

A CONSOLIDATION PROJECT

Mahoning County, Ohio

by

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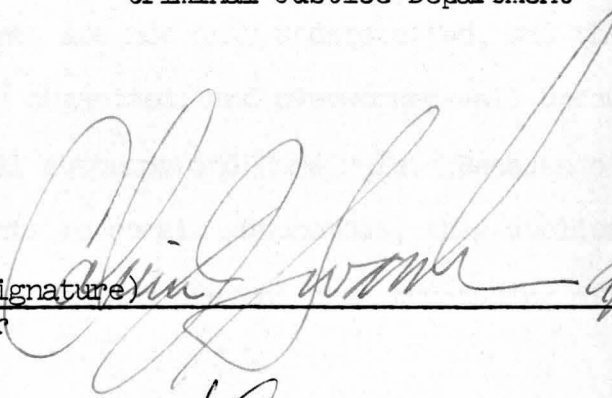
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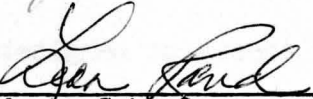
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ABSTRACT

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Since Mahoning County, Ohio, is basically comprised of small, undersized policing entities of ten or less men, extensively utilizing part-time help in patrol and investigative services, one can infer that inefficiency in overall services rendered has resulted. These undersized departments are not only understaffed, but they are also poorly trained, poorly organized, and overworked—all because of some innate concept of local autonomy and home rule. Because of the attempt of these departments to remain autonomous, they duplicate services of neighboring agencies and prevent the structuring of area-wide police services.

This study was designed to assess the feasibility of a merger of all police agencies in Mahoning County, Ohio, into one centralized operation of line, staff and supportive services. The defined population includes all police departments within the legal boundaries of Mahoning County—nineteen departments with more than 610 employees provide policing services to the 304,595 residents of the county, in an area size of 422 square miles.

In order to ascertain the number and variety of interjurisdictional cooperative arrangements existing in the Mahoning County Area, interviews were conducted with representatives from all but one of the departments in the area. A structured questionnaire, see Appendix A, was administered in each case, and respondents were asked to elaborate on the types of arrangements their respective department was involved with, so that as much information as possible could be obtained.

After analysing the data gathered by the instrument, the following conclusions were made: Given the situation that presently exists in Mahoning County, Ohio, there is little argument concerning the realization that there is a dire demand for improved police services. Local autonomy and home rule have hindered the growth of law enforcement and is a major detriment to the consolidation of police organizations. A high decentralization of police services; the extensive use of part-time help; limited area-wide capabilities; poor training and recruitment standards; limited financial community resources; duplication of services and facilities; inconsistent and contradictory objectives; inconsistent police services and policies; and the high mobility of the criminal population are all reasons to reevaluate traditional methods of operation and turn to alternatives, such as consolidation of police services, which seem to be the most viable solution.

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CHAPTER I

INTRODUCTION

In the realm of the criminal justice system, the police are that faction charged with enforcing laws and maintaining order. They can be considered an anomaly as well as a necessity, since they retain authority superior to that of other members within our society. The anomaly of their power is granted under a governmental system that distributes authority reluctantly to individuals at the lowest level of police bureaucracy, and then curtails it by a system of checks and balances.

The quality of life in the society in which we live is largely determined by the methods our police use in performing their basic tasks. They are the "agents" who provide a sense of security; prevent crime; preserve peace; protect life and property, and the rights by which our free-spirited democratic society exists. Though they are usually thought of as law enforcers, police spend more of their time engaged in nonenforcement related services. They provide crime control efforts by routine patrol, checking buildings, questioning suspicious persons, surveying incidents, or simply conversing with the residents of their jurisdiction to gain insight into neighborhood activities. They also make themselves readily accessible to a given area so as to reduce the opportunity for misconduct, and to increase the likelihood of criminal apprehension in the event of a crime. In the course of their daily functions, police perform under the scrutiny of the public eye,

with the crux of their activities on the street. They deal with enforcing the laws hour by hour; when, where, how, and as crimes occur. As representatives of local government, police are available on a 24-hour a day, 7-day a week basis, providing services to people in trouble or need.

To understand how police roles have developed, one must understand the historical relationship between society, police powers, and law enforcement, and how these factors became interrelated to formulate the present conception of the police officer's role. The idea of local authority and rights of local government have had significant impact on the development of law enforcement throughout the United States. Village societies of the classical organizations were closely integrated to a point where everyone knew everyone else's affairs. Rules of such a society were similar to ethical precepts and morals of past generations. Order was kept by clergy, elders and constables.

As the society grew, the making of laws and the structuring of machinery to enforce the laws were fashioned upon tradition. Autonomy remained as the most guarded stronghold for local control. The numerous small entities that submerged, as a result, provided jurisdictions with overlapping police responsibilities and a duplication of efforts. Today, over 40,000 separate, autonomous police agencies

throughout the United States employ more than 420,000 individuals.¹

General Orientation to the Problem

A fundamental problem confronting police today, resulting from these large numbers of uncoordinated local governmental entities, is fragmented crime repression, prevention and service efforts. It is not uncommon to find adjoining police agencies working at cross purposes in trying to solve the same or similar crimes. Very little cooperation, other than on an informal basis, exists between these agencies. Since crime is not confined within artificially created political boundaries, and since no single state or local agency has sufficient resources to cope with the modern criminal element, formal cooperation or consolidation is viewed as an essential ingredient in upgrading the quality of police services. Consolidation is met with much opposition from officials at every level, even though it appears

¹The President's Commission on Law Enforcement and the Administration of Justice, *The Challenge of Crime in a Free Society*, 1967. NOTE: John P. Granfield, "Publicly Funded Law Enforcement Agencies in the United States", p. 24, Police Chief, July 1975, states that 20,114 law enforcement agencies in the United States employ over 500,000 people. In other words, about a quarter of one percent of the total population is responsible for maintaining the public order for the remaining 99.75 percent. The difference between the 1973-74 study figure of 20,114 and 1967 Commission figure of 40,000 can perhaps be attributed to the consolidation of law enforcement agencies or to the termination of the law enforcement function by numerous small rural forces, the functions of which have been taken over by larger agencies, either on the local, county, district or state levels.

to serve the interest of both efficiency and economy with no sacrifice to professional growth. The controversy that arises stems from the fact that this system of operation is inherently the opposite of the political philosophy of local autonomy and home rule.

The police system in the United States can best be characterized as a mixture of locally autonomous and locally funded agencies, which result in a great deal of variance and "relevance" in the performance of police duties. The controversy against consolidation emanates from local entrenchment and resentment to outside interference with traditional ways of doing things, and shuns the efficient and uniform operations for the community-run organization. Projects are locally tailored, personnel are indigenous, and policies are determined by citizen input in the locally autonomous and locally funded agency. Merging smaller agencies into one large agency is viewed by many as a threat to job security, and is likely to destroy local power enclaves. Resistance also stems from a fear of federal control.

The most controversial, yet comprehensive form of consolidation is a total amalgamation of city and county police services. Not only would the cooperating departments and jurisdictions merge physically, total consolidation would allow the cooperating departments to experiment and innovate with a new idea of policing that would be cognizant of citizen rights, and considerate of employee needs. Police departments would be flexible so that they would be able to adapt to the changing priorities within the department and jurisdiction. No longer would it be necessary to exploit man hours and resources in the performance of a semicompleted task. Rather, a cohesive planning and uniform police service would allow for efficiency and effectiveness, the predetermined

results of consolidation that will utilize manpower and resources to their maximum capacity.

Operational Definitions

Definitions inherent in this study are set forth, to allow the construction of one deductive definition. This is done for continuity.

Consolidation can be defined as the merging, in whole or in part, of one police jurisdiction with another police jurisdiction. It is a means to provide better coordinated, more efficient and more effective services. This all encompassing definition allows applicability to any policing jurisdiction or function, and any type of formal agreement, which constitutes the assimilation of one unit or function into another, either in part or whole.

The definition of merging may be simply stated as the combining, in whole or in part, of several entities into one large unit.

Coordination presupposes a formal agreement between two or more jurisdictions each with defined responsibilities that jointly provide a common service. This implies that each participating unit has a particular responsibility in a cooperative venture, whether it relates to equipment, manpower, financial assistance, or some other means of support.

Region is a particular division or part of a county and immediately presupposes the establishment of boundaries, albeit artificial ones. A region, or community, for the purpose of this study, will be defined as an area, disregarding pre-established political boundaries, having a commonality of interests.

It is obvious that there are differences in terminology as

to what police should be called. The term police, as used in this study, represent the executive arm of state, county or municipal government having the responsibility of the preservation of peace, protection of life and property, and the enforcement of laws related to health, safety, and welfare.

Need for such a Study

Due to the obvious shortcomings of fragmentation, the primary goal of this study is to point to ways of achieving quality in police service through total amalgamation (consolidation) of the locally autonomous police entities of Mahoning County, Ohio. The County, with an area size of approximately 422 square miles, has nineteen police agencies, including a sheriff's department, which serve the incorporated, unincorporated, and township areas. Formal cooperation among the police departments in the urban and contiguous areas of the county does not exist because of local autonomy and home rule. Fragmented services that result from the abundance of police agencies within the county are clearly seen in overlapping, duplicative services. The repercussions are seen in citizen confusion about which police agency to contact when police services are needed.

The total number of police personnel involved in Mahoning County is such that a consolidation plan appears highly feasible. The independent communities, the four jurisdictional municipalities (Campbell, Canfield, Struthers, and Youngstown), and the townships protected by the sheriff's department, provide an appropriate example for the examination of the consolidation of small agencies into one large unit.

The Purpose of the Study

Based on an evident need for improved law enforcement services, the purpose of this study is to provide a body of information concerning trends and patterns in police consolidation, so that the law enforcement agencies within Mahoning County may better acquaint their personnel with improved techniques for services. This study assesses the feasibility of a merger of all police agencies in Mahoning County into one centralized operation of line, staff, and supportive services. Combining police responsibilities under one agency allows for the consolidation of the functions of communications, records, identification, and information systems; intelligence; investigation; traffic and patrol; laboratory services; recruitment, selection, and training. Consolidation will also provide an adequate financial support base, and cohesive planning that will meet current and future needs. Emphasis is placed on analysing the problem of police administration in Mahoning County, and on the development of a model for consolidation as an aid to improving the quality of police services rendered.

The method used in achieving this was to collect and organize a departmental resource inventory of all police agencies within the county, and to formulate a compilation of existing manpower, equipment and resources. Legal boundaries of each police jurisdiction, county, city, village, and township, were operationally defined, along with the geographic area to be served; the population density; and the legal responsibilities mandated to each level of government by state law.

It is recognized that the generalizations of this study are limited to a given geographical area, Mahoning County, Ohio, but it is anticipated that the data will serve as a basis for further

investigation in other localities experiencing similar issues of autonomy versus quality of police service.

Overview of Thesis

This thesis is divided into six chapters. Chapter One, the Introduction, determines the need for the study by explaining the basic police role, and how it relates to the locally autonomous agencies.

Chapter Two comprehensively reviews the literature relating to police consolidation. The Climate for Consolidation, found in the latter part of this chapter, points out the various types of consolidation models that are available for implementation. A universally acceptable consolidated plan is drafted in this chapter, and is modified to fit various agency needs and objectives.

The Methodology of the Study is detailed in Chapter Three. An instrument, see Appendix A, designed to obtain the most relevant data for a police consolidation project of line, staff and support services was administered to each of the police departments within the county. Follow-up phone calls, and on-sight visits helped to complete the field research.

The study of a consolidation plan for Mahoning County, Ohio, is the topic matter of Chapter Four. Included in this chapter is a developmental taxonomy of the county police departments since their inception in the early 1900's. The nineteen departments within the county are analytically detailed, and specific departmental information, gathered by the instrument, is given.

Chapter Five contains the consolidation plan for Mahoning County,

Ohio.. Discussed in this chapter are the simplest and least disruptive approaches available for the attainment of a unified law enforcement system in the County.

The interpretation of this consolidation study, and the projections of its probable advantages, if implemented in Mahoning County, Ohio, are addressed in Chapter Six. Also included in this chapter is a summary and conclusion of the study.

CHAPTER II

LITERATURE RELATING TO POLICE CONSOLIDATION

Historical Perspectives

People of a community, according to the American political philosophy, should be responsible for making decisions and policies relating to that community. This position contends that police should be organized at the grassroots level to enable them to remain part of their community, and be responsive to its needs. The basic police role has evolved out of specific assumptions made concerning how a police system should be designed, in order to insure commitment to the inhabitants of a given jurisdiction. These assumptions are:

1. The basic mission for which the police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of voluntary public cooperation diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.
5. The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, independence of policy without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race and social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.

6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public is the police; the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare.
8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.²

The greatest variety of police agencies is found at the county, municipal and local levels of government. This is attributed partly to the need of the jurisdiction to retain autonomy, and partly as a result of the numerous specialized police agencies within the jurisdiction.³ The consequence of strongholding autonomy in police organizations is seen in fragmented police services.

²John E. Angell, Director, Staff Report: Police Consolidation Project Portland Multnomah County, 1974, pp. 31-32.

³Douglas G. Gourley, Effective Police Organization and Management, (Washington: Government Printing Office, Volume 2, 1966), p. 3.

Alternatives to Tradition

According to Leonard and More, "The mobility of the criminal population and an increase in the volume of criminal activity altogether out of proportion to the increase in population, presents to police administration a compelling challenge to re-examine organizational patterns."⁴ Today, with technology advanced as it is, it is no wonder that the criminal justice system is realizing that crime is no longer a local phenomenon bound to concentrated geographical locations. Our present fragmented array of police organizations are structured to deal with multi-jurisdictional problems such as organized crime, narcotic trafficking, and various other heterogeneous crimes. Lack of cooperation and communication between various police organizations only enhance the criminals chance of success, and remain one of our greatest liabilities. The jurisdictional structure that is realized today is highly decentralized, has limited area-wide capability, makes extensive use of part-time help, and is generally considered inefficient in rendering full-time police services in patrol and investigation. This can lead one to infer that the inefficiency that has resulted, is directly related to police fragmentation and the duplication of services. One can justly question the viability of many small police forces trying to combat the same problem with little or no coordination.

Research analyzing the efficiency of small departments have indicated that they are undersized, poorly trained, poorly organized,

⁴V. A. Leonard and Harry W. More, Police Organization and Management, (New York: Foundation Press, Inc., 1971), p. 101.

and overworked.⁵ Not only do they seem to breed inefficiency in their own jurisdiction, but in their attempt to remain autonomous, they duplicate police services of neighboring agencies and prevent the structuring of areawide police services. A study done by John J. Callahan, in the state of Minnesota, indicated that 80 percent of all police departments in that State were inadequately staffed; 10 percent were considered under-staffed; and only 10 percent of all forces were considered as providing adequate service. While there are over 40,000 police organizations in the United States, nearly 90 percent of them consist of ten full-time personnel or less, often employed on a part-time basis.⁶ Less than five percent of all police agencies have a force of twenty-five men or more. These small police departments are not restricted to rural areas for 26 percent of all local forces in metropolitan areas are staffed with under ten men.⁷

Callahan's findings, regarding small police agencies in the state of Minnesota, indicated consolidation as the only alternative for amelioration of the problem. Due to the limited budget of small police forces, the amount of pre-service training is limited. The cost of training and the time away from ongoing duties eliminated many

⁵John J. Callahan, "Viability of the Small Police Force", Police Chief, 40 (March 1973), 56.

⁶Bruce Smith, Police Systems in the United States, (New York: Harper and Row, 1960) p. 22. Callahan, p. 56; Advisory Commission on Intergovernmental Relations, 1971. NOTE: Patrick Murphy in a speech presented at the IACP Convention 1978 stated that, "...The American police establishment is composed of over 15,000 agencies, approximately 80% of which have ten or fewer men." (Law Enforcement News, Issn 0364-1724, Vol IV No. 18, Oct 23, 1978, P. 1. "Murphy Challenges IACP's "small town" policies; urges PERF Chiefs to seek control of the group.

⁷Callahan, p. 56.

from participating in voluntary regional or state training programs. Another problem, related to size of the departments, was the high degree of turnover that existed within small agencies. The International City Management Association has indicated that turnover rates in police departments serving communities of 10,000 - 25,000 are seven times the rate of cities over 50,000 population.⁸ Also, resignation rates in these same small departments were seen to be about 60 percent higher than in larger departments. The conclusion reached was that qualified policemen leave such forces for larger ones that have better pay and a greater chance at promotion and job enrichment.

Overcrowding of communications systems, confused or inadequate response to calls for assistance due to jurisdictional confusion, capricious law enforcement practices from area to area, under-training of men on the force, and needless duplication of supportive services are all characteristic of small semi-autonomous police organizations.

Size

The President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, described the "machinery of law enforcement in this country" as "fragmented, complicated and frequently overlapping."⁹

America is essentially a nation of small police forces, each operates independently, within the limits of its jurisdiction.

⁸Callahan, p. 56.

⁹The President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, (Washington: U.S. Government Printing Office, 1967), p. 301.

The boundaries which define and limit police operations do not hinder the movement of criminals. They can and do take advantage of ancient political and geographic boundaries, which give them sanctuary from effective police activity. Nevertheless, coordination of activity among police agencies, even when the areas they work in are contiguous or overlapping, tend to be sporadic and informal to the extent it exists at all. This serious obstacle to law enforcement is most apparent in the rapidly developing urban areas of the country, where the vast majority of the Nation's population is located and where most crime occurs.¹⁰

As a result of its analysis, the commission recommended that:

Each metropolitan area and each county should take action directed toward the pooling, or consolidation, of police services through the particular technique that will provide the most satisfactory law enforcement service and protection at lowest cost.¹¹

If local police agencies across the country act on the recommendation made by the National Advisory Commission of Criminal Justice Standards and Goals, standards for minimum size police agencies would eliminate the more than 30,000 "small" agencies across the country.

"While only ten percent of the total sworn personnel employed in local policing in the United States would be affected by such a change, a large number of citizens living in metropolitan areas would be affected. If recommendations to withhold federal and state aid from small departments are followed, the alleged relative inadequacy of small departments may be a self-fulfilling prophecy."¹²

¹⁰The President's Commission, p. 301.

¹¹The President's Commission, p. 308.

¹²Elinor Ostrom and Dennis C. Smith, "On the Fate of Lilliputs In Metropolitan Policing," Public Administration Review, (March/April, 1976), p. 193.

Of the more than 40,000 police departments in this country, few supply all of the indirect services needed to deliver direct police services to the population served.¹³ Many small departments have been organized because the large departments serving an area were not able to provide the level of direct patrol and response services deserved by the residents of the locality.¹⁴

Although there is no absolute correlation between agency size and efficiency, small police departments, "by their very smallness, are judged not to be viable agencies of law enforcement in metropolitan areas."¹⁵ They are at a disadvantage in terms of services rendered due to the lack of sufficient resources necessary for "full service" police agencies. "Surveys of the efficiency of small and undersized police forces indicate that their personnel are poorly trained, poorly organized, and over worked. Consequently, small police agencies frequently provide an extremely low quality of service."¹⁶

The Advisory Commission on Intergovernmental Relations, in its 1970 report on State-Local Relations in the Criminal Justice System, observed that:

Small local police departments, particularly those of ten or less men, are unable to provide a wide range of patrol and investigative services to local citizens. Moreover, the existence of these small agencies may work a hardship on nearby jurisdictions.

¹³ Ostrom and Smith, p. 197.

¹⁴ Ostrom and Smith, p. 197.

¹⁵ Ostrom and Smith, p. 192.

¹⁶ Callahan, p. 56

Small police departments which do not have adequate full-time patrol and preliminary investigative services may require the aid of larger agencies in many facets of their police work.¹⁷

To provide full-time employment of two policemen on a 24-hour a day basis, local governments would ideally need to hire ten police officers. Ten officers should be considered as the minimum effective and efficient levels for an agency to operate as an independent entity. If fewer than ten sworn personnel are employed, the result is usually inadequate services. Part-time employees maybe needed to compensate for manpower deficiencies. Some jurisdictions are unable to employ even one officer on a 24-hour basis, and thus are dependent upon a telephone operator's success in reaching an off-duty police officer to answer calls for service.¹⁸

Since crime mobility has turned into an area-wide problem, consolidation of police departments with less than ten full-time sworn officers is recommended to increase the ability of law enforcement officials to deal with area-wide problems. When small police forces combine with larger pre-existing police agencies or combine with other small police forces, the result will be a police system that can more effectively mobilize its resources to handle those aspects of the crime population that are beyond the capability of the individual police departments.

¹⁷ Advisory Commission on Intergovernmental Relations, State-Local Relations in the Criminal Justice System, (Washington: U.S. Government Printing Office, 1971) p. 110.

¹⁸ Advisory Commission, p. 147.

The question of whether small police departments are viable cannot be unambiguously answered for all departments in all places. It is obvious that some departments, no matter what their size, are not able to handle the demands and problems that confront them. Consolidation is one viable alternative.

Alternatives

According to V.A. Leonard five administrative alternatives are at the discretion of police administrators, and all rely on the ability to attenuate the system through some form of consolidation.

Leonard's list of alternatives include:

1. the Metropolitan Police Authority
2. the Federated Police System
3. Integrated Fire and Police Services
4. Contract Law Enforcement
5. City-County Consolidation.¹⁹

Under a metropolitan police authority alternative, a single department would be established to discharge the law enforcement function on an area wide basis. The existing fragmentation, and the small independent agencies of the metropolitan area would be amalgamated into one organization which would provide for a standardization of services, a unified police communications system, amplified police training, a centralized police records system, continuity in policy, improved operating facilities, and added financial capacity and administrative capability.

A more acceptable alternative to local governmental officials might be the implementation of a federated police system. Under this

¹⁹ Leonard and More, p. 102.

system, a metropolitan police department would attempt to work closely and stress cooperation in working with local departments in an integrated operation designed to possess all the advantages of a single metropolitan agency but do no violence to the principle of local autonomy and home rule. The metropolitan police agency would be responsible for certain staff services that result in duplication. Such services would include centralized police communications, centralized police training, crime detection and laboratory facilities, and a centralized police records system. A federated police system would be conducive to areawide planning and coordinated methods especially in emergency situations. Decentralized routine patrol, municipal traffic regulation and control, along with other functions, would remain the responsibilities of respective local jurisdictions.

Integrated police and fire services is still another form of consolidation that stresses the benefits of efficiency and economy. Under this administrative alternative, both police and fire departments would be combined into one department—the Department of Public Safety. Crime and Fire represent major problems in our society, and the proponents of this form of amalgamation stress the issue of an increasing demand for improved protective services. This system's major component is that it maximizes the utilization of public safety personnel. Actual fire-fighting accounts for approximately one percent of a fireman's time while 99 percent is spent idle. Through integrated police and fire services many man hours now left idle by the department of fire could be utilized to augment the police function. Firemen would be able to perform such tasks as fingerprinting and photographing prisoners, communications operations, maintenance of equipment, and

other related staff functions. Conversely, police would be given the responsibility of fire safety inspections, crowd and traffic control at fires, and public awareness programs relating to fire prevention. Those who stress the utility of this form of consolidation agree that it would provide for better morale, higher salaries, and better working conditions. Although police and fire consolidation may have many benefits, it is usually met with much opposition from both police and fire personnel and its success is highly provisional.

Contract law enforcement provides still another alternative at improving efficiency and economy to the law enforcement administrator. Under this arrangement, small local jurisdictions disband their local police forces and enter into a contractual agreement with the state or county for the delivery of police services. The contracting jurisdiction pays the police agency that is retained for patrol, investigative, staff, and supportive services at a much lower rate than they would incur if they attempted to be self-sufficient. In this situation, fully equipped radio patrol cars would be assigned to the jurisdiction that enters into the contract. In return, the contracting jurisdiction would be provided with better trained, qualified personnel and all the resources of a large department, such as investigative services, technical expertise, and a large contingency force. Supporters of this plan feel that it offers the following advantages:

1. Economy—police service is delivered at a lower cost than would be the case where the city maintains its own police force.
2. Professionally trained personnel on the job.

3. The immediate availability of emergency reinforcements at no additional cost, permits a city to pay for only the minimum necessary level of protection while having the advantages of necessary emergency strength being available.
4. Radio patrol cars are completely equipped.
5. Unbiased, non-partisan service—people who might have sufficient political influence to obtain special favors from a local police agency are unable to obtain them from the Sheriff's personnel. There is complete freedom from local pressures and local ties.
6. Availability of a crime laboratory and technically trained personnel in the investigation of criminal cases.²⁰

One of the most controversial and comprehensive forms of police consolidation would result from a total amalgamation of city and county governments. Each community under a total consolidation plan, would loose its sense of identity. Acknowledging its difficulties in implementation, this seems to be one of the most efficient and effective forms of consolidation. One example of successful implementation of total consolidation is Duval County, Florida. On October 1, 1968, the city of Jacksonville merged with the County of Duval to form one County-City Police Department. In this case, governments of these two entities were abolished and a new charter was adopted establishing the new consolidated city of Jacksonville. The new charter provided for an elected mayor, sheriff, supervisor of elections, tax assessor, and tax collector. The legislative branch was composed of an elected, 19 man council, while the judicial branch remained virtually unchanged. No employee was to loose any right or benefit he had prior to the consolidation, and each employee went to the highest level of benefit in each category. The consolidation of the

²⁰ Leonard and More, p. 101.

City and County law enforcement agencies involved combining 392 officers and 80 civilians of the city with 340 deputies and 90 civilians employed by the county. The population of the combined jurisdiction was about 513,000, while it encompassed an area of 832 square miles. Combining police responsibilities under one agency permitted the consolidation of functions of communications, records and identification, investigation, and traffic and patrol, an adequate financial support base, better utilization of manpower and facilities, cohesive planning to meet current and future needs, and uniform law enforcement.

By combining the resources of both departments, substantial savings occurred that benefitted both efficiency and economy.²¹ "Consolidation has given us the opportunity for experimentation and innovation. We have taken a new look at police organizations and have not been bound by old methods."²²

One Solution to Increased Efficiency

A review of the literature on police consolidation strongly indicates that our present system breeds inefficiency and is very costly to the American taxpayer. In direct response to this problem,

²¹Dale G. Carson and Donald K. Brown, "Law Enforcement Consolidation for Greater Efficiency", FBI Law Enforcement Bulletin, v. 39, no. 10 (October 1970), p. 11.

²²Carson and Brown, p. 15.

the Advisory Commission on Intergovernmental Relations has developed a basic plan to combat the problem of police fragmentation and duplication of services.²³ The Commission recommends that all local governments assure the provision of full-time patrol and preliminary investigative services to their residents. If local governments can not provide these services it is also their responsibility to see that they are provided through intergovernmental cooperation with state, county, or other local authorities.

The argument against inadequate local provision of police services is that the quality of service rendered should not be compromised in order to maintain local control, and that it is the states' responsibility to see that this does not occur. The impetus behind State involvement lies in the fact that the state is solely responsible for the health, safety, and welfare of its people. Only through legislation can the fragmentation of police services be eliminated. This state legislation must empower county governments to assume the police function in any metropolitan locality that does not perform the police function adequately and in compliance with State standards, with the cost of such assumed police services charged to the affected local government. In cases where the county cannot or will not assume these police services, state legislation should mandate the consolidation of police services in metropolitan jurisdictions which do not provide basic police services.

²³Advisory Commission on Intergovernmental Relations, p. 17-18.

With the implementation of this, or any possible solution, many problems arise as to the measurement of adequate police services. Assuredly, the measurements are filled with ambiguity. More research is needed to justify results, although, it appears evident that departments employing ten or less men can hardly combat a complex criminal element, and provide professional service. The assurance of full-time basic police protection is clearly in the public interest. The state has ample authority to assure its citizens a minimum level of any public service. Assumption of local police services would occur after localities refused to provide minimum basic police services either directly or through intergovernmental cooperation. If local communities provide inadequate police services because of one deficiency or another, their existence should be questioned. The implementation of the Advisory Commission's recommendations appear to be a balance between local discretion and initiative, and state mandating action, for it gives local authorities every opportunity to provide their own police services while at the same time requiring minimum performance. Only if, for some reason or other, the local jurisdiction cannot serve its residents adequately will the state intervene.

Climate for Consolidation

The most difficult aspect encountered in the technical operation of a consolidated police agency is finding an area where a proper political climate exists. Problems arise when discussing allocation of resources to meet community needs and the attainment of differing objectives. The fundamental question is one of maintaining control: Who will manage the organization and settle disputes that occur between

jurisdictions? In traditional communities where the power structure remains constant there will be less likelihood to attain consolidation, and in many instances strong, open opposition will result. One may easily predict chances of unification by observing the cooperation that presently exists in the community to be studied. Any plan that threatens existing power structures will be difficult to implement and very likely not occur until mandated by legislation. Consolidation is most likely to exist in communities that are not stumped in tradition, and have a young progressive population.

Additional factors to be considered when taking into account the climate for unification include the degree of local autonomy lost to another agency and the degree of responsiveness to citizens on the part of the agency. In order to foster a climate that is conducive to consolidation, one must assure that when two or more agencies merge, their respective jurisdictions have a degree of control over the organization. Granted, not everyone can be in charge of the agency's operation, but there must be some avenue of input from respective jurisdictions in order to assure their participation. Degrees of control may be based on population with larger jurisdictions having a stronger voice of control.

The degree of agency responsiveness to the community is another factor that heavily influences the climate for unification. It only appears logical to assume that the less responsive a consolidated agency is to the citizens of a community, the less likely it is to have support, and in order to exist it must have support. Again, there must be some method employed to assure input from the public in order to base policies that will be responsive to each community involved. The

climate for unification is greatly enhanced when fragmented agencies become calloused to the needs of the community they serve.

The Plan

Experts agree that no such thing as a universally applicable police organizational structure exists.²⁴ Theoretically, police organizational structures should be oriented toward the specific goals of the police agency. The problem of appropriate police structure is complicated by the notions that some methods should not be used by police even though the results might be the most efficient achievement of a desired goal. Police agency designs, as a result, should reflect public and employee attitudes.

A model plan for police consolidation is depicted by Illustration 1. This design has been established to provide a coordinating mechanism for police consolidation. The project staff is responsible for achieving the project's objectives. Ideally, the project staff will work directly with the mayor of the cities, the County Commissioner, several consultants, committees, and citizens.

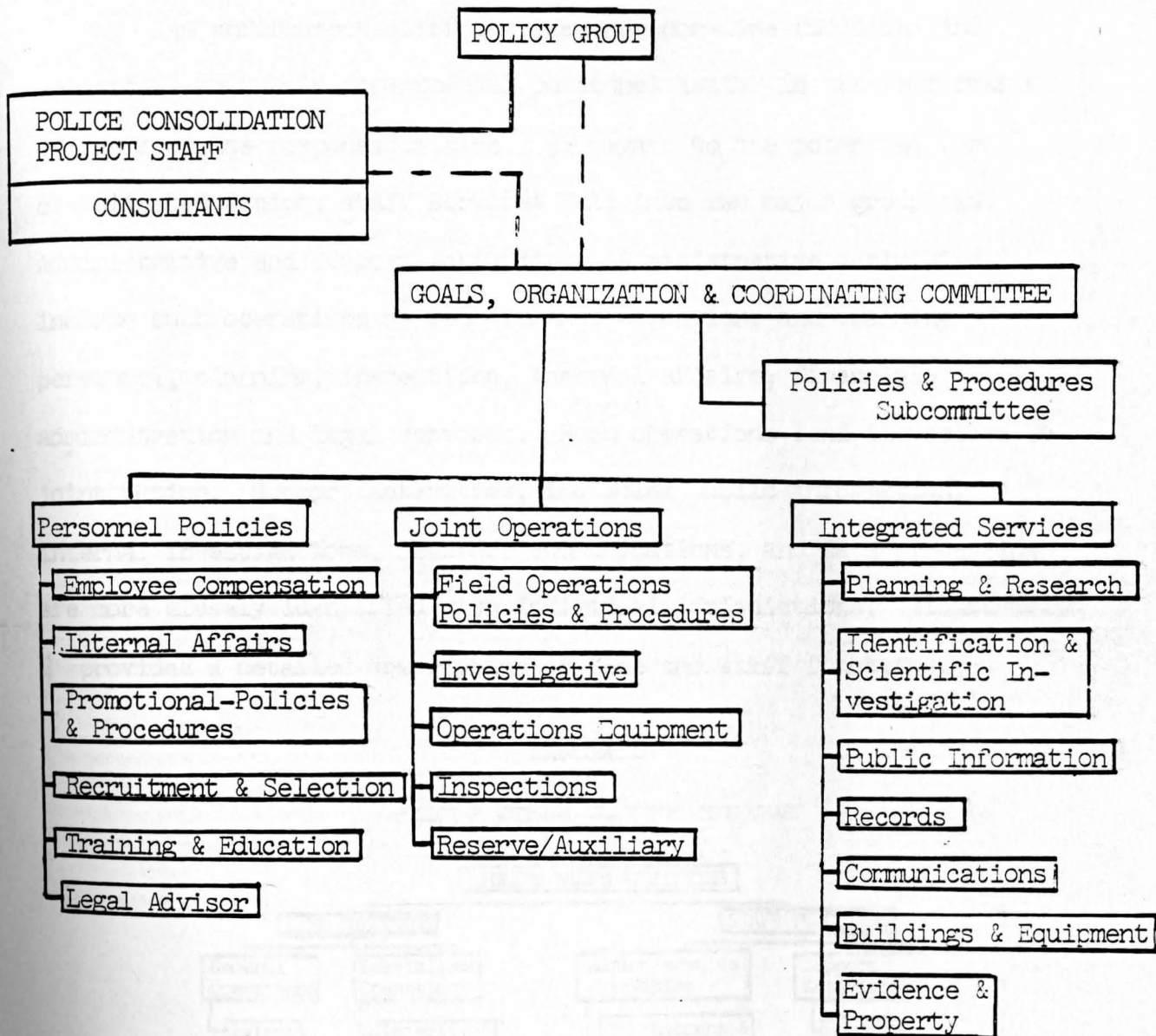
Concerns in Implementation: Line and Staff

Law enforcement functions are those operations which are performed to achieve the basic missions or goals of the police. They generally involve direct contact between regimented police officers (line) and members (staff) of the department. Line operations are provided for by

²⁴ Paul Whisenand and Fred Ferguson, The Managing Of Police Organizations, (Englewood Cliffs: Prentice-Hall, 1973).

ILLUSTRATION 1

MODEL PLAN FOR POLICE CONSOLIDATION



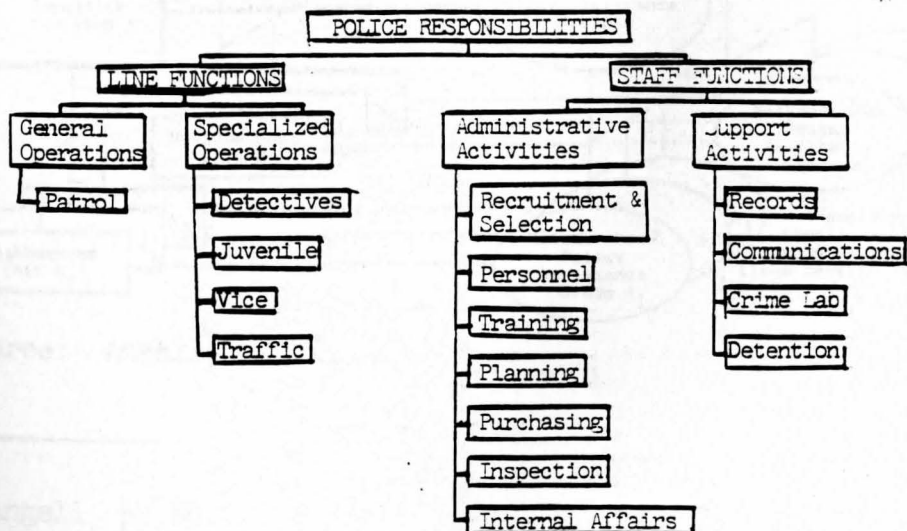
NOTE: Modeled after a Consolidation Plan used in Portland-Multnomah County, Oregon. Source: Angell, p. 2.

uniform patrol officers, while specialized operations such as investigation, intelligence, crime prevention, narcotics, vice and juvenile are provided for by the plain clothes police officer.

Law enforcement staff services are non-line functions and activities that help departmental personnel assist in the performance of basic police responsibilities. In regard to the potential for consolidated action, staff services fall into two major groupings: Administrative and Support Activities. Administrative activities include such operations as recruitment, selection, and training of personnel, planning, inspections, internal affairs, financial administration and legal services. Such operations lend themselves to joint action. Support activities, including public information, internal investigations, records, communications, and data processing are more closely identified with individual jurisdictions. Illustration 2 provides a detailed description of line and staff functions.

ILLUSTRATION 2

POLICE FUNCTIONAL CLASSIFICATION CHART

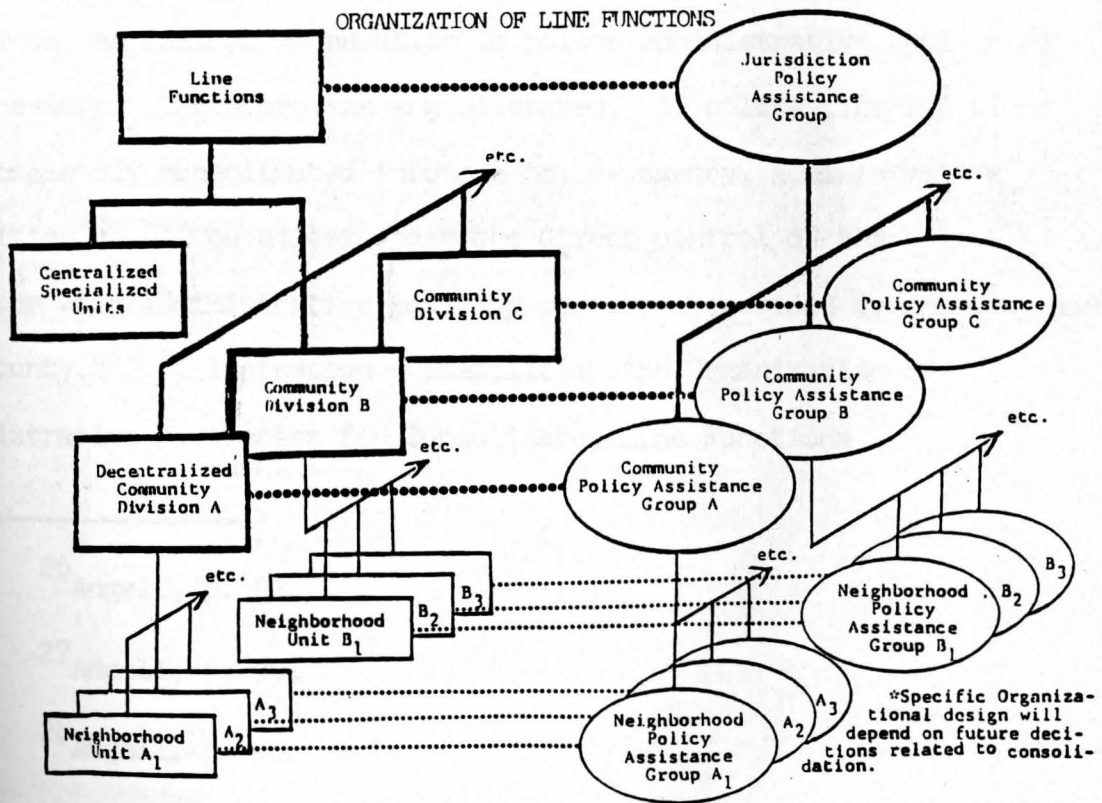


In a consolidated agency, police operations should be reorganized to facilitate:

1. priority and operational policy differentials that will render police services more relevant to the needs and expectations of individual communities;
2. citizen participation, communication, and influence with police officers in their communities;
3. police officer familiarity with the communities and people whom they serve;
4. cooperation between the police and other city and county social service organizations.

Illustration 3, below, depicts the Organization of Line Functions.

ILLUSTRATION 3



Source: Angell, p. 87

25
Angell, p. 86.

If line functions are to be consolidated, an organizational arrangement must be implemented in order to keep the single police operation responsible to local governments and policies. The traditional arrangement of placing an administrative activity unit in the police agency would keep the police extremely independent of the governments. Placing the administrative activity unit with either of the governments would probably result in favoritism to the government with control of the police agency.²⁶ Splitting administrative activity units between city and county might result in complicated, inefficient arrangements, and would reduce the possibility of other agencies from entering into a cooperative arrangement.²⁷ Mutual influence and maximum cooperation in police administrative activities is necessary. Therefore, as Angell stated, "if police line functions are completely consolidated into one police agency, administrative activities should be placed under the direct control of the police director with administrative activity personnel provided by the city and the county."²⁸ Illustration 4 exemplifies the Organization of Administrative Activities for Consolidated Line Functions.

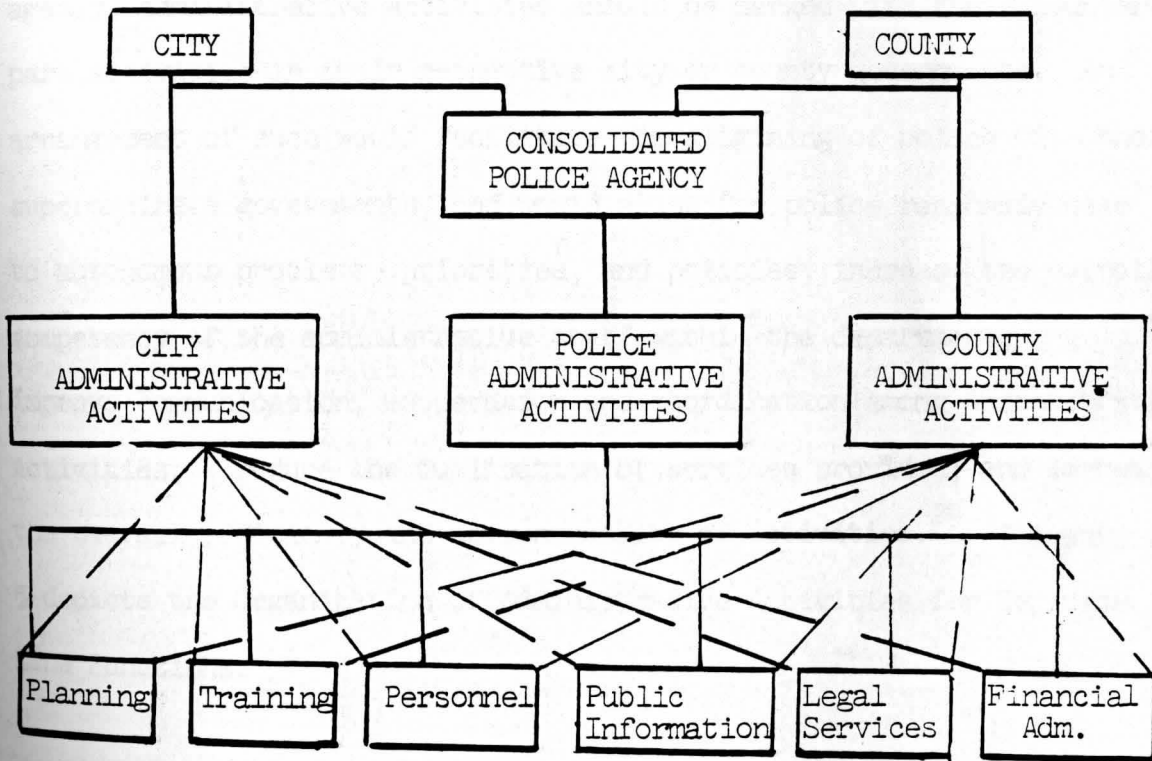
²⁶ Angell, p. 90.

²⁷ Angell, p. 90.

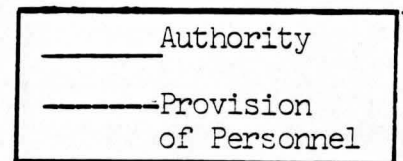
²⁸ Angell, p. 90.

ILLUSTRATION 4

ORGANIZATION OF ADMINISTRATIVE ACTIVITIES FOR Consolidated Line Functions



Legend



Source: Angell, p. 92.

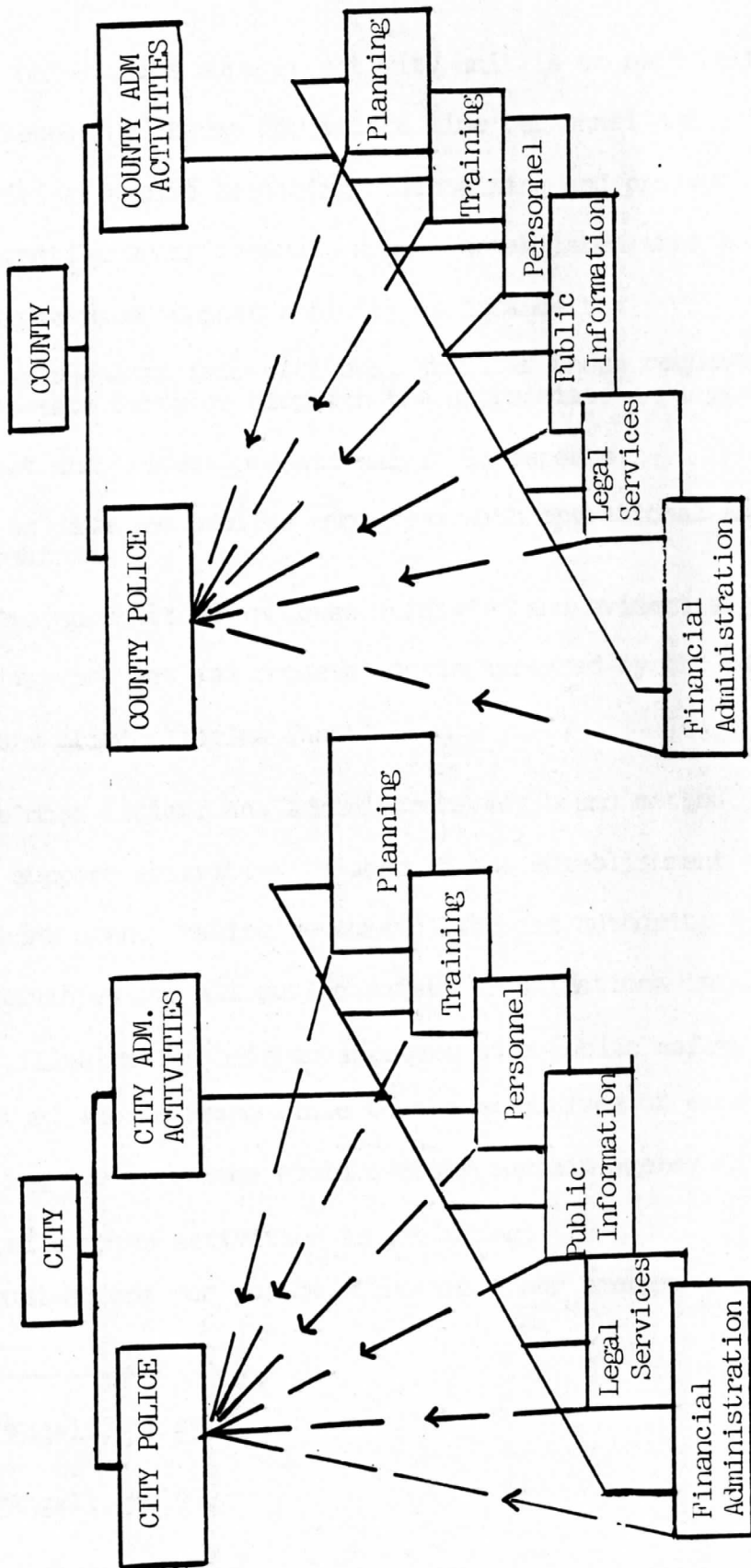
The organization of administrative activities, as depicted by Illustration 5, calls for cooperation with counterpart units in the city and county; responsiveness to governmental jurisdictions and the police director; and competent quality work. This system should reduce the duplication of services and provide effectiveness and responsiveness to the independent and autonomous local governments being served by the agency.

If police line functions are not consolidated into one police agency, administrative activities should be merged with their counterpart activities in their respective city or county governments. An arrangement of such would facilitate the aligning of police with their superordinate governments, and would allow for police responsiveness to autonomous problems, priorities, and policies; increase the overall competency of the administrative staff within the department; improve communication, cooperation and coordination among Administrative Activities; reduce the duplication of services provided; and increase the overall efficiency and accountability of Activities.²⁹ Illustration 5 depicts the Organization of Administrative Activities for Separate Line Functions.

²⁹Angell, p. 93-5.

ILLUSTRATION 5

ORGANIZATION OF ADMINISTRATIVE ACTIVITIES
for Separate Line Functions



Source: Angell, p. 93-95.

Organization of Support Activities

The object of a support activity unit is to perform those routine housekeeping chores for police line personnel and operations. These activities involve acquiring, maintaining and processing physical items, information or prisoners. Angell established that local police operations must have support activity assistance to:

1. receive requests from citizens, transfer those requests to the appropriate party or dispatch the appropriate employee or unit;
2. collect and process operational field reports:
3. process data and provide employees with operational and management information;
4. receive, protect and process recovered and evidentiary property;
5. receive, protect and process people arrested by the police;
6. perform criminalistics functions.³⁰

The most logical and administratively sound method of re-organizing support activities is through the establishment of a public safety support agency having responsibility and authority to manage support activities for all public safety organizations in the city and county.³¹ Illustration 6 is an approach to a public safety support agency. A coordinator, who is responsible to the executives of each of the participating jurisdictions would oversee certain agency activities.

Angell details these activities as including:

1. Communications for police, fire and other emergency and quasi-

³⁰Angell, p. 95.

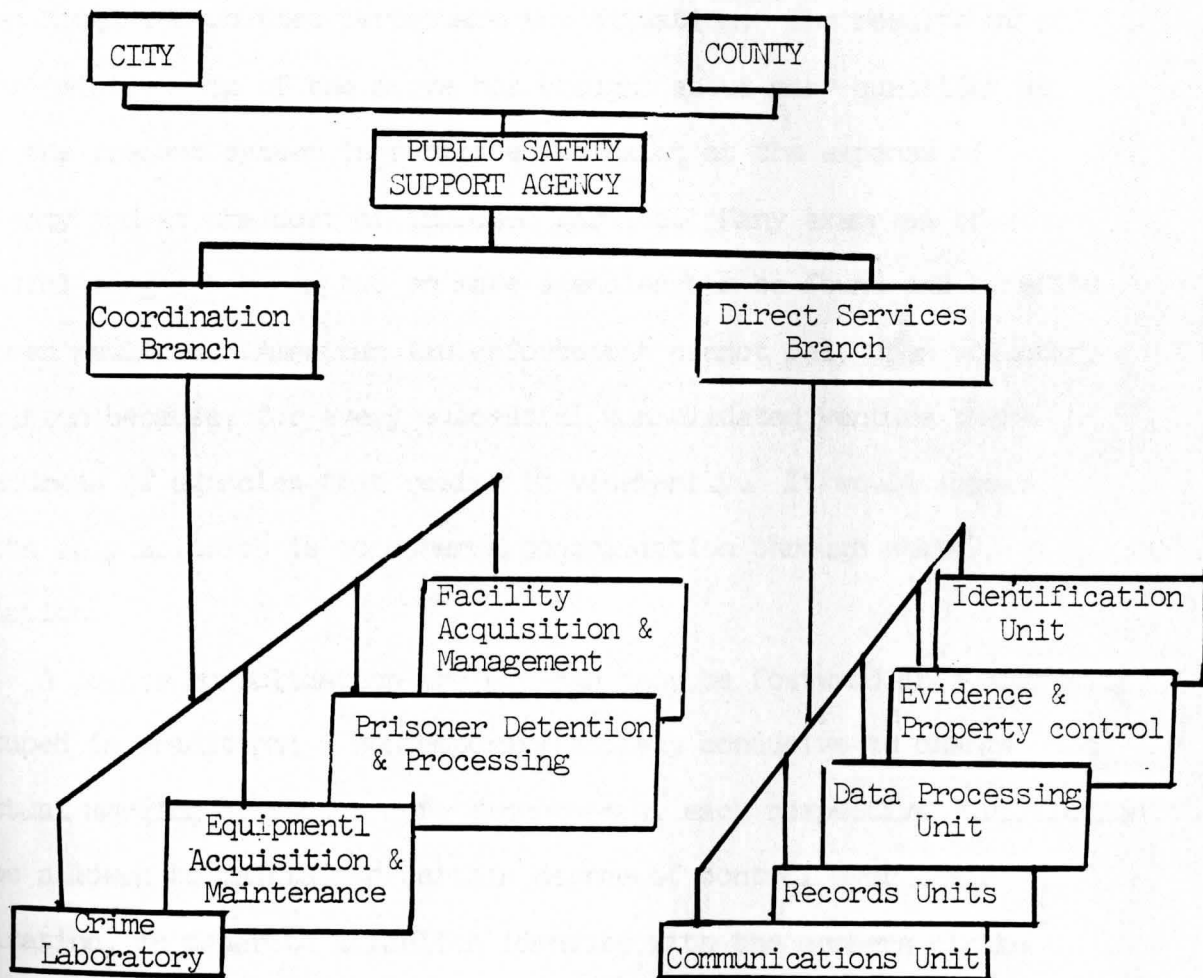
³¹Angell, p. 99.

emergency governmental agencies.

2. Records for police, fire and other emergency agencies.
3. Data processing for emergency and criminal justice agencies.
4. Evidence and property control for all criminal justice agencies including police and corrections.³²

ILLUSTRATION 6

CONSOLIDATED PUBLIC SAFETY SUPPORT AGENCY



Source: Angell, p. 100.

³²Angell, p. 99.

Summary

The implementation of police consolidation within various metropolitan areas will be a difficult task. The philosophical "dogma" of local autonomy and home rule have done much to hinder its inauguration, along with the parochial vision of many political leaders. In many instances, selfish interest of present administrators have had a detrimental effect on present police efficiency, and petty jealousy between local communities perpetuate the situation. The results of an inverse relationship of the above has brought about many questions as to why the present system is permitted to exist at the expense of efficiency and at the cost of improved service. Many examples of a successful merger between two or more agencies can be found and benefits have been realized. American law enforcement cannot rely upon voluntary unification because, for every successful consolidated venture there are hundreds of agencies that resist it vehemently. It would appear that the only solution is to coerce consolidation through state legislation.

A police consolidation project can only be fostered in a community not stumped in tradition; a contemporary society conducive to change. In the actual merging of two or more departments, each respective jurisdiction must be allowed to maintain a certain degree of control over their organization, in order to establish identity with the members of the community.

The consolidated agency will provide services relevant to the needs and expectations of the jurisdictions involved. Citizen input is the vital aspect of success in the consolidated plan. Open communications between citizens and the police will help to reduce the costly duplication

of services and provide effectiveness and responsiveness to the locally autonomous communities being served.

Agency involvement can be of various forms: consolidation of line functions intertwined between city and county, consolidation of select line and staff services, total consolidation of all services provided, and consolidation of public safety support activities.

CHAPTER III

RESEARCH PROCEDURE

This study has as its defined population, all police departments within the legal boundaries of Mahoning County, Ohio. Nineteen departments with more than 610 employees, provide policing services to the 304,595 residents of the county.

It was determined that the defined population would enable one to draw accurate conclusions implicating some form of consolidated agency. In order to ascertain the number and variety of interjurisdictional cooperative arrangements existing in the Mahoning County, Ohio, area, interviews were conducted with more than 18 police officers representing each agency. A structured questionnaire, Appendix A, was administered in each case, and respondents were encouraged to elaborate on their discussion of cooperative arrangements so that as much information as possible could be obtained about patterns of cooperation. Additional information on the various associations of police departments operating in the Mahoning County area was gathered by telephone or by mail. Telephone follow-up was utilized to confirm the existence of particular types of agreements or to settle disputes that developed as the data collection proceeded.

On-sight visits of the facilities enabled observation of the environment within which each department operated. Facility tours included visits to squad rooms, training rooms, communications areas, record maintenance rooms, and detention facilities, where available.

The police departments included in this study (see map page 111) are: Youngstown, Mahoning County Sheriff, Boardman, Campbell, Austintown, Jackson-Milton, Struthers, Beaver, Poland Township, Lowellville, Springfield Township, New Middletown, Canfield, Goshen, Washingtonville, Craig Beach, Sebring, Smith, and Poland Village. Beloit refused to cooperate.

The Instrument

The instrument, (Appendix A), used in this study contains open-ended questions designed to attain the most pertinent data available for a consolidation project. Broken down into five categories, the instrument searched out specific details of: departmental organization and management; field operations; facilities and support services; planning; and comments.

Questions in section one of the instrument required specific data about the organizational structure of the police department, and the management practices utilized in attaining the police function. Respondents were asked to indicate the number of personnel currently employed; the types of records maintained, their method and length of retention; and the types of administrative practices engaged in by the department.

Questions under the subheading Administrative Practices required a "yes" or "no" answer to confirm the existence of items such as a system of written directives, written standards and policies, policy manuals on vice controls, and standardized inventory control methods.

Field operations were assessed in section two of the instrument. Respondents were asked to identify manpower allocation and utilization in terms of staffing on operating shifts. Most functions performed by law enforcement agencies are similar, though they vary in percentage of departmental activity and priority of importance. The various aspects of field operations were analysed to find out which specific functions were performed by the police department; and in some cases, which functions should be performed by the departments.

Types of patrol within departments include foot patrol, one or two man vehicles, and motorcycles. Respondents were asked to indicate the type of patrol provided by their department, and the number of units available per watch. They then were asked to elaborate on the methods used in determining patrol beat distribution.

To complete this set, specific open-ended questions regarding the performance of preventive patrol; the procedures employed in providing supervisory patrol; the availability of a formal line and staff program; mandatory roll call sessions prior to patrol; and a policy of debriefing of the officers coming on the watch, were asked.

Mutual aid agreements, which are part of field operations, enlisted only two questions in this instrument, because of the nature of the agreement. It was anticipated in the formation of the instrument that mutual aid agreements did exist between all police agencies within the county. Therefore, these questions were added to the instrument to confirm such beliefs.

Questions in the Facilities and Support Services section were designed to identify those services used by the departments to provide

effective operations. Though the visible portion of police work is seen on the streets, the administrative functions that control these operations come from within the confines of a building. The structure size in square feet, along with a breakdown of services such as offices, squad rooms, detention facilities, communications, and training areas help to provide for the effective operation of a department. These specifics were answerable by "yes" and "no".

Operational support equipment in terms of automotive vehicles, and personal protection equipment, i.e., shot guns, automatic weapons, high powered rifles, body armour, helmets, gas masks, riot sticks, batons, mace, handcuffs, were requested by the instrument. Respondents were asked to indicate the numbers available to their department, and also the numbers needed, by the department, to operate more efficiently. The instrument also requested an inventory of special purpose equipment maintained by the department. Equipment in this category included breathalyzers, polygraphs, and radar.

Each department has its own communications capabilities. The specific types and frequencies used by the department were requested by the instrument, in order to help formulate a pattern of common usage in the communications networks. Respondents indicated frequencies utilized by their department; any undue interference that may affect their assigned frequencies; and other governmental agencies that maintain radio communications with their department.

The last section of the instrument dealt with planning. Though planning is the most integral part of any organization, many autonomous agencies only plan for budgetary purposes. Questions in this section

were open-ended to allow the respondent to elaborate on the planning aspects that transpire within the respective departments.

The comment section that follows the "specifics" of the instrument allowed the respondent to further comment on any preceding section or on suggestions that would be helpful in completing the survey.

Summary

The instrument used in this study to gain information was designed to establish the current concepts of policing, as performed by the nineteen law enforcement agencies within the county. Questions were structured to assess the feasibility of a consolidation effort of selected line, staff, and support services. The following chapter indicates the results found through this instrument.

CHAPTER IV

THE STUDY

This study assesses the feasibility of the merger of all police agencies in Mahoning County, Ohio, into one centralized operation of line, staff, and supportive services. A major assumption on which the validity of this study rests is derived from the Plan, see page 27 Illustration 1, used by Angell in the consolidation of Portland-Multnomah County, Oregon. It is believed that no significant bias resulted by selecting the models used in the Portland study.

The police departments included in this study (see map, page 111) were: Youngstown, Mahoning County Sheriff, Boardman, Campbell, Austintown, Jackson-Milton, Struthers, Beaver, Poland Township, Lowellville, Springfield Township, New Middletown, Canfield, Goshen, Washingtonville, Craig Beach, Sebring, Smith and Poland Village. The Beloit Police Department refused to cooperate in this project.

The police departments, see Table 1, serving these neighborhoods exhibit wide variation in terms of manpower, resources and the kinds of environments in which they operate. Size of the departments affected the way that departmental representatives answered the instrument. The variation was such that several of the departments were unable to complete the questionnaire in its entirety, especially where actual percentages of performed activities was requested. Due to these obvious shortcomings, of the smaller departments, the resource inventory that follows will incorporate only those services provided for by the given policing entity.

TABLE 1

AREA DEMOGRAPHICS OF MAHONING COUNTY, OHIO

Department	Population	Jurisdiction Size	Size of Force	Budget
Mahoning County	304,595	422 sq miles	45	\$ 1,008,000.00
Austintown	34,949	5 sq miles	29	not available
Beaver	5,575	19 sq miles	19	80,000.00
Boardman	36,110	25 sq miles	43	not available
Campbell	12,577	3.5 sq miles	23	400,000.00
Canfield	5,484	4 sq miles	9	not available
Craig Beach	1,451	1.5 sq miles	4	22,000.00
Goshen	2,927	36 sq miles	6	17,000.00
Jackson-Milton	1,938	36 sq miles	27	421,572.00
Lowellville	1,836	30 sq miles	23	56,710.00
New Middletown	1,664	9 sq miles	9	taken from twp budget as needed
Poland Township	10,300	44 sq miles	15	80,000.00
Poland Village	3,097	1 sq mile	4	79,600.00 not available
Sebring	4,954	1 sq mile	19	monies taken from
Smith	4,500	9 sq miles	4	twp budget on an as needed basis
Springfield Township	5,020	36 sq miles	12	36,000.00
Struthers	15,343	4 sq miles	22	not available
Washingtonville	247	3/4 mile	4	8,000.00
Youngstown	140,880	35 sq miles	328	4,482,264.00

Implications of a Historical Evolution

The taxonomy on page 46 is a classification scheme of the historical evolution of police agencies in Mahoning County, Ohio. Designed after a taxonomy used in Portland-Multnomah County, Oregon, historical records were reviewed within the county to determine the structure of police organizations as they existed prior to the 1900's, and through the twentieth century. Categories of the taxonomy scheme can be used to locate the past and present status of police agencies, in the Mahoning County area.

Research shows that prior to the 1900's, the governments of Mahoning County were originally personality based. Nepotism and anicism played an important role not only in the selection of governmental employees but also in the way governmental agencies treated citizens and dispensed services. The governments of the county were small and nonspecialized. Police agencies provided a broad range of services with limited specialization. The responsibilities of the sheriff were broad, and ranged from the collection of taxes to the maintenance of the jail. Leadership by the government and police tended to be of a charasmatic nature. Relationships between governmental leaders and subordinates were not covered by rules, and thus an employee's behavior was governed basically by his/her acceptance of the personal authority of a supervisor. Police officers dealt with citizens personally. Citizen's manifestation of respect for the police influenced the way a police officer handled the citizen's problem or request.

TABLE 2

DEVELOPMENTAL TAXONOMY OF MAHONING COUNTY, OHIO

Classical Organization prior to 1900	Bureaucratic Organization 1900 - 1970	Participatory/Humanistic 1970 - ?
<ul style="list-style-type: none"> *informal social control *authority based on social and economic status *low social mobility 	<ul style="list-style-type: none"> *legal control substituted for social control 	<ul style="list-style-type: none"> *mobile citizenry *high citizen power *concern for minorities *democratic
<ul style="list-style-type: none"> *goals ill-defined *jobs given due to political consideration *advocates no experience *generalist organization *low upward mobility (no lateral entry) *narrow span of control *technology relatively unused *lack of specialization *assembly line * mass production *worker paid in accordance with output 	<ul style="list-style-type: none"> *legal definition of responsibility (policy & procedure) *hierarchical arrangement *precise job responsibility *autocratic control through chain of command *motivation through threats & rewards *impersonal/objective selection & evaluation of manpower *selection on basis of competence *high degree of specialization *concern with efficiency *elaborate division of labor 	<ul style="list-style-type: none"> *goals clearly defined *flexible structure *increased citizen & employee participation & responsibility *situational management/organizational structures (committees, task force) *client/service oriented *high employee discretion *democratic *free flow of communication *reliance on consensus *increased employee discretion *employee treated on basis of merit *atmosphere promotes & encourages emotional expression

In the Bureaucratic typology, classical organizational characteristics prevail. Weber's philosophies of a classical organization became a living reality in local government between 1910 and 1970. During this period, governmental officials became increasingly concerned with efficiency and effectiveness in productivity of the operations. Scientific management techniques were utilized to acquire a cost-effectiveness plan of the agencies activities.

The Bureaucratic typology places a high value of treating all people in the same manner, regardless of the extenuating circumstances. It is characterized by a rational definition of the responsibilities of the organization, its subunits, and its personnel and an application of responsibilities in an impersonal, mechanistic manner.

The prescriptive organizational characteristics of a Bureaucratic typology, as explained by Angell, are yet to be fully realized in local police agencies. Included in these are:

1. Roles and goals of the organization are supposed to be precisely defined to facilitate measurement.
2. The structure of the organization is hierarchial with lines of authority and responsibility extending between a singlehead and a broad base of personnel at the bottom.
3. Activities which must be performed to achieve the purposes of the organization are rationally and logically arranged into unit responsibilities.
4. Responsibilities assigned to a unit of the organization are supposed to be relatively precise and clear-cut.
5. An effort is made to ensure that no responsibility is assigned to more than one independent unit of the organization.
6. An attempt is made to define every position so that a person occupying it will know to whom he reports and who reports to him.

7. Each position is theoretically subordinate to only one supervisor.
8. If a person is responsible for an activity or situation he has the formal authority necessary to fulfill his obligations.
9. The number of subordinates one supervisor can direct, coordinate, control, and be held responsible for is limited by the situation- the abilities of the subordinates, and the abilities of the supervisor; therefore, the number of subordinates assigned to one person is very limited.
10. Staff personnel and units exist to facilitate management, but they theoretically do not violate the lines of authority and responsibility.
11. Decision-making authority and responsibility for policy makers are progressively diminished down through the organization hierarchy.
12. Routine problems are handled by programmed responses without the need for management attention.³³

The 1970's brought substantial change to the culture and local organizational environment in Mahoning County, leading toward a Participatory-Humanistic approach. Power shifts facilitated by increased awareness of ethnic identity, minorities and women, consumer group organizations, and the educational system gave more political influence to previously powerless individuals and groups both within and outside of public agencies.

Significantly influencing social change in the 1970 police roll, has been the educational system. Young recruits entering local agencies are becoming more educated than the employees who

³³Angell, p. 22-23.

preceded them. Thus, they are not willing to accept authoritarian managerial styles, as was the norm of the Bureaucratic Typology, but instead are more attuned to broader life experiences. The current trend finds these recruits independently approaching a world of realism, and as such are intolerant of supervisors who expect them to simply obey orders and rules.³⁴

Area Demographics

Eighteen law enforcement agencies and a sheriff's department provide the brunt of police services to the 304,595 Mahoning County residents. The agencies are widely disparate in size and degree of specialization, although each shares in the common problem of an interdependent metropolitan area.

Mahoning County Sheriff

In reviewing the literature, Stephen Lloyd and David Norrgard pointed out that:

The County Sheriff is an anomaly in the law enforcement field in the United States. No other law enforcement official is so carefully provided for by the constitution and statute as is the sheriff; no other law enforcement official is saddled with so many non-police duties; and none has been accused of such a lack of professionalism.³⁵

It is not uncommon for a sheriff to perform law enforcement functions for the entire county area, maintain custody of

³⁴Angell, p. 24.

³⁵Stephen G. Lloyd and David L. Norrgard, "Coordination and Consolidation of Police Services; Problems and Potentials", (Washington: Public Administration Service, 1966), p. 22-23.

prisoners, serve civil paper and otherwise act on behalf of the courts, by collecting taxes, operating dog pounds, and performing many other duties not directly related to basic police service.³⁶ The sheriff is usually the elected official with short tenure, who operates a department staffed with patrol and range employees who are also of short-term tenure.³⁷

The Mahoning County Sheriff's Department is a typical sheriff's operation providing police protection to rural portions of the county, jail and custody services for the entire county, and civil processes and related court services. Functions performed by the sheriff department are established by the courts and the availability of budget monies. A total of 44 personnel serve in the department, 43 of whom are sworn police officers. 18 deputies (15 men and 3 women) work in patrol division, 12 serve as custody officers in the county jail, 6 work in civil and other court-related matters, and 4 serve in general clerical assignments. 27 vehicles, 2 station wagons, 1 crime scene van, and 2 boats are available for departmental use. Mahoning County has a ratio of one deputy for every 6,769 residents, or 425 square miles. 30 to 40% of the deputy's time is spent in answering calls for service, with an average response time of 20 minutes per call. Departmental break-down of activities finds 60% of activities center around the number one priority of jail

³⁶Lloyd and Norrgard p. 23.

³⁷Lloyd and Norrgard p. 23.

maintenance and court duties. In descending order, the percentage breakdown of crime related/field activities finds: 20% activity on initial investigation, criminal; 10% on investigative services; 4% on patrol; 3% on youth services; 1% on traffic accident investigation; .5% on non-criminal service calls; and .5% on traffic control.

An aid agreement with the local police departments exists with the sheriff department, and throughout Mahoning County. If a need arises for back-up support, the department solicits the help of the Ohio Bureau of Criminal Investigation and Identification. Radio communication is maintained with several townships throughout Mahoning County. On hand, the sheriff department has one radio base station, 25 mobile radios, 20 walkie-talkies, and one LEAD.

Except for the sheriff, all personnel have civil service status which provides continuity to the Sheriff's department. Statutory provisions provide the sheriff with county-wide jurisdiction.

On a regular basis, the Mahoning County Sheriff Department services approximately 13.5% of the total county population, and a substantial portion of the land area, 504 miles of highway outside of the immediate vicinities of Youngstown, Campbell, Canfield, and Struthers. Unincorporated areas served by the Sheriff Department are Berlin Center, Canfield Township, Coitsville Township, Ellsworth Township, Green Township, and Poland Township. Total costs for the Sheriff's Department in 1978 were \$1,008,000.00. A per capita tax of 3.15 is allocated for the operation of the Mahoning County Sheriff Department.

Incorporated Areas of Mahoning County

Youngstown Police Department

299 sworn police officers serve the 140,880 residents of Youngstown. Three persons serve the police department on the civilian staff. Departmental personnel are split into the following categories: one chief of police, two assistant chiefs, otherwise known as professional police supervisors; one chief of detectives; eight captains; seven lieutenants; forty-one detectives; fourteen sergeants, one hundred ninety patrolmen; nine patrolwomen; sixty-five school guard patrolmen; fifty auxiliary police; and civilian personnel including one assistant mechanic; one mental health officer; one radio engineer; one cook-utility man; one greaser; one index operator; one mechanic foreman; four mechanics; twelve police clerks; one police clerk steno; two police matrons; one police surgeon; one project analyst; and one secretary to the chief. Three permanent shifts are maintained, as well as a permanent swing shift. The swing turn fills in for each of the other three shifts on a scheduled basis. A normal shift consists of a shift supervisor (a captain or lieutenant), a sergeant, and an average of fifty-six police officers. This varies with days off, weekends, and sick leave. Regular beat assignments are maintained utilizing one person patrol cars. Shift times are classified into A, B, and C turns. Turns B and C work 1400 to 2200; and 2200 to 0600, rotating on the first and sixteenth of each month. Turn A works a steady 0600 to 1400. The average response time on calls for service is 9.1 minutes. Fifty percent of patrol time is spent

in answering calls for service. In the percentage of daily activity, 47% of an officer's time is spent on patrol, 6% for traffic accident investigation; 5% in traffic control; 32.5% on non-criminal related service calls; 12% on initial investigation of crimes; 5% on investigative services; 5% on criminal intelligence collection; and 1% on youth services. The Youngstown Police Department is also involved in parking meter enforcement and animal control; school crossing guards; detention services; vacation watches; and the delivery of official intra-city mail (i.e. subpoenas). Following along the line of Administrative practices, Youngstown adheres to a manual of written directives, standards, and policies governing administrative and operational procedures.

97 police vehicles serve the department: thirty-seven marked cars, thirty-eight unmarked cars, one wagon, twelve motorcycles, nine vans, and a mobile crime laboratory. Investigative units of the Youngstown Police Department include a strike force, patrol division, traffic division, juvenile division and detective division. Seventy-eight crime specialists are available around the clock to provide services, when needed. Finger-printing, photography, ballistics studies, and related tasks are within the departments capacity, but sophisticated laboratory work such as blood work, and narcotics work require outside assistance. A detention facility with the capacity of seventy-two, is used until transfer can be made to the county jail.

A station facility contains 18,343 square feet, and provides area for offices, squad rooms, records and communications, detention

facilities, maintenance, investigative offices and a Bureau of Identification. A juvenile division, planning and training and a Mental Health area are additional facilities utilized by the Youngstown Police Department with space area of 1,250 square feet.

Record management in Youngstown follows a very sophisticated system of longevity. Offense reports, incident reports, traffic accident reports and patrol activity reports are kept on card file, with the original on micro-film for an indefinite number of years. The original warrants, arrestee photo file and finger prints, are also retained indefinitely. Police "Hot Sheets" are retained only on a monthly basis.

Youngstown has available for use a number of breathalyzers, polygraphs, vascar/radar, and field narcotic test kits. Youngstown's communications capability include the following: nine radio base stations; one hundred fifty mobile radios; and seventy walkie-talkies.

Total operation costs for the department in 1978 were \$4,482,264.00. This figure does not include fringe benefits, days off and vacation time. Youngstown operates under a home rule charter form of government with a mayor, and incorporates an area size of 35 square miles.

Youngstown maintains its own police training program with emphasis on a skill training curriculum. Personnel are required to take a forty hour weapons, search and seizure, and laws of arrest course sponsored by the department. In addition, each officer must attend the Ohio Peace Officer's School for 320 hours of training. Rookie officers are paired with experienced officers, and are assigned beats,

providing on the job training. Academic assistance is provided through reimbursement for tuition and costs of courses that contribute to the police activities.

Departmental dispatching is handled by patrol officers, known as radio men. Each police vehicle contains a standard radio unit, and each officer is equipped with a portable radio unit that is used when the officer is away from his vehicle. Car-to-car communications capabilities exist with police personnel from other departments. This process, known as LEERN, is used only by permission from the department, or in emergency situations. Youngstown has a mutual aid agreement with the other law enforcement agencies in the area, to be used as a back-up support, when needed. Youngstown deals with Austintown, Boardman, Campbell, Mahoning County, and Struthers Police Departments.

Campbell

The 12,577 residents of Campbell are served by a mayor and a twenty-three man police department. Viewed statistically, Campbell has one police officer for every 750 persons. Included in this line-up are one chief, three lieutenants, three sergeants, seven patrolmen, two detectives, one juvenile officer, and six special officers. Three dispatchers work on rotating shifts, to accomodate the officers who work from 0800-1600, 1600-2400 and 2400-0800. Campbell uses three marked and two unmarked vehicles. The Sheriff's Department, as a rule, does not patrol in the city of Campbell. It does, however, provide assistance if requested. Campbell Police have a mutual aid agreement with the

Struthers Police Department in the event of civil disturbances, search and rescue, or other unforeseen instances, when additional manpower is required. Campbell's budget for 1978 was \$400,000.00.

Five percent of a patrolman's time is spent in answering calls for service with a response time of two minutes. Patrol activities encompass fifty percent of the departments function. As a matter of priority, other departmental activities which encompass ten percent of departmental activity are initial investigation, criminal investigative services, youth services, traffic control, and traffic accident.

Formal police training is provided to the Campbell Police Department through the Ohio State Peace Officers School, and the Sheriff Department. The Campbell Police Department has a detention facility capacity of sixteen; a crime prevention unit; and a narcotics and vice squad. It must, however, rely on the state -- BCI Crime Lab, and on the Tri-County Crime Lab, for specialized services, as do most of the departments within Mahoning County. Campbell relies on the Ohio State Patrol to perform vehicle inspections; the Mahoning County Dog Warden in the area of Animal Control; and the Board of Education to provide school crossing guards.

Struthers

The four square mile area of Struthers, Ohio, is protected by a staff of twenty uniformed officers, and two dispatchers. Four marked, and one unmarked vehicle aid the chief, three captains, fifteen patrolmen, one uniformed CETA officer, and two civilian employees in the performance of their duties. As with Campbell, Struthers has a

jail, a mayoral type government, and its officers are trained via the Ohio Peace Officer Training School. Struthers makes use of the Tri-County Crime Lab, the Mahoning County Crime Facility, and the Bureau of Criminal Investigation Crime Facilities.

Two civilian dispatchers work with the officers on rotating shifts of 1500-2300, 2300-0700, and 0700-1500. In trying to protect the 15,343 residents of Struthers, police officers spend the bulk of their time in patrol activities. Percentage breakdowns find, ten percent of the officer's time spent in answering calls for service; ten percent in initial investigation, criminal investigative services, youth services, and traffic accidents; and seven percent in traffic control. Struthers retains the services of Campbell Police Department when additional aid is needed.

Canfield

Incorporated Canfield employs the use of nine police officers, including one chief and two supervisors, in providing law enforcement to the 5,484 residents, within a four square mile area. Four dispatchers work out of the police department, sending calls for service to the officers who work on rotating shifts of 0800-1600, 1600-2400 and 2400-0800. Three marked cars help the patrolmen perform routine patrol duties. Local in-service programs, along with the Ohio Peace Officer Training School provide the officer in Canfield with the formal training needed to assist him in the performance of his daily activities. As with the other incorporated areas within Mahoning County, Canfield relies on the state BCI Crime Lab, and on the Tri-County Crime lab for specialized laboratory services. The State High-Way Patrol performs

routine vehicle inspections; the Mahoning County Dog Warden provides animal control; and the departments of Youngstown, Austintown, and the Mahoning County Sheriff, as well as the State High-Way Patrol intervene when unforeseen circumstances require additional manpower.

Villages within Mahoning County

Craig Beach

The 1,451 residents of Craig Beach employ four personnel on their police force, one full-time chief of police, and three part-time officers. The jurisdictional size of Craig Beach is 1.5 square miles. With an annual budget of \$22,000 in 1978, Craig Beach maintained one sedan, one radio base station, one mobile radio, and three walkie talkies. Facilities were shared jointly with the mayor of the village. One-man vehicles per watch managed to answer citizen calls with a five minute response time. In the order of importance, functions provided by the department centered on patrol, initial criminal investigations and youth services. Records in Craig Beach are usually kept for a year (original), and then placed on microfilm. In the realm of administrative practices, Craig Beach has a system of written directives, and a manual of written standards and policies that govern administrative and operational procedures. Mutual aid assistance and back-up support is provided to Craig Beach by the Mahoning County Sheriff's Department. Officers in Craig Beach receive their formal training from the Ohio Peace Officer Training Academy.

Sebring

The village of Sebring has 19 police officers and two marked vehicles to service a one square mile area. Force breakdown includes eight full-time officers directed by one chief of police, and eleven part-time officers. One specialized agent, a detective, is available to the department on an as needed basis.

Officers, who receive their training from the Ohio Peace Officer Training Academy, rotate 24-hour shifts, 0700-1500, 1500-2300, and 2300-0700, in attempts to provide the 4,954 residents of the village with policing services. Sebring operates out of a building that is shared with the Mayor and the water department. An operating budget is allocated for by the council, but was not available during the data collection. A holding facility with a four cell capacity is available to temporarily house prisoners until they can be transferred to the Mahoning County Sheriff Department Jail in Youngstown.

Sebring's dispatchers work round-the-clock operating on frequency 155.610. They experience only a minimal amount of interference in their communications both inner department and in mutual aid agreements. Goshen Township and Mahoning County Sheriff Department are at the disposal of Sebring when mutual aid is required.

Beloit

Police officers in the village of Beloit would not cooperate in this study.

Washingtonville

Three fourth's of a mile of Washingtonville is located within the Mahoning County limits. The 247 residents of Washingtonville, Mahoning County, are protected by four part-time patrolmen who work the midnight shift from 1900-2300 and 2300-0500. Records of offense, incident, traffic and patrol activity reports are kept on file for an indefinite period of time. Staff specialists are secured via the Mahoning County Sheriff Department, as well as mutual aid when needed. Ten percent of the patrolman's time is spent in answering calls for service, at an average response time of 2- 15 minutes. Roughly, ninety percent of all activities in Washingtonville is spent on patrol. The only "extra function" performed by this department is a vacation watch.

In square feet, Washingtonville Police Department occupies approximately 500 square feet of office space. This space is shared with the mayor, city council, and the water and sewage departments. Washingtonville maintains two sedans, one radio base station and two each of mobile radios and walkie-talkies. The department's annual budget for 1978 was \$8,000.

Poland Village

Poland Village Police Department operates within an informal organization and serves 3,097 residents of the village. Calls for service in Poland are answered through the Youngstown Police Department, and are then dispatched to the locality. Eighteen percent of the

patrolman's time is spent on service calls, with the remaining eighty percent spent on patrol, traffic control and intelligence services. Officers mix foot and cruiser patrols on their shifts, 0800-1600, 1600-2400, and 2400-0800. Poland Village employs the use of two cruisers.

Investigations into felony crimes are conducted by the responding police officer with assistance from the chief of police. Poland Village has most of the necessary equipment needed to perform crime scene investigations, but uses the BCI Crime Lab. Mutual Aid agreements exist with the Sheriff Department, and the surrounding communities. Budgetary allocations for 1978 were \$79,000 for the one square mile area of Poland Village.

New Middletown

The New Middletown police department covers an area of nine square miles with 1,664 inhabitants. Four part-time patrolmen are extensively involved with answering service calls, traffic accident investigations, and patrol. The number of personnel per shift is one, with one officer on call. Fifty percent of the patrolman's time is spent in answering calls for service with an average response time of two minutes. Back-up assistance and specialists are available through the Mahoning County Sheriff Department. Search and rescue aid is available with Poland Township, and investigative work is handled by Springfield Township Police Department. New Middletown utilizes one cruiser and four unmarked vehicles, an ambulance, two boats, and a snowmobile. It also uses vascar/radar units. Radio communications are maintained with the fire department and rescue squad, the street department, and the Mahoning County Sheriff department.

Monies for operation are budgeted as needed through the general fund.

The facilities occupied by the New Middletown Police Department are also occupied by the mayor's office, the county fire department, the water department, the street department and the library. No detention facility is available, and therefore prisoners are housed in the county jail.

Lowellville

Twenty-three civil servants protect the 872.2 acres of Lowellville. Included in this line-up is one chief of police, four full-time patrolmen, three part-time patrolmen, eight auxiliary men and seven auxiliary women. These personnel operate on shifts around the clock five days per week—Tuesday, Wednesday, Thursday, Friday and Saturday, and from 0730 - 1530, and 2330 - 0730 on Sunday and Monday.

Roughly one percent of the patrolman's time is spent in answering calls for service, with a three minute response time. Patrolmen spend the major part of their time involved with patrol duties. Lowellville has one cruiser and a reconditioned jeep which the members of the force use to patrol the area.

Mutual aid agreements exist between Struthers and Poland Township Police Departments, and the Mahoning County Sheriff's Department. Dispatching is done out of the home of a private citizen with one radio base station, one mobile radio, and three walkie-talkies. Lowellville operated on a budget of \$56,710.00 for the year 1978.

Unincorporated areas within Mahoning County

Boardman

Fourty-two civil servants provide police protection to a twenty-five square mile area in Boardman Township. Of the rank and file are one chief of police, three captains, three sergeants, two corporals, six investigators, one juvenile officer, nineteen patrolmen, one patrolwoman, and seven civilians. These "peace-keepers" rotate shifts from 0800-1600; 1600-2400; and 2400-0800, walking the beat, and providing patrol in one and two man vehicles. Austintown Police Department cooperates with Boardman in the event of civil disturbances, and search and rescue missions. Boardman's Police Department occupies a building all of its own with select areas for communications, detention facilities, investigative offices, and a shooting range.

Boardman has fifteen cruisers, and one van which are repaired by Utringer's Towing, since there is no space in the facility for such tasks.

Communications with the Boardman Police Department include a radio base station with a wide range of frequencies, sixteen mobile radio units, eighteen walkie-talkies, and a LEADS. No interference is experienced on any of the assigned frequencies utilized by the Boardman Police Department. Radio communication is maintained with the Fire and Road Departments, and with the State Highway Patrol. Mahoning County Sheriff Department, and all other departments that are within range.

Boardman has a system of written directives, and a manual of written standards and policies that govern operating procedures. Various records are maintained for an indefinite period of time.

The Boardman Police Department performs a wide variety of patrol and investigative functions. It is also involved with vehicle inspections, animal control, rescue service, a vacation watch, the delivery of official mail. Boardman maintains a holding facility with a capacity of two.

New recruits are trained through the Ohio Peace Officer Training Academy, and are paired with a seasoned police officer. This provides the rookie with actual street experience. Boardman's annual budget was not available, nor was the response time spent on calls for service.

Springfield Township

With an annual budget of \$36,000, the 5,020 residents of Springfield Township find that they have adequate police service. A twelve member force patrols the thirty-six square mile area of Springfield Township. The chief of police is a part-time sworn official; the sergeant, two corporals, and three patrolmen are of full-time status. Springfield Township has a specialized Juvenile Officer. These officers rotate shifts from 0800-1600, 1600-2400, and 2400-0800. Fifty percent of the patrolman's time is spent in answering calls for service with a five minute average response time. Five cruisers and a boat aid policemen in the performance of their duties. Records in Springfield Township are retained in a card file for a five year period.

Mutual Aid Agreements exist between the fire department, and between Poland Township and the Mahoning County Sheriff's Department. Since Springfield Township doesn't have a holding facility, it relies on the Sheriff's Department for the handling of prisoners.

Communications in Springfield Township include two radio base stations, six mobile radios and six walkie-talkies. Radio communications is maintained with the fire department within the municipality, and with the Sheriff's Department outside of the municipality.

Jackson-Milton

The thirty-six square miles of Jackson-Milton are kept secure by a force of twenty-seven--one chief of police, one captain, one lieutenant, three sergeants, two investigators, one juvenile officer, twelve patrolmen, and four radio dispatchers. Jackson-Milton operated with a budget of \$421,572 in 1978. The department averages 1400 calls per month with an average response time of five minutes.

Patrol functions are the number one priority of the Jackson-Milton Police Department, followed by initial criminal investigation, investigative services, and community involvement. The department provides a vacation watch for citizens.

Mutual aid exists with all surrounding agencies for any emergency situation in which aid would be needed. Jackson-Milton has a temporary holding cell with a one person capacity. Prisoners are usually transferred to the Mahoning County Sheriff's Jail.

Jackson-Milton shares office space with the township government. Within the confines of the building, Jackson-Milton has a communications network with overlapping frequencies; garage and motor maintenance used for repair on the fourteen cruisers that are at the disposal of the department's officers, a training area, a records department where files are kept for an indefinite period of time, a bureau of identification, investigative offices, and a squad room.

Jackson-Milton maintains its facilities along with two vascar/radar units and a field narcotic test kit. A radio base station, fourteen mobile radios, fourteen walkie-talkies and a LEADS system help the department provide adequate services to the 1938 residents of the unincorporated area.

Beaver Township

Beaver Township Police Department operates with limited personnel and funding—approximately \$80,000 for the fiscal year 1978, but provides more than adequate services to the 5,575 residents. Six part-time police officers, along with a fully commissioned reserve staff provide the crux of police services for the community. The captain is on call with a 24-hour a day pager, as are specialist investigators, photographers, and crime scene technicians. Officers work a swing shift 0800-1600 on Fridays and Saturdays to complement their 0700-1500, 1500-2300, and 2300-0700 shift that is followed during the week.

Thirty-five percent of a patrolman's time is spent in answering calls for service, with an average response time ranging from two to eight minutes. In priority of importance, Beaver Police Officers

engage most of their activities around patrol and investigative services. Lesser important activities are traffic investigation and control, non-criminal service calls and investigative services. The township does provide vehicle inspections, animal control, rescue service, vacation watch, and delivery of official mail as added police functions.

Beaver shares its facilities with the fire department. Included in the span of the Beaver Department one would find a communications area including a radio base station; five mobile radios and three walkie-talkies, that experience a great deal of interference on the frequencies assigned; a three bay garage area used to wash and repair police vehicles; a record and analysis department; a locker room; supervisor's offices and a squad room. No holding facility is available, as with most other departments in Mahoning County, so the County Jail is used for incarceration. Mutual aid assistance is secured through the New Springfield Police Department and the Mahoning County Sheriff Department, as needed. Training of new recruits is provided by the Ohio Peace Officer Training Academy.

Smith Township

The nine square mile area of Smith Township, Mahoning County, is the home of 4,500 residents. Three full-time police officers patrol the area in two marked vehicles. A CETA employee along with the two full-time officers, works a forty-hour week answering calls for service. The chief of police works on an on-call basis covering the hours unmanned by the three full-time employees. A dispatcher, a private citizen, works on a 24-hour a day basis out of his home, with one radio base station, two mobile radios, and three walkie-talkies.

Smith Township secures the mutual aid of the Mahoning County Sheriff Department when the need arises, and also relies on the Sheriff Department to temporarily house offenders in the county jail. Smith Township uses the Crime Lab provided by the state of Ohio, as well as those provided by Mahoning County Sheriff and Canton. Police Officers in Smith Township receive formal training through the Ohio Peace Officer Training Academy.

Austintown Township

The Austintown Police Department has one chief of police, one captain, three lieutenants, three sergeants, three corporals, three detectives, two juvenile detectives, and thirteen patrol officers to provide peace-keeping services to the 34,949 inhabitants of the five square mile area. Ten marked and eight unmarked cruisers aid the patrolmen in the performance of their basic duties of patrol and traffic investigation. Four full-time and three part-time dispatchers work around the clock dispensing calls for assistance via two base radio stations, and twenty-five walkie-talkies.

Training is provided through the Ohio State Peace Officer Training Academy. Recruits are hired on a probationary basis for \$1.00 per year. Initially the recruits are not in uniform for six months. They work with the officers in patrol cars to gain on the job training. They attend a forty hour firearms and search and seizure school also made available through the state. Mutual aid agreements exist with the Mahoning County sheriff Department and the Ohio State Patrol.

Summary

The instrument used to gather the data for this study provided the basis for Chapter IV. The more complex portion of the instrument was unanswerable by many smaller departments, especially in the area of percentage breakdowns of activities performed. All but one of the departments within the Mahoning County area agreed to participate in the study.

The following observations can be made after analysing the data presented herewith. With few exceptions, the citizens of Mahoning County are receiving a minimal level of police protection by relatively untrained and inexperienced personnel. The services that are provided and the police departments themselves could be generally characterized as caretaker operations. Part-time patrol, investigations, and communications are not conducive to either effective or efficient operations and do little to create a sense of confidence in the public's mind. Without the support services provided by the Youngstown, Struthers, Campbell, and Canfield Police Departments and the County Sheriff's Office, in Mutual Aid Agreements, the service level would be reduced significantly. It is apparent that a great desire for local autonomy prevails in this area and is generally the reason for the development and maintenance of part-time police departments when alternatives are available. One fortunate aspect of this situation is that only a small portion of the area population does not have full-time police service.

Precise standards for determining the optimum police staff needs for each community are not available. Certain variables

affect the size of a police department and indicate why a given department is organized the way it is. Included in these variables are the tolerance level of the community for problems of peacekeeping and crime; the willingness and ability of the community to provide financial support; the persuasiveness of the police department in seeking community support; whether the community is heavily or sparsely populated; the background and status of the population; and the general economic conditions of the community.

Within this context, the standard used in projecting police agency manpower needs is one police officer for every 513* residents for the communities in the population range found in this study. Treating Mahoning County as a whole, the Sheriff's department has roughly one officer per every 6,769 residents. (This figure is based on the force size of the sheriff department.) Youngstown has approximately one police officer for every 430 residents, Campbell has one per 450 residents, Struthers has one per every 700 residents, and Canfield has one per every 600 residents of the community. These statistics suggest that these larger areas perceive themselves as "crime fighters" with diverse assignments, and the smaller areas within the scope of this study can be considered "peace-keepers".

*304,595 total residents divided by 594 total employed officers equals 513 residents.

CHAPTER V

UNIFIED SERVICES THROUGH FUNCTIONAL CONSOLIDATION

Introduction

The simplest and least disruptive approach to attaining a unified law enforcement system within Mahoning County would be to combine certain elements of the incorporated areas--Youngstown, Campbell, Canfield, Struthers; the unincorporated areas, and the Sheriff's department into one. The focus would be on those services which are supportive to the basic police mission, i.e., prevention and patrol, and which could be combined while preserving the identity of individual police agencies. Each will be discussed briefly below.

Support and auxiliary services, the nonline functions that make it possible for police agencies to perform their basic responsibilities, are susceptible to joint performance between or among a number of law enforcement agencies. Joint ventures are possible because cooperation is necessary only when dealing with technical matters, i.e., recruitment and selection, personnel, training, planning, purchasing, records and communications, detention facilities, laboratory services, and buildings and equipment.

Recruitment and Selection

All police agencies need qualified, trained personnel, capable of performing assigned duties. The supply of qualified applicants, however, has not kept pace with demand, and police administrators are having difficulty filling the vacancies. Recruitment and selection are critical processes in establishing adequate police departments. The recruitment process brings potential employees to the initial point in selection; and the selection process identifies those individuals who are qualified for the position. Although many jurisdictions lack the necessary resources of recruiting and selection of qualified personnel by not being able to provide the training needed at all levels of service, others lack the resources and capabilities for providing the sound, continuous planning of departmental effectiveness.

When two or more jurisdictions lend themselves to joint recruitment and selection programs, several advantages accrue. A widespread and efficacious recruiting program can be made possible through the consolidation of available financial and other resources. Since jurisdictional size is increased, the potential number of qualified applicants may also be increased. To have a successful program, the participants in a combined recruitment and selection program must agree on how the program is to be conducted, and on the mutually acceptable standards or qualifications of applicants. Meaningful prerequisites must be established prior to program implementation. Standards for the qualifications of applicants should

be devised and should require specialized knowledge, common sense, and freedom from prejudice or caprice. Attention should be given to standards for intelligence, education, personal and/or psychological characteristics, background or personal history, and physical characteristics.

The desired level or degree of acceptability of any applicant may vary from one community to another. If emphasis is placed on those factors related to quality performance, the less significant but more common points of disagreement, such as those concerning residence, physical size, or vision, will become less important to the joint effort.³⁸

Methods and techniques of a joint recruitment and/or selection program should include:

- *specific goals
- *scope and depth
- *reconciliation with existing legal requirements
- *organizational and/or administrative structure and the relationships between and among the participants
- *budgetary and staffing requirements
- *intent, content, and format of needed brochures, forms, and publications
- *protest, appeal, and arbitration procedures
- *adherence to recognized professional and scientific practices
- *continuing review of processes and programs to determine their relative worth, to measure their validity and reliability, and to insure a consistently high level of performance in keeping with the established goals.³⁹

Each of the police departments in Mahoning County abides by a standard residency requirement for all employees. Most of the smaller

³⁸Lloyd and Norrgard, p. 49.

³⁹Lloyd and Norrgard, p. 49.

departments require the applicant to have been a resident of the area for at least six months, while the larger departments recruit from outside the jurisdiction, with a dual agreement with the recruit to move into the jurisdictional boundaries.

Personnel

Regardless of the organizational design, effectiveness of a police agency is ultimately dependent on its employees. Police officers must be compatible both with the people they serve and the organization by which they are employed.⁴⁰ They must be familiar with their clients attitudes, values and needs to the extent that effective performance is automatic. Their appearance and performance should meet public approval and should instill confidence in the citizens so that they can aid the police in dealing with community problems.

Management problems result from incongruity between employee and organizational characteristics. "A service-oriented police operation cannot achieve maximum effectiveness with apprehension-oriented employees or vice versa. Egalitarian employees will not perform successfully in an authoritarian organization or vice versa. Highly educated and independent personnel are not suited for organizations with highly routinized, narrow divisions of labor."⁴¹

⁴⁰Angell, p. 106.

⁴¹Angell, p. 106.

A common personnel system could allow interagency mobility through lateral transfer. This would increase the range of career possibilities, and would make police work more attractive to higher qualified persons. Agencies would have an increased range of management candidates from which to choose, and job experiences would be possible on a wider basis.

Training

In order to enforce laws and regulate human behavior in a given jurisdiction, police recruits and veteran officers must be provided with extensive basic and refresher training in all facets of police work. The need for adequate training at reasonable cost seems to indicate that training functions should be consolidated. Several factors, however, impede progress in the area of police training. Some police administrators insist that their personnel be trained in their own facilities and by their own instructors to insure department uniqueness and individuality. These administrators do not recognize that most departments need officers with the same basic core of knowledge. A lack of understanding of training, as a meaningful support to improved police services, is an impediment to training in many departments.

Limited finances and shortages of manpower are complementary problems that may exist, especially in the smaller agencies, and help to influence decisions on training. Out-of-state and out-of-city training and educational programs, for example, may not be feasible to many small departments because the release of men, for training, would be costly to the department in additional manhours. If per say,

one man is released from a five-man department, the other members of the force will be required to work overtime and without regular days off to compensate for this loss of manpower. As a result, the local police service will deteriorate. Manpower shortages, although increasingly a problem, can be offset by superior training. The mere numbers of personnel are not the answer to problems of police efficiency and effectiveness. High standards of selection, and limited numbers of applicants combine to preclude the maintenance of authorized strengths.

The Mahoning County Sheriff Department, along with the other police agencies in Mahoning County, participate in the Ohio Peace Officer Training Academy program. The Academy provides new recruits with training in all aspects of police work.

Planning

Crime analysis, and assistance on administrative and operational matters are two vital needs of police departments that can be served by areawide, coordinated planning. Crime analysis is an areawide planning function that relates principally to events. Its primary purpose is to study "daily reports of serious crimes in order to determine the location, time, special characteristics, similarities to other criminal attacks, and various significant facts that may help to identify either a criminal or the existence of a pattern of criminal activity."⁴² Areawide crime analysis requires the timely

⁴²O. W. Wilson, Police Administration, (New York: McGraw-Hill, Inc., 2nd edition, 1963) p. 103.

submission of case reports and other information and data to a central point. A large metropolitan department could assume much of the burden of crime analysis in many areas.

Planning, in police work, is performed to serve an immediate need. Large police departments have manpower, time, and financial ability available to establish planning units; small departments, generally, do not. Consolidated planning units, staffed by police officers and civilians of varied jurisdictions who know how to analyze the procedures and organizational structures of police departments, would be able to coordinate policies and procedures to facilitate the needs of the given jurisdiction.

Purchasing

The authors of Coordination and Consolidation of Police Services have said that, "purchasing is not a static concern--prices change frequently, the uses of products change, new products are developed, and the materials in products may change significantly. Consequently, purchasing requires a special knowledge of products and a firm grasp of specifications development and of negotiation and contracting techniques. It is a function which logically should be performed by a professional purchasing agency with responsibility for all procurement activities within a jurisdiction."⁴³ Purchasing is a vital tool of management. Such an activity is most appropriately carried out under the general direction of the chief administrative office within a given jurisdiction, rather than at the departmental levels.

⁴³Lloyd and Norrgard, p. 73

Several noticeable advantages to programmed centralized purchasing for police departments include: lower prices obtained through volume buying; improved quality of goods purchased through the development of adequate specifications; a better opportunity to test and inspect products; a centralized records and storage facility; items used by many agencies throughout the jurisdiction will be recognized; and a systematic program can be developed and operated for the salvage of obsolete supplies.⁴⁴

Most small jurisdictions are not able to justify the employment of a specialized, purchasing agent. Because volume buying is a significant improvement over departmental buying, the police department should identify its needs along with those of other departments in order to assist in the development of specifications to be used in the joint purchase of items.

Records Services

"The effectiveness of a police department," as stated by O. W. Wilson, "is directly related to the quality of its records."⁴⁵

Lloyd and Norrgard pointed out that records are needed:

1. To provide the information from which intelligence decisions can be made in matching government resources to community needs.
2. To provide the information to be communicated within and between departments so that police objectives can be accomplished effectively.

⁴⁴Lloyd and Norrgard, p. 74.

⁴⁵Wilson, p. 384.

3. To assist in the supervision and control of personnel and the measurement of their accomplishments.
4. To inform the public.⁴⁶

The concept of a central records system is not a new one. Consolidation of such an operation would involve all key aspects of criminal, traffic, and service-to-the-public records under a single command. According to Wilson,

The extent to which the records system facilitates police management...depends in large measure upon how it is organized and administered...the records unit is the information center of the police department...all phases of police work must be fitted together to form an integrated system...A well-administered central records system contributes to the effective operation and management of the police department. A centralized records system places the responsibility for the effectiveness of records work in a single division head.⁴⁷

When basic information is collected and centralized in one place, any inquiring jurisdiction would only have to check one source for information, rather than several. Centralization would not only eliminate duplication of effort, but would also reduce the possibility of error, and increase the speed with which an inquiry or search can be handled.⁴⁸

⁴⁶Lloyd and Norrgard, p. 81.

⁴⁷O. W. Wilson, Police Records, (Chicago: Public Administration Service, 1942) p. 8.

⁴⁸Lloyd and Norrgard, p. 82.

A number of personnel would be eliminated if an areawide centralization of records were to occur. Those who previously took charge of the records would no longer be vital to the department, because their services will have been absorbed by the centralization process. However, the scope of an areawide records operation depends upon the geographical area covered, the quality of the participating agencies, and the support of the police administrators involved. Information included in a records system is of three natures. In their order of susceptibility to consolidation they are: operational information services; administrative information services; and reporting and statistical services.

Operational information services deal with field information, including data relating to wanted persons, identification of suspects, stolen and wanted vehicles, and other stolen and recovered property. In terms of consolidation, there is a uniformity of demand of the content and volume of this information. Mahoning County finds only a few departments—Youngstown, Jackson, Poland, and New Springfield, maintaining a police "hot sheet".

The administrative information services deal with data used by command and administrative personnel in making decisions. Included in this type of data are analytical reports based upon data gathered, and operational information, i.e., time and location of incidents, work load measurement, clearance statistics and analysis, and personnel management data.⁴⁹ This program would be the most difficult to implement

⁴⁹Lloyd and Norrgard, p. 84.

because of the limited knowledge regarding the use of such information by many police administrators. Areawide centralization of vital information such as manpower deployment, and time and location of police services is of paramount importance in the effective provision of police service. Until individual agencies, regardless of size, recognize the need for using police records to dispense police forces, the gains made in other uses of police records could be offset by improper or ineffective utilization of manpower.⁵⁰

The collection of crime reporting information used for general statistical purposes and for compilation of annual or periodic reports to the FBI Uniform Crime Reporting Program are found under reporting and statistical services. Also included in this area are the central report recording and transcribing services.

A major drawback of the development and effective use of areawide central records systems is the failure of management to recognize their purposes and values. Centralized record services can provide information promptly to field personnel for use in emergency and routine situations; to police administrators to form the basis for sound administrative and operational decisions; and to the public to inform it on police problems and services.⁵¹

Before any serious attempt is made to establish any type of areawide central records system, several factors should be considered. Lloyd and Norrgard identify these factors as being:

⁵⁰Lloyd and Norrgard, p. 84.

⁵¹Lloyd and Norrgard, p. 85.

1. An effective areawide records system depends upon the utilization of the communications systems of the cooperating jurisdictions. The respective communications operations also must be integrated into a single system working in concert with the areawide records center, because the two systems are interdependent.
2. Information contained in an areawide central records file must be easily retrievable if the system is to realize its full potential. Data of immediate concern to local agencies (e.g., traffic warrants) should be available locally, while state or federal systems could house other types of information serving broader needs.
3. Areawide records services can be effective only with the use of relatively expensive data processing equipment; therefore, careful study of both the immediate and the long-range costs of an areawide central records operation must precede any decision to establish it. The cost of such equipment may be beyond the ability of the jurisdictions considering the areawide service or may not be justified by volume of work, relative needs, and potential service return.
4. Lack of agreement on the content of a program would seriously weaken it; therefore, in any areawide records undertaking, all participants must agree upon the type and level of information services to be provided.
5. The information services of police departments vary widely in form and content, and the potential for human or machine error would probably be greater with increased volume. Therefore, control of the quality of information put into an areawide system is especially critical.⁵²

Lloyd and Norrgard arrived at the following conclusions after an examination of existing and proposed large area systems of records services:

1. The flow and availability of law enforcement information should closely parallel the flow and mobility of population and more particularly, criminals.
2. The scope of a coordinated or consolidated records operation must be based upon such factors as area, population size and concentration, quality and quantity of law enforcement services,

⁵²Lloyd and Norrgard, p. 85.

and the relative needs for each type or kind of data services.

3. The appropriateness of a particular joint records system should be determined in part by an evaluation of the capabilities of the several agencies to contribute to and use the system.
4. There are certain readily identifiable classes of data which lend themselves to joint or consolidated recording. They include especially data concerned with operational or field matters and administrative information regarding the analysis of crime and deployment of personnel.
5. The state should assume major responsibility in the direction and coordination of law enforcement data systems, including the total provision of certain information services, and support of qualified local or regional systems within the larger system.
6. An areawide system encompassing several major operational information services (e.g., wanted persons, stolen property, stolen autos) should be implemented at the metropolitan level whenever circumstances warrant. However, the state can also perform these services, provided it receives adequate support at the local level.
7. The receipt and analysis of crime statistics is a proper responsibility of the state. A state program should include the receipt and analysis of crime reports, mandatorily submitted by local departments, and the submission of statistics to the Federal Bureau of Investigation.
8. Care must be taken in implementing records systems which bring together data from many varied sources of dissimilar responsibilities for the purpose of providing a single, all-encompassing file. Total systems which include information from many other agencies could easily jeopardize the real and meaningful value of a police information exchange.⁵³

Communications

A communications system is the nerve center or coordinating mechanism of a police department. This system provides the means by

⁵³Lloyd and Norrgard, p. 92-3.

which any law enforcement agency responds to the needs of its citizens and individual police officers. Presently, the development of integrated records and communications systems on an areawide basis is fairly rudimentary.⁵⁴ An areawide communications center, coupled with an areawide records center, would vastly improve the speed by which citizens' requests for service were answered and appropriate action employed. The immense duplication of expensive facilities could be eliminated on the local level and the possibility of error greatly reduced in dispatching personnel, if this type of system were initiated.⁵⁵

Coordination of communications requires the sharing of physical facilities and the ability to direct operations from a central communications facility. This is nearly nonexistent in most metropolitan areas. Current trends in the Mahoning Valley indicate that consolidated communications systems are needed.

The most frequently used means of integrating communications systems is through interjurisdictional agreements for the joint use of the police radio. Cost plays a major role in the motivation for such an agreement. The Coordination and Consolidation of Police Services, Problems and Potentials, stated that,

the successful use of interjurisdictional agreements for the provision of police communications services indicates that when service is economical, facilities are maintained in good order, and cars are dispatched promptly and with precision; radio communications is a police function which can be consolidated.⁵⁶

⁵⁴Lloyd and Norrgard, p. 93.

⁵⁵Lloyd and Norrgard, p. 93.

⁵⁶Lloyd and Norrgard, p. 96.

The nineteen police departments in Mahoning County engage in inter-departmental communications. Cross-monitoring of radio frequencies with adjacent departments is a common practice in metropolitan areas such as Youngstown. Advantages of this type of communication are essentially operational in nature. No formal agreement exists between the interacting agencies. Action taken as the result of an intercepted message is generally voluntary.

Intersystem networks are similar to cross-monitoring of radio frequencies. "Commonly called "point-to-point" nets, these systems provide a "party line" that enables a dispatcher in one department to talk with a dispatcher in another. These point-to-point systems carry a considerable amount of administrative traffic, particularly vehicle registration requests and wanted persons and property checks. The basic purpose of these networks is, however, for interjurisdictional communication on emergency matters."⁵⁷

Detention Facilities and Services

Most detained and sentenced persons are housed in community detention facilities. Nearly every police department in Mahoning County has a holding facility for temporary detention because local police administrators believe in the need to maintain local detention facilities. Many police chiefs contend that they need to have jail facilities to provide ready access to prisoners for investigative purposes. The Mahoning County Jail houses prisoners for less than

⁵⁷Lloyd and Norrgard, p. 96.

one year, and is basically the houser of defendants in felony cases. After the judicial process, prisoners are sent to state and federal institutions, where the stay is in excess of a year.

Incarcerated persons must be segregated by sex, age, and type of crime; be secure; have ample opportunity for work and recreational activity; live under sanitary conditions; and be provided a well-balanced diet.⁵⁸ The amount of money spent on personnel, equipment, and facilities needed to meet these standards is phenomenal even in a modest undertaking. For example, to provide continuous round-the-clock supervision of prisoners by one correctional officer, five full-time men working forty-hour weeks are required. Such supervision would require an annual outlay of at least \$30,000, if the salary and fringe benefits of each officer were approximately \$7500 per year.

In practice, most local facilities face a manpower shortage, and as a result, are not supervised round-the-clock by persons on duty in the building, even when prisoners are in them. Local "jails" are also poorly maintained and inefficiently operated. In most cases, prisoners are locked in cells with unsafe conditions, and are helpless in case of a disaster.

A logical alternative to the use of local jails might be to have the county agency, in conjunction with the sheriff department, operate the existing facilities within the designated jurisdiction. Even if these facilities are located in police-sheriff office buildings, county operations would allow for the upgrading of facilities—

⁵⁸Lloyd and Norrgard, p. 101.

the burden of cost and upkeep would be on the state, instead of on the individual community.

A problem that arises at the county/municipal level is the use of sworn police officers in the care and custody of inmates within the detention facility. The work performed by the guard in a jail facility is quite different from the work that should be performed by a police officer, yet most county and municipal jails are operated by such officers. If correctional officers were utilized, the trained police officers would be available for "routine" police activities.

Laboratory Services

Laboratory services are essential to effective law enforcement. And, in turn, competent technicians and good equipment are essential to the success of any laboratory. The most important measure of laboratory services are proximity, timeliness, and quality.

"Two distinct activities are involved in laboratory work: the gathering of evidence at the scene of the crime, and the scientific analysis of evidence."⁵⁹ Both of these activities are important factors in dealing with adequate evaluation and use of evidence.

To guarantee the value of evidence in a court testimony, or for use in laboratory analysis, it must be gathered and preserved according to established court criteria. "A laboratory technician can

⁵⁹Lloyd and Norrgard, p.108.

make a detailed and thorough analysis of evidence only if it has been properly gathered and handled before reaching the laboratory.

Evidence that has been mishandled is not admissible in court proceedings."⁶⁰

The "crime laboratories" of many law enforcement agencies are primarily bureaus of identification which house a number of records but perform no real scientific analysis.⁶¹ Some jurisdictions have laboratories fully equipped with the latest scientific tools, but have no technicians qualified to operate them. A crime laboratory is regarded as a status symbol, and as such, department heads are unwilling to give them up.

Youngstown and the Mahoning County Sheriff department have the facilities and personnel to do their own work competently, but are not in a position to accept requests for laboratory work from jurisdictions outside the county line. Some police departments in the area have limited laboratory facilities that perform basic services and either send more sophisticated analysis work to the Sheriff Department or the State Bureau of Criminal Investigation.

All police laboratory technicians need specialized training in a specific scientific field, in addition to the formal training received as a recruit. Gathering and preserving evidence is so crucial to the entire police laboratory program that sound training is mandatory even at the initial level of operation.⁶² Qualified

⁶⁰Lloyd and Norrgard, p. 109.

⁶¹Paul L. Kirk and Lowell W. Bradford, The Crime Laboratory, (Springfield, Illinois: Charles C. Thomas, 1965), p. 5.

⁶²Lloyd and Norrgard, p. 113.

instructors should be available to local jurisdictions to assist with in-service training programs. State agencies could operate training programs for instructors of local departments in evidence gathering and preservation, at no charge to the requesting law enforcement agency.

The cost of staffing and operating a laboratory facility capable of handling all the needs of a police department is quite costly, and a complete program is beyond the financial ability of most police departments. Parallel to this exists the apparent need for adequate professional laboratory services. The Coordination and Consolidation of Police Services found that:

Basic laboratory services must be readily available within each locality or region to handle routine requests for service. Facilities for such services could be operated jointly by two or more jurisdictions with costs shared on an agreed basis. These facilities should perform only those scientific evaluations considered to be routine and those not requiring a heavy investment in limited-use equipment. Duplications in local facilities should be eliminated.⁶³

Mahoning County relies heavily on the Forensic Facilities provided by the Sheriff's Department, and the Mobile Crime Lab supplied by the Youngstown Police Department. Tri-state laboratory facilities are utilized, as well as the BCI provided by the state.

Equipment and Buildings

If any or all of the police functions are performed on a joint basis, it follows that equipment and building needs will also have to be supplied by the joint venture. Joint operations do not

⁶³Lloyd and Norrgard, p. 114-5.

have to operate out of the same physical facility in order to have a joint program. But, for example, if one police department provides central communication services for several departments, the equipment is shared and the other departments are able to eliminate their duplicate equipment and facilities. In other words, if law enforcement functions are operated on a joint basis, it naturally follows that equipment and buildings will be shared, whether or not only one building is used.⁶⁴

Motor Pool and Transportation

A motor pool and transportation consolidation project can provide manpower and monetary savings to the consolidated department. All major repair work can be performed by the city maintenance shops, and vehicles can be brought in for tune-ups and repairs on a scheduled basis. Dispersed city and county secondary maintenance points can continue in their present capacity for minor repairs, lubes, and re-fueling. In the analysis, only Youngstown, Jackson, Beaver and Lowellville have available space, manpower and facilities to perform repairs on motor vehicles. All other departments have their vehicles repaired by the dealership of purchase.

Vehicle standardization would include such factors as make, model, equipment, color, design and engine size. Complete standardization would occur through normal replacement, and partial

⁶⁴Lloyd and Norrgard, p. 116.

standardization including such things as color and decals, would occur whenever the department deemed it necessary.

Training

Training is another activity which can be conducted through a joint venture. All new police officers must attend the Ohio Peace Officer Training Academy for recruit training programs, prior to and/or during the first weeks of employment. Programs offered by Youngstown State University are well regarded locally and seem to be utilized by police personnel for individual and departmental development.

Attention should be given to the development of a single, integrated training program which focuses not only upon traditional things such as skill training (i.e., weapons use, drug control, fingerprinting), but also explores supervisory and management training for police and perhaps other governmental personnel. A feasibility study could explore fully the training needs of the individual departments within the county, assess other training needs, and offer some alternative approaches for consolidation in this area.

Mutual Aid Agreements

Mutual aid agreements have been used in law enforcement to provide services and manpower to cooperating departments on an "as needed" basis but more infrequently are formal agreements. Due to the ease with which these agreements are entered into, they have become extensively used in law enforcement. Mahoning County agencies find themselves utilizing the services of other local units under the

stipulations that services are utilized if the need prevails, and if manpower is available.

Other Staff Services

"Staff activities associated with public information, inspection, and internal investigation are appropriately the tools of the individual police administrator and only rarely, or in limited degrees, lend themselves to performance on an areawide basis."⁶⁵ The primary emphasis of the public information program should be placed on the planning and performing of those activities that will keep the public aware of what the police are doing. Since people live and work in different jurisdictions, a program can be developed by the central city department and the suburban departments, to inform the mobile public of the activities of the police, and also to solicit its assistance in adopting protective practices designed to reduce crime. Inspection and internal investigation for control purposes is often performed by the chief of police, or by a unit responsible for providing assistance to line commanders. The individual commander is primarily responsible for discipline, and is concerned with the investigation of complaints against his officers, and to ferret out any evidence of corruption in the force.

Although many police administrators could profit from what other departments are doing, consolidation of such services, as noted above, remain unlikely because it is doubtful that a police administrator would relinquish control of his jurisdiction.

⁶⁵Lloyd and Norrgard, p. 11.

Consolidation of Selected Field Services

Field services are a controversial area for implementing a consolidated police service primarily because such activities involve the fulfillment of basic police responsibilities, and are characterized by direct contact with people. Selected field services include criminal investigation, vice and delinquency control, and special tactical operations. The training required for such services often exceeds the capacity of most local departments in terms of manpower and monetary resources.

Criminal Investigation

The criminal investigation function of police work is usually not recommended for functional consolidation of selected police services because of the nature of investigative work. Every department has a natural desire to want to solve the "big case" on its own. Since a chief of police is held responsible for crime conditions within his jurisdiction, the responsibility for criminal investigation is one of his most valued assets.⁶⁶ Based upon this responsibility, Misner states:

If he loses the authority to investigate, or if it is necessary for outside agents to intervene within his jurisdiction, his effectiveness as a police executive is in question. Consequently, the normal police executive protects jealously his authority to investigate crimes.⁶⁷

⁶⁶Lloyd and Norrgard, p. 119.

⁶⁷Gordon E. Misner, "Recent Developments in the Metropolitan Law Enforcement", Journal of Criminal Law, Criminology and Police Science, V. 51, ((1961), p. 268.

Arrangements of pooling of resources for the conducting of criminal investigations must be voluntary, in order to be effective. Total consolidation of the criminal investigation functions of local agencies stems from the inability of individual departments to provide their own staffs of criminal investigators. Partial consolidation is an arrangement for shared responsibility of criminal investigation. Some departments depend upon an areawide detective operation, others receive service upon request, and still others have almost complete criminal investigation operations of their own.⁶⁸ Cooperative arrangements involve considerable exchange of information among departments. "A good investigator pursues all possible leads, including those that require consultations with investigators in neighboring departments."⁶⁹

Control of Delinquency

Each police department, regardless of their size, and in turn each patrol officer are responsible for curbing delinquent behavior. The fact that no universal definition of what constitutes delinquent behavior exists, lends itself to the use of a specialized technique in dealing with delinquent behaviors.

Juveniles are a selected group of people to deal with. Because a separate court system for juveniles has been developed, special knowledge on the part of the police to understand the operations of this system as differentiated from the other court

⁶⁸Lloyd and Norrgard, p. 128.

⁶⁹Lloyd and Norrgard, p. 125.

proceedings is required.

Most departments cannot afford to specialize, especially if, as Kenny and Pursuit point out, "one juvenile officer for 15 to 20 in the force. . . is a modern necessity."⁷⁰ Specialists, therefore, from large departments can train the personnel of small departments in the techniques of handling juveniles in efforts to comply with the current needs of society. Another approach may be to have specialists from large departments handle cases that exceed the capability of the small departments. This action will be advantageous particularly if and when cases must be brought into the juvenile courts.

A central index of juveniles who have come in contact with the police would be of considerable value to the small departments. An index of such should include juvenile records, and be maintained on an areawide basis. An areawide association of police juvenile officers should be formed, whose purpose would be to coordinate and standardize the handling of juveniles by police. This method would be beneficial to the smaller departments because it would increase their level of competence in dealing with the juvenile offender.

Consolidation of the resources of police and community agencies is a sound approach to reducing the incidence of delinquent behavior. A relationship of such should be formalized through the establishment of a continuing organization. Suffice it to say that all agencies, including the police, are coming rapidly to a realization that juvenile

⁷⁰John P. Kenney and D. G. Pursuit, Police Works with Juveniles, (Springfield, Illinois: Charles C. Thomas, 1954), p. 14.

delinquency can be contained only through joining forces.⁷¹

Vice

Lloyd and Norrgard, in the Coordination and Consolidation of Police Services: Problems and Potentials, stated that:

Vice includes types and classes of personal or group conduct or activity that has been declared through legislation to be inimical to the public welfare and subject to commercial exploitation.

Vice is usually considered to embrace prostitution, the illegal use and sale of narcotics, illegal gambling, the use and sale of illegal alcoholic beverages, the illegal sale of legal alcoholic beverages, and the distribution and sale of obscene or pornographic material.⁷²

A distinction must be made between local and areawide vice activities. Localized vice is largely controlled by effective local law enforcement. Open vice does not exist to any great extent especially where laws that prohibit it are rigidly enforced. Problems arise when vice operations become imbedded in the community, or controlled by outsiders. In this instance, local law enforcement agencies find it impossible to repress these activities effectively.

Basically, local vice problems can be handled by the local police department, and therefore the responsibility should be maintained at that level. Training of local officers in the recognition of vice activities and in the enforcement of laws against them, however, is often inadequate.⁷³ Vice investigations, in these departments, can and do divert manpower from needed patrol activities.

⁷¹Lloyd and Norrgard, p. 131.

⁷²Lloyd and Norrgard, p. 133.

⁷³Lloyd and Norrgard, p. 134.

Since vice, in most local jurisdictions, conforms to no common pattern, police activities are performed on an informal basis. Lloyd and Norrgard continued their discussion on Vice by stating that:

Joint raids are conducted, information is exchanged between chiefs who know one another, and one department may request the services of specialists in another department when it realizes its own inadequacies. Yet, all of these efforts, though laudable, are less than adequate. The congeries of agencies involved in vice control call for some coordinating mechanism.⁷⁴

Addressing this problem, one author states:

The...local-state-federal mixture of responsibility, legal structure, and action should be of primary concern. Fragmented, repetitive efforts are commonplace; local detectives find themselves following federal agents. Amidst the welter of competing interests and separate governmental units, there is much warm talk to cooperation but no mechanism to make coordination work.⁷⁵

At the local level, only the county police agency can provide effective area-wide coordination. However, most county police agencies are understaffed, and their personnel are so largely untrained that meaningful specialization is virtually impossible. Larger police departments at the municipal level should have units composed of specialists in vice control, but only for the purpose of pursuing and coordinating responsibilities for vice control of their own departments.⁷⁶

⁷⁴Lloyd and Norrgard, p. 134.

⁷⁵Lloyd and Norrgard, p. 134.

⁷⁶Lloyd and Norrgard, p. 136.

Summary

Two key factors should be weighed by the potential department participants in any type of coordinated police service program initiated in Mahoning County, those being the "degree of autonomy" lost to another agency, and the "degree of responsiveness" to citizen concerns. In measuring the amount of local control or autonomy lost by one unit of government to another, the functional approach poses fewer problems than would the establishment of a single police agency serving the entire Mahoning County area including the Youngstown Metropolitan area, because only certain specialized functions would be shared. The creation of an entirely new police unit, a type of consolidated police district, represents the greatest loss of local autonomy because nothing would be left standing.

The degree of responsiveness criteria can be viewed in the same manner. Degree of responsiveness relates to citizen inputs on policy and related questions. A well-defined consolidation approach in this area, would go unnoticed by most citizens because the areas recommended for consideration in such a system—communications and records, training, and specialized investigative functions—are supportive to patrol activities which typically are the types of services seen and used by the vast number of residents. In a consolidated effort, patrol activities should remain independent of the unified system, whereby keeping citizen access points of police activities unaltered.

If, on the other hand, an entirely new agency were to be created, an entirely new approach would have to be developed.

Existing channels of communication and response would not be continued, whereby causing the vast number of residents to be unavailed to the patterns of services rendered. The new approach would require a long time for inception, if it could be accomplished at all.

The chief advantage of this recommended approach to unified police services is that certain vital elements of all the area police agencies could be unified, with the retention of local autonomy. This approach poses few legal and political obstacles in contrast to the establishment of a single police entity serving the four core area cities. Drawbacks to this approach are that it is a piecemeal program requiring considerable time and effort to manage successfully. Future study can explore these questions indepthly and lay out alternatives for management of such a program, one which guarantees that each participant will have a full voice in the establishment of policy for the operation of the program and one that will provide a full measure of evaluation and review.

CHAPTER VI

SUMMARY AND CONCLUSION

The President's Commission on Law Enforcement recommended the consolidation of small police departments serving a metropolitan area as a means to improved services rendered. However, in the analysis presented, proposals for the elimination of the small, understaffed suburban police departments by consolidation are not based on firm empirical evidence. The level of police services now provided to the residents of the incorporated suburban communities of Campbell, Canfield, Struthers and Youngstown might well be reduced if the smaller police forces within the county were to be replaced by one large police force serving the entire 422 square mile metropolitan area. The cost of such police services would more than likely be increased. Size and municipality of a given jurisdiction are only two of many factors which affect performance of urban police services.

The success of any police consolidation venture will depend upon the efforts of the employees of the departments involved. Reorganization attempts that met with failure are often the result of employee resistance. Consequently, the single most important factor in determining the success or failure of a merger of police services hinges on a common personnel system. If the employees find such a venture acceptable, an improvement of services rendered will follow. On the other hand, if the employees reject the reorganization attempts, resistance, and a lack of substantial services rendered will result.

A part-time police department can only expect to receive part-

time efforts by its personnel. The individual who gives up a portion of his evening/weekend hours cannot be expected to manifest the same sense of commitment and professionalism that a full-time officer would. Formal training of part-time personnel is very difficult to attain, and in many instances is non-existent. Since basic police training through any of the recognized training programs requires at least six weeks of continuous attendance, the part-time individual holding a full-time position in a field other than law enforcement would find it near impossible to complete the required training. This situation is further aggravated by rapidly changing legalist and socialist changes in law enforcement. Today's police officer must be attuned to and utilize the various procedures and techniques that have been developed to improve the effectiveness of preventive patrol, investigations, and the handling of the innumerable social problems that are required by such an agent of the public.

The Youngstown Police Department is the only department studied that has the capability of performing the wide range of functions necessary for self-sufficiency. The facility contains adequate space to support their present operations and has the potential of being expanded. Of all departments in Mahoning County, Youngstown has the greatest communications capabilities as well as various other support and administrative functions.

Conclusion

Given the situation that presently exists in Mahoning County, Ohio, there is little argument concerning the realization that there

is a dire demand for improved police services. Local autonomy and home rule have hindered the growth of law enforcement and is a major detriment to the consolidation of police organizations. A high decentralization of police services; the extensive use of part-time help; limited area-wide capabilities; poor training and recruitment standards; limited financial community resources; duplication of services and facilities; inconsistent and contradictory objectives; inconsistent police services and policies; and the high mobility of the criminal population are all reasons to reevaluate traditional methods of operation and turn to alternatives, such as consolidation of police services, which seem to be the most viable solution.

The advocacy of police consolidation does not necessarily mean a countywide police force, for it possesses inherent dangers. Utility must be stressed and an attempt be made to attenuate the system in the interest of economy and efficiency. Thus, police unification appears to be the most feasible alternative to the above mentioned problems.

General Implications

It is hoped in the broadest sense that the results of this study can be used in finding more efficient ways of providing policing services to the residents of Mahoning County, Ohio, and thereby reducing the costly duplication of services rendered.

MAHONING COUNTY REGIONAL POLICE SURVEY

Police Department _____

Chief of Police _____ Phone Number _____

Person answering questionnaire if other than chief _____

DEPARTMENT ORGANIZATION AND MANAGEMENT

This section is designed to identify your organizational structure and those management practices employed in accomplishing the police function.

Organizational Structure

Indicate the number of personnel currently in the categories listed.

	<u>Number of Full Time</u>	<u>Sworn Officers Part Time</u>
Chief of Police	_____	_____
Supervisory (Indicate title & rank)	_____	_____
_____	_____	_____
Investigators	_____	_____
Juvenile Officers	_____	_____
Patrolmen	_____	_____
Patrolwomen	_____	_____
Civilians (indicate titles)	_____	_____
_____	_____	_____
Auxiliary Personnel (indicate titles)	_____	_____
_____	_____	_____
Total Personnel	_____	_____
Total Authorized	_____	_____

RECORDS MANAGEMENT

Indicate records maintained by your department.

<u>Records</u>			<u>How Long Retained</u>	<u>Method (tape, card file, original)</u>
	<u>Yes</u>	<u>No</u>		
Offense reports	_____	_____	_____	_____
Miscellaneous Incident Reports	_____	_____	_____	_____
Traffic Accident Reports	_____	_____	_____	_____
Patrol Activity Reports	_____	_____	_____	_____
Police "Hot Sheet"	_____	_____	_____	_____
Warrants	_____	_____	_____	_____
Fingerprints	_____	_____	_____	_____
Arrestee Photo File	_____	_____	_____	_____
UCR Reports	_____	_____	_____	_____
Modus Operandi File	_____	_____	_____	_____

Administrative Practices

Has a system of written directives been adopted? Yes ___ No ___

Do you provide a manual of written standards and policies governing administrative and operational procedures? Yes ___ No ___

-If yes, does a system exist for the periodic review of orders and directives? Yes ___ No ___

-Does a system exist for the formal cancellation of orders and directives? Yes ___ No ___

Does the issuance of orders and directives utilize a classification by subject matter? Yes ___ No ___

-Is there a continuous numbering and indexing system? Yes ___ No ___

Is there an established inventory control of all department property and equipment? Yes ___ No ___

-How often is inventory taken? _____

Has the department developed and published a policy on vice enforcement? Yes ___ No ___

Field Operations

Manpower Allocation and Utilization

What operating shift system do you use and how is each staffed?

Shift	Hours:		Number of Personnel
	From	To	
1	_____	_____	_____
2	_____	_____	_____
3	_____	_____	_____
4	_____	_____	_____ (if applicable)

What staff specialists are available to each operating shift? (i.e., investigators, photographers, crime scene technicians, etc.)

What is the average response time on calls for service? _____

What is the average percent of patrol time spent in answering calls for service? _____ This answer is based on: Estimate ___ Records _____

Functions

Listed below are a number of law enforcement functions typically performed by police departments. Please indicate the function performed and the priority you would assign each function in accomplishing your basic mission.

Function	Performed by your dept.	% of Dept. Activity	Priority of importance
Patrol	_____	_____	_____
Traffic Accident Investigation	_____	_____	_____
Traffic Control	_____	_____	_____
Service calls (non-criminal)	_____	_____	_____
Initial Invest. criminal	_____	_____	_____
Investigative Services	_____	_____	_____
Crim Intelligence Collection	_____	_____	_____
Youth Services	_____	_____	_____
Other: _____	_____	_____	_____

Listed below are a number of functions that some police departments also perform. Please indicate any that your department performs, or which you think should be performed.

	Performed by your dept.	Should be performed
Parking Meter Enforcement	_____	_____
Vehicle Inspection	_____	_____
Ambulance Service	_____	_____
Animal Control	_____	_____
School Crossing Guard	_____	_____
Rescue Service	_____	_____
Detention (Lock Up)	_____	_____
Vacation Watch	_____	_____
Delivering Official Intra- village Mail	_____	_____
Other: _____	_____	_____

Which of the above functions are performed by other governmental agencies in your municipality? _____

Operations

Please provide the following information regarding patrol operations.

Type of Patrol	Patrol Provided		# of Units Per Watch
	Yes	No	
Foot	_____	_____	_____
1-Man Vehicle	_____	_____	_____
2-Man Vehicle	_____	_____	_____
Motorcycle	_____	_____	_____
Other _____	_____	_____	_____

Describe in detail the method used and data analyzed to develop patrol beat distribution _____

Do patrolmen have sufficient time to perform preventive patrol? _____

--If no, what factors preclude this? _____

What procedures do you employ to provide patrol supervisory? _____

Is there a formal line and staff inspection program? _____

--How often and to what extent are these inspections performed? _____

Is there an appropriate checklist to assist in the line and staff inspection efforts? _____

--If yes, please attach a copy of the checklist.

Are patrolmen required to attend a roll call session before going on patrol? _____

Is there a policy of debriefing beat officers by the oncoming watch? _____

--If yes, is this a formal or informal policy? _____

Mutual Aid Agreement

Does your department have any mutual aid agreement with other law enforcement agencies? Yes ___ No ___

If so, please indicate: _____

Facilities and Support Services

This section is designed to identify those facilities and support services used by your department to provide for effective operations.

Facilities

Size (square feet) _____

Is the building shared with other governmental department(s)? _____

--If yes, which departments? _____

Does it provide for the following services?	Yes	No
Supervisors' Offices	_____	_____
Squad Room	_____	_____
Police Desk	_____	_____
Communications	_____	_____
Detention Facility (Lock-Up)	_____	_____
Garage or Motor Maintenance	_____	_____
Training Area	_____	_____
Bureau of Identification	_____	_____
Investigative Offices	_____	_____
Records and Analysis	_____	_____
Recovered Property Storage	_____	_____
Locker Room	_____	_____
Range	_____	_____

Are there any station house facilities or separate facilities other than police headquarters? _____

--If so, Please indicate size (in square feet) and purpose of each additional facility _____

If you provide a detention facility, what is the capacity? _____

Does the lock-up meet the state Dept of Corrections requirement? _____

If you have a police motor maintenance facility, please indicate:

Size _____ Scope of service provided _____

Operational Support Equipment

Please supply the following information regarding your equipment including your assessment of present adequacy related to need:

<u>Item</u>	<u>Number Available</u>	<u>Number Available</u>
Sedan	_____	_____
Station Wagon	_____	_____
Van	_____	_____
Motorcycle	_____	_____
Ambulance	_____	_____
Boat	_____	_____
Other _____	_____	_____

Please indicate the number of the following items of equipment now on hand in your department.

<u>Item</u>	<u>Number Available</u>	<u>Number Available</u>
Shot Guns	_____	_____
Automatic Weapons	_____	_____
High Powered Rifles	_____	_____
Body Armor	_____	_____
Gas Masks	_____	_____
Helmets	_____	_____
Shields (Body)	_____	_____
Batons	_____	_____
Riot Sticks	_____	_____
Mace	_____	_____
Other Chemical Agents	_____	_____
Handcuffs	_____	_____
Straight Jackets	_____	_____
Photographic Equipment	_____	_____

Indicate special purpose equipment maintained by your department:

Breathalyzer	_____	_____
Polygraph	_____	_____
Vascar/Radar	_____	_____
Field Narcotic Test Kits	_____	_____
Identi-Kit	_____	_____
Scuba Equipment	_____	_____
Other _____	_____	_____

Communications

Does your communications capability include the following:

<u>Type</u>	<u>Yes/No</u>	<u>Number Available</u>
Radio Base Station	_____	_____
Mobile Radio	_____	_____
Walkie Talkie	_____	_____
LEADS	_____	_____

What frequencies are utilized by your department? _____

Do you have undue interference on any assigned frequencies? _____

What governmental agencies do you maintain radio communication with

--within your municipality? _____

--outside your municipality? _____

Planning

Does your department have a planning division for other than budgetary purposes? _____

What was your budget for the fiscal year 1978? _____

Comments—Please list additional comments and suggestions that you feel would be of assistance in completing this survey. _____

APPENDIX B

Map Diagrams of Mahoning County

Diagram of Townships

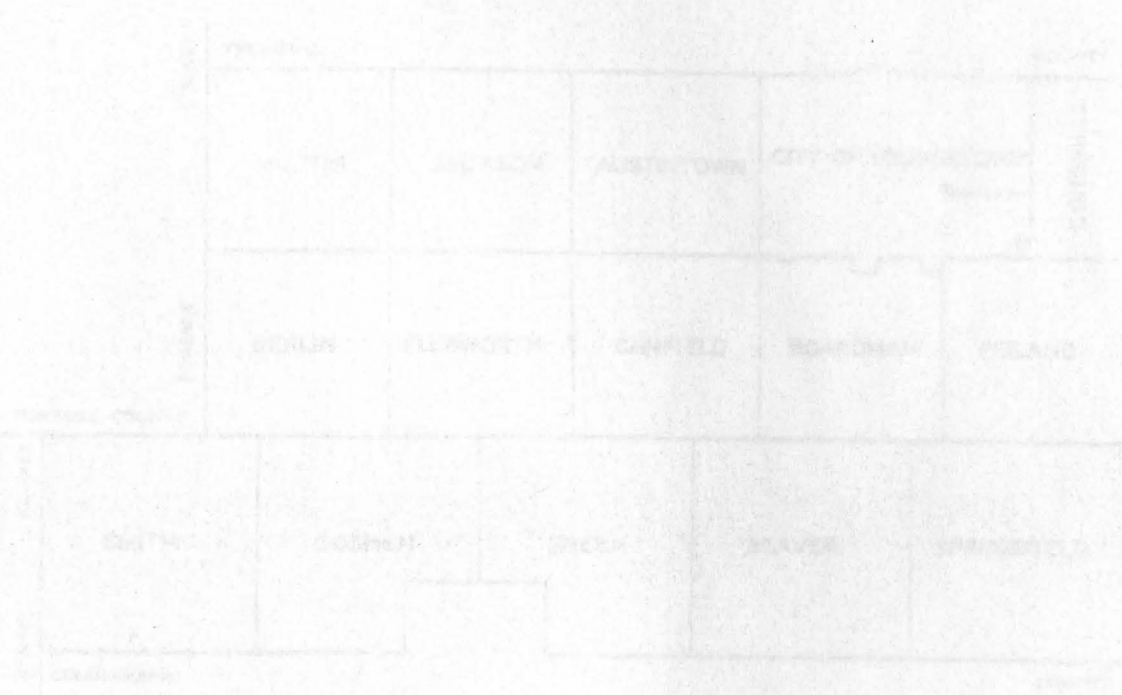


ILLUSTRATION 7

Diagram of Townships

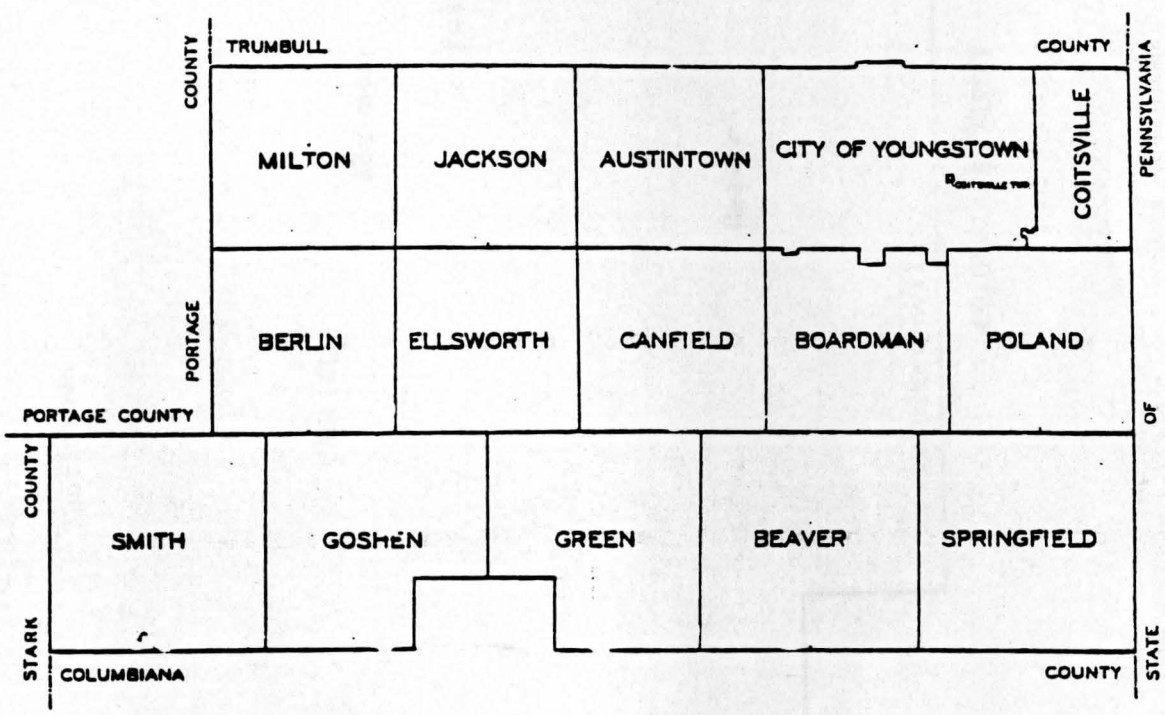


ILLUSTRATION 8

SEPARATE POLICE ENTITIES IN MAHONING COUNTY, OHIO

TRUMBULL COUNTY

DEPTH



PORTAGE COUNTY

Craig Beach

Jackson-Milton

Austintown

YOUNGSTOWN

CAMPBELL

STRUTHERS

CANFIELD

Lowellville

Boardman

Poland Twp
Poland Village

PENNSYLVANIA

New Middletown

Smith

Goshen

Beaver

Sebring

Beloit

Springfield Twp

Washingtonville

COLUMBIANA COUNTY

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