Organizing the Police Department

CHAPTER GOALS

I To acquaint you with the organizational and managerial concepts necessary to organize and operate a police department
I To acquaint you with the complexities of modern police organizations
I To show you how police departments are organized on the basis of personnel, area, time and function
I To introduce you to the major ranks in a police department and to the responsibilities connected with those ranks
I To introduce you to the major units of a police department and the functions they perform

CHAPTER OUTLINE

Organizing the Department: Managerial Concepts
- Division of Labor
- Chain of Command (Hierarchy of Authority)
- Span of Control
- Delegation of Responsibility and Authority
- Unity of Command
- Rules, Regulations, and Discipline

Organizing by Personnel
- The Civil Service System
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- Sworn and Nonsworn (Civilian) Personnel
- Rank Structure
- Other Personnel
- Some Personnel Issues

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Organizing by Function or Purpose
- Line and Staff (Support) Functions
- Police Department Units
Some of you reading this text want to become members of a police department, while some of you are just interested in what the police do and how they do it. Reading this chapter will give you a good insight into how a police department actually works. Did you ever wonder how a police officer gets promoted to the detective rank or to a supervisory position or gets assigned to a particular area of your city or town?

This chapter deals with organizing a police department. Although this chapter uses the term police department, it is used as a generic term and includes other law enforcement agencies, such as federal, state, and county law enforcement agencies, including sheriffs’ offices. In any organization, someone must do the work the organization is charged with doing; someone must supervise those doing the work; and someone must command the operation. Certain commonly accepted rules of management must be followed to accomplish the goals of the organization. This chapter will include the organization of the police department by personnel (rank), area, time, and function or purpose. It will look at the various ranks in a police department and examine the responsibilities of the people holding those ranks. Then it will discuss how a police department allocates or assigns its personnel by area, time, and function or purpose. This chapter is designed to give you an awareness of the complexities involved in policing 7 days a week, 24 hours a day.

Not all police organizations are as complex as those described here. In fact, most police departments in the United States are small. The intent of this chapter, however, is to cover as many complexities of the police organization as possible to give you the broadest possible view of policing in the United States.

By providing a graphic illustration of how a department is organized, organization charts like this one for the Madison, Wisconsin, police department help officers understand their chain of command and the division of labor. Increasingly, departments are placing their organizational charts on the Web to help educate and inform the public as well.
ORGANIZING THE DEPARTMENT: MANAGERIAL CONCEPTS

Before discussing the organization of a police department, some managerial concepts common to most organizations should be understood. These concepts include division of labor, chain of command (hierarchy of authority), span of control, delegation of responsibility and authority, unity of command, and rules, regulations, and discipline.

Division of Labor

Obviously, all the varied tasks and duties that must be performed by an organization cannot be performed by one, a few, or even all of the members of the organization. The different tasks and duties an organization performs must be divided among its members in accordance with some logical plan.

In police departments, the tasks of the organization are divided according to personnel, area, time, and function or purpose. Work assignments must be designed so that similar (homogeneous) tasks, functions, and activities are given to a particular group for accomplishment. In a police department, patrol functions are separate from detective functions, which are separate from internal investigative functions. Geographic and time distinctions are also established, with certain officers working certain times and areas. The best way to think of the division of labor in an organization is to ask the question, "Who is going to do what, when, and where?"

The division of labor should be reflected in an organization chart, a pictorial representation of reporting relationships in an organization (Figure 3.1). A good organizational chart is a snapshot of the organization. Workers can see exactly where they stand in the organization (what functions they perform, whom they report to, and who reports to them).

Chain of Command

(Hierarchy of Authority)

The managerial concept of chain of command (also called hierarchy of authority) involves the superior–subordinate or supervisor–worker relationships throughout the department, wherein each individual is supervised by one immediate supervisor or boss. Thus, the chain of command as pictured in the organizational chart shows workers which supervisor they report to; the chain of command also shows supervisors to whom they are accountable and for whom they are responsible. All members of the organization should follow the chain of command. For example, a patrol officer should report to his or her immediate sergeant, not to the captain. A captain should send his or her orders through the chain of command to the lieutenant, who disseminates the directions to the sergeants, who disseminate the information to the patrol officers (see Figure 3.2). Chain of command may be violated, however, when an emergency exists or speed is necessary.

Span of Control

The number of officers or subordinates that a superior can supervise effectively is called the span of control. Although no one can say exactly how many officers a sergeant can supervise or how many sergeants a lieutenant can supervise, most police management experts...
say the chain of command should be one supervisor to every six to ten officers of a lower rank. Nevertheless, it is best to keep the span of control as limited as possible so that the supervisor can more effectively supervise and control. The number of workers a supervisor can effectively supervise is affected by many factors, including distance, time, knowledge, personality, and the complexity of the work to be performed.

Delegation of Responsibility and Authority

Another important managerial concept in police organizations is delegation of responsibility and authority. Tasks, duties, and responsibilities are assigned to subordinates, along with the power or authority to control, command, make decisions, or otherwise act in order to complete the tasks that have been delegated or assigned to them.

Unity of Command

The concept of unity of command means that each individual in an organization is directly accountable to only one supervisor. The concept is important, because no one person can effectively serve two superiors at one time. Unity of command may be violated in emergency situations.

Rules, Regulations, and Discipline

Most police organizations have a complex system of rules and regulations designed to control and direct the actions of officers. Most departments have operations manuals or rules and procedures designed to show officers what they must do in most situations they encounter. Rule books are often complex and detailed. In some major police departments, the police rule book can be a foot thick.

Police departments have disciplinary standards that are similar to, but less stringent than, the military’s. Violation of department standards in terms of dress, appearance, and conduct can lead to sanctions against officers in terms of reprimands, fines, or even dismissal from the department.

**ORGANIZING BY PERSONNEL**

A police department faces the same organizational challenges as any organization, and a major challenge is personnel. The civil service system plays a large role in police hiring. This section will describe that role, along with the quasi-military model of police, sworn versus nonsworn personnel, rank structure, and other personnel issues.

The Civil Service System

The civil service system is a method of hiring and managing government employees that is designed to eliminate political influence, favoritism, nepotism, and bias. Civil service rules govern the hiring, promoting, and terminating of most government employees. The Pendleton Act created a civil service system for federal employees in 1883, in the wake of the assassination of President James Garfield, who was killed in 1881 by a person who had been rejected for appointment to a federal office. Eventually, many state and local governments adopted their own civil service systems.

Today over 95 percent of all government employees at the federal, state, and local levels are covered by the civil service system. Civil service has reduced political interference and paved the way for merit employment, a system in which personal ability is stressed above all other considerations. However, some civil service systems seem to guarantee life tenure in the organization and provide an atmosphere of absolute employee protection instead of stressing the merit that the system was initially designed to emphasize.

Most police departments, particularly larger departments, are governed by civil service regulations. Some complain that the civil service system creates many problems for police administrations, because a chief or commissioner cannot appoint or promote at will but must follow the civil service rules and appoint and promote according to civil service lists. Additionally, it is often difficult to demote or terminate
employees under the civil service system. Although many critics of civil service systems insist that it must be remembered that they help eliminate the autocratic power of a supervisor to hire, fire, or transfer employees on a whim.

Quasi-Military Model of Police

As Chapter 1 indicated, the U.S. police are a civil, as opposed to a military, organization. Despite this, our police departments are quasi-military organizations (organizations similar to the military). Like the military, the police are organized along structures of authority and reporting relationships; they wear military-style, highly recognizable uniforms; they use military-style rank designations; they carry weapons; and they are authorized by law to use force. Like the military, police officers are trained to respond to orders immediately.

Despite similarities, however, the police are far different from the military. They are not trained as warriors to fight foreign enemies but instead are trained to maintain order, serve and protect the public, and enforce the criminal law. Most important, the power of the police is limited by state laws and by the Bill of Rights.

However, despite the dissimilarity of the police and the military, in the aftermath of the terrorist attacks of September 11, 2001, many departments have assumed a more military stance and equipped their officers with more tactical weapons to deal with the possibility of future terrorist attacks. See Chapter 16, "Policing and Homeland Defense," for examples of this.

Sworn and Nonsworn (Civilian) Personnel

People who work for police departments fall under two major classifications: sworn members of the department, or police officers, and nonsworn members of the department, or civilians.

SWORN MEMBERS. Sworn members are those people in the police organization we usually think of as police officers, troopers, or deputy sheriffs. They are given traditional police powers by state and local laws, including penal or criminal laws and criminal procedure laws. Additionally, upon appointment, sworn members take an oath to abide by the U.S. Constitution and those sections of state and local law applicable to the exercise of police power.

The best example of police power is the power to arrest. Regular citizens also have the power to arrest (citizen’s arrest). However, these powers differ.

As an example, the Criminal Procedure Law of New York State grants arrest powers to both police officers and ordinary citizens:

Section 140.30. A police officer may arrest a person for:
(a) Any offense when he has reasonable cause to believe that such person has committed such offense in his presence; and
(b) A crime when he has reasonable cause to believe that such person has committed such crime, whether in his presence or otherwise.

Section 140.30. Any person (citizen) may arrest another person:
(a) For a felony when the latter has in fact committed such felony; and
(b) For any offense when the latter has in fact committed such offense in his presence.

The law is quite specific. Police officers need only to have probable cause (not definite proof) to make arrests for any crimes committed in their presence or not. They can make arrests for any offenses (including minor infractions) committed in their presence.

Probable cause is a series of facts that would indicate to a "reasonable person" that a crime is being committed or was committed and that a certain person is committing or did commit it. A good example of facts leading to probable cause:
1. At 3 A.M., screams from a female are heard in an alley.
2. An officer sees a man running from the alley.
3. Upon the officer's command, the man refuses to halt and rushes past the officer.

This gives the officer probable cause to stop the man, even though there is no "proof" yet of a crime. If it later turns out that no crime was committed, the officer has done nothing wrong, because he or she acted under probable cause.

CITIZENS. In contrast, cannot use probable cause, and the crime must have actually happened. (In fact, this leaves citizens open for false-arrest lawsuits). Additionally, citizens can only arrest for offenses actually committed in their presence, unless that offense was a felony.

In addition to the power of arrest, the police officer has the power to stop temporarily and question people in public places, to stop vehicles and conduct inspections, and to search for weapons and other contraband. Additionally, the police officer has significantly more power to use physical force, including deadly physical force, than does the citizen.

NONSWORN (CIVILIAN) MEMBERS. Nonsworn (civilian) members of police departments are not given traditional police powers and can exercise only the very
limited arrest power given to ordinary citizens. Thus, they are assigned to nonenforcement duties in the department. They serve in many different areas of a police organization and in many roles. When we think of nonsworn members, we usually think of typists, 911 operators, and police radio dispatchers. However, nonsworn members serve in many other capacities as well, including clerical, technical, administrative, and managerial jobs. Their rank structure is generally not as vertical as that of sworn officers.

Rank Structure
Sworn members generally have a highly organized rank structure (chain of command). The lowest sworn rank in the police organization is usually the police officer, although many organizations have lower-ranked sworn officers, such as cadets or trainees, who generally perform duties similar to nonsworn members or assist sworn members in performing nonenforcement duties. Many cadets or trainees aspire to an eventual sworn position or are in training for one. In most organizations, those in training at the police academy are known as recruits or cadets and generally have the same legal authority as regular officers, except that they are generally not assigned to enforcement duties while still in training.

To say the police officer is the lowest rank in a police department may sound demeaning to the rank. However, it only refers to the relative rank in the organizational chart, not to the police officer’s power or to the quality and importance of the service performed.

The following sections describe the various ranks in the police organization using generic terms. Most departments use the titles police officer, detective or investigator, sergeant, lieutenant, and captain. However, some organizations, such as state police departments and county sheriff’s offices, use different terms to describe their members. In a state police force, the rank of trooper is almost identical to the rank of police officer. In a sheriff’s office, the rank of deputy sheriff is synonymous with the rank of police officer.

The police officer/trooper/deputy sheriff is the most important person in the police organization. He or she is the person who is actually working on the streets, attempting to maintain order and enforce the law. A police agency is only as good as the quality of the men and women it employs.

POLICE OFFICER. Police officers serve as the workers in the police organization. The average police officer is assigned to patrol duties. (See Chapters 7 and 8 for a complete discussion of the activities of patrol officers.) Police officers perform the basic duties for which the organization exists. They are under the control of supervisors, generally known as ranking officers or superior officers. Ranking officers are generally known as sergeants, lieutenants, and captains. At the highest level in most police organizations are inspectors and chiefs. In some state police organizations, military ranks such as major and colonel are used instead of inspector and chief. In federal law enforcement organizations, nonmilitary terms are used to reflect rank structure, such as agent, supervisor, manager, administrator, and director.

CORPORAL OR MASTER PATROL OFFICER. Many police departments have established the corporal or master patrol officer rank as an intermediate rank between the police officer and the first-line supervisor, the sergeant. Often this rank is given to an officer as a reward for exemplary service or for additional services performed, such as training or technical functions.

DETECTIVE/INVESTIGATOR. Some police officers in a department are designated as detectives, investigators, or inspectors. (The various names for ranks may be confusing because investigators in the San Francisco Police Department are called inspectors, whereas in the New York City Police Department, and many others, the rank of inspector is that of a senior manager.) Their role is to investigate past crimes. (See Chapter 7 for a complete discussion of the role and activities of the detective.) Detectives exercise no supervisory role over police officers except at a crime scene (the location where a serious crime occurred.
The role of the detective is generally considered more prestigious than that of police officer. Detectives generally receive a higher salary and do not wear uniforms. They are usually designated detectives not through the typical civil service promotional examination but rather by appointment, generally for meritorious work. Often detectives do not possess civil service tenure and can be demoted back to the police officer rank without the strict civil service restrictions applicable to the other ranks in a police organization.

SERGEANT The first supervisor in the police chain of command is the sergeant. The sergeant is the first-line supervisor and, as many will say, the most important figure in the police supervisory and command hierarchy. The sergeant has two main responsibilities in police operations. First, the sergeant is the immediate superior of a number of officers assigned to his or her supervision. This group of officers is generally known as a squad. Second, the sergeant is responsible for decisions made at the scene of a police action until he or she is relieved by a higher-ranking officer.

Professor Dempsey, how do you make rank in a police department? How do you get promoted?

All police departments are different, Erin. Would you like me to tell you how I made rank in the NYPD?

Sure, that would be great.

I was appointed to the rank of police trainee in 1964, based upon my successful passing of the police officer civil service examination and the psychological, medical, physical aptitude, and background investigation that we will discuss in Chapter 4. I was appointed to the rank of police officer in 1966. At that time, the entry-level rank in the NYPD was called patrolman instead of police officer. It was changed to police officer for reasons we will discuss when we get to Chapter 13. I worked in the Forty-first Precinct in the South Bronx, until 1973, when I was transferred to the police academy as a recruit instructor. I was promoted to detective in 1973. There is no examination for the rank of detective in the NYPD; generally, officers make detective based on merit and performance. I was promoted to sergeant in 1974 and transferred to the Sixtieth (60) Precinct in Coney Island, Brooklyn. Promotion to sergeant was based on a civil service examination and an assessment center. I spent my years as a sergeant in the 60 and the Organized Crime Control Bureau (OCCB), OCCB concentrated on organized crime vice activities, including controlled substances and drugs, gambling, loan sharking, and extortion, and prostitution.

I was promoted to lieutenant in 1983 and assigned to the 60 once again. Promotion to lieutenant involved a three-stage civil service examination, including administrative, operational, and oral exercises and an assessment center.

I was promoted to captain in 1985 and transferred to Patrol Borough Brooklyn North. Promotion to captain was also based on a three-stage civil service examination. I spent my years as a captain in Patrol Borough Brooklyn North, the Seventy-ninth (79) Precinct in Bedford-Stuyvesant, Brooklyn, the Civilian Complaint Review Board, and the Personnel Bureau.

I retired in 1988 after 24 years of service.

Professor, you must have worked very hard to get all those promotions.

I sure did.

Was it worth it?

I would say so. My pension today and for the rest of my life is over $50,000 a year, and I had a great time.
LIEUTENANT  Just above sergeant in the chain of command is the lieutenant. Whereas the sergeant is generally in charge of a squad of officers, the lieutenant is in charge of the entire platoon. The platoon consists of all of the people working on a particular tour (shift). Not only is the lieutenant in charge of employees; he or she also is in charge of all police operations occurring on a particular tour.

CAPTAIN  Next in the chain of command above the lieutenant is the captain. The captain is ultimately responsible for all personnel and all activities in a particular area, or for a particular unit, on a 24-hours-a-day basis. The captain must depend on the lieutenant and sergeants under his or her command to communicate his or her orders to the officers and to exercise discipline and control over the officers.

RANKS ABOVE CAPTAIN  Many larger municipal agencies have a hierarchy of ranks above the rank of captain. Inspectors generally have administrative control over several precincts or geographic areas, whereas assistant chiefs or chiefs have administrative control of major units, such as personnel, patrol, or detectives.

CHIEF OF POLICE/POLICE COMMISSIONER  The head of the police agency is usually termed the chief of police or the police commissioner. Chiefs of police and police commissioners are generally appointed by the top official of a government (mayor, county executive, or governor) for a definite term of office. Generally commissioners and chiefs do not have civil service tenure and may be replaced at any time.

One of the major exceptions to this lack of civil service tenure is the chief of the Los Angeles Police Department (LAPD). The LAPD chief of police is not subject to the direction of the Los Angeles mayor but rather to a board of officials called the Police Commission, who may remove the chief from duty, but only for cause. In effect, the chief has a permanent appointment. This proved to be a complicating factor in the 1991 Rodney King case in that the Police Commission fired Chief Daryl Gates, who was then returned to his post by the Los Angeles City Council. Gates maintained his post, despite much pressure, during the 1992 Los Angeles riots.

Gates resigned after the riots and was replaced by former Philadelphia top cop Willie Williams, who was granted a five-year contract. Williams was instrumental in planning the city’s strategy to deal with possible problems in the wake of the 1993 retrial of the officers involved in the Rodney King case and was generally credited with maintaining order on Los Angeles streets during that time.

Other Personnel  Police departments are increasingly using nonsworn employees and civilians to perform tasks in the police department. This effort can increase efficiency in the use of human resources and cut costs. Community service officers and police auxiliaries also help some departments operate more efficiently.

CIVILIZATION  The process of removing sworn officers from noncritical or nonenforcement tasks and replacing them with civilians or nonsworn employees is civilianization. Civilians with special training and qualifications have been hired to replace the officers who formerly did highly skilled nonenforcement jobs (traffic control, issuing parking tickets, taking past-crime reports, and so on). Additionally, civilians with clerical skills have been hired to replace officers who were formerly assigned to desk jobs. Approximately one quarter of all local police department employees are civilians.

The replacement of sworn officers by civilians in nonenforcement jobs is highly cost effective for police departments, because civilian employees generally earn much less than sworn officers. This strategy also enables a department to have more sworn personnel available for patrol and other enforcement duties.

A study of civilianization programs found that managers and officers were favorably impressed with the use of civilians for nonenforcement duties. Many officers observed that civilians performed some tasks better than the sworn officers they replaced. Perhaps, because the civilians were not subject to rotation and emergency assignment, they

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could concentrate better on their specific duties. Additionally, many officers tended to consider some of the noncivilianized jobs as confining, sedentary, a form of punishment, and not proper police work. Others in the study felt that civilians want careers in police work, and a sizable number of officers recommended that more be hired.3

COMMUNITY SERVICE OFFICERS The President's Commission on Law Enforcement and Administration of Justice recommended that three distinct entry-level police personnel categories be established in large and medium-size police departments: (1) police agents, (2) police officers, and (3) community service officers.4 Police agents would be the most knowledgeable and responsible entry-level position. They would be given the most difficult assignments and be allowed to exercise the greatest discretion. The commission suggested a requirement of at least two years of college and preferably a bachelor's degree in the liberal arts or social sciences. Some departments have adopted this recommendation and give these officers the title of corporal or master patrol officer.

Police officers would be the equivalent of the traditional and contemporary police officer. They would perform regular police duties, such as routine preventive patrol and providing emergency services. The commission recommended that a high school degree be required for this position.

Community service officers (CSOs) would be police apprentices, youths 17 to 21 years of age, preferably from minority groups. They would have no general law enforcement powers and no weapons. The commission reasoned that because of their social background and greater understanding of inner-city problems, community service officers would be good police–community relations representatives. The commission suggested that the CSOs work with youths, investigate minor thefts, help the disabled, and provide community assistance. The commission also recommended that the lack of a high school diploma and the existence of a minor arrest record not bar the CSOs from employment. It also recommended that the CSOs be allowed to work their way up to become regular police officers.

POLICE RESERVES/AUXILIARIES Personnel shortcomings in police departments may be perennial or seasonal, depending on the jurisdiction. Some resort communities face an influx of vacationers and tourists during a particular season that can more than double the normal size of the population. In response to this annual influx, some communities employ “summertime cops.”

The use of the term reserve officer has been very confusing. In many jurisdictions reserve officers are part-time employees who serve when needed and are compensated. In other jurisdictions, reserves are not compensated. The key element regarding the reserve officer is that he or she is a nonregular but sworn member of the department who has regular police powers. Other volunteer officers, sometimes referred to as auxiliaries, do not have full police power. Perhaps the best definition of a reserve officer has been provided by the International Association of Chiefs of Police (IACP):

The term “reserve police officer” usually is applied to a nonregular, sworn member of a police department who has regular police powers while functioning as a department's representative, and who is required to participate in a department's activities on a regular basis. A reserve officer may or may not be compensated for his or her services, depending on each department's policy.5

Police agencies in some communities employ part-time officers throughout the year. These men and women, sometimes referred to as reserve or auxiliary officers, are either unpaid volunteers or paid less than full-time officers. In Illinois and North Carolina, for example, they are sworn officers who carry firearms. In Arizona, the highway patrol has used unpaid reserve officers for more than 30 years. These troopers are fully certified state law enforcement officers. Regarding the Arizona Highway Patrol reserve troopers, two researchers have written, “The only distinguishing element of their uniform is the word ‘Reserve’ written on the badge. The public sees reserve officers as Highway Patrol officers, which, by statute and training, they are. Reserves issue traffic citations, effect felony or misdemeanor arrests, investigate accidents and perform all the functions of a full-time officer.”6
Reserve officers augment the regular force in police departments. Whether paid or not, they have full police powers. Many augment the traditional police force by providing law enforcement services, including patrol, traffic control, assistance at natural and civil disasters, crime prevention, dispatch operations, and numerous other functions.\(^7\)

Each state varies in its requirements to become a reserve officer. South Carolina, for example, requires a minimum of 60 hours of police instruction and a firearms qualification conducted by a certified firearms instructor. The reserve candidate must then pass a rigid examination conducted by the South Carolina Criminal Justice Academy. The reserve officer in South Carolina cannot be paid.

In North Carolina, however, a reserve candidate must receive the same training as a full-time officer. He or she must attend the Basic Law Enforcement Training Course, which consists of 488 hours of instruction at a host of community colleges or at the central North Carolina Justice Academy at Salemburg, North Carolina. Upon completion of the basic training, the student must pass a state board examination. Reserve officers in North Carolina can receive a salary from their employer.

The following are some examples of successful reserve programs:

- **Belding, Michigan**, with a population of 5,800 and nine full-time officers, organized a ten-member reserve unit, which contributes over 6,000 hours of volunteer service a year. Under Michigan state law, reserve officers do not require any special or mandatory training. Consequently, the Belding Police Department trains all reserve officers at the department using the full-time officers as trainers.\(^8\)

- **Selma, North Carolina**, a community 22 miles southeast of Raleigh, the state capital, has a permanent population of 6,000, with 15 sworn police officers and 5 civilians. In 1990 it added six reservists. The reserves are required to perform a minimum of twelve hours of service per month, mostly on Friday and Saturday evenings and during holidays. The department’s normal three-car shift is boosted by up to five vehicles because of the reserves. Recently when the department added three full-time officers, they were selected from the reserve force. Because all reservists eventually desire full-time appointment, the program is important in allowing the command staff to evaluate each reserve officer’s performance under normal and emergency operating conditions.\(^9\)

In some cities, auxiliary officers are unpaid volunteers. Although they wear police-type uniforms and carry batons, these auxiliaries are citizens with no police powers, and they do not carry firearms. They usually patrol their own communities, acting as a deterrent force and providing the police with extra eyes and ears. New York City has more than 8,000 of these unpaid volunteer auxiliary officers. Chapter 9 of this text, “Police and the Community,” provides coverage of police volunteer programs.

**Some Personnel Issues**

Like all organizations with employees, police departments have a distinct set of personnel issues. Some important issues are lateral transfers, police unions, and other police affiliations (for example, fraternal organizations and professional organizations).

**LATERAL TRANSFERS**  Lateral transfers, or lateral movement, in police departments can be defined as the ability and opportunity to transfer from one police department to another. Some states allow lateral transfers from one department to another and also allow lateral transfers from out-of-state departments. Some states allow only in-state lateral transfers, and some states do not allow lateral transfers at all. Table 3.1 lists some police departments that allow lateral transfers.

The major problem with lateral transfers is that many police pension systems are tied into the local government, and funds put into one fund cannot be transferred into other funds. Thus, lateral transfers in those departments can cause officers to lose all or some of their investments.

The President’s Commission on Law Enforcement and Administration of Justice recommended developing a rational police retirement system that would permit the transfer of personnel without the loss of benefits. A few experiments with portable police pensions have been tried.\(^10\)

**POLICE UNIONS**  Police unionism has a long and colorful history. Police employee organizations first arose as fraternal associations to provide fellowship for officers, as well as welfare benefits (death benefits and insurance policies) to protect police families. In some cities, labor unions began to organize the police for the purpose of collective bargaining, and by 1919, 37 locals had been chartered by the American Federation of Labor (AFL). The Boston Police Strike of 1919, as we saw in Chapter 1, was triggered by the refusal of the city of Boston to recognize the AFL-affiliated union. In response to the strike, Calvin Coolidge, then the governor of Massachusetts, fired all of the striking officers—almost the entire police department. Because of the Boston strike, the police union movement stalled until the 1930s, when it reemerged.\(^11\)
Today, nearly 75 percent of all U.S. police officers are members of labor unions. About two-thirds of all states have collective bargaining laws for public employees. In those states, the police union bargains with the locality over wages and other conditions of employment. In the states that do not have collective bargaining agreements, the police union serves a more informal role.  

Police unions are predominantly local organizations that bargain and communicate with the local police department and the mayor's or chief executive's office. Local unions often join into federations on a state or federal level to lobby state and federal legislative bodies. Some of the major national federations of local police unions are the International Union of Police Associations (IUPA), the Fraternal Order of Police (FOP), the International Conference of Police Associations (ICPA), and the International Brotherhood of Police Officers (IBFO). Some officers are also members of national federations of civil service workers, such as the American Federation of State, County, and Municipal Employees (AFSCME).

Unions exist in order to harness the individual power of each worker into one group, the union, which can then speak with one voice for all the members. The ultimate bargaining tool of the union has traditionally been the strike. Members of many organizations, such as the telephone company, the department store, the factory, and so on, strike to win labor concessions from their employers.

Should police officers be allowed to strike? Many feel that police officers are special employees and should not have the right to strike. In fact, most states have laws that specifically prohibit strikes by public employees. New York State has one of the toughest laws against strikes by public employees in the nation, the Taylor Law.

Despite the presence of the Taylor Law and similar laws, there have been strikes by police employees. In 1970, members of the New York City Police Department staged a wildcat strike, for which all officers were fined two days' pay for each day they participated in the strike. Police strikes have also been staged in Baltimore, San Francisco, and New Orleans.

To avoid the penalties involved in a formal police strike, police union members occasionally engage in informal job actions to protest working conditions or other grievances felt by the officers. These job actions include the blue flu (where officers call in on sick report) and a refusal to perform certain job functions, such as writing traffic summonses.

### OTHER POLICE AFFILIATIONS

Police officers affiliate on levels other than unions. The two major types of affiliations are fraternal and professional.

Fraternal organizations generally focus on national origin, ethnic, or gender identification. In the New York City Police Department, some examples include the Emerald Society (Irish American officers), the Columbian Society.

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**Table 3.1** Sample of Police Departments Allowing Lateral Transfers

<table>
<thead>
<tr>
<th>Police Department</th>
<th>In-State Lateral</th>
<th>Out-of-State Lateral</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mesa (Arizona) Police Department</td>
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<tr>
<td>Prince Georges County (Maryland) Police Department</td>
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<td>✓</td>
</tr>
<tr>
<td>Bethlehem (Pennsylvania) Police Department</td>
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<td>✓</td>
</tr>
<tr>
<td>Florence (South Carolina) Police Department</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>
(Italian American officers), the Guardian Association (African American officers), the Schomrin Society (Jewish officers), the Policewomen’s Endowment Society (female officers), and the Gay Officers Action League (gay and lesbian officers).

The two major professional organizations for police officers, designed as a forum to exchange professional information and provide training, are the International Association of Chiefs of Police (IACP) and the Police Executive Research Forum (PERF), a research-oriented organization.

### ORGANIZING BY AREA

Police departments must be organized not only with regard to personnel but also with regard to the geographic area they serve. Each officer and group of officers must be responsible for a particular well-defined area. Geographic areas may be beats or posts, sectors or zones, and precincts. In very large police departments that have numerous precincts, the precincts may be grouped together to form divisions. Figure 3.3 shows a map of a precinct divided into sectors.

**Beats/Posts**

The beat or post is the smallest geographic area that a single patrol unit—one or two people in a car or on foot—can patrol effectively. A beat may be a foot beat, patrol car beat, mounted beat, motorcycle or scooter beat, or even bicycle beat. Obviously, patrol car beats can be much larger than foot beats.

The beat officer ideally should know everyone living or doing business on his or her beat, as well as conditions and problems on the beat that require police assistance or concern. For this reason, a beat should be as geographically limited as possible, without being so small that it is nonproductive or boring to the officer.

**Sectors/Zones**

A sector or zone is a number of individual beats grouped together. A patrol car sector may patrol several foot beats. A supervisor’s zone may include numerous foot beats and several auto sectors.

**Precincts**

A precinct is generally the entire collection of beats and sectors in a given geographic area. In a small department, generally only one precinct serves as the administrative headquarters for the entire department. The Long Beach Police Department, in Nassau County, New York, which patrols a city of 35,000 people with 70 police officers, has one precinct. The Corning (Iowa) Police Department, which serves 2,100 people, has one precinct. The Suffolk County (New York) Police Department, which serves over 1.5 million people with about 2,000 officers, has seven precincts geographically placed throughout the county. The city of Imperial Beach, California, policed by the San Diego County Sheriff’s Office, has one precinct. The New York City Police Department, which serves over 8 million people with almost 40,000 officers, has 76 police precincts spread throughout the five boroughs of the city.

The building that serves as the administrative headquarters of a precinct is generally called a precinct house or station house. The station house usually contains detention cells for the temporary detention of prisoners awaiting a court appearance after an arrest, locker rooms in which officers can dress and store their equipment, administrative offices, meeting rooms, and clerical officers.

The focus of the precinct or station house in many large police departments is the desk. The desk is usually an elevated platform, near the entrance of the station house, where all major police business is carried on. Prisoners are booked at the desk, and officers are assigned to duty from it. A ranking officer, generally a sergeant or lieutenant, is assigned as the desk officer and supervises all activities in the station house. The desk officer is usually in charge of the police blotter, a record in chronological order of all police activities occurring in a precinct each day. The blotter traditionally has been a large bound book in which all entries are handwritten by

Some Police Professional Organizations

- International Association of Chiefs of Police (IACP)
  http://www.theiacp.org
- Police Executive Research Forum (PERF)
  http://www.policeforum.mn-8.net
Figure 3.3
Map Dividing Precinct into Sectors
Source: Courtesy of New York City Police Department.
the desk officer. Although some departments still maintain the classic handwritten blotter, that term is now used more generically as the written record of all activity in a precinct. The blotter can include typed and computerized reports.

ORGANIZING BY TIME

In addition to being organized by personnel and by area, a police department must organize its use of time. The following discussion will describe the tour system, including the common three-tour system, tour conditions, and steady (fixed) tours.

The Three-Tour System

Common sense dictates that police officers, like other workers, can work only a certain number of hours and days before fatigue sets in and they lose their effectiveness. Tradition and civil service rules have established the police officer’s working tour (also called the shift or platoon) as eight hours. The traditional police organization separates each day or 24-hour period into three tours (also called shifts, platoons, or watches): a midnight or night tour (shift, platoon, or watch) which generally falls between the hours of 12 midnight and 8 A.M.; a day tour (shift, platoon, watch) which generally falls between the hours of 8 A.M. and 4 P.M.; and an evening tour (shift, platoon, watch) which generally falls between the hours of 4 P.M. and 12 midnight. Shifts or tours do not necessarily have to fall between these exact hours; they can be between any hours, as long as all 24 hours of the day are covered. Some departments have shifts that last longer than eight hours, and they use the overlapping time as training time. Also, some departments use variations of the three-tour system, including two 12-hour tours a day or four 10-hour tours a week. An example of a department using 12-hour tours is the Nassau County (New York) Police Department, which uses a 7 A.M. to 7 P.M. and a 7 P.M. to 7 A.M. tour system. This department and others like it that use 12-hour tours thus have only two platoons as opposed to the traditional three-platoon system.

Table 3.2 shows a duty chart, a schedule of assigned working tours for one year for all members of the New York City Police Department who work steady midnight-to-8 A.M. tours (the first shift, platoon, or watch). The chart is divided into the three squads that work that tour: Squads 1, 2, and 3. There are other duty charts for the other platoons.

By a quick glance, officers working the first platoon can tell if they are working or off for any day of the year. For example, an officer from Squad 1 or 2 knows he or she is working on January 13 and January 28 (the first box after the word January), whereas an officer from Squad 3 knows he or she is off duty. The number 1 in the box indicates the first platoon. An administrator who wants to know who is working January 1 can immediately tell that Squads 1 and 3 are working and Squad 2 is off.

Officers take these charts very seriously, because they also affect their private lives. For example, Squad 3 has Christmas Day (December 25) off but must be back on duty at midnight after Christmas Day, at 0001 hours, December 26. Squad 3 members will consider themselves very fortunate in that they have the dreaded New Year's Eve off.

Using the traditional three-tour system, it takes three officers to cover each day, one on the night tour, one on the day tour, and one on the evening tour. When days off, vacation time, and sick time are factored into the three-tour system, approximately five officers are required to cover each beat 24 hours a day, 7 days a week, 365 days a year. (Formulas to allocate personnel are available in police organization and management texts.)

Historically, police officers have been allocated evenly during the three tours of duty each day, with equal numbers of officers assigned to each of the tours. However, the academic studies of the police beginning in the 1960s discovered that crime and other police problems do not fit neatly into the three-tour system. Studies indicated that the majority of crime and police problems in the United States...
icated people at home and on the street, disorderly tavern patrons, commercial burglaries, prostitution, and drug sales. In addition to handling these specific problems, the police provide their normal duties, such as routine patrol, response to emergency calls, aiding the sick and injured, and solving disputes. Generally, the least amount of police activity occurs on this tour, and the lowest number of officers are on duty.

The day tour occurs during the normal business hours in the United States. Stores and offices are open, highway and construction crews are working, and children are in school and at play. The most common activities for police officers during this tour are facilitating the traffic flow and ensuring the safety of those traveling to and from work by enforcing parking and moving violations, ensuring the safety of children walking to and from school and entering and leaving school buses, preventing robberies and other property thefts in commercial areas, and providing other normal police services. Generally, the second-highest amount of police activity occurs on this tour, and the second-largest number of police officers are on duty.

### Table 3.2 Patrol Duty Chart

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</table>

Note: 1/8 to 0800 hours. Each tour consists of 8 hours and 35 minutes, as described in Operations Order 105S78. Source: Courtesy of New York City Police Department.

Tour Conditions

Each of the three shifts in the three-tour system has its own characteristics, as any police officer will tell you. The midnight tour is sometimes called the overnight or the graveyard shift. Most people are sleeping during this time, although in some large cities a good deal of commerce and business occurs. The most common problems for police officers during this tour are disorderly and intoxicated people at home and on the street, disorderly tavern patrons, commercial burglaries, prostitution, and drug sales. In addition to handling these specific problems, the police provide their normal duties, such as routine patrol, response to emergency calls, aiding the sick and injured, and solving disputes. Generally, the least amount of police activity occurs on this tour, and the lowest number of officers are on duty.

The day tour occurs during the normal business hours in the United States. Stores and offices are open, highway and construction crews are working, and children are in school and at play. The most common activities for police officers during this tour are facilitating the traffic flow and ensuring the safety of those traveling to and from work by enforcing parking and moving violations, ensuring the safety of children walking to and from school and entering and leaving school buses, preventing robberies and other property thefts in commercial areas, and providing other normal police services. Generally, the second-highest amount of police activity occurs on this tour, and the second-largest number of police officers are on duty.
The evening tour is generally the busiest for the police. The work day and school day are over, the sun goes down, and the hours of darkness arrive. During the evening hours, normal adherence to acceptable ways of behavior often gives way to alcohol and drug abuse, fights, and disputes. The most common activities of the evening tour are facilitating traffic for the homeward-bound commuter; dealing with bar fights, violence at home, and violence on the streets; preventing and dealing with street and commercial robberies; and providing normal routine police services. The largest amount of police activity occurs on this tour, and the majority of officers are assigned to it.

Steady (Fixed) Tours
Traditionally, most police departments have assigned their officers to rotating tours of duty: one week of night tours, one week of day tours, and one week of evening tours. Officers’ days off rotate to accommodate the three-tour system. This practice has caused tremendous problems for police officers in both their on-duty and off-duty lives. The strain of working a new shift every other week has a negative effect on eating, living, sleeping, and socializing. It creates tremendous levels of stress.

There has been a move in recent years, therefore, to place officers on steady, or fixed, tours of duty, much like most other workers in the United States. Today, officers in many jurisdictions are assigned to steady night tours, day tours, or evening tours based on seniority or the officer’s own choice. Police administrators hope that these steady tours will make officers’ on-duty and off-duty lives more normal, thus eliminating the many problems created by shift work.

In many police departments a disparity arises between the sworn and nonsworn personnel. Our department was no different. Smart police officers realize how important the support personnel are to their mission. The help you get when you need it from these essential areas of the department can make an officer’s life much easier or harder.

Think of the difference it can make when you’re running late for a court appearance and need to pick up some crucial evidence or paperwork and the individual who supplies that evidence or paperwork is very busy with lots of people before you. You didn’t plan ahead and allow the time for the request that the department requires. If you’re on good working terms with that employee, he or she might go out of the way and make the extra effort to help you out so you don’t get in trouble. But if, on the other hand, you have treated that employee as a second-class citizen, that will be remembered, and you will wait your turn; no special effort will be made.

During my career I had a few officers who didn’t see the relationship between the jobs we were all doing and treated some of the support personnel in a less than equal manner. If I ever saw this behavior, I would sit the officer down, and we’d have a chat about human relations and how we all work together and how these coworkers can make officers look good or bad. Officers usually heeded this advice, but some had to learn the hard way.

I know when I became a patrol captain and went from five years of the midnight shift to working days with 100 people in my division and the politics and events involved with day shift, I relied very heavily on my secretary, Lori. She had been working as the uniform division secretary for many years and had a great depth of knowledge and command of the history of the department. Perhaps she spoiled me, but for any question I asked, she was able to go to the files and pull out a file with all the backup documentation I needed to understand and plan. She was a crucial part of the working of the department, and luckily I had realized her expertise early in my career when I was a sergeant and appreciated all she did. She greatly eased my transition to uniform division captain and contributed to my success in that role.
ORGANIZING BY FUNCTION OR PURPOSE

The best way to organize a police department in this way is to place similar functions performed by the police into similar units. Thus, all members of the department performing general patrol duties are placed into a patrol division, whereas all officers performing detective duties are placed into a detective division.

Line and Staff (Support) Functions

Police departments, like all organizations, must be organized by functions or purpose. The first and simplest grouping of units or divisions of a department differentiates between line functions and staff (support) functions. Line functions are those tasks that directly facilitate the accomplishment of organizational goals, whereas staff (support) functions are those tasks that supplement the line units in their task performance.

What Cops Do, as Told by Cops

The police department is a service organization, open for business 24 hours a day, 7 days a week. Dial their number, and somebody has to answer, no matter what it is you want. As one officer put it, “People’ll [sic] call us for everything. If their toilet runs over, they call the police before they call the plumber.” A police officer deals with the desperate, the disturbed, and all those people out there who are just plain lonely in the middle of the night. Their duties put them on intimate terms with the bizarre things people are doing to each other and to themselves behind all the closed doors and drawn shades in the community. While the rest of us look the other way, they cart away the societal offal we don’t want to deal with—suicides, drunks, drug addicts, and derelicts. We call it keeping the peace, but the police officer often thinks of himself or herself as society’s garbage collector. All smart cops carry a pair of rubber gloves in the car for handling dirt, disease, and death. They use their gloves much more than they use their guns.

Here are some stories cops tell.

The woman who opened the door for me was just a medium-sized female. The thing unique about her was that I could not see either one of her eyes. Her nose no longer existed. And she had a cavernous opening where there would have been a mouth and teeth. Her cheekbones were broken. In my entire career, I had never seen anybody who was so thoroughly battered. I asked her what the problem was and she said, “My husband beat me up.” . . . I’m holding him by his left arm, escorting him down in handcuffs. As we stepped through the front door of the building, she tried to bury a twelve-inch butcher knife right between my shoulder blades. Kachunk! She hit me right in the old bulletproof vest. . . . It’s human nature. When I walked in there she was upset because he beat her up so bad. When she saw her true love going out the door with the big bad police hauling him off, then no longer is he the villain. The police is the villain. It just warms your mind up. In spite of all that damage he did to her, she still loved him so much that she wanted me dead as opposed to taking him away.

So it goes, each shift tided off by one stomach-curdling cup of coffee after another, enlivened only by the knowledge that something hurry just might happen. In those dead hours on the underbelly of the night when the orange glare of streetlights slowly gives way to the dawn, when the worst bar brawler is home in bed or sleeping it off in a cell and the ugliest hooker has made her quota, the hardest part of the job is staying awake until quitting time. By then the cop is running on residual adrenaline alone, struggling to remember that the next wife beater might have a deer rifle, that the next empty warehouse might not be empty after all, that the next underaged driver he stops for speeding might just be crazy enough to pulse a pistol in a policeman’s face and pull the trigger.

Police work is basically 99 percent pure bull___t, because there is just not that much going on. But it is punctuated by one percent of just sheer terror. And it happens just that quick. That’s the reason a lot of policemen keel over from heart attacks, because of all that adrenaline pumping all of a sudden all of the time. Uppers, too. You ride around for five or six shifts in utter boredom, worried to death about when the next time is going to happen.

One of the organizational goals of a police department is order maintenance. Thus, the patrol officers who actually patrol the streets to preserve order would be grouped under a patrol unit or patrol division. Another organizational goal of a department is to investigate past crime. Thus, the detectives charged with investigating past crimes would be grouped together under a detective unit or detective division. Patrol and detective units directly facilitate the accomplishment of the organizational goals of a police department; thus, they perform line functions.

Staff (support) functions are those functions of the police department that are not directly related to the organizational goals of the department but nevertheless are necessary to ensure the smooth running of the department. Investigating candidates for police officers, performing clerical work, and handing out paychecks are examples of staff (support) functions.

**Police Department Units**

Scholars Robert Sheehan and Gary W. Cordner provided an excellent and comprehensive description of the basic tasks of a police department. They describe 30 tasks or duties the police must perform to have an effective police department. They state that in very large police departments, separate units may be established to perform each task. In smaller departments, the tasks may be grouped together in various ways to be performed by certain units or people. Sheehan and Cordner divided the 30 tasks into three subsystems, which are similar to the previously mentioned division of line and staff functions. Their three task subsystems are operations, administration, and auxiliary services. Table 3.3 summarizes the Sheehan and Cordner system of organizing a police department by function or purpose.

### OPERATIONAL UNITS

Operations are activities performed in direct assistance to the public. These are the duties most of us think about when we think of police departments, including crime fighting, crime detection, and providing service. Operational units include patrol, traffic, criminal investigations, vice, organized crime, juvenile services, community services, crime prevention, and community relations.

- **Patrol Unit**: Performs the basic mission of the police department: maintaining order, enforcing the law, responding to calls for assistance, and providing services to citizens. Patrol officers, who are usually on auto or foot patrol, are the backbone of the police service.
- **Traffic Unit**: Performs traffic control at key intersections and in other heavily traveled areas, enforces the traffic laws, and investigates traffic accidents.
- **Criminal Investigations Unit**: Investigates past crimes reported to the police in an effort to identify and apprehend the perpetrators of those crimes.

### Table 3.3 Organizing a Police Department by Function or Purpose

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<th>Operations</th>
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<th>Auxiliary Services</th>
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Source: Used with permission from Introduction to Police Administration, 2d ed, pp. 114–115. Copyright 1998 Matthew Bender & Company, Inc., a member of the LexisNexis Group. All rights reserved.
The vice unit enforces laws related to illegal gambling, prostitution, controlled substances and other illegal drugs, pornography, and illegal liquor sales.

The organized crime unit investigates and apprehends members of criminal syndicates who profit from continuing criminal enterprises, such as the vice crimes just mentioned, extortion, loan sharking, and numerous other crimes.

The juvenile services unit provides a multitude of services to juveniles, including advice and referral to appropriate social agencies designed to assist youth, particularly youthful offenders. This function also investigates cases of child abuse and neglect.

The community services unit provides a multitude of services to the community, including dispute resolution, crime victim assistance, counseling, and other routine and emergency services. Relationships between the police and the community, including numerous partnership programs between the police and the community, will be covered in Chapters 9 and 10 of this text.

The police crime prevention unit attempts to organize and educate the public on measures people can take alone and with the police to make themselves less vulnerable to crime. Some techniques include target hardening, neighborhood watch programs, and operation identification programs. Crime prevention will be covered in Chapter 9.

The community relations unit attempts to improve relationships between the police and the public so that positive police–community partnerships can develop to decrease crime and improve the quality of life in U.S. neighborhoods. Community relations will be covered in Chapter 9.

ADMINISTRATIVE UNITS

Administration in a police department is defined as those activities performed not in direct assistance to the public but for the benefit of the organization as a whole, usually from 9 A.M. to 5 P.M. five days a week. Administrative units include personnel, training, planning and analysis, budget and finance, legal assistance, public information, clerical/secretarial, inspections, internal affairs, and intelligence.

The personnel unit performs the duties generally associated with corporate personnel departments, including recruiting and selecting candidates for police positions and assigning, transfers, promoting, and terminating police personnel. The training unit provides entry-level training to newly hired recruits and in-service training for veteran officers. Police training is covered in Chapter 9 of this text.

The planning and analysis unit conducts crime analyses to determine when and where crimes occur in order to prevent them. This unit also conducts operational and administrative analysis to improve police operations and the delivery of police services.

The budget and finance unit of the police department is involved in the administration of department finances and budgetary matters, including payroll, purchasing, budgeting, billing, accounting, and auditing. The legal assistance unit provides legal advice to members of the department, including patrol officers.

The public information unit informs the public, through the news media, about police activities, including crime and arrests. This unit also informs the public about methods they can take to reduce their chances of becoming crime victims. The clerical/secretarial unit prepares the necessary reports and documents required to maintain police record keeping.

The inspections unit conducts internal quality control inspections to ensure that the department’s policies, procedures, and rules and regulations are being followed. The internal affairs unit investigates corruption and misconduct by officers. Corruption, misconduct, and internal affairs

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**Dempsey’s Law**

**Becoming a Police Detective/Investigator**

Professor Dempsey, I want to become a detective with the city police, but I want to skip the uniform stuff. I want to just become a detective right away. It doesn’t work that way, Frank. Most police departments do not put new people in their detective units. Becoming a detective is a promotion from the uniformed patrol police officer, trooper, or deputy sheriff rank. It takes many years of experience and an outstanding record of achievement to be considered for promotion to detective or investigator.
will be covered in Chapter 12. Finally, the intelligence unit conducts analyses of radical, terrorist, and organized crime groups operating in a police department’s jurisdiction.

**Auxiliary Services Units**

Auxiliary services are defined as activities that benefit other units within the police department, but on a more regular and frequent basis than do administrative activities. Auxiliary services are usually available to assist the police officer 24 hours a day. Auxiliary services include records, communications, property, laboratory, detention, identification, alcohol testing, facilities, equipment, supply, and maintenance.

The records unit of a police department maintains department records, including records of crimes and arrests, statistics and patterns regarding criminal activity, and records of traffic accidents. The communications unit answers incoming calls to the department’s 911 telephone lines and assigns police units to respond to emergencies and other requests for police services. Communications will be discussed in Chapter 14 of this book.

The property unit inventories and stores all property coming into the custody of the police, including evidence, recovered property, and towed and recovered vehicles. The laboratory unit examines and classifies seized evidence.
including drugs, weapons, and evidence found at crime scenes (for example, fingerprints, fibers, and stains). The police laboratory will be discussed in Chapter 14.

The detention unit provides temporary detention for prisoners awaiting their appearance in court. The identification unit fingerprints and photographs criminals, classifies prints, and maintains identification files. The alcohol testing unit administers driving-while-intoxicated tests for court prosecution.

The facilities unit of a police department maintains buildings designed for police use, such as station houses, offices, and detention facilities. The equipment unit maintains the numerous types of equipment necessary for the department's effective operation. The numerous supplies necessary for the proper operation of the department are purchased by the supply unit. Finally, the maintenance unit keeps all facilities and equipment serviceable.

Table 3.4 shows the breakdown, by rank and assignment, of a police department. By reading the top line of the chart and following it down to the bottom line ("Total"), one can easily see that there are a total of 165 employees in this department, with 82 police officers, 19 ranking officers (1 chief, 2 captains, 6 lieutenants, and 10 sergeants), 5 civilians, 2 coordinators, and 57 crossing guards.

By reading the details under "Police Officers" from the top line down, one can see that 59 of the officers are assigned to the Patrol Bureau (21 to 8 A.M. to 4 P.M. tours, 23 to 4 P.M. to midnight tours, and 15 to midnight to 8 A.M. tours); 6 to the Detective Bureau; 2 to the Juvenile Bureau; 8 to the Traffic Bureau; 2 to the Prosecutions Unit; 1 to the Planning and Records Bureau; 1 to the Payroll, Billing, and Budget Unit; and 2 to the Community Services and Training Unit.

CHAPTER SUMMARY
This chapter described the tremendous complexity involved in a police organization. The discussion covered managerial concepts relating to a police department, such as division of labor, chain of command, span of control, and delegation of responsibility and authority. The chapter described the civil service system, the quasi-military nature of the police, the police rank structure, civilianization, police auxiliaries, and police unions and other police affiliations.

The size of the geographic area many police agencies cover forces them to subdivide the area into beats (posts), sectors (zones), precincts, and sometimes divisions. Because of the responsibility of being available 24 hours a day, 7 days a week, the police must employ a three-tour system.

The functions the police are charged with performing are complex and diverse. The primary responsibility of the police is to maintain order, enforce the law, and provide services to citizens. These functions are generally charged to a department's operational units—primarily patrol, criminal investigations, traffic, and community services units. The police also perform administrative duties and auxiliary services.

Learning Check
1. Identify the major managerial concepts that must be considered when organizing a police department.
2. Discuss how police departments exercise their quasi-military nature.
3. Name some ways in which civilianization can benefit a police department.
4. Discuss the special problems that must be dealt with in organizing a police department that operates 7 days a week, 24 hours a day.
5. Identify the backbone of the police department and tell why this is the most important person in police service.

Application Exercise
You have been appointed the new commissioner of the Anycity Police Department. Anycity is a suburban city 60 miles from a major U.S. city; it has a population of 30,000 people and a police department of 100 officers. The major police problems in Anycity are disorderly teens making unnecessary noise at night, parking and traffic problems in Anycity's commercial district during business hours, and daytime residential burglaries.

The former commissioner's assistant informs you that the department has no organizational chart, no written rules and procedures, and "has always done a great job in the past."

Anycity's city manager, however, tells you that the former commissioner was incompetent and that the department is totally disorganized and ineffective. You review the department's
personnel records and find that of the 100 officers in the department, 30 percent are patrol officers, 30 percent are detectives, and 40 percent are supervisors. Additionally, the entire department is divided evenly into the three tours of duty.

In view of what you learned in this chapter, would you reorganize the department? Why or why not? If you would reorganize, how would you do it?

**Web Exercise**

Patrol the Internet and find information on civilian or nonsworn employment opportunities in several police departments of your choice. Select one department and one advertised employment opportunity and prepare a resume and cover letter applying for that position.

**Key Concepts**

- Beat
- Blue flu
- Chain of command
- Civil service system
- Civilization
- Community service officers (CSOs)
- Lateral transfers
- Nonsworn (civilian) members
- Precinct
- Quasi-military organizations
- Reserve officer
- Span of control
- Squad
- Sworn members
- Unity of command