



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: General Assessment of Police Services and  
Determination of Future Technical Assistance  
Needs

REPORT NUMBER: 77-036-145 (Part I)

FOR: Territory of Guam, Department of Public  
Safety

Population: 100,000 (est.)

Personnel:

(Police) 332

(Fire) 115

(Civilian) 20

Total 517

Area: 212 sq. miles

CONTRACTOR: Public Administration Service  
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Washington, D. C. 20036

CONSULTANT: Howard W. Edwards

CONTRACT NUMBER: J-LEAA-002-76

DATE: October, 1977

53538

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## FOREWORD

A series of reports have been prepared in response to a request for technical assistance from the Territory of Guam, Department of Public Safety. The technical assistance request called for the completion of three specific tasks: Part I, an assessment of the department's technical assistance needs; Part II, an assessment of the operations and procedures of the department's Internal Affairs unit and the development of specific recommendations for improvement along with a set of model operational guidelines; and, Part III, an analysis and evaluation of current investigative practices and the development of a tailored program for effectively managing criminal investigations.

This report is Part I of the study, an assessment of the department's technical assistance needs. The consultant assigned to this segment of the project was Mr. Howard W. Edwards, Associate Director, Public Administration Service. Other persons involved in processing the assistance request were:

Requesting Agency:

Mr. Pedro A.E. Manibusan,  
Director  
Department of Public Safety  
Government of Guam  
Agana, Guam

State Planning Agency:

Mr. Alfred F. Sablan, Director  
Territorial Crime Commission  
Agana, Guam

Approving Agency:

Mr. Rick Berman  
Police Specialist  
LEAA Region IX (Burlingame)

Mr. Robert O. Heck  
Police Specialist  
LEAA Central Office of Regional  
Operations

The services provided were supported financially by the LEAA through its national police services technical assistance contract. The conclusions and recommendations contained herein are, however, those of the consultant and do not necessarily represent the official position of the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice.

## I. INTRODUCTION

Over the past several years a number of organizations have surveyed the Guam Department of Public Safety -- particularly its police functions and operations. One such study, conducted by the International Association of Chiefs of Police (ICAP) approximately six years ago, indicated an urgent need for improvement in the conduct of criminal investigations, various aspects of training, and internal control and managements systems. During the period following this and other studies, significant efforts and resources were directed toward eliminating the deficiencies cited and implementing the recommendations offered, but results to date have been minimal.

The current Director of Public Safety and other police division officials, in recognition of these continued problems and of the need for specific expertise to effectively address them, requested technical assistance from the Law Enforcement Assistance Administration through its national police services technical assistance contracts.

The original request called for assistance in two specific areas: 1) the improvement of criminal investigations, methods, and techniques, and 2) internal affairs policies and procedures. It was later determined by LEAA officials that a general assessment of technical assistance needs should be included. It was finally agreed by all parties concerned that the tasks to be performed would be:

1. A general assessment of the operations and management of the department, including comments on their adequacy, suggestions for improvement, and, a determination of current and future technical assistance needs.
2. A general review and assessment of the department's organizational structure, including the potential for future change within the existing political setting and operational environment.
3. The identification of current and future technical assistance needs and resources required for overall organizational improvement.

The on-site for this segment of the study was performed between the period May 23 and June 10, 1977. Additional research and data verification was conducted during August and September, 1977. The final report was prepared during October, 1977.

Among those consulted and interviewed from the Government of Guam were:

Don Parkinson  
Acting Attorney General

Alfred F. Sablan, Director  
Guam Territorial Crime Commission

Angel Flores, Police Specialist  
Guam Territorial Crime Commission

Pedro A. E. Manibusan, Director  
Guam Department of Public Safety

B. G. Munoz, Captain  
Police Division Commander  
Guam Department of Public Safety

Robert Cutts, Special Assistant to the Director  
Guam Department of Public Safety

Ken Castro, Sergeant  
Guam Department of Public Safety

Thomas Chargulaf, Sergeant  
Guam Department of Public Safety

## II. ANALYSIS OF THE PROBLEM

This study is intended to appraise the adequacy of police services in Guam for the purpose of identifying the technical assistance requirements and resources needed to improve the Police Division, Department of Public Safety. No attempt has been made to evaluate the competence or fitness of individual members of the department or to investigate departmental misconduct, vice, or crime conditions.

Many of the difficulties confronting the Guam Department of Public Safety have resulted from rapid, unplanned population growth accompanied by serious social problems. The probability that Guam will continue this growth trend in the future emphasizes the need to solve existing problems and to be prepared to address new ones, since the need for additional and more complex police services is increasing at an even faster rate than the population. The department's organizational instability has resulted from the frequent changes in top leadership and management and the movement of key trained personnel from one assignment to another. Moreover, some of the department's problems are the direct result of the unique geographical, cultural, and political environment in which it must operate. Finally, many serious problems stem from what appear to be the lack of adequate supervision and managerial capability, low levels of productivity, and poor utilization of manpower resources. These problems will be discussed at some length in the body of this report.

In proposing courses of action for improvement and stating future technical assistance needs, consideration has been given to requirements that are likely to develop during the next 5 to 10 years so that future police services may be established on a sound foundation.

In conducting this study, a variety of data-gathering, analytical, and evaluative techniques were used to determine the adequacy of existing operations, to identify technical assistance and resource needs, and to develop a reasonable and appropriate list of recommendations for improvement. Key departmental personnel and other criminal justice officials were interviewed; a number of reports, policies, and procedures, and other documents were examined and analyzed; the department's facilities and equipment were inspected; and many operations and personnel at work were observed. This allowed the consultant to become sufficiently familiar with the operations and management of the department to make informed judgments about existing problems and future considerations concerning the growth and development of the department and its specific technical assistance needs.

Demographic, Geographic, And Other Characteristics

Guam's 1960 population of 66,910 increased to 84,996 by 1970,<sup>1/</sup> and between 1970 and 1976 it is estimated to have grown to 100,000 (approximately 17.6%). If current growth trends continue, the population could reach 110,000 by 1980. Considering Guam's remote location and limited area, a growth rate of 2.9% a year is extraordinary as well as a contributing factor in its crime situation.

According to a 1976 survey report conducted by the Department of Public Safety, Guamanians account for 56% of the total population; military, 28%; civilian "state-siders," 7%; Filipinos, 6%; the remainder consist of Chinese, Japanese, Koreans, and other ethnic groups. This diverse ethnic mix aggravates the policing task by creating language and cultural barriers.

Guam, the largest of the Micronesian chain of islands, is approximately 212 sq. miles in area (some 30 miles long and 4 to 8 miles wide), and is situated in the Western Pacific about 3,700 miles from Hawaii, 5,5053 miles from San Francisco, and 1,499 miles from the Philippines.

With a tropical climate (81° mean temperature), Guam is a beautiful island whose lush green mountainous countryside and beaches with crystal-clear water have made it a significant tourist attraction. Guam has little industry, commerce, or agriculture and must rely heavily on the U.S. military presence as a major source of revenue. Its principal products are fruits and vegetables; virtually all other commodities are imported. Except for scrap metal, Guam has no other significant exports.

The Organic Act of 1950 established a civilian government on Guam with three branches of government: Executive, Legislative, and Judicial. The act also granted Guamanians U.S. citizenship. The Executive Branch is headed by the Governor, who has veto power over the legislature. Beginning in 1970, Guamanians elected their own Governor; prior to that time he was appointed by the President. The legislature is unicameral and consists of 21 members designated as senators. In 1972, a U.S. law gave Guam one delegate to the U.S. House of Representatives. This delegate may vote in committee, but not on the House floor. Guam has its own court system as well as a U.S. District Court.

A seven-member Civil Service Board administers the personnel management of all employees of the Government of Guam with the exception of department heads. Department heads are appointed by the Governor with legislative confirmation and serve at the pleasure of the Governor.

<sup>1/</sup> Source: U.S. Census Bureau Reports, 1970.

### Cost Of Police Services

Revenues for the Government of Guam in 1976 totalled \$215,324,924. The combined budget for 1976 was \$125,413,979, of which \$18,693,135 or 16.9% was appropriated for the operation of the Department of Public Safety.<sup>2/</sup> The operating budget for the police division was \$6,518,111, which represented 75% of the department's total budget.<sup>3/</sup> Assuming the accuracy of these figures and taking the population estimate of 100,000, the per capita cost for police services is \$65.18. For purpose of comparison, the following 1976 per capita expenditure data from the International City Management Association 1977 Year Book, are presented.

<u>Size of Jurisdiction</u>	<u>Per Capita Expenditure</u>
1. All cities reporting	\$ 47.69
2. Cities of 250,000 to 500,000	\$ 59.86
3. Cities of 100,000 to 249,999	\$ 47.75

It thus appears that the Government of Guam's per capita expenditure for police services may be excessive. These figures alone, however, are not meaningful, but when viewed together with other data such as crime trends, number of police per capita, clearance data, and the like, appropriate conclusions as to the excessiveness of expenditures can be drawn.

### Analysis Of Crime Statistics and Crime Trends

Appraising the quality of service and efficiency of a police department is extremely difficult. For example, the satisfaction of the public must be considered in evaluating the quality of service. Since this study did not permit a survey of community attitudes, public satisfaction remains an intangible. Because there are no categorical standards of performance, police efficiency is also not easily measured. A valid comparison of Guam's accomplishments with those of jurisdictions of similar size is virtually impossible because the economic and social characteristics of a jurisdiction have a greater influence on crime and other police problems than does its size. Furthermore, available statistical data limited comparisons of crime statistics to the year 1975. Such comparisons are not timely and may not necessarily reflect current situations. Nevertheless, crime index and clearance comparisons for 1975 are offered for illustrative purposes.

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<sup>2/</sup>Executive Budget, Fiscal Year 1976.

<sup>3/</sup>Ibid.

Traditionally, the adequacy of police services has been measured in part by comparing the ratio of police personnel to population for agencies of similar size and characteristics. There are several drawbacks in using such comparisons; namely, communities that are the same size don't necessarily have the same crime situation; variables in management styles and supervisory priorities have a definite impact on employee performance and productivity; community priorities often determine where emphasis will be placed in terms of police programs; and resources available for the operation and maintenance of the organization vary too widely for these to be meaningful comparisons. These comparisons are useful, nevertheless, if only to illustrate where a department falls on the minimum-maximum scale.

The table below shows how the Police Division, Guam DPS, compared with agencies reporting to UCR in 1975 in terms of sworn police personnel per 1,000 population:<sup>4/</sup>

TABLE 1

Comparison of Ratios of Full-Time Paid Employees  
Per 1,000 Population for Selected Population Groups, 1975.

<u>Groups</u>	<u>Mean Number of Officers</u>	<u>Rate 1,000 Population</u>
1. Total cities	150	2.63
2. Cities 250,000 to 500,000	898	2.59
3. Cities 100,000 to 250,000	334	2.34
4. Cities 50,000 to 100,000	143	2.06
5. Guam	279	3.40

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<sup>4/</sup>Source: 1975 UCR Report.

As depicted, in 1975, Guam had a higher rate of police per 1,000 population than all of the groups with which it was compared. Because of the rate of annual increases in Guam Police Division personnel since 1975, it is believed that the differences in the ratios reported above are probably still pretty accurate today. If so, this would indicate, comparatively speaking, that the Guam Police Division has more personnel than the average police department to handle fewer known and reported crimes. This raises serious questions as to the efficiency and effectiveness with which the department is operated.

### Crime Statistics

At the outset of this study, some members of the Police Division's management staff indicated that the crime situation in Guam was increasing at an alarming rate, especially in the area of burglaries and narcotics offenses. Statistical data was therefore obtained from the Police Division and the Territorial Crime Commission for analysis. Complete data was available only for the year 1975. This was satisfactory since the only data available for comparison at the national level was also for 1975.

It should be noted that the data received from the Police Division and that from the Territorial Crime Commission often did not coincide. Nevertheless, the figures were considered accurate enough for the consultant's purposes, since the analysis to be performed was for illustrative purposes only. Some statistical data presented in the charts and tables that follow are based on approximations. Any evaluation of the conclusions or recommendations presented must be made within that framework.

Table 2 compares, for the year 1975, all Part I offenses in Guam with those in U.S. cities, in terms of the national average, cities with populations of 50,000-100,000, and suburban areas. Analysis shows that Guam exceeded only the suburban area in the overall rate, violent crime, and property crime categories. In the specific crime categories, Guam was lower than all three groups in the rape, aggravated assault, and larceny categories. Guam exceeded all groups in the motor vehicle theft and burglary categories. In general, for 1975, it can be concluded that the crime situation in Guam was more favorable than the rates for cities of 50,000-100,000 population and the national average; however, Guam's rates were less favorable than those for reporting suburban areas. The statistics for 1975 indicate that the crime picture in Guam is not as alarmingly high as reported by some members of the department at the outset of this study.

TABLE 2

COMPARISON OF INDEX CRIME -- 1975

	<u>Guam</u>	<u>National Average</u>	<u>Cities of 50,000-- 100,000 pop.</u>	<u>Suburban Areas</u>
Rate	5,039	5,611	6,361	4,614
Violent Crime	321	524	451	290
Property Crime	4,717	5,087	5,910	4,325
Homicide	7	10	7	5
Manslaughter	--	4	3	4
Rape	18	28	26	19
Robbery	148	245	189	93
Aggravated Assault	147	240	228	172
Burglary	1,915	1,607	1,723	1,321
Larceny	2,154	2,973	3,643	2,664
Motor Vehicle Theft	646	508	544	339

The Territorial Crime Commission's report, Guam Crime Analysis, 1975, indicates that when Guam is compared with the 50 states, it ranks fifth for auto thefts and six for burglary.<sup>5/</sup> As previously shown, however, when compared to the national average and jurisdictions of similar size, the crime picture for Guam appears significantly better.

The overall percentage increase for Part I offense was indicated at +3.9. This rate is significantly better than the national average of +9.8. In relation to national crime data statistics for 1975, Guam's rate of increase in reported major crime is 60% less than that of the national average. Unless there have been extraordinarily high increases in crime in 1976 and 1977 (and preliminary 1976 crime index data do not indicate that there have been — a total index of 5,160), the crime situation in Guam can be described as being better than the national average.

#### Clearance Rates

Table 3 presents comparative data on clearances of Part I offenses for 1975, for Guam and selected groups. As is readily apparent, Guam compares favorably in only 3 of the 10 categories listed: forcible rape, robbery, and aggravated assault. For all other categories, Guam is at least 5% percentage points below the highest population grouping. Guam's overall clearances rate for total index crime is 8.2% less than the rate for the next highest population grouping. The logical conclusion to be drawn from the data presented in Table 3 is that for the year 1975 Guam was less effective in its case clearances effort than those of population groups with which it was compared. Assuming the national average as standard, Guam's performance can only be characterized as sub-standard.

Several factors can be attributed to Guam's relatively poor showing in the area of clearances. First, is the question of the adequacy of the department's criminal investigation effort. This issue has been addressed in this technical assistance report, Part III. Second, is the department's policy regarding exceptional clearances. Third, is the issue of timely case reporting. These last two issues are discussed in Part III, which deals with managing criminal investigations.

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<sup>5/</sup> See Table 2.

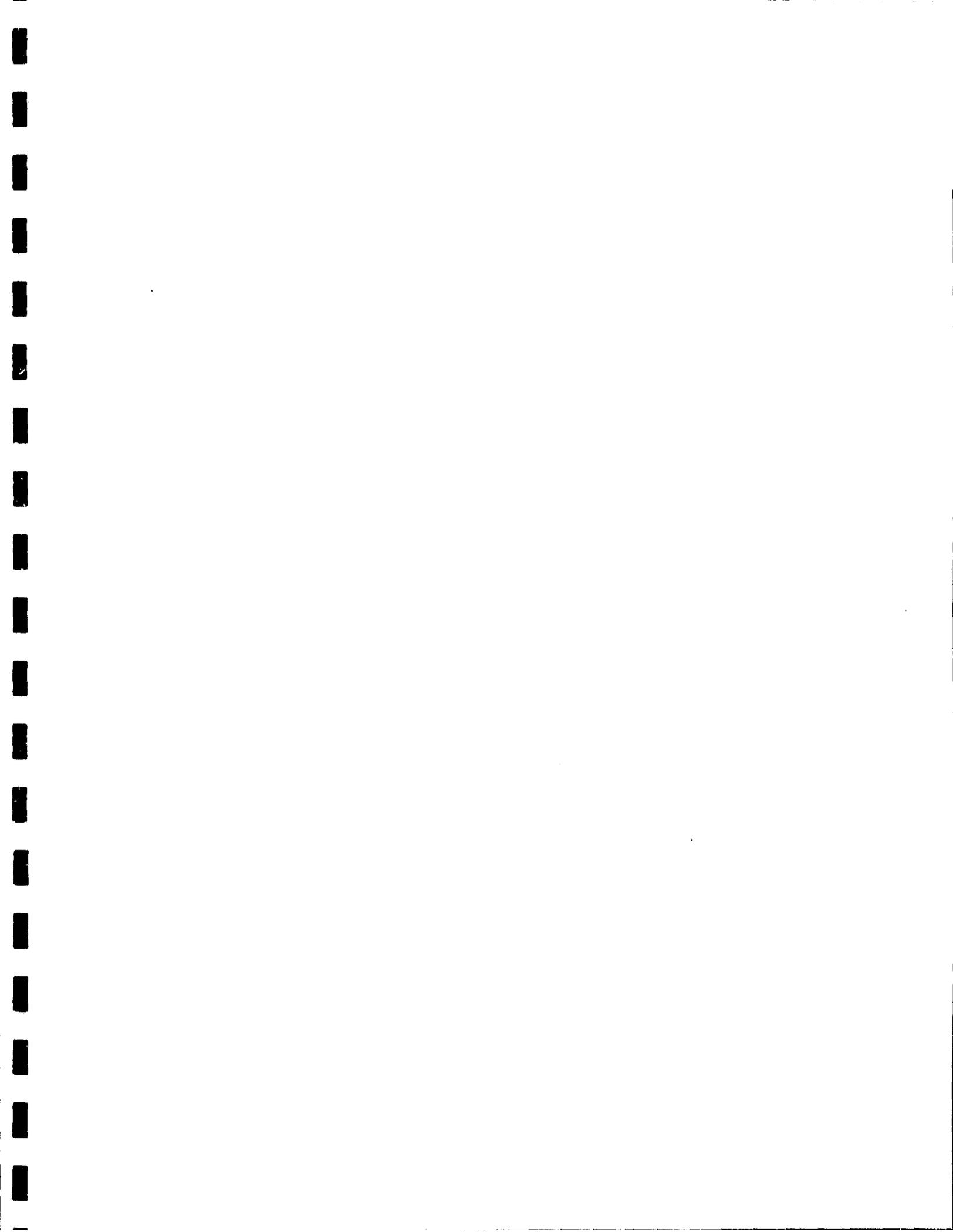


TABLE 3 - COMPARISON OF OFFENSES KNOWN AND PERCENT CLEARED BY ARREST, 1975

<u>Group</u>	<u>Crime--Total Index</u>	<u>Violent Crime</u>	<u>Property Crime</u>	<u>Criminal Homicide</u>	<u>Forcible Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Motor Vehicle Theft</u>
<u>All cities</u>										
Offenses known	8,198,613	797,688	7,400,925	13,956	40,168	403,351	340,213	2,237,286	4,367,293	796,346
Percent cleared by arrest.	21.0	44.7	18.5	78.3	51.3	27.0	63.5	17.5	19.7	14.4
<u>Cities 250,000 to 500,000</u>										
Offenses known	911,246	96,521	814,725	1,820	5,761	50,674	38,266	274,988	448,876	90,861
Percent cleared by arrest	21.5	48.0	18.4	81.7	55.8	31.4	67.2	17.9	19.6	13.8
<u>Cities 100,000 to 250,000</u>										
Offenses known	1,107,733	89,596	1,018,137	1,501	5,015	40,390	42,690	311,907	604,521	101,709
Percent cleared by arrest	21.1	49.7	18.6	81.5	51.4	31.2	65.8	17.7	19.6	15.1
<u>Cities 50,000 to 100,000</u>										
Offenses known	1,092,581	77,519	1,015,062	1,225	4,449	32,726	39,069	295,288	625,469	94,305
Percent cleared by arrest	21.4	48.1	19.3	84.7	48.9	30.7	61.6	17.8	20.5	16.2
<u>Suburban Area</u>										
Offenses known	2,770,490	177,167	2,593,323	3,066	11,424	55,855	106,822	789,591	1,594,615	209,117
Percent cleared by arrest	19.7	50.0	17.6	77.2	51.5	29.0	60.1	17.2	17.7	18.6
<u>Guam</u>										
Offenses Known <sup>1/</sup>	4,885	1,048	3,837	28	15	122	121	1,571	1,767	530
Percent cleared by arrest	12.8	32.2	7.5	57.1	60	30.3	61.9	7.7	12.8	8.9

<sup>1/</sup> Totals for larcenies less than \$50 were eliminated from the crime index and larceny category totals.

Narcotics Enforcement

As noted earlier, police managers on Guam have stated that the narcotics activity there had developed to epidemic proportions. Table 4 illustrates the known narcotics activity in Guam for the years 1974 through 1976; the actual number of narcotics offenses reported between 1974 and 1976 increased by 32.8% or by 1.6 cases per month. Although such a rate of increase appears high, the consultant does not believe that it represents a runaway, unmanageable crime problem.

When Guam's 1975 arrest rate for narcotics offenses was compared with the arrest rate for all agencies reporting in 1975 (283.4 per 100,000), it was found that Guam's rate was only 33% of that for all agencies reporting. The rates for other groupings were even higher: 100,000-250,000, 335.4; 50,000-100,000, 336.5. This data suggests that Guam's narcotics problem is considerably less significant than that of most other U.S. jurisdictions.

TABLE 4

NARCOTICS VIOLATIONS AND ARRESTS, GUAM, 1974--1976

	1974	1975	% Increase	1975	1976	% Increase
1. Actual number of offenses reported	67	87	+29.9	87	89	+2.3
2. Number of persons arrested	93	94	+ 1.1	94	104	+10.6
3. Number of cases cleared by arrest	65	75	+15.4	75	86	+14.7

Descriptive Analysis Of The Organization And  
Functions Of The Police Division

This section briefly describes the organizational structure and the functional responsibilities of the various units of the Department of Public Safety, Police Division. Much has, however, already been reported by others with regard to the structure, functions, and programs of the Police Division. Since early 1970, the division has undergone several management studies by independent consultants, a federal audit agency, and an internal study team. In order to place more emphasis on other aspects of this study and to avoid "reinventing the wheel", the consultant has to a large extent relied on the body of information produced by previous studies in describing the structure and functions of the Police Division. Pertinent statistical data have been updated or modified wherever possible and appropriate in order to present the existing situation within the department.

Organizational Structure

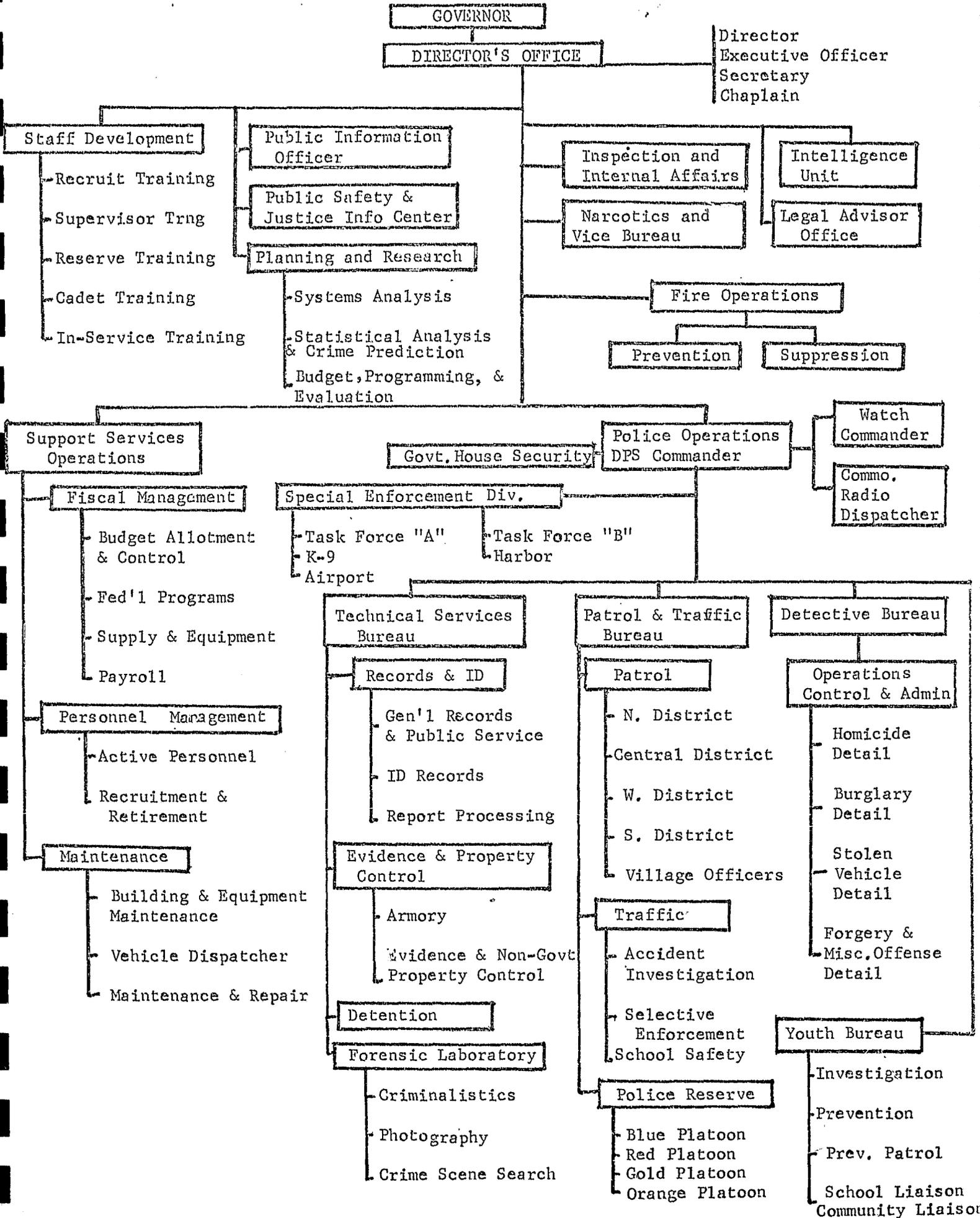
As currently organized, the Police Division consists of three major operational units: Special Staff Units, Support Services Operations, and Police Operations. Each of these major units consists of several sub-units, which are identified and discussed later in this section. Chart 1 illustrates the proposed organizational structure which is to become effective in fiscal year 1978.

Special Staff Units

The Director of Public Safety has certain units which report directly to him and which serve either in staff or line capacities. Eight in number, they include: Staff Development; Planning and Research Division; Public Information Unit; Public Safety and Justice Information Center; Inspection and Internal Affairs; Narcotics and Vice Bureau; Intelligence Unit; and Legal Advisor Office.

Staff Development. The Staff Development Unit provides the following staff training: recruit training, supervisor training, reserve training, cadet training, and in-service training. Part of this unit is the department's Police Academy, which provides much of the staff training. In addition, the department sends personnel off-island to major criminal justice seminars and workshops and encourages its members to pursue formal educational programs.

Planning and Research Division. The Planning and Research Division includes the following sections: Systems Analysis, Statistical Analysis and Crime Prediction, Budget, Programming, and Evaluation. The division which is headed by a lieutenant, was formed to provide the Director with specialized administrative



assistance. Some of the functions of the division are program planning; preparation, review, and maintenance of departmental manuals and orders; preparation of special studies and projects; design and control of departmental forms; coordination and liaison activities; electronic data processing activities; staff studies of the department's special needs; preparation of goals and objectives and resource requirements, budget evaluations, and federal program proposals; and preparation and analysis of crime and traffic statistics.

Public Information Unit. The Public Information Unit is responsible for liaison between the department and the press; preparation of news releases; filing and coordinating news release information with appropriate department personnel; and publishing a weekly departmental newsletter. The unit is headed by a Public Information Officer.

Public Safety and Justice Information Center. The Public Safety and Justice Information Center aids in monitoring public reaction and in the preparation and dissemination of crime prevention information.

Inspections and Internal Affairs. The Inspections and Internal Affairs Unit is responsible for conducting inspections of department personnel, use and control of material resources, and adherence to established procedures. The unit also investigates complaints of misconduct against department personnel.

Narcotics and Vice. The Narcotics and Vice Bureau is responsible for preliminary and follow-up investigations of all liquor law violations; other follow-up investigations required for successful prosecution or as required by the Attorney General; liaison with other local, state, and federal narcotics and vice units; and coordination with the Intelligence Unit. The bureau is headed by a captain.

Intelligence: The Intelligence Unit is responsible for the collection and analysis of information on specific or potential criminal activities; preliminary and follow-up investigations of criminal syndicalism and criminal anarchism; follow-up investigation of riots; and liaison with other local, state, and federal intelligence agencies.

Legal Advisor. The Legal Advisor Office provides legal counsel to the Director of Public Safety in all phases of administration and operations. The office also reviews general orders, training bulletins, and other directives to insure legal sufficiency; consults with arresting officers and reviews affidavits in support of arrest and search warrants; and provides legal counsel for grant proposal development and special enforcement problems.

Support Services Operations Bureau. The Support Services Operations Bureau is the administrative arm of the Department of Public Safety, Police Division. This major organizational unit is divided into three basic sub-units: Fiscal Management Division, Personnel Management Division, and Maintenance Division.

Fiscal Management. The Fiscal Management Division consists of the Budget and Allotment Control Section, the Federal Program Accounting Section, the Supply and Equipment Section, and the Payroll Section. This unit is responsible for all bookkeeping functions and documentation of department financial transactions; preparation of financial expenditures and revenue reports; maintenance of ledgers for federally funded projects; preparation of requisitions for supplies, materials, and equipment, and maintaining reports of inventories, storage for supplies, and reports; posting of employee pay records and computation of salaries; and appropriate reporting and liaison with the Department of Administration Accounting and Payroll Sections.

Personnel Management. The Personnel Management Division is responsible for the maintenance of all personnel records, including records of new employees, terminations, promotions, injured on duty, extended leave, military leave, and minor miscellaneous personnel-related reports. The Personnel Officer is delegated the responsibility for recruiting, terminating, and processing retiring police personnel.

Maintenance Division. The Maintenance Division consists of three sections: Building and Equipment Maintenance, Vehicle Dispatcher, and Building Maintenance and Repair. The division is responsible for cleaning facilities and grounds; repair of facilities; minor maintenance of vehicles and coordination with the Department of Public Works on major repair, preventive maintenance, and updating of vehicles; operation of the department's garage; vehicle dispatch; and maintenance and repair of other police equipment.

Police Operations. Police Operations are under the direction of the Public Safety Commander, who is responsible for the operation and administration of the Government House Security, the Watch Commanders, the Command Radio Dispatcher, the Technical Services Bureau, the Patrol and Traffic Bureau, the Detective Bureau, and the Youth Bureau. He also acts in behalf of the Director of Public Safety in the Director's absence or in an emergency.

The Government House Security Unit is responsible for functions and activities necessary to protect the Governor and Lieutenant Governor and their respective families. This unit reports directly to the Public Safety Commander.

The Watch Commanders report to the Public Safety Commander and are responsible for the command of a shift and/or facility. They generally perform the following administrative duties: assure compliance with departmental policies, procedures, and

regulations; submit reports concerning officer conduct and takes necessary action; assure proper maintenance of equipment; disseminate information and assignments; and summon personnel for emergency duty.

The Technical Services Bureau provides all technical support services for the police operation. The Bureau consists of four divisions: Records and Identification; Evidence and Property Control; Detention; and Forensic Laboratory.

The Records and Identification Division consists of three sections: General Records and Public Services Section, I.D. Records Section, and Report Processing Section. The division is responsible for 24-hour records availability; appropriate filing, cross-referencing and storing of all records and reports; and microfilming storage and retrieval of records more than two years old.

The Evidence and Property Control Division consists of the Armory and the Evidence and Non-Government Property Control Section. The Armory Officer is responsible for maintenance and repair of all department weapons and related equipment. The Evidence and Non-Government Property Control Section is responsible for receiving, storing, and securing all evidence and found property. This section also does follow-up on found property for return to the owners or other proper disposition.

The Detention Division is responsible for booking and detention of prisoners in the department's 18-cell lock-up. Male and female adults and male juveniles are housed in the lock-up, but female juveniles are transported to the Juvenile Detention Home.

The Forensic Laboratory Division consists of three sections: the Criminalistics Section, the Photography Section, and the Crime Scene Search Section. The Criminalistics Section is responsible for analysis of physical evidence, maintenance of fingerprint comparisons, and providing assistance to other departmental units in the application of scientific methods to criminal investigation matters. The Photography Section is responsible for providing photographic support to all departmental units, processing and printing of photographs, and maintenance of negative files and mugbooks. The Crime Scene Search Section is responsible for the protection, processing, and recording of crime scenes, including searches for, collection, preservation, marking, packaging, and transmitting of physical evidence from the scene to the Forensic Lab as well as assisting Photography Section personnel in photographing crime scenes and traffic accidents.

The Patrol and Traffic Bureau which consists of three divisions--Patrol, Traffic, and Police Reserves, is commanded by a captain.

The Patrol Division is divided into four districts and a Village Officers Section. The districts are Northern District Patrol, Central District Patrol, Western District Patrol, and Southern District Patrol. The Village Officers Section is composed of personnel permanently assigned to certain villages as public relations officers to work closely with village commissioners and keep the community members informed of department programs.

The Traffic Division consists of three sections: Accident Investigation, Selective Enforcement, and School Safety. The division is staffed by traffic accident investigators who are assigned to handle all traffic accidents.

The Police Reserve Division consists of four platoons of reserve officers who work a regular schedule as set out by the Patrol and Traffic Bureau. The reserve officers are assigned the same duties as regular police officers after completing prescribed probationary on-the-job training as a rider trainee.

The Detective Bureau consists of an Operations Control and Administrative Unit and four details -- Homicide Detail, Burglary Detail, Stolen Vehicle Detail, and Forgery and Miscellaneous Offense Detail. The Detective Bureau is commanded by an inspector.

The Operations Control and Administrative Unit assists the inspector in the management of the bureau. The unit also includes a Duty Investigators Unit, a 24-hour, 7-day operation which performs preliminary investigations and support activities required for all major investigations.

The four details are responsible for investigative duties, including all required investigations of Part I crimes.

The Youth Bureau consists of the Investigations and Prevention Divisions. These divisions are responsible for the handling of all juvenile cases brought to the attention of the department and for referrals to appropriate agencies. The Prevention Division is divided into the Prevention Patrol Unit, the School Liaison Unit, and the Community Liaison Unit. It is responsible for programs directed at preventing juvenile delinquency.

The Special Enforcement Division, which consists of Task Force "A," Task Force "B", the K-9 Unit, the Harbor Patrol, and the Airport Detail, is headed by a Sergeant II.

Task Forces "A" and "B" are responsible for the following duties: conduct of land rescues and search duties; handling of police problems involving special weapons and/or tactics; and convert and/or overt saturation patrol in areas of special crime problems and as a back-up for the regular police force.

The K-9 unit consists of officers and police dogs. The unit is responsible for assisting departmental field operations in tracking and locating lost persons and escaped prisoners and in police stakeouts and public demonstrations.

The Harbor Unit participates in the patrol of navigable territorial waters. It is responsible for the following duties: conduct and coordination of search and rescue operations with the military rescue units; inspection and registration of all boats to determine if they meet safety standards; surveying and recording of conditions of navigable territorial waters to provide boating safety information; and provision of safe boating education to the public.

The Airport Detail is responsible for all law enforcement and security functions at the Air Terminal. These include assisting airline personnel, Customs, and Immigration officers in the discharge of their duties; air piracy prevention; prevention of the flight of fugitives; control of the entry of unauthorized persons into restricted areas; traffic enforcement and control; and the prevention of illegal importation of contraband.

#### Technical Assistance Needs Assessment

To insure objectivity and to develop a broad perspective of the specific kinds of technical assistance needed in the Police Division of the Department of Public Safety, interviews were conducted with both key officials of the department and persons associated with law enforcement but external to the department. Each person interviewed was asked to comment on what they considered to be critical problems in the Police Division, to assign priorities for future action on these problems, and to indicate what they believed to be necessary in the way of assistance to alleviate them.

#### Critical Problems Perceived by Key Officials

For purposes of discussion and analysis, the responses received regarding the identification of problems were grouped into these seven categories: organization, management and supervision, operations, personnel practices and training, support services, equipment and facilities, and other concerns. Following is a list of responses received which have been grouped by category:

##### 1. Organization

- The Guam Department of Public Safety lacks organizational stability.

- The department's organizational structure is ill-conceived and does not follow standard principles of organization.
- Organizational units and positions are established to accommodate individuals and not by function.
- Duties and responsibilities are not clearly delineated.

## 2. Management And Supervision

- Internal communication, both horizontally and vertically, is inadequate.
- There is a general lack of accountability which results in inaction or failure to follow through by management staff.
- The Director of DPS is burdened with too many detail tasks to effectively oversee or monitor the operations and management of the department. His span of control is too large.
- There is an absence of an adequate management information system so that accurate data is not available from which to make effective decisions or conduct realistic planning.
- Human resources are not properly managed, and as a result countless numbers of manhours are lost.
- Discipline is reported to be inadequate in that it is unfairly and not uniformly meted out. Discipline is characterized as negative (punitive) rather than positive (instructional and corrective).
- Records management is inadequate. There are frequent breaches of security and unauthorized dissemination of records and other internal documents.
- Supervision of police personnel is characterized as ineffective, and this is attributed to the inadequate training of supervisory personnel.
- The planning function is fragmented and does not have a clearly articulated statement of mission and objectives. Particularly significant is the fact that the Planning Unit does not engage in basic program development and organizational evaluation activities.
- An effective, comprehensive system for control of supplies and equipment is needed.

- There's a need to develop and establish a department budgetary process along the lines of modern budgeting principles.
- Disaster and emergency operational procedures are needed in order to effectively guide response activities in such situations.
- An officer's handbook containing operational procedures covering all functional elements of the department should be developed and distributed to each officer.
- There is a need for a review of all non-criminal or non-offense based activity (cash pickups, funeral escorts, heavy equipment escorts, and the like) and to determine under what circumstances services shall be provided and develop appropriate procedures covering each activity.

### 3. Operations

- Current operations are fragmented and are not systematized; that is, they are not methodical in procedure or plan.
- Improvement is needed in the area of investigative procedures and techniques.
- The existing crime prevention effort should be reviewed and assessed for adequacy and an expanded program developed accordingly.
- The department's traffic enforcement program and related activities need improvement.

### 4. Personnel Practices And Training

- A personnel evaluation program is needed which establishes specific responsibility for preparing evaluations, specific periods for which evaluations are to be performed, and standardizes forms and procedures to be adhered to in performing evaluations.
- The department's compensation plan should be reviewed and updated. A classification and pay study was strongly suggested.
- The department's personnel management system should be studied with particular emphasis placed on recruitment, the promotional process, making of assignments, and personnel selection. Specific problems cited include:
  - The system is perceived by most to be unfair
  - No one is ever fired
  - Preferential treatment is given to ranking officers

- The department resists expanding civilianization
  - Promotional examinations are seen by many to be irrelevant and generally poorly written.
- The Police Academy should develop and offer training programs that meet national standards.
  - command and middle management training
  - specialized and technical training.
  - supervisory training
- Criteria should be established for the selection and assignment of personnel to available training programs. Duty assignments should be made on the basis of experience, training, and education. Personnel should be assigned to only those positions which they are qualified to fill.
- There should be continuing evaluation of the Academy staff and programs.
- The department training program should be institutionalized.

#### 5. Support Services

- The police records system should be modernized.
- The planning and research unit should be reorganized to eliminate fragmentation and duplication of services. Its mission should be clearly stated, its objective articulated in measureable terms, and its activities prioritized.
- The detention function should be reviewed and operational policies and procedures established.

#### 6. Equipment and Facilities

- The department's communications system needs to be modernized, particularly its radio and telephone equipment.
  - A radio system that will reach every location on the island is needed.
  - Peak workload studies of telephone system are needed and corresponding equipment to meet peak workload demands acquired.
- Police facilities should be improved.
  - All operations at the central level should be quartered together.

- Police Academy facilities should be upgraded and all essential equipment required for an effective training program should be obtained.
- Special police equipment such as tactical weapons and gear should be purchased.
- A comprehensive police library for both headquarters and academy staff should be acquired and maintained with current books on subjects directly and indirectly related to the police function.
- Office equipment should be updated and purchased in sufficient quantities to meet actual department requirements.
- Current facilities should be expanded to include, but not limited to:
  - gynasium
  - squad room
  - target range

## 7. Other Concerns

- The Department of Public Safety was characterized by those interviewed as a highly politicized operation. Some were quick to point out that the current Director had no fire or police experience but yet because of political considerations received his appointment. Tenure in the position is usually very brief, from 2 to 3 years, and as a result management (civil servants) deal with the Director as someone who is just passing through. This situation, though unavoidable, is thought 1) to reduce organizational effectiveness from lack of professional direction, 2) to impair effective and honest communications, and 3) to result in managerial inaction and maintenance of the status quo.

### Summary

The above listing represents the substance of comments received from key persons interviewed in conducting this study. These responses served to a large extent as the guide to the consultant's assessment of the organization. Where possible, every attempt was made to verify and document the problems and concerns expressed. Each problem verified and others identified in the process are commented on under Findings and Conclusions.

### Prioritization of Activities In Response To Problems Cited

Each official interviewed was asked to indicate how resources, current and future, should be used on a priority basis for eliminating

the problems cited. Not surprisingly, the priority areas established varied for each person interviewed. The consultant, in an effort to arrive to some consensus of opinion as to what the rank order of the problems to be addressed should be, made a list of all responses, consolidating those for which there was a single response with similar or nearly related ones into one category. The responses or categories of responses were given a value of 1 to 10, and values were applied to the list of responses received. The values for each response were then tallied and the sums rank-ordered from low to high. This final listing represents in the opinion of those persons interviewed what areas should be given first attention when available resources permit.

The resulting list of priority areas is shown in rank order:

<u>Ranking</u>	<u>Priority Area</u>
1	<u>Training</u> : Develop and implement a comprehensive training program, one which would permit the training and retraining of at least 10% of department personnel at all times.
2	<u>Staffing</u> : Review current manpower requirements and bring department up to strength.
3	<u>Civilianization</u> : Explore ways to expanding the use of non-sworn personnel within the department.
4	<u>Equipment and Facilities</u> : Obtain adequate quantities of equipment and improve all existing facilities to an optimum level of utility. Includes communication equipment, police headquarters and district stations, weapons, vehicles, and the like.
5	<u>Operational Techniques</u> : Improve investigative techniques, establish crime analysis program, provide specialized training, and establish operational procedures for operational unit.
6	<u>Administrative and Management Capacity Building</u> : Develop and implement management control systems, develop administrative procedures, and establish a personnel evaluation and productivity system.

Not surprisingly, manpower and training ranked high as areas to be addressed first. As is usually the case, many police administrators believe that the problems of their organizations can be solved simply by adding personnel and providing new and existing personnel with training. This approach, however, only magnifies existing problems and quite often creates new ones. In the consultant's opinion, the list of priorities represents a case of putting the cart before the horse. What is actually needed from the consultant's point of view is to completely reverse the ranking of priority areas. By so doing, the department will establish

a blue print for action and develop the administrative and managerial capability of following through with those tasks related to the plan. If the approach taken follows the suggested list of priorities, all that would result would be to have more, possibly better trained, personnel who are inadequately managed as a resource. Thus, the end result would be greater inefficiency.

#### Assistance and Resources Required

Those persons interviewed identified the following as needed resources and assistance to improve the overall administration, operations, and management of the Police Division:

- Technical assistance in developing new administrative and operational procedures.
- Technical assistance in developing various management control and organizational maintenance systems.
- Technical assistance in conducting a study of personnel practices--especially, a position classification and pay study.
- Assistance in developing a comprehensive training program and curriculum for the police academy.
- On-island and off-island training (seminars, workshops, etc.) for upgrading supervisory and management-level personnel.
- Funds for purchasing new and upgrading existing facilities and equipment.
  - Police headquarters consolidation and lock-up
  - Police district stations
  - Communications equipment
  - Firing range, gym, library, and squad room
- Assistance in developing a human resources management system
  - manpower allocation and deployment
  - scheduling (shifts, vacations, and special assignments)

--- career development

--- beat layout

- Assistance in reassessing the mission and goals of the department and, based on contemporary standards, developing a new statement of purpose and objectives.

There will be no further discussions here of the resources and assistance needed for the improvement of the department. Such comment will be offered later in this report, under Findings and Conclusions, where the consultant's perception of assistance and resources needs will be compared with those of the interviewers.

### III. FINDINGS AND CONCLUSIONS

Studies of this kind are typically commissioned with one purpose in mind--to analyze ways in which organization improvements can be achieved or specific problems resolved. In order to accomplish this goal, it is necessary to identify procedural and structural weaknesses and to explore their causes. Given this fact, the overall picture of the quality of an organization frequently becomes distorted. Therefore, a word of caution is in order. The findings and conclusions contained herein are based on analysis of data and pertinent facts obtained from interviews, observations, and limited research during one consultant's brief site visit. Emphasis has been placed on only those problems readily visible--this study effort was not intended to be exhaustive. The findings and conclusions that follow should be viewed in this context.

#### Demographic and Other Characteristics

The following are key findings of demographic and other characteristics which have a bearing on the delivery of law enforcement services in Guam.

#### Findings

- Guam is experiencing significant growth, with an estimated growth rate of nearly 3% a year. The population is currently estimated at 100,000 and is expected to reach 110,000 by 1980.
- Guam's population is a diverse ethnic mix, and notable language and cultural differences exist.
- The climate and natural beauty of the island of Guam has caused it to become a tourist attraction. However, outside of tourism, Guam has little industry, commerce, or agriculture and must rely heavily on the U.S. military presence as a major source of revenue.

#### Conclusions

- The relatively high rate of population growth contributes significantly to Guam's crime situation, in that, historically, crime offenses and related activities grow at an even faster rate than population.

- The language and cultural barriers resulting from the diverse ethnic mix of Guam's own population and that of its tourist tends to aggravate the crime situation on Guam.

### Cost of Police Services

The following are key findings related to the cost of providing police services on Guam.

#### Findings

- The operating budget for the Department of Public Safety in 1976 was \$18,693,135. This figure represented 16.9% of the total budget for the Government of Guam. The operating budget for the Police Division for the same period was \$6,518,110, which represented 75% of the DPS total budget.
- Per capita expenditures for police services on Guam are estimated at \$65.18 for 1976. By comparison, this figure is almost \$7.00 higher than the per capita costs for cities 250,000 to 500,000 and almost \$18 dollars above those of the national average and cities of 100,000 to 250,000.
- The ratio of sworn police personnel per 1,000 population for the Guam Police Division in 1975 was approximately 3.40. Guam's ratio was higher than those for all population groups with which it was compared.

#### Conclusions

- The Department of Public Safety and in particular the Police Division receive a substantial percentage of the Government of Guam's operating budget. The Police Division budget compares quite favorably with those of other operating police agencies in the United States.
- Expenditures per capita for police services on Guam are excessive when compared with those of selected population groups and the national average. This coupled with the fact that the crime rate for Guam is also lower than those for the same groups with which it was compared raises serious questions about the productivity of the department, i.e., its efficiency and effectiveness.

## Analysis Of Crime Statistics And Crime Trends

The findings and conclusions which follow are related to the degree of accomplishments and comparative effectiveness of the Guam Police Division in terms of addressing major crime. It should be remembered in reviewing this section that the only complete data available for comparative purposes was for the year 1975. Some statistical data for 1976 has also been discussed and analyzed, but the scope of the analysis is quite limited. The basic assumption made in arriving at the conclusions stated here is that the conditions that produced the 1975 data probably still exist.

### Findings

- The serious crime rate for Guam in 1975 is considerably less than the average serious crime rate for all major groupings reporting to UCR, with the exception of suburban and rural areas in the U.S.
- The crime statistics do not indicate an alarmingly high level of major crime activity on Guam. The figures show that on the average 18.39 major offenses are reported (and handled) per officer a year. This is about 1.53 major crime per officer a month.
- The Police Division's performance in clearing major crimes is substantially poorer than that of the national average and selected population groups. Guam's clearance rate in 1975 was 60% below the national average and is therefore considered sub-standard.
- Known narcotics offenses for Guam have increased by 32.8% between 1974 and 1976 (an increase in actual numbers of about 20 offenses a year). The statistics do not indicate that there is a narcotics problem of epidemic proportions as suggested to the consultant in interviews with officials on Guam.

### Conclusions

- By the community of Guam's standards, crime rates for Guam may be viewed as being high. However, the statistics indicate a low crime rate. When Guam's police service costs and performance data are compared with similar data for other jurisdictions in the U.S., it is apparent that citizens of Guam are paying more per capita for a lower level of major crime-related services.

In summary, it is concluded that the Guam Police Division is less productive than its counterparts in other areas of the U.S. in terms of dealing with major crime.

Descriptive Analysis of the Organization And  
Functions of the Police Division

Following are key findings and conclusions related to the organization and functions of the Police Division.

Findings

- The organizational structure of the Police Division, Guam Department of Safety, has been developed in accordance with the basic principles of organization. That is, similar functions have for the most part been grouped together. There is delegation of authority; the department is organized by function, time, and place; standard terminology is used; channels of communication are established; hierarchy and rank structure have been developed, and specialized units have been created.
- Some organizational deficiencies were observed, however. Lines of responsibility, though properly drawn, are not necessarily followed, and considerable overlap of purpose seems to exist; persons to whom authority has been delegated are not held accountable; and, the span of control in some cases is too large.
- Police operations are organized along traditional lines consisting of patrol and traffic, detective, technical services, and youth bureaus.

Conclusions

- The basic elements of a sound organization are already in place; a little fine tuning is all that is needed. Some major changes in organizational structure, such as placing staff development, planning and research, public information, and the like in Support Services Operations, could do much to improve the effectiveness of the division.

## Technical Assistance Needs Assessment

The following key findings related to the technical assistance needs of the Guam Department of Public Safety, Police Divisions are grouped into two parts. First, the needs perceived by key officials are cited and commented on as to verifiability. Second, those needs identified by the consultant but not mentioned by officials are cited.

### Findings On Critical Problems As Perceived By Key Officials

#### Organization

- The Guam Department of Public Safety lacks organizational stability. Verified: It was found that the average length of tenure of a Director of DPS is something less than three years. This short tenure is due to the Director serving at the pleasure of the Governor. Decisions affecting the Director's length of stay with the department are to a large extent purely political. With the frequent change of top leadership comes changes of key personnel, policy, and direction. Thus, organizational instability follows.
- The department's structure is ill-conceived and does not follow standard principles of organization. Verified, with clarification: It was found that the organizational structure did not fully follow standard principles of organization. For example, all like functions were not grouped together. Several administrative functions exist as independent units reporting directly to the office of the Director, thereby increasing his span of control. The consultant would not, however, say that the structure was ill-conceived, but rather that it needs minor modification.
- Organizational units and positions are established to accommodate individuals and not functions. Not Verified: As indicated above, all like functions are not grouped. However, it is just conjecture as to what motivated the existing design. There was some indication, however, that some individuals were given preferential treatment, which may have had some bearing on the creation of special units or assignment.
- Duties and responsibilities are not clearly defined. Verified: Statements of duties and responsibilities were found to exist for certain classes of employees; however, similar statements did not exist for all functional units and assignments.

Management And Supervision

- Internal communication, both horizontally and vertically, is inadequate. Verified: Certain events taking place at the time of the site visit were prime examples of ineffective and insufficient communication within the department. For example, there were no document control or status indicator systems for internal communications.
- There is a general lack of accountability which results in inaction or failure to follow through by management staff. Verified: Basic management control and accounting practices were found not to uniformly apply within the department. An example of this is the case of the unaccounted-for funds used from the department's special investigative fund.
- Many personnel interviewed indicated that many on the command staff had the attitude that they would do nothing or as little as possible when in disagreement with policies of a new Director and that they would in essence "wait it out" until that particular Director would leave. This is a prime example of not following through by management staff.
- The Director of DPS is burdened with too many "detail" or technical tasks to effectively oversee or monitor the operations and management of the department. His span of control is too large. Verified: The Director has approximately 11 individual unit commanders reporting directly to him. Such a large span of control limits significantly the amount of time the director has to interact with commanders of key operational units. Furthermore, a span of control this size might have a direct bearing on the frequency and quality of internal communication.
- There is an absence of an adequate management information system, and as a result accurate data is not available from which to make effective decisions or conduct realistic planning. Verified: Current efforts are being made to install a computerized records and information system. To date, only traffic records and information have been entered into the system.
- Human resources are not properly managed, and as a result countless numbers of manhours are lost. Verified: It was found that personnel are neither allocated nor deployed on the basis of proportional workload distribution; there is no analysis of workload data made available to

supervisory personnel which would allow for effective scheduling of personnel; there is no program of directed patrol -- traditional preventive patrol prevails.

- Discipline is reported to be inadequate in that it is unfairly and not uniformly meted out. Discipline is characterized as negative (primitive) rather than positive (instructional and corrective). Not Verified: No statistical data was made available to the consultant that would substantiate or refute this allegation. The consultant formed an opinion based on personal interviews that the assertion is probably correct.
- Records management is inadequate. There are frequent breaches of security and unauthorized dissemination of records and other internal documents. Verified: Several instances were observed while conducting site visits where the press had received various reports and other documents outside authorized channels.
- Supervision of police personnel is characterized as ineffective, and this is attributed to the inadequate training of supervisory personnel. Verified: Current supervisory training consists of approximately 32 hours. This, coupled with other facts such as poor personnel scheduling practices, inadequate workload and activity data for management and supervisory decisions, and a lack of a directed patrol effort, leads one to the conclusion that supervision is less than effective.
- The planning function is fragmented and does not have a clearly articulated statement of mission and objectives. Particularly significant is the fact that the planning unit does not engage in basic program development and organizational evaluation activities. Verified: Problem cited by unit director.
- An effective, comprehensive system for control of supplies and equipment is needed. Verified: No system currently exists for the maintenance and control of supplies and equipment. In fact, several instances were cited where equipment was acquired and used but later could not be accounted for.
- There is a need to develop and establish a department budgetary process along the lines of modern budgetary principles. Verified: Current process does not involve participation of all department management personnel or require program statements.
- Disaster and emergency operational procedures are needed in order to effectively guide response activities in such situations. Verified: None exist.

- An officer's handbook containing operational procedures covering all functional elements of the department should be developed and distributed to each officer. Verified: Current procedures are incomplete and are not distributed to all sworn personnel.
- There is a need to review all non-criminal or non-offense based activity (cash pickups, funeral escorts, heavy equipment escorts, and the like) and to determine under what circumstances and how such services shall be provided. Need Verified: All departmental activities should be reviewed periodically and evaluated for impact on operations. The review function should be continuous.

### Operations

- Current operations are fragmented and are not systematized; that is, they are not methodical in procedure or plan. Verified: Existing operational procedures are incomplete, need revision, and lack universal and uniform application.
- Improvement is needed in the area of investigative procedures and techniques. Verified: This need is covered in detail in Part III of this report, dated August, 1977.
- The existing crime prevention effort should be reviewed and assessed for adequacy and an expanded program developed accordingly. Verified: Every police program should be reviewed, assessed for its applicability and effectiveness, and modified accordingly.
- The department's traffic enforcement program and related activities need improvement. Verified: A recent departmental survey report indicated an extremely low enforcement index for 1975 and that the traffic enforcement function has been deemphasized.

### Personnel Practices And Training

- A personnel evaluation program is needed which establishes specific responsibility for preparing evaluations, specifies periods in which evaluations are to be performed, and standardizes forms and procedures to be adhered to in performing evaluations. Verified: There currently is no adequate personnel evaluation program.
- The department's current compensation plan should be reviewed and updated. Verified: Compensation plans should be reviewed annually.

- The department's personnel management system should be studied with particular emphasis placed on recruitment, the promotional process, making of assignments, personnel selection. Verified: All systems should be reviewed continuously.
- The Police Academy should develop and offer training programs that meet national standards. Verified: The current training program is extremely limited and should be expanded to include command and middle management training, specialized and technical training, and an expanded supervisory training program.
- Criteria should be established for the selection and assignment of personnel to available training programs. Verified: Current attitudes of department personnel indicate some officers are given preferential treatment and that others are selected for training in areas for which they have no responsibility.
- Duty assignments should be made on the basis of experience, training, and education. Personnel should be assigned to only those positions which they are qualified to fill. Verified: Selection procedures and criteria need to be articulated.
- There should be continuing evaluation of Police Academy staff and programs. Verified: Self-explanatory.

#### Support Services

- The department's police records system should be modernized. Verified: A private contractor was in the process of developing and implementing a comprehensive computerized management information system.
- The planning and research unit should be reorganized to eliminate fragmentation and duplication of services. Its mission should be clearly stated, its objectives articulated in measureable terms, and its activities prioritized. Verified: Previously discussed in different context.
- The detention function should be reviewed and operational policies and procedures established. Verified: Current detention facilities are inadequate and hamper the effective operation of the unit. Conditions were considered extremely hazardous to both officers and detainees.

### Equipment And Facilities

- The department's communications system needs to be modernized, particularly radio and telephone equipment. Verified: The public frequently experiences busy signals when telephoning police headquarters. Radio communications are not effective over the entire island.
- Police facilities should be improved. Verified: Several deficiencies were observed with regard to physical facilities, office equipment, and special police equipment.

### Other Concerns

- The Department of Public Safety is characterized as a highly politicized operation. Verified: The fact that the Director serves at the pleasure of the Governor and that the average tenure for a Director is less than 3 years is indicative of the effect politics has on the leadership, direction, and decision-making processes of the department. Moreover, the fact that an appointee may not have specific professional public safety expertise may also reduce organizational effectiveness. A change in this procedure would require a change in legislation.

### Conclusions

- The Department of Public Safety's organizational structure needs some modification. Several administrative and support functions should probably be placed in either the Office of the Director under the direct supervision of an adjutant officer or in one of the three major subdivisions. This alteration of the organization will reduce the Director's span of control and should assist in the improvement of internal communication flow.
- A comprehensive program of management capacity building must be developed and applied in order to improve operations and effectively control department resources and establish accountability.
- The articulation of all operational, emergency, and standard administrative policies and procedures should significantly reduce employee anxiety and provide the formal direction that employees are seeking.
- Ineffective supervision and management of department resources largely contributes to the high cost of operating the department and to the relatively low rate of productivity.

- Depoliticization of the Department of Public Safety would do much to stabilize the department and increase its effectiveness.

#### Other Findings

The following findings related to the technical assistance needs of the Guam Department of Public Safety are those resulting from the consultant's personal observations.

- Substantial interest and cooperation exists among the various elements of the criminal justice system on Guam. This is evidenced in part by the sincere participation of the Territorial Crime Commission in this study and their willingness to assist DPS in any way possible.
- There is considerable enthusiasm and desire among most personnel to improve and professionalize the department's and services.
- The basic foundation and resources for a strong and effective police operation currently exist. However, in order to reach a higher level of efficiency and effectiveness, the resources -- physical and human -- must be well orchestrated. In the opinion of the consultant this is not now the case.
- DPS has not been able to take action on some of the recommendations presented in past study reports because of an absence of in-house expertise. A technical review of past studies to determine current applicability and technical assistance required to implement those recommendations is needed.
- A 1973 Federal Audit Report indicated that the department on some occasions failed to comply with established Government of Guam laws, rules, and regulations. This may also be another indication of the lack of accountability within as well as outside the department.
- Working conditions, salaries, and fringe benefits appear to be satisfactory. Employees expressed satisfaction in this regard.

Prioritization Of Activities In Response To Needs

The consensus of key officials interviewed was that the Department's program of improvement should be administered by addressing problem areas on the following priority basis:

1. Training and staff development
2. Staffing -- bring department up to strength
3. Civilianization -- explore expanded use of non-sworn personnel
4. Equipment and facilities -- upgrade
5. Operational techniques improvement
6. Administrative and management capacity building

The consultant's findings and conclusions regarding the prioritization of activities and resources required to improve the department do not correspond with those of the persons interviewed. The consultant's findings are as follows:

- The major problem confronting the Guam Department of Public Safety is the lack of adequate management and supervision of human and physical resources. Therefore, the consultant defines and prioritizes problem areas for action as follows:
  1. Administrative and management capacity building
  2. Improvement of operational techniques and establishment of procedures to cover each.
  3. Staff training and development
  4. Determine actual manpower and staffing requirements and explore alternative uses of civilian employees.
  5. Upgrade equipment and facilities.
- The consultant concurs with the statement of resources and assistance needed for organizational improvement as cited by key officials interviewed. However, the resource and technical assistance needs should be listed according to importance to correspond with priority action areas. Following is the suggested prioritization of the resource and assistance needed.

1. Assistance in reassessing the mission and goals of the department, and based on contemporary standards, developing a new statement of purpose and organizational objectives.
2. Technical assistance in developing management control and maintenance systems (including a human resources management system) that will insure the optimum utilization of department resources and accountability for tasks performed.
3. Direct assistance in developing new administrative and operational procedures and in revising existing ones.
4. Technical assistance in conducting a comprehensive study of department personnel practices. Such a study should include a review of selection, promotion, disciplinary, and career development practices. There should also be a review and updating of the department's position-classification and pay plan.
5. Assistance in reviewing staff training and development programs and development of related curricula. Special emphasis should be placed on identifying or developing training programs for management and supervisory staff.
6. Funds for purchasing needed equipment and upgrading existing police facilities. As feasible, assistance should be sought in identifying potential sources of funding and preparing required grant applications.

#### General Comment

It should be pointed out that much of the assistance identified above is long term and can not be provided under LEAA's current national police services technical assistance contract. Assistance in the form of block grants, discretionary fund programs, contracts between the Guam Department of Public Safety and a consultant or firm, or volunteer assistance from local educational, business, or professional organizations will be required to carry out the program of improvement described above.

#### IV. RECOMMENDATIONS

This brief study has concluded that there is a need for improving certain aspects of the management and operations of the Police Division of the Department of Public Safety. The recommendations presented here represent some of the ways in which the department might improve its current law enforcement effort.

##### Organization and Staffing

- o It is recommended that the existing organizational chart for fiscal year 1978 be revised as follows:
  1. The staff development, planning and research, public information, and public safety and justice information center functions should be placed under Support Services Operations.
  2. The Director's office should be expanded to include inspections and internal affairs, intelligence, the legal advisory, and an adjutant officer to coordinate the activities of the office.
  3. The narcotics and vice bureau should be incorporated into Police Operations under the control of the DPS commander.

These organizational changes will reduce the span of control of the Director and relieve him of a lot of detail work. A spin-off benefit should be improved internal communication and direction.

- o The department should clearly define the lines of authority within the organization and insure that responsibility is placed at every level with commensurate authority to carry out assigned responsibilities.
- o There should be a review of specialized units with the idea of limiting the creation of such units to only those that are essential. In so doing, the department must keep in mind that the proliferation of special units increases the need for coordination, creates impediments to horizontal communications, and adds to the danger of functional objectives superseding agency goals.

- It is recommended that manpower and staffing requirements be studied in detail. The study should include but not be limited to a review of:
  1. Analysis of workload data
  2. Analysis of scheduling, allocation, and deployment practices
  3. Beat structure analysis
  4. Manpower alternatives (civilianization)
  5. Measures of efficiency
  6. Prioritization of activities
- Procedures should be established for the implementation, operation, and periodic evaluation and revision of the division's deployment system developed from the study above.

#### Management and Supervision

- To insure accountability, the department must develop and implement a series of management control systems. The first step in developing such systems is for the department and its constituency to know and understand fully the missions, goals, and objectives of the department. It is therefore recommended that the department develop written policy, based on policies of the governing body, that provides formal authority for the police function, setting forth the objectives and priorities that will guide the department's delivery of police services.
- The following management control systems should be developed and applied:
  1. A fiscal management system that insures that the department stays within funding restrictions, that funds are being spent for authorized purposes, that monies received from external sources are properly accounted for and that will alert the department in a timely manner to all fiscal problems requiring remedial action. Included in this system should be:
    - a. Policy and procedures for basic accounting
    - b. Provisions for periodic reporting
    - c. Policy and procedures for budget planning and preparation

2. General administrative and operational policies and procedures that cover every functional unit within the department. Policies should be clear and positive and written so that they can be understood by everyone in the department. General policies should be assembled into a single document and distributed to all employees. Specific policies and procedures for functional units should be limited in distribution to only those affected employees. Emergency procedures should also be developed and distributed.
3. A formal and effective inspection system that provides the Director and other executive officers with the basic information needed to evaluate the efficiency and effectiveness of agency operations. Inspections should include a review of:
  - a. Materials
  - b. Facilities
  - c. Personnel
  - d. Procedures and operations
4. A management information system that provides key decision-makers with necessary data from which timely decisions can be made. The basis for a good management information system is a sound records system. Steps are currently being taken to develop and implement such a system. As practical, this program should be accelerated so that the system may become operational at the earliest possible moment.
5. A transportation equipment control and maintenance system which results in the most cost-effective acquisition and operation of transportation equipment. The system should include:
  - a. A policy statement regarding the acquisition and disposal/replacement of equipment
  - b. Maintenance requirements

- c. Control procedures
  - d. Fleet safety
  - e. Vehicle specifications
6. A property and evidence system which insures the secure and efficient storage, classification, retrieval, and disposition of items in the custody of the department.
  7. An internal communication system that permits upward as well as downward and horizontal communications. Such a system should include procedures covering the forms to be used, recording of receipt, action, and disposition, and sanctions against noncompliance.
- The Planning and Research Unit should provide all long-range planning and the responsibility for program development and organizational evaluation activities. It is recommended that the activities and relationships of this unit be reviewed; that the unit's purpose and responsibilities then be clearly articulated; and, that all planning functions not appropriately placed with other units of the Police Division be given to the Planning and Research Unit.
  - Policies and procedures should be developed which will insure that discipline is meted out fairly and uniformly, that it will be positive -- instructive and correctional, and employee rights to review are clearly stated.

#### Operations

- Operational procedures should be prepared for each functional unit. In addition, measures of effectiveness based on specific objectives should be established, with periods of evaluation specified.
- The department's traffic program should be bolstered, especially its enforcement effort. All patrol personnel should be encouraged to participate in the enforcement effort as part of basic patrol responsibility. This would eliminate the need for additional personnel being assigned to traffic.

#### Personnel and Training

- It is recommended that the Department of Public Safety study its personnel management system. The study should en-

compass the following.

1. Review of position classification and pay plan
  2. Examination of the recruitment and selection process
  3. Assessment of the promotional process and methods of making task assignments
  4. Review of all personnel-related policies and procedures
- o The department's training program should be studied. The study should review and assess:
    1. Academy operations and programs
    2. Specific training needs
    3. Management and supervisory development training
    4. Selection procedures for assignment to training programs
    5. Curricula
    6. Quality and effectiveness of training staff

#### Support Services

- o It is recommended that the department's detention facilities be upgraded and that the operations and processes of the unit be reviewed for the express purpose of eliminating those hazardous conditions which threaten both officer and detainee.

#### Equipment and Facilities

- o The department should engage the services of a communications consultant to conduct field tests to determine what radio communications equipment will provide island-wide radio communications.
- o Assistance should be requested from the telephone company to study telephone traffic and determine what system modifications are required to eliminate incoming traffic tie-ups.
- o It is recommended that the department have a space needs and utilization study conducted to determine space requirements. The study should emphasize the consolidation of headquarters operations in a single facility and relocation of related functions so that they are in as close proximity as possible.

- Equipment (office and special police) needs should be assessed and required equipment and material acquired as soon as practicable.

#### Miscellaneous Recommendations

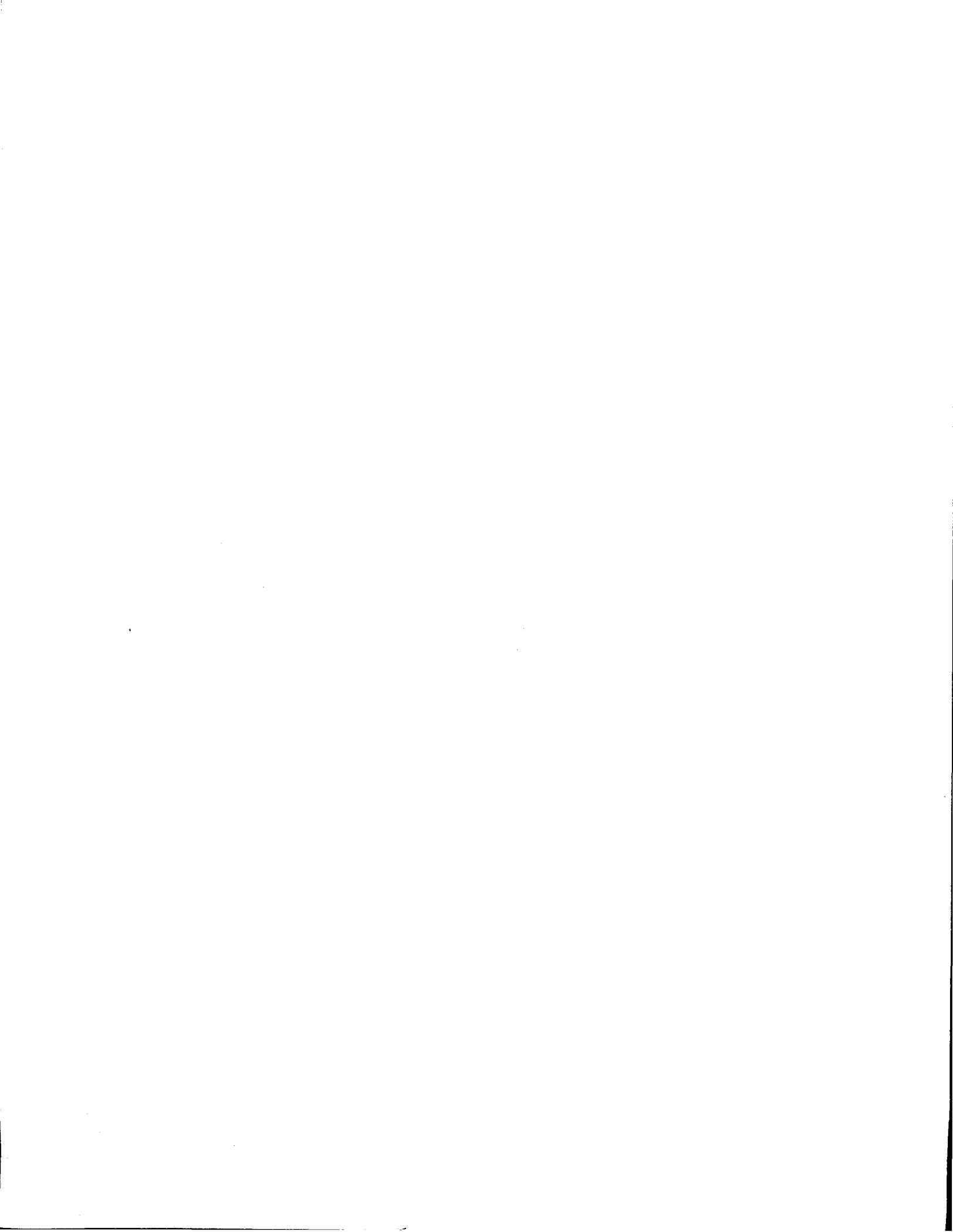
- Consideration should be given to depoliticizing the Department of Public Safety. A possible approach to accomplishing this would be to pass legislation that would create a Public Safety Commission composed of persons appointed by the Governor and confirmed by the Senate who would serve as a policy and oversight body for the Department of Public Safety.

Another alternative might be to appoint the Director of DPS for a specified term, say 6 years, in the way that the Director of the FBI is selected and appointed.

- All management and supervisory personnel should become knowledgeable and conversant on current and emerging issues of the criminal justice system. To accomplish this, it is recommended that the department subscribe to criminal justice and related journals and other publications. These documents should be maintained in the library and made available on request. Another source of current literature is LEAA's National Criminal Justice Reference Service. The service is free. Each officer should be encouraged to take advantage of this service. Information can be obtained by writing:

National Criminal Justice Reference Service  
National Institute of Law Enforcement and  
Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice  
Washington, D. C. 20531

It is also recommended that department personnel read the volumes of the National Advisory Commission on Criminal Justice Standards and Goals and other current literature on the state of the art of the criminal justice system.



**END**