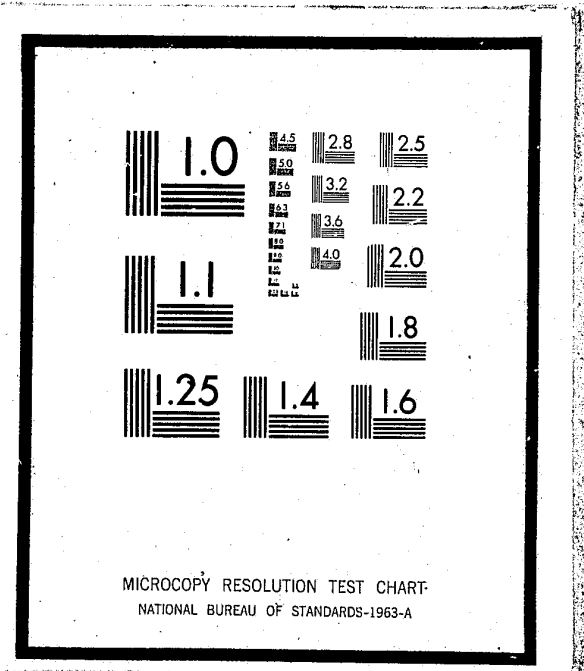


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## 4-10 PLAN:

### *Police Explore Potential Of 4-Day Workweek*

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## 4-10 PLAN:

# Police Explore Potential Of 4-Day Workweek

by J. Thomas McEwen

Police departments and other municipal agencies have been a major part of this growing movement toward a 4-day workweek. Beginning in early 1970 with the Huntington Beach, California Police Department, variations of 4-10 Plans have been used with remarkable success in many departments, and others are presently testing a plan.

### 4-10 BENEFITS

Morale is reported to have increased in virtually every department using a 4-10 Plan. Absenteeism and overtime have decreased. Some departments even attribute a crime decrease to improved manpower deployment under a 4-10 Plan.

However, one police department used a 4-10 Plan on a trial basis but then returned to a 5-day workweek, while still others have decided against even testing.

The purpose of this digest is to discuss and summarize the use of 4-10 Plans. Their use in private industry will be examined briefly, but major emphasis will be devoted to operation of various 4-10 Plans in municipal police departments.

### Introduction

A most recent and innovative technique for scheduling manpower is the "4-10 Plan"--4-day workweeks with 10 hours of work each day.

Working four days, followed by three days of leisure, is becoming increasingly popular with both police departments and private businesses. One source states that in mid-1971 there were over 500 private companies using these plans and that approximately 60 additional companies a month were changing to 4-day workweeks.<sup>1</sup>

### "4 DAYS, 40 HOURS"

The change in industry has been documented in "4 Days, 40 Hours" edited by Riva Poor and published in 1970. Over 50,000 copies of the book have been sold--an indication that interest in the 4-day workweek is rapidly growing in the United States.

<sup>1</sup>"The Spreading Four-Day Week," Newsweek, 78 (August 23, 1971), p. 63.

## 4-10 In Industry

Current literature indicates that the 4-day workweek is gaining increased acceptance from management and guarded support from labor organizations.

The short history of the movement has been documented in the previously mentioned "4 Days, 40 Hours." In this excellent book, 27 of the early firms first using 4-day workweeks are examined. Most are manufacturing firms and all have fewer than 3,500 employees. Surprisingly, two of the firms have used a 4-day workweek since 1940.

In mid-1970 the number of workers on a 4-day workweek was estimated roughly at 75,000 employees, or about one in every 1,000 workers in the United States.<sup>2</sup> On the basis of numbers alone, the 4-day workweek has a long way to go before it can be considered a national trend. But more companies are beginning to study its potential.

### 1200 REQUESTS

Kyanize Paints, Inc., located in Everett, Massachusetts, has received more than 1,200 requests for information since it adopted the 4-day workweek in March, 1969. In Lowell, Massachusetts, the management consulting firm of Wheeler Associates has answered 300 to 400 inquiries, with some inquiries from large companies, on 4-day plans.

<sup>2</sup>Look at the 4-Day Workweek," Monthly Labor Review, 94 (October, 1971), p. 33.

In August, 1970, Denver-based C. A. Norgen Co., a pneumatic equipment manufacturer, switched its 450 employees to a 4-day, 37-hour week with pay of 40 hours. Since that time employment applications have tripled and overtime has dropped from 600 hours a week to 50 hours.<sup>3</sup>

One of the largest companies to test the concept is the John Hancock Life Insurance Co., with over 18,000 employees. A total of 290 employees in the home office are participating in the test.<sup>4</sup>

### UNIONS CAUTIOUS

Labor unions' leadership is taking a much more cautious view of the 4-day workweek. AFL-CIO president George Meany is personally opposed to it, while Steelworkers president I. W. Abel has stated that the 4-day 40-hour workweek "was a step backward."<sup>5</sup> Their theory has been that time-and-a-half should be paid for any work over eight hours. Such a requirement would, of course, be disastrous to a 10-hour workday.

One union, however, is interested; the United Auto Workers and Chrysler Corporation are jointly conducting a feasibility study of the 4-day workweek. UAW president Leonard Woodcock has stated that it "offers some exciting possibilities" such as reducing the amount of absenteeism.<sup>6</sup>

<sup>3</sup>Why the Work Week Pattern is Changing," Business Weekly, (March 13, 1971), p. 108-9.

<sup>4</sup>"The Spreading Four-Day Week," p. 63.

<sup>5</sup>Ibid., p. 63.

<sup>6</sup>"Auto Union, Chrysler Study 4-Day Week," U.S. News & World Report, 70 (February 1, 1971), p. 55.

"Management will continue to receive requests to give its employees more leisure time, and one answer may be the 4-day workweek."

### PRO ARGUMENTS

Supporters of the 4-day workweek in private industries offer several arguments for its adoption:<sup>7</sup>

- 1) The 4-day workweek has usually been suggested by management, a departure from the past when impetus for new work schedules generally came from labor.
- 2) Higher output per man-hour has resulted.
- 3) Morale has increased while absenteeism, tardiness and turnover have decreased.
- 4) Workers also enjoy the 20 percent reduction in commuting time and the increase in days for leisure.

### DEMAND FOR MORE LEISURE

Foremost of the several observations which have been made on the future of the 4-day workweek in industry is the fact that the issue of a shorter workweek cannot be ignored. Management will continue to receive requests to give its employees more leisure time, and one answer may be the 4-day workweek. At the same time, there is some indication that a 4-day workweek may not decrease productivity.

<sup>7</sup>Look at the 4-Day Workweek," p. 34.

### 4-10 Advantages For Police Departments

In an effort to meet the workload distribution, the Huntington Beach, California Police Department implemented a "Ten Plan" on February 2, 1970 for a 90-day trial period.<sup>8</sup> Chief of Police Earle W. Robitaille explained the new procedure as follows:

Ten Plan reduces the workweek to four days. This system resulted in a shift overlap during the late evening hours increasing the number of beat patrol units by 45 percent. During the low call-for-service period between 2:30 a.m. and 7 a.m., the number of beat patrol cars was reduced by 30 percent. This change results in a closer ratio to the departmental workload.<sup>9</sup>

<sup>8</sup>Various names have been given for the 4-day workweek. One finds the following equivalent names in the literature: "4-40 Plan," "Ten Plan," "10-Plan," "4 Day + 10 Hour Work Plan," and "Ten Hour Work Day."

<sup>9</sup>Earle W. Robitaille, "Ten Plan," The Police Chief, 37 (September, 1970), p. 16.

The three shifts utilized in Huntington Beach are as follows:

WATCH	HOURS	NUMBER OF MEN
I	7:00 a.m.-5:00 p.m.	20 men, 3 sergeants
II	4:30 p.m.-2:30 a.m.	23 men, 3 sergeants
III	9:30 p.m.-7:30 a.m.	13 men, 3 sergeants

There is an overlap of 30 minutes at the end of Watch III with Watch I (7 a.m. to 7:30 a.m.) and a similar overlap between Watch I and Watch II (4:30 p.m. to 5 p.m.). More importantly, there is a 5-hour period (9:30 p.m. to 2:30 a.m.) in which two groups are working. During these high activity hours there are 36 officers (64.3% of the patrol force) and six sergeants on duty.

#### TEN PLAN QUESTIONNAIRE

Success of the Ten Plan among the affected officers was indicated by results of a questionnaire completed by departmental patrol personnel. Sixty-one of the 62 officers indicated that they wanted 10-hour shifts retained.<sup>10</sup>

Other measures of success included a decrease in response time to calls, a decrease in commercial burglaries and a decrease in overtime. Chief Robitaille summarized the reasons for retention of the Ten Plan:

After reviewing our test results of the effectiveness of the Ten Plan upon the personnel

<sup>10</sup>ibid., p. 17.

and their performance, we concluded that this method of scheduling not only increases the efficiency of the Department, but also has a very positive effect upon the morale of the police officer. This increased morale, while not directly measured by our test, is reflected in the quality of work being produced.

The members of the investigative staff, while not themselves scheduled on a 10-hour day, have encouraged the continuation of the plan. It is their opinion that since the institution of the plan, the reports written and the investigations conducted by the patrolmen are far superior to those submitted prior to the test period. The increase in efficiency can be attributed to (1) increased morale of the officers, and (2) availability of time to file comprehensive reports--a direct result of the Ten Plan.<sup>11</sup>

#### OVERLAPPING WATCHES

As seen in the watch schedule for the Ten Plan, the biggest single advantage is the overlapping watches. Huntington Beach uses two 30-minute overlaps for roll call and administrative purposes while the remaining 5-hour overlap is during high crime activity periods.

#### MANPOWER REDISTRIBUTION

Most departments now using 4-10 Plans had previously not provided any extra manpower during the hours of high crime activity. Since

<sup>11</sup>ibid., p. 20.

scheduling extra manpower was difficult, the patrol manpower was just divided evenly among the three watches. Departments using 4-10 Plans have scheduled their overlap beginning between 8 p.m. and 9:30 p.m. Thus a 4-10 Plan automatically provides a greatly increased amount of patrol force during the five or six hours of highest crime activity.

The success of the plan in Huntington Beach provided impetus for the development of similar plans by other police agencies in the California counties of Los Angeles, Orange, Riverside and

San Bernardino. An excellent study of 12 such agencies was conducted under the direction of Paul N. Whisenand of the California State College at Long Beach. This study has been summarized into an article which appeared in the "Municipal Year Book for 1972." Table 1 gives a description of the 12 cities which participated in the study.<sup>12</sup>

<sup>12</sup>Paul N. Whisenand, Bradley L. Gates, and George Medak, "The Municipal Department: The 4-day/40 hour Workweek," *The Municipal Year Book for 1972* (Washington, D.C.: International City Managers Association, 1972), pp. 203-4.

Table 1

#### Description of Twelve Cities in California

##### Using 4-10 Plans

City	Classification	Population	Total Sworn Personnel	Personnel in 4-10 Plan	Starting Date
Seal Beach	Residential-recreational	22,000	46	22	March, 1970
Corona	Residential-industrial	27,500	36	22	February, 1971
Ball Gardens	Residential-low income	30,000	30	23	July, 1970
Upland	Residential	33,000	40	20	February, 1971
Montebello	Residential-industrial-commercial	45,000	58	45	April, 1970
Gardena	Residential-industrial	45,000	71	51	January, 1971
Rodondo Beach	Residential-seasonal-resort	60,000	67	43	January, 1971
Buena Park	Residential-recreational	65,000	76	38	October, 1970
Costa Mesa	Residential-industrial	75,000	108	31	January, 1971
San Bernardino	Residential-light industrial	110,000	117	89	February, 1971
Garden Grove	Residential-commercial	120,000	120	44	September, 1970
Huntington Beach	Residential-recreational	124,000	142	76	February, 1970

"Improved deployment (more men at peak hours, greater flexibility, better coverage, etc.) [was] cited by 71% [of officers polled]."

ADMINISTRATORS INTERVIEWED

The administrators of the California police departments were interviewed using identical questions in an open ended form of questionnaire. A number of significant conclusions were drawn from the interviews.<sup>13</sup>

- 1) All except one administrator reported that morale had increased.
- 2) All administrators felt that they would not like to return to a 5-day workweek.
- 3) The general feeling was that absenteeism (sick leave) and end-of-shift overtime had decreased.
- 4) None of the departments noted a change in availability of personnel for court appearances.
- 5) More patrol units are desirable under the plan but the majority of departments did not require additional equipment.

PATROLMEN'S VIEWS

Questionnaires were also given to the patrolmen affected by the 4-10 Plan in the 12 departments. A total of 292 completed questionnaires were returned. The following is a list of the greatest advantages of the 4-10 Plans according to the patrolmen:<sup>14</sup>

<sup>13</sup> Ibid., pp. 205-6.

<sup>14</sup> Ibid., p. 206.

<u>Advantages</u>	<u>Number of Officers Cited By</u>
1) Improved deployment (more men at peak hours, greater flexibility, better coverage, etc.)	218 (71%)
2) Time off (more time to be with family, to attend school, to relax, for hobbies, and to recoup and recharge for work)	132 (43%)
3) Increased morale	43 (15%)
4) Decreased response time to calls	19 (6%)
5) More time to handle calls properly and do improved reports	11 (4%)

Other advantages listed were: reduction in overtime, decrease in certain crimes affected by heavy patrol, increase in on-sight arrests, reduction in absenteeism, always someone on patrol during change of shifts, more effective use of patrol units, overlap in shifts to compensate for briefing period and other functions, greater coordination and understanding between shifts, more flexibility in operations, more time to become involved on the job, and more even workload distribution.<sup>15</sup>

<sup>15</sup> Ibid., p. 206.

ENTHUSIASTIC SUCCESSSES

In summary, those departments which have successfully implemented a 4-10 Plan are overwhelmingly enthusiastic. From the viewpoint of the command personnel there are great advantages in 30 hours of work being provided in a 24-hour day. Departments under a 4-10 Plan are using the 6-hour overlay during periods of high activity (e.g., 8 p.m. to 2 a.m.).

Increased morale has been a predominant characteristic of the 4-10 Plans. A 3-day weekend has changed the use of leisure time by officers. Typical of the remarks on the 4-10 Plan is that of Officer Robert Padilla of Long Beach, California, "I'd be miserable," he said, "if we had to go back to a 5-day week."<sup>16</sup>

4-10 Problem Areas

In spite of the generally successful use of 4-10 Plans in municipal police departments, a number of problems have been encountered. In some cases the problems have been overcome, in others the 4-10 Plan has been completely rejected.

PATROL CAR SHORTAGE

The most common problem in implementing a 4-10 Plan has been

<sup>16</sup> "The Spreading Four-Day Week," p. 63.

STD

a lack of patrol cars. Because of the overlapping shifts, a 4-10 Plan requires more cars than the traditional 8-hour shift. Some departments have had enough spare cars for the overlap; others have used detectives' cars as a temporary solution. If the department is small, then only a few additional cars have been necessary and they usually have been easily obtained.

The cities of Knoxville and Memphis, Tennessee are presently testing 4-10 Plans. In both departments the initial shortage of patrol cars was severe and was alleviated only by obtaining grants to purchase additional cars.

OFFICER FATIGUE

Another major concern of cities using 4-10 Plans has been officer fatigue. There are two ways in which fatigue can have an adverse effect. First, some departments feel that automobile accidents by their personnel may have increased since the introduction of a 4-10 Plan. In particular, an officer's alertness and reactions may be substantially reduced toward the end of a 10-hour watch. A car operated by one man during the entire 10 hours may be an undesirable situation.

A second problem is the possibility of a mistake by an officer. His tired condition may prevent him from taking proper action during a tense situation. He should always be able to handle himself correctly under any circumstances.

## TIMEKEEPING

Timekeeping has also been a problem in some police departments using a 4-10 Plan. In this case the switch from an 8-hour to a 10-hour day has been the core of the problem. Two related policy decisions are required when switching to a 4-10 Plan:

1) How many vacation days should be given? In the 5-day workweek situation, a vacation might be one week, i.e., five workdays off (or 40 hours of work). In a 4-10 Plan the decision is whether to continue allowing five workdays off (i.e., continue the old policy) or to allow only four workdays off (i.e., 40 hours of work).

2) How should sick time be accounted for? Most departments allow an employee to accrue a certain number of "sick days." Suppose in a 4-day workweek situation an employee is allowed 10 sick days in a year, i.e., he can miss a maximum of 10 workdays or 80 hours of work because of sickness. In a 4-10 Plan the decision is whether to continue allowing a maximum of 10 workdays off (i.e., continue the old policy) or to allow only eight workdays off (i.e., 80 hours of work).

## BELOIT EXPERIMENT

The Beloit, Wisconsin Department of Police conducted an experiment with the 10-hour day in the summer of 1971. Chief of Police Bernard Kakusko has written an excellent discussion of the experiment.<sup>17</sup>

<sup>17</sup>Bernard J. Kakusko, "A Police Experiment with the Ten-Hour Day," *Police*, 16 (March 1972), pp. 15-17.

Its implementation was made only after overcoming two legal hurdles. First, the Patrolman's Organization waived its contractual right to time-and-a-half compensation for any time worked in excess of eight hours in one day. Secondly, Section 62.13 (7n) of the Wisconsin Statutes limits the normal working period to eight hours per day. Fortunately it was found that no State Agency regularly enforces the provision unless an aggrieved party brings specific charges.<sup>18</sup>

Although the experiment proved successful in many areas, Chief Kakusko gives the following explanation on why the plan was not continued:

The "Ten Plan" caused severe disruption in the command of the patrol force. The experiment resulted in violations of the principles of unity of command and continuity of command. Due to the increased number of days off, a shift commander had contact with his patrol sergeant on only five days per month. Sergeants had so little contact with some subordinates that it was impossible for them to establish standards, supervise, and evaluate officer performance. Delays were experienced in the completion of follow-up investigations assigned to patrolmen. Awkward and exasperating "gaps" developed in internal communications.

The experimental plan of distributing a patrol force over three 10-hour shifts produced

<sup>18</sup>*Ibid.*, p. 16.

## "... 4-10 Plans have been an aid in police recruitment efforts."

Improved morale and major improvements in response and coverage during periods of shift overlap; however, the plan did not sufficiently meet the prestated objectives to warrant retention. The Beloit, Wisconsin Police Department aborted the plan on November 1, 1971.<sup>19</sup>

In summary, any department interested in initiating a 4-10 Plan should first do some careful research. Problems such as those just discussed should be resolved before implementing a 4-10 Plan with prospects for its successful experience.

## Conclusions

A careful review indicates that the following conclusions can be made on the present use of 4-10 Plans in municipal police departments.

### 6-HOUR OVERLAP

Those departments using 4-10 Plans have derived two principal benefits. First, the 6-hour overlap a plan provides has automatically scheduled more manpower during high crime activity hours. Most departments with such a plan have started the overlapping hours between 8 p.m. and 9:30 p.m. (Previously there were no overlaps.) Chief Robitaille of the Huntington Beach Police Department has said that felony arrests increased by 18 percent and misdemeanor arrests by 55 percent. And Chief William Beary of Arvada, Colorado stated that

<sup>19</sup>*Ibid.*, pp. 16-17.

burglaries are down 25 percent since the introduction of a 4-10 Plan.<sup>20</sup>

## MORALE IMPROVEMENT

The second major benefit has been that virtually all departments using 4-10 Plans have reported an increase in morale. Presently a prestige status attaches to working only four days a week; employees may be working harder to ensure the continuation of the plan. And three days of leisure have certainly benefited the employee. In fact, new Federal regulations switching some holidays to Mondays have sometimes resulted in four days off in a row and only three consecutive workdays for officers.

## OTHER BENEFITS

There are many additional benefits connected with the 4-10 Plans. Absenteeism has generally decreased. (Many private companies using 4-10 Plans have noted the same effect.) End-of-shift overtime has decreased with the 4-10 Plans. One reason is that during the overlap periods incoming calls are given to the later shift. Thus officers who have been on duty longer have less chance of being tied up with a call.

A final benefit is that 4-10 Plans have been an aid in police recruitment efforts. Their existence is being used as another selling point in obtaining qualified personnel. Some departments have reported an increase in employment applications.

<sup>20</sup>As 4-Day Week Spreads, It Hants Some Doubters," *U. S. News & World Report*, 70 (May 17, 1971), p. 50.

## GEOGRAPHIC FACTOR

It is interesting to note that 4-10 Plans have been successfully used only in residential communities. No major city police department has converted to a 4-10 Plan, although Memphis and San Francisco are presently testing the idea. Some other major cities have rejected 4-10 Plans after making feasibility studies. Larger cities certainly have different policing problems and more complex administrative structures than their residential counterparts.

## 4-10 PROBLEMS

Two major problems may prevent the spread of 4-10 Plans in police departments--lack of equipment and fatigue considerations. To operate properly a 4-10 Plan requires more patrol units. In some cities their additional cost may prevent the implementation of a 4-10 Plan. Some departments will undoubtedly feel that a 10-hour day produces too much fatigue for its officers. In fact the study by Dr. Whisenand states that "...personnel in the age category of 35 and over are more fatigued due to the 10-hour shifts and the effects of the 10-plan in general."<sup>21</sup> With demands for still more leisure time and with the fatigue factor as a consideration, there may indeed be a movement toward 32 hours of work in four days.

Dr. Whisenand has summarized the future of the 4-day workweek in police departments most adequately:

The 10-plan to date has been an innovative test of manpower

<sup>21</sup>Whisenand, Municipal Yearbook, p. 207.

deployment for law enforcement agencies. Thus far, the plan has not been sufficiently experimented with or analyzed to allow further conclusions to be formulated. More explicitly, the 10-plan has not withstood the important test of time. It has apparent and immediate advantages to be sure, but the plan's total impact has not been sufficiently revealed. There is one question yet to be answered. Will the 10-plan, over an extended period of time, create serious unforeseen problems? Or will it be flexible enough to meet successfully the organizational needs for more effective deployment of police personnel?<sup>22</sup>

## Epilogue

In 1929 the National Industrial Conference Board (NICB) published a book entitled "The Five-Day Week in Manufacturing Industries." Indeed in the 1920s there was a controversy on the switch from the 6-day to a 5-day workweek. Henry Ford had introduced the shorter week in the auto industry and explained, "We believe that in order to live properly, every man should have more time to spend with his family." At the time United States Steel Chairman Elbert H. Gary opposed the 5-day workweek on its practicality and on its violation of the Biblical exhortation, "Six days shalt thou labor."<sup>23</sup>

<sup>22</sup>Ibid., p. 208.

<sup>23</sup>"Why the Work Week Pattern Is Changing," p. 108.

## 5-DAY/4-DAY PARALLELS

There is an amazing parallel between the comments from the 1929 NICB study on the 5-day workweek and the comments today on the 4-day workweek. The introduction of the NICB book set the stage by declaring:

While the five-day week may still be considered more as an experiment than as an established and general policy, it is undoubtedly receiving serious consideration by business executives, not as an abstract proposition but as a definite practical question for their individual enterprises.<sup>24</sup>

## 5-DAY WEEK PIONEERS

The NICB reported on 270 companies known to be using the 5-day workweek in 1929. Only 2.6 percent of the industrial wage earners were represented by these companies and 80 percent of this number were employed by the Ford Motor Company. The NICB explored many of the same questions presently being asked today about the 4-day workweek:

Who is using it? What is the effect on production, absenteeism and turnover? Is it economical? What are the attitudes of employees and employers?

Acceptance of the 5-day workweek in 1929 by employers and employees was overwhelming:

Universal satisfaction. Our workers come to our village from many cities and towns by trolley or automobile. They

<sup>24</sup>National Industrial Conference Board, Inc., The Five-Day Week in Manufacturing Industries (New York, 1929), p. 8.

appreciate the privilege of omitting one round trip and the double rest day. Office shipping employees wish it were practicable for them also to enjoy the entire Saturday off.

Enthusiastic approval of over 80 percent of workers by actual vote. Powerful stimulus to morale. Next to bonus, best continuous effect of anything company has ever done.<sup>25</sup>

Since so few companies were using a 5-day workweek in 1929, the conclusions of the NICB were again parallel to the conclusions today on the 4-day workweek. The NICB did not predict in 1929 that the 5-day workweek would be extended to industry generally. Instead its study documented only its practicality and usefulness.

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