

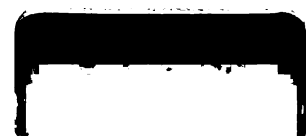
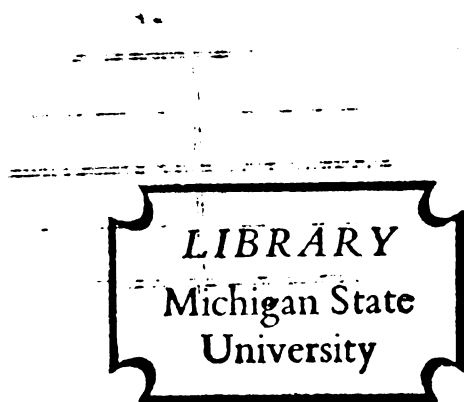
A STUDY OF PLANNING REQUIREMENTS
FOR SECURITY SERVICES AT
SPECIAL EVENTS

Thesis for the Degree of M. S.
MICHIGAN STATE UNIVERSITY
Nicholas Rudolph Pugliese
1964

THESIS



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A STUDY OF PLANNING REQUIREMENTS FOR SECURITY SERVICES
AT SPECIAL EVENTS

By

Nicholas Rudolph Pugliese

AN ABSTRACT OF A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

MASTER OF SCIENCE

School of Police Administration and Public Safety

1964

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ABSTRACT

A STUDY OF PLANNING REQUIREMENTS FOR SECURITY SERVICES AT SPECIAL EVENTS

by Nicholas Rudolph Pugliese

Today more than ever before, the effective performance of police services rests firmly on proper planning. A police operation can be no better than the plan upon which it is based. A thorough understanding of planning requirements will provide a basis for effective police service.

This study attempts to assist the police administrator by providing a means of increasing this understanding of planning requirements for security services at special events. The study presents: (1) a review of general planning principles; (2) a discussion of the essential elements that should be considered in developing a proper plan; (3) a proposed model planning process which could be advantageously used by police administrators in planning for security services at special events.

The following hypothesis is established and tested in the study: The use of an established planning process will assist the police administrator in proper planning for security services at special events.

To test this hypothesis a proposed model planning process is constructed. Current literature is reviewed and analyzed to test the theoretical reliability of the model. Field research is presented of actual special event planning carried on by various law enforcement agencies. These case studies provide an empirical test of the proposed model planning process.

Both the theoretical and empirical tests provide evidence to justify the reliability of the model. It is concluded therefore, that the use of an established planning process will assist the police administrator in proper planning for security services at special events.

A STUDY OF PLANNING REQUIREMENTS FOR SECURITY SERVICES
AT SPECIAL EVENTS

A Thesis
Presented to
the Faculty of the
School of Police Administration and Public Safety
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In Partial Fulfillment
of the Requirements for the Degree
Master of Science

by
Nicholas Rudolph Pugliese

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ACKNOWLEDGMENTS

I should like to express my appreciation to the Provost Marshal General of the Army and to the United States Army for providing me the opportunity of continuing my education while on active duty as a Major in the Military Police Corps.

To Mr. Raymond T. Galvin, my thesis advisor, my sincere appreciation for his firm guidance and constant encouragement in this endeavor.

My special thanks to Lieutenant A. Andrews, Department of Public Safety, Michigan State University and Sergeant M. Logan, Traffic Division, Chicago Police Department, for their wholehearted cooperation in providing information concerning the planning processes of their departments.

--N.R.P.

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CHAPTER I

INTRODUCTION

The role of the law enforcement agency in the intricate, highly mobile, rapidly expanding society of today is ever increasing in scope, complexity, and importance. One has only to look to New York City to realize the tremendous challenge of maintaining social order among nearly eight million people, who own and operate over a million and a half motor vehicles, and who live, work, and play in an area of less than 320 square miles.¹ Police departments throughout the length and breadth of our great country face similar problems. The preservation of law and order is an arduous task indeed, and one that can only be accomplished through initiative, creative thinking, and an energetic effort on the part of police administrators.

In this age of dynamic organization, it is an accepted postulate that sound management is crucial to successful operations in any organization, public or private. The proof of sound management is operational effectiveness

¹1963 Statistical Guide for New York City (New York: Department of Commerce and Industrial Development, Publisher, 1963), pp. 11, 15, 61, 100.

or the extent to which a desired objective is achieved or an assigned task accomplished. These desired objectives or assigned tasks can be accomplished only through effective use of all resources. The step in the management process designed to insure effective and judicious use of available resources toward an established goal is planning. The ideas set forth in this study are focused principally on the planning requirements of police agencies in achieving operational effectiveness in one type of mission; providing security services at special events.

I. THE PROBLEM

Statement of the problem. It is the purpose of this study (1) to review general planning principles; (2) to determine the essential elements that should be considered in developing a proper plan; (3) to formulate a reliable model planning process which could be advantageously used by police administrators in planning for security services at special events.

The following hypothesis is established and will be tested in the study: The use of an established planning process will assist the police administrator in proper planning for security services at special events.

Methodology. To test the hypothesis a proposed model planning process was constructed containing basic principles that would be applicable in some degree to any

planning situation. The theoretical reliability of this model was then tested by exposure and analysis to current literature in police planning and related fields. Conclusions were drawn from this analysis and are contained in the study.

Next an empirical test of the model was effected through the use of case studies of police agencies at which actual planning for security services at special events had been performed. The case studies were conducted through the use of interviews. This technique made it possible to obtain both facts and personal opinions from respondents. It also provided the investigator an opportunity to clarify hazy issues and evoke elaborative comments where needed. The results of these case studies were analyzed against the model, conclusions were drawn from this analysis, and recommendations were made as deemed appropriate.

Importance of the study. Our law enforcement agencies are charged with the responsibilities of preserving order, protecting life and property, and enforcing the laws of the community. These police services require a major slice of every citizens' annual tax dollar and, accordingly, continue to be of great interest to the general public. Conversely, public understanding, confidence, and support must be fostered and maintained if our police are to accomplish their responsibilities. The need for positive action in the area of public relations is recognized by most

police administrators. However, the problem is well on the way to being solved when the basic requirement of good public relations is met. To appear good in the public eye, we must be good. No police chief or administrator can convince a community that an inefficiently run department is anything other than what it is. Good police service does not just happen, but is the result of a clear understanding of the tasks to be done and how best to do them. In short, proper planning provides the basis for effective police service.

The ability to provide the community with effective police service will, in turn, further advance police professionalization. The legitimate aspirations of law enforcement officers for high status, increased compensation, and professional recognition will not be achieved without a planned and determined effort toward this goal. "Planning is the pathfinder of police professionalization."²

In this thesis an attempt is made to prepare a study that will assist the police administrator in providing more effective police services through proper planning. This assistance is offered in the form of a proposed model planning process, theoretically and empirically tested by the investigator, with recommendations as indicated in the conclusions of the study.

²Spring, 3100, XXXIII (September, 1962), 2-18.

Limitations of the study. It is recognized that planning is an essential part of all police activity and that, to some degree, planning traverses all levels of police administration. Many of the concepts reviewed in this study are applicable to any type or level of police planning. However, to avoid unwieldiness, the scope of this study has been focused on the general area of operational or tactical planning and specifically on planning requirements for providing security services at special events.

No attempt has been made in the study to specify where in the organizational structure operational planning should be accomplished. The popular controversy regarding staff level planning units versus planning at normal command or line echelons has purposely been avoided. To make this study applicable to any police administrator, regardless of the organizational and functional structure of his department, and regardless of his position in the organizational hierarchy, the assumption is made that all police administrators are responsible for originating plans, for seeing that plans are implemented by elements of the department, for controlling the progress of plans until objectives are met, and for evaluating the effectiveness of executed plans.

II. DEFINITIONS OF TERMS USED IN THE STUDY

To avoid, or at least minimize, confusion due to semantics, definitions of certain terms used in this study

are necessary. The definitions are provided to facilitate understanding and clarity and will be discussed in greater detail later in the study.

Management. Management consists of getting things done through the efforts of people. It is the function of executive leadership. Management entails the marshaling of manpower, resources and strategy in getting a job done; the organization and direction of the energies of the institution; the manipulation of the materials at hand in order that the organization may survive, prosper, go forward, and accomplish the work for which it was created.³ In this study, the management function is the responsibility of the manager, administrator, and supervisor, and these terms may be used interchangeably.

Plan. A plan is a predetermined method or scheme of action. It is a proposal to carry out a decision or project. As a part of the planning process, it represents the organization's preparation in a specific area to meet a particular event.⁴

³"Command Management School Reference Notes," (Fort Belvoir Virginia: U.S. Army Command Management School, 1956), p. 20. (Mimeographed)

⁴Department of the Army, FM 101-5 Staff Officers Field Manual - Staff Organization and Procedure (Washington: Government Printing Office, 1960), p. 64.

Organizing. Organizing is the process of developing a structural pattern devised to specialize the work at management by allocating authority, responsibility, and accountability. It involves setting up the structure and developing procedures. Organizing establishes workable channels of intragroup communication in order to secure coordination and efficiency in the performance of assigned tasks.⁵

Orders. The terms "order," "directive," "instruction," and "command" are synonymous for all practical purposes and may be used interchangeably in this study. They are all written or oral communications which convey information governing action.⁶

Special event. For the purposes of this study, a special event may be any community affair resulting in an assemblage of large numbers of people which creates an unusual opportunity for disorder, lawlessness, or crime.

III. ORGANIZATION OF THE REMAINDER OF THE THESIS

In support of the hypothesis to be tested, a proposed model planning process was developed and is presented in

⁵"The Provost Marshal and ACMS" (Fort Gordon, Georgia: Provost Marshal General School, 1960), p. 6. (Mimeographed)

⁶Department of the Army, FM 101-5 Staff Officers Field Manual - Staff Organization and Procedure, p. 67.

Chapter II. Five basic principles, considered essential for proper planning, are outlined in the model.

A theoretical approach to the subject of planning is contained in Chapter III, which consists of a review and analysis of the available literature. The subject material is broken down into three parts; planning in general, police planning, and police planning for special events.

Chapter IV is devoted to a description and evaluation of actual planning processes and procedures employed by two police agencies. The results of these case studies are analyzed against the proposed model planning process.

The conclusions and recommendations of the study are contained in Chapter V.

CHAPTER II

MODEL PLANNING PROCESS

The purpose of this chapter is to present a model planning process for special events. In order that this study meets the requirements of scientific research a specific clarification of its hypothesis is necessary. The model presented in the following sections serves this purpose. Its formulation and exposition here facilitates an analysis of the theoretical concepts of the planning process when compared by the existent literature and tested against the empirical concepts as indicated in case studies of actual planning performed by police agencies.

I. Assignment of Planning Responsibility.

A. A specific person or unit within the agency is assigned the responsibility for over-all coordination of the preparation of the plan.

1. The assignment of this responsibility is conditioned by the nature of the planning requirement and the regular job functions of the person or unit selected.

2. The person or unit assigned this responsibility is of commensurate status in the organizational hierarchy as those responsible for executing the plan.
3. This responsibility is assigned in a formal manner, providing the planner with written authorization for preparing the plan.

II. Analysis of the Planning Problem.

- A. The mission or objective of the operation is analyzed to determine planning tasks.
 1. The number of specific tasks to be completed is established.
 2. The complexity of these tasks is determined.
 3. A priority or sequence is established for performing these tasks.
- B. Planning assignments are made, based on the number, complexity, and priority of required planning tasks.
 1. Work to be accomplished is divided in a meaningful and equitable manner.
 2. Planning tasks are delegated commensurate with the complexity of the task and the specialized assistance available.
 3. All required planning tasks are assigned to a specific person and that person knows what his assigned planning task is.

4. Planning tasks are assigned so as to avoid overlap or duplicity of effort.
- C. A schedule is established for completion times of all planning tasks.

III. Selection of a Course of Action.

- A. The situation is analyzed and courses of action that will accomplish the objective of the operation are formulated.
 1. A determination, collection, and analysis is made of all facts bearing on the situation which will influence the choice of a course of action. In the absence of facts logical assumptions are used.
 2. Significant difficulties or problem areas which are anticipated and which could adversely affect the accomplishment of the objective are determined and listed.
 3. All feasible courses of action which will accomplish the objective if successful are determined and listed.
- B. Each course of action listed is analyzed against each significant difficulty listed and the probable outcome determined.
 1. The anticipated significant difficulties which will have an approximately equal effect on all

courses of action formulated are determined and listed.

2. Each course of action listed is analyzed against each remaining anticipated significant difficulty to determine strengths and weaknesses inherent in each course of action.
- C. Courses of action are compared, in terms of significant advantages and disadvantages which emerged during analysis, and the course of action which promises to be most successful in accomplishing the objective is selected.
- D. The course of action selected is translated into a complete statement, showing who, what, when, where, how, and why as appropriate.¹

IV. Implementation of the Plan.

- A. The person or unit having the responsibility for over-all coordination of the preparation of the plan collects and integrates the various parts of the plan into a unified, coordinated scheme of operation.
- B. A tentative plan is prepared outlining the situation, mission or objectives, broad concept of operations, and general considerations.

¹The procedure used in this section is based on the military "Estimate of the Situation," as found in FM 101-5 and other military publications.

- C. The tentative plan is circulated and formal written concurrence is obtained from all interested agencies.
 - D. The tentative plan is submitted to a designated authority for approval.
 - E. After approval of the tentative plan, a final plan is prepared which provides the necessary resources and directions required in the execution of the plan. Distribution is made to all interested agencies.
- V. Evaluation of the plan.
- A. A specific person or unit within the agency is assigned the responsibility for evaluating the effectiveness of the plan.
 - B. Procedures are established for evaluating the effectiveness of the plan.
 - 1. Provisions of the plan require operating units to submit reports containing information essential for evaluation.
 - 2. Information relating to the effectiveness of the plan is collected, analyzed, and made available for future planning.

The design of the model outlined in the preceding sections is intended to facilitate its use regardless of variations in size of law enforcement agencies or differences

in scope of security services to be provided. The principles of planning apply equally to all size agencies and to any planning situation. The review and analysis of planning literature presented in the following chapter will clarify this postulate.

CHAPTER III

REVIEW AND ANALYSIS OF THE LITERATURE

While there is a wealth of published material available pertaining to planning as a concept of business management and some government publications reference military planning, only limited material has been published dealing with police planning and even less that is directly devoted to police planning for special events. However, since much of the planning theory and many of the planning techniques advocated for use in business or military organizations are also applicable to law enforcement agencies, publications from these fields were screened for pertinency and material applicable to police operational planning has been used as a partial basis for this study.

Therefore, this review is subdivided into three major source areas: literature on planning in general, literature on police planning, and literature on police planning for special events.

I. LITERATURE ON PLANNING IN GENERAL

One of the most detailed discussions of planning, as related to business enterprises, is presented by Preston P. LeBreton and Dale A. Henning, professors at the University of Washington (Seattle), in their text, Planning Theory.¹ Although it is a book on theory, it contains significant practical applications. Part I, "Setting the Foundation for a Theory of Planning," was found to be the most pertinent to the area encompassed by this study.

A definition of planning is given and its importance described. The various parts of a plan are then presented and their importance established. The concluding portion contains a description and evaluation of a recommended planning procedure. The remainder of Part I deals in its entirety with the dimensions of a plan.

Although the book treats planning done at various levels of business enterprises, many of the basic principles and concepts stated are equally valid in law enforcement agencies.

Two chapters in the text, Long-Range Planning for Management, edited by David W. Ewing, Associate Editor, Harvard Business Review, were considered relevant to this

¹Preston P. LeBreton and Dale A. Henning, Planning Theory (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1961).

study.² The first, written by Harold Koontz and Cyril O'Donnell, professors at the School of Business Administration, University of California at Los Angeles, concerns "The Nature and Purpose of Planning."

They begin by emphasizing the role of planning in management as follows:

While no manager can successfully accomplish his task unless he does all the functions well, it is nonetheless true that control is peculiarly dependent upon planning. Since control is the function of making sure that events conform to plans, no manager can control who has not planned. No one can ascertain whether he is on the correct path unless he has determined where he wishes to go.³

Other pertinent discussions concern the "concept of planning," the "importance of planning," "steps involved in planning," and "planning within the organization structure."

The second relevant chapter of the text is taken from the business classic, General and Industrial Management, by the late French industrialist Henri Fagol. Here he describes the "general features of a good plan of action." Unity, continuity, flexibility, and precision are considered the broad features of a good plan of action and are expounded by business illustrations. In an effort to illustrate how experienced managers go about drawing up their plans, the author sets out the method which has long been followed in a great mining and metallurgical concern.

²David W. Ewing, (ed.), Long-Range Planning for Management (New York: Harper and Row, Publishers, 1958)..

³Ibid., p. 2.

A second text by LeBreton, A Guide for Proper Management Planning for Small Business, was published by the College of Business Administration, Louisiana State University in April 1963.⁴ One of the objectives of this study, prepared under a Small Business Administration grant, is to "provide a useful framework for acquiring a better understanding of the important executive function of planning."

The chapter entitled "The Planning Concept," is most relevant to a police situation. Here also, the various dimensions of a plan and their influence upon the planning process are discussed. A recommended planning procedure, extending from a determination of the need for a plan through the preparation of a plan to the final approval of a plan, is presented.

Other business management publications cited had little over-all applicability to the study at hand and will not be reviewed individually.

The major military publication used as a source for this study is Department of the Army's Field Manual 101-5, Staff Officers Field Manual Staff Organization and Procedure.⁵ Since many law enforcement agencies are

⁴Preston P. LeBreton, A Guide for Proper Management Planning for Small Business (Baton Rouge, Louisiana: Louisiana State University, 1963).

⁵Department of the Army, FM 101-5 Staff Officers Field Manual - Staff Organization and Procedure (Washington: Government Printing Office, 1960).

organized and operate along military lines, much of the information in this manual on staff doctrine, organization, and procedures is applicable to the police field.

Parts of the manual deal specifically with plans and planning. Material discussed in the manual includes definitions, planning sequence, organization for planning, planning procedures and techniques. Later paragraphs discuss the form and content of plans.

Concept of Planning

A crucial requirement for every administrator is to be clear in his own mind about what planning is and isn't. "The magic word has been used so loosely and has been applied to such a hodge podge of activities that it needs to be rescued from the semantic wilderness."⁶

Webster's New Collegiate Dictionary defines planning as "devising or projecting a method, scheme, or course of action, procedure, or assignment," which "always implies mental formulation."

Planning is defined by Simon, Smithburg, and Thompson in their book, Public Administration, as "rational, adaptive thought applied to the future and to matters over which the

⁶Louis Cassels and Raymond L. Randall, "6 Steps to Better Planning," Nation's Business, 49:42, August, 1961.

planners, or the administrative organizations with which they are associated, have some degree of control.⁷

V. A. Leonard, of the Department of Police Science and Administration, Washington State College, states that planning is "the working out in broad outline of the things that need to be done and the methods for doing them in order to accomplish the purpose set for the enterprise."⁸

Planning in the administrative services of the military organization is defined as "the process of developing objectives based on the mission and selecting the best course of action to accomplish these objectives."⁹

The concept that is found in all of these definitions, regardless of whether the orientation is academic, business, police, or military, is that involving choice or selection from among alternatives. Billy E. Goetz aptly expressed this concept when he said, "Planning is fundamentally choosing," and "a planning problem arises when an alternative course of action is discovered."¹⁰ If there were no alternatives in objectives, policies, or procedures, there would

⁷Herbert A. Simon, Donald W. Smithburg, and Victor A. Thompson, Public Administration (New York: Alfred A. Knopf, Inc., 1962), pp. 423-424.

⁸V. A. Leonard, Police Organization and Management (Brooklyn: The Foundation Press, Inc., 1951), p. 164.

⁹"The Provost Marshal and ACMS," op. cit., p. 6.

¹⁰Billy E. Goetz, Management Planning and Control (New York: McGraw-Hill Book Company, Inc., 1949), p. 2.

be little requirement for planning. However, in practice there are probably few, if any, problems for which an alternative course of action does not exist.¹¹

To a large extent, the job of planning is to make things happen that would not otherwise happen. Although the exact outcome of an operation can seldom be made to happen, as factors external to the organization or otherwise beyond its control may interfere with the best-laid plans, events, without planning, would be necessarily left to chance. Planning is thus an intellectual or thinking process (mental formulation). It involves the conscious determination of courses of action (alternatives) and decision based on purpose, facts and considered estimates (selection or decision making).¹²

Importance of Planning

The material already presented gives a general indication of the inherent importance of planning in the operations of any organization. However, there are certain specific values in planning that warrant emphasis. Koontz and O'Donnell list the following four values in their chapter, "The Nature and Purpose of Planning."¹³

Planning is a necessity because it offers protection against uncertainty and change. Future events are not

¹¹Ewing, op. cit., p. 22.

¹²Ibid.

¹³Ibid., p. 21.

absolutely predictable. Unforeseen circumstances or changes in conditions can have a marked effect on the achievement of established goals. Even where the future bears a high degree of certainty, planning is necessary. There is always the necessity of selecting the best way of accomplishing the objective from the many alternatives. When the decision as to a course of action is made, it is necessary to lay out plans so that all sections of the organization will contribute toward the job to be done.¹⁴

Planning tends to focus attention on the objectives of the organization. Goetz states it this way:

Plans focus action on purpose. They can forecast actions which tend toward the ultimate objective of economic efficiency, which tend away, which will likely offset one another, and which are merely irrelevant. Managerial planning attempts to achieve a consistent, coordinated structure of operations focused on desired ends. Without plans, action must become merely random activity producing nothing but chaos.¹⁵

A third value of planning is that it assures an economic use of resources. Random, inconsistent, and uncoordinated activity is sure to result in high and unnecessary expenditure of resources. With proper planning this waste can be avoided. "Even a poor plan is better than no plan at all. . . . To make poor decisions is

¹⁴Ibid., pp. 30-31.

¹⁵Goetz, op. cit., p. 63.

understandable, but not to realize why a person made them or where he intended to go by making them is unforgivable."¹⁶

Planning is essential to control. This can best be illustrated by comparing planning to navigation. The navigator lays out a plan and sets a course toward his goal. Thereafter, he constantly rechecks his position as he proceeds toward his goal, adjusting his plan as errors or unforeseen circumstances effect his progress toward his established goal. This constant rechecking is comparable to the management function of control. Just as the navigator cannot check his route unless he has a plan against which to measure it, so an administrator cannot check on the accomplishments of his organization unless he has projected a definite course of action.¹⁷

In summary we can say that adequate and practical plans are essential for successful execution of any operation. Proper planning permits a detailed and systematic examination of all factors involved in the projected operation.

Organizing for Planning

Planning, like everything else the organization does or fails to do, is the ultimate responsibility of the chief or top administrator. Normally, however, the chief will

¹⁶Ewing, op. cit., p. 34.

¹⁷Ibid.

assign the responsibility for the preparation of plans to subordinates. The type of planning required and the basic organizational structure of the department will both have an effect on the assignment of specific planning functions. There are any number of ways the chief can accomplish planning requirements. Where in the departmental organization this responsibility is delegated will depend on the situation at hand and the personal views of the chief. Some of the fundamental methods of accomplishing the planning missions are discussed below.

Use the existing line organization. Here the planning responsibility is delegated to the performing unit or those that will execute the plan. When the chief delegates planning duties to a line subordinate, that line subordinate takes on such planning activities in addition to all of his other duties. Consequently, planning sometimes suffers because of the pressure of other duties. However, under these circumstances planning is realistic. It takes place in a practical setting, and it is done by operating administrators. "It has none of the shortcomings of 'ivory-tower' thinking,"¹⁸

Create a permanent planning section or unit. In this method, an agency is created to assist the chief in all long range planning for the department. Other agencies

¹⁸LeBreton and Henning, op. cit., p. 183.

within the department are relieved of all but short-range planning and can concentrate their efforts on current operations. This method is useful when current operations are intense, leaving operating personnel little time for planning, or when current and future operations are not closely connected. Such planning units usually require an augmentation of personnel in the headquarters and additional facilities.¹⁹

Planning by advisory specialists or units has other shortcomings. The personnel who do the planning in this situation are not those who carry out the plans. This can result in unrealistic or impractical plans. Also, the advantages of specialization are often lost, because the staff is not left free to concentrate on planning. The assignment of non-planning duties can get so voluminous and time-consuming on the planning staff as to completely vitiate any advantages derived from specialization.²⁰

Employ a planning committee. In this method subordinate administrators, line, staff, or both, are assembled to resolve a specific problem or to develop a specific plan.²¹ When a plan involves the activities of more than

¹⁹Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 61.

²⁰LeBreton and Henning, loc. cit.

²¹Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 61.

one department, there is the possibility that a committee will be needed at some stage of the planning process. The committee, therefore, should be set up to fit the specific needs of a given plan. This will result in some fairly permanent committees being established, while others will be of a temporary nature. In attempting to determine the proper representation on a committee, the chief should be influenced by the needs of the plan.²² The selection of persons most directly affected has many advantages. To get the most use out of committees, their responsibility should, normally, be purely advisory, the size, if possible, should number from 3 to 7 persons, and an advance agenda should be distributed for prior study and preparation.²³ Committees provide a wide range of experience and intelligence to assist the chief in reaching decisions, but are weak in making decisions or implementing them. Committees may also tend to: help develop team spirit; broaden individual experience and knowledge; cover all facets of problems; gauge reactions to planned changes.²⁴

As stated previously, it is not the purpose of this study to specify where in the organizational hierarchy planning should be accomplished. The important consideration is

²²LeBreton, op. cit., p. 30.

²³"Command Management School Reference Notes," op. cit., p. 6.

²⁴Ibid.

that proper planning is accomplished. Failure to discriminate between the importance of procedures in attaining an objective and the actual attainment of that objective underlies a long series of misunderstandings in the field of management. "We sometimes FORFEIT actual accomplishment for finesse in method of execution."²⁵

The following illustrates this postulate:

A recruit pushing down the follower on an M1 rifle caught his thumb between the receding bolt and chamber. A sergeant investigated the disturbance and decided that the man should go to the dispensary. Upon arrival at the dispensary, Pvt. Bilko was confronted with two sets of swinging doors, one labeled "Diseased" and the other "Injuries." He looked at his thumb, decided that he had an injury, and entered the right door where he was confronted by two more doors--"Injuries to the Body" - "Injuries to the Appendages." He cautiously entered the right door where he saw two more doors--"Injuries to Lower Appendages" - "Injuries to Upper Appendages." There was no doubt about this one, but the next set of doors again required a decision--"Major Injuries" - "Minor Injuries." His thumb was hurting like the devil, but he decided that it was only a minor injury, so again the right door. He passed hurriedly through the door and was confronted with open air and sunshine. He reported back to his sergeant who asked, "How did you make out?" Bilko said, "I can't say much for the treatment, but their organization is terrific!"²⁶

Procedure for Planning

A plan can be so perfect that its success may be practically a matter of automatic application of its provisions or, so imperfect that the chance of accomplishing

²⁵"The Provost Marshal and ACMS," op. cit., p. 1.

²⁶Ibid.

its objective, along the course provided, is extremely remote. Like good police service, good planning does not just happen. It is not an automatic process.²⁷ Most publications dealing with planning contain a recommended sequence of steps or procedure for planning. Some are more comprehensive than others.

LeBreton and Henning list the following sequence of fourteen steps as a possible procedure in developing a plan.²⁸

1. Becoming aware of a possible need for formulating a plan.
2. Formulating a precise statement of the objective of the plan to be prepared.
3. Preparing a broad outline of the proposal.
4. Obtaining approval of the proposal.
5. Organizing a planning staff and assigning responsibility.
6. Determining the specific outline of the plan.
7. Establishing contact with all cooperating units.
8. Obtaining necessary data.
9. Evaluating data.
10. Formulating tentative conclusions and preparing tentative plans.
11. Testing components of tentative plans.
12. Preparing the final plan.
13. Testing the plan.
14. Obtaining approval of the plan.

Ewing presents a much shorter list in outlining the steps he feels are involved in major planning.²⁹

Establishment of Objectives
 Establishment of Planning Premises
 Search and Examination of Alternate Courses of Action

²⁷LeBreton and Henning, op. cit., p. 14.

²⁸Ibid.

²⁹Ewing, op. cit., pp. 43-48.

Evaluation of Alternative Courses of Action
 Selection of a Course or Courses of Action
 Formulation of Necessary Derivative Plans

LeBreton, in his book, A Guide for Proper Management Planning for Small Business, presents an abbreviated list of eight steps.³⁰

Finding That There is a Need for Preparing a Plan
 Establishing an Objective for the Plan
 Organizing and Staffing for Planning
 Acquiring the Necessary Data for Planning
 Evaluating the Data and Arriving at a Conclusion
 Testing the Plan
 Implementing the Plan
 Controlling the Plan

Not all of these steps or procedures are applicable in their entirety to the type planning with which this study is concerned. An analysis of the steps in a police process will be presented in Section II of this chapter.

Essential Features of a Good Plan

This section is devoted to the evaluation of a plan prior to its implementation. How are good plans to be singled out from among the others? Experience is the only thing that finally determines the true value of a plan, and even then the manner of its application must be considered. Nevertheless, there are certain broad characteristics of a good plan on which general agreement may be reached without waiting for the verdict of experience.³¹ Effective plans

³⁰ LeBreton, op. cit., pp. 1-5.

³¹ Ewing, op. cit., p. 52.

should possess the following characteristics: (1) unity of purpose, (2) simplicity and clarity, (3) completeness and continuity, (4) capability and flexibility, and (5) accuracy and adequacy.

Unity of Purpose. A plan represents preparation in a specific area to meet a particular event. An essential element of a plan is that it must provide a definite course of action and a method for execution. The course of action is developed to accomplish a specific mission or objective.³² For unity of purpose, all activity outlined in the plan must adhere to a single main idea. There must be an over-all purpose toward which all resources involved in the operation are directed.

Simplicity and clarity. To facilitate proper execution, a plan should be simple and clear. All elements should be eliminated which are not essential to successful action. All aspects of the plan must be reduced to their simplest forms. To assure that instructions, orders, or directions convey the writer's intent, they must be clear. All possibilities for misunderstanding should be eliminated.³³

Completeness and continuity. A complete plan would be one which includes all the necessary components for its

³²Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 64.

³³Ibid.

expeditious implementation.³⁴ Such factors as organization, wherein relationships are clearly established and responsibilities fixed, must be provided for in the plan. Another important consideration is the full use of existing resources. A complete plan provides for the use of all resources organic to the department or available outside the department, which should be used.³⁵

For a plan to have continuity, it must provide an organization, personnel, material, and procedures for the full period of the contemplated operation.³⁶ "The guiding action of the plan must be continuous."³⁷

Capability and flexibility. For a plan to have maximum value to a police agency, it should reflect the best possible guides administrators can develop to maximize the accomplishment of its objectives.³⁸ A plan has capability if, when properly implemented, it accomplishes the objective of the planning. A plan that offers no possibility of achieving the desired objective is of no value.

As noted previously, there are many elements affecting the success of plans that are uncertain or subject to

³⁴LeBreton and Henning, op. cit., p. 39.

³⁵Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 64.

³⁶Ibid.

³⁷Ewing, op. cit., p. 53.

³⁸LeBreton and Henning, op. cit., p. 40.

change. If the administrator has developed a plan with flexibility, he has left room for adjustment to changes in operating conditions. Alternate courses of action may be stipulated, where necessary, in the event a change is needed.³⁹

Accuracy and adequacy. Another good characteristic to develop in the plan is to have as much accuracy as is compatible with the unknown factors bearing on the outcome of the operation.⁴⁰ The plan should be free from factual and procedural errors. All pertinent data must be considered. All data used must be accurate. Assumptions must be reduced to a minimum.⁴¹ When the unknown factor is heavily relied on, there can be no preciseness in the plan, and the operation becomes one of venture.

All data and assumptions used by the planner may be accurate, but the plan may fail because it has internal weaknesses. Occasionally, vital elements are missing from a plan, causing a breakdown during execution. An example of this would be failing to specifically assign responsibility for certain functions, resulting in having nothing done or duplicating functions. It is important to discover

³⁹Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 64.

⁴⁰Ewing, loc. cit.

⁴¹Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 64.

inaccuracies or inadequacies as quickly as possible and incorporate necessary changes, so that the plan will function successfully.⁴²

II. LITERATURE ON POLICE PLANNING

O. W. Wilson, presently Superintendent of Police in Chicago, Illinois, has written the most comprehensive text dealing with police planning that could be found. In his book, Police Planning, Wilson states, "It is the purpose of this book to analyze the planning process in a police department and to discuss the tasks of planning within the police field without regard to their scope."⁴³

Wilson begins by defining planning and proceeds to the values of a plan. These are:

- (1) It implements policy and clarifies it by defining more precisely an immediate objective or purpose and outlining what is to be done to achieve it. A failure to plan signifies a lack of policy, or at least a lack of general understanding of policy by members of the organization.
- (2) A plan serves as a guide or reference in both training and performance. It simplifies the direction of the members of the group, facilitates the coordination of their efforts, and places responsibility. In terms of tasks to be performed and effort required in their accomplishment, coordination is achieved more readily when the duties of each component member or unit are outlined in the plan and when the relationships are thus officially established. A group operates as a mob in the absence of consistent direction and coordination;

⁴²LeBreton and Henning, op. cit., p. 56.

⁴³O. W. Wilson, Police Planning (Springfield, Illinois: Charles C. Thomas Publisher, 1952).

- through planning, chaos, confusion, and friction are replaced by system, order, and teamwork.
- (3) The planning process gives continued attention to the improvement of practices and procedures. Consistently uniform and superior methods are thus assured.
 - (4) A plan enables a check on accomplishment. Control is thereby effected.
 - (5) Wise planning assures the most effective and economical use of resources in the accomplishment of the purpose of the organization.⁴⁴

In a section on "Organization for Planning," Wilson discusses the duties of a planning officer or unit and the use of planning committees composed of operating personnel to consider special problems. Further in the chapter, these five basic steps in planning are outlined and elaborated upon:

- (1) The need for the plan must be recognized.
- (2) A statement of the objective must be formulated.
- (3) Relevant data must be gathered and analyzed.
- (4) The details of the plan must be developed.
- (5) Concurrences must be obtained from organizational units whose operations may be affected by the proposed plan.⁴⁵

He concludes with a discussion on activating the plan and the authority and responsibility of the chief in accomplishing the police purpose.

John P. Kenney, in his text, Police Management Planning, presents a detailed discussion of planning by police agencies.⁴⁶ The initial part of the book deals with

⁴⁴Ibid., p. 4.

⁴⁵Ibid., p. 10.

⁴⁶John P. Kenney, Police Management Planning (Springfield, Illinois: Charles C. Thomas Publisher, 1959).

the nature of police activities and their relationship to planning.

The discussion of the "planning process," is most relevant to this study. Here, Kenney lists the following as identifiable characteristics of effective plans:

1. Clearly defined objectives or goals.
2. Simplicity, directness, and clarity.
3. Flexibility.
4. Possibility of achievement.
5. Provisions for standards of operation.
6. Economy in terms of resources needed for implementation
7. Anticipatable effect on future operations.
8. Are necessities.⁴⁷

Kenney then recommends the eight steps listed as, "an orderly means for the development of plans, be they large or small, long-range or short-range. These provide a framework for the consideration of all aspects of planning."⁴⁸

1. "Frame of reference."
2. Clarifying the problem.
3. Collecting all pertinent facts.
4. Analyzing the facts.
5. Developing alternative plans.
6. Selecting the most appropriate alternative.
7. "Selling" the plan.
8. Arranging for execution of the plan.
9. Evaluating the effectiveness of the plan.⁴⁹

The author discusses each of these steps and concludes with sections on "Who Plans," and "Community Factors Affecting Police Planning."

⁴⁷Ibid., p. 18.

⁴⁸Ibid., p. 21.

⁴⁹Ibid., pp. 21-23.

In Parker on Police, a compilation of the City of Los Angeles Police Chief William H. Parker's addresses and articles edited by O. W. Wilson, Chapter Five, entitled, "Parker on Police Planning," is composed of two lectures on "Practical Aspects of Police Planning."⁵⁰

Parker starts his first lecture with several definitions of planning, Wilson's included, and moves on to discuss the importance and limitations of planning in police administration. Parker feels that planning is important because it provides police administrators with more facts. He says:

The scientific approach to the problems of police administration is based squarely upon planning and research. The personal judgment of competent police can never be eliminated as a key factor in effective police administration, but that personal judgment must, in all cases, depend upon knowledge. Intuition, 'feel,' and 'hunch' are not magical qualities--rather, they imply the ability to assess a situation accurately and make effective decisions. The more facts at hand, the less margin for error. Effective police planning places more facts at the disposal of the police administrator.⁵¹

He points out California's tremendous traffic congestion problem as an illustration of the general failure of traffic planning. In a section on planning units, the objectives, organization and functions of the Los Angeles Police Department's Planning and Research Division are

⁵⁰O. W. Wilson, Parker on Police (Springfield, Illinois: Charles C. Thomas Publisher, 1957).

⁵¹Ibid., pp. 75-76.

outlined. Sections on "Organizational Planning" and "Manpower Planning" conclude the first lecture.

Parker opens his second lecture with a section on "Operational Planning," into which he lumps program planning, procedural planning, and tactical planning. The alcoholic rehabilitation program carried on by the Los Angeles Police Department is used as an example of program planning. Procedural and tactical planning are discussed and examples illustrating the usefulness of the Planning and Research Unit in these types of planning are cited. Sections on "Fiscal Planning" and "Physical Planning" complete the lecture. Parker concludes that, "police service does not stand still; it either improves or deteriorates; if it is to improve, there must be careful planning."⁵²

Department of the Army's Field Manual 19-10 Military Police Operations contains some basic material on police planning.⁵³ The manual discusses the concept of planning, basic steps in preparing a plan and operation orders. Chapter 4, "Other Military Police Operations," contains a section on "special events" which includes instructions for handling assemblies and parades. Sections are also included on "civil disturbances and emergencies" and "joint police operations." The material presented in this manual,

⁵²Ibid., p. 95.

⁵³Department of the Army, FM 19-10 Military Police Operations (Washington: Government Printing Office, 1955).

although applicable to civilian police operations, is rather general in nature and lacks the detail necessary for it to be of real value to the police planner.

Steps in Police Planning

The role of the police administrator is that of directing the organization in a manner that will provide the most efficient service for the least expenditure of resources. "Successful administration depends to a large extent upon comprehensive planning, which is a necessary element and a fundamental function of administration."⁵⁴ The size or complexity of the law enforcement organization are not the factors which determine the need or extent of planning. Every police organization throughout the nation must engage in the administrative function of planning, regardless of the scope of their assigned mission.⁵⁵

We have said that planning is an essential part of all police operations and that planning traverses all levels of police administration. There is little doubt however, that much police planning is ineffective. Chief Parker feels that much of this ineffectiveness is due to the failure of police planners to appreciate the difficulties of the problems that they set for themselves. He says,

⁵⁴Municipal Police Administration (Chicago: The International City Managers' Association, 1954), p. 107.

⁵⁵Ibid.

"Overconfidence in planning is a common failing--and usually due to a lack of definition of goal, a misunderstanding of obstacles, misuse of methods and means, and inability to accurately predict the future."⁵⁶

This section is devoted to an analysis of the various steps comprising the basic or general planning procedures outlined in the pertinent literature.

Recognizing of the need for preparing the plan.

This first step is critical, for if the need for a plan is not recognized, planning obviously does not take place. It is important, therefore, that the police be alert to discover coming events that may impose unusual burdens on them or pose a threat to the maintenance of law and order in the community. Events that result in the congregation of large numbers of persons deserve the development of plans that will facilitate the protection and orderly dispersal of the crowds.⁵⁷

Needs are also discovered through breakdowns in procedures or failures in the accomplishment of objectives. A situation which illustrates this point occurred at the 1960 Jazz Festival at Newport, Rhode Island, when thousands of beer-drinking, carousing college-age youths descended upon the city. The Festival ended as riots broke out when

⁵⁶O. W. Wilson, Parker on Police, p. 76.

⁵⁷O. W. Wilson, Police Planning, p. 10.

police and mobs of young people clashed and the Governor sent in State Police and National Guard units to help restore order. Recognizing the need for an effective plan in handling the event the following year, the Chief of Police took aggressive action in preparing such a plan, and the result was an absence of chaos, destruction, and rioting during the 1961 Jazz Festival.⁵⁸

It is much more desirable, however, to discover weaknesses or deficiencies in a procedure before they cause a failure of the operation. This may sometimes be done by a critical analysis of the plan or of relevant factual data, resulting in verification of an apparent need.⁵⁹ Every facet of an operation or procedure should be studied with the searching question "why" as the spearhead of analysis, understanding, and evaluation. "No tradition in law enforcement is so sacred that it should be sheltered from piercing inquiry and intellectual penetration. The answer that 'it was always done that way' is never a satisfactory response, and is likely to be symptomatic of the urgent need for a new approach."⁶⁰

Formulating a statement of the objective. The second step in planning is the formulation of a precise

⁵⁸Joseph A. Radice, "Possible Rioting at Jazz Festival Averted by Police," FBI Law Enforcement Bulletin 7, June, 1962.

⁵⁹O. W. Wilson, Police Planning, p. 10.

⁶⁰Spring 3100, op. cit., p. 4.

statement of the objective or mission. Identifying and understanding the problem is an aid to clarity in thinking. It tells us what is to be accomplished by the plan. Reference to a precise statement of the objective lessens the hazard of straying from the true purpose of the operation and assists in gathering and analyzing relevant data, rejecting non-essential facts, and developing the details of a plan.⁶¹

The statement of the objective should include a general reference as to how the objective is to be accomplished. The nature of the plan will determine just how specific one can get at this stage of the planning process. However, the statement of the objective should be specific enough to permit the planner to satisfy the needs of the plan.⁶²

Establishing planning premises. The next step in the planning process is the establishment of planning premises. "These are forecast data of a factual nature and basic policies expected to be applicable for the future. Premises, then, are planning assumptions."⁶³

An assumption can be defined as a supposition on the current or future situation, assumed to be true in the

⁶¹O. W. Wilson, Police Planning, p. 11.

⁶²LeBreton, op. cit., p. 2.

⁶³Ewing, op. cit., p. 44.

absence of positive proof. When the supposition is confirmed by positive proof, the assumption becomes a fact. As additional information becomes available, assumptions may change, requiring corresponding changes in the plan being evolved. Assumptions are often used, in the absence of facts, to state conditions that must exist for a specific plan to be used. Different sets of assumptions are used to generate alternate plans to cover various probable occurrences.⁶⁴

Establishing contact with cooperating agencies. When the plan being developed is of such scope that assistance from outside the planning agency is required, it is often desirable and at times necessary, to make official contact with responsible persons in each participating unit early in the planning process. The assistance required from outside the planning agency could range from actual participation in implementing the plan to providing data required for the preparation of the plan. When it is a matter of obtaining data, personnel involved are most cooperative when official contacts are made and they know the project has been authorized.⁶⁵ When an outside agency is to be called on for assistance in the implementing phase of an operation, participation in the early planning phase will usually result

⁶⁴Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 60.

⁶⁵LeBreton and Henning, op. cit., p. 17.

in a better understanding of the problems involved, more willing cooperation, freer exchange of ideas, and more efficient performance of assigned tasks.

Collecting and analyzing data. The planner cannot proceed in developing the plan until all available relevant data has been collected. Some operational-type plans require the analysis of considerable data. In general, data must be obtained that will provide the answers to the questions: What?, Where?, When?, Who?, How? and Why?, so far as they relate to the basic objective and its accomplishment. The analysis of this data is intended to provide the planner and the chief with an estimate of the situation on which to base a decision.⁶⁶

The estimate of the situation is a logical and orderly examination of all factors affecting the accomplishment of the objective in order to reach a sound decision. The purpose of the estimate of the situation is to determine the most suitable course of action to accomplish the objective.⁶⁷

Actually, this step in the planning process is one of decision making. The planner, having sought out alternative courses of action which would accomplish his objective,

⁶⁶O. W. Wilson, Police Planning, p. 12.

⁶⁷Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 55.

evaluates these alternatives, and selects the course of action to be used as a basis for the plan.

Formulating details of the plan. On the basis of the analysis of data, the details of the plan are developed. It is this step in the planning process that prescribes the actual execution of the plan. The issuance of orders or directives to involved units and personnel, the establishment of schedules, and the provision for manpower and equipment are some of the details required for carrying out the plan. Briefings must be held and assurance received that all involved personnel understand fully when, how, and what is to be done by whom.⁶⁸ We can summarize this step by saying:

The actual execution of the plan, in accordance with the specified procedure, involves steps such as providing the necessary resources to properly trained personnel who possess the correct equipment and use the proper methods at the correct place and time.⁶⁹

Obtaining concurrences and approval of the plan.

When plans affect more than one organizational unit, personnel of affected units should always be given an opportunity to review and recommend modifications to that part of the proposed plan that affects their operations. As stated previously, this step is much simpler if personnel from units involved participate in the initial development of the plan.

⁶⁸John P. Kenney, Police Management Planning (Springfield, Illinois: Charles C. Thomas Publisher, 1959), p. 23.

⁶⁹"Command Management School Reference Notes," op. cit., p. 3.

A formal written concurrence, or, where appropriate, a statement of reasons for non-concurrence should be sought from each affected unit. The planner then has the opportunity to modify the plan to meet objections raised or to submit the plan with a consideration of the non-concurrence, answering each argument offered by the opposing unit. The decision then lies with the chief, who can accept the proposed plan, or the point of view expressed in the non-concurrence, or some modification of either.⁷⁰

Once the plan has been approved, publication and distribution can begin.

III. LITERATURE ON POLICE PLANNING FOR SPECIAL EVENTS

Literature directly devoted to police planning for special events is extremely limited. Some of the police texts cited previously make limited reference to this specific type of operational planning. The primary source, however, for any detailed discussion in this area is police periodicals. Several articles have been published describing the planning accomplished in preparation for police services at various special events. The more noteworthy of these articles will be reviewed here.

Wilson, in his text, Police Planning, discusses situations imposing extraordinary burdens on the police such

⁷⁰O. W. Wilson, Police Planning, p. 12.

as athletic events, parades, disasters, or sudden surges of criminal activity.⁷¹ Much of the material presented concerns organizing to meet these special demands and the use of special squads. In the section, "Plans for Unusual Needs," the five basic steps in planning are repeated. Although there is a section entitled, "Planning for Special Community Events," it is repetitive and rather general in scope. In "Plans for a Large Athletic Event," Wilson has reproduced the various plans that were prepared for the 15th Annual All Star Football Game, held in 1948 at Chicago, Illinois. Documents of the Chicago Park District Police such as a Station Order assigning designated officers to specific duties at selected sites, general information and instructions, information regarding special movements, and a special event report are included and are informative.

One of the most informative articles on police planning for special events was prepared by the Editorial Staff of Spring 3100, the official magazine of the New York City Police Department and was reproduced in The Police Chief.⁷² Entitled, "Operation Security," the article concerns the planning and performance of the New York City Police Department in coping with the security problems resulting from the gathering of twenty-six foreign heads of state and their

⁷¹O. W. Wilson, Police Planning (Springfield, Illinois: Charles C. Thomas Publisher, 1952).

⁷²"Operation Security," The Police Chief (March, 1961).

ministers at the 15th Session of the United Nations General Assembly in September, 1960. The presence of such controversial figures as Fidel Castro and Nikita Khrushchev combined with the open animosity among world leaders at the time posed a security problem unprecedented in police history.

The planning required for this operation was most extensive. The Secret Service, Federal Bureau of Investigation, State Department, Coast Guard, and U. S. Army are some of the Government agencies that were involved. A chain of successive planning conferences were held. The following key decisions were made at these police conferences:

Adequate police details were to be assigned at key locations to prevent disorder. A motorcade on a 24-hour basis was assigned to each delegate, with a ranking officer in charge at all times. Permanent details were set up at diplomatic residences, at the United Nations and at Pier 73 where the Baltika was to be berthed, with a superior officer in command at each location. Security routes, policed at all times, were mapped to insure safe passage through the city for the dignitaries. A Mobile Reserve Force, with special transportation, was established. To keep all units in constant touch with each other, a communications network was organized and put into 24-hours-a-day operation.⁷³

To implement these decisions over seventy orders, containing 200 pages were published and distributed throughout the department, covering all phases of the security operation. Over three thousand press cards were issued, some thirteen thousand police barriers placed, and the

⁷³Ibid.

department's stable of 232 bay geldings committed during the operation.⁷⁴

The article provides a comprehensive and detailed account of this unique event and many of the principles employed in this apparently well-planned and efficiently-executed operation could be adapted to any special event.

Another very informative account of the planning problems facing large city police administrators in providing security services at special events was presented by Robert V. Murray, Chief of Police of Washington, D. C., to the Institute on Police Planning and Research in May, 1964.⁷⁵ The events described by Chief Murray are excellent illustrations of two kinds of major planning situations.

The Washington rally for jobs and freedom is an example of a situation where the police agency has ample advance notification of the forthcoming event and sufficient time for planning. The funeral of the late President Kennedy, on the other hand, is an example of a situation where there is no advance notification, and the police must plan while the event is in motion.⁷⁶

Chief Murray relates the details of the rally for jobs and freedom from the receipt of the initial information

⁷⁴Ibid.

⁷⁵Robert V. Murray, "Planning Necessary to Prepare For Unusual Occurrences" (paper read at the Institute on Police Planning and Research, May 14, 1964).

⁷⁶Ibid., p. 3.

regarding the purpose, scope, and organization of the affair in early July through the close of the event during the evening hours of August 28, 1964.

The scope of the planning problem for this event can be visualized by the numbers involved alone. A total of 5,217 men were on duty with the police department the day of the event and took part in controlling an estimated 210,000 persons attending the rally.⁷⁷

The fact that only two arrests were made in connection with the rally attests to the fact that the planning performed was effective and payed big dividends.⁷⁸

While the rally for jobs and freedom had explosive potentials, the state funeral of the late President Kennedy was expected to be a quiet, orderly, dignified affair. However, providing protection for the family of the late President, for the new President and his family, and for the many heads of foreign nations and other visiting dignitaries who came to Washington for the funeral, presented the police with significant problems.⁷⁹ Some of the details of these problems are outlined by Chief Murray in the latter part of his address.

⁷⁷Ibid., p. 9.

⁷⁸Ibid., p. 10.

⁷⁹Ibid., p. 11.

IV. SUMMARY AND CONCLUSIONS

This section summarizes the analysis of the literature. To do this each of the five principles contained in the model planning process are compared to the relevant literature analyzed in the study. To avoid duplication of material presented in the previous sections, only key points in the literature relating to the model will be presented. Conclusions are developed from the summary.

Summary

Assignment of planning responsibility. When the need for developing a plan has been determined an official planning group should be organized. "At times the choice of persons is prescribed by the nature of the project and regular job duties of persons selected. Occasionally . . . projects are directed to prescribed departments."⁸⁰

Wilson says: "The department must be organized to assure that planning will be done both promptly and effectively. This is accomplished by placing responsibility for planning on designated units and individuals."⁸¹

Analysis of the planning problem. "Analysis of the work to be performed during planning establishes the tasks which must be completed and the sequence for performing

⁸⁰LeBreton and Henning, op. cit., p. 16.

⁸¹O. W. Wilson, Police Planning, p. 7.

those tasks."⁸² LeBreton and Henning present the following description:

This stage is extremely important because it gives meaning to the division of labor within the planning group, provides direction to each member, indicates any problem of excessive overlap, and allows for the setting of more precise time standards for the completion of various components of the plan.⁸³

Selection of a course of action. This is a process of decision-making. After analyzing the situation the police planner should collect as many facts bearing on the situation as possible. Allen P. Bristow and E. C. Gabard, in their text, Decision-Making in Police Administration, summarize the fact-finding process this way:⁸⁴

Fact-finding is probably one of the most difficult areas in decision-making. To obtain decisions of quality, best practices seem to indicate: (1) that the police administrator must relate the time spent seeking information to the urgency of the decision (2) that he must learn the location of and must develop sources of information; and (3) that he must develop objectivity in his analysis of facts and in the assumptions he draws.⁸⁵

Once the fact-finding task is completed, factors which may adversely affect the accomplishment of the objective are determined and listed. This is done by

⁸²Department of the Army, FM 101-5 Staff Officers Field Manual Staff Organization and Procedure, p. 62.

⁸³LeBreton and Henning, op. cit., p. 17.

⁸⁴Allen P. Bristow and E. C. Gabard, Decision-Making in Police Administration (Springfield, Illinois: Charles C. Thomas Publisher, 1961).

⁸⁵Ibid., p. 49.

analyzing those aspects of the situation which could logically combine to impair successful accomplishment of the objective.⁸⁶

All feasible courses of action which will accomplish the objective if successful must be formulated and listed.⁸⁷

Bristow and Gabard write:

The selection of alternatives and their considerations indicates: (1) that the widest range of alternatives possible must be selected, (2) that selected alternatives must be evaluated by various considerations, and (3) that the alternatives and considerations should be written or diagramed to clarify their relationships for the police administrator.⁸⁸

The alternative courses of action are then compared on the significance of strengths and weaknesses, and a conclusion is reached as to the most suitable one. "The best course of action is ordinarily the one which has the most significant advantages and the least serious disadvantages in the efficient use of resources required to accomplish the mission."⁸⁹

The course of action selected for adaption is formulated into a clear, concise, logical statement containing as much of the elements of who, what, when, where, how, and why as appropriate.⁹⁰

⁸⁶Department of the Army, FM 101-5, p. 56.

⁸⁷Ibid.

⁸⁸Bristow and Gabard, op. cit., p. 68.

⁸⁹Department of the Army, FM 101-5, p. 56.

⁹⁰Ibid.

Implementation of the plan. Where there are various parts of a plan which are interrelated (conclusions arrived at for one part of the plan affect conclusions in other parts) they must be integrated into a tentative plan outlining the concept of the operation.⁹¹

After the tentative plan has been prepared concurrences must be obtained. Wilson says, "Any unit that does not approve the plan or some detail of it should be required to submit a written statement of reasons for non-concurrence."⁹²

The tentative plan should then go to the Chief or other designated authority, who reviews, refines, and approves the plan.⁹³

A final plan is then prepared which provides the necessary resources and directions required in the operation. John G. Glover, in his book, Fundamentals of Professional Management, outlines the following steps for making a plan operative:⁹⁴

- A. Arrange to carry out or execute the plan.
- B. Develop the precept of conduct and the means of control for executing the plan.
- C. Create and develop the necessary standards or criteria.

⁹¹LeBreton and Henning, op. cit., p. 18.

⁹²O. W. Wilson, Police Planning, pp. 12-13.

⁹³Department of the Army, FM 101-5, p. 62.

⁹⁴John G. Glover, Fundamentals of Professional Management (New York: Republic Book Company, Inc., 1954).

- D. Prepare the procedural manual containing explanatory instructions to make the plan effective.
- E. Develop the complementary time table for each event within the plan, including quantity and quality elements.
- F. Prepare the necessary training manuals for those persons who are responsible for the effective performance of the plan.
- G. Arrange for proper supervision.
- H. Devise an adequate system of communication.⁹⁵

Evaluation of the plan. The results of plans should be evaluated. This is necessary in determining whether a correct alternative was chosen, whether the plan was effective, which phase, if any, was poorly implemented, and whether additional planning may be required. In addition, the effects of the executed plan on other departmental operations must be determined. "Follow-up is the control factor essential for effective departmental management."⁹⁶

In the management cycle, the link between evaluation and new planning is "feed-back." It is the channeling back into the planning stage the lessons learned from executed plans. It should include recommended changes in future plans. This information should go to the individual who is in a position to make use of it, if it is to be effective. Feed-back is a vital link between review or evaluating and replanning. It provides the intelligence on which future decisions are based. There are a number of ways feed-back

⁹⁵ Ibid., p. 74.

⁹⁶ Kenney, op. cit., p. 23.

may be accomplished. Any of the communication techniques such as reports, conferences, lectures, staff meetings, charts, graphs, etc., may be useful. By collecting, evaluating, and plowing this information back into future planning, the management cycle becomes continuous, and steady progress toward the desired objective is facilitated.⁹⁷

Conclusions

In the preceding analysis of the literature each of the five principles contained in the proposed model planning process was compared to existing literature. As a result each principle was documented by specific references in various publications. In no instance was it determined that any principle was in conflict with relevant literature. It can be concluded, therefore, that the available literature supports the model planning process proposed in the study.

⁹⁷ "Command Management School Reference Notes," op. cit., p. 13.

CHAPTER IV

CASE STUDIES OF POLICE PLANNING PROCEDURES FOR SPECIAL EVENTS

This chapter reviews the field research that was conducted during the study. The first section discusses the method used in collecting the empirical data. It is followed by a narrative analysis of the material collected. Conclusions, developed by an analysis of the results of the case studies as compared to the proposed model planning process, complete the chapter.

I. FIELD RESEARCH METHODOLOGY

The case studies were conducted through the use of personal interviews with police agencies known to have engaged in planning for security services at special events. Personnel interviewed were those with a personal involvement in the planning process conducted at their respective police agencies.

The interviews were conducted by the researcher, and although an interview schedule¹ was prepared, it was not

¹see Appendix A.

used for direct questioning. Rather, an open-end interview was conducted with the respondent relaying information in chronological, story-telling manner and the researcher asking questions only to clear up hazy areas or to obtain information on an essential point.

At the start of the interview the respondent was asked to select and describe a specific special event with which he was familiar and for which his police agency had prepared plans. This specific event was to be used as a basis for all information presented to the researcher.

The interview schedule was used as a checklist prior to concluding the interview to assure that all relevant areas of interest had been covered.

Following the interview, all the data collected was summarized and an analysis conducted to determine the basic details of the planning process used by each agency. The details of these planning processes were developed into a narrative summary and are presented in the following section.

II. CASE STUDIES

Case Study #1

The agency selected for field research was the Chicago Police Department. The interview was conducted with planning personnel of the Traffic Division. The special event which was used as the basis for the material presented

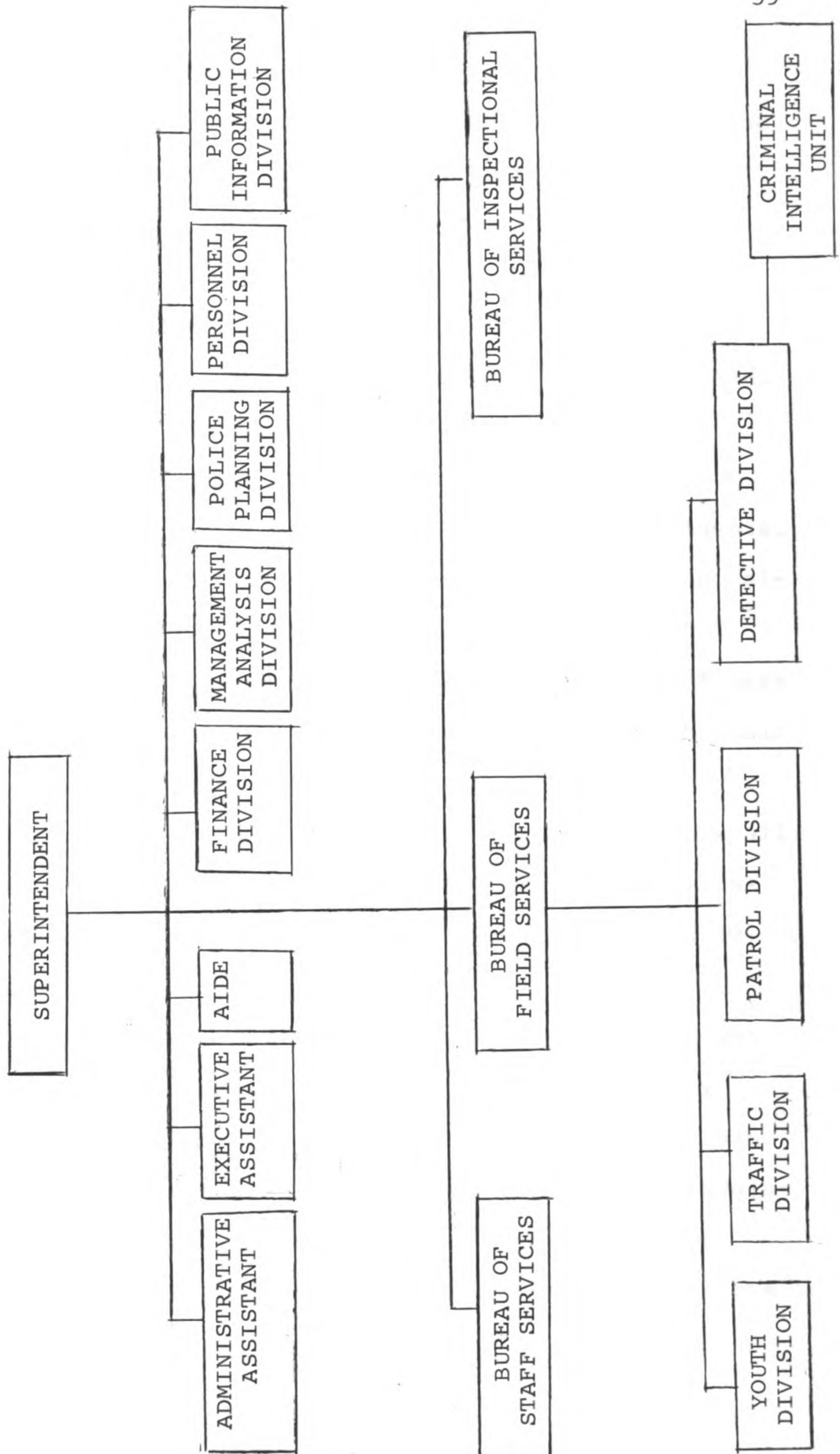
was the visit of President Lyndon B. Johnson to the City of Chicago on 23 April 1964.

The President was scheduled to arrive by military aircraft at O'Hare Field. He would depart from there, via helicopter, weather permitting, and proceed to Meigs Field. A motorcade would then be formed carrying the President and his party to their hotel suites. Approximately an hour later the official party would proceed by motorcade to a banquet hall. At the conclusion of the program the President would either proceed to Meigs Field by motorcade, depart there for O'Hare Field by helicopter, and leave immediately, or he would return to the hotel where he would stay overnight and depart the following day.

The Department was given several months advance notice of the visit. Action taken during this period included the rescheduling of leaves and other absences so that a maximum number of police officers would be available for duty during the event. Approximately two weeks prior to the event Secret Service Agents arrived to participate in the planning.

The Deputy Superintendent, Bureau of Field Services, had the responsibility for over-all coordination of the preparation of the plan. He is the second ranking administrator in the Chicago Police Department, working directly under Superintendent Wilson (Figure 1).

ORGANIZATION CHART FOR CHICAGO POLICE DEPARTMENT



An initial planning conference was conducted at which the chiefs of the following divisions or agencies and their planning personnel were present: Patrol Division; Traffic Division; Detective Division; Task Force; Traffic Engineering; Secret Service; U. S. Army; U. S. Navy; and the Office of the Mayor.

All aspects of the planning problem were discussed. Security was to be the prime consideration of the plan. Information on the arrival and planned itinerary of the President was provided by the advance Secret Service Agents. Plans from previous VIP visits were reviewed. The responsibilities of each Division Chief were established. The agencies not under command of the Deputy Superintendent were requested to contribute to the plan in accordance with their particular specializations. A second conference was scheduled and interested personnel were directed to have all tentative plans completed by this time. All personnel returned to their respective divisions to complete their assigned planning tasks.

At the Traffic Division the proposed itinerary was laid out on planning maps. The situation was carefully analyzed. Plans from previous events encompassing the same general areas were screened for pertinency. Relevant evaluation reports from previous events were considered. The primary decision-making factor to be resolved concerned the routes to be recommended for the motorcades. All feasible

routes were developed and analyzed as to significant advantages and disadvantages. The alternative routes were compared and the ones deemed most advantageous were selected. Details for the deployment of personnel and equipment were formulated and necessary policies and procedures were established for the Traffic Divisions participation in the event. A tentative plan was prepared for the Chief of the Traffic Division to present at the second planning conference.

The planning method used by the Deputy Superintendent at the conference was to start at the scheduled initial arrival point and develop the plan, proceeding step by step, through the scheduled departure of the President. The Chief of Detective Division, responsible for security at O'Hare Airport, the President's arrival point, led off the conference by outlining his tentative plan. Comments were received from others in attendance and when general concurrence was attained the tentative plan was approved and the official responsible for the next phase in the itinerary repeated the procedure by outlining his respective part in the over-all plan.

Disagreements that arose between participating units were resolved by the Deputy Superintendent. An example of this procedure occurred when the Traffic Division, responsible for escorting the official motorcade, and the Patrol Division, responsible for securing the route of the

motorcade, could not agree on the route to be used. The route most advantageous to the Patrol Division was unsatisfactory to the Traffic Division because of its unsuitability for the use of three-wheel motorcycles which were to be used in the escort. To resolve the dissension the Deputy Superintendent ordered a dry-run of the motorcade over the route in question with all the dissenters as observers. All agreed the route was unsatisfactory and the Traffic Division's recommendation was accepted.

When all the components of the plan had been approved the conference adjourned and the participants returned to their respective divisions to prepare the final plan in the form of special orders. Personnel, equipment, material, policies, procedures, and special instructions required in the operation were provided for in the special orders.

Each department prepared the special order pertaining to its part in the operation² for the signature of the Deputy Superintendent, who reviewed and signed each order. Publication and distribution was then accomplished.

Twenty complete sets of the special orders were forwarded to the Inspection Division, which was responsible for evaluating the operation. In addition, supervisors in the Traffic and Patrol Divisions were required to complete a "Special Event Evaluation Report" (Figure 2) setting forth

²see Appendix B for the Traffic Divisions Special Order.

their evaluation of the coverage of the event and giving recommendations if appropriate.

Case Study #2

The agency selected for field research in this case study was the Department of Public Safety, Michigan State University, East Lansing, Michigan. The interview was conducted with planning personnel of the Protective Service Division, which is responsible for security services at special events. The Michigan State University home football games were selected as the special events on which the study was based.

Normally, five home football games are scheduled at the Michigan State University's Spartan Stadium, located on the campus grounds. The games are usually held on Saturday afternoons with the more popular contests drawing sellout crowds of over 76,000 persons.

The major planning problems involve traffic and crowd control. Although primary responsibility for security services at these events rests with the University's Department of Public Safety, other law enforcement agencies are involved by the serious traffic problems that result from the gathering of so many people at one place at the same time. The number of vehicles parked at these games in preceeding years has ran from 10,000 to 15,000 per game.

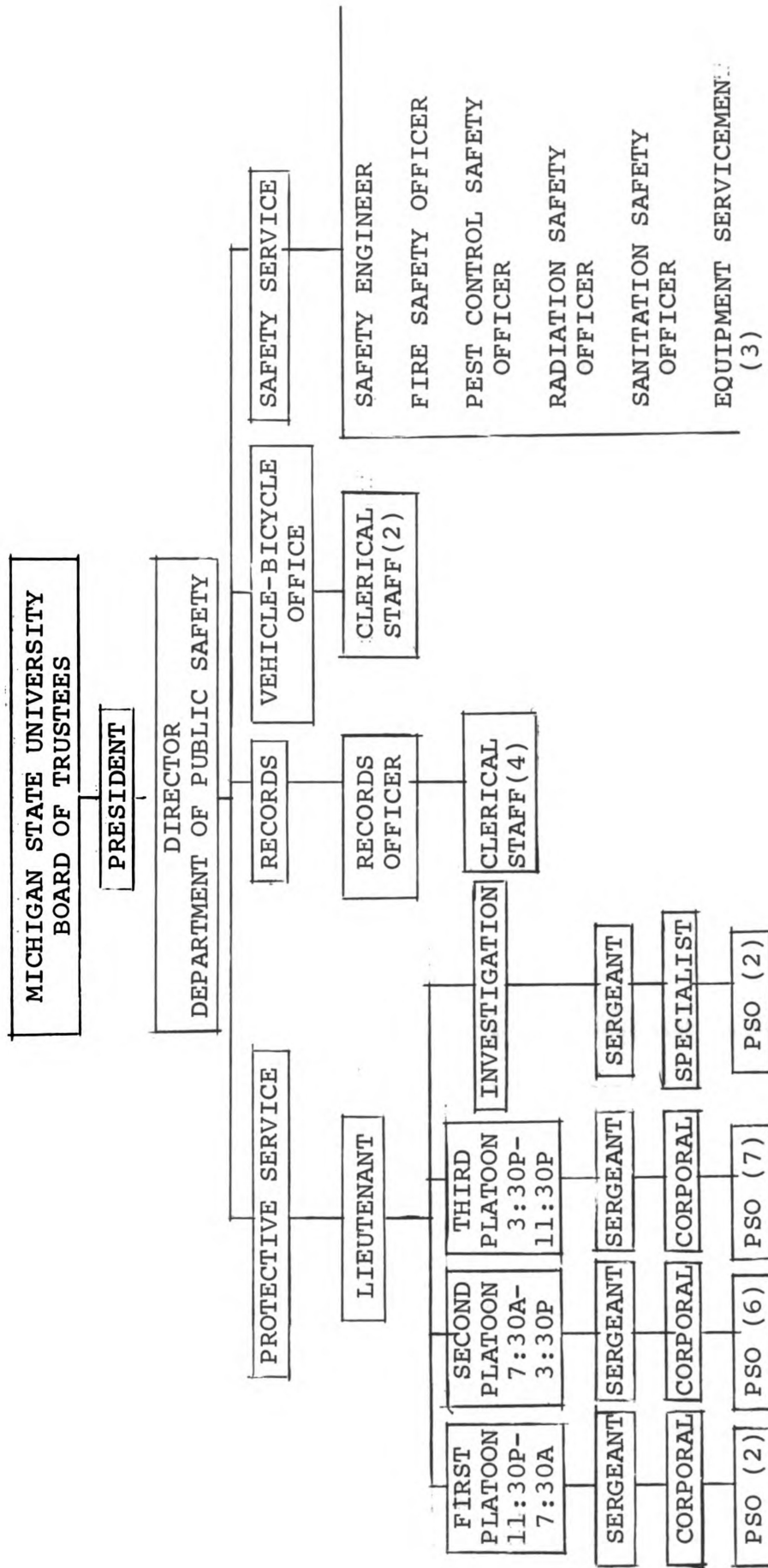
The Department of Public Safety is reimbursed by the Athletic Department for expenses incurred in providing internal security at the Stadium. Special Police, employed by the East Lansing Police Department for traffic control duties, are also utilized by the University Police for security duties inside Spartan Stadium. Students used for traffic control duties are also used for crowd control inside the Stadium.

The Uniform Commander, Protective Service Division, had the responsibility for over-all coordination of football planning. He is the second ranking administrator in the Department of Public Safety, working directly under the Director (Figure 3). A Staff Corporal, assigned as Administrative Aid, assists with the planning function.

The coordination necessary to develop this plan was effected through the use of a planning luncheon-meeting. Representatives of the following agencies were present at this meeting: Lansing Police Department; East Lansing Police Department; Ingham County Sheriff's Office; Michigan State Police; Michigan State Highway Department; and Ingham County Highway Department.

Since the major area of interest of those at the meeting was the traffic problem, this phase of the operation was the primary target for the planning. All aspects of the traffic situation were discussed. The plan from the previous year was reviewed. The situation was brought up to date by

ORGANIZATION OF THE DEPARTMENT OF PUBLIC SAFETY
1963 - 1964



an analysis of the probable change in traffic flow brought on by the construction of a new freeway and the opening of a new arterial street.

An inbound traffic flow plan was developed by using the backward planning method. The planning started at the objective which in the case of inbound traffic was the parking lots. From these points the traffic flow plan was developed street by street and intersection by intersection. This technique made it possible to determine the number and type of control measures such as temporary signs, manned traffic control posts, one-way streets, or police barriers needed to execute the plan. After it was determined what was needed for the operation, responsibility for specific details was assigned.

The same procedure was used in the development of an outbound traffic flow plan. A parking plan was also developed specifying the sequence in which available parking lots would be filled. Procedures were established for parking VIP's, members of the press, public conveyances, and emergency vehicles. Escape routes for resident traffic not attending the game were worked out and arrangements made to notify those involved.

When all aspects of the proposed plan had been concurred in by interested parties the meeting adjourned and representatives returned to their own agencies to prepare for their participation in the event. A summary of the

meeting was prepared and placed in the Department of Public Safety files (Figure 4).

The Uniform Commander proceeded with the preparation of a tentative plan for the event. A check list, developed from previous planning and kept current, was used to assure that all details were considered. The plan provided for the personnel, equipment, and material, needed for the operation as well as the policies, procedures, and special instructions³ necessary for proper execution. Additionally, the costs of all security services within Spartan Stadium was computed for submission with the proposed plan.

The plan was then submitted to the Director of the Department of Public Safety for approval. This step was actually a formality as the Director had been kept informed on a day to day basis on the progress of the planning. After approval, the request for funds to pay for the services scheduled was submitted to the Athletic Department for approval. The amount of funds provided is the determining factor on the extent of security services provided at the games. When this figure is available the plan is approved or revised as appropriate.

Preparation then begins for implementation of the plan. Such activity as the preparation of maps, the ordering of signs, the recruitment and training of students for

³see Appendix C for Information For Stadium Police Officers.

Figure 4. Summary of Football Planning Meeting, Department of Public Safety, Michigan State University.

To: Adam J. Zutant, Sergeant
From: Lieut. A. H. Andrews
Subject: Summary of Football planning meeting held
July 31, 1963

1. It was agreed there would be no incoming football traffic northbound on Hagadorn Rd. from Mt. Hope.
2. It was agreed that there would be no outgoing football traffic northbound on Hagadorn between Shaw Lane and M-43.
3. It was agreed that the University would provide signs to the Lansing Police as we have always done to assist them in routing outgoing traffic south On Pennsylvania from Mt. Hope.
4. It was agreed that during outgoing traffic this department would prevent outgoing traffic exiting Spartan Village on Crescent Rd., (on both Roads), and would post a traffic officer at Mt. Hope and Fairway to allow Spartan Village people to exit from Fairway during the period of heavy outgoing football traffic.
5. Representatives of the State Highway Department agreed to furnish to ICHO advance warning and turn signs to be placed on I-96 to help Lansing Police route their football traffic up Pennsylvania and across Mt. Hope and vise versa.
6. It was agreed by representatives of the State Highway Department and the County Highway Department that our use of I-96 trail blazing signs would be appropriate and very useful on the Campus to assist people in finding I-96 during outgoing traffic.
7. Chief Pegg and our department agreed that after his council meeting of this Monday, we would meet during the week, refine our man power estimates and approach the athletic department for financing for additional student assistance both to East Lansing and to this department.
8. Captain McDonald in a private conversation with me after the meeting, agreed to furnish two people to take care of the press box in the stadium on a volunteer basis from State Police and requested that we keep this

Sergeant Zutant - page 2

arrangement private among ourselves so far as possible. Further, Captain McDonald stated that in the event he had any number of volunteer's he would endeavor to furnish them to us since we had a more flexible arrangement than would prevail with the City of East Lansing.

9. In a private conversation after the meeting with the Chief Deputy Sheriff and Under Sheriff they indicated that it was in their private planning to expand their traffic control operations as the State Police vacated some of their obligations. So it is possible that there will be more traffic control assistance available from the Sheriff's office than has heretofore been the case.
10. As a result of this meeting and our decision to use trail blazer signs it will be necessary for us to order the signs after we determine how many and this order must take place immediately this week if we are to expect delivery in time. Associated with this will be the need to review our outgoing traffic directional signs. Determine which of those can be scrapped, which need to be painted and to what extent (if any) we should relocate them or add new ones in consideration of the new street construction which is taking place this summer.
11. It will be necessary further to advise John Kennedy at concessions that we will be having a reduced number of officers eating meals there and advise him that we will not be able to predict the final number probably until middle September.
12. As a result of the meeting, the importance of a carefully planned and vigorously executed student recruiting program is obvious. It will be necessary, I think, to assign a Corporal to this; to keep after him, and insure that every possible resource is exhausted, to insure that we have an adequate number of student assistants. In association with this I will request Cp. Julian to immediately finish one student helmet since it is possible East Lansing may have some difficulty in identifying their students and possibly our ideas and past experience may be of assistance to them.
13. It was agreed at the meeting, that North bound Harrison Rd. football traffic would not cross Shaw Lane, but would enter the Campus on the normal incoming East bound lanes of Shaw Lane. This will insure an adequate barrier of distance between the two lanes of Marigold traffic who enter the same intersection and will be turned North on Harrison to enter at Willow Road.

14. It will be necessary this year to design and build curb jumpers. If you will recall last year we designed a curb jumber. After an entire summer of dilatory tactics by B & U they informed us it couldn't be built. This year we must design something and get it built. We will need it on Wilson Road (minimum) and perhaps at other locations and we will certainly need them next year in an increasing number.
-
-

traffic control duties must all be completed if the plan is to be effective. Staffing of the plan is then completed by issuing specific assignments and time schedules.

Evaluation of the plan is provided for by scheduling a debriefing session with all supervisors immediately following the completion of the operation. All comments made at this meeting are recorded and put into the files for use in future planning. Traffic counts are conducted at all parking lots during the game. Automatic traffic counters are also used on specific roads to determine traffic flow. This information is recorded and put in the files for future planning.

III. SUMMARY AND CONCLUSIONS

This section summarizes the field research by comparing the empirical data obtained to the proposed model planning process developed in the study. Conclusions resulting from this analysis are then presented.

Summary

Assignment of planning responsibility. When the need for a plan has been recognized and the objectives formulated, the responsibility for preparation of the plan must be assigned to some individual or unit in the organization. This is a basic principle of the "management by exception" concept, which, in all but the smallest organizations, is a must for effective management.

In both case studies the responsibility of planning for security services at the special events involved was assigned to individuals occupying high positions in the organizational hierarchy. In Case Study #1 this assignment was conditioned by the nature of the special event. The security of the President of the United States was the type of task that would take priority over other duties and one which required maximum coordination among several agencies. It naturally follows that a high-level administrator in the department would be assigned this responsibility. It can be said generally, that the wider the scope of required coordination, the higher the position of the coordinator.

In Case Study #2 the primary factor in the assignment of planning responsibility was the regular job function of the individual involved. In a department of this size the number of administrators is extremely limited leaving little room for delegation of this type responsibility. It can be said, generally, that the smaller the organization, the higher the position of the coordinator.

Analysis of the planning responsibility. When the assignment of responsibility for planning or a planning directive is received by the police administrator he ordinarily calls an initial planning conference. To this conference are invited key administrators from elements of the agencies to be involved in the operation, and often, representatives from other interested agencies or "specialist"

personnel with some specific qualification necessary to the operation. At this conference the administrator responsible for over-all coordination of the plan briefs the conferees on the planning problem, relays any guidance from higher echelons, presents his views, and secures their comments. From this analysis the planning tasks are determined. Planning assignments are made, based on the number, complexity, and priority of required planning tasks. A schedule is established for completion of all planning tasks.

In both case studies the conference method was used to analyze the planning problem. In Case Study #1 the procedure outlined above was used. In Case Study #2 however, the area of interest encompassed in the planning situation resulting from the special event was outside the authority and jurisdiction of the agency having primary responsibility for preparation of the plan. Here, it was a matter of analyzing the situation, agreeing on a course of action, and accepting responsibilities based on jurisdictional boundaries. Once all tasks had been covered the function of the administrator responsible for over-all coordination of the plan became one of fulfilling his agency's responsibilities and of maintaining liason among the other interested agencies.

Selection of a course of action. In both case studies some decision-making was performed. In planning for the security of the President the decision-making processes

were more apparent and distinguishable than in planning for security measures at football games, where much of the planning had been reduced to implementation of routine procedures. The selection of the President's motorcade route in Case Study #1, which was previously discussed, illustrates the decision-making technique utilized by the Chicago Police Department. However, many of the decisions made in both planning situations were apparently accomplished by a less formal procedure than that outlined in the model. This in no way means that a procedure similar to that outlined in the model could not have been used to obtain as good or better decisions. Because the special event in Case Study #2 was a recurring one, much emphasis was placed on the preceding years plan. If the previous years plans are accompanied by effective evaluations they can be of immeasurable value. However, the practice of using preceding plans as a "shortcut" method of planning can be dangerous. In a proper planning process the administrator should attempt to avoid the mere extension into the future of existing plans. Alternatives significantly different from the prior plans should be considered at frequent intervals.⁴

Implementation of the plan. In Case Study #1 tentative plans were submitted by planning personnel at a second planning conference. Concurrence among interested

⁴LeBreton, op. cit., p. 139.

agencies was obtained right at the conference, although not in a formal written manner as outlined in the model. However, when person to person relationships are possible, coordination is generally assured.

The Deputy Superintendent, responsible for over-all coordination of the plan, was also the approving authority. After his approval of tentative plans at the conference, final plans in the form of special orders were prepared by the respective agencies. These were again submitted to the Deputy Superintendent for review, approval, and signature. Publication and distribution were then accomplished.

A similar process took place in Case Study #2. In addition, a determination was made on the amount of funds required to support the security services proposed for inside the stadium. Approval for this fund request had to be obtained prior to the preparation of a final plan. The best of plans are ineffective unless they are supportable by existing resources.

Evaluation of the plan. In both case studies responsibility was fixed and procedures established for evaluating the effectiveness of the respective plans. In the Chicago Police Department the responsibility for formal evaluation of all operations is in the purview of the Inspection Division. This system affords the advantage of having the evaluation function performed by unbiased

specialists, skilled in the essential techniques of inspecting, evaluating, and reporting.

In addition to the formal evaluation performed by the Inspection Division, each supervisor participating in the operation, was charged with evaluating their respective portions of the plan. This procedure provides the administrator with an appraisal from the operating or "grass roots" element of the organization.

At Michigan State University's Department of Public Safety the evaluation function was considered an inherent aspect of supervision. Procedures were contained in the plan for evaluation by supervisors and for recording these evaluations. Although the necessity for this type of "self-evaluation" is understandable in this size agency, there is an inherent danger in placing primary emphasis on this system. Human nature being what it is, not every police supervisor can be counted on to submit an impartial and unemotional appraisal on an operation in which he has had supervisory responsibility. A system of "double-checks" provides more dependable coverage of the evaluation function.

Conclusions

The analysis of the case studies indicates significant variation in the planning processes completed at each agency. These procedural differences may be attributed to

several causes. The respective size of police agencies studied must be given primary consideration. Certainly some procedural differences must be expected between a police department of the size of Chicago's, with over 10,000 assigned officers, and the Michigan State University Department of Public Safety, with only twenty-nine assigned police officers.

The nature of the special event for which the planning is performed will also effect the complexity of the planning process. Planning for security of the President of the United States and his party, traveling around the City of Chicago, requires different considerations than planning for traffic and crowd control of from fifty to seventy-six thousand people for three hours at a football game.

Regardless of these basic differences in operating procedures and in detail requirements of the planning, both case studies, when analyzed against the five principles contained in the proposed model planning process, established the validity of these principles. The field research, although rather limited in scope, did in fact offer empirical evidence that the five principles outlined in the proposed model planning process can be used to assist police administrators in planning for security services at special events.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

This chapter contains two sections. Conclusions developed in the study are presented in the first section. The final section outlines specific recommendations offered as a result of observations obtained during the study. Included are several recommended areas for further study. Some have a direct bearing on police planning while others are only indirectly related. All would contribute to available police knowledge.

I. CONCLUSIONS

The purpose of this study was to (1) review general planning principles; (2) determine the essential elements that should be considered in developing a proper plan for security services at special events; (3) formulate a reliable model planning process which could be advantageously used by police administrators in planning for security services at special events.

At the beginning of the study the following hypothesis was stated: The use of an established planning process will assist the police administrator in proper planning for security services at special events.

To test the hypothesis a model planning process was proposed. This model was constructed by outlining the five basic principles thought to be applicable in some degree to any police planning situation.

The theoretical reliability of this model was then tested by exposure and analysis to current literature in the planning field. The literature selected for review and analysis was necessarily chosen from a larger volume of material, all of which could not possibly have been reported. It was felt however, that the literature selected was sufficiently varied to represent an adequate sample of planning theory as related to police planning for special events.

In the analysis of the literature each of the five principles contained in the proposed model planning process was compared to existing literature. The researcher was able to document each principle with specific references from among the various relevant publications. It seems justified, therefore, to conclude that an analysis of the literature definitely supports the hypothesis.

To provide an empirical test for the model, two case studies were conducted at law enforcement agencies known to have been involved in planning for special events. It is recognized that this limited number of agencies studied will have an effect on the reliability of any conclusions developed from the field studies. The number of agencies that could be studied, however, was limited by the prevailing economic and time factors.

To compensate for the lack of quantity in the field research, careful consideration was given to the selection of agencies studied in an attempt to obtain as much diversification as possible. The Chicago Police Department, selected for one case study, has over 10,000 police officers assigned. Conversely, the Michigan State University Department of Public Safety, subject of the other case study, has only twenty-nine assigned police officers.

During the field research, care was used to obtain variety in the type of special event planning to be studied. In one case study the emphasis was on personnel security, while in the other, traffic and crowd control were the major interests. It is felt that the contrasting characteristics of the law enforcement agencies and of the special events selected for the study add to the reliability of the conclusions derived from the field research.

In the analysis of the case studies each of the five principles contained in the proposed model planning process was compared to the empirical data obtained. Each principle was documented, in varying degrees, with empirical evidence which establishes the validity of all five principles contained in the model. The quantitative limitations of the field research however, preclude the formulation of any positive conclusions. It is therefore concluded, that the field research generally supports the hypothesis.

In summary, conclusions developed in the study are: (1) An analysis of the literature definitely supports the hypothesis; and (2) An analysis of the field research generally supports the hypothesis. Based on these two findings a final assumption can be made that the use of an established planning process will assist the police administrator in proper planning for security services at special events.

II. RECOMMENDATIONS

Planning at all levels of all size law enforcement agencies requires observance of certain principles if it is to result in effective operations. To establish these principles a proposed model planning process was developed, theoretically and empirically tested, and found valid. It is recommended that this model planning process be used by police administrators charged with planning for security services at special events.

No planning process, however, will produce effective planning without certain required human attributes. The proposed model planning process does not in any way decrease the necessity for initiative, enthusiasm, and sound judgment in the administrator. Consistent success in planning rests firmly on these individual characteristics.

During the research several problem areas were recognized that, although they were outside the scope of

this thesis, would seem to warrant additional study. Many questions arose relating to police organizational concepts. Where in the organizational structure of the law enforcement agency should the responsibility for major planning be assigned? There are obvious advantages in the use of specialized planning units but what are the long-range effects on the operational or line units? What size should a law enforcement agency be to economically utilize a permanent planning unit? Is it feasible to integrate the planning and inspection functions and assign them to a single unit?

Other questions arose relating to police procedures. There is apparently much to be done in the area of decision-making. How do our police administrators develop the ability to make sound decisions consistently? This study brought out the importance of evaluation in the planning process. The development of a recommended system for measuring the effectiveness of an operation and the utilization of resources would certainly be a worth-while project for future research.

The growing complexity of the tasks facing our law enforcement agencies today emphasizes the need for a continual search for new and better techniques. Today, more than ever before, the police official must be alert to the danger that accompanies satisfaction with the status quo. The English philosopher Herbert Spenser said: "A closed mind is a bar against information, a proof against all

arguments, and a guarantee to keep man in everlasting ignorance."¹

¹"The Provost Marshal and ACMS," op. cit., p. 9.

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APPENDIX A

INTERVIEW SCHEDULE

1. Date:
2. Agency:
3. Location:

Comments: I am interested in obtaining information regarding the procedures employed by your agency in planning for security services at special events involving the assembly of large numbers of people. For the purposes of clarity, could you select and base your answers on a specific special event for which your agency prepared plans?

4. Date, Location, and Nature of the Event:
5. Special Police Problems Resulting From the Event:

I. Assignment of Planning Responsibility.

1. Was a specific person or unit within your agency assigned the responsibility for over-all coordination of the preparation of the plan?
 - (a) What was the basis for this assignment?
 - (b) What was the planners position in the agency?
 - (c) Was the assignment made in writing?

2. Was authority delegated along with the responsibility?
 - (a) Could the planner call on other activities for assistance?
 - (b) Could the planner require reports, information, etc. from activities within the agency?

II. Analysis of the Planning Problem.

1. Was specific planning guidance received from the Chief or other higher authority?
2. Were the number of specific tasks to be completed established?
3. Was the complexity of these tasks determined?
4. Was a priority or sequence established for performing these tasks?
5. Were the planning tasks to be accomplished divided in a meaningful and equitable manner?
6. Were planning tasks delegated commensurate with the complexity of the task and the specialized assistance available?
7. Were all planning tasks assigned to a specific person or unit and did they all know what their tasks were?
8. Were planning tasks assigned so as to avoid overlap or duplicity of effort?

9. Was a schedule established for completion times of all planning tasks?

III. Selection of a Course of Action.

1. Was a determination made of what facts were needed?
2. Were all needed facts collected?
3. Were these facts analyzed for their effect on the problem?
4. Were logical assumptions used in the absence of facts?
5. Were significant difficulties or anticipated problem areas determined and listed?
6. Were all feasible courses of action determined and listed?
7. Were courses of action listed analyzed against each anticipated significant difficulty listed and the probable outcome determined?
8. Were courses of action compared, in terms of significant advantages and disadvantages which emerged during analysis, and the course of action selected which promises the most success in accomplishing the objective?
9. Was the course of action selected translated into a complete statement, showing who, what, when, where, how, and why as appropriate?

IV. Implementation of the Plan.

1. Did the planner collect and integrate the various parts of the plan into a unified, coordinated, scheme of action?
2. Was a tentative plan prepared, outlining the situation, mission, or objectives, broad concept of operations, and general considerations?
3. Was the tentative plan circulated and formal written concurrence obtained from all interested agencies?
4. Was the tentative plan submitted to a designated authority for approval?
5. After approval of the tentative plan, was a final plan prepared which provided the necessary resources and directions required in the operation?

V. Evaluation of the Plan.

1. Was a specific person or unit assigned the responsibility for evaluating the effectiveness of the plan?
2. Were procedures established for evaluating the plan?
3. Did the provisions of the plan require operating units to submit reports containing information essential for evaluation?

4. Was information relating to the effectiveness of the plan collected, analyzed, and made available for future planning?

APPENDIX B

DEPUTY SUPERINTENDENT
BUREAU OF FIELD SERVICES

21 APRIL, 1964

BUREAU OF FIELD SERVICES SPECIAL ORDER NO. 64-14.

SUBJECT Visit of President Lyndon B. Johnson
to the City of Chicago, 23 April, 1964.

ROLL CALLS: Companies "A", "B" & "C"
Gate "O" Soldiers Field at 1430 Hours.

Company "D"
Balbo Drive, east of Michigan Avenue
at 1430 Hours.

UNIFORMS: The Uniform of the day for this Detail
will consist of Blouse, White Gloves
and Batons. All personnel assigned
will equip themselves with flashlights.
As outlined in Department General
Order #63-12 Para III-c, No Optional
Equipment will be worn.

COMMAND: Chief Terrence T. Doherty, Traffic
Division, in overall Command.

Deputy Chief John Ascher, Patrol
Division, in command of the areas
along Balbo Drive, east of the I.C.
Tracks, south of Jackson Boulevard
with the exception of Meigs Field and
McCormick Place.

Deputy Chief Hamilton W. Pool, Traffic
Division, in command of Michigan
Avenue, Congress Street to 9th Street.

COMMUNICATIONS: All Radio Communications concerning
this Event will be on City Wide III.
Command Personnel will provide them-
selves with aides and will insure that
someone is present at the car at all

DS/FS S.O. 64-14

COMMUNICATIONS
CONT'Dtimes to receive and transmit messages.
Call Numbers are as follows:

Chief Doherty	90
Dep. Chief Ascher	54
Dep. Chief Pool	97

DETAIL SECTOR:Routes between Meigs Field, Conrad
Hilton Hotel and McCormick Place.ITINERARY

O'Hare Field	Arrive	1630 Hours	Phase
	Leave via Helicopter	1635 "	
Meigs Field	Arrive	1700 "	I
	Leave via Motorcade	1710 "	I
Hilton Hotel	Arrive	1720 "	I
	Leave via Motorcade	1820 "	II
McCormick Place	Arrive	1830 "	II
	Leave	2215 "	III
Hilton Hotel	Arrive	2225 "	III
	Leave 24 April	0900 "	IV
Meigs Field	Arrive 24 April	0910 "	IV

MOTORCADE ROUTESPHASE I

From Meigs Field through north fence along temporary roadway to Achsah Bond Drive. West along Achsah Bond Drive to Lake Shore Drive. North on Lake Shore Drive to Balbo Drive. West on Balbo Drive to Michigan Avenue. South on Michigan Avenue to Hilton Hotel.

SPECIAL INSTRUCTIONS:

T-Car stationed at Southbound Lake Shore Drive opposite Buckingham Fountain operated

DS/FS S.O. 64-14

PHASE I
CONT'D

SPECIAL INSTRUCTIONS CONT'D

by Ptlmn. E. Simale #5890 TA#2 and J. Skarupa #7411 TA#2 will shut off Southbound Lake Shore Drive traffic on Radio Command City Wide III.

T-Car stationed at Columbus Drive opposite the south curb of Congress Street operated by Ptlmn. F. Pancaro #8099 TA#5 and F. Haggemann #2583 TA#5 will shut off Southbound Columbus Drive Traffic on Radio Command City Wide III.

T-Car stationed on Northbound Lake Shore Drive 100 feet south of Achsah Bond Drive operated by Ptlmn. E. Merkl #10482 TA#4 and G. Hickey #11446 TA#4 will stop all Northbound traffic on Lake Shore Drive on Radio Command City Wide III.

T-Car stationed on Columbus Drive 300 feet north of the Band Shell operated by Ptlmn. B. Szarley #9149 TA#3 will stop Northbound traffic on Columbus Drive on Radio Command City Wide III.

Intersection Control Ptlmn. R. Maher TA#5 #4948 stationed at the point north of Chicago Natural History Museum Parking Lot where Northbound and Southbound Lake Shore Traffic merge will prevent any vehicles from entering Northbound Lake Shore Drive when Motorcade is approaching.

Intersection Control Ptlmn. F. Carollo #2909 TA#5 stationed at east end of Roosevelt Drive at Northbound Lake Shore Drive will prevent any vehicles from entering Northbound Lake Shore Drive when Motorcade is approaching.

Companies "A", "B", "C" and "D" will follow the assignments shown on the Phase I Assignment Chart attached.

The First Platoons of Company "A" and "B" will flare out as indicated in Phase I Assignment Chart.

DS/FS S.O. 64-14

PHASE I
CONT'D

SPECIAL INSTRUCTIONS CONT'D

Intersection Control Ptlmn. F. Rizer #11454 TA#1 stationed at Eastbound Achsah Bond Drive and Northbound Lake Shore Drive to control traffic and prevent vehicles from entering Eastbound Achsah Bond Drive when the Parking Lot is filled.

3-W Officers A. Sabatello #5097 TA#1 and J. Burlinski #5164 TA#1 stationed in Northerly Island Parking Lot will prevent vehicles from parking west of the barricades placed by Traffic Engineering Center.

PHASE II

During the hour the President is in the Hilton Hotel, the Motorcade vehicles will be turned so as to face north at the west curb of Michigan Avenue at the front of the Hilton Hotel. North on Michigan Avenue to Balbo Drive. East on Balbo Drive to Columbus Drive. South on Columbus Drive into Lake Shore Drive then to 23rd Street. Across the 23rd Street Ramp and down to the Lower Level Tunnel.

SPECIAL INSTRUCTIONS:

T-Car stationed at Columbus Drive opposite the south curb of Congress Street operated by Ptlmn. F. Pancaro #8099 TA#5 and F. Haggemann #2583 TA#5 will shut off southbound traffic on Columbus Drive on Radio Command City Wide III.

T-Car operated by Ptlmn. E. Simale #5890 TA#2 and J. Skarupa #7411 TA#2, at the end of Phase I will move to Southbound Lake Shore Drive and Roosevelt Drive, just north of Passerelle, will prohibit all traffic from entering Northbound Columbus Drive or Southbound Lake Shore Drive on Radio Command City Wide III.

T-Car stationed on Columbus Drive 300 feet north of the Band Shell operated by Ptlmn. B. Szarley #9149 TA#3, at the end of Phase I, will move to 14th Blvd. and Southbound Lake Shore Drive to prevent traffic from entering Southbound Lake Shore Drive on Radio Command City Wide III.

DS/FS S.O. 64-14

PHASE II
CONT'D

SPECIAL INSTRUCTIONS CONT'D

T-Car stationed on Northbound Lake Shore Drive 100 feet south of Ahasah Bond Drive operated by Ptlmn. E. Merkl #10482 TA#4 and C. Hickey #11446 TA#4, at the end of Phase I, will move to Waldron Drive and Southbound Lake Shore Drive to prohibit traffic entering Southbound Lake Shore Drive on Radio Command City Wide III.

3-W Officers A. Sabatello #5097 and J. Burlinski #5164 stationed on Northerly Island Parking Lot will, at the end of Phase I, move to the exits of South Soldier Field Parking Lot at Southbound Lake Shore Drive.

Companies "A", "B", "C" and "D" will follow the assignments shown on the Phase II Assignment Chart.

PHASE III

North out of Lower Level Tunnel at McCormick Place, continuing North on Lake Shore Drive to Balbo Drive, West on Balbo Drive to Michigan Avenue. South on Michigan Avenue to the front of the Hilton Hotel.

SPECIAL INSTRUCTIONS:

T-Car operated by Ptlmn. E. Simale #5890 TA#2 and J. Skarupa #7411 TA#2 at the end of Phase II will move to Southbound Lake Shore Drive opposite Buckingham Fountain and stop Southbound Lake Shore Drive traffic on Radio Command on City Wide III.

T-Car stationed at Columbus Drive opposite the south curb of Congress Street operated by Ptlmn. F. Pancaro #8099 TA#5 and F. Haggemann #2583 TA#5 will shut off Southbound Traffic on Columbus Drive on Radio Command City Wide III.

T-Car operated by B. Szarley #9149 TA#3 at the end of Phase II will move to Waldron Drive and Northbound Lake Shore Drive and will prevent traffic from entering Northbound Lake Shore Drive on Radio Command City Wide III.

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PHASE III
CON'T

SPECIAL INSTRUCTIONS CONT'D

T-Car stationed at Waldron Drive and Southbound Lake Shore Drive, at the end of Phase II will move to Northbound Lake Shore Drive just south of the exit of the Lower Level Tunnel of McCormick Place and stop traffic at that point on Radio Command City Wide III.

3-W Officers A. Sabatello #5097 TA#1 and J. Burlinski #5164 TA#1, at the end of Phase II, will move to 14th Boulevard and Northbound Lake Shore Drive and will prohibit traffic from entering Northbound Lake Shore Drive when Traffic is cut off.

Intersection Control Ptlmn. F. Rizer #11454 TA#1 stationed at Eastbound Achsah Bond Drive and Northbound Lake Shore Drive will move to the Westbound Lanes of Achsah Bond Drive and stop traffic when Motorcade approaches.

Intersection Control Ptlmn. R. Maher #4948 TA#5 stationed at the point north of Chicago Natural History Museum Parking Lot where Northbound and Southbound Lake Shore Drive traffic merges, and will prevent any vehicles from entering Northbound Lake Shore Drive when motorcade is approaching.

Intersection Control Ptlmn. F. Carollo #2909 TA#5 stationed at the east end of Roosevelt Drive at Northbound Lake Shore Drive will prevent any vehicles from entering Northbound Lake Shore Drive when Motorcade is approaching.

Companies "A", "B", "C" and "D" will follow the assignments shown on the Phase III Assignment Chart.

PHASE IV

Motorcade vehicles will again be parked at the west curb of Michigan Avenue facing north. North on Michigan Avenue to Balbo Drive. East on Balbo Drive to Columbus Drive. South on Columbus Drive to 14th Boulevard. East on 14th Boulevard to Northbound Lake Shore Drive. North on Lake Shore Drive to Achsah Bond Drive. East on Ashsah Bond Drive to temporary roadway. South on temporary roadway to North fence of Meigs Field and through to Helicopter.

DS/FS S.O. 64-14

PHASE IV
CON'T

SPECIAL INSTRUCTIONS:

T-Car stationed at Columbus Drive opposite the south curb of Congress Street operated by Ptlmn. F. Pancaro #8099 TA#5 and F. Haggemann #2583 TA#5 will shut off Southbound Columbus Drive traffic on Radio Command City Wide III.

T-Car operated by Ptlmn. E. Simale #5890 TA#2 and J. Skarupa #7411 TA#2 stationed at Southbound Lake Shore Drive and Roosevelt Drive, just north of the Passerel will prohibit all traffic from entering Northbound Columbus Drive and/or Southbound Lake Shore Drive on Radio Command City Wide III.

T-Car stationed at Northbound Lake Shore Drive and 14th Boulevard operated by Ptlmn. E. Merkl #10482 TA#4 and C. Hickey #11446 TA#4 will stop all traffic on Northbound Lake Shore Drive on Radio Command City Wide III.

T-Car stationed on Balbo Drive 100 feet east of Columbus Drive operated by Ptlmn. B. Szarley #9149 TA#3 will stop all traffic on Radio Command City Wide III.

3-W Ptlmn. A. Sabatello #5097 TA#1 will keep traffic Lanes open on Waldron Drive from Southbound Lake Shore Drive to Northbound Lake Shore Drive.

3-W Ptlmn. J. Burlinski #5164 TA#1 will keep barricade area in the Northerly Island Parking Lot Clear of parked vehicles.

Companies "A", "B", "C" and "D" will follow the assignments shown on the Phase IV Assignment Chart.

PRE-EVENT
CONFERENCE:

A pre-event conference will be held At Gate "O" office, Soldier Field at 1400 Hours on the 23rd of April, 1964, for the following; Deputy Chief Ascher, Captains commanding Companies "A", "B", "C" and "D", and personnel assigned to the four (4) T-Cars.

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GENERAL OPERATION
OF DETAIL:

Each Company (Sub-sector) of the Detail will be under the command of a Captain. Each Company has an assignment to be covered in each of the four phases. In addition to the Companies there will be four T-Car details for the purpose of receiving Radio Messages, ordering traffic cut-offs at certain points, and activating those cutoffs when so notified.

Because of the Limited Time available between the end of Phase I and beginning of Phase II, a bus and prisoner van will transport those companies most distant from their Phase II assignments.

Officers along the Motorcade Routes will face away from the Street.

Telephone and Toilet facilities will be available for Police Officers on Thursday 23 April, 1964, from 1500 to 2200 Hours at Gate "O", Soldier Field.

Police Officers assigned to this Detail may park their vehicles in the northwest corner of the South Soldier Field Parking Lot. Entrance to Lot should be made off 16th Street thru the northwest gate.

Unless otherwise ordered by Chief Doherty, all personnel assigned in this order will report at 0700 Hours on Friday, 24th April, 1964, and take their positions as in Phase IV immediately after inspection and Roll Call. Personnel will be dismissed only after the Presidential Party has left and then upon order of Chief Doherty.

TOUR OF
DUTY:

Thursday, 23 April, 1964 constitutes a Tour of Duty.

Friday, 24 April, 1964, does not constitute a Tour of Duty.

DS/FS S.O. 64-14

RECAPITULATION:

1 Chief

2 Deputy Chiefs

4 Captains

8 Lieutenants

32 Sergeants

556 Patrolmen.

Total personnel assigned on this Detail 603

Deputy Superintendent
Bureau of Field Services

INFO:

Superintendent of Police
Deputy Superintendents, Bureau of
Staff and Inspectional Services
Planning Division
Mail Room Section

DISTRIBUTION:

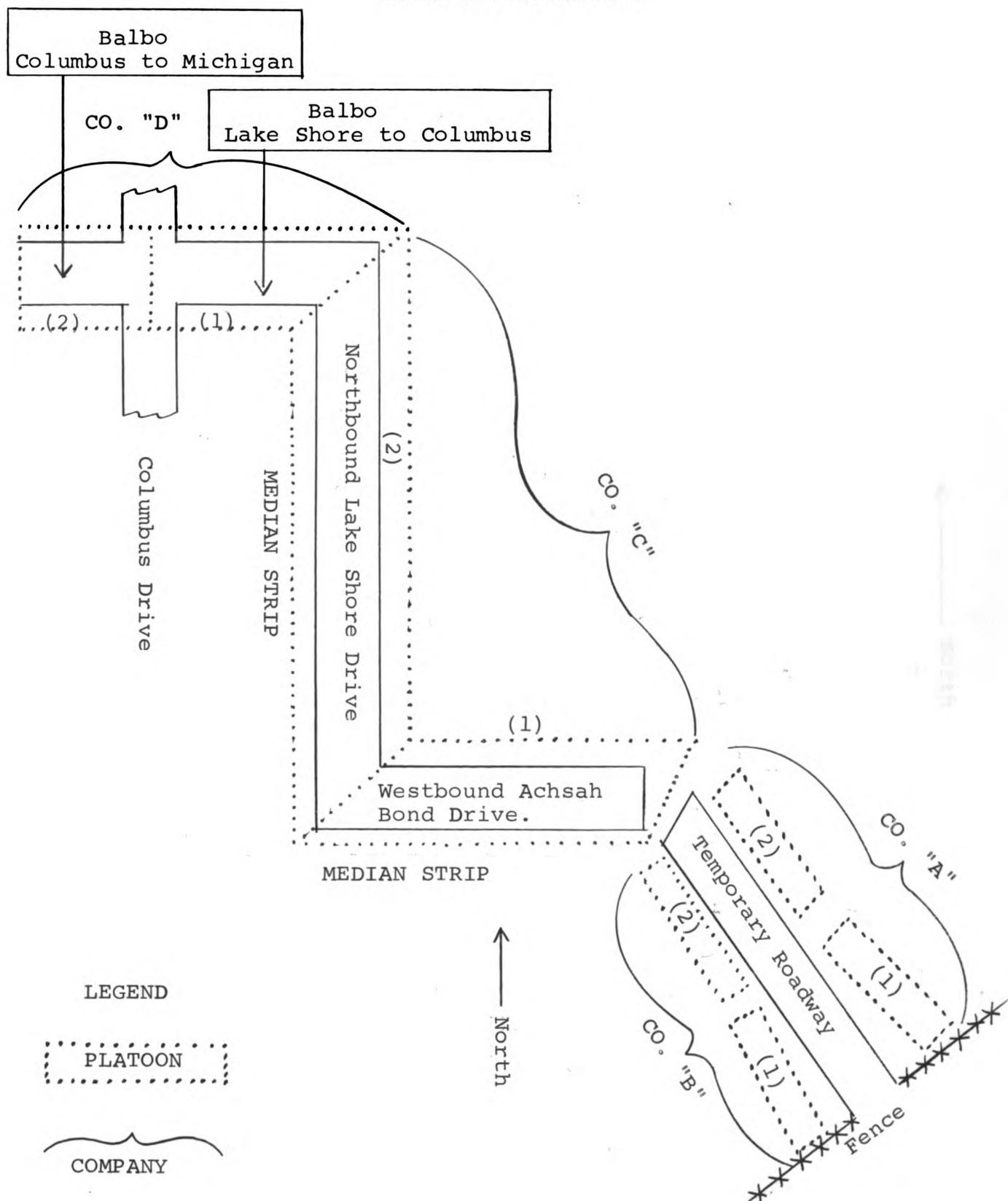
Commanding Officers, Divisions
Areas, District and/or Units,
Bureau of Field Services.

BUREAU OF FIELD SERVICES SPECIAL ORDER NO. 64-14

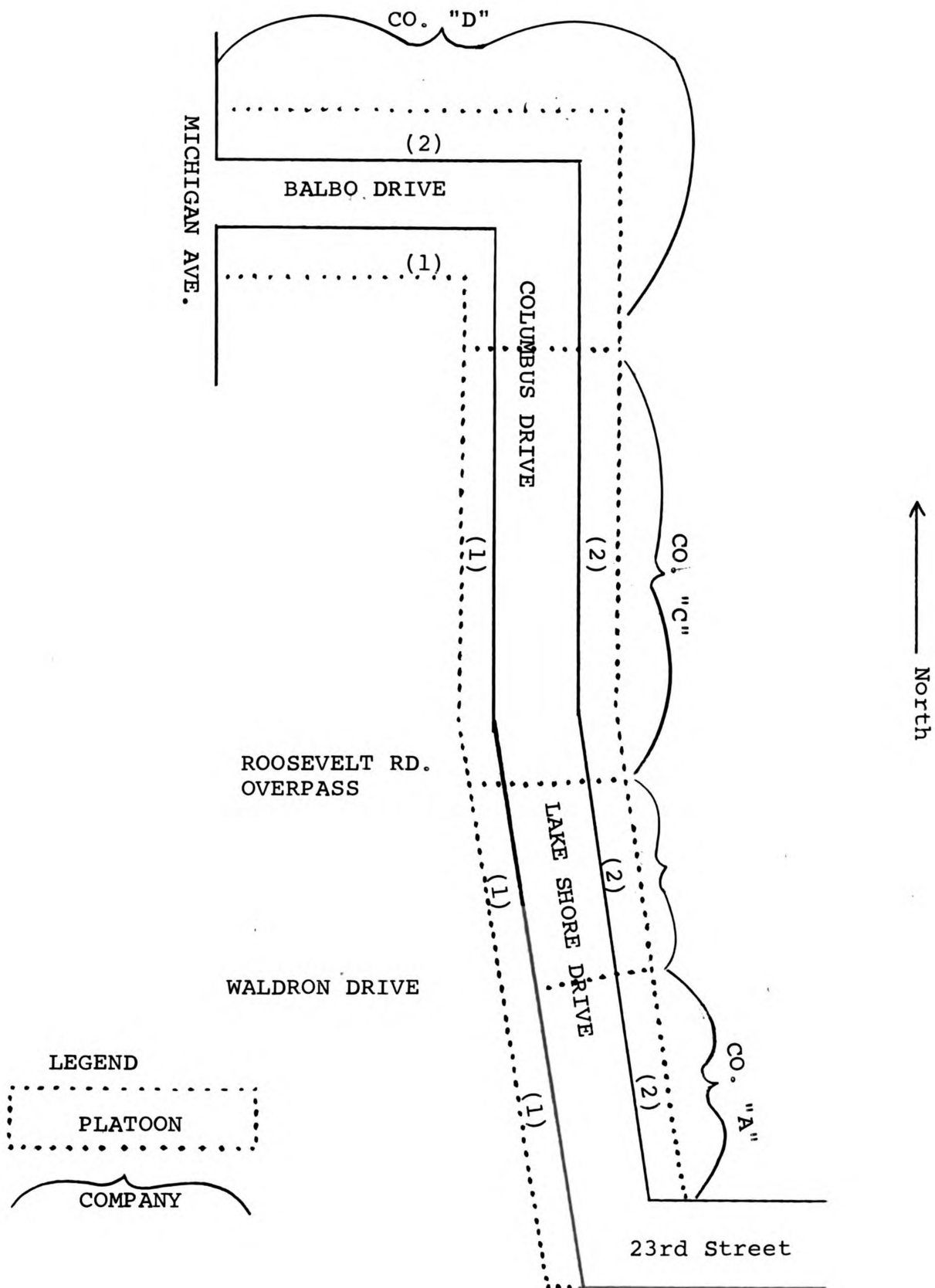
21 APRIL, 1964

BUREAU OF FIELD SERVICES SPECIAL ORDER 64-14

PHASE I ASSIGNMENTS

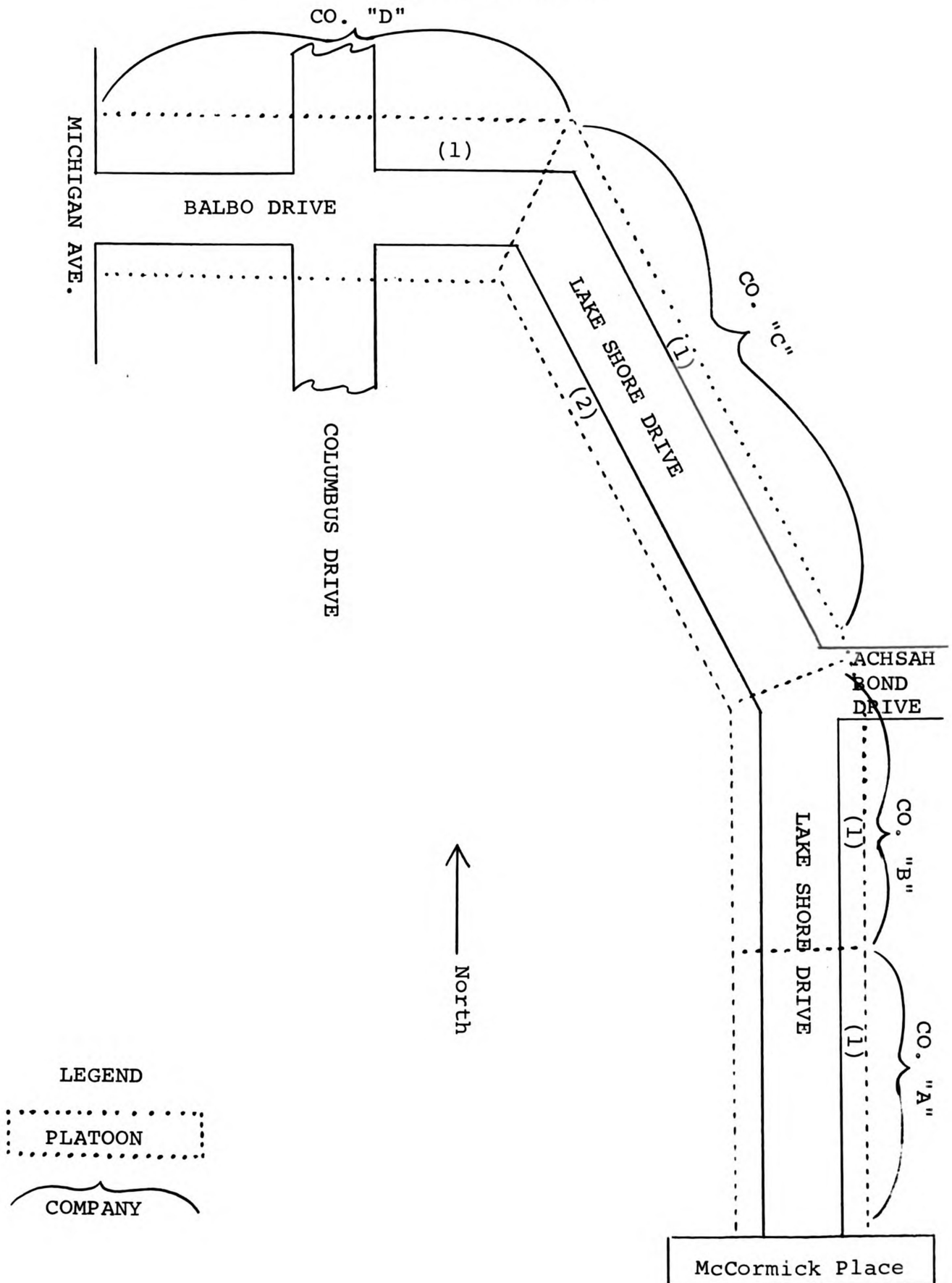


BUREAU OF FIELD SERVICES SPECIAL ORDER 64-14
PHASE II ASSIGNMENTS

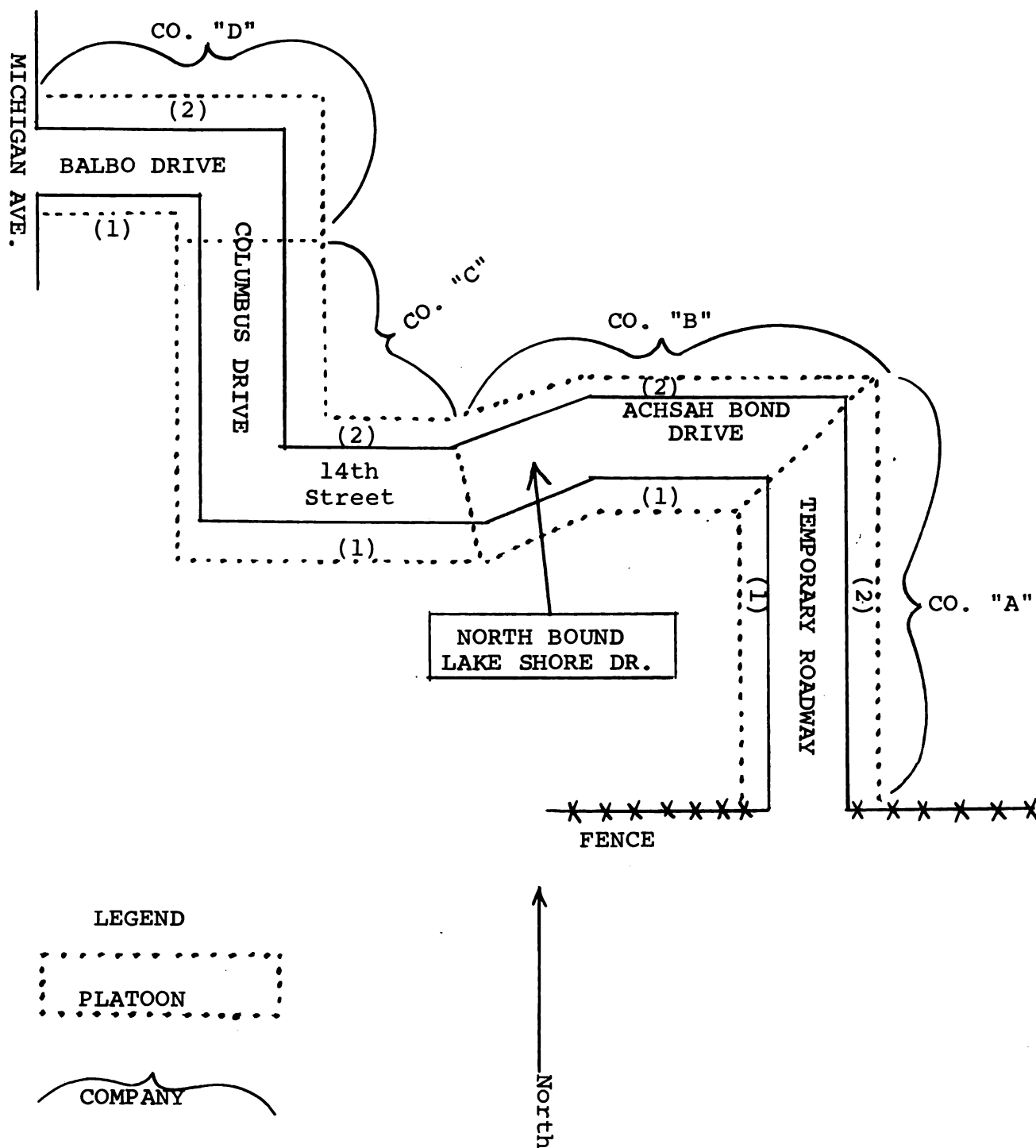


BUREAU OF FIELD SERVICES SPECIAL ORDER 64-14
PHASE III ASSIGNMENTS

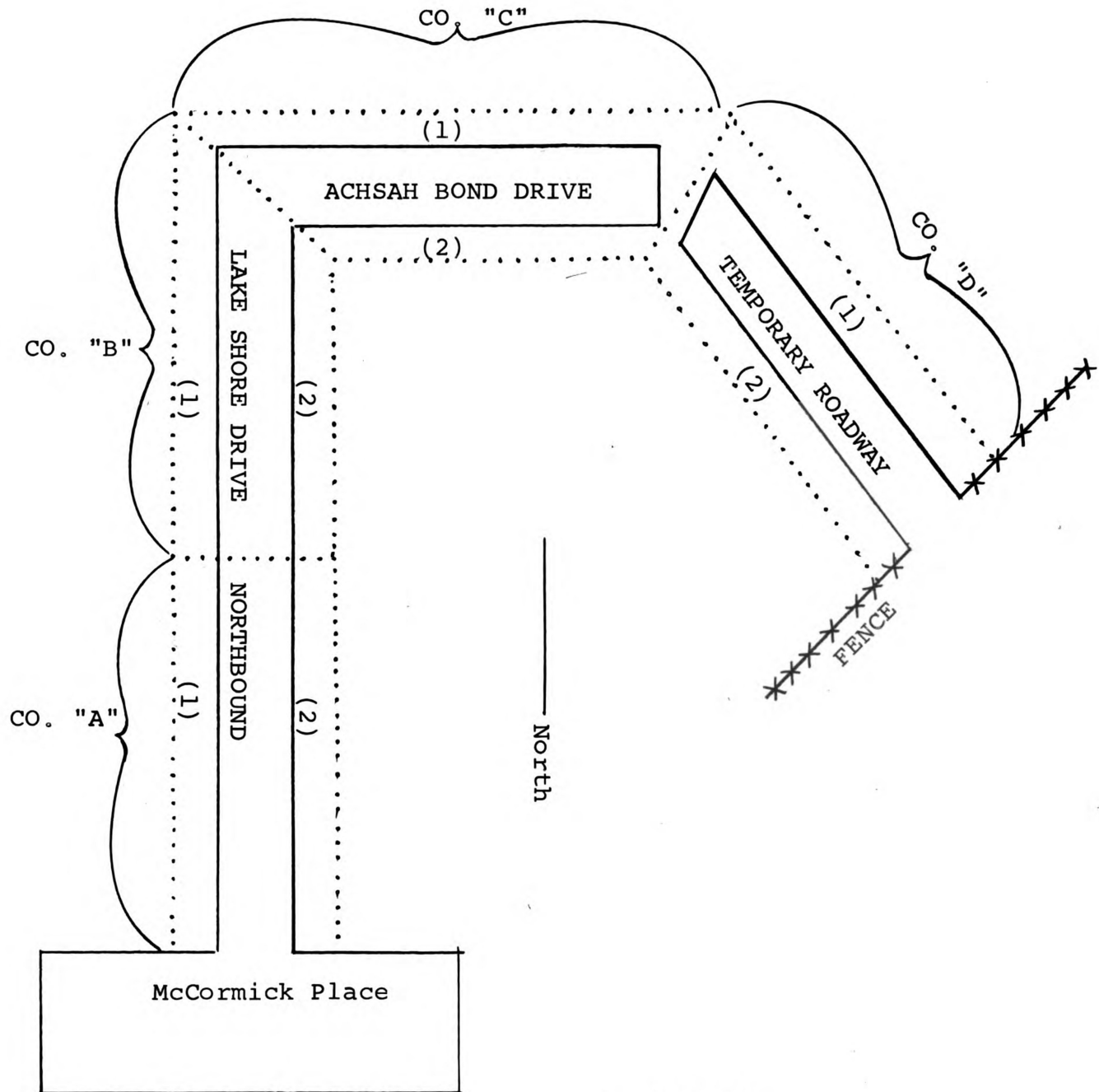
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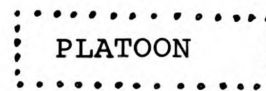
BUREAU OF FIELD SERVICES SPECIAL ORDER 64-14
 PHASE IV ASSIGNMENTS



BUREAU OF FIELD SERVICES SPECIAL ORDER 64-14
PHASE V ASSIGNMENTS



LEGEND



APPENDIX C

INFORMATION FOR STADIUM POLICE OFFICERS

CASUALTY OR ILLNESS CASES: Victim should be taken quickly to the nearest First Aid room where medical care, inhalators, etc. are available. Physicians should not be summoned into the stands nor a public announcement for a doctor made, since there is nothing they can do in the stands which cannot be done quicker and more effectively in the first aid rooms. Responsibility for all victims will be assumed by the First Aid Room personnel when they are left there. If the victim is apparently having a heart attack, the inhalator squad can be summoned to the scene if thought advisable.

FIRST AID ROOMS: West side concourse under west main stands (5-0321)
East side concourse under east main stands (5-1868).

INHALATOR RESUSCITATOR: At each First Aid Room.

STRETCHERS: Stretcher and blankets located at each concession stand at top and rear of main stands below the upper decks. Telephones are also located at these locations for summoning an inhalator.

ELEVATOR: Located on the west side, center, of Stadium. Access may be obtained by knocking on the doors to the Press Box.

EMERGENCY MESSAGES: The Stadium Switchboard, will not announce any message except those authorized by the Police Booth. (5-0323 or 5-7673)

LOST CHILDREN: Take to Police Booth on west concourse under section 20.

PRISONERS: Take to Police Booth where a MSU supervisor will assume custody and provide transportation. Check with the MSU Department of Public Safety (355-2221) to make arrangements for prosecution in Lansing Township Justice Court. Drunks may be released if the arresting officer so desires.

DRUNKS: The university ordinance prohibits possession of alcoholic beverages on its property. Persons flagrantly displaying alcoholic beverages or annoying other spectators should have the beverages confiscated and taken to the Police Booth. If they object to surrendering the beverage they may be ejected from the Stadium or arrested as circumstances require.

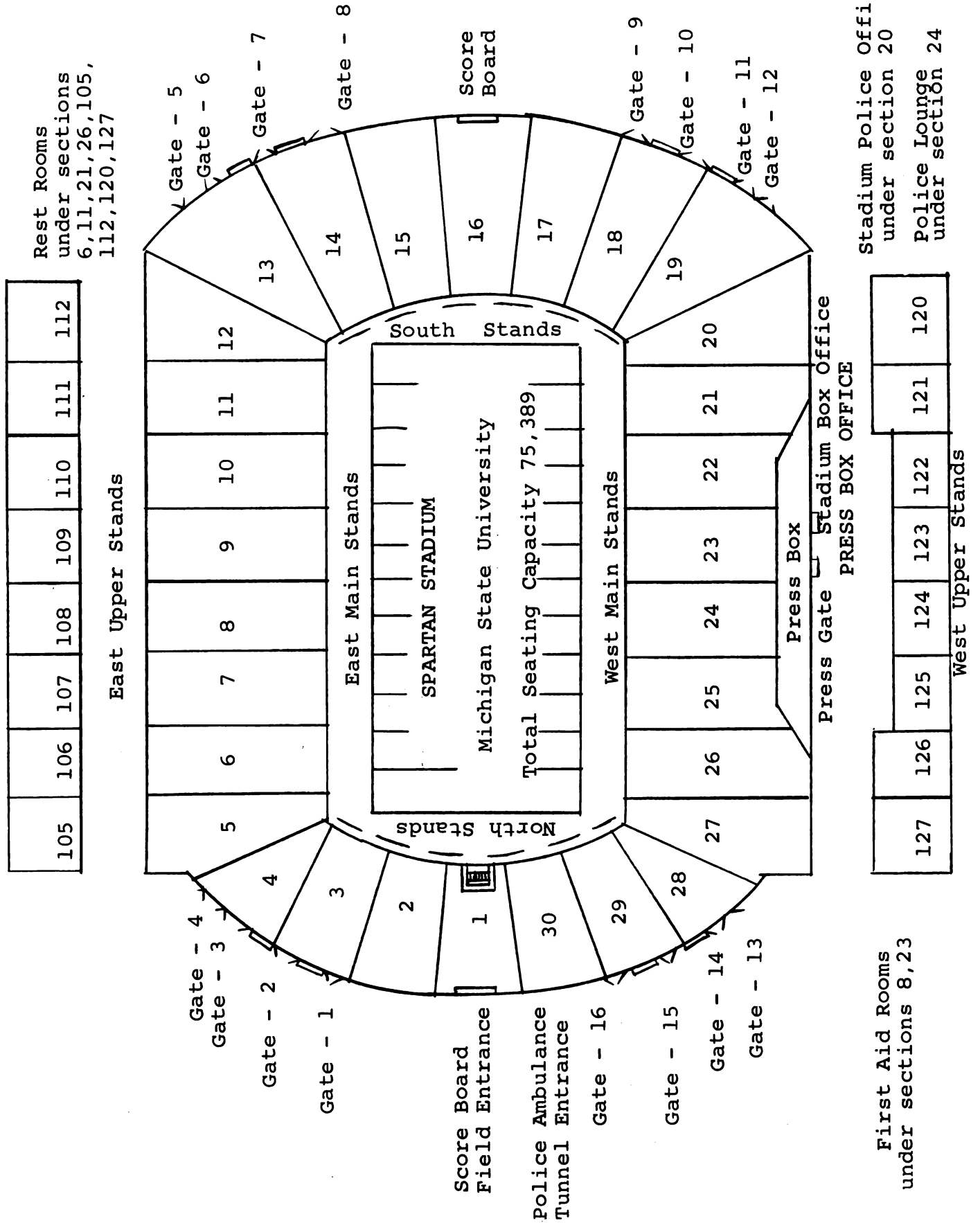
RADIOS & MOVIE CAMERAS: Big 10 rules prohibit these items in the Stadium during the game. They may be checked at the Police Booth for return after the game ends.

POLICE CONTROL: Police control of the Stadium is administered from the Police Booth where a university police supervisor is on duty at all times. Police assistance may be summoned by calling 5-0323 or 5-7673 (the police booth).

COFFEE: Free coffee is provided by the university police in a police lounge located under the west stands just north of the west First Aid Room.

POLICE PARKING: University police cars will be parked at the southwest corner of the Stadium under the stands. Visiting police cars will be parked in the vertical parking stalls along the west side of Tennis Courts south of the Stadium or at the southeast corner of the Stadium.

FOOTBALL TELEPHONES: Desk Officer-University EMERGENCY - 123 - 5-2221.
 Police Booth-Unlisted 5-7673; listed 5-0323.
 First Aid Rooms-West 5-0321; East-5-1868,
 Tunnel Ent. (car #8) 5-0325; Home team dressing room same.
 Concessions (Stretcher locations) NE Upper Deck 5-2249; NW Upper Deck 5-2280; SE Upper Deck 5-2247,8; SW Upper Deck 5-7671.
 Ticket Office, West - 5-7699
 COMMAND POST (unit #32) 5-7671



APPENDIX D

MODEL FORMAT AND CHECKLIST OF A PLAN FOR PROVIDING SECURITY SERVICES AT A SPECIAL EVENT

The following model is presented as an aid to the police administrator charged with the responsibility of preparing a plan for providing security services at a special event involving the assemblage of large numbers of people. Although the model outlined here will not fulfill the planning requirements for each and every special event, the recommended format and basic policies and procedures listed should be easily adapted to meet any specific planning situation.

I. HEADING

1. Designation of issuing agency.
2. Title of plan that identifies the project.
3. Authentication by an official of the issuing agency.

II. SITUATION

1. General description of the special event.
2. Place, date, and time of the special event.

3. Significant circumstances of the special event.
 - a. V I P's scheduled to attend.
 - b. Special press or news coverage.
 - c. Emotional or explosive nature of the event.
4. Assumptions applicable to the special event.
 - a. Number of persons to attend.
 - b. Actions of those in attendance.
 - c. Number of automobiles involved.
 - d. Number and types of commercial conveyances involved.
 - e. Weather conditions before, during, and after the event.
 - f. Probable police problems.

III. MISSION

A clear, concise, statement of the task of the agency and its purpose or objective.

IV. OPERATIONS

1. General concept of operations.
 - a. Responsibilities of all participating agencies clearly outlined.
 - b. Special over-all instructions.
 - (1) Standards of performance.
 - (2) Inspection procedures.
 - (3) Jurisdictional boundaries.

2. Task assignments.

a. Officer in Charge-Traffic Control.

- (1) Number of officers to be assigned.
- (2) Number, location, and time schedule of traffic control points and patrol areas.
- (3) Location of temporary detours, one-way streets, and no parking areas.
- (4) Designation and samples of special vehicle stickers issued for the event.
- (5) Special instructions for controlling:
 - (a) Transient traffic.
 - (b) Residential traffic.
 - (c) V I P vehicles.
 - (d) Official vehicles.
 - (e) Commercial/Public conveyances.
 - (f) Participant or spectator vehicles.
 - (g) Concessionaire vehicles.
 - (h) Emergency vehicles.
 - (i) Pedestrian traffic.
- (6) Special equipment required.
 - (a) Traffic batons.
 - (b) Fluorescent clothing.
 - (c) Portable loudspeakers.
 - (d) Emergency warning lights.
- (7) Reports required.

b. Officer in Charge-Parking

- (1) Number of officers to be assigned.
 - (2) Location and capacity of parking areas.
 - (3) Time Schedule for parking detail.
 - (4) Designation and samples of special parking permits issued for the event.
 - (5) Special instructions for parking:
 - (a) V I P vehicles.
 - (b) Official vehicles.
 - (c) Commercial/Public conveyances.
 - (d) Participant or spectator vehicles.
 - (e) Concessionaire vehicles.
 - (f) Emergency vehicles.
 - (6) Special equipment required.
 - (a) Traffic batons.
 - (b) Fluorescent clothing.
 - (c) Emergency flood lights.
 - (7) Reports required.
- c. Officer in charge-Criminal Activities.
- (1) Number of personnel to be assigned.
 - (a) Male.
 - (b) Female.
 - (2) Special qualifications required.
 - (a) Experience in detecting pickpockets, morals offenders.
 - (b) Familiarity with known gamblers, narcotic offenders, hoodlums.

- (3) Assignment locations and duty hours.
 - (4) Special instructions.
 - (a) Wanted bulletins.
 - (b) Arrest procedures.
 - (c) Location of supervisors.
 - (5) Reports required.
- d. Officer in Charge-Emergency Force.
- (1) Number of officers to be assigned.
 - (2) Assignment location and duty hours.
 - (3) Special qualifications required.
 - (a) Physical requirements-height, weight, age.
 - (b) Training in riot control tactics, mob psychology, unarmed defense, use of riot clubs, chemicals, or special weapons.
 - (4) Special equipment required.
 - (a) Individual protective equipment-steel helmets, gas masks, protective clothing.
 - (b) Offensive equipment-riot clubs, weapons, chemicals, waterhose.
 - (5) Special instructions.
 - (a) Emergency force to be committed on orders of Chief or Deputy Chief only.
 - (b) Priorities of force will be used as established in SOP.

- (6) Reports required.
- e. Officer in Charge-Maintenance Services.
 - (1) Sign posting and removal detail.
 - (a) Location and type of required temporary signs.
 - (b) Time schedule for posting and removing temporary signs.
 - (2) Barrier detail.
 - (a) Location and type barrier required-barricade-rope lines.
 - (b) Time schedule for installing and removing barriers.
 - (3) Impounded vehicle lot detail.
 - (a) Location and hours of operation.
 - (b) Special instructions, release procedures.
 - (4) Police tow vehicle detail.
 - (a) Number of tow vehicles assigned.
 - (b) Location and duty hours.
 - (c) Special instructions.
- 3. General information.
 - a. First Aid Stations.
 - (1) Location.
 - (2) Type service available.
 - b. Ambulance Service.
 - (1) Location.

- (2) Procedure for police request-through police command center.
- c. Lost and Found Property. Will be reported to, or turned in to, police command center.
- d. Missing Persons. Will be reported to police command center.
- e. Fire Service.
 - (1) Location.
 - (2) Procedure for police request-through police command center.
- f. Impounded Vehicles.
 - (1) Authority.
 - (2) Procedure-request tow vehicle through police command center.
 - (3) Location of lot.
- g. Location of Comfort Stations.
- h. Detention Facilities.
 - (1) Location.
 - (2) Procedures.
- i. Press Releases. Information for the press will be released from the police command center only.
- j. Passes and Credentials. Description and samples of those issued to:
 - (1) Officials.
 - (2) Press.

- (3) Vendors.
- (4) Persons authorized access to reserved or exclusion areas.
- k. Maps, Diagrams, Sketches. Appropriate issue indicating:
 - (1) Traffic pattern.
 - (2) Parking plan.
 - (3) Police command center.
 - (4) Police posts.
 - (5) Reserved or exclusion areas.
 - (6) Location of key facilities.

V. COMMAND AND COMMUNICATIONS

- 1. Command.
 - a. General statement of command relationship for the operation.
 - b. Contemplated shifts of command during the operation.
 - c. Location of the commander.
 - d. Location and operation of the police command center.
- 2. Communications.
 - a. Telephone.
 - (1) Location of telephone or call boxes.
 - (2) Listing of key telephone numbers.
 - b. Radio.
 - (1) Assigned frequencies-alternates.

(2) Operating instructions.

(3) Code words-code names-distress calls.

VI. MISCELLANEOUS

1. All commanders will become familiar with the entire contents of this plan.
2. This plan is effective for planning on receipt and for implementation on order.
3. Receipt of this plan will be acknowledged.

(Signed) _____
Commander

ANNEXES:
DISTRIBUTION:

ROOM USE ONLY

ROOM USE ONLY.

~~NOTES~~

~~NOTES~~

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