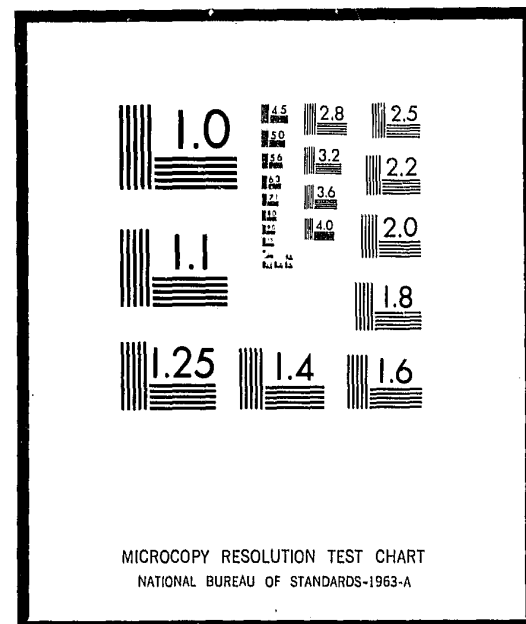


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ANNOTATION:

CURRENT AND FUTURE POLICE ORGANIZATION AND MANAGEMENT ISSUES AND DILEMMAS WERE DETERMINED AND EVALUATED THROUGH LIBRARY RESEARCH FIELD SURVEYS AND PERSONAL CONTACTS.

ABSTRACT:

PARTICULAR EMPHASIS WAS PLACED ON THOSE TECHNIQUES BEST SUITED FOR THE FUTURE DEVELOPMENT AND IMPROVEMENT OF THE ABILITY OF THE POLICE TO ADEQUATELY PERFORM THE MANY NEW TASKS AND RENDER THE MANY NEW SERVICES WHICH THEY WILL BE INCREASINGLY ASSIGNED. GOOD PRINCIPLES OF ORGANIZATION AND MANAGEMENT, TOGETHER WITH RESOLVED ISSUES AND DILEMMAS WERE DEVELOPED INTO WORKING MODELS FOR THE PURPOSE OF ESTABLISHING GUIDELINES FOR FUTURE POLICE ORGANIZATION OR REORGANIZATION IN DEPARTMENTS OF VARIOUS SIZES. CHAPTER HEADINGS FOR APPENDIX ARE LISTED. APPENDIX A IS NOT INCLUDED.
(AUTHOR ABSTRACT)

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EFFECTIVE POLICE ORGANIZATION AND MANAGEMENT

A Final Report

Presented to the Office of Law Enforcement Assistance

of the

United States Department of Justice

for

the President's Commission on Law Enforcement

and

the Administration of Justice

by

G. Douglas Gourley

and

The Faculty of the Department of Police Science

and Administration of

California State College at Los Angeles

January, 1967

The report, Effective Police Organization and Management, attached hereto as Appendix A, is the result of a research project for the President's Commission on Law Enforcement and Administration of Justice under a grant from the Office of Law Enforcement Assistance, Washington D. C.

METHODOLOGY

The project approached the subject of Police Organization and Management from many of its facets. Various phases and subdivisions of the project were assigned to members of the CSCLA police Science staff who are best qualified by education, experience, and interest to research and record their findings relative to those areas. A survey and analysis was made not only of existing literature but also of recorded and unrecorded experimentation relative to law enforcement organization and management.

In addition to the literature and discoverable experimentation, recognized authorities were consulted, some through personal contact and others via mail. Existing organizational structures were examined and analyzed.

There are about 40,000 separate and distinct police departments in the United States. While some of these have adopted good principles of organization and management, practices in many others leave much to be desired.

Current and future police organization and management issues

and dilemmas were determined and evaluated through library research field surveys and personal contacts. Particular emphasis was placed on those techniques best suited for the future development and improvement of the ability of the police to adequately perform the many new tasks and render the many new services which they will be increasingly assigned.

Good principles of organization and management, together with resolved issues and dilemmas were then developed into working models for the purpose of establishing guidelines for future police organization or reorganization in departments of various sizes.

The role of the behavioral sciences in police management of the future was explored. The behavioral sciences are principally anthropology, psychology, social psychology, and sociology. These sciences offer great promise for improving both internal and external operations of police agencies, particularly as regards selection processes, training of all kinds, supervision and leadership, motivation, and police-community relations.

The coming technological revolution was emphasized. What technology can do for police management was pointed out and methods of acquiring technological help explored. The need for and methods of establishing communication bridges between technologists and police administrators and the obligation of police administrators to become acquainted with modern technology and their proper role in it were emphasized.

Finally, methods of implementing the project proposals were

explored and a comprehensive plan proposed for encouraging their adoption by American police departments.

THE RESEARCH REPORT

The report developed to a size and comprehensiveness not originally envisioned. Six researchers spent six months each (May 1, 1966-October 31, 1966) gathering data, analyzing it and preparing the written report which contains 1,463 pages divided into twenty-five chapters and eight volumes (attached hereto as an appendix).

In gathering and analyzing the data upon which this report is based, 195 different books and pamphlets were utilized and 226 periodical articles were read. One hundred fifty-five police chiefs and sheriffs were consulted and additional information obtained from 259 middle management law enforcement personnel, either personally or by correspondence. In one form or another information was obtained from 277 different law enforcement agencies at the state, county and local level.

Forty-one surveys of law enforcement agencies were carefully analyzed. Thirty-three of these surveys had been conducted by the International Associations of Chiefs of Police.

To give the reader some idea of the range of subject matter covered by this research project the chapter headings are listed below:

- I. Introduction.
- II. Municipal Police Organization.

- III. County Police Systems.
- IV. State Police Systems.
- V. Police Specialization vs. Generalization.
- VI. Chronological and Geographical Distribution of the Police Force.
- VII. Use of Police Reserves.
- VIII. Police Cadet Programs.
- IX. Releasing Police Officers for Field Service.
- X. Specialization of Investigation Duties.
- XI. The Custody Function.
- XII. Organizing for Crime Prevention.
- XIII. Police Reports and Records.
- XIV. The Report Review Concept.
- XV. The Inspection Concept.
- XVI. The Internal Investigation Concept.
- XVII. Implementation of Policies.
- XVIII. The Problems of Morale in Police Management.
- XIX. The Behavioral Sciences and Police Management.
- XX. Coordination and Control.
- XXI. Research and Planning.
- XXII. Budgeting as a Management Device.
- XXIII. Operations Research and Management Science.
- XXIV. Legislative Barriers.
- XXV. Proposed Methods of Project Implementation.

IN RETROSPECT

In appraising this project in retrospect it now appears that it was too extensive to adequately research and evaluate in the six months' time available. Sufficient time was not available for adequate travel and on-sight investigations. The writing was done by six researchers with different backgrounds and frames of reference which resulted in differences in style and levels of abstraction among the various chapters. It also resulted in some overlapping and duplication. The pressure of time did not permit the necessary editing and rewriting which would have resulted in a more uniform and systematic presentation.

A budget category which proved to be inadequate was for duplication. Because of the unanticipated size of the project report (1,463 pages) and the necessity for providing advance copies to the President's Commission, it was necessary to obtain approval for a transfer of funds from the travel expense account. Funds were also transferred from the travel expense account to pay for the preparation of numerous charts, which had not been foreseen.

NEED FOR ADDITIONAL STUDIES

This study has pointed up the need for numerous additional studies and experiments. Among these are:

1. Experiments to determine the desirability and effect of the elimination of field traffic specialization.
2. Experiments to determine the desirability and effect of placing all field forces under district

commanders in the larger cities having district stations.

3. Experiments to determine the optimum location of vice control units in municipal police organizational structures.

4. Experiments to determine the desirability of assigning juvenile specialization to the Investigation Division.

5. Studies and experiments to encourage consolidation of police services at the metropolitan and county levels.

6. Research aimed at methods of insuring that policing receives adequate public fiscal support.

7. Experiments and educational programs designed to familiarize police leaders with principles of effective organization and management and to motivate them to adopt these principles in their own departments.

8. Experiments designed to evaluate the principles of centralization of services and decentralization of operations at the state level.

9. Experiments designed to evaluate the relative effectiveness of police generalists vs. police specialists.

10. Experiments involving a dual-track or double-entry system into the police service with one group having higher entrance standards and higher potential.

(Tactical officer or police agent class).

11. Experiments with procedures and policies designed to raise the educational level of policemen both through minimum standards and procedures designed to encourage pre-service and in-service policemen to obtain college educations.

12. Experimentation with innovative systems of police distribution and the encouragement of police administrators to deploy men based on relative need for their services.

13. Studies and experimentation to determine the most effective method of recruiting, training and utilizing the services of police reserves.

14. Experiments with "police cadet" programs coordinated with local junior college, college and university Police Science programs.

15. Experiments designed to demonstrate the effectiveness and desirability of utilizing civilians to release police officers for field service.

16. Experiments designed to determine the most effective methods of assigning police investigators.

17. Experiments and studies to determine the most effective and desirable methods of selecting investigators.

18. Additional studies to determine proper degree of involvement of police agencies in the custody function.

19. Studies to determine the proper role of police agencies in crime prevention activities. This subject should be handled both from the traditional approach of juvenile delinquency and also from the newer concepts of physical security and community organization.

20. Experiments and training programs directed toward improving police-community relations.

21. Experiments designed to determine the most efficient field reporting procedures and techniques.

22. Studies and procedures to standardize police reports, records and statistics.

23. Administrative education and training programs to encourage wider adoption of inspection and report review concepts; also the internal investigation concept.

24. Studies and experiments directed toward the improvement of morale in police agencies.

25. Studies to determine how the behavioral sciences can best be of service to police administrators.

26. Studies of informal organization in police agencies to determine how they can best be used to assist police administrators.

27. Studies to determine the crime prevention and repression effects of police budget allocation as between personnel and facilities and equipment. Also

as between organizational units; i. e. patrol, investigation, traffic, juvenile, etc.

28. Experiments in programs of lateral entry for all ranks to encourage competition and provide a broader base of selection.

29. Experiments designed to apply the principles of Operations Research to improving the police function.

30. Programs designed to illustrate the value of Electronic Data Processing (E. D. P.) in police administration.

31. Experiments to determine methods of obtaining maximum effectiveness of E. D. P. installations for police purposes.

32. An operations research study or system analysis of the entire spectrum of criminal justice in an effort to determine cause-effect relationships between the various activities involved with a view to eliminating dysfunctional activities among the various agencies concerned.

33. Establishment of operations research or systems analysis teams to survey representative law enforcement agencies at each level of government toward the end of defining their roles and relationships in the administration of criminal justice.

34. Studies to determine methods of eliminating

legislative barriers to effective police organization and management.

35. Establish pilot projects in some agencies and communities to study all phases and all aspects of police organization and management. New techniques should be attempted. Information obtained could then be disseminated to other police agencies.

36. Develop procedures for dissemination of good and innovative police practices of organization and management and encouraging their adoption.

37. Develop devices for involving the interest and support of the public in good police organization and management.

DISSEMINATION OF RESULTS

It is recommended that copies of the report attached hereto as Appendix A be turned over to the President's Commission on Law Enforcement and Administration of Justice in whatever number they require; also, that several copies be delivered to the I. A. C. P. It is proposed that one copy be given to the library at each four-year college and university offering Police Science or related programs. I realize that the number of copies already submitted (26) is not adequate for these purposes but I am holding another twenty-four (24) for your disposition.

It is also proposed that I be granted permission to condense the report and contract with a private publishing firm to make

the material available, in the form of a text or reference work, to all law enforcement personnel and students for a reasonable price.

END