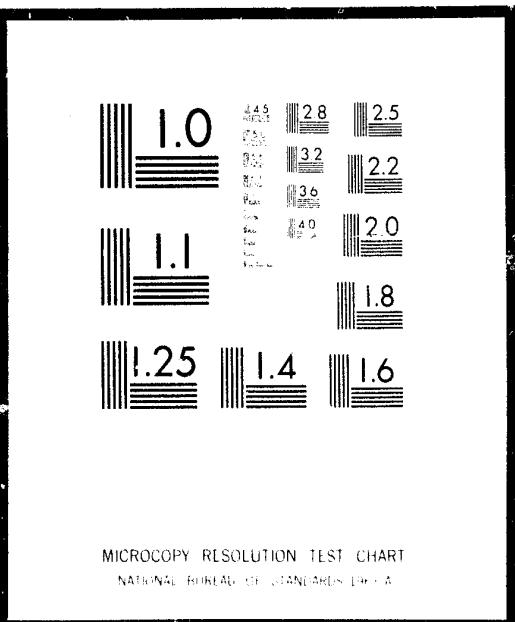


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

4/25/77

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT	Organization and Management Study
REPORT NUMBER	76-027/045
FOR	Sault Ste. Marie, Michigan, Police Department Population: 16,225 Police Strength: (Sworn) 34 Civilian 3 Total 37 Square Mile Area: 15
CONTRACTOR	Public Administration Service 1776 Massachusetts Avenue Northwest Washington, D.C. 20036
CONSULTANT	Ronald F. Wiborg
CONTRACT NUMBER	J-LEAA-002-76

DATE June 14, 1976

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I. INTRODUCTION

Technical assistance was requested by the City of Sault Ste. Marie, Michigan, to study the police department and make recommendations for change with emphasis on:

1. Organization
2. Management
3. Manpower
4. Promotion and Transfer

The on-site evaluation was conducted during the period June 6-9, 1976. During this time the consultant (a)interviewed members of the Police Department and city officials, (b) observed police procedures, (c) examined records and reports.

Individuals contacted during the study were:

Rush Cattell
City Manager

Chief Edward Myers
Acting Chief of Police
Sault Ste. Marie Police Department

Ass't. Chief Lee Edward
Assistant Chief of Police
Sault Ste. Marie Police Department

Lt. Ernest Perron
Sault Ste. Marie Police Department

Lt. Aloice Jaros
Sault Ste. Marie Police Department

Lt. Keith Ewing
Sault Ste. Marie Police Department

Sgt. Francis O'Brien
Sault Ste. Marie Police Department

Officer Wayne Gierke
Sault Ste. Marie Police Department

Officer Grant Harris
Sault Ste. Marie Police Department

Officer David Leask
Sault Ste. Marie Police Department

Officer Wayne Olson
Sault Ste. Marie Police Department

Officer Russell Sanderson
Sault Ste. Marie Police Department

Sgt. W. J. Novak
Sault Ste. Marie Post
Michigan State Police

Trooper Tom Webb
Sault Ste. Marie Post
Michigan State Police

Trooper Jim King & "Wolf"
Newberry Post
Michigan State Police

George Gardner
Officer of Criminal Justice Programs
Sault Ste. Marie

Paul Quinn
Office of Community Development
Sault Ste. Marie

II. STATEMENT OF THE PROBLEM

The purpose of the study was to determine whether or not changes should and can be made in the existing organization and management framework of the Sault Ste. Marie Police Department.

The department has gone through a tremendous amount of turmoil during the past two years which resulted in some dismissals and demotions.

The officers and sergeants are members of a union which presently has a very strong contract. They are represented by a local of the Steel Workers Union.

Basically, the study was geared toward examining:

1. Manpower levels
2. Patrol deployment
3. Investigative deployment
4. Rank structure
5. Promotion and transfer

In brief, the following problems were identified:

1. The department is rank heavy; twelve of the 33 sworn personnel hold ranks of sergeant or above. In other words, nearly 40% of sworn manpower are of a supervisory rank.
2. Officers perform an excessive amount of non-police duties.
3. Present patrol methods do not afford outer residential areas required routine patrol coverage.

4. Manpower level of detective bureau is high and present deployment method does not adequately meet all departmental requirements.
5. Present in-service training policy is inadequate for a department of this size.
6. Department has no juvenile officers.

These problems will be discussed in more detail in the following section. The consultant wishes to heavily emphasize that although this study is critical of certain aspects of the present operation, this department deserves and needs complimentary remarks. In spite of the problems of the past two years, this is a very dedicated and professional department. The present leadership is operating in an atmosphere of uncertainty about the department's future as well as still having to deal with some of the factors which contributed to the problems of the immediate past two years.

III. ANALYSIS OF THE PROBLEM

Background

The Community

The City of Sault Ste. Marie is the major community on Michigan's Upper Peninsula. The closest community to Sault Ste. Marie is three miles away - in Canada.

The city population, projected through 1976 is 16,225 on a 12 month basis. However, from the middle of May through September, an average of 10,000 tourists enter Sault Ste. Marie on any given day.

The city is comprised of a land area in excess of 15 square miles, with an additional 10-11 square miles of water. There are 99.7 miles of streets to patrol.

Sault Ste. Marie is the home of Lake Superior State College with an on-campus enrollment of approximately 2250 students. There are also three separate military installations in or near the community. The United States Coast Guard has 280 permanent station personnel. The United States Air Force has two installations; the 753rd Radar Squadron with 180 permanent personnel and Kinchloe Air Force Base with 4000 permanent personnel. Of these approximately 4400 total military personnel, nearly 2800 have families also living with them with an average size of 3.2 persons each. In other words, 4400 military personnel, plus 8900 dependents. (Data received from Community Development Department, City of Sault Ste. Marie).

Obviously the earlier quoted 1976 population projection of 16,225 is not an accurate figure when discussing population and its relation to police department operations.

Sault Ste. Marie is a very unique community. In addition to the tourists, college and military personnel, Sault Ste. Marie is a border town. Its police department must deal with U.S. Customs and Immigration and the Border Patrol in addition to military police agencies and Canadian law enforcement agencies.

City Government

The city is under a commission (council)-manager form of government. The city commission is headed by a mayor who is a businessman in the community. The chief of police is answerable to the city commission only through the city manager.

Police Department

The Police Department consists of 33 sworn officers and four civilians. Present rank structure of sworn officers is as follows:

- 1 Chief of Police "
- 1 Assistant Chief of Police
- 3 Patrol Lieutenants
- 5 Patrol Sergeants
- 1 Detective Lieutenant
- 1 Detective Sergeant
- 3 Detectives
- 18 Patrolmen

The existing structure dictates that investigative duties are the responsibility of the detective division. This is the only area of specialization within the department. Nobody is assigned to narcotics or juveniles, both of which are areas deserving special attention in Sault Ste. Marie.

An organization chart of the department's present structure is attached in appendix A.

The department has a published manual of rules and regulations which covers a vast array of departmental policies. It is a well written document for the most part.

The department has a substantial number of vehicles assigned. There are four marked squad cars, five unmarked squad cars, and one mobile crime laboratory van. The vehicles are assigned as follows:

- 1 unmarked assigned to Chief
- 1 unmarked assigned to the Lieutenants
- 3 unmarked assigned primarily to Detectives
- 4 marked assigned to Patrol

The crime laboratory is used for crime scene investigation only, and is not driven except to and from a crime scene. The van is well equipped with fingerprint kits, cameras, plaster mold material, evidence bags, body bags, water, refrigeration, etc.

All vehicles are equipped with two-way radios and all except the van and chief's car also have shotguns.

The police department dispatches on an assigned police frequency and has two-way communications capabilities with numerous agencies ranging from the city Public Works Department to Michigan State Police. However,

the Chippewa County Sheriff's Department has an identical dispatch console, manned 24 hours per day, located 30 feet from the police console in the same building.

The department works according to the normal shift schedule 7:00 A.M. - 3:00 P.M., 3:00 P.M. - 11:00 P.M., 11:00 P.M. - 7:00 A.M., plus an overlap shift which is 7:00 P.M. - 3:00 A.M.

Two areas not covered in this study were the records section and departmental pay scales. These two areas were not considered overly critical issues at the time of the study.

Problem Analysis

Crime statistics for Sault Ste. Marie, when compared to the state as a whole, Detroit, and all communities 10,000-25,000 in population, reflect an above average arrest rate, but a below average rate for cases cleared. Expressed in rate per 100,000 population, arrest data shows:

	<u>Arrests Index Crimes</u>	<u>Arrests All Crimes</u>
Sault Ste. Marie	773/100,000	1678/100,000
Detroit	169/100,000	446/100,000
State Total	374/100,000	902/100,000
All Cities 10,000-25,000	623/100,000	1464/100,000

(Source: 1975 Uniform Crime Report: Michigan State Police).

Percent of Index Crimes Cleared, 1975:

Sault Ste. Marie	18%
Detroit	16%
State Total	19%
All Cities 10,000-25,000	20%

(Source: George Gardner, Region Criminal Justice Planner, Sault Ste. Marie, Michigan)

The total number of complaints have been increasing at a rate of approximately 10% per year with approximately 7100 reported during calendar year 1975. There have been 3100 through June 8, 1976, for calendar year 1976 with the tourist season just beginning. Approximately 60% occur between the hours of 7:00 P.M. and 3:00 A.M. (Source: Assistant Chief Lee Edward and Policewoman Irene Hartwig).

Problem analysis will be divided into three basic categories,
a. Manpower, b. Deployment, c. Administration and Operation.

a. Manpower

1. Generally speaking police administrators feel a minimum of one police officer per 1000 population is an adequate number. This is a rule of thumb and can be misinterpreted if only examined in a broad, general context. Sault Ste. Marie's 1975 population figure of 16,225 when compared to 33 sworn officers would mean a ratio of one officer per 500 population. This is a misleading figure, however, because 12,000-14,000 military personnel and dependents, plus 2,000-3,000 college

students, plus 10,000 tourists per day during the summer months have a definite influence on police operations and manpower levels. This consultant does not feel a reduction in the number of total sworn officers is justified. However, an increase in the sworn strength is not warranted at this time. A better utilization of existing manpower is possible and will be recommended.

2. The department presently does not have a full-time juvenile officer. Statistics indicate a fairly high incidence of juvenile activity. Information was available on a county basis only, however, local criminal justice planning sources felt a clear majority of Chippewa County figures were for juveniles in the City of Sault Ste. Marie. The juvenile petition rate per 100,000 population figures were:

Chippewa County	470/100,000
State Total	426/100,000

The rate in Chippewa County is approximately 10% above the State rate. There presently exists no formal or structured aspect of the police department for dealing with juveniles. The detectives take turns handling juvenile complaints on a weekly basis, but this hardly indicates a definite juvenile officer or juvenile bureau.

3. The detective bureau is presently comprised of one lieutenant, one sergeant and three detectives. Generally speaking lieutenants and sergeants are supervisory personnel. There is no need for two supervisors overseeing the activities of three investigators. In fact, five detectives for a 33 man department is quite a large number in view of the fact detectives are assigned on a rotating shift basis of 7:00 A.M. - 3:00 P.M., 3:00 P.M.-5:00 P.M. and 1:00 P.M. - 9:00 P.M. If a detective is needed between the hours of 9:00 P.M. and 7:00 A.M. the detective lieutenant must first be

notified, who in turn will determine which detective has the least number of hours of overtime accumulated at that time. The detective lieutenant then notifies the duty lieutenant as to which detective should be called. The duty lieutenant then notifies that detective. If he is not home or simply does not want to come in, the process starts all over again.

Present departmental policy requires all investigative activities to be turned over to the detective bureau. In view of the fact that only one detective is on duty from 5:00 P.M. to 9:00 P.M., Monday through Friday and only during the day shift on Saturdays, there is a lack of detectives on duty during the 7:00 P.M. to 3:00 A.M. time period when 60% of the department's complaints are received. According to both patrol and detective bureau personnel, a certain degree of conflict exists between the two departmental agencies. This is adversely affecting the overall effectiveness of the department as a whole.

b. Deployment

1. The police department has two radar units, the brand name of which is "Speed Gun". These are hand held radar units which require the squad car to be in a stationary position for use. One squad car on the day shift is assigned primarily to radar and only responds to complaints when ordered by the dispatcher. This particular squad car does very little patrolling. For all practical purposes this vehicle is not on the move during the day shift. Radar is used very sparingly during the night shifts. The department has no moving radar units such as the widely used MR-7.

2. Present manpower structure has one lieutenant on nearly every shift and one sergeant on every shift, daily.

The lieutenant's duties are those of shift supervision and allow him to be on the streets in an unmarked car for at least part of his shift. The amount of time spent in the car is at the option of the individual lieutenants.

The sergeants serve primarily as dispatchers. This means they answer telephone calls and dispatch the marked squad cars. They also initiate complaint report forms and distribute the forms to appropriate officers when shifts are completed or persons arrested are brought into the station for booking.

Page 7 section 5 of the department's rules and regulations state that the lieutenant shall keep a written record of all police business transacted during his tour of duty. In addition, he is responsible for all found or recovered property as well as prisoner's personal property. From interviewing lieutenants and sergeants as well as watching departmental procedures, the sergeants actually perform the majority of these functions.

3. The union contract requires two men in each marked squad car between the hours of 7:00 P.M. and 3:00 A.M. During these same hours there is also a "beat man" walking in the central business district. Present deployment practices therefore allow a maximum of three marked squad cars on the street between 7:00 P.M. and 3:00 A.M. With one man walking a beat, vacation time and sick time, there often are times when only two marked squad cars are on patrol. Also the 7:00 P.M. to 3:00 A.M. shift is used as the source for filling in on the other shifts, so it often times is short of manpower.

Given the fact that Sault Ste. Marie covers over 15 square miles of land area, has 99.7 miles of streets, is a tourist town with several bars and tourist attractions in the downtown area, plus parks and camping areas along Lake Superior, three or often times, two marked squad cars on patrol is insufficient. Again, keep in mind that 60% of the complaints received in a 24 hour period, which require officer assistance, occur between 7:00 P.M. and 3:00 A.M. Because of the relatively busy central business district area, the residential areas do not receive needed patrol according to many department personnel.

c. Administration and Operation

1. As mentioned earlier in this report, the police department is in a joint city/county owned building. The sheriff's office has a radio dispatch console identical to the one in the police department. The two consoles are approximately 30 feet apart. The police department has sergeants operating its console on a 24 hour basis. The sheriff's department has dispatchers on duty approximately 21 hours per day, while the jailer fills in the remaining three hours. When viewed in the aggregate there are 8+ dispatchers and two very expensive radio consoles for two departments whose combined strength is 50 men, and are located in the same building directly across a hallway from one another. Not only is there a substantial amount of money "tied up" in these two consoles, but the fact that eight persons between the two departments are assigned duties which are almost totally dispatching, is also worth noting from a cost/benefit standpoint.

2. The dispatch console does not have tape record capability. This should be an area of concern in that often times a dispatcher is answering telephone calls and radio transmissions at the same time. In times of

emergency it is extremely helpful to have radio and telephone transmissions taped.

3. The department has an excellent training program in that officers are sent to many different and worthwhile schools throughout their career with the police department. However, the present in-service training program is on a volunteer basis which does not insure that each officer attends every session.

4. At present, each new officer must complete a six month probationary period prior to permanent employment with the department. However, seven weeks of this six months are spent in basic police training. Therefore, the department actually has only four months and one week in which to evaluate an officer.

5. The department presently has a written policy which states that all department personnel are to give the news media as much cooperation as possible. The policy (section 42, page 38) states that officers should not release victims names until next of kin have been notified, nor should they release information which could hinder prosecution. Additionally, "officers are permitted to give details and quotes on newsworthy events" . . . but reminds them to . . . "use discretion and avoid sensationalism". This particular policy shows tremendous potential for mistakes, releasing incorrect or uncorroborated information, releasing "sensitive" information, and perhaps a lawsuit by a defense attorney for public disclosure of prejudicial information against his client.

6. The department presently has a policy of time-and-one-half for overtime. During the six month period December, 1975 through May 1976, nearly \$8,000 had been paid in overtime to officers. Some officers interviewed agreed the extra money is nice to have, but compensation time

would be an appreciated alternative for overtime.

7. Department presently requires each officer to complete a daily activity log at the end of each shift. Much of the information contained in these reports is also contained in the radio log maintained by the dispatcher. The information in the logs is reviewed by the shift supervisor at the end of each shift and rarely read again. It is not used for any analytical or evaluative purpose.

Each report requires approximately 20 minutes per man, per shift. If one considers that approximately 25 men per day each spend 20 minutes completing activity reports, that means approximately eight hours per 24 hour shift, 365 days per year. Approximately 2900 hours per year are expended on reports which nobody uses; time better spent on patrol.

8. The department performs certain non-police functions, which in the aggregate require a considerable amount of time which could be better spent on patrol. The five most commonly mentioned functions were:

1. Junk car citations.
2. Parking or unleashed dogs.
3. Traffic engineer duties.
4. Parking meters.
5. Messenger duties (i.e. delivery written material to council members for forthcoming meetings, etc.)

Although detailed time records are not maintained on the exact number of hours spent each year writing citations for junk cars, everyone interviewed stated it was a substantial amount of time on the day shift.

In addition to being non-police functions, some have a demoralizing effect on the department. There is a resentment about being required to perform these somewhat menial tasks. This is not a small problem - it is real and requires immediate attention. Further demoralizing is not something this department needs.

9. Present departmental promotion is based on only one criteria; seniority. Also transfer from the uniform division to the detective bureau is based on seniority. This policy assumes that only the most senior uniformed patrolman would be a good detective or good sergeant. Needless to say, such is not the case. This policy can very possibly stifle young patrolmen from striving to move up in the department. This department has some younger patrolmen who are highly educated, well trained and exceptionally eager to progress upward in the department. The present system of promotion and transfer requires they wait for 10-12 senior patrolmen to either resign, retire or get promoted before they are eligible for sergeant or the detective bureau.

Also, there is no written evaluation of any kind for any departmental personnel. There should be some way of evaluating personnel other than by length of service.

10. Present union contractual provisions require that if a patrolman performs the duties of a sergeant whether one hour or an entire eight hour shift, he must be compensated for that eight hour shift at a rate equivalent to sergeant's wages.

This policy is costing the city an unnecessary amount of money. A patrolman sitting at the dispatch console is not performing anymore of a supervisory function than if he were in a squad car. Sergeants are members of the bargaining unit and do not supervise patrolmen in the same manner as the Lieutenants. Therefore, a patrolman does not supervise while at the dispatch console.

IV. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The City of Sault Ste. Marie is fortunate to have a very professional police department. In view of all that has transpired during the past two years, the department is a well motivated and dedicated organization. Some old hostilities remain, but most of those apparently will be corrected in the very near future.

The department is well equipped with sufficient vehicles, radios, weapons and support equipment.

Given the peculiarities of Sault Ste. Marie as discussed previously, the present manpower level of the department is adequate. The present level of 33 sworn personnel should not be reduced, except as recommended later in this section.

With a sufficient number of officers and ample amount of equipment, the police department could improve its overall effectiveness through better utilization of existing resources.

The following recommendations, although numbered, are not in priority order. The importance or relative weight of these recommendations is at the discretion of the police department and city commission. Because many of the recommendations overlap the analytical categories of manpower, administration and deployment, there will be a categorical breakdown as in the previous section.

1. Recommendation: The police department should make arrangements with the sheriff's department to implement a joint dispatch system.

As mentioned previously, there are two expensive radio consoles and 8+ people assigned to dispatching duties between the sheriff's department and police department. In view of the fact that both departments have identical equipment and dispatch personnel, the city and county are expending funds unnecessarily for duplicative purposes. A merger of the two departments is not in the realm of possibility, nor is it being recommended by this study. However, the two departments should work out an arrangement for sharing dispatch duties. The present arrangement is extremely costly especially for the city.

2. Recommendation: Discontinue present policy of sergeant's performing dispatch duties and assign them to patrol duties on the street.

In conjunction with a joint dispatch system with the sheriff's department, the sergeants should be assigned patrol duties. Some may debate this issue by saying that a sergeant at the dispatch console is beneficial in that he is able to handle some calls on the telephone without having to dispatch a squad car. This statement is true in some cases, but when viewed in the aggregate nearly every call for police assistance requires the dispatching of a squad car.

Even though the sergeants perform duties other than dispatching squad cars, such as initiating complaint forms and insuring personal property of incoming prisoners is properly accounted for, their present

function can be performed by non-sworn personnel. The other duties the sergeants now perform to some extent, such as logging and marking evidence, is the responsibility of lieutenants according to departmental written policy.

Basically, this consultant recommends that non-sworn personnel be assigned dispatch duties and some clerical duties such as initiating complaint forms. The sergeants should be assigned to patrol and field coordination. This of course also means the lieutenants will be able to spend less time in the field and will have total responsibility for station administrative functions during their shift. Currently some of these functions are assumed by sergeants. From a cost/benefit standpoint, sergeants are far too experienced and too highly paid to be assigned solely to dispatch duties; they should be in the field.

3. Recommendation: Eliminate officer daily logs.

If the city had a computer or some other means of analyzing the information contained in the daily logs, perhaps they would be of more use. However, such analytical capability does not exist. This department is not so large that supervisors do not know what tasks patrolmen are performing during a shift. Most information needed for briefing or records purposes is contained in the radio log. However, the radio log could perhaps be kept in more detail so as to furnish more detailed information. Actually a radio log contains more accurate information than daily logs as far as recording time expended on a call. When arriving at a crime scene or serious accident, the furthest thought

from an officer's mind is what time it is when he gets out of the car. Time recorded on a radio log and details contained in complaint records are a far more accurate method of accounting for officer's time than a daily log.

4. Recommendation: Replace existing radar unit with a more mobile unit.

The present radar units are hand held "Speed Gun" units and used primarily during the day shift only. This practice in fact renders one marked squad car practically useless for routine patrol. If the department would replace one "Speed Gun" unit with a movable radar unit such as MR-7, it would in effect nearly double the number of marked vehicles on routine patrol during the day shift. The radar car could routinely patrol and "run radar" at the same time. This of course is not to say the radar car could not be stationary also at times. The MR-7 unit allows the radar car to perform a dual function of routine patrol and radar.

This unit should also be used extensively during the evening hours of 7:00 P.M. to 3:00 A.M. especially on Ashmun Street and the central business district.

5. Recommendation: Discontinue non-police functions currently being performed by the department.

The department performs a number of functions at the present time which have absolutely nothing whatsoever to do with police matters.

The department presently is charged with issuing citations for junk cars. Junk cars are an eyesore and nuisance, but they are

not a crime nor traffic hazard.

All animal calls, such as strays, nuisance, etc., should not be handled by the department. The only exception would be animal bites. These often require emergency assistance and sometimes involve locating the animal for rabies tests. However, a dog running through a neighbor's flower bed is not a police matter.

Some departmental personnel presently perform traffic engineering responsibilities. This is very time consuming, and again not a police function. The department must enforce traffic laws, but should not design a traffic flow for the city streets.

Parking meters are more the responsibility of the street department than the police department. Again, this is a non-police function being performed by the department.

The department also performs some services that are of a messenger nature, such as delivering written material to councilmen for upcoming meetings. While this is a great convenience for some people, it requires a considerable amount of time and is deeply resented by many officers. This department does not need anymore demoralizing.

It is recommended:

- a. Junk car citations be assigned to another city department; perhaps inspection;
- b. All dog calls except bites be referred to animal control staff;
- c. Traffic engineer duties should be the responsibility of a traffic engineer and the street department;
- d. Parking meter division should not be a section of the police department, nor should the violations bureau. Parking meters should be under the street department and the violations bureau should be a responsibility of the judiciary.

was not done. In cases of emergency, when confusion is at a high point, there are too many opportunities for mistakes to be made if everyone can release information to the media.

Therefore, only the shift supervisor should release information to the news media during the hours of 5:00 P.M. to 8:00 A.M. and on weekends. During normal business hours, the chief or assistant chief should release information to the media at a specified time on a daily basis. For example, the chief or assistant chief could specify 9:00 A.M. Monday through Friday, as the scheduled media briefing.

This does not preclude information of an essential nature being released at any other time during the day, but there should be more control over who releases information.

8. Recommendation: Install tape recorder on dispatch console.

As discussed in the previous section the department has no capabilities for tape recording any radio or telephone communications. In emergency situations and those frequent times when radio transmissions and telephone calls are occurring simultaneously, a tape recorder is essential to insuring proper and effective receiving of all necessary information.

The recommendation does not mean the city should acquire a massive 40 channel dual track recorder. A three channel unit that has "skip" capability would be very adequate. This is a unit containing three cassette tapes, each on a single channel. One channel for telephone calls and one each for any two radio frequencies. In other words, the

Sault Ste. Marie P.D. could be transmitting on the radio, the Michigan State Police could also be transmitting and the dispatcher could be talking on the telephone. All three could be recorded at the same time on the three different channels. There is no real need for more than three channels; there are few dispatchers who can handle more than two radio calls and one telephone call simultaneously.

A particular brand name cannot be recommended here, but a unit such as described above can be purchased for under \$4,000.

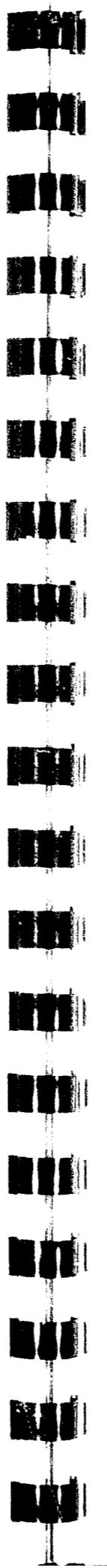
9. Recommendation: Revise present deployment of patrol vehicles on night shift.

At present there are two uniformed officers in each marked squad car between the hours of 7:00 P.M. and 3:00 A.M. This is a necessity for patrolling the business district, but not as necessary for the residential area.

Without increasing present manpower levels, the number of vehicles on the street during the evening hours could be nearly doubled by assigning:

- 1 - one man marked squad car to the west residential area.
- 1 - one man marked squad car to the east residential area.
- 1 - two man unmarked squad car to the central business district area.
- 1 - "beat man" in the central business district area.
- 1 - sergeant in a marked squad car for field coordination, backup, patrol, etc.

The department currently has a sufficient number of vehicles for this suggested patrol deployment.



11. Recommendation: Discontinue policy of paying patrolmen for a full eight hour shift when performing sergeant functions less than eight hours.

Present policy requires a patrolman who fills in for a sergeant, to receive sergeant compensation for an entire eight hour shift, even though he may not actually fill in for the entire eight hours.

Although it may seem relatively minor, this policy is causing the city an unnecessary expenditure of funds. If a patrolman fills in for a sergeant in a supervisory capacity, he should receive sergeant compensation for only the actual time spent doing so.

12. Recommendation: Institute a mandatory in-service training program.

The present training programs made available to members of the department are frequent and well attended. These programs are not in-service in nature and require personnel to travel to other cities in Michigan.

The department has an excellent in-service training program available, which it utilizes to a great extent. However, it is not mandatory, therefore, not every officer attends each session. The monthly training sessions are available twice each month. If the department has access to video tape equipment, it is recommended these sessions be taped. If such equipment is not available the city may have to institute a policy of paying straight time for off duty personnel to attend these sessions. Whichever method is used, mandatory in-service training should be a high priority.

If the 4-10 work schedule, which is discussed later in this report, is adopted, Thursday would be a most opportune day for training sessions, staff meetings, firing range training, testing and evaluation, etc. This would allow in-service training during duty hours and would greatly reduce the possibility of paying overtime for off-duty personnel to attend training sessions.

13. Recommendation: Revise transfer and promotion system.

The present promotion system is based on one criteria; that is seniority. This system operates on the premise that when a sergeant's position is vacant, the most qualified man for that position is the senior patrolman or detective. Any police administrator with any degree of experience will tell you such is not the case. Often times a patrolman with less seniority has more supervisory capabilities than a man his senior.

The promotion system should be on a basis of a) written tests, b) present job performance, c) longevity. The major criteria must be written tests and performance, with only minor (5%-10%) consideration given to seniority on the department.

In order to implement this system, the city must begin an evaluation program within the department. It is suggested the department contact the International Association of Chiefs of Police or National Sheriffs Association for material on written evaluation systems. Also, this consultant will send some personnel evaluation material under separate cover.

These same organizations and the Michigan State Police should also have written examinations available for the department to use or modify for its own use.

The next four recommendations involve the detective bureau and should actually be considered as a group rather than on an individual basis.

14. Recommendation: The detective bureau, under its present setup, should be restructured to more adequately meet the needs of the department.

The bureau presently has one lieutenant, one sergeant, and three investigators. Having two people of a supervisory rank overseeing the work of three others clearly shows an excess of supervisory personnel. Because the sergeant is in the union bargaining unit there is some question as to whether or not he can actually supervise. If the sergeant cannot totally supervise, including discipline when necessary, there is no need for the supervisory rank. This appears to be the case at this time. Therefore, it is recommended that the position of detective sergeant be eliminated. This does not mean the person presently in that position should be demoted. The position should be eliminated through a process of attrition. When the present detective sergeant vacates that position through promotion, retirement or resignation, the position of sergeant should be eliminated.

When the present detective lieutenant resigns or retires, that rank position should also be eliminated.

This consultant believes the Sault Ste. Marie Police Department is not large enough from a manpower standpoint to warrant two supervisory positions in the detective bureau. It is further recommended that there be a total of three detectives assigned to the detective bureau. These

three people would be supervised by the assistant chief of police. There is no need for a supervisory rank in the detective bureau.

Positions in the detective bureau should be just that - positions.

The position of detective should be more of a transfer than a promotion.

This would allow personnel to be assigned to the detective bureau if qualified through written examination and job performance. It would allow more opportunity for lateral movement within the department. Thereby a patrolman could be transferred to the detective bureau, but also transferred back to patrol without being demoted. This would also allow both patrolmen and detectives to be eligible for promotion to sergeant in the patrol division.

Under the present departmental structure a patrolman can be promoted to detective. If he does not enjoy that type of work and desires to return to patrol he must request a demotion in order to do so. The department is in a precarious position also under the existing structure. If a detective is not performing his duties in a satisfactory manner the department must either promote him to patrol sergeant or demote him to patrolman in order to remove him from the detective bureau. Neither course of action is advantageous to the department or the detective.

This revised structure would also allow a patrolman to be promoted to patrol sergeant without having to become a detective first. Under the present system, the senior patrolman must wait until three detectives resign or are promoted before being eligible for patrol sergeant.

In summary, the detective bureau should be a position rather than a rank, which personnel could transfer into and out of, rather than requiring a promotion or demotion in order to do so. This would also allow the department more capability for lateral movement of personnel. Transfers to the

detective bureau should be on the basis of job performance and written examination, not simply seniority.

There should be three detective positions, all under the supervision of the assistant chief of police. The ranks of lieutenant and sergeant should be eliminated when the two persons currently in those positions leave the department.

15. Recommendation: Revise detective deployment and responsibilities.

At present, the detective bureau is solely responsible for investigation. A major study recently released by the Rand Corporation states that the most effective investigation occurs at the crime scene, conducted by the officers present at that time. This suggests that the most effective method of investigation is not what is currently utilized by this department--that is, all investigations are turned over to the detective bureau, when the detectives arrive for duty in the morning. Patrolmen should be allowed, and encouraged to undertake more investigative duties and responsibilities than presently permitted.

To augment and coordinate the investigations, one detective should be assigned to the night shift.

While conducting this study, the consultant was privileged to observe, and actually participate in, two felony investigations; both of which warranted immediate on-the-scene investigation and followup by a detective.

The first was an arson investigation which resulted in the expeditious arrest of a suspect. Because a detective was "on call" rather

than on duty, valuable time was lost in coordinating the investigation. When a detective arrived some confusion existed as to who was performing which aspect of the investigation. Witnesses were available at the scene, but some key statements were not taken until the following day. Had it not been for outstanding on-the-scene supervision by a patrolman and overall coordination by the shift supervisor, this investigation could have been severely hampered by the detective bureau/patrol division structure. The Michigan State Police aided in the investigation by bringing in a tracking dog and assisting with photography and plaster casts of the suspect's boot prints. If normal department procedure had been followed, this case would have been turned over to the detective bureau the following morning. There would have been no chance of using the tracking dog and consequently no chance of finding the boot prints both of which were very essential factors in arresting the suspect.

The second investigation began as a routine "bar disturbance" call. Upon arriving on the scene, a person was observed in front of the bar holding a knife and apparently threatening another person. The suspect was disarmed and taken into custody and incarcerated in the county jail. After returning to the station, a discussion followed as to what charge should be filed against the suspect. Someone said it should be assault, while somebody else said it should be carrying a concealed weapon. Nobody at the scene had taken witnesses names or interviewed the person the suspect was supposedly threatening. It is difficult to charge someone with assault if you do not know who he was assaulting.

In both instances, which occurred prior to 12:00 midnight, a detective should have been available to coordinate the investigation, insure statements were taken from all witnesses and all evidence was properly

accounted for. Keeping in mind that 60% of the department's complaints are received between the hours of 7:00 P.M. and 3:00 A.M., there is sufficient justification for assigning a detective to the night shift.

16. Recommendation: Re-establish the position of juvenile officer.

In view of the earlier mentioned high juvenile petition rate, it is strongly recommended that at least one full-time juvenile officer be re-established in the department. This should also be a position rather than a rank to allow lateral transfer into and out of the position. The selection of this individual should be carefully done so as to insure that only a person sincerely interested in juveniles and able to communicate with them is appointed to the position.

17. Recommendation: Consider instituting a 4-10 work schedule.

As discussed with Assistant Chief Edward and Lt. Perron, this schedule would provide extra manpower for those evening hours when extra manpower is needed, yet it will allow the patrol personnel more days off in succession. A copy of the proposed 4-10 schedule for the Sault Ste. Marie Police Department is attached in appendix B.

18. Recommendation: Alter present system of sergeants not being permitted to supervise.

During the course of the study, this consultant got the distinct impression that because sergeants were members of the union bargaining unit, they were not allowed to supervise patrolmen. This particular aspect of the union contract should be clarified so that everyone clearly understands.

If sergeants cannot supervise; that is, give orders, make decisions, etc., then there is no need for them to hold a supervisory rank. The city is paying for supervisors who are not allowed to supervise. This situation could be altered if recommendation number two is adopted. Although formal disciplinary action should remain the responsibility of the chief, assistant chief and lieutenants, the sergeants should assume field coordinator responsibilities and thus allow lieutenants to more fully assume administrative duties and overall comprehensive shift supervision.

Summary

The Sault Ste. Marie Police Department is a well trained, professional department. Recommendations for better utilization of existing manpower contained in this report should provide more effective service to the city.

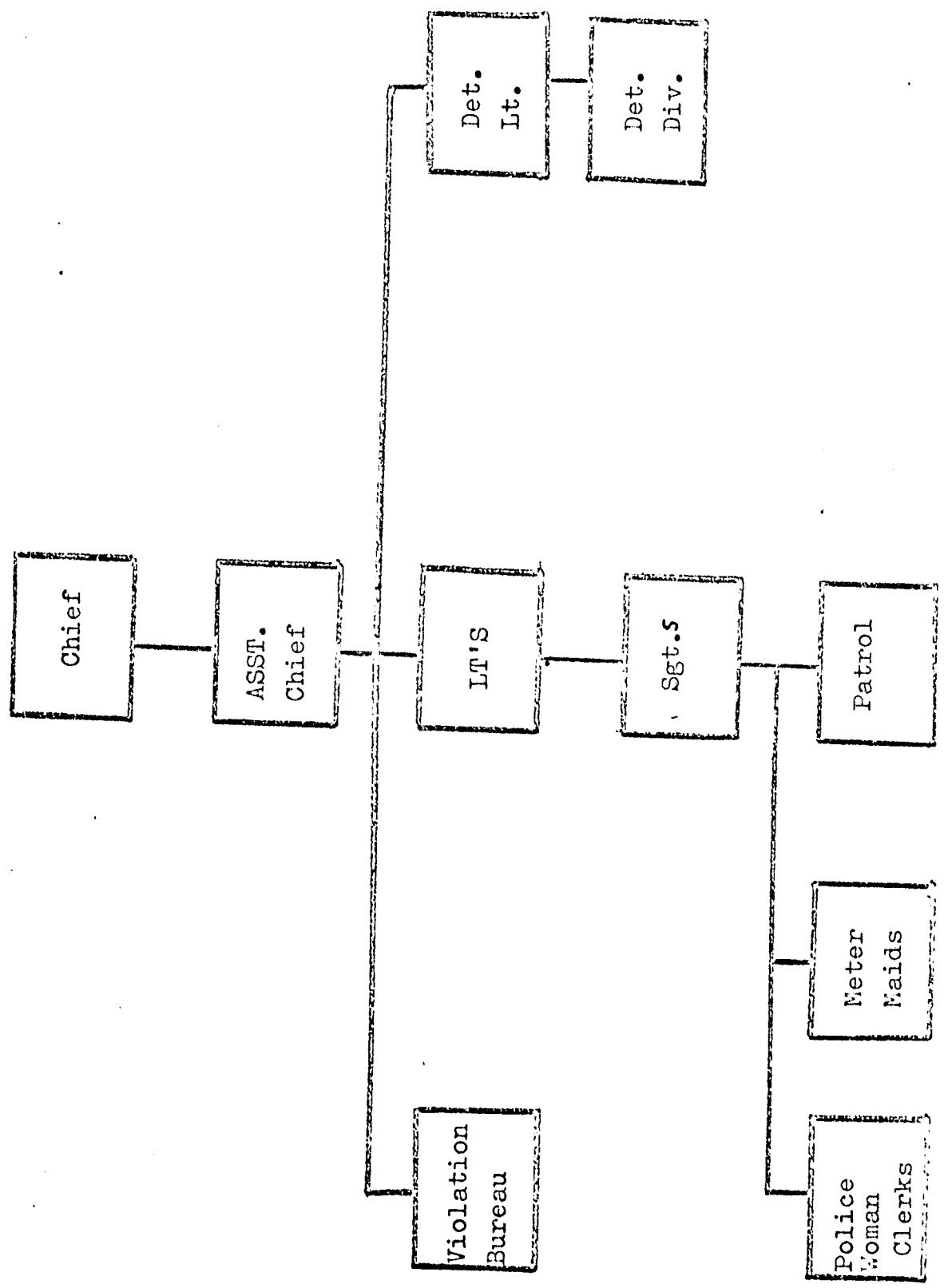
Basically, elimination of the lieutenant and sergeant positions in the detective bureau and assigning one detective to the night shift should improve the effectiveness of the investigation function. Allowing patrolmen to perform some investigative duties should also help in this area.

Revamping manpower in, and deployment of, squad cars should greatly enhance the effectiveness of the patrol function. Assigning sergeants to field supervision duties will aid in putting more men on the streets. The lieutenants can assume more administrative responsibility under this system. During those relatively few shifts each week when lieutenants are not on duty, sergeants could spend part of their time in the station and part on the road, much the same as lieutenants currently do.

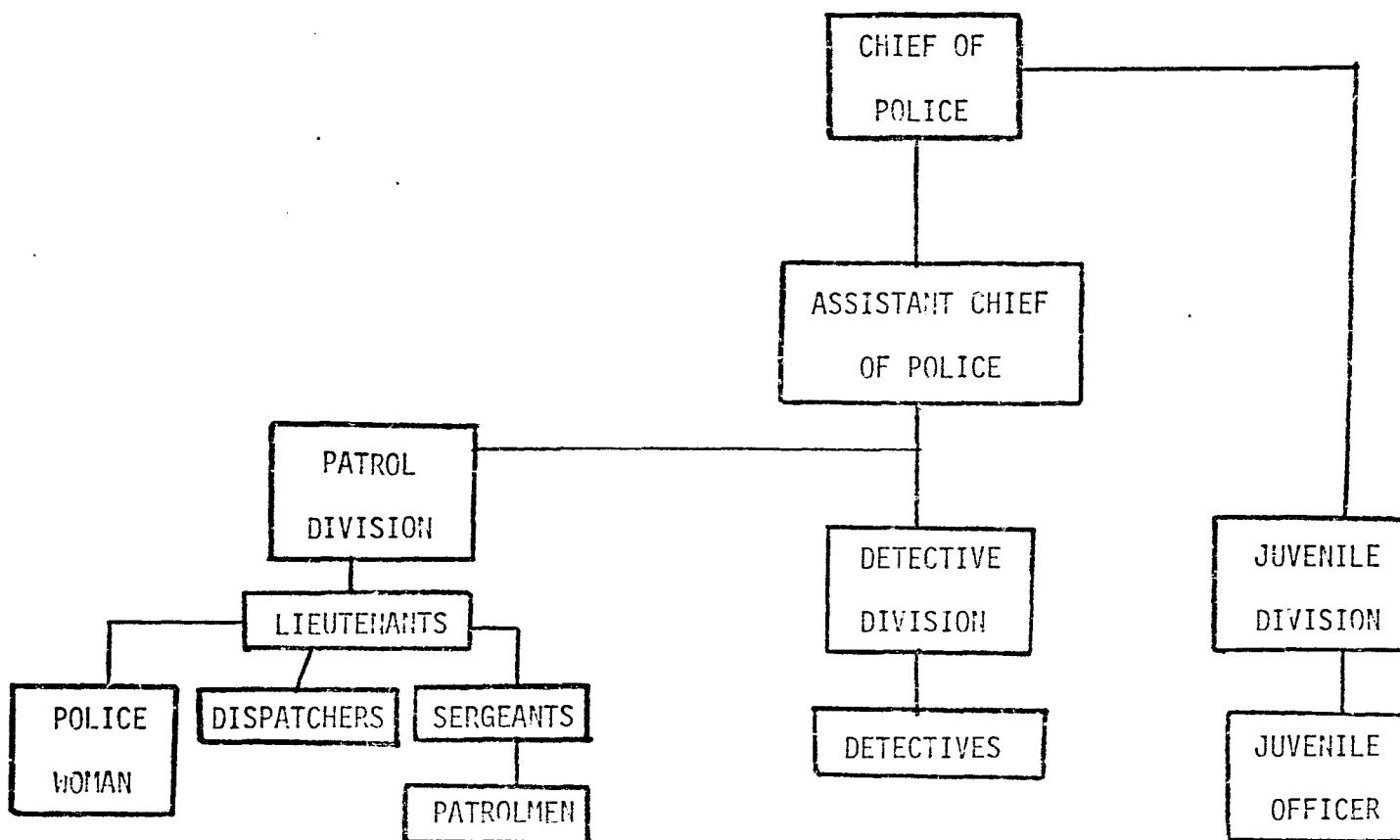
Instituting a joint dispatch system with the sheriff's department will bring about savings in manpower in the long run.

The City Commission should be cautioned that this study will not result in immediate substantial police budget reductions. However, revision of manpower deployment, elimination of the two supervisory ranks in the detective bureau through attrition and joint dispatching should result in long term cost savings in that hiring of additional manpower may not be necessary for several years, providing no dramatic changes occur in population and jurisdictional boundaries.

APPENDIX A



ORGANIZATIONAL CHART
POLICE DEPARTMENT
GAULTVILLE, MAINE, MICHIGAN
PRESENT ORGANIZATION



1. Assign Meter Maids to Street Department/Traffic Engineer
2. Assign Violations Bureau to Courts if possible. If it must remain in the Police Department, assign directly to Chief of Police.

PROPOSED ORGANIZATION

APPENDIX B

<u>Shift</u>	<u>Mon.</u>	<u>Tues.</u>	<u>Wed.</u>	<u>Thurs.</u>	<u>Fri.</u>	<u>Sat.</u>	<u>Sun.</u>
A	0700-1700	0700-1700	0700-1700	0700-1700	OFF	OFF	OFF
B	OFF	OFF	OFF	1700-0300	1700-0300	1700-0300	1700-0300
C	OFF	OFF	OFF	2100-0700	2100-0700	2100-0700	2100-0700
D	2100-0700	2100-0700	2100-0700	2100-0700	OFF	OFF	OFF
E	OFF	OFF	OFF	0700-1700	0700-1700	0700-1700	0700-1700
F	1700-0300	1700-0300	1700-0300	1700-0300	OFF	OFF	OFF

E N D