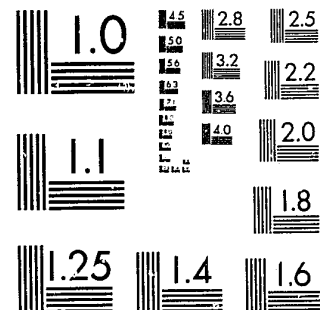


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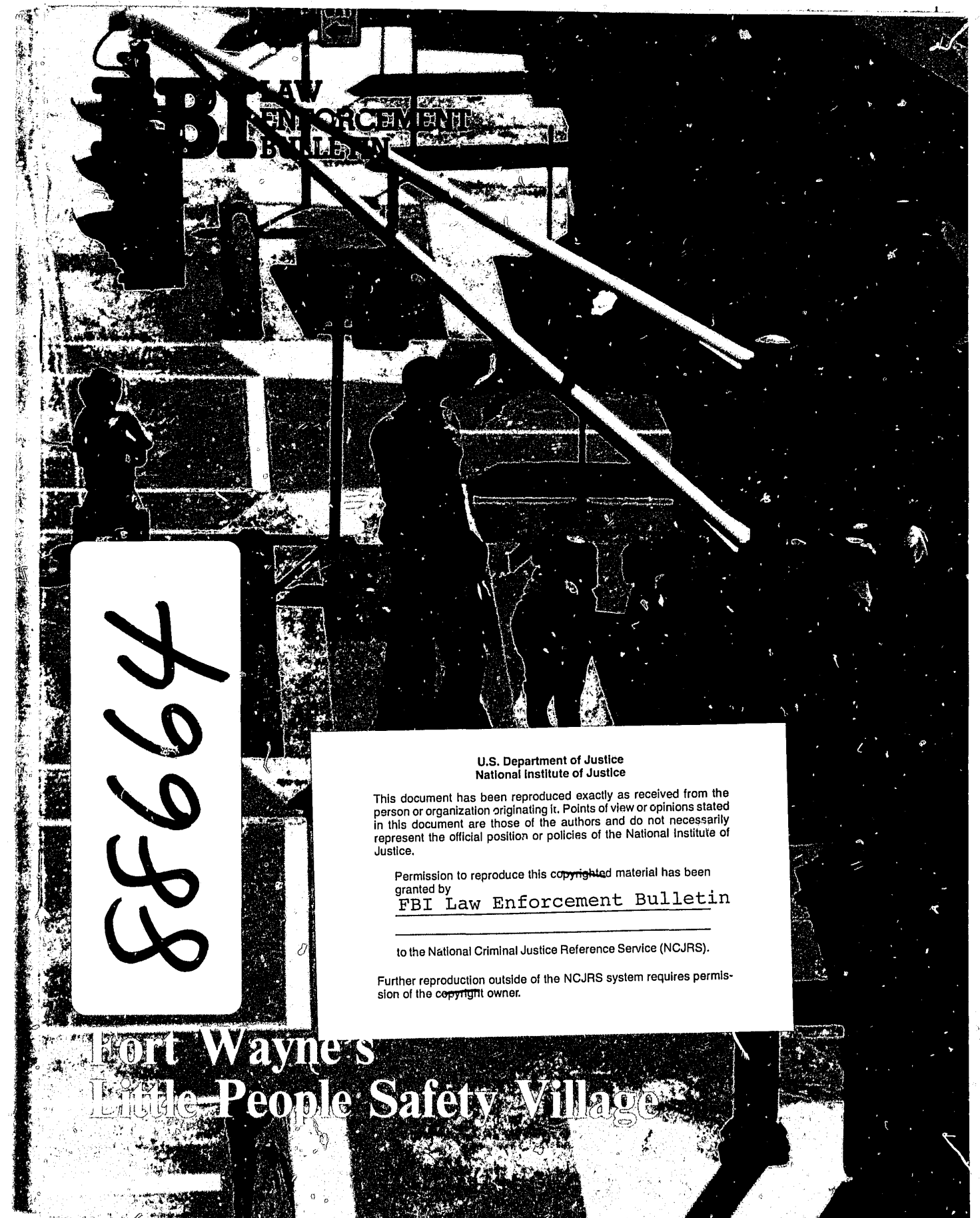
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FBI LAW ENFORCEMENT BULLETIN

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Contents

- Management** [1 **Facing Increasing Crime With Decreasing Resources**
By Clyde L. Cronkhite 88664
- Personnel** 12 **Discipline: The Need for a Positive Approach**
By Ronald F. Asher
- Traffic** 16 **Fort Wayne's Little People Safety Village**
By Kenneth E. Van Ryn
- The Legal Digest** 22 **Over-reaction—The Mischief of *Miranda v. Arizona***
By Fred E. Inbau
- 31 **Wanted By the FBI**



Fort Wayne's Little People Safety Village

The Cover: Teaching children traffic safety during their formative years appears to be effective in reducing traffic accident deaths. See article p. 16.

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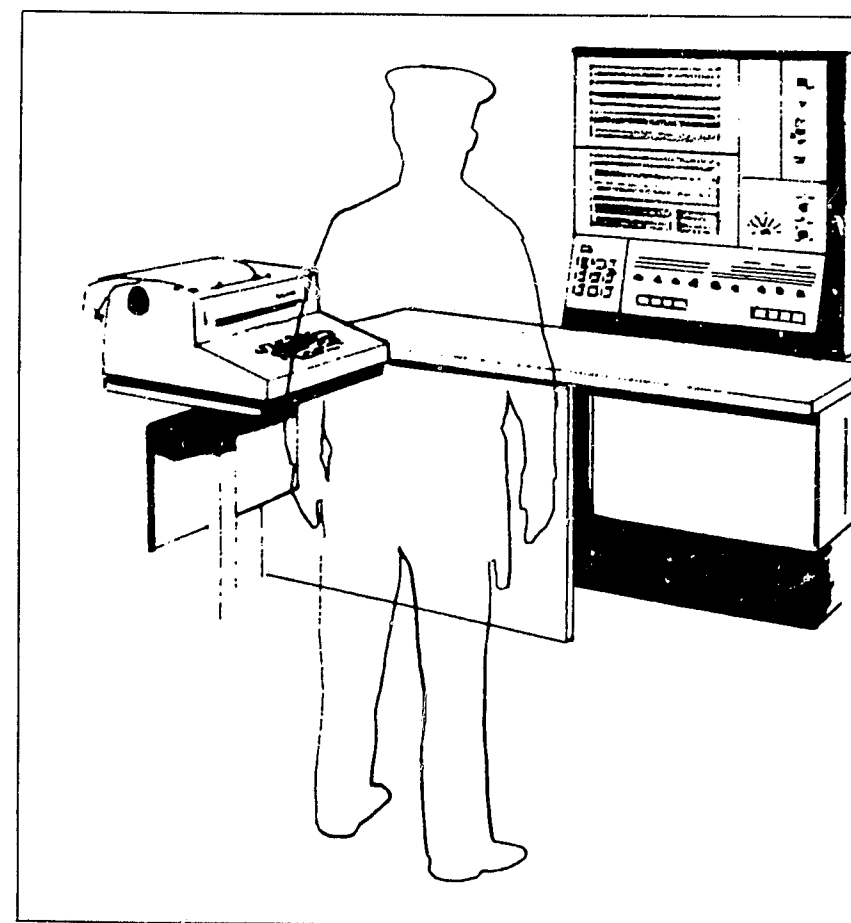
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Management

Facing Increasing Crime with Decreasing Resources

By
CLYDE L. CRONKHITE
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Los Angeles, Calif.*



EDITOR'S NOTE: This article is adapted from a presentation made by Deputy Chief Cronkhite to the Canadian Association of Chiefs of Police in August 1982.

Combating increasing crime with static or decreasing resources is a challenge for today's police administrators. This challenge requires us not only to work harder but also to work smarter to reach our mutual goal of providing a safe and comparatively crime-free environment for the public we serve. We can more effectively meet this challenge by sharing our experiences—by sharing information about what works and what does not.

In California, we have experienced a substantial reduction in tax revenue due to Proposition 13, which was approved by our voters in 1978. This proposition limits property tax to 1 percent of market value. The results for the Los Angeles Police Department (LAPD) has been the loss of approxi-

“Combating increasing crime with static or decreasing resources is a challenge for today's police administrators.”



Deputy Chief Cronkhite



Daryl F. Gates
Chief of Police

mately 1,000 civilian and sworn personnel, a 10-percent reduction in our department's personnel strength. Because of this, we have been forced to manage with less, to experiment, and to research what other agencies have found successful.

POLICE RESOURCES

In the broadest terms, our resources as police managers are personnel, equipment, and information.

Personnel is, of course, our largest and most important resource in meeting the crime threat. Because personnel constitutes 80-95 percent of our budgets, when budget cuts occur, they usually result in personnel reductions. However, there are methods by which remaining personnel resources can be stretched to take up the gap.

Team Policing

In the 1970's, LAPD, as well as many other police agencies, adopted team policing, which was effective in reducing crime. While crime was rising nationwide, LAPD was able to stabilize and reduce major crime from 1971 through 1977, the years the department was organized around team policing.

However, with the loss of over 10 percent of our personnel in the last 5 years, it has been determined that the department can no longer afford this concept. Combining patrol, detective,

and traffic functions into geographical teams resulted in administrative overhead and inflexibility of personnel assignments. Additionally, many of the community meetings that are fundamental to team policing were being conducted on an overtime basis and were paid from overtime funds that no longer exist. Even so, a minimum number of basic field units assigned to set geographic areas are still maintained.

Neighborhood watch meetings are held on an "as needed" basis with citizen volunteers so that officers are removed from field patrol for only a short period of time. The remainder of the field force is assigned where the workload determines they are needed.

Uniform Deployment Formula

To make the maximum use of available field officers, departments experiencing cutbacks are having to rely more on formulas that usually include calls for service, crime, traffic accidents, property loss, population, street miles, and population density. In the LAPD, a number of patrol officers are "reshuffled" every deployment period (28 days) according to this formula. Each geographic area is evaluated on the above factors and manpower deployed where the formula shows they are most needed.

Priority Management of Radio Calls

Several contemporary studies (particularly those of Kansas City, Mo., and Syracuse, N.Y.) indicated immediate response to all requests for service is not cost-effective. Consequently, a number of police agencies are now providing immediate response only to

requests involving serious crimes in progress or where there is a present threat of death or serious injury. Other responses to calls for service are delayed and scheduled when sufficient radio units are available. In some cases, low priority requests are made on an appointment basis during non-peak work hours.

In Los Angeles, under a program called System to Optimize Radio Car Manpower (STORM), a specifically deployed small percentage of radio units handle, on a scheduled basis, a large percentage of noncritical, low priority calls for service, e.g., barking dogs, loud radios, etc. Other radio units, therefore, remain available for immediate response to critical calls. Additionally, on all calls where a delay in dispatching occurs, a call-back is made

to determine if the citizen still requests a police unit when one becomes available. This has reduced dispatching radio units when they are no longer needed. STORM provides the LAPD with the equivalent of approximately 56 officers in additional field time.

Some agencies, including the San Diego, Calif., Police Department (SDPD), have worked with their city council to establish a prioritized list of activities performed by radio units. By forming an agreement between the city council and the police department as to the desired activities to be performed, appropriate response times, how long each activity should take, and how much available patrol time should exist, they have established the basis for manpower requirements. If requests for service from the public increase, then

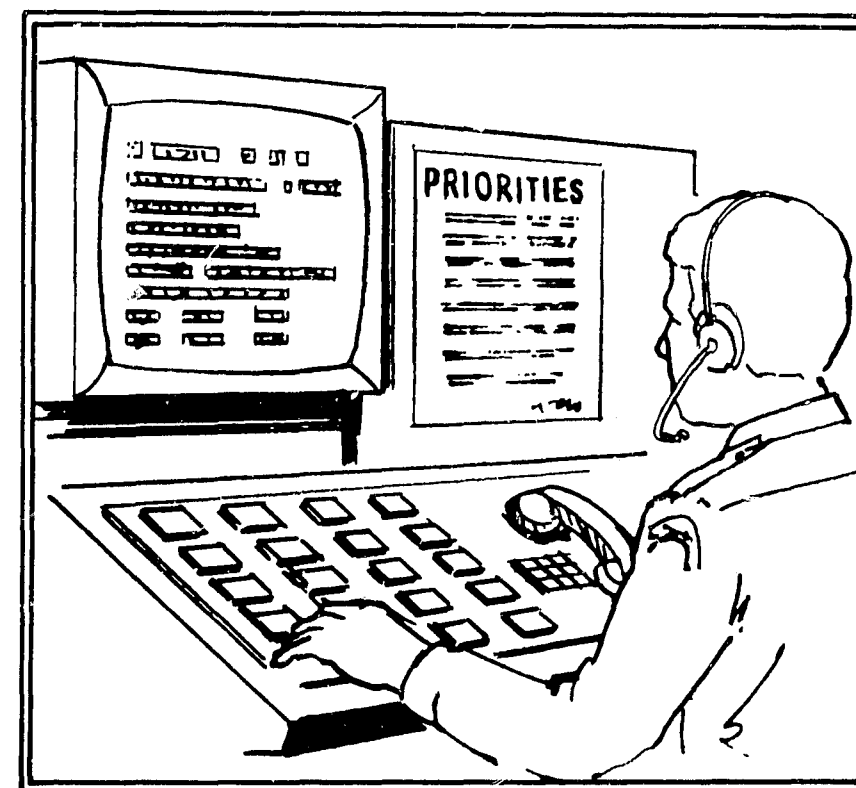
the city council must provide funding for additional personnel or recognize that response time will increase and lower priority activities will not be handled. By this method, the council directly shares in the responsibility for proper service to the community.

Some agencies have strict control over the number of units responding to a dispatched call. Units other than those assigned are not allowed to respond. Additionally, units may not go "out to the station" unless approval is received from the dispatcher. To facilitate this procedure, field sergeants must announce their location by radio periodically so nearby units can meet them for crime report approval in the field. Also, approval for booking is often given by telephone when jail facilities are located some distance from the approving watch commander.

Directed Patrol

Creation of additional patrol time alone does not ensure more police productivity. The Kansas City preventive patrol experiment called into question two widely accepted hypotheses about patrol: (1) That visible police presence prevents crime by deterring potential offenders, and (2) that the public fear of crime is diminished by such police presence. Many police departments, such as South Central, Conn., Kansas City, Mo., and Wilmington, Del., have found that to be productive, use of "free patrol time" must be directed rather than used reactively. They provide directed patrol by:

- 1) Identifying through crime analysis the places and times crimes are occurring and are likely to occur in the future;





- 2) Preparing written directions describing in detail the way problem areas are to be patrolled; and
- 3) Activating these patrol directions through watch commanders and field supervisors and assuring concentrated effort toward specific crime problems.

Expanded Use of One-Officer Radio Units

The San Diego Police Department conducted a comparative study of 22 one-officer and 22 two-officer units to determine the difference in terms of performance, efficiency, safety, and officer attitudes. Although the two-officer units cost 83 percent more to field than one-officer units, the study found that one-officer units performed as well and were substantially more effective. Additionally, the study reported that one-officer units had better safety records.

Motorcycle Response for Congested Areas

Response time to priority calls in congested areas can be enhanced by assigning motorcycle units to respond to nontraffic as well as traffic calls for service in congested areas during peak traffic hours. Because of their maneuverability in heavy traffic, they can respond faster than radio cars.

"Call A Cop First" Program

Studies have shown that many people call someone else (a friend, employer, spouse) before they notify the police of a crime. James Elliot, in his book *Interception Patrol*¹ found that in 70 percent of crime-related service calls, citizens waited 10 or more minutes before notifying police.

Other studies (such as those conducted by the National Advisory Commission on Criminal Justice Standards and Goals) have determined the success of solving a crime is greatly increased if the police arrive within several minutes after the event, or better yet, while it's occurring. In response to these findings, a campaign to remind the public of the importance of "calling a cop first" can be productive.

Radio, television, and billboard advertisements (sponsored by local businesses and the media), wherein the chief of police, mayor, or entertainment personalities make the appeal, can be instrumental in spreading the word. More productive use of officers' radio time can result.

Eliminate "Property Damage Only" Traffic Accident Investigations

Some police agencies have found it necessary to cease taking most "property damage only" traffic accident reports. This practice has saved the Los Angeles Police Department the equivalent of approximately 20 officers in field time. Units are only dispatched to the scene of such accidents to eliminate traffic hazards and verify that a correct exchange of information has been made between involved parties, but no reports are taken.

Increased Use of Search Dogs and Mounted Crowd Control

Besides using specially trained dogs for bomb and narcotics searches, these animals can be a great manpower saver when searching for suspects in large areas such as warehouses, department stores, and outdoor field searches. In a 2-month study of LAPD's program, a team of dogs engaged in 165 searches, apprehended 54 suspects, and saved time equivalent to that of 11 officers per month.

Likewise, a few officers on horseback can provide crowd control equivalent to that of many officers on foot.

LAPD has recently returned to the use of horses—something we learned from our Canadian colleagues many years ago.

Minimizing Report-taking Time

Many agencies are being forced to reevaluate their telephonic reporting procedure. It may be found that some agencies must limit their onscene investigation to those incidents where the suspect is still at the scene or very recently left, where recoverable evi-

With cutbacks confronting many agencies, an evaluation of reporting requirements could be in order. Information required on reports that is "nice to know" may no longer be affordable and could be eliminated. Arrest, crime, evidence, and booking reports may have to be combined. The Los Angeles Police Department and Los Angeles County Sheriff's Department use a consolidated booking form packet which contains eight other reports, including a standardized front sheet for the arrest

tives having to complete followup investigation reports to list the additional items stolen.

Interagency Crime Task Forces

Criminals do not often confine their activities to one jurisdiction. Combining investigative efforts with surrounding police agencies can often reduce duplication in investigations involving multioccurrence crime trends.

Detective Case Assignments

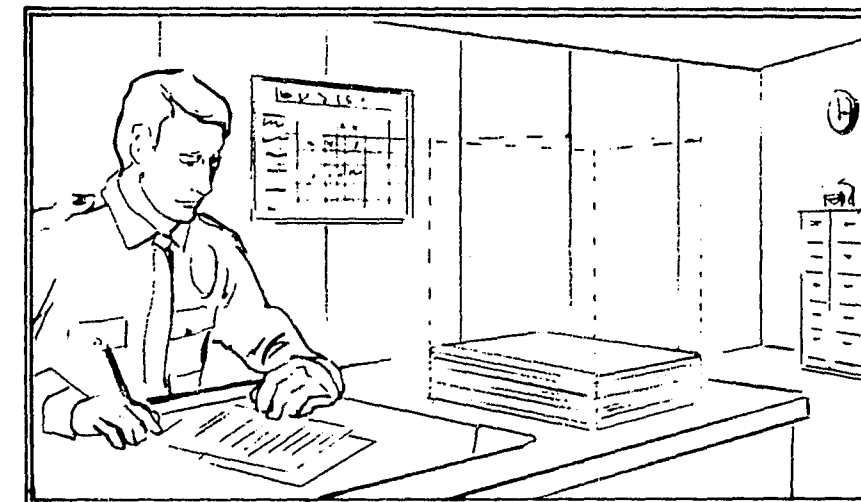
Many police departments, including Rochester, N.Y., Long Beach, Calif., and Los Angeles, Calif., are having detective supervisors classify cases to allow detectives to focus their immediate efforts on the more serious, solvable cases. The procedure of the Los Angeles Police Department includes detective supervisors classifying and assigning cases as follows:

Category 1: Require Followup Investigations

Cases that have significant investigative leads and/or circumstances which require a followup investigation. A followup investigative report is generally due within 10 working days.

Category 2: Additional Investigation Required

Cases that do not have significant leads initially but which, with additional investigation, may provide significant leads. A followup report is required within 30 days. If significant leads are discovered, the case is reclassified to category 1.



dence may be present, or where the nature of the crime or incident requires immediate response, e.g., major violent or potentially violent crimes against person and major traffic accidents. The San Diego Police Department now handles a monthly average of 45 percent of its calls for service telephonically with no adverse community feedback.

The information from the booking form is transferred by carbon paper to the other report forms. Also, some agencies are using "incident reports" to record only statistical information for minor crimes where little or no information is available that may lead to the apprehension of the suspect.

Followup time can be saved by allowing victims of theft-related crimes to list additional property taken (which was not included on the original crime report) on a separate report which is mailed to the police station. Use of this form eliminates the necessity of detec-

“ . . . the future holds for us an exciting opportunity to make constructive changes through legislation that can strengthen the judicial system and through innovative uses of our shrinking police resources.”

Category 3: No Citizen Contact Required

In cases that do not contain apparent leads in the initial report, detectives are expected to investigate when category 1 and 2 cases have been handled. These cases are reviewed by detectives and their supervisors to ensure knowledge of crime trends in their areas of responsibility. Detectives are not required to routinely contact category 3 victims.

Cases that involve in-custody arrestees are, of course, given top priority.

The positive impact of classifying cases is further complemented through the use of a form given victims by uniformed officers when crime reports are made. This form informs victims that a detective will not contact them unless additional information is required. This strategy thus tends to reduce the number of phone calls to detectives from curious victims only wishing to know how things are going on their case.

Detective Deployment Formula

A number of agencies have developed “work units” for the time it takes a detective to handle a crime, arrest, complaint, or petition filing. The average time to complete these work units varies and are established by periodic surveys. Detective staffing can be determined by calculating this information with the number of crimes in each geographic area and applying the percentage of work load in each area. Los Angeles, for example, uses this system to redeploy detectives semiannually.

Detective Complaint Officer

Significant timesaving may be achieved by having only one detective file cases with the prosecuting agency. This practice can eliminate wasted hours spent by detective personnel traveling to, and waiting for, available filing deputies. Other agencies have been fortunate enough to have district attorney and/or city attorney staff assigned to their police stations.

Another aid in the area of filing cases is to construct a filing manual that details what is required for successful prosecution for various types of cases. This can save investigative time often used to obtain additional information which the prosecutor found missing in police reports.

Oncall Court System

Significant officer time is expended in court waiting for cases to be heard. Many agencies have made arrangements with their local courts to have officers placed on call. This provides for more officers in the field and reduces overtime which often has to be paid back in the form of days off.

Police personnel usually have to be assigned at court to coordinate notifying officers when they are needed. The return in manhours saved, however, is usually worth more than the manpower expended. LAPD, for example, estimates that their oncall system saves the equivalent of over 100 officers in field time annually.

Civilian Personnel

Most departments are expanding the replacement of sworn personnel with civilians, particularly in the areas of records, laboratory, traffic direction, jail, communications, property, supply, front desk, detective aide, and traffic reports. Persons trained to perform these auxiliary and support functions require less salary (and usually less pension benefits), and therefore, can provide savings that should be used to provide more field officers.

Manpower Supplements

Use of citizen volunteers, student workers, explorer scouts, and the like is even more important as personnel cutbacks occur. LAPD has created a

reserve officer program that involves three types of reservists. First, there are the traditional reserve line officers who receive extensive training and are qualified to work in radio cars. There are also technical reserve officers who require less training and work the desk, community relations, investigative followup, and other such jobs. Specialist reserve officers are volunteers who have special talents useful to the department, such as chemists, technical writers, and computer system analysts, and are only required to receive several days of training.

Many departments are using volunteers to file reports, fill out telephonic crime reports (after officers determine what type of report should be taken), and conduct crime prevention training. LAPD has found that advertising in local newspapers is a successful method of recruiting volunteers.

As manpower continues to be reduced, some agencies are exploring the possibility of store security and campus police handling more police functions in their jurisdictions. This includes preliminary investigations, completion of appropriate reports, and the transportation of arrestees.

Increased Crime Prevention Efforts

A common tendency of police organizations in contending with budget cuts is to regard crime prevention personnel as nonessential. Thus, the reduction or elimination of a crime prevention staff is considered an appropriate economy measure. A more productive approach, however, may be to use these individuals as leverage in making the best use of available manpower. A few crime prevention personnel involved in an effective program can prevent crimes that would require the work of many officers.

In meeting today's management challenge, many police administrators are finding that economical crime prevention efforts are most effectively applied through programs involving volunteers. Under the direction and supervision of crime prevention officers, volunteers can:

- 1) Conduct crime prevention meetings in the selected target areas;
- 2) Conduct security surveys of residences in the target areas;
- 3) Distribute crime prevention literature in the target areas; and
- 4) Conduct an identification program that assists residents in marking their property for later identification if stolen and recovered.

Through these programs, a few officers can use the assistance of volunteers to amplify crime prevention efforts.

Even a large crime prevention staff can contact only a small percentage of the public. Television, radio, and the printed media, however, communicate daily with a very large segment of the population. By using the news media, a department can capitalize on the concept of manpower leverage (obtaining a comparatively large result through a process that amplifies the efforts of a small amount of manpower).

A recent U.S. Department of Justice National Crime Survey found that over half of the burglaries nationwide were committed against unlocked dwellings. If the public could be reminded of this fact through the news media, many crimes could be prevented. The chief of the Los Angeles Police Department, for example, recently made a number of 30-second videotaped messages on crime prevention. The videotapes show various crimes in progress. The chief is “chroma keyed” (superimposed) over the crime scene activity as he tells how these crimes can be prevented. These messages have been aired by many television stations in Los Angeles County.

Another idea is to obtain the services of motion picture, television, and sports celebrities in making television and radio crime prevention messages. Many well-known personalities are willing to volunteer their services. The idea is to make these public service messages “grab” the interest of the viewer or listener long enough to get the crime prevention message across.

The victim of a crime is likely to be more receptive to crime prevention suggestions than other persons. His or her experience as the victim causes the realization that “it can happen to me.” The uniform police officer taking the crime report is usually the first law enforcement representative to contact the victim. This officer is in an ideal position to provide the victim with suggestions on how to prevent a recurrence of the crime. Field officers should be given special crime prevention training and handout material for these victim/officer contacts.

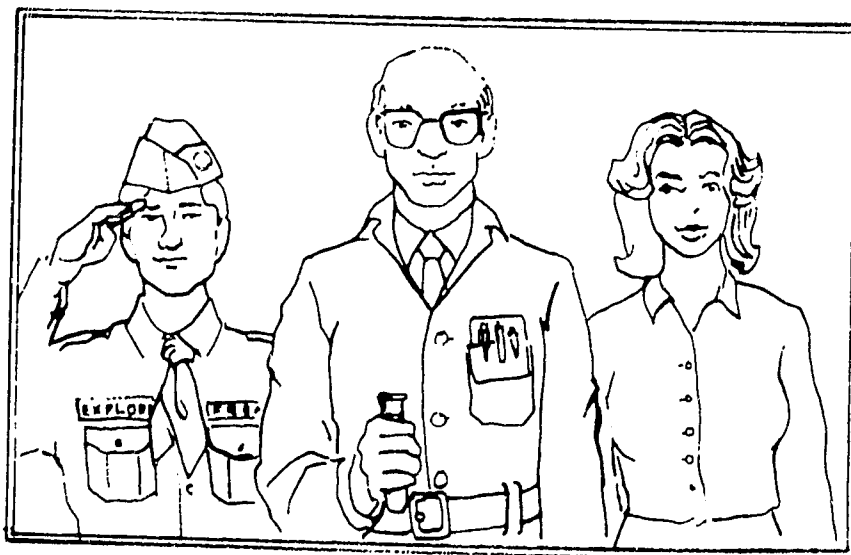


Figure 1

This formula is used by the LAPD to assign black-and-white radio cars to its 18 stations.

$$V = .5 (n) (m) (d) (r) (a) + .5L$$

V=Number of vehicles required in the patrol fleet.

m=Maintenance factor (1.10) based on repair statistics.

d=Deployment factor (1.25) for variations in day-of-week deployment. This factor considers a 25-percent variation between weekends (heavy deployment) and weekdays (light deployment).

r=Standard relief factor (1.6).

a=Watch deployment factor (.45) for variations in number of personnel assigned to the heavy watch and light watch.

n=Total uniformed field forces including sergeants minus nonfield positions (desk, bail auditor, etc.).

L=Sergeants cars on heavy watch.

Crime prevention efforts can be greatly enhanced by the enactment of local ordinances that require "target hardening" construction in residential and business structures. It should be part of a police administrator's crime prevention program to encourage the enactment of this type of legislation.

Arrangements should be made for building permits to be reviewed by crime prevention personnel to ensure proper construction that will prevent crime. Another idea is to encourage insurance companies to give reduced rates on structures that have built-in crime prevention-type construction.

Task Force Organizations

As personnel reductions occur, there is a tendency to reduce planning and staff personnel in order to maximize the number of officers assigned to field duties. The resulting reduction of planning and administrative functions can cause great harm to the future of law enforcement. One approach to this dilemma is to form a planning committee composed of all top managers. The planning entities are reduced to a minimum number of experts. As the planning committee determines needs for planning and other administrative research, task forces are appointed.

The task force members are selected from areas of the agency that have the experience needed for the particular task. They are assigned to the experts from the planning entities and return to their regular duties when the task is completed. This type of

organization reduces the number of personnel permanently assigned to staff functions, yet provides for planning activities on an "as needed" basis.

EQUIPMENT

Reduced finances also cause a cutback in equipment, requiring judicious use of existing equipment. Additionally, the purchase of certain manpower-saving equipment may be cost-effective in coping with reduced personnel.

Nonlethal Weapons

There is a growing need for effective nonlethal weapons because of the increase in violent mentally disturbed individuals and violent drug users. These persons do not respond usually to normal police restraints. Nonlethal weapons are needed to reduce the manpower required for incarceration of these persons. Additionally, they are needed to prevent officer injury which often reduces available manpower. Prime examples are the tazer gun and chemical irritants.

The tazer gun is now carried by all LAPD field supervisors. It shoots two barbs on electrical lines 15 feet, uses a low amperage, high voltage (50,000 volts at 7 amps) that pulsates at 28-30 pulses a minute and immediately totally incapacitates 80 percent of suspects. It causes no lasting effects, even on persons with pacemakers, and is usually effective on PCP suspects.

Chemical irritants are also carried by all LAPD field officers. They can be used up to 15 feet and cause vertigo, disorientation, and inability to act in 70 percent of cases. They have no lasting adverse effects, but may not be effective against persons under the influence of PCP.

Figure 2

This formula is used by LAPD to distribute plain vehicles.

$$V = (N + .2F + .5G + 5T + .75P + R) - B M$$

V=Total vehicles recommended for each entity by formula.

N=Personnel that do not need a vehicle, such as detective desk personnel.

F=Nonfield fixed-post personnel, such as staff workers. They receive one vehicle to five personnel.

G=Field fixed-post personnel, such as noncaseload-carrying detective supervisors. They receive one vehicle for every two personnel.

T=Personnel working two-man units on a full-time basis, such as narcotics and personnel investigators. One vehicle is provided for every two personnel.

P=Personnel carrying a full caseload, such as field detectives. The ratio is three vehicles to four personnel.

R=Personnel working one-man units and require a vehicle 100 percent of the time, such as narcotics investigators, supervisors.

B=Average number of pool vehicles used per day.

M=Maintenance factor of 1.05 as established by repair statistics.

Vehicle Deployment Formulas

Cost-effective deployment of automobiles, like the appropriate deployment of personnel, can be an effective "economizer" of existing equipment. The following vehicle formulas are based solely on personnel deployed and their vehicle requirements. The use of these formulas requires an honest look by management into vehicle needs vs. vehicle wants. For example, the factors in the formulas reflect different requirements for different assignments, ranging from officers who do not require a vehicle to officers requiring a vehicle 100 percent of the time. These types of formulas can ensure that personnel have vehicles readily available, thereby reducing down time or idle time waiting for transportation. (See figs. 1 and 2.)

Leasing vs. Buying Equipment

Some agencies are finding that funds are no longer available for the outright purchase of equipment and the building of police facilities. Leasing is often a way of avoiding the initial cash outlay and a means of surviving temporary cutbacks.

Hand-held Radios

Many police agencies, including Los Angeles, Calif., Seattle, Wash., and Chicago, Ill., have equipped their officers with out-of-car radios so that they are in constant contact. The cost of the radios has been more than compensated for by the added ability to call officers from nonpriority calls (such as report taking) to priority calls (such as robbery). As an alternative, some departments do not show their units "off the air" until they arrive at the scene rather than when the call is broadcast. This is accomplished by officers notifying the dispatcher when they have arrived and are exiting their vehicles.

INFORMATION

Alvin Toffler states in his newest book, *The Third Wave*,² that we are moving from an industrial society to a global society, which uses data to compensate for dwindling resources. Police administrators must capitalize on this trend and make use of information, particularly automated information, in meeting the challenge of the crime threat with less resources. We in law enforcement can make good use of automation in helping us to become more effective. Automated information can provide more rapid police response to citizen calls and faster access to information that assists uniformed officers to perform their jobs more effectively.

The Automated Want and Warrant System

In the past, officers have had to detain persons in "field situations" as long as 20 to 30 minutes while clerical personnel searched manual warrant files at the station house. Now it takes only seconds to determine if a person is wanted or a vehicle or other property is stolen. This rapid response comes through automated access to local, State, and national law enforcement files. This reduces inconvenience to innocent citizens and saves valuable field time for officers.

The Emergency Command Control Communications System

These computerized communications systems provide "instant cops" by:

- 1) Remote out-of-vehicle radios for every field officer that make officers available for response to citizen needs at all times;

“ . . . together, we can stem the rising crime with decreasing resources.”

- 2) Mobile digital terminals in patrol cars that provide field officers direct access to computerized information; and
- 3) Computer-aided dispatching of police units that provide faster police response to citizen calls for service.

The Electronic Sherlock Holmes

Two law enforcement systems are examples of how automation is used to communicate essential information and to reduce the time it takes detectives to conduct criminal investigations:

- 1) Automated Field Interview Systems—These systems link the thousands of daily observations made by field officers with crimes investigated by detectives. The computer connects suspects by location, description, vehicle, and activity to reported crimes.
- 2) Modus Operandi (MO) Correlation Systems—These computer programs process large volumes of data from crime and arrest reports and correlate incidents that may have been committed by the same suspect. By linking these reports through MO patterns, a conglomerate of information can often be compiled that provides valuable assistance in identifying crime perpetrators.

The Automated Police Manager

There are systems that assist police managers to use police personnel more effectively.

- 1) Automated Deployment of Available Manpower Programs—By computerizing information on calls-for-services from citizens, activity initiated by officers on patrol, and crime trends, these systems predict how many police cars should be assigned each area of the city by day-of-the-week and hour-of-the-day. They also give police managers information on the timeliness and effectiveness of patrol services in each neighborhood.
- 2) Computerized Traffic System—This system compares when and where traffic accidents are occurring and the causes with when and where officers are issuing traffic citations and for what violations. The comparisons are used to deploy traffic officers and evaluate their effectiveness.
- 3) Crime Statistics Systems—Through computer analyses of all crime and arrest reports, crime trends are reported weekly, monthly, quarterly, and yearly.
- 4) Training Management Systems—Officers' personal data, such as language skills, special occupational experiences, hobbies, physical fitness, training examinations, shooting proficiency scores, etc., are maintained in computer files so that training needs can be assessed and personnel talents

and abilities can be properly used. Additionally, video communication is being extensively used in academy training and at daily training sessions. Computerized shooting simulators are also assisting in training officers when and where not to use firearms.

Minicomputer and Electronic Word Processors

Computers are following the trend of many mechanical and electronic devices that have proved to be helpful to mankind. Mass production is increasing their availability while decreasing their cost. Already the cost of minicomputers is within the financial reach of most police agencies. Today's minicomputers have the capabilities of larger computer systems of a decade ago.

Small law enforcement departments should consider purchasing minicomputers to supply most of their automation needs, and large police agencies should be evaluating minicomputers as replacements for their precinct station filing systems. In the near future, each commanding officer may be able to have a small computer for his use and the use of his personnel.

Word processing computer terminals should replace typewriters in most police agencies in the future as they are now doing in private industry. Crime reports should be “typed” on terminals. Computer systems can strip off information and send teletype messages, plus extract and transmit appropriate information for detectives, prosecutors, and the courts. Additionally, information for statistical and management purposes can automatically be transmitted to appropriate files.

Much of the duplication that now occurs can be eliminated. After the information is once entered into the computer, the computer can take care of the manipulation of information that now is often done by many persons. These types of systems have already been put to use in some police agencies, but it will be some time before they are a common police tool.

Much of the processing time now consumed in the pyramid organization structures of police departments for correspondence, research projects, budget requests, and activity reports can be reduced by word processing systems. Currently, these documents are sent up the chain of command and returned for retyping when corrections or changes are desired by persons higher up in the organization. Often, they are completely retyped a number of times before they reach the chief of police. With a computerized word processing system, they can be entered on a terminal once and stored. When changes are necessary, the text is recalled on a terminal screen and only that portion to be changed is redone. When finally approved, the computer prints out a final report. Likewise, the text of routine correspondence can be kept in computer storage. When required, it can be called up on a terminal screen and appropriate names and text changes made to “personalize” the letter before being printed for signature.

THE FUTURE OF LAW ENFORCEMENT—SOMETHING TO LOOK FORWARD TO

When we talk about cutbacks, reduced resources, and managing with less, we often do so with a pessimistic air. We are going to have to deal with reduced resources for some years to come, but in the overall history of our societies, this will be but a short period. As we look back 10 to 15 years from now, we will probably reflect on this period as a period of reevaluation and refinement—refinements to meet economic and cultural changes. Review of our histories discloses many periods of reduction—a time for cleansing the systems, removing excess fat, firming up our objectives, and assuring that they meet the expectations of the public we serve. It is indeed a time of challenge, a challenge that we should look forward to with optimism, for the future holds for us an exciting opportunity to make constructive changes through legislation that can strengthen the judicial system and through innovative uses of our shrinking police resources. As professional law enforcement officers, we can help provide a safe environment where our citizens can exercise their individual freedoms with a minimum of disruption. And together, we can stem the rising crime with decreasing resources. **FBI**

Footnotes

- ¹ James Elliot, *Interception Patrol* (Springfield, Ill: Charles C. Thomas, 1973).
- ² Alvin Toffler, *The Third Wave*, 2d ed. (New York City: Bantam Books, 1981).

"Discipline is becoming . . . a more difficult and painful task for the police executive."

Without exception, discipline is one of the most controversial managerial issues today. During discussions with law enforcement managers, it is not uncommon to hear them vent a great deal of frustration about the management of discipline. Although the amount of frustration increases or decreases based on the particular aspect discussed, little consensus exists regarding the appropriate methods of or approaches to discipline.

Managers in general, and law enforcement managers in particular, have always considered disciplining employees a basic management prerogative. Traditionally, managers have been relatively free to impose penalties without concerns about being challenged. Managers disciplined whenever employees violated organizational rules or when employee performance appeared to deteriorate. In the past few years, however, statutory law and other legal developments have steadily reduced management's traditional "rights" to discipline.¹ For example, employees now

under investigation for possible disciplinary action are afforded more protection from arbitrary managerial actions. Legislation and court decisions have affected, and in many cases, reduced the law enforcement manager's discretion; the inclusion of a "police officer's bill of rights" in collective bargaining agreements at city, county, and State levels has also impacted management's right to discipline.²

Discipline is becoming, therefore, a more difficult and painful task for the police executive. Some managers unfortunately respond to this difficult task by working hard to avoid it. Because of this, disciplinary matters are handled inconsistently and ineffectively and result in more grievances being filed and even more serious personnel problems, including:

- 1) Loss of employee respect for law enforcement managers;
- 2) Loss of employee trust and consequent increased hostility toward law enforcement managers;

Traditional Approach

In most law enforcement agencies, the term "discipline" has a negative connotation and implies punitive action. Most agencies emphasize and communicate clearly written rules of conduct which management views as the basis for equitable disciplinary policy. Strict adherence to these rules and other legal principles is recognized as essential to equitable disciplinary action. In spite of the time and effort management spends in an attempt to be fair, however, the punitive aspects of traditional discipline remain permanently fixed in the minds of most employees.

The traditional and most commonly used approach to handling discipline is viewed as one of structure and law. A review of the text, *Managing for Effective Police Discipline*, and the article, "Police Agency Handling of Officer Misconduct: A Model Policy Statement," delineates this structural approach. The major emphasis in each text is the establishment of a system

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