

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Organization and Management Survey

REPORT NUMBER: 76-123/075

FOR: Colleyville, Texas Police Department

Population About 5,000

Police Strength

Sworn : 7

Non-sworn: 5

Total 12

Square Mile Area 11

CONTRACTOR: Public Administration Service  
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Washington, D.C. 20036

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## I. INTRODUCTION

On May 3, 1976, Gene Draper, Criminal Justice Planner for the North Central Texas Council of Governments, Arlington, requested that technical assistance be provided Chief Billy Joe Medlen of the Colleyville, Texas Police Department. The request was made through channels: to the Texas State Criminal Justice Division in Austin; to the Dallas office of the LEAA; to the District of Columbia office of LEAA; and to the Public Administration Service's District of Columbia office. The consultant, S. G. Chapman of the University of Oklahoma, was assigned on July 7. The field work was conducted between July 8 and 17, 1976.

The request for technical assistance involves assisting the chief in describing police services in Colleyville as of July, 1976 and suggesting future needs in terms of organization, personnel, facilities and equipment for a force serving a city of 20,000 or greater some 20 years hence.

## II. COLLEYVILLE AND THE POLICE DEPARTMENT

In July, 1976 the Colleyville Police Department has reached a point where it must consolidate its progress of the past three years of rapid growth. It must become a mature, orderly, small force, ready to assimilate some additional sworn members as the city grows.

The city itself is in a very desirable physical location. It is almost midway between the key area cities of Ft. Worth and Dallas. It is near magnificent Grapevine Lake, too, and is an ideal site for persons who work at the massive Dallas-Ft. Worth Regional Airport to build homes or rent apartments. Colleyville appears to be on the threshold of concerted growth and development.

### The City of Colleyville

The City of Colleyville had a resident population of 1,491 persons in 1960. In 1970 there were 3,368 residents, an increase of 125.9 percent and an annual growth rate of 8.1 percent over the ten years. The North Central Texas Council of Governments in Arlington provided data which set Colleyville's population at an estimated 4,800 persons on January 1, 1975 and 5,000 on January 1, 1976.

The city covers about eleven square miles. The Council of Governments data set the annual growth rate 1970-1976 at 6.6 percent. While the Council could provide no data which projected Colleyville's population beyond the figures set out above, Colleyville City Secretary Julie R. Kearley reported that the City Council "has determined that an estimated total population ... will be 30,000 and the figure for future water

purchase will be 44,000," (July 17, 1976 letter to Professor Chapman). Unfortunately, there was neither a date by which the population was expected nor an explanation of the source or method used for reaching the estimate. The police chief mentioned he thought there would be 30,000 population in 24 years (2000), but again the basis for the estimate was not identified.

Colleyville is primarily a city of homes and associated light service industries. It is not densely populated. The city is governed by a Mayor and Council. There has been an apparent mounting interest in changing the form of government to the Council-City Manager system. Several people asserted they felt this move, if embraced, would enable the city to better face the problems inherent in growth, development, land use, needs for revenue, capital improvements and so forth. There may be a referendum issue presented to the citizens before too long.

#### The Colleyville Police Department

The Colleyville police force is just over three years old. Previously, the city's residents were policed by Tarrant County Sheriff's personnel and those of the Texas Department of Public Safety. The force has grown numerically and fiscally, as is set out below, over its first three years. Also shown are present salary rates by rank. 1/

<u>Rank</u>	<u>August 1973</u>	<u>FY 1973- 1974</u>	<u>FY 1974- 1975</u>	<u>FY 1975- 1976</u>	<u>Current Annual Salary Rate</u>
Chief	1	1	1	1	\$13,200
Captain	-	-	1	1	10,500
Police Officer	-	3	3	5	8,700-10,000
Ct. Clerk-Disp.	1	1	1	1	6,300
Dispatcher	3	3	3	3	5,700
Humane Officer	-	-	-	1	5,700
Total	5	8	9	12	--
Budget for FY	Unknown	\$45,060	\$73,318	\$92,197	--

1/ Information contained in the summary above was provided by Chief B. J. Medlen.

To be eligible for appointment as an officer, a candidate must have a high school education and pass a physical examination. Civilian and sworn personnel work 40 hours per week, are paid time and one-half for overtime, receive a nominal uniform allowance, are under provisions of the FICA and workman's compensation, and are part of group health and life insurance programs for city employees. Two non-paid police reserve officers sometimes help out with night patrols, dispatching and so forth. The reserves also moonlight at races, games and athletic events, for which they are usually paid on an hourly basis.

The police department is headquartered in one room, adjacent to the volunteer fire department quarters and equipment bay, at 5201 Branchford Road. Though the quarters are cramped, this is where, in all likelihood, the police will be housed until a new city hall is built at some later

date. There has been persistent talk of new quarters, which are much needed, but there appears to be nothing in the immediate offing. Prisoners are jailed at the nearby Southlake Police Department's headquarters, there being no jail in Colleyville. Colleyville pays for food for these prisoners, but is not charged by Southlake for the use of their jail. There is no formal agreement which sets out the jailing arrangement.

Colleyville recruit officers take the ten-week recruit training program given at the North Central Texas Regional Police Academy in Arlington. In addition, several of the seven sworn and some of the five civilian employees have at least two-year associate degrees in police science, while others are pursuing higher education, a laudable enterprise which deserves recognition.

#### The Organization of the Force

The Colleyville Police Department, like almost all numerically small forces, is organized by shift, not function or role. This is proper -- now, and until the force reaches about 20 or 25 total personnel. The chief is the overall supervisor and the captain is the night supervisor as well as another patrol officer who works the streets. The chief and others handle follow-up investigations after the original inquiries have been made by a patrol officer. Records work and police and fire dispatching is handled by the civilian on duty in the office around the clock.

Should the city police require crime scene assistance and laboratory service on complicated cases, the Fort Worth police have pledged assistance,

as has the Tarrant County Sheriff. The Colleyville City Attorney is available as legal advisor when advice of this nature is required.

The 12 Colleyville personnel are distributed by rank and shift according to the normal assignment pattern shown below:

<u>Rank</u>	<u>Days</u> <u>8AM-4PM</u>	<u>Evenings</u> <u>4PM-12M</u>	<u>Morning</u> <u>12M-8AM</u>	<u>Relief</u>
Chief	1	-	-	-
Captain	-	1	-	-
Police Officer	1	1	2	1
Ct. Clerk-Disp.	1	-	-	-
Dispatcher	-	1	1	1
Humane Officer	1	-	-	-

As in most forces, there are times when, owing to days off, sicknesses, vacations, military leaves and so forth, the staff simply works short handed. The force has two plainly marked police cars and another, used by the chief, which is unmarked. The force, at present strength, should have an additional plainly marked car as a spare to facilitate repair and maintenance scheduling and to spread the mileage (which is extensive) more evenly across the fleet.

Like officers in any small police department, Colleyville police personnel are trained to be generalists, not specialists. This will be a hallmark of the force for some time, well into the foreseeable future. Such generalism is commendable as well as an economic necessity and, provided that special problems can be met as they arise, should be no hardship on the force or citizens. However, as the force becomes numerically larger, there will be traces of specialization which should not be formalized until a role becomes full-time or greater in volume.



#### The Department's Workload

The present records-keeping activity apparently has not produced accurate and complete records which can be treated statistically for the critical police needs of deployment, training, budget preparation, and planning for the future. Without complete and accurate reporting, made available and used for important analytical purposes, the department cannot review past work, evaluate the present, or plan for the future. This problem has limited this technical assistance mission. Personnel of the department also need such records constantly available to assist in criminal investigations, the apprehension of suspects and the return of found and recovered property to owners. None of the basic components of a standard records system appeared to be present in the department.

Disappointingly, data were hard to secure about the workload carried by the Colleyville Police Department. The chief and the court clerk-dispatcher refined some for 1973 and 1974, but some monthly reports essential to assembling data for calendar 1975 could not be located. The 1973 and 1974 data which were assembled do not appear able to stand close scrutiny for accuracy, classification and source. Also, the data appear to have been extracted from records of a very rudimentary nature and themselves in need of substantial improvement. The figures set out below, then, are subject to the limitations of their source. But the data are the only hint at assessing and quantifying the force's workload.

The force reports that during 1973 its staff "made" (answered) 2,605 calls. It answered 4,466 in 1974. There were 135 arrests made in 1973 and 206 in 1974, exclusive of traffic. Of the arrests in 1973, 31 were for minors in possession of alcohol; 27 for persons in possession of marijuana; four

for persons being in possession of (other) dangerous drugs; and 29 for drunkenness. These vice-morals cases constituted about two-thirds of all arrests and probably consumed substantial officer time and vehicle mileage in processing the cases.

An essentially similar picture emerged in 1974: of the 206 arrests, 50 were for "minor in consumption;" 33 for possession of marijuana; and 52 for drunkenness. These 135 arrests are just under two of every three arrests that year.

The force reports that 554 citations were issued for 1973 and 969 during 1974. Also, the force reports it collected \$11,664 in fines during 1973 and almost double that amount in 1974 -- \$22,108.73. Most, perhaps almost all, is paid in during day hours.

The department reported it handled three classes of Index Offense investigations in 1973 and 1974, as shown below:

<u>Index Offense</u>	<u>Number</u>	
	<u>1973</u>	<u>1974</u>
Burglary	44	30
Theft:	57	65
Auto Theft	<u>2</u>	<u>2</u>
Total	103	97

The North Central Texas Council of Governments provided some Index Offense data for Colleyville, too. These figures were provided the COG many months earlier by the Colleyville Police Department. There are notable differences in the data set out above and that provided by the Council of Governments shown below:

<u>Index Offense</u>	<u>Number</u>		<u>1974</u>	
	<u>1973</u>	<u>1974</u>	<u>No. Cleared</u>	<u>Percent</u>
Rape	0	1	1	100.0
Aggravated Assault	8	1	1	100.0
Burglary	40	29	3	10.3
Theft	63	49	3	6.1
Auto Theft	<u>2</u>	<u>5</u>	<u>1</u>	<u>20.0</u>
Total	113	85	9	10.6

The Council of Governments data, set out immediately above, was the only source of information found which suggested how effective Colleyville's police have been at solving Index Offenses. Clearance data are shown in the two right hand columns above. If the 1974 COG figures are accurate, the police force's clearance percentage needs substantial improvement. The overall 10.6 clearance rate compares modestly to the 1974 national average clearance percentage for 3,513 cities under 10,000 population. The clearance percentage for 1,371 agencies in rural areas in 1974 was 24.0. It appears certain that the Colleyville force must sharpen its investigative capabilities and its coordination with surrounding forces.

Traffic accident data was very hard to secure since it was reported that Tarrant County deputies or State Patrols may handle crashes in the city, too. Nevertheless, the city reports handling 105 crashes in 1973 and 87 in 1974. The reduction may be linked to the multiple jurisdiction or, more hopefully, to the intensified traffic ticket activity bringing about a desired reduction in accidents. In summary, however, the accident picture is not clear.

The force is a participant, along with several others, in a multi-agency "Microfilm and Management Information Systems Model" project.

This involves microfilming reports and in return receiving, along with member forces, daily activity synopses and other management data. Colleyville's participation in this project, useful as it may be as its data base and feedback capability becomes more impressive, does not relieve the force of making conscientious records improvements on its own, especially as the force gets larger and more complex.

### III. PROBLEMS AND NEEDS

At present, the force is organized as it should be -- by shift. As the force grows to 20 and more personnel, the force should be organized along functional lines, discussed shortly. In addition, there will be need for more personnel as Colleyville increases in resident population and concomitant business and service enterprises are developed in the city. The headquarters facility problem must be faced at once, too. Finally, the city and its police should consider reaching some interlocal government agreements with surrounding forces for the joint handling of such support services as records, communications and jailing.

#### Organization

The organization by shift described earlier is adequate until the force assumes numbers almost double those of today. Until that time, which is probably some three to five years away, there is no need for full-time internal specialization. The chief and the intermediate commander should assume responsibility for followup investigative work and handling special problems with youngsters, vice, traffic and so forth. If younger officers show ability and express interest in working closely with certain activities, they should be given latitude to do so, but not to the detriment of their generalist roles which must come first.

#### Organization by Function

By the time the force is about 25 persons and the city about 10,000 population, related activities should have been drawn under a unified

command and the force will be organized by function. The target structure and staffing pattern based on 25 personnel is depicted in Chart I. This will allow a more precise placement of responsibility for the performance of police work and easier management.

It is suggested that the force be comprised of the chief who will supervise two lieutenants, one commanding the operations division and the other directing the support services division. There will be 18 sworn and seven non-sworn personnel. The present rank of captain should be re-named lieutenant as by no measure does the role call for such a high title. The rank structure and numbers of personnel by rank in the proposed force is as follows:

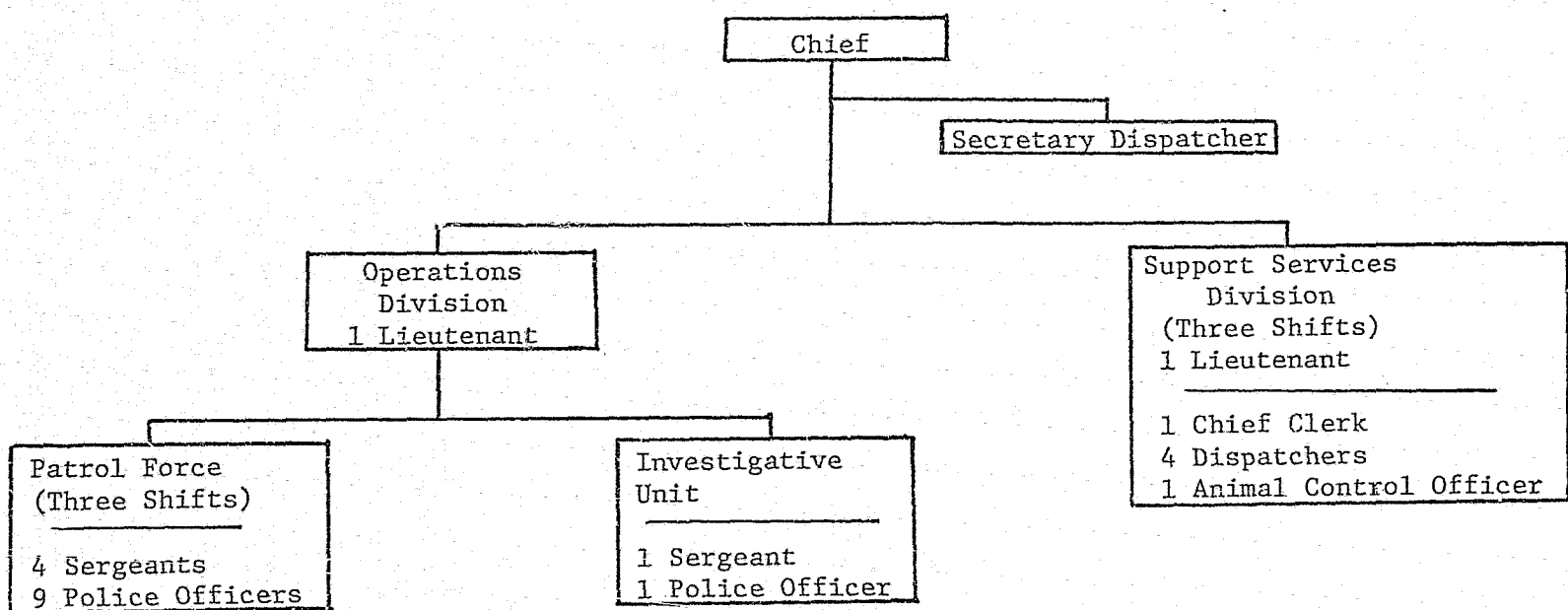
<u>Rank</u>	<u>Number of Persons</u>
Chief of Police	1
Lieutenant	2
Sergeant	5
Police Officer	10
Secretary-Dispatcher	1
Chief Clerk	1
Dispatcher-Clerk	4
Animal Control Officer	<u>1</u>
Total	25

The Operations Division

A lieutenant should be placed in charge of the Colleyville department's field operations division which includes the three patrol shifts and the investigative unit. This move is intended to unify the large-in-numbers

CHART I

The Proposed Organization of the Colleyville, Texas  
Police Department to Serve a City of About 10,000 Population



operational branch of the force, bring greater uniformity in response, procedure and execution, and improve intershift coordination. The formalization of an investigative unit would mark the on-set of some investigative specialization, a step timely as a department becomes 25 or so people in strength.

The operations division lieutenant must assure that each patrol shift and sergeant is following departmental policies, rules and regulations. Also, the lieutenant must be constantly on guard to prevent the patrol shifts from becoming departments within themselves, as has been the harmful case by tradition in many forces.

Each patrol shift sergeant will have some nominal administrative and station duties, but his primary responsibility is to supervise and assist his patrol officers. Really, the sergeant is a lead patrol officer like the captain is today who also has a beat to cover. But he must also be alert to recognize training needs and communicate them to the upper echelon personnel for later resolution. Sergeants will have important disciplinary responsibilities, too, and must take pains to see that subordinates are treated in a positive fashion and equitably.

In the proposed staffing pattern, there is sufficient day off relief strength for a sergeant on each shift. There should be two patrol officers on the early morning and day shifts and three (plus the sergeant) on the evening shift.

#### The Investigations Unit

The sergeant and police officer assigned to plainclothes investigative work should handle all followup work and cases involving juvenile and vice



matters. Anyone on the patrol force who shows unusual capacity and dogged interest in conducting investigations should be considered for an eventual investigative assignment. Rotating others into plainclothes roles helps to keep personnel from becoming "stale" as well as assuring the force's vitality. It also gives uniformed personnel encouragement to work hard for a specialized role, a change of pace. And it will probably improve the quality of preliminary investigations conducted by patrol officers, too.

Because investigative work requires only certain special inclinations that many Colleyville police officers probably already have, it is suggested that police officers be assigned to perform plainclothes work on an assignment basis, not on the basis of the role being a specific rank, complete with tenure. The assignment concept is currently operational in many leading municipal forces as well as in some state agencies. As an assignment, work in detective duty should be subject to revocation at any time to preclude the accumulation of nonproductive personnel in plainclothes roles where operatives are particularly exposed to temptation. It is important that the sergeant in charge be seen as a person of sergeant's rank and also subject to assignment anywhere the organization calls for a person of that grade. He, too, has no "right" to permanent detective status and, like the police officer investigator, may be rotated through the investigative unit at intervals and should case solutions wane.

It is hoped that the greater emphasis on followup work, accompanied by more thorough preliminary investigations, will bring the force's index crime clearance up dramatically.

#### The Support Services Division

The establishment of a division responsible for the performance of diverse support service activities will relieve patrol and investigative personnel of several activities. It will also cause some activities not now performed to be initiated. Consequently, it is important that the relationship between the proposed support services division and the operations division, which will provide most of the clerical source material, be clearly defined.

The support services division would be responsible for the implementation and maintenance of a complete system of police records readily available to all personnel at all hours; the recording of all incidents reported to the police; the supervision of all records tasks of the department; the preparation of periodic summaries and tabulations for the chief and for other officers as a means of evaluating police services and determining needs; the safekeeping of property taken into custody; the receipt and dispatch of messages on the fire and police radio system; the operation of the fire and police telephone system; and the coordination of the care and custody of prisoners at whatever jail they are booked into. This division would also assume responsibility for all fleet management, fiscal affairs and departmental planning activities and personnel administration.

There are adequate personnel for a dispatcher-clerk on each shift, with greater strength on days or, perhaps, on an overlapping shift of from 1PM to 9PM if work load indicates the need. The lieutenant in charge is not just responsible for the provision of modern communications and

records; he should be the department's fleet management specialist, personnel and training officer, and handle liaison with any surrounding force which provides a support service (like jailing) for Colleyville. This is a very demanding role, probably the toughest in the entire force and the least visible.

Observations about data and records made in Section II of this report underscore the fact that the police force must make major changes in its support service processes, especially records keeping. These should be initiated at once, not waiting for the force to grow larger. A system suited to the needs of a small, but growing, force is essential. The chief could find substantial assistance by designing and implementing a system similar to that set out in A Police Records System for the Small Department 2/.

Implementing a new records system will be the most formidable task in modernizing the department, but one of the most important. Decisions made within the next year while the force is still small will have enduring impact on information and its access, as well as costs, for years to come. This decision alone warrants deep deliberation.

#### An Organization for 30,000 Population

The organizational structure set out in Chapter I is sufficiently flexible so that the force may double or triple in number and not oblige a change in the basic pattern. As personnel are added, almost all should go

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2/ Donald G. Hanna and John R. Kleberg, A Police Records System for the Small Department (Springfield, Illinois: Charles C. Thomas Publisher, second edition, 1974), 107 pp. The force would also find the following publication useful in its quest to improve records keeping: Manual of Police Records (Washington, D.C.: The Federal Bureau of Investigation, December 1972), 61 pp.

to the uniformed patrol force. There will, however, be times when some additional support services personnel and investigators must be added. The necessity for these will surface on the basis of sheer work volume. There may be need to further specialize as the force becomes 40 or 50 people in number. One officer should be assigned as a juvenile specialist; there may be some nominal internal specialization within the investigations unit by classes of offense; and the support services lieutenant may need a sergeant to handle fleet management, planning, fiscal matters and budget, and internal investigations. A force of this size appears many years away, but it is commendable that Colleyville officials are anticipating the eventuality.

#### Manpower

Any discussion of police organization, operations, service and improvements demands attention to local manpower requirements. In considering manpower needs in any community one discovers that the ideal number of police is influenced by a number of factors, among which are: (1) population; (2) area; (3) identifiable police hazards; (4) policies governing the assignment of personnel; (5) police techniques in use; (6) social, ethnic, and economic conditions; (7) location of the community in relation to other population centers; (8) local laws, habits, and customs; (9) quality of personnel in the police service; and (10) the level of police service desired by the inhabitants and the community's willingness to pay for it.

Not all of these factors are easily measured and the way in which they react upon and sometimes tend to nullify each other is, at best, difficult to appraise. The appropriate size for a police department, then,

is almost impossible to determine. It is possible, however, to estimate the number of officers that can reasonably be expected to do the routine work required of them at any given time and to provide a reasonable strength to meet emergencies, and from such estimates to arrive at a defensible figure on manpower for a department. A department's manpower requirements, therefore, should be based on a multiplicity of carefully considered factors, and not predicted solely upon easily obtained, and, by no means, meaningful national and area ratios of personnel and money per capita.

At the present time it appears that the Colleyville City Council need not increase the department's numerical strength beyond the 12 employees now authorized. The Council's major concern at this moment should be to help the chief devise and implement a modern, utilitarian records system so that he may derive some data of value in determining production, effort and so forth. As explained earlier, these data are scarce and those which are available are suspect. Devising and implementing a system, and then using its products to plan and direct the force's growth and work, is not an unreasonable expectation from a police chief in the seventies. It must be done in Colleyville to be certain that the city's monies are producing a maximum product in this important branch of government.

While present staffing is probably sufficient, given today's population and problems, it won't be adequate as the city grows by thousands, as is expected. Additional personnel are sure to be needed, but just when is in the realm of speculation. However, implicit in any increase in personnel must be certain assumptions regarding the assignment of employees with respect to time of day and duties. Further, certain decisions

permitting maximum utilization of personnel must be made and set out by the chief for the City Council to consider. Finally, manpower increases must be keyed to the assumption that each officer will perform at a level approaching maximum productivity during his tour of duty. Such assumptions and decisions presuppose the presence of adequate physical facilities, sound organization, proper assignment of civilian employees and of officers of different ranks, a realistic provision of adequate equipment of high quality (especially automobiles), and the adoption of modern police techniques in Colleyville.

Colleyville's police chief, with adequate records at hand and the ability to analyze and use them to justify equipment and personnel requests, should be able to defend and document appeals for an expanded program. Such documentation, based upon research and data, should set forth the existing and proposed status of the total police program so that the Colleyville City Council can readily perceive what they are being asked to spend money for and anticipate results. Herein is another major role for the chief and his need for skilled intermediate personnel.

A community such as Colleyville in its present state of development is confronted with another personnel problem arising from the fact that many tasks in a small department are something less than full-time jobs. In the case of dispatching assignments (except during days), the problem is perhaps most amply illustrated. While a dispatcher's primary responsibility is handling communications (radio and telephone) tasks on each shift, it is likely that still much time is not productively utilized, especially from about 4PM until 8AM. An aspect of enhancing effectiveness

is set out here. As the Colleyville Police Department becomes numerically larger and after a modern records system is operative, the support services lieutenant should conduct a comprehensive review of calls for police service to be certain that patrol officers are assigned when and where they are needed by both time and location. The deployment study, a high priority project but only after records are vastly improved, should reveal relative work loads by time of day, too, and provide the basis for allocating numbers of police officers to each shift. Unless the information shows compelling reason to do otherwise, patrol officers should be assigned routinely one to each car; doubling up is extraordinarily costly, not necessarily safer, and not considered the most appropriate use of personnel in a city the size and nature of Colleyville.

#### A Headquarters Facility

The quality of police service is seriously influenced by the headquarters structure which is at the disposal of the department. Unless the building is adequate and building space is arranged so as to facilitate the operations conducted within it, there is a considerable loss in employee efficiency and morale. Consequently, there is little chance that the police will be able to perform efficiently and meet the modern criminal or traffic violator on even terms.

Colleyville's present quarters are inadequate by any standard. There appears to be no compromise solution for Colleyville's prevailing situation. If there are plans underway for meeting the need, they should be accelerated. Importantly, planning and design should be geared to the long range, say in

anticipation of a city of at least 25,000 people. Therefore, the city should early engage the assistance of a consultant from the National Clearinghouse for Criminal Justice Planning and Architecture at the University of Illinois at Urbana-Champaign. Mr. Fred Keithley, Chief Criminal Justice Planner of the North Central Texas Council of Governments in Arlington, could be helpful in arranging for the consultant to help Colleyville. The consultant will help local personnel better understand matters of design, location, building materials, construction methods, internal layout, and so forth, as well as cost estimates. The person, however, will not do the detail work. This technical assistance is available at no expense to Colleyville and should be sought.

A new headquarters will not solve Colleyville's police problems. But it will go a long way to facilitating the many modernizations which must be made with growth.

#### Equipment

The purchase of certain additional equipment is essential to the success of whatever departmental improvements are to be made over both the short and long range. For example, the patrol force, if enlarged, will not be fully effective unless the officers are motorized one to a vehicle. Detective personnel must have vehicles available so they may operate with necessary freedom in conducting followup investigations and so they may go to court. There should, ideally, be one spare motor vehicle for every five in operation to minimize the chance that personnel are idle while vehicles are down owing to repair, maintenance, or whatever. There must be adequate



modern radios for cars. Also, there should be a walkie-talkie radio set for every on duty officer through the rank of chief so personnel may be summoned as needed. There must be ample modern office equipment for support staff, too. And property storage, including a secure, locked property room of adequate size to handle the vast array and volume of evidence, must be provided. Of course, the need for an adequate headquarters facility is implied; otherwise many improvements will be effectively compromised.

#### Rules and Regulations and Duty Manual

The Colleyville Police Department does not now have any manuals which set out the organization of the force, duties of the ranks, and procedures and general rules which apply to all personnel. Perhaps the best reason this has not been done is that the force is relatively new and has not been comprised of more than a few persons very long. These are understandable reasons.

However, it is timely for the chief and his ranking personnel (of which there is but one at this time) to draft rules, regulations and a duty manual so that the essence of a modern police department is reflected, as are the means by which the chief wants field problems handled. Once drafted and in accord with existing organization and operations, it is urgent to keep the documents current. This will be ever so as the force becomes larger in numbers.

### Resource Pooling

It is commendable that Colleyville's police have, perhaps unknowingly, already taken steps to pool common resources with other nearby forces. For example, Colleyville has no jail (nor should it have one). Nearby Southlake has consented to hold Colleyville prisoners until they are released on bond or their own recognizance or turned over to Tarrant County authorities. Second, that the force is a contributor to the multi-agency microfilm and management information systems model project is a step toward pooling resources. Third, that crime scene expertise is sought from Tarrant County and evidence is analyzed in the Fort Worth crime laboratory are pooled resources of high order.

Colleyville public officials should consider undertaking still further resources pooling with nearby forces. For example, during the current fiscal year the police force has three dispatchers at \$5,700 per year each who keep the one-room police headquarters open from 4PM to 8AM. The workload, not precisely determined owing to sparse records, but probably not very great, probably does not justify keeping the station open. This is especially so from about 8PM to 8AM. Yet about 20 percent of the total police budget is paid in salaries for answering some phone calls and dispatching two cars (\$17,100 of \$92,197) from 4PM to 8AM seven days each week.

Local officials should assess whether it is vital to keep the office open and staffed overnight, or if the public would be better served by reaching an agreement with a nearby force (like Grapevine or Southlake) to handle all incoming police and fire phone calls and radio dispatching during

these hours. The technology exists to make such arrangements and the nearby forces already have dispatchers on duty around the clock. With adequate training and an agreement, a nearby force would probably very ably handle the additional, and probably nominal, workload, and at very little cost, too. The disadvantages to Colleyville would probably not be great; the advantages could include perhaps as many as two additional uniformed officers for field duty. This, and perhaps other kinds of resource pooling, should be analyzed, for there appears reason to believe the arrangement would enhance patrols at neither significant risk nor disadvantage.

The basis for interlocal governmental agreements in Texas is found in the Interlocal Cooperation Act of 1971. This measure grants no additional governmental powers and by no means affects the basic structures and organization of government in the state. Rather, it affords to any local governmental jurisdiction the right to undertake jointly with one or more local jurisdictions any function or service that it could legally provide itself. The concept of interlocal governmental agreements is best described in a University of Texas at Arlington publication. 3/ Colleyville officials should secure the publication and discuss the prospects for interlocal agreements between their city and others nearby. Informed personnel at the North Central Texas Council of Governments could be helpful in the evaluation, too.

There is precedent across Texas for interlocal police agreements. For example, El Paso City and County have reached a jail contract; Nederland, Groves and Port Neches have a joint police dispatching facility; and Quanah and Hardeman County have merged police services into a countywide force.

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3/ David W. Tees and Jay G. Stanford, Handbook for Interlocal Contracting in Texas (Arlington, Texas: Institute of Urban Studies, November, 1972).

The proposal inherent in Chart I on page 13 has been submitted without allowing for any resource pooling beyond that presently on-going in the jail and microfilm project.

#### IV. CONCLUSION

Suggestions made in this technical assistance report are in accord with the standards and recommendations set out in the 1973 report, Police, a document prepared by the U.S. Justice Department-funded National Advisory Commission on Criminal Justice Standards and Goals. 4/ Colleyville police officials and the City Council, in partnership, should make conscientious efforts to bring the force up to the standards set out in Police. By so doing, the city will enhance the prospect of attracting both State of Texas and federal (LEAA) funds for improvement. Moreover, the efforts will enable the criminal justice staff of the North Central Texas Regional Council of Governments to more effectively work with the force and city in moving toward modernization.

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4/ The National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D. C.: U. S. Government Printing Office, 1973), 668 pages.