyalty and supervisory ability. Each of these areas are further divided into subareas pertaining to the particular trait or duty under scrutiny. On the rear portion of the progress report, a space is provided

FIGURE 5

DEPARTMENTAL EVALUATION FORM--FRONT

OFFICER PROGRESS REPORT

REVIEWING OFFICER:	DATE DUE:

IMPORTANT: The preparation of a progress report is a serious responsibility. Each individual will take the same painstaking care in the preparation of the progress report for his subordinates that he would expect his rating officer to take in the preparation of his own progress report. All entries will be true and impartial and made in accordance with departmental policy.

PERSONAL DATA OF OFFICER BEING RATED

1. Last Name - First Name - Middle Initial	2. Badge #	3. Rank	4. Period of Report	FROM	TO

MARKSMANSHIP: _____ PROBATION TERMINAL DATE:	Unsatisfactory	Good	Very Good	Superior
SECTION I - INTEREST				
1. Routine Duties				
2. Voluntary Self Improvement				
3. Willingly Accepts Extra Assignments				
4. Punctual for Assignments				
SECTION II - PRODUCTION				
1. Work Thorough, Effective, and Accurate				
2. Industrious - Does Full Day Work				
3. Initiative in all Phases				
SECTION III - STAND-BY DUTY				
1. Knowledge of Fire, Rescue and First Aid Equipment				
2. Industrious in Performance of Routine Station Assignments				
3. Attitude				
SECTION IV - FIRE SCENE AND RESUSCITATOR				
1. Working Knowledge at Scene				
2. Emotional Stability				
3. Initiative				
4. Performance				
SECTION V - EMOTIONAL STABILITY				
1. Reactions in Emergency				
2. Public Contacts				
3. Accepts Criticism by Superiors				
4. Self Control				
SECTION VI - DESK DUTY AND REPORT WRITING				
1. Interest				
2. Accurate, Complete, Factual				
3. Neatness				
4. Phone and Radio Procedure				
5. Keeps Supervisors Informed				
6. Working Knowledge of Policies and Procedures				
7. Judgement				
SECTION VII - PROFICIENCY				
1. Working Knowledge of Policies and Procedures				
2. Firearms - (Sustained Interest - Ability)				
3. Use and Care of Department Equipment				
4. Knowledge and Application of Law				
SECTION VIII - PERSONAL APPEARANCE AND CONDUCT				
1. Neat and Clean				
2. Conduct with Law Violators				
3. Court Conduct				
4. Tact, Poise and Self Confidence				
5. Relationships with Fellow Employees				

FIGURE 6

DEPARTMENTAL EVALUATION FORM--REAR

OFFICER PROGRESS REPORT Page 2.

	No Opportunity	Unsatisfactory	Good	Very Good	Superior
SECTION IX - LOYALTY					
1. Supports Superiors					
2. Shows Pride in Work and Department					
3. Sustained Interest in Department Improvements					
SECTION X - SUPERVISORY ABILITY					
1. Making Decisions					
2. Directing and Checking Work					
3. Accepts Responsibility					
4. Training and Developing Department Personnel					
5. Public Speaking or Instructing					

FINAL OVERALL RATING:

What rating do you believe best describes the employee's work?

_____

(Rating Officer's Signature)

***

I have reviewed this report and wish to take exception to some points, which I have listed in the remarks section:

_____

(Officer's Signature)

***

I HAVE REVIEWED THIS REPORT AND UNDERSTAND IT:

_____

(Officer's Signature)

***

I have reviewed this report and I respectfully request an interview with the Director, to go over some of the points, as listed in the remarks section:

_____

(Officer's Signature)

***

I hereby certify that this progress report has been reviewed by the above officer, and I recommend that it be accepted for filing.

_____

(Reviewer's Signature)

REMARKS:

for an over-all rating of the officer by the supervisor. Also, there are places provided for the officer's signature; he can sign it in any one of three spots. One signature spot signifies that the officer has read the report, understands and accepts it. Another place for signature indicates that the officer has read the report and wishes to take exception to some points with the rating supervisor. The last spot for the signature of the officer being rated denotes that he has read the report and wishes an interview with the director. The final signature is for the reviewing command officer prior to filing.

All officer progress reports are reviewed by the captain of police prior to inclusion in the officer's permanent personnel records. Regular officers, as was mentioned earlier, are rated semi-annually, while probationary officers are rated every two months.

The function index along with the progress report is utilized by the director in determining advancement, placement and salary of officers. An officer could be, and has been, held back from a salary increase because of a poor progress report combined with a poor function index standing. The director has indicated that if an officer has had a poor progress report and has placed in the lower quartile three out of four quarters in the period prior to a proposed salary increment, then that officer's pay increment would be held up

until his performance improves. Accordingly, if an officer loses his pay increment, he cannot acquire it until his progress reports improve, and he places in one of the three upper quartiles.

Since the installation of the function index, only three men have lost their pay increases, and then for only one quarter. In each case, upon being interviewed personally by the director and captain, the officer's work improved considerably. It was observed during these personal interviews that all three men held somewhat the same views concerning the quality and quantity of their own work. The general consensus of the three officers was that they thought they were doing well in their work, but the function index showed them that they were not. Too, they felt that had they been notified by their shift commanders that their work was down, they would have voluntarily improved.

Another way the function index has been used in conjunction with the progress reports is in the area of pay raises again. An officer in order to reach top pay receives a pay increment every six months for a total of forty-two months. The director has declared that if a man receives good progress reports and has placed in the top quartile three out of four quarters, he should receive a double increment. This enables the man to reach top pay six months sooner. There is to be only one double increment per man. If the

man's progress reports and production records drop by any great degree after this double increment, then an increment is held back and the man reverts to the forty-two month schedule.

The function index combined with officer progress reports have still another use. As was mentioned previously, officers are rotated to the juvenile and detective bureaus periodically for training purposes. This is held by both command and operating personnel to be a reward. The director and captain have utilized the function index and progress reports in choosing the officers from the patrol division to be rotated into these bureaus.

The function index has been used as a diagnostic tool to determine training needs and man analysis. Primarily the function index is a diagnostic man analysis tool. It is used to show standings of officers and spot significant deviations from established modes of production behavior. In this case, emphasis is placed in two areas. The low quartile is an area of concern and also any drastic shift downward quartile-wise indicates further study. Training needs are developed through the use of the function index by showing areas where an officer's training has been faulty or neglected. If an officer is low, function index-wise, one assumption that can be made is that the officer is lacking an understanding of the function expected of him. This would indicate

further training of the in-service variety or re-training.

II. USE OF PRODUCTION TOTALS

Not only is the function index utilized for diagnostic analysis, but the figures from which the index is derived also have their uses. From the records kept of the measured work units and times devoted to certain activities, the shift commander can instantly perceive which officers are putting in a full day's work and which men are being carried by others, and in what areas.

Table IX shows the production totals for all men involved in the study for the entire seven quarters. The following is an attempt to discuss each measured work unit and their respective areas of concern.

Felony arrests on sight. This category while being the most important measured work unit is also the most difficult to obtain; difficult because the opportunity for such arrests are not prevalent in this community due to environmental factors. But, even though the opportunity is not great, opportunity still exists. This is evidenced by the fact that one officer made nine felony arrests in the period studied. Out of the thirty-nine officers involved in the study, seventeen made two or less felony arrests. Out of these seventeen officers, four made no felony arrests at all during the period under investigation. This, indeed, would indicate

TABLE IX

INDIVIDUAL TOTALS FOR MEASURED WORK UNITS OF OAK PARK, MICHIGAN DEPT. OF PUBLIC SAFETY DURING PERIOD 1 JANUARY 1962--22 SEPTEMBER 1963

MEASURED WORK UNITS / INDIVIDUAL OFFICERS	FELONY ARRESTS	MISDEMEANOR ARRESTS	WARRANT ARRESTS	DUIL ARRESTS	RECKLESS DRIVING ARRESTS	OTHER MOVING VIOLATION CITATIONS	NON-HAZARDOUS MOVING VIOLATION CITATIONS	PARKING VIOLATION CITATIONS	OTHER ORDINANCE VIOLATION CITATIONS
A	4.0	6.0	1.5	.5	-	231	65	57	11.0
B	9.0	5.5	1.5	-	1.0	220	81	66	11.5
C	6.0	8.5	8.5	8.0	-	254	99	104	17.0
D	2.5	10.5	1.5	1.5	-	162	87	52	28.0
E	1.5	6.0	5.5	2.0	1.0	258	171	132	12.0
F	2.0	9.5	7.0	1.0	2.0	240	40	45	10.0
G	.5	1.0	1.0	-	-	63	21	31	3.0
H	1.0	9.0	4.0	1.0	-	209	85	64	6.0
I	4.5	5.5	2.5	2.5	2.0	128	66	159	14.0
J	3.0	9.0	4.0	2.0	4.0	107	28	51	18.0
K	2.0	6.5	5.5	2.0	-	172	44	115	9.0
L	-	-	5.0	3.5	-	144	99	161	9.0
M	-	1.0	5.0	1.0	1.0	98	42	82	7.0
N	5.5	3.0	6.5	-	-	221	64	76	21.0
O	2.5	8.5	12.0	1.0	5.0	203	111	139	7.0
P	1.0	9.0	4.5	-	1.0	209	136	122	12.0
Q	6.5	3.0	13.5	2.5	1.0	172	135	105	14.5
R	7.0	10.0	4.5	1.5	1.5	226	107	190	37.0
S	4.5	13.0	8.0	1.0	-	104	91	108	8.0
T	.5	9.5	10.5	1.5	.5	194	145	159	6.5
U	2.0	13.0	6.0	-	1.0	255	156	149	12.0
V	4.0	15.0	12.5	3.0	.5	92	96	16	5.0
W	2.0	17.5	13.0	2.0	-	394	128	266	12.0
X	-	5.0	2.5	1.0	.5	149	130	95	6.0
Y	2.0	6.5	4.5	-	-	120	102	148	6.5
Z	7.0	17.0	15.5	1.5	4.5	293	112	167	15.5
AA	4.0	13.5	9.5	2.0	2.0	124	87	53	8.5

TABLE IX (Continued)

INDIVIDUAL TOTALS FOR MEASURED WORK UNITS OF OAK PARK, MICHIGAN DEPT. OF PUBLIC SAFETY DURING PERIOD 1 JANUARY 1962--22 SEPTEMBER 1963

MEASURED WORK UNITS / INDIVIDUAL OFFICERS	FELONY ARRESTS	MISDEMEANOR ARRESTS	WARRANT ARRESTS	DUIL ARRESTS	RECKLESS DRIVING ARRESTS	OTHER MOVING VIOLATION CITATIONS	NON-HAZARDOUS MOVING VIOLATION CITATIONS	PARKING VIOLATION CITATIONS	OTHER ORDINANCE VIOLATION CITATIONS
AB	6.5	7.0	11.0	1.0	2.0	166	72	39	5.0
AC	3.5	25.5	8.0	3.5	1.0	212	100	84	21.0
AD	3.0	14.0	6.5	1.0	.5	158	102	99	11.0
AE	2.0	5.0	1.0	-	-	132	46	72	8.0
AF	.5	4.5	2.5	1.5	-	151	70	70	4.0
AG	3.0	2.5	2.5	-	3.0	136	57	16	-
AH	6.5	9.0	6.5	1.0	-	121	64	45	8.0
AI	2.5	16.5	12.5	1.0	-	171	89	96	9.0
AJ	7.5	9.5	3.5	1.5	3.5	161	137	81	15.5
AK	3.0	18.5	7.0	6.0	.5	222	106	260	37.5
AL	1.5	2.5	.5	-	-	38	12	21	2.0
AM	-	1.5	2.0	2.5	-	84	52	29	4.5

TABLE IX (Continued)

INDIVIDUAL TOTALS FOR MEASURED WORK UNITS OF OAK PARK, MICHIGAN DEPT. OF PUBLIC SAFETY DURING PERIOD 1 JANUARY 1962--22 SEPTEMBER 1963

MEASURED WORK UNITS / INDIVIDUAL OFFICERS	OPEN DOORS	OPEN WINDOWS	STOLEN AUTOS RECOVERED	BICYCLES RECOVERED	FOUND B&E's	JUVENILE SAFETY VIOLATION NOTICES	FIELD INTERROGATION CARDS ISSUED	FIRE INSPECTIONS
A	21.0	22.0	4.5	10.0	-	4.0	18.0	38
B	7.5	11.5	3.5	3.0	.5	17.0	41.0	51
C	37.5	61.0	2.5	9.0	1.0	8.0	44.0	36
D	8.0	16.0	1.0	5.0	.5	20.0	19.0	32
E	42.5	35.0	2.0	8.0	.5	17.0	49.0	33
F	30.5	22.0	2.5	1.0	.5	3.0	19.0	49
G	.5	9.0	1.0	-	-	3.0	4.0	17
H	9.0	18.0	1.0	5.0	-	9.0	26.0	31
I	12.5	26.5	-	.5	.5	-	31.0	8
J	3.5	33.0	1.5	-	-	-	19.0	13
K	5.5	40.0	1.0	4.5	2.0	21.0	20.0	52
L	13.0	46.0	-	3.0	-	11.0	33.0	24
M	1.0	3.0	-	-	-	2.0	5.0	29
N	6.5	13.0	6.0	9.0	-	19.0	19.0	43
O	10.5	20.0	2.0	1.5	1.0	13.0	22.0	17
P	2.5	33.5	1.0	11.0	2.0	24.0	34.0	46
Q	8.0	32.5	1.0	3.5	-	9.0	35.0	25
R	6.5	32.5	2.-	2.0	-	17.0	22.5	32
S	10.5	29.5	3.0	3.0	-	19.0	37.0	18
T	16.0	29.5	-	2.5	1.0	14.0	41.0	47
U	6.0	14.5	2.0	2.0	1.0	44.0	23.0	49
V	14.5	3.5	.5	1.0	-	-	37.0	18
W	1.5	5.0	2.0	3.0	-	21.0	7.0	65
X	11.0	10.0	-	4.0	-	7.0	1.0	25
Y	16.0	41.0	3.5	3.0	-	9.0	31.0	34
Z	10.5	22.5	3.5	1.5	-	-	61.0	34
AA	4.5	39.0	1.0	-	-	5.0	43.0	24

TABLE IX (Continued)

INDIVIDUAL TOTALS FOR MEASURED WORK UNITS OF OAK PARK, MICHIGAN DEPT. OF PUBLIC SAFETY DURING PERIOD 1 JANUARY 1962--22 SEPTEMBER 1963

MEASURED WORK UNITS / INDIVIDUAL OFFICERS	OPEN DOORS	OPEN WINDOWS	STOLEN AUTOS RECOVERED	BICYCLES RECOVERED	FOUND B&E's	JUVENILE SAFETY VIOLATION NOTICES	FIELD INTERROGATION CARDS ISSUED	FIRE INSPECTIONS
AB	4.0	13.5	3.0	6.0	-	11.0	17.0	30
AC	16.0	29.0	2.0	3.0	1.0	8.0	37.0	41
AD	22.0	47.5	3.0	2.0	-	-	44.0	45
AE	ss.0	7.5	1.0	2.0	1.0	2.0	14.0	43
AF	21.5	20.0	1.5	8.0	1.0	8.0	13.0	25
AG	1.0	6.5	-	1.0	-	20.0	7.0	1
AH	6.5	21.0	.5	11.5	1.0	14.0	23.0	28
AI	14.5	13.0	.5	2.5	-	6.0	15.0	23
AJ	9.5	1.0	1.0	1.0	3.0	12.0	22.0	-
AK	21.0	45.0	1.0	2.0	1.0	38.0	40.0	29
AL	4.0	5.0	-	1.0	-	3.0	5.0	4
AM	6.0	16.0	-	6.0	-	4.0	12.0	17

an area of concern; mainly upon the question of the officer's knowledge of law and patrol tactics.

Misdemeanor arrests. This category offers a wider latitude than the preceeding one. The opportunity for a misdemeanor arrest is much greater. The top officer in this category had 25½ misdemeanor arrests. Eight officers had three or less misdemeanor arrests, while of this amount, one man made no arrests. With these figures in mind, reason definitely exists for further analysis of the work habits and tactics of the men showing so few arrests.

Warrant arrests. This is another work unit where opportunity is lessened considerably. The use of a separate officer serving as a warrant officer definitely limits the number of warrant arrests secured by the patrol division. However, the fact that the arrests are still available is evidenced by one officer in this study compiling 15½ warrant arrests. On the other hand, eleven men made three or less warrant arrests during this same period. This indicates that some officers are not investigating thoroughly enough, those persons that are contacted for other offenses.

Driving under the influence of liquor arrests. Indeed, in a society whose dependence upon the automobile for transportation in pleasure-seeking forays, ample opportunity exists for this type of arrest. In the period studied, one officer made eight arrests of this type. In the same period,

nine officers never made a driving under the influence arrest. It is truly evident that a need exists for further investigation of these nine officer's personal work habits to determine reasons for the lack of showing in this category.

Reckless driving arrests. This section is a difficult one to analyze. The opportunity for this type of arrest is limited both by the structure of the statute and the community under study. Seventeen men made no arrests of this type. One man made five arrests. It would be extremely difficult to relate work and patrol habits to this category.

Other hazardous moving violation citations. This is an area where great opportunity for contact exists. The fact that there is a great number of moving traffic violations can not be questioned. For the twenty-one months studied, five men produced less than one hundred of this type violation, and one of this group wrote only thirty-eight citations. Further diagnosis is highly indicated in this area. A lack of knowledge of law or patrol tactics appears to be evidenced by these officers who are producing at such a low rate.

Non-hazardous moving and parking violation citations. This category also holds great opportunity for contact. The number of autos on the streets and highways attest to this. Of the thirty-nine officers under study, seven produced less than fifty non-hazardous moving violation citations, while at the same time, one officer produced 171. Parking violation

citations show the same pattern. Eight officers produced fifty or less citations. During the same period one officer had 266 parking violation citations to his credit. The extreme lows in these categories reflect definite areas of concern to the officer and his superiors.

Other ordinance violation citations. The instances for the issuance of this type of violation are many in an intense residential area such as Oak Park. One officer found enough instances to warrant the issuance of 37½ citations. At the same time, seven men issued five or less citations; out of this total, one man issued none.

Open doors and windows. Any officer who conscientiously checks the buildings in his respective patrol area will find at least one open door and/or window per shift. The high officers in this area had 42½ open doors and sixty-one open windows. Fifteen officers had found seven or less open windows during the period under study. This definitely calls for a closer scrutiny of patrol procedure by supervisory officers.

Stolen autos recovered. This section, as previously stated, tests an officer's powers of observation. In the period under investigation, eight officers never recovered a stolen auto.

Bicycles recovered. This category, as evidenced by supporting figures, offers many situations to the officer for

recovery of bicycles. Yet, with all this opportunity, four men never recovered a bicycle in the twenty-one months studied.

Found B&E's. This section will not be considered since very few opportunities exist for finding unlawful entries in this type of community. Yet, it must be mentioned that in cases where an instance of unlawful entry was found by a patrolman, it was the result of excellent patrol tactics.

Juvenile safety violation notices. Once again is found a category for great contacts. This area can be likened to hazardous moving violations for rate of occurrence. Even with this fact in mind, it is found that five officers have never issued a juvenile safety violation.

Field interrogation cards issued. This area illustrates an officer's diligence concerning persons within his areas of patrol. Most officers did well in this area, but six officers issued ten or less field interrogation cards.

Fire inspections. This category will not be considered since supervisors assign individual men fire inspections to be completed.

Control. Along with discussing each measured work unit, concern must be reflected upon the extent of control exercised by command officers concerning the areas under study. Each command officer has the responsibility to review each measured work unit of each individual officer for instances

of honest mistake on the part of the reporting officer. There have been a few attempts at fraud and willful misrepresentation of time figures by officers to enhance their own positions. It is not believed that these few instances greatly affect the averages over a considerable length of time. By the same token, this is indeed an excellent opportunity for the command officer to visualize what his officers are doing on the street. The command officer can instantly be aware of officers who fall from their established levels. Also, the shift commander can investigate and control those officers that appear overzealous in the performance of their duty.

III. SUMMARY

The Function Index System, at the time of this writing, has been an integral part of the Oak Park Department of Public Safety for over three years. It has been utilized, along with other evaluation tools, with a high degree of success by the administration in areas of pay and placement. In the areas of pay, raises have been granted and/or withheld on the basis of a combination of low function index standing and poor progress evaluation. The area of placement and promotion is also affected by low or high function index standing. When an officer is considered for a promotion or placement, the

function index and progress reports carry a great deal of weight in the final decision.

Generally, the system has been accepted by most of the men affected by it. Also, evaluations of individual officers by superiors have become more pointed since the inception of the function index.

There were fears at the onset of the use of the Function Index System that it would create a race for high positions. Also, it was feared that the system would degenerate into a "ticket quota" system. These fears were proved by the command and administration to be groundless. It was found that while the top officers did not produce more, the other officers in the lower quartiles became more aware of what was expected of them. This was shown by a comparison of production records prior to the inception of the function index system. (Records of production have been kept by the administration since 1958.) There was no great increase of tickets issued by the officers involved. To the contrary, there were less tickets issued by the officers after the inception of the program than before its beginning. This, it is believed by the administration, was due to the excellent control factors exerted and an excellent presentation of the aims of the administration in establishing the function index.

The future of the function index appears to be bright

in Oak Park. If the trend continues, there will be a gradual shortening of the span between the high and low quartiles until there is no significant difference between them. It is hoped by the administration that a program can be constructed eventually to give a merit raise to all officers who consistently place in the top quartile and receive good progress reports. This would tend to reward the man that shows a continuous all-around good record.

The use of production figures by the Oak Park Public Safety Department as a tool of evaluation was, and is, an experiment. Therefore, as an experiment, it is subject to the faults that any new project experiences. These faults, though not of such a nature to affect the overall purpose, are such that a change appears necessary for improvement. With this in mind, two recommended changes in the system will be forwarded.

A recommended change is in the area of the weights assigned to each measured work unit. The figures were arbitrarily assigned by the director, but it is felt that certain measured work units deserve more detailed analysis respective to weight assignment. An example of this is the sections dealing with open doors and windows. Both receive the same weight value. To the functioning patrolman this is incongruous. The open window can be found by spotlight by the officer without leaving the car. The open or unlocked

doors, however, entail more work since the officer has to remove himself from the car and hand-check every door. This, in itself, constitutes an effort that is marked by a closer observation of the business being inspected. Considered in this manner, the open door should have a heavier weight than the open window. All of the weights should be reviewed with a thought to the operating level.

TABLE X

TRANSPOSITION OF FUNCTION INDEX TO WHOLE NUMBERS

Numerical standing	Officer	Function index as presented now	Proposed method of function index
1.	AK	2.62	262
2.	W	1.80	180
9.	AJ	1.54	154
16.	AI	1.22	122
23.	U	1.06	106
28.	AH	.99	99
34.	Z	.93	93
38.	S	.89	89
39.	AA	.70	70

The second area in which a change would be beneficial is in the figure used to represent the function index. At present, it is represented by a digital number with decimals. It is felt that this does not accurately show the true differences between men and quartiles. It is suggested that the decimal place be moved two places to the right, thus making whole numbers out of digits and decimals. Table X on

the preceeding page is an example of what could be accomplished.

As these function index numbers are transposed, the differences become more readily apparent. For example, the difference between Officer "AK", the number one man, and the second man, Officer "W", is more significant when the figure is represented as a difference of eighty-two than when it is .82. Likewise, more significance is attached to the difference between the top and bottom man when the figure is represented as 192 rather than 1.92. The change suggested would be an administrative one and would not in any manner affect the validity of the system. It could only clarify the function index scale, thus making the recognized differences more readily apparent.

A standard of comparison. The Function Index is a unique method of evaluation. Inherent in this uniqueness is the lack of accepted methods by which to judge the worth of such a program. As was mentioned earlier, no other like method has been published concerning the use of production figures in evaluating police patrolmen. Therefore, this form of comparison can not be used. A Function Index System could be instituted in other police departments having much the same circumstances as the Oak Park Department. This indeed would be one method to prove or disprove the Oak Park ex-

periment. Perhaps instituting the Function Index in many departments would be the best method for evaluating the results and testing the hypothesis. For the purpose of this study, though, time and space limitations prevent this.

There is one method of investigating the value of the Function Index. This is by comparing the performance of the officers under the system before the index was instituted with their performance under the index. This has been done in Table XI. The work that the officers did in the seven quarters prior to the inception of the Function Index has been compiled and transformed into Function Index totals. This period covered seven quarters from 1 April 1960--31 December 1962. The figures were obtained from the same records, and in the same manner, as the figures for the period used in the study.

As can be seen in Table XI, twenty-nine officers have been used. Only those officers that appeared in the original study were utilized. When comparing the two periods, it can readily be observed that improvement resulted among the majority of the officers. Of the twenty-nine officers, nineteen showed definite improvement in Function Index standing, nine officers had regressed from their previous standings, and one officer showed no change from the previous period. Considering the nineteen officers that showed

TABLE XI

COMPARISON OF FUNCTION INDEX FOR PERIODS
1 APRIL 1960--31 DECEMBER 1962 AND
1 JANUARY 1962--22 SEPTEMBER 1963

INDIVIDUAL OFFICER	1 APRIL 1960 TO 31 DECEMBER 1962	1 JANUARY 1962 TO 22 SEPTEMBER 1963
A	1.14	.98
B	.69	.91
C	1.49	1.28
D	1.31	1.32
E	1.37	1.69
F	.85	.97
G	1.03	.98
I	1.04	1.09
J	1.50	1.42
K	.72	.99
L	1.47	1.61
M	1.41	1.52
N	1.02	1.32
O	1.14	1.12
P	.90	.90
R	1.32	1.61
S	.85	.89
T	1.04	1.14
U	.94	1.06
V	2.08	1.79
W	1.93	1.80
X	1.38	1.44
Z	1.00	.93
AA	1.02	.70
AB	.89	1.11
AC	.97	1.21
AD	.70	.99
AE	.38	1.04
AK	2.81	2.62

improvement, the range was from a .01 to a .34 function index point. The nine officers that regressed ranged from a .05 to a .32 function index point. There was no pattern to the regressions. All quartiles were represented.

It is felt by the administrator of the Oak Park Department of Public Safety that this aforementioned improvement was due in great part to the use of the Function Index. It is felt that the Function Index established a workable guideline for what was expected of the officers involved.

CHAPTER VII

SUMMARY AND CONCLUSIONS

This final chapter will include an attempt by the author to evaluate the research methodology as utilized to determine the answer to the question posed in Chapter I; can the number of police tasks performed be utilized as an effective evaluation tool by police administrators? In addition, the more important findings and the limitations of the study will be discussed. The closing paragraphs will contain an estimate of the future research needed on the problem of using police tasks performed as tools of evaluation.

I. SUMMARY

Purpose of the study. The study had a two-fold purpose. The first was to examine in detail the experiment by the Oak Park Department of Public Safety using production total figures as an objective rating tool for police patrolmen. This was accomplished through a detailed examination of all facets of the Oak Park Department of Public Safety's system over a period of seven quarters or one and three-fourth years. The second purpose was to determine the feasibility of using the number of police tasks performed as an objective evaluation tool by police administrators.

This will be discussed in detail in the conclusion of this chapter. It is realized that before either of these purposes can be utilized on a wide scale, all valid research which will contribute reliable information to those concerned with the standards involved must be fully exploited.

Significant findings. The hypothesis that work load totals can be utilized as objective police patrolman evaluation tools appears to be true in the Oak Park environment. The Function Index System accurately revealed (on a scale basis) the officers who were functioning to near capacity. The index also graphically illustrated the officers who were not functioning to any degree of satisfaction. The use of production totals, too, were utilized by the department to a high degree of success. Through these totals, the supervisors were able to accurately pinpoint the areas that were being neglected and thus determine where improvement by the individual officer was needed.

Limitations. The prime limitation is the other factors obviously involved in an experiment of this type; namely, experience, personal interest, education, attitude, physical ability, ambition, etc.. All of these factors have a high degree of influence on the production totals. However, temporal and intellectual limitations restricted the author to the specific areas covered by this investigation.

Another limitation was the fact that the group studied in Oak Park was neither adequate nor representative. The total of thirty-nine officers used would hardly provide a representative sampling of the nation's police patrolmen. The study was also limited in the area of quality. No effort was made to follow-up or evaluate the quality of each measured work unit performed. A research of the court records might prove invaluable in this respect.

Time-wise, the study was limited. Even though seven quarters were used, more time might have revealed different structures or conclusions. Perhaps a study in depth on a five-year basis might prove interesting.

II. CONCLUSIONS

The results of this experiment logically gives rise to the assumption that this system, or one of a similar nature, could be used by other police departments as an objective tool of evaluation. In any department, the supervisors must have information concerning the actual work load in the job to which the officer is assigned and recorded information as to how the officer is performing his work. The Function Index System does this, but is limited by the records system of the individual department. Adequate records must be maintained before any function

index system can be expected to have a degree of success. Too, the system must have adequate supervision in order that it prove successful. V. A. Leonard in his treatise on police organization similarly feels this way when he states, "It is generally conceded that a rating system is just as valid as its design and the degree of intelligence, judgment, honesty and understanding of the rating instrument exercised by the raters."[1] Other authors in the fields of administration and management have also emphasized the importance of the raters and the administration of the rating program.[2]

It must be emphasized that the appraisal of the individual police patrolman is extremely difficult. Despite the disagreement among the experts as to the proper rating system to use, there is general agreement about certain fundamental concepts: (1) supervisors have to be adequately trained in techniques of rating; (2) the officer should be rated on his own work, in relation to what others are doing in the same areas; (3) the supervisor must be able to verify his judgment by direct evidence; and (4) the officer must have an opport-

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[1]Leonard, op. cit., p. 109.

[2]Gocke, op. cit., p. 150; Wolf, op. cit., p. 235; Dale Yoder, Personnel Management and Industrial Relations (Englewood Cliffs, N.J.: Prentice-Hall Inc., 1952), p. 344.

unity to discuss his ratings with his immediate and higher superiors. The last element is considered the most important concept by Hepner when he writes concerning merit rating, "Thus far, the focus of attention in merit rating has been on evaluation of the individual, but progressive managements are learning how to communicate the appraisals to the employee in terms of job performance coaching."[3] All of the foregoing elements are exercised in the Oak Park Department of Public Safety's rating system and must be exercised in any other department where a function index system is in operation or contemplated.

The fundamental purpose of the function index system is to eliminate as much as possible, the variable human factors in evaluation of employees, thus making the system more objective. It is found, however, that some authors in the field of evaluation feel that there is no such thing as an objective rating device because it is impossible to remove entirely the factors of personal judgment and bias.[4] Even though this is true, there is no valid reason why the

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[3] Harry W. Hepner, Perceptive Management and Supervision (Englewood Cliffs, N.J.: Prentice-Hall Inc., 1961), p. 332.

[4] Leonard, op. cit., p. 108; William McGehee and Paul W. Thayer, Training in Business and Industry (New York: John Wiley and Sons, Inc., 1961), p. 115; Paul Pigors and Charles Meyers, Personnel Administration (fourth edition; New York: McGraw-Hill Book Co., Inc., 1961), p. 293.

Function Index System, as it is used by Oak Park, cannot be utilized to supplement the subjective rating system presently being used by other police departments.

Generally in the use of any rating system, there will be opponents. It must be realized that objections will be raised; one such objection forwarded by White in his work on public administration typifies the reaction of most of the opponents of this type of rating system. White states:

> Inspired by an extraordinary faith in the validity of various schemes, supervisors have put them to work in some jurisdictions with a thoroughness which cast caution to the winds. Men and women have been singled out to lose their jobs, to sacrifice a part of their income and to abandon prospect of promotion because a mathematical conversion of a series of check marks by supervisors totaled less than an arbitrary sum. The effort to control the judgment of supervision to this degree and to govern the fate of individuals in this way is not sound personnel policy.[5]

This quotation should in no manner exclude the use of the Function Index System, but should serve as a guide for the application and further research required before such a system is instituted.

Additional research required. The prime additional research data needed on the utilization of the function

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[5] Leonard D. White, Introduction to the Study of Public Administration (New York: The Macmillan Company, 1954), p. 392.

index would be validity and reliability studies conducted on the Oak Park experiment. Any device to be used for evaluation must be valid and reliable. There is no other method to determine these two factors than by detailed validity and reliability studies.

As was mentioned previously, the other factors that influence production must also be examined. Such factors as education, experience, motivation, age, etc., must be analyzed and related to the total picture of what effect they have upon the system under study. Emphasis must be placed upon the influence of these factors upon the measured work units selected.

Since the experiment by the Oak Park Public Safety Department can neither be classified as adequate (because of the relative short period of time involved) nor reliable (due to the few numbers of officers used), more studies involving different departments must be proposed. A series of similarly conceived research studies, conducted in police departments with enough members to provide an adequate, and in many different types of police departments to provide an adequate sampling, must be conducted before the hypothesis can even be partially validated in a scientifically reliable manner.

A final area of the experiment that needs futher re-

search is the quality of the measured work units performed. A method of follow-up must be researched in order to evaluate the quality of each measured work unit performed. In this area also, there should be comprehensive beat studies to evaluate the influence of beat assignments and time of day assignments upon the work produced.

With these thoughts in mind, a suggestion may be made as to what the next step in police patrolman evaluation should be. A program of research and experimentation by both progressive police administrators and police administration schools, concerning the above mentioned areas, appears to be needed in order to design a more effective police patrolman evaluation. When researching and experimenting with any rating plan, one must continuously keep in mind the words of Whitehill, "A rating plan that succeeds is one that fulfills real needs."[6] (emphasis added)

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[6]Whitehill, op. cit., p. 169.

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