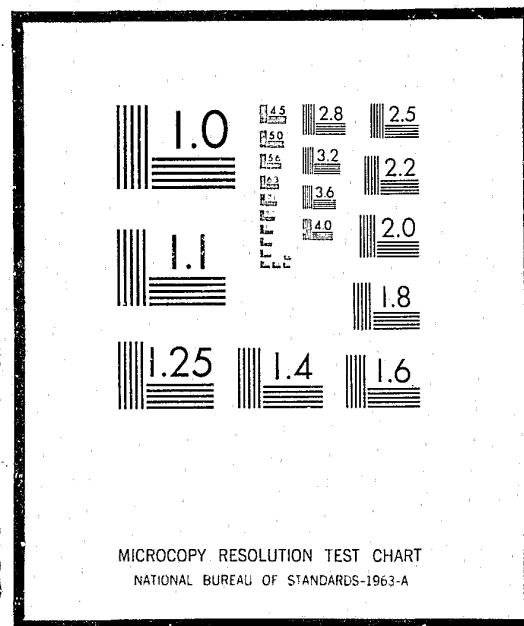


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

12/6/76

Date filmed

R-76-119

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: (WV) -
Martinsburg, West Virginia, Personnel Compensation
and Manpower Requirements Analysis

REPORT NUMBER: 75-126

FOR: Martinsburg, West Virginia, Police Department
Martinsburg City Population: 16,500
Police Strength (Sworn): 24
Total: 29
City Area: 2.7 square miles

FOR: Westinghouse Justice Institute

ANT: Larry R. Walton

NUMBER: J-LEAA-003-76

April 15, 1976

34659
Final Report

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FOREWORD

This request for technical assistance was made by the Mayor and City Manager of Martinsburg, West Virginia. The requested assistance was concerned with reviewing the equitability of the existing personnel compensation plan, determining an appropriate manpower level, and reviewing the overall organization of the Martinsburg Police Department.

Requesting Agency: City of Martinsburg, West Virginia,
Gene Diamond, Mayor
Eugene Dunworth, City Manager
Robert K. Price, Chief of Police

State Planning Agency: Governor's Committee on Crime,
Delinquency, and Correction,
Mr. Mike Minsker

Approving Agency: LEAA Region III (Philadelphia),
Mr. Edwin S. Schriver, Police Specialist

1. INTRODUCTION

Martinsburg, West Virginia, is located in Berkeley County, adjacent to Interstate Highway 81, approximately 60 miles northwest of Washington, D.C. The City has a Mayor/City Manager Council form of government.

The Martinsburg Police Department consists of 24 sworn personnel and 5 civilians, as follows:

- Chief of Police 1
- 1st Lieutenant 1
- Lieutenant 3
- Sergeant 4
- Patrolman 15
- Secretary 1
- Radio Operator 3
(2 are funded under the CEDA program)
- Janitor-Cook 1

The three radio operators work Monday through Friday, and sworn personnel serve as dispatchers on Saturday and Sunday.

Fringe benefits include the following:

- Vacation -- 15 days up to 16 years' service, 20 days thereafter.
- Sick Leave -- 1 day per month; can be accumulated up to 70 days.
- Injury on Duty -- Up to 60 days with full pay.
- Paid Holidays -- 6.
- Health and Accident Insurance -- City pays 25 per cent of premium.
- Pension -- State Civil Service.

There is no State law requiring peace officer training, but the City of Martinsburg provides 400 hours for each new officer at the State Police Academy in Charleston, West Virginia. During 1975, the Department provided an additional 960 hours of specialized training for seven different officers. Six Department members attend police classes on their own time at a nearby junior college.

Martinsburg Index Crimes for 1974 totaled 308. The rate for 1974 was 1,866 per 100,000 population. In 1975, Index Crimes increased slightly to 327, making the Index Crimes approximately 1,982, a rather low rate. Although national figures for 1975 are not presently available, the national 1974 Crime Index was 4,821 per 100,000 population. Police activities in 1975 included 2,019 arrests, 646 accident investigations, and 8,058 requests for police service.

The Martinsburg Police Department organization is depicted in Figure 1-1. The Department adheres to reporting and clearance policies recommended by the FBI and submits a detailed annual report of activities to the City Manager.

Analyses conducted in this study, together with conclusions and recommendations resulting therefrom, are based on a review of work documents, examination of statistical reports and data, and interviews with Department personnel and private industry personnel officers in the vicinity.

Persons interviewed included the following:

- Gene Diamond, Mayor.
- Eugene Dunworth, City Manager.
- Robert Price, Chief of Police.
- 1st Lieutenant Charles W. Pounall.
- Lieutenant Blaine Brumbaugh.
- Sergeant Max Mosse.
- Patrolman Terry Harrison.
- Patrolman R. Foltz.
- Ms. Beverly Grove, Secretary.
- Mr. Donald Metz, Personnel Officer, General Motors Corp., Martinsburg.
- Mr. John Bowman, Personnel Officer, Owens Corning Glass Co., Martinsburg.
- Mrs. Irene Cole, Personnel Officer, Dupont Co., Martinsburg.

Data collected and reviewed included the following:

- Martinsburg Police Department Table Organization.
- City of Martinsburg Personnel Rules and Policies.

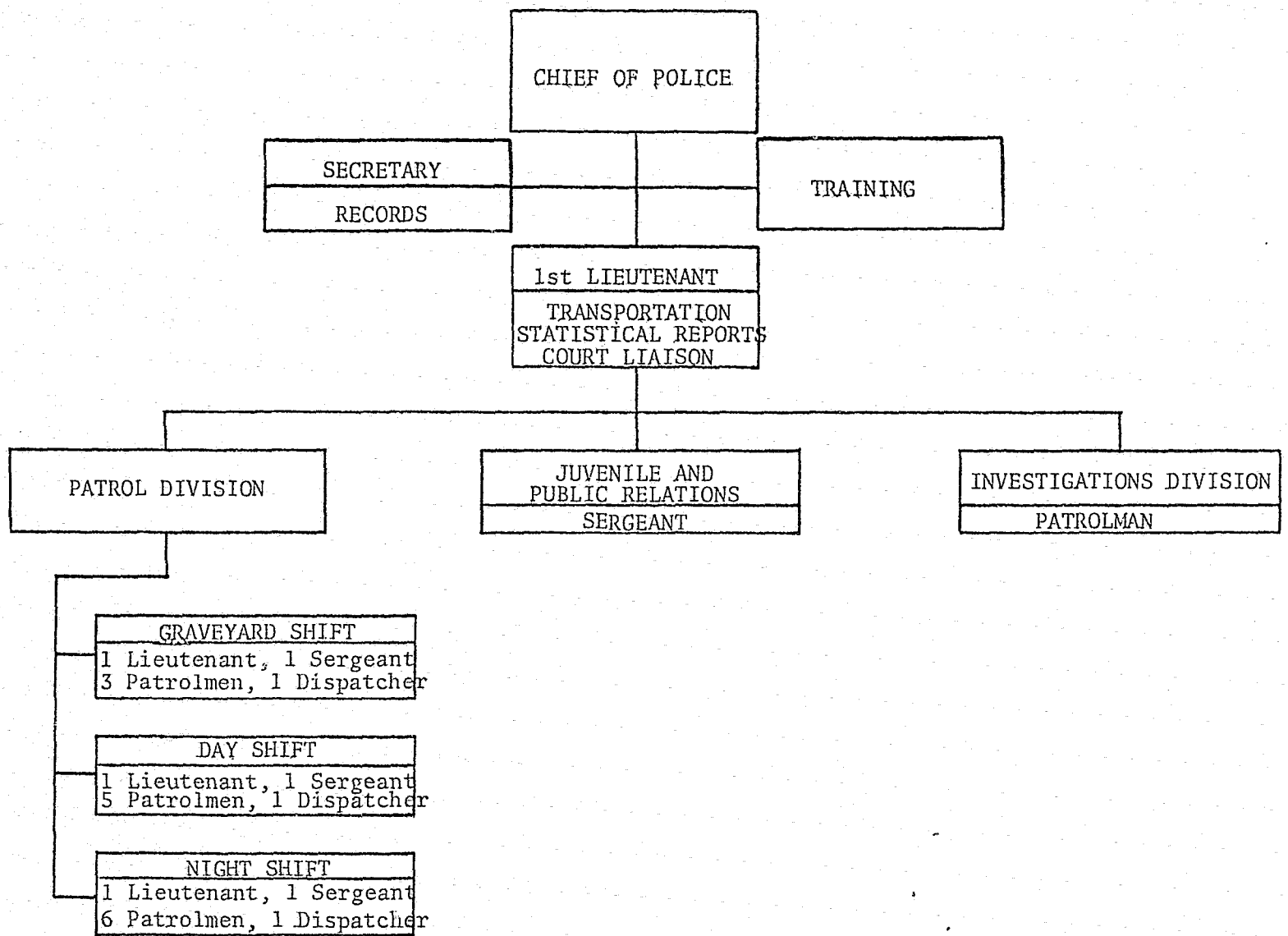


Figure 1-1. Martinsburg Police Department Organization Chart

- Martinsburg Police Department Rules and Regulations.
- Salary Schedule.
- Reported Offenses, 1974 and 1975.
- Department Annual Report 1974 and 1975.
- Population estimates, police personnel tables, salary schedules, lists of fringe benefits, and the like for six surrounding cities.

2. UNDERSTANDING OF THE PROBLEM

As a major step toward improving the Martinsburg Police Department, City officials and the Chief of Police expressed interest in a review of manpower commitments and personnel compensation for Department members. Existing salary levels were recognized as the basic cause of recent serious unrest in the Police Department, and a decision was made to seek a review of the problem by an independent agency. At the same time, there was an awareness that population and related police problems had been growing year by year without corresponding increases in police manpower. This pointed to the necessity of reviewing Department needs in the manpower area and examining the Department organization.

The purpose of this study, therefore, was to determine the appropriateness of existing salary and manpower levels, coupled with an overall review of the Department organization.

Information contained herein was summarized orally during a meeting with the City Manager and the Chief of Police.

3. ANALYSIS OF THE PROBLEM

3.1 Manpower

As previously stated, police manpower in Martinsburg consists of 24 sworn and 5 civilian employees. Based on the estimated city population of 16,500, the ratio of police employees to population is 1.76 per 1,000. Because of its geographical location, Martinsburg should be considered as in the Middle Atlantic States for FBI reporting purposes. Police departments in this area for city populations ranging from 10,000 to 25,000 average 1.9 police employees per 1,000 population. Populations, police strengths, and ratios of police personnel to 1,000 population for other similar cities within an approximate 40-mile radius are shown in the following tabulation:

	<u>Estimated Population</u>	<u>Police Employees</u>	<u>Ratio per 1,000 Population</u>
Chambersburg, Pa.	10,000	30	1.6
Cumberland, Md.	30,000	80	2.7
Fredrick, Md.	28,000	83	3.0
Hagerstown, Md.	37,000	105	2.8
Waynesboro, Pa.	10,000	19	1.9
Winchester, Va.	20,000	49	2.4

Only one city has a lower ratio of police employees to population than Martinsburg. The average ratio for these nearby cities is 2.54 police employees per 1,000 population. Based on this information, there can be little doubt that the Martinsburg Police Department is operating below what might be termed an efficient level of manpower. Under these circumstances, the police task simply cannot be performed adequately. Consequently, highly desirable areas of activity -- such as complete reporting and follow-up investigation of crimes, and supplementary patrols -- receive less than adequate attention. In the long run, this situation is more costly to the City than the expense of proper staffing.

Difficulty arises in determining just what an effective level of manpower is, in terms of both City economics and demands on the police by the community. There are no hard and fast rules; there are no pat yardsticks. Short of an exhaustive and expensive total workload study of cost factors per measurable activity, there is no accurate method of precisely assessing needs. Unfortunately, since police problems change, such a study quickly becomes obsolete and must be repeated. Even if such a study were undertaken, administrative judgements regarding the desirable number of manhours that should be devoted to training, preventive patrol, and similar activities must still be made. Considering these factors, the Consultant feels an absolute minimum effective staffing level for the Martinsburg Police Department should be 35 personnel. The increase should include two dispatchers, one sergeant,

and four patrolmen, one of whom should be assigned to the Investigation Division and the remainder to the Patrol Division. In terms of overall efficiency, a more desirable and more practical level would be approximately 40 personnel. The increase from 35 to 40 employees should consist of five patrolmen assigned to the Patrol Division. This staffing level would still give only a ratio slightly over 2.4 police employees per 1,000 population.

In addition to overall staffing requirements, the use of sworn personnel as radio dispatchers on Saturday and Sunday represents an inappropriate use of police personnel. The hiring of two additional civilian dispatchers (at a scale lower than that appropriate for sworn officers) would result in two patrolmen being released for duty in the field and would provide for around-the-clock, seven-day-a-week staffing by civilian personnel.

3.2 Salaries

Any serious examination of manpower requirements almost inevitably leads to the matter of salaries. Police personnel are expensive and usually constitute the greatest expense in a city budget. In turn, the major expense of a police department is salaries and related benefits. Concern for economy, however, must not be so shortsighted as to pay wages that attract only second-rate candidates, or candidates who will resign as soon as they can better their situation. In the former case, the City does not receive the caliber of police services that are either desirable or necessary. In the latter case, initially training new patrolmen and providing experience and specialized training that is lost to other police departments is extremely expensive. When the loss of skilled officers can be traced to unrealistic salary levels, such policies are shortsighted.

In view of these considerations, a review of the Martinsburg Police Department salary structure is in order. Outlined below are the existing salaries by rank:

	<u>Annual Salary</u>
Chief of Police	\$12,375
1st Lieutenant	11,283
Lieutenant	10,983
Sergeant	10,482
Patrolman	8,238 - 9,003
Janitor-Cook	6,122
Secretary	5,761
Dispatcher	5,761

Examination of these salaries vis-a-vis those of both other neighboring police departments and large private businesses in the area demonstrates that Martinsburg Police Department employees are paid significantly below those of comparable departments, particularly in the cases of longevity and in the supervisory grades.

Table 3-1 shows salaries and fringe benefits for comparable police agencies within a radius of approximately 40 miles. It may be argued that most of the cities are larger than Martinsburg, but it should be recognized that these cities represent the labor market for someone in or around Martinsburg who wishes to become a policeman. The fact that most of these cities are in other states is also of little consequence, since climate, political conditions, schools, and the like are all generally similar. As can be seen in Table 3-1, three of the six cities pay less for beginning policemen than Martinsburg; however, all of them pay more when the officer reaches top step, a matter of 6 months to 2 or 3 years, depending on the city. Martinsburg's closest neighbor, Hagerstown, pays \$3,664 per year more at the top policeman step. The same inequity is true at each promotional level; Martinsburg sergeants, lieutenants, and the Chief of Police all receive considerably less than their counterparts in other nearby cities. It should also be noted that the Martinsburg spreads between sergeants and lieutenants, and between lieutenants and the Chief of Police, are very narrow. In every city studied, the increase from sergeant to lieutenant (top step) is at least \$858, compared to an increase in Martinsburg of \$501. The average increase for all cities studied is \$622 per year. At the chief of police level, in Martinsburg the increase over lieutenant is \$1,391 while the average increase is \$3,630. (The position of first lieutenant in Martinsburg is ignored in these computations to relate comparable positions with other departments.)

A review of Table 3-2 reveals even more clearly the inadequate level of police salaries in Martinsburg. These data were compiled after discussions with personnel officers from three large branches of major businesses located in the immediate Martinsburg area, none more than 5 miles from the Martinsburg Police Station. Security officers at Dupont, Owens-Corning Glass and General Motors receive from \$12,000 to \$13,795 annually, with benefits not unlike those received by Martinsburg policemen. Janitors at Dupont receive \$13,811 annually, compared to a Martinsburg police officer's salary of \$9,003. A factory sweeper at General Motors receives \$12,820 per year.

Existing police salaries in Martinsburg simply are not at a sufficiently high level to effectively recruit and retain suitable applicants. As the police task becomes more demanding, and as officers are developed and trained to meet community demands and expectations, it is essential that salary schedules reflect a level appropriate to attract and retain desirable personnel. For the City to fail in this regard is not only a breach of faith with the concerned employees, it is an effective way to create unrest and dissatisfaction, which leads to personnel deserting the Department for other police agencies or private businesses that pay a more equitable salary.

TABLE 3-1

Comparative Police Salaries and Fringe Benefits

City or Agency	Estimated Population	Sworn Officers	Civilian Employees	Salary Range Policemen (Annual)	Salary Range Sergeant (Annual)	Salary Range Lieutenant (Annual)	Salary Range Chief (Annual)	Shift Differential	Vacation Days	Holidays	Sick Leave Days	Overtime Pay	Uniforms and Equipment Furnished	Insurance	Pension
Chambersburg, Pa.	19,000	28	2	\$8,232.- 9,524	\$ 9,994.- 10,695	--	\$15,000	No	1-5 yrs., 10 5-20 yrs., 15 20 yrs., 20	11	1 1/2 per mo. Accumulate 150	1 1/2	All	City Paid	City Plan
Cumberland, Md.	30,000	70	10	\$7,696.- 9,308.	\$ 9,126.- 11,076	\$ 9,953 12,090.	\$16,302. 19,838	No	1-2 yrs., 5 3 yrs., 10 5 yrs., 15	11	1 1/4 per mo.	Ptln 1 1/2 Supervisors Comp. Time	All	City Paid	City Plan
Fredrick, Md.	28,000	74	9	\$ 9,204.- 12,356.	\$10,274.- 13,357.	\$10,927.- 14,205.	\$17,190.	No	1 yr., 7	None	30 per yr. Accumulate 120	Comp. Time	All	City partial paid	Etna. Plan
Hagerstown, Md.	37,000	86	19	\$ 9,297.- 12,667.	\$11,689.- 15,204.	\$12,771.- 16,619.	\$18,000. to ?	No	After 6 mo., 5 After 18 mo., 10	11	1 yr., 1 per mo. After 1 yr., 15 per yr.	Comp. Time except cash for court	All	City Paid	State Plan
Haynesboro, Pa.	10,000	19	0	\$ 9,021.- 10,313.	\$ 9,975.- 11,395.	--	\$11,701.- 14,550.	No	1-10 yrs., 10 10-20 yrs., 15 20 yrs., 20	11	1 per mo. Unlimited Accumulation	1 1/2	All	City Paid	State Plan
Winchester, Va.	20,000	41	8	\$ 7,680.- 10,320.-	\$10,860.	\$11,964.	\$13,866 19,512.	No	1 yr., 5 2 yrs., 10 3 yrs., 15	10	1 per mo. Unlimited Accumulation	1 1/2	All	City Pays 60%	State Plan
Martinsburg, West Va.	16,500	24	5	\$8,238.- 9,003.	\$10,482.	\$10,983.	\$12,375.	No	1-16 yrs., 13 Over 16, 20	6	1 per mo.	1 1/2	All	City Pays 25%	State Plan
Average, not including Martinsburg	24,000	53	8	\$ 8,522.- 10,748.	\$10,320.- 12,098.	\$11,405.- 13,720.	\$15,343.- 17,350.	--	--	11	1 per mo.	--	All	--	--

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TABLE 3-2

Comparative Private Industry Salaries and Fringe Benefits

Company	Position	Salary Range* (Annual)	Shift Differ- ential	Vacation Days	Paid Holidays	Sick Leave Days	Overtime Pay	Uniforms and Equipment Furnished	Insurance
Dupont Corp.	Security Officer	\$12,000.	No	1 yr., 10 5 yrs., 15 10 yrs., 20 20 yrs., 25	10	6 months dis- ability	1 1/2	All	\$12,000 paid
	Janitor	\$10,000.- 13,811.	Yes	10	10	6 months dis- ability	1 1/2	None	\$5.00 per mo.
	Production Worker (Beginner)	\$10,000.- 13,811.	Yes	10	10	6 months dis- ability	1 1/2	None	\$5.00 per mo.
Owens- Corning Glass Co.	Security Officer	\$12,324.	No	1 yr., 10 5 yrs., 15 15 yrs., 20	10	10 per year plus 1/3 week wages	1 1/2	All	Sickness and Disability Company paid
	Quality Control Technician	\$ 8,216.- 12,324.	Yes	1 yr., 10 5 yrs., 15 15 yrs., 20 25 yrs., 25	10	10 per year plus 1/3 week wages	1 1/2	None	Sickness and Disability Company paid
General Motors Corp.	Security Officer	\$12,168.- 13,795.	Yes	1-5 yrs., 10 5-10 yrs., 15 10 yrs., 20	10	40 full pay 1 yr. @ 70%	1 1/2	All	Company paid incl. \$750. dental per yr.
	Factory Sweeper	\$11,880.- 12,820	Yes	1-5 yrs., 10 5-10 yrs., 15 10 yrs., 20	10	40 full pay 1 yr. @ 70%	1 1/2	None	Company paid incl. \$750. dental per yr.
	Stock Picker	\$12,215.- 13,154.	Yes	1-5 yrs., 10 5-10 yrs., 15 10 yrs., 20	10	40 full pay 1 yr. @ 70%	1 1/2	None	Company paid incl. \$750. dental per yr.

*Includes Cost of Living Adjustment, if any.

The Consultant, therefore, recommends the following levels for the Martinsburg Police Department:

	<u>Annual Salary</u>
Chief of Police	\$17,000 - 18,000.
1st Lieutenant	14,500 - 15,500.
Lieutenant	13,200 - 14,500.
Sergeant	12,000 - 13,200.
Patrolman	10,000 - 12,000.

It is recognized that implementation of this salary scale would impose a major financial burden for the City of Martinsburg. However, it is submitted that the maintenance of an efficient police department -- capable of retaining qualified, trained personnel who can effectively respond to present day crime and associated problems -- justifies a major expenditure. It should be noted that, even at the top of the recommended salary range, a policeman would receive only the same salary as the lowest paid security officer at the three major businesses examined. This would still be less than that received by a janitor or production worker at Dupont, a quality control technician at Owens-Corning, or a factory sweeper or stock picker at General Motors. Although it might be argued that the City of Martinsburg cannot compete with these companies, the simple fact is the City must meet the competition or be willing to settle for a second-rate police department, an increasing crime rate, and poor police protection.

3.3 Records Management

The Martinsburg Police Department records system provides for appropriate custody and storage of vital police records. Only minor changes are recommended, as outlined below:

- Complaint sheets involving stolen property are maintained in a Stolen Property File instead of a Master File. This results in an incomplete Master File. It is recommended that an additional copy of the Complaint Sheet be made for cases involving stolen property, so that all files can be complete.
- A Complaint Sheet is made on each telephone call. With the acquisition of taping equipment, and the coincidental recording of such information on a log maintained in a typewriter by the dispatcher, it is recommended that Complaint Sheets be made only on calls for service involving crimes, traffic accidents, and other specific instances of major importance.

- Field officers do not complete a daily log of their activities. It is recommended that each officer complete a daily log listing his activities in chronological order, indicating disposition, identifying arrest and offense report numbers, and other pertinent information. A daily log provides for better control by supervisors and, at the same time, furnishes valuable information in terms of periodic workload measurement.
- Several files for offenses of varying degree of seriousness are maintained along with separate index card files for crime and traffic accidents. It is recommended that all offense and traffic accident reports be maintained in one file according to the assigned number, and that all index files be integrated into a Master Name File. This would provide cross-referencing information about any individual who has had any form of official contact with the Department, either as victim or arrestee.

3.4 Organization

The existing organization of the Martinsburg Police Department is basically sound. When personnel strength is increased, high priority should be given to the assignment of a sergeant as Department Training Officer. This would centralize the training function now shared by the three shift lieutenants. The International Association Chiefs of Police (IACP) Sight-Sound Training Program should be acquired by the Department to be used in conjunction with the IACP Training Keys. The sergeant assigned as Training Officer should be placed under the direct supervision of the first Lieutenant.

Direct supervision of the janitor-cook is currently a responsibility of the Chief of Police. It is recommended that this responsibility be delegated to the Day Shift lieutenant.

It is apparent that thought has been given to assignment of personnel by shift in relation to workload. Shift hours and the number of personnel assigned to each shift should be reviewed periodically in terms of balancing workloads.

One additional patrolman should be assigned to the Investigations Division.

4. RECOMMENDATIONS

Recommendations pertaining to this study are outlined below.

4.1 Manpower

- The Martinsburg Police Department is presently operating with considerably fewer personnel than are appropriate. Manpower levels should be increased substantially.
- Total strength should be increased from 29 to between 35 and 40.
- Additional personnel should include one sergeant (to function as Training Officer) and two civilian dispatchers (to replace sworn officers serving in that function. Other additional personnel should be of the patrolman rank, with one assigned to the Investigations Division and the remainder to the Patrol Division.

4.2 Salaries

- Salary levels are seriously low in terms of both equity and attracting and retaining suitable personnel. Salaries should be increased significantly.
- Salary ranges should be approximately as follows:

Chief of Police	\$17,000 - 18,000
1st Lieutenant	14,500 15,500
Lieutenant	13,200 - 14,500
Sergeant	12,000 - 13,200
Patrolman	10,000 - 12,000

4.3 Records Management

- Minor changes, designed to improve efficiency are recommended.
- In cases involving stolen property, an extra copy of the Complaint Sheet

should be completed so that copies are available for both the Master File and the Stolen Property File.

- The policy of completing a Complaint Sheet on all telephone calls should be reviewed in light of recording such data by other available means to reduce the volume of Complaint Sheets completed.
- Field officers should be required to complete a daily log, reporting their activities chronologically. This report would be used for both supervisory control and statistical compilation purposes.
- Separate files for classes of offenses and traffic accidents should be combined into one, filed by assigned numbers. Similarly, index cards should be combined to create a single Master Name File.

4.4 Organization

- As Department strength is increased, manpower should be deployed to undeveloped areas of Departmental concern. Some internal adjustments should also be made.
- A sergeant should be assigned as Training Officer under the first lieutenant.
- A "Sight-Sound" Training Program should be acquired from the IACP.
- Two civilian dispatchers should replace patrolmen dispatchers.
- Direct supervision of the janitor-cook should be transferred from the Chief of Police to the Day Shift lieutenant.
- One patrolman should be assigned to the Investigations Division.

END

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