

R-76-134

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Holyoke, Massachusetts; Management and Organization
Analysis

REPORT NUMBER: 76-43

FOR: Holyoke, Massachusetts, Police Department
City Population: 48,000
Police Strength (Sworn): 114
Total: 124
City Area: 22.79 square miles

NCJRS

MAY 21 1976

ACQUISITIONS

CONTRACTOR: Westinghouse Justice Institute
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CONTRACT NUMBER: J-LEAA-003-76
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Foreword

This request for Technical Assistance was made by the Holyoke, Massachusetts, Police Department. The requested assistance was concerned with reviewing the present organization structure and personnel management with the intent of determining whether the structure provides proper and efficient specialization, the Department has an efficient chain of command and span of control and is sufficiently staffed to perform its required functions, the ranks are conducive to efficient management, and the personnel are being used most advantageously.

Requesting Agency: Holyoke Police Department, Francis L. Sullivan, Chief of Police

State Planning Agency: Massachusetts Committee on Criminal Justice, Mr. Clifford L. Marcher, Police Specialist

Approving Agency: LEAA Region I (Boston), Mr. John M. Keeley, Police Specialist

1. INTRODUCTION

Chief Francis L. Sullivan of the Holyoke Police Department requested technical assistance in determining if:

- The present organization structure provides proper and efficient specialization.
- The Department has an efficient chain of command and span of control.
- The Department is sufficiently staffed to perform the functions required of it.
- The present ranks are conducive to efficient management.
- The personnel available are being used to the best advantage of the Department and the city.

To gather the necessary information to answer the aforementioned questions, the Consultant reviewed and analyzed local data, the Department's present organization chart, relevant City Charter and Ordinance provisions, and earlier reports assessing Holyoke police services and programs. In addition, the following persons were interviewed:

- Mayor Ernest Proulx.
- Chief Francis L. Sullivan.
- Deputy Chief Francis P. O'Connell.
- Captain Walter McCarthy.
- Captain George Burns.
- Captain James Whelan.
- Captain Richard Smith.
- Lt. Harold Skelton, Detective.
- Sergeant Clay Hough.
- Sergeant Stephen Donoghue.
- Sergeant Robert Redfern.

- Officer Robert Roy.
- Officer John Foley.

2. UNDERSTANDING OF THE PROBLEM

The Consultant needed to understand certain internal and external influences on the Department so that he could more readily perform the assignment.

2.1 Internal Influences

- There appears to be elusive, continuing divisiveness and bitterness among some personnel and the Chief. It is reported that such conflict has been ongoing for many years.
- There is little midrange and executive leadership development. Although this is also an internal factor if many years' duration, evident inroads have been achieved within the past 13 months.
- The Chief appears to be a professional, career police officer, as shown through his executive toughness. His apparent insistence in demanding excellence without regard for Holyoke traditions has precipitated some problems in managing the force and some of its personnel.
- The Police Department is presently housed in temporary quarters. It is slated to be moved to renovated quarters across from City Hall around midsummer 1976.

2.2 External Influences

- Certain city ordinances mandate the Department's rank structure and set out the parameters of staffing. Ordinance-mandated structure and staffing constrain the Chief to streamline Departmental organization, management and personnel administration, and to more fully use personnel.
- Massachusetts State Civil Service applies to all sworn police personnel, excluding the Chief. The City Charter assigns the Mayor exclusive authority to appoint and remove the Chief.

- The Holyoke Police Department has been the subject of several assessments by outside authorities since 1970.
 - November 1971 -- Consultants Raymond T. Galvin and John E. Angell submitted a 313-page report, "An Administrative Survey of the Holyoke Police Department," to city officials.
 - November 20, 1973, -- Dr. James E. Samuels of the Institute for Governmental Studies at the University of Massachusetts submitted a 394-page study, "The Holyoke Management Assistance Survey," to city officials. About 20 pages of this survey pertained to the police force.
 - June 1973 -- Ms. Helen Campbell O'Malley and associates submitted a 218-page document, "Evaluation Report on the Holyoke Team Police Experiment."
 - February 27, 1974 -- Dr. David A. Booth of the University of Massachusetts, consultant to the Holyoke Charter Revision Commission, submitted an 11-page memorandum, entitled "The Police Function in Holyoke."
 - February 21, 1975 -- A 7-page memorandum, entitled the "Holyoke Police Department Records Implementation Project," was submitted.
- All of these prior assessments bear on the problems raised in Chief Sullivan's current request for technical assistance.
- Holyoke faces funding limitations. It is budget preparation time and there is talk of cutbacks in many city departments. It is too soon to tell how the police force will fare, but what appears certain is that there will be no increase in the numerical strength because of citywide fiscal stringencies. Although the need for additional strength is yet to be shown, many personnel speak of undermanning.

3. ANALYSIS OF THE PROBLEM

3.1 Does the Present Organizational Structure Provide Proper and Efficient Specialization?

The organizational structure generally does provide proper and efficient specialization. However, there are some areas that need improvement.

It is commendable that the force has established a Youth Division, a Crime Prevention Division, and a training academy to serve local and region needs.

On the other hand, one role -- traffic accident investigation -- is overspecialized. The justification for assigning two uniformed officers to each shift to handle crash investigations is obscure when the force has on file reports of only 840 accidents in 1973, 830 in 1974, and 1,009 in 1975. Of these, traffic officials estimated that up to 25 percent were not investigated by police; these came to official notice when drivers completed forms hours after crashes to which police were not summoned. Based on the assumption that 80 percent of all crashes were police-investigated, the number of calls by year were actually about 672 in 1973, 664 in 1974, and 807 in 1975, or an average of fewer than three accident investigations per day. This is hardly the volume that warrants the assignment of an exclusive investigatory group.

There is one area where the force is underspecialized. It is the internal organization of the Detective Division. Present staffing calls for a captain in charge who supervises one detective lieutenant, one detective sergeant and three officers assigned to plainclothes duty on the day shift. On the evening shift, a detective lieutenant supervises three officer-investigators.

These personnel handle followup investigations on an "as officers are available and reports come in" basis. Although the number of offenses has been sufficient enough to warrant specialization by class, the absence of specialization was caused by too few motor vehicles for the investigators and too few personnel.

The need for improvement in Detective performance through specialization is both urgent and longstanding. In contrast to auto accidents, there are many serious offenses that warrant continuing and specialized investigation. Moreover, each year there are large numbers of incidents of one kind (e.g., burglary) where a specialized investigative effort may bring about a greater number of cases closed, more property recovered, and more suspects arrested and convicted. The numbers of serious

incidents are increasing by a trend similar to that shown for burglary in Table 3-1.

The Department has some problems with overlapping responsibilities. While uniformed officers are responsible for conducting preliminary criminal investigations, there were ranking members of the force who acknowledged that these investigations were often not skillfully or completely done. Many times, as in burglary cases, the preliminary investigation was essentially an "inventory" of what was taken and from whom, but devoid of actual investigation. Therefore, detectives had to start from scratch, doing what patrol officers should have handled. This double investigation indicates:

- A need for major in-service training.
- A need for better first-level supervision over patrol officers by sergeants.
- A need for more intensive report review and quality control of officer investigative reports.

The apparent weakness in patrol investigations reflects an absence of interdivisional coordination and cooperation. A longstanding serious crime clearance percentage suggests this problem needs to be resolved. The detective captain, the captain of uniformed patrol, and all of their subordinates must share information and work far more closely. If the deputy chief role was functional, the person should have drawn the force together as a unified team and, thus, eliminate the investigation problem.

Many modern police forces, including some with fewer personnel than Holyoke's, have investigators assigned permanently to designated subclasses of crimes to promote effective use of each individual's special skills and to provide a means of measuring individual accomplishment. For example, in the crimes against persons detail, major offense classes could be assigned to specific investigators, whereby the workload and successes could be more easily monitored. If one investigator becomes overburdened with work, the captain of detectives would make a temporary reassignment of cases to other investigators to meet fluctuating workloads. Summaries of the work of each investigator would be accumulated day-by-day and reviewed monthly by the detail lieutenant and detective commander. The proposed internal organization (presented in Section 5), should, beside facilitate criminal investigations, enable closer control over plainclothes investigators and should enhance the overall effectiveness of the Division.

TABLE 3-1

Number of Burglaries by Year

<u>Year</u>	<u>No. of Offenses</u>
1966	287
1967	Incomplete return
1968	732
1969	731
1970	1,086
1971	967
1972	1,109
1973	1,210
1974	1,425
1975	Not available

The need for improvement in Detective effectiveness emerges in Holyoke's longstanding, subpar FBI Index Offense clearance percentage rate for each of the past several years.

- 1969 -- 17%
- 1970 -- 13%
- 1971 -- 9%
- 1972 -- 10%
- 1973 -- 9%
- 1974 -- 11%

These percentages assume meaning when viewed against the national average clearance rate of about 21 percent each year for Index Offenses.

3.2 Does the Department Have An Efficient Chain of Command and Span of Control?

The chain of command could be improved by implementing the functional organization set out in Chart I on page 17 of the Galvin-Angell report.

The Galvin model is a very traditional one for a force of Holyoke's strength, but it is very utilitarian and administratively smooth. In many ways, Holyoke seems to be traditional, so the implementation of the Galvin-Angell non-team policing model organization is timely. The span of control, which is presently efficient, would not be over-extended.

There is one unnecessary horizontal level -- the position of deputy chief of police -- which extends the chain of command. The deputy chief of police is nominally responsible for supervising the Department's four bureaus and is supposed to be the force's second in command. In practice, this is not the case. According to several ranking members, the deputy is not regularly consulted on questions of policy, practice, or coordination because the current chief is an able professional manager. Other members reported that the deputy was unwilling to fill his Ordinance-mandated role because of personal differences with the Chief. Irrespective of why, the deputy does not appear to be filling the role called for by the Ordinance.

3.3 Is the Department Sufficiently Staffed to Perform the Functions Required of It?

The Consultant cannot be certain for three reasons.

- There still is a data problem, although not as serious as that underscored in 1971 by Galvin and Angell who said (page 16): "...information concerning the quality and quantity of the departmental workload is not available except in the grossest of terms." The records improvements made in the past 18 months are beginning to show, but are still hindered by limitations in field officer reports.
- The Consultant's onsite time was limited so he was only able to make impressions about such a complex question as adequate staffing.
- It appears that the force still is divided in spite of laudable efforts by the Chief and some intermediate range personnel to draw it together and minimize internal bickering. After a change in leadership, one of the employee organizations appears to have become more intent on promoting improvements over a broad spectrum, but without abdicating its role of watchdogging the interests of its members. This group deserves commendation for its stance; however, until the entire force, both employee organizations and all ranks, can pull together and be certain that every member is fully occupied and committed to doing police work, there seems no warrant for the Board of Aldermen or Mayor to add more personnel to the force.

3.4 Are the Present Ranks Conducive To Efficient Management?

Although most of the ranks are conducive to efficient management, there are problems in two specific areas: The first pertains to the rank of deputy chief and the other to three very rigidly structured ranks for Detectives.

The single position rank of deputy police chief serves to unnecessarily extend the vertical layers of bureaucracy in the Holyoke Police Department. The duties the deputy is supposed to execute are set out

in City Ordinance 17-25.

City Ordinance 17-16 calls for there to be, among other ranks, "...one captain of detectives, four lieutenants of detectives, and not less than three nor more than five detective sergeants..." The Ordinance mandates that there also be three captains, four lieutenants, and eight sergeants to serve, ostensibly, anywhere in the force but in detective work. Two persons explained that the rationale for the detective classes was tied to history in Holyoke. It was reported that everytime there was a new Mayor one of his first moves was to make a clean sweep of the detectives. This was done, allegedly, to get detective inquiries away from the Mayor and his political and business interests. The Mayor then filled these positions with people loyal to him. Years ago, enterprising detectives supposedly spearheaded the concept of getting themselves locked into detective roles by causing passage of the Ordinance mandating the "tight" classes. This is the way it has remained.

3.5 Are Available Personnel Being Used To Best Advantage?

Some improvements should be made, since not all personnel appeared to be fully occupied. When the Department returns to its downtown headquarters, some personnel should be able to return to street duty. A forcewide need for closer supervision was also evident. For example, newspapers are read on duty by many personnel of all ranks. This practice would readily lead people to believe that Holyoke police are not fully occupied.

4. FINDINGS AND CONCLUSIONS

The following are the Consultant's findings and conclusions stemming from his onsite analyses, which were elaborated in Section 3.

4.1 Specialization

Traffic accident investigation should be the job of the Patrol force. These investigations should be assigned to cruiser district officers in the areas where the accidents occur. All officers and sergeants should be retrained in accident investigation and supervisors should be retrained in report review. City Ordinance 17-27, which calls for a six-person traffic squad, should be repealed. Its provisions are an unnecessary intrusion into the Chief's administrative latitude. Traffic matters (i.e., enforcement, crash investigation, hit-run followup, meters, public complaints) could be addressed without creating a mandated unit that must be filled to a specific level.

The National Advisory Commission on Criminal Justice Standards and Goals addressed the issue of traffic operations in its 1973 report, Police. While it called for the on-scene investigation of crashes involving damage where one car must be towed from the scene (or worse, including personal injuries and fatalities), it said specialization should be limited by need. Moreover, it asserted that city forces of 400 employees or greater should establish special accident investigation and traffic enforcement units. Holyoke does not have the crash volume, and the force is far short of the 400 personnel standard. Therefore, it should generalize within the present patrol force.

Detective personnel should, as much as possible, be assigned to specialized investigative categories. The advantages of specialization, when volume warrants it, far outweigh the presently ongoing generalized approach. Of course, there should be sufficient police vehicles to eliminate the requirement for detectives to routinely work in teams, a practice grossly wasteful of manpower.

Police uniformed personnel must be fully trained to conduct useful preliminary investigations to make the specialized detective personnel concept effective. Moreover, there must be a tangible working relationship between and coordination of detective and patrol personnel at all levels. The detectives cannot be allowed to function as a force within itself, alone and aloof, as was reported by some personnel to be the tradition in Holyoke.

There is no justification for the regular assignment of more than two investigators to the evening shift, and experience may show that one is adequate. The assignment of more than two investigators reduces the

usefulness of day detectives as supplementary investigators and fosters the illusion by patrol officers that plainclothes personnel are needed to help with all types of criminal investigations. Detectives are properly assigned during weekdays in the role of continuing investigators. In addition, only one investigator need be assigned over weekends during the day. During weekdays, most businesses are open and sources of information are readily available.

4.2 Chain of Command/Span of Control

The Chief of Police cannot possibly implement the Galvin-Angell organizational model until the force is relocated in the renovated quarters. There must be stability in locale, something which has not been the case for about 15 months, before a revised organization and sharpened chain of command and span of control can be implemented. Plans could be initiated now, however, to get the present bureau and divisional personnel preparing for the eventual change.

The deputy chief appears to serve merely as a figurehead with few specific duties. The present role is unnecessary and creates a mockery of the chain of command concept. Therefore, the position is superfluous. When it becomes vacant, it should be abolished. This could only be done providing the citizens change the Holyoke City Charter to assure that the Chief is adequately protected in the future from the vagaries of mayoral politics. Additional observations are set out in Section 4.4.

4.3 Staffing

No personnel should be added beyond the present 124 positions until the justification for more strength has been persuasively shown. With the reorganization of the force, the elimination of the deputy chief position, the broadening of the three intermediate rank classes, the despecialization of traffic, the specialization within the detective division, the move to renovated quarters, the strengthening of the patrol force, and the continuing improvements in records and recordkeeping, the Department will probably find it has sufficient personnel available to provide adequate service to the residents of Holyoke.

4.4 Ranks

The deputy chief rank is unnecessary in a force where the police chief is a competent administrator and is able to direct. Of course, the police chief should be a professional, where Holyoke evidently has a checkered history. For example, Dr. Booth's February 27, 1974, Charter Revision Commission Memorandum reported that:

"Up until 1958, chiefs were selected from outside the department generally, if not always, without regard to previous experience in police work. ...there is indication that the appointment of outsiders to the top position goes back considerably further." (page 1)

Dr. Booth's memorandum added that:

"There is some evidence that some chiefs of the past were not as familiar as they should have been with current principles and methods of police administration." (pages 6 and 7)

If Dr. Booth's investigations and conclusions are accurate, the history of need for the rank of deputy chief is understandable: The police personnel looked to the deputy, not the chief, as the force's top professional, isolated from political whimsey and caprice, and independently of the mayor. He was the person who, if motivated and professionally able, could take hold and make the force move. Department members assert that it hasn't always worked that way, in spite of the protected status the rank enjoys.

Because Ordinance 17-16 sets out too many and detailed police position classifications, the police Chief is hindered in making lateral interdepartmental assignments for the good of the service. The several "tight" classifications render overall midmanagement personnel administration within the Department inflexible.

4.5 Personnel Usage

All available personnel must be fully occupied. The clerk, a position called for in Ordinance 17-16, is a police officer with nominal duties, many of which are essentially clerical in nature. The evidence and property sergeant might be able to shoulder additional duties of a support service nature. The present program to use civilians in telephone-radio communications roles has merit. First-line supervisors, as well as some intermediate-range personnel including captains, are apparently tolerating practices that could lead to less than full use of personnel.

Written reports, particularly those prepared by uniformed police officers but also those drafted by some investigators, are not as carefully reviewed as they should be. Incomplete work by patrol officers fails to aid detectives and, if not detected by supervisors, poor quality reports would compromise the new records system. This problem was underscored in the February 21, 1975, memorandum:

"A spot review of about 50 cases submitted since January 1, 1975 revealed a need for far better report review by field commanders for investigative completeness, appropriateness of on-site measures, consistency, spelling and grammar and evidence that officers are skilled investigators. This underscores not only the need for control and review by line supervisors, but training too." (page 6).

5. RECOMMENDATIONS

The following are the Consultant's recommendations pertaining to the five areas in question about the Holyoke Police Department.

5.1 Specialization

- Traffic crash investigations should be de-specialized and assigned to Patrol force officers.
- City Ordinance 17-27 should be repealed because it is an unwarranted intrusion into an area that is properly the Chief's responsibility.
- Almost all investigators should work days. Accordingly, the Detective Division could be organized internally into squads and staffed as shown in Table 5-1. The Detective Division details should handle the continuing investigation of all actual and attempted crimes, the arrest and prosecution of offenders, and the recovery of stolen property. The precise assignment pattern, both by role and numerical strength, should be reviewed after about six months of operation and, if necessary, appropriate revisions should be made. The two evening shift officers should assist day specialists by making night contacts and troubleshooting any special, urgent calls. All personnel should work independently on their caseloads, notwithstanding that there will be occasions when several other investigators should go on raids, make arrests, execute search warrants, and so forth.
- There should be concerted steps taken to improve Detective Division/Patrol force inter-divisional coordination.
- Other than costs inherent in providing day shift detectives access to three additional unmarked vehicles for transportation during the conduct of followup inquiries, there are no costs associated with the recommended

TABLE 5-1
Detective Division Organization

Captain in Charge	
<u>Crimes Against Persons Unit</u>	(All homicides, assaults and robberies, sudden deaths and found bodies.)
1 Lieutenant 2 Officers	
<u>Crimes Against Property Unit</u>	(Auto thefts, larcenies, arson, burglaries, weapons violations, vandalism.)
1 Lieutenant 3 Officers	
<u>General ~ Purpose Unit</u>	(Rape, molestation and other sex offenses except prostitu- tion, fraud, forgery, reserve for other units.)
1 Lieutenant 1 Officer	
<u>Evening Assignment</u>	(Evening contacts, trouble- shooting, perhaps nominal caseloads.)
1 Sergeant 1 Officer	

specialization. There may, however, be some crowding in the renovated quarters, much as was the case before headquarters was moved to its current temporary location.

5.2 Chain of Command/Span of Control

- No major internal reorganization should be undertaken until the force has moved back to its permanent quarters and become stabilized. The Galvin-Angell organization model should then be implemented.
- Preparations should be undertaken to draw up a Charter amendment to adequately protect the Chief from political whimsey. If the proposal is adopted, the deputy chief rank should be abolished upon next becoming vacated. If a Charter change is successful, the Board of Aldermen should repeal the appropriate portions of Ordinances 17-16 and 17-37, as well as Ordinance 17-25 in its entirety, that pertain to the deputy chief rank.
- No appreciable costs are foreseen to effect the Galvin-Angell model. There would be no costs inherent in holding a Charter amendment election if, as would be proper, the issue was piggybacked as part of an upcoming municipal election.

5.3 Staffing

- The force should not be expanded beyond the present 124 positions. Moreover, a budget savings would be realized if the deputy chief position is abolished. It is the difference between the salary of one police officer and that of the deputy chief (about \$5,000 annually).

5.4 Ranks

- The Board of Aldermen should take corrective action in two sectors; One is to initiate Charter revisions pertaining to the appointment and removal of the Chief of Police;

the other is to change Ordinances pertaining to the present Detective classes.

- At the present time, City Charter Section 21 assigns the Mayor exclusive authority to appoint and remove the Chief. It would be appropriate, as well as a move toward modernizing the force and getting one more person back onto street duty, for Holyoke citizens to pass a revised Charter section. This should be similar to Sections 20, 21, 22, and 23 of the proposed Charter that was vetoed during the November 1975 Holyoke Municipal Election. These four proposed sections would oblige the Mayor to name a Chief qualified by past experience and education. If passed, the Charter section would protect the Chief from mayoral politics; and the police force could be managed in line with accepted professional concepts. The revised Charter should call for the Chief's appointment to a specified term.

- The deputy chief rank should not be abolished until the Charter has been changed. However, the Chief should not be brought under the entanglements of Massachusetts State Civil Service set out in Chapters 31 and 41 of Massachusetts General Laws. As Dr. Booth sagely advised:

"...it (Massachusetts Civil Service) would also mean that the people of Holyoke might be forced to retain a police chief long after he has lost the support and confidence of the political leadership and people of the city." (page 10)

Charter revision is urgent if Mayors continue to appoint professionally qualified chiefs, either from inside or outside the force. Moreover, if the deputy rank is retained and filled and the Charter is not changed, there would be literally two chiefs: The Chief and a deputy. The latter is an unnecessary rank and filling it is not the best use of limited tax dollars. In addition, circumstances could arise where the Chief and the deputy are at odds, to the detriment of the force and police service.

- The Board of Aldermen should amend Ordinance 17-16 so that the three specific "detective" captain, lieutenant, and sergeant position classifications are abolished. The amendment should state, however, that the incumbents should remain in their respective detective classes until they are promoted, retired, resigned, and the like at which time the classes would be collapsed. The abolishment of the detective prefixed classes would afford the Chief far greater and desired administrative flexibility within the intermediate supervisory ranks. The importance of this was underscored in the National Advisory Commission on Criminal Justice Standards and Goals report, Police, when it acknowledged that chiefs need latitude in assigning persons of rank commensurate with work. The report also supported broad position classifications as important ingredients in facilitating police organization and management.

5.5 Personnel Usage

- The Police clerk should be assigned additional duties as administrative assistant to the chief, including the conduct of special research and development projects. The evidence and property sergeant should relieve the captain who now handles vehicle fleet management of that role. These duties are not properly those of a captain. The return of headquarters to downtown should allow at least three uniformed "house officers" to be assigned to field patrol duty, essentially increasing street strength.
- Supervision at all levels of the force should be improved so that personnel spend all 8 hours of each duty tour on city business.
- The force should be retrained in conducting criminal and traffic crash investigations and in writing reports. Moreover, first-level supervisors must make a meaningful review of each report their personnel submit to assure the integrity and completeness of reports. The success of the new records system, as well as the full use of

detective-investigator time in supplemental investigations, is dependent upon the Patrol force conducting adequate preliminary investigations and writing detailed reports.

- There may be additional roles that could better be filled by civilians than sworn members. Parking meter enforcement, officer records division positions, and others should be reviewed to see if work could more efficiently and financially advantageously be performed by qualified civilians. If so, sworn members may be freed for street duty. Guidelines and decision factors identified in a July 1975 LEAA publication, Employing Civilians for Police Work, would be significant to the evaluation. Such a study and any resultant changes would also be consistent with the National Advisory Commission on Criminal Justice Standards and Goals' position that every police agency should assign civilian personnel to positions that do not require the exercise of police authority or the application of special knowledge, aptitudes, and skills of the professional peace officer.
- By complying with the Consultant's recommendations, the present 124 employee force should be used to best advantage and able to provide adequate cumulative effort to meet the city's present police needs. It is possible, however, that future personnel increases may be necessary. The Chief, provided with the necessary planning and research staff and adequate records, should be made to justify requests for future personnel increases by appropriate documentation. Such documentation, based upon research and utilitarian data, should set forth the existing and proposed status of the total police program. If it does not do so, it may be presumed that wither there is no need for additional police personnel or else some personnel are not being used fully in some units, thereby causing shortages in others.
- There is little budget effect when these actions have been taken. However, if there is further use of civilians, a budget savings should ensue.