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ACQUISITIONS



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Effecting Recommended Changes in Police Department Organization and Operations

REPORT NUMBER: 77-020-130

FOR: City of Walla Walla, Washington

Population	23,000 (1973)
Police Strength	
(Sworn)	36
(Civilian)	10
Total	46

Square Mile Area 9.3

CONTRACTOR: Public Administration Service
1776 Massachusetts Avenue, N.W.
Washington, D. C. 20036

CONSULTANT: Russell R. Richardson, Jr.

CONTRACT NUMBER: J-LEAA-002-76

DATE: June 29, 1977

43408

TABLE OF CONTENTS

	<u>Page</u>
FOREWORD	ii
I. INTRODUCTION	1
II. UNDERSTANDING THE PROBLEM	4
III. ANALYSIS OF THE PROBLEM	6
Research	6
Establish Interpersonal Communications with Police Personnel	6
Improve Communications between the City Manager and the Chief	7
Induce Cooperative Attitudes by Other Principals	7
Technical Assistance Report Recommendations	8
A. Reorganization	8
B. Personnel Management	9
C. New Civil Service Positions	9
D. Study of Work Loads	10
E. New Shift Time	10
F. Guild Involvement in Shift Assignments	10
G. Shift Rotation	10
H. Jail Management	11
I. Procedures, Rules and Regulations Manual	11
IV. FINDINGS AND CONCLUSIONS	12
V. RECOMMENDATIONS	13
General Recommendations	13
Specific Recommendations	13
Action Plan	14
Proposed Schedule of Activities	15
Appendix A: City Council Resolution	25
Appendix B: Police Management Advisory Committee Meeting Minutes	28

FOREWORD

In early 1976, the City Manager of Walla Walla, Washington, requested technical assistance from the state's Law and Justice Planning Office in studying the operations and management of the Walla Walla Police Department in order to develop recommendations that would improve the department's efficiency. Although the report was finished in late 1976, the City Manager has requested this additional technical assistance that will help him implement the report's recommendations, since they have not been supported by the Chief of Police and have been, in fact, a source of contention within the department.

The former police administrator assigned as consultant for this project was Mr. Russell R. Richardson, Jr., who also has some personal familiarity with the City of Walla Walla and its police problems. Other involved in processing the request included:

Requesting Agency:	Mr. Larry L. Smith City Manager Walla Walla, Washington
State Planning Agency:	Mr. Jack Ickes Technical Assistance Director Law and Justice Planning Office State of Washington
Approving Agency:	Mr. Galen Willis Police Sepcialist LEAA Region X (Seattle)
	Mr. Robert O. Heck Police Specialist LEAA Central Office of Regional Operations

I. INTRODUCTION

The City of Walla Walla is the county seat of Walla Walla County, Washington, and its population is nearly 24,000 persons. The City covers about nine square miles, and the primary base of its economy is agriculture. Four large institutions are located within the city: the Washington State Penitentiary, Whitman College, Walla Walla Community College, and a U.S. Veterans Administration Hospital. The penitentiary houses about 1,200 prisoners, and over 3,000 students attend the two colleges.

In the nearby city of College Place, which is less than a mile from Walla Walla, is located Walla Walla College; about 2,000 students attend that school.

The form of government is Council/Manager, and Mr. Larry L. Smith has been the City Manager for about 12 years.

The Walla Walla Police Department consists of 46 employees headed by Chief A. L. Watts, who has been Chief for nearly 27 years. The department also has an Assistant Chief of Police who has been in that position for about 20 years; both positions are classified in the Walla Walla Civil Service System.

For many years prior to this project, only the Assistant Chief of Police reported directly to the Chief of Police, while about seven subordinates were a lieutenant who supervised the Detective Division, four sergeants who supervised Patrol Division shifts, and another sergeant who coordinated traffic enforcement and supervised the animal control officers and vehicle fleet maintenance.

This project is an outgrowth of a Technical Assistance Report which had been produced by the Washington State Law and Justice Planning Office. That undertaking had resulted from an April, 1976, request by City Manager Smith for a study of the operations of the Walla Walla Police Department and recommendations for improvements in the department's efficiency and effectiveness.

Lead responsibility for that study was assigned to Mr. Jack Jenks, Police Services Manager for the State Law and Justice Planning Office. The study group made five on-site visits. A major activity undertaken by the group was administration of a questionnaire intended to measure officer morale, perceptions, stress, etc. Additionally, they reviewed the few written policies and orders which were in existence, interviewed the individual employees, and examined the department's facilities and equipment. They then prepared a report in which they described the problems which they perceived and they offered recommendations for resolution of those problems.

The study group concluded in their report that a serious morale problem existed within the department. They alleged that the questionnaire verified the severity of that problem, and they strongly recommended that serious consideration be given to implementation of their recommendations. They suggested that to allow a problem of that magnitude to continue without amelioration would be to establish an expectation of job dissatisfaction, officer turnover, and decreased efficiency.

That work was completed in late 1976, but implementation of the recommendations was delayed for several reasons, principal among which appeared to be the vigorous objection to the entire project by the Chief of Police. Further, the rank-and-file members of the department, acting mainly through the Police Guild, shifted from a position of initial support of the project to a position of concerted opposition and, in effect, became allies with the Chief in his fight against implementing the Technical Assistance Report.

The City Manager, realizing that he did not have an intimate knowledge of police operations and that such knowledge would be necessary if he were to bring about change in the police department over the objections of its key people, turned again to the Law and Justice Planning Office and requested additional technical assistance to help implement the recommendations of the Technical Assistance Report.

In the meantime, intent upon demonstrating their support of the City Manager in this matter, the City Council, by Resolution Number 3803 adopted April 13, 1977, directed that the City Manager, acting through the Chief of Police, should undertake a number of specific activities, each separately identified in the resolution, by stated deadlines. Fortunately, the Council's resolution allowed considerable latitude with respect to the individual recommendations contained in the Technical Assistance Report. In general, they gave the City Manager authority to bring about improvements without having to conform precisely with the recommendations of the report, which had suggested alternative solutions in certain problem areas.

In the course of this assignment, which began April 18, 1977, four on-site visits were made. Among those consulted or interviewed were the following:

Harry L. Drake, Chairman
Technical Assistance Report Review Committee
Walla Walla City Council

Arlo A. James, Councilman
City of Walla Walla

Charles Jungman, Councilman
City of Walla Walla

Ronald G. Sullivan, Councilman
City of Walla Walla

Larry L. Smith, City Manager
Walla Walla, Washington

Albert L. Watts
Chief of Police

Donald W. Wood
Assistant Chief of Police

Jack Ickes
Technical Assistance Director
Law and Justice Planning Office

Jack Jenks
Police Services Manager
Law and Justice Planning Office

Judy J. Smith
Administrative Assistant to the City Manager

Louis A. Silva
Lieutenant, Walla Walla Police Department

Mark T. Davenport
Sergeant, Walla Walla Police Department

Charles N. Fulton
Sergeant, Walla Walla Police Department

Billy H. Jackson
Sergeant, Walla Walla Police Department

Gary Bainter
Patrolman, Walla Walla Police Department

Robert D. Walker
Patrolman, Walla Walla Police Department

Sheri Delp
Departmental Assistant, Walla Walla Police Department

Mary Floyd
Departmental Assistance, Walla Walla Police Department

Steve Ruley
Departmental Assistance, Walla Walla Police Department

II. UNDERSTANDING THE PROBLEM

Two major problems were evident at the outset of this assignment: The relationships among the principals, and the Technical Assistance Report itself.

The situation was one in which the two major principals, the City Manager and the Chief of Police, had experienced long and unfriendly tenure, at least in their official relationships. The City Manager had been displeased with many aspects of police management and operations for a very long time, but he had been unable to do anything about it. He had, though, been openly critical of the Chief and the department to the point that communications between the City Manager and the Chief had deteriorated to the level of terse memorandums and third-party relays, such as through the press.

The Chief, in the meantime, for various reasons of his own had virtually surrendered direction of the department to the Assistant Chief of Police. The Chief had absented himself frequently, and the Assistant Chief had assumed an extremely dominant and aggressive posture over the Department.

The initiative for this entire effort had been supplied by the City Manager. He had obtained the technical assistance for study of the Walla Walla Police Department without consultation with the Chief. In short, the Chief viewed the Technical Assistance Report and the determination of the City Manager to implement its recommendations as just one more phase in a continuum of criticism.

Usually, such a critical review of a department's operation leads to a change in leadership, thereby opening the door to changes and improvements. That was not the case in Walla Walla, though, for all of the principals intended to remain in their respective positions, or so they said. The first problem, then, was to find a way to improve communications, understanding, and confidence between the City Manager and the Chief.

The Technical Assistance Report, unfortunately, had been written in a way which provided all parties, proponents and opponents, with reinforcement for their respective arguments. To fully explain this assertion would require a detailed critique of that report, which is not the purpose of this assignment. In summary, nonetheless, it is necessary to observe that the recommendations which were to be implemented ranged from the explicit to the implied, thereby inviting an equally wide range of responses and criticisms.

The second problem, accordingly, was to find the means by which the spirit of the Technical Assistance Report and the City Council Resolution could be followed without inciting continued opposition because of visible dependence upon the report.

Of course, the third and fourth parties in the dispute about the Technical Assistance Report, namely the Police Guild and the City Council, were important elements whose views and interests had to be carefully considered. While the Council's position was clear and positive, the Guild's position appeared to be antagonistic. Nearly all of the commissioned members of the police department were members of the Guild, so the Guild's support had to be gained in order to achieve progress with this assignment.

III. ANALYSIS OF THE PROBLEM

Research

Although the consultant had become familiar with the Technical Assistance Report prior to embarking on this assignment, it was necessary to gain further knowledge about the situation and to become acquainted with other factors which might influence this project. Accordingly, the assignment began with an extensive interview with the City Manager. His understandings and his perceptions of the current situation and the attitudes of the persons who would be involved in this work were ascertained. Additionally, from the City Manager a number of key documents were acquired, including the contract between the City of Walla Walla and the Police Guild, the Civil Service Rules, a report of a Personnel Classification Study by the U.S. Civil Service Commission which had been done in 1975, the 1976 Uniform Crime Report data pertaining to Walla Walla, the Municipal Code with reference to the sections about the duties and responsibilities of the Chief of Police and the Police Department, and a Technical Assistance Report about the Police Department's records system which had been done in 1972.

Establishing Interpersonal Communications with Police Personnel

Through the City Manager, a staff meeting was arranged in order to introduce the consultant and allow him an opportunity to explain his presence and purpose. All police personnel of the rank of sergeant and above were asked to attend, and the meeting was held on April 19, with apparently favorable results.

A major objection to the Technical Assistance Report had been the fact that none of the researchers or authors had been practicing police officers. Because of the consultant's background in police service and a long-term, casual acquaintanceship with both the Chief and the Assistant Chief, he was received on a professional and friendly basis and apparently was not viewed as the sort of threat posed by the Technical Assistance Report.

Thereafter, the consultant visited at length with the Chief in order to understand more clearly his attitudes about the Technical Assistance Report and the attendant situation and to reassure the Chief about his intentions in Walla Walla.

In summary, the collective staff was told that the consultant did not presume to tell them how to operate their police department, but that they did have some problems for which he could help find acceptable solutions.

Additionally, discussions were held with the Assistant Chief on several occasions about specific issues, as were brief conversations

with numerous other officers and noncommissioned employees of the department. Primarily, during all of those conversations the purpose was to instill confidence in the process of change which was at hand and to gain feedback about the rank-and-file perceptions of such change.

Improving Communications Between the City Manager and the Chief

Perhaps the two most sensitive and necessary aspects of this entire endeavor were to restore the Chief to his proper role as the leader of the police department, a role which he might deny he had lost, and to bring the Manager and Chief together in regular, objective, and fruitful dialogue. Addressing both aspects, the consultant suggested that a daily meeting be held in which, in effect, the Chief would report to the Manager about significant operational matters and problems of the department. To enhance the reporting process, it was recommended that the Chief provide the Manager with a summary report of daily activities of the department and a daily report of the status of police personnel.

The Department has been providing the Manager with a so-called activity report on a daily basis, but the report was too brief to be meaningful. The Chief, obviously seeking to present a good-faith response to the Manager's wishes, improved the quality of those reports and began providing an informative personnel status report shortly after they began regular meetings. (It should be noted, though, that the meetings did not become a daily routine, and they were not frequent when the consultant was absent from the city. However, that failure was attributed by them to conflicts in their own work schedules rather than any ulterior motive.)

When present in Walla Walla, the consultant joined the Manager and the Chief in their meetings so as to offer ideas and alternative solutions to the problems which they discussed. Additionally, he spent several hours in separate consultations with those two officials in a continuing effort to reinforce positive attitudes and a philosophy of objectiveness.

Induce Cooperative Attitudes by Other Principals

A mechanism had to be found and initiated whereby the principal adversaries, or at least their representatives, could move away from confrontation and toward cooperative and objective solution of problems. It was recommended that a special committee be formed, with such committee to be composed of representatives of the City Manager, the Chief of Police, and the Police Guild. Further, it was suggested that the nucleus consist of one representative each of the Manager, the Chief, and Guild, with those three persons electing four more members so as to achieve a representative, yet manageable, group of seven. For the purpose of democratic representation, it was recommended that the committee should include no fewer than two patrolmen, one sergeant, and one noncommissioned employee.

Such a committee was created, and the name "Police Management Advisory Committee" was adopted. First appointments were the Assistant Chief to represent the Chief, the Vice President of the Police Guild to represent the Guild, and the consultant to represent the City Manager. After the full committee was established on April 20, Sergeant Mark Davenport was elected chairman, and the committee met four times during the period of this assignment.

The Police Management Advisory Committee (PMAC) promptly set about to identify the problems with which it should be concerned, most of which had been identified in the Technical Assistance Report. Serious questions arose concerning the validity of the Technical Assistance Report's assertions pertaining to shift assignments and related matters, so a major undertaking by the PMAC has been to design and administer a new questionnaire to clarify those issues. The questionnaire is still in the design stage, but it is expected to be administered during the month of June. Several other subjects were addressed by the PMAC, all of which are reported in the minutes which are attached to this report as Appendix B.

Of special import in the PMAC process is the manner in which the business of the Committee is reported and disseminated. Detailed minutes are kept of each meeting, and copies of those minutes are posted on the department's bulletin board so that all personnel can be aware of PMAC activities.

Cooperation among the members of the PMAC has been excellent. Furthermore, the rank-and-file members of the department seem to have accepted this process, so that the PMAC can expect to play an important role in the decision-making process in the future.

Technical Assistance Report Recommendations

A. Reorganization of the Walla Walla Police Department

The City Manager initiated review of this issue by asking the Chief to give him a detailed functional breakout of the department along with recommendations for reorganization. This request was made during the consultant's initial on-site visit, and the request produced a series of written responses and extensive discussions among the Manager, the Chief, and the consultant. The Chief's first response was very brief and direct. He simply copied the organization chart which had been recommended in the Technical Assistance Report and added the names of the three officers who he recommended to command the three divisions. The Manager found that response quite inadequate, for he had in mind a thorough review of the entire issue. Each subsequent presentation by the Chief was more elaborate than the preceding until, on May 23, after a three-hour, workshop-type discussion, the two reached an acceptable level of understanding.

Designation of the particular officers who should command the divisions was complicated by unresolved litigation pertaining to the "Rule of Three" vs. the "Rule of One." Because of that litigation which had been in the courts for about two years, the city did not have a civil service eligible list for any promotional position in the Police Department. Therefore, in order to achieve an equitable division of work in the department along the lines suggested by the Technical Assistance Report and the more recent discussions between the Manager and the Chief, it would have been necessary to appoint one or more acting or temporary lieutenants. Since the litigation should be decided by mid-July, it was felt that temporary appointments would be unfair to the individuals involved and dangerous to morale, for an interim organizational structure could be designed whereby temporary promotions could be avoided yet progress could be achieved. The consultant offered a recommendation which would transfer some Support Services Division responsibilities to the Patrol Division for the few weeks remaining until a new promotional list can be established. By so doing, a sergeant can supervise the Support Services "Unit," and other complications can be avoided. This recommendation was accepted by both the Manager and the Chief, and the interim organization became effective June 1, 1977.

The attached schedule (See Action Plan, under V, Recommendations) indicates expectations regarding the time for permanent reorganization. The form of such organization will be very similar to the form recommended in the Technical Assistance Report.

B. Personnel Management

Several recommendations about personnel management appeared in the Technical Assistance Report, some by implication and some specific. All of those recommendations and the numerous other elements of personnel management are to be reviewed and steps taken for improvement as shown on the proposed schedule of activities. Except for limited discussions with the City Manager, no significant activity concerning this subject occurred during the on-site visits.

C. New Civil Service Positions--Senior Sergeant and Senior Patrol Officer.

While the Technical Assistance Report was rather specific in recommending these new positions, obviously there are alternative ways for staffing supervisory positions. Some objections to the use of those titles were voiced during cursory discussions in the PMAC meetings. Also, questions were raised about the responsibilities and activities of those positions. Therefore, the subject will be studied further by the Chief and the PMAC in context with the Career Development Program studies which will take place as shown on the proposed schedule of activities. In the meantime, the existing process for temporary supervision of patrol personnel by patrolmen appointed for that purpose will continue.

D. Study of Work Loads

This activity could not be undertaken during the course of this assignment because personnel were not available who could do the job. It is, nonetheless, addressed on the proposed schedule of activities. Special provisions will have to be made whereby qualified personnel can be made available for that task.

E. New Shift Times

The Technical Assistance Report contained sharp criticisms and specific recommendations about shift times, but discussions in the PMAC meetings revealed that the personnel in the Patrol Division were satisfied with the present times set for the shifts. No reason to dispute their feelings could be found, since the Report did not present sufficient evidence to justify a change. Obviously, when the work loads are studied more thoroughly, the issue of shift times should be reconsidered.

F. Guild Involvement in Shift Assignments

The Technical Assistance Report urged that the Police Guild be given the opportunity to have Patrol Division personnel sign up for shifts by individual preference. However, the PMAC elected to research this matter and related aspects of the assignment of personnel. That choice came about because some members of the PMAC expressed doubt that the observations made in the report were still valid. A questionnaire, as reported earlier, will be the mechanism by which attitudes and preferences will be examined.

The questionnaire endeavor, while involving the Guild through representation on the PMAC, is more than a Guild project. Rather, it represents a cooperative effort between the administrative arm of the Department, the Guild, and the City Manager. As previously stated, the questionnaire should be administered during the month of June.

G. Shift Rotation

This subject, too, was addressed with a specific recommendation in the Technical Assistance Report. However, as with shift assignments, alternatives are rational, and it will be covered in the questionnaire.

In view of the attention which had been and was to be given to all aspects of and to shifts, this subject was researched, and the members of the PMAC were provided with copies of several pieces of literature on the subject. The goal was to acquaint them with some of the alternatives possible in work days/off days combinations and to enlighten them about stress factors associated with various rotation schemes.

H. Jail Management

The City Council had directed that the problems with the jail were to be treated in progressive steps. The first step was to develop a plan for minor modifications. Subsequently, detailed procedures for operation of the jail were to be written. The proposed schedule of activities provides for accomplishment of both of these steps within the time frame set by the Council.

I. Procedures, Rules and Regulations Manual

A major portion of the Technical Assistance Report dealt with this subject, including a proposed text for sections of such a manual. Unfortunately, those recommendations did not take into consideration the dynamics associated with creation and maintenance of a modern manual for governing an organization. Therefore, the PMAC was provided with current literature for study as well as with a codified, subject-oriented format for their consideration.

The PMAC unanimously agreed with this format and concept, and they recommended that the Department adopt that design, which provides for 12 chapters into which those directives relating to the subject of each chapter will be collated. Each chapter is subdivided into subjective elements, thus providing for the collection of closely related directives into their respective subsections. Within the subsections, directives are numbered sequentially. Each chapter, accordingly, is identified by a primary number; each subsection is identified by a secondary number; and each individual directive is identified by a tertiary number.

In this system, all standing position statements and directives, whether they be called policies, procedures, rules, regulations, or whatever, can be collected into one, open-ended manual. This method might not be acceptable in a large department because of the volume and variety of documents required, but it should be quite satisfactory in a small department. It is simple, yet it fulfills all the requirements for orderly retentions and rapid retrieval of departmental directives.

By adoption of the style indicated, actual development of the manual will become an on-going process. As each rule or procedure is adopted, it can be documented, numbered, and inserted into the appropriate niche in the manual. When changes in a directive are necessitated, that particular rule or procedure can be amended and the amended documentation can be substituted readily into the manual.

Work on the manual should get underway in June, as shown on the proposed activity schedule, and it should continue throughout the life of the Walla Walla Police Department.

IV. FINDINGS AND CONCLUSIONS

Because of the unusual nature of this assignment, "analysis" and "results" were so closely interdependent that separation would have damaged the continuity which seems appropriate to this report, thus rendering the report less meaningful. The preceding analysis section, therefore, contains the main narrative which otherwise might have been presented in this section.

Certain rather subjective conclusions can be reported here, nonetheless, and they are:

- 1) That most of the problems identified in the Technical Assistance Report were or soon would be verified by continued study of the management and operations of the police department, especially by the PMAC;
- 2) That many of the recommendations in the Technical Assistance Report were arbitrary and not necessarily the best choice for solution of the respective problems;
- 3) That contrary to preliminary indications, all parties acknowledged that problems do exist in the police department and that the Technical Assistance Report identified them;
- 4) That all parties are willing to work together toward resolution of those issues which constitute mutually acknowledged problems;
- 5) That knowledgeable, determined, cooperative leadership must be present if the Walla Walla Police Department is to be converted successfully into an efficient and effective organization; and
- 6) That the activities required to bring this overall effort to a successful conclusion are time-consuming, and they may prove to be too ambitious for the present staff of the police department.

V. RECOMMENDATIONS

General Recommendations

The Walla Walla Police Department clearly is deficient in several respects, and all parties responsible for or concerned with those deficiencies have been urged to aggressively pursue the course set by the City Council in their Resolution (See Appendix A), the first steps of which were implemented as a product of this technical assistance.

Specific Recommendations

- 1) The City Manager must continue to take an active interest in the affairs of the police department, and he should meet frequently, preferably daily, with the Chief of Police in the manner initiated in mid-April.
- 2) The Chief of Police should fulfill his responsibilities by being present regularly during this period of transition and by personally overseeing as much of the transitional work as possible.
- 3) The Chief of Police should continue to provide information daily to the City Manager through written activity briefs, personal reports, and other means so as to keep the Manager abreast of the department's successes and problems.
- 4) The PMAC should be continued for an indefinite period to enable rank-and-file input into the decisionmaking process, but its membership should be changed. Initially, the PMAC was established to provide a forum for expression of conflicting points of view and resolution of those controversies related to the Technical Assistance Report. Since the major antagonists seemed to be the Manager, the Chief, and the Guild, the PMAC was set up to represent each of those interests. The long-term purpose of such a group, though, should be to study selected issues and provide advice to the Chief of Police regarding those issues. Since the Chief can and will regularly get advice from his top staff, and further, since the presence of command officers often serves to inhibit subordinates, the PMAC would be of most utility if its membership did not include division commanders. Rather, its membership should be limited to those members of the department who do not enjoy a regular opportunity to counsel the Chief.

Action Plan

The action plan that follows was produced as a part of this assignment and is presented as a Proposed Schedule of Activities.

PROPOSED SCHEDULE OF ACTIVITIES
 TO IMPLEMENT CITY COUNCIL RESOLUTION NO. 3803
 AND TO EFFECT IMPROVEMENTS IN MANAGEMENT AND OPERATIONS
 OF THE WALLA WALLA POLICE DEPARTMENT

May 31, 1977

<u>Month</u>	<u>Activity Number</u>	<u>Activity Description</u>	<u>Council Deadline</u>
June	1	Establish interim organization.	7-15-77
	2	Establish procedure for personnel assignment to divisions, shifts, days off, etc.	7-1-77
	3	Initiate new system for documentation, distribution, and maintenance of rules, regulations, and procedures.	10-31-77
	4	Develop a plan for minor modification to the jail.	7-11-77
	5.	Develop and initiate a procedure to encourage and respond to employee suggestions.	9-30-77
	6	Prepare for examinations to establish promotion eligibility lists for the ranks of sergeant and lieutenant	na*
July	7	Establish eligibility list for promotion to lieutenant.	na
	8	Establish eligibility list for promotion to sergeant.	na
	10	Develop a plan for in-service training	na
	11	Establish procedures for operation of the jail.	7-15-77
	12	Develop a set of joint operations procedures for performance of duties at the Washington State Penitentiary.	1-1-78

*na = not applicable

	13	Prepare for a staff workshop to set departmental objectives for 1978.	na
August	14	Establish the new, permanent organization.	na
	15	Set objectives for the remainder of 1977 and for 1978.	na
	16	Develop a manpower allocation plan.	na
	17	Develop the preliminary budget for 1978.	na
September	18	Recommend policy and develop procedures for recruitment and selection of police personnel.	9-30-77
	19	Design a plan for improvement of the reporting and record-keeping system.	na
	20	Develop a plan for employee career development (including promotional procedures, other rewards, educational opportunities, and other means to provide employee satisfaction).	9-30-77
	21	Establish a procedure for handling disciplinary matters.	9-30-77
October	22	Adopt a set of modern rules of personal conduct.	10-31-77
	23	Develop a plan for interagency, nonemergency, mutual support with other police agencies in the area.	1-1-78
	24	Other activities to be performed during 1977 and 1978 will be dictated by the objectives which will have been adopted during the August workshop	

(See the following elaboration of this schedule for clarification of the activities described and for an outline of the elements of the activities.)

Outline of the elements of the activities described in the preceding proposed schedule of activities.

1. Establish interim organization

- a. Write and disseminate order to all personnel:
 - (1) Setting the organization structure;
 - (2) Defining the scope of responsibility for each major unit;
 - (3) Providing for lines of authority in the absence of principal commanders;
 - (4) Naming the commanders of the major units; and, if necessary,
 - (5) Making other personnel assignments.
- b. Make a public announcement about the interim organization through the news media.
- c. Set the time for weekly staff meetings to include the Chief of Police and the division commanders.
- d. Set the time for monthly staff meetings to include the Chief of Police, division commanders, and all sergeants.

2. Establish procedure for personnel assignment to divisions, shifts, days off, etc.

- a. Conduct a survey to learn about the preferences of the personnel.
 - (1) The Police Management Advisory Committee (PMAC) is working on a questionnaire for this purpose.
- b. Decide the policies and procedures for:
 - (1) Assignments of personnel to
 - (a) Divisions or other major units,
 - (b) Shifts within units, and
 - (c) Regular days off, compensatory time off, days off in lieu of holidays, and vacations.
 - (2) Rotation of personnel among
 - (a) Divisions or other major units,
 - (b) Shifts within divisions, and
 - (c) Regular days off.

c. Write and disseminate to all personnel a directive based upon b, above.

3. Initiate new system for documentation, distribution and maintenance of rules, regulations and procedures.

a. Decide the style, organization and format for the "Manual."

(1) The PMAC has presented a recommendation to the Chief of Police.

b. Place responsibility for control and maintenance of the manual.

(1) Name a document control officer.

(2) Train the document control officer.

c. Acquire binders for the manual.

(1) The binders should be of high-quality construction and appearance and should be suitably labeled.

d. Produce a written directive setting the policy and defining the procedure for control, maintenance, and distribution of the manual.

4. Develop a plan for minor modifications to the jail.

a. Review the existing situation in relation to minimum requirements.

(1) The State Jail Inspector can provide information on minimum requirements.

(2) The Technical Assistance Report offers suggestions.

b. Identify and consider alternative modifications in terms of cost and feasibility.

c. Produce a written report with recommendations for consideration by the City Manager and the City Council.

5. Develop and initiate a procedure to encourage and respond to employee suggestions.

a. Research alternative mechanisms for soliciting, evaluating, and rewarding employee suggestions for improvements in management and/or operations of the Department.

b. Decide upon a procedure and produce a written directive setting the policy and describing the procedure.

6. Prepare for examinations to establish promotion eligibility lists for the ranks of sergeant and lieutenant.

While this activity is the responsibility of the Civil Service Commission, the advice of the Chief of Police should be sought, and he should be prepared to offer advice concerning the content of such examinations so as to assure that they are relevant and objective.

7. Establish eligibility list for promotion to lieutenant.

8. Establish eligibility list for promotion to sergeant.

As with activity 6, above, responsibility for these activities rests with the Civil Service Commission. Nonetheless, progress toward improved management of the Walla Walla Police Department is dependent upon these activities, and they must be given prompt attention.

9. Develop a procedure for handling complaints by employees.

a. Research methods by which complaints by employees can be heard, evaluated, and resolved.

(1) Because of the close relationship between various types of complaints by employees and the formal grievance procedure in the contract between the city and the Police Guild, care must be taken to avoid new conflicts which may result if a recommended procedure does not distinguish between internal and external methods for and jurisdiction over conflict resolution.

(2) Civil Service Rules, too, address this area of concern and must be considered in the development of internal departmental procedures.

b. Produce a written directive setting the policy and describing the procedure.

10. Develop a plan for in-service training.

a. Place responsibility for the department's in-service training program by naming a training officer.

(1) Train the training officer. Since the department's staff includes three officers who are graduates of the FBI National Academy, the potential is on hand to quickly move

into an effective training program. If that resource is not used, the training officer must be given appropriate training as soon as possible.

- b. Survey and analyze the status of training of the personnel.
- c. Document a training plan designed to improve the functional quality of the department.
 - (1) Identify specific deficiencies in relation to the desirable types and levels of skills required for effective operations.
 - (2) Research the availability of training courses needed to overcome the deficiencies and evaluate such courses in terms of cost.
 - (3) Select those courses which appear most feasible and will best serve to overcome deficiencies in skill levels.
 - (4) Produce a written recommendation in the form of an implementation schedule.

11. Establish procedures for operation of the jail.

- a. Research applicable current standards and modern jail management practices. (Refer to comments under Activity 4, above.)
- b. Review manning requirements based upon prisoner population and characteristics.
- c. Establish a duty schedule for jailers which will maximize use of the available personnel.
- d. Produce a written directive setting the policy and describing the procedures for operation of the jail.

12. Develop a set of joint operating procedures for performance of duties at the Washington State Penitentiary.

- a. Review the legal and, if any, the moral responsibilities of each agency.
- b. Identify and compare alternative methods for handling the various classes of activities at or associated with the Penitentiary.
- c. Prepare a written report with recommendations for consideration by the City Manager and, if necessary, the City Council.
- d. Produce a written directive setting the policy and defining the procedures.

13. Prepare for a staff workshop to set departmental objectives for 1978.

- a. Decide the scope and duration of the workshop. Setting of the scope will help to determine who should attend. The duration will depend upon the degree of ambition to which the City Manager and the Chief are willing to commit.
- b. Decide upon the quality of leadership and arrange for such leadership.
- c. Arrange for and announce the place and date.
- d. Identify data needs and gather such data as a basis for workshop deliberations.

14. Establish a new, permanent organization

- a. Write and disseminate an order to all personnel:
 - (1) Setting the organizational structure;
 - (2) Defining the scope of responsibility for each major unit;
 - (3) Providing for lines of authority in the absence of principal commanders;
 - (4) Naming the commanders of the major units; and,
 - (5) Making other personnel assignments as necessary.
- b. Make a public announcement about the new organization through the news media.

15. Set objectives for the remainder of 1977 and for 1978

Refer to Activity 13, above. The major product of the workshop should be this activity.

- a. In addition to setting objectives, the workshop should produce a mechanism for assuring progress towards attainment of objectives.
 - (1) A detailed work plan can serve as a measuring device.

16. Develop a manpower allocation plan

- a. Based upon the departmental objectives, identify the types of job classifications required to perform the tasks required.

- (1) This activity should include reconsideration of the positions of Senior Police Officer and Senior Sergeant which were recommended in the Technical Assistance Report.
 - b. Justify the numbers of personnel in each classification which will be required to achieve the departmental objectives.
17. Develop the preliminary budget for 1978.
 - a. Base manpower requests upon the manpower allocation plan.
 - b. Justify operating and equipment costs requests by reference to the manpower allocation plan, status of inventories of supplies and equipment required to support the manpower requests, and condition of equipment.
18. Recommend policy and develop procedures for recruitment and selection of police personnel

As with Activities 6 - 8, primary responsibility for this activity belongs to the Civil Service Commission. Nonetheless, administration of the recruitment and selection of police personnel is a matter of proper interest and concern to all members of the Police Department.

 - a. Research current recruitment and selection practices in the field of law enforcement.
 - b. Evaluate alternative practices.
 - c. Decide upon and submit written recommendations to the City Manager/Civil Service Commission.
19. Design a plan for improvement of the reporting and records-keeping system
 - a. A request for technical assistance has been submitted to the State Law and Justice Planning Office by the City Manager. Preliminary response has appeared to be favorable, but the Technical Assistance Program is the responsibility of the Law Enforcement Assistance Administration. Therefore, we cannot be sure that the assistance will be forthcoming, but if it does become available, the advisor should be on this project by September.
 - b. If technical assistance does not become available through the LEAA program, consideration should be given to acquisition of qualified assistance with local funds, for the concerns expressed in the Technical Assistance Report are valid. Further, observations by the consultant have

affirmed that the present system is neither economical nor efficient.

20. Develop a plan for employee career development

Although the Technical Assistance Report and the City Council confined their comments to opportunities for promotion and education, employee satisfaction is dependent upon a much broader scope of gratifications. A Career Development Plan would address such concerns and would establish a variety of in-service courses by which each employee could seek job satisfaction.

- a. Research career development plans which have been implemented.
- b. Evaluation applicability of the various plans to the Walla Walla situation.
- c. Develop and document a plan as a recommendation to the City Manager, City Council, and/or the Civil Service Commission, as appropriate.

21. Establish a procedure for handling disciplinary matters.

- a. Review the existing procedures as set forth in the law and Police Guild contract.
- b. Identify the unwritten procedures, if any, which are or have been practiced recently in the Walla Walla Police Department.
- c. Produce a written report in the form of a recommendation to the City Manager and/or the Civil Service Commission; such recommendation to be limited to those disciplinary matters which are not adequately covered by existing law or regulations.

22. Adopt a set of modern rules of conduct

The traditional core of Manuals of Rules and Regulations is the section which deals with regulations of personal conduct. Further, as indicated in the Technical Assistance Report, the Walla Walla Police Department had not kept those regulations in tune with the times.

- a. Review the existing and proposed regulations. (A set of proposed regulations has been presented to the PMAC by the Chief of Police.)
- b. Decide upon appropriate regulations.

- c. Submit a Code of Regulations of Personal Conduct to the City Manager for review.
 - d. Upon approval, include the Code for Personal Conduct in the Departmental Manual.
23. Develop a plan for interagency, nonemergency, mutual support with other police agencies in the area.

"Nonemergency" has been set as the limit for this activity under the assumption that an emergency mutual support agreement already exists. If not, such an agreement should be sought promptly.

- a. Research for this plan should include consideration of:
 - (1) Detention of prisoners;
 - (2) Sharing of investigative resources;
 - (3) Sharing of communications personnel and facilities; and
 - (4) Sharing of records-keeping personnel and facilities.
- b. The specific steps of this activity would depend upon the willingness of other agencies to participate in the study. In any case, all efforts should be documented and, if possible, recommendations should be produced.

RESOLUTION NO. 3803

A RESOLUTION OUTLINING MEASURES TO INCREASE THE EFFECTIVENESS OF POLICE SERVICES TO THE CITY OF WALLA WALLA, WASHINGTON.

WHEREAS, the City Council of the City of Walla Walla has previously authorized an investigation and report of the Walla Walla Police Department to be made by the Washington State Law and Justice Planning Office (LJPO), and said LJPO report has outlined certain problems existing within the Police Department and has further made certain recommendations for the correction thereof; and

WHEREAS, the problems outlined in said LJPO report, as confirmed by the City Council, include:

1. Inadequate and inefficient organizational structure;
2. Shift assignments inconsistent with best service to the City of Walla Walla, and also causing deterioration of employee morale;
3. Employee confusion and lack of information on policies for hiring, promotion, educational opportunities, personnel complaints, employee suggestions for improvement of service, duty rotations and disciplinary actions;
4. Inadequacies in jail facilities and operation; and
5. Lack of an up-to-date departmental policy and procedures manual.

and

WHEREAS, the City Council recognizes that said problems have impaired the ability of the Police Department to provide maximum police service to the City; and

WHEREAS, the City Council recognizes that its primary objective in light of said LJPO report is to increase the effectiveness of the Police Department in providing police service to the City by implementing certain of the LJPO report's recommendations, within the budgetary limitations for staffing and jail facilities,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WALLA WALLA:

Section 1. That the City Manager, acting through the Chief of Police, shall

Appendix A

1. By July 15, 1977, modify the organization of the Police Department so that it is in essential conformance with Chart No. 3 of the LJPO report, with three divisions and no assistant chief. This reorganization shall be accomplished with no grade or pay reductions to existing personnel and, further, all newly established positions shall be filled by means of regular Civil Service procedures. There shall be no forced reductions of personnel as a result of this reorganization.
2. By July 1, 1977, review and modify, as necessary, all shift times and rotational procedures giving full consideration to, but not necessarily fully complying with, the recommendations of the LJPO report. The principal objective herein shall be to provide the best possible police service to the City, while at the same time taking into consideration the personal needs of the department employees not inconsistent with said objective.
3. By September 30, 1977, publish written procedures consistent with Civil Service requirements, the Police Guild-City of Walla Walla Agreement, and all other pertinent federal, state and city regulations, covering hiring, promotions, educational opportunities, personnel complaints, employee suggestions for improved services, duty rotations and disciplinary actions. The City Council recommends that the Police Guild and Civil Service Commission be involved in formulating these procedures but that the City Manager's decision on the final content of the published procedures shall be final. Every employee in the Police Department shall be furnished a copy of each of these procedures, complete with any and all revisions.
4. By July 15, 1977, review the administration of the City Jail giving full consideration to, but not necessarily fully complying with, the recommendations of the LJPO report. Also by said date, prepare plans for the relatively minor modifications to the City Jail facility and, if funds are available, proceed with those modifications.
5. By October 31, 1977, produce an updated Police Department Policy and Procedures Manual. The City Council hereby specifically approves LJPO report Policy Nos. 1,2 (with clarification), 3,4 and 5. As suggested by the LJPO report, all procedures, rules and regulations shall be reviewed by the City Attorney and approved by the City Manager. This manual and all subsequent revisions shall be available to all members of the Police Department.

Resolution 3803

6. By December 31, 1977, review the Policy and Procedures Manual for errors and omissions and correct it accordingly. Additionally, provide for the full review, updating and additions by the Police Chief and division heads and approval by the City Manager at least once each year thereafter.
7. By January 1, 1978, complete formal coordination procedures with Walla Walla County, Washington State Penitentiary, City of College Place, and with such other organizations as are necessary to improve the police service to the City.
8. By April 15, 1977, begin holding regular meetings between the City Manager, Chief of Police and his key supervisory personnel to develop details of compliance with this Resolution, and to discover and solve other departmental problems. These meetings shall be held at not greater than two-week intervals until at least December 31, 1977. All meetings to be documented in the form of written minutes.
9. During the entire implementation period, keep all employees of the Police Department advised of the changes proposed and being made.

Section 2. The City Manager shall hereafter furnish reports to the City Council on the status of the implementation of this Resolution at least once each month until further notice.

PASSED by the City Council of the City of Walla Walla, Washington, this 13th day of April, 1977.

Mayor

Attest:

City Clerk

Resolution 3803

The following are the minutes of the POLICE MANAGEMENT ADVISORY COMMITTEE meeting, held in the conference chambers of Walla Walla City Hall, Walla Walla, Washington, on Wednesday, April 20, 1977:

The meeting was called to order at 2:40PM. The following persons were in attendance:

1. Assistant Police Chief Don Wood, representing the Office of Police Chief.
2. Lt. Louis A. Silva, representing the Walla Walla Police Department.
3. Russ Richardson, representing the City Managers Office.
4. Patrolman Gary Bainter, representing the Walla Walla Police Department.
5. Sgt. Mark Davenport, representing the Walla Walla Police Department.
6. Officer Bob Walker, representing the Walla Walla Police Guild.
7. Dept. Assistant II Steven R. Ruley, representing the non-uniformed police employees.

It was decided that the committee would need a chairman, and Sgt. Mark Davenport was nominated and elected. His first official act was to appoint Steve Ruley as recording secretary for the committee.

Discussion proceeded to setting a time for our meetings, and after discussion, it was decided that the committee will meet Tuesday, April 26, 1977, at 2:00PM, and thereafter, every other Tuesday at 2:00 PM.

The question of compensation for attending the meetings was introduced to the floor, and it was decided that permission from the Management would be necessary to authorize either pay or comp time for attendance by off duty employees.

Discussion then centered on the purpose of the committee, this being to study and make recommendations to the Chief of Police on selected subjects relating to the management and operations of the Walla Walla Police Department.

The group agreed to immediately begin a study of shift times and rotational procedures in order to meet the WPA deadline of July 1, 1977.

Assistant Police Chief Don Wood made a request for obtaining more Technical Assistance reports, so that each member of the committee may have access to a copy. Mr. Russ Richardson agreed to look into this matter.

In order to provide a working base for discussion and action, it was recommended by Mr. Richardson that each committee member do some personal research on days-off, shift hours, rotation of shifts, frequency of rotation, and method of assignment of such a situation. The possibility of establishing non-rotation was also entered into the discussion for thought.

Patrolman Gary Bainter informed the committee that one possible answer to a rotation problem would be to have officers remain on a shift for a specified amount of time, such as four months, and after that time was completed, the officer would be eligible for rotation, depending upon the preferences of the senior patrol officers.

The possibility was also mentioned that there may be no problem currently with 12^{1/2} shift hours, but maybe only with days off and method of shift assignment.

Committee Chairman Mark Davenport volunteered to conduct a poll of the Walla Walla Police Force to determine the consensus of opinion of shift times, shift rotations, and rotations of days off. This poll, and results of same will be presented at the 3rd meeting of the committee.

It was decided that on the next committee meeting date, the following items will be discussed:

1. Proposed Regulations
2. Proposed Poll Questions as mentioned above
3. Each member will attempt to isolate some problem of a management nature for discussion.

The first meeting of the POLICE MANAGEMENT ADVISORY COMMITTEE was adjourned at 3:56 PM, April 20, 1977.

Respectfully Submitted,

Steve Ruley, secretary-recorder

The following are the minutes of the POLICE MANAGEMENT ADVISORY COMMITTEE meeting, held in the conference chambers of Walla Walla City Hall, Walla Walla, Washington, on Tuesday, April 6, 1977.

The meeting was called to order at 2:05 PM by Chairman Mark Davenport. All committee members were in attendance.

At the beginning of the meeting, extra copies of the LJPO Technical Assistance Report were available, and each committee member now has a copy for reading and study.

The minutes of the last meeting were submitted for approval, and were approved with the following corrections:

1. Paragraph 6 on page 1 is changed to read as follows: "The group agreed to immediately begin a study of shift times and rotational procedures in order to meet the Walla Walla City Council deadline of July 1, 1977."

2. Paragraph 9, the portion of the sentence following the last comma is changed to read "depending on whether they wish to rotate or whether another officer with the minimum period of time on another shift wished to replace them. They would only be replaced at that time if they had the most time of any officer on that shift."

The question was raised as to whether the committee should adopt any special rules of order, and after discussion, it was decided that we will follow standard rules of order as specified in Roberts Rules of Order.

Chairman Mark Davenport began the presentation of OLD BUSINESS with a discussion of the proposed poll questions for the Walla Walla Police Department on shift times and rotational procedures. He reported that he was experiencing some difficulty in designing the poll. He pointed out a need to have a manipulation check built into the poll to ensure that the questions were actually being considered by the participants, and not answered in a random manner. It was also pointed out that such a poll should be taken by all of the participants at the same time to avoid influence of supervisors and other employees. A Guild Meeting was suggested as the possible location for administration of the poll. Also, it was made known that a place for general comments and/or suggestions should be made at the conclusion of the poll as a possible vehicle for obtaining crucial input from department members. Said poll will be treated with standard statistical treatments for determination of significance.

More input is needed at this point on the question of shift rotation and assignment, and Chairman Davenport will attempt to obtain this. Each member of the committee was also advised to collect any available input and information on this subject.

Puss Richardson supplied each member of the committee with 3 reading handouts consisting of "Stress, Distress, and Adaptation in Police Work" by Martin Reiser, reprinted from POLICE CHIEF magazine, Jan. 1976 issue, "Team Policing In A Small Department" by Joseph S. Koziol JR., reprinted from POLICE CHIEF magazine, July 1976 issue, and "Police Personal Problems-Practical Considerations for Administrators" by Howard D. Teten & John W. Minderman, reprinted from FBI Law Enforcement Bulletin.

Assistant Police Chief Don Wood noted that compensatory pay has been authorized for committee members attending these meetings while off duty.

The topic of the Walla Walla Police Department Police Manual was raised, and Assistant Police Chief Don Wood agreed to obtain enough copies of the present manual for each committee member to read and comment upon. It was agreed that proposed regulations may be effectively used as a sounding board for development of better & more comprehensive regulations. Each member of the committee should have a copy of these before next meeting. Any problem areas in these regulations should be noted for discussion.

The question of voting by committee members of crucial topics was discussed, and it was decided that the minutes will reflect the way each committee member votes, in this way each member will be responsible for his vote to the members of the department he is representing.

The business of the committee then proceeded to the presentation of a management problem by each committee member. Problems were presented as follows:

1. Officer Bob Walker advised of a possible oversight in the lack of recognition to employees for various job aspects. It was felt by the committee that recognition for a job well done is a necessary and vital part of the administration of a Police Department. It was also suggested that positive reinforcement be available as freely as disciplinary action. Also, the possibility of establishing some sort of recognition program for the general public was mentioned, this being for recognition of citizens who aid Law Enforcement in some substantive manner.

2. Assistant Police Chief Don Wood used the problem of vacation scheduling as a management problem. He requested any ideas and/or suggestions which might be available to ease this annual problem.

3. Officer Gary Bainter felt that a management problem existed in the inconsistencies of expectations from supervisors. Many officers are becoming confused in trying to please each supervisor they work with, and it apparently is becoming a problem which should be considered. Sgt. Mark Davenport pointed out that a written policy on this may not necessarily be the answer, as it may restrict the line supervisor so that he may lose some of his effectiveness.

4. Lt. Louis A. Silva brought up the question of the selection of Patrol Officers for service in the detective division. He requested any comments or suggestions on the establishment of a policy for determining this. Patrolman Gary Bainter suggested the establishment of a policy which would outline the results a patrolman should achieve in his time in the Detective Division. The question was also raised as to whether it should be mandatory for an officer to serve any time in the Detective Division. Sgt. Davenport pointed out that this time in that division serves as an excellent training vehicle for further police service.

5. Dept. Assistant Steve Ruley felt a management problem existed in the lack of strong and definite lines of authority in the records division. This is resulting in records personnel working for several supervisors with no real control, and is resulting in an overload of work on an increasingly frequent basis.

Also, a problem with transferring telephone calls to others offices in the department was mentioned. The dispatch desk is presently responsible for handling 6 incoming telephone lines, 4 radios, an intercom line, an alarm panel, all in addition to doing regular report work, and occasionally handling the teletype and front counter. It was felt that when a call is transferred to a specific office in the department, the occupant of the office should not just ignore the intercom simply because they are on the telephone, because in most cases, the dispatcher already has several people on the telephone to handle.

Mr. Russ Richardson pointed out that several departments use a separate telephone number for each division, such as records, detectives, juvenile, etc., thereby eliminating a large telephone burden from the dispatch desk.

Sgt. Davenport pointed out that many people are using the dispatch as a secretarial pool, and this habit should be controlled to a greater extent.

Assistant Police Chief Don Wood stated he will check into the possibility of having the telephone company do a survey on WWPDP phone traffic, and possibly make suggestions and/or recommendations.

6. Committee Chairman Mark Davenport voiced the need for a training manual for police personnel to reduce the problem of uniformity of training, and inconsistency in training between shifts. It was also mentioned that a training manual for dispatch personnel would be a great help.

Mr. Richardson stated that many departments have a "training officer" appointed to oversee the basic training function within the various departments.

Each of the above problems will be discussed at the next meeting scheduled for May 10, 1977, at 2:00PM.

Mr. Richardson also advised that he has checked with the City Managers Office, and if anyone has a pressing need to communicate with him at times other than meeting times, this would be allright.

Meeting adjourned at 3:53PM.

Respectfully Submitted,

Steve Ruley, Secretary-recorder

The following are the Minutes of the Police Management Advisory Committee meeting held on May 10, 1977, in the conference chambers of Walla Walla City Hall, Walla Walla, Washington:

The meeting was called to order at 2:12 PM, by Committee Chairman Mark DAVENPORT. All regular committee members were in attendance.

The Minutes of the April 26, 1977 meeting were approved as presented, with no corrections. Mr. Russ RICHARDSON commented that the minutes were being well presented, and he also requested that a copy of said minutes be provided to the City Manager on a regular basis, from this point on.

Sgt. Mark DAVENPORT brought up the first point of old business, which was comments on the proposed Walla Walla Police Department Policy Manual. Mr. RICHARDSON pointed out that a problem may be developing in the confusion over words used in the development of the policy manual. He pointed out that a policy manual would contain points of POLICY concerning the department, rather than a collection of rules & regulations. It was also brought out that the manual provided to all members of the committee was indeed a good work base to start on. Mr. RICHARDSON supplied all members with a hand-out titled "Managing for Effective Discipline: Direction & Control Through Written Directives" copied from THE POLICE CHIEF Magazine, April, 1976. (See attached copy). Mr. RICHARDSON showed the committee a manual which has been designed by the Hoquiam Police Department. This is a large master document which is divided into several sections covering the various functions and divisions of the department. He provided another hand-out which is a copy of an Intra-Departmental Directive from the Hoquiam PD, in which their manual was established. This provided a basis for further discussion of the WWPd manual. (See attached copy). All members received a copy of this material. One of the main benefits of this manual is the codification of contents for easy referral. Also, by having the manual divided into several sections, it is convenient to pick a particular topic, according to available priorities, and work on it until it is completed, rather than being faced with a deluge of policy, rules & regulations at one time, which nobody would be able to fully comprehend without exhaustive study-

Sgt. Mark DAVENPORT voiced an opinion that perhaps we were confusing a policy manual with a training manual, which should be an entirely different document. Thoroughness of policy was also discussed, and it was mentioned that by having a thorough policy, this may be used as a defense in a civil liability case. It was also pointed out that a too restrictive policy can have a bad effect in such cases.

Sgt. DAVENPORT guided the committee to the second order of old business, which was presentation of proposed poll questions regarding shift assignments and rotation procedures. He provided each committee member with the proposed questions for study and input. These questions will be finalized on the next meeting scheduled for 5-24-77, and the poll will be administered shortly thereafter. Chairman Davenport pointed out that all participants in the poll will receive the same cover instructions for the poll, to eliminate any chances of mistakes or misunderstandings. It was stated that the non-uniformed portion of the department will be excluded from this poll, due to necessity of scheduling hours of business for work. Also, in paragraph two of the poll introduction, the committee was referred to as the City Managers Executive Committee, and this will be changed to read POLICE MANAGEMENT ADVISORY COMMITTEE.

Assistant Police Chief Don Wood stated he has checked with the phone company on the subject of a telephone survey to reveal our telephone traffic patterns and loads, and they will be contacting him at a later date to discuss this.

Discussion then proceeded to Recognition of a Job Well Done for members of the department, and Mr. RICHARDSON will obtain a sample policy on this and mail it to Bob Walker for input.

It was decided that it would be a good idea if each member has anything he would like to see as policy, that he draft a sample copy and present it for discussion and possible approval of the committee. This will enable each person to work on an area that he is especially adapted to handle or interested in.

The remainder of the old business as listed in the agenda was discussed, and it was the general concensus that these items would be effectively dealt with in the policy and procedures manual when it is completed.

Under new business, Lt. SILVA was requested by Mr. RICHARDSON to send to the Federal Bureau of Investigation Library to obtain any available information of shift scheduling and shift rotations.

It was decided that the final poll questions will be mimeographed rather than photocopied due to budget considerations.

The sample Hoquiam Police Department Manual was given to Sgt. DAVENPORT for reading and comment, and he will circulate it to the other various committee members prior to the next regular meeting of the Police Management Advisory Committee.

Also, all members who are available, with the exception of Mr. RICHARDSON will have a meeting on the Hoquiam Manual next Tuesday, 5-17-77 at 2:00 PM.

The meeting was adjourned at 3:30PM.

Respectfully Submitted,

Steve Ruley, Secretary-Recorder

The following are the Minutes of the Police Management Advisory Committee meeting held on May 24, 1977, in the conference chambers of Walla Walla City Hall, Walla Walla, Washington:

The meeting was called to order at 2:16PM, by committee chairman Mark Davenport. All regular committee members were present with the exception of Walla Walla Police Lt. Louis A. Silva, who is presently on vacation.

The Minutes of the meeting of May 10, 1977 were approved as presented, with no corrections or additions.

Under the first issue of OLD BUSINESS, Final Presentation & Approval of poll questions for WWPd on shift scheduling and rotation procedures, Chairman Mark DAVENPORT advised that he has not yet completed the poll which will be presented. This was due to a large influx of input from department members. Chairman DAVENPORT stated he will complete this task within the next day or so, and he will provide a copy of same to all committee members to read and approve prior to the next meeting. If all poll questions are procedures are approved by committee members, said poll will be administered prior to the next meeting.

Chairman DAVENPORT stated that he felt possibly some department members were becoming misled as to the intent and purpose of the poll. He outlined the intent as follows:

The survey is being administered with the intent to gauge the preferences of WWPd Civil Service personnel in the following areas:

- A. DUTY ASSIGNMENT
- B. DAYS OFF ASSIGNMENT
- C. SHIFT ASSIGNMENT
- D. MANPOWER LIMITS ON SHIFTS & CONTROL THEREOF

Chairman DAVENPORT also stated that he feels he is possibly writing some personal bias into the instruction cover sheet of the poll. He felt it would be beneficial to have each committee member write a specific instruction cover sheet for each area of concern. This was discussed, and the burden remains with Chairman Davenport, subject to the approval of the majority of the committee.

Russ RICHARDSON suggested that perhaps the committee should simplify the poll by providing no queries on any particular method of rotation or shift assignment. He also requested a possible cutdown in amount of cover instructions, and maybe an elongation of each question, so that they were self-explanatory.

Assistant Police Chief Don Wood mentioned the possibility of administering the poll at a MANDATORY Police Guild Meeting, with the possibility of compensation for attending same. It was not known at that time what the feelings of management on that topic will be.

Chairman DAVENPORT also stated that the survey results will be presented at a later Police Guild meeting so that every guild member would have the knowledge of what the survey results would be.

It was felt by the committee that the survey is to be merely a source of valuable information rather than an absolute guide that they would be locked into obeying.

Also, during discussion it was decided to drop Proposed Poll question #28 from the survey in order to leave out the team policing concept at this time.

Due to vacations, meetings, etc., it was decided that the next committee meeting will be held on MONDAY, June 13, 1977 at 2:00PM. This will enable the committee chairman to be present at the next meeting.

The second order of OLD BUSINESS presented was the results of study of the Hoquiam Police Manual. Every member of the committee felt that this type of manual was excellent in that it provides easy reference, and has good format for construction. A motion was made by Assistant Police Chief Don Wood to submit a recommendation to Police Chief Watts that WWPd adopt the format of the Hoquiam Manual for formation of a Walla Walla Police Manual.

This was seconded by Officer Robert D. WALKER, and was unanimously passed. Secretary-recorder Steven R. RULEY was directed to prepare a RECOMMENDATION for presentation to Police Chief WATTS. (See attached copy of RECOMMENDATION)

After passage of this recommendation, it was brought out that the committee would need sources of data for compilation of the manual, and that possibly manuals from other departments should be obtained as soon as possible.

Russ RICHARDSON presented a request from the City Manager Larry Smith that the committee review the LJPO study dealing with the section on JAIL MANAGEMENT. This is located in the LJPO study, pages 14 thru 21. This is to be reviewed prior to the next meeting, and first priority recommendations made as to needed physical changes in the jail setup to improve the situation, both for security and safety of prisoners. The committee realizes that there is a great lack of knowledge in this particular area due to lack of training, and all available sources will have to be tapped.

Assistant Police Chief Don WOOD advised he will check with Jailer Bob RØDE, who has been to a Jail Management School for any possible ideas and/or comments. It was also brought out that there are some court ordered guidelines presently being developed for use by the Walla Walla County Sheriffs Office, and these may be of some use to WWPD in formulating a jail management solution.

The third order of OLD BUSINESS was the Pacific Northwest Bell Telephone study to ease some of the excessive telephone traffic from the dispatchers. Assistant Chief Don WOOD advised that the telephone company will be initiating a study of this problem sometime after the first part of June when vacationing personnel will be available- Also, it was decided that a tally sheet will need to be devised for the dispatchers to keep a rough account of the phone calls coming in, and to where they are routed. This will be necessary for approximately one week of time, while the telephone company is also doing their study on telephone congestion of WWPD lines. The tally will have to be started a few days prior to the actual start of the survey so that desk personnel will become accustomed to this task.

The final order of OLD BUSINESS was the suggestion of a program for recognition of employees doing an excellent job, and also of civilians who are instrumental in the furtherance of good police work. Officer Robert D. WALKER was asked to compose a sample directive initiating a program for recognition, and this will be submitted to all committee members for approval. Assistant Police Chief Don Wood brought up the suggestion of having shooting badges available for officers qualifying on the range, similar to what the Washington State Patrol has at this time. Divisions would be SHARPSHOOTER, MARKSMAN, & EXPERT. Also a possibility of pay incentive for officers developing their shooting skills was mentioned. Officer WALKER will submit the recommendation as he feels it should be for further comment and action upon by the committee. By having such a recommenuation, it was felt that a burden will be placed upon the individuals supervising officer to look for good behavior and make sure this is noticed.

The meeting was adjourned at 3:20PM.

Respectfully Submitted,

Steven R. Ruley, Secretary-Recorder

POLICE MANAGEMENT ADVISORY COMMITTEE

RECOMMENDATION

Upon oral motion of Assistant Walla Walla Police Chief Don Wood, seconded by Walla Walla Police Officer Robert D. Walker, the POLICE MANAGEMENT ADVISORY COMMITTEE, in regular session on May 24, 1977, hereby submits the following recommendation to Walla Walla Police Chief A.L. Bert Watts for consideration.

It is the recommendation of the POLICE MANAGEMENT ADVISORY COMMITTEE that the general format used by the Hoquiam Police Department for the development of their POLICE MANUAL be adopted by the Walla Walla Police Department, in the development of their manual.

It is further recommended that the attached method of codification be adopted, and all areas listed therein shall be covered. This will in no way limit the addition of additional topics and/or directives.

This recommendation is submitted upon the unanimous vote of all committee members present during the meeting on May 24, 1977. One member absent.

/s/ Russ Richardson

/s/ Robert D. Walker

/s/ Don W. Wood

/s/ Mark T. Davenport

/s/ Gary Bainter

/s/ Steven R. Ruley



END