

AN EVALUATION
OF THE
NORTHERN YORK COUNTY REGIONAL
POLICE DEPARTMENT

May, 1974

SC-171-73A

**Public
Administration
Service**

1313 EAST SIXTIETH STREET, CHICAGO, ILLINOIS 60637
312 - 324-3400

1776 Massachusetts Avenue, Washington, D.C. 20036
202 - 833-1030

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May 30, 1974

Mr. Gerald M. Croan
Evaluation Management Unit
Governor's Justice Commission
P.O. Box 1167
Harrisburg, Pennsylvania 17710

Dear Mr. Croan:

I am pleased to transmit this report, *An Evaluation of the Northern York County Regional Police Department, May, 1974*. This report was prepared as a result of a study as authorized in the Evaluation Agreement of November 7, 1973, and the letter of December 3, 1973.

This report essentially follows the format suggested for the *Final Evaluation Report in Guidelines for Evaluation Reports*. Section II, which describes the original objectives of the Northern York County Regional Police Department (NYCRPD) and its current activities, is very brief. It was felt that the interested reader is sufficiently aware of the fundamental features of the NYCRPD and that any extensive treatment would be superfluous. Section IV, *Project Results and Analysis* and Section V, *Findings and Recommendations* have been combined into one section (Section IV) entitled *Evaluation Results and Recommendations for Further Improvement*.

Three of our staff members participated in the study. Mr. G. Stephen Lloyd, PAS Senior Associate, had primary responsibility for the field work, for organizing survey materials, and for drafting the report. Mr. George Greisinger, a PAS Staff Associate, conducted the survey of citizens and businesses and the survey of attitudes of the officers of the NYCRPD. Mr. Howard Edwards, a PAS Senior Associate, briefly assisted in the study by reviewing background information in the NYCRPD and generally observing its operation. I provided general direction to the survey work and reviewed the report.

We wish to express our appreciation for the excellent cooperation and assistance provided by Chief Erb and members of the NYCRPD.

Sincerely yours,

A handwritten signature in cursive script that reads "G. M. Morris". The signature is written in dark ink and is positioned above the printed name and title.

G. M. Morris
Associate Director

TABLE OF CONTENTS

	<i>Page</i>
I. EXECUTIVE SUMMARY	1
Crime, Traffic, and Service Record	1
Relationship with the Police Commission and Other Agencies	2
Relationships with Communities	2
Organization	2
Management and Control Practices	3
Field Services	3
Support Services	3
Personnel Management	4
II. THE NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT: OBJECTIVES AND OVERVIEW	5
III. EVALUATION ACTIVITIES	7
Data Collection and Analysis	7
Basic Data	7
Group Interviews	8
Individual Interviews	9
Observation	9
Scope and Limitations of the Evaluation Effort	9
Scope	9
Limitations	10
Feedback	11
IV. EVALUATION RESULTS AND RECOMMENDATIONS FOR FURTHER IMPROVEMENT	12
Crime, Traffic, and Service Record	12
Findings	12
Conclusions	18
Recommendations	19
Relationships with the Police Commission and Other Agencies	19
Findings	19
Conclusions	20
Recommendations	21

TABLE OF CONTENTS (continued)

	<i>Page</i>
Relationships with Communities	21
Findings	21
Conclusions	21
Recommendations	22
Organization	22
Findings	22
Conclusions	24
Recommendations	24
Management and Control Practices	25
Findings	25
Conclusions	26
Recommendations	26
Field Services	27
Findings	27
Conclusions	29
Recommendations	29
Support Services	30
Findings	30
Conclusions	30
Recommendations	31
Personnel Management	31
Findings	31
Conclusions	35
Recommendations	35

TABLE OF CONTENTS (continued)

Page

EXHIBITS

Chart

1. Organizational Structure of the Northern York County Regional Police Department	23
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Tables

1. Number of Part I Criminal Offenses Known to the NYCRPD (1973), Crime Rates Per 100,000 Population for the NYCRPD Area (1973), and for Cities in the 10,000 to 25,000 Population Group (1972), and Suburban Cities (1972)	14
2. Percentage of Serious Crimes Cleared by Arrest, NYCRPD (1973), Cities 10,000 to 25,000 (1972), and Middle Atlantic States (1972)	15
3. Number of Non-Index Part I Offenses, Part II Offenses, and Percentage Cleared By Arrest, Northern York County Regional Police Department, 1973	16
4. Traffic Enforcement Index, Accidents, and Traffic Violation Arrests, 1973 Compared to November, 1972 - February, 1973	17
5. Analysis of Called-For Services by Time of Day and Day of Week Using Every Fourth Day for the Period July 1, 1973 - December 28, 1973, Northern York County Regional Police Department	28
6. Education Profile of Sworn Officers, Northern York County Regional Police Department	32
7. Present Classification and Salary Schedule Including Educational Incentives and Longevity Increases, Northern York County Regional Police Department	34
8. Survey of Personnel Attitudes, Northern York County Regional Police Department	36
9. Proposed Classification and Salary Schedule, Northern York County Regional Police Department	39

Figure

1. Format for General Orders, Northern York Regional Police Department (follows page)	26
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I. EXECUTIVE SUMMARY

That the Northern York County Regional Police Department (NYCRPD) has become an operational, professional, and regional police agency in less than two years is ample indication that the concept was properly planned, designed, and implemented. Moreover, a good measure of its success is the amount of interest shown in this concept by other Pennsylvania officials and governmental officials in other parts of the country.

In general, the NYCRPD is either accomplishing or is attempting to accomplish the principal objectives of the National Advisory Commission on Criminal Justice Standards and Goals as well as widely accepted principles and practices of professional police administration. The evaluation team quickly recognized that the NYCRPD had no need for redirection. It is on a planned course toward achieving what it set out to achieve when it was established. This report indicates those areas where no further improvement is necessary and recommends some adjustments which are aimed at assisting the NYCRPD in achieving its objectives.

Crime, Traffic, and Service Record

1. The NYCRPD service area enjoys a low crime rate.
2. The clearance rate for the crimes of burglary and larceny over \$50 is relatively low and can be improved.
3. The clearance rate for all crimes (Part I and Part II offenses) is excellent. However, for reporting purposes, the clearance rates for these offenses should be separated so that the public receives a more accurate picture of the NYCRPD record.
4. The traffic record (relationship between accidents with injuries and hazardous violations) is less than desirable. Increased selective enforcement is indicated.
5. The NYCRPD service orientation is reflected in good response times and high percentage of total calls which involve the provision of miscellaneous services.

Relationship with the Police Commission and Other Agencies

1. The activities of the Police Commission and the relationship between the Chief and the Police Commission facilitates direction and accountability.
2. The relationship between the NYCRPD and the Pennsylvania State Police is strained and not expected to improve unless significant steps are taken to improve coordination and cooperation. Specifically called for are monthly meetings to discuss mutual problems and opportunities, cooperative investigations and information exchange, participation in joint task forces, and establishment of procedures designed to extend the investigative resources of the NYCRPD.
3. The relationship between the NYCRPD and York County Communications Control is excellent, but the NYCRPD should make fuller use of information in called-for services collected by York County Control.

Relationships with Communities

1. The attitude of the general public and business community indicates a high level of satisfaction with the services of the NYCRPD. However, the need for additional investigative follow-up was indicated.

Organization

1. The NYCRPD organizational structure reflects an adequate balance between specialization and flexibility necessary in a small organization and an adequate span of control.
2. Some clarification in the reporting relationship of the Investigation Division is indicated.
3. Although it may not be possible, given the capabilities and interests of the incumbents, the secondary responsibilities of the sergeants should be grouped by line services (patrol-investigation coordination, traffic), staff services (personnel and training, community affairs, internal affairs), and auxiliary services (records and communications, property, building and equipment, auxiliary police).

Management and Control Practices

1. The Chief makes good use of the staff conference, but more frequent meetings and better internal communications appear necessary.
2. The format of the NYCRPD *Manual* is poor and it needs a comprehensive, cross-referenced indexing system.
3. The NYCRPD has a good performance reporting system.
4. Planning should be given greater emphasis with the Chief using the innate talents of his highly educated officers and sergeants.

Field Services

1. In general, NYCRPD is using scheduling and deployment techniques to ensure maximum output from its modest investment in manpower, e.g., 10-hour shifts, one-man cars.
2. Some adjustment in the distribution of manpower by time of day was indicated by a survey of calls.
3. Although the quality of supervision is good, the amount is at the minimum necessary for adequate coverage. As the Department grows and assumes more responsibilities, an additional sergeant should be authorized.
4. The recent addition of an Investigation Division with criminal and juvenile investigative capabilities should enable the Department to provide more thorough follow-up investigations and to mount a comprehensive crime prevention program.

Support Services

1. The Department's support services are on balance excellent.
2. The need for dictating field incident reports in many cases is questionable, and the Department should consider using the officer's handwritten reports for the majority of cases.
3. Although it may not be possible with the current low-band radio system, the Department should be equipped with sufficient portables for each field officer.

Personnel Management

1. The recruitment and selection process is excellent. Particularly noteworthy are the comprehensive testing procedure, the one-year probation period, and the recently instituted requirement that new officers have two years of college.
2. Although the 10-week recruit school at the Harrisburg Area Community College is apparently well conceived and developed, the fact that a new recruit is expected to perform police work while awaiting recruit training is a hazardous practice. More frequent recruit training sessions are called for.
3. The Department's use of performance evaluations is excellent.
4. Although the Department, and especially the Chief, must be given credit for initiating an educational incentive and career development plan, it is recommended that the plan be revised. Details of the recommended plan are contained in Section IV of this report.

II. THE NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT: OBJECTIVES AND OVERVIEW

The Northern York County Regional Police Department (NYCRPD) is an areawide police agency serving three townships and three boroughs north and northwest of the City of York. Population and area served are approximately 23,000 and 81 square miles, respectively. Five of these communities created the NYCRPD in 1972 for the purpose of solving several problems which could not be addressed because of inadequate police service in the area. More specifically, the objectives established for the NYCRPD were as follows:¹

1. Provide full-time local police protection to all participating jurisdictions.
2. Respond to complaints and petitions requesting police service submitted by local citizens, and to do so effectively with no, or minimum, tax increase.
3. Change the attitude of the citizen from one of not feeling protected to that of feeling protected by an efficient, professional police force.
4. Increase traffic patrol and enforcement in order to slow the increase in traffic accidents.
5. Decrease rush-hour traffic congestion through effective traffic enforcement, especially in the area of U.S. 30 in Manchester Township.
6. Provide all participating jurisdictions with 24-hour complaint coverage for local ordinances and crimes.
7. Provide a high level of safety for the officers by having a readily available backup unit at all times.
8. Provide a faster response rate, which will increase the percentage of offenders apprehended at the scene and provide faster and better initial first-aid treatment for accident victims.

¹Local Government Research Corporation, *Northern York County Regional Police Department: Phase I—Evaluation*, pp. 1-2.

9. Assure that all complaints are answered with a decreased response time.
10. Make specialization possible, especially in the area of photography and the collection of crime scene evidence.
11. Provide more street patrol time for the officer through the use of an in-car dictaphone system for making reports.

The NYCPRD employs 19 full-time persons. Of this total, 17 are sworn personnel and 2 are clerical personnel. Sworn personnel consist of 1 chief, 3 sergeants, and 13 patrolmen. Two of these patrolmen are assigned to investigative and youth services. The Department's actual expenditures during 1973 (the first full year of operation) amounted to \$235,242. The 1974 budget is \$286,080 of which \$50,000 is anticipated to be funded by the Governor's Justice Commission. In addition, \$16,128 is budgeted for the salary and associated expenditures of a juvenile officer, funds for which will come from Dover Township and the State.

The details of the NYCPRD operation are outlined in Section IV of this report as well as in previous reports pertaining to the NYCPRD. It will suffice to state here that the Department's operation is based on the unique concept of allowing each participating municipality to specify the amount of service which it desires to receive. This is expressed in protection units, the basic unit consisting of 20 hours of patrol per week. Each municipality can employ as many protection units as it feels necessary, but none may purchase less than one unit. In short, the scope and cost of the operation is largely determined by each municipality rather than by some outside authority. This participation in decisions, further ensured by virtue of the fact that the Police Commission consists of one member of the governing body of each municipality, has been a vital factor in the successful implementation of the NYCPRD.

The NYCPRD is primarily oriented toward reacting to requests for service from citizens. Thus, the primary allocation of manpower is to patrol services. The three sergeants and all but two patrolmen (the detective and juvenile officer) provide around-the-clock field police services. Except for this small amount of specialization, the sergeants and patrolmen are considered generalists capable of handling a variety of functions. Nevertheless, each man is encouraged to develop and in several instances has developed a secondary speciality. These specialities are brought into play as the need arises.

III. EVALUATION ACTIVITIES

The evaluation of the Northern York County Regional Police Department (NYCRPD) was conducted in two phases over a period of two months by a two-man evaluation team of Public Administration Service (PAS). The first phase consisted of a one-day site visit in January of 1974 to collect basic data and establish the general framework for conducting the evaluation. The second phase was accomplished during the week of March 11-15, 1974. The evaluation team studied practically every aspect and activity of the NYCRPD using the evaluation methodology described below. The Chief spent considerable time with the evaluation team or was readily available at other times. The dispatch with which the evaluation was completed would not have been possible without this excellent cooperation.

Data Collection and Analysis

In its evaluation of the NYCRPD, the evaluation team used several methods to obtain and analyze information. These principally included: (1) basic data collection; (2) group interviews; (3) individual interviews; and (4) participation in the observation of operations. Each of these activities will be described below together with the scope and limitations of the evaluation effort.

Before proceeding with this description, it would be well to point out that each of these activities contains three different approaches to evaluation. The first approach is the evaluation which participants place on the program according to their own objectives and values. These participants include the members of the Police Commission, the Chief, the officers of the Department, and the citizens and other users of the Department's services. A second approach is that represented by the group of "experts" or informed appraisers who have examined the Department on the basis of a comparison with other police departments. In this group are included the PAS staff and perhaps the Pennsylvania State Police, although the latter, in view of its relationship with local police, cannot be considered entirely unbiased in its evaluation. Finally, the third approach is objective measurement made in terms of acceptable standardized procedures of research methodology. Included are the activities of PAS to gather and analyze hard facts insofar as they were available at the time of the evaluation. The first two approaches can be considered largely subjective whereas the third supposes a degree of objectivity based upon the availability of quantitative data.

Basic Data

Information on practically every activity and aspect of the Department was gathered and analyzed. Although much of this information came from interviews and observation, some of the more pertinent documentation reviewed included the following:

1. *Areawide Police Protection Study and Plan* prepared by Local Government Research Corporation of State College, Pennsylvania. This study and plan led to the formation of the NYCRPD.
2. *Northern York County Regional Police Department—Phase I—Evaluation* prepared by Local Government Research Corporation. This evaluation was conducted at the conclusion of six months' operation of the NYCRPD.
3. *1973 Annual Report* of the NYCRPD.
4. *1973 Pennsylvania Uniform Crime Report* of the NYCRPD.
5. Monthly Officer Performance Reports and Monthly Sergeants' Activity Reports.
6. 1973 and 1974 Annual Budgets of the NYCRPD.
7. Application for LEAA funding of Phase III.
8. *Articles of Agreement* between NYCRPD and participating municipalities.
9. NYCRPD job descriptions, pay plan, and personnel forms.
10. *Rules and Regulations* of the NYCRPD.
11. All incident reports and internal forms used by the NYCRPD.

Group Interviews

The study staff divided the sergeants and officers of the NYCRPD into two separate groups. Each group was asked four open-end questions about the NYCRPD. They were as follows:

1. What do you consider to be the *one* outstanding feature of the NYCRPD?
2. What do you consider to be the *one* outstanding weakness of the NYCRPD?
3. If you had the authority to make *one* change in the NYCRPD, what would it be?

4. Identify *as many* problems in the NYCRPD as you can.

These open-end questions are designed to bring about responses to assist the study staff in its evaluation of the NYCRPD as well as to assist NYCRPD administration in its efforts to improve operations. Cooperation received was excellent.

Individual Interviews

Interviews were conducted on two planes, i.e., internally and externally to the NYCRPD, using both personal and telephone interview methods. Those interviewed within the organization included the Chief, two sergeants, five officers, and two commission members. In an attempt to gain citizen and business reaction to the services of the NYCRPD, approximately 20 citizens and 5 businesses were contacted either in person or by telephone. Also contacted were the commander of the local Pennsylvania State Police post and the director of the York County Communications Control Center.

Observation

Although the evaluation team participated in some details of the NYCRPD operations, its principal role was clearly that of an outside observer. With respect to participation, the study staff participated in staff meetings of sergeants and officers, conducted a manpower deployment analysis with the assistance of the Chief, and assisted in analyzing the professional and educational background of each of the sergeants and officers. Practically every operation of the NYCRPD was observed. These included patrol techniques, investigative techniques, arrest and prisoner processing, field reporting, evidence collection and preservation, records filing and indexing, and supervisory--subordinate relationships.

Scope and Limitations of the Evaluation Effort

Scope

The scope of the effort attempted to fulfill five purposes as follows:

1. To discover whether and how well objectives set forth at the beginning of the project are being met.
2. To determine the reasons for specific successes or failures.
3. To direct the chosen course of action with techniques for increasing efficiency and effectiveness.
4. To lay the basis for further research on the relative success of this alternative for areawide law enforcement.

5. To refine the activities now used for attaining objectives, and alter those which need redefining in light of evaluation findings.

The scope of the evaluation included an assessment of the NYCRPD using three criteria: (1) effort, (2) performance, and (3) efficiency. These criteria are interrelated in that an evaluation of effort and performance precede one of efficiency. Furthermore, successful performance generally implies successful effort, although such effort may be inefficient as compared to some alternative method. These criteria are briefly described below.

An evaluation of effort has as its criterion of success the quantity and quality of activity that takes place. The emphasis here is on input rather than output. The key questions asked are what do they do and how well do they do it? Evaluation of effort thus centers on activity. If the assessment shows that a department is inactive in several areas, it can be inferred that little good is being accomplished in those areas.

Performance criteria measure the results of effort rather than the effort itself. The focus here is on output rather than input. The key questions asked are how much is accomplished relative to the objective and did any change occur? The ultimate justification of a police department or, for that matter, any of its several activities, must rest with proof of its effectiveness in alleviating the problem being attacked. A department may rate high on effort but may be a failure in terms of performance.

The criterion of efficiency is concerned with the evaluation of alternative paths or methods in terms of cost—money, time, personnel, and public convenience. It relates output to input. A positive answer to the question, "Does it work?" often gives rise to the question, "Is there a better way to attain the same results?" In the steadily increasing competition for public funds among all public services, the criteria of efficiency are coming more and more to dominate the evaluation picture. Can the same end result be achieved in different ways at less cost? Can less skilled personnel be substituted? Can crime prevention, for example, result in the same performance as crime investigation? Such questions point out that standards of performance will be improved if they consider the cost involved and arrive at comparative efficiency ratings.

Limitations

Of particular concern to an evaluation is methodology. Any good evaluation includes four basic steps:

1. Determining whether goals and objectives, preferably in quantifiable terms, have been established.
2. Determining what types of evaluation measures to use.
3. Collecting data to be used in the evaluation.
4. Analyzing the data.

The first step is to quantify, if possible, the program objectives. Quantification simply consists of attaching a number to an objective. The NYCRPD was established to accomplish several objectives listed in the Phase I evaluation report. Most of these objectives are not stated in quantifiable terms, however, and the evaluator therefore proceeded to quantify them where appropriate data were available.

The second step is to develop evaluation measures to determine whether goals and objectives are being met. Three types of measures were used: (1) measures of effort, (2) measures of efficiency, and (3) measures of performance. These measures were briefly defined above and examples will appear throughout the report. Where none had been specified at the inception of the project, the evaluator attempted to supply those which were felt to be appropriate.

The third step is to identify the data needed to perform the evaluation. Again, one of the limitations of the evaluation was the unavailability of some data. However, emphasis was placed on obtaining good data and handling it intelligently. The evaluator tried as much as possible to avoid solely basing the evaluation on subjective impressions and personal experience.

The final step is data analysis. Too often an evaluation relies only on objective data and fails to recognize the importance of the political world in which the program operates. It is fortunate that the NYCRPD had unanimous political support when it was formed and continues to enjoy this support. Nevertheless, a fair amount of the effort of the NYCRPD has been directed toward solidifying its position in the community. There is no way to quantify this support other than through extensive opinion-sampling which was beyond the scope of the evaluation. However, the evaluation did sample citizen and business reaction as well as relations with the jurisdictions served by the NYCRPD.

Feedback

During the survey portion of the evaluation, the evaluation team communicated several of its findings and conclusions to the Chief. Principal items brought to his attention included the results of the group interviews with sergeants and officers, the results of the survey of citizens and businesses, the results of the survey of calls for service, comments on the Department's pay relationship, and comments on patrol supervision and procedures and patrol-investigative relationships. The Chief, because of actual participation in most activities of the evaluation, was made thoroughly aware of the points on which the NYCRPD was being evaluated.

IV. EVALUATION RESULTS AND RECOMMENDATIONS FOR FURTHER IMPROVEMENT

The following section contains the findings and conclusions of the evaluation of the Northern York County Regional Police Department together with recommendations for further improvement. Some recommendations may have already been adopted, others may require interpretation, and still others may not be feasible at this time.

Crime, Traffic, and Service Record

Findings

The use of statistics and statistical analyses as indicators of both criminal and law enforcement activities has become common practice in recent years. Several indicators were used in this phase of the evaluation of the NYCRPD. They were:

Crime Record

1. Part I criminal offenses (1973).
2. NYCRPD crime rate per 100,000 population (1973) compared with cities of 10,000 to 25,000 (1972) and suburban cities (1972).
3. NYCRPD percentage of serious crimes cleared by arrest (1973) compared with clearance percentage in cities of 10,000 to 25,000 (1972) and Middle Atlantic States (1972).
4. NYCRPD total cases investigated and closed (1973).

Traffic Record

1. NYCRPD traffic enforcement index (TEI) for 1973 compared with first four months of operation (November, 1972–February, 1973).
2. Traffic accidents for 1973 compared with first four months of operation (November, 1972–February, 1973).

Service Record

1. Response time in minutes.
2. Service calls answered as a percentage of total calls.

Crime Record. Table 1 indicates the number of Part I criminal offenses known to the NYCRPD and compares the crime rate of the area served by the NYCRPD with cities in the 10,000 to 25,000 population group and suburban cities nationally. It is evident that the NYCRPD area enjoys a much lower overall crime rate than cities in the 10,000 to 25,000 population group as well as suburban cities in this group. With the exception of murder and nonnegligent manslaughter, the NYCRPD rate is lower for each of the serious crimes.

Table 2 illustrates the percentage of serious crimes cleared by arrest for the NYCRPD compared with cities in the 10,000 to 25,000 population group and for the Middle Atlantic States. The overall record of the NYCRPD closely follows the average in these other two categories. With respect to individual crimes, the NYCRPD record is better in murder and nonnegligent manslaughter and robbery, and approximately the same in the other offenses. The poor clearance rate in rape is better understood when it is realized that only one rape was reported to the police in 1973.

Table 3 indicates the total nonindex Part I crimes, Part II crimes, and the clearance rates for these crimes. The clearance rate of 45 percent is quite good. However, some explanation is in order with respect to some offenses. The larceny under \$50 category includes shoplifting cases where the offender is arrested by the store owner. The offenses of driving under the influence and disorderly conduct usually result in "on-view" arrests and therefore are cleared immediately.

The NYCRPD records its activities in a slightly different manner than what is included in the report to the State and the FBI. The NYCRPD 1973 annual activity report—the report which is disseminated to the public—indicates that the NYCRPD conducted 1,125 investigations of which 506, or 45 percent, were considered "closed" at the end of the year. These investigations included Part I and Part II offenses as well as investigations of municipal ordinance violations.

Traffic Record. Managing the orderly flow of traffic and preventing accidents are basic responsibilities of the police. Basic to all successful traffic programs are accurate and complete data on traffic accidents. These data constitute the statistical bases for the analysis of traffic problems and the development of solutions.

The Traffic Enforcement Index, the principal quantitative measure of traffic enforcement, is a representation of the relationship of the number of citations for hazardous moving violations to the number of vehicle accidents in which persons were injured or killed. A generally accepted norm for enforcement efforts is an index of 20. This figure is not proposed as an absolute, but is the point at which many agencies have found that enforcement results in some measure of control over the incidence of traffic accidents.

It must be pointed out that there are limitations to this index as an indicator of potential fatalities. Traffic injuries and fatalities can result in spite of good enforcement and the achievement of the recommended TEI level. The index cannot predict such things as the failure to use seat belts, drunken drivers, equipment failures, and icy streets, all of which can result in a fatality or injury in an otherwise minor accident.

Table 4 compares the TEI, the number of accidents, and the number of moving citations over two time periods. Although enforcement efforts have increased, so have the number of accidents resulting in a relatively stable TEI of 5 which is significantly less than

Table 1
 NUMBER OF PART I CRIMINAL OFFENSES KNOWN TO THE NYCRPD (1973)
 CRIME RATES PER 100,000 POPULATION FOR THE NYCRPD AREA (1973)
 AND FOR CITIES IN THE 10,000 TO 25,000 POPULATION GROUP (1972)
 AND SUBURBAN CITIES (1972)^{a/}

Offense	NYCRPD Actual Offenses 1973	Rates for NYCRPD 1973 ^{b/}	1,224 Cities 10,000 to 25,000	760 Cities 10,000 to 25,000 Suburban Area
Murder and Nonnegligent Manslaughter	2	9.1	3.8	3.1
Forcible Rape	1	4.6	11.8	12.1
Robbery	7	31.8	55.0	59.8
Aggravated Assault	13	59.1	128.8	118.8
Burglary	113	513.6	893.5	937.5
Larceny (over \$50 value)	115	522.7	943.7	990.1
Auto Theft	33	155.0	243.8	279.3
Total	284	1,290.9 ^{c/}	2,280.8 ^{c/}	2,400.7 ^{c/}

^{a/} U.S. Department of Justice, Crime in the United States, 1972, and Pennsylvania Uniform Crime Report for Northern York Regional Police Department, 1973.

^{b/} Estimated 1973 NYCRPD area population of 22,000.

^{c/} These figures do not represent sums of the columns.

Table 2
 PERCENTAGE OF SERIOUS CRIMES CLEARED BY ARREST
 NYCRPD (1973), CITIES 10,000 to 25,000^{a/} (1972)
 AND MIDDLE ATLANTIC STATES (1972)^{a/}

Offense	NYCRPD	Cities 10,000 to 25,000	Middle Atlantic States
Murder and Nonnegligent Manslaughter	100.0	83.8	84.6
Forcible Rape	0.0	57.3	62.6
Robbery	71.0	31.3	27.1
Aggravated Assault	62.0	67.1	62.6
Burglary	14.0	17.3	16.6
Larceny (over \$50 value)	9.0	10.9	10.6
Auto Theft	21.0	21.4	12.4
Total ^{b/}	17.0	18.5	17.7

^{a/} U.S. Department of Justice, Crime in the United States, and Pennsylvania Uniform Crime Report for Northern York Regional Police Department, 1973

^{b/} These figures do not represent sums of the columns.

Table 3
 NUMBER OF NON-INDEX PART I OFFENSES,
 PART II OFFENSES, AND PERCENTAGE
 CLEARED BY ARREST^{a/}
 NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT
 1973

Offense	Number Reported	Cleared by Arrest	Percentage
Part I			
Manslaughter by Negligence	1	1	100.0
Larceny (under \$50 value)	179	98	55.0
Part II			
Other Assaults	11	3	27.0
Arson	2	0	0.0
Forgery and Counterfeiting	5	3	60.0
Stolen Property (Buying, Receiving, etc.)	5	1	20.0
Vandalism	171	25	15.0
Weapons Offenses	4	3	75.0
Sex Offenses	10	3	30.0
Narcotic Drug Laws	18	14	78.0
Offenses Against Family and Children	1	1	100.0
Driving Under the Influence	23	23	100.0
Liquor Laws	48	48	100.0
Disorderly Conduct	19	18	95.0
All Other Offenses (except traffic)	309	123	40.0
Total	806	363	45.0

^{a/} Pennsylvania Uniform Crime Report for Northern York County Regional Police Department, 1973.

Table 4
TRAFFIC ENFORCEMENT INDEX,
ACCIDENTS, AND TRAFFIC VIOLATION
ARRESTS, 1973 COMPARED TO
NOVEMBER, 1972-FEBRUARY, 1973

	<u>1973</u>	<u>Monthly Average</u>	<u>11/72- 2/73</u>	<u>Monthly Average</u>
Traffic Violation Arrests	1,438	120	401	100
Accidents with Injuries or Death	299	25	81	20
TEI	4.8	4.8	5.0	5.0

the recommended 20. However, the TEI increased to 13 during January, 1974, with 91 violation arrests and 7 injury accidents being recorded. The recent use of pin maps to aid in selective enforcement should further enhance efforts in this direction.

The Service Record. National studies have indicated with great consistency that from 70 to 90 percent of a municipal police agency's activities relate directly to provision of noncrime-related services. In 1973, the NYCRPD answered a total of 8,776 calls for service. Of this total, 7,651 or 87.2 percent involved the provision of "miscellaneous services."

A second indicator of service is response time, or the time it takes an officer to respond to the scene of incident calculated from the time the call was received. Using a sample of 67 radio dispatch cards, the average response time was 7.2 minutes. However, on those calls of a serious nature, the response time was 5.9 minutes.

Conclusions

1. The fact that the crime rate for the NYCRPD area is much lower than areas comparable in population and location indicates that the NYCRPD is performing in an acceptable manner with respect to preventive patrol.
2. Although the NYCRPD overall clearance rate approximates the national average of comparable agencies and the average of agencies in the Middle Atlantic States, the low clearance rate for the crimes of burglary and larceny over \$50 indicates that steps must be taken to increase the clearance rates for these crimes. The high clearance rate for robbery indicates the effectiveness of NYCRPD patrol procedures.
3. The use of the term "cases closed" expressed as a percentage of total investigations distorts the performance of the NYCRPD because it fails to differentiate between serious crimes and minor crimes.
4. The low Traffic Enforcement Index (TEI) indicates a need for more emphasis on traffic enforcement.
5. The service orientation of the NYCRPD is reflected in the fact that 87.2 percent of calls answered relate to "miscellaneous services." Another indication of a high level of service is the average response time for all calls of 7.2 minutes and 5.9 minutes for calls of a serious nature. Considering that the NYCRPD area is over 80 square miles, this response time is excellent.

Recommendations

1. When reporting on its performance, the NYCRPD should separate the crime rate and clearance rate for serious crimes (Part I Offenses) from the rates for Part II Offenses. In this manner, both the Commission and the public will receive a more accurate picture of the NYCRPD record.
2. In view of the low clearance rate on serious property crimes (burglary and larceny over \$50), the recent initiation of a one-man investigation unit appears to be an appropriate move. It is important, however, that this unit concentrate its efforts on follow-up investigations of more serious crimes and not be burdened with offenses more appropriately investigated by patrol officers.
3. Despite the January, 1974, increase in the Traffic Enforcement Index (perhaps a temporary phenomenon due to the gasoline situation), the NYCRPD should place more emphasis on traffic enforcement using selective enforcement techniques.

Relationships with the Police Commission and Other Agencies

Findings

As an agency of government, a police department performs its activities in accordance with laws, legal interpretations, and unique local attitudes and conditions relating to the police role. Many processes, both formal and informal, have evolved to guide police agencies in the performance of their duties. Of special significance are those processes by which policy is established and direction and coordination are provided by responsible elected officials.

The NYCRPD receives its direction from the Northern York County Regional Police Commission, a body consisting of the Mayor of each borough or a member of the borough council and one township supervisor from each township. The principal responsibility of this six-member Commission is to ensure a high degree of accountability and performance of the NYCRPD. It exercises this responsibility through monthly meetings, adoption of an annual budget, establishing service levels, and several other activities designed to make the NYCRPD a viable agency.

The intensity of commission activity is reflected by attendance at commission meetings which rarely drops below 100 percent, the recent study of municipal ordinances designed to standardize ordinances between municipalities, the absence of criticism regarding the formula for financing the NYCRPD, and the fact that none of the participants in this venture has considered reverting to individual policing. In fact, North York borough recently joined this unique venture.

The administration of the NYCRPD is delegated to the Chief, and it is he who in large measure establishes the tone of the relationship between the NYCRPD and the participating municipalities. This relationship is facilitated by a monthly report to each municipality indicating the amount and cost of service and police activity, periodic meetings with borough councils and township supervisors, and an annual audit of the financial administration of the NYCRPD.

Aside from the municipalities, the principal external relationships are with the Pennsylvania State Police and the York County Communications Control.

The Pennsylvania State Police (PSP) provides several services either through its Harrisburg headquarters or its York station. Of interest to the NYCRPD are recruit and specialized training, photography and crime laboratory facilities, and specialized investigations. There are 70 officers assigned to the York station of which 15 are assigned to the interstate system.

Although the NYCRPD participates in some specialized training offered by the PSP and attends meetings sponsored by the PSP to coordinate investigations, the relationship between the NYCRPD and the PSP is strained. This condition is perhaps understandable considering that the NYCRPD is providing service to a substantial area previously served by the PSP. Nevertheless, there is no real evidence of the two departments attempting to coordinate their efforts or establish cooperative relationships.

The tone of the relationship with York County Control is directly related to the fact that the NYCRPD was the first police agency in York County to join this cooperative communications system. Although the NYCRPD is not the largest police agency in the system (Springettsbury Township has 18 officers), it is the heaviest user. The system will soon be converted to 911 which should provide faster service to all of its users.

Conclusions

1. The organization and operation of the Police Commission ensure appropriate accountability of the NYCRPD to the participating municipalities.
2. The activities of the NYCRPD, particularly those of the Chief, are designed to intensify further this relationship.
3. The relationship between the NYCRPD and the PSP are strained and not expected to improve unless significant steps are taken to increase coordination and cooperation.
4. The relationship between the NYCRPD and York County Control is excellent and with the installation of 911 and other improvements should continue to be beneficial to the NYCRPD.

Recommendations

1. The Chief and local representatives of the PSP should establish the framework for a continuing relationship which will at a minimum provide for monthly meetings to discuss mutual problems and opportunities.
2. The following opportunities should be considered by the NYCRPD:
 - a. Cooperative investigations and information exchange.
 - b. Participation in countywide task forces and manpower exchange programs, e.g., vice and narcotics task forces.
 - c. Establishment of procedures, particularly in regard to investigations, designed to extend the investigative resources of the NYCRPD.
3. The NYCRPD should periodically use the dispatch information routinely collected by York County Control to analyze response times in called-for services.

Relationships with Communities

Findings

During the evaluation, a survey of the reaction of citizens and businesses toward the NYCRPD was taken. The survey included two phases. The first phase was a telephone survey of those citizens who were victims of some criminal action. Each victim was asked four questions designed to gauge the effectiveness of the NYCRPD. The second phase consisted of personal interviews with businesses that were familiar with services provided by the NYCRPD.

Each citizen and business was practically unanimous in its support of the NYCRPD. The only negative comment related to follow-up investigations. In some instances, the NYCRPD did not follow up when perhaps additional investigation was warranted. These comments may reflect departmental policy to use discretion with respect to the extent of the follow-up investigations.

Conclusions

1. The NYCRPD has achieved a level of service excellence reflected in the supportive relationship with the general and business community.

- 2. The only weak link in this relationship is the absence of follow-up investigations in some cases and this condition could be due to department policy to use discretion in investigating certain cases.

Recommendations

- 1. The NYCRPD should periodically survey citizen attitudes on the service it is rendering. This survey can either be made by telephone or through the use of postcards or personal interviews.
- 2. The NYCRDP should ensure that all victims of Part I crimes and other serious offenses are contacted following the preliminary investigation for the purpose of at least assuring victims that their case is receiving appropriate attention. The NYCRPD now has this capacity with the recent initiation of an investigative unit.

Organization

Findings

The primary emphasis of the NYCRPD is the provision of line police services (patrol, traffic, and investigation) and the organization reflects this emphasis. Thus, three sergeants in charge of patrol shifts are immediately responsible to the Chief. As is customary in most small departments, each of these sergeants is responsible for several other police activities.

The only full-time specialization is in the Investigation Division, a new unit combining both adult- and juvenile-related investigative activities. Two officers have been assigned to this unit. Also, in line with the NYCRPD policy of assigning other responsibilities to personnel, two officers have been assigned to back up the two investigative officers when these officers are on vacation or in the event of other absences.

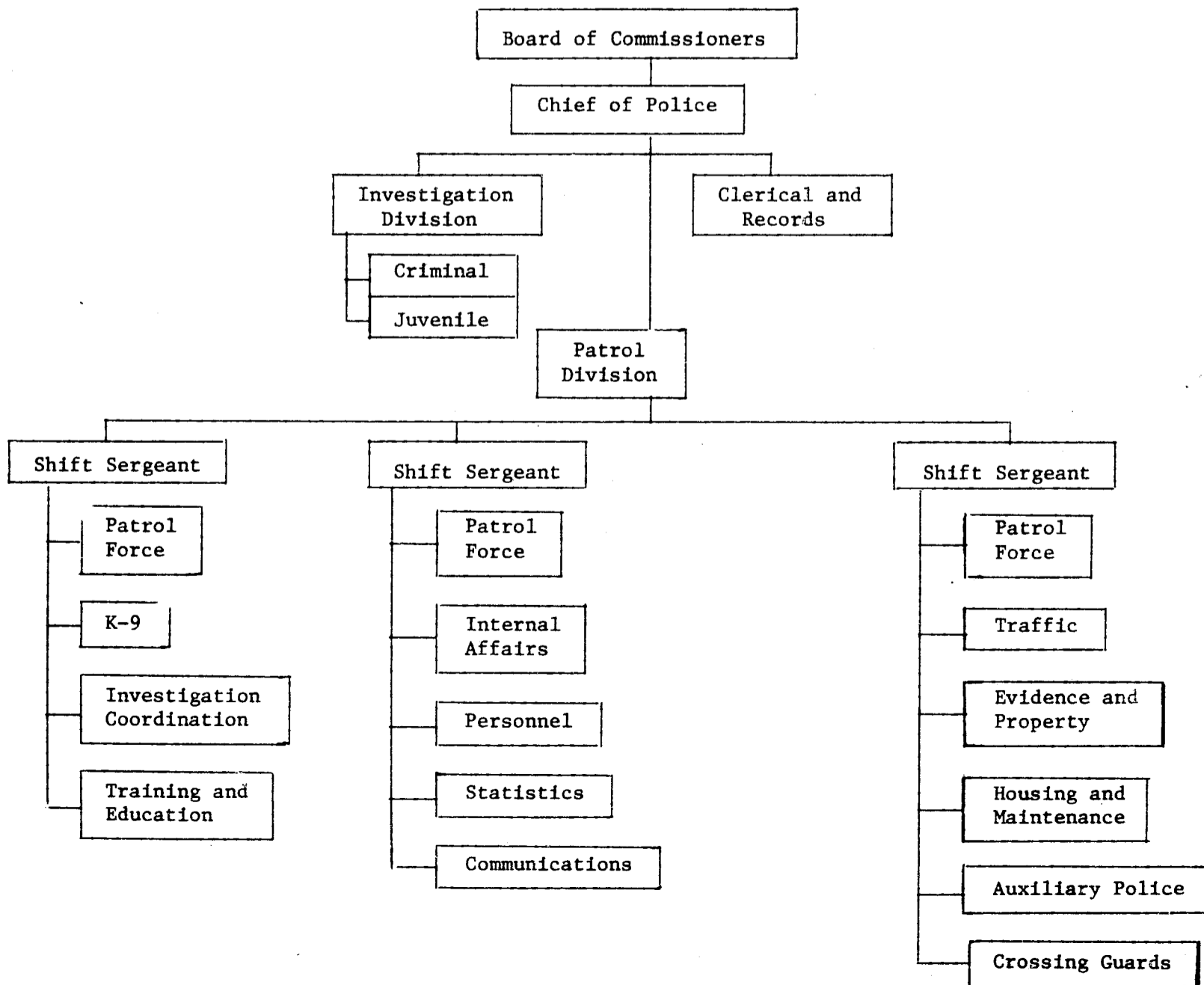
Personnel of the Investigation Division are basically responsible to the Chief. However, department rules and regulations specify that investigative staff shall obey the orders of the shift sergeant. In fact, one sergeant assigns cases to the Investigation Division and otherwise coordinates patrol and investigative activities.

Basic patrol is provided by sergeants and officers working five overlapping shifts of 10 hours each. Similar to the extension of sergeants' responsibilities, each officer has been assigned secondary responsibilities which not only provide for officer career development, but also enable the Department to call upon specialty skills without having to specialize in these areas.

Clerical, record-keeping, and routine accounting services are provided by two clerical employees—a secretary and a clerk—typist.

The organization of the NYCRPD is illustrated in Chart I.

Chart I
 ORGANIZATIONAL STRUCTURE OF THE
 NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT



Conclusions

1. An appropriate balance between specialization and flexibility is afforded by the NYCRPD organizational structure. This balance is necessary in a small organization.
2. The span of control is adequate. A limited number of subordinates are directly responsible to a given supervisor.
3. Unity of command is somewhat violated in that staff of the Investigation Division are responsible to both the Chief and the shift sergeant. However, this dual relationship should present no problem, if proper steps are taken to specify the points on which supervision is exercised and received. This is a condition found in many small departments and should be of no real concern.
4. The grouping of secondary responsibilities of the three sergeants could be given some additional thought. For example, one sergeant is responsible for training and another for personnel matters. Although it may not be possible with the capabilities and interests of the current sergeants, these functions as well as certain others could be grouped together in a different manner.

Recommendations

1. The Chief should clarify the reporting and relationship of the Investigation Division so that the shift sergeant is clearly in a position to assign investigative staff to appropriate cases. However, the conduct of investigative activities should remain the responsibility of the Chief.
2. The secondary responsibilities of the three sergeants should be grouped by field, staff, and auxiliary services as follows:

Sergeant 1 (Field Services)

Patrol—investigation coordination, K-9 patrol, and traffic.

Sergeant 2 (Staff Services)

Personnel, training and education, community affairs, and internal affairs.

Sergeant 3 (Auxiliary Services)

Records and statistics, communications, evidence and property, housing and maintenance, auxiliary police, and crossing guards.

Management and Control Practices**Findings**

This section generally examines three areas of management relating to the executive responsibilities of the Chief in defining and attaining the Department's goals. These areas are executive direction, planning, and internal control practices.

Executive direction is provided by the Chief assisted by the three sergeants. The principal methods of executive direction used by the Chief is the staff conference. He meets at least monthly with the sergeants as a group and quarterly with all officers as a group. The typical agenda at the sergeants' meetings includes a discussion of officer performance, particularly new recruits; new policy and procedure; work schedules; and operational problems.

The staff conference is one of the most useful methods for disseminating information and generating discussion on agency problems and solutions. Using the Crawford Slip technique² and through direct contact with members of the Department, the PAS staff was able to identify a number of specific concerns of sergeants and officers. Despite the use of the staff conferences, internal communication was identified as one of the principal weaknesses of the Department. This response was more the concern of the officers than the sergeants.

Although the three sergeants have been delegated some planning responsibilities in their areas of secondary responsibility, planning is largely the responsibility of the Chief. For the most part, planning is adequately performed. However, additional planning tasks could be delegated to the sergeants to relieve the Chief of detail which now requires his direct involvement.

Control of personnel and programs is a major management responsibility in any organization. Two basic mechanisms of control which involve the Chief and the three sergeants are the promulgation of written directives and the submission of performance reports.

The NYCRPD *Manual* is a loose-leaf collection of written rules, policies, and procedures governing police operations. It covers the law enforcement code of ethics, general responsibilities of all officers, and several general orders on specific matters of concern to all department members. The *Manual* is fairly complete, but its format does not facilitate rapid inquiry and location of specific items.

The key to the Department's system of internal control is performance reporting, and this is done very well. Each officer is evaluated on the basis of his activity which is substantiated through a monthly summary of his work in patrol, traffic, and investigation. The Department's investigator submits a daily report to the Chief and the three sergeants submit monthly reports.

²The Crawford Slip technique is a simple process in which individuals are asked to write one comment on a slip of paper. Additional comments are written on other slips. The responses are then categorized into general areas to ascertain strengths, weaknesses, and improvement potential.

Conclusions

1. Internal communication needs to be improved.
2. The planning function needs to be expanded.
3. Although the *Manual* covers most subjects, the format is poor and it needs a comprehensive, cross-referenced indexing system.
4. The Department's performance reporting system is well developed.

Recommendations

1. In order to improve internal communications, the Chief should hold weekly staff meetings with sergeants and monthly departmentwide staff meetings. The sergeants should be responsible for communicating all information and ideas to the Chief and conversely from the Chief to the officers. Monthly departmentwide staff meetings should be held in conjunction with the current in-service training sessions.
2. Planning should be conducted by the sergeants with assistance from the officers. Four types of planning should be undertaken:
 - a. Management planning, which includes organization, staffing, and personnel management.
 - b. Operational planning, which includes working schedules, patrol area boundaries, and equipment maintenance.
 - c. Procedural planning, which includes the development of field procedures, radio procedures, and records and field reporting procedures.
 - d. Tactical planning, which includes procedures for handling emergencies and other unique occurrences.
3. The Department *Manual* should contain an index, and the format illustrated below should be adopted for general orders. (Figure 1)

Figure 1

FORMAT FOR GENERAL ORDERS
NORTHERN YORK REGIONAL POLICE DEPARTMENT

Date of Issue May 1, 1974	Effective Date May 1, 1974	General Order Number 74-6
Subject Evidence and Recovered Property		
Reference	Rescinds	

I. Purpose

The purpose of this directive is to establish a standard policy and procedure for handling evidence and property recovered by the NYCRPD.

II. Policy

III. Procedure

Field Services

Findings

Typically, the language of police science has categorized police activities as field services, staff services, and auxiliary services. Included within field services are direct services to citizens such as patrol, traffic, and investigation.

Patrol and traffic services are provided by the 3 sergeants and 11 officers working overlapping 10-hour shifts.

Allowing for days off, the three sergeants are scheduled to cover the field 20 hours per day (7:00 a.m. to 3:00 a.m.) in two 10-hour shifts. On Tuesday and Wednesday only the 5:00 p.m. to 3:00 a.m. shift is covered. On these days, the Chief is responsible for field supervision on the 7:00 a.m. to 5:00 p.m. shift. The absence of supervision during the early morning hours of 3:00 a.m. to 7:00 a.m. is in line with the lack of activity during this period.

The schedule for officers is such that six officers provide around-the-clock coverage five days per week with seven officers in the field on Friday and Saturday. The normal shifts are 7:00 a.m. to 5:00 p.m., 9:00 a.m. to 7:00 p.m., 1:00 p.m. to 11:00 p.m., 5:00 p.m. to 3:00 a.m., and 11:00 p.m. to 9:00 a.m. Because of the 10-hour day overlapping shifts, during peak hours as many as four officers and one sergeant will be in the field at one time. In essence, the Department is using techniques to ensure that maximum output is received from its modest investment in manpower.

Manpower is generally distributed in accordance with work load. An analysis of calls for service as illustrated in Table 5 indicated that one of the two officers who works the 11:00 p.m. to 9:00 a.m. shift should be brought in earlier to work a 9:00 p.m. to 7:00 a.m. shift. This arrangement would enable the Department to mount a patrol effort of four officers and a sergeant during the heavy demand period of 9:00 p.m. to 11:00 p.m.

All officers patrol in one-man cars which again ensures maximum utilization of manpower. There should be no change in this mode of operation.

During the evaluation, it was pointed out that some sergeants are overly cautious in that they tend to back up new officers even on routine matters. In general, the amount and quality of supervision are excellent. As the Department grows and assumes more responsibility, however, three sergeants may not be sufficient to provide adequate supervisory coverage.

The new Investigation Division includes criminal and juvenile specialties. The assignment of two officers to this Division should open up several opportunities for aggressive police work. With respect to criminal investigation, it was pointed out above that the Department is suffering from a low clearance rate in crimes against property, particularly burglary and larceny over \$50. More thorough investigations and a comprehensive crime prevention program should result in a better record in these areas.

During 1973, 272, or 63 percent, of the 435 persons arrested by the NYCRPD were juveniles. This large number of juvenile arrests indicates that the Department was wise to specialize in this area.

Table 5
 ANALYSIS OF CALLED-FOR SERVICES
 BY TIME OF DAY AND DAY OF WEEK USING
 EVERY FOURTH DAY FOR THE PERIOD
 JULY 1, 1973-DECEMBER 28, 1973
 NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT

Time of Day

A.M.

P.M.

0-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12	12-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
51	40	17	23	11	10	9	21	22	39	48	43	40	50	51	55	69	38	50	44	65	69	45	47

Day of Week

	Sun.	Mon	Tues.	Wed.	Thurs.	Fri.	Sat.
Daily Average Calls	19	21	17	22	17	27	21

Conclusions

1. The quality of patrol supervision is good, but the fact that the Department has only three sergeants requires the Chief to fill in on two days per week and during vacations. This condition dilutes the Chief's executive responsibilities.
2. In exercising their supervisory responsibilities, some sergeants are overly protective of new officers.
3. Patrol manpower is generally distributed correctly, but a slight modification in shift arrangements is advisable in light of the most recent analysis of work load.
4. The assignment of two officers to criminal and juvenile investigative work is appropriate.

Recommendations

1. Consideration should be given to appointing a fourth sergeant to relieve the Chief of the responsibility of providing supervisory coverage on two days per week. The additional sergeant should be assigned secondary responsibilities as well, especially those related to departmental planning.
2. Insofar as possible, supervision exercised by sergeants over the officers should be uniform. To be sure, the new officers require closer supervision especially due to the fact that some officers must wait one year before beginning formalized recruit training. However, sergeants must guard against backing up officers on routine calls.
3. One officer's shift should be changed from 11:00 p.m. to 9:00 a.m. to 9:00 p.m. to 7:00 a.m. In addition, the Department should undertake an analysis of work load every six months, using a sample of calls for service.
4. The general order which specifies the duties and responsibilities of the Investigation Division should include the types of cases which should be routinely forwarded to this unit for follow-up investigation and when these should be forwarded.
5. The responsibilities of the Investigation Division should include crime prevention in all its aspects, e.g., business security

inspections, alarm systems, residential security, Operation Identification, organization of block watchers, speakers' bureau, and the like.

6. The juvenile officer should provide liaison to the several schools in the area as well as investigate incidents in which juveniles are involved.

Support Services

Findings

Support services include those activities related to internal management. In this section will be discussed general support services. The following section is reserved for a discussion of the Department's personnel management activities.

Generally, the Department's support services are excellent. The Department is adequately equipped with vehicles, cameras, slide projector, fingerprint kit, drug analysis kit, weaponry, and emergency equipment. The building, although somewhat crowded, is clean and neatly arranged. The proposed new facility should remedy deficiencies. The impression given is that of a well-organized and professional agency not concerned with accumulating unnecessary hardware.

The Department currently has only one portable radio and this is normally found in the station where it is used to monitor calls.

The records system is complete with offense report files, accident report files, a master name index, an arrest card file, and separate files on juvenile arrests, criminal histories, fingerprints, and photographs. A records sign-out procedure is used. The system clearly follows modern principles of police records management.

The field reporting system uses a minimum number of field incident reports as well as the nontraffic citation for minor criminal violations. Tape recorders are carried by officers to dictate incident reports. A comparison of handwritten incident reports with the transcribed reports revealed that there are only slight modifications made in the transcribed reports.

Policies and procedures relating to evidence and recovered property are sound as is security over these items. Property storage is centrally located.

The Department secretary is responsible for office administration and the modest accounting system. Patrol time and activity in each municipality are summarized and a report is submitted to enable each member of the Commission to view the activity occurring in his municipality. Other office and accounting procedures are simple and efficient.

Conclusions

1. The support services of the NYCRPD are on balance excellent. Minor weaknesses are the lack of portable radios and the apparent redundancy of the field incident dictation reporting system.

Recommendations

1. The Department should be equipped with sufficient portable radios to enable each field officer to be in constant radio contact when away from his vehicle.
2. The Department should consider using the officer's handwritten field incident report as the final report in most incidents. Only when there is a lengthy narrative should the tape recorders be used. Handwritten reports should suffice in the majority of incidents.

Personnel Management

Findings

A comprehensive police personnel program must recognize the service needs of the community, the performance needs of the Department, and the work needs and aspirations of the police personnel. Once these various needs are identified, care must be taken to ensure that they are accommodated in the agency's career program. The optimal combination of these three factors will help to provide a community-oriented service agency which is staffed by competent, well-trained, and professionally motivated personnel. This is the goal of the NYCRPD.

The following paragraphs will describe and analyze various aspects of the Department's personnel program including recruitment and selection, promotion, performance evaluation, classification and pay, and training and education.

The recruitment and selection process includes an initial screening and interview; written, oral, medical, and physical tests; background investigation; and a one-year probationary period. The process is well conceived. The one-year probationary period is particularly noteworthy. It has been a major factor in eliminating officers who otherwise might have achieved full patrolman status within a shorter period of time. Also exemplary is the requirement that new officers have two years of college or the equivalent. Table 6 gives an educational profile of the Department. Currently, four officers have at least two years of college and four have completed four years of college. Moreover, nearly 90 percent of the sworn members have at least some college. This is a record which is rarely matched by most departments.

Although the basic requirements for entering the Department reflect a progressive employment policy, the fact that a new recruit is expected to perform police work while awaiting recruit training is a hazardous practice. Despite internal orientation and in-service training and close supervision, it is paradoxical to require intensive training for the position if recruits are going to spend up to one year performing in the same capacity before receiving basic recruit training. This condition is reportedly unavoidable due to the gaps between recruit training sessions at the Harrisburg Area Community College.

Table 6

EDUCATION PROFILE OF SWORN OFFICERS
NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT

	<u>Number</u>	<u>Percent</u>
High School	2	11.8
Some College	7	41.1
Associate's Degree	1	5.9
Associate's Degree, plus	3	17.7
Bachelor's Degree	<u>4</u>	<u>23.5</u>
	17	100.0

The promotional process is similar to the recruitment and selection process with its examinations and one-year probationary period. Although educational credits and background may be considered as factors in promotion, there is no requirement that officers desiring promotion possess such qualifications.

A program for evaluating regularly the performance of police officers is essential to sound personnel management. The performance of officers is evaluated regularly by the NYCRPD. Patrolmen are evaluated by the sergeants and sergeants by the Chief using a general rating form. Recruits are evaluated monthly and other officers at least annually. To assist in this evaluation monthly performance reports are submitted on officers and by the sergeants. It is obvious that the NYCRPD views performance evaluation as a valuable management tool.

The basic classification system consists of two ranks—patrolman and sergeant. Within the basic patrolman rank there are three pay steps—the entry level and increases after one year and two years respectively. In addition, longevity increases up to 10 percent for 20 years' service are given.

The Department recently instituted an educational incentive bonus plan. A patrolman may achieve the rank of either patrol specialist, police agent, or special agent depending on certain education and experience factors and receive a bonus of up to 3 percent of his base salary. The patrol specialist rating is given for one year of college or 30 credit hours and one year experience, the police agent for two years of college or 60 credit hours and two years' experience, and the special agent for four years of college or 120 credit hours and two years' experience.

Table 7 illustrates the current NYCRPD pay plan.

Although the educational incentive plan is an excellent approach to meeting the needs of both the Department and the individual officer, it has two weaknesses. First, there has been no attempt to relate systematically incentive-motivated training courses to the needs of the organization. Second, providing credits for in-service training conducted by the Department dilutes the strength of the program.

The Department's training program consists of on-the-job, recruit, in-service, and specialized training.

On-the-job training begins when a new officer is hired and occurs at other times on an ad hoc basis. In most instances, on-the-job training is merely familiarization and orientation provided to someone newly assigned to a position by someone senior in that position. For example, the detective and juvenile officer each has a second man who fills these positions in their absence.

Recruit training in three phases is provided for all new sworn personnel. The first phase involves preservice training, which is an orientation period during which the new officer is sworn in and provided some basic information about police work. Phase two, formal recruit training, is offered at the Harrisburg Area Community College (HACC). This is a 10-week, full-time classroom training program. Phase three involves a period of work under supervision. If the recruit is hired several months prior to the commencement date of the academy, it is quite likely that he will be assigned to a single field unit after a short period of riding with a senior officer.

Table 7

PRESENT CLASSIFICATION AND SALARY SCHEDULE
 INCLUDING EDUCATIONAL INCENTIVES AND LONGEVITY INCREASES
 NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT

Class	Regular Steps			Longevity Steps				
	A	B (1 yr.)	C (2 yrs.)	3 yrs.	5 yrs.	10 yrs.	15 yrs.	20 yrs.
Patrolman, Detective, Juvenile Officer	\$ 9,580	\$10,352	\$10,609	\$10,874	\$11,146	\$11,418	\$11,690	\$11,961
Patrol Specialist (1% bonus)		10,456	10,715	10,982	11,257	11,532	11,807	12,081
Police Agent (2% bonus)			10,927	11,198	11,479	11,860	12,041	12,321
Special Agent (3% bonus)			11,245	11,522	11,812	12,202	12,392	12,681
Sergeant	10,059	10,870	11,139	11,418	11,703	11,989	12,275	12,559
Sergeant (1% bonus)	10,160	10,979	11,250	11,532	11,820	12,109	12,398	12,685
Sergeant (2% bonus)	10,363	11,197	11,472	11,760	12,054	12,349	12,644	12,937
Sergeant (3% bonus)	10,666	11,524	11,805	12,102	12,405	12,709	13,013	13,315

In-service and specialized training consist of both training within the Department and courses given by other agencies. The Department recently instituted a 12-hour in-service training program in patrol techniques covering several aspects of patrol from crime prevention and traffic control to officer safety and efficiency. In addition, with the exception of new recruits, every officer has taken courses and attended seminars offered by the Pennsylvania State Police, the FBI, HACC, and other agencies.

Except for the previously mentioned deficiencies in recruit training which cannot be attributed to the NYCRPD, the Department has used practically every opportunity to increase the proficiency of its members.

As indicated earlier in the section on Management and Control Practices, the evaluation team used the Crawford Slip technique to identify areas of satisfaction and dissatisfaction among the NYCRPD officers. Through this approach and through direct contact with members of the Department, a number of specific concerns were identified. Responses to this survey of personnel attitudes are contained in Table 8.

Although the responses are in some cases unclear or even contradictory, the technique is useful in helping an organization to solve incipient problems as well as giving members an opportunity to communicate their concerns. It is interesting to note that the principal strengths and weaknesses of the NYCRPD relate to personnel management matters, e.g., caliber of manpower (a strong point) and internal communications, training, and manpower level (weaknesses).

Conclusions

1. The high quality of NYCRPD officers is indicative of the Department's thorough recruitment and selection process.
2. Overall, the Department's approach to performance evaluation, recruitment and selection, promotion, and training is excellent.
3. The Department's classification and pay structure can be improved in a number of ways.
4. The fact that most recruits must spend several months on-the-job before undergoing recruit training is an undesirable situation.

Recommendations

1. Every effort should be made to enter new recruits in a formalized recruit training program prior to performing any patrol duties. This may require that the Department and other affected departments encourage HACC to develop a continuous recruit school.

Table 8
 SURVEY OF PERSONNEL ATTITUDES
 NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT

1. What do you consider to be the one outstanding feature of the NYCRPD?

<u>Category</u>	<u>Patrolmen</u>	<u>Sergeants</u>
Caliber of men and professional attitude	9	2
Relations with other departments	1	
Equipment		1

2. What do you consider to be the one outstanding weakness in the NYCRPD?

<u>Category</u>	<u>Patrolmen</u>	<u>Sergeants</u>
Manpower shortages	1	3
Poor internal communications	3	
Leadership	3	
Records system	1	

3. If you had authority to make one change in the NYCRPD, what would it be?

<u>Category</u>	<u>Patrolmen</u>	<u>Sergeants</u>
Increase manpower		2
Improve internal communications	2	
Improve equipment/facilities	1	1
Devise a new deployment schedule	1	
Improve pay/benefits	1	
Expand scope of operations	1	
Change administrative procedures	2	
Adopt two-man cars	1	

4. Identify as many problems in the Department you wish to identify.

<u>Category</u>	<u>Frequency of Response</u>
Poor internal communications	10
Insufficient training	6
Manpower shortage	6
Poor administrative procedures	4
Equipment/facilities	3
Poor relations with neighboring departments	2
Patrolmen not sufficiently involved in department affairs	2
Pay and fringe benefits	2
Morale	1
Deployment practices	1
Too much supervision of patrolmen	1
Not enough supervision and leadership	1
Inadequate promotion system	1
Duties and responsibilities of positions unclear	1

Conclusions

1. The high quality of NYCRPD officers is indicative of the Department's thorough recruitment and selection process.
2. Overall, the Department's approach to performance evaluation, recruitment and selection, promotion, and training is excellent.
3. The Department's classification and pay structure can be improved in a number of ways.

- 2. The Department should alter its classification and pay plan and refine its current approach to awarding educational incentive bonuses by adopting a career development plan. This plan should continue to include the base-line requirement of an associate of arts degree in police science or a related field. It should also include incentives for advancement to patrol specialist, police agent, and special agent based on either college degree attainment, completion of training courses, or a combination of both. Years of experience should not be a factor in attaining these ranks.

Eligibility for promotion to sergeant should be based on attaining the rank of at least police agent and having at least two years on the Department.

The details of this recommended plan are contained in Table 9.

The proposed system allows officers to advance through the classes on the basis of either college degree attainment, completion of training courses, or a combination of both. The base-line requirement of an associate of arts degree in police science or a field related to law enforcement is continued. However, for those officers without this degree, the classification of police officer and patrol specialist are continued. The first recognizes the fact that perhaps some of the officers may not pursue degree programs. The patrol specialist classification is awarded to those officers who have reached the first plateau on their path toward degree attainment.

The use of specialty options deserves some explanation. Briefly, specialty training options are structured training programs which provide specialized expertise in the performance of tasks needed to fulfill the police mission. Officers may choose structured specialty training options in various fields, such as youth problems, crime prevention, criminal investigation, and training and employee development, and upon successful completion of these training options, to be certified as eligible for assignment to duties involving that specialty. The specialty training options can feasibly be composed of a number of separate training activities, or they may consist of a single, intensive training experience. A specific number of hours to equal one specialty option is not suggested, but fairness would seem to require that a specialty option be roughly equivalent to a semester of college work since the two are equated for pay purposes. It should be stressed that

Table 9

PROPOSED CLASSIFICATION AND SALARY SCHEDULE
NORTHERN YORK COUNTY REGIONAL POLICE DEPARTMENT

<u>Class</u>	<u>A</u>	<u>B (1 yr.)</u>	<u>C (2 yrs.)</u>	<u>D (3 yrs.)</u>	<u>E (4 yrs.)</u>	<u>Requirements</u>
Police Officer	\$ 9,580	\$10,059	\$10,562	\$11,090	\$11,650	High School Graduate
Patrol Specialist	9,920	10,320	10,831	11,367	11,941	High School plus one year of college; <u>or</u> High School plus completion of two specialty options.
Police Agent ^{a/}	10,059	10,562	11,090	11,650	12,233	AA; <u>or</u> High School plus four specialty options; <u>or</u> 1 year of college plus two specialty options.
Special Agent ^{b/}	10,299	10,813	11,354	11,922	12,524	BA; <u>or</u> AA plus four specialty options; <u>or</u> an equivalent combination.
Sergeant	10,562	11,090	11,650	12,233	12,815	Attainment of at least Police Agent rank; <u>and</u> at least two years in the Department.

^{a/} Entry level for persons possessing an Associate's Degree.

^{b/} Entry level for persons possessing a Bachelor's Degree.

these options do not in any way supplant either recruit or individualized in-service training. However, under the program no pay credit would be given for this training, since it should focus on improving basic capabilities rather than on developing specialized skills. It is not appropriate to provide additional compensation for completion of such training.

The proposed pay structure, which cannot realistically be considered separately from the position classifications and education requirements, has five basic features:

1. It provides pay incentives for specialist capabilities which are directly related to department and community needs.
2. It provides overlapping pay ranges allowing officers to receive pay increases for specialties without assuming supervisory or management duties.
3. It relates pay received for education and training more appropriately to department and community needs than the educational incentive program currently does.
4. It provides an opportunity for officers to receive pay increases during periods when no specialized training options are open.
5. It provides for no longevity pay steps.

There are five ranges in the proposed pay plan, four in the police officer classification and one covering the supervisory classification of sergeant. Each range contains five steps at 5 percent intervals. In addition, each range overlaps the next succeeding range. There is a 2½ percent difference between Step A for Police Officer and Step A for Patrol Specialist and each succeeding range through Sergeant. In addition, there is a 10 percent difference between Step A for Police Officer and Step A for Sergeant and a 5 percent difference between Step A for Police Agent and Sergeant. These differentials recognize the increasing responsibilities of the sergeant class. If the NYCRPD wishes to continue longevity steps, these should be instituted only after an officer has served five years on the Department. This time period is more appropriate for longevity purposes.

END