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A study of police organization, operations and management of
the Melrose Park, Illinois Police Department

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The Union Institute, 1993

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A STUDY OF

POLICE ORGANIZATION, OPERATIONS

AND MANAGEMENT OF THE

MELROSE PARK, ILLINOIS POLICE DEPARTMENT

by

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Master of Science

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Project Demonstrating Excellence (P.D.E.)

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Requirements for

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in

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at

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Union Institute

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Abstract

The purpose of this study is to determine the effectiveness of the current operational and managerial methodology utilized by the Melrose Park Police Department. To accomplish this objective, the current organization, staffing and operations of the police department were analyzed in terms of overall efficiency and effectiveness.
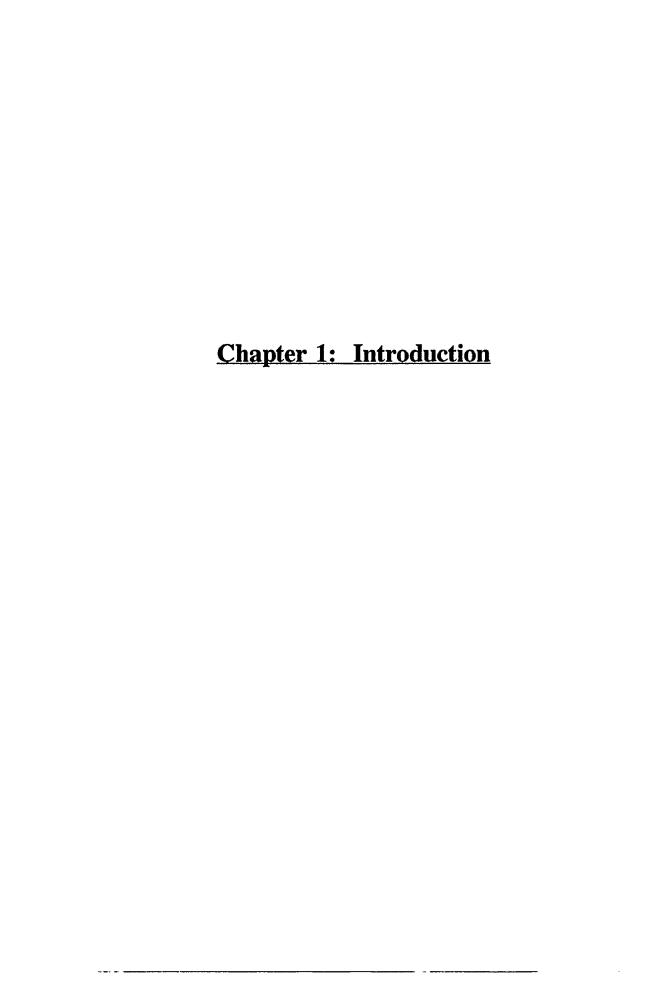
This study identifies areas in which the traditional para-military approach to police management needs to be examined. Further, the implementation of new technology and the potential effect it would have on the police organization was explored.

Recommendations in this study incorporate the theory and models of noted authors on the management of public service. Further recommendations were based upon analysis and interpretations stemming from careful research of several police agencies with exhaustive interviews with criminal justice practitioners (e.g. police chiefs, judges, and correctional administrators). Recommendations provided, if implemented, could lead to an improved level and quality of police service.

The study is divided into six chapters. Chapter one provides historical background information of the Village of Melrose Park, the Melrose Park Police Department, the organization of the study, and summary. Chapter two reviews management responsibilities: The management team, planning and budgeting, internal controls, and personnel development. Chapter three examines the line operations of the police department: patrol operations, traffic enforcement, and criminal investigations. Chapter four focuses on staff

services: police records and communications. Chapter five reviews the organization and staffing and examines organizational principles. Chapter six presents the conclusions in conjunction with a summary of recommendations provided throughout the study. An appendix is included which determined employee attitudes utilizing an attitude survey, respondent characteristics, survey design, survey results, and summary of findings.

The study concludes that the Melrose Park Police Department needs to modify the process in which police services are provided for the Village of Melrose Park. This study indicates that the outmoded approach to police management must be restructured to accommodate changing technology and to meet the needs of an increasingly demographically diverse community.

Chapter 1: Introduction

Section 1: Historical Background of the Village of Melrose Park

In 1871, the Melrose Realty Company purchased 343 acres of land from the United States land office, this land became the Melrose Subdivision and town. On the 29th day of July, 1882, an election was held to incorporate the Village of Melrose Park. At this election, the residents of the Melrose Subdivision and town voted to organize a village under the General Law of Illinois and under the name of Melrose. The Village of Melrose was incorporated on September 11, 1882. The original boundaries of Melrose underwent several changes through the following decades. Additionally, the Village of Melrose was changed to the Village of Melrose Park in 1893. Currently, Melrose Park is located west of the City of Chicago bordering Unincorporated Cook County and River Forest, on the eastern boundary; the Village of Maywood, on the southern boundary; the Town of River Grove and Leyden Township, on the northern boundary; the City of Northlake, the Village of Stone Park and DuPage County, on the western boundary.

The uniqueness of Melrose Park lies in its geographical location to the City of Chicago. Since the incorporation of Melrose Park, several major corporations have developed their industries in Melrose Park and the immediate surrounding areas. These corporations found the convenience of the railways and the major thoroughfares advantageous to the productivity of their businesses. With the advent of industrial growth, came employment opportunities which spurred the housing development in the area. In February of 1956, a five-and-one-half acre industrial development was created. The Kimball Piano Company, Graybar

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Electric, Home Juice, and the Alberto-Culver Company located their headquarters in this area. The headquarters of Jewel Companies truly made the Village the "Industrial King of the Suburbs." Subsequently, there are approximately 544 businesses and corporations which base their operations in Melrose Park.

As the Village prospered in industrial growth and population, the need for commercial development followed. From the beginning, merchants and retailers found Melrose Park to be an ideal location to conduct business. This gave rise to large scale development of commercial properties.

Section 2: Current Information on Melrose Park

Currently, the Village of Melrose Park has four major shopping center/malls. These centers not only provide the convenience of local shopping but also are a great source of revenue to the Village of Melrose Park. The Village of Melrose Park receives one percent of all sales tax revenue. Employment opportunities in the community are approximately 4,000 (full and part time employment) commercial jobs and approximately 40,000 (full and part time employment) jobs which are industrial or manufacturing based. These figures were provided by S. Stramtakos, Building Commissioner and K. Fornaleto, Business License Officer of the Village of Melrose Park.

The 1991 evaluation for property tax purposes is $7,209,013.00. This reflects an excellent balanced mixture of residential, commercial and industrial land uses. A real estate tax rate of 1.829 resulted in the village tax levy for 1991. Other major revenues were state shared (e.g. sales tax, motor fuel tax,

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income tax surcharge). Additional revenues are derived from various fees and fines governed by municipal ordinances.

According to the 1990 census figures the population of Melrose Park is 20,859. There are 6,092 housing units of which 1,784 or approximately 29 percent were renter occupied. The 1990 demographic composition of the population of Melrose Park is shown in Table 1. During the past decade there has been a significant change in the demographic ethnic and racial composition of Melrose Park. Table 2 represents the demographic composition from 1980, total population 20,735. Table 3 represents the demographic composition from 1970, total population 22,706. Figure 1 compares the data from 1990, 1980, and 1970 showing significant growth in the hispanic population.

Governance. The Village of Melrose Park is governed by a municipal corporation, chartered by State of Illinois Statutes, operating under a mayor - trustee form of government. The mayor serves as the president of the municipal corporation and presides over meetings of the board of trustees. The board of trustees, which consists of six members, elected at large, serve as a legislative and policy making body of the village. The day to day administrative responsibilities are conducted under the strong-mayor form of governance with various departmental heads managing the seven village departments. Department leadership is appointed by the mayor with a majority of board of trustees approval.

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Table 1. 1990 Demographic Composition of Population.

Ethnic	Percentage	Number
White	66.6%	13,884
Hispanic	30.22%	6,303
African American	.743%	155
Other	2.5%	521

Table 2. 1980 Demographic Composition of Population.

Ethnic	Percentage	Number
White	93.21%	19,327
Hispanic	5%	1,037
African American	.2%	46
Other	1.6%	325

Table 3. 1970 Demographic Composition of Population.

Ethnic	Percentage	Number
White	98.41%	22,345
Hispanic	.59%	132
African American	.66%	149
Other	.35%	80

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Figure 1. 1990, 1980, 1970 Demographic Comparison of Population.

Section 3: Background of The Melrose Park Police Department

The Melrose Park Police Department consists of a total of 73 full time personnel. This figure represents 62 commissioned officers and 11 civilian employees. Table 4 indicates the staffing of the Melrose Park Police Department with other municipalities in Cook County of similar size. This staffing comparison signifies a disparity both in the size of the Melrose Park Police Department and staffing-to-population ratio. The staffing of the Melrose Park Police Department seems to compare unfavorably with other municipalities, raising the concern of inefficiency with excessive employee/population ratios for police services. However, justification of the staffing needs of the Melrose Park Police Department will be dealt with in chapter five of this study.

Table 4. Staffing Comparisons.

Municipality	Population	Sworn Officers	Civilians	Total	Rate per 1,000 population
Bellwood	19,811	42	12	54	2.1
Forest Park	15,064	36	14	50	2.4
Franklin Park	18,666	48	14	62	2.6
Maywood	27,405	60	15	75	2.2
Norridge	14,601	31	8	39	2.1
Northlake	12,627	33	6	39	2.6
Westchester	17,471	35	9	44	2.0
Average	18,313	43	11	54	2.3
Melrose Park	20,859	62	11	73	3.0

Expenditures for the operation of the Melrose Park Police Department totalled $3,038,501 for 1991-1992. This figure

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represents 15 percent of the municipal general fund. The per capita cost for police services for this period of time was $145.67. The 1992-1993 appropriation ordinance contains $2,835,485 for police department expenditures, which is approximately 13 percent of the general fund appropriations, and represents a per capita expenditure for police services of $135.94. Police salaries in the current budget total $2,247,000 which is about 79 percent the total police expenditures.

The Melrose Park Police Department has a Police Pension Fund administered by a self governing board which consists of two full time elected police officers, one retired police officer, and two civilians appointed by the mayor. The Pension Board's assets are well vested and sound.

Recruitment and selection procedures for new employees and promotional procedures are administered by an appointed three member Board of Fire and Police Commissioners under the provisions of Chapter 24 of the Illinois Revised Statutes. It should be noted that in 1987 the United States District Court for the Northern District of Illinois, Eastern Division ruled that the Village of Melrose Park and the Melrose Park Police Department used discriminatory hiring procedures. (Nine other suburban municipalities were also named in this Federal Law Suit.) Subsequently, the Village of Melrose Park entered into an agreement with the Federal Court and the United States Department of Justice correcting the process of recruitment and employment practices. Currently, the Village of Melrose Park is in its final year of the mandated Federal Decree.

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The Melrose Park police officers are represented for collective bargaining purposes by the Fraternal Order of Police Lodge. The most recent collective bargaining agreement was negotiated for the 1992 - 1993 year between the lodge and the village and expires April 30, 1993. Police training of new officers, which is mandated by state statue, is provided by the Chicago Police Academy or by the Cook County Sheriff's Academy in Maywood, Illinois.

Table 5 provides comparison information of the Uniform Crime Reports index crimes: criminal homicide, aggravated sexual assault, robbery, burglary, larceny, auto theft, and arson. These crime statistics represent both violent and property crime rates for Melrose Park and seven other communities in the surrounding geographical area. It can be seen that the rate of crime in Melrose Park is considerably higher than the average for comparison communities, with the exception of Maywood which has a significantly larger population and has a more diverse population composition. The higher rate of crime may seem to indicate an inefficiency on the part of the Melrose Park Police Department. However, the apparent inefficiency of the department based upon daily population influx and population transients (e.g. daily commuters, shoppers, employees) will be explained in chapter five.

Section 4:   Statement of Purpose

The culminating effects of a series of events led this author to believe that the organization and management of the Melrose Park Police Department required examination and evaluation. The following events describe the bases of concern: Antiquated

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Table 5. Crime Rate Comparison - 1991. Source: The United States Department of Justice, Federal Bureau of Investigation. Crime in the United States. 1991 Published August 30, 1992.

Crime Type	Bellwood	Forest Park	Franklin Park	Maywood	Norridge	Northlake	Westchester	Melrose Park	Average
Criminal Homicide	3	0	0	3	0	0	0	1	.9
Aggravated Sexual Assault	13	8	5	25	0	3	0	6	7.5
Robbery	100	65	20	297	17	6	12	88	75.6
Aggravated Assault/Battery	94	33	41	343	12	6	7	44	72.5
Burglary	167	207	155	559	72	87	102	284	204.1
Larceny/Theft	906	128	803	1369	716	289	330	1548	761.1
Auto Theft	165	176	56	516	144	63	36	413	196.1
Arson	7	1	6	30	1	1	2	5	6.6
Totals	1455	1318	1086	3142	932	455	489	2389	

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facility and equipment utilized at the onset of the study;

Dramatic change in the demographics of the population; A federal

law suit filed against the Melrose Park Police Department;

Comparative analysis of staffing patterns and crime statistics; and

A hunch based upon this author's intuition, that improvement in the

organization was needed. This author's background will be

discussed later in this chapter.

Section 5: Organization of Study

The organization of this study is structured to provide a

progressive overview of the various components of the Melrose Park

Police Department. Each chapter begins by establishing background

information and, in some cases, a review of literature, concerning

the topic to be covered. The chapters are arranged into sections

which define a specific category, which may also include a review

of literature of the subject matter being discussed. Subsections

are incorporated to provide an analysis of the current status of

the Melrose Park Police Department regarding the topic of the

section. The subsection also includes suggested recommendations

for improvement within the section covered, or if no improvement is

required, it is indicated.

The study has six chapters, as previously mentioned, each

chapter is divided into specific focus areas of the organization

which are followed by findings and recommendations. Chapter two

reviews management responsibilities: the management team, planning

and budgeting, internal controls, and personnel development.

Chapter three examines the line operations of the police

department: patrol operations, traffic enforcement, and criminal

investigations. Chapter four focuses on staff services: police records, communications, equipment utilization, and maintenance. Chapter five reviews the organization and staffing and examines the organizational principles. Chapter six is the conclusion and presents a summary of the study and a recapitulation of the suggested recommendations. Appendix A explores employee attitudes by utilizing an attitude survey, respondent characteristics, survey design, survey results, and summary.
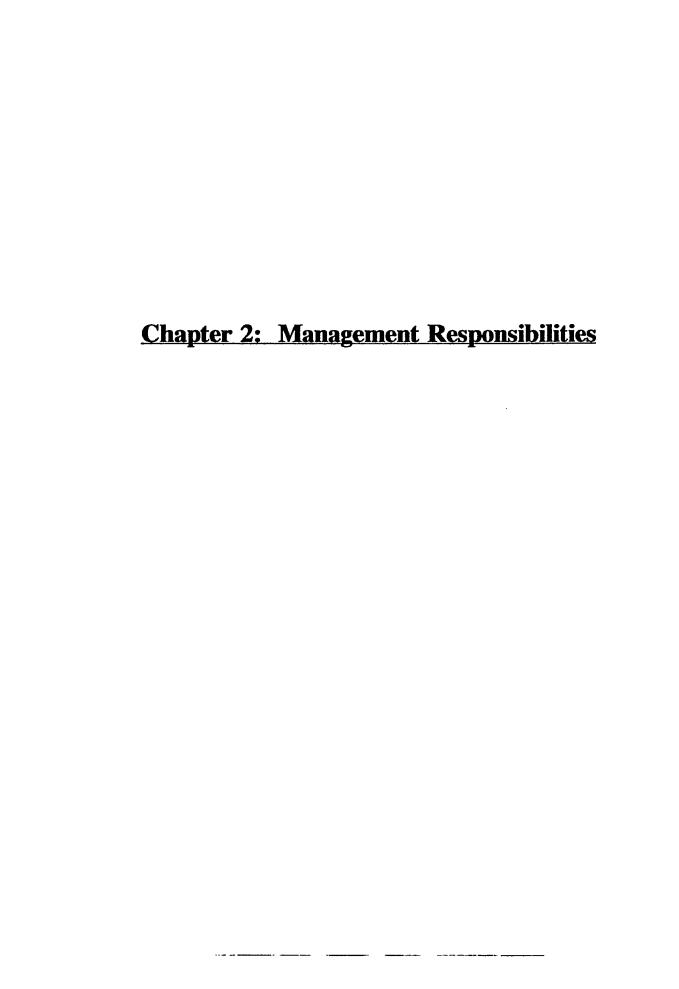
Limitations of Study. This document contains findings and recommendations concerning the Melrose Park Police Department. Due to the nature of the organization studied (police), the information and conclusions resulting from this study are to be considered sensitive and in some cases confidential.

The culminating data gathered and relied upon as a bases for recommendations were dependent on subjective interpretation. It is further noted, that the author is not only a resident of the community which is served by the organization studied but is an elected councilperson for the Village of Melrose Park. Subsequently, this author had to be extremely diligent in securing data. The potential negative impact and the detrimental effect of criticism on the police department had to be considered.

Further considerations required a delicate examination of the data regarding the demographic composition of the population of Melrose Park. The issues and concerns of homogeneous communities affected by change caused by population shifts, are indeed an extremely sensitive issue especially in the Village of Melrose Park. Consequently, this author concluded that this particular

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area of concern requires further study.

Throughout this document the author concedes that further research and evaluations are needed. Statements of this nature are not to imply or raise the suspicion of incomplete or deficient inquiry. These statements are given in the belief that effective change in an organization can only be accomplished through the inclusion of recommendations and further research as suggested in this study. However, this study was not designed to explore all the potential concerns which it established.

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Chapter 2: Management Responsibilities

Section 1:   Overview of Police Management

Introduction.   Literature clearly suggests that during the
early 1900's one person was responsible for the emerging
philosophies under which the police began to operate.   August
Vollmer, police chief and educator, expressed the idea that the
police officer, not the organization, was the focal point of all
police activity.   The organization was developed only to support
the efforts of the officer.   However, as history has demonstrated,
police leaders did not heed this advice and developed police
organizations into highly specialized, crime fighting units.   This
caused the police to be isolated from the community and respond to
crime problems in a reactive and highly inefficient manner (Hale
1981).

Another major influence on the police was O.W. Wilson.
Wilson, as did his mentor Vollmer, believed in a highly
professional police force (Thibault et al 1985).   Most agencies
today use the same management concepts that have evolved from
Wilson's early text, Police Administration, published originally in
1950.   Over the past forty years, police leaders have done little
to change Wilson's management principles (Thibault et al 1985).

From these historical influences, the police developed what
could be labeled the "traditional" management approach to providing
police services.   What does traditional mean?   The way it has
always been done.   This traditional approach to how the police are
organized and led has inherent flaws.   It is reactive in nature
(Thibault 1985) and revolves around controlling and restraining the
human resources who must provide services to the community

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(Thibault et al 1985). The rate and type of change in our society has far out-stripped the traditional organization's ability to manage its resources and provide essential services to society (Naisbitt 1982).

Naisbitt (1982) showed how we have relied for far too long on the reactive and traditional bureaucratic structure. He stated that these types of organizations failed to solve the problems that they face and must set out to develop a new structure that meets their needs. If we are not willing to make structural changes to out-of-date management organizations and thought, then we are doomed to stagnation and poor performance.

In the past, police managers have focused on developing a wide variety of programs to meet the needs of organizations and their personnel. Whisenand and Ferguson (1989) suggested that too many of today's organizational programs are nothing more than "buzzwords" and "gimmicks" that do not address the real issues that caused problems in the first place.

All this has led to traditional, para-military and bureaucratic police organizations that have used a myriad of programs to solve community and personnel problems. However, it appears from the literature that they have failed to change the organizational structure and tasks of the police officer and thus have failed to meet the changing needs of society.

> The municipal police organization is a vital arm of local government. The police are among the most visible of municipal employees and their performance impacts directly upon community safety and well-being. Community attitudes toward the level and sufficiency of municipal services are shaped, in part, by their perceptions of the police, who represent a visible symbol of local government. In addition, expenditures for police

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services usually represent a significant portion of the local government budget. For all these reasons, and many more, it is important that the police organization be carefully managed. (Resource Management Associates, 1988, p. II-1)

Section 2: Management Team

Management of a police organization requires a variety of skills and talents which are critical to the organization and the objectives of police service. The function of management is to effectively channel all resources of the organization toward the accomplishments of stated goals and objectives. It is the management team that is responsible for articulating these goals throughout the organization. Furthermore, every entity within the organization must come to realize the importance of their role and the specific objectives they bring to the success of the total organization. Therefore, it is the management team that serves to unify and direct the entire organization guiding it along a well planned and definite course.

Historically, top managerial positions were reached through the process of seniority and a dedicated work ethic. Rarely were chiefs of police and other managing members of a police department thought of as administrators or managers. Their positions and titles were based on a "top cop" philosophy. As society changed and more emphasis placed on "social issues," the police administrator must possess greater leadership and managerial skills which are sensitive not only to the organizational needs but also address societal needs and issues. It is in this area, that many police managers fall short in their capacity to function on a more "human" level. The traditional para-military leadership style has

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outlived it useful purpose. Today the demands placed on the police chief executive are far more demanding than relying on out-dated managerial and leadership styles.

The educational opportunities which are available to law enforcement personnel have increased dramatically over the last three decades. As a result, new criteria are emerging for chief of police executives. This has become very evident in the advertising for police chief positions found in professional journals. It is not uncommon for a municipal government to advertise for a chief of police vacancy and listing as part of their qualifications advanced college degrees. Chiefs of police are now expected to manage their agencies with skills that will prepare them to deal effectively with such concerns as: The understanding of the fine legal points of collective bargaining, grievance procedures, and vicarious liability. Furthermore, they are expected to be experts in the areas of personnel administration, planning, budgeting, and fiscal control. In addition to all these technical skills, they must also be capable of dealing with sensitive community issues, political matters, and employee relations. In summary, the new chief of police executives must be experts in the art and science of managing an organization.

Through the decades, even small police departments have grown and developed a need for a diversity of managerial needs. Traditionally, the chief carried out all management functions. However, the demands now made upon the top executives, requires the delegation of responsibilities in a shared decision making environment. The most successful organizations are those which

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implement a holistic management approach. In a police organization, law enforcement officers and support personnel should be viewed as a team to attain holistic management. "...to achieve satisfaction, an individual must feel that he or she is a member of a winning team, as well as a major contributor to its success. He or she must have positive interaction with their peers (social need) as well as a sense of personal achievement (ego needs)." (Wadien, 1988, p. 72) Therefore, building a creative and capable management team requires a commitment by the chief of police executive to share decision-making, policy development, and authority with members of the team.

The initial task in forming a management team requires that each member of the team, regardless of rank, has managerial responsibilities which are clearly articulated in a written job descriptions. They must receive and interpret policy and procedures and then, through the chain of command, disseminate them to their subordinates. Each team member should also assist in the development of policies and procedures. This last element is absolutely critical to the accomplishment of organizational goals. It is apparent that if each team member is to be held accountable for managerial responsibilities, each members input and contribution to the policy making process becomes inherently more valuable.

Secondly, each team member must provide the leadership techniques in order to stimulate, increase, limit, or require certain actions of subordinates so that specific responsibilities are accomplished as well as the over-all objectives of the

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department. Thirdly, a strategic plan must be incorporated into the process. The scope of this plan will depend upon each individual team members responsibilities and their specific particular assignment. Lastly, inspection and evaluation must occur. In order to determine if goals and objectives are being accomplished, the management team must provide a mechanism by which personnel, equipment, facilities, and assignments can be properly evaluated. This process should include actual inspection visits which will also provide an opportunity for the management team to keep in contact with subordinates. By so doing they will be able to ascertain and become aware of the problems and concerns of those individuals who are carrying out the activities and who are ultimately responsible for accomplishing certain goals.

Teamwork is a process which is a well planned, managed coordination of efforts by a group with a common goal. When a group of people come together to channel their energies to accomplish a task that no single individual could ever accomplish, a phenomenon called synergism occurs. According to Blanchard (1977): "Teamwork is more than a matter of structure. The fact that a group is called a team does not necessarily mean that it will function as one." (p.265)

The most important single factor in the success or failure of a management team lies in the human relations skills of the chief administrator. It is the chief's responsibility to make certain that all components of the department come together, organized in a fashion that will be cohesive and goal oriented. The chief must make certain that all management team members are generally

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recognized in their efforts and contributions to the organizational plan. In successful police agencies there is generally a strong executive who is the driving force. Couper and Lobitz (1988) stated:

> The leadership ability of the chief is the single, most important ingredient in a good police agency....Improvements can be made only if the person at the top is willing to challenge the status quo, take risk, be innovative, and build a coalition of support for change. Improvements are not automatic with a committed police chief, but they are impossible without one.
> We must shift from telling and controlling the men and women we work with to developing and enhancing them. We must ask their input before making critical decisions that affect them. We must listen to our customer-our citizens-in new and more open ways. We must stop reacting to incidents and begin solving problems. We must permit risk-taking and tolerate honest mistakes in our agencies in order to encourage creativity and achieve innovation. (p. 84)

Where there is failure, the cause can usually be traced to incomplete or inadequate management.

Subsection 1: Melrose Park Police Department Analysis. The management staff of the Melrose Park Police Department consists of the Chief of Police, Deputy Chief of Police, Commander, Lieutenant of Investigations Division, Lieutenant of Juvenile Division, and Director of Information Systems (civilian personnel). The chief of police is appointed annually by the mayor and requires council approval. The present managerial staff received their respective assignments primarily through recommendations from the mayor and police committee (the police committee consists of three members of the board of trustees) and in some cases by recommendation of the chief of police.

The Melrose Park Police Department does not have written job descriptions detailing the respective positions or ranks. Further,

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there are no written policies detailing the managerial responsibilities of the positions and ranks. Based upon the current analysis of the managerial staff of the Melrose Park Police Department, the following are recommended descriptions for each managerial position.

Chief of Police. The chief of police has the primary management and leadership responsibility both within and outside the formal structure of the police department. Within the police department the chief coordinates all departmental efforts including planning, direction and control of the department, and the establishment of goals and objectives. Outside the police department the chief must demonstrate effective leadership to gain the support and cooperation of the community. The establishment of a positive community relation's agenda is critical toward the accomplishment of the police department's goals.

Deputy Chief. The deputy chief's primary responsibilities are to assist the chief in the day to day operations of the police department. It is the deputy chief's responsibility to make certain that the scheduling of all shift personnel are properly allocated. The deputy chief also maintains payroll and leave records. The deputy chief is held accountable to the chief of police and through the performance of the following duties:

1. Command and administer the activities of all personnel.

2. Act as the chief of police upon the chief's absence.

3. Assist the chief of police in the establishment of department policies.

4. Direct the initiation of disciplinary charges.

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5. Make necessary inspections to assure that all departmental policies and procedures are obeyed.

6. Hold daily conferences with the chief, keeping the chief informed on all matters of importance.

7. Represent the chief of police at functions as directed.

8. Control the issuance of equipment and supplies.

9. Process and control all department reports compiling daily, weekly, monthly and yearly reports of department activity.

10. Compile and distribute statistical reports.

Commander. The commander is responsible for field operations. The field operations in the Melrose Park Police Department consists of the patrol division and detective division. The supervisory responsibilities of the commander will include:

1. Ascertain the manpower needs of each shift making certain that all personnel and support services are adequately staffed.

2. Command and administer the activities of all line personnel.

3. Conduct routine conferences with each shift supervisor.

4. Conduct routine examination and inspection of personnel, equipment, and facilities designated for use by line personnel.

5. Maintain an accurate inventory of all evidence and property in control of the police department for court records.

6. Assist the chief and deputy chief of police in the establishment of department policies.

Lieutenant of Investigations Division. The lieutenant of investigations division is charged with commanding and administering the overall activities and personnel of the

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investigation division. The lieutenant is also responsible for the following:

1. Supervise the investigation of all major crimes.

2. Assign personnel to continue investigation of felonies, misdemeanors and other incidents not cleared by the patrol division.

3. Assign personnel to vice or internal investigation as the need arises.

4. Conducts internal investigation involving superior officers as assigned by the chief of police.

Lieutenant of Juvenile Division. The lieutenant of juvenile division is charged with delinquency prevention and the investigation of crimes committed by juveniles. The lieutenant will supervise personnel assigned to the investigation of juvenile crimes and crime prevention. In addition, the lieutenant performs the following:

1. Preliminary investigation of child abuse and neglect.

2. Handles juvenile status offenders (e.g. runaways, truants and incorrigible children).

3. Process juveniles who commit serious crimes.

4. Process juveniles who commit minor offenses for which arrests are rarely made.

5. Make referrals to appropriate agencies (e.g. Department of Children and Family Services).

6. Serve as departmental liaison to all public and private schools in the community.

7. Establish and maintain juvenile records.

Director of Information Systems. The director of information systems is responsible for the management of information and the operation of the computer aided 911 dispatch service. The director

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is responsible for the following support services:

1. Management of the records system (e.g. activity from dispatch communications, coding occurrences of crimes, creating databases to report hours spent on a particular incident) to be utilized for organizational planning, evaluation and critical management decisions.

2. Develop, implement and maintain technology into the daily operation of the police department.

3. Maintain communication equipment and make recommendations to the Board of Trustees for equipment replacement/advancement.

The management staff of the Melrose Park Police Department operates independently, in an almost autonomous atmosphere. The organization functions by the traditional para-military methods and is adequately providing police service. However, as stressed earlier in this chapter, the role and scope of police management has become so complex and their responsibilities so diverse, that managerial staffs must, out of necessity, develop a "team" approach.

The implementation of a cohesive and viable management team is pivotal for the continued success of the Melrose Park Police Department. The management team should consist of the following: the Chief of Police, the Deputy Chief of Police, Commander of Field Operations, Chief of Detectives, Juvenile Supervisor, Supervising Shift Lieutenants, Sergeant of the Tactical Unit, and the Director of Information Systems.

Once the management team becomes a reality, the chief of police should adopt a policy to hold regular staff meetings with his command officers and supervisory personnel. These meetings should be conducted at least monthly and more often if appropriate.

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Staff meetings should be viewed as a means of bringing members of the staff up to date on new policies and procedures as well as a forum for discussing other matters of importance. These meetings should also be used to encourage members of the staff to bring up ideas and suggestions of their own for general discussion.

One week before the scheduled staff meeting, an agenda should be issued to all participants to make them aware of the topics which will be discussed. By sending an agenda out prior to the meeting, the participants will have time to prepare fully for the discussion. Minutes of all staff meetings should be taken and disseminated as soon as possible after the meeting to all participants. The results of such staff meetings should be disseminated to all members of the department by their respective supervisors within one week of the meeting.

Section 3: Planning and budgeting

To efficiently manage any organization, good planning is vital. Without a viable plan, an organization does not merely fail to grow, but in reality it begins to regress as it expends its energy aimlessly rather than toward specific objectives. Planning encompasses the function of defining goals and objectives, the development of programs to accomplish them, and the establishment of evaluation to ensure that the organization is proceeding along the desired course.

One of the most obvious examples of planning is the preparation of the annual budget. The budget should be viewed as a statement of organizational goals into which the estimated cost of achieving those goals is included. In this respect, the budget

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is seen as a planning tool, by which the organization progresses towards identified goals and whereby its progress can be monitored and evaluated. The budgeting process begins with the department's goals, objectives, and work plans and the resources needed to carry them out. Goals, objectives, and the work plans to bring them to fruition are based largely on predicting what the department can accomplish in the coming year. Each accomplishment has a cost factor and a variety of means are used to arrive at a specific monetary figure. Unlike other organizations, arriving at an exact dollar amount for each and every type of service rendered is quite difficult and not easily prioritized.

According to Peter Drucker (1982):

Every police department in the United States knows that crime on the street is a first priority, which requires concentrating uniformed officers on patrol duty. But few police departments dare say 'no' to the old lady who phones in to complain that a cat is caught in a tree in her front yard. Instead, it sends a patrol car. Yet police departments probably have the clearest objectives and keenest sense of priorities of all our public agencies. (p. 119)

The budget is a critical instrument in police department planning, administration, and operations. Preparing budgets is difficult because most police services are intangible. Curtis (1990) noted the following:

* Service cannot be inventoried. It must be supplied on demand.

* Service is supplied to individual human beings, who experience the service in their own terms.

* Service can take the form of a bewildering number of hard-to-anticipate transactions. (p.138)

Despite the difficulties stated by Curtis, budgets need to be

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prepared for police departments. Budgets are connotated with monetary resources which, in turn, are referenced with personnel, equipment, supplies, and ultimately, the ability to provide comprehensive, continuous police services.

Properly designed and implemented, a police budget should allow municipal officials to identify priorities which may be either accepted or rejected. The chief of police is expected to manage the organization and must be accountable to the elected officials for the actions of their respective departments. The budget is one method by which they can be held accountable. When responsible for preparing their own budget, they are given the incentive to achieve efficiencies of operation, to demonstrate fiscal responsibility, and to plan for unexpected contingencies.

Finally, when seen as a planning document with identified goals, the budget helps local officials to determine spending priorities on a rational, rather than on an emotional basis, and to make objective rather than subjective decisions about how municipal funds are to be allocated.

Subsection 1: Melrose Park Police Department Analysis. The Melrose Park Police Department does not operate with a budget, but rather has an appropriation ordinance, prepared by the village comptroller and enacted by the board of trustees. The appropriation ordinance simply allocates funds among the various village departments. Within each department, separate line items are established for specific types of expenses. The chief of police is not required to submit a detailed budget for the department, but is expected to indicate to the village officials

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necessary expenses for the ensuing year.

The budgeting system employed by the Melrose Park Police Department seems to be ingrained in the old adage, "if it ain't broke - don't fix it." While the Village of Melrose Park has prospered during the last two decades due to its industrial and commercial tax base, the era of prosperity is quickly ending. Increased wages and benefits and skyrocketing health insurance costs are only a few examples that have many public and private enterprises re-evaluating their current budgets looking for ways to streamline and cut costs. It is within this context that the following recommendations are made.

The chief of police must have a more participative role in the budget process. Without changing the current allocation system, the chief's role should include finding ways to eliminate costs without affecting service. Items which need to be examined are: 1) Over-time pay: Careful planning and the establishment of stringent policies regulating over-time pay should be enacted immediately. This can be done without violating the negotiated labor agreement. The area of greatest concern is in the detective bureau where over-time is a direct result of inefficient scheduling. (Detectives are scheduled on only two shifts Monday through Friday and are on-call for the remainder of the week-end and the midnight shift. Supervisors should not be entitled to over-time pay as they are considered management.) 2) The adoption of policy regarding sick-days and sick-leave. This will have to be negotiated with the Union, but it is critical to the budgetary health of the department. Currently, there are several abuses of

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such leave benefits which have created not only a morale problem but also have the potential of setting standards for future practices. 3) The expansive use of civilian personnel, para-professionals (e.g. code enforcement officer), and special or part-time police to augment the full-time staff.

Participation in the budget process by the chief of police should also be focused on developing strategies for supplementing the police budget. Initially, four areas to assess as possible strategies to supplement the police budget are: (1) obtaining grants from federal and state agencies and general foundations; (2) implementing donation programs; (3) taking advantage of forfeiture laws; and (4) initiating user fees.

Grants. Over the past 20 years, grant-awarding organizations such as the now defunct Law Enforcement Assistance Administration (LEAA), the Highway Traffic Safety Administration, and to a lesser extent general foundations, have been important sources of funding external to the normal budgeting process of police departments. Grants have been used for a variety of endeavors, including the purchase of vehicles, riot equipment, and communication centers; for training; to create regional crime laboratories, and to develop special efforts in such areas as crime prevention, alcohol safety-accident prevention, family crisis interventions, and programs for rape victims and the elderly. The Melrose Park Police Department should actively research potential sources of grants that may be available through various grant funding organizations.

Donations. Police donation programs may be characterized as single issue or ongoing. Single-issue programs seek to obtain

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funds for a particular purpose and may be fairly small or large in the level of support they are seeking. In terms of ongoing donations it may be necessary to form a nonprofit, tax-exempt organization independent of the village with specific goals. Example goals might include: enhancement of police-community relations; improvement of police service; funding of police projects; and selected training and education programs. It is recommended that this activity be pursued by a special committee and/or other entities within the police organization (e.g. Fraternal Order of Police). It should be noted that in 1991 the Chicago Sun Times reported that the City of Chicago in conjunction with the F.O.P. raised one million dollars to buy bulletproof vests for officers.

Forfeiture laws. According to Swanson (1993), "The essence of forfeiture laws is twofold: (1) criminals should not be allowed to profit financially from their illegal acts, and (2) the assets of criminals that are subject to seizure can be put to work against them by funding additional law enforcement initiatives." (pp. 605-606) The Melrose Park Police Department should actively engage in the forfeiture laws provided by both federal and state legislative acts. Upon seizure of property or assets, subject to state law, the department should initiate forfeiture proceedings by making a request to the prosecutor or by retaining a lawyer for that purpose. Swanson (1993) further suggests four patterns regarding the way forfeiture property can be handled:

* All benefits from the forfeiture go to the unit of government's general fund.

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* The police may keep all property, typically using cars for undercover operations, but if the property is later sold, the proceeds of the sale go to the unit government's general fund.

* The police may keep or sell the property, but if it is sold, the police can keep up to only some ceiling amount, such as $20,000, and any excess goes into a trust fund to which the department can apply for specific use.

* All property and cash can be kept by the police department. (p.606)

As mentioned in chapter one of this study, the geographical location of Melrose Park in relation to the City of Chicago provides an opportunity for the Melrose Park Police Department to participate in mutual enforcement efforts. Criminals and their illegal activities are not restricted by geographical boundaries. Frequently, the most profitable of criminal enterprises take place in the suburbs of our country's urban centers.

User fees. User fees can be very controversial when used by police departments. However, the public does accept being charged a nominal fee for such things as obtaining a copy of an accident report. The largest and least controversial sources have been charges to hook up alarms to the police monitor or to a computer aided dispatch (CAD) system, as well as charges to monitor the alarms and the cost of responding to false alarms. It is recommended that the Melrose Park Police Department develop and implement a progressive fee system to be utilized for false alarm calls. The fee system should be specifically enacted for commercial and industrial alarm systems. Industrial and commercial structures are the cause of the most frequent, re-occurring false alarms. These false alarms take up valuable patrol time and habitual/chronic false calls should be subjected to fees.

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In addition to not having formal budgetary responsibilities, the administration of the Melrose Park Police Department lacks a formal plan or a mechanism which would establish long term planning. The short term plan is basically a carry over from the previous year, which recognizes certain goals attained and others which need to be reached. During the period of time of my internship with the Melrose Park Police Department, this author frequently observed the expansive capacity for making daily, non-routine, and at times, risky decisions. The management technique I observed can best be described as "knee-jerk management." This reference is intended solely as helpful criticism. Excessive time pressures, critical job demands, inappropriate deployment of work force, and inadequate training are the root causes of this syndrome.

Earlier in this chapter this author referenced the importance of team management. Long term strategic planning, which includes participation by members of the aforementioned departments, should be implemented to have a positive impact on the future of the Melrose Park Police Department. The process of establishing a strategic or long range plan is a tedious but necessary managerial task. Since there is no strategic plan currently in place, this task will most likely be monumental. It is recommended that one of the first responsibilities for the management team should be to form an ad hoc committee to develop a formal long range strategic plan. Committee members should include representation of all employee groups of the police department as well as a member from the Board of Fire and Police Commissioners and two council members.

This ad hoc committee should have mayoral and council approval and could be referred to as the Melrose Park Police Department Strategic Planning Task Force.

Section 4: Internal Control

The most basic and fundamental component of the internal control process is a comprehensive, well-written and up-to-date body of rules, regulations, policy and procedures. The establishment of these general administrative guidelines relate to and compliment the main objectives of the organization. Regardless of how formalized the control process may be, its effectiveness can be judged on the basis of the results it achieves.

The initial process in establishing goals and objectives should begin with a mission statement. "The mission statement should be the driving force of any organization. The mission statement is the reason an organization exist, its' reason for being. The mission statement should be: believable, worthy of support, widely known, and shared. Mission statements are usually part of an organizations's overall guiding philosophy" (Bennett, 1992, p.4).

The chief administrator of a police department is responsible for executing the philosophy of the mission statement and the effectiveness of the department. For this reason, the chief should make every effort to systematically disseminate information of what is expected and clearly define the department's objectives. A clear, well-written statement of policy is the best way to accomplish this. Policy must be in a written form in order to avoid misunderstanding and further encourage wide distribution

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which permits later recall for reference and review.

The next process of internal controls is formulating and implementing departmental rules and regulations. A rule should tell a subordinate exactly what to do or what not to do and permit no deviation in a prescribed situation. Whenever coordination or exact compliance is required, and situations can be foreseen, rules should be established.

> .....police administrators must provide guidance to personnel as to which methods are acceptable. This guidance is required on two levels: both rules and procedures are of equal importance. Rules provide absolute limitations on police action by stating clearly what actions or methods are required or prohibited. Procedural guidelines provide direction for action within those absolute limits. When visible guidance is lacking, individual differences in treatment by the police may appear to be-or may actually be-based on the personal bias of the individual police officer. The potential for this public belief, whether accurate or not, mandates clear definition of acceptable rules and procedures for police action (Garmine, 1977, p. 29).

A rule properly implemented applies equally to all persons. There is one justification for a rule and it is because there is an unchanging feature in the matter which prohibits interpretation. The same lack of flexibility, however, removes the opportunity for individual discretion, initiative and judgement. When continuously prohibited, these qualities in human beings will eventually cause atrophy. Employees are often offended by unnecessary rules and may regard them as an indication that management considers them unfit to exercise discretion in the affairs of the organization. Within this context, management must take painstaking steps to ensure that every rule and regulation have been well planned, clearly stated, properly implemented, understood, and evaluated.

<u>Subsection 1:   Melrose Park Police Department Analysis.</u> The
Melrose Park Police Department has a volume of policies and
procedures which cover a wide range of topics. For the most part,
they follow the standard format which makes them easy to read and
understand.   However, these policies and procedures should be
subjected to continual monitoring and updating making certain that
recent legislation, as well as court decisions on law enforcement
issues, are included in these directives.

The rules and regulations of the Melrose Park Police
Department are provided by the Board of Fire and Police
Commissioners.   They were revised in 1989.   This document is
clearly written and is contemporary with current personnel
practices.

The Melrose Park Police Department has a volume of written
orders and memoranda. These in effect become additional rules and
regulations of the department. It is imperative that these general
orders and memoranda are consistently reviewed to ascertain that
previous orders are not duplicated in the new order. A rule should
be established so that new orders supersede and cancel previous
orders.

It should be noted that the Melrose Park Police Department has
no mission statement.   This and other procedural concerns of
internal control can be assigned to the Strategic Planning Task
Force. In addition to formulating a strategic plan, the Task Force
should identify areas which need further attention and recommend
ways by which improvements can be made.

Section 5: Personnel Development

Sir Robert Peel, commonly referred to by police historians as the father of modern law enforcement, wrote the Metropolitan Police Act of 1829. In this Act, Peel noted 12 principles for the development of modern policing. All 12 of these principles are still applicable to policing today. The most significant being, "the securing and training of proper persons is at the root of efficiency." This concept is valid within the success of any organization but is absolutely vital to police organizations.

Personnel development ensures that all employees of an organization have the necessary skills to perform. It also shows that the department is interested in the welfare and development of its employees. According to Galvin and Sokolove (1989):

> It is imperative that employees feel a sense of growth
> and development in their jobs because it contributes to
> a sense of well-being. Often, it can make the difference
> between those who "graze from the public budget trough"
> and those who utilize their full capabilities on the job
> to produce consistently high-quality law enforcement
> services. (p. 19)

In addition, legal liability has significantly risen for actions taken by police officers who were not properly trained. According to Aaron (1991):

> It is clear that if police continue to react to varying
> situations without first being trained and the reaction
> results in the violation of a citizen's constitutional
> rights, the city can be held liable in a civil rights
> suit. (p. 47)

A written statement of training philosophy should be part of organizational policy. The philosophy should state management's attitude toward training, the amount of resources that will be devoted to it, and the purpose and expectations of the training.

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"Developing human resources should be the single most important objective of managers...Unfortunately it is rarely the highest priority" (Bennett and Hess, 1992, p. 276).

Organizational goals and objectives cannot be qualitatively achieved without proper education and training. The days of handing officers a badge and putting them on the street are long gone. The responsibilities and the duties of police have become extremely diverse and involve a complex variety of skills and talents which demand professional training and education. The training function teaches employees all tasks needed to do the total job. It builds and develops both individuals and the entire organization. Police management must commit to training and consider it an investment in developing human resources. Good selection, training, and development of personnel to do the job equals efficient police service.

Subsection 1: Melrose Park Police Department Analysis. As stated in chapter one, the concern of training and more specifically the retraining of personnel is a critical concern which needs to be addressed by the Melrose Park Police Department. The Melrose Park Police Department does have a very rudimentary performance evaluation system, but the form being used is poorly designed, lacks any specific instruction as to how it is to be used and would appear to be rather useless as a tool for the effective monitoring of individual performance. It is recommended that all supervising officers in conjunction with the Task Force, develop and implement a fair and effective evaluative mechanism.

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Chapter 3: Line Operations

Line operations can best be described as those police activities which provide the day-to-day operational functions of the police department. Using military etiology line operations are "front line." Therefore, line operations are those police functions which are intended to satisfy, most immediately and directly, the basic police responsibilities of maintaining public order and preserving the peace in the community. Within a police organization, these responsibilities are carried out by the patrol division and supplemented through the efforts of specialists in criminal investigation, crime prevention, traffic enforcement, and juvenile services. In the Melrose Park Police Department, these functions are the responsibility of the patrol and investigation divisions which are discussed in this chapter.

Section 1: Patrol Operations

Patrol is responsible for providing continuous police service and high-visibility law enforcement, thereby deterring crime. The patrol division is the most essential component of police activities. All other divisions are supplemental to patrol. The patrol division is the backbone of the police department and is actively engaged in the accomplishment in the major objectives of the police department. These objectives are:

1.   Crime prevention.

2.   Traffic enforcement responsibilities.

3.   Enforcement of all State and local laws.

4.   Protection of life and property.

5.   Protection of individual's civil rights.

6.   Preservation of peace.

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7. Detection and apprehension of criminals.

8. Provision of services to the community and its citizens.

To accomplish these objectives, the patrol division engages in a variety of functions and activities. The success or failure of the department hinges on the operations of the patrol division.

Additionally, patrol officers must have a working knowledge of the federal, state, and local laws they are sworn to uphold and use good judgement in enforcing them. The Task Force on the Police (1973) states:

> The patrol officer is the first interpreter of the law and in effect performs a quasi-judicial function. He makes the first attempt to match the reality of human conflict with the law; he determines whether to take no action, to advise, to warn, or to arrest; he determines whether he must apply physical force, perhaps sufficient to cause death. It is he who must discern the fine distinction between a civil and a criminal conflict, between merely unorthodox behavior and a crime, between a legitimate dissent and disturbance of the peace, between the truth and a lie. As the interpreter of the law, he recognizes that a decision to arrest is only the first step in the determination of guilt or innocence. He is guided by, and guardian of, the Constitution. (p.192)

Unfortunately, as noted by this same report: "The patrolman is usually the lowest paid, least consulted, most taken for granted member of the force. His duty is looked on as routine and boring" (The Task Force on the Police, 1973, p.189).

Despite the lack of status within some police department, patrol is the backbone of policing. Walker (1983) notes that the "majority of police officers are assigned to patrol and, in that capacity, deliver the bulk of police services to the public. The marked patrol car and the uniformed patrol officer are the most visible manifestations of the police in the eyes of the public."

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(p. 103)

The patrol division engages in a multitude of functions and activities, some of which seem far removed from the major objectives. Patrol work includes such a wide spectrum of activities that it defies any specific description. It could involve dog-catching, administering first aid, breaking up family fights, pursuing a fleeing felon, directing traffic, investigating a crime scene, calming a lost child, or writing a parking ticket. Whatever the task might include, the patrol division is the foundation of the police department and its largest operating unit. The success or failure of the department hinges on the operation of the patrol division.

As the backbone of the police department the patrol division is the primary unit by which the traditional police objectives of crime suppression, traffic enforcement, criminal apprehension, and public service are carried out. It is important to point out that the last of these four primary objectives, public service, occupies more time than any of the others, particularly in small communities where serious crime is not prevalent.

The traditional approach to the patrol function has been to assign a number of officers to each of several shifts. They are deployed in a fashion that will ensure their rapid response to problem locations and to allow them to patrol their designated areas in a rather random, unpredictable fashion. The assumption is that their presence will be enough to deter certain types of crimes and that their mobility will allow them to respond to crimes in progress quickly enough to make an apprehension. Unfortunately,

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this assumption has only marginal validity.

The Kansas City Preventive Patrol Experiment suggested that patrol does not have a deterrent effect on crime. This experiment which was funded by a grant from the Police Foundation conducted in 1972 is referred to as the most comprehensive study of routine preventive patrol ever undertaken. Even with the knowledge of the limitations that patrol operations have on crime, this does not imply that patrol efforts are altogether futile. The patrol division of the police department must be properly managed and its various functions organized and designed to provide patrol strategies.

Strategies that should be taken to make patrol more productive and effective follow: First, there must be adequate personnel assigned to the patrol function to provide an acceptable level of coverage twenty-four hours a day, three hundred and sixty five days a year. The adequacy level will depend on the actual work load, as indicated by calls for service, crimes, and other similar factors. A second strategy in making the patrol division more effective is that of scheduling and deployment. Once the minimum number of officers required to perform patrol duty is determined, it is necessary to develop a work schedule that will allow them to be deployed in a manner that parallels variations in work load. In police work, patrol activity varies considerably between days of the week and different times of the day. Therefore, the effective staffing of the patrol division should, as much as possible, vary accordingly. The third strategy that must be considered is the actual assignment of patrol officers on duty. Officers should be

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assigned to specific areas, or "beats," and they should be given specific tasks to perform while on patrol. Finally, supervisors play a key role in making the patrol effort more effective. They must provide sufficient information concerning crime patterns, criminal suspects, and other circumstances which will allow officers to initiate their patrol strategies. In addition, supervisors must encourage and direct the officers to use their own judgement and creativity in developing patrol strategies that go beyond the routine, random patrol effort that is usually expected. Further, supervisors must routinely monitor the activities of the officers in order to provide them with continuing advice and encouragement so that they will be motivated to continue to work effectively.

Subsection 1: Melrose Park Police Department Analysis. The Melrose Park Police Department consists of 62 full-time officers. Included in this number are four sergeants and six lieutenants who provide supervision for all patrol shifts. A three-shift, rotating structure is utilized. Table 6 shows the shifts for the Melrose Park Police Department:

Table 6. Shifts

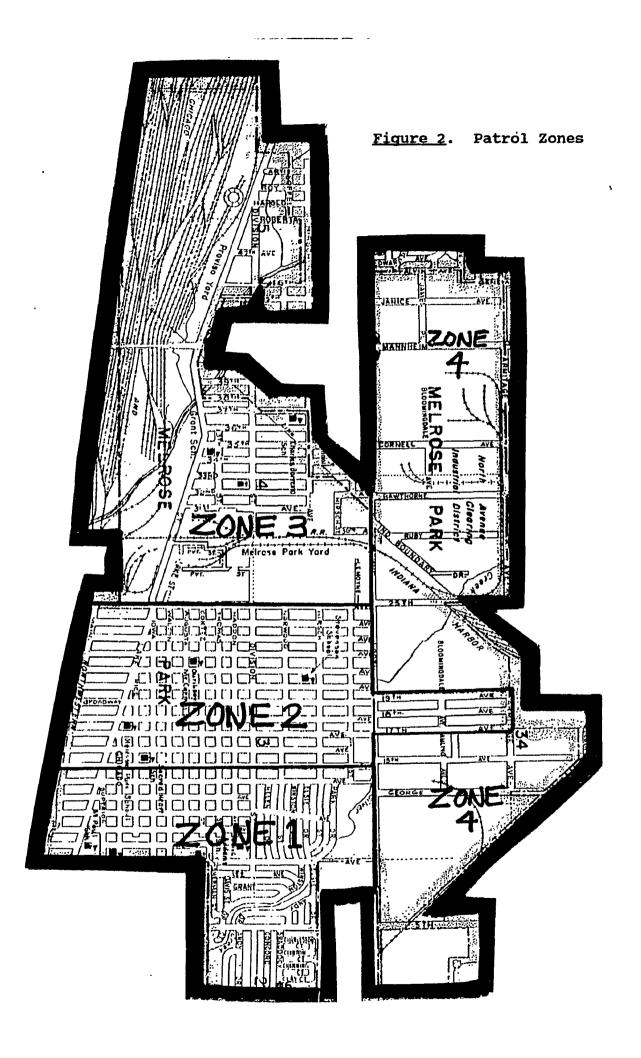| Shift	Time
First Shift	12:00am — 8:00am
Second Shift	8:00am — 4:00pm
Third Shift	4:00pm —midnight

Each shift works a twenty eight day rotation schedule. The twenty eight day rotation schedule requires each officer to work six days

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with two days off for four weeks, with alternating days off followed by two weeks with three days off. All officers in the patrol division rotate shifts.

The Village of Melrose Park is approximately six square miles, divided into four basic patrol zones. The patrol zones have been designated as shown in Figure 2, to equalize the work load of the patrol division and to ensure the most expedient response time for calls received. The boundaries of the patrol zones currently in existence have been historically and traditionally defined rather than data based. Additionally the deployment of personnel by shift, to a specified zone, is further dependent upon the number of personnel reporting within a particular time period. (e.g. The minimum number of officers recommended to work the first shift is five, second shift is six plus one supervisor, third shift four officers plus one supervisor.) When there are more officers reporting for duty than the minimum required, the patrol zones are sub-divided. The sub-division of the patrol zones is not data based. The four patrol zones appear to be proportionately aligned to enable an equalized distribution of the work load per officer while on patrol in the zone. However, the Melrose Park Police Department does not routinely collect or analyze the amount and types of calls for service as a means of evaluating and adjusting patrol zone boundaries.

To determine the adequacy of the deployment of patrol strength by time and area, it will be necessary for the Melrose Park Police Department to conduct an analysis of activities in which the patrol division is engaged. However, the department does not maintain

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Figure 2. Patrol Zones

detailed activity records which may be used routinely for this purpose. This subject of concern is discussed in more detail in chapter five of this study.

Section 2: Traffic Enforcement

Traffic is a complex responsibility of the police function. A well-rounded traffic program involves many activities designed to maintain order and safety within a community. Although the traffic responsibilities of a police officer may not have the glamour of a criminal investigation, they are not only critical to the safety to the citizens of the community but also to the police image. Traffic is the most frequent contact between the police and the law-abiding citizens.

As noted by the National Advisory Commission on Criminal Justice Standards and Goals (1973):

> The role of the police in motor vehicle transportation systems have undergone significant changes through the years. The traditional police function has centered around traffic law enforcement, accident investigation, and traffic direction and control process. In today's highly complex and mobile society, the police officer's responsibilities have been expanded beyond the restrictive area of traffic supervision and evolved into a more comprehensive service that includes motorist service, public information, motor theft prevention, and other activities vital to the safe and efficient movement of traffic. (p.226)

All uniform police officers should be responsible for enforcing traffic laws and regulations because of the close interrelationship between traffic activity and all other police activities. It is not uncommon, for example, for a routine stop for a traffic violation to result in the arrest of the driver for a serious nontraffic offense.

The primary objectives of most traffic programs are to obtain

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the smoothest possible movements of vehicles and pedestrians consistent with safety and to reduce losses from accidents. Traffic officers are usually responsible for the following (Wroboleski and Hess, 1992, p.252):

* Enforcing traffic laws.

* Directing and controlling traffic.

* Providing directions and assistance to motorists.

* Investigating motor vehicle accidents.

* Providing emergency assistance at the scene of an accident.

* Gathering information related to traffic and writing reports.

The National Advisory Commission on Criminal Justice Standards and Goals (1973) defines the traffic law enforcement function as "the total police effort directed toward obtaining compliance to traffic regulations after programs of traffic safety education, driver training, traffic engineering, and similar activities have failed to reach this objective. This function involves all levels of operation within a police organization." (p.227)

To effectively enforce traffic laws the following actions should be utilized by police officers: on-the-spot instructions to drivers and pedestrians, verbal warnings, written warnings with proper follow-up, citations or summonses, and arrests. The question inevitably arises as to how much enforcement is needed to control traffic, and reduce accidents. This is a local issue and must be determined for each jurisdiction.

Subsection 1: Melrose Park Police Department Analysis. The Village of Melrose Park is located in one of the most highly

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industrialized areas of metropolitan Chicago. There is an extremely high amount of vehicular traffic that passes through its boundaries each day. There are several major thoroughfares passing through the Village of Melrose Park. This condition is further escalated by the large work force that is employed by the numerous businesses and industrial companies within the boundaries of Melrose Park.

The patrol division of the Melrose Park Police Department is responsible for providing selective traffic enforcement and accident investigation for the community. Although a major portion of the police department's activity involves traffic control and enforcement, there is no formalized effort to control it. Traffic enforcement responsibilities are not totally ignored by the administration of the Melrose Park Police Department, but there is no special emphasis placed on this important function nor is there any particular plan to guide enforcement efforts. As a result, traffic law enforcement is inconsistent and not well coordinated.

One of the weaknesses in the traffic law enforcement effort in Melrose Park is the lack of a comprehensive plan designed with specific goals and objectives. A plan is needed based upon the collection and application of traffic data. This plan should include the collection of data on all traffic accidents occurring in the village on an annual basis. Data should also include accidents involving fatalities, personal injury, and property damage. Additionally, the plan should include enforcement data: hazardous moving (potential accident involved) violations, all other moving violations, and all parking violations. In order to

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make the plan all-encompassing, a detailed report on traffic court findings (e.g. guilty, not guilty) should be included.

The data gathered from a well organized traffic enforcement plan must be summarized and analyzed to determine a needs analysis. Without a study, any traffic enforcement plan becomes meaningless.

Section 3: Criminal Investigation

Criminal investigation is the process where information regarding crimes committed is collected and analyzed in an effort to identify the person(s) responsible for committing the crimes. The criminal investigation process begins with the arrival of the first officer on the scene of a reported crime and concludes when charges have been filed against the suspected offender(s).

Since patrol officers normally are the first officers to arrive at the scene of a crime, they play a major role in the criminal investigation process. Walton (1979) points out that investigation is a line function and traditionally a task for patrol, but at times the type and frequency of crimes may require a specialized organization component, commonly called the investigative or detective division. Walton goes on to note, however: "In a sense, the investigation of a case is the responsibility of the entire department, and not just a single investigator. Effective investigation often depends on many people and on the organizational structure that governs what they do." (p. vii)

The Rand Corporation undertook an extensive study of the role of detectives in solving crimes. Waldron (1984) said of this study:

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The single most important determinant of whether or not a case will be solved is the information the victim supplies to the immediately responding patrol officer. If information that uniquely identifies the perpetrator is not presented when the crime is reported, the perpetrator usually will not be subsequently identified. Of those cases that are ultimately cleared but in which the perpetrator is not identified at the time of the initial police incident report, almost all are cleared as a result of routine police procedures. Differences in investigative training, staffing, workload, and procedures have no appreciable effect on crime, arrest, or clearance rates. (pp. 194-195)

The same interpretation of the Rand Study of Detectives is made by Klockars (1983) who said the study shows that "all but about five percent of serious crimes that are solved by detectives are solved because a patrol officer has caught the perpetrator at the scene, because a witness tells the detective whodunit, or by thoroughly routine clerical procedures." (p. 131)

The patrol division is the unit usually responsible for conducting the preliminary investigation of a crime. The preliminary investigation consists of actions performed immediately upon receiving a call to respond to the scene of a crime. When police officers receive a call to proceed to a crime scene, they must proceed to the scene promptly and safely. They must render assistance to anyone who is injured, arrest the suspect if at the scene, secure the crime scene, and protect any evidence. Further, the patrol officer must interview complainants, witnesses, and suspects; collect evidence; and make careful notes of all facts related to the case.

The Internal Association of Chiefs of Police (1970, p.13) has developed an acronym around the spelling of PRELIMINARY as follows:

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P  Proceed to the scene promptly and safely.
R  Render assistance to the injured.
E  Effect the arrest of the criminal.
L  Locate and identify witnesses.
I  Interview the complainant and the witness.
M  Maintain the crime scene and protect the evidence.
I  Interrogate the suspect.
N  Note conditions, events, and remarks.
A  Arrange for collection of evidence (or collect it).
R  Report the incident fully and accurately.
Y  Yield the responsibility to the follow-up investigator.
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Subsection 1: Melrose Park Police Department Analysis. The

Melrose Park Police Department's detective division consists of

seven detectives who are supervised by the lieutenant in charge of

the detective division. For the most part the detective division

appears to operate in a well organized and productive manner.

Their work loads are organized into two shifts, day and afternoon,

providing their services sixteen hours per day (8:00 a.m. to

midnight), five days a week. They are on call the remainder of the

time.

The detectives are required to take prisoners to court for

bond hearings, transmit court cases, traffic citations, and bond

monies to the court each week. They are evidence custodians,

evidence technicians, and transport evidence to crime laboratories

for processing and on occasion provide community relations by

giving talks to children in school about crime prevention and

safety.

The uniformed officers of the Melrose Park Police Department

do little investigation of crimes. The detective division is

called in to handle any major and most minor crimes. The

responsibility of the uniformed patrol division is limited to

protection of the scene. While this is an excellent procedure in

the case of infrequent major crimes, such as murder, most crimes can and should be handled by the patrol division. The division usually is first on the scene and in the best position to start an immediate investigation. To do this successfully, the officer must be allowed to participate to some degree in the investigation of crimes that occur. When officers are allowed to become involved in all phases of police work, their knowledge is broadened and emphasis is placed on the importance of the patrol function. More on this matter will be covered in chapter five.

Chapter 4: Support Services

Support services in a police agency are comprised of those activities and functions which most immediately and directly assists in making the line personnel more effective. Typically, these include, but are not limited to, communications and records, vehicle and facility maintenance, and other related activities designed to assist administrators in the delivery of efficient and effective police service.

During the past fifteen years, a tremendous increase in computer automation in police departments has occurred. This technological trend has brought about significant changes in police personnel, roles, and services. Police departments are vast information processing organizations. Unfortunately, the public perceives police work in terms of physical security, patrol cars, weaponry, crime control, and traffic enforcement. However, most police work involves the collection, manipulation, structuring, collating, and dissemination of information, so much so, that an automated records and communication system is no longer viewed as a luxury but a necessity.

Section 1: Police Records

The records system is the central nervous system of a police agency. Traditionally, a police department manually processed information and stored that information within the records section. The problem with this type of records system is that specific information is not readily accessible nor can this information be statistically manipulated without many hours of manual tabulation.

> An automated records system enables police agencies to maintain large data bases with an immediate search and retrieval capability. In this manner, law enforcement personnel have almost instantaneous access to individual

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criminal histories, outstanding warrants, traffic information, field contacts, investigations, and the like. Further, these systems usually provide data summaries and displays that allow police analysts to recognize patterns in reports incidents and to match suspects, vehicles, and weapons with criminal activities. (Swanson, 1993, p. 522)

<u>Subsection 1:   Melrose Park Police Department Analysis.</u>

Currently, the Melrose Park Police Department has a nonautomated records system. This system is based on a conventional field case reporting system that has been in use for some time. There are standard report forms for the field case report, traffic accident reports, and other related incident reports. Additionally, the department maintains arrest jacket files which contain all essential information on persons arrested. Uniform Crime Reporting (UCR) is accomplished by an on-line data entry utilizing the LEADS terminal and the State of Illinois Support Services Data system. Each police officer completes a daily activity sheet which summarizes the number of activities handled by the officer during the shift.

During the term of this author's internship at the Melrose Park Police Department, it became quite evident that there was an urgent need to modify the process in which information was handled. The department should incorporate an automated system into their operations and a thorough understanding of computer applications available for law enforcement needs to be recognized. These applications fall into three categories: (1) operations (data base information), (2) management and administration (data base management), and (3) communication and training (data base sharing).

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Currently, the Melrose Park Police Department is undergoing a technological change to automate the records system. When this technology is in place, the department should derive the following benefits: Reduced time spent by uniform police officers in preparing reports, thereby increasing "street time;" Providing instant "on-line" management information and instant retrieval of reports from anywhere within the department; Reducing necessary office space used to maintain "hard copy" by using computer storage; Improving the accuracy, quality, and timeliness of crime analysis, management reports, and UCR by automation; and Improving the quality, legibility, and accuracy of police reports.

Additionally, general management functions of the Melrose Park Police Department will also be improved by the automation since there is a large number of "decision support systems" which will make management more productive. The following lists some functions which will become available with the implementation of computers: word processing, automated budgeting, personnel management scheduling, inventory systems, and various data base filing systems.

Section 2:   Communications

Another major advancing technology has been that of radio communications. The combination of computers and radio communications has given police departments a substantial increase in efficiency and safety.

A traditional communications room will typically include a radio panel, monitors for alarm companies, a LEADS machine, a copy machine, fingerprint machine, dictaphone, safe for bail, T.V.

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monitors, files, a telecommunication device for the deaf, and incoming phone lines, plus one private line for outgoing calls. The radio operators have many different responsibilities and duties some of which include typing up a radio log for each shift, entering tickets, filling out various forms, filing vehicle stickers, using the fingerprint machine, warrant file, answering the telephone, monitoring prisoners, etc. All telephone calls and radio frequencies are equipped with an automatic taping machine.

Many police departments are implementing a computer-assisted dispatch (CAD) system which combines modern communication to automated record systems. By utilizing this CAD system, police managers can improve the allocation or use of uniformed officers assigned to patrol duties. The following is an overview of how the CAD system works:

> Uniformed officers are dispatched based on the type of
> incident and the location. When this information is
> entered, the CAD system responds with detailed
> information about that location, such as verification of
> address, best access route, dangers near the location
> (e.g., known dangerous felons and biker hangouts),
> immediate past police or emergency service history
> (within the last 24 hours), and any other information
> that previously was entered. Enhanced CAD systems
> utilize mobile digital terminals (MDTs) placed within
> each patrol car. Dispatching can then be conducted
> electronically from the host computer to each MDT,
> eliminating most of the mundane and routine voice
> communications of the past. (Swanson, 1993, p.540-541)

Another important part of communications is the integration of the 911 phone number for emergencies. A 911 system provides dispatch with the telephone number and address of the incoming call. By utilizing 911, less time can be spent on the call and a unit can be dispatched quicker. Additionally, 911 provides information (phone number and address) in the event that the caller

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is unable to complete the call.

Subsection 1: Melrose Park Police Department Analysis. The Melrose Park Police Department utilizes the traditional communications procedures. However, a referendum has been passed which will allow for 911. Additionally, a CAD system is planned to be installed to modernize the "old communications facility." This subsection is covered in more detail in chapter five of this study.

Section 3: Equipment Utilization and Maintenance

To achieve maximum operational efficiency, police departments must be adequately and properly equipped. The police department must be provided with sufficient housing facilities, office space, motorized and special police equipment to permit the department to meet their obligations to the citizens of the community.

Subsection 1: Melrose Park Police Department Analysis. Chapter five of this study introduces information regarding the construction of a state of the art police facility that was completed in January of 1993. This facility was designed to accommodate all current and projected applications allowing for a maximum capacity of a 150 member police department. In conjunction with the new facility, the village administration has generously appropriated adequate funds to ensure successful implementation of the aforementioned automated applications. The village administration is committed to provide the necessary resources and equipment required for the delivery of police services.

Due to the recent construction and the continual upgrading of police equipment, this author concluded that this analysis did not need to be detailed.

Section 4: Training

The education and training of police officers is at the root of police effectiveness. Within the last several decades there has been a dramatic change in the methods and procedures by which police officers are trained. The change has resulted in a shift from ambivalence toward training to a wide recognition of the need for professional training, which is currently mandated by both federal and state law.

In the State of Illinois, the mandatory training of police officers requires that all police officers attend 400 hours of training at an accredited police training academy. After successful completion of training at the police academy, police officers must pass a state certification examination. Failure to pass this certifying examination results in the negating of employment as a police officer (police officer recruits are allowed three attempts at the examination).

Recruit training has the greatest impact on the newly hired police officer. Not only will the new employee be provided with the information and experiences needed to perform in a competent manner, but he or she will also acquire a frame of reference for the philosophy and working structures, as they exist in police organizations. In addition to basic recruit training, another valuable program has emerged in progressive training operations, the use of the field training officer (FTO). The newly graduated trainee is assigned to a selected, trained FTO who not only follows the progress of the officer but makes certain the officer is allowed to practice, with help at hand when needed, the real world

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skills the new recruit will be using.

In addition to the state requirements for recruit training, progressive police agencies provide the opportunity for all officers to participate in further training. This training is referred to as in-service training. Training should be a continuous process, following an officer from basic recruit training to retirement. The Commission on Accreditation Agencies (CALEA), (1990, p.4) recognized the need for in-service training when it reported the following:

> Much of the existing in-service training is given in brief, daily form. For example, many departments conduct roll call training from 5 to 20 minutes at the beginning of each tour of duty, and utilize excellent training aids such as "Training Keys" or sight/sound film provided by the International Association of Chiefs of Police. While the short, daily training sessions for police officers have great value, these programs should be supplemented by an annual period of intensive in-service training.

Keeping officers up-to-date in such areas as state and supreme court decision; new laws and ordinances; changes in county, municipal, or departmental policy; new procedures and programs; and new developments, methods, and techniques in law enforcement is the objective of in-service training.

However, this type of training is still not sufficient. It is also important to provide specialized training based on an officer's present and future needs. In addition, when it comes to a need for training, chief executives have a responsibility to further their training. Management and supervisory training can be a major factor in shaping the future of an agency. Some police academies offer management training programs often in conjunction with educational institutions. The International Association of

Chiefs of Police (IACP), the Federal Bureau of Investigation (FBI), and some state programs provide management courses. Educational institutions offer specialized management courses and private management groups provide seminars that offer executive training for present and future leaders in police service.

Outside training and education programs are increasing every year. There is no police agency in the United States that could not avail itself of a valid program if so elected. Institutions such as colleges and universities are readily available to most departments and generally have academic offerings in police-related areas. While the advantages of a well-based theoretical foundation of knowledge cannot be questioned, it is essential that specialized and in-service training be a continual part of a police officer's career.

Many police agencies have revised their educational requirements to include instituted educational incentive plans to encourage police officers to upgrade their level of education. These incentives have ranged from scheduling officers' work shifts to allow them to attend college, to paying salary bonuses for reaching certain levels of academic achievement. Other incentives have included educational expenses, higher starting pay for police recruits, and bonus points on promotional examinations for varying levels of academic achievement. Although there are obvious problems associated with incentive programs, money and scheduling to name a few, the benefits of having personnel who have achieved the goals of higher education and specialized training are worthy effects on the organization.

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As stated earlier in this chapter, the advent of computerized systems has impacted law enforcement organization positively. However, with any new technology, the proper implementation of a computerized system requires extensive planning and training. Training personnel for a computerized system can be accomplished through Computer Assisted Instruction (CAI).

> In the area of law enforcement training, computer-based education has recently developed as a viable and realistic entity. The application of PLATO (programmed Logic for Automated Teaching Operations) in various courses at the Police Training Institute, University of Illinois, was the first to raise considerable interest in the field. Today, three general recognized types of CAI programs are utilized in law enforcement training-tutorial, drill and practice, and simulation. (Swanson, 1993, p.549)

Subsection 1: Melrose Park Police Department Analysis. Upon initial employment, officers of the Melrose Park Police Department attend the basic four hundred hours of training at either the Cook County Sheriff's Police Academy or the Chicago Police Academy. After a recruit has been hired, the supervisors register the recruit in either of the academies based on the availability of openings and when training begins. Both academies provide similar training programs which are mandated by State of Illinois statute. Once this training is complete, the officers qualify by passing a State of Illinois sanctioned and administered police certification examination.

The Melrose Park Police Department does not have an official field training officer (FTO) program. However, after a recruit has successfully completed the academy training and passed the State of Illinois Police Officer Certification Examination, the probationary officer will spend considerable time with an experienced officer.

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There are no formal evaluative procedures established during this "on the job" training time. The lack of a sanctioned FTO program is a concern which must be addressed. The Melrose Park Police Department needs to establish an accredited FTO program. This will require the selection of experienced police officers to receive further training to become certified field training officers. Such training programs are widely available and would provide the department with a total evaluative package for newly hired police recruits.

The area of in-service training, in this author's opinion, is of great concern. Although the Melrose Park Police Department does participate in some in-service training, there is no formal procedure by which officers are selected or a needs assessment utilized. The department needs to establish a well planned in-service training program that will effectively enhance the knowledge and skills of all personnel. The program should include consistent monitoring to ensure that all members of the department have been given the opportunity to develop their professional careers. This is not only a criterion for establishing professionalism, but it is, as mentioned in chapter two of this study, a safeguard against potential litigation.
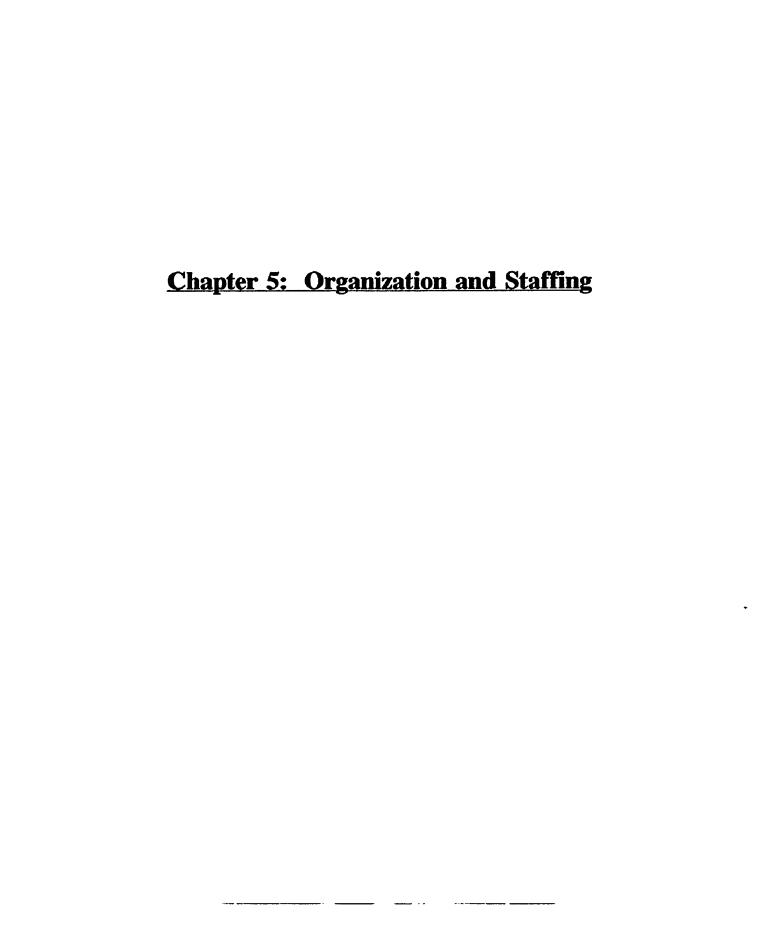
In addition to maintaining standards for police training (e.g. academy training through in-service training), the Melrose Park Police Department should address the need to further train personnel in the area of technological advancements (e.g. CAD, MDT, automated records). This task will, perhaps present the greatest challenge to the organization. Many personnel have been involved

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in police work for more than fifteen years developing manual procedures and are reluctant to modify their "daily routines." Additionally, this author noted during his internship, there is substantial computer phobia on the part of several current employees.

It is this author's suggestion that training for the computerization of the police department be slowly integrated into the daily routines of current personnel. Personnel directly responsible for the implementation of the computerized system should have the proper education prior to the system being installed. This education should not only cover the technical aspects of the computer system, it should also teach techniques for effectively training all personnel. A detailed education plan should be formulated by the director of information systems and distributed. The education plan should include on-line tutorials, simulations, and lectures. Without a well thought out education plan for personnel, the computer system will not be an effective tool for managing the information generated by the Melrose Park Police Department.

To summarize this section on training, police professionalism requires consistent levels of education and training that will meet the demands and needs of a constantly changing society. Change not only occurs in technology, but also in human behavior and values. In closing, the following quotation from Swanson (1993) best summarizes training needs in law enforcement:

> Notwithstanding the dramatic effect that computer automation has had on law enforcement agencies and organizations, we still must be ever cognizant of the role of the individual line officer. Policing is a human

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task requiring exceptionally good judgement and skill in
relating to people. Although technological advances have
promised to increase the efficiency and effectiveness of
the police, the true test for successful law enforcement
will always rest on the sensitivity and professionalism
of the individual officer. (p. 556)

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Chapter 5: Organization and Staffing

The process of structuring or revising an organization can be a complex and multi-faceted problem. It is directly linked to management and is the most powerful vehicle for accomplishing police department objectives and goals. Within the last two decades, several studies (Dahman, 1975; Eck and Spelman, 1987; Goldstein, 1990; Kelling et al., 1974; Schnelle et al., 1975; Sherman, 1987; Spelman and Brown, 1984) have questioned the effectiveness of traditional police organizational methods that focus on incident-driven, reactive approaches. The increasing complexity of police management and changing social values has proven the inadequacies of present police organizational patterns. This has resulted in preliminary experimentation with alternative organizational forms, most notably, community policing. As noted by Couper and Lobitz (1991), community policing is "perhaps the most important step we can take toward effective policing in the 21st century." (p. 16) Couper and Lobitz outline three steps leading to community-oriented policing: (1) creating a vision, (2) providing leadership (rather than autocratic management), and (3) emphasizing problem-oriented policing.

Law enforcement organizations are very prone to resist change. They are typically conservative and locked into tradition. This is especially true of the Melrose Park Police Department. However, change is inevitable. Tichey and Ulrich (1984) explain, "Many organizations that are insensitive to gradually changing organizational thresholds are likely to become 'boiled frogs;' they act in ignorant bliss of environmental triggers and eventually are doomed to failure." (p.62) NOTE: The boiled frog reference is

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based upon a classic experiment. A frog is dropped into a pan of boiling hot water and immediately jumps out, saving its life. Another frog is placed into a pan of water at room temperature were the water is gradually heated and slowly brought to a boiling point. The gradual warming of the water makes the frog feel content and comfortable, but eventually saps its energy. As the water becomes too hot, the frog has no strength to jump out and it boils to death. As stated earlier in this paragraph, change is inevitable, and no person or an organization can prevent it. Police administrators must come to realize the old adage, that the only constant is change.

Change should be viewed as an opportunity not as a choice. As noted by Nees (1990) "We must prepare ourselves and the law enforcement community, for change. We need to develop in ourselves and within our organizations the capacity to evolve. The challenge is to develop within our organizations a willingness, even a eagerness, to accept new ways of doing our work." (p.64)

According to Arnold and Brungardt (1983): "The organizational features of police departments in the United States exhibit a great deal of variation. The departments range from small, informally organized, small-town operations to highly bureaucratic metropolitan police departments with many subdivisions and thousands of employees." (p. 232) However, the two basic organizational units which are common within the vast majority of police departments are line functions and staff functions. To be effective, a police department must have sufficient personnel organized in a manner that will ensure maximum efficiency and

productivity.

The focus of this chapter is to suggest a more flexible approach to organization by utilizing proven managerial methods incorporated within the existing managerial structure of a traditional, para-military, police organization. This task presents monumental problems due to the limitations of this study. All the concerns and issues which have been previously discussed in earlier chapters of this study will be summarized in the concluding chapter. These recommendations will also include, where applicable, a strong endorsement for further studies or research.

Section 1: Organization Principles

Police departments must design the structure of their organizations in a manner which will ensure the most effective and efficient delivery of police service. The structure should be so organized that all goals and objectives of the department are achieved. An organizational chart is the most commonly used method to reflect the formal structure of task and authority relationships. Without the application of sound organizational charting, duties and responsibilities may not be clearly defined, duplication may take place, and essential tasks may not be properly coordinated. Proper organization is based upon several common principles:

SIMPLICITY: Simplicity should be the underlying principle in designing an organization plan. Overly complex organizational structures can hamper the flow of communication, confuse organizational relationships, harm unity of action and purpose, and impede necessary coordination of operations.

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GROUPING OF TASKS: Tasks to be performed in an organization should be grouped according to their similarity of function, purpose, or method. This helps to provide logic and consistency in the conduct of operations and prevents overlapping or conflicting command responsibilities.

CHAIN OF COMMAND: Information pertaining to organizational activities must be passed upward and downward through the organization via a hierarchy of authority which extends from the chief down to the lowest level of supervision. The chain of command in a police organization must be clearly established through written directives and must be observed by all members of the organization.

UNITY OF COMMAND: In any situation, there must be only one person in command. Moreover, only one person can be in direct supervision of another. Each person in an organization must know to whom he or she is accountable. Also, department policies must specify who is in command in particular situations at all times.

SPAN OF CONTROL: The ability of one person to supervise the activities of subordinates must be kept within reasonable limits. Establishing reasonable limits is a responsibility of the chief executive. The span of control is influenced by such factors as the level of difficulty of the work being performed; whether supervision is direct and continual or irregular and indirect; and the degree of judgment and initiative exercised by the employee.

DELEGATION OF AUTHORITY: There are limitations as to the abilities of persons charged with carrying out certain responsibilities. Authority must sometimes be delegated out to

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subordinate personnel in order that all necessary functions are performed in an effective manner. Moreover, delegation helps to increase the commitment of subordinate personnel toward the goals of the organization and fulfills their aspirations to accept higher levels of responsibility and authority. The effective manager is one who recognizes personal limitations and who can rely upon subordinates to assist in fulfilling responsibilities.

AUTHORITY COMMENSURATE WITH RESPONSIBILITY: An employee must be given the authority to accomplish assigned tasks. It follows therefore, that all members of an organization should know the duties and responsibilities of their position as well as those of their unit and every subdivision in their chain of command. Members must know to whom they are responsible and who is responsible to them.

ACCOUNTABILITY FOR THE USE OF AUTHORITY: The more complete the accountability of the individuals within organization, the more effective will be the control exercised over them. The individual to whom authority has been delegated must be held responsible for its proper use. The police manager must always realize that subordinates cannot be held accountable for authority and responsibility unless they fully understand and accept it. The first step is to clearly designate the responsibility and authority and then delegate it to a specific person.

These are the basic principles of organization, and it is upon these principles that an organization must be evaluated. It is also upon these principles that this author based his recommendations for changes in the organization of the Melrose Park

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Police Department.

Subsection 1:   Melrose Park Police Department Analysis. The
Melrose Park Police Department consists of 62 full-time
commissioned officers and employs 17 civilian personnel, seven
auxiliary officers, and ten crossing guards. The total number of
personnel employed by the department is 96. Although the number of
personnel employed seems to indicate adequate staffing, the
effectiveness and efficiency can be greatly enhanced by a
restructuring of the organization.

The rank structure of the Melrose Park Police Department is
very linear with the top three administrative positions consisting
of first in command, Chief of Police; second in command, Deputy
Chief of Police; and third in command, Commander. (Illustrated in
Figure 3) The remaining supervisory positions consists of six
lieutenants, and four sergeants whose functions are primarily field
operations.

In addition to the aforementioned supervisory personnel, the
Melrose Park Police Department utilizes an administrative assistant
and director of information systems. The administrative assistant
position has evolved mostly from a need to coordinate
administrative directives and functions and is an informal title.
Currently, this position is held by a patrol officer, who performs
a variety of administrative tasks and has no charted supervisory
responsibilities.   The director of information systems is an
informal civilian rank and has no supervisory ranking within the
hierarchy of the department. This position is primarily there for
the implementation of computerization and E911 installation.

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Figure 3. Current Organizational Chart

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Further responsibilities include training of appropriate personnel.

The administrative staff of the Melrose Park Police Department performs quite adequately. Individual supervisors accept their respective responsibilities and seem to function in spite of the inherent organizational limitations. As mentioned throughout this study, there are specific areas of concern regarding the organization and the methods relied upon to achieve organizational goals. The evolution of many of the problems stem from the fact that for over forty years the Melrose Park Police Department was housed in a facility which can at best be described as being antiquated. This problem has been addressed with the recent construction of a modern, state of the art police facility in contrast to the previous facility which was originally designed to house a public library and the village's administrative offices. The Melrose Park Police Department moved into the new facility in January of 1993.

It should be noted that this author was directly involved in the process of recommending the replacement of the police facility through the elected position of council member for the Village of Melrose Park. Also, involvement became even more direct through the process of this study and in particular, the ongoing internship required for doctoral studies.
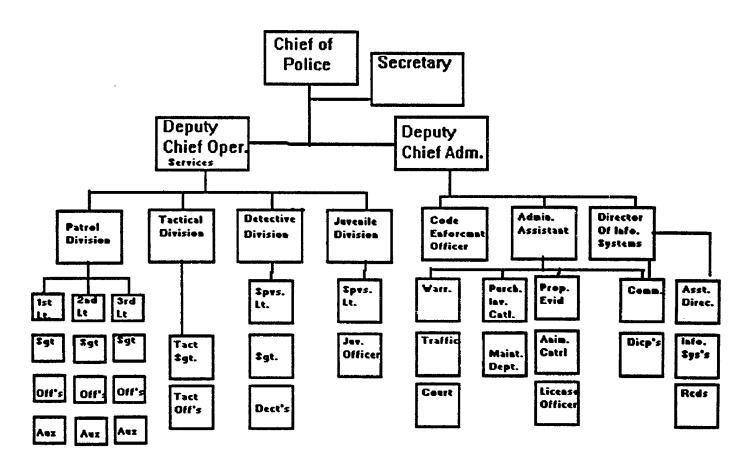
In the opinion of this author, the advent of a new police facility brought about further concern to incorporate change in the organization. It is now paramount that to maximize the facility and all of its newly found technology (e.g. Computer Aided Dispatch, Mobile Digital Terminals, automated records management)

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new management techniques must be incorporated. To implement these changes which are a result of previously ascribed research, this author is recommending the following organizational structure changes as illustrated in Figure 4. The role of chief of police must be more clearly defined by village ordinance and within the department. This is also true for all exempt personnel (e.g. current personnel above the civil service rank of lieutenant). The chief of police is obligated to manage the reconstructing of the organization in order to maximize all personnel, equipment, and facility. It is recommended that the chief execute an active role in the development and implementation of the "Task Force" as earlier recommended in this study. The "Task Force" can serve as an administrative tool to assist in affecting organizational change.

The next two administrative positions in the hierarchy of the current structure are Deputy Chief of Police and Commander. These two positions are currently referred to as the number two and number three ranking supervisors. It is recommended that the title of Commander be eliminated and upgraded to Deputy Chief of Police on the same organizational line of the remaining Deputy Chief position. Organizational functions will then be delineated to each Deputy based upon a needs analysis and the individual's specific administrative skills. Presently, the two individuals to be affected by this change are quality police officers and effective supervisors. Their expanded roles within the organization, along with the redefinition of their areas of responsibility, will further enhance the overall effectiveness of the organization.

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Figure 4. Proposed Organizational Chart

The administrative assistant position should be recognized as a critical position in the organization. This position needs to be formally introduced into the organization by proposing an ordinance establishing said position. Once this has been accomplished, it is recommended that the role of administrative assistant be, minimally, on the same pay level as that of a supervising sergeant. It should also be noted that the administrative assistant should have supervisory responsibilities pertaining to specific staff functions only. This position should be viewed as a managerial rather than a supervisory position.

The director of information systems was initially employed by the Village of Melrose Park to provide for the administration of the village's computer system. However, before construction began on the new police facility, it became critical for the director to research and advise the proper authorities, as to the technological needs of the police department in regards to various information systems. Since then, the director has devoted a significant amount of time to the researching and implementation of the various technologies currently in place in the new police facility. This has resulted in a dependency placed upon the director to fulfill the immediate administrative needs of the police department's information system. Further, in November 1992, the residents of Melrose Park passed a referendum for the implementation of the E911 phone system. Once again, the director of information systems was positioned to assist in this monumental task. According to Illinois Bell Telephone Company, the installation of the E911 phone system will take up to eighteen to twenty-four months after

referendum passage.

Therefore, it follows that there is a dramatic need for additional personnel for the management of information systems. The need is not limited to the police department but also for the village's administrative use. It is recommended that the Village of Melrose Park create the position of Assistant Director of Information Systems. The assistant director will help in the management of the ever growing need of the village and its police department's dependency on computerization.

An alternative remedy to this under staffing problem would be to enter into a contractual agreement with a credible consultant who would perform specific duties on an as needed basis. This alternative plan could result in an immediate solution, but would not serve the long range needs of the police department or the village administration. This author also recognized that the need for additional staff in the information systems division, could potentially require both plans; hiring of an assistant director and the utilization of a consultant.

The supervising lieutenants and sergeants must have an expanded and more clearly defined role in the organizational structure. At present, there are six lieutenants on the Melrose Park Police Department performing duties primarily in the line functions. There is a lieutenant in charge of the Investigation Division, currently on extended sick-leave, and another in charge of the Juvenile Division. The investigation and juvenile supervisory arrangement is quite efficient and proven for the department, therefore, no changes are recommended in this area.

The remaining four lieutenants are assigned to specific patrol shifts. There are two lieutenants assigned to one shift and one lieutenant on each of the other two shifts.

There are four sergeants on the Melrose Park Police Department. One is the supervising officer for the tactical team, the other is assigned to the investigation division. The tactical team and the investigation division will be discussed later in this chapter. The remaining two sergeants are assigned to patrol shifts.

In regards to the supervisory staffing needs of the three patrol shifts, it is quite evident that there is a disproportionate number of shift lieutenants compared to the shift sergeants (e.g. four lieutenants compared to only two sergeants). The number of lieutenants being utilized is adequate, however, they are not properly deployed to maximize supervisory allocation. It is recommended that the three highest ranking lieutenants, based upon seniority, be assigned to a specific shift, and remain on the same rotation as the rest of the shift. The remaining fourth lieutenant will be assigned to the "swing" shift, providing field leadership on the days that the other lieutenants are scheduled to be off. This is a common practice in most departments.

Due to the less than adequate number of sergeants, their shift assignments cannot function in the same manner as that of the lieutenants. It is therefore necessary to promote two patrol officers to the rank of sergeant, assigned to, and specifically for utilization in the patrol division. When this is accomplished the four sergeants can be assigned to shifts in the same manner that is

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used to assign the lieutenants. This minor organizational change will have a two-fold affect. First, it will provide the necessary supervision for the department and each of the patrol shifts. Second, it will be a significant morale booster within the patrol division.

As mentioned previously in this chapter, the Melrose Park Police Department utilizes a tactical (tact) team as part of the patrol division specifically for gang related problems. The tact team has been functioning for approximately five years. During this time they seem to have been an effective tool in the combating of gang related crime. However, it is the opinion of this author and supporting research, that the tact team may not require full-time deployment. Kennedy (1993) states:

> Generations of police chiefs have found creating special squads (tactical teams) an attractive response to new problems. It can be done fast; the new unit, consistent with traditional police concern for centralized command and control, can be easily monitored and supervised; and the department has something concrete to point to, demonstrating it has taken the problem seriously. Unfortunately, such units, once established, are difficult to disband and tend to monopolize responsibility for the problem. In this way, they limit opportunities for police officers to learn how to handle such problems, and drain strength and creativity from geographic commands and more general functions like patrol. (p. 4)

Therefore, it is recommended that peak periods should be determined by data which is gathered from reported incidents requiring tact team assistance. Once the data is established, the concluding findings may result in the tact team being deployed on an as needed basis or totally disbanded. If the deployment is only required on an as needed basis, the time the team is not functioning in their tactical assignment should be divided with certain officers

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deployed to the patrol division, functioning in the capacity of shift personnel and the remaining officers detailed to the investigation division. It is imperative that the existence of the tactical team be justified by factual data based upon statistical analysis. This in turn will provide the administration with credible justification and make the tactical team more accountable for their responsibilities or existence.

The investigation division is a critical part of the organization in attaining organizational objectives. The Melrose Park Police Department currently has four detectives and a supervising sergeant assigned to the investigation division. Traditionally, the full staffing of the investigation division consisted of seven detectives and a supervising lieutenant. Due to attrition caused by retirements, and medical leaves the investigation division is under staffed. To immediately rectify this problem of under staffing, it is recommended that certain tactical team officers be detailed, rather than assigned, to the investigation division as mentioned in the previous paragraph. However, it is possible that this step will not totally solve the problem and a longer range solution must be introduced. The recommended long range solution should include establishing new criteria for determining promotion to the investigation division.

Present practices for assignment to the investigation division are simply recommendations by the chief of police or other village administrators (e.g. mayor and council members). Once a patrol officer has been promoted to the rank of detective, the officer will traditionally remain in that position until retirement or

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promotion to a higher civil service rank.

The method used for assignment to the investigation division has several obvious flaws which need to be recognized and corrected. The new criteria should begin with the establishment of assignments to the investigation division based upon: (1) A rotating cycle, where detectives are assigned to the Investigation Division for a three year period. A cycle should be developed which would incorporate a rotation schedule whereby reassignments occur on an annual or semi-annual interval. The maximum time an individual officer spends in the investigation division is limited to three years. However, policy can allow for the chief of police to extend the time period based upon need or meritorious performance. (2) Departmental policy should be established which would allow for all patrol officers to participate in the investigation division rotation. The policy should be primarily based upon seniority. When the cycle provides an opening(s) in the investigation division, the senior ranking patrol officer has the option to interview for the detective position or remain in patrol. If the officer decides to remain in the patrol division the seniority ranking is lost and the officer will be placed at the bottom of this particular rotation cycle. If the officer decides to be considered for assignment to the investigation division, the process should include an interview with the chief of police and the supervisor of the investigation division. The interview process will include, but not be limited to, the officers personnel file and subsequent evaluations and productivity analysis. (3) Establishing a method for constant monitoring and evaluation of

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personnel and this organizational change. Additionally, this same method could be utilized for the assignment to the tactical team.

Upon the implementation of the preceding recommendations, the organization needs to address and plan for the execution of the team management philosophy discussed in chapter two. The adaptation of an actual management team will allow for a coordination of duties and responsibilities. The absence of such coordinated efforts has been a topic of concern throughout this study.

Chapter three of this study focused on the line operations of the Melrose Park Police Department. Significant attention was given to the patrol responsibilities and the critical role it has in the total function of police work. Although comparisons with other communities have been introduced into this study, this author has concluded that such comparisons cannot be taken too seriously.

The uniqueness of Melrose Park, which invalidates comparisons, is in the relative stability of its population. Although the residential population of Melrose Park, for the past three decades, has been consistently around 20,000 people, (see Tables 1, 2, and 3, chapter one) the commercial and industrial growth of the village has spurred a daily influx of employees, shoppers, and commuters, resulting in the average daily population of Melrose Park to a soaring level of approximately 60,000 to 70,000 people. This figure was provided by the Village of Melrose Park's Employment Director and Affirmative Action Office, which was based upon an informal study conducted in 1992. Additionally, information provided by the Illinois Department of Transportation lists two

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major intersections within the geographical boundaries of Melrose Park as the third and ninth busiest intersections in the State of Illinois. The two listed intersections are Illinois Route 64 (North Avenue) and Illinois Route 171 (1st Avenue) the other intersection is U.S. Route 20 (Lake Street) and U.S. 45 (Mannheim Road).

Other disparities which exist in the comparison tables point to the dramatic change in the demographics of Melrose Park (see Figure 1, Chapter one). Although changing demographics are not unique to surrounding communities used in this study for comparisons, Melrose Park is considerably different by the fact that it has a long, deeply rooted, history of an established ethnically homogeneous nature. This in itself is not problematic, however, it is widely known that there exist an inherent resistance to demographic changes, particularly in historic, homogeneous communities and neighborhoods.

The apparent consequences of Melrose Park's uniqueness has been a need for a significantly larger police force compared to communities of similar size. Due to the increased volume of vehicular traffic and accidents, higher incidents of crimes, and an ever increasing number of calls for service the quality of police service and police personnel is paramount to attaining successful police operation for the Village of Melrose Park.

The scope of reorganization will have a dramatic affect on deployment of personnel in the patrol division. Guidelines and policies need to be established which will maximize police strength using efficient deployment techniques without endangering the

quality of service or more importantly, the safety of the officers. The establishment of guidelines and policies must be data based. It is therefore recommended that the Melrose Park Police Department conduct a formal inquiry in reference to the number and types of calls for service, traffic concerns and accidents, and crime analysis. The results of these inquiries will provide valuable data pertaining to the proper allocation of police strength by time, area and types of service required.

It is not the intended purpose of this study to conduct this type of inquiry since the capability to perform this task will soon be easily accomplished when the department's information system is totally online. Additionally, this author plans to be engaged in all the necessary follow-up research and studies formulating from this work.

The patrol division currently operates with a specified number of patrol officers assigned to each of the three shifts. Each shift has four patrol zones with officers assigned to specific zones. The deployment of personnel depends upon the number of personnel reporting for duty on a particular shift. This is a major concern within the organization which needs immediate and appropriate solutions. The problem is manifested by the inconsistency of the number of patrol officers assigned to a shift. Scheduling is made without providing backup procedures for when an officer(s) becomes sick or requests personal days. Schedules should provide for a mandated minimum number of officers reporting for each shift. Procedures should allow for an efficient mechanism resulting in bringing each shift to the minimum number required.

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It is this author's opinion that this goal can be accomplished by utilizing cost effective, para-professionals and part-time auxiliary police as a supplementary work force. These topics are covered later in this chapter. Further procedures should allow for the redistribution of personnel on an as needed basis, where assignments can be adjusted to provide adequate shift coverage. This would include such measures as detailing personnel from any of the other divisions of the organization to the patrol shift in need of additional personnel (e.g. tactical team, investigation division, juvenile division, or administrative personnel). An even more dramatic departure from existing practices would be to utilize supervisory personnel in actual shift patrol work (e.g. responding to calls for service, providing back-up response and traffic control).

The employment of special or part-time police officers is not unique to the Melrose Park Police Department. They have engaged this type of supplementary work force for much of their existence. Also, the use of part-time police is becoming a trend across the country as a way to provide additional police services in a cost effective manner. However, it has now become necessary to re-evaluate the methods employed in selection, training, and deployment of part-time personnel. Recently enacted statutes at the state level, mandate that all police personnel, full and part time, must be certifiably trained. All current officers employed by the Melrose Park Police Department on a part time basis meet the state's requirements. Due to the restructuring of the organization, it may become necessary to expand the usage of part

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time officers. It is this author's recommendation that the wages and benefits of the part time officers be on a level more commensurate with that of the full time officers. This in turn would have an immediate two fold affect: (1) It would provide an attractive opportunity for professional full time officers from other communities to work part time; (2) It would expand the human resources of the department in providing more efficient and effective service. It is further recommended, that the duties and the responsibilities of the part-time officers be specifically outlined and detailed in order to avoid such things as duplication of efforts and redundancy. Their role in the department's organization should be charted.

A paraprofessional is a trained aide who assists professional staff in making their duties more effective. In police organizations the use of paraprofessionals is becoming more common. Tasks that do not require distinctive police expertise can be performed by individuals who are employed for specific functions which would ordinarily take up valuable police patrol time. School crossing guards are a common example of a paraprofessional role. Other uses of paraprofessionals would include: Code Enforcement Officer; Traffic Enforcement Officer; and a Community Relations Officer. Generally paraprofessionals are employed on a much lower wage scale, providing the same type of service at a significantly reduced cost to the organization.

It is recommended that the Melrose Park Police Department request legislation for the employment of a paraprofessional position to perform in the areas of ordinance code enforcement and

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community relations. This position should have an explicit job description listing the specific duties and responsibilities that are to be performed.

Communication specialists, more commonly referred to as dispatchers, are a concern within the organization of the Melrose Park Police Department. Currently, there are 12 civilians, full and part time, who function as dispatchers for the department. These dispatchers provide a critical role for the police department in the delivery of services provided to the community. Their level of skills vary from highly trained to adequately or moderately trained. This in itself is part of the concern in that all dispatchers should have a high level of expertise. There should be no disparity and measures should be taken to correct this problem.

Once a dispatcher becomes highly skilled, an apparent pattern occurs, the dispatchers move on to other police agencies where higher wages and benefit plans are offered. In the past two years, there have been three occasions where this occurred. Each incident resulted in a critical void in the communications center. To eliminate this problem, there simply is only one solution, that the Melrose Park Police Departments must provide wages and benefits which are competitive with those of other police departments.

In conclusion, the staffing and organization of the Melrose Park Police Department must undergo extensive modifications and restructuring. Preeminent attention must focus on the need to ascertain that all police personnel are fully cognizant of their respective responsibilities. Attention must be forcefully directed to further ascertain that the areas of responsibility include the

understanding and the valuing of the human dimension, and an appreciation of cultural diversity in the workplace, community, and society at large.

The recommendations in this chapter and throughout this study are provided in the hope that implementation will have a positive affect on the personnel and organization of the Melrose Park Police Department.

Chapter 6: Summary and Conclusions

Section 1: Conclusions

It is the opinion of this author that the Village of Melrose Park has an excellent Police Department which carries out its objectives in a professional and efficient manner. However, the study brought to the surface several areas of concern which need to be addressed in order to continue a successful operation of the police department. It is imperative that all police officers become fully sensitized to the responsibility which they assume as the medium for providing services which will deliver law and order and the preservation of human rights. Preeminent in the preceding imperative, is the organization and its ability to establish and provide the proper environment for all members to achieve their responsibilities and the organizational objectives. Therefore, this study determines the necessary change in organizational methodology of the Melrose Park Police Department and provides recommendations for the improvement of the delivery of police services.

This study established specific concerns within the organization which need to be resolved. Managerial responsibilities should be revised and redefined in such a manner to provide a more participatory decision making process. Foremost, the organization needs to institute a long term strategic plan taking into consideration the ways and means by which the recommendations of this study can be implemented.

Throughout this study, recommendations included the necessity for further research. In order to effectively deliver police services to the community, the organization will need to

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continually review and analyze community and organizational needs.

Significant development in the area of technology related to police organizations should be integrated into the daily operations of the department. Specific recommendations regarding various technologies available for police organizations and how they should be implemented are included in this study. The study established that there is a concern about the lack of trained personnel to incorporate computerization into the organization. Recommendations regarding training for all members of the organization are explicitly listed throughout the study.

In regards to the staffing of the organization, several recommendations are presented which include the implementation of a revised organizational chart. Specific suggestions are given to the need for additional staff in some areas of the organization. However, the study also recommends the need for the organization to provide new methods for the deployment of personnel consistent with community and departmental needs.

The remainder of this chapter provides an executive summary which lists the specific recommendations established throughout this study. The recommendations provided are in the chapter sequence of the study. After each recommendation, reference page(s) are provided for cross-referencing.

Section 2: Executive Summary

Chapter 1 - Introduction

There were no recommendations provided in this chapter.

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Chapter 2 - Management Responsibilities

1. Develop and implement an organizational team.
    (p. 19, p. 25, and p. 81)

2. Detailed job descriptions should be written
    for each managerial position. (pp. 21-25)

3. Adopt a policy to hold regular staff meetings
    with Command Officers and management
    personnel. (p. 25)

4. Submit agenda for staff meetings at least one
    week prior to the meeting. (p. 25)

5. Minutes of all staff meetings should be
    recorded and disseminated within a week.
    (p. 26)

6. The chief of police and the management team
    must have a more participative role in the
    budget process. (p. 29)

7. Careful planning and the establishment of
    policies regulating over-time pay. (p. 29)

8. Establish and adopt a stringent policy
    regarding sick days and sick leave. (p. 29)

9. Develop strategies (e.g. Grants, Donation
    programs, Forfeiture laws, User Fees) for
    supplementing the police budget. (pp. 29-32)

10. Create a committee referred to as the Melrose
    Park Police Department Strategic Planning Task
    Force. (p. 33)

11. A long term strategic plan should be
    implemented to have a positive impact on the
    future of the Melrose Park Police Department.
    (p. 33)

12. Establish and adopt a comprehensive, well
    written and up to date body of rules,
    regulations, policy, and procedures. (p. 33)

13. Develop departmental goals and objectives
    beginning with the establishment of a mission
    statement. (p. 34)

14. Develop a procedure to continually monitor and
    update policies and procedures. (p. 35)

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15. Develop a rule to establish that new orders supersede and cancel previous orders, to avoid contradiction or duplication. (p. 36)

16. The Task Force should identify areas which need further attention and recommend ways by which improvements can be made. (p. 36)

17. A written statement of training philosophy should be part of the organizational policy. (p. 37)

18. All supervising officers in conjunction with the Task Force should develop and implement a fair and effective evaluative mechanism. (p. 38)

Chapter 3 - Line Operations

1. Conduct an analysis study of patrol activities to determine the deployment adequacy of patrol strength by time and area. (p. 45)

2. Develop and maintain daily activity records for the purpose of reviewing patrol allocation. (p. 45)

3. A comprehensive traffic enforcement plan should be developed with specific goals and objectives, based upon the collection and application of traffic enforcement data. (p. 49)

Chapter 4 - Support Services

1. The process by which information is handled should be modified to incorporate computer applications which will enhance operations (data base information), management and administration (data base management), and communication and training (data base sharing). (p. 55)

2. An enhanced computer assisted dispatch system (CAD) utilizing mobil digital terminals (MDTs) should be integrated into the current communications facility. (p. 58)

3. The Melrose Park Police Department should establish an accredited field training officer (FTO) program. (p. 62)

4. Establish a well planned in-service training program that will effectively enhance the knowledge and skills of all personnel. (p. 63)

5. A detailed education plan for the usage of the intended computer system should be formulated by the Director of Information Systems. (p. 64)

Chapter 5 - Organization and Staffing

1. Implement the recommended organizational structure changes:

    A) Chief of police must be more clearly defined by village ordinance and within the department. (p. 73)

    B) Title of Commander be eliminated and upgraded to Deputy Chief of Police. (p. 75)

    C) Administrative Assistant should be formally introduced into the organization. (p. 75)

    D) Director of Information Systems should be formally incorporated into the Melrose Park Police Department. (p. 76)

    E) Institute the position of Assistant Director of Information Systems or alternative professional consultant. (p. 76)

    F) The three highest ranking lieutenants, based upon seniority, be assigned to a specific shift, and remain on the same rotation as the rest of the shift. The remaining fourth lieutenant to serve as a "swing shift" supervisor. (p. 78)

    G) Promote two patrol officers to the rank of sergeant, assigned to, and specifically for utilization in the patrol division. Sergeants should be similarly assigned as Lieutenants. (p. 78)

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H)   Conduct a study to determine peak
     periods which require tactical
     response.   (p. 79)

I)   Examine potential temporary methods
     to enhance the effective strength of
     the Investigation Division.   (p. 80)

J)   New criteria should be established
     for assignment to the Investigation
     Division.   (p. 80)

2.   Data based policies and guidelines should be
     established which will maximize patrol
     strength.   (p. 83)

3.   Formal inquiry should be conducted regarding
     the number and types of service, traffic
     concerns and accidents, and crime analysis.
     (p. 83)

4.   A mandated minimum number of personnel should
     be established for each patrol shift.   (p. 84)

5.   Establish procedures to bring each shift to
     the minimum number required.   (p. 84)

6.   Expand and restructure the use of part-time
     police officers.   (p. 85)

7.   Wages and benefits of the part time officers
     should be on a level more commensurate to that
     of full time officers.   (p. 85)

8.   The duties and responsibilities of part time
     officers should be specifically outlined and
     detailed. ·(p. 85)

9.   The Melrose Park Police Department should
     request legislation for the employment of a
     paraprofessional position to perform in the
     areas of ordinance code enforcement and
     community relations.   (p. 86)

10. The Melrose Park Police Department should
     provide wages and benefits for dispatchers
     which are competitive of other police
     departments.   (pp. 86-87)

11. Guidelines should be established which would
     ascertain that all personnel are fully trained
     and sensitized to the needs and concerns of a
     culturally diverse community. (p. 87)

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Appendix A - Employee Attitude

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Determining how employees feel about their work environment, their relationships with others, and the tangible benefits associated with their job is an important element in the overall evaluation of an organization. The extent to which employees perceive their work situation to be satisfying and rewarding contributes to their motivation to work and leads, in turn, to improved organizational performance and individual productivity.

There is no ideal job or work situation that does not create some tension, stress, or frustration on the individual employee. Some degree of job dissatisfaction can be expected in almost any work situation. One of the responsibilities of management, or of the employer, is to identify those elements of the work environment which most contribute to frustration on the part of the employee and to attempt to minimize these stressors wherever possible. It is in the best interest of the organization to create a work setting which produces the least amount of stress on the employee.

Section 1: The Attitude Survey

To determine how the employees of the Melrose Park Police Department felt toward their job situation, all full-time employees were asked to complete a confidential questionnaire and return it to their shift supervisor in a sealed envelope. Attached to each questionnaire was a cover letter that explained the purpose of the survey and a return envelope. Respondents were assured anonymity in completing the questionnaires with the promise that only the aggregated results would be included in this study.

Respondent Characteristics. A total of 48 completed questionnaires were returned in time to be included in this study.

This represents a response rate of 76 percent. As a result, it is possible to generalize the results of this survey to the entire Police Department, which means that the results reported here can be said to fairly represent the views of all Police Department employees.

Survey Design. The survey contained five major sections. The first section contained a number of questions designed to determine how Police Department employees feel about their job in general. The next set of questions was intended to assess employee attitudes toward specific aspects of their job, such as salaries, benefits, training, and the like. The third section of the survey, asked respondents to rate certain functions performed by the Melrose Police Department. In the following section, members were to indicate their future employment plans. The purpose of this section was to determine how many of the employees were seriously considering seeking other employment, which is an indirect indication of dissatisfaction with their job. The final section of the survey asked the respondents to indicate their length of service with the Melrose Park Police Department, which was found to be an average of over 11 years per employee.

Survey Results. Responses to the questions contained in the first section of the survey are shown in Table 7. The figures in each column represent the percentage of persons choosing that particular response option. The figures in the last column represent the average or mean score for that question. As the data in Table 7 would indicate, police employees generally are pleased with their job and have positive views about their relationships

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with members of the community.

Table 7. Attitudes toward the job.

Questions about Job in General	5.0 S/A	4.0 A	3.0 D/K	2.0 D	1.0 S/D	Mean
My job, in general is very satisfying and rewarding	12.5	77.0	0.0	6.3	4.2	3.87
I receive adequate direction and support from my supervisor.	18.8	75.0	0.0	4.2	2.1	4.04
My duties and responsibilities are very clearly defined	4.8	68.8	12.0	8.3	6.2	3.58
The working conditions here are quite favorable compared to other places I have worked	31.3	60.4	4.2	4.1	0.0	4.20
In my job, I feel more like a member of a team rather than just an employee	12.5	56.3	0.0	18.8	12.5	3.37
The shift schedule policy in the department is generally fair to everyone concerned	35.5	45.9	0.0	10.4	8.3	3.89
Grievances in my department are usually handled in a fair and consistent manner	6.3	45.9	12.5	22.9	12.5	3.10
In my department, I clearly know who is in charge	20.8	56.3	2.1	16.6	4.2	3.66
The citizens of Melrose Park seem to appreciate the work of our department on their behalf	20.8	52.1	10.4	6.3	10.4	3.66
My supervisor frequently asks my opinion on matters concerning my job	6.3	29.2	20.8	22.9	20.8	2.77
Getting ahead in this department depends on who you know rather than what you know	45.8	39.6	10.4	4.2	0.0	4.27

Key S/A = Strongly Agree   D/K Don't Know   S/D Strongly Disagree
    A = Agree   D Disagree

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Table 8 contains the results of the questions in section two of the survey. In this table, it can be seen that members of the Department are generally satisfied with their relationships with fellow employees and with relationships with the citizens of Melrose Park.

The third section of the survey asked the members of the Department to express their opinion concerning functions of the Melrose Park Police Department. Their responses are shown in Table 9. Through this self-analysis, the members of the department rate themselves generally above average in the almost all of the areas.

In the fourth section, the Police Department employees were asked to indicate their future plans. Table 10 contains their responses. Most of the employees indicated that they plan to remain with the department in a higher position.

Summary. The results of this attitude survey do indicate that, members of the Melrose Park Police Department are satisfied with their job but do have some concerns about some aspects of their job. Nevertheless, most plan to remain with the Department, which itself is an indirect indication of job satisfaction. As indicated previously, it will never be possible to satisfy every single need of every single employee in any organization. However, reasonable efforts can and should be taken to ensure that employee needs are given consideration and that they are taken seriously.

Table 8. Indicators of Job Satisfaction.

Indicators	5.0 V/S	4.0 S	3.0 N/O	2.0 D	1.0 V/D	Mean
Salaries	14.6	60.4	4.2	18.8	2.1	4.79
Promotional Procedures	0.0	35.4	29.1	20.9	14.6	2.85
Equipment	22.9	68.8	4.2	4.2	0.0	4.10
Labor relations	4.2	68.8	10.4	12.5	4.2	3.56
Written directives	8.3	37.5	35.4	14.6	4.2	3.31
Relationships with other employees	35.4	41.7	6.3	4.2	12.5	3.82
Relationships with the citizens of Melrose Park	22.0	68.8	4.2	4.2	2.1	4.08
Relationships with the elected officials	20.8	60.4	14.6	2.1	2.1	3.95
Fringe Benefits	8.3	75.0	6.3	6.4	4.2	3.76
Physical Facilities	68.8	27.1	2.1	2.1	0.0	4.56
Policies and Procedures	10.4	52.1	22.9	6.3	8.3	3.50
Internal Communications	12.5	50.0	14.6	14.6	8.3	3.44
Training	25.0	43.7	14.6	12.5	4.2	3.73
Discipline	4.2	62.5	25.0	4.2	4.2	3.58
Relationship with immediate supervisor	35.4	50.0	6.3	4.2	4.2	4.08
Relationship with the administration of the village	20.8	58.3	16.7	2.1	2.1	3.93

Key V/S = Very Satisfied   N/O No Opinion   V/D Very Dissatisfied
    S = Satisfied   D Dissatisfied

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Table 9. Evaluation of Police Functions.

Function	5.0 E	4.0 V/G	3.0 A	2.0 F	1.0 P	Mean
Preventive Patrol	10.4	45.8	33.3	8.3	2.1	3.54
Traffic Enforcement	10.4	37.5	43.8	6.3	2.1	3.48
Drug Investigations	4.8	33.3	41.7	16.7	4.2	3.16
Community Relations	20.8	37.5	37.5	2.1	2.1	3.73
Community Services	12.5	25.0	54.2	2.1	6.3	3.35
Criminal Investigations	4.2	25.0	54.2	12.5	4.2	3.13
Parking Enforcement	4.2	18.8	56.3	8.3	12.5	2.94
Crime Prevention	2.1	6.3	66.7	20.8	4.2	2.81
Juvenile Investigations	6.3	22.9	60.4	8.3	2.1	3.23

Key   E = Excellent   V/G = Very Good   A = Average
         F = Fair   P = Poor

Table 10. Future plans of Melrose Park's Police Department Personnel

14.6% - Plan to remain with the department in their present capacity.

27.1% - Plan to remain with the department in a position higher than they have now.

8.3% - Plan to retire.

4.2% - Plan to leave the department and take a similar position with another municipality.

22.9% - Really have no idea what I will be doing.

22.9% - Gave no response.

The questionnaire and cover letter which were distributed follow.

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Melrose Park Police Department
Attitude Survey

SECTION I: Attitude about job in general

1. My job, in general, is very satisfying and rewarding.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

2. I receive adequate direction and support from my supervisor.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

3. My duties and responsibilities are very clearly defined.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

4. The working conditions here are quite favorable compared to other places I have worked.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

5. In my job, I feel more like a member of a team rather than just an employee.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

6. The shift schedule policy in the department is generally fair to everyone concerned.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

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7. Grievances in my department are usually handled in a fair and consistent manner.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

8. In my department, I clearly know who is in charge.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

9. The citizens of Melrose Park seem to appreciate the work of our department on their behalf.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

10. My supervisor frequently asks my opinion on matters concerning my job.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

11. Getting ahead in this department depends on who you know rather than what you know.

Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree

Section 2: Indicators of Job Satisfaction

1. Salaries

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

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2. Promotional procedures

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

3. Equipment

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

4. Labor relations

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

5. Written directives

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

6. Relationships with other employees

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

7. Relationships with the citizens of Melrose Park

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

8. Relationships with the elected officials

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

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9. Fringe benefits

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

10. Physical facilities

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

11. Policies and procedures

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

12. Internal Communications

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

13. Training

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

14. Discipline

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

15. Relationship with immediate supervisor

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

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16. Relationship with the administration of the Village

Very Satisfied	Satisfied	No Opinion	Dis-Satisfied	Very Dis-Satisfied

Section 3:   Evaluation of Police Functions

1. Preventive Patrol

Excellent	Very Good	Average	Fair	Poor

2. Traffic Enforcement

Excellent	Very Good	Average	Fair	Poor

3. Drug Investigations

Excellent	Very Good	Average	Fair	Poor

4. Community Relations

Excellent	Very Good	Average	Fair	Poor

5. Community Services

Excellent	Very Good	Average	Fair	Poor

6. Criminal Investigations

Excellent	Very Good	Average	Fair	Poor

7. Parking Enforcement

Excellent	Very Good	Average	Fair	Poor

8. Crime Prevention

Excellent	Very Good	Average	Fair	Poor

9. Juvenile Investigations

Excellent	Very Good	Average	Fair	Poor

Section 4:   Future Plans of Employees

Place an X before the number which best describes your future plans.

_____ 1. Plan to remain with the department in their present capacity.

_____ 2. Plan to remain with the department in a position higher than they now hold.

_____ 3. Plan to retire.

_____ 4. Plan to leave the department and take a similar position with another municipality.

_____ 5. Really have no idea what I will be doing.

_____ 6. No response

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Section 5: Length of Service

Please indicate your length of service with the Melrose Park Police
Department:

_____

M E M O R A N D U M

TO: All Sworn Police Personnel

FROM: Nick Jason, Trustee

SUBJECT: Melrose Park Police Department, Attitude Survey

DATE: February 23, 1993

For the purpose of completing my doctoral studies, I have received permission from Mayor Taddeo and Chief Belle to have an attitude survey circulated to the sworn officers of the Melrose Park Police Department.

The purpose of this survey is to provide police officers an opportunity to state their opinions regarding job satisfaction. The survey has been designed to measure five areas of job satisfaction and evaluation: Section 1 - Attitude about job in general; Section 2 - Indicators of Job Satisfaction; Section 3 - Evaluation of Police Functions; Section 4 - Future Plans of Employees; and Section 5 - Length of Service.

Please take the necessary time to complete this survey. The survey can be completed in less than 15 minutes. All responses will be anonymous and confidential. Results will be shown in totality of responses received. The sole purpose of this survey is for academic inquiry and is not intended to be or represent an official document of the Village of Melrose Park and its' police department.

Enclosed is a self addressed, stamped envelope to be returned to me by March 22, 1993. Thank you in advance for your cooperation.

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