

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Kirkwood, Missouri, Police Department

#151

June 1, 1973

NCJRS

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ACQUISITIONS

Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. Consultant Assigned:

G. Stephen Lloyd
Senior Associate
Public Administration Service

B. Date Assignment Received:

April 3, 1973.

C. Date of Contact with LEAA Regional Coordinator:

April 6, 1973.

D. Dates of On-Site Consultation:

April 25, 26, and 27, 1973.

E. Individuals Contacted:

Daniel B. Linza
Chief of Police
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Carl C. Haley
Captain of Police
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Desk Sergeant
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Administrative Assistant
Kirkwood Police Department

Jean Webdell
Policewoman
Kirkwood Police Department

II. STATEMENT OF THE PROBLEM

A. **Problem as per Request for Technical Assistance:**

Instructions were to perform a study having the following objectives:

1. To improve in-house records system and statistical analysis to ensure their compatibility with computerized equipment.
2. To ensure that enforcement and service needs are properly recorded and analyzed for the purpose of allocating manpower.
3. To review the Department's communications system and make recommendations as appropriate.

B. **Problems Actually Observed:**

The problem observed on-site differed from the problem defined in the request. The Kirkwood Police Department, in conjunction with several other neighboring police departments, recently received funding authorization from LEAA to conduct a comprehensive study of the needs and requirements for an automated records and statistical reporting system. A consultant has been retained to conduct this study. Therefore, a decision was made on-site to minimize the importance of meeting objective 1. Nevertheless, the LEAA/PAS consultant did make observations on the Department's record systems and on its current use of the City's unit record equipment. In addition the Department's overall organizational structure was studied from the standpoint of time-honored principles of organization; e.g., grouping of like functions, unity of command, span of control, authority commensurate with responsibility, etc.

III. FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached consultant's report.

V. RECOMMENDED COURSE OF ACTION

See attached consultant's report.

CONSULTANT'S REPORT

I. INTRODUCTION

Kirkwood, with a population of approximately 32,000, is the third largest city in St. Louis County and the tenth largest in Missouri. The 1970 census shows the City's population as 93.4 percent white and 6.6 percent black. The median age of residents was 31.5 years with 34.5 percent under 18 years of age; 55.2 percent 18 years to 64 years of age; and 1.3 percent 65 years of age and over. The City encompasses approximately nine square miles.

The Kirkwood Police Department employs 60 persons. Forty-nine employees are sworn police officers: 1 chief, 1 captain, 5 lieutenants, 7 sergeants, 1 administrative assistant, 3 detectives, 1 juvenile officer, 1 evidence/property officer, 1 safety officer, 27 patrolmen, and 1 policewoman. Civilian employees include five dispatchers, the city switchboard operator, the chief's secretary, three records clerks, and a custodian.

The Department is organized into two main units as shown in Chart I: the Bureau of Field Operations and the Division of Staff Services. The Bureau of Field Operations is commanded by a captain and includes the Patrol Division, Traffic Division, and the Detective Division. The Patrol Division is divided into five basic shifts: 7:00 A.M.—3:00 P.M.; 10:00 A.M.—6:00 P.M.; 3:00 P.M.—11:00 P.M.; 6:00 P.M.—2:00 A.M.; and 11:00 P.M.—7:00 A.M. Patrol command and supervision is provided by four lieutenants and four sergeants. A total of 21 patrolmen are assigned to the Patrol Division. For patrol purposes the City is divided into three basic beats. Overlap coverage is provided by extra patrolmen so that at certain hours of the day as many as six patrolmen are in the field.

The Traffic Division, commanded by a sergeant, is responsible for basic traffic enforcement, accident investigation, and safety education. To perform these duties, six patrolmen and the safety officer are assigned to this division. In addition, one sergeant (the business district sergeant) has duties centered on parking enforcement in the business district, liaison with the business district community, supervision of part-time crossing guards, and abandoned vehicles. The supervising sergeant of this division also serves as the City's traffic engineer and as the Department's liaison with the City Traffic Safety Committee.

The Detective Division is responsible for follow-up investigations and offenses committed by juveniles. The evidence/property officer is in charge of the Department's evidence vault, performs all identification photography and fingerprinting, and collects and preserves evidence found at crime scenes.

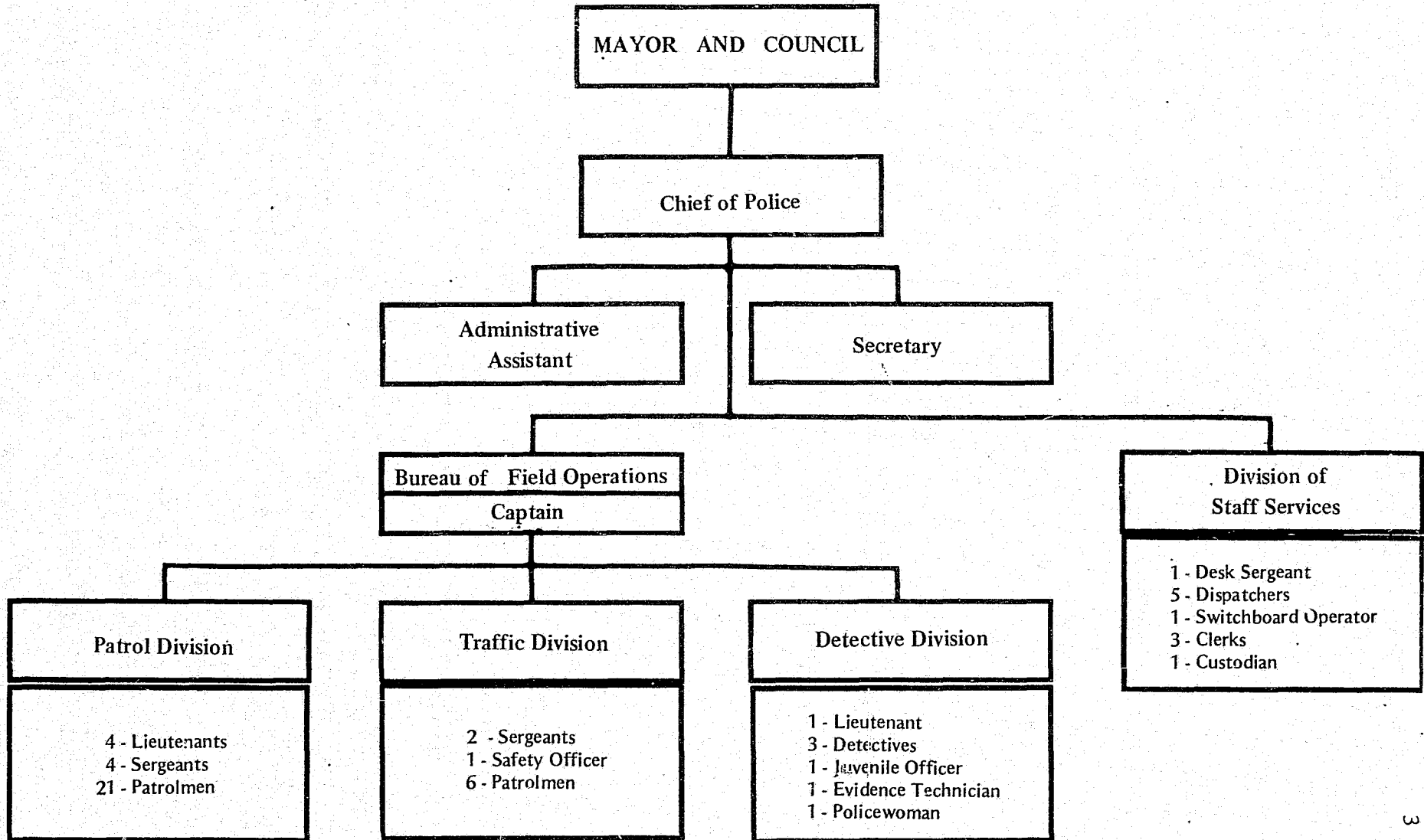
The Division of Staff Services is essentially a records and communications unit and is supervised by the desk sergeant. In addition to supervising this operation, the desk sergeant serves as the Department's liaison with the Municipal Court and completes FBI reports.

The Office of the Chief includes responsibility for police—community relations as well as administrative aspects of the Department. Personnel management is shared with the Civil Service Commission and the City Administrator who acts as the City's personnel officer. Applicants for both initial employment and promotion are certified by the Civil Service Commission and appointments are made by the City Administrator upon the recommendation of the Chief. The Chief participates extensively in formulating the selection process.

The organization, programs, and processes of the Kirkwood Police Department encompassed within the scope of this study are treated more comprehensively in the body of this report.

Chart I

CURRENT ORGANIZATION
KIRKWOOD POLICE DEPARTMENT



II. ORGANIZATION AND FUNCTIONS

A number of factors must be considered in determining the appropriate structure of an organization. These include agency goals, available resources, functions to be performed, clientele, time of performance, and geographic area to be covered. Traditional organization theory has placed heavy emphasis upon these elements as well as upon certain "principles" which have been considered essential to effective agency performance. These principles include:

1. The grouping of like functions of the organization to achieve a high degree of specialization.
2. Unity of command within a hierarchy, emphasizing clear and unitary lines of control.
3. Staff-line dichotomy, with final authority for decisions resting with line personnel.
4. Reasonable span of control limiting the number of subordinates directly responsible to a given supervisor.
5. Preserving authority commensurate with responsibility.

Most administrators of police departments have adopted the essential features of these principles to guide them in organizing and administering their agencies.

The Kirkwood Police Department is organized on four bases:

1. According to the function to be performed.
2. According to the time of day during which the function is to be performed.
3. According to the clientele for whom the function is to be performed.
4. According to the geographic location at which the function is to be performed.

For example, the Bureau of Field Operations includes all direct police functions performed for the public. Within the Bureau of Field Operations, services are provided on various shifts. Within the Detective Division, the Juvenile Unit serves a particular clientele—juveniles. Geographically, patrol and traffic activities center around specific beat areas to maximize immediate availability of units.

Bureau of Field Operations

The Bureau of Field Operations contains the Patrol Division, Traffic Division, and the Detective Division. These are the units generally considered to be responsible for providing primary and secondary field services.

The Patrol Division is organized into five shifts to provide around-the-clock coverage of the City. Three basic eight-hour shifts (7:00 A.M. to 3:00 P.M., 3:00 P.M. to 11:00 P.M., and 11:00 P.M. to 7:00 A.M.) are augmented by fourth and fifth shifts (10:00 A.M. to 6:00 P.M., and 6:00 P.M. to 2:00 A.M.) designed to increase manpower availability during peak service hours. Each of the three basic shifts is commanded by a lieutenant, supported by sergeants who are primarily field supervisors.

In the field, officers are assigned to three specific patrol districts. Patrol officers working the fourth and fifth shifts provide "umbrella" coverage. Detailed discussion of the beat system and methods used for determining manpower levels and deployment is reserved for a later section of this report.

The Traffic Division is essentially divided into three units with manpower allocated accordingly. Six traffic officers enforce traffic laws and investigate accidents. They work two basic shifts (7:00 A.M. to 3:00 P.M., and 3:00 P.M. to 11:00 P.M.). A third shift (10:00 A.M. to 6:00 P.M.) is superimposed on these shifts to increase manpower availability during hours of peak traffic activity. These shifts are under the field supervision of patrol sergeants, but are guided by the directives of the traffic sergeant to ensure a uniform and selective approach to traffic problems. A business district sergeant, reporting to the traffic sergeant, enforces parking ordinances and communicates with the downtown business community relative to law enforcement problems. The safety officer, who also reports to the traffic sergeant, conducts an aggressive program of traffic safety education in schools and throughout the community.

The Detective Division, a secondary field element, is commanded by a lieutenant. Internally, the Division's three detectives work three shifts (8:00 A.M. to 4:00 P.M., 11:00 A.M. to 7:00 P.M., and 2:00 P.M. to 10:00 P.M.). The juvenile officer, although assigned to a day shift, has a flexible work schedule because of the nature of the assignment. The evidence/property officer and the policewoman are assigned to a day shift.

Division of Staff Services

The second major element within the Department is the Division of Staff Services. The ranking officer of this division is a desk sergeant. This rank is below the rank of sergeant. The desk sergeant supervises the records system, the communications center, and custodial maintenance of the police building. Other services elements—rifle range

operation, jail, and equipment maintenance—are assigned to command and supervisory personnel in the Bureau of Field Operations or to the Office of the Chief.

The records and communications operations are discussed in greater detail later in the report.

Office of the Chief

Responsibility for overall coordination of departmental activities lie with the Office of the Chief. He is assisted by an administrative assistant, who also coordinates the Department's police-community relations program. This program has achieved some prominence in the community as well as nationally. The efforts in police-community relations are outstanding and well-known and need not be covered here.

Proposed New Organizational Pattern

The general functional basis for organizing the Department is generally adequate. However, a number of functions which have emerged as priority issues, e.g., planning and crime prevention, have been assigned to currently existing organizational elements in ways which are not likely to achieve maximum performance. In addition, functions such as records and communications and other staff services have become more complex and demanding as the Department has grown. These functions need organizational upgrading in order to achieve prominence within the Department.

On the basis of these considerations, as well as others discussed in later sections, the organization illustrated in Chart II is recommended for the Kirkwood Police Department.

Briefly, the new structure retains the two major elements of the Department, field operations and staff services, but adds a third to house community outreach activities. The establishment of the Division of Community Services recognizes the fact that continued attention to this critical area will require full-time support and supervision. This division should be commanded by a sergeant and contain the following personnel: juvenile officer, safety officer, and policewoman. It would be responsible for police-community relations; e.g., the Department's speakers bureau, relations with the business community among other activities, crime prevention (juvenile services, police-school liaison, operation identification), and school safety activities.

The Bureau of Staff Services should be commanded by a lieutenant and house the functions of personnel management, training, and planning as well as the current functions assigned to this bureau.

The proposed organizational realignment will require reallocation of present personnel to the new organizational units. Table 1 summarized the required changes.

Chart II

PROPOSED ORGANIZATION
KIRKWOOD POLICE DEPARTMENT
1973

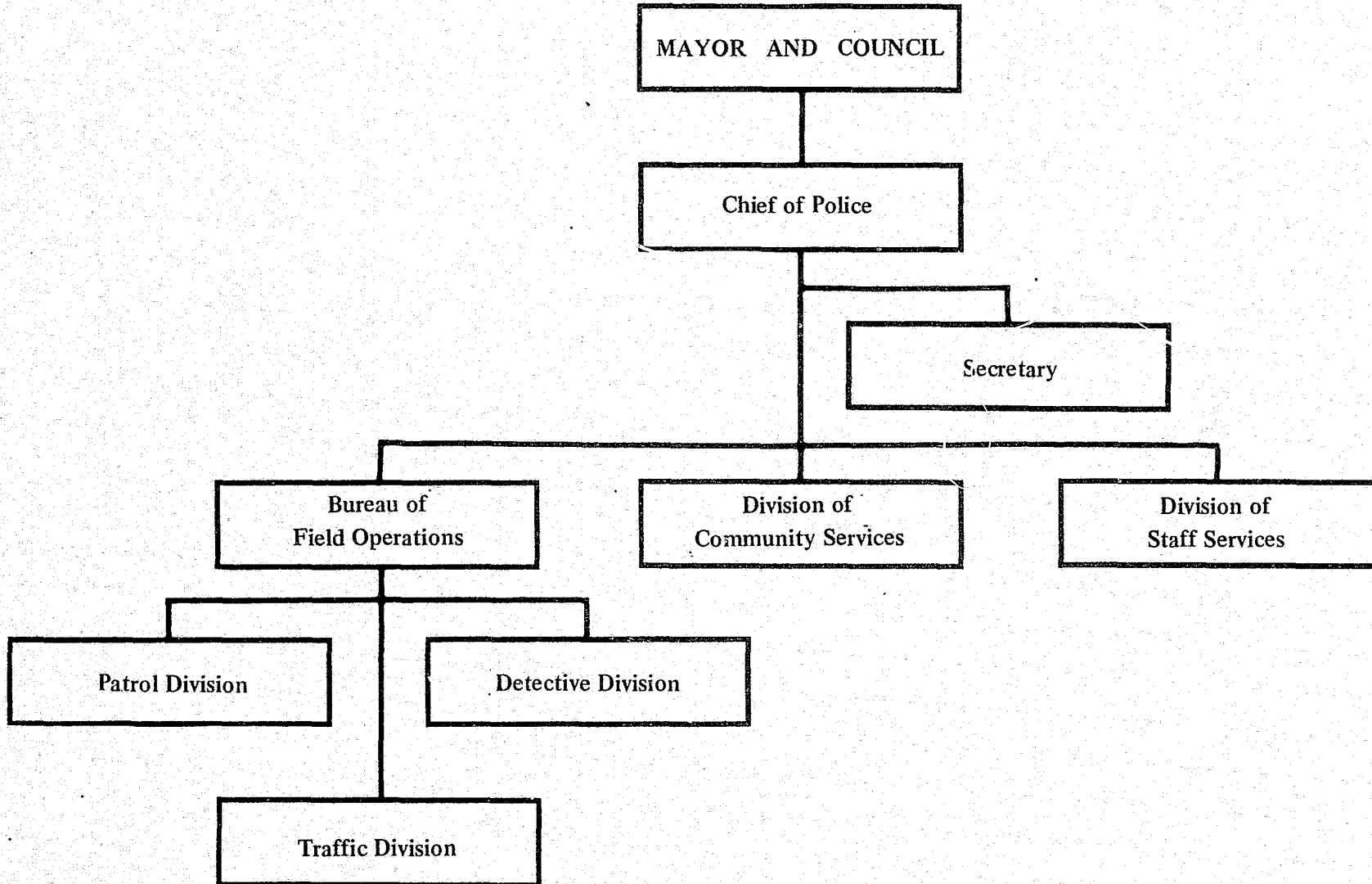


Table 1
PRESENT AND PROPOSED MANPOWER DISTRIBUTION
KIRKWOOD POLICE DEPARTMENT
1973

<i>Organizational Unit</i>	<i>Present</i>	<i>Proposed</i>	<i>Difference</i>
<u>1. Office of the Chief</u>			
Chief	1	1	0
Administrative Assistant	1	0	-1
Secretary	1	1	0
Total	3	2	-1
<u>2. Bureau of Field Operations</u>			
<u>Administration</u>			
Captain	1	1	0
Total	1	1	0
<u>Patrol</u>			
Lieutenants	4	4	0
Sergeants	4	4	0
Patrolmen	21	21	0
Total	29	29	0
<u>Traffic</u>			
Sergeant	1	1	0
Sergeant (business district)	1	1	0
Safety Officer	1	0	-1
Patrolmen	6	6	0
Total	9	7	-2
<u>Detective</u>			
Lieutenant	1	0	-1
Sergeant	0	1	+1
Detectives	3	3	0
Juvenile Officer	1	0	-1
Evidence Technician	1	1	0
Policewomen	1	0	-1
Total	7	5	-2
<u>3. Division of Staff Services</u>			
Lieutenant	0	1	+1
Desk Sergeant	1	1	0
Dispatchers	5	5	0
PBX Operator	1	1	0
Clerks	3	3	0
Custodian	1	1	0
Total	11	12	+1
<u>4. Division of Community Services</u>			
Sergeant	0	1	+1
Juvenile Officer	0	1	+1
Safety Officer	0	1	+1
Policewoman	0	1	+1
Total	0	4	+4
Grand Total	60	60	0

Proposed Functions

It would be well at this point to comment briefly on a few of the functions of the three proposed major units.

Division of Staff Services

Several court-related duties are currently performed by the Police Department personnel, specifically the desk sergeant in the Division of Staff Services. The desk sergeant serves as the Clerk of the Municipal Court. In this endeavor, he is responsible for scheduling cases, sending out summonses, appearing in court as a representative of the Police Department, and noting dispositions. He is assisted by a clerk assigned to the Police Department. While it is undoubtedly necessary and proper that the Police Department have a unit to provide liaison between the Department and the Court, it is not proper that the Department perform duties which are essentially the responsibility of the Traffic Violations Bureau and the Court. Rather, the Department, through the Division of Staff Services, should serve as the focal point for exchanging information and coordinating activities between these two key elements in the criminal justice system. The Division of Staff Services should also logically serve as the warrant unit of the Department and be responsible for notifying officers to appear in court as required. All other duties should be reassigned to more appropriate agencies.

The reconstituted Division of Staff Services should also perform the police planning and personnel and training functions. The lieutenant, proposed to be assigned to command this division, should assist the Chief with these vital police management functions. Although the Department is currently providing adequate emphasis to them, it is believed that the assignment of these functions to one unit would increase the Department's ability to serve the needs of the Department and the community. The following activities are suggested:

1. Management planning, which includes assistance in the preparation of the annual budget, studies of the organizational structure, and the personnel management and training functions.
2. Operational planning, which includes the development of working schedules, beat boundaries, manpower levels and deployment, and equipment availability and maintenance.
3. Procedural planning, which includes the development of field procedures, communications and records procedures, and office procedures.

Division of Community Services

The creation of a Division of Community Services would give organizational recognition to the Department's emphasis on crime prevention and community outreach

activities. Included in this division would be the several functions mentioned earlier, principally the juvenile function, the activities of the safety officer, certain activities of the business district sergeant, and certain activities of the administrative assistant to the Chief. The Division would have the following basic functions in addition to the juvenile and safety officer functions:

1. Based on information gleaned from the police reports, mount publicity campaigns to alert the public to crime trends.
2. Issue bulletins to businesses and homeowners telling them how to protect themselves against criminal acts.
3. Coordinate the Department's Speakers' Bureau, preparing speeches, film strips, and other programs.
4. Inspect homes and businesses to identify features which make them particularly susceptible to criminal attack and to provide corrective advice.
5. Work with citizen, civic, and service groups in crime prevention activities.
6. Advise all elements of the Department in matters of crime prevention, identifying alternatives to arrest and actively working with other agencies and the community to correct the conditions that cause crime.

Bureau of Field Operations

Certain functions of the Bureau of Field Operations have been recommended for transfer to other organizational elements of the Department. It would also be appropriate to transfer the preparation of the Department's monthly report from the commander of the Bureau to the Division of Staff Services.

Office of the Chief

The current duties and responsibilities of the administrative assistant relative to police-community relations should be assigned to the Division of Community Services. His personnel and training functions should be assigned to the Division of Staff Services. It is appropriate that the position of administrative assistant be reclassified to sergeant in charge of the Division of Community Services.

III. STAFFING AND MANPOWER UTILIZATION

There is no area of police management where work standards are more commonly used than in reference to manpower, but unfortunately nowhere more inappropriately. Average ratios of police personnel to units of population have become "standards" for police administrators with lower ratios. Obviously, if this year all departments with below-average ratios for their population groups had their personnel complements raised to match these ratios, there would be, next year, new and higher ratios and thus, new and higher "standards."

It is a reasonable assumption that the number of police personnel in a given city is determined by a number of factors, including conditions which contribute to criminal depredations, disorder, and traffic accidents and congestion, and the willingness and ability of the City to pay for police services. The number is also influenced by the value judgments and persuasiveness of the City's Police Chief.

Although an obvious point, it is worth emphasizing in any discussion of police manpower that the quality and efficiency of the service are more significant than gross manpower figures. The type of man brought onto the force, the nature and amount of his training, the quality of the leadership he is provided, the suitability of his equipment, and the efficiency of operating procedures very significantly affect the amount of manpower needed to provide a given level of police service.

Manpower utilization policies, such as decisions about the use of one-man or two-man patrol and detective cars, also quite significantly affect how much police service and protection can be made available through a given amount of manpower.

There are, then, no standards for optimum police staffing for cities of various sizes and no precise formulae available for determining personnel needs. This is true because, in addition to these factors mentioned above, there is no standard city and no two are so similar that the staffing pattern of one would precisely meet the needs of the other. Variations in the degree of industrialization, ethnic composition, and traditions are conditioning factors. Citizen and official interest in the product of police service, recruiting and training practices, and conditions of employment introduce further variables. The location of a city, whether in an isolated area or a metropolitan complex, will greatly influence police needs and programs.

Perhaps more important than overall manpower levels is the determination of how many personnel, and with what ranks and specialty skills, will be assigned to the various divisions and units of the Department, to the various areas of the community, and to particular time periods.

In an effort to make determinations as to both overall manpower levels and manpower distribution, the Department extensively uses the City's unit record data processing equipment. The main source documents used for the Department's reporting systems include the following:

- Complaint/Dispatch Card
- Arrest Report
- Field Interrogation Report
- Accident Report
- Warning Report
- Officers Work Sheet

Reports generated from these source documents include information on the following:

1. Complaints and accidents by type, sector (location), day of the week, and time of day.
2. Arrests by type and officer.
3. Field interrogations by name of individual stopped.
4. Warnings by type and officer.
5. Officers activity by name of officer.

One need not perform a thorough analysis of the Department's statistical reporting system to conclude that it is generally adequate for determining manpower levels and allocation as well as providing police management with appropriate controls over manpower performance. Details of a system to utilize more fully the information in these reports are outlined below. This system, while not without fault, should provide the Department with ample information to justify its decisions on levels and distribution of manpower.

Proposed System for Determining Manpower Levels and Distribution

Patrol Division

An analysis of patrol division requirements starts with the assumption that a recent historical pattern of both the number of police services and the geographical location of these demands are the best indicators of future demands.

Using one year's reports the criminal and nontraffic service incidents should be totaled for each of the three basic shifts (7:00 A.M. to 3:00 P.M., 3:00 P.M. to 11:00 P.M., and 11:00 P.M. to 7:00 A.M.). Incidents should then be converted into time requirements. Generally, a time factor of 45 minutes per incident is used. However, the Kirkwood Police Department may find that it requires more or less time to investigate an incident. The actual average time can be obtained by taking a sample of incidents and computing the actual time it takes to complete each incident. This computation will require key punching of the time each sample call was completed and subtracting the time the car was dispatched from the time the car completed the investigation. Present equipment is capable of performing this operation.

The objective, using a time factor for each incident, is to determine how much time was spent dealing with police incidents, the premise being that at least this much time would be needed to deal with future incidents. Obviously, patrol activity consists of more than merely responding to and processing calls. Two additional time factors, each equivalent in time value to the time required for handling incidents, should be incorporated—one for preventive patrol and one for time devoted to administrative matters such as report writing, meals, car service, and miscellaneous activity.

After obtaining a total work load (incidents, preventive patrol, and administrative time) for each shift, these totals are divided by 2,920 hours (8 X 365), the number of hours in a year which can be contributed by one man in one shift. The product is representative of the minimum number of beats (which is synonymous at this point with a full man-year of work) required for each shift. Of course, one man does not work 365 days a year. Thus, an adjustment is made to determine the number of men needed to cover a beat for a full year. A standard factor of 1.7, called an "availability factor," is normally used to define the total number of men needed to cover the number of beats for each shift, 365 days a year. The number of beats on each shift is then multiplied by the availability factor to obtain the number of patrol officers on each shift.

A sample determination using the methodology is contained in Table 2. You will note that a factor is included for increasing the number of beats because of size or the desire for increased response time.

Traffic Division

A similar methodology for determining Traffic Division manpower can be used. Work load will include traffic accidents, citations, and warnings. A standard time factor should be developed for each of these activities. For example, a traffic accident may require 1 hour to investigate, a citation 10 minutes, and a warning 5 minutes. As with patrol activities, traffic patrol time and administrative time should also be included in the calculations.

Table 2

SAMPLE BEAT STRUCTURE AND MANPOWER REQUIREMENTS COMPUTATIONS
 KIRKWOOD POLICE DEPARTMENT
 1973

	<i>Shift 1</i> 7:00 A.M. - 3:00 P.M.	<i>Shift 2</i> 3:00 P.M. - 11:00 P.M.	<i>Shift 3</i> 11:00 P.M. - 7:00 A.M.
1. Incidents sampled.	6,000	5,500	3,500
2. Multiply by .75 hours (45 minutes) to get the number of hours required to complete demanded police assignments in one year.	4,500	4,125	2,625
3. Multiplied by three to provide time for preventive patrol and administrative matters.	13,500	12,375	7,875
4. Divided by the number of work hours required to cover one beat on one shift for one year, 2,920 (8 x 365) to determine number of beats required and rounded.	5	4	3
5. Increased if size of beats or desired response time warrants.	5	5	4
6. Multiplied by 1.7 to determine number of men needed to staff beats seven days per week and to allow for vacations, sick leave, court time, and military leaves.	8.5	8.5	6.8
7. Rounded to next highest number.	9 ^a	9 ^a	7 ^a

^a Totals anticipate use of one-man cars only.

Detective Division

The principal factors used in determining Detective Division manpower are: (1) the precise amount of time used on a case and (2) what is or should be the average amount of time effectively applied to an investigation. This information must be available to make informed management decisions. Knowledge of time required for an investigation, when coupled with crime statistics which show unsolved crimes, provides at least a generally systematic means for predicting investigation manpower needs.

In addition to case load and time information, Detective Division personnel should also account for time spent on other activities; i.e., meetings, speeches, liquor license checks, prisoner processing, background checks, warrants served, etc. Time spent on these activities will round out the information needed to calculate investigative manpower.

IV. STAFF SERVICES

The desk sergeant supervises the records and communications operations of the Department. He is assisted by three records clerks assigned to the records center and five dispatchers and a switchboard operator assigned to the communications center. Other aspects of staff services include equipment and the building.

Records

A complete review of a records operation requires an appraisal of the following topics: (1) the technical aspects of the system—such things as the data input procedures, report forms, indexing files; and (2) the informational aspects of the system—the uses of systems data. The first topic is concerned with data collection procedures, the quality of data, and ease of retrieval; the second with uses of information for evaluation and decision making.

Although a complete appraisal of the records system was not completed because of the impending records study by another consultant, some observations were made.

The technical aspects of the Kirkwood records system are impressive. The design and number of forms, the policy of using the complaints card as the final report on the majority of miscellaneous incidents, the report review procedures, the single comprehensive name index, and the maintenance of a minimum number of files all reflect knowledge and observance of the best techniques currently recommended by many police records authorities.

The most critical problem facing this agency is space for housing records. Four recommendations are in order.

Over the years the master index has become overburdened with numerous old and seemingly useless information. Before the policy to use the complaint card as the final report on miscellaneous incidents was inaugurated, an index card was completed on names, principally complainants, of parties involved in these matters. In order to make space available in the existing index files, these cards should be removed from the files. In this regard, all index cards involving miscellaneous (noncriminal) incidents over three years old should be purged from the files.

A similar policy should be followed with respect to complaint cards representing miscellaneous incidents. See complaint cards of miscellaneous incidents on which formal, written reports have not been made should be purged after one year.

The Department should seriously consider microfilming many of its old records (case reports, arrest reports, accident reports, etc.) which must be maintained as public records.

Finally, the Department should destroy its copies of traffic citations with dispositions after one year. A duplicate copy is contained in the state files at Jefferson City.

The second aspect of records systems, the informational aspect, was touched upon in **Staffing and Manpower Utilization**. The output of the various reports produced by the City's unit record equipment, coupled with use of a methodology for defining field patrol manpower needs submitted earlier under separate cover, should be adequate for purposes of management control. Moreover, the officer's activity report or worksheet enables police managers to monitor progress of individual officers in meeting personal and departmental objectives.

One suggestion is offered to improve the Department's Monthly Operations Report. The report contains much material which should be reduced to table form so that comparisons can be made between the current month, the current year to date, the same month the previous year, and the previous year to date. Also, the report is produced too late after the close of the month to be considered timely. If information is not available within 10 days after the end of the month, it should not be included in the report.

Communications

The communications center is the key element in coordinating police operations. The Kirkwood Police communications center also serves as the communications center for the Kirkwood Fire Department and as the city switchboard.

The activities performed by the dispatchers are quite varied. They receive telephone calls from the public; determine which calls require service; dispatch calls; check records and auto licenses for field officers; complete complaint cards; and greet and provide service to citizens who come to headquarters.

To perform these operations as well as operate the city switchboard, the Department employs five dispatchers and a switchboard operator. Hours of duty are as follows:

	7:00 A.M. — 3:00 P.M.	8:00 A.M. — 5:00 P.M.	3:00 P.M. — 11:00 P.M.	11:00 P.M. — 7:00 A.M.	Relief
Dispatchers	1		2	1	1
Switchboard Operator		1			

The overall effectiveness of communications operations is adequate, but improvements should be made to make it more effective and efficient.

The layout of the communications center is exceedingly poor. On one side of the room is the switchboard and on the other side is the radio control console. In between but off to one side is the computerized information terminal. On the wall on the other side are the several burglar, bank, and direct fire alarms. In order to answer inquiries at the counter, dispatchers must get up from either the switchboard or the radio control console and navigate around the computer terminal. The switchboard is a two-position operation and is outmoded.

Several improvements are required. First, the switchboard should be replaced with a modern device, preferably a touchtone system. It should be located at the radio console position. Perhaps even more desirable is a Centrex system whereby an outside caller can, if he knows the number of a particular department, call that party direct without operator intervention. In cities using the Centrex systems, experience has shown that approximately 95 percent of the calls can be made without operator intervention. This system thus makes the switchboard operator available for dispatching duties.

A second radio console, an exact duplicate of the current one but without the map, should be installed. A phone console should also be located at this position.

The burglar alarms on the wall should be removed and included on one of the radio consoles. Space has been provided on the console for this purpose.

The two radio consoles should be located side-by-side and the computer terminal located between the two.

If the City's phone system is changed to Centrex, current staffing of the communications center should be adequate. There should be two dispatchers on duty on days, two on evenings, and one from 11:00 P.M. to 7:00 A.M. One dispatcher should be in relief status. Although this level cannot be increased without further justification, occasions may occur when additional personnel are needed for basic coverage. Two alternatives are to use uniformed personnel or hire cadets. The second alternative is clearly superior.

One further modification in the communications system is suggested. The use of a headset at one position is recommended to provide hands free operation at this console.

Equipment

The Department's equipment includes four unmarked automobiles, eight marked automobiles, two two-wheel motorcycles, one three-wheel scooter, and one van. The number of vehicles is inadequate for the maximum amount of manpower which can be placed in the field at one time. A few examples will point this out.

With respect to marked automobiles, the following officers, each needing a vehicle, may be in the field at one time:

3 patrol officers	7:00 A.M. - 3:00 P.M.
3 patrol officers	11:00 A.M. - 7:00 P.M.
2 traffic officers	7:00 A.M. - 3:00 P.M.
1 traffic officer	11:00 A.M. - 7:00 P.M.
1 lieutenant	7:00 A.M. - 3:00 P.M.
1 sergeant	7:00 A.M. - 3:00 P.M.
11	Total

Unless two traffic officers use two-wheel motorcycles and the lieutenant does not leave the station, the eight marked cars are not sufficient. Moreover, there are no extra vehicles in case of breakdowns. The current shortage of vehicles results in officers riding two men to a car—a counterproductive use of manpower.

It is recommended that the Department purchase two additional marked cars.

The shortage of unmarked cars is also serious. Excluding the car assigned to the Chief, there are three cars available. Working hours of the three detectives, the juvenile officer, and the evidence/property officer overlap so that all could be working at the same time. Since there are only three vehicles, two officers are without transportation.

It is recommended that one additional unmarked car be purchased to reduce the severity of the vehicle shortage.

Building

Police headquarters is a relatively new building in excellent condition. However, space needs in some instances are critical. There is only one small room for report writing (a former interview room) and there is no facility for interviewing other than in jail cells.

It would be appropriate to convert part of the gymnasium in the basement to a report room and use the interview room for its intended purpose. Other office changes will be necessary if organization and staffing recommendations are implemented. In any event, the gymnasium area provides the only available space resource short of building an addition to headquarters.

END

7 abies/more