

other reasonable means of apprehension have failed to prevent the escape of a *felony* suspect whom the officer believes presents a serious danger to others.

#### COORDINATION AND POOLING OF POLICE SERVICES

The machinery of law enforcement in this country is fragmented, complicated and frequently overlapping. America is essentially a nation of small police forces, each operating independently within the limits of its jurisdiction. The boundaries that define and limit police operations do not hinder the movement of criminals, of course. They can and do take advantage of ancient political and geographic boundaries, which often 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, tends to be sporadic and informal, to the extent that 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 crimes occur. In 1960, almost 117 million people, about 70 percent of our population, resided in America's 18,000 cities. Of these, almost 113 million persons, 63 percent of our population, resided in the 212 areas designated by the Bureau of the Census as Standard Metropolitan Statistical Areas. According to FBI reports, approximately 83 percent of the Part I crimes committed in the United States in 1965 were committed in these SMSA's. These 212 sprawling, metropolitan areas comprise 313 counties and 4,144 cities, each of which has its own police force. The majority of these departments are small and have only limited facilities and services. Thus, the responsibility for dealing with most of the serious crime in this country is diffused among a multitude of independent agencies that have little contact with neighboring forces.

The Commission believes that the principal method of improving enforcement outside of the large cities is the coordination or pooling of police services. Coordination involves an agreement between two or more jurisdictions to perform certain services jointly; usually one of the jurisdictions will provide one or more services for the others. Pooling occurs when local government jurisdictions consolidate by merging one jurisdiction, or a function thereof, with another jurisdiction, or function thereof. Coordination is the more feasible form of law enforcement cooperation because there are fewer political or legal obstacles to achieving it.

In studying how coordination or pooling might improve the quality of law enforcement, the Commission was guided by two assumptions. First, some pooling could take place without jeopardizing the independence of local government. Second, it is desirable to preserve as much local governmental control as is consistent with increasing the quality and quantity of police service. The Commission further believes that the cost of any program



more, they would be greatly helped in their task of preserving order and protecting constitutional rights if the leaders of protesting or demonstrating groups discussed, in advance with the police, the appropriate times and places for demonstrations and methods of demonstrating. On the other hand, strong law enforcement responses in a true riot situation must occur rapidly, on the basis of advance planning and operational coordination.

Advance planning is a necessity and must be conducted jointly between the police and local, State, and Federal governments. Too few departments have held the drills and rehearsals that disclose in advance deficiencies in planning, communications, coordination and chain of command. Procedures for calling in the National Guard and allocating command responsibility must be worked out prior to riotous situations.

The tactics chosen at the beginning of disorder may well be the crucial factor in controlling a riot. The kinds and extent of police force employed, and equipment involved, must be thought out well in advance, taught to personnel through training and constantly reassessed. Procedures for the acquisition and channeling of intelligence must be established so that information is centralized and disseminated to those who need it.

Like any kind of crime, riots are best controlled by prevention. This of course involves maintaining proper police conduct, but the most important element in prevention is a city government's awareness of and response to the frustrations of the community.

#### FIREARMS USE POLICY

In most cities police officers receive too little guidance as to when firearms may be drawn and used. Recruit and inservice training should keep officers continually alert to the legal and moral aspects of the use of firearms.

*The Commission recommends:*

A comprehensive regulation should be formulated by every chief administrator to reflect the basic policy that firearms may be used *only* when the officer believes his life or the life of another is in imminent danger, or when