

HONOLULU POLICE DEPARTMENT

ADMINISTRATIVE STUDY

JULY, 1967

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John D. Holstrom
Consultant

JULY, 1967

Sept. '68 G

CITY AND COUNTY OF HONOLULU
HONOLULU, HAWAII

July 31, 1967

Honorable Neal S. Blaisdell, Mayor
City and County of Honolulu

Mr. Allen C. Wilcox, Jr., Chairman
Mr. Wallace S. Amioka
Mr. Clarence Chun-Hoon
Mr. Thurston Twigg-Smith
Mr. Henry S. Wong
Members, Honolulu Police Commission

Gentlemen:

This transmits my report of the Honolulu Police Department Administrative Study. As agreed on November 17, 1966, the study and report preparation extended for a six-and-one-half month period. The scope, method, and principal recommendations are related in Chapter I.

The wholehearted cooperation of everyone with whom I have counselled has been notable and has served to facilitate this project. By virtue of their positions, most extensively among these were Mayor Neal S. Blaisdell who encouraged the study initially; Managing Director Robert F. Ellis; Budget Director Fred K. Kwock and his staff including Mr. Sam Simpson who provided liaison on budget matters and Mrs. Mildred Hong and her associates who most capably reproduced the report from the manuscript; members of the Honolulu Police Commission; and officers and members of the Honolulu Police Department too numerous to list.

I am especially grateful to Chief of Police Daniel S. C. Liu who has devoted most of his adult life to the Honolulu Police Department, and has earned community respect and an international reputation as its Chief for some twenty-four years. His sincerity, imaginative assistance in many hours of conferences, and constructive interest were remarkable.

The Honolulu Police Department represents a good police operation. In many respects superior police service is provided to residents and visitors in the City and County of Honolulu. In some respects the operation needs modification and refinement. In a few major respects, critical problems exist or are clearly emerging. These statements are hardly revelations; they serve to confirm the general opinions of City officials, the Honolulu Police Commission and the police department administration, which led to retaining a consultant.

It has been a pleasure to be associated with the City and County of Honolulu. If I may be of service to you in any way in implementing any part of this report, I hope you will call on me.

Sincerely,


John D. Holstrom
Consultant

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CHAPTER I
INTRODUCTION

Scope of Project

Under the agreement, the purpose of this project is a comprehensive administrative study of the Honolulu Police Department (HPD) with the scope defined as: evaluation of organizational structure; review of the present staffing patterns as to requirements for, and distribution and utilization of, personnel including civilian positions; review of beat patterns, analysis of administrative procedures; review of training; analysis of promotion and evaluation procedures; consideration of the Communications Division; analysis of the present privately-owned police automobile system; and analysis of specified functions including Drivers Licensing, Motor Vehicle Inspection, Corrections Division, Bailiffs, and the Police Athletic League; with recommendations to be submitted on these subjects.

Method

The method used was to review relevant State law and City and County Charter content; study administrative provisions including Civil Service publications, directives of HPD, and minutes of the present Honolulu Police Commission for the past three years; inspect police facilities and equipment; appraise operations by review of records and reports; and confer with appropriate persons in City and County government and the police department.

Reference sources have included the developing standards of the International Association of Chiefs of Police in police management surveys, especially the Survey of the Metropolitan Police Department, Washington, D.C., published in April 1966(1:1). The thirty-five recommendations for police in

(1:1) Chapter notes appear at the end of the chapters.

the Report of the President's Crime Commission were reviewed carefully(1:2). Liberal reference was made to materials from the police departments of Berkeley, Chicago, Oakland and Los Angeles.

All of the information collected was compared with successful police practices in the country, with primary consideration given its adaptability to the environment of Honolulu at this point in time. The conclusions reached and the recommendations which follow are those of the author, for which he accepts exclusive responsibility.

With the assistance of HPD staff, every reasonable effort has been made to avoid errors of fact; however, it is realized that some may come to light as this is reviewed. If so, it is probable that few if any of the conclusions or recommendations would be altered.

Department Development

It is appropriate to record here that HPD is and has been progressive. Despite handicaps of geographical location, the department has adopted many sound practices in a consistent program of improvement and adjustment to changing conditions.

A random sample of Honolulu practices which might be yet untried innovations in some cities but are well established here would include a basically sound organization, an internal inspection system, and an effective fiscal operation. Personnel practices include a prescribed system for background investigation of police candidates, a recruit school far exceeding the minimum standards of the leading states, roll-call training, and a cadet program. Patrol has used one-man cars for thirty-five years or so, and employs a tactical patrol unit and canine corps. Technical methods include machine accounting, advanced identification practices, an established laboratory, and now a mobile crime laboratory. These and many more are recorded with justi-

fiable pride in the Honolulu Police Department Annual Reports for past years(1:3).

Fiscal 1966-1967 has been highlighted, for example, by creation of the positions of Police Community Relations Officer and Police Data Processing Coordinator, the latter in the vanguard of City-County conversion to electronic data processing; realization of a long hoped-for police curriculum in the Community College; successful application for Office of Law Enforcement Assistance Funds; and serious consideration of experimental helicopter patrol.

Many presently effective practices are not identified nor even referred to in the limited text of this report. Certainly the proven practices should be continued, subject to continuing re-examination from time to time.

Effective Management Requirements

Guides to police management have developed from past experiences of this and other cities. As in other kinds of organizations, crisis-like problems arise from time to time. In some police organizations these problems have assumed proportions of public scandals leading to convulsive changes in administration and operation. Others have met such problems and contained them almost routinely, and some tend to prevent them.

Where the problem of the moment has been police incompetence or misconduct, or has loomed distressingly large whatever its nature, it has been found invariably that the problem itself has been but a symptom of management failure.

From the histories of American cities in these various situations several requisites for successful government have developed. Effective management of a police organization has requirements to:

1. Structure it so that it can be managed.
2. Define the duties of every component element.
3. Assign authority and responsibility.
4. Administer and supervise capably.
5. Inspect to assure accountability.

Department competence in the long range will depend upon:

1. Selection for recruitment and promotion.
2. Training and retraining.

Whether a department is in difficulty, as HPD is not; or whether a department wishes to continue to contain the inevitable daily problems incidental to its operation, as HPD does; these constitute a simply stated prescription for success.

Broad consideration of these requisites for effective management underlie many of the modifications and refinements recommended in this report.

Principal Recommendations

The chapters which follow contain a number of recommendations. Principal among these, in summary, are:

- Modify organization structure to provide for an Office of the Chief of Police and three main departmental Bureaus - Administrative, Operations, and Technical, headed respectively by an Assistant Chief, the Deputy Chief, and an Assistant Chief.
- Place two Assistant Chiefs in the Operations Bureau to head Field Operations and Investigative Operations, respectively.
- Relocate and retitle some functions and create three new key positions - one Captain who will serve as an executive assistant in the Office of the Chief of Police and two Inspectors in Field Operations.
- Utilize a refined basis for determining patrol personnel requirements.
- Develop revised beat patterns.
- Provide in an anticipated supplemental 1967-1968 budget for a total department complement of 1242 positions compared with 1108 authorized for 1966-1967, 1505 requested initially for 1967-1968, and 1173 budgeted initially for 1967-1968.
- Expand the planning function in a Research and Development Section.

- Expand the staff inspection function in an Inspection Section.
- Redevelop the department directives system, particularly to fix accountability and responsibility.
- Emphasize recruitment efforts.
- Reclassify Policeman II, Radio Telephone Operator, and Follow Up Officer to a new class - Policeman, all in Salary Range 17.
- Reallocate Policeman I (SR-15) to the class Policeman (SR-17).
- Reprice Policewoman (SR-15) to Policewoman (SR-17).
- Expand, substantially, the extensive training program.
- Continue to develop the electronic data processing program.
- Establish a centralized Communications Center.
- ✓ • Continue the program to divest certain non-police functions as Driver Licensing and Motor Vehicle Inspections.
- Continue to convert, over a period of years, the privately-owned police automobile system to a City-owned fleet.
- Develop a schedule to implement these and other incidental recommendations.

Implementation

All the recommendations when reviewed in context of the narrative will be found to be realistic and manageable, in the author's opinion.

Now that the appraisal has been made, the logical sequel is urged. Those recommendations that are acceptable should be implemented on a time schedule which is feasible.

Action on most of them can be initiated as soon as there are decisions to proceed; a very few may require Civil Service or legislative considerations.

Most of them can be accomplished in the 1967-1968 fiscal year. In fact, many of them reflect matters which have been under consideration, some of which may have been acted upon by the time this report is published.

CHAPTER NOTES

- 1:1. International Association of Chiefs of Police. "Survey of the Metropolitan Police Department, Washington, D. C.," 450 pp. in Appendix to Report of the President's Commission on Crime in the District of Columbia. (Washington: United States Government Printing Office, April, 1967), 777 pp.
- 1:2. Report of The President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society. (Washington: United States Government Printing Office, February, 1967), pp. 294-295.
- 1:3. Honolulu Police Department. Thirty-Fourth Annual Report, 1965-66. (Honolulu: Police Commission, June 30, 1966), 25 pp. See also Twenty-Fifth Annual Report, 1957, et. seq.

CHAPTER II

ORGANIZATION

In distinction to almost all agencies of local government, a police department must be organized by purpose, method, clientele, area and time. HPD is so organized to meet its responsibilities twenty-four hours every day, seven days every week. The 1966-1967 appropriation for the department was \$9,803,000 with 1108 personnel authorized at the end of the fiscal year.

Responsibilities

The City and County of Honolulu, substantially coterminous with the island of Oahu, with a January 1, 1966 estimated resident population of 622,508, contains urban, suburban and rural neighborhoods in a 602 square mile area with 209 miles of shoreline(2:1). The tourist industry, significant to the economy and to police operations, is approaching a million visitors annually. Other demographic data directly related to policing is readily available and need not be recorded here(2:2).

HPD is responsible for normal municipal and county policing, as well as highway patrol and a county jail operation. Certain functions have been attached to the department over the years, which may or may not be appropriate any longer.

Non-Police Functions

The city-county government has tentatively, at least, identified a number of "non-police functions." They include drivers licensing, motor vehicle inspection, corrections, court bailiffs and the Police Athletic League(2:3). Each is dealt with in following chapters(2:4).

Principles of Organization

From the experience of military, public, business and industry administrators some fundamental organization principles have developed as essential to successful operations(2:5). These principles are:

Group similar functions to provide effective performance.

Define tasks clearly so responsibilities are understood.

Establish clear lines of authority so everyone knows to whom he is accountable and who is responsible to him.

Provide for lateral information so elements may be mutually informed.

Maintain unity of command so there is one and only one supervisor.

Limit the span of control so no more elements are placed under the direct control of one person than he is able to manage.

Fix responsibility so each task is the unmistakable duty of some designated person(s).

Grant authority commensurate with responsibility so each duty carries authority to fulfill responsibilities.

Provide supervision at the level of execution for each person regardless of the time or place.

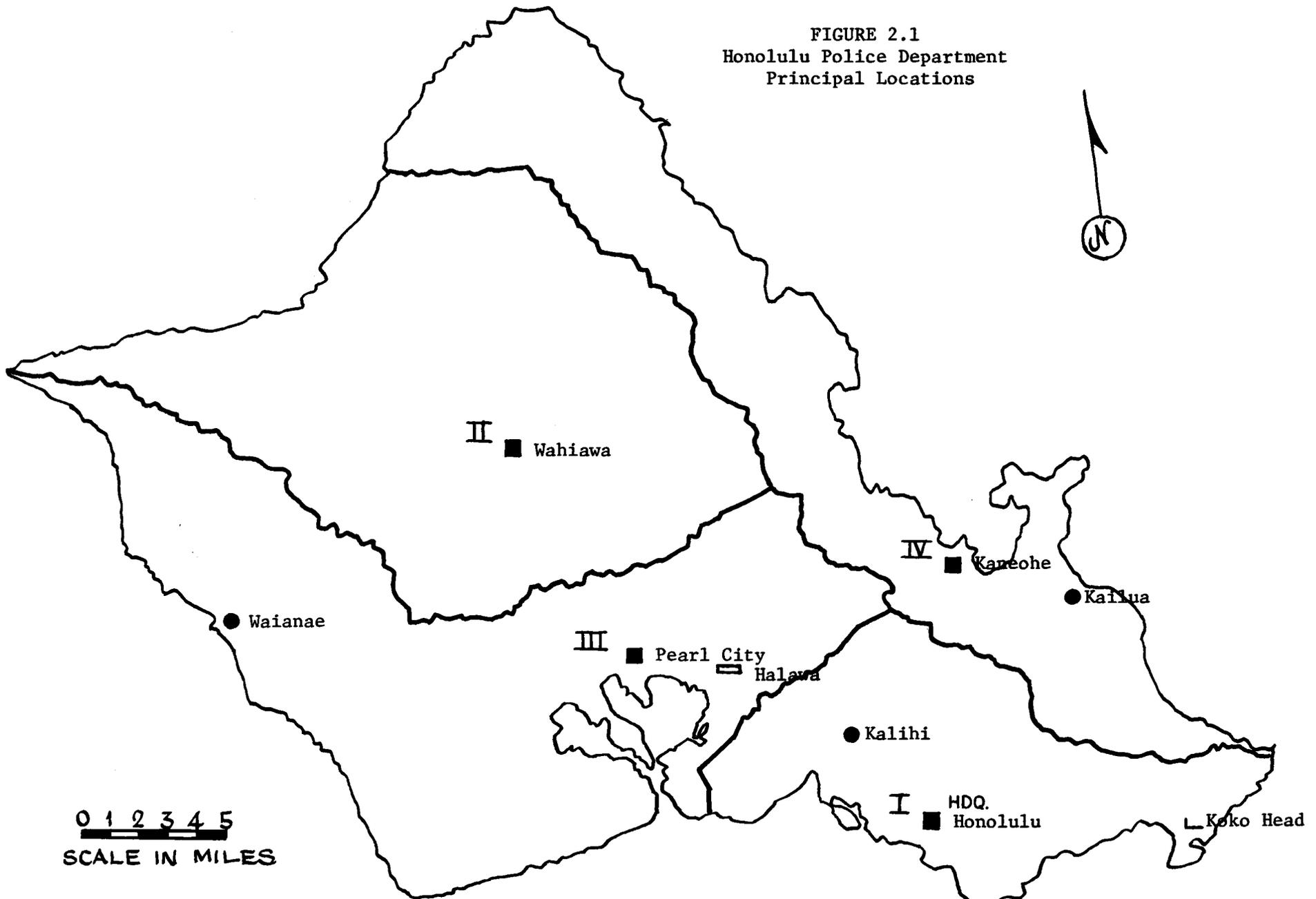
Require strict accountability for responsibility and authority so those to whom authority is delegated are invariably held accountable for the use made of it or the failure to use it.

In many police departments there is a lack of appreciation of these principles. When this is so, there is organizational confusion. Certainly every officer with administrative or supervisory responsibilities should understand and apply these principles in his daily work.

Principal Locations

The principal locations of HPD facilities are shown on Figure 2.1 and include the Honolulu Jail at Halawa and the Firearms Range at Koko Head.

FIGURE 2.1
 Honolulu Police Department
 Principal Locations



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 CITY AND COUNTY OF HONOLULU

Diagram: Honolulu Police Department

- District Stations
- Substations
- ▭ Honolulu Jail
- ┌ Koko Head Range

Headquarters

HPD with some other city activities is located in a building identified as the City Hall Pawa'a Annex at 1455 South Beretania Street, a site running from Beretania to Young Streets mid-block between Kalakaua Avenue and Keeaumoku Street. The police garage and parking lots are directly across Young Street.

Principal entrances to the building, all of which are unmarked, are situated along a walkway adjacent to a parking lot running from Beretania to Young Streets and on the Young Street side.

This most inconspicuous police headquarters facility is probably known to most local residents. However, in view of the hundreds of thousands of visitors annually it would seem that appropriate signs, architecturally designed, should identify the police location at every entrance, with others capable of illumination and so placed as to be clearly visible along Beretania and Young Streets and at the intersections of Young with the Kalakaua and Keeaumoku arterials. One who seeks the police is on a mission of personal importance and should have location signs to assist him.

Recommendation

Install adequate police location signs at headquarters.

District and Substations

District I - Honolulu

The District I station with its own, unmarked, Young Street entrance is located in the headquarters building. The Kalihi Substation serves its neighborhood, and as a transfer point between District I, the Honolulu Jail, and Districts II, III and IV.

District II - Wahiawa

The District II station is located at Wahiawa. At Haleiwa, in the otherwise unused old Wai'alua Court House building, the judge uses his office

once a week, it is said. At other times it is used by police to write reports and make telephone calls(2:6). Two observations about these facilities are pertinent.

First, there has been some conversation concerning the desirability of a substation in District II; and it is true that district distances and some population increases are considerations. However, the national trend is to abandon district stations, not occupy more, for several recognized reasons. Modern transportation and communications make it no longer necessary to have a police station in every neighborhood. Stations are expensive to maintain as is evident from budget requests for station personnel, more personnel, maintenance and upkeep of existing stations. Simply to man one position in a station around the clock requires at least five persons. These, and others, can be provided only by adding new positions to the department complement or taking them from field strength where they provide far more protection to the neighborhood than when occupying a building. Therefore, no additional substations should be considered even for a future capital improvement program until its construction, occupancy and manning is clearly justified, and all other means of providing service to the neighborhood have been imaginatively attempted. A substation in District II is not justifiable now nor in the foreseeable future.

Secondly, occasional use of a vacant building by a policeman raises grave questions. A policeman whose main duty is in the field, cannot perform the patrol function while he is in a building for any purpose, be it actual duty or comfort and convenience. In a vacant building he is less subject to supervision. Now, with the new handwritten report forms there will be less need to type reports, and other arrangements can be made for necessary typing. Telephone calls can be processed at an outside booth provided for exclusive police

purposes, where the policeman can see and be seen and where a signal light from the district station could be installed if such service were justifiable. Certainly for all the reasons of community relations and to avoid possible allegations of misconduct, no person, friendly or otherwise, should be interviewed, much less interrogated, in such a place as the old Waialua Court House building. Use of this facility except for necessary court appearances should be prohibited.

District III - Pearl City

The District III station at Pearl City will occupy a new and attractive building this summer. The substation is at Waianae.

District IV - Kaneohe

The District IV station is located at Kaneohe, with the substation at nearby Kailua. The distance from Kaneohe to the farthest reach of the district at the north-west end of Oahu presents operating problems which someday may lead to need for an intervening police facility. However, the same considerations as for District II must be taken into account. In the meantime, the District Captain and his Assistant Chief have under consideration the practical device of staggered reporting times so as not to leave the relatively remote areas without police coverage at watch changes.

At Hauula, the old Court House is used for the same general purposes as the Waialua Court House in District II. The same observations apply to this facility.

Recommendations

1. Defer indefinitely any consideration of more District substations in the City and County.
2. Prohibit police use of the Waialua Court House in District II and the Hauula Court House in District IV.

Honolulu Police Commission

The five members of the Honolulu Police Commission are appointed and may be removed by the Mayor with the advice and consent of the City Council (R.L.H. Sec. 138-60). Present members were appointed in early 1965 for terms ranging from one to five years, upon expiration of which, successor terms are for five years (R.L.H. Sec. 138-61).

Powers and Duties

"The police commission shall adopt such rules as it may consider necessary for the conduct of its business and regulation of matters committed to its charge by law. Except for purposes of inquiry however, neither the commission nor its members shall interfere in any way with the administrative affairs of the department." (Charter, Sec. 7-103, emphasis added.)

"Suspension or removal of any officer or employee shall be made pursuant to the rules of the police commission." (Charter, Sec. 7-107.1.)

"Any officer or employee, removed or suspended for a period exceeding or which added to any previous suspension exceeds sixty days in any calendar year, may within ten days after service of the order of removal or suspension upon him, or, in case he cannot be found, within twelve days from the mailing of such order addressed to his last known address, apply to the police commission for a review of his case. The police commission may in its discretion entertain the appeal. If it hears the appeal, it may affirm, set aside or modify such order or make such further order, as in its judgment the facts shall warrant. The decision of the police commission refusing to entertain the appeal, or its order upon any appeal heard, shall be final. No officer nor employee shall receive any compensation for the period of any suspension, unless after entertaining the appeal, the police commission shall so order." (Charter, Sec. ^{7-103.1 to 7-108.4} ~~708.1 to 708.4~~)

"Aside from exercising the right to vote, no member of the police department shall support, advocate or aid in the election or defeat of any candidate for public office. Any violation of this section by a member of the department shall be cause for summary dismissal from the department." (Charter, Sec. 7-109.)

The Commission establishes, with approval of the Mayor, rates for official use of privately owned automobiles of police department members (R.L.H. Sec. 150-13), and authorizes insurance for privately owned automobiles used for performance of official duties of members of the police reserve. (R.L.H. Sec. 150-13.5.)

Chief of Police

The incumbent Chief of Police was appointed in 1948 as provided by law (reflected in R.L.H., Sec. 150-6, statutes of 1955). By law, the Chief of Police is appointed by the Police Commission, and by Charter provision ". . . may be removed after being given a written statement of the charges against him." (Charter, Sec. 7-104.) The qualifications of the Chief of Police are specified. (Charter, Sec. 7-105.)

The powers, duties and functions of the Chief of Police are to:

- "(a) Be responsible for the preservation of the public peace, prevention of crime, detection and arrest of offenders against the law, protection of the rights of persons and property, and enforcement and prevention of violation of all laws of the State and city ordinances and all regulations made in accordance therewith,
- (b) Train, equip, maintain and supervise the force of police officers pursuant to the rules of the police commission,
- (c) Take charge of and keep the city jail and all prisoners committed thereto,
- (d) Serve processes and notices both in civil and criminal proceedings,

- (e) Have such other duties, except the functions of the coroner, as heretofore performed by the city and county sheriff and other related duties as may be assigned." (Charter, Sec. 7-106.)

"The Chief of Police shall have power to suspend any officer or employee for a period or periods not exceeding in the aggregate sixty days in any calendar year, for incompetence, neglect of duty, drunkenness, or failure to obey orders or for any other just cause, and such suspensions shall be final." (Charter, Sec. 7-107.2.)

The Chief of Police appoints all officers and employees of the department.

Relationships between the Police Commission and the Chief of Police

From 1932 for more than thirty years, the Honolulu Police Commission was appointed by the Governor. The present Police Commission took office in January 1965, the first Commission appointed by the Mayor. Since that time, and quite properly, the City administration and the Police Commission have been concerned about some aspects of its powers and duties, recognizing there has been a gradual transition in government under the Charter, that there have been no real Commission problems in this area so far, but believing certain aspects of responsibilities should be clarified.

In May 1965, a conference chaired by the Mayor was held to discuss certain unclear areas relating to the responsibilities of the Police Commission and the department. Commission members, the Chief of Police, Corporation Counsel representatives, and other city officials concerned were present (2:7). A number of points were clarified informally. Several were identified for future consideration, some of which have been resolved since.

In April 1967, the City engaged the Honolulu consulting firm of Milligan Associates to examine organizational and governmental relationships of selected agencies including principally, the Board of Water Supply, Office of the Urban Renewal Coordinator, the Police Commission and the Honolulu Redevelopment Agency. In May 1967, the firm issued a "Phase I Report" which undertook to

examine existing lines of authority and responsibility. Upon review, that report does not conflict with what has or will be written in this report. This report does not presume to anticipate what the Milligan Associates' conclusions will or should be when they have had an opportunity to complete the study and publish findings. However, this author has the responsibility to consider key matters involving the Police Commission as an integral part of the Honolulu Police Department. Confident that no conflict does or should exist, the following is presented.

Rules and Regulations

The Revised Rules and Regulations of the HPD, effective January 1, 1956 have not yet been officially rescinded by the department nor the Commission, although they are largely invalidated by various statutes of 1959, et. seq., and governmental reorganization under the Charter. Part of the job of replacing them has been undertaken, part has not been accomplished to date.

Rules of the Honolulu Police Department

The Police Commission in May 1965 officially and after posting notice of a public hearing, adopted "Rules of the Honolulu Police Department." These ten rules concern definitions; public information and inspection; adoption, amendment or repeal of rules; declaratory ruling of the commission, organization and policy, official seal of commission; police reserves; special officers; rules of practice, hearings; and cost of rules. These rules were adopted, with advice of Corporation Counsel, in conformity with the Administrative Procedure Act (R.L.H., Chapter 6C, Act 103 SLH, 1961).

These rules do not refer to relationships between the Commission and the Chief of Police, except to say in Rule 5-7:

"The Police Commission shall, as required, pass upon matters of policy affecting the department. All communications

originating in or received by the department . . . and affecting or commenting on matters of policy, shall be referred to the Police Commission for their information and action." (Emphasis added.)

Police Regulations

Based on legal advice it was concluded that under the Administrative Procedure Act, internal regulations need not be published formally with public notice and hearing but could be adopted internally. Under direction of the Commission's Rules Chairman, a committee of senior officers of the department worked with the Corporation Counsel's Office for a period of more than a year in drafting the proposed regulations. On November 15, 1966 the draft was returned from the Corporation Counsel's Office to the Police Regulations Committee and delivered to the Rules Chairman of the Commission(2:8).

Since that date the regulations have not been acted upon because the Rules Chairman felt, on November 23, 1966, that "much of the regulations contained too much material (which) should be delegated to administration, and there should be a transfer of certain materials to administration."(2:9) This consultant has expressed to the Commission his wholehearted concurrence with this viewpoint. There this matter rests temporarily, pending further resolution.

Principal Questions

The foregoing identifies two principal questions:

1. What are "administrative affairs" mentioned in the statutes as related to the Commission's authority and responsibility?
2. What "rules" are the Commission mandated by law to adopt?

A good deal of time and energy has already been expended in the city in solving both questions, in part. Now, we have found a final solution in the experience of another city.

The Chicago Example

The City of Chicago has just resolved a similar problem after several years of development. Chicago has the Mayor-City Council form of government, and since 1960, a revised police structure including a five-man Police Board and a Superintendent of Police. Illinois law happens to be more specific in detail about the powers of the Police Board than is the law in Hawaii concerning the Police Commission. Included in the Illinois law and of interest here are the provisions that the Board shall "Adopt rules and regulations for the governance of the police department of the city and serve as a board to hear disciplinary actions involving officers and civilian employees of the Police Department in the Classified Civil Service . . ." . . . "The board's power to adopt rules and regulations . . . does not include authority to administer or direct the operations of the police department or the superintendent of police." (Illinois Revised Statutes, Chapter 24, Sec. 3-7-3.1.) And it is provided that "The superintendent shall be responsible for the general management and control of the police department and shall have full and complete authority to administer the department in a manner consistent with the ordinances of the city, the laws of the state, and the rules and regulations of the police board." (Illinois Revised Statutes, Chapter 24, Sec. 3-7-3.2.) The sense and principles of these 1961 provisions seem quite similar to the probable legislative intent in Hawaii and Honolulu.

In 1961 the then new Police Board and the new Superintendent undertook to control the department with a long and detailed set of Board rules and regulations supported by a flow of administrative directives issued by the

Superintendent over the period of the past six years. Now, they have mutually refined their respective spheres of authority and responsibility. Their ultimate solution, developed out of experience, is contained in their new rules and regulations.

The Chicago Police Department Rules and Regulations, copies of which have been furnished recently to the Police Commission and the Chief of Police, were issued June 15, 1967 "pursuant to the authority vested in the Police Board by the statutes of Illinois . . ." In a neat pocket-size, fifteen-page booklet issued to every member of the Chicago Police Department:

- . Goals of the Department and Goals of Department Members are expressed in seven simple sentences.
- . Duties of the Superintendent provide concisely that he "will plan, organize, staff, direct and control the personnel and resources of the department to attain the goals to which the department and its members are pledged."
- . Duties of supervisory, sworn, and civilian members are contained in sixteen single sentences.
- . Rules of conduct are contained in fifty-one precise prohibitions.
- . Penalties are listed in five phrases.
- . Definitions of terms are added.

In response to our inquiry, the Superintendent said:

". . . please note that all administrative duties are clearly the function of the Superintendent, not the Board. . . We have recently presented a revised copy of our Rules and Regulations . . . designed to take all matters relating to administration (e.g. organization of Bureaus) out of the rules and regulations leaving in such matters as rules of conduct and department goals. The matters excluded are covered in department directives and can be amended and changed at will, within the department."(2:10)

In the view of the Superintendent of Police and the President of the Police Board, who were queried separately, the rules and regulations adequately

provide for management of the department, when taken in conjunction with the law, with all other provisions contained in the Superintendent's series of directives. Thus, the duties of the Board on one hand and the Superintendent on the other are delineated.

Action Proposed for the Police Commission

Based on the pattern adopted by our colleagues in the Police Board and the Chicago Police Department, Honolulu could follow a similar course. The Honolulu Police Rules might well be amended to reaffirm the Commission's power and authority as contained in the Revised Laws of Hawaii and the Charter, so that the functions are clearly set forth in one place.

The Commission should continue to decline to adopt the detailed draft of regulations which have been proposed, despite the amount of time and effort spent in their development.

The Commission should publish Police Regulations adapted from the Chicago pattern by drafting or having drafted simple descriptions of goals of the department, goals of department members, duties of members including the Chief of Police, Supervisory members, commissioned members and civilian members. Then adapt from the Honolulu draft a simple set of rules of conduct as the basis for the Commission's duty to hear appeals from disciplinary actions.

All other control provisions should be delegated for the Chief of Police to issue in departmental directives (such as General and Special Orders described in the chapter on Administration).

The foregoing would settle the questions of what are administrative affairs and what rules should be adopted. This leaves the term "policy" which appears in Honolulu Police Rule 5-7. Perhaps after further experience, it may be found desirable eventually to delete that provision from the rules.

Recommendations

1. Consider amendment by the Commission of the Honolulu Police Department Rules, as described.
2. Adopt, by Commission action, Police Regulations, as described.
3. Refer all other directive issuance to the administrative function of the Chief of Police.

Present Organization

Comparatively, the department is better structured than many city or county police organizations, and has been manageable. However, control is becoming more difficult, a trend which will become increasingly acute unless the structure is modified for present and future needs.

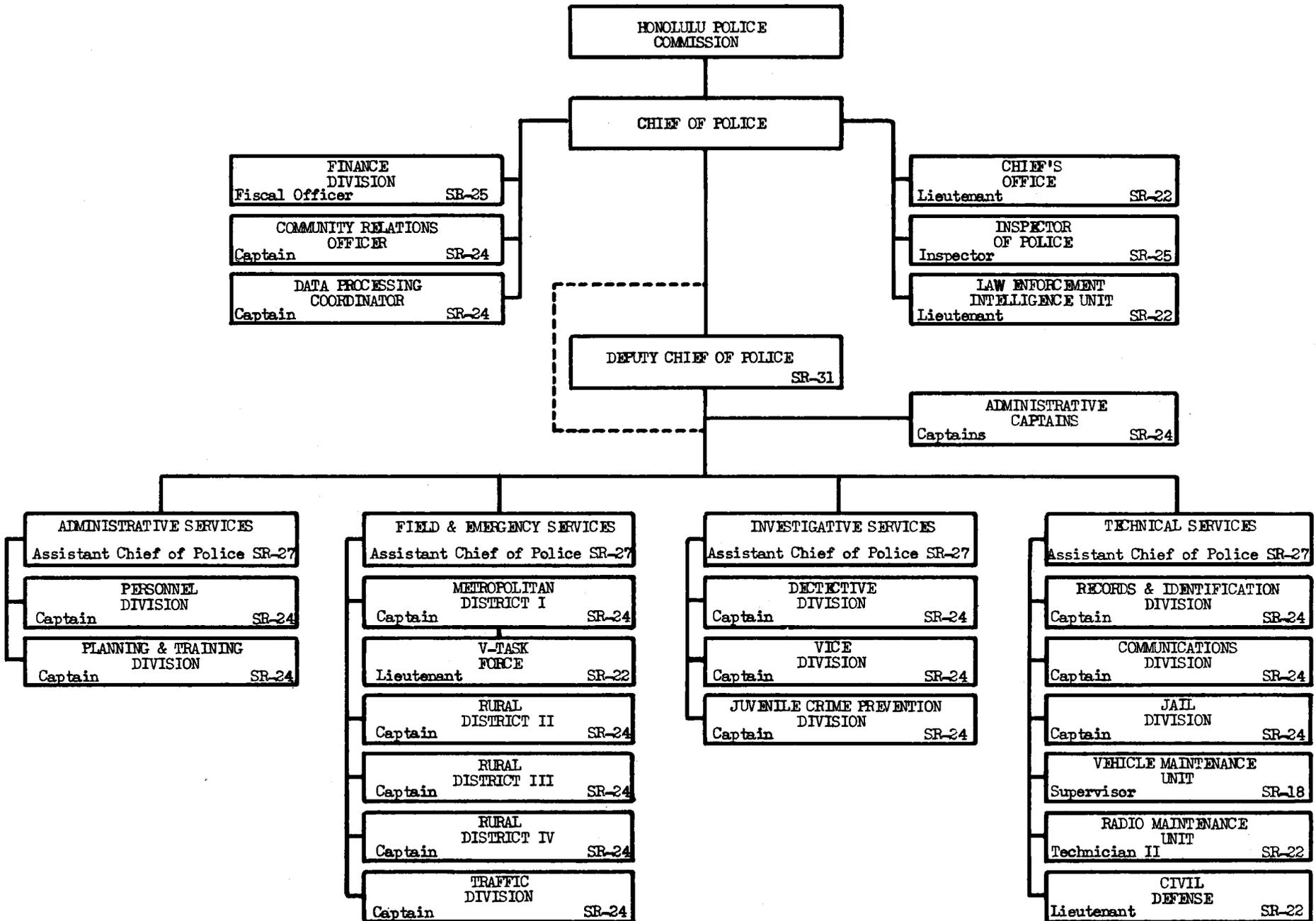
The principal problems of departmental structure may be identified in Figure 2.2 which shows the organization in effect on December 31, 1966 and for the rest of the 1966-1967 fiscal year. Problems mainly concern the positions of the Chief of Police, Deputy Chief of Police, the Assistant Chief of Police, Field and Emergency Services, and the elements for which they are responsible or which are accountable to them.

Chief of Police

Directly accountable to the Chief of Police, beside the Lieutenant in charge of the Chief's Office, are the Inspector, the heads of the Law Enforcement Intelligence Unit and the Finance Division, and two positions created in late 1966 - the Community Relations Officer and the Data Processing Coordinator.

Also directly accountable is the Deputy Chief who commands all the rest of the department with one unique exception. The official Functional and Organizational Chart and the Manning Chart show a dotted line, as in Figure 2.2 around the Deputy Chief for the stated purpose of indicating there

FIGURE 2.2
 ORGANIZATION
 DECEMBER 31, 1966



may be direct relationships between the Chief of Police and the four Assistant Chiefs of Police. These channels were established deliberately and for adequate reasons of expediency. Upon analysis it may be seen that these relationships violate the established organization principles. They create or permit avoidable problems.

Incidentally, the duties of the Chief of Police require him to be out of the office a great deal to attend to other than official matters of internal management.

In all, an impossible burden is imposed upon the Chief's position by the existing structure.

Deputy Chief of Police

The Deputy Chief is responsible for the Administrative, Field and Emergency, Investigative, and Technical Services, as well as three Administrative Captains who have departmental command at nights and other times in absence of higher authority. In addition, the Deputy is charged with performing the functions of the Chief of Police in his absence. These duties comprise a total responsibility which can no longer be met adequately.

The dotted line around the position of Deputy Chief of Police may be necessary with the present structure. However, it is a serious violation of recognized principles of organization, and presents unnecessary problems which should be recognized, met, and solved.

For some years the Chief and Deputy Chief occupied the same organization block which might have been satisfactory under then existing conditions. The fact is that for health reasons the former Deputy's position was not actually occupied for most of a three-year period prior to the fall of 1966. When the position was refilled in late 1966, the separate box was utilized.

In the view of many police administrators in the country, the utilization of a single principal assistant in the direct line of command is undesirable for several reasons. This has been reflected in the various modifications already tried in Honolulu. Suffice to say, neither the grouping of both in the same box nor employment of the dotted line is satisfactory. The foregoing neither intends nor implies any personal reference to present nor past incumbents in these positions. It is a statement of principle for police management.

Field and Emergency Services

The Assistant Chief of Police, Field and Emergency Services, is directly responsible for five elements: Metropolitan District I with its V-Task Force, three Rural Districts, and the Traffic Division. Prima facie, the span of control of five Captains may not appear excessive. Actually, Field and Emergency Services is the front-line operation of the department with an authorized allocation of sixty-one percent of total manpower. Discounting the five Captains who operate in the rural area, this Assistant Chief has no direct staff assistance. No one man should be expected any longer to meet the present requirements of this position.

Investigative Services

The Assistant Chief of Police, Investigative Services, is responsible for three elements: Detective, Vice, and Juvenile Crime Prevention Divisions. The titles of these divisions accurately identify their functions. Each in its own field has specific responsibility for an important aspect of community security, and for that reason is staffed with relatively experienced personnel.

Administrative Services

The Assistant Chief of Police, Administrative Services, is responsible for two elements: Personnel and the Planning and Training Divisions.

This position has been responsible also for administrative analyses of selected data and associated correspondence preparation.

Technical Services

The Assistant Chief of Police, Technical Services, is responsible for six elements: Records and Identification, Communications and Jail Divisions, Vehicle Maintenance and Radio Maintenance Units, and a Civil Defense position. The first five might be expected to be found grouped together. The sixth is attached as a matter of organizational convenience.

Terminology

In the narrative hereafter, certain terms previously used to identify department elements have been discarded, such as "field and emergency" and the term "unit," which has been applied variously heretofore. The term "bureau" has a new connotation.

For clarity and uniformity these title words will be used:

<u>Department:</u>	Honolulu Police Department, City and County of Honolulu.
<u>Element:</u>	A component part of the department.
<u>Bureau:</u>	A primary functional element of the department.
<u>Division:</u>	A primary functional subdivision of a Bureau or of Field or Investigative Operations.
<u>Section:</u>	A primary functional subdivision of a Bureau with a specialized activity or a specialized activity reporting directly to the Chief of Police.
<u>Group:</u>	A primary functional subdivision of Field Operations with capacity for emergency expansion.
<u>Coordinator:</u>	An element which coordinates specific functions, usually performed by others than the Coordinator.
<u>Detail or Squad:</u>	One or more specialized individuals assigned a specific purpose.

<u>Area:</u>	A primary territorial element.
<u>Metropolitan:</u>	Includes both the Honolulu District and selected island-wide functions.
<u>Rural:</u>	Area outside the Honolulu District. Replaces the term "country," where used.
<u>District:</u>	A geographical subdivision of an area.
<u>Sector:</u>	A secondary subdivision of a district supervised by a sergeant.
<u>Beat:</u>	A subdivision of a district or sector usually assigned to an individual policeman.
<u>Post:</u>	A fixed location, usually assigned to an individual policeman. The terms "walking post" and "route" are not used.
<u>Watch:</u>	One of several tours of duty during the 24-hour day usually consisting of eight net hours. The terms "shift" and "platoon" are not used.

Proposed Organization

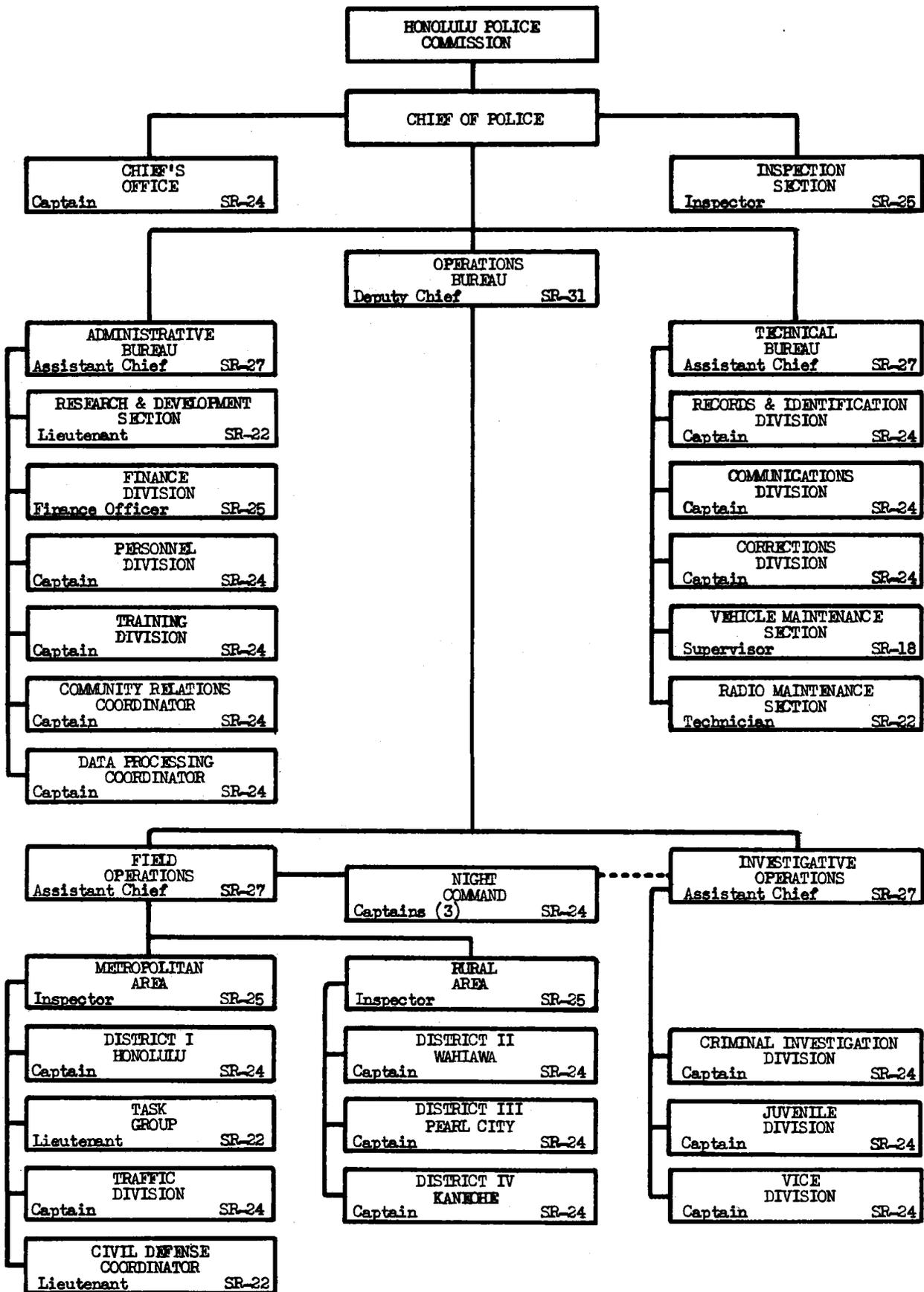
The Proposed Organization for 1967-1968 shown in Figure 2.3 will reduce the demands on the positions of Chief of Police, Deputy Chief of Police, and Assistant Chief of Police, Field and Emergency Services. The primary elements of the department will be the Office of the Chief of Police, the Operations Bureau divided into Field Operations and Investigative Operations, all supported by the Administrative Bureau and the Technical Bureau.

This structure with adjustment of other organizational elements which follow will not result in a major reorganization, which is unnecessary. All that is needed is modification of the existing structure to manageable proportions for the present and future.

Chief of Police and Office of the Chief of Police

The Chief of Police will command the Honolulu Police Department and the Office of the Chief of Police. Of the six elements now attached to the Office of the Chief of Police, four will be relocated. These are the

FIGURE 2.3
PROPOSED ORGANIZATION
1967-68



N.B.: Reference to the narrative is recommended.

Finance Division, Community Relations Officer, Data Processing Coordinator, and the Law Enforcement Intelligence Unit.

One new position, a Captain, will be added to the Chief's Office. The Captain will serve the Chief of Police as an executive assistant. This is a staff position, without any authority in the line of departmental command, which will screen every possible detail addressed to the Chief's personal attention. The present Lieutenant's position which is in charge of the personnel attached to the Chief's office, will be accountable to this Captain.

The Inspection Section will absorb the Law Enforcement Intelligence Unit's personnel and functions in addition to other responsibilities of the new Section. The Inspector, as now, will be directly accountable to the Chief of Police.

The Deputy Chief and two Assistant Chiefs, commanding respectively the Operations Bureau and the Administrative and Technical Bureaus should each be held fully accountable for the functions of his Bureau reporting directly to the Chief of Police.

The seven, and potentially eleven elements now directly accountable to the Chief of Police, and for which he is responsible, will be reduced to a maximum of five, each with appropriate authority and responsibility.

The Chief's span of control will become manageable.

Deputy Chief of Police and Operations Bureau

The Operations Bureau commanded by the Deputy Chief will be divided into Field Operations and Investigative Operations, each commanded by an Assistant Chief, who should be held fully accountable for his respective operations to the Deputy Chief.

The Administrative Captains now directly accountable to the Deputy Chief will be relocated to Field Operations.

The seven elements, i.e., heads of four services and three Administrative Captains, now directly accountable to the Deputy Chief and for which he is responsible, will be reduced to two. These two will contain some sixty-five percent of proposed personnel strength.

The dotted line on the present organization chart which is related to the Deputy Chief will be eliminated. This will clarify top-ranking unity of command, authority, responsibility, and accountability.

The Deputy Chief will serve as Chief of Police in the latter's absence unless another officer is designated as Acting Chief of Police on occasion. Responsibilities in these conditions should be specified by General Order.

A reasonable amount of time will be available for the Deputy Chief of Police to maintain adequate liaison with the Chief of Police and be prepared to perform effectively in the latter's absence.

Field Operations

Field Operations commanded by one of the present Assistant Chief's positions will be divided into two Area commands, each headed by an Inspector. These will be two new headquarters positions.

The Metropolitan Area Inspector will have cognizance of District I, Honolulu, and the island-wide Traffic Division, each headed by a Captain, as now. The re-titled Task Group will be separated from District I, and the Lieutenant in charge will be accountable to the Inspector. An improved line of command will result for this island-wide element. The Civil Defense Coordinator will be transferred from Technical Services to Operations where his coordinating function is more properly related.

The Rural Area Inspector will have cognizance of District II, District III and District IV, each headed by a Captain, as now. This span of control will make it possible for the Inspector to visit rural districts frequently for conferring and directing, and for needed line inspections. The excessive time Rural District Captains now spend in coming to headquarters for staff meetings will be sharply reduced.

The re-titled Night Command will consist of the present three Administrative Captains with the same functions they now have of command in the absence of higher ranking officers. They will be directly accountable to the Field Operations Assistant Chief. They will be indirectly accountable to the Investigative Operations Assistant Chief to direct functional activities as desirable in his absence or that of his Captains. Relationships should be specified by a General Order so there may be complete understanding of authority and responsibilities. This relocation will result in better supervision of these Captains and the opportunity to keep them consistently busy with the volume of administrative studies of special concern to the Operations Bureau and its elements, along with other duties.

In all, the Field Operations Assistant Chief will have a shortened span of control and enough experienced assistance to make his job manageable.

This organization for Field Operations will require two new Inspector positions. With three Inspectors instead of one as at present, rotational transfers of the three for training and experience will be possible; and the best assignment of individuals to the respective positions may be made from time to time.

Investigative Operations

Investigative Operations will be commanded by one of the Assistant Chief's positions, as now. The Detective Division will be re-titled Criminal

Investigation Division, considered in some quarters nationally as a preferable designation. The unnecessarily long title, Juvenile Crime Prevention Division, will be shortened to Juvenile Division. Each of these Divisions and the Vice Division will be commanded by a Captain, as now. The span of control of the Investigative Assistant Chief is optimal for his responsibilities.

Administrative Bureau

The Administrative Bureau will continue to be commanded by an Assistant Chief, and will consist of six elements. The Personnel and the Training Divisions will be headed by a Captain each, as now.

The re-titled Research and Development Section will be transferred from the former Planning and Training Division only because the planning function has been entirely inadequate, despite years of effort, and has been subordinated to the extensive training program with an inadequate complement of training personnel.

It is emphasized that the incumbent Training Division Captain should be entirely capable of both functions given the manpower and opportunity. However, the planning function is so essential that abrupt redirection of research and development is merited. After experience with the new section it may or may not prove justifiable to reattach it to the Training Division or increase Research and Development to Division status.

The Finance Division headed by the Fiscal Officer is relocated to free the Chief of Police of direct responsibility for this element. The bulk of the multi-million dollar budget is expended for personnel, making it functionally desirable to place the Finance and Personnel Divisions in the same Bureau. The Administrative Bureau is the proper location. The consultant's frequent observations over a period of months lead to the firm conviction that this relocation is highly desirable.

The Community Relations Officer, a Captain, will become Community Relations Coordinator, a title more accurately descriptive of his intended functions.

The Data Processing Coordinator, a Captain, because of his developing functions and the fact of his rank, will be attached to the Administrative Bureau as the most desirable location among other possible choices.

The present and potential competence of the officers heading these six elements should make the span of control entirely manageable for the Administrative Bureau Assistant Chief.

Technical Bureau

The Technical Bureau will continue to be commanded by an Assistant Chief. It will consist of five elements. The Records and Identification, Communications, and Corrections Divisions will continue to be headed by Captains, the Vehicle Maintenance Section by a Supervisor, the Radio Maintenance Section by a Technician.

The title changes are from Jail to Corrections Division, a more contemporary designation, and the use of Section instead of the Unit title. The span of control of these five elements will be quite manageable.

The Technical Bureau Assistant Chief should be expected especially to provide leadership and support to immediate subordinates who will be involved in developing projects. These include, for example, the Records and Identification Division's key functions in converting to electronic data processing; Communications Division's projected centralized communications; possible eventual divesting of the Corrections function; proposed continuing conversion to a total city-owned fleet; adequate liaison for building occupancy, upkeep, and maintenance; and coordination of the Radio Maintenance

Section with proposed centralized communications. These all are technical matters requiring competent and resourceful attention. The Technical Bureau Assistant Chief should be held accountable for all of them.

Remarks

In summary, the present structure does not require major reorganization. It does need modification to make it more manageable now and in the future.

Any modification should follow the recognized organization principles. It should consider structural arrangements proven workable in well administered large police departments in the country, which are variable. It must be adapted to the environment of the City and County of Honolulu. The proposed organization meets these tests.

The proposed structure will require three more officers in the Salary Range-24 (SR-24) and above, than at present, two Inspectors and one Captain. These three positions are so important potentially that they should receive top priority in any adjustment of department personnel in 1967-1968.

Recommendations:

1. Adopt the structure and element titles shown in Figure 2.3.
2. Provide the additional two Inspectors and one Captain.
3. Issue necessary Administrative Notices to be re-confirmed later by General Orders to implement the two preceding actions.

CHAPTER NOTES

- 2:1. "The State of Hawaii, Data Book." Office of Information, Department of Planning and Development, State of Hawaii. (Honolulu: January, 1967), pp. 2 and 63.
- 2:2. See for example: References in Data Book, ibid.: "A Five Year Report, University of Hawaii, 1962-66." (Honolulu: January 1, 1967), 25 pp., "Annual Economic Report, 1966," Bank of Hawaii. (Honolulu: July, 1966), 41 pp.; "Guide to Government in Hawaii," Third Edition, Legislative Reference Bureau, University of Hawaii. (Honolulu: September 1966), 79 pp.; "Hawaii in 1966," First National Bank of Hawaii. (Honolulu: July, 1966), 30 pp.
- 2:3. Notes on Mayor's Seminar on Police Commission Relationships, Ilikai Hotel, May 20, 1965. Comment of the Chief of Police, pp. 9-11.
- 2:4. Functions in chapters: Drivers licensing and motor vehicle inspections in Operations Bureau, Traffic Division; corrections in Technical Bureau, Corrections Division; court bailiffs in Technical Bureau, Records and Identification Division; and Police Athletic League in Operations Bureau, Juvenile Division.
- 2:5. Adapted from: "Survey of the Metropolitan Police Department, Washington, D.C.," Chapter I, note 1:1; Municipal Police Administration, Fifth Edition, International City Managers Association. (Chicago: 1961), pp. 45-62; Police Administration, Second Edition, O. W. Wilson. (McGraw-Hill: 1963), pp. 34-36.
- 2:6. Inspector of Police, "Inspection, District II." (Report, February 21, 1967), pp. 6-7.
- 2:7. Mayor's Seminar Notes. Chapter note 2:3, 14 pp.
- 2:8. Kitamura, Henry N., Deputy Corporation Counsel. Memorandum, November 15, 1966 with 83-page draft appended.
- 2:9. Police Commission Meeting minutes. November 23, 1966.
- 2:10. Wilson, O. W., Superintendent of Police, Chicago. Letter to Chief of Police, Honolulu, April 20, 1967.

CHAPTER III

MANPOWER

Analysis and recommendations for justifiable manpower and its distribution is a major reason for this study. Costs of salaries and wages for two fiscal years have been as much as eighty-five percent of operating budgets(3:1); and the department has requested more personnel than the City has been willing to provide.

Needs and Provisions

The department presented manpower justifications based on the best methods of analysis available at the time. For 1966-1967, the operating budget request, prepared in late 1965, was for 484 new positions(3:2). The City appropriated funds for 124 new positions to be filled in quarterly allotments during the year(3:3). In the fall of 1966, Police Commission policy supported a decision to submit 1967-1968 manpower requests based on the same availability factors and beat patterns as the preceding year(3:4). The 1967-1968 budget request was for 397 positions more than authorized for fiscal 1966-1967(3:5). The City's budget proposed sixty-eight new positions(3:6). In June 1967, the City Council appropriated funds for most of these with a minor adjustment.

Between the fall of 1966, when the 1967-1968 budget request was prepared, and June 1967, there were significant developments which affect current manpower distribution and this report's proposals.

1. In January 1966, to relieve critical need for motor and foot patrol in Honolulu, some eighty-five positions had been transferred from specialized Traffic Division duty to District I patrol on a trial basis. In May 1967 this experiment was adjudged successful, and with some adjustments this transfer was made permanent(3:7). This had the effect of reducing the need for all the new positions requested. It is a progressive move with which this consultant is in hearty accord.

2. From May 29 to December 10, 1966 a Time Study was made by HPD of all patrol elements in the four districts. The purpose in evaluating the beat structure was to "analyze work load distribution, document statistics for manpower deployment and justification, and provide proper guidance for effective utilization of manpower." With data compiled from Officers' Activity Reports it was possible to derive the average time needed to process categories of activities. The data clearly showed the relatively unequal work load between all three watches in each district and between the districts(3:8).
3. In January 1967 this consultant's study was undertaken with the active collaboration of HPD and the Budget Office. It has utilized the experience and judgment of those intimately familiar with Honolulu practice and the 1966 Time Study. Importantly, too, it has brought to bear techniques used elsewhere by the International Association of Chiefs of Police and others, and only recently published publically(3:9).

Present Departmental Personnel Distribution

The first development listed in the preceding section accounts for the apparent variations of manpower totals shown by activity in the HPD 1966-1967 budget request on one hand, and the currently authorized personnel complement.

Personnel presently authorized for major department elements is shown by commissioned (including cadet) and custodial classes in Figure 3.1, and by civilian classes in Figure 3.2. These 978 and 130 positions equal 1108 employees, the authorized complement on June 1, 1967. By Act 275, S.L.H. 1967, effective June 7, 1967, the Chief Bailiff and Bailiff positions at the Honolulu District Court were transferred from the City and County to the State's Judiciary Department(3:10). These with few, if any, other modifications made in June will determine the authorized total strength effective on June 30, 1967, the end of the fiscal year.

The term "commissioned officers" is understood to be preferred by police department administration to identify regular police officer personnel as distinguished from custodial and civilian classes. This term, and

FIGURE 3.1
 AUTHORIZED PERSONNEL¹
 COMMISSIONED AND CUSTODIAL CLASSES
 JUNE 1, 1967

TOTAL	CLASSES	SALARY RANGE	GENERAL ADMINIS- TRATION		ADMINISTRATIVE SERVICES			FIELD AND EMERGENCY SERVICES					INVESTIGATIVE SERVICES				TECHNICAL SERVICES					TOTAL		
			OFFICE OF THE CHIEF OF POLICE	FINANCE DIVISION	ADMINISTRATION	PERSONNEL DIVISION	PLANNING AND TRAINING	ADMINISTRATION	DISTRICT I	DISTRICT II	DISTRICT III	DISTRICT IV	TRAFFIC DIVISION	ADMINISTRATION	DETECTIVE DIVISION	JUVENILE CRIME PREV. DIVISION	VICE DIVISION	ADMINISTRATION	CORRECTIONS DIVISION	RECORDS AND IDENT. DIV.	COMMUNICATIONS DIVISION		RADIO MAINT. UNIT	VEHICLE MAINT. UNIT
	COMMISSIONED																							
1	Chief of Police	NC	1																					1
1	Deputy Chief of Police	SR-31	1																					1
4	Assistant Chief	SR-27			1		1						1				1							4
1	Inspector	SR-25	1																					1
18	Captain	SR-24	5			1	1	1	1	1	1		1	1	1		1	1	1					18
37	Lieutenant	SR-22	2	1		2	2	9	1	1	1	3	6	1	1		5	1					1	37
2	Identification Technician	SR-20																2						2
2	Special Investigator	SR-20											2											2
91	Detective	SR-19											74	12				5						91
4	Investigator	SR-19	2										2											4
93	Sergeant	SR-19	1			2		25	10	12	12	15		4	3			4	5					93
323	Policeman II	SR-17				2		107	35	60	65	29		6	18			1						323
4	Follow-Up Officer	SR-17																4						4
50	Radio Telephone Operator	SR-17																						50
277	Policeman I	SR-15				1		193	2	4	2	55							50					277
3	Policewoman	SR-15												3					20					3
5	Police Matron	SR-13						5																5
16	Cadet	SR-10				16																		16
	CUSTODIAL																							
5	Supervising Jail Guard	SR-16																5						5
10	Senior Jail Guard	SR-14																10						10
1	Utility Jail Guard	SR-14																1						1
24	Jail Guard	SR-12																24						24
6	Jail Matron	SR-12																6						6
978	TOTAL		13	1	1	21	6	1	340	49	78	81	103	1	85	27	23	1	52	18	76		1	978

¹ Authorized: 1966-1967 appropriation as modified during fiscal year.

Source: Administrative Notice No. 1457, May 25, 1967.

FIGURE 3.2
 AUTHORIZED PERSONNEL
 CIVILIAN CLASSES
 JUNE 1, 1967

TOTAL	CLASSES	SALARY RANGE	GENERAL ADMINISTRATION		ADMINISTRATIVE SERVICES			FIELD AND EMERGENCY SERVICES					INVESTIGATIVE SERVICES				TECHNICAL SERVICES					TOTAL		
			OFFICE OF THE CHIEF OF POLICE	FINANCE DIVISION	ADMINISTRATION	PERSONNEL DIVISION	PLANNING AND TRAINING	ADMINISTRATION	DISTRICT I	DISTRICT II	DISTRICT III	DISTRICT IV	TRAFFIC DIVISION	ADMINISTRATION	DETECTIVE DIVISION	JUVENILE CRIME PREV. DIVISION	VICE DIVISION	ADMINISTRATION	CORRECTIONS DIVISION	RECORDS AND IDENT. DIV.	COMMUNICATIONS DIVISION		RADIO MAINT. UNIT	VEHICLE MAINT. UNIT
1	CIVILIAN																							
1	Fiscal Officer I	SR-25		1																				1
1	Crime Lab Analyst II	SR-23																	1					1
1	Radio Technician II	SR-22																			1			1
1	Crime Lab Analyst I	SR-21																	1					1
3	Radio Technician I	SR-19																			3			3
1	Building Equipment Supervisor	SR-18																				1		1
1	Private Secretary	SR-18	1																					1
1	Mechanic Foreman I	SR-16																				1		1
2	Accountant I	SR-15		2																			1	2
6	Police Reporter	SR-15																						6
1	Secretary-Reporter	SR-15	1											4	2									1
1	Mechanic Working Foreman	SR-14																				1		1
1	Personnel Clerk II	SR-14				1																		1
1	Chief Bailiff	SR-13																						1
3	Mechanic I	SR-12																	1					3
1	Motor Vehicle Fin. Resp. Clerk	SR-12										1												1
1	Personnel Clerk I	SR-12				1																		1
2	Radio Mechanic	SR-12																			2			2
1	Senior Account Clerk	SR-12		1																				1
1	Storekeeper II	SR-12		1																				1
5	Bailiff	SR-11																						5
1	Police Evidence Custodian	SR-11																						1
3	Police Records Clerk	SR-11																						3
13	Senior Clerk-Stenographer	SR-11			1		1	1				4	1	2		1	1	1						13
1	Supervising Cook	SR-11																1						1
5	Fingerprint Classifier	SR-10																	5					5
1	Payroll Clerk	SR-10		1																				1
1	Police Statistics Clerk	SR-10																						1
1	Property Inventory Clerk	SR-10		1																				1
1	Senior Clerk-Typist	SR-10										1												1
1	Storekeeper I	SR-10		1																				1
5	Clerk-Stenographer	SR-9				3	1													1				5
4	Cook III	SR-9						1																4
1	Assistant Account-Clerk	SR-8		1																				1
1	Assistant Storekeeper	SR-7		1																				1
2	Assistant Clerk-Stenographer	SR-7	1				1																	2
3	Clerk	SR-7		1								1												3
23	Clerk-Typist	SR-7				1				1	1	1	16											23
1	Chauffeur	SR-7	1																					1
1	Lubrication Man	SR-7																					1	1
3	Mechanic Helper	SR-7																					3	3
1	Service Station Attendant	SR-7																					1	1
11	Assistant Clerk-Typist	SR-5	1																					11
1	Mimeograph Operator	SR-5		1																				1
9	Switchboard Operator	SR-5																						9
130	TOTAL CIVILIAN		5	12	1	6	2	1	2	1	1	1	23	1	6	3	1	1	5	32	9	6	11	130
978	TOTAL COMMISSIONED & CUSTODIAL		13	1	1	21	6	1	340	49	78	81	103	1	85	27	23	1	52	18	76		1	978
1108	DEPARTMENT TOTAL		18	13	2	27	8	2	342	50	79	82	126	2	91	30	24	2	57	50	85	6	11	1108

whether or not it should include cadets, should be confirmed by department directive in the future.

Patrol Personnel Distribution, District I - Honolulu

Patrol is the basic policing function which all other elements should supplement or support. Therefore, patrol must be adequately staffed and performed if there is to be effective police service to the community. Otherwise, more costly specialization in other expanded elements will be required to attempt to take the place of the functions patrol should perform.

The manpower complement of District I is and will be by far the largest single element of the department, therefore the greatest actual and potential user of manpower.

Terminology

These terms, as defined, are used in this narrative:

"Beat," "Sector," and "District" are defined in Chapter II. Beats are patrolled by policemen, Sectors by Sergeants, and Districts by Patrol Lieutenants (if any).

Motor Patrol Beat. A present term designating a beat currently patrolled by a Policeman II, using his privately-owned automobile, or by a Policeman I (called a "Motor Trainee") using a City-owned automobile.

Motorcycle Beat. A present term designating a beat currently patrolled by a Policeman I using a three-wheel motorcycle, either sidecar or servi-car.

Motor Vehicle Beat. An improvised term designating both, or either a present Motor Patrol Beat or a present Motorcycle Beat.

Foot Beat. A present term designating a beat currently patrolled by a Policeman I on foot. This is a proposed term also.

Motorized Beat. A proposed term designating a beat which will be patrolled by a policeman using an automobile or a three-wheel motorcycle if desired. It is proposed that upon adoption of this term, the phrases "motor patrol beat" and "motorcycle beat" will be discarded.

Gross Beats. Total of all beats in a twenty-four hour period.

Present Patrol Staffing Patterns

The last two budget requests were based on staffing patterns developed from manpower availability factors currently in use, and upon the motor patrol beats, motorcycle beats and foot beats prescribed by current orders or adopted administratively.

Present Manpower Availability Factors

Based on actual departmental averages, HPD has used and the Budget Office accepted the "five to one ratio." This has been applied to any position which must be staffed twenty-four hours a day, seven days a week. It was derived as follows:

"Five (5) police officers are needed to cover each beat, twenty-four hours a day, seven days a week.

52 weeks during year	
<u>x 2</u> days off per week	
104 days off during the year	
+ <u>21</u> days earned vacation	
125	
+ <u>8</u> average sick leave days per employee per year	
133	
+ <u>12</u> average number of holidays per year	
<u>145</u> Total days off per officer per year	
365 days per year	
- <u>145</u> total days off per officer per year	
<u>220</u> Average number of working days per officer per year	

365 days per year	
<u>x 3</u> watches per day	
<u>1,095</u> Total number of working days per beat per year	

1,095 + 220 = 5 officers needed to cover each beat
24 hours a day, 7 days a week."(3:11)

The 5/1 ratio is mathematically a 1.67 factor; that is, 1.67 people are required on an average for every position which must be manned around-the-clock. All other things being equal and with ideal scheduling of personnel, the 5/1 ratio or 1.67 factor was (and is) valid for the department generally. Based on 1966 data, it is no longer valid for District I patrol,

as is discussed in a later section of this chapter. It is not used for a position which needs to be staffed only eight hours a day on regular business days where means exist to adjust for absent employees.

Present Beat Patterns

A study completed in June 1965 recommended an increase in the number of beats, and redesign of the beat structure(3:12). Subsequent orders provide for beat patterns(3:13). Those patterns have been the basis for patrol budget requests for the past two years although all beats have never been fully manned because of lack of manpower.

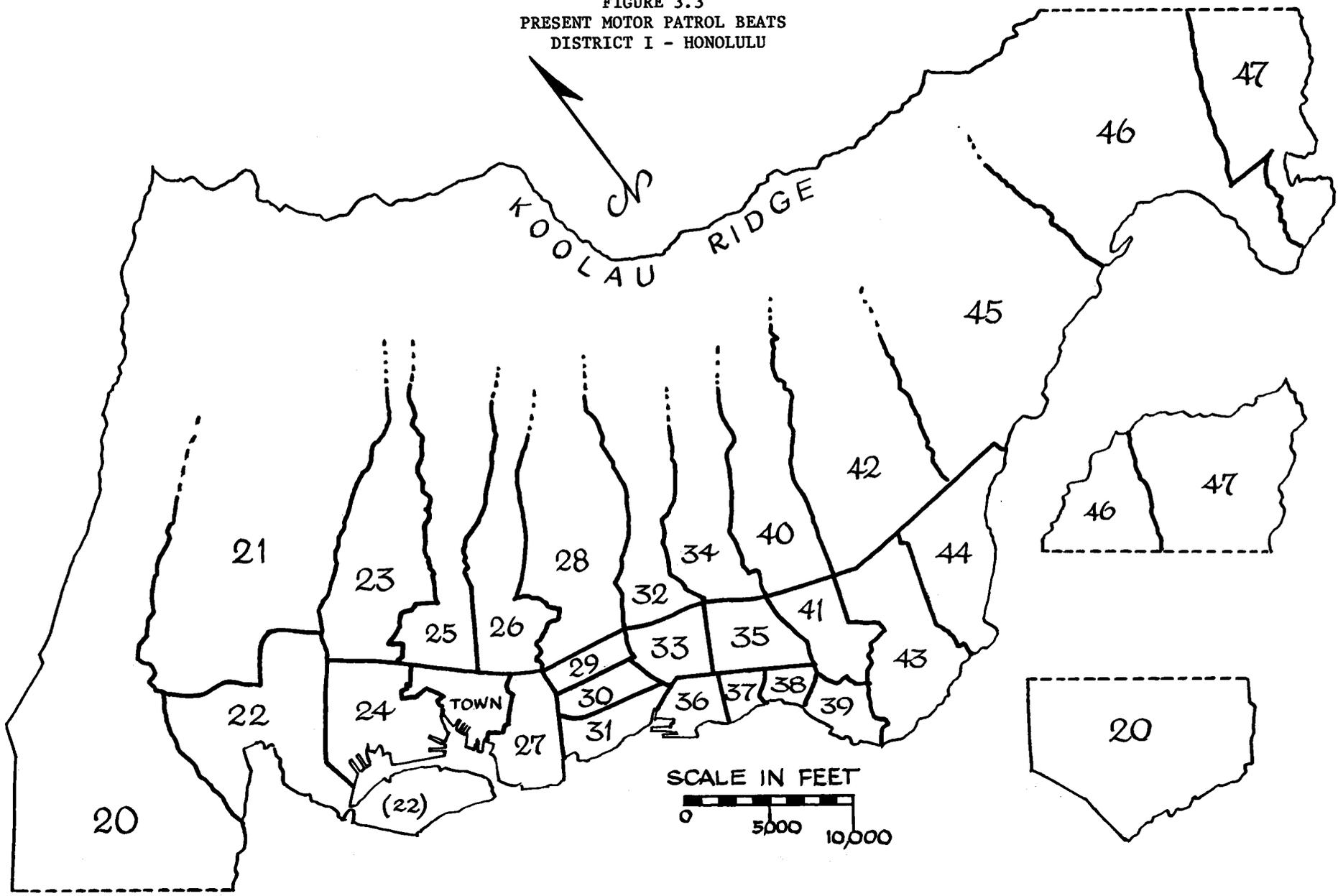
Motor Patrol Beats. Twenty-eight motor patrol beats designed for District I are shown in Figure 3.3. Budget requests have been to man these twenty-four hours a day, seven days a week, on the 5/1 ratio(3:14).

In other cities, equal staffing of beats around the clock is mostly a matter of convenience for watch rotation. HPD's statistical analysis in late 1966 confirmed that such equal staffing is unjustified(3:15). An adjustment and a varying method of watch rotation is under consideration.

Motorcycle Beats. Eight motorcycle beats are established by orders(3:16). Four beats are in town (Figure 3.4) and four in Waikiki (Figure 3.5). The latter are superimposed on motor patrol beats 36 to 39. Beside these, one motorcycle beat in Kalihi and another in Kaimuki, both superimposed on motor patrol beats, have been planned. Budget requests have been to man these ten motorcycle beats around the clock on the 5/1 ratio(3:17).

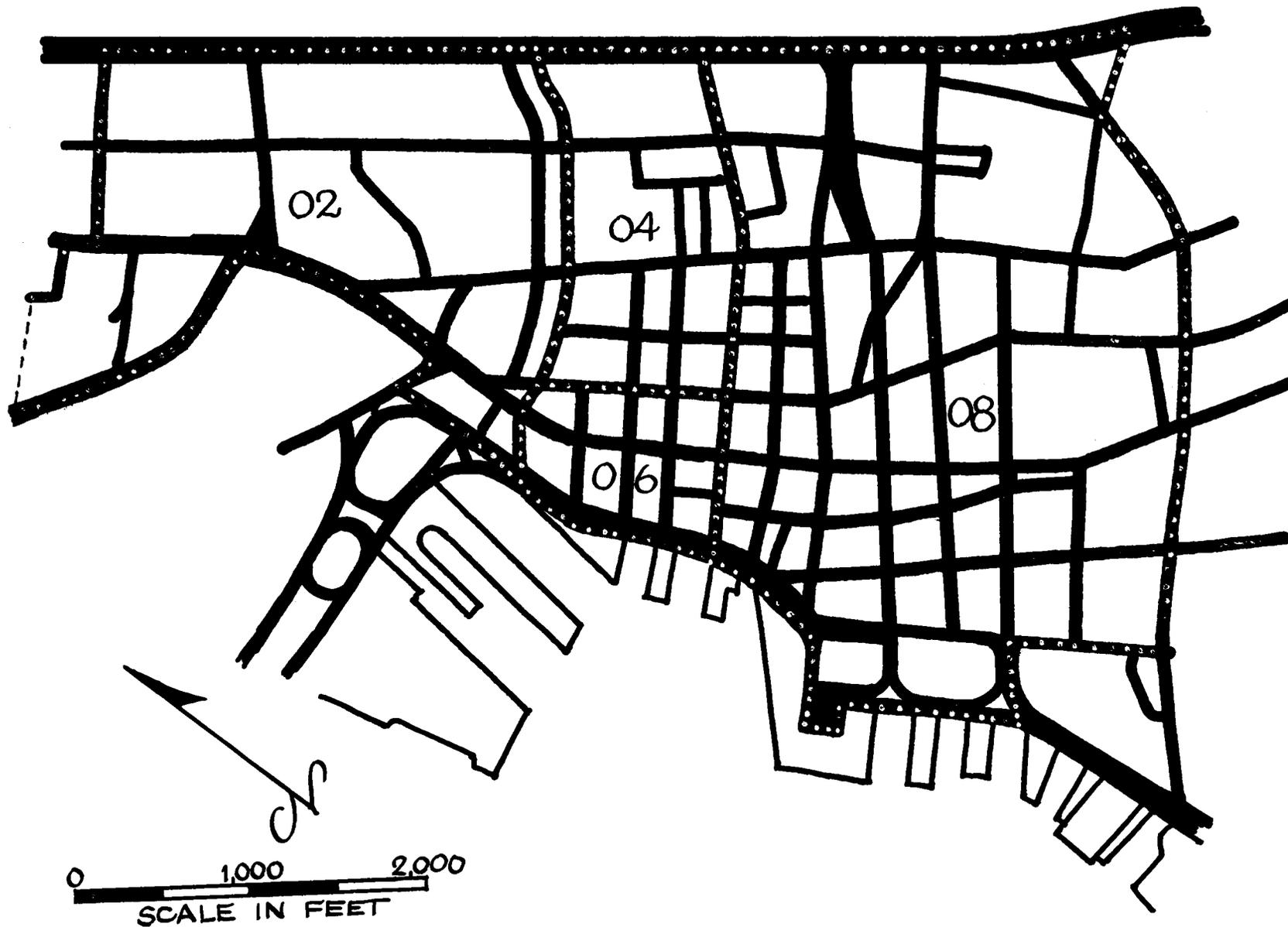
Foot Beats. Thirty-six foot beats are designed for District I. Fourteen in town (Figure 3.6), and seventeen in Waikiki (Figure 3.7), and three others on Kapiolani Boulevard are established by General Orders(3:18). Beside these, one foot beat in Kalihi and another in Kaimuki have been planned. All these supplement motor patrol and motorcycle beats.

FIGURE 3.3
PRESENT MOTOR PATROL BEATS
DISTRICT I - HONOLULU



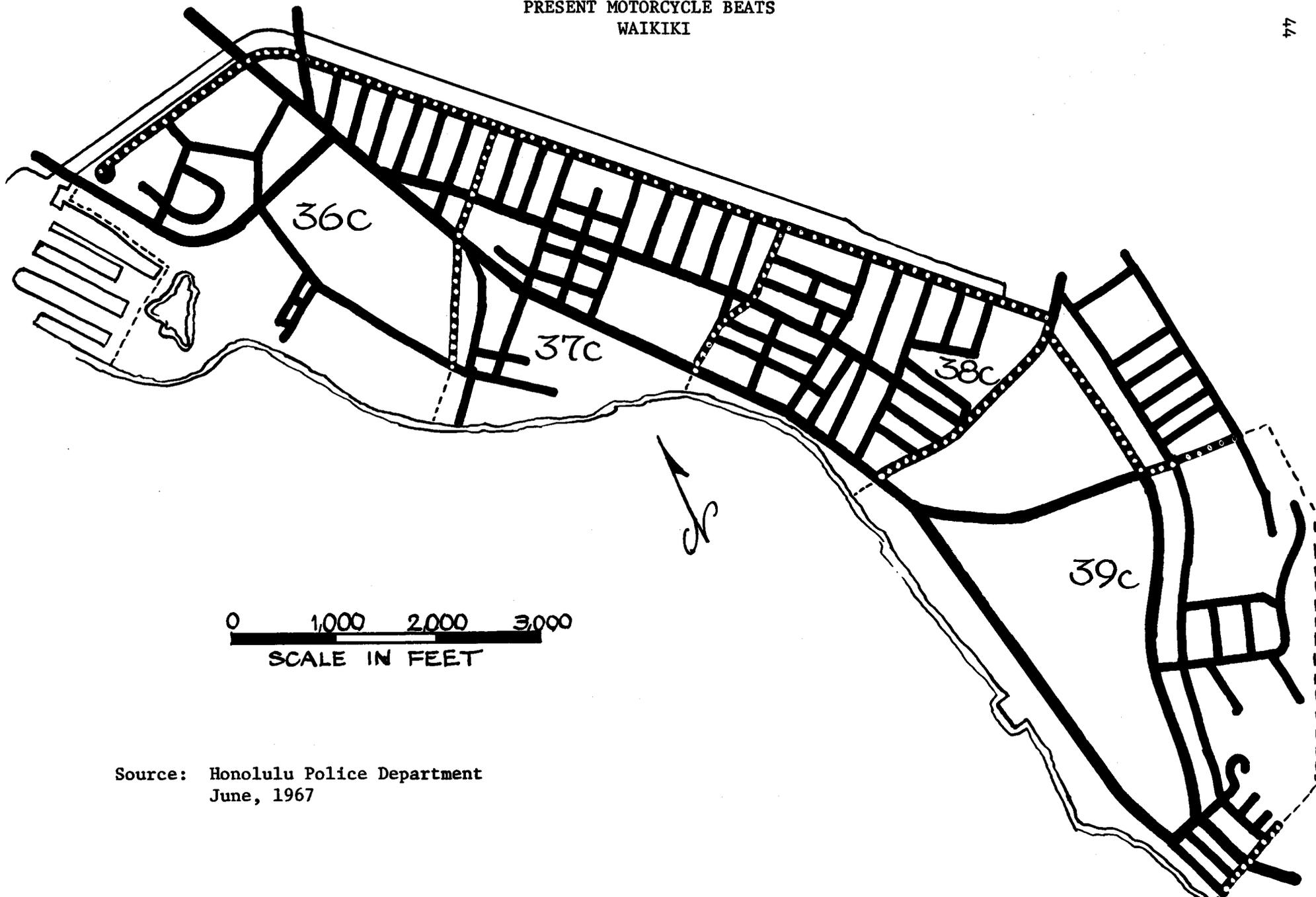
Source: Honolulu Police Department
June, 1967

FIGURE 3.4
PRESENT MOTORCYCLE BEATS
TOWN



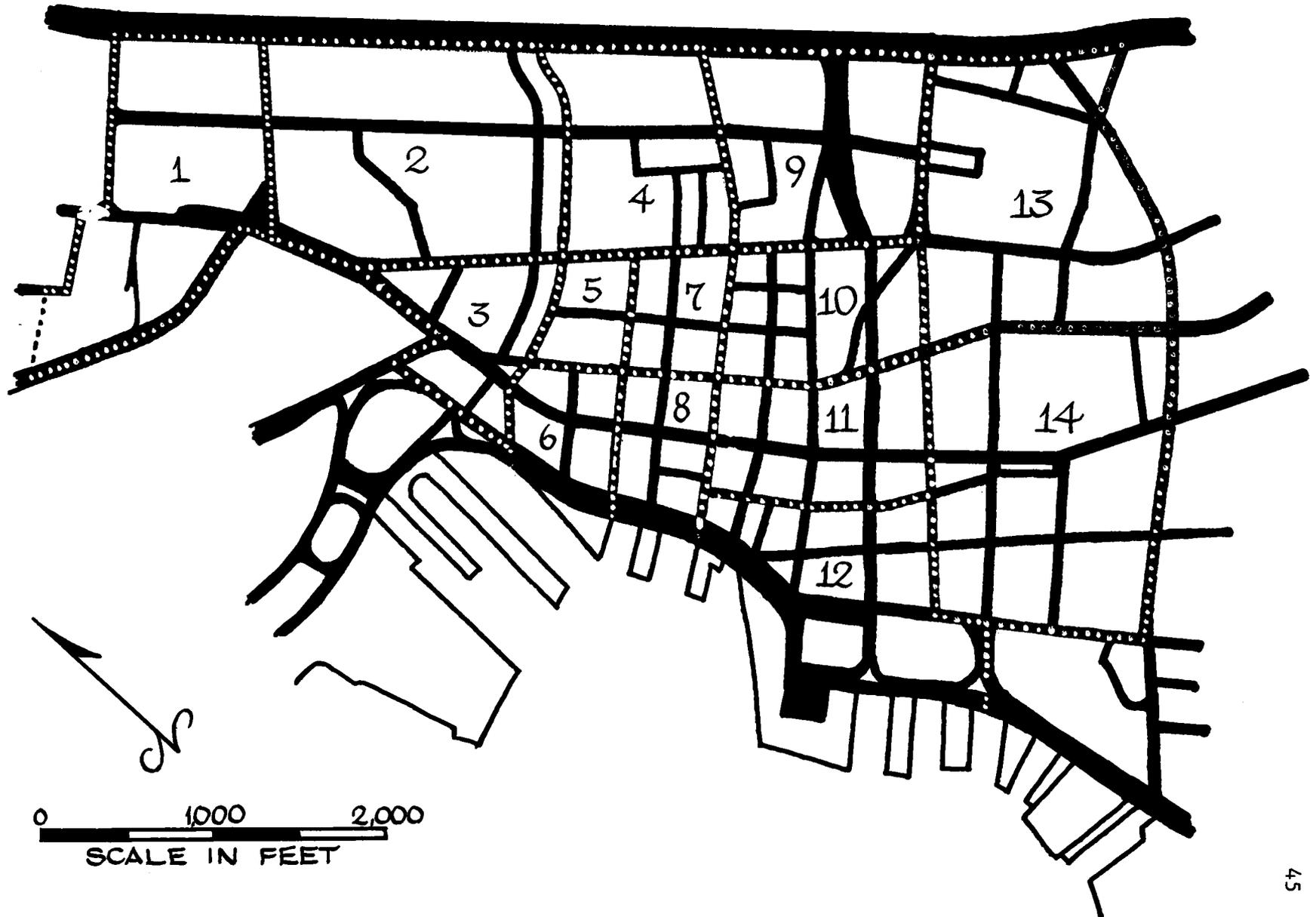
Source: Honolulu Police Department
June, 1967

FIGURE 3.5
PRESENT MOTORCYCLE BEATS
WAIKIKI



Source: Honolulu Police Department
June, 1967

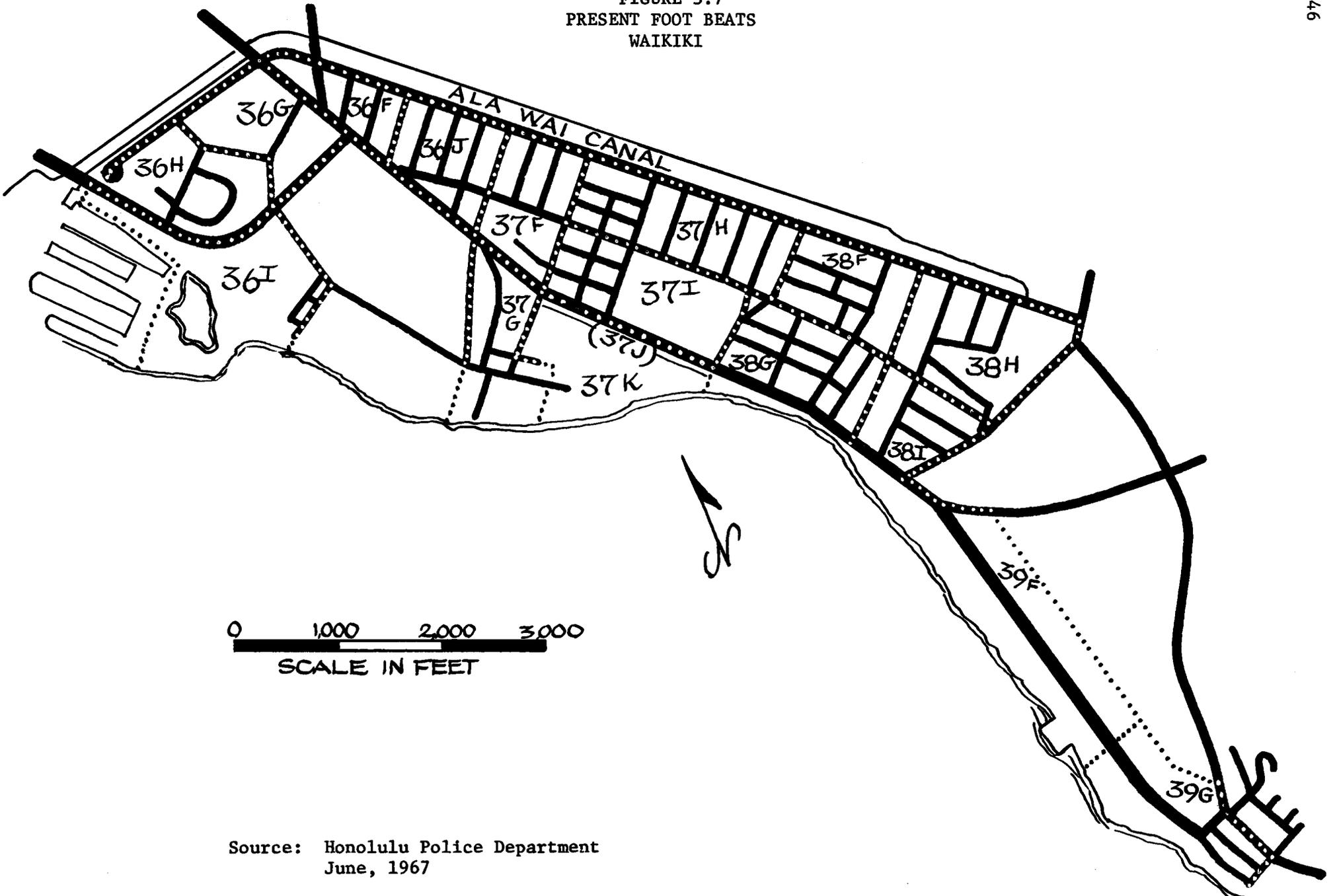
FIGURE 3.6
PRESENT FOOT BEATS
TOWN



Source: Honolulu Police Department
June, 1967

N.B. Maps do not show: 3 beats on Kapiolani, one in Kalihi, one in Kaimuki.

FIGURE 3.7
PRESENT FOOT BEATS
WAIKIKI



Source: Honolulu Police Department
June, 1967

Budget requests have been to man twenty-six foot beats around-the-clock on the 5/1 ratio and ten of the Waikiki beats on the two night watches on what amounts to the 1.67 factor(3:19).

An HPD internal recommendation is under consideration not to plan at this time to man the three Kapiolani Boulevard foot beats nor the Kalihi or Kaimuki foot beats(3:20).

From this consultant's repeated observations it is obvious that actually manning thirty-six foot beats nearly around-the-clock, as described above, would be unjustifiable.

Patrol Sergeants. For supervision of policemen requested under the preceding sections, Patrol Sergeants at the rate of one for every six policemen have been requested on the 5/1 ratio(3:21).

Present Patrol Manpower Requirements

The 1967-1968 budget requests for beat patrol and supervision staffing patterns described above may be recapitulated as follows:

Policemen at the 5/1 ratio:

28 motor patrol beats + 10 motorcycle beats = 38 motor vehicle beats
 38 beats x 3 watches = 114 gross motor vehicle beats
 114 x 1.67 factor = 190 motor vehicle policemen required
 26 foot beats x 3 watches = 78 foot beats
 10 foot beats x 2 watches = 20 foot beats
 78 + 20 = 98 gross foot beats
 98 x 1.67 factor = 163 foot policemen required
 190 + 163 = 353 motor vehicle and foot policemen required

Sergeants at the rate of 6 Sergeants per beat, 5/1 ratio:

114 motor vehicle beats + 6 = 19 Sergeants, m/v beat supervision
 98 foot beats + 6 = 16 Sergeants, foot beat supervision
 19 + 16 = 35 gross Sergeants beats
 35 x 1.67 factor = 58 Sergeants required

Despite the justifications accompanying the 1967-1968 HPD budget request, no new positions were recommended in the 1967-1968 City budget for District I Patrol, pending consideration of the consultant's joint analysis with HPD to be contained in this report.

The Budget Office was kept informed of internal patrol modifications during 1966-1967 and the analysis in general for this report as it developed.

Proposed Patrol Staffing Patterns

Proposed patrol staffing patterns for District I are based on the most current HPD data available and methods developed mainly by the International Association of Chiefs of Police (IACP) and the Chicago Police Department(3:22).

Proposed Assignment/Availability Factors

For District I Patrol it has been determined that the 5/1 ratio or the 1.67 factor for manpower availability is actually inadequate. Instead a 1.88 factor, mathematically equivalent to a 5.64/1 ratio, is proposed. This has been derived from calendar year 1966 actual experience(3:23), as follows:

Potential patrol hours available for	
one man per year (365 days x 8 hrs.)	2,920 hours
Less:	
Regular days off (104 days x 8 hrs.)832 hrs.
Annual Leave (21 days x 8 hrs.)168 "
*Holidays (1027 days x 8 hrs. + 426 men).19 "
*Sick Leave (5007 days x 8 hrs. + 426 men).94 "
*Injured Leave (1707 days x 8 hrs. + 426 men) 32 "	
*Administrative Leave	
(958 days x 8 hrs. + 426 men).18 "
*Compensatory Overtime	
(18,021 hrs. + 426 men).42 "
Total average hours not available one man per year	<u>1,205</u>
	1,715
*Less meal time (1715 hrs. + 8 = 214 work days,	
214 x .75 (45 minutes)).	<u>161</u>
Average patrol hours available one man per year.	<u>1,554</u>
Assignment/Availability Factor (2,920 + 1,554)	<u>1.88</u>

1.88 x 3 watches = 5.64, the number of men required for each position authorized to be manned twenty-four hours a day, seven days each week.

*For explanation of these factors, see Chapter note(3:24).

Several of the leave elements are variable from time to time. They should be computed periodically to determine whether the 1.88 factor should be modified in the future.

Proposed Beat Patterns

District I will be patrolled basically by motorized beats, supplemented by foot beats.

Motorized Beats, as previously defined, will be patrolled by policemen using either an automobile or a three-wheel motorcycle, as experience may prove desirable. Regardless of the vehicles used, these beats will not be superimposed on each other.

The 1966 HPD Time Study was an accounting of patrol activities derived from Policemen's Activity Reports. Activities were classified as Part I Offenses, Part II Offenses, Unnumbered Activities, Other Assignments, Accidents, and Miscellaneous Activities including Traffic Assignments and Report Writing. The time required to process each was recorded. Then the times and volumes were consolidated to give "Basic Requirements" as termed in the memorandum concerning the study(3:25). These represent the assigned events or called-for services which require patrol officers' attention, and provide one factor of the formula for beat patterns.

Beside these activities there is a requirement for "Suppressive Patrol," the most important police preventive method. Crime prevention is emphasized as a police objective in the leading recommendation of the President's Crime Commission(3:26); and is a statutory responsibility of the Chief of Police (Charter, Sec. 7-106).

Wilson says: "The core of the police purpose is to prevent unlawful acts. Crime and misconduct of any type under police control results from the coexistence of the desire to commit the misdeed and the belief that the oppor-

tunity to do so exists. . . The elimination of the actual opportunity, or belief in the opportunity, for successful misconduct is the basic purpose of patrol." His thesis is that patrol by uniformed men in marked cars, apparent or observed, minimizes the belief that the opportunity for misconduct exists(3:27).

Preventive patrol, with coincidental inspectional services, comprises "Suppressive Patrol," another factor of the beat formula.

There is also a recognized need to guard against the tendency for events to be reported at the same time, or occur in sporadic groups, and a need to allow time to travel from call to call. For this, a "Buffer Time" factor is added to the formula.

Current best practice in the country is to use one of two methods for combining these factors. One is to allot one-third of the beat policeman's time to called-for services, one-third to buffer time, and one-third to preventive patrol and inspectional services(3:28). The other is to add to the basic requirements, fifty percent for buffer time, with suppressive patrol time equivalent to a total of the two. Either method gives substantially the same result, and the second method is used for this report.

The formula and the time and volume data measured for 161 days in the Time Study can determine the necessary number of motorized beats for District I:

1st Watch. 11PM-7AM

Basic Requirement	16,317.08 hrs.
Buffer Time	<u>8,158.54</u>
	24,475.62
Suppressive Patrol Time	<u>24,475.62</u>
Total	48,951.24 hrs.

Divided by 1,288 (161 days x 8 hrs.) per beat = 38 beats

2nd Watch. 7AM-3PM

Basic Requirement	14,568.48
Buffer Time	<u>7,284.24</u>
	21,852.72
Suppressive Patrol Time	<u>21,852.72</u>
Total	43,705.44

Divided by 1,288 (161 days x 8 hrs.) per beat = 34 beats

3rd Watch. 3PM-11PM

Basic Requirement	20,741.58
Buffer Time	<u>10,370.79</u>
	31,112.37
Suppressive Patrol Time	<u>31,112.37</u>
Total	62,224.74

Divided by 1,288 (161 days x 8 hrs.) per beat = 48 beats

Recapitulation:

1st Watch	38 beats
2nd Watch	34 beats
3rd Watch	<u>48</u> beats
	<u>120</u> gross motorized beats

This is not an abnormal urban beat pattern. It will provide distribution of work load, based on 1966 experience. Overlap of automobile and motorcycle beats will be eliminated, thus clarifying authority and responsibility. There will be time for processing called-for events and for preventive patrol.

Motorized Beat Design. For part of 1967-1968 it is expected that the understaffed patrol function in District I will have to continue to be by coverage improvised on the existing motor patrol beat design.

Following publication of this report, approval of the proposed District I beat pattern, and authorization for proposed personnel and its induction, there will be a period of months in which data may be collected, analyzed, and new beat design developed.

With already planned data processing, new dispatch forms should be designed so assignment and time data may be derived therefrom instead of the necessity for relying on the much less accurate Daily Activity Report method as in 1966. With such information District I motorized design may be laid out following the IACP system about which HPD staff is informed.

The proposed beat pattern and anticipated beat design will make it possible to adequately fulfill the patrol function only if patrol is truly recognized as the most important basic activity of the department, only if

personnel is provided to fully man the beats, and only if they are consistently manned on optimum schedules. If beat personnel is diverted to other tasks "important" at the moment, then police protection to the community will suffer. If this concept is to be carried out successfully, it must be understood and practiced by all administrative and supervisory personnel concerned.

Foot Beats, as previously defined, will be patrolled by policemen on foot.

More than sixty years ago, foot patrol began to diminish when policemen were first provided with bicycles in some cities, later with motorcycles, then automobiles. Wilson observes: "Walking is the least efficient mode of transportation; the limited area that can be covered on foot makes this method of patrol costly."(3:29) Despite this, the image of the policeman on foot is so appealing to some that many cities have tended to continue foot patrols long after real justifications have faded away. It is difficult to terminate foot patrols, and difficult also to resist public and other pressures to institute added foot patrol even though not really merited, as Honolulu has experienced.

As Wilson points out also: ". . .opportunity for observation. . . and close contact with people and things (enables) the patrolman to be an information source and. . .the eyes and ears of the police department."(3:30) IACP says: "Foot patrol to be effective, must be confined to small, compact areas that can be covered and recovered easily and quickly. The areas should contain a high concentration of inspectional opportunities or public contacts, for it is in these two functions that foot patrol has the greatest value."(3:31)

Congested Chicago has substantially reduced foot beats in the face of political pressures, eliminating many and supplanting some with "umbrella cars." An umbrella car beat is one on which the policeman is regarded as a foot

patrolman who has an automobile for use part-time for patrol and for prisoner transportation, but who is not regarded as subject to radio calls for service. In the Chicago study considerations were: "What could a man on foot here do more effectively than could the regular beat officer in a radio equipped automobile?" And, "Is the difference sufficient to justify the cost?" It was the Chicago opinion that "four long blocks (1/8 mile each) is about the maximum length of a route which can be effectively patrolled by a man on foot. A rectangular area would be proportionately smaller." In March, 1967 some of the HPD staff discussed these techniques with a visiting Chicago Police Department District Commander and reviewed the Chicago study(3:32).

The concept of this report is that the Kalihi, Kapiolani Boulevard and Kaimuki foot beats are not justified now nor in the foreseeable future; and that the present pattern of footbeats should be modified substantially. It is suggested that any future expansion of foot beat patterns be firmly resisted. After the proposed pattern is adopted and manned there should be continuous experiment based on actual data with a view toward further reduction in beats or combining them by providing foot policemen with transportation. It may well be that where foot patrol seems justified, some sort of two- or three-wheel vehicle smaller than a motorcycle should be supplied to increase the range of a foot patrolman, thus reducing the numbers apparently needed.

If, in truth, a major purpose of a foot policeman in Waikiki turns out to be an information source important to tourism, it is possible that uniformed hostesses employed by someone other than HPD and accessible to pedestrians on Kalakaua Avenue might be considered. If it develops that foot policemen actually devote substantial time to inspections, there should be analysis of the effectiveness of those inspections. If much inspection

involves closed premises, that effort should be analyzed to eliminate those not justified, and to consider recommending commercial alarms for high-hazard locations.

In the meantime, foot beats will be superimposed on motorized beats and will supplement them. Although foot policemen are equipped with radios, responsibility for called-for services should rest with motorized patrol, assisted as possible by foot patrol.

Based on the considerations involved and in view of the judgment of HPD staff officers concerned, it is proposed there be a basic foot beat design in town and Waikiki, on the 1st, 2nd and 3rd regular watches as shown in Figures 3.8 and 3.10. These will be supplemented by a new 4th watch, from 8PM to 4AM, overlapping the two night watches, as shown in Figures 3.9 and 3.11.

The foot beat pattern will be:

	<u>Town</u>	<u>Waikiki</u>	<u>Total</u>
1st watch (11PM-7AM)	4	4	8
2nd watch (7AM-3PM)	4	4	8
3rd watch (3PM-11PM)	4	4	8
4th watch (8PM-4AM)	4	7	<u>11</u>
			<u>35</u> gross foot beats

Sergeants Sectors are proposed at the desirable ratio of approximately one sector for each six motorized beats, with foot patrol supervision at a lower ratio, computed as follows:

1st watch	38 motorized beats	
	<u>8</u> foot beats	
	46 beats ÷ 6 = 7.7;	reduced to <u>7</u> sectors
2nd watch	34 motorized beats	
	<u>8</u> foot beats	
	42 beats ÷ 6 = 7.0;	reduced to <u>6</u> sectors
3rd watch	48 motorized beats	
	<u>8</u> foot beats	
	56 beats ÷ 6 = 9.3;	reduced to <u>9</u> sectors
4th watch	<u>11</u> foot beats	
	11 beats ÷ 6 = 1.8;	increased to <u>2</u> sectors
		<u>24</u> gross sergeants sectors

FIGURE 3.8
PROPOSED FOOT BEATS
TOWN
FIRST, SECOND, THIRD WATCHES (a)

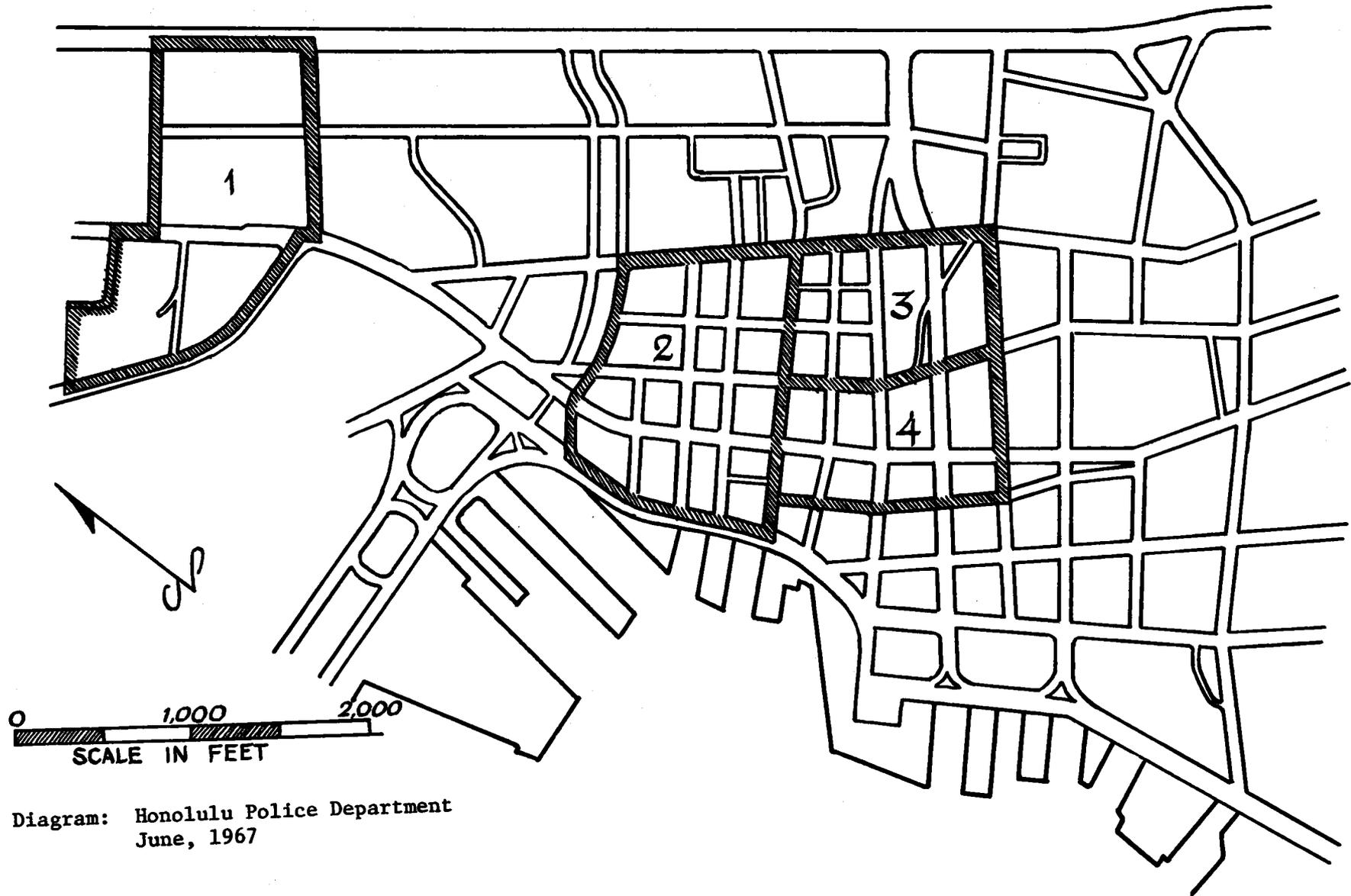


Diagram: Honolulu Police Department
June, 1967

(a) Not including Fourth Watch (8PM-4AM) Foot Beats

FIGURE 3.9
PROPOSED FOOT BEATS
TOWN
FOURTH WATCH 8 PM - 4 AM (a)

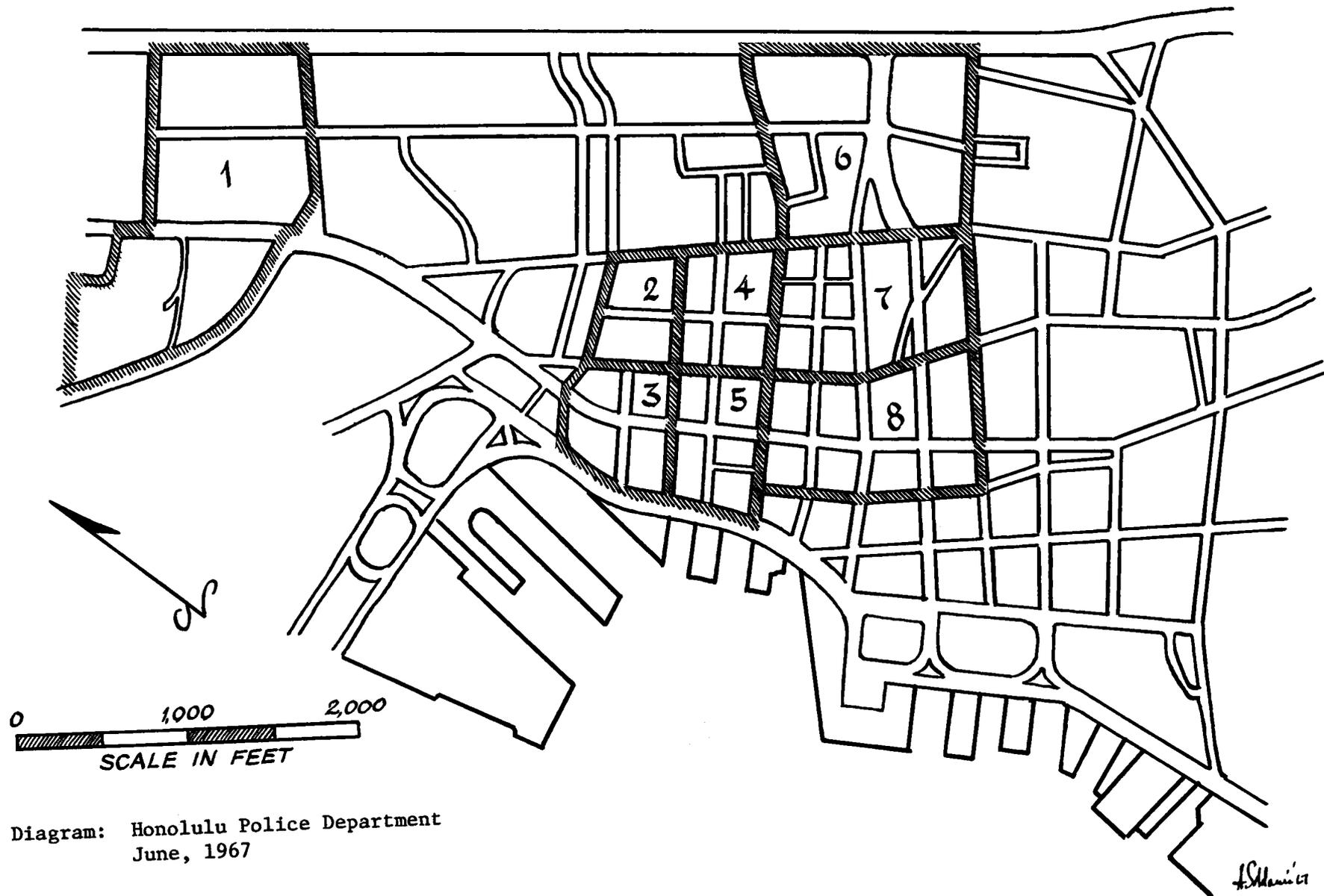


Diagram: Honolulu Police Department
June, 1967

(a) Including four Foot Beats
on Third and First Watches

FIGURE 3.10
PROPOSED FOOT BEATS
WAIKIKI
FIRST, SECOND, THIRD WATCHES (a)

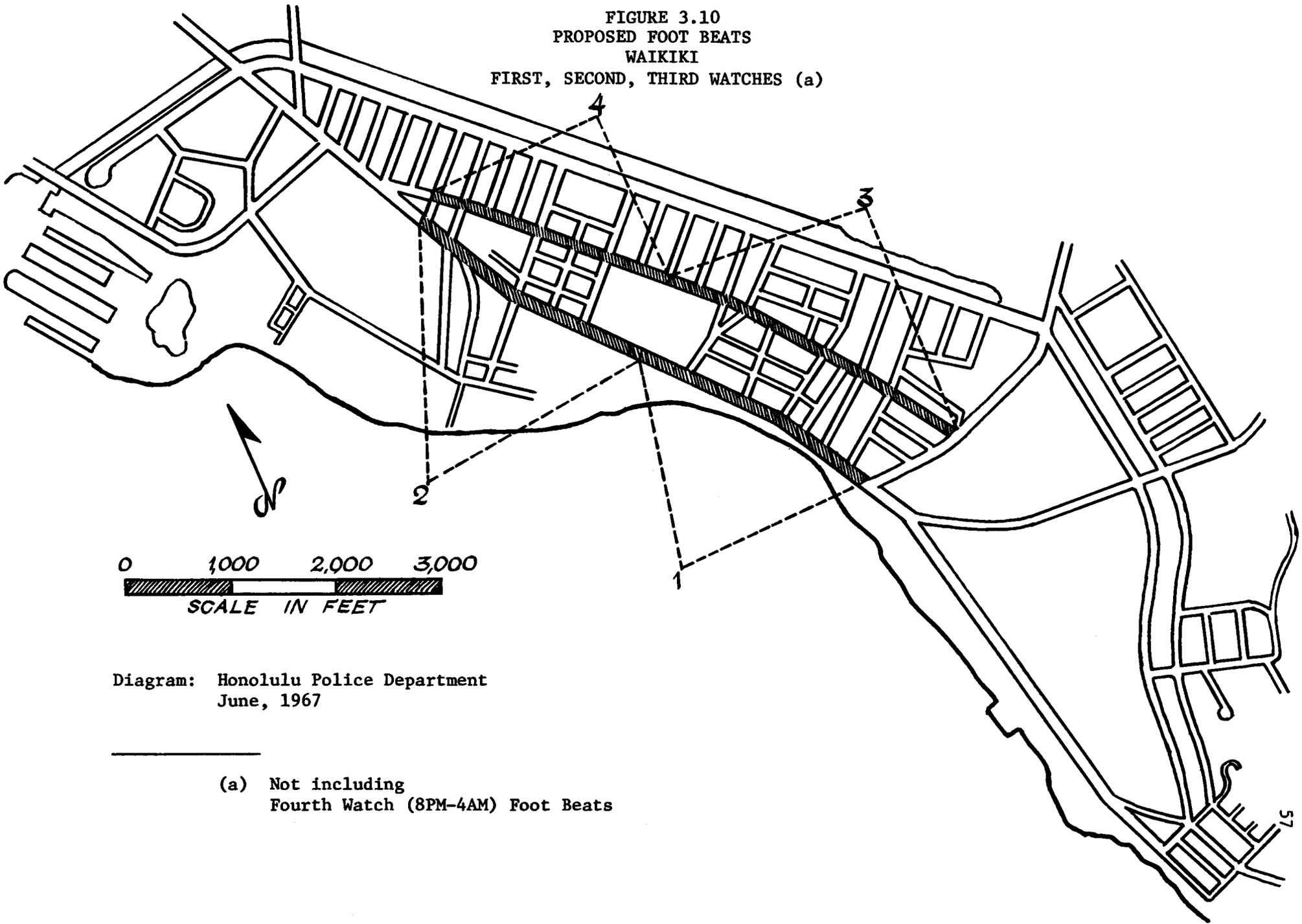
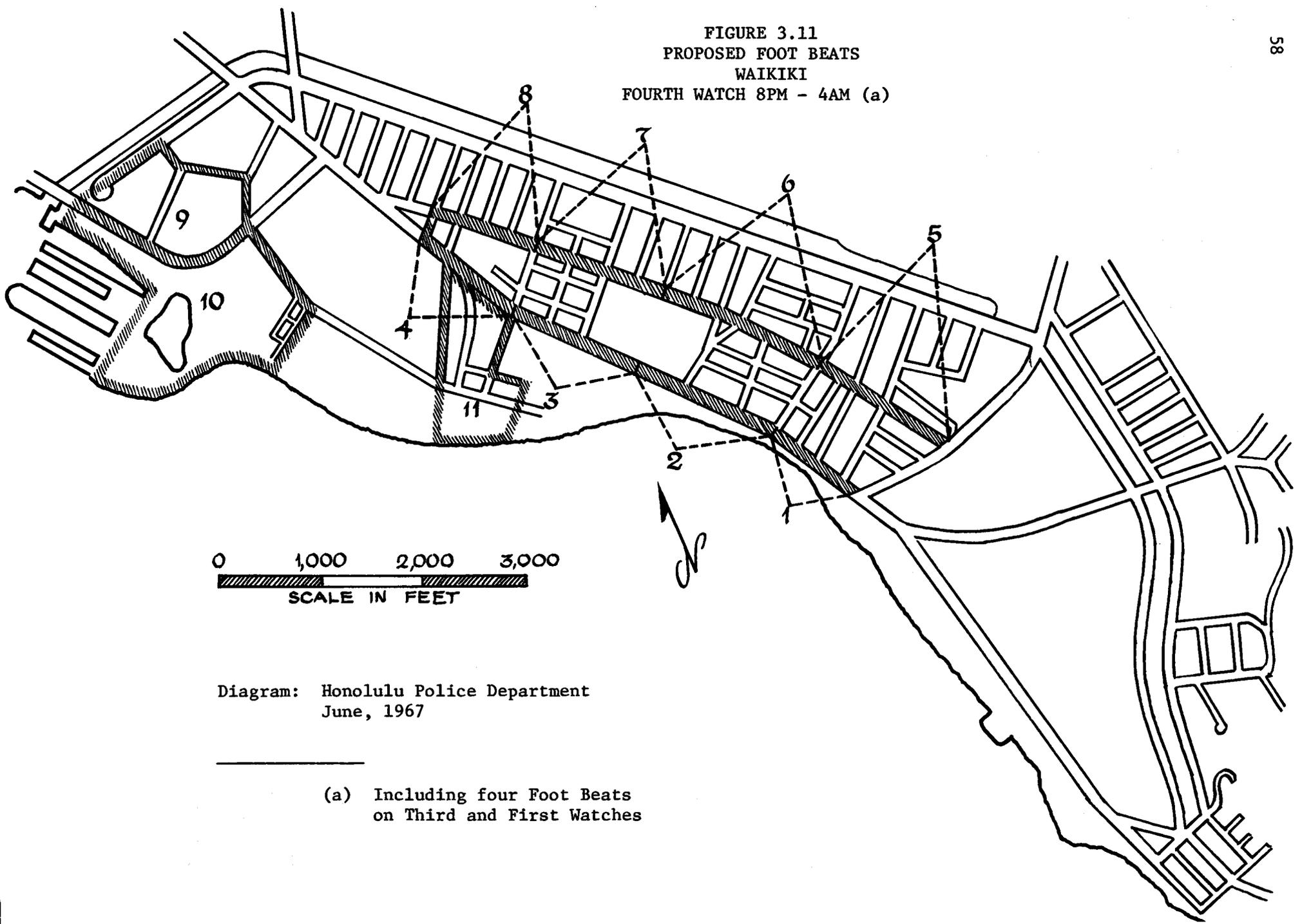


Diagram: Honolulu Police Department
June, 1967

(a) Not including
Fourth Watch (8PM-4AM) Foot Beats

FIGURE 3.11
PROPOSED FOOT BEATS
WAIKIKI
FOURTH WATCH 8PM - 4AM (a)



0 1,000 2,000 3,000
SCALE IN FEET

Diagram: Honolulu Police Department
June, 1967

(a) Including four Foot Beats
on Third and First Watches

The sector design will have to depend upon whatever motorized beat design is adopted and the already proposed foot beat design. As in the case of the motorized beat design, this can be developed in 1967-1968.

Proposed Patrol Manpower

Manpower for the described patterns will be:

Policemen

Assignment/Availability factor of 1.88

x 120 gross motorized beats = 225.6 = 226 policemen

x 35 gross foot beats = 65.8 = 66 policemen
292 policemen

These may be distributed:

Motorized patrol

1st watch 38 beats x 1.88 = 71.4 = 72 policemen

2nd watch 34 beats x 1.88 = 63.9 = 64 policemen

3rd watch 48 beats x 1.88 = 90.2 = 90 policemen
226 policemen

Foot patrol

1st watch 8 beats x 1.88 = 15.04 = 15 policemen

2nd watch 8 beats x 1.88 = 15.04 = 15 policemen

3rd watch 8 beats x 1.88 = 15.04 = 15 policemen

4th watch 11 beats x 1.88 = 20.68 = 21 policemen
66 policemen

The required 292 is in distinction to 353 policemen required under present staffing patterns.

Sergeants

Assignment/Availability factor of 1.88

x 24 gross sergeants sectors = 45.12 = 45 sergeants

The required 45 is in distinction to 58 sergeants required under present staffing patterns.

As described in Chapter V, under Field Operations, District I, no other sergeants are proposed for District I patrol or desk duty. Thirty

policemen are proposed there for desk, cell block and Kalihi substation functions, a total of 322 policemen for District I operations.

Special Events Overtime. Special events require uniformed police attention which cannot be provided by policemen patrolling beats. The greatest demand is for assignments to locations of labor-management disputes. Other examples have been uniformed policing of the harbor for the berthing of a foreign ship and the Trans-Pacific Yacht Race, security assignments at times of visits of domestic and foreign dignitaries including The President and other heads of State, and assignments to the state capitol.

Recorded time for such duties amounted to about 4000 hours in 1965 and 9100 hours in 1966, an average for the two years of 6550 hours(3:33). By applying one policeman's annual average availability of 1554 hours, there is a requirement for four policemen or their equivalent for this duty.

Manpower could continue to be provided from beat patrol strength, but it is already fully committed under the concept of this report. In some larger cities, a special district operations squad is established. The difficulty with the latter proposal is the small size of unit which would be required and the fact that such duty is variable and cannot be planned far enough in advance to fit into normal duty patterns.

The alternative is to budget paid overtime in an amount which will provide the equivalent of the net annual hours of four policemen, that is six times 1554 hours of overtime for this purpose. This will be more economical, even at the time-and-one-half overtime rate, than hiring four policemen for this purpose. If it develops that policemen cannot be supplied for such paid overtime, because they do have the privilege of claiming compensatory time, some alternative arrangement will be necessary in the future.

In the meantime, special events duty should be analyzed to determine whether all past practices are desirable in the future, particularly whether

some of the assignments are actually the responsibility of HPD or some other local, state, or federal group or agency. In the latter case, consideration should be given to encouraging overtime payment by the interested group or agency as is currently done when off-duty policemen are provided for special duty for private purposes, for which they are paid.

Some special events, particularly very short term, will continue to be taken care of by an available excess of policemen on the days when this inevitably happens under the most ideal scheduling efforts.

Summary

In summary, this discussion about Patrol Personnel Distribution, District I - Honolulu has followed the comment about its importance at the beginning of the section under that title in this chapter.

Recommendations

1. Adopt the described patterns of 120 gross motorized beats and 35 gross foot beats.
2. Adopt the described pattern of 24 sergeants sectors.
3. Adopt the staffing pattern of 292 policemen.
4. Adopt the staffing pattern of 45 sergeants.
5. Provide that special events duty shall be by overtime, as merited.

Patrol Personnel Distribution, Rural Area

Rural Area beat patterns are shown in Figure 3.12 with the two-hundred, three-hundred, and four-hundred beat number series contained respectively in District II, District III, and District IV. These beats are established by orders(3:34). They are based to some extent on work load figures developed in 1965, mileage factors, topographical characteristics, and staff judgment(3:35).

FIGURE 3.12
MOTOR PATROL BEATS
RURAL AREA
DISTRICTS II, III, IV

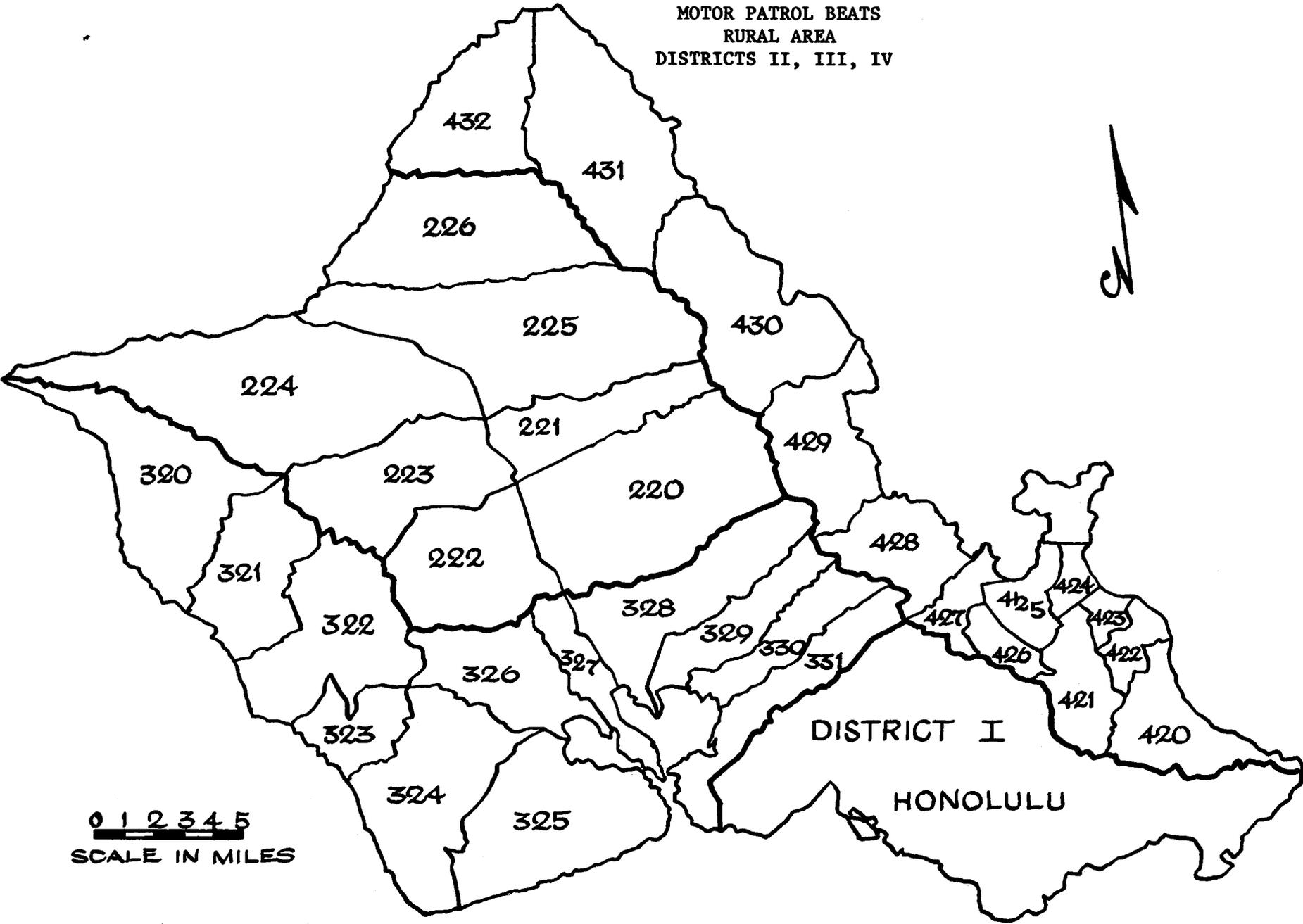


Diagram: Honolulu Police Department
June, 1967

No useful formula has yet been developed in the United States for rural patrol distribution, as has been devised for cities. The rural beats cannot be justified on workload volumes alone. Roadway mileages and distances must be considered. However, any attempt to relate ratios of policemen to population is invalid. A refined formula awaits further research.

When the rural Districts are fully staffed to authorized complements, HPD is considering distributing patrol manpower in each, by watch and location according to data developed in the 1966 Time Study, and thus replacing the former concept of equal staffing around the clock. With proposed centralized dispatching, study of more information developed by data processing, and experimentation, adjustments should be made in rural beat design. Meantime, it is this consultant's opinion that better distribution and utilization of manpower should be attempted in all three rural districts before further consideration is given to increasing patrol manpower there.

Certainly neither City government nor HPD should react to pressures, even some public clamor as reported in the press this year to authorize increases in patrol strength in any district. A crisis-like problem, which happens to concern Waimanalo currently, should be anticipated by District command, theoretically, and first met by best use of supervision and authorized manpower. This presumes, of course, the District manpower is maintained at authorized levels, by the efforts of Civil Service and the Personnel and Training Divisions, and is not diverted to other duties.

A prime purpose of the Task Group should be to meet suddenly emerging problems which exceed district capabilities. Possibly when Honolulu patrol is adequate, the Task Group can be freed of present augmentation of District I patrol, and devote its attention to such island-wide problems as exist or arise.

For 1967-1968 and longer, probably, no increase in rural patrol manpower should be considered.

Proposed Departmental Personnel Distribution

Departmental Manpower Availability Factors

The present manpower availability proportions of the 5/1 ratio and the 1.67 factor have been described previously, as has the proposed 1.88 factor for District I patrol. For the rest of the department, the 1.67 factor has been reconfirmed by actual 1966 records:

Potential patrol hours available	
for one man per year (365 days x 8 hrs.)	2,920 hours
Less:	
Regular days off (104 days x 8 hrs.)	832 hrs.
Annual Leave (21 days x 8 hrs.)	168 "
*Holidays (4,564 days x 8 hrs. + 996 men)	37 "
*Sick Leave (9,366 days x 8 hrs + 996 men).	75 "
*Injured Leave (3,094 days x 8 hrs + 996 men)	25 "
*Administrative Leave -	
(1,867 days x 8 hrs. + 996 men)	15 "
*Compensatory Overtime -	
(2,804 days x 8 hrs. + 996 men)	23 "
Total average hours not available one man per year	<u>1,175</u>
Total hours available one man per year	<u>1,745</u>
Manpower availability factor 2,920 ÷ 1,745 =	<u>1.67</u>

*Meal time is not a factor in this computation.
See Chapter note(2:4).

Departmental Manpower Requirements

Proposed manpower requirements for each element of the department are detailed in the chapters which follow. A number of transfers of positions, deletions of some initially budgeted positions, some reallocation and repricing of positions, and some additional positions not initially budgeted are proposed.

Departmental Positions Comparisons

In advance of supporting detail, a comparison summary by classes of positions is shown in Figure 3.13 and a comparison summary by department element is shown in Figure 3.14.

Subject to the details in the chapters which follow, recommendations for adoption are made here.

Recommendations

1. Adopt the proposed 1242 positions shown in Figure 3.13 as the department minimum full-time complement for 1967-1968.
2. Distribute the 1242 positions by department element as proposed in Figure 3.14.
3. Increase the 1967-1968 initial budget by supplemental 1967-1968 appropriations to provide for the proposed complement.
4. Increase the 1967-1968 initial budget by a supplemental 1967-1968 appropriation to provide for overtime payments for special events duty.
5. At the appropriate time, issue departmental directives to implement the preceding actions.

FIGURE 3.13
PERSONNEL POSITIONS
COMPARISON SUMMARY
BY CLASSES

Classes	Salary Range	Authorized 1966-67(a)	Requested 1967-68(b)	Initial Budget 1967-68(c)	Proposed 1967-68(d)
<u>Commissioned</u>					
Chief of Police.....	NC	1	1	1	1
Deputy Chief of Police.	SR-31	1	1	1	1
Assistant Chief.....	SR-27	4	4	4	4
Inspector.....	SR-25	1	1	1	3
Captain.....	SR-24	18	17	16	19
Lieutenant.....	SR-22	37	67	39	46
<u>Identification</u>					
Technician.....	SR-20	2	2	2	2
Special Investigator...	SR-20	2	2	2	2
Detective.....	SR-19	91	106	93	96
Investigator.....	SR-19	4	4	4	4
Sergeant.....	SR-19	93	156	93	130
Policeman II.....	SR-17	323	390	338	(361)
Follow-Up Officer.....	SR-17	4	5	5	(5)
<u>Radio-Telephone</u>					
Operator.....	SR-17	50	50	50	(50)
Policeman.....	SR-17	0	0	0	691
Policeman I.....	SR 15	277	403	275	(275)
Policewoman.....	SR-17	0	0	0	3
Policewoman.....	SR-15	3	3	3	(3)
Police Matron.....	SR-13	5	5	5	5
Cadet.....	SR-10	16	30	30	30
<u>Custodial</u>					
Supervising Jail Guard.	SR-16	5	5	5	5
Senior Jail Guard.....	SR-14	10	14	9	14
Utility Jail Guard.....	SR-14	1	1	1	1
Jail Guard.....	SR-12	24	38	30	26
Jail Matron.....	SR-12	6	7	6	6
Total Commissioned & Custodial		978	1312	1013	1089
<u>Civilian</u>					
<u>Public Information</u>					
Officer.....	SR-26	0	1	0	0
Fiscal Officer I.....	SR-25	1	1	1	1
Data Process. Coord. ..	SR-24	0	1	0	0
Crime Lab Analyst II...	SR-23	1	1	1	1
Adm. Exam. & Insp.	SR-22	0	1	1	1

(a) Effective June 1, 1967. Based on 1966-1967 Appropriation as modified during the fiscal year.

(b) Honolulu Police Department Budget Request for 1967-1968, pp. 1-123, excluding forepage.

(c) City and County of Honolulu Budget, Recommended for 1967-1968, pp. 312-362, 594, 599-600.

(d) Proposed by this report.

Classes	Salary Range	Authorized 1966-67(a)	Requested 1967-68(b)	Initial Budget 1967-68(c)	Proposed 1967-68(d)
<u>Civilian (continued)</u>					
Radio Technician II.....	SR-22	1	1	1	1
Crime Lab Analyst I.....	SR-21	1	1	0	1
Radio Technician I.....	SR-19	3	4	4	4
Supervisor Exam & Insp....	SR-19	0	2	2	2
Building Equipment Supv...	SR-18	1	1	1	1
Private Secretary.....	SR-18	1	1	1	1
Chauffeur Examiner.....	SR-17	0	6	6	6
Motor Vehicle Inspector...	SR-17	0	6	6	6
Mechanic Foreman I.....	SR-16	1	1	1	1
Accountant I.....	SR-15	2	2	2	2
Dispatch Clerk.....	SR-15	0	10	10	0
Gunsmith.....	SR-15	0	1	1	1
Police Reporter.....	SR-15	6	6	6	6
Secretary-Reporter.....	SR-15	1	1	1	1
Mechanic Working Foreman..	SR-14	1	1	1	1
Personnel Clerk II.....	SR-14	1	1	1	1
Chief Bailiff.....	SR-13	1	1	1	0
Mechanic I.....	SR-12	3	5	3	3
Mtr. Veh. Fin. Resp. Clerk...	SR-12	1	1	1	1
Personnel Clerk I.....	SR-12	1	1	0	1
Radio Mechanic.....	SR-12	2	2	2	2
Senior Account-Clerk.....	SR-12	1	2	1	1
Storekeeper II.....	SR-12	1	1	1	1
Bailiff.....	SR-11	5	4	6	0
Police Evidence Custodian.	SR-11	1	1	1	1
Police Records Clerk.....	SR-11	3	5	3	3
Senior Clerk-Stenographer.	SR-11	13	16	14	16
Supervising Cook.....	SR-11	1	1	1	1
Fingerprint Classifier....	SR-10	5	5	5	5
Payroll Clerk.....	SR-10	1	1	1	1
Police Statistics Clerk...	SR-10	1	1	1	1
Property Inventory Clerk..	SR-10	1	1	1	1
Senior Clerk-Typist.....	SR-10	1	2	1	1
Storekeeper I.....	SR-10	1	1	1	1
Clerk-Stenographer.....	SR- 9	5	5	5	6
Cook III.....	SR- 9	4	4	4	4
Assistant Account-Clerk...	SR- 8	1	1	1	1
Assistant Storekeeper.....	SR- 7	1	1	1	1
Assistant Clerk-Steno.....	SR- 7	2	5	2	2
Clerk.....	SR- 7	3	4	3	4
Clerk-Typist.....	SR- 7	23	35	24	24
Chauffeur.....	SR- 7	1	1	1	1
Lubrication Man.....	SR- 7	1	1	1	1
Mechanic Helper.....	SR- 7	3	3	3	3
Service Station Attendant.	SR- 7	1	3	3	3
Assistant Clerk-Typist....	SR- 5	11	13	11	11
Key Punch Operator.....	SR- 5	0	2	0	2
Mimeograph Operator.....	SR- 5	1	1	1	1
Switchboard Operator.....	SR- 5	9	9	9	9
Vehicle Maintenance					
Laborer.....	SR- 4	0	4	0	2
Total Civilian		130	193	160	153
Total Commissioned & Custodial		978	1312	1013	1089
Total Department		1108	1505	1173	1242

FIGURE 3.14
PERSONNEL POSITIONS
COMPARISON SUMMARY
BY DEPARTMENT ELEMENT

Department Element	Authorized 1966-67(a)	Requested 1967-68(b)	Initial Budget 1967-68(c)	Proposed 1967-68(d)
Chief's Office.....	18	20	18	10
Inspection Section.....	(4)	(5)	(5)	6
Administrative Bureau.....	2	2	2	3
Research & Development Section....	(3)	(5)	(3)	7
Finance Division.....	13	16	13	14
Personnel Division.....	27	44	41	16
Training Division.....	8	12	9	8
Community Relations Coordinator...	(1)	(1)	(1)	1
Data Processing Coordinator.....	(1)	(1)	0	1
Operations Bureau.....	(1)	(2)	(2)	2
Field Operations.....	2	2	2	5
Metropolitan Area.....	0	0	0	1
District I - Honolulu.....	342	502	285	412
Task Group.....	(15)	(22)	(15)	15
Traffic Division.....	126	221	208	121
Civil Defense Coordinator.....	1	(1)	(1)	1
Rural Area.....	0	0	0	1
District II - Wahiawa.....	50	54	50	55
District III - Pearl City.....	79	97	79	93
District IV - Kaneohe.....	82	100	82	96
Investigative Operations.....	2	2	2	2
Criminal Investigation Division...	91	97	91	99
Juvenile Division.....	30	39	30	31
Vice Division.....	24	31	27	28
Technical Bureau.....	2	2	2	2
Records & Identification Division.	50	66	55	67
Communications Division.....	85	96	95	60
Corrections Division.....	57	76	62	63
Vehicle Maintenance Section.....	11	19	13	15
Radio Maintenance Section	<u>6</u>	<u>7</u>	<u>7</u>	<u>7</u>
Total	1108	1505	1173	1242

- (a) Effective June 1, 1967. Based on 1966-1967 Appropriation as modified during the fiscal year.
- (b) Honolulu Police Department Budget Request for 1967-1968, pp. 1-123, forepage excluded.
- (c) City and County of Honolulu Budget, Recommended for 1967-1968, pp. 312-362, 594, 599-600
- (d) Proposed by this report.

CHAPTER NOTES

- 3:1. City and County of Honolulu. Budget Recommended, 1967-1968, p. 312.
- 3:2. Honolulu Police Department Operating Budget. Requested, 1967-1968, p. 1.
- 3:3. City and County Budget. Chapter note 3:1, p. 333.
- 3:4. Honolulu Police Commission. Minutes, January 11, 1967.
- 3:5. Figure 3.13, f.n. 2 (i.e., f.n. for footnote).
- 3:6. City and County Budget. Chapter note 3:1, p. 600.
- 3:7. Honolulu Police Department. Administrative Notice No. 1457, May 25, 1967.
- 3:8. Yee, John, Captain, HPD. "1966 Time Study." Memorandum, April 19, 1967
- 3:9. IACP. Chapter note 1:1.
See also: McLaren, Roy C. "Allocating Police Resources" in Proceedings of the First National Symposium on Law Enforcement Science and Technology. Chicago: March 7, 1967.
- 3:10. Director of Judiciary Department, State of Hawaii. Letter to Administrative Magistrate, with copy to Chief of Police, June 9, 1967.
- 3:11. Honolulu Police Department. "Utilization of Present Manpower." Chart II, a supporting document for budget justification, March, 1966.
- 3:12. Chief of Police, HPD. "Staffing Pattern for Additional Police Personnel." Memorandum, June 16, 1965.
- 3:13. General Orders No. 23, HPD. January, 1966.
- 3:14. Honolulu Police Department Budget, Chapter note 3:2, p. 58.
- 3:15. Yee, John. Chapter note 3:8, pp. 2-3.
- 3:16. General Orders, No. 23. Chapter note 3:13.
- 3:17. Honolulu Police Department Operating Budget. Chapter note 3:2, p. 58.
- 3:18. General Orders, No. 23. Chapter note 3:13.
- 3:19. Honolulu Police Department Operating Budget. Chapter note 3:2, p. 58.
- 3:20. Soper, Thomas W., Assistant Chief of Police, HPD. "Minimum Requirements, Foot Beats by Watch." Memorandum, May 12, 1967.

CHAPTER NOTES (Continued)

- 3:21. Honolulu Police Department Operating Budget, Chapter note 3:2, p. 58.
- 3:22. Rodgers, T. J. "A Review of Foot Patrol Utilization and Distribution in the Chicago Police Department." Chicago Police Department, May 10, 1961.
- 3:23. Sauer, Robert, Policeman, HPD. "Assignment/Availability Factors": ". . . Statistics are actual 1966 experience in Uniformed Patrol (District I) and the three rural districts. In the rural districts all assigned personnel were included. In District I, the personnel assigned to Task Force, Detached Services, Patrol Captain's Office, Matron, Cook, and the Traffic Division were not included in the average total of 426 men." Memorandum, April 17, 1967.
- 3:24. All factors are from actual time records.

Holidays are normally eleven per year, twelve in election years. However, the average time shown as taken off for holidays is actual, as overtime was paid for some holidays worked. If each officer had actually taken holidays off, it would have amounted to 12 days x 8 hours or ninety-six hours.

Administrative Leave included AWOL (9 days), Suspension (65 days), Extra holiday (319 days), Death in family (50 days), Excused (57 days), and Military Leave (458 days), for a total of 958 days.

Meal time of forty-five minutes is allowed during the field duty period of the watches which are 1st Watch (11PM-7AM), 2nd Watch (7AM-3PM) and 3rd Watch (3PM-11PM); and this time is properly deducted from officers productive field duty time. A tour of duty, however, is eight net hours as the forty-five minute meal period is compensated for by the requirement to report for duty thirty minutes ahead of the watch, for roll call, inspection and roll call training; and fifteen minutes after the watch for completing and submitting reports of watch activities.

- 3:25. Yee, John. Chapter note 3:8.
- 3:26. Report of the President's Crime Commission. Chapter note 1:2.
- 3:27. Wilson, O. W. Chapter note 2:5, pp. 227-228, 244.
- 3:28. McLaren, Roy C. Chapter note 3:9, p. 15.
- 3:29. Wilson, O. W. Chapter note 2:5, p. 240.
- 3:30. Wilson, O. W. Chapter note 2:5, p. 240.
- 3:31. IACP. Chapter note 1:1, p. 200.
- 3:32. Rodgers, T. J. Chapter note 3:22.

CHAPTER NOTES (Continued)

- 3:33. Soper, Thomas W. "Patrol Division, Special Assignments." Memorandum, May 16, 1967.
- 3:34. General Orders, No. 23. Chapter note 3:13.
- 3:35. Chief of Police. Chapter note 3:12.

CHAPTER IV
ADMINISTRATION

There may be many ways, more or less satisfactory, to describe administration.

Administrative Functions

Gulick devised the term "POSDCORB"(4:1) taken from the initial letters of this list of functions of the executive:

- Planning
- Organizing
- Staffing
- Directing
- Coordinating
- Reporting
- Budgeting

Effectively applied, the term is more than a memory aid; the words more than a theoretical listing.

It is interesting that these words were applied by the Chicago Police Board to define the duties of the Superintendent of Police by saying concisely that he "will plan, organize, staff, direct and control the personnel and resources of the Department. . ." (4:2)

In HPD, subject to Police Commission policy guidance, administration is the ultimate responsibility of the Chief of Police. Because he cannot do this alone, he is provided with assistance. Nor is the administration the sole responsibility of top management. Every officer from the highest through the rank of Lieutenant at least, has some administrative responsibilities. The higher the rank, the greater the administrative responsibilities. Administrative responsibilities diminish proportionately near the level of execution.

Planning

Planning is carried on by line and staff officers in all quarters of HPD. Staff planning has engaged the Planning and Training Division in a number of projects each year. However, this function has never been really developed and has been subordinated to training activities, mainly because of inadequate manpower in the division.

Higher ranking officers should have greatest responsibility for long range planning. Officers heading any department element should be expected to devote substantial time to planning what needs to be done and methods for doing it. To make it quite clear that no element of the department should tend to become the primary or sole departmental planning agency, it has been proposed there be not a "planning" but a Research and Development Section(4:3). As described later in this chapter, that Section's activities should be deliberately controlled.

Completed Staff Work

Any document prepared by any officer for approval of higher authority should reflect completed staff work. This should apply whether it is a short letter or memorandum, for example, or a proposal or recommendation for approval.

Completed staff work has been described as "the study of a problem and presentation of a solution, by a staff officer, in such form that all that remains to be done on the part of the head of the staff division, or the commander, is to indicate his approval or disapproval of the completed action."(4:4)

As early as 1957, and in 1962 and later, scores of HPD officers attended schools and institutes where this process was discussed. However, it is not widely practiced in the department today(4:5). For needed development

of the completed staff work practice, descriptions may be found in readily available references. A useful guide is in Municipal Police Administration, "Completed Staff Work, How to Do It, How to Get It"(4:6).

Recommendation

Adopt an administrative policy of encouraging the concept of completed staff work.

Organizing

Department organization should continue to be prescribed by the Chief of Police. Within the limits of departmental directives, organization of major elements and their components should be determined by officers commanding and supervising them.

Directing

The department is governed by R.L.H., Statutes of 1955, as amended, and the Charter, as described in Chapter II. Unfortunately, it is unclear how much of R.L.H., Chapter 150 particularly, is still in effect and whether the Charter, especially Article VII, is sufficiently complete.

Recommendation

Initiate a study with assistance of the Corporation Counsel to determine whether proposals should be made to amend any provisions of law or the charter concerning HPD.

Directing is a command and supervisory responsibility. Written directives provide the sound basis for direction and control.

Directives

With adoption of the Charter, government has been in transition, as has the departmental directives system.

Present departmental directives consist principally of:

- . Rules and Regulations of the HPD, prescribed by the Police Commission, January 1, 1956, as amended by inserts to July 8, 1960. Still used in part, this eighty-five page loose-leaf booklet is largely invalidated by subsequent statutory and administrative changes.

- Rules of the HPD, adopted by the Police Commission, May 6, 1965, described in Chapter II.
- Rules of the Chief of Police, adopted since January 1966, four or five in number.
- Police Regulations, as drafted to November 15, 1966, but not yet adopted. This eighty-five page draft is discussed in Chapter II.
- General Orders of the HPD, undated. Issued about January 1966 and amended to December 1966. G.O. No. 1 defines General Orders, Special Orders and Administrative Notices. G.O. No. 1, Sec. 4, provides for amendments but does not place single responsibility for control of content, publication and distribution. The seventy-three General Orders are not entirely up to date; some have been amended by subsequent practice. As published, amendment is hampered where more than one order appears on a single page. Sec. 4 provides that every officer of the department will maintain a General Order book.
- Special Orders concern personnel actions only.
- Administrative Notices are utilized for "information. . . temporary matters of general department interest not covered by Rules and Regulations, General Orders, or Special Orders." More than 1450 serially numbered Administrative Notices are on file, including some which should be the subject of other types of directives.

It is proposed that the directives system be revised and refined to provide the following:

- Rules of the HPD, adopted by the Police Commission as described in Chapter II.
- Rules of the Chief of Police, consolidated into department General Orders, if legally possible.
- Police Regulations, adopted by the Police Commission, as described in Chapter II. This booklet will be issued to every employee.
- A written directives system, authorized in a General Order defining written directives, establishing format, defining authority for issuance, and placing responsibility for preparation, indexing, filing, distribution, recision and amendment, adapted from the Chicago system(4:7). Directives should be issued as separate documents, numbered by year of issue and serial number within the year, e.g. 67-1, 67-2, to facilitate amendment. This will be in distinction to the present HPD system of beginning with No. 1 to an infinite number.
- General Orders should establish department organization, policy or procedure. General Orders will be distributed to Bureau and Element commands only, not to all employees.

- . Special Orders should establish policy or procedure relating to a special circumstance which is self-cancelling in nature or applies only to a specific segment or activity of the department.
- . Personnel Orders should concern personnel movements only.
- . Administrative Notices should concern information only. They should not be used to amend nor in any way affect General Orders, Special Orders or Personnel Orders.
- . Control of authorized order publication should be the responsibility of the Research and Development section.

Recommendation

Adopt the described directives system.

Staffing

Staffing involves the entire personnel function. Municipal Police Administration says: "At the risk of oversimplification, it can be said that the purpose of personnel management is to attract and retain the highest possible quality of employees."(4:8) This requires effective division of effort between the Civil Service Department and the Personnel Division and their closest coordination.

Recruiting Problems

In common with most American cities, Honolulu is having difficulty in competing in the labor market for the needed quality and quantity of police candidates. At the end of each quarter for the past year, actual HPD strength has been eleven to twenty-three less than authorized; twenty-five less on June 30, 1967. These figures are impressive only when it is realized that authorized strength is below actual need, that for more than a year it has been known what the authorized quarterly allotment would be on any given date, and that in each quarter actual strength included a substantial number of employees so newly hired that they were still in recruit school or so inexperienced as to be relatively ineffective.

By April 1967, minimum requirements had been relaxed to extend maximum recruitment age to thirty-five and height was lowered to five feet, eight inches. And, according to Personnel Division computations, of the 366 Police-man-I candidates appearing before the Civil Service Department oral examination boards between January 1965 and April 30, 1967, 356 passed. This raises a question about selectivity.

Obviously, remedial action is desirable, and HPD should take the initiative to improve the situation.

Recruitment should be aggressive and continuous. In 1967, display advertisements have appeared in newspapers for a few days preceding occasional examination series. HPD should actively seek out candidates, welcome them at headquarters or any District station or substation where, with civil service approval, application forms should be available and immediately processed initially. Continuous examination series should be offered by civil service as often as interested candidates appear, if necessary. Certainly, all possible help in this difficult recruiting effort should be welcomed by civil service, as HPD helps itself. Successful candidates should be hired immediately and put to work pending the next recruit school so that some are not lost through time delays when interests may change.

As is under consideration by the Police Commission, there should be a salary analysis to determine whether it is justifiable to adjust police salaries upward. While salary is outside the purview of this report, it may be said that the Berkeley experience, under far more favorable conditions than Honolulu, indicates that offering adequate salaries is a major factor in recruiting desirable police candidates(4:9).

An exception should be made, legislatively if necessary, to the three-year Hawaii residence requirement for police candidates. The fact is that the

local labor market cannot supply the demand. Certainly there is a need for policemen to have a community background. But this would not be seriously affected by relatively few candidates who might be hired from the mainland, especially in view of the anticipated annual volume of visitors.

Recommendations

1. Undertake aggressive continuous recruiting.
2. Consider upward adjustment of police salaries.
3. Exempt police candidates from Hawaii residence requirements.

Consolidating Classes

As shown in Figure 3.13, with a complement of 1013 commissioned and custodial positions initially budgeted, there are twenty-three different classes; seventeen, not counting cadet and custodial classes. This number of classes has evolved with the personnel system, but is unnecessary and hampers freedom of transfers in normal departmental operation.

Policemen-II, Radio Telephone Operators, and Follow Up Officers are all commissioned police officers. Most, but not all, Policemen-II receive auto allowances; most Policemen-II, but not all, work in the field. Radio Telephone Operators and Follow Up Officers do not receive auto allowances, and work in buildings. There could be some difference in the training they have had as Policemen-I, but this is an incidental and manageable factor. The auto allowance question is really irrelevant to position classification and is a problem which will have to be solved on its own merits, separately. All three classes are in Salary Range-17. Combining them by reallocation into a new class, Policeman, would simplify transfers and make operations more flexible. No valid reason appears for continuing three separate classes.

At the time the classification Policeman-II was adopted, the classification Policeman-I was created as the police officer entrance level under the representation that it was sort of an apprentice class in which progressive

training would be undertaken until a man was qualified for the position of Policeman II. To say the least, this is unique in the western United States where it is not found necessary to have an apprentice position nor, in effect, all of the salary steps for a policeman represented in the ranges for Policeman I and Policeman II combined. Keeping track of how much training a policeman does or doesn't have is not an unmanageable problem in other cities with one class of policeman. Beside salary, a big difference between the two classes is that a Policeman II has an auto allowance in most but not all cases, while a Policeman I, if in the field, is on foot or operates a City-owned vehicle. As said above, the question of auto allowances should be irrelevant to salary classification. The existence of the two classes is a real handicap to flexibility of transfers and operations. There are some inequities to Policemen I in their own career development in some cases. It seems inevitable that some Policemen I will become convinced that being a "motor trainee" is no more than a myth. The fact is that some Policeman I driving City-owned cars have identical responsibilities to Policemen II driving their own cars with auto allowances, and this situation is becoming increasingly apparent. There will be a cost factor if the class Policeman I, at Salary Range 15, is reallocated to Policeman, Salary Range 17. However, this would improve operations, be more equitable to some employees, and, most importantly, would raise the entrance level for police officers to the beginning step of Salary Range 17. This will have a salutary effect on ability to recruit the quality and quantity of personnel needed in this department which is growing with the population changes in the community.

A Policewoman at Salary Range 15 has, in fact, many of the responsibilities of a Policeman II. Examination of duties and assignments reflects no significant difference except that the Policewomen are female employees.

As a matter of equity and in conformity with good personnel practice, the Policewoman position should be repriced to Salary Range-17. Questions as have been voiced about where and when these employees work are not relevant to position and salary classification.

Recommendations

1. Reallocate the class Policeman-II, Radio Telephone Operator, and Follow Up Officer, all in Salary Range-17, to a new class Policeman at Salary Range-17.
2. Reallocate the class Policeman-I, Salary Range-15, to a new class Policeman at Salary Range-17.
3. Reprice the class Policewoman, Salary Range-15, to Policewoman, Salary Range-17.

As shown in Figure 3.13, with a complement of 160 civilian positions initially budgeted, there are some forty-nine different classes potentially involved. Some of these classes are common to other city departments, others are identified with police alone. Regardless of the evolution of this extraordinary situation, it seems the number of classes could be reduced in the interest of improved operations. It is proposed that HPD which must have some responsibility for this development should initiate action with the Department of Civil Service to simplify this unnecessarily complicated list of classes. Clearly, this is not a proposal to reduce the number of civilian positions. It is a proposal to reduce the number of classes, some of which have very slight differences in description.

Recommendation

Initiate action to reduce or consolidate the numbers of civilian classes.

Cadets

The Cadet Program, established in December 1959, has been so successful that the cadet complement was increased from sixteen to thirty by the 1967-1968 Initial Budget.

A Department of Civil Service brochure describes the program as "...designed to encourage desirable candidates approaching graduation to enter police careers and upon completion of high school to provide for their development into competent policemen through the processes of induction, training and work assignments." It is provided that cadets, with the tenure and status of uniformed employees, will engage in a program of basic training and work assignments. Illustrative training schedules and areas of work assignments are shown, with the wise provision that "variations to this plan are possible and probably necessary."(4:10)

The value of the program in providing acceptable, oriented and interested police candidates is this record after seven years of experience:

84 Cadets appointed since inception of the program

11 Cadets resigned

59 Cadets promoted to policemen

14 Cadets in service, February 9, 1967

In 1966-1967, the cadets were carried in the authorized complement of the Personnel Division, and assigned to schools at various times and to working assignments in the various divisions. Assignments were for eight-week periods usually, after which cadets were reassigned to another department location, under a theory of giving each an overview of operations. This admirable objective has the disadvantage of rotating cadets before they have been in one place long enough to be very useful. Every supervisory and commanding officer interviewed by the consultant agreed that the assignment period is so short as to make the cadet more of an operating liability than an asset. Now, it is apparent that these observation tours will be prohibitively expensive. Thirty cadets can be justified only if the city receives productive effort, approximating somewhat the results which could be gained by hiring some other class

of employee. It appears this can be done well within the spirit of the program as described by the Department of Civil Service.

In the spring of 1967, some cadets were assigned to recruit school in advance of their eligibility at age twenty-one for policemen appointments. Work assignments have included one position each at the Jail and in the Vice Division. Both appear undesirable, the former because of its location, mainly; the latter because of the nature of division functions. This report will make no proposal for a cadet assignment in either place.

It is proposed that cadet training continue to include recruit school as early in the cadet's career as it appears that recruit training will benefit the department and the cadet, in that order. Upon induction, each cadet should be trained on department time to bring his typewriting speed to a useful level, say forty net words per minute. This can be attained simply and not very expensively by competent intensive instruction hired by contract, if necessary, either in department quarters or elsewhere, and tailored to fit the needs of individuals or groups of cadets.

It is proposed that cadet education provide for completion of high school, if necessary. Thereafter, cadets should be encouraged to undertake further education in extension classes of the public school system, community college or university. Selected cadets should be sent to the community college or university on departmental time, coincidental with police duties, with paid tuition and books. The objective will be to encourage education and attainment of college and university credit or degrees in conformity with recommendations of the President's Crime Commission. To make this possible, position assignments proposed later in this chapter provide for a pool of five cadet positions in the Personnel Division to be utilized to replace for part of a day any cadet with a work assignment who is assigned to attend any course on duty time.

It is proposed that work assignments be for six months to a year, instead of eight to ten weeks, and distributed as shown in this and succeeding chapters as follows:

1	- Finance Division
1	- Personnel Division
1	- Training Division
5	- District I - Honolulu
1	- Traffic Division
1	- Criminal Investigation Division
1	- Juvenile Division
9	- Records and Identification Division
<u>5</u>	- Communications Division
25	
<u>5</u>	- Cadet Pool, Personnel Division
30	

Cadets should be given limited commissions with a departmental directive prescribing that the commission carries neither the police officers powers of arrest nor authority to carry deadly weapons. The policy of non-hazardous assignments should be continued. There is no good reason for not giving basic, even advanced, firearms training to cadets, at the appropriate time.

It is proposed that supervision of the Cadet Program be the primary duty of a sergeant, designated as Cadet Coordinator, in the Personnel Division. His mission will be to coordinate every aspect of personnel administration involving cadets as a group and individually, from recruitment to promotion or separation, their training, education and progress on assignments, and to provide individual counselling and encouragement. His secondary purposes will be other duties, as time permits, in the Personnel Division. These functions in general have been performed by a lieutenant along with many other duties in the past. It is proposed in this chapter that one lieutenant's position be transferred from the Personnel Division to the Inspection Section, making necessary the addition of the sergeant as Cadet Coordinator.

It may be productive for the Cadet Coordinator to hold evening cadet conferences at Headquarters, monthly, which all off-duty cadets would be encouraged to attend on off-duty time. The purpose would be exchange of information between cadets and discussion of their training, education and work experiences. The objective would be cadet esprit de corps and development.

Recommendation

Refine the Cadet Program as described.

Civilian Positions

Consideration has been given to what positions could be "civilianized," with the conclusion that the saturation point has been reached.

There has been some feeling, and rightly so, that policemen should not perform clerical functions, for example, if a civilian could be hired for less to do a better job. It has been said that it should be easier to recruit civilians than policemen, which as a generalization, is correct. It has been said that it is preferable to buy skills possessed by a civilian than to try to teach them to a policeman, which might be a valid generalization in some cases.

However, to follow a course of hiring civilians for that purpose alone, can adversely affect police operations and service. There are positions in which police knowledge, based on training and experience, is more important than other factors. A policeman's broad position description permits transfers for his own or departmental good, which may not be possible for a specialized civilian employee. Civilian employees in special police positions, with no similar classes in city service, may find no promotional opportunities, a factor detrimental to personal and departmental morale.

In some cities there are cost differences between policeman and civilians in the same salary range. This does not apply here where fringe

benefits are substantially similar, except for some retirement provisions. In this connection, the policeman who can be moved flexibly may be less expensive in the long run.

For these reasons, in general, the question is raised subsequently in this chapter whether it will be more or less advantageous to HPD, and to the city, for the newly budgeted gunsmith to be a civilian or a policeman. And, this report does propose that the newly budgeted positions for ten civilian dispatch clerks be deleted, and the requirement filled by five policemen and five cadets, a much more effective arrangement from any viewpoint. This report also proposes that instead of injecting the relatively alien element of five civilian jail guards into the District I cell block operation, that the positions continue to be filled by policemen.

Despite the foregoing, this report does propose 153 civilian positions, only seven less than budgeted for 1967-1968, also despite the deletion of a Chief Bailiff and six bailiffs transferred to the state by law.

For the present, it appears that there is maximum utilization of civilian employees.

Coordinating

The administrative function of coordinating is mainly accomplished by the Daily Bulletin, extensive intra-departmental meetings and conferences, and a normally heavy volume of extra departmental meetings.

When the present detailed Daily Bulletin has to be discontinued with the advent of data processing which will affect dispatching and other records, and sheer volume make the Bulletin impractical, other means will have to be used to disseminate criminal and departmental information.

The Monday and Friday morning meetings of the Chief of Police with division and district captains has some admirable purposes and results. However, the present number of captains and higher ranks make these bi-weekly

meetings very time consuming. Another disadvantage is that they place the Chief of Police in frequent direct detailed communication with division heads which could tend to circumvent the authority and responsibility of higher ranking officers. An alternative would be to discontinue the Monday and Friday staff meetings and replace them with meetings held by the Chief with his immediate subordinates, the three Bureau Commanders, including the Inspector and Executive Assistant Captain, as desired. These would be supplemented by Bureau Commanders' meetings with their own subordinates, and so on down the regular chain of command. This would conserve the time of top management and tend to confirm authority and responsibility.

Another means of coordination is use of committees. Ideally, this has the advantage of pooling abilities to develop mutual ideas. Practically, a committee spreads responsibility, and, if abused, permits avoidance of responsibility. Overuse of committees is costly in time and in some respects ill-adapted to a semi-military organization.

It might be useful to learn how many officers of the rank of lieutenant and above are members of what active and inactive intra-departmental committees. Determining how many of these committees serve a purpose, which could not be better accomplished otherwise, will lead to decisions about how many, if any, to abolish. The alternative to extensive committees is definite assignment of responsibilities and use of the completed staff work concept. This would not preclude necessary consultations with those who should be involved in advising on any project or program.

Recommendations

1. Discontinue Monday and Friday staff meetings, replacing them with Chief's conferences with Bureau commanders, and Bureau commanders with their subordinates.
2. Analyze internal committees with a view toward disbanding as many as possible, replacing them with the completed staff work concept.

Reporting

Reporting is the administrative function by which the executive informs those to whom he is responsible and his subordinates. This is accomplished internally by the coordinating methods discussed in the preceding paragraphs.

It is unnecessary to detail here all that HPD does by way of reporting externally. It ranges from the educational and Junior Police Officer activities of the Traffic Division, through many other activities and devices including the published annual reports. All will be of concern in the developing program of the Community Relations Coordinator.

Meantime, HPD is fortunate in its excellent relationships with the news media, which in conjunction with the uniformed policeman and his plain clothes counterpart conveys the police image, principally, to the community.

Budgeting

The administrative function of budgeting must involve more than the Finance Division, the Chief of Police, the support of the Police Commission, and the interested and constructive attitude of the city government.

Bureau and division commanding officers now forward budget requests, accompanied by more or less convincing justifications. Officers heading elements should be held personally responsible for providing supportable justifications. This duty should be regarded as an inherent part of the administrative responsibility of each.

Proposed Transfers, Deletions, Reallocations, and Additions

The position changes proposed in the remainder of this chapter have been summarized by classes in Figure 3.13 and by elements of the department in Figure 3.14. Proposed position deletions are from the Initial Budget for 1967-1968. Proposed position reallocations concern initially budgeted or

proposed positions. Proposed additional positions are in addition to those provided for in the Initial Budget for 1967-1968.

Office of the Chief of Police

As proposed in Chapter II, the Chief of Police will command the department consisting of the Administration Bureau, Operations Bureau, Technical Bureau, and the Office of the Chief of Police containing two elements, the Chief's Office and the Inspection Section. The position of Chief of Police is carried in the Chief's Office complement.

Chief's Office

As proposed in Chapter II, the Captain, Chief's Office, will be accountable to the Chief of Police, serve as his executive assistant, and will be responsible for the Chief's Office, personnel of which is headed by a lieutenant.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Chief of Police	N/C	1	1
Deputy Chief.	SR-31	1	0(a)
Inspector	SR-25	1	0(b)
Captain	SR-24	3	1(c), (d), (e)
Lieutenant.	SR-22	3	1(f)
Investigator.	SR-19	2	1(g)
Sergeant.	SR-17	1	1
Private Secretary	SR-18	1	1
Secretary Reporter.	SR-15	1	1
Senior Clerk Stenographer	SR-11	1	1(h), (i)
Assistant Clerk Stenographer	SR-7	1	1
Chauffeur	SR-7	1	1
Assistant Clerk Typist.	SR-5	1	0(j)
Total		18	10

Transfers

- a. 1-Deputy Chief to Operations Bureau
- b. 1-Inspector to Inspection Section.
- c. 3-Captains (Administrative) to Field Operations, Night Command.
- f. 1-Lieutenant (approved in Initial Budget for Inspector),
1-Lieutenant (LIEU), to Inspection Section.
- g. 1-Investigator (LIEU) to Inspection Section.
- h. 1-Senior Clerk Stenographer (Deputy Chief) to Operations Bureau.

- . Deletions None
- . Reallocations
 - i. 1-Senior Clerk Stenographer reallocated from Assistant Clerk Typist, justified by the nature and volume of stenographic work in this office.
 - j. 1-Assistant Clerk Typist. See (i) preceding.
- . Additions
 - d. 1-Captain, Executive Assistant. See Chapter II.
- . Notes
 - e. 2-Captains. Community Relations Coordinator and Data Processing Coordinator, both authorized in 1966-1967, were omitted from 1967-1968 Initial Budget.

Duties

Duties of personnel assigned to this office will be unchanged substantially. However, several suggestions may be relevant.

Many duties of the lieutenant have evolved quite naturally over the years, beginning when there were fewer administrative elements in the department than there are today. Under direction of the proposed captain, the lieutenant's position should be analyzed in depth to determine how many duties should be assigned elsewhere. These include various personnel actions, certain permit issuances and other miscellaneous activities which should be considered for reassignment to elements of the Administrative Bureau, particularly the Personnel Division, and the Technical Bureau, particularly the Records and Identification Division.

Recommendation

Analyze the duties of the lieutenant, Chief's Office, with a view toward some reassignments.

The Investigator and Sergeant should continue to be responsible for assigned aspects of inter-departmental relations, special assignments for the Chief of Police, and, as available, to assist with the functions of the Personnel and Finance Divisions respectively, as at present.

The Secretary Reporter position has served as Secretary of the Commission as provided in Commission Rule 5-2. The Commission's secretarial duties are substantially less than a full time requirement. In view of removal of the Deputy Chief from the complement of the Office of the Chief of Police and a new provision for stenographic assistance for him, the Secretary Reporter should carry part of the stenographic workload of the Chief's Office, under direction of the Lieutenant.

Inspection Section

As proposed in Chapter II, the Inspector commanding the Inspection Section will be accountable to the Chief of Police, and responsible for the functions of the Section. The Inspection Section, with the addition of Internal Affairs Investigations and Law Enforcement Intelligence, will have increased responsibilities.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Inspector	SR-25	(1)	1(a)
Lieutenant	SR-22	(3)	3(b)
Investigator	SR-19	(1)	1(c)
Clerk Stenographer	SR-9	(0)	<u>1(d)</u>
Total		(5)	6

. Transfers

- a. 1-Inspector from Chief's Office.
- b. 1-Lieutenant (Inspector) from Chief's Office, 1-Lieutenant (LIEU) from Chief's Office, 1-Lieutenant from Personnel Division. See following narrative.
- c. 1-Investigator (LIEU) from Chief's Office.
- d. 1-Clerk Stenographer from Personnel Division. See following narrative.

. Deletions, Reallocations, Additions. None.

. Note

If stenographic requirements exceed the capability of the one clerk, stenographic assistance should be provided by stenographic staff of the Chief's Office.

Inspection

The functions of inspection may be best defined as "of two kinds: (1) an authoritative inspection, conducted by those in direct control of the persons and things being inspected to see that tasks are satisfactorily performed; and (2) a staff inspection conducted by those who lack this direct control, but who have the responsibility to determine whether the job has been satisfactorily completed. In the latter case, results and findings of the inspection must ordinarily be reported to someone in direct command, for action, whereas in the former, the one making the inspection should apply the rule of control; it is his duty to take direct action to see that the job is properly performed."(4:11)

The authoritative inspections should be carried out continuously by officers in charge of elements, and from time to time by self-inspections of their own personnel and facilities, as is now done in some elements of the department.

An existing provision for an Inspecting Officer (Rules and Regulations, 1956, Rule 14, Section 3; Rule 15, Section 2; Rule 18, Section C-1; and Police Regulations Draft, November 15, 1966, Regulation 2-D) should be rescinded. The functions there described should be modified and be the responsibility of commanding and supervisory officers and the Inspection Section, respectively. Duties of the Inspection Section are described later in this chapter.

For the next year at least, the Inspector's primary mission should be to complete the task to which he is understood to have been assigned in the fall of 1966, that is to develop a staff inspection system for HPD and to produce a completed staff study containing an acceptable draft of a directive describing that system in specific terms. This can be adapted from materials available, for example, from the police departments of Chicago, Los

Angeles and Oakland, and other selected agencies. Some of this has already been collected and reviewed preliminarily.

Inspection of physical facilities, one aspect of a system, was undertaken with the inspection of one District station in the spring of 1967. Following that pilot effort, inspection of all HPD physical facilities should be undertaken in the fall of 1967. Concise reports should be prepared, listing any delinquencies or shortcomings from expected standards of appearance. Copies should be routed through Bureau commanders with the expectation that the officer in charge of the element concerned would respond promptly with statements of what he has done, intends to do, or reasons why he is unable to make necessary corrections. Unresolved problems, if any, should be forwarded via the Inspection Section to the Chief of Police for action or decision that action is undesirable or unattainable. Certainly, the commendable system of self-inspections of Districts should be continued. Consideration might well be given to Chicago's "Operation Shipshape," a recurring event to keep facilities in order. Perhaps the next inspection of facilities should begin with the Chief's Office which is in excellent order, to set the tone for following inspections.

Inspections of personnel and their equipment in all elements should follow the physical facilities series, with the same follow-up procedure. This should be not casual observation but a personal inspection at roll calls, either at the time they are normally held or by special arrangement to line up uniformed and plain clothes commissioned personnel.

It is proposed the foregoing be accomplished by the Inspector and his new Lieutenant personally, accompanied by officers commanding or in charge of the elements.

To limit the Inspector's mission and make it manageable it is not envisioned that he will be concerned with analysis and review of on-going

line operations, a function of line command, except as problems become evident from internal affairs complaints arising from failures of commanders to control their own functions.

Internal Affairs

All internal affairs matters should be the responsibility of the Inspection Section, as it has been in part, with the proposal that one lieutenant's position and a clerk be transferred from the Personnel Division to assist this purpose. Broadly, internal affairs will concern all allegations of improprieties or misconduct by any employee. The only exception is that complaints about credit matters or delinquent debts should continue to rest with the Personnel Division, which retains the function of employee counselling, when requested or desirable, and when not provided by an employee's own supervisor.

If the allegation concerns operations or procedures not amounting to misconduct, it may be referred to the Bureau concerned for inquiry and resolution, if appropriate. However, the Inspection Section should be required to review and either endorse or re-examine any such matter at its own discretion.

As distinguished from the present system, a bound register should be kept of every incident, each of which is given a consecutive serial number when it is first reported. That register should be in the secure personal custody of designated commissioned personnel. Any matter which may or should come to the personal attention of the Chief of Police should be reported to him or his executive assistant as soon as is appropriate, and subsequent information should be provided as desirable.

Law Enforcement Intelligence

This two-man squad should delete the term "unit" from its title. For the time being, at least, the squad should continue its present intelligence

functions until and unless it is found that these officers have time available to assist in the inspection or internal affairs functions.

While it is under the command of the Inspector, it is not envisaged that except upon assignment, the Inspector will involve himself in details of intelligence matters. Producing results in such activities can be very time consuming and could well divert the attention of the Inspector from his already proposed primary mission of establishing an inspection system.

Recommendation

Develop the functions of the Inspection Section as described.

Administrative Bureau

As proposed in Chapter II, the Assistant Chief commanding the Administrative Bureau will be accountable to the Chief of Police and responsible for the Bureau consisting of the Research and Development Section, Finance Division, Personnel Division, Training Division, Community Relations Coordinator, and Data Processing Coordinator. Administrative Bureau responsibilities are considerably increased.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Assistant Chief	SR-27	1	1
Senior Stenographer Clerk	SR-11	1	1
Clerk Stenographer.	SR-9	<u>0</u>	<u>1(a)</u>
Total		2	3

. Transfers, Deletions, Reallocations. None

. Addition

- a. 1-Clerk Stenographer. The substantially expanded responsibilities of this Bureau merit this added position to assist the Senior Clerk Stenographer with stenographic work for the Assistant Chief, and Bureau elements, particularly the Community Relations Coordinator and the Data Processing Coordinator.

Research and Development Section

As proposed in Chapter II, the Lieutenant, Research and Development Section, will be accountable to the Assistant Chief, Administrative Bureau, and be responsible for the functions of the Section. Section responsibilities will be a developing activity.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant.	SR-22	(1)	1(a)
Sergeant.	SR-19	(1)	2(b), (c)
Policeman II.	SR-17	0	(2) (d), (e)
Policeman	SR-17	0	2(e)
Senior Clerk-Stenographer . . .	SR-11	0	1(f)
Assistant Clerk-Stenographer. SR-7		<u>(1)</u>	<u>1(g)</u>
Total		(3)	7

• Transfers

- a. 1-Lieutenant from Training Division (Planning and Training).
- b. 1-Sergeant from Training Division (Planning and Training).
- g. 1-Assistant Clerk-Stenographer from Training Division (Planning and Training).

• Deletions. None.

• Reallocations

- e. 2-Policemen from Policemen II. See Staffing, this chapter.

• Additions

- c. 1-Sergeant, merited by importance and emphasis to be placed on functions of the Section.
- d. 2-Policemen II. Preceding comment applies.
- f. 1-Senior Clerk-Stenographer, merited by the volume of writing expected of the Section.

Functions

The functions of the Research and Development Section should be adapted on a reasonably modest basis from similar activities variously called "planning" or "planning and research" in the police departments of Chicago, Oakland and Los Angeles, three cities where this activity is carried out well(4:12).

Proposed functions should include assigned projects or research studies, assigned assistance in developing plans and projects of other divisions, review of forms to assure need and adequacy of design, development of new and elimination of old forms, when justified, and review the need for general and special orders and other directives, assisting with their development and controlling their publication.

Limitations

Many cities have established planning and research units which have failed their purpose because the true function was not really understood, or energies were diverted to other purposes, or no effective curb was put on the tendency of other department elements to ask planning and research to undertake what they should have been doing for themselves.

The Lieutenant assigned to Research and Development should be required as his first task to draft an acceptable directive specifying the duties of his section. The directive, signed by the Chief of Police, should specify that for its first year at least, the section could undertake a project only upon written authorization of the Assistant Chief of Police, Administrative Bureau.

During its first year, the primary mission of the section should be to develop and publish departmental directives including proposed Police Regulations (if requested by the Police Commission) and revised General and Special Orders. No departmental directive affecting administration or procedures should be issued without review, at least, by the section to assure uniformity and suitability of content. Even though photocopying or mimeographing equipment may be under the control of other department elements, the responsibility for publication should rest with the Research and Development Section.

The future of the section may depend much upon its performance during the first year.

Recommendation

Develop the function of the Research and Development Section as described.

Finance Division

As proposed in Chapter II, the Fiscal Officer will be accountable to the Assistant Chief, Administrative Bureau, and responsible for the functions of the division. Division responsibilities remain substantially unchanged.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant	SR-22	1	1
Cadet	SR-10	0	1(a)
Fiscal Officer I.	SR-25	1	1
Data Processing Coordinator	SR-24	0	0(b)
Accountant I	SR-15	2	2
Senior Account Clerk.	SR-12	1	1(c)
Storekeeper II.	SR-12	1	1
Senior Clerk Stenographer	SR-11	0	0(d)
Payroll Clerk	SR-10	1	1
Property Inventory Clerk	SR-10	1	1
Storekeeper I	SR-10	1	1
Assistant Account Clerk	SR-8	1	1
Assistant Storekeeper	SR-7	1	1
Clerk	SR-7	1	1
Mimeograph Operator	SR-5	<u>1</u>	<u>1</u>
Total		13	14

. Transfers

- a. Cadet transferred from Personnel Division. See Staffing, this chapter.

. Deletions, Reallocations, Additions. None.. Notes

- b. Data Processing Coordinator requested for 1967-1968 was omitted from Initial Budget. Position was provided and transferred to Administration in 1966-1967. It appears under Data Processing Coordinator in a following section.
- c. 1-Senior Account Clerk, new, was requested for 1967-1968, but not recommended by Budget Office pending possible data processing facilities which might make this requested position unnecessary.
- d. 1-Senior Clerk Stenographer, new, was requested for 1967-1968. Preceding comment applies.

Accounting and Budgeting

The Finance Division conforms to Budget Office and Department of Finance practice, with data processing already instituted.

With further application of data processing, it will be desirable that the Assistant Chief, Administrative Bureau, require that similar system of accounting for personnel be utilized by the Personnel Division and the Finance Division so their respective figures can be reconciled automatically.

The Finance Division is following the Budget Office system of activity budgeting, but there is unnecessary difficulty in reconciling budgets from year to year and the Operating Budget requests with the City Budget, due in part to the unavoidable time lag between preparation of request and adoption. This would be simplified if the Operating Budget request carried a forepage accounting for changes between authorized strength on the preceding June 30th, the end of the fiscal year and the data listed as "authorized" in the new request.

Budget review would be simplified if the activity format acceptable to the Budget Office conformed more nearly to the departmental authorized strength allocations.

Finally, the Finance Division should require that budget requests from Bureaus, Divisions, Districts and other elements be accompanied by convincing reasons. This would tend to avoid the forwarding of unconvincing requests which are not approved ultimately. To accomplish this, the Finance Division should utilize the authority of the Assistant Chief, Administrative Bureau, or the Chief of Police, if necessary. If this is not successful, more requests than in the past should be disallowed at the level of the Finance Division or the Chief of Police, and not forwarded to the Budget Office.

Recommendations

1. If possible, design the activity categories of the budget to conform with authorized strength allocations.
2. Require that budget requests of bureaus, divisions and other elements be accompanied by convincing justifications.

Personnel Division

As proposed in Chapter II, the Captain, Personnel Division, will be accountable to the Assistant Chief, Administrative Bureau, and responsible for the functions of the division. Division functions will be reduced by the proposed transfer of Internal Affairs Investigations to the Inspection Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	2	1(a)
Sergeant	SR-19	0	1(b)
Policeman (Reallocated).	SR-17	0	2(c)
Policeman II	SR-17	2	(2) (c)
Cadet.	SR-10	30	6(d)
Personnel Clerk II	SR-14	1	1
Personnel Clerk I.	SR-12	0	1(e)
Senior Clerk-Stenographer.	SR-11	0	0(f)
Clerk-Stenographer	SR-9	3	2(g)
Clerk-Typist	SR-7	2	1(h)
Assistant Clerk-Typist	SR-5	<u>0</u>	<u>0(i)</u>
Total		41	16

• Transfers

- a. 1-Lieutenant to Inspection Section. See narrative, this chapter.
- d. 24-Cadets to other department elements. See Staffing, this chapter.
- g. 1-Clerk-Stenographer to Inspection Section with transfer of Internal Affairs.

• Deletions

- h. 1-Clerk-Typist, newly allowed in 1967-1968 Initial Budget, is deleted to compensate for the Personnel Clerk I deficiency(e) although this does not conform to the actual mechanics of the adjustment which was made.

. Reallocations

c. 2-Policemen-II to Policemen.

. Additions

- b. 1-Sergeant. With transfer of one Lieutenant from the Division, and increase of the cadet complement, addition of this Sergeant is merited to serve as Cadet and Reserve Coordinator. See Staffing, this chapter.
- e. 1-Personnel Clerk-I. The position actually authorized in 1966-1967 as reallocation from Departmental Personnel Clerk was not picked up in the 1967-1968 budget.

. Notes

- f. 1-Senior Clerk Stenographer, new, was requested for 1967-1968, but not recommended by Budget Office pending data processing.
- h. 1-Clerk Typist, new, was requested for 1967-1968. See preceding comment.
- i. 1-Assistant Clerk Typist, new, was requested for 1967-1968. See preceding comment.

Functions

To supplement earlier narrative about Staffing, selected comment here will be in the nature of suggestions and recommendations.

The Personnel Division will be relieved of responsibility for Internal Affairs, so all such matters may be grouped in the Inspection Section. This merits the transfer of one Lieutenant and one clerk to the Inspection Section.

It is envisaged that employee counselling will continue to be a division responsibility as it is inherently a function involved in personnel management. Reports and complaints about employee credit and non-payment of bills should be considered as part of counselling.

Reserve Coordinator

One Lieutenant's duties have included cognizance of the long-established Police Reserve program in addition to many other demands on his time. Actual control of reserves lies with the department element to which

they are attached, which is desirable. Perhaps, however, there should be stronger centralized control, to assure standard practice in reserve utilization and to take the initiative in any personnel action which may become desirable from time to time. If this is a correct estimate, there should be an officer clearly designated as Reserve Coordinator, whose attention to this duty has some priority. It is suggested that the sergeant, proposed as Cadet Coordinator, have as his second most important duty, the position of Reserve Coordinator, and that this be confirmed by official directive. This suggestion is really precautionary to assure the department remains in control of the reserve program.

Recruiting Processes

In addition to previous remarks in this chapter, comment seems relevant about two processes in recruiting, background investigations and screening by interviews.

The Personnel Division uses an excellent check-list for investigation of employee backgrounds, making it possible for any investigating officer, even if relatively inexperienced, to follow a standard procedure. However, the division is not manned to keep abreast of the load of these investigations caused by the numbers of new employees during the period of accelerated growth. In 1966-1967 these investigations were so far delinquent that it was found difficult to complete background investigations prior to an already-employed officer completing his year of probationary employment. To alleviate this, detectives were assigned to the Personnel Division for a short time. On other occasions the Detective Division, because of its own work load was reluctant to lend detectives but offered to accept personnel folders to be worked on as detective time permitted. Such a condition is highly undesirable. In effect, there is inadequate knowledge of the backgrounds of policemen who have served

for months. If found questionable, there may be reluctance to terminate for reasons that would have precluded employment in the first place. It is not feasible to staff the Personnel Division with more investigators. The solution is to adopt administrative policy that there must be, not a background investigation before the end of probation, but a pre-employment investigation before appointment. The policy must include the provision that whatever investigative help is necessary will be provided by order of the Chief of Police, regardless of what other functions may suffer while borrowed personnel is so engaged.

No background investigations are made of some or all civilian employees. During preparation for this report, twelve personnel folders of stenographers were examined. These were employees in assignments which could be considered sensitive in terms of the type of materials processed. In no case was a pre-employment or background investigation recorded. This exception to commonly accepted police agency practice should be changed so that all clerical employees, at least, are subject to the same pre-employment investigation as commissioned personnel.

Earlier in this chapter, a Personnel Division summary report was quoted showing the apparent lack of selectivity in the Civil Service oral examination processing of police candidates. The same summary report shows that more selectivity is exercised when the candidate is interviewed for appointment after he is on the eligible list. In the period January 1965 to April 1967, 338 eligible candidates were interviewed and 266 appointed. This does point up the desirability of more selectivity being exercised before the candidate is placed on the eligible list. It would seem far preferable to work with a better eligible list than to have to contend with a list containing names which must be disqualified with accompanying written justifications.

Recommendations

1. Conduct pre-employment investigations of the backgrounds of candidates.
2. Initiate a proposal to more effectively screen candidates in oral interview examinations.

Evaluation Processes

HPD has used evaluation or rating forms for many years for both probationary employees and permanent employees. The process is excellent personnel practice and has some practical use in encouraging better performance, or establishing justifications for separations, particularly in the probationary period. In common with other cities which use regular ratings, there have been difficulties with the process over the years. One problem is to get supervisors to make meaningful ratings, a never ending problem which will exist to some degree as long as ratings are made. The other problem is the design of the form itself. The present form is considered by some HPD staff not to be well adapted to the police service, and this complaint appears to be valid. The solution is to continue the project with Civil Service to redesign the form. Assistance is available to HPD from the International Association of Chiefs of Police whose Field Service Division utilizes a recommended form for police. After HPD internal agreement on a proposed form, it should be submitted to the Department of Civil Service with a request for approval.

Recommendation

Continue the project for redesign of the employee rating form.

Promotional Processes

In conformance with Civil Service Rules, promotions may be made by competitive examinations, non-competitive examinations, or unassembled examinations which may consist solely of a rating of training and experience.

Both competitive and unassembled examinations have been utilized for promotions in HPD. In conformance with a contract provision for this study, the consultant has reviewed in general all promotions made in the commissioned classes for the past eighteen months. It is concluded that the selections made have been in the best interests of the department.

Personnel Distribution Reports

In conformity with a former instruction from the City, HPD has prepared "Manning Charts" showing numbers of personnel authorized by major department elements. Periodically these are supplemented by summaries of personnel, authorized and actual, by divisions and districts. Neither have been satisfactory. The manning charts require services of a policeman with ability to draw and letter them, they are outsize and difficult to file and handle, and they become outdated as strength authorizations change during the year. The summaries which are prepared do not always agree with what division commanders believe is authorized and actual. During this study it has been determined that the manning charts are no longer necessary, so far as city government is concerned, but the Budget Office and Civil Service wish to know about movements of authorized and actual personnel, as does the Police Commission. The solution is to abandon both forms and replace them with a Personnel Distribution Report such as is utilized in Oakland. This pre-printed document is completed and distributed within three to five days of the end of every watch period, which in Oakland is six weeks. By bureau, division and section it shows authorized strength, filled positions, and variances therefrom. In the words of an Oakland Deputy Chief of Police:

"this document is absolutely essential to personnel and operating control."(4:13) It is suggested that HPD adapt a similar form, which will accurately show authorized and actual strength by major department elements

and issue it within three to five days of the end of each calendar month, because the present ten week watch periods are too far apart and do not sufficiently apply to make the watch period a satisfactory period for issuance of this report. Copies should be distributed to each department element which will make it possible to immediately resolve any question about accuracy of the figures, and also make it possible for commanding officers to make representations for keeping their elements up to authorized complement.

Recommendation

Adopt a revised Personnel Distribution Report form.

General Comment

In general, the many successful practices of the Personnel Division should be continued, including, for example, the effective practice of meeting with wives of new employees, provision for annual physical examinations and the fitness program, and the practice of separation or terminal interviews.

Finally, it is suggested that all police officers in this division should be familiar with discussions about personnel administration contained in the standard police texts(4:14).

Training Division

As proposed in Chapter II, the Captain, Training Division, will be accountable to the Assistant Chief, Administrative Bureau, and responsible for the functions of the division. Division functions will be reduced by the proposed transfer of Planning responsibilities to the Research and Development Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain	SR-24	1	1
Lieutenant	SR-22	2	1(a)
Sergeant	SR-19	2	2(b) (c)
Policeman	SR-17	0	1(d)
Policeman I	SR-15	1	(1)(d)
Cadet	SR-10	0	1(e)
Gunsmith	SR-15	1	1(f)
Clerk Stenographer	SR-9	1	1
Assistant Clerk Stenographer	SR-7	<u>1</u>	<u>0(g)</u>
Total		9	8

. Transfers

- a. 1-Lieutenant to Research and Development Section. See narrative.
- b. 1-Sergeant to Research and Development Section. See narrative.
- e. 1-Cadet from Personnel Division. See narrative.
- g. 1-Assistant Clerk Stenographer to Research and Development Section. See narrative.

. Deletions. None

. Reallocations

- d. 1-Policeman-I to Policeman. See narrative.

. Additions

- b. 1-Sergeant merited to supplement understaffed training functions.

. Notes

- f. 1-Gunsmith, was budgeted as a new civilian position to serve primarily at the range and as department armorer. There may or may not be difficulty in filling and maintaining this specialized position satisfactorily. If so, it may be more economical to consider reallocating this to a Policeman position in which an adaptable policeman might serve as armorer and assist, as available, in training. If this is done, and for any reason it becomes desirable, transfers of personnel in this assignment will be possible.

Staffing

With separation of the Research and Development Section, the Training Division will still be staffed with more training personnel than requested for 1967-1968, and the Captain may devote full time to training. Personnel, not

counting three necessary officers at the range, will be the Captain, one Lieutenant, one Sergeant, one cadet and a clerk, supported by police and teaching personnel from other divisions and instructors from outside the department. This is probably inadequate, and budget requests with supporting justifications should be considered for 1968-1969. Training emphasis is merited by the increased volume of recruits, many relatively inexperienced employees, and by the increasing complexities of policing brought about in some measure by court decisions.

Training

The extensive training program includes a twelve-week recruit school which exceeds the minimum standards of the leading state programs, some supervisory officer training, roll-call training with IACP Training Keys and HPD training bulletins, cadet training, some in-service courses, and special officer training.

With the support of the city and some foundation funds, officers have attended conferences, schools, and institutes here and on the mainland including the FBI National Academy; Firearms Instructors School at Camp Perry; Management Institutes affiliated with the Graduate School of Business Administration, Harvard University, at Boston and Honolulu; Bureau of Narcotics Training School at Long Beach; Northwestern University Traffic Institute; Delinquency Control Institute, University of Southern California; conferences of the International Association of Chiefs of Police, and many others.

Many officers paid their own tuition and on their own time attended institutes and courses locally at the University of Hawaii, and now at the Community College.

In any recent year the time and money spent for the total training program is impressive and compares very favorably with most cities in the country. However, it is recognized by city government, the Police Commission and HPD as not being adequate to meet the need for training.

Training and Education Gaps

Many officers, after recruit school, do not attend departmental in-service courses unless assigned, and many do not choose to attend extra-departmental courses on their own time and expense. The solution is to offer more in-service courses with mandatory attendance, which will require a manpower complement in the future to carry on the duty of officers attending classes on duty time, and to provide incentives for off-duty attendance.

By the end of 1967, it is hoped that most supervisory officers will have attended a very successful course in supervision given under the sponsorship of the Department of Civil Service. This, however, is not enough training for supervisors. More in-service courses are needed as are incentives.

Consistent efforts are being made to continue and extend attendance at various local and mainland schools and institutes, but this is not filling the need for administrative training.

With the newly established Community College, 1967 pilot courses have been successful. It is hoped the continuing Community College program will give impetus to education and the attainment of more college and university credits and degrees, a present HPD deficiency with some exceptions. For this, incentives will be needed to reach many employees.

Training Incentives

HPD has had under study, with encouragement of the Police Commission, some proposals for incentives to personnel to engage in more training and education. This has included an analysis of various methods in effect in other cities where there are pay incentive programs, scholarships, training or educational requirements for entrance and promotion, consideration of training and educational attainments by promotional section boards, and payment of tuition for approved courses, for example. Incentives are needed here, as elsewhere, to involve more employees in training and education.

An Exchange Program for Administrators

Most HPD officers with administrative positions have attended administrative courses, institutes or schools of various kinds. Some have attended many. They have knowledge of the theories and descriptions of administrative practices. However, the noticeable need is ability to apply this knowledge effectively. This discrepancy is principally due to geographical isolation. Officers going to the mainland attend courses of instruction and make limited observations. Visiting policemen, of whom there are many, usually are vacationing or attending conferences, with relatively little time for consultation. Honolulu officers do not have the great advantage enjoyed by those on the mainland who visit, confer, and observe each other's activities routinely. So the need is not what to do, but how to do it.

An ideal solution would lie in a program of exchange of personnel, with HPD officers actually exchanged for a tour of duty with counterparts in their particular assignments in selected mainland departments for a period of weeks or even months. This is not at all impractical as has been demonstrated recently in California, where two patrolmen from a northern and southern city were exchanged for a period of weeks. Each was given a patrol assignment in the other's city, bringing his own marked car with him, accompanied by appropriate public information, so the citizens understood. Exchange of officers assigned to headquarters duty would be much more simple. It would involve financing and relatively simple inter-agency agreements. The problem, aside from travel and subsistence (which might even be arranged under a federal grant), would be to find desirable cities which would agree to participate. It may take time to develop such a program. In the meantime, Honolulu might more easily undertake the first phase of such a program by arranging to send officers from here to actually work in selected departments for a period of time, without an exchange feature.

Such an assignment would be distinctly different from travelling to the mainland on an observation tour. A pilot effort for this first step of an exchange program would involve selecting one, preferably three, officers of the rank of Lieutenant, or higher, but who have a number of years of service left, one each from three different divisions or elements of HPD. Arrangements would be made to assign each to spend eight or twelve weeks not simply observing, but doing the work of a counterpart under the latter's direction in a selected department, preferably on the west coast. The counterpart should be one with the same assignment in his own department as that of the HPD officer here. By actually doing the work and being responsible for it to the department to which he is assigned, the HPD officer would have the opportunity to observe, confer, and apply theory or training to actual practice. To encourage attention to the assignment, the HPD officer so assigned should be required to send a report to HPD, accounting for his tours of duty and activities each week. This pilot experiment might have far more value than is received from time and effort expended in some training courses.

Recommendations

1. Consider future expansion of the in-service training program.
2. Develop a program of incentives for training and education.
3. Initiate a pilot project for the first phase of an exchange program as described.

Library

The established HPD library is a specialized collection of police books, periodicals and documents. The library has been substantially improved by a number of book and periodical orders placed at the end of the 1966-1967 fiscal year.

Some books and documents on the shelves should be weeded out and taken off of inventory, and the entire library should be catalogued under an adaptation of a regular library cataloguing system, with adequate binding and maintenance. Other police departments have found it desirable to seek counsel and

assistance from librarians in the public or other libraries. This assistance might be sought on a public service basis, or by contract with a qualified individual for occasional attention to the police library.

The Training Division should be assigned the responsibility within budget limitations for requesting or screening all orders for publications, including periodicals, purchased with departmental funds. This is to avoid unnecessary duplications and make maximum use of available funds. This responsibility should be confirmed by departmental directive.

Recommendations

1. Obtain professional advice and assistance for maintenance of the HPD library.
2. Assign control of purchases of all publications as a Training Division responsibility.

Community Relations Coordinator

As proposed in Chapter II, the Community Relations Coordinator will be accountable to the Assistant Chief, Administrative Bureau, and responsible for coordinating Community Relations, a developing program.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	<u>0</u>	<u>1(a) (b)</u>
Total		0	1

. Transfers, Deletions, Reallocations. None.

. Additions

- a. 1-Captain, authorized in Chief's Office in 1966-1967, but not budgeted in 1967-1968. See narrative, chapter II.

. Notes

- b. Stenographic assistance will be provided by the office of the Assistant Chief, Administrative Bureau.

Development

Every member of the department is involved in community relations. This is an established HPD concept followed with success for many years. The mission of the Community Relations Coordinator, just as his title implies, is to coordinate all departmental effort and procedures related in any way to community relations. It is expected this will be developed from Honolulu experience and materials collected from other cities.

The activity will be given impetus by the Hawaii State-Wide Institute on Police and Community Relations, held in July 1967 under the initial sponsorship of HPD, supported by a grant of federal funds.

Data Processing Coordinator

As proposed in Chapter II, the Data Processing Coordinator will be accountable to the Assistant Chief, Administrative Bureau, and responsible for coordinating Data Processing, a developing program.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	0	1(a) (b)
Total		0	1

. Transfers, Deletions, Reallocations. None

. Additions

a. 1-Captain, authorized in Chief's Office, 1966-1967, but not budgeted in 1967-1968.

. Notes

b. Stenographic assistance will be provided by the office of the Assistant Chief, Administrative Bureau.

With the development of the city's data processing system, the Data Processing Coordinator's position was established to give full time attention to integrating all the police applications with the centralized computer and the systems analysts and programmers who are under direction of the City and County Data Processing Director.

HPD has applied data processing to a number of operations including statistical analysis, accounting, the 1966 Time Study, civil defense mobilization and equipment inventory, for example.

With installation of the IBM System/360 computer a number of applications are being implemented including motor vehicle registrations, wanted persons, and motor vehicle driver relicensing. Others are being considered for design, testing and implementation, including daily assignments, manpower deployment, criminal identification and records, complaint dispatching and the alpha file. Under preliminary consideration are such applications as traffic accidents, fingerprints, juvenile file and evidence(4:15).

The city has undertaken a progressive endeavor in integrating all data processing operations under one office with a centralized computer. In the view of the Data Processing Coordinator, the police applications in the central system will require a number of HPD activities. These are project review and approval, long range planning, resource management, data processing training and education, project management responsibility, data collection control and management, development of file protection and security procedures, and inter-department interfaces. All of these will require familiarity with police procedures and for all of it police personnel will have to be involved.

In response to this consultant's inquiry, the Data Processing Coordinator expressed his considered opinion that since HPD is responsible for these functions, a unit of at least four police officers should be provided for these purposes at this time. He proposes that one officer would be the departmental coordinator, concerned also with inter-departmental data processing matters; a second to develop long range plans; the third to provide project management, review, and control; and the fourth primarily responsible for data collection including intra-departmental information flow and security

of records. He believes that this unit should be dedicated to directing, monitoring, and controlling the progress and development to fully utilize the potentials of electronic data processing in the Police Department(4:16).

The Data Processing Coordinator is presently concerned with all these functions. He was involved in the 1966 Time Study, and in early 1967 arranged for cadets to be assigned to the Records and Identification Division, where at the beginning of 1967-1968, six cadet positions will be assigned to assist in the division's activities in connection with data processing.

On the other hand, the Budget Office presently takes a determined position that while a police Data Processing Coordinator is essential because of HPD involvement in the program, the city system must be centralized both as to manpower and equipment; that specialists should be centralized, and that the police coordinator should in fact be a coordinator for intra-departmental purposes and inter-departmental relationships.

In light of this reflection of firm city policy, this report does not propose an increase in personnel assigned to the Data Processing Coordinator. It must be said, however, that as the Data Processing Director, the Budget Office, and the Data Processing Coordinator keep the entire development under continuous review, as they must, it may be found desirable to carefully reconsider HPD needs so the values of data processing may be fully realized.

It appears that an impending need, possibly early in 1967-1968 will be assignment of a police officer of appropriate rank to understudy the Coordinator and become a second department member qualified in data processing. He would assist the Coordinator and the city staff in attaining their objectives in the Police Department. It may be useful to solicit advice on this point from the IBM Federal Systems Division representatives who had a responsibility in design and programming police applications.

Recommendation

Reconsider 1967-1968 staffing needs for police data processing.

CHAPTER NOTES

- 4:1. Gulick, Luther. "Notes on the Theory of Organization" in Luther Gulick and L. Urwick, editors, Papers on the Science of Administration. (New York: Institute of Public Administration, 1937), pp. 12-13.
- 4:2. Chicago Police Department Rules and Regulations. Chapter note 2:10.
- 4:3. "Research and Development," not an uncommon term in the military establishment and other agencies, was first adopted by the police service, nationally, at the 6th Annual Research and Development Institute, Oakland, California, April 1965.
- 4:4. From the Army and Navy Journal, quoted in Wilson, O.W. Chapter note 2:5, p. 105.
- 4:5. For example: University of Hawaii, Summer Sessions 1957 and 1962, courses in "Police Administration"; Honolulu Police Department, Administrative Conferences, June-July 1962.
- 4:6. International City Managers Association. Chapter note 2:5, Figure 7, p. 81.
- 4:7. Chicago Police Department, General Order 63-31, 26 September 1963, as amended.
- 4:8. International City Managers Association. Chapter note 2:5, p. 120.
- 4:9. Danielson, William F., Police Compensation, Task Force Report, President's Crime Commission, June 1967.
- 4:10. Department of Civil Service, City and County of Honolulu. "Police Cadet Program, Standards and Procedures." Revised, December 1961, 13 pp.
- 4:11. Wilson, O. W. Chapter note 2:15, p. 112.
- 4:12. Chicago Police Department. General Order 67-17, 22 April 1965; Oakland Police Department, Bureau of Services, Planning and Research Division, Revised Position Analysis, 1 October 1965.
- 4:13. Gain, Charles E., Deputy Chief of Police, Oakland Police Department. Personally communicated concerning "Personnel Distribution Report," 2 January 1967, including Personnel Order 55-66, March 6, 1967.
- 4:14. See, for example: Municipal Police Administration, Chapter note 2:5; Wilson, O. W., Chapter note 2:5; Blum, Richard H., Police Selection. (Charles C. Thomas, Springfield: 1964), 252 pp.

- 4:15. International Business Machines Corporation, Federal Systems Division. "Preliminary Systems Design Report, Honolulu Police Applications System." (Honolulu: May 10, 1967), 58 pp. with appendices. See also: "IBM Proposal to City of Honolulu, Police Administration and Law Enforcement Systems." November 1966, 27 pp.
- 4:16. Yee, John W., Data Processing Coordinator, HPD. "Functions and Staffing of a Police Data Processing Coordination Group." Memorandum, June 6, 1966, 3 pp.

CHAPTER V

OPERATIONS BUREAU

This chapter contains specific details of manpower allocations for the Operations Bureau and some comment about related subjects.

As proposed in Chapter II, the Deputy Chief commanding the Operations Bureau will be accountable to the Chief of Police and responsible for the Bureau consisting of Field Operations and Investigative Operations, each commanded by an Assistant Chief of Police. The Bureau is a reconstituted element of the department.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Deputy Chief.	SR-31	(1)	1(a)
Senior Clerk Stenographer . . .	SR-11	<u>(1)</u>	<u>1(b)</u>
Total		(2)	2

. Transfers

- a. 1-Deputy Chief from Office of Chief of Police
- b. 1-Senior Clerk Stenographer from Chief's Office.

. Deletions, Reallocations, Additions. None.

FIELD OPERATIONS

As proposed in Chapter II, the Assistant Chief, Field Operations, will be accountable to the Deputy Chief, Operations Bureau, and responsible for Field Operations consisting of the Night Command; Metropolitan and Rural Areas.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Assistant Chief.	SR-27	1	1
Captain.	SR-24	(3)	3(a)
Senior Clerk Stenographer. . .	SR-11	<u>1</u>	<u>1</u>
Total		2	5

. Transfers

- a. 3-Captains from the Office of the Chief of Police.

. Deletions, Reallocations, Additions. None.

Metropolitan Area

As proposed in Chapter II, the Inspector, Metropolitan Area, will be accountable to the Assistant Chief, Field Operations, and responsible for District I, Traffic Division, Task Group and the Civil Defense Coordinator.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Inspector	SR-25	0	1(a)
Total		0	1

. Transfers, Deletions, Reallocations. None.

. Additions

a. 1-Inspector. See narrative, Chapter II.

. Note

(1) Secretarial assistance will be provided by stenographers of Deputy Chief, Operations Bureau, and Assistant Chief, Field Operations.

District I

As proposed in Chapter II, the Captain, District I, will be accountable to the Inspector, Metropolitan Area, and responsible for District I operation.

District I consists of three elements: District I, Excluding Detached Services; and the two detached services, Airport Detail and Parks and Recreation Detail, with this total staffing:

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain	SR-24	1	1
Lieutenant	SR-22	9	11
Sergeant	SR-19	23	47
Policeman II	SR-17	115	(225)
Policeman	SR-17	0	340
Policeman I	SR-15	115	(115)
Police Matron	SR-13	5	5
Cadet	SR-10	0	5
Senior Clerk Stenographer . . .	SR-11	1	1
Cook III	SR- 9	1	1
Clerk Typist	SR- 7	0	1
Total		270	412

Recapitulation by Elements

	Initial Budget <u>1967-68</u>	Proposed <u>1967-68</u>
Airport Detail	16	16
Parks and Recreation Detail	2	5
District I, Excluding Detached Services	<u>252</u>	<u>391</u>
Total	270(a)	412

. Note

- a. In Figure 3.14, the District I total of 285 includes 15 for the Task Force. The total of 270 is correct here.

Airport Detail

The Lieutenant, Airport Detail, is accountable to the Captain, District I, and the Airport Authority, and is responsible for the functions of the Airport Detail, a detached service.

<u>Classes</u>	<u>Salary Range</u>	Initial Budget <u>1967-68</u>	Proposed <u>1967-68</u>
Lieutenant.	SR-22	1	1
Sergeant.	SR-19	1	1
Policeman II.	SR-17	10	(10)(a)
Policeman	SR-17	0	14(a)(b)
Policeman I	SR-15	<u>4</u>	<u>(4)(b)</u>
Total		16	16

- . Transfers, Deletions, Additions. None.

. Reallocations

- a. 10-Policemen II to Policemen. See Staffing, Chapter II.
b. 4-Policemen I to Policeman. See Staffing, Chapter II.

. Note

- (1) These positions are requested and reimbursed by the State of Hawaii.

Parks and Recreation Detail

The Sergeant, Parks and Recreation Detail, is accountable to the Captain, District I, and the Parks and Recreation Department, and responsible for the functions of the Parks and Recreation Detail, a detached service.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Sergeant.	SR-19	0	1(a)
Policeman II.	SR-17	2	(4)(b)(c)
Policeman	SR-17	<u>0</u>	<u>4</u>
Total		2	5

• Transfers, Deletions. None.

• Reallocations

c. 4-Policemen II to Policemen. See Staffing, Chapter II.

• Additions

a. 1-Sergeant is merited to provide functional supervision of policemen assigned to the Detail. Parks Supervision is not a practical part of a District I Patrol Sergeant's duties. The Sergeant should also be an integral working part of the Detail.

b. 2-Policemen II are merited to supplement this detail, having been so assigned, in fact, during 1966-1967. There is no other provision in the proposed complement of the patrol strength of District I for necessary attention to parks and recreation facilities.

• Note

(1) One Sergeant, new, and three Policemen II, new, were requested for 1967-1968. The proposed additions of one sergeant and two policemen provide for supervision and for the sergeant to man some of the daily requirements.

District I, Excluding Detached Services

District operations, excluding the Airport Detail and the Parks and Recreation Detail, include the District Station, with the Receiving Desk and temporary detention facilities (Cell Block) and the substation of Kalihi.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	8	10(a)(b)
Sergeant	SR-19	22	45(c)
Policeman II	SR-17	103	(211)(d)(e)(f)(g)
Policeman.	SR-17	0	322(g)(h)
Policeman I.	SR-15	111	(111)(e)(h)
Police Matron.	SR-13	5	5
Cadet.	SR-10	(5)	5(i)
Senior Clerk-Stenographer. .	SR-11	1	1
Cook III	SR- 9	1	1
Clerk-Typist	SR- 7	<u>0</u>	<u>1(j)</u>
Total		252	391

. Transfers

- a. 1-Lieutenant to Civil Defense Coordinator, a position which has been carried in the District I budget.
- f. 3-Policemen II to Criminal Investigation Division. This position (on rotation) has been a permanent assignment to the Detective Division. Transfer will provide a better accounting of manpower for the District and the Division.
- i. 5-Cadets from Personnel Division. See Staffing, Chapter IV; and narrative following.

. Deletions. None .

. Reallocations

- g. 211-Policemen II to Policemen. See Staffing, Chapter IV.
- h. 111-Policemen I to Policemen. See Staffing, Chapter IV.

. Additions

- b. 3-Lieutenants merited; one to replace transfer (a) above, and two for a ten-Lieutenant complement, five desk and five field. There are no Desk sergeants.
- c. 23-Sergeants merited to man 24 gross sergeants patrol sectors. See Sergeants, Chapter III.
- d. 111-Policemen II merited, increasing the net number of 211 (214 minus the transfer (f) above), to meet requirements of the staffing pattern described in the following narrative.
- j. 1-Clerk Typist merited, as requested for 1967-1968, to process the volume of clerical work in District I.

. Notes

- e. The number of Policemen II might be fewer and be offset by more Policemen I, depending upon decisions to be made by HPD about the type and number of present city-owned vehicles to be utilized for patrolling District I.
- (1) The formulas for proposed patrol manpower are detailed in Chapter III, including comparisons with the 1967-1968 budget requests.
- (2) The Captain with five Desk Lieutenants and five Field Lieutenants will have a manageable span of control of the sector sergeants whose supervisory span of control is optimal.

(3) The 322 policemen:

- . 292-policemen to man the motorized and foot beats as described in Chapter III.
- . 23-policemen to man 3 Receiving Desk and 1 Cell Block positions x 3 watches = 12 gross positions x 1.88 ratio which requires 23 men. The fourth Receiving Desk position will be manned by Cadets on the 5/1 ratio, with the plus and minus factors adjusted between policemen and cadets. A budget provision to man the cell block with civilian jail guards as discussed under Staffing in Chapter IV, has been deleted from the Corrections manning provisions in Chapter VI.
- . 7-policemen to man the Kalihi substation, where sergeants requested in the 1967-1968 budget do not appear essential in view of proposed patrol sergeant sector coverage near the substation. One Policemen I position, assigned to motor vehicle operators licensing, may be transferred, as a civilian position, from HPD in 1967-1968.

Task Group

As proposed in Chapter II, the Lieutenant, Task Group, will be accountable to the Inspector, Metropolitan Area, and responsible for the functions of the Task Group.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant	SR-22	1	1
Sergeant	SR-19	2	2
Policeman II.	SR-17	3	(3)(a)
Policeman	SR-17	0	12(a)(b)
Policeman I	SR-15	<u>9</u>	<u>(9)(b)</u>
Total		15(c)	15

. Transfers, Deletions, Additions. None

. Reallocations

- a. 3-Policemen II to Policemen.
- b. 9-Policemen I to Policemen.

. Notes

c. In Figure 3.14, the Task Force total is shown as (15), part of the District I total. The total of 15 is correct in the context of this discussion.

(1) 1-Lieutenant requested for 1967-1968 was actually provided during 1965-1966 by a District I personnel adjustment and budgeted for in 1967-1968.

- (2) 3-Policemen II, new, and 4-Policemen I, new, were not approved in the 1967-1968 Initial Budget. These additions should be deferred until after the basic patrol function in District I is fully staffed as proposed in Chapter III, and until Task Group functions are re-defined.

The retitled Task Group is an essential and presently effective element to which the well conceived K-9 program is and should remain attached. However, the mission of the Task Group needs to be re-defined.

Years ago, the Metropolitan Squad was formed with crime prevention by selective patrol in Waikiki as its first assignment. By the early 1960's, the Metro Squad had become a tactical patrol unit with wider geographical and functional responsibilities. In early 1963, "Operation V-Task Force" was initiated to give attention to developing problems in Waikiki. Later that year, the V-Task Force, under a sergeant, absorbed the Metro Squad(5:1). In October, 1965, following civil disturbances, task force responsibilities, under a Lieutenant, were broadened to include civil disturbances, labor-management and security assignments, and associated intelligence. In the spring of 1967, these responsibilities had continued and a substantial amount of time was spent in selective patrolling. However, the Task Force was tending to be engaged in some activities beyond its primary mission. Some of these, obviously, were to fill a need resulting from manpower shortage in District I patrol.

It appears desirable to limit Task Group activities. It should not, for example, be involved in functions which are primarily assignments of other elements such as the Criminal Investigation Division's Special Squad, Vice Division, nor the gathering and analysis of intelligence, although the closest coordination should be maintained. It should operate as a tactical patrol element, mainly to meet needs exceeding the capabilities of regular patrol. Continuing attention must be given Waikiki and some other locations. The Task Group should give selective attention to aggravated series of crimes and

offenses, and major attention to actual or potential civil disturbances. It should be considered a cadre capable of expansion, with whatever personnel is needed, to meet a temporarily acute situation until regular patrol can manage without this help. If need be, in a rare major situation, command could be assigned temporarily to an officer of whatever rank higher than a lieutenant is desirable. Its specific functions may be patterned, in part, on tactical units of other departments(5:2). However, its mission must be devised to meet Honolulu requirements, based on local needs and the structure of HPD.

Recommendation

Refine the responsibilities of the Task Group.

Traffic Division

As proposed in Chapter II, the Captain, Traffic Division, will be accountable to the Inspector, Metropolitan Area, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	3	3
Sergeant	SR-19	15	14
Policeman II	SR-17	29	(30)
Policeman.	SR-17	0	67
Policeman I.	SR-15	122	(37)
Cadet.	SR-10	0	1
Adm. Exam. & Insp.	SR-22	1	1
Supervisor	SR-19	2	2
Motor Vehicle Inspector.	SR-17	6	6
Chauffeur Examiner	SR-17	6	6
Mtr. Veh. Fin. Resp. Clerk	SR-12	1	1
Senior Clerk-Stenographer.	SR-11	4	4
Senior Clerk-Typist.	SR-10	1	1
Assistant Clerk-Stenographer	SR- 7	0	0
Clerk.	SR- 7	1	1
Clerk-Typist	SR- 7	16	13
Total		208	121

In conformity with proposed terminology, the elements of the Traffic Division are designated herein as Traffic Accident Investigation Section,

including the Traffic Safety Education Detail; Chauffeur Examiners and Motor Vehicle Inspectors Section, including the Taxi Control and Traffic Safety and Financial Responsibility Detail; Traffic Enforcement Section, including Junior Police Officer Detail, Parking Enforcement Detail and Solo Motorcycle Detail.

<u>Recapitulation by Elements</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Division Command	2	2
Traffic Accident Investigation Section	114	43
Chauffeur Exam. & Mtr. Veh. Insp. Section	42	42
Traffic Enforcement Section	<u>50</u>	<u>34</u>
Total	208	121

Details about each of the elements of the Traffic Division follow.

Division Command

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Senior Clerk Stenographer.	SR-11	$\frac{1}{2}$	$\frac{1}{2}$
		2	2

Transfers, Deletions, Reallocations, Additions. None.

Traffic Accident Investigation Section

The Lieutenant, Traffic Accident Investigation Section will be accountable to the Captain, Traffic Division, and responsible for the functions of the Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant.	SR-22	1	1
Sergeant.	SR-19	7	7(a)
Policeman II.	SR-17	9	(12)(b)(c)
Policeman	SR-17	0	27(c)(f)
Policeman I	SR-15	85	(15)(d)(e)(f)
Cadet	SR-10	0	1(g)
Senior Clerk Stenographer	SR-11	3	3
Clerk Typist.	SR- 7	4	1(h)
<u>Traffic Safety Education Detail</u>			
Sergeant.	SR-19	1	1
Policeman II.	SR-17	4	(2)(i)(j)
Policeman	SR-17	<u>0</u>	<u>2(j)</u>
Total		114	43

• Forenote

- (1) Since 1967-1968 budget requests were prepared, HPD reassignment of some traffic responsibilities to patrol have reduced traffic staffing levels, as reflected in the following proposals(5:3).

• Transfers

- d. 3-Policemen I to Rural Area, one each to Districts II, III and IV for traffic accident investigation and selective enforcement. Transfers will provide better accounting of manpower for the Division and Districts, and questions of supervisory authority and responsibility will be precluded.
- g. 1-Cadet from Personnel Division. See Staffing, Chapter IV.
- h. 3-Clerk Typists, released from discontinued Telecord process, to Records and Identification for new report reproduction.

• Deletions

- e. 67-Policemen I, not required as in Forenote (1) above, leaves a total of 15 Policemen I for TAIS. The actual personnel were transferred in 1966-1967 to fill vacancies in the District I requirements.
- i. 2-Policemen II, added by the 1967-1968 Initial Budget for Traffic Safety Education, do not appear essential. Despite the excellence of the present program and its high value in police public relations, the purposes which would be served by these two additional policemen should be provided instead by the education unit in the City Traffic Department.

• Reallocations

- c. 12-Policemen II to Policemen. See Staffing, Chapter IV.
- f. 15-Policemen I to Policemen. See Staffing, Chapter IV.
- j. 2-Policemen II to Policemen. See Staffing, Chapter IV.

• Additions

- b. 3-Policemen II, merited, as in Forenote (1) above, to provide specialized accident investigation.

• Notes

- a. The seven Sergeants with a combination of supervisory responsibilities and accident investigation responsibilities, are merited despite the apparent narrow span of control in relationship to policemen.

- (1) 3-Clerk Typists, new, requested were not approved in the Initial Budget in conformity with general city policy to hold the line on additional clerical employees; nor do they appear to be essential additions, at this time.
- (2) The 12-Policemen II process specialized accident investigations, particularly the serious types. This is a continuation of joint responsibility for accident investigation with patrol, established by Administrative Notice 1350, November 29, 1965. The 15 Policemen I comprise a specialized selective traffic enforcement detail, working from 6:30 PM to 3:15 AM(5:3).

Chauffeur Examiners and Motor Vehicle Inspectors Section

The Lieutenant, Chauffeur Examiners and Motor Vehicle Inspectors Section, will be accountable to the Captain, Traffic Division, and responsible for the functions of the Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant	SR-22	1	1(a)
Sergeant	SR-19	2	2(b)
Policeman II	SR-17	10	(10)(c)
Policeman	SR-17	0	10(c)(d)
Administrator Exam & Insp	SR-22	1	1(e)
Supervisor Exam & Insp	SR-19	2	2(e)
Motor Vehicle Inspector	SR-17	6	6(e)
Chauffeur Examiner	SR-17	6	6(e)
Mtr. Veh. Fin. Resp. Clerk	SR-12	1	1(*)
Senior Clerk Typist	SR-10	1	1(f)
Clerk	SR- 7	1	1(f)
Clerk Typist	SR- 7	<u>11</u>	<u>11(f)</u>
Total		42	42

. Forenote

- (1) It is planned this activity will be transferred to another City Department, possibly in 1967-1968. Certain civilian staffing is provided for the transition period.

. Transfers, Deletions, Additions. None.

. Reallocations

- c. 10-Policemen II to Policemen. See Staffing, Chapter IV.

Notes

- a,b,d. When the transfer, Forenote (1) above, is effected, it is planned that 1-Lieutenant, 2-Sergeants and 10-Policemen will be absorbed into the HPD total complement.
- e,f. When the transfer is effected, the civilian clerical positions will transfer with the function.
- (1) No new clerical positions requested for 1967-1968 were approved in the Initial Budget, pending adjustments incidental to the transition. For the major conversion of the process for issuing chauffeurs and drivers licenses during 1967-1968, a substantial number of temporary clerical employees will be required for which plans are being developed.
- (2) On the effective date of transfer of function, the Lieutenant should be relieved of responsibility for the Section, and coincidentally transferred with other commissioned positions into the HPD total complement.

Traffic Enforcement Section

The Lieutenant, Traffic Enforcement Section, is accountable to the Captain, Traffic Division, and responsible for the functions of the Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial</u>	
		<u>Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Lieutenant.	SR-22	1	1
<u>Junior Police Officer Detail</u>			
Sergeant.	SR-19	1	1
Policeman II.	SR-17	6	(6) (a)
Policeman	SR-17	0	6 (a)
Clerk-Typist.	SR- 7	1	1
<u>Parking Enforcement Detail</u>			
Sergeant.	SR-19	1	0 (b)
Policeman I	SR-15	5	0 (c)
<u>Solo Motorcycle Detail</u>			
Sergeant.	SR-19	3	3
Policeman	SR-17	0	22 (e)
Policeman I	SR-15	<u>32</u>	<u>(22)</u> (d) (e)
Total		50	34

Transfers, Additions. None.

Deletions

- b. 1-Sergeant, Parking Enforcement. See following narrative.
- c. 5-Policemen I, Parking Enforcement. See following narrative.

- d. 10-Policemen I, Solo Motorcycle Detail. Since 1967-1968 budget requests were prepared, HPD has made the administrative decision to limit solo motorcycle operation to daylight hours, reduce the size of the Detail progressively to an ultimate complement of fifteen, plus sergeants. For 1967-1968 the complement of twenty-two appears merited, with progressive reductions made, as feasible. See following narrative.

Reallocations

- a. 6-Policemen II to Policemen. See Staffing, Chapter IV.
e. 22-Policemen I to Policemen. See Staffing, Chapter IV.

Parking Enforcement Detail

Parking enforcement, downtown, has been transferred to the City's Department of Traffic. Transfer of this function for all of Honolulu has been pending for many months. It would be desirable to complete the conversion in early 1967-1968. Police officer personnel will be absorbed into the total HPD complement.

Recommendation

Complete the transfer of the parking enforcement for all of Honolulu to the City's Department of Traffic.

Solo Motorcycle Detail

In common with other cities, Honolulu has found the operation of a solo motorcycle detail to be expensive. The cost of two-wheel motorcycles is high compared with other types of vehicles. Repair or replacement bills are comparatively high in view of accident frequency, as is lost time of policemen. Compensation insurance claims from these accidents is also high. Mainly because of accident frequency and seriousness, HPD discontinued use of two-wheeled motorcycles during the night hours, in early 1967.

Use of two-wheeled motorcycles is justified for traversing congested roadways during traffic peaks, and in some cases of high speed pursuits. However, for the latter, use of an automobile in many cases is a preferable method, especially in view of safety to policemen.

Escort of funeral processions is mandated by state law. Escort of VIP processions and parades has customarily been with two-wheeled vehicles.

However, in neither case is speed a factor. In most cases, necessary escort duty could just as well, and more safely, be accomplished with an automobile or three-wheeled motorcycle.

Wilson's view is that the two-wheel motorcycle should not be used in police service because of the great hazard to the rider and excessive cost to the city. He points out that motorcycle officers are not most productively employed during inclement weather when they are unable to ride(5:4).

Recommendations

1. Initiate steps to repeal the law requiring funeral escorts.
2. Reduce escorts to the minimum.
3. Progressively replace two-wheeled escorts with three-wheel or four-wheel vehicles.
4. Progressively reduce the size of the Solo Motorcycle Detail to minimum needs.

Civil Defense Coordinator

As proposed in Chapter II, the Civil Defense Coordinator will be accountable to the Inspector, Metropolitan Area, and responsible for coordinating police Civil Defense affairs.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Lieutenant.	SR-22	(1)	1(a)(b)
Total		(1)	1

. Transfers

- a. 1-Lieutenant from District I complement, where it was budgeted.

. Deletions, Reallocations, Additions. None.

. Note

- b. In 1966-1967, the position actually was in the authorized complement of Technical Services.

(1) Stenographic assistance will be provided by office of Assistant Chief, Field Operations.

Rural Area

As proposed in Chapter II, the Inspector, Rural Area, will be accountable to the Assistant Chief, Field Operations, and responsible for District II, District III and District IV.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Inspector	SR-25	0	1(a)
Total		0	1

. Transfers, Deletions, Reallocations. None.

. Additions

a. 1-Inspector. See narrative, Chapter II.

. Note

(1) Secretarial assistance will be provided by stenographers of Deputy Chief, Operations Bureau, and Assistant Chief, Field Operations.

Support

Rural Area Districts II, III and IV are supported by all the elements of the Administrative Bureau, Technical Bureau and Investigative Operations. The three rural Districts may be supported by the Task Group, Traffic Division and Civil Defense Coordinator, all island-wide elements of Field Operations.

All three Districts have active Police Reserves.

District II

As proposed in Chapter II, the Captain, District II, will be accountable to the Inspector, Rural Area, and responsible for District II, including operation of the District station at Wahiawa.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	1	1(a)
Sergeant	SR-19	10	10
Policeman II	SR-17	35	(34) (b) (c)
Radio Telephone Operator . .	SR-17	(5)	(5) (d) (e)
Policeman.	SR-17	0	42 (c) (e) (g)
Policeman I.	SR-15	2	(3) (f) (g)
Clerk-Typist	SR- 7	<u>1</u>	<u>1</u>
Total		50	55

. Transfers

- b. 1-Policeman II to Criminal Investigation Division. This position (on rotation) has been a permanent assignment to the Detective Division. (*)
- d. 5-Radio Telephone Operators from Communications Division. (*)
- f. 1-Policeman I from Traffic Division. This has been a Traffic Accident Investigation position assigned to District II. (*)

(*) Transfers will provide better accounting of manpower for the District and Divisions. In the cases of (d) and (f), any questions of supervisory authority and responsibility will be precluded.

. Deletions. None.

. Reallocations

- c. 34-Policemen II to Policemen. See Staffing, Chapter IV.
- e. 5-Radio Telephone Operators to Policemen. See Staffing, Chapter IV.
- g. 3-Policemen I to Policemen. See Staffing, Chapter IV.

. Additions. None.

. Note

- a. 4-Lieutenants, new, were requested for 1967-1968, but not recommended in the Initial Budget. It appears these additions are not essential in proportion to the numbers of lower ranks.

Staffing Pattern

The Captain and Lieutenant have ten sergeants, making possible one desk sergeant and one patrol sergeant position assignment around-the-clock. Neither the Captain and Lieutenant nor the Sergeants have excessive spans of control.

Patrol manpower requirements are discussed under Patrol Personnel Distribution, Rural Area, in Chapter III.

One Policeman I position assigned to motor vehicle operators licensing may be transferred, as a civilian position, from HPD in 1967-1968.

District III

As proposed in Chapter II, the Captain, District III, will be accountable to the Inspector, Rural Area, and responsible for District III, including operation of the District station at Pearl City and the substation at Waianae.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	1	2(a)(b)
Sergeant	SR-19	12	15(c)(d)
Policeman II	SR-17	60	(59)(e)(f)(g)
Radio Telephone Operator	SR-17	(10)	(10)(h)(i)
Policeman.	SR-17	0	74(g)(i)(k)
Policeman I.	SR-15	4	(5)(j)(k)
Clerk Typist	SR- 7	<u>1</u>	<u>1</u>
Total		79	93

Transfers

- f. 1-Policeman II to Criminal Investigation Division. This position (on rotation) has been a permanent assignment to the Detective Division.(*)
- h. 10-Radio Telephone Operators from Communications Division.(*)
- j. 1-Policeman I from Traffic Division. This has been a Traffic Accident Investigation position assigned to District III.(*)

(*) Transfers will provide better accounting of manpower for the District and Divisions. In the cases of (h) and (j), any questions of supervisory authority and responsibility will be precluded.

Deletions. None.

Reallocations

- g. 59-Policemen II to Policemen. See Staffing, Chapter IV.
- i. 10-Radio Telephone Operators to Policemen. See Staffing, Chapter IV.
- k. 5-Policemen I to Policemen. See Staffing, Chapter IV.

Additions

- b. 1-Lieutenant, merited, to make Captain's and Lieutenant's span of control more manageable.
- d. 3-Sergeants, merited, to staff (5/1 ratio) one desk sergeant's assignment each at the District station and substation, and one combined desk and field sergeant's assignment at the substation.

Notes

- a. 9-Lieutenants, new, requested for 1967-1968 to staff (5/1 ratio) both the District station and substation with Lieutenants; but these were not recommended in the Initial Budget. It appears that eight of these are not essential in proportion to the numbers of lower ranks; but one is merited as in (b) above. See following narrative also.
- c. 8-Sergeants, new, were requested for 1967-1968, six to staff (5/1 ratio) one desk sergeant's assignment each at the District station and substation; two to staff (5/1 ratio) two field sergeants' assignments in the District. These were not recommended in the Initial Budget. It appears three of these are merited as in (d) above.
- e. 1-Policeman II, new, was requested for 1967-1968 to serve as a court officer; but was not recommended in the Initial Budget. Anticipated court requirements did not actually develop in the spring of 1967, and it appears this addition is not essential.

Staffing Pattern

The Captain and two Lieutenants will have fifteen sergeants, making possible one desk and one patrol sergeant's assignment around-the-clock at the District station, and one combination desk sergeant and patrol sergeant assignment at the substation. Neither the Captain and Lieutenants nor the Sergeants will have an excessive span of control. It does not appear that the present characteristics of the substation community merit a larger complement of sergeants.

Patrol manpower requirements are discussed under Patrol Personnel Distribution, Rural Area, in Chapter III.

Present motor vehicle operators licensing performed part-time by a Radio Telephone Operator may be transferred from HPD in 1967-1968.

District IV

As proposed in Chapter II, the Captain, District IV, will be accountable to the Inspector, Rural Area, and responsible for District IV, including operation of the District station at Kaneohe and the substation at Kailua.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	1	2(a)(b)
Sergeant	SR-19	12	15(c)(d)
Policeman II	SR-17	65	(64)(e)(f)
Radio Telephone Operator . . .	SR-17	(10)	(10)(g)(h)
Policeman.	SR-17	0	77(f)(h)(i)
Policeman I.	SR-15	2	(3)(i)(j)
Clerk-Typist	SR- 7	<u>1</u>	<u>1</u>
Total		82	96

• Transfers

- e. 1-Policeman II to Criminal Investigation Division. This position (on rotation) has been a permanent assignment to the Detective Division. (*)
- g. 10-Radio Telephone Operators from Communications Division. (*)
- i. 1-Policeman I from Traffic Division. This has been a Traffic Accident Investigation position assigned to District IV. (*)

(*) Transfers will provide better accounting of manpower for the District and Divisions. In the cases of (h) and (j), any questions of supervisory authority and responsibility will be precluded.

• Deletions. None.• Reallocations

- f. 64-Policemen II to Policemen. See Staffing, Chapter IV.
- h. 10-Radio Telephone Operators to Policemen. See Staffing, Chapter IV.
- j. 3-Policemen I to Policemen. See Staffing, Chapter IV.

• Additions

- b. 1-Lieutenant merited, to make Captain's and Lieutenant's span of control more manageable.
- d. 3-Sergeants merited, to staff (5/1 ratio) the desk sergeant's assignment at the District station and two field sergeants' assignments at the District station and substation.

Notes

- a. 9-Lieutenants, new, requested for 1967-1968 to staff (5/1 ratio) both the District station and substation with Lieutenants; but these were not recommended in the Initial Budget. It appears that eight of these are not essential in proportion to the numbers of lower ranks; but one is merited as in (b) above. See following narrative also.
- c. 9-Sergeants, new, were requested for 1967-1968, six to staff (5/1 ratio) one desk sergeant's assignment each at the District station and substation; three to staff two field sergeants' assignments in the District. These were not recommended in the Initial Budget. It appears three of these are merited as in (d) above.

Staffing Pattern

The Captain and two Lieutenants will have fifteen sergeants, making possible around-the-clock staffing of one desk and one patrol sergeant's assignment at the District station and one patrol sergeant's position at the substation. It does not appear that the present characteristics of the District merit a complement of more than fifteen sergeants, particularly in view of the proximity of the District station at Kaneohe and the substation at Kailua.

Patrol manpower requirements are discussed under Patrol Personnel Distribution, Rural Area, in Chapter III.

One Policeman I position assigned to motor vehicle operators licensing may be transferred from HPD in 1967-1968.

INVESTIGATIVE OPERATIONS

As proposed in Chapter II, the Assistant Chief, Investigative Operations, will be accountable to the Deputy Chief, Operations Bureau, and responsible for maintaining liaison with the Night Command, and for the Criminal Investigation Division, Juvenile Division and Vice Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Assistant Chief.	SR-27	1	1
Senior Clerk-Stenographer. . .	SR-11	<u>1</u>	<u>1</u>
Total		2	2

Transfers, Deletions, Reallocations, Additions. None.

The Captains, comprising the Night Command as described in Chapter II, are directly responsible to the Assistant Chief, Field Operations, and indirectly responsible to the Assistant Chief, Investigative Operations, for functional activities as desirable, in his absence or that of his Captains. This indirect responsibility is not any easy relationship to maintain. In addition to whatever is provided by directives, the Night Command should be expected to take the initiative in maintaining satisfactory relationships with Investigative Operations elements. This can be done by applying the organization principle of "providing for lateral information," listed in Chapter II. In conformity with that principle, any problems which may arise should be resolved between the two Assistant Chiefs, if necessary.

Criminal Investigation Division

As proposed in Chapter II, the Captain, Criminal Investigation Division, will be accountable to the Assistant Chief, Investigative Operations, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain.	SR-24	1	1
Lieutenant	SR-22	6	8(a)
Special Investigator	SR-20	2	2
Detective.	SR-19	74	74
Investigator	SR-19	2	2
Sergeant	SR-19	0	5(b)
Policeman II	SR-17	0	(5)(c)
Cadet.	SR-10	0	1(d)
Police Reporter.	SR-15	4	4
Senior Clerk-Stenographer. . .	SR-11	2	2
Clerk-Typist	SR- 7	<u>0</u>	<u>0</u>
Total		91	99

. Transfers

- c. 5-Policemen II, two from District I and one each from Districts II, III, IV. These are five of six policemen positions (on rotation) which have been a permanent training assignment to the Detective Division. The sixth is no longer essential. Transfers will provide better accounting of manpower for the Districts and the Division. See following narrative.
- d. 1-Cadet from Personnel Division. See Staffing, Chapter IV.

. Deletions. None.

. Reallocations

- b. 5-Policeman II to Sergeants. See following narrative.

. Additions

- a. 2-Lieutenants, requested but not included in the Initial Budget. Upon review, the present organization of the Division appears desirable and the additional lieutenants merited to provide necessary supervision.

. Notes

- (1) 3-Detectives were requested but not allowed in the Initial Budget. It does not appear they will be merited until the Division is stabilized with the full effect of the strength increase of 1966-1967 and retrieval of two detectives currently on loan to the Records and Identification Division.
- (2) 1-Clerk Typist, requested but not allowed in the Initial Budget, in conformity with present city policy concerning clerical increases. This addition does not appear essential in view of transfer of a cadet position which will be filled in accordance with the discussion on Staffing in Chapter IV.

C.I.D. Sergeants

Under present administrative policy, six policemen are assigned to the Detective Division from the Districts (three from District I and one each from Districts II, III, IV) to serve for six months as "detective trainees." They are some supplement to Division strength, provide an opportunity for observing them as potential future detectives; and it is hoped will improve the quality of investigations when they return to the Districts. They do not function as full-fledged detectives. Not always have the best selections for this duty been made, and a more advantageous system could easily be adopted. It is

proposed that these selections be made from among sergeants instead of policemen for at least the next two years. The advantages would be more experienced personnel, thus providing more supplement to Criminal Investigation Division strength, and a much greater potential effect on the quality of investigations when they return to the Districts. It would help assure that no sergeant is being overlooked for further career development. It is intended the selections be made of officers suitable for this duty, not necessarily involving all sergeants.

Recommendation

Select sergeants in lieu of policemen, for training assignments in the Criminal Investigation Division.

Detached Services

On special assignment, two Special Investigators and one Investigator are detached for duty with the Prosecuting Attorney, and one Detective with the office of the Corporation Counsel. Charter Sec. 6-704 provides that the Prosecuting Attorney may appoint his own investigators; or at his request one or more police officers shall be detailed to do necessary investigative work in his office. There is no similar provision concerning the Corporation Counsel.

The practice of detached duty is not uncommon in other cities, but more and more is being abandoned. The positions are charged against police department total strength and payroll, and not always do the personnel so assigned perform to the satisfaction of the offices to which they are assigned in other cities. The alternative, increasingly being employed elsewhere, is to make necessary arrangements so, instead of detaching police personnel, the other city agency employs its own investigators. This would seem a desirable refinement of the present system from the standpoint of HPD and perhaps that of the Prosecuting Attorney and the Corporation Counsel. It is suggested that a change in present practice be explored with both offices.

Recommendation

Explore the possibility of eventually terminating the detached assignments to the offices of the Prosecutor and Corporation Counsel.

The class of Special Investigator in which there are only two positions in HPD seems unwarranted. Regardless of whatever reasons originally resulted in this special class, the requirements of the class are not more difficult than the class of detective. A difficulty with the special class is in transferring an incumbent back to a lower class, should that become desirable at any time for any reason.

Recommendation

Abandon the class Special Investigator when the positions are vacated by incumbents.

Future Detective Requirements

The Criminal Investigation Division will, as has the Detective Division, be responsible for theft investigations.

With projected growth of the city and HPD, the prospect is that the Criminal Investigation Division will continue to require more and more personnel, including supervisory and administrative officers. This anticipated trend can and should be arrested.

The Division has cognizance of investigations of all thefts including misdemeanor cases which comprise the greatest volume. The latter receive more or less attention depending upon how much has been done by policemen, how much can be done in any particular case, and how much detective time is available. With consistently increased training of policemen, it would seem that the time may have come when the detectives could be relieved of almost all misdemeanor theft cases. This would relieve demand for detective service, would provide training and experience for policemen, and surely should not be beyond the competence policemen have or could develop rather simply. If this is done, it may retard inevitable demands for detective manpower increases.

Recommendation

Consider relieving the Criminal Investigation Division of misdemeanor theft investigations, except in involved cases.

Juvenile Division

As proposed in Chapter II, the Captain, Juvenile Division, will be accountable to the Assistant Chief, Investigative Operations, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain	SR-24	1	1
Lieutenant	SR-22	1	1
Detective	SR-19	12	12
Sergeant	SR-19	4	4
Policeman II	SR-17	6	(6)(a)
Policeman	SR-17	0	6(a)
Policewoman	SR-17	0	3(b)
Policewoman	SR-15	3	(3)(b)
Cadet	SR-10	0	1(c)
Police Reporter	SR-15	2	2
Assistant Clerk Typist	SR- 5	<u>1</u>	<u>1</u>
Total		30	31

. Transfers

c. 1-Cadet from Personnel Division. See Staffing, Chapter IV.

. Deletions, Additions. None.. Reallocations

a. 6-Policemen II to Policemen. See Staffing, Chapter IV.

. Repricing

b. 3-Policewomen SR-15 to SR-17. See Staffing, Chapter IV.

. Notes

(1) 6-Detectives and 3-Policemen II were requested but not provided in the Initial Budget, for the principal reason that Division was increased in 1966-1967 but had not received all budgeted personnel under the quarterly allotment system nor had been able to apply it to the purposes intended. It does not appear that further increase is essential now. After the Division is stabilized, requests with justifications should be submitted in the future.

Organization and Future Manpower

The Juvenile Division is uniquely organized compared to all other divisions of HPD. The Captain and Lieutenant are in charge of the Sergeant to whom the three Policewomen are responsible, and the Police Athletic League Sergeant to whom three policemen are responsible. Beside clerks, the other personnel are two Sergeants and twelve detectives, all of whom are in the same salary range, SR-19, which raises questions actual and potential, about Sergeants supervising detectives who have the same salary range, or status, or rank. As the work is divided, the two sergeants are in charge of certain functions including the assignment of cases, but clearly are not in charge of the detectives. The result is that each of the twelve detectives is directly responsible to the Lieutenant. This is not desirable organization.

The division is principally devoted to the disposition of detained or arrested juveniles, referred for that purpose by other divisions. This is an entirely proper function for a juvenile division. In practice, division personnel conduct no felony investigations except for a small volume of felony-sex cases. Felony and misdemeanor theft investigations are the business of the Criminal Investigation Division. In view of this, and as would be within the purview of the job descriptions of Policemen II, it would seem entirely appropriate to look forward to staffing the Juvenile Division with more Policemen II than detectives. That is, much of the present detective personnel might well be replaced by Policemen II.

Recommendation

Analyze the requirements of the Juvenile Division to determine how many detective positions should be replaced by policemen.

Police Athletic League

As required for this report, consideration has been given to Police Athletic League which has been termed a "non-police function," inferring a question of whether it should be continued.

The Police Athletic League was developed under the concept that by law HPD is charged with crime prevention, and one of the practical ways for police to prevent crime is to sponsor activities designed to reach juveniles in a program not otherwise provided for in the community. As it has developed, most but not all the activities are athletic. It is true that this may be regarded as a recreation function, as it is considered in some cities. HPD staff and the Juvenile Division are convinced this is a worthwhile activity, although it is impossible to actually measure its success in crime prevention. Some of the originally participating adults are still serving as PAL club advisors in neighborhood PAL clubs, attesting to citizen interest.

In view of other demands for police manpower and increasing police services, it seems doubtful that consideration should be given for the indefinite future to expanding the police staff of PAL. However, the inescapable conclusion is that this is a constructive program; it is reaching and involving many juveniles in wholesome activities, and it should be continued under HPD sponsorship.

Vice Division

As proposed in Chapter II, the Captain, Vice Division, will be accountable to the Assistant Chief, Investigative Operations, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-68</u>	<u>Proposed 1967-68</u>
Captain	SR-24	1	1
Lieutenant	SR-22	1	1
Sergeant	SR-19	3	3
Policeman II	SR-17	21	(21)(a)
Policeman	SR-17	0	21(a)
Senior Clerk Stenographer . . .	SR-11	1	1
Clerk	SR- 7	0	1(b)
Total		27	28

. Transfers, Deletions. None.

• Reallocations

a. 21-Policemen II to Policemen. See Staffing, Chapter IV.

• Additions

b. 1-Clerk, requested, was not approved in the Initial Budget in line with present city policy concerning clerical additions. This addition is merited to provide a night clerk to keep this office open most of the evening hours, particularly in view of the irregular duty hours of personnel. The need has been met recently by assignment of a cadet, but as discussed under Staffing in Chapter IV, it does not seem that this is desirable cadet duty.

• Notes

(1) 6-Policemen II requested were not approved in the Initial Budget. It is suggested that if the request is resubmitted in the future, there be an effort to support it with work load figures, perhaps with some reference to unclaimed overtime, if this is relevant.

CHAPTER NOTES

- 5:1. Chief of Police, HPD. "Operation V-Task Force," Memorandum, May 28, 1963; and "Supplement Re: Operation V-Task Force," Memorandum, June 18, 1963.
- 5:2. See, for example: Chicago Police Department. "Task Force," General Orders 63-004 and 64-007.
- 5:3. Soper, Thomas W., Assistant Chief of Police, HPD. "Policy Clarification, Traffic Accident Investigation and Selective Traffic Enforcement," Memorandum, April 18, 1967.
- 5:4. Wilson, O.W. Chapter note 2:5, p. 241.

CHAPTER VI
TECHNICAL BUREAU

As proposed in Chapter II, the Assistant Chief commanding the Technical Bureau will be accountable to the Chief of Police and responsible for the Bureau consisting of the Records and Identification Division, Communications Division, Corrections Division, Vehicle Maintenance Section, and Radio Maintenance Section. Technical Bureau responsibilities are unchanged except for the transfer of the Civil Defense Coordinator to Field Operations.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Assistant Chief	SR-27	1	1
Senior Clerk Stenographer . . .	SR-11	<u>1</u>	<u>1</u>
Total		2	2

. Transfers, Deletions, Reallocations, Additions. None.

. Notes

- (1) The Senior Clerk Stenographer should have time available to assist with necessary stenographic work for the Communications Division and the Vehicle and Radio Maintenance Sections which are not provided for otherwise.
- (2) The Civil Defense Coordinator, authorized in 1966-1967 as an element of the Technical Services, was carried in the budget for that year and in the Initial Budget for 1967-1968 in Field and Emergency Services. See Field Operations, Metropolitan Area, Chapter V.

Records and Identification Division

As proposed in Chapter II, the Captain, Records, and Identification Division, will be accountable to the Assistant Chief, Technical Bureau, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Captain	SR-24	1	1
Lieutenant.	SR-22	2	2
Identification Technician	SR-20	2	2
Detective	SR-19	7	10 (a)
Sergeant.	SR-19	4	4
Policeman II.	SR-17	2	(2) (b)
Policeman (Reallocated)	SR-17	(0)	7 (b) (c)
Follow Up Officer	SR-17	5	(5) (c)
Cadet	SR-10	0	9 (d)
Crime Lab Analyst II.	SR-23	1	1
Crime Lab Analyst I	SR-21	0	1 (e)
Chief Bailiff	SR-13	1	0 (f)
Bailiff	SR-11	6	0 (g)
Police Evidence Custodian	SR-11	1	1
Police Records Clerk.	SR-11	3	3
Finger Print Classifier	SR-10	5	5
Police Statistics Clerk	SR-10	1	1
Clerk Stenographer.	SR- 9	1	1
Clerk	SR- 7	1	1
Clerk Typist.	SR- 7	3	6 (h)
Assistant Clerk Typist.	SR- 5	9	10 (i)
Key Punch Operator.	SR- 5	0	2 (j)
Total		55	67

Transfers

- d. 9-Cadets from Personnel Division. See Staffing, Chapter IV. Six were authorized in early 1967 to assist with Data Processing conversion. The other three may be utilized: one in the Evidence Room, one in Fingerprinting activities, with one on the third watch, in the Division Offices.
- h. 3-Clerk Typists from discontinued Telecord activity in the Traffic Division to new Report Reproduction Process in Records and Identification.

Deletions

- f. 1-Chief Bailiff, transferred to Honolulu District Court, State of Hawaii, Act 275, SLH 1967 effective June 7, 1967.
- g. 6-Bailiffs. See (f) preceding.

Reallocations

- b. 2-Policemen II to Policeman. See Staffing, Chapter IV.
- c. 5-Follow Up Officers to Policemen. See Staffing, Chapter IV.

. Additions

- a. 3-Detectives are merited to meet the requirement for ten Evidence Technician positions to fill the need and reduce consistent overtime accumulations. Actually eleven positions were requested, but upon review, it is apparent that ten will fill present requirements. The ten will fill both Evidence Technician and Photographer requirements.
- e. 1-Crime Lab Analyst I. This merited position was authorized in 1966-1967 but omitted from the Initial Budget.
- i. 1-Assistant Clerk Typist is merited to fill the request for an Assistant Clerk Stenographer to assist the Clerk Stenographer. In the view of the Budget Office, the Assistant Clerk Typist class is most appropriate.
- j. 2-Key Punch Operators, merited in view of the HPD budget justification and anticipated major studies of patrol manpower and beat distribution to be made in 1967-1968.

. Notes

- (1) In the view of the Budget Office, the 2-Policemen II requested to serve summons are not needed with assumption of this function by the state. Experience will determine whether this will meet the HPD need.
- (2) It appears that the budget request for 2-Police Records Clerk and 1-Assistant Clerk Typist will be met by addition of Cadets, making these requested additions not essential at this time.

Communications Division

As proposed in Chapter II, the Captain, Communications Division, will be accountable to the Assistant Chief, Technical Bureau, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Captain	SR-24	1	1
Sergeant.	SR-19	5	5
Radio Telephone Operator.	SR-17	50	(25) (a) (b)
Policemen (Reallocated)	SR-17	0	40 (b) (d)
Policeman I	SR-15	20	(15) (c) (d)
Cadet	SR-10	0	5 (e)
Dispatch Clerk.	SR-15	10	0 (f)
Senior Clerk Stenographer	SR-11	0	0
Switchboard Operator.	SR- 5	<u>9</u>	<u>9</u>
Total		95	60

. Transfers

- a. 25-Radio Telephone Operators to District II (5) District III (10) and District IV (10). Transfers of these positions which are already permanently assigned to the Districts will provide better accounting of manpower for the Division and Districts. Questions of supervisory authority and responsibility will be precluded. See also Note (1) below.
- e. 5-Cadets from Personnel Division. See Staffing, Chapter IV. These will fill one around-the-clock dispatching assignment.

. Deletions

- c. 5-Policemen I, replaced by five cadets.
- f. 10-Dispatch Clerks, new, provided for in the Initial Budget. As discussed under Civilian Positions, Staffing, Chapter IV, these positions will be filled by five policemen and five cadets.

. Reallocations

- b. 25-Radio Telephone Operators to Policemen. See Staffing, Chapter IV.
- c. 15-Policemen I to Policemen. See Staffing, Chapter IV.

. Additions. None.

. Notes

- (1) When the Centralized Communications Center is established, most, if not all these positions will be transferred from the Districts to the Communications Center.
- (2) The Senior Clerk Stenographer requested was not approved in the Initial Budget, in conformity with present city policy concerning clerical additions. This addition does not appear essential at this time. Consideration should be given to utilizing the stenographer in the office of the Assistant Chief, Technical Bureau.

Centralized Communications Center

As required for this report, consideration has been given the desirability of establishing a centralized Communications Center, with the conclusion that final plans should be developed for this facility and implemented, if possible, in 1967-1968.

Such a center has been under consideration for sometime. Part of the necessary groundwork was accomplished with publication of "Proposed Communications Division for the Honolulu Police Department" by the Office of the Budget Director in September 1965. Thereafter the Communications Division was established and HPD staff officers have made observations and collected materials of other cities about centralized centers.

A centralized center would receive and dispatch communications for Honolulu, as is now done by the Communications Division, and would provide the same service for the rural District stations. The advantages would be the very important factors of administrative central control of communications and records, the facilitating of data processing assistance, and continuing studies of patrol and other manpower needs.

Negative factors are that the rural districts and perhaps their clientele are accustomed to communicating directly with the Districts. As vividly shown in the Chicago experience when communications were removed from the districts, everyone becomes accustomed to the change, and departmental administration is greatly improved. In fact, to take full advantage of data processing, such centralization is nearly essential.

Such technical problems as may exist with respect to both telephone and radio communications are capable of solution, and solving either will not be very difficult.

To accomplish the planned-for centralized communication center, it is suggested that the Communications Division prepare a completed staff study report for final approval, suggesting what needs to be done and how best to accomplish it.

Recommendation

Complete a staff study for, and implement a centralized Communications Center.

Corrections Division

As proposed in Chapter II, the Captain, Corrections Division, will be accountable to the Assistant Chief, Technical Bureau, and responsible for the functions of the Division.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Captain	SR-24	1	1
Lieutenant.	SR-22	5	5
Supervising Jail Guard.	SR-16	5	5
Senior Jail Guard	SR-14	9	14(a)
Utility Jail Guard.	SR-14	1	1
Jail Guard.	SR-12	30	26(b)
Jail Matron	SR-12	6	6(c)
Senior Clerk Stenographer	SR-11	1	1
Supervising Cook.	SR-11	1	1
Cook III.	SR- 9	3	3
Total		62	63

. Transfers, Reallocations. None.

. Deletions

b. 4-Jail Guards. See following narrative.

. Additions

a. 5-Senior Jail Guards are merited. See following narrative.

. Notes

c. 1-Jail Matron, new requested but not provided in the Initial Budget. This addition does not appear essential. See following narrative.

Organization and Manpower

Senior Jail Guards. Current assignments for Senior Jail Guards include two at the farm and two for city working party supervision, which are singleshift, five days a week maximum, posts. In the Jail facility there is one post on the second floor and one on the first floor, both of which required around-the-clock coverage, a need for ten positions at the 5/1 ratio. Fourteen Senior Jail Guards are merited.

Jail Guards. Current assignments for Jail Guards include one post at the gate on two shifts, requiring three positions. There are four posts in the Jail facility which require around-the-clock coverage, a need for twenty men at the 5/1 ratio. There is a requirement for a court guard at about an average of forty hours a week. Because of schedules, two positions are needed. The recreation assignment requires one position. Twenty-six Jail Guards are merited.

As discussed under Civilian Positions in Chapter IV, and District I Staffing in Chapter V, it is not proposed that five Jail Guard positions which were provided in the Initial Budget will be used in the District I Cell Block. A reduction in budgeted positions is proposed with the twenty-six Jail Guards filling position requirements at the Jail facility.

Jail Matrons. Current assignments for Jail Matrons include one post which requires around-the-clock coverage, a need for five positions at the 5/1 ratio. There is a requirement for an estimated six to eight hours a week in escort duty, employing one position part-time. Schedules are so arranged that with the part-time assistance of one matron and the necessary supplement of male guards, six Jail Matron positions are adequate at this time.

A "Non-Police Function"

Operation of the Jail, a duty of the former city and county sheriff became a responsibility of the Chief of Police on January 2, 1961, following adoption of Charter Sec. 7-106(6:1).

The corrections function has been identified as a "non-police function" by HPD(6:2). It is regarded generally as an inappropriate activity for the police service, although county jails are operated by sheriffs who in many counties in the country also perform the police function in unincorporated areas.

It would be desirable to divest the corrections function from HPD. One means would be to establish another unit of City and County government, there being no other department than police to which it could be attached logically. It is not likely this could be justified as economically feasible under present conditions. An alternative might be for the function to be assumed, under contract, by the Corrections Division of the State Department of Social Services, at some desirable time in the future.

Recommendation

Continue to explore the feasibility of divesting the corrections function.

Vehicle Maintenance Section

As proposed in Chapter II, the Building and Equipment Supervisor will be accountable to the Assistant Chief, Technical Bureau, and responsible for the functions of the Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Building Equip. Supervisor . .	SR-18	1	1
Mechanic Foreman	SR-16	1	1
Mechanic Working Foreman . . .	SR-14	1	1
Mechanic I	SR-12	3	3
Lubrication Man.	SR- 7	1	1
Mechanic Helper.	SR- 7	3	3
Service Station Attendant. . .	SR- 7	3	3
Vehicle Maintenance Laborer. .	SR- 4	<u>0</u>	<u>2(a)</u>
Total		13	15

. Transfers, Deletions, Reallocations. None.

. Additions

a. 2-Vehicle Maintenance Laborers are merited to provide minor fleet maintenance. Four were requested but none provided in the Initial Budget. Two additions appear to be a minimum requirement pending decisions on fleet operations.

. Note

- (1) 2-Mechanic I and 2-Service Station Attendant positions were requested but not approved in the Initial Budget. In the view of the Budget Office, the positions are not essential at this time, pending decisions on fleet operations. Meantime, the services the new mechanics would provide may be contracted for in Budget Office opinion, and there is budget provision for contract services.

Radio Maintenance Section

As proposed in Chapter II, the Radio Technician II will be accountable to the Assistant Chief, Technical Bureau, and responsible for the functions of the Section.

<u>Classes</u>	<u>Salary Range</u>	<u>Initial Budget 1967-1968</u>	<u>Proposed 1967-1968</u>
Radio Technician II	SR-22	1	1
Radio Technician I.	SR-19	4	4
Radio Mechanic.	SR-12	<u>2</u>	<u>2</u>
Total		7	7

. Transfers, Deletions, Reallocations, Additions. None.

CHAPTER NOTES

6:1. Seminar on Police Commission Relationships. Chapter note 2:3.

6:2. Attorney General OP 59-71, cited in Charter Sec. 7-106.

CHAPTER VII
VEHICLE FLEET

A requirement for this report is to analyze the present privately-owned police automobile system, a part of the police fleet, and compare it with other systems "with recommendations as to improving the present system or adopting a new system."(7:1) The conclusion is that there should be a continuing program, over a period of years, to convert the privately-owned police automobile system to a 100 percent City-owned fleet.

History

Berkeley

Some fifty years ago, the Berkeley Police Department began to replace two-wheel motorcycles, the successors of police bicycles, with an automobile patrol. Capital funds were limited so Chief of Police August Vollmer arranged for policemen to furnish their own automobiles, as they had motorcycles, and receive a cash allowance and gasoline and oil. By 1960, the department had some 155 employees, and granted automobile allowances to 120 policemen of all ranks except the then existing rank of patrolmen-clerks and clerical personnel. Other vehicles in the fleet were city-owned three-wheel motorcycles, ambulances, patrol wagons and a station wagon.

In 1960, following years of discussions, and after cost accounting and police staff studies, the City administration decided to convert to a 100 percent city-owned fleet in the police and other departments. The persuasive reasons were cost factors and distinctive painting of patrol cars. In an orderly conversion plan, a March 1961 beginning date was announced, after which no new employee would receive an automobile allowance, and the first patrol cars were purchased. Depending on use, age of car and other

factors, employees were given as much as a six-year period to amortize their personal investments in automobiles. Progressively the allowances were retired and increments of the city-owned fleet purchased. It is expected the total conversion will be completed in 1967.

Parenthetically, before 1960, Berkeley had discovered that to discuss police compensation satisfactorily, it was necessary to separate the inter-related subjects of salary and automobile allowances. Only then, and not until then, was it possible to deal with either satisfactorily.

The viewpoint of Berkeley's incumbent Chief of Police is that operational advantages of a city-owned fleet outweigh the disadvantages. He, with other police staff officers, had opposed the conversion on the grounds of lack of confidence that the City actually would provide enough vehicles, maintain them adequately, and sustain a satisfactory replacement program. Their feeling was based on the City's performance to that time with other vehicles in the city-owned fleet. In retrospect, it is his opinion that the highly coordinated police and city planning and the maintenance of good faith, mutually, has resulted in a successful and desirable conversion to a city-owned fleet(7:2).

The Assistant City Manager for Administration, City of Berkeley, who as the Director of Finance in 1960 urged the conversion, has contributed his viewpoint. He says that city administration had to insist on the change with understandably reluctant concurrence by administration of the police department. As anticipated, the result has been substantially reduced costs, especially as the police department continued to grow. An important advantage has been to distinctively mark and paint patrol cars as they are in all the Metropolitan Bay Area. City administration has been improved with regard to salary negotiation, budgeting and payrolls. And, he believes, police operations have been improved. In his view, outright city purchase is much more preferable than any of the various leasing schemes(7:3).

Honolulu

In 1932, Captain J. A. Greening of the Berkeley Police Department conducted a survey to reorganize the Honolulu Police Department. His report implies that some city-owned automobiles were in use, as were motorcycles. He recommended that some automobiles be purchased, some motorcycles retired, and that privately-owned automobiles be used by policemen for which they would receive an allowance in cash, gasoline and oil. William A. Gabrielson was appointed Honolulu's Chief of Police to implement the Greening recommendations. It is evident from his first annual report that, for better or worse, the Berkeley automobile allowance system was established here (7:4). Honolulu's history with the privately-owned fleet system has paralleled Berkeley's, except that Berkeley is completing the conversion to a city-owned fleet this year.

The best information available is that Honolulu and police departments in the other counties of Hawaii are the only ones of any size in the country where the police fleet consists mostly of privately-owned police automobiles and fewer city-owned vehicles.

Present City-owned Fleet

In the last quarter of 1966-1967, the city-owned fleet was assigned by department element as follows(7:5):

	<u>Un-Marked Sedans</u>	<u>Marked Cars</u>	<u>Solo Motor Cycles</u>	<u>Side Car M/C</u>	<u>Servi Motor Cycles</u>	<u>Patrol Wagons</u>	<u>Station Wagons</u>	<u>Other</u>	<u>Total</u>
Office of the Chief of Police	3								3
District I		28(a) (b)		9	8	2		1(c)	48
District II		(1)(d)		1		1			2
District III		2 (1)(d)		1		1			4

	<u>Un- Marked Sedans</u>	<u>Marked Cars</u>	<u>Solo Motor Cycles</u>	<u>Side Car M/C</u>	<u>Servi Motor Cycles</u>	<u>Patrol Wagons</u>	<u>Station Wagons</u>	<u>Other</u>	<u>Total</u>
District IV		(1)(d)		1		1			2
Traffic Investigation		8(d)							8
Traffic Enforcement			41		6				47
Corrections Division		1				1	2		4
Records and Identification								1(e)	1
Vehicle Maintenance	—	—	—	—	—	—	—	1(f)	1
Total	3	39	41	12	14	6	2	3	120

. Notes

- a. Includes two 4-door sedans.
 - b. Some are used by Patrolmen I, assigned as "motor trainees" to patrol beats; others by the selective enforcement unit attached to the Traffic Accident Investigation Bureau.
 - c. Command Vehicle, armored.
 - d. These eight Traffic Accident Investigation cars are assigned: District I (5), District II (1), District III (1) and District IV (1).
 - e. Van, a mobile laboratory.
 - f. Pickup truck.
- (1) One non-city-owned van is operated by the Police Athletic League.
 - (2) Later in this chapter, the Budget Office estimate uses a figure of 43 automobiles, instead of 42. The difference was not reconciled.

Actually, in 1966-1967 HPD was not at fully authorized strength, and vehicle use was affected thereby. Patrol staffing patterns were being changed in the last quarter of 1966-1967 as vacant positions were being filled and modifications in vehicle assignments were being considered. The actual and planned size of the solo motorcycle detail was in transition, and this influenced actual use of the solo motorcycles.

Vehicle assignment may be changed when positions authorized in the Initial Budget are actually filled. The proposals already made in this report

for patrol and beat staffing patterns will affect the use of automobiles and motorcycles, depending upon what decisions are made. And, the proposals made later in this chapter about conversion to a city-owned fleet will affect vehicle use.

The Finance Division should take all of these actual and potential factors into account when considering what would have been normal vehicle replacement purchases in 1967-1968.

Privately-Owned Fleet

Authorization

Subject to general review by the Police Commission and budget controls, HPD designates the positions which will receive automobile allowances.

State law provides that ". . . each member of the police department, who from his own funds furnishes and regularly uses his own automobile in the performance of his official duties, shall be granted an allowance thereof at rates established by the commission, with the approval of the mayor, shall be allowed gasoline and oil, based on official mileage, and shall have his public liability and property damage insurance paid by the commission." (R.L.H. Sec. 150-13).

There is provision also for public liability and property damage insurance for reserve police officers (R.L.H. Sec. 150-13.5).

The rates of allowances have been established by Police Commission Resolution and are subject to review and adjustment at the end of each six-month period(7:6). The cash allowance rates currently in effect range from \$75.00 to \$120.00 per month, depending upon the annual average mileage of the department category to which the employee is assigned(7:7).

In this report the June 1, 1967 authorized complement of 1108 employees has been taken as the basis for discussion and cost estimates for the privately-owned fleet. This was to provide a fixed base reference. The fact is that in 1966-1967 HPD was never at full strength, and on July 1, 1967 the authorized complement was increased by the new 1967-1968 budget. Therefore, it must be borne in mind that fleet figures and cost estimates are projections.

Allowance Allocations

The Finance Division has reported that if the department were at full strength, 526 positions of the total complement of 1108 would receive automobile allowances(7:8).

Allowance Allocations by Department Elements

<u>Element</u>	<u>Number of Positions</u>	<u>Number of Allowances</u>
Office of the Chief of Police	18	11
Finance Division	13	2
Administrative, Administration	2	1
Personnel Division	27	3
Planning & Training Division	8	4
Field & Emergency, Administration	2	1
District I	342	139
District II	50	43
District III	79	70
District IV	82	75
Traffic Division	126	36
Investigative, Administration	2	1
Detective Division	91	81
Juvenile Division	30	27
Vice Division	24	14
Technical Administration	2	1
Corrections Division	57	1
Records & Identification Division	50	9
Communications Division	85	1
Radio Maintenance	6	4
Vehicle Maintenance	11	1
Civil Defense	1	1
Total	1108	526

Automobile Allowances by Position Classes

<u>Classes</u>	<u>Number of Positions</u>	<u>Number of Allowances</u>
<u>Commissioned, Cadet and Custodial Classes</u>		
Chief of Police	1	0
Deputy Chief	1	1
Assistant Chief	4	4
Inspector	1	1
Captain	18	18
Lieutenant	37	27
Identification Technician	2	2
Special Investigator	2	0
Detective	91	88
Investigator	4	3
Sergeant	93	66
Policeman II	323	306
Follow Up Officer	4	0
Radio Telephone Operator	50	0
Policeman I	277	0
Policewoman	3	3
Police Matron	5	0
Cadet	16	0

<u>Classes</u>	<u>Number of Positions</u>	<u>Number of Allowances</u>
<u>Custodial Classes</u>		
Supervising Jail Guard	5	0
Senior Jail Guard	10	0
Utility Jail Guard	1	0
Jail Guard	24	0
Jail Matron	<u>6</u>	<u>0</u>
Total	978	519
<u>Civilian Classes</u>		
Fiscal Officer	1	1
Crime Lab Analyst I	1	1
Radio Technician II	1	1
Radio Technician	3	3
Building Equipment Supervisor	1	1
Others	<u>123</u>	<u>0</u>
Total	130	7
Grand Total	1108	526

100 Percent City-Owned Automobile Fleet

A comparable basis of comparison was used to estimate the number of automobiles which would be needed if there were to be conversion to a 100 percent city-owned automobile fleet. The assumption taken was of the 1108 employees authorized on June 1, 1967, arranged in the staffing pattern then approved, and following then current operating practices.

The method used was to review the 1108 positions by department elements to which they were allocated, and estimates were made of the number of city-owned vehicles which would be required by personnel in each element. Consideration was given the hours of usage needed for both marked and unmarked automobiles, use of pool cars by some personnel, and need for maintenance down time. An adaptation of IACP's allocation method used in the Washington, D.C. survey was applied, particularly with reference to a 50% ratio for detective personnel and a 10% down time factor. Copies of that survey are on file in the Finance Division and the Budget Office(7:9).

The conclusion was that if the automobile fleet were 100 percent city-owned, there would be a requirement for 118 marked cars and 101 unmarked cars, a total of 219 automobiles.

The estimate work sheets are on file in the Finance Division and show these details:

1. Marked car basic need is determined by the maximum use on the 3:00-11:00 p.m. (3rd watch) period. There is no requirement to assign a marked car to any position for 24-hour use. The basic need is 107 marked cars.

2. Unmarked car basic need, determined by the maximum use on the 7:45 a.m.-4:30 p.m. (2nd watch) period, is 60 unmarked cars, plus a requirement to assign 23 unmarked cars to positions where they must be available for 24-hour use. The basic need is 83 unmarked cars.

3. Pool need is determined by the requirement of 24 positions for some transportation on the 7:45 a.m.-4:30 p.m. (2nd watch). This requirement can be met by using three of the 107 third watch cars which would be available from 7:00 a.m. to 3:00 p.m., plus an additional basic pool need for 9 unmarked cars.

4. Automobile maintenance need is computed on the basis of a 10 percent allowance for down time other than routine maintenance. This factor results in an estimated additional need for 11 marked cars and 9 unmarked cars.

<u>Recapitulation</u>	<u>Marked</u>	<u>Unmarked</u>	<u>Total</u>
Basic	107	83	190
Pool	<u>0</u> 107	<u>9</u> 92	<u>9</u> 199
Maintenance	<u>11</u> <u>118</u>	<u>9</u> <u>101</u>	<u>20</u> <u>219</u>

Base location

The base location is the place where cars would be parked when not in use.

Of the 219 cars, 167 would be based at the police garage facility, Honolulu, and 52 elsewhere: Halawa Jail (1), District II (11), District III (19), and District IV (21). Included in these figures are the 23 unmarked cars assigned to positions for which they must be available for 24-hour use. Some of the personnel concerned might or might not be permitted or expected to actually base the cars at their residences. These figures are relevant to physical facilities for parking this fleet.

Equipment

Radio transceivers, blue roof lights, and sirens would be installed on all 118 marked cars. Radio transceivers, portable blue lights, and sirens would be installed on 88 of the 101 unmarked cars. Thirteen unmarked cars would not require any of this equipment.

<u>Recapitulation</u>	<u>Marked</u>	<u>Unmarked</u>	<u>Total</u>
Radio transceivers	118	88	206
Blue roof lights	118	0	118
Blue lights, portable	0	88	88
Sirens	118	88	206

Cost Comparisons

The Budget Office was asked to provide cost accounting for the estimated requirements, with the suggestion that best police practice is to replace police cars at 50,000 miles or two years, whichever occurs sooner, and that there will be variations at which marked and unmarked cars reach this mileage.

The Budget Office reply contained the following information:

Cost figures on proposed 100 percent city-owned fleet are based on your estimated total requirement of 219 automobiles. The cost figures for the present system are based on current budget authorization and estimates.

The total annual cost for the present system amounts to \$1,059,368. The proposed 100 percent city-owned fleet is estimated to cost \$954,129 which amounts to a net difference of \$105,239.

Total mileage traveled under the present vehicular system amounts to 10,358,184 miles per years. Dividing this figure by the total number of automobiles estimated for the city-owned fleet indicates that city-owned automobiles would reach 50,000 miles per vehicle in approximately 14 months. There is a considerable difference in estimated total mileage to be traveled by the marked and unmarked cars. Marked cars would accrue 50,000 miles per vehicle in 8.2 months, and unmarked cars would reach 50,000 miles in 35.56 months. Therefore, to equalize the mileage on these two categories of vehicle, it is recommended that all new cars be initially utilized in one of the two categories (i.e., marked or unmarked) and then repainted and shifted to the other category of vehicle. Repainting and other conversion costs are estimated to be approximately \$100 per vehicle.

Annual Cost of City-owned Fleet (219 Cars)

Estimated Depreciation--

Vehicles would be turned in at two years or 50,000 miles, whichever occurs first. Estimated turn in value approximately \$1,000 per unit0296 per mile
Insurance at \$60 per unit0012 per mile

Operation and Maintenance--

Including gasoline, oil and lube, tires, tubes, batteries, conversion from marked to unmarked cars, and all parts and labor0589 per mile

Total cost per mile .0897

\$.0897 per mile x 10,358,184 = \$929,129

Salary for five dispatchers = 25,000

Total cost City-owned fleet \$954,129

Annual Cost of Present System

of

526 Privately-owned Vehicles and 43 City-owned Vehicles

Car Allowances--

526 cars \$648,360

Insurance--

526 cars at \$119 \$62,594
43 cars at \$60 2,580 65,174

Gasoline and Oil

(Budget authorization--all cars) 234,034

Annual Depreciation--

43 cars at .0296 per mile, estimated
mile 40,000 miles per year per car or
1,720,000 miles x .0296. 50,912

Annual Maintenance--

Including oil and lube, tires, batteries, and all parts and labor. (Excludes gasoline provided for above.) 43 cars at 0.354 per mile--
estimated mile 40,000 miles per year per car--
1,720,000 x .0354 60,888

Annual total cost of present system \$1,059,368

SUMMARY

Proposed City-owned Fleet.	\$954,129
Present System	<u>1,059,368</u>
Net Difference Per Year.	<u>\$105,239</u>

Present parking facilities should be sufficient for the recommended 219 automobiles. No attempt was made to study parking problems for privately-owned vehicles if proposed City-owned fleet system were adopted. If the City were to furnish parking for privately-owned vehicles, additional parking facilities would be required resulting in a capital expenditure. Additional maintenance facilities would also be required which would be another capital expense. The cost of these facilities would have to be considered, in the event that conversion to a City-owned fleet, is effected.

Additional savings to the City would accrue in the area of police car equipment (i.e., blue emergency lights, radios, sirens, fire extinguishers, etc.) as the size of the Police Department increases. At the present time, the above itemized equipment costs approximately \$1,100 per vehicle. Under the present system, if one beat were added around the clock, it would require approximately five vehicles resulting in an equipment requirement of \$5,500. Under the City-owned fleet system, a maximum of two additional cars would be required with a resultant equipment expense of \$2,200, for each additional 24-hour beat(7:10).

It is emphasized that the cost accounting figures are the best available cost estimates at this time, and would be subject to actual contract purchase price and turn-in allowances. There well may be variations in the required number of vehicles depending upon department size, organization and operating practices in effect at the time conversion to a 100 percent city-owned fleet is undertaken. In this respect, a hard decision will have to be made about actual need in comparison with the number of vehicles it would be nice to have, if the Berkeley experience may be taken as an example.

Regardless, it is quite clear that substantially fewer vehicles will be required with a 100 percent city-owned fleet because most automobiles will be used by more than one person, and the annual cost to the City will be less.

Relative Merits

Privately-Owned Fleet

Principal arguments for the privately-owned system with comments, are:

1. Adequate transportation is available at all times. No duty time is lost waiting for a car. This should prevail, largely, if an adequate fleet is purchased.

2. Automobiles are well maintained by owners, avoiding need to provide, equip and staff a garage for these cars. There are no administrative problems about quality of upkeep. The fact is that the present garage is already serving a city-owned fleet of 120 police vehicles. Ability to care for a 100 percent city-owned fleet will depend upon how well the garage is managed.

3. Mobilization of off-duty personnel for any reason, including tidal wave alerts, is facilitated. Certainly this is true. The question should be - how important this factor really is, and whether all necessary mobilization could not be satisfactorily effected with a city-owned fleet operation. Quite possibly the argument is not as valid as it may seem.

4. Off-duty personnel enroute to and from work and at other times may take necessary or desirable police action. This is true. The questions are - how important this really is, how often does it happen, how necessary is it, and whether it is entirely desirable in many cases.

5. An auto allowance is part of total compensation. It is argued that salaries are not adequate and the automobile allowances tend to attract and retain personnel. Undoubtedly this is a factor. However, as Berkeley learned, the solution is to separate the questions of salary and automobile allowances. Salary needs to be dealt with separately and adequately, with the automobile allowances questions resting on their own merits.

City-Owned Fleet

Principal arguments for the 100 percent city-owned fleet, with comments are:

1. Cost will be less. This is indicated in this study, with supporting evidence of the Berkeley experience.

2. Police operations will be improved. It may be said, flatly, that one of the greatest handicaps to flexible assignment and operations is necessary consideration of which policemen do or do not have automobile allowances. This often hampers transfers, duty scheduling, even career development.

3. A police morale problem, actual or potential, will be reduced or averted. As shown in a preceding table of allowances by position classes, many officers of equal ranks enjoy automobile allowances; others do not. This situation will not improve but deteriorate the longer the system is sustained.

4. Except for counties of Hawaii, no known police jurisdictions of any size employs a privately-owned police fleet. This is not a conclusive argument, but it does raise a question about continuing the present system.

Summary

In summary, it appears the advantages of a 100 percent city-owned police fleet outweigh the advantages of a privately-owned system. Actually, with 120 city-owned police vehicles, the conversion has already begun. When viewed objectively, it is apparent the conversion is overdue and inevitable.

Recommendation

Continue conversion of the privately-owned automobile system to a 100 percent city-owned fleet.

Making the Change

It must be recognized that it will never be possible to get a consensus from all concerned that there should be a change. It may be anticipated

that a change will be unpopular, at least initially, with many policemen. It will be less unpopular if salary is dealt with separately.

The Berkeley experience indicates a possible course of action. City administration will have to decide to make the conversion, require planning to effect the change, establish a cut-off date after which no new employee will receive an auto allowance, provide a period of as much as five years depending upon use and age of automobile for owners to amortize their investments in personally owned cars, and purchase the fleet by increments. This is an entirely manageable process. It awaits only the decision to proceed.

CHAPTER NOTES

- 7:1. City and County of Honolulu. Agreement, November 17, 1966, p. 3.
- 7:2. Beall, William P., Jr., Chief of Police, Berkeley, California. Personally communicated, January 5, 1967.
- 7:3. Hunrich, William, Jr., Assistant City Manager for Administration, City of Berkeley, California. Personally communicated, January 4, 1967.
- 7:4. Honolulu Police Department. First Annual Report, 1933.
- 7:5. Keala, Francis. Lieutenant, Finance Division, HPD. "Inventory City-Owned Vehicles, Authorized Complement, Last Quarter 1966-67." Memorandum Table, May 26, 1967.
- 7:6. Honolulu Police Commission. "Automobile Allowances." Resolution, November 17, 1965. 39th Semi-Annual Review of Auto Allowances, September 1, 1966 to February 28, 1967 was approved. Commission Minutes, April 5, 1967.
- 7:7. Honolulu Police Commission. Minutes, September 21, 1966.
- 7:8. Fong, Henry. Fiscal Officer, HPD. "Police Auto Allowances Based on Authorized Personnel, Last Quarter 1966-67." Memorandum, May 23, 1967.
- 7:9. International Association of Chiefs of Police. Chapter note 1:1, pp. 443-450.
- 7:10. Simpson, H. D., Management Analyst, Office of the Budget Director, City and County of Honolulu. "Police Fleet Analysis, Cost Accounting." Memorandum, June 22, 1967.

CHAPTER VIII

CONCLUSION

Summary

In summary, this study has embraced organization structure, manpower requirements and distribution, selected administrative procedures including personnel and training, and analysis of the privately-owned automobile fleet.

The Chief of Police extended to the consultant the privilege of intimate examination of every facet of operations relevant to the project. Months of inquiry have confirmed that HPD is a good and unusually progressive police department. As was expected, some existing and emerging problems have been identified. Some modifications and refinements will result in organizational, administrative and operational improvements. Results such as these could be anticipated in any agency or organization when such a searching examination is undertaken.

This report contains sixty-two specific recommendations. Each merits administrative consideration by the department, some by the Police Commission, others by City administration. A few will involve other city departments. The City Council may be interested in any broad policy matters which are implied. Certainly, the Council will wish to know the administration's position on any recommendations which involve appropriations.

Implementation

Now that the appraisal has been made, the logical sequel is urged. Those recommendations that are acceptable should be implemented on a time schedule which is feasible.

Action on most of them can be initiated as soon as there are decisions to proceed; a very few may require Civil Service or legislative attention.

Most of them can be accomplished in the 1967-1968 fiscal year. In fact, many of them reflect matters which have been under consideration, some of which may have been acted upon by the time this report is published.

Recommendation

Implement those recommendations that are acceptable on a time schedule which is feasible.

For ready reference, the specific recommendations are listed in the Appendix immediately following.

APPENDIX

SUMMARY OF RECOMMENDATIONS

Following is a summary of recommendations by chapter, serially numbered, for ready reference.

CHAPTER I - INTRODUCTION

Principle Recommendations are summarized in the first chapter.

CHAPTER II - ORGANIZATION

Headquarters

1. Install adequate police location signs at Headquarters.

Districts and Substations

2. Defer indefinitely any consideration of more District substations in the City and County.
3. Prohibit police use of the Waiialua Court House in District II and the Hauula Court House in District IV.

Relationships Between the Police Commission and the Chief of Police

4. Consider amendment by the Commission of the Honolulu Police Department Rules, as described.
5. Adopt, by Commission action, Police Regulations, as described.
6. Refer all other directive issuance to the administrative function of the Chief of Police.

Proposed Organization

7. Adopt the structure and element titles shown in Figure 2.3.
8. Provide the additional two Inspectors and one Captain.
9. Issue necessary Administrative Notices to be re-confirmed later by General Orders to implement the two preceding actions.

CHAPTER III - MANPOWER

Proposed Patrol Staffing Patterns

10. Adopt the described patterns of 120 gross motorized beats and 35 gross foot beats.
11. Adopt the described pattern of 24 sergeants sectors.
12. Adopt the staffing pattern of 292 policemen.
13. Adopt the staffing pattern of 45 sergeants.
14. Provide that special events duty shall be by overtime, as merited.

Departmental Positions Comparisons

15. Adopt the proposed 1242 positions shown in Figure 3.13 as the department minimum full-time complement for 1967-1968.
16. Distribute the 1242 positions by department element as proposed in Figure 3.14.
17. Increase the 1967-1968 initial budget by supplemental 1967-1968 appropriations to provide for the proposed complement.
18. Increase the 1967-1968 initial budget by a supplemental 1967-1968 appropriation to provide for overtime payments for special events duty.
19. At the appropriate time, issue departmental directives to implement the preceding actions.

CHAPTER IV - ADMINISTRATION

Planning

20. Adopt an administrative policy of encouraging the concept of completed staff work.

Directing

21. Initiate a study with assistance of the Corporation Counsel to determine whether proposals should be made to amend any provisions of law or the charter concerning HPD.
22. Adopt the described directives system.

Staffing

23. Undertake aggressive continuous recruiting.
24. Consider upward adjustment of police salaries.
25. Exempt police candidates from Hawaii residence requirements.

Consolidating Classes

26. Reallocate the class Policeman II, Radio Telephone Operator, and Follow Up Officer, all in Salary Range-17, to a new class Policeman at Salary Range-17.
27. Reallocate the class Policeman I, Salary Range-15, to a new class Policeman at Salary Range-17.
28. Reprice the class Policewoman, Salary Range-15, to Policewoman, Salary Range-17.
29. Initiate action to reduce or consolidate the numbers of civilian classes.

Cadets

30. Refine the Cadet Program as described.

Coordinating

31. Discontinue Monday and Friday staff meetings, replacing them with Chief's conferences with Bureau commanders, and Bureau commanders with their subordinates.
32. Analyze internal committees with a view toward disbanding as many as possible, replacing them with the completed staff work concept.

Chief's OfficeDuties

33. Analyze the duties of the Lieutenant, Chief's Office, with a view toward some reassignments.

Inspection Section

34. Develop the functions of the Inspection Section as described.

Research and Development Section

35. Develop the functions of the Research and Development Section as described.

Finance Division

36. If possible, design the activity categories of the budget to conform with authorized strength allocations.
37. Require that budget requests of bureaus, divisions and other elements be accompanied by convincing justifications.

Personnel Division

- 38. Conduct pre-employment investigations of the backgrounds of candidates.
- 39. Initiate a proposal to more effectively screen candidates in oral interview examinations.

Evaluation Process

- 40. Continue the project for redesign of the employee rating form.

Personnel Distribution Reports

- 41. Adopt a revised Personnel Distribution Report form.

Training

- 42. Consider further expansion of the in-service training program.
- 43. Develop a program of incentives for training and education.
- 44. Initiate a pilot project for the first phase of an exchange program as described.

Library

- 45. Obtain professional advice and assistance for maintenance of the HPD library.
- 46. Assign control of purchases of all publications as a Training Division responsibility.

Data Processing

- 47. Reconsider 1967-1968 staffing needs for Police Data Processing.

CHAPTER V - OPERATIONS BUREAU

Task Group

- 48. Refine the responsibilities of the Task Group.

Traffic Division

- 49. Complete the transfer of the parking enforcement for all of Honolulu to the City's Department of Traffic.

Solo Motorcycle Detail

- 50. Initiate steps to repeal the law requiring funeral escorts.
- 51. Reduce escorts to the minimum.

52. Progressively replace two-wheeled escorts with three-wheel or four-wheel vehicles.
53. Progressively reduce the size of the Solo Motorcycle Detail to minimum needs.

Criminal Investigation Division

54. Select sergeants in lieu of policemen for training assignments in the Criminal Investigation Division.

Detached Services

55. Explore the possibility of eventually terminating the detached assignments to the offices of the Prosecutor and Corporation Counsel.
56. Abandon the class Special Investigator when the positions are vacated by incumbents.

Future Detective Requirements

57. Consider relieving the Criminal Investigation Division of misdemeanor theft investigations, except in involved cases.

Juvenile Division

58. Analyze the requirements of the Juvenile Division to determine how many detective positions should be replaced by policemen.

CHAPTER VI - TECHNICAL BUREAU

Communications Division

59. Complete a staff study for, and implement a centralized Communications Center.

Corrections Division

60. Continue to explore the feasibility of divesting the corrections functions.

CHAPTER VII - VEHICLE FLEET

Summary

61. Continue conversion of the privately-owned automobile system to a 100 percent city-owned fleet.

CHAPTER VIII - CONCLUSION

Implementation

62. Implement those recommendations that are acceptable on a time schedule which is feasible.

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Honolulu Police Department,
administrative study.

July 1967

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