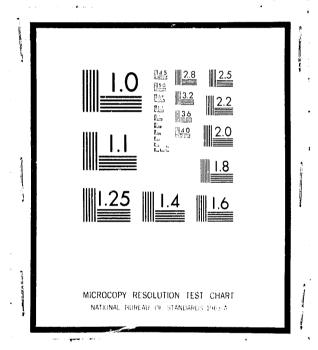
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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

12/14/76 Date filmed

INDIVIDUAL TECHNICAL ASSISTANCE REPORT In Response to a Request for Technical Assistance Richland Hills, Texas, Police Department — Mi 14 1176 January 5, 1973

Prepared by:

Public Administration Service 1313 East 60th Street Chicago, Illinois 60637

(Per Contract J-LEA A-015-72)

2

. PRELIMINARY INFORMATION

A. Consultant Assigned:

?atrick T. MaherStaff AssociatePublic Administration Service

B. Date Assignment Received:

November 22, 1972

C. Date of Contact with LEAA Regional Coordinator:

December 7, 1972

D. Dates of On-Site Consultation:

December 12-22, 1972

E. Individuals Interviewed:

William Abbott, Chief
Richland Hills Police Department

Paul C. Daniels, Mayor City of Richland Hills

G. D. Bellamy, DirectorE.D.P. UnitDallas Police Department

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II. STATEMENT OF THE PROBLEM

A. Problem as per Technical Instruction:

The technical instruction requested an evaluation of the number, allocation, and distribution of police personnel.

B. Problem Actually Observed:

The Richland Hills Police Department needs additional data in order to determine the level and allocation of personnel. The required data cannot be obtained in existing records.

A revision of the Richland Hills Police Department records system will provide the required data and will also improve the efficiency of the system itself. This report will, therefore, concentrate on the record and reporting systems.

While it is not possible to design an accurate pattern for allocating personnel, it is possible to improve the existing pattern. Additionally, Richland Hills Police Department is now operating at a minimum level of personnel. It cannot decrease its complement at all and should in fact increase it.

III. FACTS BEARING ON THE PROBLEM

A. The City of Richland Hills is located approximately 25 miles west of Dallas and approximately 8 miles northeast of Fort Worth. The Greater Southwest International Airport, currently under construction approximately 11 miles west of Richland Hills, is expected to bring a large population influx and corresponding crime increase to the surrounding communities. It is doubtful, however, that the airport will have other than a minimal impact on Richland Hills as only a limited amount of property is available within city limits for new construction, and major expressways and the Dallas—Fort Worth Turnpike route most of the traffic around the City.

The City has a population of 8,865, composed of a minority ethnic population of only 1 percent, most of whom are of Latin descent. The City has a median educational level of 12.4 years of school and a male unemployment rate of only 1.6 percent. Only 3 percent of the families are below the poverty level with only 3.2 percent of the families on public assistance.

The City is experiencing a steady and rapid decrease in construction of residential units. The majority of the residences were constructed between 1950 and 1959 with 20 percent constructed between 1960 and March of 1970. There is a small industrial park in the extreme southern portion of the City that will permit construction of only a few more facilities. In summary, Richland Hills is a relatively stable bedroom community that is not expected to incur rapid or substantial growth, and enjoys a relatively prosperous populace.

The City experiences relatively low criminal activity. The majority of its Part I offenses are the crimes against property (burglary and thefts over and under \$50). The City has had an increase of only 3 percent of serious crime in 1972 over 1971. Juvenile offenses for Part I crimes account for only 4 percent of the crimes, although the juvenile population amounts to 34 percent of the total population.

B. The Police Department presently has 11 sworn officers, including a chief, an assistant chief, a lieutenant, two sergeants, and six patrolmen. The department also has one animal control officer and four dispatchers. The existing schedule of the sworn personnel results in the following deployment pattern:

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Shift I							
7:00 A.M 3:00 P.M.	1	1	1	1	1	1	1
8:00 A.M5:00 P.M.		2	2	2	2	2	
Shift II							
3:00 P.M11:00 P.M.	. 2	3	3	3	3	4	2
Shift III		•					
11:00 P.M7:00 A.M	. 2	2	2	3	3	2	2

By comparison, the total known activities and total arrests, by shift, for 1972 presents the following activity pattern:

	Total Known Activities	Total Arrests
Shift 1	956	23
Shift II	1,188	82
Shift III	681	132
Total	2,825	237

It should be noted that the total known activities are a conservative estimate obtained from the officer's daily log. Because many activities are not recorded, there is actually a greater activity level, but this is probably an accurate proportioning of the true service distribution among shifts. Deployment then is not compatible with the activity pattern, causing a shortage of personnel at peak periods and an excess of personnel at low periods of service needs.

C. The records and reporting system of the Police Department consists of a variety of divergent files.

The Violation Index is an alphabetical listing of all persons arrested or who have received a traffic citation in the City of Richland Hills. This file is indefinite.

Current Citations are maintained alphabetically in a separate file. When paid they are placed alphabetically in the inactive citation file. If not paid by the appearance date, they are filed in a warrant file alphabetically until served, and then placed in the inactive file.

The Bicycle License File is kept alphabetically by owner's name, and a ledger is used for cross-index license numbers with the owner's name.

The Jail File is an alphabetical file of the booking, property, and records form filled out on all persons arrested.

All Warning Citations are filed alphabetically by violator's name.

Accident Reports are filed chronologically by month and day.

House Checks are maintained and filed by address, and each check is indicated on the reverse of the list.

There is a *Teletype File*, by sequential message number, of all messages sent and received. Each message is cut and pasted into a file book. Consequently, several messages pertaining to the same case may be dispersed throughout the file book, necessitating much checking and cross-checking to ascertain all of the messages sent and received. The case number is only included in the teletype message if it is being indexed for arrest purposes.

The dispatcher maintains the *Police Blotter*, a running shift log of all incoming and outgoing telephone calls concerning police activities. There is also a *Radio Log* of all transmissions regarding police activities.

Offense Reports have three copies: one is filed; the second is routed to the detective for follow-up investigation; and the third is placed on the offense board for statistical and briefing purposes. Offense reports are filed sequentially by a case number that identifies the type of case and the year of the incident. Offense reports are indexed by (1) victim's name, (2) address of occurrence, (3) date of occurrence, (4) type of offense, and (5) property taken.

The Officer's Daily Report is a summary of his calls and some of his activities for the shift. It does not, as a rule, indicate the time or location of the call, the file number of the report, if any, or the source of the activity (i.e., call or initiative by the officer). In addition, the daily report does not reflect most activity initiated by the officer and thus does not serve as an accurate indicant of total patrol service.

The entire system, as presently maintained, results in a duplication of files, superfluous information in some areas, and insufficient information in others.

- Current reporting practice does not require an arrest report in many cases. Thus, the only record of the arrest is the jail record which does not afford adequate statistical data or information on the circumstances surrounding the arrest. Often the officer has the sole discretion in deciding whether or not an arrest report should be made.
- E. The department cannot expand to meet growing responsibilities due to insufficient space in the existing police facility. The City plans to remodel the City Hall and utilize that as a new police department headquarters when a new City Hall is constructed some time in the near future. Funds from the North Central Texas Council of Governments Criminal Justice Staff Five-Year Comprehensive Plan have been requested for the remodeling of City Hall. Because the completion date for remodeling is contingent on the construction of a new City Hall and the funding from the Council on Governments, the completion of this project is at least several months in the future. The department, however, cannot wait that long for needed space.
- A "Regional Landline Communications Terminal" is currently being installed on a 70/30 funding basis with the Council on Governments. The terminal will substitute for the teletype in inquiries from the regional computer in Dallas and will be connected to the state computer and N.C.I.C. Initially, the inquiries will be limited to wanted persons or items, and the Computer Identification System. It is planned, however, to eventually expand the Dallas computer to a regionalization of statistical data on police and criminal activities, thus affording accurate and real time data that can be used to determine a basis for the deployment of personnel.
- G. The dispatcher has several duties in addition to dispatching. She must answer all incoming calls for city offices and route them accordingly. She must operate the teletype, maintain radio logs, tabulate statistics, file, or type court documents for police action. Finally, she serves as a receptionist for all visitors in the Police Department. These duties place a heavy burden on the dispatcher, especially during peak periods.

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IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

- A. The Richland Hills Police Department has two courses of action in determining allocation and deployment of personnel:
 - It can use general police activity patterns as a basis for determining deployment.
 - 2. It can revise the entire record and reporting system so that accurate statistics can be obtained to furnish a base for ascertaining, with greater objectivity, needed deployment patterns.

Of the alternatives, the latter is by far the most desirable. Not only can deployment be accomplished with greater efficiency, but a redesign of the record and reporting system will improve efficiency and facilitate interfacing with records computerization.

Although a computer is not presently available for the City, it is imminent within a few years. In order to insure that the use of a computer can be readily adapted by the Police Department, all recommended courses of action should be designed with the idea of computerizing existing records, while simultaneously permitting an efficient manual system, for current use.

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V. RECOMMENDED COURSES OF ACTION

A. In order to ascertain general activity patterns, there must be a reporting district pattern that permits simple recording of activities in general, but definable areas of the City. To this end, the City should maintain its two districts divided by Highway 183, add a third district for outside use, and increase its use of the districts for reporting purposes. In addition, each district should be divided into beats. When identifying the area, the district number will be used in conjunction with the beat number:

District I—All city area north of Highway 183

Beat 11—North of Highway 183 and the north city boundary and all area east of Popplewell to the city limit.

Beat 12—All remaining city territory north of Highway 183.

District II—All city territory south of Highway 183

Beat 21---All city territory south of the Chicago Rock Island Gulf Railroad tracks.

Beat 22—All city territory north of the Chicago Rock Island Gulf Railroad tracks, south of Highway 183, and east of Ash Park to the city limits.

Beat 23—All remaining city territory south of Highway 183.

District III—All areas outside of the city limits

(to be used to identify assistance to other agencies)

Beat 31—City of Hurst.

Beat 32---City of Bedford.

Beat 33—City of North Richland Hills.

Beat 34—Haltom City.

Beat 35—City of Fort Worth.

Beat 36—City of Arlington.

Beat 37—All remaining area outside of the City of Richland Hills.

This system will identify the areas of prime police activity and will allow for deployment based upon that activity. It will also serve as a simple method to codify and classify all incoming data on criminal and service activities. This reporting number should be included as a part of the current Serial Number System by combining it with the Crime Classification Code (e.g., a burglary in District II, Beat 23, will be recorded as 523–86–72), thus permitting an immediate determination from file numbers of activity by crime and area for any given year. Finally, it is necessary for, and adaptable to, the Dallas computer.

B. The Officer's Daily Report must be revised to enable a greater degree of information to be obtained. The daily log needs to have the following indicated on it:

Source of Activity (i.e., call or self-initiated)
Time Activity Was Initiated
Time Officer Arrived at Activity
Time Officer Finished Activity
Location of Activity
Reporting Area
Brief Description of Activity
File or Citation Number
Number and Types of Arrest or Citations

This information will provide a method of determining what an officer does, how long it takes him, where he does it, and when he does it. All of this information is required if the City desires to determine an effective level of deployment and allocation. In addition, it provides a control and evaluation tool for supervisors. To this end, the "Officer's Daily Report" in Attachment I is recommended.

In order to use a statistical base to deploy the patrol force, the information must be tabulated. As an aid in this task, the "Activity Summary" (Attachment IA) is recommended. It must be maintained on a daily basis and patterns of activity by month, year, or day of week may be extrapolated, as needed, from the daily summary.

C. There should be a pin map placed in the Police Department that indicates the location and type of each offense, by month to date, and year to date. Only the following offenses need be indicated:

Robbery
Burglary and Attempted Burglary——Day
Burglary and Attempted Burglary——Night
Auto Theft
Theft over \$50
Theft under \$50
Traffic Accidents

This system will permit the patrol officers to determine readily the areas of the City that require the greatest amount of preventive patrol and also provide an insight into the type of activity that must be suppressed. The patrol force will be able to deploy itself more efficiently and be more flexible, thus improving its use as a crime deterrent.

The offense file folder should contain all reports and data concerned with that particular offense. This includes all teletypes and jail records, necessitating the inclusion of the case number on all teletype messages and arrest records. This procedure will eliminate a separate arrest file and the teletype book. Those few teletype messages that do not have a case number and that must be saved can be filed sequentially by message number for one year and then destroyed. This system will completely eliminate one filing system (jail records), drastically curtail a second (teletype messages), and collect several sources of data in one area.

This system will also necessitate an offense report on all arrests, something not now being done. The recent tremendous increase in civil suits for police actions, however, necessitates a report to protect both the City and the officer from civil litigation. Civil trials are held too far in the future to rely solely upon the officer's memory for court testimony. In addition, it affords supervisory review of police conduct in the critical area of arrest and search and seizure.

The recent acquisition of the teletype enables the Police Department to obtain readily a person's full driving information, thus eliminating the need for a departmentally maintained system restricted to violations occurring only in the City of Richland Hills. In addition, the department's system does not differentiate from convictions and nonconvictions, and its use under any circumstances as an aid in decision making to issue or not to issue a traffic citation is of questionable constitutional and ethical validity. The traffic offense file should, therefore, be eliminated.

The alphabetical indexes of victims, offenders, and the bicycle licenses should be combined into one master index. This would permit any name to be obtained from a single source instead of the several now required, reduce filing space and time, and increase the ready availability of information in attempting to locate persons for any variety of reasons. The sequential bicycle file ledger should be maintained without modification.

The offense address index should be retained, but the indexes by date, and type of offense, should be eliminated as they are of questionable value, and the time and effort required to maintain them are not repaid in utilization. The property index should be maintained for the present, but the cards should be removed and placed in the offense folder when the property is recovered.

The tow ledger, court docket, current citation and warrant file, and offense report distribution should not be altered from present practices.

The accident reports should have a case number, be filed accordingly, and indexed in the master index by name of all parties concerned.

The house check list should be revised to utilize index cards and filed in an individual file by month and reporting area. They should be purged annually. This system provides for easier use of the checks and reduces the amount of files that the department maintains.

Warning citations should only be issued for equipment violations and maintained only until the violator presents proof of correction. The warning citation should then be destroyed. Only verbal warnings should be given if the officer desires to warn but not cite a violator for a hazardous violation with the warning recorded on the Officer's Daily Report. A warning citation has no value other than insuring compliance with the law. Once that compliance is forthcoming, as in a corrected equipment violation, the citation ceases to serve a useful purpose.

E. The optimum deployment pattern cannot be ascertained until activity can be broken down into hourly and daily patterns. There are some general patterns that apply to almost all police agencies; however, that can be used as a guide until the required data is available. Normally, the peak activity loads are Friday and Saturday nights between 7:00 P.M. and 3:00 A.M. As a rule, the peak activity load of any 24-hour activity falls between 7:00 P.M. and 3:00 A.M. The low periods of activity are usually from 3:00 A.M. until 7:00 A.M. and on Sunday through Thursday.

The current deployment of personnel creates a void during peak hours and an overabundance during slow hours. It is recommended that a 7:00 P.M. to 3:00 A.M. car be deployed Tuesday through Saturday only, and not be operated on Sunday and Monday. The shifts will have to be revised to meet this pattern:

This schedule will result in a deployment pattern depicted in Figure 1.

This redistribution accomplishes a number of functions. First, it places the highest number of officers on duty during the general periods that police service is usually in demand and reduces the number of officers deployed during the low periods of police service needs. Secondly, it provides a back-up officer for the patrol officer on duty during Shift I on Saturdays and Sundays. At the present time, this officer is dependent solely on assistance from outside agencies, which generally is more severely limited than if the City can provide its own assistance. Third, it increases the extent of supervisory control, leaving Shift I on Sundays as the only shift without supervision. Finally, it does not require any increase in personnel.

Because the computerization of most data is inevitable within a few years, the revision of the record system is designed to lend itself to readily transferring existing data into the computer's memory bank. To this end, the reports in Attachments II, IIA, III, and IIIA are recommended for immediate use by the Police Department. These forms, designed by the Dallas Police Department, are most compatible for any proposed regional computer. In addition, they provide much more needed information than is now available on reports.

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(Note: all figures include the total number of police personnel on duty, exciuding dispatchers and the

al control officer.)

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Proposed.

G. There is a need to revise the station logs for both telephone calls and radio use (Attachments IV and V). The radio log should be discarded as it is unnecessary and its maintenance wastes time. It can be replaced by a scratch pad to write down needed information (e.g., a wanted person check, out for investigation, etc.) and then disposed of at the end of shift. Contrary to popular opinion, the fee no longer requires police agencies to log transmissions.

The station log should be revised to eliminate unnecessary information and provide data not now logged. Only those calls in which a patrol officer is dispatched should be logged, and each call should be sequentially numbered. Time should be time-stamped by a clock to insure accuracy and preclude alteration.

The implementation of a Police Cadet Program is strongly recommended as the best way to upgrade the personnel level for the Police Department. Cadets can assist the dispatcher in her many duties, thus alleviating some of her excessive work load. In addition, they can perform much of the statistical tabulation and filing that the recommended changes will bring. They can be utilized to perform many routine tasks now being performed by uniformed patrol officers, thus freeing the officers for police duties. For example, they can make bicycle inspections and issue licenses, take police vehicles to the garage for service, and dispatch during the times the regular dispatcher is on break. Finally, they serve as a potential source for new officers as the need arises.

The City can implement a Cadet Program with a minimal cost as federal funding is available for this type of project and consequently affords the best approach to increasing police service and performance.

There are several additional concepts that the department should consider initiating. There should be an officer qualified to handle specialized functions such as juvenile delinquency, narcotic enforcement, and vice investigations. There is a definite need to establish a community relations, press relations, and crime suppression program. There must be a constant training program to insure that personnel are always current in contemporary procedures and techniques. The dynamic nature of the police environment demands that the department be flexible enough to establish new or alter current procedures and policies to meet new demands. To this end, the Police Department should have a Research and Planning Officer to develop and recommend new or different operations. In addition, this individual can be utilized to aid the City in obtaining outside funding in operating the department.

Presently, the City does not need, nor can it afford, a full-time officer in each of the above areas. It is recommended that the department have a study conducted to best determine how many personnel are required to perform these functions, how best they may be divided, and how best to approach them for maximum results.

The department should also have a study to design a manual of policy and procedure for its personnel. The department currently relies on a few assorted written standing orders and verbal instructions to guide its operations.

The department should also obtain assistance in designing a community relations, press relations, and crime prevention program. The latter is a priority need in light of the tremendous rate of crime against property, and has a substantial chance to reduce the crime rate in Richland Hills.

The department should have a review of all of its current equipment and recommendations on the elimination of unnecessary equipment and recommendations on needed equipment.

In order to obtain the required operating space immediately, it is recommended that the City rent a temporary office trailer from a local company. The trailer can be used for the chief's office, the investigator's office, and squad and locker room. The current chief's office can be utilized as the shift supervisor's office and as a storage room for archived files, thus removing them from the jail area and making retrieval feasible.

The City can and should also commence construction on the current City Hall renovation for the Police Department. The former fire station can be immediately remodeled according to existing plans. In doing so, the new Police Department will be finished at a much earlier date, yet it will not impair the current use of the City Hall. It will also save the City money by eliminating the need for and rental of the trailer for additional space.

K. The expeditious implementation of the above recommendations will facilitate a more accurate deployment of personnel and aid in determining the best allocation and operating level of the department.

ATTACHMENTS

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Attachment I

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Attachment II

Richland Hills POL	ICE DEPARTMENT Arrest Re ort-Form		Adult Juvenile	Richland Hills POLICE I	DEPARTMENT 0	Defendant's Name (Last, First, Middle)	9 9
	Waten G Darendon's Rdme (Lds),	rirst, Middle)	O D ST	RREST REPORT CON		DATING IN THE OPOTION	8
Where Defendant Employed	Occupation Defendant's Home Address	magan derrodgist dertaggan amagan mangan angan menama sering menampik dibunga dangan Assam and Aur. - 	# # #	RECORD THE FA	LACE A COMPLETE NAM ACTS IN CHRONOLOGIC	RATIVE IN THIS SECTION AL ORDER — MAKE A GOOD REPORT —	-
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	or House He #	(9) Driver's Lic. — State (9) Sejactive Service #	(9 Military Service #				
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STATION LOG (Police Blotter)

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Attachment IV

