

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT Operations and Management Study; Manpower, Pay and
Equipment Evaluation.

REPORT NUMBER 76-010/038

FOR York, Nebraska, Police Department

Population: 8,000

Police Strength: (Sworn) 11

Civilian 6

Total 17

Square Mile Area: 4.5

CONTRACTOR Public Administration Service
1776 Massachusetts Avenue Northwest
Washington, D.C. 20036

CONSULTANT Dr. Erik Beckman

CONTRACT NUMBER J-LEAA-002-76

DATE April 13, 1976

34175

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
II. STATEMENT OF THE PROBLEM	3
III. ANALYSIS OF THE PROBLEM	5
Background	5
The Community	5
City Government	5
The Police Department	5
Police Activities	7
Crime Rates	8
Arrests and Dispositions	9
Staffing	9
Criminal Investigation	10
Police Records	11
Police Personnel	12
Facilities and Equipment	13
External Relations	17
IV. FINDINGS AND CONCLUSIONS	19
Organization and Staffing	19
Structure	19
Assignments	20
Policy	21
Police Activities	21
Crime Rates	22
Criminal Investigation	22
Police Records	23
Personnel Practices	23
Manual	24
Education and Training	24
Recruiting	24
Service Ratings	25
Salaries	25
Number of Personnel	25
Facilities and Equipment	26
External Relation	26
V. RECOMMENDATIONS	28
Organization	28
Records	28
Personnel	28
Facilities and Equipment	29

21112

TABLE OF CONTENTS (continued)

APPENDICES

- A. PRESENT POLICE DEPARTMENT ORGANIZATIONAL CHART
- B. PROPOSED POLICE DEPARTMENT ORGANIZATIONAL CHART
- C. PRESENT PERSONNEL ASSIGNMENT BY DAY AND SHIFT
- D. PROPOSED ASSIGNMENT OF PATROL PERSONNEL BY DAY AND SHIFT
- E. PROPOSED ASSIGNMENT OF DISPATCHERS BY DAY AND SHIFT
- F. PROPOSED ASSIGNMENT OF CADET BY DAY AND SHIFT
- G. PROPOSED ASSIGNMENT OF METER MAID BY DAY AND SHIFT
- H. COMPARISON OF POLICE SALARIES

I. INTRODUCTION

Technical assistance was requested by the City of York, Nebraska, to evaluate the York Police Department with emphasis on:

1. Organization
2. Management
3. Manpower
4. Pay
5. Equipment

The on-site evaluation was conducted during the period of March 3-5, 1976, during which time the consultant (a) interviewed members of the Police Department from all ranks, city officials, community representatives, and county officials; (b) observed police procedures and viewed police facilities; (c) examined the record system, data and service activities.

Individuals interviewed during the study were:

Hon. Leroy L. Vineyard
Mayor

Mr. James Steube
City Councilman

Mr. Jack Kidder
City Administrator

Mr. Loren Pieper
Past President, Chamber of Commerce

Mr. Michael Murphy
County Attorney

Mr. Darold W. Roberdeau
County Sheriff

Mr. Joseph D. Moore
Nebraska Commission on Law Enforcement and
Criminal Justice

Mr. Franklin B. Valentine
Chief of Police
York Police Department

Lieutenant Jack D. Sikes
York Police Department

Sergeant Norman K. Cobb
York Police Department

Sergeant Ronald J. Dickerson
York Police Department

Corporal John J. Stephen
York Police Department

Patrolman Terry L. Denney
York Police Department

Patrolman James B. Fleming
York Police Department

Head Dispatcher Gail Crowder
York Police Department

Dispatcher Vicki Strong
York Police Department

Dispatcher Delta Quaintance
York Police Department

II. STATEMENT OF THE PROBLEM

The purpose of the technical assistance was to provide a general evaluation of the York Police Department, including the areas of organization, management, manpower, pay, and equipment.

According to information provided the consultant, the request for technical assistance was initiated by the city administrator and the chief of police. One issue of interest to police as well as other city officials was the appropriate balance between resources (manpower, equipment, etc.) and the considerations of city budgeting.

Although a total, in-depth examination and analysis of all aspects of the Police Department was not possible, efforts were made to make some investigation of the following areas:

1. Police activities, crime problem, and investigative procedures.
2. Organization and staffing.
3. Personnel quality, recruiting, and promotional practices.
4. Police facility and equipment.
5. Relationship with community and other governmental agencies.

In brief, the following problems were identified:

1. Discrepancies exist between the current Police Department organizational chart and the actual organization, leading to some problems in supervision and morale.
2. Recruiting and promotional practices do not conform to professional personnel administration standards.
3. Compilation and analysis of crime statistics and police activity data are insufficient to permit proper assessment and planning.
4. Manpower assignments do not serve to strengthen the chain of command and the fixing of specific responsibilities.

5. Relationships with other governmental agencies, specifically the County Sheriff and the County Attorney, are in need of improvement.
6. The manpower and the vehicular equipment are marginal in quantity and permit only basic police operations, with no allowance for officer illness or vacation or for vehicle breakdown.
7. While fringe benefits are adequate, police personnel of all ranks, (sworn as well as civilians), are receiving insufficient salary.

The consultant wishes to emphasize, however, that although the foregoing problems were found to exist, the York, Nebraska, Police Department is, in general, under well-motivated and sincere leadership and is, indeed, of a superior quality compared with many other police departments of similar size.

III. ANALYSIS OF THE PROBLEM

Background

The Community

The City of York, Nebraska, classified under Nebraska law as a first class city, is located approximately 40 miles west of Lincoln, the state capital, immediately adjacent to U. S. Highway 80 (east-west) and U. S. Highway 81 (north-south).

The 1970 census population figure was 6,780 with current population estimated at 8,000, a six-year increase of 18 per cent.

The city size is approximately 4.5 square miles with 52 miles of city streets. The population is approximately 99 per cent white, middle class and lower middle class, with an agriculture business economy. The city contains small industry, businesses, and residences. Some population increase can be attributed to the establishment in the area of a Nebraska Public Power Co. plant.

City Government

The city is operated under a council-administrator form of government. The city council is headed by a mayor who is a businessman in the community. The city administrator has served the city for a period of 20 years. The chief of police is answerable to the city council through the city administrator.

The Police Department

The Police Department consists of 11 sworn officers and 6 civilians. The department has no reserve officer force.

The sworn officers hold the following ranks:

1 Chief of Police

1 Lieutenant

3 Sergeants

1 Corporal

5 Patrol Officers

The civilians are designated as follows:

1 Cadet

1 Meter Maid

4 Dispatchers

Some specialization exists within the Police Department. The Corporal serves as part-time investigator, part-time patrolman. One patrolman serves part-time as the juvenile officer. One sergeant, who has some background in narcotics, pays special attention to narcotics problems but without clearly defined duties.

The department has an organizational chart which is contained in its very recently developed Model Policies and Procedures Manual on page 9. (See Appendix A.) However, the actual operation of the Police Department (communications, interactions, supervisory relationships, etc.) do not follow this organizational chart.

Further, the chart, in its present form, contains several errors in design in that it illustrates that the dispatcher answers to the juvenile officer and that the cadet is responsible to the investigator. It is assumed that this was not the intent of the person designing the organizational chart.

The organizational chart also indicates that the dispatchers' immediate supervisors are never the sergeants, even when these individuals serve as watch commanders.

The Lieutenant serves, in part, as Assistant Chief of Police and is in charge of the department during the chief's absence. He is also, according to the organizational chart, the intermediate supervisor between the sergeants and the chief. In addition, he serves as watch commander on an overlap shift from 5:30 p.m. to 2 a.m.

The sergeants are designated as patrol supervisors, although some at times perform simple patrol officer functions because they are placed on a shift with no

patrolmen under them. (See, in particular, the 6:30 a.m. to 2:30 p.m. shift in Appendix C, "Present Personnel Assignment by Day and Shift.").

The corporal serves as the department's criminal investigator. However, under the present manpower assignment plan, he also functions as a uniformed patrol officer one day a week.

One patrolman, assigned to the 5:30 p.m. to 2 a.m. overlap shift, is designated as the "juvenile officer" and is responsible for follow-ups related to juvenile offenses, a task which he combines with regular patrol activities.

Police activities

Police officers in York, Nebraska, are responsible for a variety of police activities, some related to crimes, some to order keeping, some of a service oriented nature.

The department's 1975 Annual Report provides a count of many such activities ranging from arrests to accidents, from reported crimes to animal calls.

However, the Annual Report, as is true of the department's records in general, fails to use standard categories, fails to compare figures with previous years, and provides no comparison with other agencies, thereby rendering the figures largely meaningless.

Part I crimes (index crimes used by the FBI for comparison purposes) cannot be determined from the Annual Report as these offenses are not separated from other offenses. For example, Forcible Rape (a Part I crime) is counted together with Statutory Rape (not a Part I crime).

The Annual Report does, on one page (page 2), attempt to provide a comparison between the phone calls handled in 1974 and in 1975 as well as property losses for those two years. However, in presenting a percentage increase, a wrong mathematical formula was used, and the percentages listed are incorrect.

Further, no records could be located which give meaningful breakdowns of police activities (time spent on patrol, crime investigations, accident investigations, service related calls, routine patrol time, etc.). Although each patrol officer submits a Daily Activity Log, he or she does not, it was found, break down the time spent in the various activities, and no department data appears to exist which summarizes this very vital item of information either by officer, day, shift, or department total.

Therefore, it was not possible to analyze current crime rates or police activities.

Crime Rates

The Nebraska Commission on Law Enforcement and Criminal Justice issued its Uniform Crime Reports 1974 from which it can be seen that the number of index offenses* per 1,000 population was 30.6 in York, Nebraska. This compares with 23.4 for York County, 13.6 for Region 8 and 9, and 33.24 for the State of Nebraska.

These figures indicate that the index crimes in York are slightly below the state average but higher than the county figures and much higher than the figures for the region.

Of the 28 first class cities listed in UCR 1974, York ranks number 10 in index crime rate.

An effort was made to view the most current crime statistics in York. However, although the police department does report statistics to the state by the month, no cumulative figures were currently maintained.

Further, it was found that the police chief was unfamiliar with the significance of Part I crimes, or their importance in statistical comparisons historically or with other jurisdictions.

* The index crimes are murder/manslaughter, forcible rape, felonious assault, robbery, burglary, theft, auto theft.

Arrests and Dispositions

UCR 1974 shows that York Police Department made 220 adult arrests and 110 juvenile arrests in 1974 but does not indicate a clearance rate.

The department does not currently maintain statistics which show cumulative arrest or clearance rates. The department does receive arrest disposition cards, from the court but these cards are maintained in a stack awaiting filing and have not been the subject of an analysis.

Staffing

Since no data exists with respect to police activities, crime rates, or traffic accident patterns, by day or time, officers are not assigned on a basis related to these events.

Some shifts have a sergeant on duty with no patrolmen under him, some shifts have a lieutenant and a sergeant on duty but no patrolman, and some shifts have only patrolmen on duty. There appears, in short, to be a lack of uniformity and structure in the assignment of manpower.

Staffing is further complicated by the fact that the corporal serves both as investigator and patrol officer, and another officer serves both as juvenile officer and patrolman.

Shift assignments are not changed on a regular basis, such as monthly or semi-annually, thus making it difficult for the officers to plan school attendance and other activities.

Since customary police administration dictates that patrolmen answer to sergeants who, in turn, answer to a lieutenant, the lack of consistency in staffing tends to weaken the chain of command and the placing of responsibilities.

The chain of command is further weakened by the chief's "open door policy" which allows employees of all ranks to bypass their supervisors and to discuss with the chief a variety of subjects, including their supervisors' directives. While an open door policy may be well-intended, at the York Police Department it is practiced at a cost of some lowering of morale as supervisors feel powerless and patrolmen believe some of their peers misuse the privilege.

Criminal Investigation

Follow-up criminal investigations are generally conducted by the corporal-investigator. However, no system was found which allows for the automatic forwarding to the investigator of all offense reports. Extra copies are, however, available for his perusal.

The same assessment can be made regarding traffic accidents which require follow-up investigation.

Preliminary investigations by patrol officers appear to be satisfactory, but greater care must be taken to make it clear where their responsibilities end.

The department maintains two adequate crime scene investigation kits in the station, at least one of which could be placed in a patrol vehicle.

The chief properly recognizes that major felony offenses could require the assistance of the State Patrol in crime scene investigation.

Investigations are somewhat hampered by the fact that the investigator serves part-time as a patrolman, and that the juvenile officer spends a major portion of his time as a patrolman. This causes a dilution of functions and responsibilities.

Further, the investigator's assignment to specific hours does not recognize the necessity for an investigator to work various hours as dictated by constantly varying investigative situations.

Police Records

York Police Department does take adequate reports on offenses and other called-for services.

Each call is assigned a "complaint report" which is numbered. Other reports, including offense reports, supplementary reports, injury reports, arrest reports, are completed as needed in addition to the complaint report.

Reports were found, however, to not always contain full names of persons contacted, and no supervisor is required to approve the reports filed. This is a particular problem because of the use of audiotapes on which the reporting officers record the contents of their reports for typing by the dispatchers. The typed reports are not reviewed by the reporting officer nor, as indicated previously, approved by a supervisor, thereby creating possibilities of errors.

Offense reports are completed only in the event of an offense against persons or property but not on other crimes. No reason could be ascertained, other than custom, for issuing crime reports for some offenses but not for others.

Since one case can trigger the issuance of several reports (complaint, offense, supplementary, injury reports, etc.), there appears to be some need for insuring that duplication of information is kept to a minimum as there is little value in recording the same facts on several forms.

A master name file is properly maintained.

Juvenile contact cards are maintained, but none for adults. Adult contact cards developed over a period of time can have investigative value.

Officers' Daily Activity Logs are filed without the officers providing a time break-down at the end of each shift. A minimal time break-down of these logs is performed by the dispatchers, but even this has little value as it is not further reviewed or analyzed.

Arrest files are maintained in numerical order.

Traffic citations are filed by the month, although none have been filed for the year 1976.

Arrest disposition cards are maintained in a stack to be filed in the arrest files, but some disposition cards from 1975 have yet to be filed.

Arrest warrants are maintained on a clipboard in the dispatchers' office.

An evidence log is maintained, providing all necessary information related to items booked into evidence. Care is also taken to record the disposition of evidence.

Training files are maintained for each officer with detailed entries describing training received.

The personnel files are maintained in the chief's office. They are not uniform in content and contain varied information. One file contained only the application form. Employee evaluation forms were not filed on a regular basis, indicating either that they were not issued regularly or had not been filed. For example, one officer had two evaluation forms in his file, one dated April 1973, the other July 1975.

Police Personnel

The Police Department has recently adopted a procedures manual based on a model obtained from the Nebraska Law Enforcement Training Center. It has, however, not yet gone into effect or been distributed. Further, a collection of memos from the chief, maintained in a file in the dispatchers' office, needs to be incorporated into the manual if they are to have effect.

Police officers are hired under the civil service system.

The quality of York's police personnel appears to be generally good in all ranks. The majority of the officers are in their twenties, and most of them have some college education ranging from a few semesters to a baccalaureate degree. One sergeant has no college education.

All sworn officers undergo seven weeks of state operated recruit training, although in some instances delays occurred in sending officers to the academy, including one delay of ten months.

The department has shown innovation in its approach to in-service training. It provides training films for viewing at roll-call time each week-end, provides department-wide monthly training which includes guest speakers drawn from the community.

Officers are required to qualify semi-annually with their service revolvers, and even night time shooting training is available.

One serious shortcoming is that the officers are not maintaining their first aid training. Even though the fire department is available, first aid training is one of the minimum qualifications for police officers.

Every police employee encountered at York Police Department was found to give a neat and presentable image, whether in or out of uniform.

Recruiting is done by word of mouth in the community. Testing of recruits consists of a written examination, an oral examination conducted by the chief and the city administrator, a minimal background investigation, and a polygraph examination.

The department fails to make efforts to attract the best qualified persons in the state or nation by neglecting the use of public notices and advertising.

The written test used is one of unknown origin which may have neither validity (the scientifically established capability of measuring and predicting the intended) nor reliability (the capability of the test to repeatedly measure the intended).

While the use of the polygraph is commendable, it must not—as is apparently the case—be used to replace a thorough background investigation. The reason for this is that the background investigation may reveal marginal behavior (a pattern of neighborhood disputes, for example) not explored in the polygraph examination.

No psychological or medical examination is administered.

There exists no established and pre-determined passing point for the written examination. An eligibility list consisting of all candidates having passed the examination process is not established.

The promotional examination process uses a written examination obtained from the state which presumably has validity and reliability. However, again no pre-determined passing point is established, thus making an eligibility list impossible. This presented a problem at the time of one examination when the two officers with the highest score were promoted. When they resigned, the two officers who had achieved the next highest scores were promoted. This absence of a specific passing score, pre-determined and known to all personnel, accompanied by the establishment of an eligibility list having a specific life, has caused some confusion in the department. Some officers believe that the two recent promotions were based on appointment rather than testing, others believe that the officers involved were tested but that their scores were too low to justify promotion.

The lack of clear-cut, publicly announced promotional policies denies fairness to the candidates and detracts from personnel morale.

Service ratings are presumed by management to be issued every six months. However, some officers see them as irregular and believe that a year or longer sometimes passes between service ratings. Personnel files do not indicate that a six months schedule is followed. Since service ratings can be used as a tool for both positive and negative discipline and serve notice on the employee of the quality of his work, a regular service rating schedule is a necessity.

Service ratings are not issued by the employees' immediate supervisors but, rather, by the chief of police who discusses the ratings with the employees in the presence of the city administrator.

The present pay ranges are as follows:

Dispatcher	\$ 375 - 450
Police Officer	\$ 640 - 805

Police Sergeant	\$ 735 - 925
Police Lieutenant	\$ 845 - 1075
Police Chief	\$1075 - 1390

The Carl S. Becker Company, Management and Planning Consultants, has conducted a 1976 comparison of York city employee salaries with those for comparable cities. This comparison, as it relates to the police ranks, is listed in Appendix H where the median comparison salary figure is indicated together with York's step 3 figure (employees with over one year's service). It can be noted that, in nearly all ranks, York's police salaries fall below the salaries paid by other communities.

Eleven sworn officers employed by York constitute 1.4 officers per 1,000 population. This equals the average number of officers in relation to population for the State of Nebraska.

Facilities and Equipment

The police facility has a major effect upon police operations, security considerations, employee morale and the general impression presented to the public.

York Police Department is housed in a relatively new, modern building of adequate size for the present force.

Security is adequate and entrances other than the front door are kept secured.

One oddity, however, is the fact that the public rest room off the main lobby, designed to accommodate one occupant, has no lock on its entrance door.

The evidence locker was found to be secure, orderly and with appropriately limited access to protect the chain of evidence. An adequate record is kept of the booking and disposition of evidence.

The department has two marked police vehicles, one unmarked vehicle equipped with concealed siren and red lights, and one scooter. The vehicles are in good repair, the marked cars being 1975 and 1976 model Fords, and the unmarked car being a 1973 Chevrolet.

It should be noted, however, that the vehicle fleet permits only the most basic police operations. In this police department where the chief is always on call and should be free to move around the community for public relations and other reasons, it is not unreasonable to provide him with a vehicle 24 hours a day. However, at the present time he must share the unmarked car with the investigator and at service and repair time, neither the chief nor the investigator has an unmarked vehicle available.

The two marked cars are barely adequate in number. Assuming that the chief is assigned the unmarked vehicle, when a supervisor and two officers are on duty, the supervisor has no transportation with which to leave the station if the other two officers are each patrolling in a marked car. To place the two officers in one car is not utilizing manpower to the maximum extent; in a city like York, the issue of the advantages and disadvantages of the two-man versus the one-man car approach must be resolved in favor of one-man cars.

Further complications would arise in the event one of the marked cars is out of service for repair, etc.

The vehicles are equipped with a shotgun and a minimal but adequate first aid kit. The vehicles do not have a protective screen between the front and back.

Several officers are dissatisfied with the fact that the shotgun lies on the front floor in a case rather than being mounted. Complaints also exist over the absence of the screens. Further, some officers wish to be allowed to wear their batons in the baton rings at any time rather than just on disturbance calls.

The department has successfully utilized federal grant funds to install an alarm system linking several businesses with the station, to obtain the polygraph machine and train the chief as an operator, to buy the unmarked vehicle, to employ the cadet and other police personnel. The planning involved in applying for and obtaining these grants has obviously benefited the police department and--in turn--the community, to a significant degree.

External Relations

The relations between the York Police Department and the city administration generally appear to be good and mutually supportive.

A minor strain in relations between the police administration and one member of the city council was noted. This appears to be based on differing views regarding the philosophy and level of enforcement activities.

York Police Department enjoys a good reputation in the community and is viewed as an honest and dedicated agency.

The relationship between York Police Department and the York County Sheriff's Department was perceived by both parties to be of a poor quality. A lack of understanding and mutual agreement regarding the duties and responsibilities--extents and limits--appear to exist. Channels of communication between the agencies are not open.

One issue in this connection is the city's alleged unwillingness to assist sheriff's officers. A memo issued by the police chief to all officers dated November 26, 1974 appears to support that allegation. While its intent may have been to establish policy for the handling of called-for services, the memo contains unfortunate language which lends itself to interpretations perhaps not intended. The memo states in part, "...we will not assist the Sheriff's department in any manner with the exception of an officer in a dangerous situation and needs help, or a serious crime." The denial of aid to another law enforcement agency is a serious matter, and if the intent was to establish areas of responsibility for handling calls, crime reports, etc., the language should more accurately reflect that intent.

Some animosity between members of the police department and the county attorneys exists. The county attorney is the area's prosecutor. Police officers complain that the county attorney does not file appropriate complaints and does not prosecute fully

according to the law. The county attorney, on the other hand, views his role as one in which he must exercise discretion and weigh the importance of each case against a number of factors in addition to the corpus delicti of each offense.

While the county attorney may or may not be a lenient prosecutor (no attempt was made to ascertain that point), most of the police officers were found to hold an unrealistic view of criminal prosecution. Always "going by the book" reflects a simplistic viewpoint. The officers do not realize that not every act which technically constitutes a crime lends itself to criminal prosecution, and not every offense which technically constitutes a felony must necessarily be prosecuted as a felony rather than a misdemeanor. Police officers often fail to realize that it is their duty to gather facts and present those facts in the form of a crime report to the prosecutor. The prosecutor and, at a later stage, the judge have responsibilities for weighing many factors other than the wording contained in a specific section of the criminal law. Police officers with experience and perspective should recognize and accept these facts.

IV. FINDINGS AND CONCLUSIONS

The York Police Department is hindered in functioning on a fully professional level by the various administrative and organizational problems discussed.

With the department's generally good personnel quality, it has the capacity to improve and is--in its current state--not uniquely different from many other police departments of similar size.

Organization and Staffing

Structure

To create clearer organizational relationships and to better fix responsibilities, it is suggested that the organization be formalized, both in structure (in the form of a new organizational chart) and also in practice as related to supervisory relationships.

Appendix A represents the police department's current organizational chart while Appendix B is a suggested new chart. It will be noted that the chain of command is emphasized with the sergeants and the lieutenant more firmly established in their supervisory roles.

It is suggested that the sergeants be given more responsibility for the operation of their shifts, and that the lieutenant be allowed to function to a greater extent as their supervisor and as the intermediate link between sergeants and the police chief.

This will free the chief from direct involvement with the daily operations of the department.

It is also important that the lieutenant and the sergeants--despite youth and possibly some lack of experience--be allowed to exercise the leadership inherent in their ranks and that they be held accountable for that leadership.

Assignments

The present shift assignments (see Appendix C) represent a lack of uniformity in assignments based on rank. It is suggested that efforts be made to have a field supervisor in charge of every shift (see Appendix D).

Due to the limited manpower customarily found in a small police department such as York, consideration should also be given to the elimination of the split shift in order to strengthen the basic shifts.

Instead of having two part-time specialists (investigator and juvenile officer), we also suggest the elimination of the position of juvenile officer and the transfer of those responsibilities to a full-time investigator responsible for both adult and juvenile offenses.

Appendix D ("Proposed Assignment of Patrol Personnel") should by no means be viewed as the one and only proper way to assign York's patrol personnel, but it is a guide for attaining greater uniformity in assignments, insuring supervision on each shift, and the creation of a full-time investigative position.

Appendix E ("Proposed Assignment of Dispatchers") insures coverages by a dispatcher on all shifts except for one to be covered by the cadet.

According to Appendix F, the cadet will be required to work one dispatching shift only and be available for daytime cadet duties on the other days. The hours indicated (6:30 a.m. to 2:30 p.m.) are arbitrarily indicated and could be modified to more convenient daytime hours.

With the cadet available four out of the five week-days, thought should be given to whether or not he, in addition to his present duties, could also adequately handle parking enforcement, thereby eliminating the meter maid position.

Appendix C suggests daytime, week-day assignment of the meter maid.

The rank of corporal could be eliminated through attrition, thereby allowing the chief to rotate police officers in the investigator's position.

It suggested that all patrol personnel be subject to shift change, for example semi-annually, to vary their experience and prevent stagnation and favoritism.

Policy

With the greater uniformity in assignment schedule and the strengthening of the organizational structure of the police department comes the possibility of eliminating or modifying the chief's open door policy. If, however, that policy is retained, the chain of command should be observed so that an employee wishing to discuss a matter with the chief at least apprise his supervisors through the ranks of his wishes. While no employee should be prevented from access to the chief, fairness suggests that the intermediate supervisors should be aware of this fact. Further, care should be taken that access to the chief not be used as a vehicle for getting legitimate supervisory directives over-ruled.

Despite the open door policy, there is a general feeling among supervisors and officers that they have no in-put into the operation of the police department and that the chief is too authoritarian. Several employees have observed that, on some occasions when the chief disciplines an employee, this is done in such loud tones as to allow other employees to overhear the discussion, thus causing embarrassment.

It is suggested that, to improve communication between the chief and his employees, monthly staff meetings be held with representatives from all ranks. Dispatchers should be included in these meetings, as low morale among them was noted.

While the chief of police, of course, retains final authority, the department may benefit from allowing employees on all levels to express themselves. Such staff meetings may well be a suitable substitution for the total open door policy.

Police Activities

One reason the chief of police needs to be removed from involvement in the daily operations of the department is that he is responsible for higher administrative duties not presently fully pursued.

The chief needs to establish long-term and short-term goals for the department, analyze and review goals and priorities, and constantly be aware of changing problems and trends.

Toward those ends, it is necessary to engage in regular monitoring of police activities. Types and volume of the various activities give the chief a picture of community demands and police responses based on which he can modify department operations.

Improving the Daily Activity Log and crime statistic analyses are basic steps in that direction.

Crime Rates

For the reasons stated above, the chief must also regularly monitor crime developments in his city. Therefore, cumulative data on crime rates (including but not limited to Part I crimes) is essential. Comparing these trends with previous years, surrounding communities, and the state in general, allows the chief to plan for appropriate law enforcement responses.

Based on types and frequency of crime experienced, the department can also engage in cooperative crime prevention programs with the community.

Arrest and clearance rates must be analyzed to determine to what extent the department is successful in combating crime. Criminal complaint and conviction rates are also important because they can reflect on the quality of police investigations, case preparation, evidence handling, and courtroom presentation.

Criminal Investigation

While the present criminal investigation procedures appear to be adequate, placing the responsibility on one investigator should serve to improve efficiency. It also allows the department to develop specialized expertise by sending the investigator to various appropriate training seminars. The investigator may in time wish to provide patrol officers with additional training in preliminary investigation techniques.

The lieutenant should exercise supervisory authority over the investigator and should particularly review and approve case development, supplementary reports, and clearances.

Police Records

The possibility of eliminating several reports should be considered. It is possible to state all pertinent facts in a single report and the present use of numerous reports for a single case should be questioned.

A routing system should be established so that the investigator automatically receives his own copy of all crime reports. Copies could also, if desired, be routed to the lieutenant and the chief.

Reports should always contain full names, date of birth, etc. and should be approved by the shift sergeant before the reporting officer goes off duty.

The establishment of adult contact cards (referred to in some jurisdictions as "field interrogation cards") should be considered as an investigative tool.

It is recommended that each officer be required, at the end of his shift, to summarize his activities including a computation of time spent on various activities. These time classifications should be carefully established so that they can remain unchanged over the years, thereby providing material for comparison purposes. Analysis should be made by officer, shift, day, month, and department-wide.

Personnel files should be uniform in content. If necessary, a check-off list listing the various documents could be developed.

Personnel Practices

Ycrk Police Department has the good fortune to be staffed with individuals who, generally, appear to be competent, dedicated, and well-motivated.

Manual

The new manual needs to have various standing orders incorporated, to be disseminated, and should be the subject of training sessions.

Education and Training

Police officers of all ranks should be required to hold a valid first aid card.

Shift changes should be scheduled at intervals which will permit the officers to plan their college education and attendance for at least a semester at a time.

The city might consider, as an educational incentive, granting special salary increases to those officers who hold college degrees. For example, an Associate degree may be rewarded with a five per cent salary increase, a Bachelor's degree with ten per cent, etc.

It is also legitimate to encourage college education by requiring a minimum educational level before an officer may compete for promotion.

Recruiting

It is recommended that York Police Department obtain a validated written entrance examination, that a passing score be established, that an eligibility list be created with a life of, for example, one year.

Efforts should also be made to recruit through announcements and other means.

Instead of the oral examination being scored by only the chief and the city administrator, an oral board should be established consisting of police supervisors from other agencies as well as other professionals (academicians, personnel managers, etc.).

While the polygraph examination is a valuable part of the selection process, a full background investigation should, nevertheless, be made a required step in the process.

We also recommend that a medical examination be mandatory. (Medical examinations should also be required on an annual basis for all employees.) Further, a psychological test should be administered by a licensed professional. It was noted that one police employee continually described his role in terms of violent confrontations. Emotional health is of paramount importance for police officers.

Promotional examinations should consist of a written examination (also validated) and an oral examination conducted by a board of professionals from outside the agency consisting of police administrators and other appropriate professionals.

Service Ratings

Service ratings, to have value, should be issued regularly, for example, every six months.

With the recommended strengthening of the chain of command, it is suggested that each employee's immediate supervisor issue the ratings.

Salaries

A comparison of police salaries at York Police Department with salaries paid by other cities and counties is contained in Appendix H.

While no comparative figures were available for the rank of lieutenant, it can be noted that the salaries for police officers, sergeants, and--particularly--for dispatchers were significantly lower in York than the mean salaries in the other communities.

Good personnel administration and recognition of the importance of employee welfare and morale suggest that York police personnel should receive salaries which are competitive with those offered by other agencies. Consequently, it is recommended that, effective as soon as possible, the City of York, grant their police personnel appropriate pay increases. This can be particularly justified in view of the general overall quality of York's personnel.

Number of Personnel

The 11 sworn officers constitute 1.4 officers per 1,000 population which equals the state's average.

However, in a small department minimum staffing of certain officers and assignments presents unique problems.

At the present time, the manpower at York Police Department is barely adequate in number. The department could experience a real deployment problem in the event of illness, vacation, or other absences.

It is suggested that, at the present time, the addition of at least one police officer should be considered. This would raise the number of officers per 1,000 population to 1.5, a figure still well within the normal range.

Facilities and Equipment

The present police facility must be considered quite satisfactory for both the employees and the public.

To insure that police employees at York Police Department are mobile at all times, it is suggested that consideration be given to the addition of one police vehicle. For added flexibility in use, the new vehicle could be unmarked but with hidden siren and red lights, thereby making it available to both the investigator and patrol officers.

With the chief's need to be on call, to circulate in the community, to attend conferences and meetings, it appears reasonable to make one unmarked car available for his full-time use.

It is suggested that protective screens be installed in the marked units, preferably of the type which can be lowered when not in use.

Many cities have experienced no negative public reaction to the mounting of shotguns in vehicles or allowing officers to carry batons in baton rings when out of their cars. However, this issue is a management decision which properly rests with the chief of police.

External Relations

It is doubtful that York Police Department has explored all the avenues of relations with the various groups in the community, although some effort has been made in

this direction. These efforts should be intensified and should, preferably, include a crime prevention program serving industry, businesses, and residents.

For example, while the etching of identification numbers into property is available upon request, greater publicity regarding this service should exist.

It is suggested that thought be given to a meeting between the County Sheriff, the police chief, and other members of government such as the city administrator.

Identification of problems and solutions leading to better relations would hopefully be the result of such a conference.

Similar dialogue ought to be instituted between the chief and the County Prosecutor. It is important that both officials develop an understanding of their respective roles, and perhaps some modification of the positions could be achieved. Whatever the outcome, this appears to be an area where training sessions could be devoted to improving the police officers' perspectives and understanding.

V. RECOMMENDATIONS

The York Police Department enjoys a good reputation in the community. Its personnel is generally of good quality, dedicated and well-motivated.

Organizationally and administratively, the York Police Department can improve if the administration is willing to make some changes.

Organization

The organization is the structure within which processes occur. The design of the organization has significant influence upon the quality and the direction of those processes. York Police Department needs to formalize its organizational structure and to strengthen its chain of command so that sergeants and the lieutenant are given greater authority and responsibility, thereby freeing the chief of police to engage in administrative duties.

Records

While the basic records system is sound, much greater care must be taken to maintain and analyze police activities and crime rates. It does not suffice to simply have the figures on file. Rather, they must be analyzed and compared with prior events and surrounding communities. Only then can police operations be modified in relation to changing problems.

Personnel

The methods used to recruit and promote need to be revised and upgraded. Personnel evaluations should be issued regularly by the employees' immediate supervisors.

Consideration should be given to the addition of at least one police officer. To be competitive with other agencies, police salaries should be increased.

Facilities and Equipment

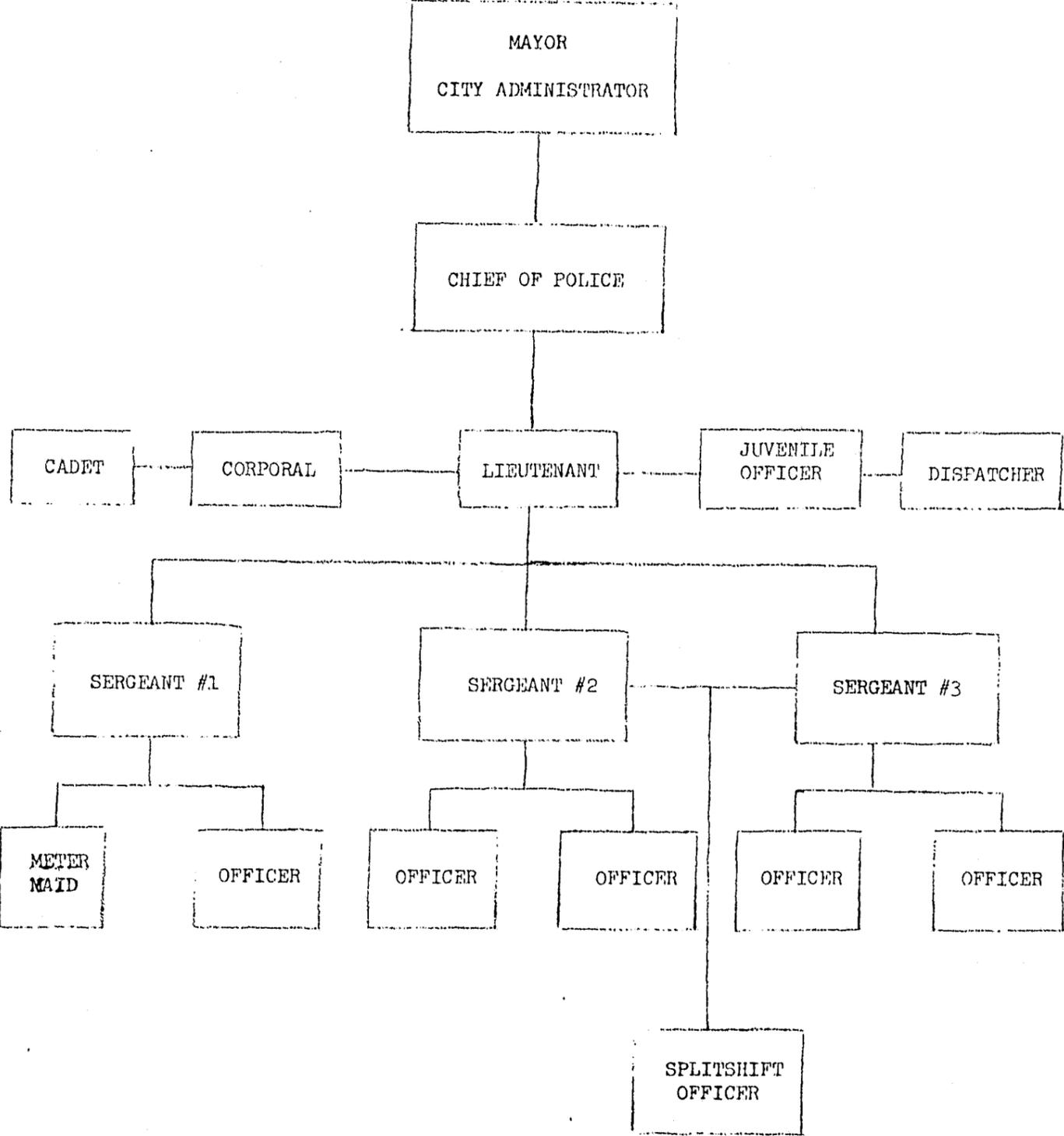
The police facility is quite satisfactory.

Equipment is of good quality and otherwise satisfactory except that the addition of one police vehicle would improve the department's ability to utilize its manpower fully.

APPENDIX A

PRESENT POLICE DEPARTMENT ORGANIZATIONAL CHART

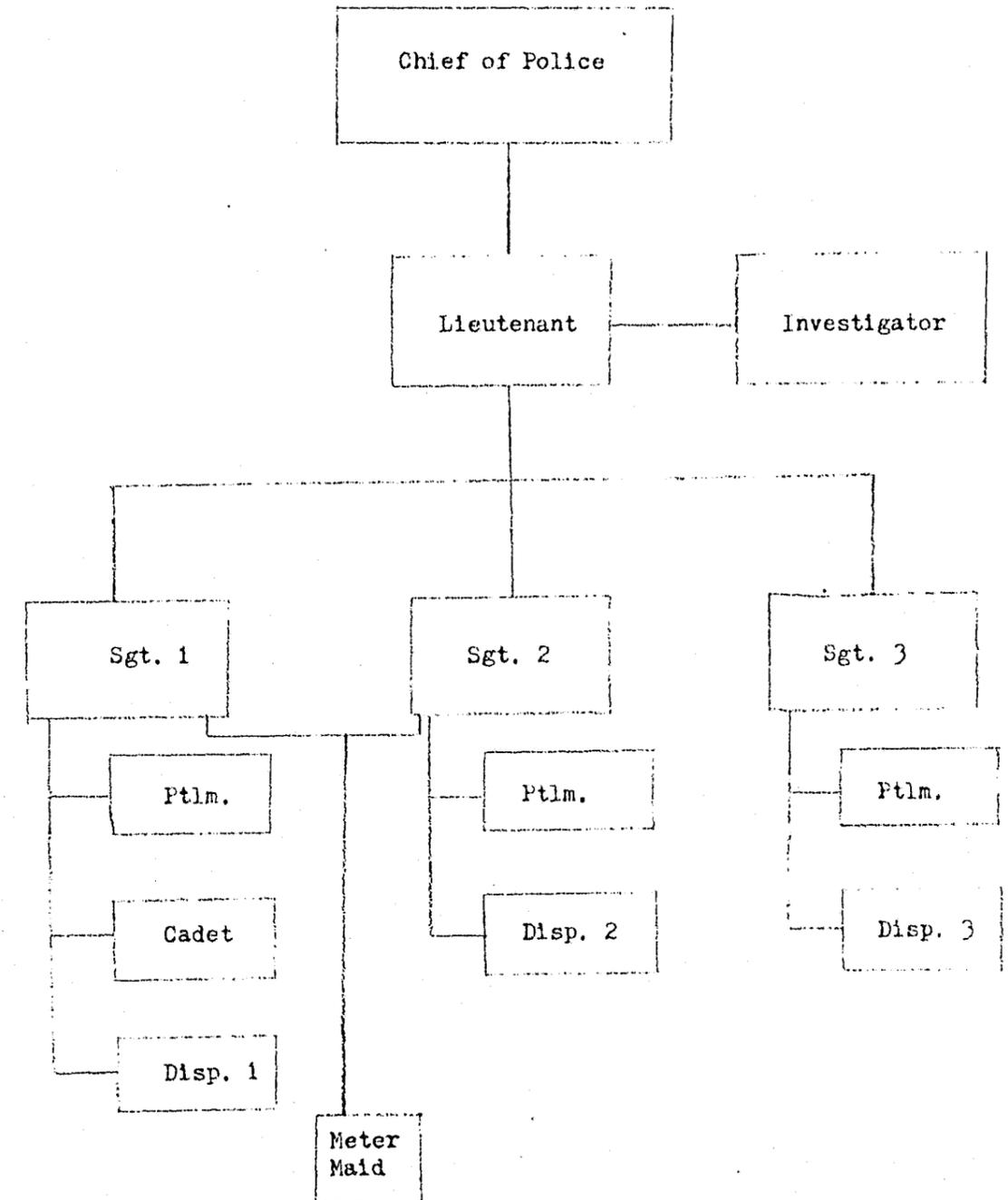
PRESENT POLICE DEPARTMENT ORGANIZATIONAL CHART





APPENDIX B
PROPOSED POLICE DEPARTMENT ORGANIZATIONAL CHART

PROPOSED POLICE DEPARTMENT ORGANIZATIONAL CHART



APPENDIX C

PRESENT PERSONNEL ASSIGNMENT BY DAY AND SHIFT

PRESENT PERSONNEL ASSIGNMENT
BY DAY AND SHIFT*

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
DISPATCHER	Gail (Disp.)	Gail (Disp.)	Gail (Disp.)	Gail (Disp.)	Gail (Disp.)	Kim (Cad.)	Kim (Cad.)
1:30 A.M.	Fleming (Ptl)	Ron (Sgt)	Ron (Sgt)	Ron (Sgt)	Ron (Sgt)	Ron (Sgt)	Stephen (Inv)
4:30 A.M.	Stephen (Inv) Kim (Cad)	Stephen (Inv) Kim/Vicki (Cad/Disp)	Stephen (Inv) Kim (Cad)	Stephen (Inv)	Fleming (Ptl)		
DISPATCHER	Delta (Disp)	Delta (Disp)	Delta (Disp)	Delta (Disp)	Vicki (Disp)	Vicki (Disp)	Delta (Disp)
2:30 P.M.	Sikes (Lt) Brei (Ptl)	Sikes (Lt) Cobb (Sgt) Fleming (Ptl)	Sikes (Lt) Cobb (Sgt)	Sikes (Lt) Cobb (Sgt) Brei (Ptl)	Cobb (Sgt) Brei (Ptl)	Cobb (Sgt) Fleming (Ptl) Brei (Ptl)	Fleming (Ptl) Brei (Ptl)
1:30/2:00 Split Shift	Denney (Ptl/ Juv)	Denney (Ptl/ Juv)	Denney (Ptl/ Juv)	Denney (Ptl/ Juv)	Denney (Ptl/ Juv)		Sikes (Lt)
DISPATCHER	Margie (Disp)	Margie (Disp)	Vicki (Disp)	Vicki (Disp)	Margie (Disp)	Margie (Disp)	Margie (Disp)
3:30	Reed (Ptl) Faust (Ptl)	Leach (Sgt) Reed (Ptl)	Leach (Sgt) Reed (Ptl)	Leach (Sgt) Faust (Ptl)	Leach (Sgt) Faust (Ptl)	Leach (Sgt) Reed (Ptl) Faust (Ptl)	Reed (Ptl) Faust (Ptl)

*Copied from existing department schedule. (Ranks added by consultant).

APPENDIX D

PROPOSED ASSIGNMENT OF PATROL PERSONNEL BY DAY AND SHIFT

PROPOSED ASSIGNMENT OF PATROL PERSONNEL
BY DAY AND SHIFT

	MON.	TUES.	WED.	THURS.	FRI.	SAT.	SUN.	TOTAL
30 SUPERVISOR	Sgt. A	Sgt. A	Sgt. A	Sgt. A	Sgt. A	Sgt. C	Sgt. C	1 sgt., 7 days
PATROL OFFICER	Ptl. A	Ptl. A	Ptl. A	Ptl. A	Ptl. A	Ptl. D	Ptl. D	1 ptl., 7 days
30 SUPERVISOR	Lt.	Lt.	Sgt. C		Lt.	Lt.	Lt.	1 lt. 5 days, 1 relief sgt. 1 day.
PATROL OFFICER	Ptl. D Ptl. E	Ptl. D	Ptl. B	Ptl. B	Ptl. B Ptl. E	Ptl. B Ptl. E	Ptl. B Ptl. E	One ptl. 7 days, second ptl. 4 days.
30 SUPERVISOR	Sgt. C	Sgt. C	Sgt. B	Sgt. B	Sgt. B	Sgt. B	Sgt. B	1 sgt. 7 days
PATROL OFFICER	Ptl. C	Ptl. C	Ptl. D	Ptl. E	Ptl. C	Ptl. C	Ptl. C	1 ptl. 7 days

APPENDIX E

PROPOSED ASSIGNMENT OF DISPATCHERS BY DAY AND SHIFT

PROPOSED ASSIGNMENT OF DISPATCHERS
BY DAY AND SHIFT

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0:30	DISP. A	DISP. A	DISP. A	DISP. A	DISP. A	DISP. D	DISP. D
3:30	DISP. D	DISP. D	DISP. B	DISP. B	DISP. B	DISP. B	DISP. B
10:30	DISP. C	DISP. C	DISP. D	CADET	DISP. C	DISP. C	DISP. C

APPENDIX F

PROPOSED ASSIGNMENT OF CADET BY DAY AND SHIFT

PROPOSED ASSIGNMENT OF CADET
BY DAY AND SHIFT

MONDAY

TUESDAY

WEDNESDAY

THURSDAY

FRIDAY

SATURDAY

SUNDAY

6:30

Cad.

Cad.

Cad.

Cad.

8:30

10:30

Cad.*

*Dispatching Duty

APPENDIX G

PROPOSED ASSIGNMENT OF METER MAID BY DAY AND SHIFT

PROPOSED ASSIGNMENT OF METER MAID
BY DAY AND SHIFT

MONDAY

TUESDAY

WEDNESDAY

THURSDAY

FRIDAY

SATURDAY

SUNDAY

9 A.M.-
5 P.M.

MM

MM

MM

MM

MM

APPENDIX H
COMPARISON OF POLICE SALARIES

YORK POLICE DEPARTMENT SALARIES AND
MEDIAN POLICE SALARIES IN COMPARABLE
CITIES AND COUNTIES

<u>Rank</u>	<u>York*</u>	<u>Median Salary Other Cities & Counties**</u>
Police Officer	\$700	\$744
Sergeant	\$805	\$845
Chief	\$1200	\$1080
Dispatcher	\$405	\$531

*Step 3

**Source: The Carl S. Becker Co., Update of Job Classifications and
Pay Plan City of York, Nebraska 1976.

END

7. 11/15/1944