

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Haltom City, Texas, Police Department

April 9, 1973

Prepared by:

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

(Per Contract J-LEAA-015-72)

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Dr. John A. Webster
University of Illinois at Chicago Circle
Chicago, Illinois

B. Date Assignment Received:

February 16, 1973

C. Date of Contact with LEAA Regional Coordinator:

February 20, 1973

D. Dates of On-Site Consultation:

March 14—18, 1973

E. Individuals Contacted:

(Haltom City, Texas)

Mr. Johnnie B. Lee
Mayor

Mr. Roy Moffat
City Manager

Mr. James D. McGuire, Sr.
Chief of Police

Mr. Frank N. Bortmas
Assistant Chief of Police

Mrs. Gertrude Tarpley
Executive Vice President
Haltom—Richland Area Chamber of Commerce

Mr. Joe Boston
Manufacturer

Mr. Hagman, Principal
Haltom City High School

Mr. Logan, Assistant Principal
Haltom City High School

Mr. Tommy Hays, Assistant Principal
Haltom City Junior High School

Mrs. Jo June Evans
Personnel Department

Mr. Alvin R. Morales, Director
Data Processing Center

Sergeant Jack R. Ballew
Sergeant Johnnie W. Tork, Jr.
Sergeant Lloyd C. McClanahan
Sergeant Claude E. Henry
Detective Benny C. Thomason
Detective Robert L. Hurley, Jr.
Detective Jerrell W. Robbins
Officer Edward Collins

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Evaluate present personnel management procedures and recommend the development of a system for the allocation of police personnel resources.

B. Problem Actually Observed:

As stated.

III. FACTS BEARING ON THE PROBLEM

(See attached consultant's report.)

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

(See attached consultant's report.)

V. RECOMMENDED COURSES OF ACTION

(See attached consultant's report.)

A MANPOWER STUDY
OF THE
HALTOM CITY, TEXAS, POLICE DEPARTMENT

Police Environment

The police of Haltom City function in an unusually favorable environment and under conditions that would be the envy of police elsewhere. Mayor Johnnie B. Lee and the progressive City Council are highly supportive of the Police Department. City Manager Roy L. Moffat is an outstanding administrator who thoroughly understands the role and function of the Police Department. Like Mayor Lee and the City Council, he is also highly supportive. Mr. Moffat was formerly the Chief of Police of Haltom City.

The police appear to be respected and well liked by the citizens of Haltom City according to a very limited sampling of school officials, business people, and other citizens. Community support of the police is reflected in the police budget, police salaries, training opportunities, and equipment. The median income of Haltom City is \$10,159 according to the 1970 census, and the police salaries compare favorably with this figure. Haltom City is generally devoid of the characteristics that usually contribute to a hostile environment and unpleasant working conditions for the police. The current unemployment rate is a very low 2.4 percent with white collar workers constituting 47.4 percent of the work force. The total population is white except for 54 black citizens and a like number of citizens of other ethnic backgrounds. Forty-five percent of persons over 25 years of age are high school graduates. The police department budget for 1972—1973 is \$389,023 from a city budget of \$1,755,464—more than 20 percent of the total. Five new 1973 Dodge automobiles have been provided to the police, augmenting seven 1972 models, a 1967 model, and a 1961 pick-up truck for a total of 14 vehicles. A new Dodge truck is on order to replace the 1961 truck that is used by the dog pound. Floor space for the Police Department is adequate—not generous. The main desk, dispatcher's quarters, jail, and offices are satisfactory. Additional office space and a better roll call and locker room may be needed in the near future.

Police who receive permission may "moonlight" on another job outside the Police Department. Presently there are eight policemen who have extra jobs.

Liquor, which always contributes to police problems, is prohibited in Haltom City except in five or six private clubs. A local curfew ordinance restricts young people under 21 years of age from being on the streets after 12:30 a.m. on Friday and Saturday nights and 11:30 p.m. other nights. This curfew ordinance can also penalize the parents for permitting curfew violation by their children.

Statement of the Problem

What are the police manpower requirements for Haltom City? The answer to this critical question is not *now* available and will not be available until the Police Department generates the proper data on which to base an answer.

Problem analysis is sometimes presented in terms of "good news" and "bad news." The "bad news" is that after a thorough search there is no information or work load inventories in either the past or current reporting systems that would suggest a recommendation for an increase or decrease in manpower needs. Any recommendation either upward or downward would be pure speculation.

The "good news," *and it is very good news*, is that the problems of constructing a work load inventory to provide the required data to make accurate manpower studies can be solved with presently available resources. The Department also has excellent personnel and a community that will provide every opportunity for it to realize its potential of excellence.

The following factors influence the manpower problem and each has to be dealt with in a positive and constructive manner without bias from special interests.

Police Department Goals and Mission Statement

No mission statement or definition of the police role had been formulated for the police before Mr. Bortmas, the Assistant Chief, wrote the following mission statement on March 16, 1973:

"The police department's mission in Haltom City is to control traffic, apprehend criminals, recover stolen items, promote bicycle safety in schools, prevent burglaries and narcotics violations and education, and animal control."

It is essential that a police department define its purpose. Goals must be tailored to the requirements of the individual community which the police department serves. All police departments have different roles and missions depending upon the purpose and tasks for which they exist. The police department will not be able to define its goals or write its mission statement until it examines how its services have been requested and used.

Organization

Small police departments often have a wasteful ratio of supervisors and specialists to patrol officers. Haltom City Police Department fits this rule. There are 36 personnel assigned to the Police Department. Only 40 percent or 14 of the personnel are patrolmen. Even these 14 patrolmen are not used exclusively on patrol duty. Frequently, personnel from the patrol force are assigned nonpatrol functions including typing and telephone duty.

The role of the police becomes vague when it is examined in light of the numbers of policemen on the street. Police effectiveness becomes even more questionable. Under the most favorable circumstances there are only three patrolmen on the street at any time, but frequently this figure is reduced to two, and sometimes one, because of reassignment to clerical duties or some other special task. The question the administration is faced with is: Why is there only one, two, or three policemen on the street at any one time when the total strength of the Department numbers 36?

Twenty-Four Hour Duty

The Patrol Division must operate 24 hours a day, seven days a week—this consumes man hours. Days off, sick leave, vacations, and holidays also reduce the available man hours. The Haltom City Police Department has a rigid shift system that further denies flexibility in police employment. There are too many supervisory and specialized personnel positions. There are too many fully qualified policemen performing clerical and administrative jobs. There is also a plan to replace women communicator positions with fully qualified policemen upon retirement or resignation of the incumbents.

Organization Chart

The Department had no organization chart that showed either command and supervisory relationships or assignment of personnel spaces. Mr. Bortmas, Assistant Chief, sketched the organization chart upon request. (See Chart I.)

The changing of shifts in the Patrol Division does not permit a continuous supervisory relationship to be maintained between the patrol sergeants and the patrolmen. Neither does this system allow for a shift to have a permanent membership of patrolmen.

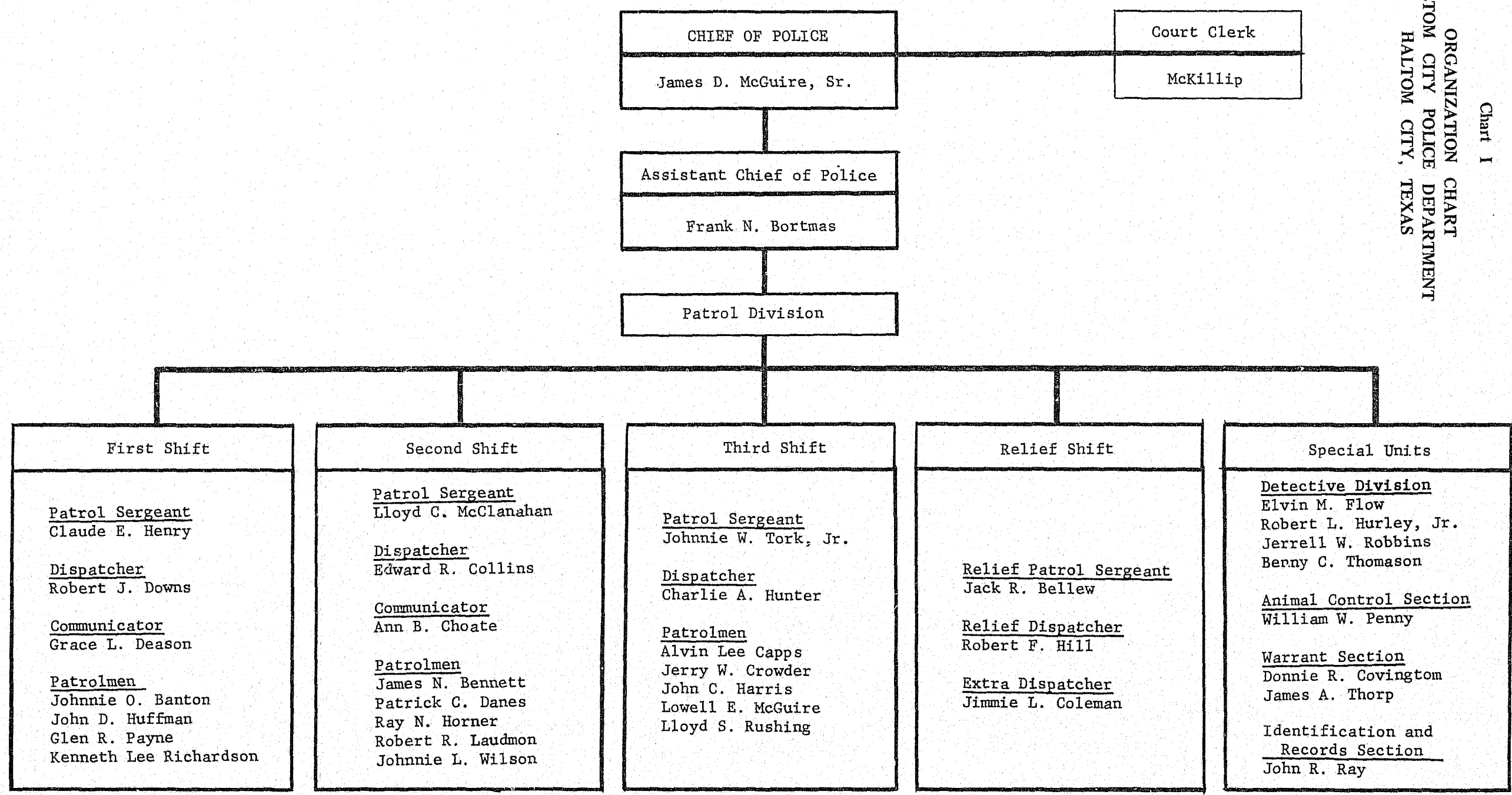
Chief of Police

The incumbent Chief of Police is James D. McGuire, Sr. He will be 64 years old on July 18, 1973. He has 17 years' service. He joined the Department at the age of 47. His duties are not defined, but it is assumed that he performs overall supervision. He has an assistant chief of police who appears to have general operational responsibility.

Chief McGuire will retire in 15 months. The City Manager should take advantage of this lead time to study the position and determine the level and quality of police leadership and management the City should have. During this brief survey there appeared to be no one in the Department who possessed the management skill and growth potential for the position.

Chart I

ORGANIZATION CHART
HALTOM CITY POLICE DEPARTMENT
HALTOM CITY, TEXAS



The options the City Manager should consider are:

1. Promote from within the Department the most qualified—not necessarily the most senior—person.
2. Recruit from outside the Department by means of a national search. Use the services of such professional organizations such as the International Association of Chiefs of Police and the International City Management Association.
3. Consider the possibility of hiring a public safety director who would be responsible for police, fire, traffic, civil defense, and related functions.

In a Department the size of Haltom City the Chief's office should handle the following functions:

Planning
Finance
Public information
Personnel
Training
Internal investigations
Intelligence
Inspections

The Department had no formal programs for any of the above. There was no indication that the Chief's office conducted any announced or surprise inspections of personnel.

Assistant Chief

Assistant Chief Frank N. Bortmas works directly for the Chief. The Animal Control Section and the Identification and Records Section are under his immediate supervision. The Patrol Division, Detective Division, and Warrant Section are under him as a member of the Chief's office.

Identification and Records Section

There does appear to be justification for a specialist in the Identification and Records Section. The person occupying this position should possess skills in photography, fingerprinting, and records management. The well-trained professional patrolman can take photographs and roll fingerprints. The greatest justification for an identification and record specialist in Haltom City is in performing the liaison between the Data Processing Department and the Police Department in generating meaningful data. The Identification and Records Section specialist should be thoroughly familiar with the potential service that the computer can provide to the Police Department. He should have this skill in addition to being able to design and maintain a record system that provides: (1) readily accessible individual reports and (2) management data. The present system of records does not provide adequate data to contribute to the FBI Uniform Crime Reports. Almost all police departments in the United States participate in the FBI reports. The worst problem with the records system in Haltom City is that it is actually impossible to measure either the performance of the individual police officer or the overall effectiveness of the total department.

There are many excellent models of police record systems in Texas and in other parts of the country that use computers. A good record system serves the citizen as well as the police.

The City of Haltom has an IBM System 3 Model 10 Computer in the Data Processing Department. The Data Processing Department is on the same floor, in the same building, and adjacent to the Police Department. This computer is equipped with:

1. Multifunctional Card Unit—250 cards per minute read, 60 cards per minute punch.
2. Printer—96 print positions, maximum speed of 100 lines per minute of print.
3. Central Processing Unit—consists of 8,000 bytes of memory.

The City contracts with IBM for 176 hours of machine time each month. There is only slightly over 100 hours a month being used at present. About 20 hours of computer console time could be made immediately available to the Police Department without increasing the Data Processing Department's eight-hour day and still avoid a personnel-cost increase. The staff of the Data Processing Center is competent and is capable of providing outstanding service to the Police Department. The failure of the Police Department to use the computer is extremely difficult to understand. The City must pay IBM for 176 hours a month of computer time regardless of how much is used. Police professionalism dictates the employment of technology when it contributes to the achievement of police department goals.

Microfilm

The Police Department has requested that the City purchase equipment to be used to microfilm its records. It is extremely unwise to purchase microfilm equipment now and may prove to be a waste of money and effort. Instead, the potential use of the IBM System 3 should be explored by the Police Department.

Animal Control Section

There appears to be no justification for a fully qualified police officer to be a specialist as a dog catcher. This personnel space should be transferred to the Patrol Division and other provisions made for the Animal Control Section.

The Patrol Division

There are only 14 policemen available for patrol duty out of a Department with 36 personnel spaces. Eleven spaces are distributed among patrol sergeants, dispatchers, and communicators in the Patrol Division. The other 11 spaces are assigned to the Chief's office, Detective Division, and Warrant Section. When it is realized that police coverage amounts to 24 hours a day, 365 days a year, 14 policemen do not go very far in providing coverage.

The formula for determining an *assignment/availability factor* is:

1. Add up potential man-days available.
2. Subtract the total of days off, annual leave, sick leave, injury leave, holidays, classroom training, and miscellaneous loss. This will give the *actual man-days available*.
3. The ratio between the actual man-days available and the total potential man-days available will be the assignment/availability factor. This is the coverage that can be expected from the number of patrolmen available.

The Patrol Division at Haltom City is administratively top heavy. Extra dispatchers are used and policemen are brought in off the street for the typing of patrolmen's reports.

The incident report is prepared by the patrolman in the field. The dispatchers then type this report. The average number of reports per patrolman is small. A cursory survey revealed the number to be about three to six reports per patrolman per shift. An examination of the patrolmen's handwritten reports showed a large percentage to be very poorly written. The composition was not only poor, but the spelling and handwriting were also poor for well-paid professional police officers. An examination of written citations showed the same problem of poor writing, spelling, and omitted information.

There is no need to type the reports after the patrolman writes them. The only reason for typing the report is because the handwriting is bad. The police should be required to undergo training in writing, spelling, and report writing in order to be classified proficient as policemen. Policemen should be no more self-conscious about a remedial writing course than they are about a weapons or self-defense course.

Perhaps as many as three personnel spaces could be reassigned to patrol duty if reports were not typed.

Patrol Supervision

Patrolmen must be checked often. The patrol sergeant is primarily responsible, but the Chief and Assistant Chief should also occasionally check the patrols—particularly between 12:00 midnight and 6:00 a.m.

"Rotation of Shifts Undesirable"

"Rotation of shifts at some regular interval is common. Among cities of over 300,000 population, periodic rotation of shifts is the most frequently encountered method of assigning shift hours. Nevertheless, this method of assigning shifts is undesirable.

Most efficient patrol service is attained by the permanent assignment of a patrolman to a platoon until such a time as the quality of his services and the need for them justify his transfer to another platoon. Police hazards, facilities, persons abroad, and physical conditions vary according to the hour of the day or night; and consequently, knowledge of conditions on one shift is not as useful to service on another shift. Police duties at night are quite different from police duties during the daytime, and the officer should not be rotated if the advantages of specialization are to be derived and his skill is to be developed in handling certain types of situations.

The transfer of a patrolman from one platoon to another should be considered a promotional device within his grade because the working hours of some platoons are less desirable than others. Usually, the first platoon (12:00 midnight to 8:00 a.m. shift) is considered the least desirable and the second platoon (daylight shift), the most desirable. The recruit should be assigned for training and experience to the

first platoon, where his less frequent contact with more critical citizens lessens the disadvantages of his inexperience. Also, if he is exposed only to qualified field-training officers or sergeants, he is likely to develop superior attitudes and work habits. Well-trained, experienced, very active officers are needed on the third platoon (evening shift); an officer should be assigned to this shift as he becomes skilled by experience in police service and as the need develops through transfer and promotion. The officer, as he becomes older in years and experience and less active physically, should be transferred finally to the day shift as a reward for long, efficient service; there his knowledge of police service and acquaintanceship with the general public will prove most useful, and he will be subject to less physical strain.

Permanent shifts greatly facilitate having different numbers of men on each shift, in proportion to work load. Rotation of shifts may force a chief to adopt the same number of beats on each shift simply because of the scheduling difficulties.

Finally, the physical and domestic welfare of the officer requires that he work regular hours. For top physical and mental efficiency, eating and sleeping habits should follow a set pattern. Regularity of hours likewise contributes to good family relationships. A family schedule interrupted each month by a change in working hours of the head of the house leads to discord and dissatisfaction. Disagreeable as the graveyard shift may be, if a schedule is established that ensures adequate sleep and regular eating habits, an officer may work these hours indefinitely without impairing his health.

Some departments which use fixed shifts operate on a forced seniority basis, as described above. New officers are assigned to the midnight to 8:00 a.m. shift on the basis of order of appointment, and they have no choice in subsequent movements to the evening shift or (eventually) to the day shift. In other systems, there is more freedom of choice; officers are allowed to pick shifts, but in the order of seniority."¹

¹ O. W. Wilson.

Wearing of the Uniform

The Department could compensate for the small number of patrolmen who are available for street duty by requiring all sworn personnel to wear uniforms. Everyone from the Chief down—including detectives and warrant officers—should wear uniforms. This would increase the police presence and thereby improve the deterrence factor that patrolmen are supposed to produce by their presence. Many large city police chiefs wear the uniform with pride. Specialization reduces police effectiveness in two ways. First, it takes personnel from the Patrol Division. Second, it removes the visible uniform from the specialist and from public view.

Detective Division

The Detective Division appears to be a luxury the Department cannot afford. Here are four personnel spaces that should be transferred to the Patrol Division.

Three members of the Detective Division were interviewed in depth, but were unable to provide any information to justify their specialization. The only records they maintain are meaningless in evaluating the effectiveness and usefulness of the Division.

The narcotics officer and the juvenile officer were both very defensive about their work load and role. Sergeant Flow was not interviewed since he is attending the Police Academy.

Interviews with other personnel on this subject revealed that the patrolmen perform most of the detective's work at the crime scene. The patrolmen usually make arrests if arrests are made, collect the evidence, and write a report of the incident.

The narcotics officer stated that 70 percent of his work load was enforcement and 30 percent education. He also stated there is no "hard drugs" or heroin problem. No records were available to show the actual work load, and the conclusion drawn was that the job was a "make-work" type of activity. Patrolmen can perform this task at present, particularly the education portion of it. If patrolmen were to give speeches and show the film pertaining to drug abuse education, this would promote professionalism in the Department and contribute to the public image by having an officer in uniform appear before the public. The detective's duty in Haltom City is not so complicated that it has to be performed by a specialist. The transfer of the four detective spaces to the Patrol Division would greatly enhance that division and would vary the patrolmen's activities. The goal of professionalization of police is more quickly achieved if all officers are given an opportunity to perform all police functions.

Warrant Section

The warrant officers were not available for interview. A survey of their activities indicated that patrolmen could perform this function as well as the specialists. The addition of the two warrant officers to the patrol force would provide more versatility to the patrol force in particular and to the Department in general.

Patrolmen should be used to serve warrants, and they can be dispatched as the need occurs.

Computer Processing of Warrants

This is an outstanding operation and is an example of how the Police Department can benefit by the use of this facility. The City Manager should force the Police Department to use the data processing facility to its maximum extent. The City also benefits by the police use of data processing of their warrants. The estimated revenue in the 1972-1973 budget for "court fines and fees" is \$110,000 or better than 6 percent of the total city revenue.

The capability of the IBM System 3 in processing all traffic citations is described in the IBM General Information Manual that is on file in the Data Processing Department.² The System 3 Citation Processing System effectively manages the handling of moving and parking violations for local governments. This General Information Manual describes: (1) the purpose, extent of coverage, and advantages offered by this program product; (2) the daily moving and parking processing; (3) disposition processing; (4) monthly statistical processing; (5) system planning factors; and (6) installation implementation considerations. It provides customer executives, systems analysts, and programmers with basic information relating to the utility of this program product.

The computer is now programmed to place holds for warrants for 21 local cities and can expand its capability. Since Haltom City has the jump on all of the other cities in the area, an effort should be made to explore the possibility of using the Haltom City Data Processing Center as the central clearinghouse for outstanding warrants in the area. There is computer time available. It would necessitate expanding the computer operation from 8 hours a day to 16 or more hours. Fees from other cities could prove so profitable to Haltom City that the computer time-sharing in processing warrants would be a worthwhile revenue source. It would also provide an important service to the other cities and a source of revenue for them through efficient handling of warrants. This type of time-sharing is being used elsewhere. One model worth investigating is the Oakland, California, system.

Outside Jobs

Eight police are listed as having outside jobs: two detectives, two sergeants, two dispatchers, and two patrolmen. Although these people have permission to work outside the Police Department, it is wise to periodically check to make certain there is no conflict of interest involved. Police used to work at other jobs because they were so poorly paid, and the earnings from the other job were used to augment their income and in some cases to enable the police officer and his family merely to survive above the poverty level. Police salaries now compare favorably with other jobs of equal qualifications and hazards.

² IBM System 3 Citation Processing System, General Information Manual (First Edition: December, 1971), Program Number 570I - G23.

Planning

There is no evidence of a planning program in the Haltom City Police Department. Both short-range and long-range planning is necessary. Short-range planning involves scheduling, some budget preparation, matching supervisory and operational personnel, etc.

Long-range planning will reveal goals as they apply to the relationship between Haltom City and the Police Department. Sources of information that will assist the planners are the Haltom City Library, Chamber of Commerce, and state and federal agencies. The 1970 Census contains a great deal of information about the City. For example, Table 6 shows the percentage of change in population of 21.6 percent from 1960 to 1970. Table 7 shows population figures from 1950 to 1970. Table 11 shows the population figures of Fort Worth and Dallas. These cities have direct influence on Haltom City. Table 13 gives the population of Standard Metropolitan Statistical areas. Table 16 gives population of Haltom City by age distribution. Table 28 shows population by race and sex. Education level is given in Table 40, and Table 41 provides a summary of economic characteristics for 1970.

Emergency plans should be written to provide for disasters, serious accidents, fires, etc. There is, at present, no recall plan for police officers.

Proper allocation of manpower will result from planning based on Part I crimes, Part I arrests, all other offenses, all other arrests, traffic accidents, and miscellaneous services.

The Haltom City Police Department does not contribute to the FBI Uniform Crime Reports because they have not been able to retrieve the required information. This is the result of lack of planning. There is no longer any excuse for not capturing this data from reports now that the Department has access to a computer.

Traffic

The City is recruiting a Traffic Safety Coordinator. This individual, who will have expertise and planning skills and will be responsible to the City Manager, should have some beneficial effect on the traffic responsibilities of the Police Department. Attached is a job description of the position (Appendix I).

Quality of Police Personnel

Haltom City is fortunate to have sincere, highly motivated, and conscientious police personnel—the potential effectiveness of the Police Department is unlimited. Leadership, close supervision by competent management, recruiting only personnel who meet Texas State Standards, high quality training, and the wise use of technology are the important factors that will help realize the Department's potential.

APPENDIX I

TRAFFIC SAFETY COORDINATOR

General Description

Provides highly responsible administrative direction of the City's traffic safety activities and programs by acting as a chief advisor to the City Manager. Provides general direction and coordination of all the various official activities in the assessment of local traffic safety needs, the establishment of priorities, and the planning of a systems management approach to implement the program to impact on each area of the National Highway Safety Standards. Work involves the responsibility for planning, coordinating, and evaluating extensive programming of activities in traffic safety initiated by the local jurisdiction in conformance with the Texas Traffic Safety Program and funded by grants through the Office of Traffic Safety Administration and by local funds. Exercises considerable initiative and has wide latitude for independent judgment in planning and carrying out details of the work. Serves as liaison with City Council, TTSA, and representatives of the federal government. Acts as principal contact with the public and news media in order to enlist and maintain traffic safety support and program acceptance. Is responsible directly to the City Manager.

Examples of Work Performed

Provides administration and management function for the total traffic safety program effort of the community and has full authority to structure an action organization of public officials and citizen support groups.

Initiates study and analysis of traffic safety activities to determine areas of deficiencies and greatest needs and to support priorities.

Develops channels of communication, vertically and laterally, with attending feedback through the management structure.

Directs the development of the public information and education structure and coordinates the dissemination of program information.

Provides leadership for the development of a comprehensive traffic safety program and continuing evaluation processes.

Identifies coordination requirements in providing guidance and assistance to local officials and others involved in the traffic safety problem. Coordinates planning, implementation, and evaluation processes.

Designs program specifications with assistance of public officials, develops independent research, assesses intermediate results, determines, and suggests innovative countermeasure approaches.

Exercises considerable independent judgment in coordinating and implementing traffic safety activities and efforts.

Administers federal-state-local funding relationships.

Inspects and assesses program progress and develops emergency procedures to overcome temporary delays.

General Qualification Requirements

Education

Earned degree or equivalent, with major work in public administration and/or management. Additional in-service training or job related experience highly desirable.

Experience and Training

Considerable progressive, responsible administrative and public relations experience leading to the ability to think creatively and innovatively in the program development area. Considerable experience in planning, intergovernmental relations, and management.

Knowledges, Skills, and Abilities

Ability to communicate effectively through both speaking and writing.

Ability to plan, organize, coordinate, stimulate, and work effectively and successfully with a wide variety of individuals at local and state level.

Primary and dominant requirement in administrative ability. General knowledge in the traffic safety field desirable, however, not absolutely essential.