

Law Enforcement Management Institute

RECEIVED
AUG 18 1995
LEMIT

THE FORMATION AND OPERATION OF A
NEWLY CREATED POLICE DEPARTMENT

A RESEARCH PAPER SUBMITTED IN
FULLFILLMENT OF THE REQUIREMENTS
FOR MODULE III.

BY:
TIM TAYLOR

ROANOKE POLICE DEPARTMENT
ROANOKE, TEXAS
JUNE, 1995

#405

Table of Contents

- I. Introduction
- II. Historical Background
- III. Financial Management
 - A. Budget Planning and Preparation
 - B. Involvement in Budget Planning
 - C. Fiscal Control
 - D. Systems Budgeting Experimentation
- IV. Manpower
 - A. The Operations Subsystem
 - B. The Administration Subsystem
 - C. The Auxiliary Services Subsystem
- V. Training
 - A. Training Define
 - B. Supervisory Training
- VI. Interpersonal and Organizational Communication
 - A. The Communication Process
 - B. Communication Barriers
 - C. Information Flow and Direction
 - D. Oral and Written Communication
 - E. Organizational Communication
- VII. Legal Aspects of the Police Department
 - A. Liability for Police Conduct
 - B. Basic Type Police Tort Action
 - C. Scope of Liability
 - D. Immunities
- VIII. Implementation of Total Quality Management
 - A. Origins of the Concept
 - B. Major Principles of TQM
 - 1. The Fourteen Points
 - 2. The Deadly Diseases
- IX. Conclusion
 - A. Endnotes
 - B. Bibliography

Introduction

The purpose of this paper is to document, organize, and propose what is necessary to undergo the formation and operation of a newly created police department. This research will assist those interested in developing policies and standard operating procedures.

This research is important in assisting in the development of professional policies that will be relevant, useful, and progressive for the formation of the three different subsystems in a police department. The three subsystems are operations, administration, and auxiliary services.

As a reference for this research paper, I will use the Roanoke Police Department as a case study of a newly created department with a staff of three officers and a start up budget of \$97,499.00. At present, title staff is composed of nine (9) paid officers and (6) non-paid officers with a current operating budget of \$278,000.00. The researcher intends to give the citizens of Roanoke a positive and professional police department that will use the most effective community oriented policing services.

The History of the Town of Roanoke

On November 7, 1933, the town of Roanoke was incorporated. An employee of the railroad company, that came through town, named Roanoke after his home town of Roanoke, Virginia. Roanoke is also known for the outlaws that lived around the city, such as Sam Bass and Bonnie and Clyde. Most of all Roanoke is known as being a good, wholesome, close-knit community.

To familiarize you with the area in which our city is located, it is fifteen (15) miles south of Denton and twenty four (24) miles west of Dallas. Roanoke is also four miles east of the Alliance Airport Development, which is quickly growing. Roanoke is the closest municipality to the airport with a well established business district. The city is a small "bedroom" community which lies on S.H. 114. Though the city's population is currently 1,800, the projected population growth by 1998 is expected to be 10,000. This projection was estimated by approximately three (3) recent traffic flow surveys, completed by the Texas Department of Transportation, which indicated that 6,489 vehicles pass through Roanoke every twenty-four (24) hours.²

The History of Policing in the City of Roanoke

From November 7, 1933, until January 1, 1991, the policing in the City of Roanoke was conducted by a night watchman or contracted by the Denton County Sheriff's Office. Due to projected growth in both population and housing, the city council signed and adopted ordinance number 91-118. Mayor Max Watson signed the ordinance on November 5, 1991, creating Roanoke's first police department, fifty eight (58) years after the city was incorporated.

Figure I

Ordinance No. 91-118

An ordinance creating a police department; imposing and conferring duties and powers; creating the position of chief of police; setting qualifications therefore and terms of employment; authorizing employment of personnel; waiving bond; providing for severability and effective date.³

Whereas, the City Council of the City of Roanoke, Texas has determined that the health, safety, and welfare of the citizens of the City and the public make it necessary to create a Police Department;

Whereas, the City Council, by motion, previously voted to begin operation of a Police Department as of January 1, 1991: and

Whereas, the City Council deem it necessary to ratify its previous actions and the prior actions and operations of the Police Department and to formally adopt this legislation for such purposes and for future operation and acts of the Police Department;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF ROANOKE, TEXAS, that:

I.

There is hereby created a Police Department for the City of Roanoke, Texas. All duties and powers imposed and conferred upon departments operating police services by the laws of the State of Texas to general law cities are conferred upon the police department and its officers and personnel. The Police Department shall operate in accordance with the laws, rules, and regulations of the State of Texas and the United States.

II.

There is hereby created the position of Chief of Police. The Chief shall be appointed by the City Council, which shall be the judges of his qualifications. The Chief's term of office shall be at the pleasure of the City Council, which shall fix his salary and fees from time to time.

III.

The Chief of Police shall employ all personnel in the department at no more than the maximum salary established by the City Council. All personnel shall be subject to the rules and

Taylor 4

regulations of the Department as promulgated by the Chief and approved by the City Council. All personnel employed must have their initial employment, removal from probation, and promotions with increases in remuneration ratified by the City Council, but such personnel shall thereafter serve at the will of the Chief of Police and shall have no right to appeal any disciplinary action to the City Council.

IV.

Bond for the Chief of Police is found to be not necessary and is waived.

V.

All operations and actions of the Chief of Police and personnel of the department, occurring between January 1, 1991, and the effective date of this ordinance are hereby ratified, and all policies and procedures previously approved by the City Council are ratified and affirmed.

VI.

If any portion of this ordinance is held to be void or unconstitutional by a court of proper jurisdiction, the same shall not effect any other portions of this ordinance, which shall remain in full force and effect.

PASSED, APPROVED AND EFFECTIVE this 5th day of November, 1991.

Mayor, Max Watson

City Secretary, Odessa Sharpless

The Police Department started, thanks to Mike Pinkard, who was appointed the first Chief of Police in Roanoke. He is a former Chief Deputy with the Sheriff's Office in Garden City, Texas, and on leave of absence from the Drug Enforcement Administration (DEA). The following is the original start up budget:

Figure II
ROANOKE POLICE DEPARTMENT
Proposed yearly budget
TABLE OF AUTHORIZED POSITIONS

A. Police Department Supervisor	\$30,000.00
B. Police Patrol Officers 2 each	\$48,000.00

PERSONNEL SERVICES

Salaries	\$78,000.00
Overtime	-0-
Social Security	\$5,967.00
Group Insurance	\$4,500.00
Employee Retirement	\$7,940.40
Workman's Compensation	\$7,605.00
Education-Training	\$1,500.00
Uniform Allowance	\$300.00
Insurance (officer, city liability, and vehicle)	\$5,000.00
Unemployment Insurance	\$297.00
Total Personnel Services	\$111,109.40

SUPPLY

Office/Printing	\$400.00
Postage	\$150.00
Gas/Oil (vehicle)	\$12,775.00
Investigation Supply	\$500.00
Patrol Supply	\$400.00
Total Supply	\$14,225.00

MAINTENANCE

Building	\$150.00
Radio and Denton County Yearly Fee	\$1,000.00
Vehicle and Carry Over Replacement	\$3,500.00
 Total Maintenance	 \$4,650.00
 Total Yearly Budget	 \$129,984.40
 Fiscal 1991 yearly budget @ 75%	
of total yearly budget	\$97,488.30

Chief Pinkard went back to work with the DEA and appointed Richard Tacket chief in July, 1991. The next budget went from \$97,488.00 to \$189,857.00, adding two (2) personnel:

FIGURE III

ROANOKE POLICE DEPARTMENT

Proposed Yearly Budget Fiscal 91-92

TABLE OF AUTHORIZED POSITIONS

A. Police Department Supervisor	\$30,000.00
B. Police Department Field Operations Supervisor	\$24,000.00
C. Police Patrol Officers 3 each	\$67,500.00

TAYLOR8

PERSONNEL SERVICES

Salaries	\$12,500.00
Overtime	-0-
Social Security	\$9,945.00
Group Insurance	\$4,500.00
Employee Retirement	\$13,234.00
Workerman's compensation	\$8,605.00
Education-Training	\$3,500.00
Uniforms	\$1,598.00
Insurance	\$5,000.00
Total Personnel Services	\$166,882.00

SUPPLY

Office/Printing	\$400.00
Postage	\$150.00
Gas/Oil Vehicles	\$12,775.00
Investigation Supply	\$2,000.00
Patrol Supply	\$500.00
Total Supply	\$15,825.00

MAINTENANCE

Building	\$150.00
Radios	\$1,000.00
Vehicle	\$6,000.00
Total Maintenance	\$7,150.00

FIGURE IV

ROANOKE POLICE DEPARTMENT

Proposed Yearly Budget Fiscal 91-92

Total	\$187,857.00
-------	--------------

ROANOKE POLICE DEPARTMENT

SHIFT PROPOSAL

Days	1st officer	2nd officer	3rd officer	Reserve
Sunday	off	Call 0700-1330 Duty 1330-2300	2300-0700	0700-1330
Monday	0800-2300 P & C*	off	2300-0700	1900-2300
Tuesday	0800-2300 P & C*	off	2300-0700	1900-2300
Wednesday	0800-2300 P & C*	2300-0700	off	1900
Thursday	0800-2300 P & C	2300-0700		
Friday	0800-1800	1800-2300		
Saturday	off	Call 0700-1300 Duty 1330-2300		

*P & C Patrol and On Call

Researcher was named Police Chief, January, 1993, with \$65,000 added to the budget and no new personnel:

Department Supervisor	\$33,000.00
Field Operation Supervisor	\$26,400.00
Investigator (\$24,750.00 + \$500.00 clothing)	\$25,250.00
Patrol Officers	\$49,500.00

Total Salaries \$134,150.00

PERSONNEL

Salaries		\$134,150.00
Overtime		-0-
Social Security (includes Medicare)		\$10,263.00
Insurance		\$32,534.00
	Group	\$12,720.00
	Workman's Compensation	\$14,814.00
	Liability	\$5,000.00
Retirement		\$14,757.00
T.E.C.		\$630.00
Education/Training		\$2,000.00
Uniforms	(uniforms & vest \$1,570.00- clean \$1,726.00)	\$3,296.00
	Total Personnel Service	\$197,630.00

SUPPLY

Office/Printing	\$200.00
Publications/Dues/Postage	\$200.00
Phone	\$2,400.00
Investigation Supply	\$2,000.00
Patrol Supply	\$750.00
Gas/Oil	\$15,850.00
Repair/Maintenance	\$6,000.00

EQUIPMENT

2 Vehicles @ \$13,500 each	\$27,000.00
1 Vehicle Emergency Light/Siren/Cage	\$1,000.00
1 Mobile Radio	\$2,300.00
3 Office File Cabinets	\$375.00
1 Evidence Locker	\$225.00
Total Supply	\$58,300.00

BUDGET TOTAL

Personnel Services	\$197,630.00
Supply	\$58,300.00
Total	\$255,930.00

With the present budget having grown to \$278,000.00, along with a staff of nine (9) paid and six (6) non-paid personnel, the researcher has used and researched the following methods of policy planning and operations.

Financial Management

The historical importance of financial management to this country's very existence is unmistakable. The issue of taxation without representation was part of the disagreement with England that led ultimately to the American Revolution. The present importance of financial management in government is readily established by examining the content of daily newspapers.⁴ Stories may note the arrest and indictment of an official for embezzling public funds, the defeat or passage of a bond referendum to construct a jail, or an auditor's report that describe the police departments.

Accounting procedures for handling funds for informant and narcotic purchases are "woefully inadequate". The closing of a school or precinct station because funds were no longer available to sustain it, or the efforts of local officials to obtain the state legislature's approval to levy new taxes or increase existing ones, reflect the ineptness of the administrators financial managing and budgeting skills. Some police administrators see budgeting and financial management as "only detailed clerical work", which is a mistaken view and costs the citizens needed services.

Budget Planning and Preparation

Annually, before budget preparation begins, the Chief Executive of the city usually forwards a budget message to all agency heads.⁵ It is written to lay ground rules for budget preparation, establish time frames for the process (often in accordance with law), explain the general financial condition of the city, detail how certain costs (such as personnel) are to be itemized, and set forth requirements for justification. Properly prepared, it is of material assistance to the police chief in preparing his own budget message to responsible police agency personnel. The City of Roanoke adopted that the City Secretary send out a monthly financial statement. Officials are encouraged to attend the many workshops conducted on the planning and preparation of the budget.

Involvement in Budget Planning

In small agencies, watch or shift commanders should be involved in the budgetary process. Decisions are then made at each level of command as the budget is processed. In very small agencies the chief may prefer to meet with the staff and receive a "want and need list" before he/she alone prepares the final budget.⁶

Systems Budgeting Experimentation

The concepts and practices of government budgeting have changed in the past few decades. Historically, budgeting has been control oriented, the essence of the line item budget. A new concept of management need resulted in Performance Oriented Budget in the mid 1950's. Another planning oriented concept subsequently received acceptance called the "Planning Programming Budgeting System (PPBS)", which is effective for large departments. With control as its main purpose, line item budget developed from an obvious need for expenditure accountability. It remains the most common budget system and may be the only practical one for small jurisdictions. In larger departments its important only when fiscal management talent is lacking.⁷ The Roanoke Police department has been successful with the line item system.

Fiscal Control

Inadequate control over allocated funds could result in police agencies not seeing their programs to fruition. In addition to fiscal controls established by municipal controllers, police agencies should develop and adopt well organized ones of their own. This would inform management on the status of the various salaries, accounts, expense, and equipment, and would take remedial action, if necessary, to bring these accounts into balance. By exercising the proper administration of fiscal controls, the police agency fulfills its civic responsibility to provide prudent fiscal management of the taxpayers money without neglecting the necessary level of police services expected by the community.⁸ The Roanoke Police Department has adopted a policy where all expenditures are requested through the chiefs office and double checked through the purchasing office.

Basic Principles of Police Organization

Since the first police force formed in this country in 1838, police departments have been faced with the challenge of keeping pace with an ever changing society. The changing social and professional roles of police duties have had a significant impact on the composition of police departments. The drug business and increase in serious crimes by young people and women, have caused

police agencies to reform their efforts. Today police agencies can no longer focus primarily on law enforcement. The police mission must expand to encompass a sensitivity to community desires and a willingness to serve the public in a variety of ways.

The success of a police agency depends on the effort that the agency puts forth to earn community support and respect, and to improve the professionalism of each individual officer. The police cannot be effective if the citizens do not cooperate with criminal investigations, report crimes, or if they view police and the law as tools of a repressive society. Law enforcement is an important factor of maintaining law and order. Even though citizens may want law and order, the police cannot rely on demands for such as a means to secure citizen cooperation and support. Therefore, the mission statement that was adopted by the Roanoke Police Department is:

The mission of the Roanoke Police Department is to positively impact the quality of life throughout the community. To achieve these ends, the department is committed to forming practical partnerships with the citizenry, which includes a mutual goal-setting process aimed at resolving problems, reducing fear, preserving the peace, and enforcing the law. Thereby providing a safe environment for all citizens.

Since the desire is to have a department which is supported by its citizens, it is of utmost importance that the Roanoke Police Department make itself available to all citizen comments and

criticisms to help bridge the gap between the needs of both the police and the public. This would ensure that the departments work served the community and answered its needs. Police managers who hope to meet the extremely complex and growing demands placed on their police department by contemporary society must continually work toward improving the operations and output of the agencies.⁹

Elements of Hierarchy

Any organization in which someone has authority over someone else is a hierarchy. Governments, corporations, fraternities, families, universities, and police departments are all hierarchies. The higher the number of supervisory or administrative levels an organization has, the more hierarchical it is. Besides bestowing on the Chief of Police the right and responsibility to command authority, this also gives him/her the right to make decisions and take actions. The Roanoke Police Department consists of one Chief, one Lieutenant, and one Corporal.

The Delegation of Authority

In a properly organized police department, the Chief delegates authority of decision making to persons at all levels. Authority is the power to make decisions or perform tasks. The ultimate authority in a police department lies with the Chief, who must wisely and widely delegate authority to others so that decisions can be made and tasks performed. Those to whom authority is delegated should be expected to use their authority responsibly. Although authority may be delegated, responsibility may not. Responsibility is the obligation to make decisions, perform tasks, and use authority prudently.

The Principle of Accountability

Police chiefs should never make the mistake of assuming that those to whom they have delegated authority will use it wisely. In order to minimize the ever-present possibility that delegated authority will be misused or abused, chiefs must institute some formal system for monitoring the activities of delegated officers. Such a system is based on the principle of accountability.

Very simply, the principle of accountability means that all individuals to whom authority has been delegated must be held accountable for its use. It demands that some action be taken when individuals are exercising their authority improperly or

irresponsibly. Further, it insures that a conscious effort be made to identify those who either utilize their authority improperly, use too much, or fail to use it at all. The Police Chief can monitor the use of authority by organizing members in secure ways. The basic way is supervision within the chain of command. The principle of accountability is put into effect through swift and certain action, uniformly and fairly administered. If a chief does not use the principle of accountability as a control device and takes no action, everyone tacitly understands that the department will condone certain improprieties under certain circumstances. The Roanoke Police Departments principle is monitored by the chain of command and performance evaluation.

MANPOWER

A scholarly study of small town and rural police should begin with a definition of terms. Since no topology of police departments by size exist, definitions are of special importance for research in this area.

Definition of small town and rural police must be developed. Almost all departments can be classified into three categories: First, the number of police officers employed; Second, by the population served in its jurisdiction; and Third, by the degree of social interaction present in the organization.

Understanding this area is made still more important because

the majority of all police departments in the United States are staffed by 25 or fewer sworn officers. Much of the importance of change is reflected on the chief of a small agency. For example, the small agency chief has to balance the resources of his/her department, manpower and finances, with the concerns and demands of the community in which they work and typically live. Often their responses must be innovative and creative to stretch available resources and address community issues. Small town chiefs employ personalized methods of policing and are close to the community and political powers.

The Operations Subsystem

Operations are those activities performed in direct assistance to the public through the operations subsystem. Police officers are employed to take action, fight crime, and provide services to the public.

Patrol

Patrol is commonly referred to as the backbone of the police service. Webster defines patrol as "the action of traversing a district or beat, or of going the rounds along a chain of guards for observation or the maintenance of security."¹³ The patrol task must be organized by time and location; that is, patrol personnel work shifts on a 24 hour basis and are assigned to beats so that the entire jurisdiction receives patrol coverage. Due to the manpower allegation for the Roanoke Police Department, 75% of the personnel is assigned to patrol.

Traffic

The traffic task includes several subsystems relating to different police activity, vis-a-vis motor vehicles. These subsystems include intersection control (traffic direction), traffic law enforcement, radar operation, parking law enforcement, and traffic accident investigation. In a small police department, this function is integrated with patrol.

Criminal Investigations

Criminal investigations, the actions taken by the police to identify and apprehend perpetrators of crimes, include such activities as crime - scene investigation, interviewing, and interrogation. The American police are successful in clearing by arrest (not conviction) only 21% of the serious crimes called to their attention.¹⁴ Most departments, no matter how committed to the generalists theory, find it necessary to assign one person solely to criminal investigation.¹⁵ Roanoke's Police Chief conducts this function also.

Crime prevention

Every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime. The programs should allow the public to provide information leading to the arrest and conviction of criminal offenders, facilitate the identification and recovery of stolen property, and increase liaison with private industry in security efforts.¹⁶

The Administration Subsystem

The tasks that constitute the administration subsystem (personnel, training, planning and analysis, budget and finance, legal assistance, public information, clerical, inspections, internal affairs, and intelligence) are not performed in direct assistance to the public, but for the benefit of the organization as a whole. The tasks of the administration subsystem have a more long-term application than those of the auxiliary services. One way to differentiate administration tasks from auxiliary services is to ask: "Does this task need to be performed continually around the clock?" Tasks that do not, such as planning and budget preparation, are generally considered administrative tasks. Tasks that need to be performed continually, such as communications and identifications are auxiliary tasks.

Personnel

The personnel task (recruitment, selection, assignment, transfer, promotion, termination and labor relations) is an extremely important task.¹⁷ Every police agency should engage in positive efforts to employ ethnic minority group members. When a substantial ethnic minority population resides within the jurisdiction, the police agency should take an affirmative action to achieve a ratio of minority group employees.¹⁸

Every police agency should immediately insure that there exist no agency policy to discourage qualified women from seeking employment as sworn or civilian personnel, or prevents them from realizing their employment potential.¹⁹ The Roanoke Police Department follows this policy, employing qualified personnel with a proper ratio of female and minorities.

Planning and Analysis

Planning and analysis prepares for the future, hopefully leading to more effective coping of changes that come with time and growth.

Planning is a much underrated function in most police departments. Many departments do no planning whatsoever, others, through their budgets, plan only for the coming year. The philosophy of "we'll cross that bridge when we get to it" is prevalent throughout the police field.

In order to plan effectively and make informed decisions about operations, administration, and auxiliary services, police departments need to perform at least three types of analysis. One type of analysis is crime. Departments must correctly analyze data on crime in the community in order to allocate officers to shifts, and beats. A second type, crucial to police effectiveness, is operations analysis. This function examines patrol, investigations, and other operational tasks, and seeks to improve

their effectiveness by utilizing crime analysis data and data on other aspects of the patrol work load.

The third and final category of analytical activity is the administrative analysis. This involves the study of internal procedures and practices for the purpose of identifying problem areas and making improvements. For example, many police departments have had to analyze their recruitment, selection, and training practices in order to eliminate practices that discriminate against women and minorities.

Legal Assistance

Every police agency should make maximum use of the offices of its city attorney and/or county attorney, the county prosecutor, and the state attorney-general to acquire the legal assistance it needs. If it is necessary to provide legal assistance supplementary to these sources, a police legal advisor should be employed. Since most police departments are not large enough to employ a full time attorney, many small departments may contract together on a regular basis to hire a legal advisor who is available to all of them on a full time basis. Some departments have retained counsel on a part time basis.

Public Information

Both public and press relations come under the subsystem of public information. Keeping the public informed about police activities include news about crime, media relations, features on police officers and programs, information on crime prevention and how to avoid being victimized, public lectures on policing, and explanations of policies and procedures which effect the public. The public information function facilitates the opportunity for police departments to tell their story, explain their position on controversial issues, and respond in a meaningful way to public concerns. The police administrator must resist the temptation, albeit strong on occasion, to manipulate reports and the news. The responsible police administrator cultivates healthy media relations not only because they enhance the flow of news and information but also because the media provides a line of communication between the police and public that the police cannot afford to jeopardize.²⁰

Clerical/Secretarial

Very little needs to be said about the clerical/secretarial task. Clerical personnel and secretaries perform vital, important, support services and work as assistant administrators, or perhaps more accurately, assistants to administrators. Secretaries and clerical personnel can either make or break their employers. If they are effective, they can assist their employers immeasurably in the performance of their duties. Ineffective or inefficient clerical/secretarial personnel can significantly hinder organizational goals and objectives. It is important that during the selection, the best qualified be chosen and their work be evaluated continually.

Inspections

The purpose of the inspections function is to ensure adherence to direction. The personnel delegated this task, systematically checks the organization to determine how well policies, preceding rules, and regulations are being followed.

The inspections function serves the chief as a secondary source of information, supplementing information received through the regular chain of command. A good inspections program will identify problems, a good chief will solve them.

Internal Affairs

Internal affairs personnel investigate allegations of police misconduct and criminality. These types of investigations emanate from information received from the public, police, and independently developed sources. The internal affairs function should always be specialized. In small departments, the responsibility should be the chiefs for this function. The Knapp commission, which investigated police corruption in New York City in 1972, recommended that internal affairs personnel be assigned that task for their entire careers.²¹ The executive of every police agency should immediately insure that the investigation of all complaints from the public, all allegations of criminal conduct, and serious internal misconduct, are conducted by a specialized individual or unit of the involved police agency. This person or unit should be responsible directly to the agency's chief executive or the assistant chief executive. Minor internal misconduct may be investigated by first line superiors, and the investigation should be subject to internal review.²²

The need to have the internal affairs function performed by the chief of police in smaller departments should be obvious. In such departments the chief is, as a general rule, the only sworn officer in the department who will not be reduced in rank and reassigned. Therefore the chief is the only logical candidate; only the chief can handle such an assignment without having to fear

its consequences at a later date. Several years ago, a presidential commission noted that "if the police are to maintain the respect and support of the public, they must deal openly and forcefully with misconduct within their own ranks whenever it occurs."²³ The people who guard the guards must be skilled investigators of unquestionable integrity.

The Auxiliary Services Subsystem

The auxiliary services benefit other units within the department, but on a more regular and frequent basis than administrative activities. These functions are usually available to assist the police officer on a 24-hours-a-day, 365 days-a-year basis; administrative functions are usually available 8 hours a day, 5 days a week. Although it is sometimes difficult to distinguish between the two types of activities, it is useful to think of administrative services as long-range service available on a limited basis, and auxiliary services as direct services available on a continuing basis. The tasks included within the auxiliary services are records, communications, property, lab, detention, identification, alcohol testing, facilities, equipment, supplies, and maintenance.

Records

The records are vitally important for the police department, furnishing it with a memory by enabling it to retrieve information long forgotten.

In addition to files of complaint reports, the records unit should maintain reports of arrest, warrants, traffic tickets, summons, and mug shots. The records should also coordinate to handle and access cross-indexed files for the fast retrieving of information.

After the first year of operation the Roanoke Police Department computerized the records system, thereby giving us the capability of instant record retrieval. Researcher has found that access to department records must be available 24 hours a day. For the small department with limited personnel, researcher has noticed this poses a problem, especially from a security stand point. With the necessity to control access, records cannot be made available on a one-to-one basis to just anyone in the department. Therefore, responsible records officers should be assigned this task during given shifts. A very strict system of accountability should be enforced in all such matters.

Communication

The communications function is parallel to both operation and auxiliary services. Researcher has found the lack of personnel in smaller departments usually necessitates the use of the operational personnel for communications. This function itself is an internal task which services both the citizen and police personnel on a continuing basis. As an important police function, communications provide the link between the police and the public for the delivery of all police services to the community at large. It also should go without saying that the personnel assigned to the communications task should be effective communicators who are receptive to and concerned about the public interest. Also, a dispatch or communications officer must be aware of the seriousness of all calls and assign an appropriate number of officers and vehicles to accommodate needs and ensure officer safety. The researchers experience is the communication unit is the heart of every police department; it receives information, processes it, and pumps it out into the system to be acted on.

Property

Researcher has attempted and believes every police agency immediately should establish a system for the secure and efficient storage, classification, retrieval, and disposition of items of evidentiary or other value that come into custody of the agency. Researcher has established a filing system that includes a chronological record of each occasion when property is taken into police custody, a separate itemized list of all items, and a record that indicates the continuity of the property from its entry into the system to its final disposition. On this record I have included the name of each person accountable for each item of property at any given time. Also added to the accountability aspect, researcher conducts monthly inventories of the property while in the presence of personnel that are not charged with the care and custody of the property.

Handling evidence is an especially difficult and important task. In order for evidence to be admissible in court, it must be maintained within a chain of custody that guarantees it to be in the same condition as when it was seized. The handling of property, thought by some to be a simple warehouse operation, can be complicated and burdensome. In all cases, property must be protected in a systematic way. Although some items need to be stored for only short periods of time, others, such as perishable goods or narcotics evidence, need special care and continuing

surveillance. Honest attempts must be made to find owners of lost property; departmental property and equipment must be accounted for and maintained.

Equipment

Personnel responsible for this task are involved with all equipment the police use, from acquisition to disposal.

In some instances they may be involved in purchasing and installation and are required to monitor equipment performance and evaluate departmental needs. One of their more important functions is to develop an inventory system by which equipment can be controlled to avoid being lost or stolen. The said inventories are conducted every Monday.

Maintenance

Keeping police facilities clean and equipment repaired and functioning properly has a positive impact on the effectiveness of every police agency.

Researcher has noticed in his experience that there is nothing more frustrating for a police officer than to be forced to work out of a dirty police facility with equipment that works only occasionally. In departments where maintenance of facilities and equipment holds a low priority, the morale of police officers is

likely to be low. One of the most frequent complaints voiced by police officers, concern the poor maintenance of the vehicles they drive. Therefore I stress maintenance very heavily at the Roanoke Police Department. Although the maintenance function is not at all glamorous, it is nonetheless vital to the functioning of the organization.

Training

Research defines training in numerous ways. Training is an experience, a discipline, or a regime which causes people to acquire new predetermined behavior.²⁴ Training is a learning process where by people acquire skills or knowledge to aid in the achievement of goals.²⁵ In the past, training was viewed primarily as a means of boosting the skills and job-related knowledge of workers, to increase organizational output and efficiency. Contemporary managers have come to view training as contributing to wide range needs of both the organization and individual. Beyond enhancing the technical skills of employees, certain types of training may benefit a public agency by helping to make it more manageable by instilling "organizationally appropriate" decisions and behaviors in the work force. It is suggested that the individual might view training as a means to further promotions and career development, or as making the work experience more enjoyable.

The more interested in training the employer is, the more widely recognized the police agency is. The need for educational and training standards for police officers was first documented in the Wickersham Commission Report of 1931. The catalysts for the call for professional training resulted from civil disorder and increasing crime rate that was present in many American cities. Other government agencies have voiced support for standardized training in law enforcement over the years. The President's Commission on Law Enforcement and the administration of justice in 1967 was the first national commission to look at crime on a national level since the Wickersham Commission. The Texas Commission on Law Enforcement Officer Standards and Education set minimum training standards and recommendations for Texas police departments and peace officers. Texas Commission On Law Enforcement Officer Standard and Education Law is found in Chapter 415 of the Texas Government Code. This chapter explains the commission and its authority.²⁷ Roanoke Police Department is strongly influenced by the Texas Commission on Law Enforcement officer standards and education requirements.

Supervisory Training

The researcher has noticed that law enforcement agencies take a reactive approach to supervisory training. In most cases, an officer who wishes to be promoted studies from supervisory tests and then takes a written examination. Supervisory training is generally given after an individual has been promoted.

Researcher utilizes supervisory training because it is important to the achievement of the agency's goal for professionalism and increased quality and quantity in production.

Interpersonal and Organizational Communication

Effective communication is essential in all organizations in which people deal with one another. It is very difficult to imagine any kind of activity that does not depend on communication in one form or another.

A major role of today's manager is that of communicator. Managers at all levels of the police organization spend an overwhelming amount of time dealing with the process and problems of communication. Research in recent years has indicated that communication is the number one problem in management, and lack of communication is the employer's primary complaint about their immediate supervisors.

The Communication Process

An explanation of communication begins with a basic problem. It cannot be examined as an isolated event. Communication is a process, and so it must be understood as the totality of several interdependent and dynamic elements. The following are the elements that make up the communication process:²⁹

Encoding: Experience cannot be transmitted as experience.

In conveying an experience to another person,
we do not relive that experience with that
person.

- A. The sender has certain intentions, objectives, or purpose.
- B. The sender translated these opinion into some code
(language, nonverbal gestures etc.) which becomes the message.
- C. The sender than selects a medium (written or spoken words, music, art, etc.).
- D. The sender uses the medium to transmit the message to the received.
- E. The receiver "picks up" the message (listens, reads, watches, etc.) and decodes its meaning.
- F. This meaning causes the receiver to behave in some manner.

Taylor 39

G. This behavior gives the sender indications, or feedback, as to whether or not the receiver understood the meaning of the message.³⁰

To convey an experience or idea to someone, we translate, or encode that experience into symbols.

Transmission: encoding involves only the decision to use a symbol for some concept. The element of transmission involves the translation of the encoded symbols into some behavior that another person can observe. For example (moving the lips, tongue).

Medium: communication must be conveyed through some channel or medium. Media for communications may be our sight, hearing, taste, touch, or smell.

Reception: for the receiver, the reception of the message is analogous to the sender's transmission. The stimuli, verbal and nonverbal symbols, reach the senses of the receiver and are conveyed to the brain for interpretation.

Decoding: The process of interpretation occurs when the individual who has received the stimuli develops some meaning for the verbal and nonverbal symbols and decodes the stimuli.

Feedback: when the receiver decodes the symbols transmitted, he/she usually provides some response or feedback to the sender. Feedback is a self-correcting mechanism and promotes accuracy of communication.

Communication Barriers

Barriers to communication, or communication breakdowns, can occur at any place in the system. They may be the result of improper techniques on the part of either the sender or the receiver. The sender hinders communication when:

1. The sender is not clear about what is to be accomplished with the message.
2. The sender assumes incorrectly that the receiver has the knowledge necessary to understand the message and its intent and does not adapt the message to the intended receiver.
3. The sender uses a communication medium not suited for the message; for example, some messages are better transmitted face to face, others in writing or by illustrations.
4. The sender does not develop a mechanism for receiving feedback to determine if the message was understood correctly.

5. The sender does not interpret feedback correctly or fails to clarify the message on the basis of feedback from the receiver.
6. The sender uses language that causes the receiver to stop listening, reading, or receiving.
7. The sender analyzes the audience improperly.
8. The senders background experiences and attitudes are different from those of the receiver, and the sender does not take this into account.

The receiver hinders communication when:

1. The receiver is a poor listener, observer, or reader and therefore misinterprets the meaning of the message.
2. The receiver jumps to conclusions.
3. The receiver hears or sees only certain parts of the message.
4. The receiver tends to reject messages that contradict beliefs and assumptions.
5. The receiver has other concerns such as emotional barriers, for example, being mentally preoccupied.

Some other barriers to communication are:

1. Noise, temperature, and other physical distractions.
2. Distance or inability to see or hear the message being sent.
3. Sender-receiver relationship, power structure, rules, and personality differences.

Information Flow and Direction

Organizational systems of communication are usually certain by setting up formal systems of responsibility and explicit delegations of duties, such as implicit statements of the nature, content, and direction of communication that are necessary for the performance of the group. Consequently, formal communication is required by the organization and follows the accepted pattern of hierarchy.

Oral and Written Communication

Although there is potentially a great variety of media available for issuing orders, the individual issuing the orders are generally forced to choose from among a few existing ones that have nothing more than tradition in their favor.

When certain media have become established, all subsequent material is made to fit them. If, for example, an organization has a personnel policy manual, it may become the pattern to announce through routine revision all changes, even those that may be of immediate and crucial interest to the employees.

Organizational Communication

Organizational communication is viewed as the process of acquiring and organizing data about the internal workings of the organization, as well as the effects of its actions upon the external environment and the impact of the external environment upon the organization. The ability of the organization to scan the external and internal environment accurately to assess the variety of uncertainty involved, reflects the degree of organizational intelligence.

In summary researcher feels this task is very important because there is considerable evidence to support the premise that for administrators to be truly effective, they must understand the dynamics involved in both interpersonal and organizational communications. It is not surprising when we learn that administrators who are successful, are also effective communicators. They have learned through research how to avoid the many pitfalls of communication and have created communicative mechanisms within their organizations. In the final analysis, there can be little argument with the conclusion that effective communication is essential in all organizations. A breakdown in the process of law enforcement not only results in less efficient organization, but may also result in the injury or death of an innocent person.

Legal Aspects of Police Administration

One of the primary characteristics of our nation's law is its dynamic nature. Rules of law are promulgated in three basic ways: legislation, regulation, and court decision. Statutes and ordinances are laws passed by legislature bodies, such as the United States Congress, state legislatures, the county commissions, and city councils.

These law making bodies often produce legislation that establishes only a general outline of the intended solution to a particular problem. The legislation authorizes a particular governmental agency to fill in the details through rules and regulations which have the full force of the law. When the solution to a legal dispute does not appear to be specifically provided for by an existing statute, rule, or regulation, a judge may rely upon prior decisions of that or other courts which have previously resolved disputes involving similar issues.

Liability for Police Conduct

One of the most troubling legal problems facing police officers and departments in recent years have been the expanded impact of civil and criminal liability for alleged police misconduct. It is commonplace to hear police spokesperson complain that law enforcement officers are widely hampered by the specter of

being sued for alleged improper performance of duty. Although one may argue that the magnitude of police misconduct litigation may be overstated, the amount of litigation appears to be increasing, and is apparently accompanied by a movement toward larger monetary damage awards.

Basic Types of Police Tort Actions

A tort may be defined as the infliction of injury upon one person by another person. Assault, battery, false imprisonment, false arrest, invasion of privacy, negligence, defamation, and malicious prosecution are examples of torts that are commonly brought against police officers.

The first is what is often referred to as a "1983" lawsuit. The name derives from the fact that these suits are brought under the provisions of section 1983 of Title 42 of the United States Code. This law, passed by congress in the aftermath of the Civil War and commonly referred to as the Civil Rights Act of 1871, was designed to secure the civil rights of recently emancipated slaves. It prohibits depriving any person of life, liberty, or property without due process of law.

Scope of Liability

In general, state tort actions against police officers provide a greater scope of liability than do the section 1983. That is, in tort actions under state law, a greater range of behavior is actionable. The types of torts under state law that commonly are brought against police officers may be categorized as intentional or negligence torts. An intentional tort is one in which the defendant knowingly commits a voluntary act designed to bring about certain physical consequences.

General damages assessed in civil litigation for negligence are ordinary (compensatory) damages that are paid by the employing governmental entity (or liability insurance carrier), on behalf of the defendant officer. Therefore, as a general rule, the individual employee is not required to pay ordinary damages that result from a civil negligence suit. This is so because normally when a governmental employee is performing his duties within the scope of his employment, he is deemed to be the agent or representative of the employing agency, and therefore not personally liable for his/her acts. However, where punitive damages are assessed for conduct which is grossly negligent, wanton, or reckless, the individual who has been responsible for such acts is personally liable and generally speaking these assessments are not absorbed by the employing governmental entity or liability insurance.

TAYLOR 47

Immunities

In this constantly changing area of the law, the U.S. Supreme Court has established a rule that police are entitled to "qualified" immunity for acts made in good faith and which can be characterized as "objectively reasonable."³² Public officials exercising discretion (for example, judges and prosecutors) have absolute immunity for their unreasonable acts. The police officer is the only person in the system left to sue, unless his/her acts can be attributed to the policy or procedural custom established by the employing governmental agency.

Tort Liability for Police Supervisors and Administrators

Although there has been a traditional reluctance to hold police supervisors or administrators liable for the misbehavior of their subordinate officers, some courts have been increasingly willing to extend liability to these officials where the plaintiff has alleged negligent employment, improper training, or improper supervision.³³ Under the first of these, negligent employment, a police official may be held liable for his/her failure to conduct a thorough investigation of a prospective employee's suitability for police work where he/she hires an applicant with a demonstrated propensity "toward violence, untruthfulness, discrimination or other adverse characteristics."³⁴ Suits alleging that police

officials improperly trained an officer have been particularly successful where firearms were involved in inflicting the injury. Courts have stressed that the "law imposes a duty of extraordinary care in the handling and use of firearms" and "public policy requires that police officers be trained in the use of firearms moving and silhouette targets and instructed when and how to use them."³⁵ Suits alleging lack of necessary training are also becoming increasingly successful in cases involving the use of physical force to overcome resistance, the administration of first aid, pursuit driving, and false arrest. Another emerging theory of recovery against police officials is an allegation of failure to properly supervise or direct subordinate officers. This type of suit is typically brought when officials have failed to take action to rectify a recurring problem exhibited in the conduct of police operation by subordinates.³⁶ An interesting recent development in this area concerns the situation in which the police department issues a written directive that establishes a policy more stringent than the law requires. In several cases involving such situation, the courts have held that the written directive establishes a standard of conduct to which police officers must conform or face the possibility of civil liability for their actions.³⁷ The last area to which courts have given recent increased attention concern cases in which it is alleged that the police officer failed to provide needed medical care to people with whom the officer came in contact.³⁸ Although the incidents giving rise to such allegations

can occur in a variety of situations, they most often occur when a plaintiff has mistakenly been thought to be intoxicated when he/she was actually suffering from a serious illness. The four theories of recovery are based on failure to recognize and provide treatment for injury, failure to provide treatment upon request, failure to provide treatment upon recognition of an injury, and negligent medical treatment.

Administrative Discipline: Due Process For Police Officers

The Fifth and Fourteenth Amendments to the U.S. Constitution state that "no person shall be, deprived of life, liberty, or property, without due process of law."

Liberty and Property Rights of Police Officer

There are two general types of situations in the disciplinary process in which an employee of a law enforcement agency can claim the right to be protected by the guarantee of due process. The first type involves those situations in which the disciplinary action taken by the government employer threatens liberty rights of the officer. The second involves a threat to property rights. The liberty rights are defined as those involving the protection and defense of ones' name, reputation, and his/her position in the

community. In some instances, the rights have been extended to preserve ones' future career opportunities. The more substantial and meaningful type of due process guarantee is pertaining to the protection of one's property. A layman thinks of property as real-estate and other tangible possessions, but the courts have developed the concept that property also includes the many valuable intangible belongings that are acquired in the normal course of life, such as the expectation of continued employment.

The courts have consistently held that the employee acquires a protected interest in employment, only when it can be established that there is justifiable expectation employment will continue without interruption except for dismissal or other discipline, based on just or proper cause. It is called "tenure" or "permanent status" since property rights are attached to a job when tenure has been established. The crucial question that arises is how and when it is established. The key to the establishment of the rights of an employee is the specific wording of the ordinance, statute, rule, or regulation under which that person has been employed.³⁹ Merely classifying job holder as "probationary" or "permanent" does not resolve the property rights question.

Federal courts have been inclined to read employment laws liberally, so as to grant property rights whenever possible. For example, the Fifth Circuit Court of Appeals found that a city employment regulation that allows termination "only for cause" created a constitutionally protected property interest.⁴⁰

In summary the researcher has noticed in recent years there have been significant increases in the amount of litigation involving police agencies and their officers. I have observed a large amount of qualified immunity is extended to other officials while they are acting in a discretionary capacity, in good faith, and in a reasonable manner. The greatest concern of the researcher is the "sour police employee". I am a strong backer of not only police unions, but other unions as well. My concern is that as police officers we are charged with the public trust. When a "sour police employee" (the ones who maliciously hurt and violate people) slip through the background checks, innocent people get hurt. Unfortunately, it is usually the very people we are charged to protect or another officer. They are able to go from one entity to another because administrators are either afraid to get involved or just do not care. Researcher prays that some type of reform will be developed for the "sour police officer."

Concepts of Total Quality Management

The term "total quality management" (TQM) has as its base the concept of total quality control as originated by Armand V. Frigenbaum in his book Total Quality Control: Engineering and Management published in 1961. The book was based primarily on the work of W. Edwards Deming, the management philosophy began to surface shortly after World War II. Due to Demings reputation as

a statistician, as the 1940 census process was being designed he was asked to assist in modifying the program. The census method prior to 1940, required everyone be polled which was quite cumbersome and time consuming. Deming a proponent of sampling methodology, designed a system that was initiated in the 1940 census. Afterward, Deming continued his work on statistical control issues, taught, and worked for the U.S State Department. It was during his service with the state department that Deming first visited Japan. Postwar Japan was in need of a proper census due to the collapse of the government after the war. Deming was largely responsible for designing a sampling system for the Japanese in 1951. During the early 1950's, Deming became associated with Japanese industrialists who were involved in the revitalization of Japan and the emerging economy. They were particularly taken with Deming's teachings on quality controls in the manufacturing process. The industrialists were impressed with Deming's enthusiasm for starting the manufacturing process with a high quality raw material, controlling the process, and producing nothing less than a high quality end product. Deming's teachings also stressed continuous improvement of process and product and a philosophy previously unheard of in Japan....focus on the needs of the consumer. Deming continued to work with the Japanese for many years as Japan grew into the industrial and financial giant of the 1980's.

The views and management strategies espoused by Deming

received little attention in the United States. Post-war America was a relatively stable time to be a police officer. There also existed a positive climate for car, appliance, agricultural products, and most other items in the private sector that were going to willing buyers in a booming economy.⁴¹ It was as if the philosophy had been adopted that there was no need to change the order of things. The management mind set leading up to this period in the United States, had been greatly affected by Fredrick Taylor. Taylor's concepts stressed efficiency and the view that there was one most efficient way of doing things. Given the industrial base and manufacturing process at that time, it is understandable why police agencies were also striving for efficiency.⁴² In Out of Crisis (1986), Deming provides suggestions for the transformation of an organization from the traditional organizational culture to quality orientation. In doing so, Deming identified Fourteen Points for management, deadly diseases within organizations, and obstacles to the transformation of the organization. The theory presented suggests that specific steps must be taken by management in order for a quality culture to emerge. The deadly diseases refer to conditions common to all organizations that, unless corrected, can devastate a corporation or agency. In particular these diseases focused on the private sector, but would have implication on the public sector.

The Fourteen Points

The Fourteen Points or Principles of Transformation identified the steps that a manager should take to transform a company to quality orientation.

1. Create constancy of purpose for improvement of product and service. This point suggests recreating the role of the organization with less emphasis on the bottom line and more focus on staying in business to create jobs.
2. Adopt the new philosophy. The strategy should be adopted across the organization not just at the top.
3. Cease dependence on mass inspection. Move away from the cycle of manufacture, inspect, rework, and re-inspect.
4. End the practice of awarding business on price alone. Low bid business practice often provide substandard materials that will eventually impact the quality of the end product.
5. Improve constantly and forever the system of production and service. Improvement must be constant, both in waste reduction and quality of product or service.
6. Institute training. Teach the employees what they are expected to do.
7. Instate leadership. Redefine the role of the supervisor from telling people what to do, to helping them do their job.

8. Drive out fear. People cannot work effectively when they are afraid to ask questions or make suggestions. The impact on the final product is significant because employees will continue to do things improperly.
 9. Break down barriers between staff areas. Reduce competition between departments and foster collaborative efforts.
 10. Eliminate slogans, exhortations, and targets for work force. Slogans do not contribute to quality.
 11. Eliminate numerical quotas. Quantitative measurements do not account for quality. If stressed, quotas will be met regardless of cost or quality.
 12. Remove barriers to pride of workmanship. Most people want to do a good job and will if allowed to. Barriers such as poor leadership, faulty equipment, and poor materials prevent them from doing so.
 13. Institute a vigorous program of education and training. Management supervisors, and employers should be educated in statistical technique, teamwork, and the new methods.
 14. Take action to accomplish the transformation. The key word is action or a series of actions. Telling the employees about the new ideas is not enough.⁴³
- Deming does not suggest that the steps be taken in any specific order.

Y

The Deadly Diseases

The deadly diseases point to specific problems that exist, to some degree, in all companies or service organizations.⁴⁴ The traditional management culture, common to police agencies, tend to produce the elements identified by Deming as diseases.

First on the list of diseases is a lack of constancy of purpose. For the industrial organization, Deming suggests that a concentration on the bottom line is a negative, and to simply focus on that one issue distracts leadership from the real purpose of the corporation. The real purpose being to develop a plan to produce a product or service that will sell. Police departments for many years did not view themselves as having a product to sell. There tended to be a feeling in some departments that the public needed the police a great deal more than they needed the public. The issue of service as a product was not readily apparent to some police officers and administrators until recent years. Research indicates that some officers see policing as a job and only a job with little feeling of providing service or product. Some officers might believe that unlike the private sector, the police have no competition. The lack of competition was an issue until recently as private security has become a growth industry.

As a second disease, Deming suggest that focus on short term organizational goals inhibit quality. On many calls, an officer may be expected to resolve the issue, take the report, make the

arrest, and return to service because other problems are waiting. The focus in this manner of dealing with calls for service is purely short term and may require the officer to emphasize speed rather than thoroughness in dealing with citizens.

The type of evaluation system that exists in an organization can also impact the quality of product or service. Continuing to focus on results of short term performance fails to provide a qualitative measure of an employees performance or achievements. Another important factor that researcher has noticed is the stability of top management has a significant effect on quality issues within the organization and on change initiated by it. A quality management philosophy is unlikely to be adopted by any organization that suffers from a series of short tenured chiefs. The misuse of visible figures and statistics not only apply to the evaluation of individual performance but to the department as well. The value of crime rate and clearance statistics is significant and if used properly can provide useful information. Inconsistencies however, render such data inadequate as the sole basis of departmental effectiveness. Issues such as service, or the quality of order maintenance activities, do not lend themselves easily to statistical measurement.

In summary, learning through personal experience after the TQM is effectively placed, the key to productivity in an organization is not the wisdom of the chief of police, but the individual effort of the employee. If total quality management is to be successful

in the law enforcement industry, it will be because it holds promise to increase and improve the effort of that individual employee

Conclusion

The major sources that have been utilized in researching information on curriculum development and/or the formation and operation of a newly created police department have been numerous. Information from the education field in curriculum development and learning, and information from the criminal justice field related to law enforcement management have proven to be the most beneficial.

A computer literature search of the Iris, sociological abstracts, and NIJ provided a number of articles and books with information on learning and management. Professional publications received at thirty-six (36) months regarding manpower and budgeting have also been used. Experience for the starting and the operation of the new police department, have been enhanced by personal interviews of area chiefs including Mike Pinkard, a councilman who originally set up the Roanoke Police Department in 1991. Through their personal experience I was made aware of certain pitfalls to watch for and easier ways of accomplishing objectives.

The International Police Chiefs Association has been helpful in sending information on these areas. A review of other

researchers' papers that were written in the theme of police manpower and budgeting has also proven to be helpful. Success is possible, and the cost in dollar terms is not high, especially

compared with the cost of allowing crime to continue.

Success has benefits beyond the reduction of crime and violence; it restores the community, builds alliances, develops new friendships, and solves problems. Most of all, success is the only answer that avoids the pain and fear in favor of the glow of community health.

Endnotes

- 1) Resolution no. 34-100
- 2) Population and Employment Forecasts by city 1990-2000, April 1988, Regional Data Center, North Central Texas Council of Governments
- 3) Ordinance Number 91-118, November 1991
- 4) Felix A. Nigro and Lloyd G. Nigro, Modern Public Administration, 5 e.d. (New York: Harper and Row, 1980), p.337
- 5) Adopted from the IACP Book, Managing the Small Law Enforcement Agency, 1990, p.140
- 6) Ibid., 141
- 7) Ibid., 143
- 8) Ibid., 142
- 9) James H. Auten, "Police Management in Illinois-1983" Journal of Police Science and Administration 13, 4 (December 1985). 325.
- 10) Robert Sherhan and Gary W. Cordner, Introduction to Police Administration, 2nd ED.(Cincinnati Anderson,1989), p.168
- 11) Ibid., 172
- 12) George D. Eastman and E.M. Eastman, CDs., Municipal Police Administration, 7th CD. (Washington, D.C.: International city Management Association, Institute for Training in Municipal Administration, 1971), p.77
- 13) By permission. From Webster's New Collegiate Dictionary 1977 by G.C.C. Meriam Co., Publishers of the Meriam Webster Dictionaries.

- 14) Jackson, John H. and Mathis, Robert L. Personnel/Human Resource Management 5th ED.m (West Publishing Co. 1998) p.250.
- 15) Haas, Peter J. "A Comparison of Training Priorities of Local Government Employees and Their Supervisors." Public Personnel Management, 20 (Summer): pp.225-232.
- 16) (Texas Commission on Law Enforcement Officer Standards and Education Rules, 1991:29)
- 17) Interpersonal Communication: A Guide for Staff Development (Athens: Institute of Government, University of Georgia, August 1974) p.15.
- 18) Ibid., pp.21-27.
- 19) R.C. Huseman, "The Communication Process," In Interpersonal Communication: A Guide for Staff Development (Athens: Institute of Government, University of Georgia, August 1974), p.22.
- 20) Wayne W. Schmidt, Recent Developments in Police Civil Liability (Journal of Police Science and Administration, 1976). p.197, and the cases cited there in.
- 21) 486 U.S. _____ 1984
- 22) Schmidt. "Recent Developments in Police Civil Liability."
- 23) Ibid., p.198.
- 24) Piatkowski Eustace, 251 N.Y.S. 22354, 1964 p.359.
- 25) Fords V. Breier, 383 F. Supplement 505 (E.D.Wis. 1974).
- 26) Lucas V. Riley, Superior Court, Los Angeles County Ca. (1974); Delong V. City of Denver, 530 F. 2D 1308 (Colo. 1974); Grudt V. City of Los Angeles, 468 p. 2D825 (Ca. 1970); Dillenbeck V. City of Los Angeles, 446 p.2D 129 (Ca. 1968)

- 27) Federal Bureau of Investigation, Crime in the United States, 1985, Uniform Crime Reports (Washington, D.C.: U.S. Government Printing Office, 1986) p.154.
- 28) Experiments in Police Improvement: A Progress Report (Washington, D.C.: Police Foundation, 1972) p.28
- 29) National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: U.S. Government Printing Office, 1973) p.66
- 30) Allen R. Janger, "The Expanded Personnel Function", in Dale S. Beach, ED., Managing Paper at Work. Reading in Personnel (New York: Macmillan, 1971), p.34.
- 31) National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: U.S. Government Printing Office, 1973), p.329.
- 32) Ibid., 342.
- 33) Standards for Law Enforcement Agencies, 2nd ED. Fairfax, Va: Commission on Accreditation for Law Enforcement Agencies, Inc., 1987), p.54-1.
- 34) Knapp Commission, The Knapp Commission Report on Police Corruption (New York: George Braziller, 1972). pp.16-17.
- 35) National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: U.S. Government Printing Office, 1973), p.480.
- 36) Presidents Commission on Campus Unrest, Report of the Presidents Commission on Campus Unrest (Chicago: Commerce Clearing House, 1970) pp.5-8.
- 37) Laird Dugan. Approaches to Training and Development 2nd ED., (Addison-Wesley PhB Listing Co. 1988) pp.11.

- 38) Aeale Law Enforcement Legal Defense Manuel, Failure to Provide Medical Treatment. (Issue 77-6. 1977)
- 39) Arnett V. Kennedy, 416 U.S. 34 (1974)
- 40) Thurston V. Dekle, 531 F 20 1264 (5th cir. 1976)
- 41) Mary Walton, The Deming Management Method, (New York: Pedigree Books-Putman Publishing Group, 1986), 9-15
- 42) Stone, Alfred R., and Stuart M. Deluca. Out of the Crisis, (Cambridge: Massachusetts Institutes of Technology Press, 1986), 23-89.
- 43) Ibid., 97-98.
- 44) Roy R. Roberg, Police Management and Organizational Behavior, (St. Paul: West Publishing, 1979) pp. 160-161
- 45) Haya El Nassar, "Private Security Has Become Police Backup," USA Today, 21 December 1993, p.9A.

BIBLIOGRAPHY

Resolution no. 34-100

Population and Employment Forecasts by city 1990-2000, April 1988,
Regional Data Center, North Central Texas Council of Governments

Ordinance Number 91-118, November 1991

Felix A. Nigro and Lloyd G. Nigro, Modern Public Administration, 5
e.d. (New York: Harper and Row, 1980), p.337

Adopted from the IACP Book, Managing the Small Law Enforcement
Agency, 1990, p.140

James H. Auten, "Police Management in Illinois-1983" Journal of
Police Science and Administration 13, 4 (December 1985). 325.

Robert Sherhan and Gary W. Cordner, Introduction to Police
Administration, 2nd ED.(Cincinnati Anderson,1989), p.168

George D. Eastman and E.M. Eastman, CDs., Municipal Police
Administration, 7th CD. (Washington, D.C.: International city
Management Association, Institute for Training in Municipal
Administration, 1971), p.77

By permission. From Webster's New Collegiate Dictionary 1977 by
G.C.C. Meriam Co., Publishers of the Meriam Webster Dictionarie

Federal Bureau of Investigation, Crime in the United States, 1985,
Uniform Crime Reports (Washington, D.C.: U.S. Government Printing
Office, 1986) p.154.

Experiments in Police Improvement: A Progress Report (Washington,
D.C.: Police Foundation, 1972) p.28

National Advisory Commission on Criminal Justice Standards and
Goals, Police (Washington, D.C.: U.S. Government Printing Office,
1973) p.66

Allen R. Janger, "The Expanded Personnel Function", in Dale S. Beach, ED., Managing Paper at Work. Reading in Personnel (New York: Macmillan, 1971), p.34.

National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: U.S. Government Printing Office, 1973), p.329.

Standards for Law Enforcement Agencies, 2nd ED. Fairfax, Va: Commission on Accreditation for Law Enforcement Agencies, Inc., 1987), p.54-1.

Knapp Commission, The Knapp Commission Report on Police Corruption (New York: George Braziller, 1972). pp.16-17.

National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: U.S. Government Printing Office, 1973), p.480.

Presidents Commission on Campus Unrest, Report of the Presidents Commission on Campus Unrest (Chicago: Commerce Clearing House, 1970) pp.5-8.

Laird Dugan. Approaches to Training and Development 2nd ED., (Addison-Wesley Ph.D. Listing Co. 1988) pp.11.

Jackson, John H. and Mathis, Robert L. Personnel/Human Resource Management 5th ED.m (West Publishing Co. 1998) p.250.

Haas, Peter J. "A Comparison of Training Priorities of Local Government Employees and Their Supervisors." Public Personnel Management, 20 (Summer): pp.225-232.

(Texas Commission on Law Enforcement Officer Standards and Education Rules, 1991:29)

Interpersonal Communication: A Guide for Staff Development (Athens: Institute of Government, University of Georgia, August 1974) p.15.

Ibid., pp.21-27.