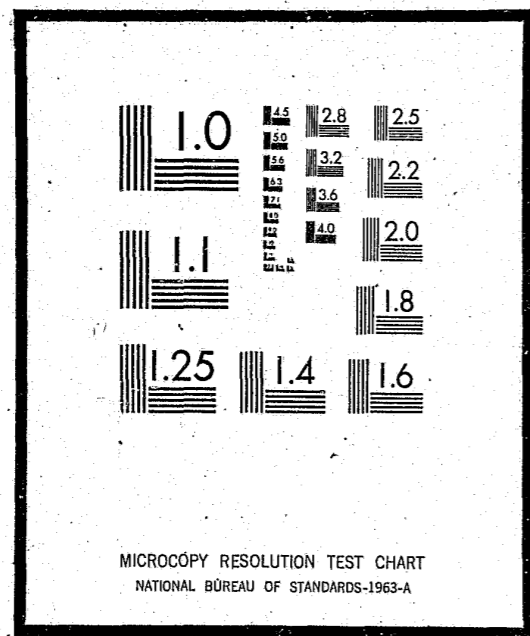


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## Review of Suburban Police Standards and Goals



SOUTHEAST REGIONAL PLANNING COUNCIL  
Governor's Justice Commission

10501

SUBURBAN POLICE

An Analysis of Southeastern Pennsylvania  
Suburban Police Departments  
Policies, Procedures, and Guidelines

This study was financed by and compiled at the  
Southeast Regional Planning Council of the  
Governor's Justice Commission.

Abstract

This is an analysis of policies and procedures in selected police departments containing less than twenty-five full-time police officers in the Pennsylvania counties of Bucks, Chester, Delaware, and Montgomery. It compares existing written and unwritten procedures with applicable Standards developed by the American Bar Association in its Urban Police Function and the report Police, of the National Advisory Commission on Criminal Justice Standards and Goals.

Much of this study has been drawn from a report by the Philadelphia Crime Commission concerning the policies, procedures, and guidelines of suburban police departments of over twenty-five men -- which was funded by the Southeast Region of the Governor's Justice Commission. Their questions have been revised to make them applicable to the smaller, more rural departments examined here; some portions of the earlier study have been retained in their entirety.

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FOREWORD

This study documents the extent to which forty-four police departments now have procedures that meet the spirit or letter of recommended National Standards relating to the function of police. The modern police officer is closely involved with resolving social problems. Though much of this activity must be left to the discretion of the individual police officer, the implementation of Standards in critical areas may provide more concise directives to guide police in difficult situations.

The report is a product of the generous cooperation of many police officials, each of whom gave generously of his valuable time. The staff expresses its deep appreciation to all who shared in the planning and production of this study.

August 1974

SUMMARY

Chapter II

1. Do you have a written policy covering authority, objectives, and priorities of your department?

Level of Achievement: 14, or 32 percent, meet the Standard.

2. Do you review the police role and services?

Level of Achievement: 44, or 100 percent, meet the Standard.

3. Do you have written procedures for referral?

Level of Achievement: None meet the Standard.

4. Do you make use of civilians for non-police duties?

Level of Achievement: None meet the Standard.

Chapter III

1. Do you have written policy dealing with force?

Level of Achievement: None meet the Standard.

2. Do you require a written report after discharging of firearms?

Level of Achievement: 41, or 93 percent, meet the Standard.

3. Do you have a written handcuff policy?

Level of Achievement: 8, or 18 percent, meet the Standard.

4. Do you have a written nightstick policy?

Level of Achievement: 4, or 9 percent, meet the Standard.

Chapter III (Cont'd)

5. Do you have a written search and seizure policy?

Level of Achievement: 8, or 18 percent, meet the Standard.

6. Do you have a written stop and frisk policy?

Level of Achievement: 3, or 7 percent, meet the Standard.

7. Do you have a written chemical agent policy?

Level of Achievement: 4, or 9 percent, meet the Standard.

Chapter IV

1. Do you inform the public as to your defined role?

Level of Achievement: 38, or 86 percent, meet the Standard.

2. Do you have a community relations officer/program?

Level of Achievement: 26, or 60 percent, meet the Standard.

3. Do you have formal procedures to respond to complaints and requests from the community?

Level of Achievement: 12, or 27 percent, meet the Standard.

4. Do you have a formal procedure for receiving complaints and commendations from the community?

Level of Achievement: None meet the Standard.

5. Do you have a formal procedure to facilitate complaint processing?

Level of Achievement: 1, or 2 percent, meet the Standard.

Chapter V

1. Does your department involve itself with crime prevention programs?

Level of Achievement: 23, or 52 percent, meet the Standard.

Chapter V (Cont'd)

2. Does your department become involved in "target hardening" upon request?

Level of Achievement: 36, or 82 percent, meet the Standard.

3. Do you have a policy on intrusion detection alarm systems?

Level of Achievement: 6, or 14 percent, meet the Standard.

4. Do you have a written policy regarding private security agencies?

Level of Achievement: 2, or 5 percent, meet this proposed Standard.

Chapter VI

1. Do you review the department's organizational structure?

Level of Achievement: 24, or 55 percent, meet the Standard.

2. Do you review deployment policies?

Level of Achievement: 44, or 100 percent, meet the Standard.

3. How do you evaluate deployment practices?

Level of Achievement: None meet the Standard.

Chapter VII

1. Do you have procedures that ensure that every reported crime receives the investigation it warrants?

Level of Achievement: None meet the Standard.

Chapter VIII

1. Do you have access to laboratory facilities?

Level of Achievement: 44, or 100 percent, meet the Standard.

2. Do you have access to a local, regional, and state laboratory?

Level of Achievement: None meet the Standard.

Chapter IX

1. Do you have recruitment selection standards that consider a contemporary society?

Level of Achievement: None meet the Standard.

2. Do you permit lateral entry onto your force?

Level of Achievement: 14, or 32 percent, meet the Standard.

3. Do you have a written hiring policy?

Level of Achievement: None meet the Standard.

Chapter X

1. Do you have a formal recruit training procedure?

Level of Achievement: 30, or 68 percent, meet the Standard.

2. Do your officers have intensive training each year?

Level of Achievement: 6, or 14 percent, meet the Standard.

3. Do your officers have an awareness of the community in which they serve?

Level of Achievement: 44, or 100 percent, meet the Standard.

4. Does your department demand at least 400 hours of basic training?

Level of Achievement: 34, or 77 percent, meet the Standard.

5. Do your recruits have supervised field experience?

Level of Achievement: 40, or 91 percent, meet the Standard.

6. Do your officers have educational incentives?

Level of Achievement: None meet the Standard.

7. How will the Mandatory Training Act affect your department?

8. Is there any type of training not currently available that would be useful?

Chapter XI

1. Do you have liaison with other parts of the criminal justice system?

Level of Achievement: None meet the Standard.

2. Do you have access to local/state/federal Criminal Justice Information Systems?

Level of Achievement: 44, or 100 percent, meet the Standard.

Chapter XII

1. Do you ensure that only qualified people are promoted?

Level of Achievement: 29, or 66 percent, meet the Standard.

2. Are promotions controlled administratively?

Level of Achievement: 31, or 70 percent, meet the Standard.

3. Do evaluations of performance take into account all defined activities?

Level of Achievement: 21, or 48 percent, meet the Standard.

Chapter XIII

1. Do you have emergency telephone lines?

Level of Achievement: 39, or 89 percent, meet the Standard.

2. Are misdirected emergency calls immediately relayed?

Level of Achievement: 36, or 82 percent, meet the Standard.

3. Do you continuously record all incoming calls?

Level of Achievement: 28, or 64 percent, meet the Standard.

Chapter XIV

1. Do you have multi-channel mobile and portable radio equipment, and does every officer on duty have a two-way portable?

Level of Achievement: 21, or 48 percent, meet the Standard.

2. Do you have efficient radio communication?

Level of Achievement: 44, or 100 percent, meet the Standard.

3. Do you have a written mutual aid agreement?

Level of Achievement: 26, or 60 percent, meet the Standard.

4. Do you record every radio transmission?

Level of Achievement: 28, or 64 percent, meet the Standard.

Chapter XV

1. Do you have effective minority communication?

Level of Achievement: 9, or 20 percent, meet the Standard.

2. Do you take affirmative action to achieve a minority ratio on your force?

Level of Achievement: 7 (out of 9), or 78 percent, meet the Standard.

3. Do you have a specialized minority recruiting program?

Level of Achievement: 3, or 7 percent, meet the Standard.

Chapter XVI

1. Do you make use of part-time police?

2. What type of training do your part-time police receive?



GENERAL OBSERVATIONS

Description of Police Forces in Southeast Pennsylvania

There are five different types of organized police agencies in Pennsylvania -- state, city, county detective, township, and borough. Each of the municipal police departments in Pennsylvania is under the jurisdiction of the local governing unit with no coordination by other agencies. However, the county detectives are responsible to the District Attorney's offices of the counties.

As of July 1974, there were 195 police departments in the four-county Southeast Region of Pennsylvania (exclusive of Philadelphia), with a total of 2,290 full-time patrol officers and 89 part-time patrol officers. The number of full-time police in each county is: 456 in Bucks; 261 in Chester; 732 in Delaware; and 841 in Montgomery. Only 27 of the 195 police departments employ over twenty-five uniformed officers, with the majority having fewer than fifteen officers. The study surveyed most of the departments having less than twenty-five, but more than ten, full-time uniformed officers -- along with several selected departments of under ten men.

Probably the most critical problem for suburban departments is obtaining the funds needed to meet the many problems and challenges facing law enforcement agencies. With few exceptions, such as grants made by the Federal Law Enforcement Assistance Administration and the Governor's Justice Commission of Pennsylvania, all financing of police work involved in this study is provided at the local level. Accordingly, it is not a generalization

to observe that the size and the quality of police complements are measured by what the community can afford or desires to spend, rather than what it may need by way of public protection. Wealthier communities are able and more willing to pay for police services.

In addition to obtaining necessary operating funds, police agencies experience problems in getting funding authorities to support expansions of present programs or the development of new programs -- such as additional manpower, equipment, and facilities. Often, adequate records systems to document the increasing demands facing law enforcement agencies and to justify the need for increased police expenditures are lacking. The proliferation of forms to be filled out and red tape in general is another factor hampering smaller police departments from utilizing federal and state funds. Moreover, in many of the smaller departments a chief must fulfill patrol, as well as executive/clerical, duties.

Methodology

The basic tool developed for this comparison of proposed Standards to existing policies and procedures was an eleven-page questionnaire containing fifty-three questions. The majority of the questions were taken from the Crime Commission of Philadelphia's analysis of departments of over twenty-five patrol officers. The Commission, in turn, had borrowed their questions and many Standards from recommendations in the Task Force Report on Police of the National Advisory Commission on Criminal Justice Standards and Goals. A few questions also came directly from the Standards in The Urban Police Function, and the spirit of its recommendations are found throughout the questionnaire.

The interviews with the forty-four police departments were conducted over an eight-week period by the three student interns. The interviews averaged forty-five to ninety minutes each. Without exception, the interviewers received a cordial reception and the full cooperation of the police officers. On several occasions, chiefs with pressing criminal matters requiring their attention shifted responsibility for the interview to senior aides who could devote full attention to the interviewers.

At the outset of each session, it was explained that the survey was to be a comparison of existing practices with the recommended Standards and not an evaluation of the effectiveness of each police agency. In addition, the chiefs were promised anonymity by having each department identified only by number. The interviews provided over 2000 responses which were then analyzed and placed in appropriate categories. This number of responses lends credence to the validity, plus value, of this report.

Some of the questions from the analysis of the over twenty-five man departments were deleted at the start from this survey because they were unrealistic in regards to the functions and practices of the under twenty-five man departments. After classifying the responses, we also found several more questions that were of doubtful relevance to smaller departments. These questions were subsequently deleted also.

Since this study is a continuation and adaptation of the Philadelphia Crime Commission's Suburban Police: An Analysis of Southeastern Pennsylvania Suburban Police Departments' Policies, Procedures, and Guidelines, much of their commentary is taken verbatim with only minor editing changes. Their

report, in turn, had made liberal use of the language in the National Advisory Commission's Task Force Report on Police. Commentary material was also drawn from the President's Commission on Law Enforcement and the Administration of Justice's Task Force Report: The Police, as well as The Urban Police Function. Thus, commentary material from all three volumes will be found in our report. The organization of our report may differ slightly from the earlier volume on suburban police, as we adapted it to fit the scope of our revised questions for smaller departments.

Chapter II

POLICE FUNCTION

QUESTION: 1. DO YOU HAVE A WRITTEN POLICY COVERING THE FORMAL AUTHORITY, OBJECTIVES, AND PRIORITIES OF YOUR DEPARTMENT? WHAT IS IT? DOES EACH OFFICER RECEIVE A WRITTEN COPY?

STANDARD: Every police chief should immediately develop written policy based on guidelines of the governing body which provides formal authority for the police function and should set forth the objectives and priorities which will guide the agency's delivery of police services. Department policy should articulate the role of the agency in the protection of constitutional guarantees, the enforcement of the law, and the provision of services necessary to reduce crime, to maintain public order, and to respond to the needs of the community.

COMMENTARY: If the overall purposes of the police service in America were narrowed to a single objective, that would be to preserve the peace in a manner consistent with the freedoms secured by the Constitution. Police alone do not bear the responsibility for preserving a peaceful society, rather it is shared with all elements of society, each person, each institution, and each facet of government. However, because crime is an immediate threat to the order of all communities, the police exist to overcome that threat and to reduce the fear of it.

Maintaining order requires far more than making arrests for violations of the law. Police must deal with many situations where, although a crime may not have been committed, the safety and order of a community may be threatened. Conflicts between individuals, the failures of other municipal or social services, accidents, and natural disasters are among the many events that can threaten a community.

Because the responsibility for law enforcement and the provision of police services to meet local needs is properly borne by local government, it would be unrealistic to establish rigid priorities for all police agencies in the United States. Rather, priorities regarding the police role are established largely by the community the police agency serves.

Once established, an agency's police role should be reduced to writing so that police employees have a model within which to work, and members of the public have a standard by which to measure police performance. The subject of policy formulation is treated in greater depth in the Standards on police discretion and goal implementation. However, a written definition of the police role should be central to all written policy.

SUMMARY OF FINDINGS: Of the forty-four departments interviewed, six agencies did not have any manual at all that outlined the police function. The remaining thirty-eight departments break down into three main divisions. Fourteen of the thirty-eight had complete written duty manuals distributed to all officers, and this met the Standard. Eight of the thirty-eight departments had manuals that were being updated to the level of the Standard at the time of our survey. There were sixteen other departments that had some written procedural guidelines for officers. These sixteen manuals were sketchy, consisting more of rules, dress regulations, and general directives than any outline of field operating procedure for the patrol officer.

LEVEL OF ACHIEVEMENT: 14, or 32 percent, meet the Standard.

\* \* \* \* \*

QUESTION: 2. DO YOU PERIODICALLY REVIEW THE ROLE OF THE POLICE AND THE SERVICES PROVIDED BY POLICE?

STANDARD: All police agencies annually, in connection with the preparation of their budgets, should study and revise the objectives and priorities which have been established for the enforcement of laws and the delivery of services.

COMMENTARY: Once the police role has been established in a particular jurisdiction, there should be a regular review to ensure that unnecessary non-enforcement services are removed.

SUMMARY OF FINDINGS: All forty-four departments review the role of the police and the services they provide in compliance with the Standard. We observed various methods of accomplishing this in the different departments. All the chiefs reviewed priorities in connection with the preparation of their annual budgets. In addition, many chiefs participated in discussions of the role and services of police at their public borough or township meetings, gaining valuable citizen input.

Many smaller departments operating on tight budgets find it a necessity to continuously review the role and services provided by the police due to their desire to put their limited funds to best use. One chief, in fact, reported that he usually plans monetary needs for his department five years in advance.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

\* \* \* \* \*

QUESTION: 3. DO YOU HAVE WRITTEN PROCEDURES FOR REFERRING CERTAIN INDIVIDUALS IN NEED OF SPECIALIZED CARE TO OTHER AGENCIES (ALCOHOLICS, MENTALLY ILL, NARCOTIC ADDICTS, AND JUVENILES)?

STANDARD: Every police agency should provide, where permitted by law, that adults and juveniles coming to the attention of the police for whom the criminal justice process would be inappropriate or where other resources would be more effective, be diverted from the criminal justice system. All such dispositions should be made pursuant to written agency policy that ensures fairness and uniformity of treatment.

COMMENTARY: Police have learned that the criminal justice system is often not the most effective or appropriate way to deal with social problems such as alcoholism. Yet many times police are confronted with the addict or alcoholic under circumstances where action is necessary to protect the individual or others, or where a crime has been committed.

The community must provide non-criminal facilities for the care of such persons, and the police must have a policy of referral to such places. This is most obvious when dealing with the mentally ill and juveniles. With the establishment of base service units under the state Mental Health/Mental Retardation Act of 1966, police have a local facility to which they can refer persons in need of such help. For juveniles, police should identify community resources that will provide assistance and counseling to referred youths, as well as youth service bureaus and other formal and informal agencies with delinquency prevention functions.

SUMMARY OF FINDINGS: Few of the forty-four departments actually had written uniform procedures for referral of persons in need of specialized care. Five of the departments had no standardized procedure, written or verbal, to deal with these cases. Twenty-four departments had verbal policies to refer individuals to local facilities, public or private, which they had successfully

used in the past. However, the departments gave much consideration to the individual case and circumstances; thus, the verbal procedures were not very uniform.

Fifteen departments approached the Standard, in that they had some written procedures for these individuals. These departments' procedures consisted of a listing of some agencies to which juveniles or mentally ill persons could be referred. Again, consideration of cases was done on an individual basis, rather than through a uniform procedure. Thus, these departments do not meet the Standard.

LEVEL OF ACHIEVEMENT: None meet the Standard.

\* \* \* \* \*

QUESTION: 4. DO YOU MAKE USE OF CIVILIANS TO PERFORM NON-POLICE DUTIES (SUCH AS DISPATCHING, IMPOUNDING STRAY DOGS, ROUTINELY DIRECTING TRAFFIC, OR CLERICAL WORK)?

STANDARD: Every police chief should ensure maximum efficiency in the deliverance of patrol services by setting out in written policy the objectives and priorities governing these services. This policy should ensure that resources are concentrated on fundamental police duties and ensure that patrol officers are engaged in tasks that are related to the police function.

COMMENTARY: Police agencies must first concentrate their energies and resources on performing fundamental police duties. If police are burdened with non-enforcement duties or with low-priority enforcement and other duties, officers are diverted from the tasks that directly reduce crime. The patrol officer's effort should focus on the solving of crime, with the major emphasis on serious crimes and crimes that cause the greatest fear.

Several departments had patrol officers type reports, impound stray dogs, and perform a host of other tasks that do not require the skill and experience of a sworn police officer. This practice is both expensive and inefficient. It removes officers from police work to perform tasks that could be handled by personnel without their training.

Relieving patrol officers of some minor tasks increases their capability to reduce crime. FBI studies indicate that as response time of patrol units is reduced, the clearance rate of crime goes up. The figures show that the police solve two-thirds of the crimes to which they respond within two minutes, and only one-fifth of those where response time is five minutes or longer. Therefore, unsolved crime is reduced when agencies ensure that patrol officers are available and respond immediately to serious incidents.

We must add that this Standard may be unrealistic for more rural or smaller suburban police departments. Local government in these less populated rural areas may tend to define the police role more broadly than in urban, high-crime areas. This may be a result of a lack of more sophisticated municipal service agencies that one would find in the urban areas. The absence of such agencies reflects both a lower demand for such services (due to more sparse population) and a limited amount of funds available in the rural borough or township budgets.

Rapid response time builds community confidence in the police, in addition to deterring crime. Police agencies should, as a crime deterrent, establish a reputation for swift apprehension of law violators. Patrol officers should be dispatched immediately to the scene where citizens are

in danger, where a crime is in progress, and where the likelihood of apprehending the offender is great.

SUMMARY OF FINDINGS: None of the forty-four departments fully complied with this Standard. The use of civilians in the small police department can be broken down into four areas of personnel: clerk-typists, radio dispatchers, animal wardens (dog-catchers), and traffic crossing guards. Some of the forty-four departments did approach the Standard in each of these areas. Thirty departments employed civilian clerk-typists. Forty-three departments utilized civilian radio dispatchers -- either at their headquarters or through county radio rooms, depending on the location from which these departments were dispatched. Seven out of forty-four departments indicated that they used the services of a civilian animal control warden. Thirty departments out of forty-four employed civilian traffic crossing guards. However, all departments still used some of their resources in low-priority or non-enforcement duties, and thus failed to meet the Standard.

LEVEL OF ACHIEVEMENT: None meet the Standard.

\* \* \* \* \*

Chapter III  
LIMITS OF AUTHORITY

The following Standard -- because of its very general nature -- was considered in seven subsections, each with its own question. A general summary has been included for the main Standard, along with a level of achievement.

QUESTION: i. DO YOU HAVE A WRITTEN POLICY DEALING WITH THE USE OF FORCE, DEFINING SITUATIONS IN WHICH THE USE OF FORCE IS ALLOWABLE?

STANDARD: Every police chief should immediately establish and disseminate to every agency employee written policy which acknowledges police authority. The policy should at the minimum acknowledge:

1. that the limits of police authority are strictly prescribed by law and that there can be no situation which justifies extra-legal police practices and;
2. that there are times when force must be used in the performance of the police task but that there can be no situation which justifies the use of more than the minimum amount necessary.

COMMENTARY: As the most visible symbol of the law, police must conduct themselves in a manner that inspires respect for the law. To be worthy of public trust, police authority must be exercised in a manner consistent with the highest principles of a free society. Formal limits of police authority are found in the U. S. and state Constitutions and in the statutes and ordinances defining specific police powers. These formal limits are derived from the fundamental basis of police authority, the consent of the people themselves.

America's political system is founded on the belief that certain rights are inalienable and that government may not deny or abridge these rights. Consistent with constitutional guarantees, the exercise of police authority involves limitations on the unfettered freedom an individual might enjoy in solitary existence. The acceptance of police authority depends largely on the belief that its exercise is reasonable.

Statements of police authority should be articulated by every police agency as an inherent part of written policy which defines the police role. That policy should be communicated to every employee and its principles given effect in every expression of police authority.

Police exercise their authority to use force most frequently when making arrests; however, force also may be required in other situations such as suppressing civil disorder or subduing a mentally ill person. The potential consequences of the use of force demand that it be exercised with the greatest discretion; however, other than the broad language of authorizing statutes and occasional imprecise court decisions, police receive little guidance regarding the manner or extent of force they are to use. This was true in the past in Pennsylvania, but in the new Crimes Code there is a section intended to establish rational guidelines to govern use of force in law enforcement. However, this section does not define situations in which the use of force is allowable, nor does it suggest a range of alternatives.

SUMMARY OF FINDINGS: Of the forty-four departments surveyed, thirteen had some written policy regarding the use of force, while thirty-one others did not. Many of the chiefs said they do not think specific situations could

be defined where force is permissible. They said that limitations had to be in general terms only, with proper training and common sense the only practical safeguards against abuse. None of the written policies in the use of force meet the requirements of the Standard; i.e., defining situations where force is allowable and establishing a range of alternatives.

LEVEL OF ACHIEVEMENT: None meet the Standard.

\* \* \* \* \*

QUESTION: 2. DO YOU REQUIRE OFFICERS TO SUBMIT A WRITTEN REPORT AFTER DISCHARGING THEIR FIREARM WHILE ON DUTY?

STANDARD: Need for a written policy (See previous general Limits of Authority Standard).

COMMENTARY: A police officer is justified in discharging his firearm in the line of duty only in those situations where deadly force may be absolutely necessary, as outlined in Section 508 of the new Crimes Code. A written report submitted by the officer after discharging his firearm is indispensable in determining whether the officer's action was justified.

SUMMARY OF FINDINGS: Forty-one of forty-four departments required each officer to submit some sort of written report after discharging his firearm while on duty. This report consisted either of a special form given to the officer by the chief, or was merely a part of the officer's incident report or daily report. Three departments did not require any sort of written report following the discharging of a firearm by an on-duty officer.

LEVEL OF ACHIEVEMENT: 41, or 93 percent, meet the Standard.

\* \* \* \* \*

QUESTION: 3. WHAT IS YOUR POLICY DEALING WITH THE USE OF HANDCUFFS?

STANDARD: Need for a written policy (see Limits of Authority Standard).

COMMENTARY: See Limits of Authority commentary.

SUMMARY OF FINDINGS: Eight of the forty-four departments had a written policy on the use of handcuffs. Of the remaining thirty-six departments, thirty-five had an oral policy which in most cases consisted of suggestions from the chief, but largely left the matter up to the discretion of the individual officer. One department stated that it had no policy regarding the use of handcuffs.

LEVEL OF ACHIEVEMENT: 8, or 18 percent, meet the Standard.

\* \* \* \* \*

QUESTION: 4. WHAT IS YOUR POLICY DEALING WITH THE USE OF THE NIGHTSTICK?

STANDARD: Need for a written policy (see Limits of Authority Standard).

COMMENTARY: See Limits of Authority commentary.

SUMMARY OF FINDINGS: Four of the forty-four departments issued nightsticks only in the case of emergency. Of the remaining forty departments whose officers carried nightsticks (or regularly had them available in the car), only four had a written policy regarding the use of the nightstick. Twenty-eight departments issued verbal directives to their officers concerning the use of

the nightstick. Eight departments reported that they had no policy, written or verbal, regarding the use of the nightstick.

LEVEL OF ACHIEVEMENT: 4, or 9 percent, meet the Standard.

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QUESTION: 5. WHAT IS YOUR POLICY DEALING WITH SEARCH AND SEIZURE?

STANDARD: Need for a written policy (see Limits of Authority Standard).

COMMENTARY: See Limits of Authority commentary.

SUMMARY OF FINDINGS: Eight of the forty-four departments had their own written policy covering search and seizure to supplement the directives of their local District Attorney. Thirty-two of the remaining thirty-six departments used the District Attorney's guidelines, either including them in their duty manual or posting them for all patrol officers to see. The four remaining departments seemed to be unsure of their legal rights and authority in this matter.

LEVEL OF ACHIEVEMENT: 8, or 18 percent, meet the Standard.

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QUESTION: 6. WHAT IS YOUR POLICY DEALING WITH STOP AND FRISK?

STANDARD: Need for a written policy (see Limits of Authority Standard).

COMMENTARY: See Limits of Authority commentary.

SUMMARY OF FINDINGS: Three departments out of forty-four do have a written policy regarding stop and frisk procedures to supplement any guidelines



received from the District Attorney. Thirty-seven of the remaining departments post or distribute copies of the District Attorney's directives or explanations and decisions appearing in The Criminal Law Reporter. The four remaining departments use neither the District Attorney's guidelines nor Supreme Court bulletins on any regular basis.

LEVEL OF ACHIEVEMENT: 3, or 7 percent, meet the Standard.

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QUESTION: 7. WHAT IS YOUR POLICY DEALING WITH USE OF CHEMICAL AGENTS?

STANDARD: Need for a written policy (see Limits of Authority Standard).

COMMENTARY: See Limits of Authority commentary.

SUMMARY OF FINDINGS: Four of the forty-four departments did have a written policy on the use of chemical agents (MACE). Twenty-one of the remaining forty departments had some oral policy to aid the patrol officer in his use of chemical agents. Eight departments left the decision as to whether the individual officer would carry MACE up to the patrol officers themselves. The officers of eleven departments did not carry any chemical agents, and therefore saw no need for a policy.

LEVEL OF ACHIEVEMENT: 4, or 9 percent, meet the Standard.

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COMMUNICATION WITH THE PUBLIC

QUESTION: 1. WHAT METHODS ARE USED TO EXPLAIN THE POLICE DEPARTMENT'S POLICIES, PRIORITIES, AND FUNCTIONS TO THE PUBLIC AND TO RESPOND TO QUESTIONS FROM THE PUBLIC?

STANDARD: Every police agency should establish immediately programs to inform the public of the agency's defined police role. These programs should include, but not be limited to:

1. an annual classroom presentation by a uniformed officer at every public and private elementary school within its jurisdiction;
2. where permitted by local conditions, participation in government and civic classes offered in local evening adult schools and community colleges;
3. acceptance of invitations for officers to speak to business and civic organizations;
4. providing speakers in response to every reasonable request coordinating the speaker's ability and background with the intended audience;
5. inquiring into the availability of public service resources from advertising and communication organizations to assist in developing support for the agency and its programs, and;
6. holding annual "open house" and providing other tours of police facilities and demonstrations of police equipment and tactics when appropriate.

COMMENTARY: Police often perform in public view under circumstances that often lead to misunderstanding and misinterpretation of police activities. Witnesses and participants are influenced by their preconceptions and biases regarding the police service when they evaluate police action. This can lead to incidents that cause resentment against all police action -- no matter how

legitimate. If the public understands and appreciates the nature of the police task, they can better judge whether police are exceeding their authority.

Aside from the process of police-public communication, people need to be informed of the nature of the police role in order to develop a proper understanding.

Most people have a fair understanding of what the police do, but often do not know why a particular police action was or was not taken. Officers seldom have the time or opportunity to explain their actions to bystanders. The sight of officers exercising their authority may arouse sympathetic feelings in witnesses who often tend to identify with the person being interrogated or arrested. When police agencies inform the public of their basic rationale and a conception of their role, the public is more likely to accept police actions as proper in a given situation.

Some police agencies are reluctant to publicize their policies and practices on grounds this might aid criminals or increase public criticism. However, this risk should be taken because the police are a basic part of government, serving an honorable function, and it is essential that their role be understood.

Misconceptions of the police role make the delivery of services more difficult. For example, most people think more uniformed policemen are on duty at any given time than there actually are. Therefore, they are critical of the police if response to a complaint, however minor, is delayed.

Also, many complaints regarding police conduct are based upon public misunderstanding of the limits of police authority. The public needs to know when an officer may or may not legally conduct an investigation or make an arrest without a warrant.

Written policy defining the police role, priorities for the delivery of police services, and performance guidelines should be provided to all officers and made available to the public. In addition, police administrators should develop new means of informing the public about the police function and the citizen's role in controlling crime. Of course, public education and information programs should be geared to the needs of individual communities.

SUMMARY OF FINDINGS: Of the departments interviewed, only six chiefs had no methods at all of informing the public of their policies and procedures, and thus did not meet the Standard. Of the remaining thirty-eight departments, all have made some effort to explain their policies and priorities to the public, owing to local limitations of manpower and other factors.

Many of the departments operated out of cramped buildings and could not hold any sort of "open house" due to lack of space. Eight chiefs replied that they did hold annual or semi-annual "open houses." Five chiefs said that they conducted tours of their facilities for interested citizens and school children. Three other chiefs mentioned that they dispensed information about their departments in written form -- such as borough newsletters, newspaper articles, or pamphlets. Thirty-four departments reported that the chief or other officers spoke to civic groups, churches, and schools upon request.

LEVEL OF ACHIEVEMENT: 38, or 86 percent, meet the Standard.  
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QUESTION: 2. DO YOU HAVE A DESIGNATED COMMUNITY RELATIONS OFFICER OR PROGRAM?

STANDARD: Every police agency with more than 400 employees should establish a specialized unit responsible for maintaining communication with the community. In smaller agencies, this responsibility should be the chief executive's, using whatever agency resources are necessary and appropriate to accomplish the task.

COMMENTARY: Every police agency should recognize the importance of bilateral communication with the public and should constantly seek to improve the needs and expectations of the public, to act upon those needs and expectations, and to inform the public of the resulting policies developed to improve delivery of police services. Such communication should be a priority in smaller as well as larger departments.

SUMMARY OF FINDINGS: Eighteen of the forty-four departments had no community relations program or special officer to handle such matters, and thus failed to meet the Standard. Of these eighteen, five of the chiefs contended that they considered all of their men involved in community relations work though they had no visible program. We felt that this was a valid comment, yet such thought was not in harmony with the idea expressed in the Standard.

Twenty-six of the departments did have some type of specialized officer or particular programs in which they took part. Some examples in both of these categories are: juvenile officer, detective, or the chief himself; Police Athletic League; Police Cadet Program; Soap Box Derby; Home Run Derby; calendars and literature concerning police-sponsored events; and programs for young children, such as bicycle safety day.

LEVEL OF ACHIEVEMENT: 26, or 60 percent, meet the Standard.

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QUESTION: 3. IN THE PAST TWO YEARS HAVE YOU CONDUCTED ANY KIND OF FORMAL OR INFORMAL SURVEY TO DETERMINE COMMUNITY NEEDS AND ATTITUDES REGARDING POLICE SERVICES? IF SO, HOW LONG AGO WAS IT?

STANDARD: Every police chief should provide for immediate adoption of formal procedures to respond to complaints, suggestions, and requests regarding police services and formulation of policies. These procedures should at least indicate that periodic public surveys will be made to elicit evaluations of police service and to determine the law enforcement needs and expectations of the community.

COMMENTARY: Voluntary compliance with the law and acceptance of police practices depends on the public's acceptance of the principle that they share responsibility for both the enactment and the enforcement of the law. Citizens exercise some control over the enforcement of the law by notifying the police of situations requiring their attention and by informing the police of their needs and expectations.

In defining the objectives, priorities, and policies which govern delivery of police services, a police chief must ensure that he has adequate information about the needs and expectations of his community. He should adopt specific programs for direct public involvement in the formulation of basic objectives and priorities governing the delivery of police service. Additionally, he must develop methods of measuring his agency's effectiveness in delivering these services.

A number of police agencies have surveyed their communities to determine what each community needs and expects of the police. Such surveys need not be conducted by the police agency.

Police agencies have traditionally relied upon crime and arrest statistics, such as those published annually by the FBI, to measure their effectiveness. However, it has been estimated that one-half to three-fourths of police time is spent providing non-enforcement services. Since the delivery of these services constitutes a significant part of the police responsibility, appropriate quality control measures should be developed to determine agency effectiveness in responding to total community needs and expectations.

Although surveys conducted by police agencies may lack the sophistication of Gallup or Harris Polls, they are successful in encouraging greater public participation in the policing of the community. Thus, the value of a survey of community needs and expectations may not depend as much on the results of the survey as on the sincerity of the police agency in considering and responding to the results.

SUMMARY OF FINDINGS: Of the forty-four departments interviewed, only twelve had completed a community survey within the previous three or four years. Interestingly enough, several of these chiefs seriously doubted the usefulness of such a survey toward their work. Of the thirty-two departments that had not conducted a survey, twenty-two felt that they received valuable input at their township or borough meetings.

LEVEL OF ACHIEVEMENT: 12, or 27 percent, meet the Standard.

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QUESTION: 4. DO YOU AFFIRMATIVELY INVITE CITIZEN COMMENDATIONS AND COMPLAINTS OF OFFICER PERFORMANCE?

STANDARD: Every police chief should acknowledge that in his exercise of authority the police must be accountable

to the community by providing formal procedures for receiving from the public both commendations and complaints regarding individual officer performance. These procedures should at least stipulate that:

1. there will be appropriate publicity to inform the public that complaints and commendations will be received and acted upon by the police agency;
2. every person who commends in writing the performance of an individual officer will receive a personal letter of acknowledgement; and,
3. every allegation of misconduct will be fully and impartially investigated by the police agency, with the results made known to the complainant or the alleged victim of police misconduct.

COMMENTARY: The law enforcement task must be performed by individuals capable of rapid decision-making and swift action in a wide variety of complex situations. Whether a policeman takes action in a particular case depends largely on his confidence in the people empowered to judge his decisions and actions and to punish or reward him based on that judgment. If he lacks confidence in the system of accountability, he is likely to conclude that the personal or professional harm he may incur in taking any action outweighs the benefits that might result from it. Any system of police accountability should encourage unequivocally police action where appropriate and similarly discourage it where it is not.

Much police work is performed necessarily without close supervision. Members of the public can assist police agencies in the evaluation of individual officer performance. Letters commending outstanding performance by officers or complaining of police misconduct are examples of valuable public assistance

in police management. Such community involvement particularly assists police administrators and does much to reinforce the close ties between the public and its police. However, this sort of community involvement depends on public awareness of common acceptable police practices and the limits of police authority. Furthermore, it depends on visible agency response to valuable public contributions.

Programs to involve the public in reporting observations of police actions should be established through written policy setting out the philosophy and principles upon which those programs are based. Procedures and guidelines for implementation of these programs should also be written and published for the public. The public should be informed that their commendations and complaints will be received and acted upon by their police agency.

The effectiveness of such programs depends on the police agency's commitment to take action on information provided. Therefore, it is important that each person who commends in writing the performance of an individual officer receives a letter of acknowledgement, that every allegation of misconduct is fully and impartially investigated by the police agency, and that the results are made known to the complainant. It is equally important, from a training standpoint, that officers will be rewarded or punished as a result of their conduct contained in such reports.

SUMMARY OF FINDINGS: All of the chiefs interviewed stated that they invite citizen commendations as well as complaints of officer performance. Twenty-three departments put such items directly in the officer's personal file. All the

chiefs indicated that they actively seek citizen response to officer performance when they speak to civic, business, or school groups. Many of the chiefs reported that commendations and complaints are received in connection with local borough or township meetings. However, none of the departments complied with Subsections 1 and 2 of the Standard; thus, none meet the Standard.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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QUESTION: 5. HOW ARE OUTSIDE COMPLAINTS AGAINST POLICE PRACTICES PROCESSED? IS THE COMPLAINANT INFORMED OF THE RESULTS OF HIS COMPLAINT?

STANDARD: Every police agency should immediately implement procedures which will facilitate the making of a complaint alleging employee misconduct, whether that complaint is initiated internally or externally.

1. The making of a complaint should not be accompanied in any manner by the fear of reprisal or harrassment. Every person making a complaint should receive a receipt verifying reception of the complaint by the police agency. This receipt should contain a general description of the investigative process and appeal provisions.
2. Every police agency should on a continuing basis, inform the public of its complaint reception and investigation procedures.
3. All persons who file a complaint should be notified of its final disposition, and personal discussion regarding this disposition should be encouraged.
4. Every police agency should develop procedures which will ensure that all complaints, whether from an external or internal source and whether received in person, by telephone, letter or anonymously, are permanently and chronologically recorded in a central record. The procedure should ensure that the agency's chief or his assistant is, without delay, made aware of every complaint.

5. Complete records of complaint reception, investigation, and adjudication should be maintained. Statistical summaries based on these should be published regularly to all police personnel and should be available to the public.

COMMENTARY: Procedures which ensure reception of complaints from the public alleging police employee misconduct or agency inefficiency foster public cooperation. Adequate complaint reception procedures also provide the police chief with a valuable tool for gauging employee performance quality and in measuring public-police rapport. Fear and inefficiency result not from the known, but from the unknown. Therefore, it is in the best interests of a police agency that all instances of employee inefficiency and misconduct be revealed. One way that a police agency can monitor police performance is through the receipt and investigation of all complaints.

SUMMARY OF FINDINGS: In twenty-three of the forty-four departments, the chief reported that either he or his top subordinate always attempts to notify complainants of the final disposition of their complaints. Of these departments, only one had a written procedure for handling complaints against the police. The twenty-two other agencies all had verbal policies as to the handling of complaints. In twenty-one other departments, the chiefs said that they got back to the complainant only if a response was requested or if the allegation was very serious; thus, these departments failed to meet the Standard. Fourteen of these chiefs indicated that no action at all would be taken unless the complaint was placed in writing. Five of the chiefs stated that they try to bring the complainant and the accused officer together to discuss the problem.

All forty-four departments have some sort of verbal or written procedure, indicating that they accept and investigate most complaints. However, only twenty-three make an effort to always inform the complainant of the disposition of his complaint. Thus, only these departments meet the Standard.

LEVEL OF ACHIEVEMENT: 1, or 2 percent, meet the Standard.

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Chapter V

CRIME PREVENTION

QUESTION: 1. DOES YOUR DEPARTMENT INVOLVE ITSELF WITH ANY NEIGHBORHOOD OR BUSINESS ORIENTED CRIME PREVENTION PROGRAMS, SUCH AS NEIGHBORHOOD WATCH?

STANDARD: Every police agency should establish or actively assist volunteer neighborhood security programs and programs that involve trade, business, industry, and community participation in preventing and reducing neighborhood and commercial crimes and in facilitating the identification and recovery of stolen property.

COMMENTARY: While eliminating the conditions that foster crime may be the most effective crime prevention, more immediate relief for the overburdened criminal justice system can be had by making it more difficult for potential criminals to ply their trade. This requires widespread citizen awareness and participation. Alert eyes and ears and an eagerness to contact the police can be a great aid in preventing crime. So, too, can systematic methods of identifying stolen property. Valuables that can be quickly identified are not only more easily recovered, but are less likely to be stolen in the first place.

SUMMARY OF FINDINGS: Twenty-one departments reported that they did not have any neighborhood or business oriented crime prevention programs, such as the Neighborhood Watch. Twenty-three other chiefs reported that they did have some type of crime prevention program. All twenty-three contacted new businesses in their jurisdiction and offered crime prevention information and advice.

Eight departments distributed crime prevention literature to all residents. Nine used the Town Watch system. Twelve other departments used the scribing tool. One chief reported that he had tried such programs, but they had failed.

LEVEL OF ACHIEVEMENT: 23, or 52 percent, meet the Standard.

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QUESTION: 2. DOES YOUR DEPARTMENT INSPECT BUSINESSES AND RESIDENCES FOR SECURITY AND VULNERABILITY (TARGET HARDENING)?

STANDARD: Every police agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.

COMMENTARY: Traditionally, police have attempted to reduce crimes against businesses by providing warnings based on information received, or upon the development of patterns that indicate a certain business may be victimized. But police can do more than this. They should establish or assist programs that provide crime prevention protection to businesses. Written materials describing the program and potential crime hazards should be prepared and distributed to the establishments. Also, whenever patrolmen visit commercial establishments, they should be alert to opportunities for offering crime prevention advice.

SUMMARY OF FINDINGS: Thirty-six of the forty-four departments provided a vacation home check program. Thirty-two departments inspected businesses nightly. Twenty-four departments reported that they gave advice to new business owners or victims of burglaries. This question did not apply to one department that contained no businesses or residences in its jurisdiction.

LEVEL OF ACHIEVEMENT: 36, or 82 percent, meet the Standard.

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QUESTION: 3. DO YOU HAVE A POLICY REGARDING INTRUSION DETECTION ALARM SYSTEMS?

STANDARD: Every police agency should immediately seek action by the appropriate legislative body to regulate private agencies that provide central station alarm service. Appropriate steps should be taken to minimize field-unit response to the location of any false alarm.

COMMENTARY: Alarm systems are low-cost substitutes (or supplements) for private guard forces. They are usually on-premise sensing devices which -- when activated -- cause a bell, buzzer, or light to alert a monitoring station. If fail-safe alarm systems were available at a reasonable cost to every business establishment, the burglary rate would diminish.

There are four broad categories of alarm systems:

Local Alarms -- When activated, local alarms produce an audible sound in the immediate vicinity of the protected area. They are commonly used for on-site protection against burglary.

Central Station Alarms -- These systems, when activated, transmit a signal via leased telephone lines to a privately-owned "central station" company. Central station systems are frequently called "silent alarms" since they do not produce an audible signal as a local system does. Silent alarms are most commonly used for after-hours protection against intruders and as hold-up-in-progress signals.

Proprietary Alarm Systems -- These systems work just like the central station systems, except that the alarm system is relayed to an on-premise monitoring station - staffed, owned, and operated by the proprietor.

Direct Connection System -- These systems are identical to the central station systems, except that the leased line carrying the alarm signal terminates at a police station, usually the communications center. In large urban areas, central station alarms generally far outnumber direct connection systems.

SUMMARY OF FINDINGS: Five departments had no intrusion detection alarm systems in their area. Twenty-six other departments had no policy regarding alarms, though there were alarms in the area under their jurisdiction. Six departments stated that they had local municipal ordinances or written department policy regarding alarm systems. Three chiefs said that they had a verbal policy that they used as to alarm systems. Four chiefs told us that their department or local government would institute a written policy regarding the alarm systems. Of the thirty-nine departments to which this question applied, six met the Standard.

LEVEL OF ACHIEVEMENT: 6, or 14 percent, meet the Standard.

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QUESTION: 4. DO YOU HAVE A WRITTEN POLICY REGARDING PRIVATE SECURITY AGENCIES?

STANDARD: Need for a written standard.

COMMENTARY: We asked this question to get an idea of the general procedures followed by chiefs in regard to private security agencies. Some departments at this time discourage use of armed private security guards, preferring to rent out their own men when off duty.



SUMMARY OF FINDINGS: Two departments had a written policy concerning private security agencies. One chief said he had a borough ordinance prohibiting the use of firearms by such agencies in his jurisdiction. Another chief stated that he required all private security guards to qualify with their firearm on a pistol range. Two other departments had a verbal policy with regard to private security agencies. Twenty-two departments had no policy as to such agencies in their jurisdiction. Eighteen departments reported that they had no armed security guards operating in their jurisdiction.

LEVEL OF ACHIEVEMENT: 2, or 5 percent, meet this proposed Standard.

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POLICE SERVICES, ORGANIZATION, AND MANAGEMENT

QUESTION: 1. DO YOU PERIODICALLY REVIEW THE DEPARTMENT'S ORGANIZATION STRUCTURE?

STANDARD: Every police chief should establish the organizational structure that will best ensure effective and efficient performance of the police functions necessary to fulfill the agency's role within the community. Every police chief annually, and in conjunction with the budget presentation, should review the agency's structure in view of modern management practices and provide for necessary changes.

COMMENTARY: If a police agency is to fulfill its responsibilities, it must be so organized that its personnel can perform in the most effective and efficient manner. The police chief should identify the best organizational structure for his agency, and then initiate and carry out the actions necessary to provide this structure.

To accomplish this, the chief must first analyze the existing organizational structure of the agency. Accurate organizational charts are a valuable index against which to compare the actual organizational structure. Many police agencies do not operate according to their theoretical or authorized organizational structure, but, instead, according to modifications made by command personnel at various levels. (Sometimes the chief has not even been made aware of these modifications, making this analysis useful in command control.)

If this analysis and evaluation process is performed at least annually, and necessary organizational changes are made (assuming agency goals and objectives are also adequately updated), the agency will be in a position

to meet current needs. If it is not performed regularly, the agency may stagnate. Since an annual review of many aspects of agency operations must be made for budgetary purposes anyway, this is the logical time for organizational review. Performing it at this time also permits the chief to include in his regular budget presentation requests for funds with which to make the indicated organizational changes.

SUMMARY OF FINDINGS: Twenty-four departments performed a detailed annual review of organizational structure. Nineteen other departments stated that they reviewed organization constantly, but we felt they fell short of the Standard. One department did not review organizational structure at all on a regular basis.

LEVEL OF ACHIEVEMENT: 24, or 55 percent, meet the Standard.

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QUESTION: 2. DO YOU PERIODICALLY REVIEW DEPLOYMENT POLICIES? IF SO, HOW OFTEN?

STANDARD: Every police agency should immediately develop a patrol deployment system that is responsive to the demands for police services and consistent with the effective use of the agency's patrol personnel. The deployment system should include collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments within the agency. A workload study, to determine the nature and volume of the demands for police service and time expended on all activities performed by patrol personnel, should be the first step in developing a deployment data base and should be conducted at least annually thereafter.

COMMENTARY: The first step in developing a deployment data base is to determine the distribution of patrol personnel workload. The workload study must

include a comprehensive assessment of the demands for patrol services in the community and the types of activities, services, and duties routinely performed by patrol personnel. Three fundamental patrol operation responsibilities must be considered in determining workload distribution: crime, called-for services, and arrests.

Reported crimes should be analyzed by type, date, time, and location of occurrence. Crime repression activities by patrol officers should be analyzed by assigned area, date, shift, and average time expended.

Called-for services (public requests for police services) should be analyzed by type, date, time, and location. Patrol officer time expended on calls should be analyzed by assigned area, type, date, and shift. An analysis should also be made of delay time in dispatching calls and response time.

Arrests by patrol personnel should be analyzed by type, date, time, location, and average time expended. Comparisons of apprehensions to reported crimes should be made by assigned area and type.

The crime, called-for services, and arrest data alone will not provide a complete picture of patrol supply and demand. To evaluate patrol effectiveness, it is necessary to determine what percentage of patrol time is spent on non-emergency and non-criminal matters not directly connected with the primary duties of crime repression, criminal apprehension, and handling called-for services. A workload study should include an analysis of factors influencing field unit availability, such as time spent on community interaction

meetings, vehicle maintenance, court appearances, and all other miscellaneous public service and administrative activities.

Furthermore, the collection and analysis of traffic workload data is necessary whether an agency's traffic functions are performed by traffic specialists or by patrol personnel. A traffic workload study must at least include analysis of data on reported traffic accidents by type, date, time, location, and primary cause. In agencies using traffic specialists, this data is the criteria for distributing accident investigation and traffic enforcement personnel to geographic areas, shifts, and beats. Where traffic specialists are not used, traffic data should be considered as a part of the patrol called-for service workload. The analysis should include an assessment of the average time expended on traffic accident investigations by type (fatal, injury, and property damage) and should provide information necessary to the application of selective enforcement techniques by patrol personnel.

The collection and analysis of workload data need not be a continuous process. But a workload study should be conducted at least annually. The extent of analysis required should be consistent with the volume and nature of local demands for patrol services and with the size and resources of the agency. The information obtained from the workload study should form the basis for establishing patrol operation objectives and priorities and for measuring patrol effectiveness.

Operational objectives and priorities should be measured against the fundamental patrol responsibilities to reduce crime, handle called-for services, and apprehend criminal offenders. Crime workload data may indicate

the advisability of implementing special crime repression techniques or deploying a crime tactical force.

Called-for service workload data may identify the need for establishing response priorities on calls and deploying specialized response units to service certain types of calls, such as family disputes. Arrest data combined with called-for service data may be used in adjusting personnel assignments and developing innovative patrol patterns and techniques to move field units closer to crime in progress and reduce travel time to calls in general.

Examining miscellaneous activities of patrol personnel may reveal the need to establish priorities of the types of services rendered by patrol and to eliminate certain non-enforcement and non-emergency services from the patrol responsibility.

SUMMARY OF FINDINGS: All forty-four departments meet this Standard when considered in the context of their size and largely rural locations. The smallest departments are forced to constantly review deployment, as workload and manpower vary from day to day. One chief we spoke to made the analogy between a small department reviewing deployment practices and the Dutch boy with his finger in the dike.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

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QUESTION: 3. HOW DO YOU EVALUATE DEPLOYMENT PRACTICES?

STANDARD: Every police agency should establish a system for the collection and analysis of patrol deployment data according to area and time.

1. A census tract, reporting area, or permanent grid system should be developed to determine geographical distribution of data; and,
2. Seasonal, daily, and hourly variations should be considered in determining chronological distribution of data.

COMMENTARY: An essential requirement of a deployment data collection and analysis system is that it should enable administrators to determine the proportional distribution of pertinent data by area and time. Spatial and temporal variations in selected types of deployment data are critically important when evaluating crime, requests for services, and other vital patrol deployment factors.

Determining geographic distribution of deployment data is greatly facilitated by a permanent grid, census tract, or reporting district system. Standard United States census tracts provide convenient bases for large jurisdictions, although smaller jurisdictions may require subdivision of census tracts into sectors or reporting districts.

Chronological distribution of the demands for services and the resultant workload experienced by patrol field officers will vary on a seasonal, daily, and hourly basis. Deployment data must reflect these variations so that shift and day-of-week assignments are founded on real need.

Any agency will have difficulty in justifying equal time and area assignment of patrol personnel unless it can be demonstrated that the problems affecting patrol deployment are distributed in the same manner. Regardless of the size of an agency, deployment data can be collected and analyzed annually or by computer. The system must be tailored to the agency's needs and objectives.

SUMMARY OF FINDINGS: None of the departments met this Standard. It is a rigorous one and not really attainable by small departments at the present time. A regional central records system might make compliance with this Standard feasible. Some of the methods that were used to review deployment were: utilization of the number of complaints from the municipalities; pin-maps to show the frequency of these complaints in certain areas; and department conferences on patrol needs.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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Chapter VII

CRIMINAL INVESTIGATION

QUESTION: 1. WHAT PROCEDURES AND CONTROLS EXIST TO ENSURE THAT EACH CRIME RECEIVES THE PRELIMINARY AND FOLLOW-UP INVESTIGATION WARRANTED?

STANDARD: Every police agency should establish quality control procedures to ensure that every reported crime receives the investigation it warrants. These procedures should include:

1. a follow-up report of each open investigation every ten days, and command approval of every continuance of an investigation past thirty days;
2. constant inspection and review of individual, team, and unit criminal investigation reports and investigator activity summaries; and,
3. individual, team, and unit performance measures based on, at least, arrests and dispositions, crimes cleared, property recovered, and caseload.

COMMENTARY: Cases not cleared during preliminary investigation and in which further investigation is likely to produce positive results require systematic follow-up investigations. These should focus on areas not previously covered and should continue until the case is cleared or until it appears that additional investigation will produce no further results.

Quality control procedures should be applied to criminal investigation operations to ensure that each crime reported receives the investigation it warrants. Procedures include a constant review of reported crimes, preliminary investigation reports, and follow-up reports. In smaller agencies this review may be conducted by a unit administrator or supervisor. In large

agencies certain personnel may be assigned as case supervisors. The review of reports should determine the comprehensiveness of the investigation, and the report should aid in coordinating investigative activities -- particularly in developing methods of operation and pattern analysis.

To indicate actions taken and the current status of the investigation, follow-up reports should be required every ten days after the initial report is submitted. Each investigation that continues beyond thirty days should require command approval for continuance of investigative activities.

The administrator or case supervisor must constantly be alert for protracted investigations that are neither productive or promising. These should be terminated and personnel assigned to other cases.

SUMMARY OF FINDINGS: None of the departments interviewed came close to meeting the letter of the Standard. We would like to report what the chiefs said concerning investigative procedures. Two chiefs reported that they allowed patrol officers to do both the preliminary and follow-up investigative work if they were capable enough in the chief's eyes. Thirty-five chiefs said they allowed patrol officers to perform the preliminary investigation, but then would turn the case over to the detective or the chief himself. Three chiefs reported that a patrol officer would guard the scene of the crime and that a detective would do all the investigative work. Four other chiefs reported that the preliminary investigation was performed by patrol officers, and the case was then turned over to county detectives or the Pennsylvania State Police.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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Chapter VIII  
CRIME LABORATORY

QUESTION: 1. DO YOU HAVE ACCESS TO LABORATORY FACILITIES FOR THE PROCESSING OF PHYSICAL EVIDENCE? WHICH ONES DO YOU USE?

STANDARD: Every police agency should immediately ensure that it has access to at least one laboratory facility capable of timely and efficient processing of physical evidence.

COMMENTARY: The gathering of physical evidence at a crime scene will do little to improve the investigative process unless such evidence is translated into pertinent data related to the crime. Thus, no matter how sophisticated an agency's evidence collection methods, they are of limited value without a comparable system of evidence analysis. There should be available to every police agency a laboratory facility capable of providing qualitative, quantitative, and interpretive analyses of all physical evidence taken into custody by the agency.

Time is often critical in a criminal investigation, and the solution of a case may hinge upon the rapid return of information to an investigator. Therefore, the laboratory facility should be capable of immediate analysis of evidence. On the other hand, some evidence may not demand immediate handling, and may be returned to the agency on a routine or scheduled basis. The important thing is that the laboratory realize the difference and set up priorities to ensure the speedy return of evidence when indicated. As a general rule, the return of evidence should be timely and should depend upon the needs of the agency's investigators.

To ensure the speedy return of physical evidence, it is imperative that all agencies establish procedures to facilitate the movement of evidence through the investigative, analytical, and judicial processes. Too often, an item is delayed at some point in the system until its value is reduced or completely lost. While procedures should provide for the smooth flow of evidence through the system, it is of much greater importance that the continuity of the evidence be maintained during its movement. Agencies should ensure that the evidentiary chain remains intact as evidence passes from the evidence technician, through the property clerk, chemist and investigator, to the court clerk. In order to maintain its validity in the criminal process, evidence must be accounted for at every stage of its progress. Therefore, each person handling the evidence, for whatever purpose, should be required to sign for its release and its return.

A police agency also should have easy access to a laboratory facility which can provide services consistent with the techniques most often used by that agency. In essence, the laboratory must have the staff and equipment to perform those analyses of most frequent concern to its clients. Most agencies will require laboratory services for document examinations, drug analyses and the identification of firearms, tool marks, and trace evidence. However, an agency whose primary functions are traffic enforcement and accident investigation may have a fairly exclusive need for blood-alcohol tests, urinalyses, or spectrographic examinations of paint chips. Agencies with helicopter fleets may similarly have need of specialized photographic materials and equipment. The laboratory, especially at the local level, should be prepared and equipped to meet these varying analytical needs of the agencies it serves.

SUMMARY OF FINDINGS: All of the forty-four departments had access to a crime laboratory, though some laboratories were used more than others. The breakdown of usage is as follows: County Laboratories (25); Philadelphia Police Department (22); Pennsylvania State Police (21); F.B.I. (20); and private laboratories (10). The particular laboratory used by a department generally depended on the type of crime and, in some cases, on the chief having a good friend who worked at a particular laboratory.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

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QUESTION: 2. LIST THE SERVICES AVAILABLE AND THE "TURNAROUND TIME" REQUIRED FOR SERVICE TO YOUR DEPARTMENT.

STANDARD: Every police agency should have access to:

1. a local laboratory that provides analysis for high volume, routine cases involving substances such as narcotics, alcohol and urine, and qualitative field tests and quantitative follow-up tests of narcotics or dangerous drugs. Routine analysis and processing of most evidence should occur within twenty-four hours, and the local facility should provide immediate analysis of certain types of evidence, such as narcotics, where the detention or release of a suspect depends upon the analysis;
2. a regional laboratory (serving an area in excess of 500,000 people where at least 5,000 Part I offenses are reported annually) that provides more sophisticated services than the local laboratory, which is situated within fifty miles of any agency it routinely serves, can process or analyze evidence within twenty-four hours of its delivery and is staffed with trained teams of evidence technicians to assist in complex investigations beyond the scope of local agencies; and,
3. a centralized state laboratory that provides highly technical analyses which are beyond the capabilities of local or regional laboratory facilities.

COMMENTARY: A local laboratory may be defined as a facility operated by a local police agency to provide laboratory services for that agency or other agencies in the immediate vicinity. In the Philadelphia suburbs, four private laboratories serve as local facilities. The local laboratory should at least provide routine analyses of narcotics, blood, breath, and urine. These are usually high volume services, and some laboratory directors are concerned that accepting case work of this nature will totally involve the laboratory in minor analyses.

An alternative to the use of local laboratories for such purposes is training officers to administer breathalyzer and narcoban tests in the field or at the station. Blood, alcohol, and urinalysis examinations must be conducted in the laboratory.

It is, of course, acknowledged that the local laboratory should provide accurate and reliable information to investigators, but the "turn-around time" for evidence presented to the laboratory is often a controversial issue. Most items of evidence presented to the local laboratory should be processed and evaluated within twenty-four hours of delivery. More time for the delivery of routine services would negate the advantages of the local laboratory's convenience. As a matter of fact, there are certain instances when immediate evidence analysis should be provided.

The detention or release of a narcotics suspect often hinges upon the positive identification of the evidence as a narcotic or dangerous drug. In such cases, when a field narcoban test or similar examination is unavailable to the field officer, the laboratory should immediately analyze

the evidence. As another means of preventing a backlog or congestion in the laboratory, laboratory personnel may be deployed to administer qualitative field tests in narcotics cases. Since field tests for narcotics have proved invalid in some instances, such tests should be used only when they have clearly demonstrated their reliability.

The scarcity of local laboratories, properly trained laboratory personnel, and adequate space and equipment has fostered growth of the regionalization concept in police laboratory services. To avoid duplication of services and to maintain quality standards, it is generally believed that regional laboratories should be controlled and operated as part of a statewide system. A regional laboratory should be equipped to perform all but the most highly specialized types of analyses connected with criminal investigations. It should certainly provide a more sophisticated level of service than the local laboratory, although it may function as a local facility for agencies in its immediate area.

Past experience indicates that police investigators rarely will seek laboratory assistance when the facility is inconveniently located. There are areas where the technician or investigator must travel an unreasonable distance to obtain laboratory services. This situation should be remedied so that laboratory assistance is available wherever and whenever it is needed. Studies have shown that evidence submission decreases sharply as the distance of the crime scene from the laboratory increases.

SUMMARY OF FINDINGS: Varied responses were received for this question. None of the departments actually met the Standard -- for none had access to

a laboratory (regional or centralized, as specified in Subsections 2 and 3 of the Standard) that could provide twenty-four hour return of evidence upon demand at any time. This Standard may be a bit unrealistic for the present time, but is certainly an ideal to hope for in the future.

For the sake of simplicity the answers were placed into two general categories: "satisfactory" and "unsatisfactory." "Satisfactory" was defined as a turnaround time relatively close to meeting the Standard (several days). "Unsatisfactory" was defined as not even approaching the guidelines of Subsection 1 of the Standard. Thirty-two of the departments had a "satisfactory" relationship with local laboratories, while twelve had an "unsatisfactory" relationship.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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Chapter IX

RECRUITING

QUESTION: 1. WHAT ARE YOUR ENTRY REQUIREMENTS AS TO HEIGHT, WEIGHT, AGE, AND RESIDENCE?

STANDARD: Every police agency, in establishing recruitment selection standards, should take into consideration the demands of a modern, democratic society. Thus, factors such as the ability to speak a foreign language, leadership experience, and education in excess of minimum requirements should be taken into consideration in addition to physical requirements.

COMMENTARY: Despite considerable criticism in recent years of prevailing standards, many jurisdictions continue to select police personnel based upon criteria that are obsolete, inadequate, and commonly unrelated to the requirements of police work. Emphasis continues to be placed, for example, upon the need for a candidate to meet rigid physical requirements that are obviously of only secondary importance, given the nature of the police responsibilities today. Inflexible requirements relating to height, weight, and vision summarily eliminate many capable persons. Physical agility and stamina are essential for certain aspects of police work, but the fact that officers already on the job are not required to continue to meet the requirements attests to the fact that they are not indispensable. Physical characteristics should be considered, but in the light of an applicant's overall qualifications and on an individual basis in relation to the specific position being sought.

Restrictive residency requirements also prevent many capable persons from applying. This is particularly true for persons who, because

of financial considerations or ethnic discrimination, cannot move into the affluent municipalities that surround Philadelphia.

SUMMARY OF FINDINGS:

Age breakdown is as follows:

3 departments hire men 18 and over  
14 departments hire men 21 and over  
1 department hires men 21 to 29  
2 departments hire men 21 to 30  
1 department hires men 21 to 32  
2 departments hire men 21 to 33  
2 departments hire men 21 to 34  
8 departments hire men 21 to 35  
1 department hires men 21 to 38  
1 department hires men 22 to 29  
1 department hires men 25 to 30  
8 departments had no age restrictions on hiring

Height breakdown is as follows:

5 departments used 5'7" as a minimum height  
17 departments used 5'8" as a minimum height  
2 departments used 5'9" as a minimum height  
  
1 department used 5'8" to 6'2" as a standard  
1 department used 5'8" to 6'3" as a standard  
1 department used 5'8" to 6'4" as a standard  
1 department used 5'11" to 6'2" as a standard  
  
16 departments used no height restrictions

Weight breakdown is as follows:

18 departments required weight proportionate to height  
1 department required weight between 145-174 lbs.  
1 department required weight between 170-220 lbs.  
\* 1 department required a minimum weight of 135 lbs.  
\* 2 departments required a minimum weight of 140 lbs.  
\* 2 departments required a minimum weight of 145 lbs.  
\* 4 departments required a minimum weight of 150 lbs.  
15 departments had no weight restrictions

\* These departments also used weight proportionate to height as a standard

Residence breakdown is as follows:

- 4 departments - Applicant must reside in municipality
- 22 departments - Applicant must reside in Pennsylvania
- 1 department - Applicant must be a county resident
- 1 department - Applicant must relocate if hired to within 3 miles
- 1 department - Applicant must relocate if hired to within 5 miles
- 14 departments - Applicant must relocate if hired to within 10 miles
- 1 department - Applicant must relocate if hired to within 15 miles

Since no department met the liberalized entry requirements in entirety and most met one to our satisfaction but not others, it was felt that none achieved the Standard, as stated.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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QUESTION: 2. DO YOU PERMIT LATERAL ENTRY ONTO YOUR FORCE?

STANDARD: Every police chief should consider recruiting, for lateral entry at any level, personnel from outside the agency when it is necessary to do so in order to obtain the services of an individual who is uniquely qualified for a position or assignment.

COMMENTARY: The staffing of senior positions within a police agency is best accomplished through the planned development of personnel to fill vacancies as they occur. The selection of an individual should be based on his demonstrated ability to perform the tasks and assume the responsibility required of a senior position. Rather than fill a vacancy with an unqualified individual, it is better to leave the position vacant until a suitable, well-qualified individual can be developed and promoted.

However, this may not be a reasonable alternative due to the length of time required to develop competent people for promotion. In some police agencies there may be an excess of individuals uniquely equipped by reason of education, training, or experience with the necessary qualifications. In certain cases, a particular race or ethnic origin may be the most important characteristic possessed by no one within the agency.

The recruitment, selection, development, and promotion of qualified minority officers will eventually rectify ethnic imbalance commonly found in police command staffs, but lateral entry is a reasonable short-term solution that would place the proper people in command positions where the need is severe.

Lateral mobility between police agencies would do much to maximize the efficient use of total law enforcement personnel resources, would allow individual police professionals to reach their full potential, and would allow individual agencies to satisfy particular personnel needs at all times. Lateral mobility should be available on the generalist, specialist, managerial, and administrative levels and is particularly necessary for the selection of police chiefs.

Before the full benefits of lateral mobility will be realized, however, certain dynamic changes must be made within the police service. Included among these necessary changes is the elimination of overly restrictive residency requirements and current civil service restrictions on eligibility for entry level positions as well as advanced positions. Additionally, national mechanisms for transferring retirement pensions and other fringe benefits must be developed so that those who desire to move laterally do not suffer

financially. Also, police chiefs would have to find ways to deal with the hostility that lateral entry would cause among personnel who had been bypassed.

SUMMARY OF FINDINGS: Thirty of the departments stated that they would not permit lateral entry at any level. Ten chiefs said that they would permit lateral entry only if they could not fill the particular positions from within their own departments. Four chiefs reported that they permitted lateral entry at all levels.

LEVEL OF ACHIEVEMENT: 14, or 32 percent, meet the Standard.

\* \* \* \* \*

QUESTION: 3. WHAT IS YOUR HIRING PROCEDURE? WHO IS IN CHARGE OF IT? DOES IT INVOLVE CIVIL SERVICE EXAMINATIONS?

STANDARD: Need for a uniform written hiring policy.

COMMENTARY: The police agency should direct recruitment exclusively toward attracting the best qualified candidates. In doing so, it should make college-educated applicants a priority target for recruiting efforts. The elimination of residency requirements may help to increase the potential number of applicants. The police agency could also evaluate recruitment methods continually as to their effectiveness so that successful methods may be emphasized and unsuccessful ones discarded.

SUMMARY OF FINDINGS: Hiring practices may vary with the classification of a municipality as a certain class township or borough; but even within these categories, we found large variance. Twenty-five departments hired

through the Civil Service Commission in their area. Nine more hired using Civil Service-type tests, along with the chief's recommendations to the borough council or township board of managers. In nine of the other departments, the chief alone conducted the hiring, depending heavily on an oral interview and the information supplied in the application. One department had no standardized hiring procedure whatsoever. In nearly every case, the hiring decisions were subject to the approval of the local municipal government.

Further, it was felt that most departments were indeed looking for the best qualified candidates. To meet this end, residency requirements have been eased or, oppositely, have not been tightened, so as to allow more flexibility. The evaluation of recruitment methods is the area most ignored by the interviewed chiefs. Many reasons could be given for this, but inertia also seems to be a factor in most cases.

It is this lack of review of procedure, coupled with a lack of specificity as to types of written and oral examinations, that led to the decision to declare that none had fully met this Standard.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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Chapter X

TRAINING

QUESTION: 1. DO YOU HAVE A FORMALIZED TRAINING PROCEDURE FOR NEW RECRUITS?

STANDARD: Training programs should be designed, both in their content and in their format, so that the knowledge that is conveyed and the skills that are developed relate directly to the knowledge and skills that are required of a police officer on the job.

COMMENTARY: In a relatively short period of time, this country has moved from a situation in which there was considerable ambivalence as to the need for any training of police personnel to a situation in which the need is now widely recognized. There remains, however, a great deal of disagreement as to the nature and extent of the training that is required and as to the form it should take.

Attention must begin to focus on the content of training programs -- with the objective of using available resources in the most efficient manner possible to prepare a recruit adequately and realistically for the job he will be required to perform. Training must, first and foremost, equip an officer with a knowledge of his responsibilities and of the complex nature of the police role in a free and diverse society. A police officer must be understanding of all the reasons behind his actions. Absent such knowledge, one can hardly expect an officer to want to conform with standards governing his work -- standards that make little sense in the abstract and that understandably come to be viewed as impediments to efficient performance.

In addition, there is a need for better training in those skills that will help officers carry out all their responsibilities. Too much emphasis is placed on physical fitness and not enough on the ability to deal with human problems and interpersonal relationships. An officer must be trained to relate to people with different backgrounds, cultures, and life styles. With such skills, he can enter into these contacts with confidence and with less need to rely on his authority. It may be that skill in interpersonal relationships is as important as physical fitness in equipping the officer to cope with potentially dangerous situations.

SUMMARY OF FINDINGS:

Note: The new Mandatory Training Bill was passed during the period in which the interviews were conducted, so that the chiefs were questioned as to their training practices for the period up until the passage of the Bill.

Five of the departments interviewed had no recruit training program of any kind. Five others provided training for new men while in-service only. Four more send their men to various forty-hour or eighty-hour training seminars, as they are available. Finally, thirty departments had already required that their men attend a 400-hour police academy training course within a year of their hiring.

LEVEL OF ACHIEVEMENT: 30, or 68 percent, meet the Standard.

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QUESTION: 2. DO YOU HAVE A REGULAR SYSTEM OF SENDING OFFICERS AWAY TO SCHOOLS FOR ADVANCED TRAINING?

STANDARD: Every police officer should have at least one week of intensive in-service training a year. Every officer should be given incentives to continue his general education or acquire special skills outside his department.

COMMENTARY: Training needs continue throughout a policeman's career. Laws and procedures change; policies are redefined; techniques are improved. These developments must be brought to policemen at all levels of responsibility. Programs relying on bulletins or short sessions of instructions at roll call are effective only as supplements to annual periods of intensive training during which officers are relieved from their ordinary duties for several days of study. Departments should encourage their officers to continue studies outside the department by making educational achievement a pathway to rapid promotion, by granting leaves of absence, by helping to pay tuition bills. Also, training in legal, administrative, or business skills should be a pre-requisite for advancement into supervisory positions.

SUMMARY OF FINDINGS: Eleven of the forty-four departments had no system at all. The chiefs of these departments felt that either they could not spare the manpower or that additional training was not important for their men. Twenty-seven departments partially complied with the Standard, in that they send men away when schools come up at a time when manpower can be spared. Six departments did have a regular system for sending officers away to schools and, thus, met the Standard.

LEVEL OF ACHIEVEMENT: 6, or 14 percent, meet the Standard.

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QUESTION: 3. DO YOUR OFFICERS RECEIVE SPECIAL INSTRUCTION REGARDING THE MAKE-UP OF THE COMMUNITY TO WHICH THEY WILL BE ASSIGNED?

STANDARD: Every police agency should take steps to ensure that every officer has an understanding of his role and an awareness of the cultural uniqueness of the community where he works by providing explicit instruction in those areas in all recruit and in-service training.

COMMENTARY: In recent years police agencies have vastly improved the quality of officer training. However, despite substantial improvement in courses on police-community relations, ethics and human relations, most training is not designed to communicate the abstract concepts of the police role and the nature of the community to be served.

Time limitations for training often dictate an emphasis on such practical courses as criminal law and self-defense. Furthermore, some agencies are uncertain what community expectations are, or else feel it would be indiscreet to commit their interpretation to writing.

An officer's understanding of his role and the degree of his feeling of isolation depends largely on the geographic and demographic make-up of his community. Policemen in small towns and rural areas are generally familiar with their communities and can readily identify unusual situations that require investigation. Their presence is usually more accepted, and the potential for conflict is less. In addition, their role -- perhaps less complex than their urban counterparts -- is usually better understood by both the officers and residents of the community.

The homogeneity of a community affects an officer's perception of his role in other ways as well. Middle-class suburbs tend to have fewer internal conflicts regarding expectations of police service. Consequently, officers who work in the suburbs encounter conflict situations less often than those who work in the inner city.

The term "community" denotes the people for whom the police agency provides service. Within that broad framework may be diverse groups which have special needs or unique interests. There may, for example, be a significant number of people who are not residents of the agency's jurisdiction, but who are frequent transient visitors. They represent a part of the "community" of a police agency.

SUMMARY OF FINDINGS: All of the forty-four departments interviewed reported that new men received special instruction in the make-up of the community they would work in. This was usually provided in the form of having the recruit ride with a veteran police officer during his probationary period.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

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QUESTION: 4. TO WHAT EXTENT DOES YOUR DEPARTMENT UTILIZE THE VARIOUS BASIC, IN-SERVICE, AND SPECIALIZED TRAINING AVAILABLE? HOW MANY MEN RECEIVED FORMAL BASIC TRAINING (400 HOURS)?

STANDARD: Every police agency should take immediate steps to provide training for every police employee prior to his first assignment within the agency, prior to his assignment to any specialized function requiring additional

training, and prior to his promotion. In states where preparatory training is currently mandated by state law, every police agency should provide all such training by 1975; in all other states, every agency should provide all such training by 1978. Every state should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, the training should include study in areas such as psychology.

COMMENTARY: How much training and education is necessary to develop a new employee into a police officer? The answer is not known. Recommended basic police training program lengths are value judgments based on tradition, necessity, common sense, and what little analytical information is available.

However, basic police training programs of 400 or more hours of classroom work are not uncommon. The basic police training program and its length reflect the degree of the police agency's and local government's commitment to quality police service.

In today's complex society, police officers must receive the best preparation possible. Four hundred hours of formal training and education, therefore, are once again recommended as a minimum for the basic police course. Once this minimum level is achieved, agencies can continue to build and experiment with further basic training and various educational approaches.

SUMMARY OF FINDINGS: Ten departments reported that none of their men had attended a 400-hour police academy course. Thirty-four departments reported that many of their men had attended 400-hour police academies. They also stated that in the future, as a matter of policy as well as law, all men

hired will receive a basic 400-hour course. Our survey found that 314 of the 504 full-time police officers had attended a 400-hour academy course. As to advanced and specialized training, most chiefs stated generally that they sent men to seminars, etc., as they could spare the manpower.

LEVEL OF ACHIEVEMENT: 34, or 77 percent, meet the Standard.

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QUESTION: 5. DO NEW MEN WORK INSIDE AND/OR WITH A VETERAN OFFICER BEFORE BEING ASSIGNED TO THE STREET?

STANDARD: During the first year of employment with a police agency, and in addition to the minimum basic police training, every police agency should provide full-time sworn police employees with additional formal training, coached field training, and supervised field experience.

COMMENTARY: As the modern police officer is often involved in solving social problems, it is necessary that he be familiar with the particular community setting in which these problems may develop. Thus, he will be better equipped to solve them. The situations encountered in a Spanish-speaking neighborhood may differ extremely from those encountered in a white blue-collar neighborhood. Field experience with a veteran officer can prove invaluable when a man is later placed on his own in the field.

SUMMARY OF FINDINGS: Forty departments assign a new recruit to ride with a veteran officer (often a sergeant) for a period of time until the man is capable of working alone. Four departments followed no such procedure.

LEVEL OF ACHIEVEMENT: 40, or 91 percent, meet the Standard.

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QUESTION: 6. DO YOUR OFFICERS RECEIVE INCENTIVES (MONETARY OR NON-MONETARY) TO CONTINUE THEIR EDUCATION (i.e., PREFERENTIAL SHIFT SCHEDULING; TIME OFF; SPECIAL PROMOTION CONSIDERATION; AND RAISES)?

STANDARD: Every police agency should immediately adopt a formal program of educational incentives to encourage police officers to achieve a college-level education. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at a time when police officers can attend.

When it does not interfere with the efficient administration of police personnel, duty and shift assignments should be made to accommodate attendance at local colleges; any shift or duty rotation system should also be designed to facilitate college attendance.

Incentive pay should be provided for the attainment of specified levels of academic achievement. This pay should be in addition to any other salary incentive. It should amount to at least two and one-half percent of the employee's current salary for each thirty semester units of college work completed in pursuance of a degree that will lead, directly or indirectly, to service betterment warranting the expense of the salary incentive.

COMMENTARY: The modern police officer should make an effort to constantly upgrade his education, as we live in a time when the quantity and quality of educational data and information are continuously changing. Police departments, in providing incentives for officers to continue their education, make it more attractive for a man to take time off from work or earning money in order to improve his education.

SUMMARY OF FINDINGS: Each department followed different practices for this question, so we will just try to list some of the various procedures. None of the departments met all the recommendations of the Standard; and, thus, none met the Standard.

Thirty-eight departments were willing to juggle shifts in order for officers to attend evening courses at Community Colleges. Twenty-one departments were willing to give officers time off to gain more education. Fifteen departments would pay their officers while they were attending school if it drew them away from their patrol duties. Eight departments would consider education in giving raises, and five considered it for promotion. Eight departments had no system of incentives of any sort for officers to continue their education. Finally, this question did not apply to one department -- which consisted of one full-time officer.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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QUESTION: 7. HOW WILL THE NEW MANDATORY TRAINING ACT AFFECT YOUR DEPARTMENT?

COMMENTARY: This question, of course, has no Standard nor Level of Achievement. We asked it in order to get an idea of how much the departments were either for or against the Bill. The Bill affects least those departments which already required all their men to have a 400-hour training program.

SUMMARY OF FINDINGS: Forty chiefs stated that they welcomed the new Bill and felt that it could help their departments. Four chiefs felt it would hurt their departments, or thought that their local government was opposed to it. The reasons for this were that the four departments either made use of part-time police officers (whose use the Bill hopes to abolish completely); or feared they would be forced to contribute more money to the costs of training than they could afford; or simply felt that they were not in a position to spare the manpower.

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QUESTION: 8. IS THERE ANY TYPE OF TRAINING THAT YOU FEEL WOULD BE USEFUL OR NECESSARY THAT IS NOT CURRENTLY AVAILABLE TO YOUR MEN?

COMMENTARY: This question, of course, contains no Standard nor Level of Achievement. We asked this question so that we could get a first-hand report of the training needs of the smaller departments of the Southeast Region. There are a tremendous number of courses presently available in all aspects of police training, and some are quite specialized. However, the needs of the smaller, more rural department differ from those of larger municipal forces who, in many cases, provide the input that causes certain courses to be initiated. It is our hope that this data which we have collected may be useful to the administrators and instructors of the various police science schools and seminars.

SUMMARY OF FINDINGS: Thirteen chiefs recommended that their men need additional training for testifying in court. A weekly session of two to three hours, with an emphasis on preparing and presenting cases, was suggested by these chiefs.

Eight chiefs recommended that a comprehensive course dealing with a uniform method of report writing was needed.

Five chiefs suggested that local in-service training for middle management personnel was needed. Efficiency and modern management principles that can be directly adapted to small departments could be stressed.

Five chiefs expressed a desire to see mandatory refresher courses required by law. They felt all officers should periodically be required to attend local programs of forty to eighty hours in length.



Five chiefs felt that a course taught on the local level concerning various aspects of criminal investigation would be a boon to their departments. They were advocating a course geared to preliminary investigation techniques to be taken by all officers. Many small departments have no detective or designated specialist in criminal investigation.

Three chiefs want to see a practical human relations course. This course should be along the lines of an abnormal psychology course, dealing more in concrete terms than in abstract. The chiefs desired a problem-solving approach, perhaps including the creation of conflict situations in the classroom. The sessions should be kept short so that as many officers can attend as possible.

Two chiefs specially requested a course in how to deal with mentally and emotionally disturbed persons. This could possibly be incorporated with the above course.

Two chiefs expressed interest in more self-defense training for their men, either on a basic or a refresher basis.

One chief felt that all police officers should have mandatory firearms refresher courses, available on a county or regional level.

One chief suggested a course on miscellaneous state and local laws. He felt that there were some specific statutes that the rural departments encountered more than urban departments.

One chief felt a short course in "key Spanish phrases" would be a great help to his department. This course would be especially good for those municipalities with large Spanish-speaking populations.

One chief felt that there should be some basic training for police dispatchers.

One chief in Bucks County and one in Chester County felt that the regional academy concept was excellent, and hoped that the Governor's Justice Commission would continue to fund the program.

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Chapter XI

COOPERATION AND COORDINATION

QUESTION: 1. DO YOU COMMUNICATE REGULARLY WITH THE COURTS, PRISONS, PROBATION, AND PAROLE SERVICES?

STANDARD: Every police agency should immediately ensure its operational effectiveness in dealing with other elements of the criminal justice system by developing and maintaining liaison with:

1. local courts and prosecutors to facilitate the timely issuance of arrest and search warrants, issuance of criminal complaints, and arraignment of prisoners;
2. juvenile courts to divert, in appropriate circumstances, juveniles from the juvenile justice system, and to preserve to the greatest extent possible confidentiality of proceedings; and
3. correction agencies, including probation and parole, in order to exchange information on the status and activities of released persons who are still under sentence.

COMMENTARY: One of the most time consuming tasks police investigators face is the formal procedure connected with the arraignment of prisoners. In many cases, investigators responsible for arraigning prisoners contribute no information beyond that contained in reports prepared by arresting officers. In fact, additional information is seldom requested by either the prosecutor or the court.

Many police agencies have acted to minimize this waste of police resources by the assignment of court liaison officers responsible for arraigning all felony prisoners in a particular court after they have been delivered to the court by investigating officers.

Court liaison officers are generally responsible for maintaining a working relationship with the court and the assigned prosecutor, for ensuring that all pertinent papers are prepared and in court at the time of arraignment and for supplying the court with any requested information. In addition, they may forward bench warrants issued by the court to police personnel for service and may notify officers to return warrants which have been recalled by the court.

Another drain on police manpower is the amount of time which must be expended to obtain criminal complaints and, in some states, to prepare arrest warrants which must be presented in court at the time prisoners are arraigned.

Through the development of cooperative procedures with prosecutors and courts, court liaison officers may also assist investigators to reduce the amount of time required for the issuance of arrest and search warrants.

Judicial decisions regarding the rights of juveniles in delinquency proceedings require that juvenile proceedings must remain confidential even though increasingly cloaked with procedural due process requirements of adult criminal trials. Police agencies should maintain liaison with juvenile courts, prosecutors, and probation officials to preserve confidentiality of juvenile proceedings.

Because of the high recidivism rate for persons convicted of crime, the police must deal regularly with suspected offenders on probation or parole. To improve communication and mutual understanding, police agencies should maintain active liaison with probation and parole agencies to exchange

information regarding the status and activities of released persons who are still under sentence.

SUMMARY OF FINDINGS: None of the departments fully met the Standard. Though approximately twenty departments did come close to meeting the Standard, few departments met Subsection 3 of the Standard. This Standard does tend to be a bit unrealistic for smaller, suburban departments.

LEVEL OF ACHIEVEMENT: None meet the Standard.

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QUESTION: 2. DO YOU HAVE A CLEAN TERMINAL?

STANDARD: Every police agency operating a full-time communications center and employing fifteen or more persons should, by 1974, install suitable equipment to provide access to local, state, and federal criminal justice information systems. The minimum suitable equipment should be a typewriter capable of being connected to a data base.

COMMENTARY: In coordinating the operations of field units, the communications center serves as the primary information resource. Through it, field units obtain vital information regarding such things as vehicle registration, criminal "wants" and warrants, stolen property, and so on. The effectiveness of field units depends heavily on the quality of their information resource. All too often that information is "bottlenecked" at its source, the communications center. Not all agencies have the equipment they need to gain rapid access to the information from nearby law enforcement agencies, regional law enforcement information networks, statewide sources, and the FBI's National Crime Information Center (NCIC). This access is vital to the apprehension of interstate federal fugitives.

The NCIC has been criticized for collecting and transmitting data on arrests even when charges are later dropped or the person is acquitted. Because innocent persons ensnared in the criminal justice system by faulty arrests have no protection from the NCIC data bank, at least one state, Massachusetts, has refused to allow its police departments to join the national system.

Every agency with a full-time communications center employing more than fifteen persons should install equipment sophisticated enough to facilitate rapid access to local, state, and federal criminal informations. The choice of equipment should depend upon the size and needs of each department.

A teletypewriter or electromechanical typewriter that either transmits or receives messages coded in electrical signals can be the foundation upon which a sophisticated network can be gradually constructed. By connecting the teletypewriter to a centralized data base link, information may be readily obtained and redistributed to waiting field units.

SUMMARY OF FINDINGS: Four chiefs said that they had CLEAN (Commonwealth Law Enforcement Assistance Network) terminals within their departments. Thirty-six other departments had access to CLEAN terminals through their county radio rooms. Four other departments were dispatched by neighboring departments which possessed CLEAN terminals. Since all departments had access to a CLEAN terminal, all met the Standard.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

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Chapter XII

ADMINISTRATION OF PROMOTIONS AND ADVANCEMENTS

QUESTION: 1. WHAT IS YOUR SYSTEM OF PROMOTION OR ADVANCEMENT TO HIGHER PAYGRADES AND RANKS?

STANDARD: Every police chief should, through administrative control of the promotion and advancement system, ensure that only the best-qualified personnel are promoted or advanced to positions of greater authority and responsibility in higher paygrades and ranks.

COMMENTARY: Because ultimate responsibility for police effectiveness resides with the police chief, it is imperative that he have the authority to staff and manage his agency.

Some central personnel and civil service agencies usurp much of the police chief's authority in the interest of preserving the merit system. However, central control of personnel management does not insure necessarily a better approach.

SUMMARY OF FINDINGS: Twelve chiefs reported that they had no system of promotion. These departments, for the most part, had only the ranks of chief and patrolman. Three other chiefs said that they had a merit system of promotion, involving verbal standards that varied from chief to chief. The remaining twenty-nine departments stated that they had a written system of promotion or advancement to higher paygrades and ranks. Of these departments, twenty-one used a written test and an oral interview. Seven used a written test only. One department made use of an outside review board.

LEVEL OF ACHIEVEMENT: 29, or 66 percent, meet the Standard.

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QUESTION: 2. WHO PREPARED YOUR PROMOTIONAL EXAMINATIONS?

STANDARD: Every police chief should administratively control all phases of his agency's promotion and advancement system, including the testing of personnel. The chief should make use of the services of a competent central personnel agency.

COMMENTARY: See previous commentary.

SUMMARY OF FINDINGS: Thirteen departments did not make use of a written test for promotion. Of the remaining thirty-one departments, twenty-nine said they obtained standardized civil service type tests from testing firms. Two chiefs reported that they actually prepared the promotion tests. We felt that the thirty-one departments that did utilize promotional tests sufficiently met the Standard. It should be noted that promotions occurred infrequently in many of these smaller departments.

LEVEL OF ACHIEVEMENT: 31, or 70 percent, meet the Standard.

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QUESTION: 3. WHAT METHODS ARE EMPLOYED TO EVALUATE TOTAL INDIVIDUAL JOB PERFORMANCE?

STANDARD: Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role. Promotion and other incentives should be based upon total performance within the defined role, rather than upon any isolated aspect of that role.

COMMENTARY: The police role must not only be taught to policemen, but incentives must be developed to encourage each officer to adopt that role. If a stronger

service orientation is desired, an agency must assure an officer that service will be rewarded, not ridiculed. An officer who takes time to learn how to refer persons in need to the proper service deserves recognition as well as the one who makes good arrests. The degree of recognition should be determined by the priorities established within the police role. Therefore, there must be a means of evaluating compliance. Too often the police service measures performance solely by the number of arrests made, traffic citations issued, or radio calls answered. Such performance measures are replete with abuses. To measure the degree of community responsiveness or of courtesy in citizen contacts, more sophisticated supervision techniques must be developed.

SUMMARY OF FINDINGS: Ten departments stated that they did not make use of any written evaluation of officer job performance. Of the remaining thirty-four departments, only twenty-one reported that this evaluation would count in consideration for promotion. In several cases the chief stated that an officer had to attain a good performance rating in order that he be allowed to take a promotional examination.

LEVEL OF ACHIEVEMENT: 21, or 48 percent, meet the Standard.

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TELEPHONE SERVICES

QUESTION: 1. DO YOU HAVE SEPARATE EMERGENCY AND ROUTINE BUSINESS TELEPHONE TRUNK LINES?

STANDARD: Every police agency should immediately cause to be maintained a sufficient number of emergency trunk lines, in addition to and separate from business trunk lines, to ensure that an emergency caller will not receive a busy signal during normal periods of peak activity, excluding catastrophic or unusual occurrences.

COMMENTARY: The configuration and operation of many police telephone systems is inadequate. Some agencies use the same lines for business and emergency calls. Where this is the case, and the telephone is manned by a single person conducting non-emergency business by phone, an emergency caller may be forced to wait for that business to be concluded before he can request police assistance. As an absolute minimum, every agency should have at least two lines and publish the number of one for emergency purposes, and the other for administrative purposes. Also, if the number of police lines is not sufficient, a caller may contact only a busy signal. A telephone system that permits these failures is inadequate. No emergency line should give a busy signal.

Most police agencies customarily use at least one business and one emergency telephone line. Usually emergency lines feed directly to a complaint reception center where police personnel receive priority complaint and emergency calls. These calls include requests for ambulance or fire equipment, notifications of crimes in progress, or reports of serious crimes

which have just occurred. Business lines are used for administrative, investigative, and other non-emergency business.

SUMMARY OF FINDINGS: Thirty-nine departments had adequate emergency telephone facilities, consisting usually of three-to-six lines that jump incoming calls until an empty line is available. Five departments had no such facilities, using only one line.

LEVEL OF ACHIEVEMENT: 39, or 89 percent, meet the Standard.

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QUESTION: 2. HOW ARE MISDIRECTED CALLS FOR OTHER MUNICIPAL SERVICES HANDLED?

STANDARD: Every police agency should ensure that any misdirected emergency telephone calls for police, fire, or other emergency services are promptly accepted and that information obtained for such calls is relayed immediately to the appropriate public safety emergency agencies.

COMMENTARY: It is a common occurrence for one police agency to receive an emergency telephone call intended for another agency. Many people often do not know what police agency to call on for the service they require. Various jurisdictions represent a patchwork of responsibilities, and people frequently contact the wrong agency by telephone.

Although the single universal emergency telephone number system with automatic switching offers a solution to this problem, this setup is far in the future for many police agencies. A simple, though temporary, measure is for any police agency to accept any misdirected emergency call

and then relay information obtained from the caller to the agency having jurisdiction. To tell a citizen who is reporting a man with a gun and shots fired, "You've called the wrong agency, here is the proper number," or risk transferring such a call is inconsistent with the fundamental principles of emergency service. Seeing that such a call is properly disposed of is the clear responsibility of the police employee receiving it. He should assure the caller that his request or information will be forwarded immediately to the agency responsible for acting on it, and then he should relay the emergency message to that agency. A special telephone directory listing emergency agencies and others whose services might be called for should be at the disposal of every agency employee who receives calls. This directory should include or be indexed to maps that enable the police employee to identify the emergency agency that should act on the call.

SUMMARY OF FINDINGS: Thirty-six of the departments that we interviewed met this Standard, in that they would accept any call of an emergency nature and relay it to another agency even if it involved a non-police function. Twenty-seven of these departments were dispatched by county radio rooms, which follow the procedure outlined in the Standard. Nine departments do not follow the guidelines of the Standard, forcing the caller to hang up and call another agency.

LEVEL OF ACHIEVEMENT: 36, or 82 percent, meet the Standard.

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QUESTION: 3. DO YOU HAVE DEVICES IN YOUR DEPARTMENT TO MONITOR ALL EMERGENCY CALLS COMING IN FOR PLAYBACK?

STANDARD: Every police agency with a full-time telephone service should, by 1976, acquire fail-safe recording equipment which will allow continuous recording of all incoming calls and instantaneous playback of those calls.

COMMENTARY: Recording devices connected to telephone complaint reception lines are valuable for documenting incidents, especially during emergencies and other periods of peak activity. They also provide the police administrator with a tool to evaluate workloads and to increase the efficiency of the communications operation. Smaller "endless tape" devices which record only the previous few moments of traffic are especially valuable in instantly replaying garbled or confusing messages after a panic-stricken caller has hung up or been disconnected. The recording of police telephone conversations can aid in settling public complaints. The just disposition of legal suits arising from deaths, injuries, or property loss alleged to be due to police negligence also can be expedited.

Additionally, telephone conversation recordings are important in disposing of allegations of improper officer conduct on the telephone. The entire conversation can be carefully scrutinized and the complaint resolved effectively and expeditiously.

SUMMARY OF FINDINGS: Only one chief reported that he had in-station recording equipment which allowed continuous recording of all incoming calls. Twenty-seven other departments receive their calls through county radio and would also

meet the Standard. Another nine departments used county radio, but not on a twenty-four hour basis. These nine departments approach the Standard, but do not reach it. None of the seven departments sharing frequencies with neighboring police departments had their phone calls taped.

LEVEL OF ACHIEVEMENT: 28, or 64 percent, meet the Standard.

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Chapter XIV  
RADIO COMMUNICATIONS

QUESTION: 1. HAVE YOU ACQUIRED TWO-WAY, MULTI-CHANNEL MOBILE AND PORTABLE RADIO EQUIPMENT? IS EVERY ON-DUTY OFFICER EQUIPPED WITH A PORTABLE TWO-WAY RADIO? HOW MANY PATROL CARS (WITH OR WITHOUT RADIO) DOES YOUR DEPARTMENT POSSESS?

STANDARD: Every police agency should, by 1978, acquire multi-channel mobile and portable radio equipment capable of two-way operation on operational frequencies and daily car-to-car tactical frequencies. Included in this equipment should be lightweight portable two-way radios that can be issued to every on-duty uniformed officer.

COMMENTARY: Because of the tremendous versatility and efficiency derived from tactical frequencies and multi-channel radio systems, every law enforcement agency should incorporate rapidly multi-channel mobile and portable radio equipment into their present communications network. This is mandatory for effective operation of a base station where command personnel must monitor the transmissions of various affiliate elements. It is equally important for all field units to possess multi-channel equipment.

Operational frequencies, which carry the day-to-day communications load between field units and dispatcher, are generally congested and inherently not suited for direct communication between field units. The reason for the lack of adaptability as a direct-line channel lies in the composition of the operational channel. Operational frequencies require a middle-man, the dispatcher, to make connections between parties desiring communication.

Tactical frequencies are auxiliary frequencies with direct "telephone-like" transmission qualities. Units monitoring a tactical frequency eliminate the middle-man and transmit and receive on the same frequency to monitor their respective frequencies as well as converse field-unit-to-field-unit. A tactical frequency is simply an extra frequency which doesn't feed into the main control center but is capable of being monitored by the communications control center, if desired. Tactical frequencies are excellent for stakeouts, surveillance, crowd control, training exercises, or any unusual occurrence.

But the most immediate police communications equipment need, for both small and large departments, is the development of inexpensive, portable radios that will link every officer to his agency continuously -- regardless of whether he is in a patrol vehicle. Every patrolman should be issued a small, lightweight, inexpensive portable two-way radio for carrying on his person in every kind of field duty. This would provide continuous communication among commanders, supervisors, and field personnel and would ensure that a call for help not go unheard.

SUMMARY OF FINDINGS: To sum it up, we found a total of 284 portable two-way radios (walkie-talkies) and 167 police vehicles. Only 156 of these vehicles had two-way, multi-channel radios. It was determined that all the departments had radio-equipped vehicles sufficient to their needs. Twenty-three departments did not have enough portable units for all their on-duty officers. As the Standard also indicates, it is an absolute necessity for officers to be in constant communication with their dispatcher and superiors, even while on foot. Thus, we felt that these twenty-three departments fell short of the Standard.

LEVEL OF ACHIEVEMENT: 21, or 48 percent, meet the Standard.

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QUESTION: 2. ARE YOU ON THE COUNTY RADIO SYSTEM? WITH HOW MANY OTHER DEPARTMENTS ARE YOU SHARING RADIO FREQUENCIES?

STANDARD: Radio frequencies are a limited natural resource. Every police agency should insure that its radio communications system makes the most efficient use of this resource.

COMMENTARY: The complete radio frequency spectrum ranges from very low inaudible frequencies to micro-wave and light-wave frequencies. That segment of the spectrum suitable for standard radio broadcasting is restricted by present technological capabilities. Because of unpredicted increases in radio communication over the past decade, frequency congestion is intensifying and will continue to grow as additional communicative devices are introduced. Although data detailing the national radio spectrum shortage is difficult to obtain, a study of the Chicago metropolitan area discovered that thirty-eight separate suburban cities with 350 patrol cars must share one frequency.

No police officer who needs immediate assistance should have to wait for a clear frequency. Police agencies should plan for the most efficient and effective use of their assigned frequencies. One method to alleviate frequency congestion is to employ multiple frequency "trunkings" patterned after principles used in conventional telephone, telegraph, and electric-power networks. It permits units to transmit on identical frequencies linked to a dispatcher at police headquarters.

Another method for alleviating frequency congestion is for police agencies to connect into other public safety radio service bands during periods of low activity. Highway maintenance and school bus frequencies, which usually

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operate during the normal working day, could be transformed into auxiliary police bands.

SUMMARY OF FINDINGS: Eight departments reported that they either dispatch their own cars or share radio frequencies with between two and five other departments. Of the remaining thirty-six departments on county radio systems, the breakdown is as follows: Bucks - seven; Chester - eight; Delaware - five; and Montgomery - sixteen. It was felt that all departments were making good and efficient use of radio frequencies.

LEVEL OF ACHIEVEMENT: 44, or 100 percent, meet the Standard.

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QUESTION: 3. DO YOU HAVE A WRITTEN MUTUAL-AID AGREEMENT WITH ANY OTHER DEPARTMENTS FOR EMERGENCY SITUATIONS?

STANDARD: Every state in cooperation with all police agencies within it should develop a comprehensive statewide mutual-aid plan to ensure rapid, effective, and efficient action by participating agencies. This plan should provide for mutual aid in civil disorders, natural disasters, and other contingencies where manpower or materiel requirements might exceed the response capability of single agencies.

COMMENTARY: Police agencies should be prepared to respond to emergencies that require more men and equipment than they normally have. A mutual-aid agreement provides a workable solution. Under such a plan, any one agency can ask other agencies for needed men and materiel. Mutual-aid agreements should be coordinated at the state level, but provide for implementation at the lowest level capable of handling the situation.

SUMMARY OF FINDINGS: Four departments had no definite mutual-aid emergency provisions. Thirteen departments stated that they had verbal agreements with local departments. Of the twenty-seven other departments, five had strictly-worded provisions written into their insurance policies. Two others had written agreements with neighboring municipalities. Fourteen chiefs reported that they had written provisions with Montgomery County's emergency plan. Five departments had written agreements with the Bucks County Atrocious Crime Unit. Finally, one chief reported that he is developing a written agreement that will be ready soon.

LEVEL OF ACHIEVEMENT: 26, or 60 percent, meet the Standard.

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QUESTION: 4. DO YOU HAVE EQUIPMENT TO MONITOR RADIO TRANSMISSIONS FOR PLAYBACK PURPOSES?

STANDARD: Every police agency should, by 1975, acquire fail-safe recording equipment which will allow continuous recording of every radio transmission and recording equipment designed to allow instantaneous playback of field unit radio transmissions.

COMMENTARY: The recording of radio traffic in a police communications operation is fast becoming an essential component of command and control operations. An increasing number of police agencies have installed multi-channel logging tape devices that record police communications between dispatcher and field units. They have proved extremely useful in documenting the time sequence of events for court purposes and internal investigations. For example, in vehicle pursuits the entire pursuit sequences, from start to finish, can be

precisely documented. Surveillance teams can employ radio-recording devices to document the actions of suspected or known offenders. When the "tailing" of a suspect can be transmitted to the control center and simultaneously recorded, the suspect's part in the attempted commission of any criminal act can be instantaneously relayed and recorded. Similarly, suspect presence in areas under observation can be transmitted to control centers and any subsequent criminal action precisely described and timed.

In many complaints against officers, these tapes play an important role in determining the true facts.

The device also has demonstrated its value as a training tool, allowing radio users to listen to their own transmissions. The entire communications network can benefit from the periodic playback of transmissions. Unnecessary pauses or tendencies toward superfluous conversation can be demonstrated to the user and deficiencies corrected. Teaching techniques such as this reinforce the importance of accurate, brief, and rapid conveyance of messages from field officers to communications centers.

Another type of recording device, the "endless" or "continuous" tape, is especially useful in playing back garbled messages. All too often, the street policeman, in help-needed situations, has only enough time for a hurried one-time message which may be difficult for dispatchers to understand. Special devices are now available which record only the last several moments of radio traffic, which can be replayed instantly -- enabling dispatchers to recapture a critical message.

SUMMARY OF FINDINGS: Twenty-eight departments relied upon county radio systems twenty-four hours a day and, thus, met the Standard -- for all four county radio rooms record their radio transmissions. Eight additional departments were on county radio, but not on a twenty-four hour basis. Eight other departments used their own stations for dispatching (or were dispatched by a local department) twenty-four hours a day, but only one department had equipment to record radio transmissions.

LEVEL OF ACHIEVEMENT: 28, or 64 percent, meet the Standard.

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POLICE DEPARTMENTS AND MINORITY GROUPS

QUESTION: 1. DO YOU HAVE A MINORITY GROUP OF SIGNIFICANT SIZE WITHIN YOUR JURISDICTION? IF SO, ARE SPECIAL EFFORTS MADE TO COMMUNICATE WITH THESE MINORITIES?

STANDARD: Every police agency which has racial or ethnic minority groups of significant size within its jurisdiction should recognize their police needs and, where appropriate, should develop means to ensure effective communication with such groups. Where such groups are non-English speaking, the police agency should have bilingual employees to deal with their requests for police services.

COMMENTARY: A critically important communications problem confronts the police in urban areas with significant minority populations. These areas have been the scene of civil disorder in recent years, and they frequently require a disproportionately high percentage of police resources. Inhabitants frequently feel that they have less influence on police enforcement policies and practices than other city residents. Members of minority groups must be convinced that their police service expectations are known and respected by the police, and that their recommendations are being acted upon.

Many police agencies in cities with large ethnic and racial minority groups have developed programs to ensure consideration of the needs of minorities in the development of policies and operational response. Indeed, some police administrators view this as their primary "community relations" effort. These programs have included informal advisory groups and special units within the police agency to work with minority groups in developing channels of communication.

Since local conditions dictate the need and type of response, each chief should recognize the special problems presented in communicating with minority groups and strive to develop methods of ensuring that he is in communication with all elements of his community.

Because it is the responsibility of every police agency to provide service uniformly to every person in its jurisdiction, the problem of communicating with substantial portions of the community who speak little or no English also must be solved.

Most large police agencies employ officers who speak the most commonly encountered foreign language to answer telephone requests for service. Some agencies maintain files of all officers who speak foreign languages so they may be called upon to interpret calls for service.

While local conditions should dictate if the need exists for a police agency to undertake bilingual programs, as a minimum, every police agency having a substantial non-English speaking minority should ensure that all telephone requests for services can be processed effectively and that agency programs are modified to ensure adequate communication between non-English speaking minority groups and the police agency.

SUMMARY OF FINDINGS: Thirty-five chiefs reported that they did not have minority groups of significant ratio under their jurisdiction. Nine other chiefs stated that they did have relatively-large minority populations. Seven of these nine departments had non-white officers on their force. In

one of these seven departments, one-third of the force consisted of minority officers. Of the nine departments with large minorities, we feel all met the Standard in terms of minority group communication.

LEVEL OF ACHIEVEMENT: 9, or 20 percent, meet the Standard.

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QUESTION: 2. DO YOU EMPLOY NON-WHITE OFFICERS ON YOUR POLICE FORCE?

STANDARD: When a substantial ethnic minority population resides within the jurisdiction, every police agency should take affirmative action to achieve a ratio of minority group employees in approximate proportion to the make-up of the population.

COMMENTARY: Although the need to employ minorities as police officers may be obvious, their employment, in many instances, has not been appreciable -- despite the best intentions and good faith efforts of many police administrators.

Statistics from throughout the country indicate that this under-representation is due, in part, to the fact that a greater percentage of minority applicants fail to meet police selection standards. This is not surprising since minorities are traditionally disadvantaged, both culturally and educationally. But in view of the need for minority police officers to foster better community relations and increase police effectiveness, police administrators should not only recruit minorities, but should also insure that unwarranted cultural bias is eliminated from the selection process.

However, the employment of persons from all racial and ethnic groups within the community should be a recruitment goal -- not a personnel

policy governing the hiring of police personnel. Primary consideration should be given to employing the best-qualified candidates available, regardless of nationality or race. The ethnic or racial make-up of a community should be viewed as a guide for recruitment policies and procedures, not as a basis for quota hiring. If recruitment procedures fail to attract minority candidates from whom applicants can be selected, there may be a need for new recruitment techniques; however, selection procedures should remain the same.

SUMMARY OF FINDINGS: Thirty departments did not employ non-white officers, while fourteen did. The breakdown of minority officers in these departments is as follows: seventeen full-time patrolmen, three part-time patrolmen, two sergeants, one juvenile officer, and one detective. Seven of these fourteen departments had one or more minority officers even though they had no non-white population to speak of under their jurisdiction. Three departments mentioned that they formerly had some black patrolmen who left to join larger departments. One department with a minority population was at present processing the application of a minority applicant.

Only two departments surveyed had more than a few non-English speaking residents, and at least one chief is making a special attempt to have his men trained in the Spanish language. Though nine departments had large non-white populations, only seven of these had non-white officers.

LEVEL OF ACHIEVEMENT: 7 (out of 9), or 78 percent, meet the Standard.

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QUESTION: 3. DO YOU TAKE SPECIAL STEPS TO RECRUIT MINORITY MEMBERS?

STANDARD: Every police agency seeking to employ ethnic minority members should direct recruiting efforts toward attracting large numbers of applicants by developing and implementing specialized recruiting methods.

COMMENTARY: In recruiting minority applicants, it is often necessary to overcome a distrust of the police. Minority recruiters can establish rapport with their audience and serve as evidence that police agencies do want and need minority personnel. Such recruiters will be more familiar with minority community attitudes and this will facilitate communication.

The cooperation of minority community leaders and civic organizations is helpful in disseminating recruitment materials and providing opportunities for recruiters to address groups of potential applicants. Community leaders themselves, if convinced of the sincerity of the police in recruiting minorities, may become active recruiters by referring applicants.

SUMMARY OF FINDINGS: Forty-one departments reported that they made no special efforts to recruit minority officers. Nearly all of these departments said that "they always chose the most qualified man for the job out of the applicants available." Many chiefs stated that they rarely receive applications from minority group members. Three chiefs reported that they do make special efforts to recruit minority members, but only two felt that they had met with success in their efforts.

LEVEL OF ACHIEVEMENT: 3, or 7 percent, meet the Standard.

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Chapter XVI  
PART-TIME POLICE

NOTE: There are no Standards existing for the questions in this chapter. They were asked merely for informative purposes.

QUESTION: 1. DO YOU MAKE USE OF PART-TIME POLICE OFFICERS?

SUMMARY OF FINDINGS: Twenty-four of the departments involved in this study make no use of part-time police officers. Twenty chiefs reported that they did in order to supplement their full-time forces.

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QUESTION: 2. IF YOU DO MAKE USE OF PART-TIME POLICE OFFICERS, WHAT TYPE OF TRAINING DO THEY RECEIVE?

SUMMARY OF FINDINGS: In the departments that we surveyed, we found that eighty-four part-time police officers were in use by twenty departments. Of these, thirteen had attended either a 400-hour academy course, a four-year college, or were former full-time policemen. Thirty-three officers had attended various forty-hour and eighty-hour training seminars. The remaining thirty-eight officers had attended several one-day seminars and/or had in-service training with a veteran officer.

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