

**LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)**

**POLICE TECHNICAL ASSISTANCE REPORT .**

**SUBJECT**

Operations and Manpower Study

**REPORT NUMBER**

75-078-015

**FOR**

South Haven, Michigan; Police Department

Population: 6,471

Police Strength: (Sworn): 15

Total: 37

Square Mile Area : 2.18

**CONTRACTOR**

Public Administration Service  
1776 Massachusetts Avenue Northwest  
Washington, D.C. 20036

**CONSULTANT**

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**CONTRACT NUMBER**

J-LEAA-002-76

**DATE**

January 7, 1975

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## **I. INTRODUCTION**

Technical assistance was requested by the City Manager of South Haven, Michigan, to evaluate the South Haven Police Department with emphasis on:

1. Manpower requirements
2. Operating procedures
3. Law enforcement and crime prevention programs
4. Overall analysis of the department

The on-site evaluation was conducted during the period October 28-30, 1975, during which time the consultant (a) interviewed key members of the Police Department, city officials and community leaders; (b) devoted several hours to on-site observation of police procedures and activities; and (c) examined historical data, including offenses, arrests, and service activities. In addition to the initial on-site evaluation, one additional day was approved to allow the consultant to meet with city officials, once the final report was prepared, to discuss study findings, conclusions, and recommendations.

Individuals interviewed during the study were:

The Honorable Donald Good Willie  
District Court Judge

Mr. Matt Goerg  
City Councilman

Mr. Novan Books  
City Councilman

Mr. Albert R. Pierce  
City Manager

Mr. Otto A. Buelow  
Chief of Police, SHPD

Captain Donald Hardy  
South Have Police Department

**Lt. James P. Diebold**  
**South Haven Police Department**

**Lt. Lawrence Bild**  
**South Haven Police Department**

**Sgt. Ray Siebenmark**  
**South Haven Police Department**

**Sgt. William Crow**  
**South Haven Police Department**

**Cpl. Glen Pulliam**  
**South Haven Police Department**

**Cpl. Louis Coch**  
**South Haven Police Department**

**Ptlmn. Michael McAllister**  
**South Haven Police Department**

**Ptlmn. James Swisher**  
**South Haven Police Department**

**Ptlmn. William Trent**  
**South Haven Police Department**

**Mr. William Johnson**  
**Radio Dispatcher, SHPD**

**Mrs. Carolyn Todd**  
**Police Clerk/Matron, SHPD**

**Mr. Richard Austin**  
**WJOR Radio, South Haven**

**Mrs. Adella Gould, Managing Editor**  
**South Haven Daily Tribune**

## II. STATEMENT OF THE PROBLEM

The purpose of the technical assistance was to evaluate the efficiency of the South Haven Police Department. The request for technical assistance was initiated by the City Manager primarily because certain members of the City Council had expressed dissatisfaction with the operations and management of the Police Department. In addition, several senior members of the Police Department, including the Chief of Police, have indicated their intention to retire in the near future. Finally, the City Manager expressed the belief that an objective evaluation of the Police Department would best serve the purpose of upgrading the overall level and quality of police services.

Since a comprehensive examination and analysis of all aspects of the Police Department was not possible, emphasis was placed on evaluating the following:

1. Organization structure and management practices.
2. Manpower requirements, staffing, and employment practices.
3. Field procedures, including patrol traffic, and investigation functions.
4. Communications, record-keeping, and related support activities.
5. Facilities, equipment, and maintenance.

In brief, the following problems were identified:

1. The Police Department is poorly organized. Specifically, there is no logical relationship between rank, authority, and responsibility. Moreover, there is no recognizable hierarchy of authority. Supervisory techniques and management practices are poor and executive leadership is lacking.
2. While the department has sufficient sworn personnel to adequately carry out its assigned duties, existing personnel are being improperly utilized.

In addition, there is no attempt to allocate resources according to actual or predictable need based upon historical analyses of police activity.

3. Responsibility for criminal investigation rests with the individual officer, who often lacks the technical resources and competence to conduct a thorough investigation.
4. The records maintained by the department are rudimentary and do not provide the information necessary to plan police programs or to evaluate past performance.
5. Personnel practices, including recruitment, selection, performance evaluation, promotions, and discipline, are not firmly established in policy and are not consistent with professional standards of police administration and management.
6. The police building was poorly designed to begin with and does not now meet the needs of the department. There is limited office space available and security over prisoners property and evidence is poor.

### III. ANALYSIS OF THE PROBLEM

#### Background

##### The Community

The city of South Haven is situated on the eastern shores of Lake Michigan, some 40 miles west of Kalamazoo, the nearest large city. The 1970 census placed the city's population at 6,471, a 5.2 per cent increase over the 1960 figure. The city has not experienced any significant commercial or residential growth since 1970.

South Haven is a quasi-resort community, with a sizable number of the homes located on the north shore, (that portion of the city located north of the Black River) being vacant during the winter months. During the summer the city experiences an influx of tourists and summer residents.

Approximately 15 per cent of the city's population is non-white. Of this group, most are in the low-income, blue-collar class and are employed in one of several manufacturing plants in the city. While the city has experienced no major social conflicts, a number of minor confrontations, particularly among the youth of the city, have occurred in recent months.

##### City Government

The city is operated under the council-manager form of government. Six aldermen are elected for two-year terms, two from each of three wards. A Mayor, elected at-large, presides over the Board of Aldermen. A professional City Manager is the chief administrative officer of the city and is the appointing authority for department heads, including the Chief of Police.

##### The Police Department

The Police Department consists of 15 sworn officers, two full-time civilians, and one part-time patrolman. In addition, the department has an active, well-organized reserve force of 19 officers, including five women. The reserve force is used to



supplement the regular patrol force during high school football games, parades, and other similar events. Reserve officers are compensated at \$2.50 per hour, and they average 130 man-hours of duty time each month.

The regular members of the Police Department include:

- 1 Chief of Police
- 1 Captain
- 2 Lieutenants
- 2 Sergeants
- 2 Corporals
- 7 Patrolmen

The two civilian members of the department consist of a male radio dispatcher and a female clerk/matron who also serves as dispatcher.

The department has almost no specialization. There is, for example, no one responsible for follow-up criminal investigation. Instead, each patrolman is expected to follow-up on cases assigned to him.

One officer—a sergeant—is primarily responsible for handling juvenile investigations. Another officer—also a sergeant—handles identification and is in charge of the reserve unit.

The department is loosely organized and does not have an established organization chart, nor does it have a clear hierarchy of command.

The Captain, who would normally serve as second-in-command, has been ill for some time and not expected to return to duty. Both lieutenants are assigned to the day shift, but neither exercises any real command responsibility. One lieutenant is assigned to parking enforcement duties and performs such tasks as supervising the painting of street lines, erecting and maintaining traffic control devices, and enforcing parking regulations. The other lieutenant is typically assigned to desk duties where he acts as complaint officer and dispatcher.

Normally, both sergeants will be assigned to the day shifts, although this may vary from week to week. In fact, there is no firmly established policy regarding the scheduling of supervisors. Since both sergeants are assigned other duties, neither of them spends much time supervising field activities.

The bulk of the responsibility for field supervision rests with the two corporals, but even they are not full-time supervisors, since they are often assigned to the radio desk rather than field duties. Moreover, since there are only two corporals, the senior man on the shift is frequently a patrolman. As a result, officers in the field receive little direct supervision or guidance. Additionally, since the department is so loosely organized, there is no definable chain of command, and management responsibilities are fragmented and confused.

#### Police Activities

Police officers in South Haven, as in most American cities, perform a wide variety of non-criminal and quasi-legal activities which consume a large portion of their on-duty time. In South Haven, these activities have increased significantly in recent years, as shown in Table 1. Overall, arrests have increased by two-thirds in the last two years, field checks (checks of suspicious persons and autos) have more than doubled, and the number of alarms answered and motorists assisted has also increased by well over 100 per cent. These figures suggested two things: (a) South Haven police officers continue to be aggressive in performing their assigned duties of patrol and observation; and (b) there is an increased public demand upon the police for services.

#### Crime Rates

Crime rates are useful in comparing the frequency of criminal activity between jurisdictions and in monitoring crime trends. Care should be used in interpreting crime

rates, however, since they are often misleading. In Michigan, Uniform Crime Reports — a nationally recognized method of reporting crimes and arrests—are submitted by individual jurisdictions to the State Police, who in turn submit reports to the Federal Bureau of Investigation. The State Police also issue annual reports of crimes and arrests.

Based upon population (and when compared with neighboring cities of similar size) South Haven has an unusually high crime rate. In terms of Index offenses, <sup>1/</sup> the crime rate in South Haven in 1974 was higher than any other comparison city; was higher than the rate for Van Buren County, in which it is located; and was higher than the average for all cities between 5,000-10,000 population in the State of Michigan. In terms of non-index offenses, which include simple assault, drunkenness, and other lesser offenses, South Haven was second only to the city of Three Rivers when compared with other jurisdictions. This information is shown in Table 2. Due to the lack of adequate records, it was not possible to trace South Haven's offense date beyond the year 1974.

#### Arrests and Dispositions

Table 3 displays arrest data for South Haven and several other comparison jurisdictions. Overall, South Haven has a higher arrest rate, based upon population, than any other jurisdiction with which it was compared. It is second only to the City of Three Rivers in terms of arrests for Index offenses, and is higher than all comparison jurisdictions in terms of non-index arrests. It is second only to the City of Three Rivers in juvenile arrests, and it led all jurisdictions in adult arrest rates.

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<sup>1/</sup> Index offenses are those considered to be the most serious, in terms of frequency and severity. They include homicide, rape, robbery, aggravated assault, burglary, larceny, and auto theft.

Despite the comparatively high rate of arrests, South Haven has a rather low conviction rate. Only 25 per cent of all adults arrested are convicted of the original offense in South Haven, the lowest rate of all comparison jurisdictions. Total convictions, including those convicted of a lesser offense, range from a high of 77 per cent in Dowagiac to a low of only 26 per cent in South Haven--a difference of more than 50 per cent.

#### Staffing

It is difficult to precisely analyze the staffing pattern of the South Haven Police Department, primarily because no set policies have been adopted regarding field deployment. While officers are assigned to rotating shifts, the rotation cycle is irregular and inconsistent. In addition, there is a disturbing tendency to concentrate most rank officers on the day shift leaving the evening and night shifts with little or no supervision. Current shift schedules were examined to analyze the staffing levels of supervisory personnel and patrolmen by shift and day of week. The results of this analysis are shown in Table 4.

It can be clearly seen that supervisory personnel (i.e., individuals above the rank of patrolman) are over-represented on the day shift (7:00 AM - 3:00 PM). Supervisory-patrolman ratios, overall, are about what they should be on the afternoon (3:00 PM -11:00 PM) and evening (11:00 PM - 7:00 AM) shifts, however. It can also be seen that the staffing level for supervisory personnel is lowest on Saturdays and Sundays, while the staffing level, for patrolmen is lowest on Wednesdays and Fridays. These data suggest that senior officers are given preferential treatment over patrolmen in the scheduling methods employed by the department, with the result that relatively few supervisory personnel are available to patrol officers during the afternoon and evening hours and on weekends--times when they are most likely to be needed. This problem is made even more critical

by the practice of assigning the senior officer to the radio desk, where he is unable to effectively supervise the actions of his subordinates.

#### Criminal Investigation

The department has no one assigned exclusively to conduct follow-up criminal investigations, except for one sergeant who is assigned to investigate juvenile offenses. Individual officers are expected to follow-up on cases assigned to them, but this practice is unsatisfactory for several reasons.

First, not all officers are temperamentally inclined to pursue criminal investigations. As a result, they do not put forth the effort required to conduct a thorough investigation.

Second, many officers lack the personal skills and professional training necessary to conduct more than preliminary crime scene investigation.

Third, officers are restricted by shift schedules from following up important leads that may result in a successful investigation. In addition, their primary responsibility to patrol their assigned area and to respond to routine calls for service detracts from their ability to devote sufficient time to criminal investigations.

The investigation capability of the department would be significantly enhanced if one officer was assigned to full-time investigation duties. The department's current clearance rate for index offenses is only 14 per cent, which is among the lowest of all other comparison jurisdictions. (See Table 2). It is conceivable that this record could be improved if one person was allowed to devote his full energies to criminal investigations.

#### Police Records

The records maintained by the Police Department are rudimentary and provide only minimal information regarding crime, traffic problems, and related police matters.

Comprehensive statistical summaries by which police efforts may be systematically evaluated are not possible. While the department regularly reports crime and arrest data to the Michigan Department of State Police, no attempt has been made to synthesize this information in order to use it as a basis for developing operational strategies or determining manpower needs.

Most record-keeping tasks are performed by a clerk who also acts as police matron and occasionally as dispatcher. The department does not maintain a central name index file, except on arrests and bookings. Arrest cards are prepared on all individuals booked into the city jail, including individuals arrested by neighboring police departments having no jails of their own. Arrest cards prepared on individuals arrested by other police agencies are kept separate from those pertaining to arrests made by South Haven officers. South Haven arrest cards are placed in an active file until a disposition notice is received from the court, at which time the case disposition is entered on the card and the card is then transferred to a closed file.

A Complaint Memo is prepared on all initial calls for service received by the Police Department. In most cases the Complaint Memo, which is not numbered, will be the only record of a call. Complaint memos are later filed chronologically by date. Since they are not numbered, they do not presently provide a useful means of measuring or evaluating calls for service.

Offenses are recorded on Complaint Records, which are numbered according to month and year of occurrence and the number of incidents in the month. All offenses are assigned a classification code, according to standard Uniform Crime Report classification criteria. All offense reports are typed, usually by the officer to whom the case was originally assigned.

Complaint Records are logged in two separate journals. The officer completing a Complaint Record enters basic information in a Complaint Register, usually at the end of

the shift during which the Complaint Record is prepared. Later, the night dispatcher will re-record this information in an identical log book.

All arrests, including those made by other agencies, are recorded in a separate log. In addition, traffic citations are also recorded in this log.

There is no formal report review process. Each officer is responsible for his own reports, which may or may not be reviewed and approved by a superior officer. As a result, there is no consistency among individual officers, thus increasing the possibility of inaccurate or incomplete information.

A monthly report on police activities is prepared by the police clerk/matron for delivery to the City Manager. This report, together with the monthly Uniform Crime Report submitted to the Department of State Police, comprises the basic source documents which can currently be used to assess organizational performance.

#### Police Personnel

The Police Department does not have a formal set of rules and regulations governing personnel conduct. In addition, neither police officers nor any other city employees are under any form of Civil Service or merit system. As a result, recruitment, selection, promotion, and discipline policies are vague or non-existent. There are, for example, no set promotional standards in the department. As a consequence, officers are promoted from one position to the next without adequate attention given to their qualifications to assume positions of greater authority and responsibility. In many cases, promotions seem to have been made simply on the basis of seniority, and with little regard, if any, for the qualifications of the individual being promoted. This has created a sizeable "generation gap" between supervisory officers and patrolmen, as can be seen below:

	<u>Average Age</u>	<u>Average Length of Service</u>
Patrolmen	31.7	2.7
Supervisory Officers	52.6	13.5
Total	42.9	8.5

In addition, the department does not have a system of personnel evaluation by which the performance of individual employees may be periodically reviewed. Similarly, disciplinary policies and procedures are not firmly established by directive or regulation.

Finally, the department does not have set guidelines concerning personnel recruitment and selection. As a result, there are no minimum standards of selection, other than those established by the State Board of Peace Officer Standards and Processing. More importantly, the department does not follow a rigorous procedure designed to screen out undesirable candidates. The selection process consists principally of a cursory background check and an oral interview by the Chief of Police. No mental or psychological tests are administered, nor is a standing eligibility list maintained.

Until recently, there has been relatively little emphasis in the Police Department on training and education. Indeed, the department does not have an institutional in-service training program, that is, there is no one responsible for directing, conducting, or coordinating in-service training, nor does the department have a budgetary allocation to support in-service training programs. As a result, in-service training in the department is rather sporadic and unsystematic.

Five members of the Police Department are currently attending extension college courses given at the local high school, with the goal of obtaining a two-year degree. The city has adopted a policy of allowing officers to attend classes during their assigned duty tours, when necessary. While this policy is commendable and should be continued, it does create a problem in that it may at times seriously reduce the level of



the patrol force. However, in the time that the program has been underway, there have apparently been no instances in which this circumstance has posed a serious problem. Further, on-duty officers attending classes are equipped with portable radios and are available for immediate recall.

Since the department does not maintain individual training records, it is impossible to accurately assess the adequacy of the training available to members of the Police Department. In interviewing several members of the Police Department, however, it became apparent that many had not received any sort of specialized training since leaving the basic training academy and that most expressed the belief that a more comprehensive training program was necessary to maintain or upgrade the proficiency of the department.

By contrast, members of the police auxilliary unit, who work only a few hours each month, receive regular in-service training in the form of monthly training meetings. In addition, police reserves, unlike regular officers, receive regular firearms training.

#### Facilities and Equipment

The success of a police operation depends, to a large degree, upon the facilities and equipment available to the department. In South Haven, the Police Department operates out of a building that is barely adequate to meet the needs of the department. Office space is limited; security is poor; and structural design leaves much to be desired. Facility security is a major problem. Access can be gained to an evidence locker at the rear of the building simply by opening an unlocked outer rear door. Entry can be gained to the rear portion of the building, which is essentially an enclosed porch, without detection by anyone in the front of the building. In addition, access to the main part of the building can be gained from the rear of the building by ringing a buzzer, which will signal the dispatcher to release the lock on the rear door by pressing a button which activates an

electric lock release. Once inside, it is possible to gain access to offices, files, and even the jail sections without being seen.

In addition, the department is poorly equipped. Shotguns are not provided to patrol officers to carry in the patrol unit. In one case, an officer was noted to carry his own shotgun (with a sawed-off barrel) in the patrol car. There is also a lack of crime scene investigation kits in the police units, thus further limiting the opportunity for officers to conduct adequate preliminary investigations.

#### IV. FINDINGS AND CONCLUSIONS

The South Haven Police Department suffers from many problems which limits its ability to effectively perform the tasks required of it. In this it is not unique. Indeed, the problems that currently exist in the South Haven Police Department are no different, in most respects, from those confronting many other police agencies of similar size and composition. As a result, the recommendations presented below should be considered not as an indictment of the present operations, personnel, and management of the department, but rather as an opportunity to improve overall effectiveness and efficiency. Thus, objectivity should be stressed in evaluating the suitability and practicality of the following recommendations.

##### Organization and Staffing

It is suggested that the South Haven Police Department be reorganized in a manner that will (1) more adequately clarify duties and responsibilities; (2) more equitably balance rank authority and responsibility; and (3) provide a meaningful hierarchy of authority that will facilitate command and supervisory obligations. As indicated earlier, the current organization of the department is so ambiguous that it cannot be adequately illustrated in the form of an organization chart.

Figure 1 depicts a suggested organizational structure for the South Haven Police Department. The proposed organization calls for the creation of these identifiable functional units: patrol, criminal investigations, records and communications, and crime prevention/ community relations. Figure 1 also recommends staffing levels for each of the four functional elements.

##### Patrol

The patrol division should be headed by a lieutenant who should be directly responsible to the Chief of Police. The patrol lieutenant should be responsible for

scheduling and assigning patrol officers, monitoring and evaluating patrol activities, and providing some field supervision. The patrol lieutenant would normally be assigned to the day shift, but should be sufficiently flexible in his schedule in order to inspect patrol activities on all shifts. The patrol lieutenant would also be second in command of the Police Department. As a result, he should be available to assist the Chief of Police in managing the operations of the entire Police Department, and to assume command of the Police Department in the absence of the Chief of Police.

Field supervision of patrol activities should be provided by three sergeants. Two sergeants should be assigned to regular patrol shifts (afternoon and evening) and one should be assigned to the relief shift. As mentioned earlier, field supervision of patrol activities during the day shift will normally be the responsibility of the patrol lieutenant.

Patrol sergeants should be assigned to field duties rather than to station duties, as is too often the case at present. The patrol function must be recognized as the single most important activity of the Police Department. Continuous, consistent field supervision of patrol activities cannot be too strongly emphasized. Supervisors assigned to station duties cannot be expected to exercise an effective level of supervision over patrol activities.

#### Parking Enforcement

Parking enforcement need not occupy the time of a regular police officer, but can be adequately performed by a civilian. Additionally, non-police duties, such as the repair and maintenance of street signs and traffic control devices should be transferred to the Department of Public Works.

#### Criminal Investigation

Criminal investigation must be recognized as an important police function that deserves special attention. Accordingly, it is recommended that a criminal investigator position be created in the Police Department. The criminal investigator should be a well-

qualified, highly-motivated, and adequately-trained officer, capable of exercising independent judgment, initiative, and modern investigative techniques in investigating criminal activity. The criminal investigator should supplement rather than supplant the investigative capabilities of the patrol force. In no event should the investigative responsibilities of the individual patrol officer be reduced or minimized. Rather, patrol officers should continue to be required to conduct a preliminary investigation of all offenses reported to them. However, once a patrol officer has carried an investigation to the maximum extent possible within the limitations inherent in his patrol duties, the case should be turned over to the criminal investigator for follow-up investigation. The criminal investigator would then be free to pursue the case investigation to its ultimate conclusion. In addition, the criminal investigator should be responsible for preparing a case for prosecution once an arrest has been made or sufficient information to prosecute a suspect has been accumulated.

In order to make maximum use of existing rank allocations, it is recommended that a corporal be assigned as criminal investigator. The criminal investigator should also supervise the activities of the juvenile officer, whose duties are basically investigative in nature and since the duties of the two will often overlap. The criminal investigator should normally report directly to the Chief of Police, although he should maintain close liaison with the patrol lieutenant and members of the patrol force.

The criminal investigator should be given specialized training in the various techniques and procedures required to conduct successful criminal investigations. This training should be periodically up-dated in order to keep the criminal investigator abreast of current developments in the field.

#### Records and Communications

The accurate and timely receipt, dissemination, and storage of information is essential to effective police operations. It is, however, a function that should be

performed by qualified civilian personnel, rather than by sworn officers. The assignment of sworn officers to record-keeping and dispatching duties is not an efficient use of scarce personnel resources, and should be discontinued. Accordingly, the proposed organization calls for the assignment of four full-time civilians as dispatchers, which represents an increase of three over the present complement. The assignment of one full-time civilian as records clerk is consistent with the present staffing level.

Dispatchers should assist in the record-keeping process. The exact manner in which record-keeping responsibilities can be divided can be determined at a later date. Record-keeping procedures will be discussed later in this report. It should be noted at this point, however, that record-keeping responsibilities can and should be distributed among the dispatchers, leaving the primary responsibility for coordinating the collection, storage, and dissemination of police information with the record clerk.

#### Crime analysis and Prevention

While the point may be vigorously debated in many circles, there is a growing body of evidence to suggest that traditional police methods and procedures are of limited value in reducing crime and apprehending criminal offenders. While the necessity of routine police patrol and energetic criminal investigation should not be minimized, the effectiveness of such operations can be significantly improved if these operations are supplemented by a systematic and comprehensive program of crime analysis and prevention.

Crime analysis and prevention are related concepts which, in a small police department, can easily be performed jointly by a single individual. Crime analysis is simply the task of identifying, analyzing, and evaluating trends in and characteristics of criminal activity. Crime prevention, on the other hand, is the detection and elimination or reduction of crime hazards. Neither of these concepts is novel or unique, but they are too often ignored in the police service, particularly in smaller departments with limited

resources. Nevertheless, the potential benefit of the application of crime analysis and crime prevention justifies the allocation of additional resources and recognizes the limitations of traditional methods of preventive patrol and criminal investigation.

The proposed organization therefore calls for the creation of a crime analysis and prevention position in the Police Department. In order to maximize the use of existing rank allocations, it is recommended that a corporal be assigned to this position. In reality, the position could be filled by a well-qualified patrolman or a civilian. The rank of the person assigned to this position is less important than the individual's qualifications. The individual assigned to such a position should be familiar with the latest techniques of crime analysis and crime prevention and should be able to relate these functions to the improvement of patrol and investigative services. For example, crime analysis can be used to assist patrol commanders in deploying their forces according to probable need. Crime analysis can also be used to assist investigators by determining patterns in crime trends, offender characteristics, and methods of operations. Crime prevention can be used in soliciting citizen support in identifying probable targets of criminal attack and applying standard techniques of "target hardening" by improving security standards and procedures.

The proposed organization calls for an overall increase of four positions in the Police Department. All four new positions are civilians. It also calls for a reduction of one supervisory position. (A rank/position recapitulation is shown on the following page.)

Because of the impending retirement within the Police Department, it is considered that these changes in rank and assignment can be accomplished with a minimum of organizational disruption and confusion.

<u>Rank/ Position</u>	<u>Present</u>	<u>Proposed</u>	<u>Difference</u>
Chief of Police	1	1	0
Captain	1	0	-1
Lieutenant	2	1	-1
Sergeant	2	3	+1
Corporal	2	2	0
Patrolmen	7	8	+1
* Parking Enforcement Officer	0	1	+1
* Clerk/Matron	1	1	0
* Dispatcher	<u>1</u>	<u>4</u>	<u>+3</u>
Total	17	21	+4

\* Indicates civilian position

#### Patrol Force Deployment

The proposed organization does not call for an increase in patrol force personnel, except that it will provide for a higher level of field supervision of patrol activities. The primary reason that no increase in patrol personnel is recommended is that the present information available from the records system cannot support such an increase. Indeed, the paucity of data makes it impossible even to determine whether the present number of patrol officers can be justified. Until new means of recording and compiling statistical activity data are implemented, it will not be possible to adequately determine patrol strength requirements.

It should be noted, however, that there is presently little effort being made to deploy patrol officers according to actual or expected need, as evidenced by calls for service, crime trends, traffic accident patterns, and so on. Again, the nature of the data



presently available in the department does not permit the allocation of resources according to need. However, the experience of most police departments typically suggests that calls for service, crimes, and traffic problems vary significantly by the hour of the day and day of the week. Deployment patterns, however, are not based upon any logical assumption of perceived need.

Typically, service requirements will be highest on weekends and during the 3-11 PM shift. Whether this is true in South Haven is a matter of speculation at the present time. It is important to recognize that immediate steps should be taken to initiate improved methods of data collection and analysis in order to (1) determine patrol force requirements and (2) allocate resources according to demonstrated need. These objectives can be accomplished through the implementation of recommended improvements in the record-keeping process which are described below.

#### Police Records

The present records system of the South Haven Police Department meets the minimum standards required to record and report Uniform Crime Report Data. However, the data presently collected are of limited value to the Police Department in terms of planning and evaluating police operations and efficiently utilizing police resources. Several improvements in the records system are recommended.

#### Field Reporting

The field reporting system utilized by the Police Department is adequate with one notable exception: the present practice of requiring patrol officers to type their own offense reports is not an efficient use of patrol personnel and should be discontinued. Two alternatives are possible. The simplest of these is for patrol officers to prepare a handwritten copy of an offense report in the field, deliver it to his field supervisor for

review and approval, and have it typed by the dispatcher or record clerk on duty at the time. The second alternative is to equip patrol officers with inexpensive cassette recorders which they can use to record reports for later transcription by a dispatcher or record clerk. The second alternative is obviously more expensive and would require several recorders along with a transcription device. It would also require that all dispatchers and the record clerk be trained in the use of the transcription device. For these reasons the first alternative is probably the more suitable at the present time. In either case, however, a procedure should be implemented that will ensure that all offense reports are reviewed and approved by the field supervisor before being processed through the records system.

#### Complaint Receipt

The focal point of the entire record-keeping process is the complaint receipt officer--the police dispatcher. The South Haven Police Department presently records all pertinent information received by the department, but the information is not recorded in such a way as to allow for rapid retrieval and later analysis. A simple modification in the information receipt and recording process can remedy this problem.

A modified form for the recording of initial complaint information is shown in Figure 2. The Complaint Report shown in Figure 2 should be the basic source document for all information entered into the police records system. In some cases, such as where offense, arrest, or traffic reports are not required, the Complaint Record will be the sole information record.

A critical problem with the present system is that, routine complaint records are not numbered, nor is any attempt made to classify them or to statistically tabulate them in order to perform comprehensive workload analyses. All Complaint Records should be numbered in order to permit later statistical compilation.

### Central Name Index

A name index card should be prepared on all persons listed in police reports, including the Complaint Record. The Central Name Index permits a simple and quick cross-reference to all other police reports. The Central Name Index should be arranged alphabetically by the last name of the person, and should provide for multiple entries. A sample name index card is shown in Figure 3. Name Index Cards can be prepared by either the police clerk or the dispatcher at the time the report is typed.

### Activity Reports

Activity reports should be generated within the Police Department to serve a number of purposes: (a) to analyze crime, traffic, and service requirements; (b) to deploy patrol officers in a logical and systematic manner; (c) to document additional personnel and equipment requirements; and (d) to plan, implement, and evaluate new programs and activities designed to reduce crime, improve service, and increase apprehension and conviction capabilities.

The monthly activity summaries now prepared by the Police Department do not serve these purposes, and are of marginal utility. More comprehensive statistical summaries should be developed, using the information derived from the Complaint Record.

### Personnel Practices

A police department's personnel are its most vital resource. Inefficient, poorly-trained, and poorly motivated personnel are a great liability to a police organization. Modern personnel practices, including improved methods of recruitment and selection, evaluation, promotion, and discipline all needed in the South Haven Police Department.

### Recruitment and Selection

The Police Department should insist that only the most qualified individuals are selected for appointment. This can only be accomplished if more rigorous methods of selection are implemented. Written tests, comprehensive background investigations, and psychological examinations should be used to eliminate persons unfit for police service.

### Promotion

Seniority, rather than ability, seems to have been the paramount consideration in promoting individuals in the Police Department in the past. While seniority may be a viable concern, more attention needs to be paid to the ability of the candidate to assume greater authority and responsibility. Attention should be given to an individual's past job performance in evaluating his potential for advancement. In addition, suitable tests should be used which can more satisfactorily assess supervisory and management skills.

### Evaluation

Personnel evaluations are useful in detecting and correcting unsuitable or sub-standard police performance. Probationary officers should be evaluated monthly during their probationary period. Tenured officers should be evaluated at least once every six months by their supervisors. Personnel evaluations should be a positive personnel management function, performed to improve individual performance, rather than to punish officers who stray out of line.

### Discipline

Discipline is necessary to ensure observance of established standards of job performance. Maintaining discipline should be the responsibility of all levels of supervisors. Within the department, with the ultimate authority resting with the Chief of Police. Personnel rules and regulations should be adopted and disseminated in order for personnel to know what conduct is required and what practices are prohibited. Finally,

discipline must be administered fairly, without regard to age, rank, sex or other consideration. Police personnel need to know that violations of established rules of conduct will be dealt with surely and fairly.

### Training

The Police Department suffers from a lack of adequate in-service training. A ranking member of the department (lieutenant or sergeant) should be assigned to develop and oversee the department's training program as an additional duty. Training records should be kept on all members of the department and a long-range plan should be developed to project the department's training needs for the next several years. Annual appropriations should be made in the Police Department's budget to provide for training needs. Emphasis should be placed in the training program on both technical skills (i.e., criminal investigations, patrol procedures, etc.) as well as on supervisory and management skills.

### Facilities and Equipment

Immediate attention should be given to improving the internal working conditions of the Police Department. Extensive renovation of the present police facility will probably be required to provide the necessary working space for the Police Department. Improved facility security and additional office space are of primary importance. The Police Department itself probably will not experience substantial growth in coming years and there is little probability that a new police building will be built in the near future. Emphasis should therefore be placed on improving the existing structure.

Additional equipment should be provided to the Police Department specifically, crime scene investigation kits should be available to all patrol officers, as should shotguns.

## V. RECOMMENDATIONS

The South Haven Police Department enjoys a generally high level of public support and confidence. While this report has focused on methods of improving police operations, the strengths of the department should not be overlooked. In general, the department is responsive to community needs and performs a variety of public services in a commendable fashion. Nevertheless, there are a number of ways in which the efficiency and effectiveness of the Police Department can be improved. The impending retirement of several ranking officers of the department, including the Chief of Police, make the implementation of the following recommendations a timely and important issue.

### Organization

Organization lends a semblance of order and efficiency to any operation. Organization helps to clarify roles and relationships, to determine authority and responsibility, and to establish a framework for decision-making; communication; and command and control functions. The South Haven Police Department needs to adopt an organizational structure, as discussed in the previous section, that will accomplish these improvements.

### Patrol Force Deployment

Crime, traffic, and service requirements are not static, but usually vary from day to day and from hour to hour with predictable regularity. By analyzing historical trends, it is possible to determine future activity levels with a reasonable degree of certainty. With this information in hand, it is then possible to (a) determine manpower requirements, and (b) deploy available resources more logically and effectively. The South

Haven Police Department should adopt a deployment plan which will more accurately match personnel availability with predictable needs. To do otherwise is not an efficient use of limited resources.

### Police Records

The utility of an adequate records system cannot be overemphasized. The present records system needs to be updated in order to provide more comprehensive data regarding crime and traffic problems and police activities. Statistical analyses should be made in order to determine the adequacy of police operations and to develop more satisfactory means of responding to increased service demands.

### Personnel Practices

A police department is only as effective as the personnel within it. A necessary step to improving police services in South Haven is the upgrading of the department's personnel practices. Modern principles of personnel management should be adopted. More adequate means of selecting candidates for the Police Department need to be implemented, and a more comprehensive in-service training program is essential. Improved methods of personnel evaluation, promotions, and discipline are also needed.

### Facilities and Equipment

Improving the facilities, and equipment of the Police Department should be both a long term and a short-term goal. Crime scene investigation kits should be available to all patrol officers to enable them to conduct more complete criminal investigations. Shotguns should be placed in all patrol units, even though they may be kept in the vehicle trunk out of sight.

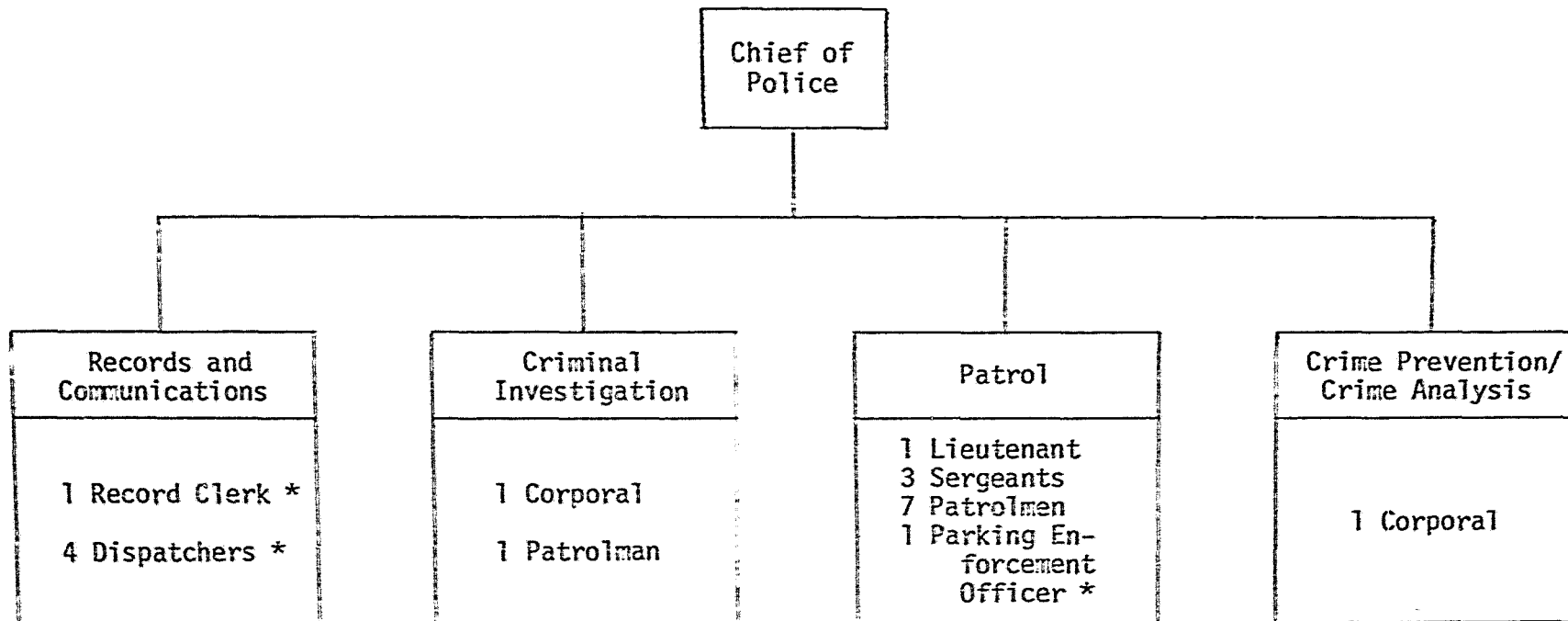
A long-range goal should be to improve the security and working space of the police facility. Closed-circuit television monitors should be placed at the rear of the building and in the cell blocks. The building should be modified to provide more office space and room for officers to interview witnesses, victims, and suspects. Thought should be given to building a new police facility in the future, particularly if the department grows much beyond its present size.

**APPENDIX A**  
**PROPOSED ORGANIZATION**



Figure 1

PROPOSED ORGANIZATION  
SOUTH HAVEN, MICHIGAN, POLICE DEPARTMENT



\* Indicates civilian positions

**APPENDIX B**  
**COMPLAINT RECORD**

Figure 2  
COMPLAINT RECORD

COMPLAINANT		ADDRESS		TELEPHONE		COMPLAINT NUMBER	
LOCATION		INCIDENT TYPE		CLASSIFICATION CODE		DISTRICT	
DATE/TIME REC'D		DATE/TIME DISPATCHED		DATE/TIME ARRIVED		DATE/TIME CLEARED	
OFFICER/UNIT ASSIGNED		CASE NUMBER		ARREST/BOOKING NUMBER		CITATION NUMBER	
REMARKS							
CASE STATUS: <input type="checkbox"/> OPEN <input type="checkbox"/> CLOSED <input type="checkbox"/> UNFOUNDED		OFFICER SIGNATURE		DISPATCHER		SUPERVISOR	

APPENDIX C  
NAME INDEX CARD

Figure 3  
NAME INDEX CARD

BROWN, Willie, Jr.  
347 Flagstone Drive  
South Haven, Mich. 49090  
(616) 555-1212

7-14-74      Involved in minor traffic collision; 7-243-74  
12-31-74      Arrested public drunkenness; A-4144  
5-19-75      Victim of residential burglary; 5-275-75

APPENDIX D  
MISCELLANEOUS POLICE ACTIVITIES

Table 1  
MISCELLANEOUS POLICE ACTIVITIES  
CITY OF SOUTH HAVEN, MICHIGAN  
OCTOBER, 1972, TO SEPTEMBER, 1975

Activity	<u>October 1972 - September 1973</u>	<u>October 1973 - September 1974</u>	<u>October 1974 - September 1975</u>	<u>PERCENT CHANGE October 1972 - September 1975</u>
Arrests: (a) Adult	301	333	553	+ 83.7
(b) Juvenile	115	149	148	+ 28.7
(c) Total	416	482	701	+ 68.5
Moving violations	369	234	504	+ 36.6
Accidents investigated	330	409	424	+ 28.5
Complaints received	6,361	8,430	8,360	+ 31.4
Miles driven	117,645	92,600	113,890	- 3.2
Field checks (vehicles/persons)	938	697	2,174	+ 131.8
Property checks	13,385	12,675	10,708	- 20.0
Alarms answered	308	548	674	+ 118.8
Motorists assisted	314	239	743	+ 136.6

**APPENDIX E**  
**COMPARISON OF CRIME RATES, ARRESTS, AND DISPOSITIONS**

Table 2

COMPARISON OF CRIME RATES, ARRESTS, AND DISPOSITIONS  
SOUTH HAVEN, MICHIGAN, AND SURROUNDING COMMUNITIES, 1974

Jurisdiction	Service Population	Crime Rates		Percent of Offenses Cleared by Arrest			Adult Dispositions				
		Index	Non- Index	Index	Non- Index	Total	Number of Adults Charged	Percent Convicted Of Original Offense	Percent Convicted Of Lesser Offense	Percent Dismissed or Acquitted	Percent Pending Or Other Dispositi
South Haven	6,471	8,900	7,804	14	57	35	469	25	1	5	69
Berrien Springs	8,482	4,184	7,144	11	25	20	143	53	22	6	19
Dowagiac	6,583	6,380	7,124	15	36	26	230	73	4	11	12
Three Rivers	7,355	5,269	8,948	32	45	40	418	49	14	14	23
Allegan	4,516	5,182	5,380	31	52	42	145	72	3	2	23
Hastings	6,501	6,783	11,828	32	60	50	283	33	11	8	48
Van Buren Co. (a)	61,498	4,935	7,221	14	38	28	2,759	46	5	8	41
State of Michigan	9,075,887	6,519	5,806	19	44	31	293,191	38	9	15	38
Michigan Cities 5,000-10,000 population	294,708	4,880	6,975	22	40	34	9,296	56	8	10	26

(a) Based upon incomplete data.

Source: 1974 Uniform Crime Report for the State of Michigan (East Lansing: Michigan Department of State Police, 1975).

APPENDIX F  
COMPARISON OF ARREST DATA

Table 3  
COMPARISON OF ARREST DATA  
SOUTH HAVEN, MICHIGAN, AND SURROUNDING COMMUNITIES  
1974

Jurisdiction	Index Arrests		Non-index Arrests (a)		Juvenile Arrests		Adult Arrests		Total Arrests	
	Number	Rate (b)	Number	Rate	Number	Rate	Number	Rate	Number	Rate
South Haven	108	1,669	406	6,274	141	2,179	373	5,764	514	7,943
Berrien Springs	32	377	155	1,827	49	578	138	1,627	187	2,205
Dowagiac	78	1,185	185	2,810	59	896	204	3,099	263	3,995
Three Rivers	155	2,107	426	5,792	251	3,413	330	4,487	581	7,899
Allegan	73	1,616	127	2,812	55	1,218	145	3,211	200	4,429
Hastings	109	1,677	281	4,322	116	1,784	270	4,153	390	5,999
Van Buren Co. (c)	657	1,068	1,657	4,320	672	1,093	2,642	4,296	3,314	5,389
State of Michigan	92,276	1,017	281,557	3,102	116,424	1,283	257,409	2,836	373,833	4,114

(a) Includes Runaway, Curfew and Loitering.

(b) Arrest rates are per 100,000 population.

(c) Based on incomplete data.

Source: 1974 Uniform Crime Report for the State of Michigan (East Lansing, Michigan, Department of State Police, 1975).



**APPENDIX G**  
**COMPARISON OF SUPERVISORY AND PATROLMAN STAFFING LEVELS**  
**BY SHIFT AND BY DAY OF WEEK**

Table 4

COMPARISON OF SUPERVISORY AND PATROLMAN STAFFING LEVELS  
BY SHIFT AND BY DAY OF WEEK  
SOUTH HAVEN POLICE DEPARTMENT

	Day of Week							Total	%
	Saturday	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday		
<u>7 a.m. - 3 p.m.</u>									
Patrolmen	1.0	0.5	0.5	0.5	0	0	0	2.5	10.2
Supervisors	2.0	1.5	4.0	4.0	3.5	3.5	3.5	22.0	89.8
Total	<u>3.0</u>	<u>2.0</u>	<u>4.5</u>	<u>4.5</u>	<u>3.5</u>	<u>3.5</u>	<u>3.5</u>	<u>24.5</u>	<u>100.0</u>
<u>3 p.m. - 11 p.m.</u>									
Patrolmen	3.0	3.0	2.0	2.0	2.0	2.5	2.0	16.5	75.0
Supervisors	0	0	1.0	1.0	1.0	1.0	1.5	5.5	25.0
Total	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>	<u>3.5</u>	<u>3.5</u>	<u>22.0</u>	<u>100.0</u>
<u>11 p.m. - 7 a.m.</u>									
Patrolmen	1.5	2.0	3.0	1.5	1.5	1.5	1.5	12.5	73.5
Supervisors	1.0	1.0	0	0.5	0.5	0.5	1.0	4.5	26.5
Total	<u>2.5</u>	<u>3.0</u>	<u>3.0</u>	<u>2.0</u>	<u>2.0</u>	<u>2.0</u>	<u>2.5</u>	<u>17.0</u>	<u>100.0</u>
<u>Total - All shifts</u>									
Patrolmen	5.5	5.5	5.5	4.0	3.5	4.0	3.5	31.5	49.6
Supervisors	3.0	2.5	5.0	5.5	5.0	5.0	6.0	32.0	50.4
Total	<u>8.5</u>	<u>8.0</u>	<u>10.5</u>	<u>9.5</u>	<u>8.5</u>	<u>9.0</u>	<u>9.5</u>	<u>63.5</u>	<u>100.0</u>

NOTE: Figures in columns indicate the average number of persons on duty per shift.

**END**