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INDIVIDUAL TECHNICAL ASSISTANCE REPORT

*In Response to a Request for Technical Assistance*

*By the*

New Braunfels, Texas, Police Department

September 28, 1973

NCJRS

NOV 30 1976

Prepared by:

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

(Per Contract J-LEAA-015-72)

385-90

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Larry Walton  
Police Consultant

B. Date Assignment Received:

July 10, 1973

C. Date of Contact with LEAA Regional Coordinator:

July 31, 1973

D. Dates of On-Site Consultation:

July 31, and August 1-3, 1973

E. Individuals Contacted:

Burney Boeck  
Chief of Police

James Pugh  
Lieutenant

Roy Street  
Lieutenant

D. Herrera  
Sergeant

F. Roque  
Officer

J. Breslin  
Officer

Mary Gomez  
Clerk

## II. STATEMENT OF THE PROBLEM

### A. Problem as per Request for Technical Assistance:

Assistance in evaluating the records systems and a feasibility study of partial consolidation of support services.

### B. Problem Actually Observed:

The Chief of Police preferred that the consultant concentrate his assistance in the areas relating to general departmental organization and administration. The feasibility of consolidation was not considered at the Chief's request.

## 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.

CONSULTANT'S REPORT

## I. INTRODUCTION

New Braunfels, a suburban city located 33 miles north of San Antonio on Interstate Highway 35, has an estimated 1973 population of 18,940. Population in 1970 was 17,859, a 14.3 percent increase over 1960. New Braunfels is the County Seat of Comal County and contains approximately 18.38 square miles. The economy of the area is based on some industry, agriculture, and many supportive businesses catering to tourists and recreation seekers enjoying the woods, hills, rivers, and lakes which abound in this part of Texas. The population is stable, with every likelihood of showing a continuing increase to approximately 20,000 persons by 1980.

Other law enforcement in the area consists of a five-man Sheriff's Office, the San Antonio Police Department (33 miles south), the San Marcos Police Department (18 miles north), and the Seguin Police Department (12 miles east).

This project was initiated in order to:

- Review the existing organization and management of the Police Department.
- Evaluate the records system.
- Evaluate the level of, and need for, training.
- Examine and analyze the present use and deployment of available manpower.
- Make appropriate recommendations as necessary.

The recommendations and suggestions contained herein are the result of interviews with members of the Department, analysis of documents and reports, and observations of operating procedures.

## II. BACKGROUND

The New Braunfels Police Department operates under the direction of a Chief of Police who is responsible to the City Manager, who in turn is responsible to a six-man City Council (including the Mayor). Formal reporting consists of a monthly statistical summary of offenses, arrests, traffic accidents, citations issued, and the like.

Police training is available in San Antonio at various colleges and special classes sponsored by the Alamo Area Council of Governments, at Southwest Texas State College in San Marcos, and in Austin through the Department of Public Safety.

Forensic laboratory facilities are available in San Antonio (Police Department) and in Austin (Department of Public Safety). A breathalyzer is available at the County Jail, which is routinely open from 8:00 AM to 5:00 PM, Monday through Friday.

The police budget for the present fiscal year totals \$341,198 of which \$203,135 is devoted to salaries, and \$78,000 is the City's share for the construction of a new police station. The percentage of the police budget, exclusive of funds for the new station, devoted to salaries is only slightly more than 77 percent.

Table 1 illustrates the New Braunfels Police Department's experience with Part I Crimes (homicide, rape, aggravated assault, burglary, theft, and auto theft) during 1972. In addition, several other significant geographical areas are also presented for comparison.

It should be noted that caution must be used when attempting to interpret these statistics. In addition to the possibility of inaccurate data collection, a number of complex social phenomena can affect crime rates significantly:

1. Density and size of the community population and of the metropolitan area in which it may be located.
2. Composition of the population with particular reference to age, sex, and race.
3. Economic status and mores of the population.
4. Relative stability or mobility of population, including commuters, seasonal migrants, and other transients.
5. Climate, including seasonal weather conditions.
6. Educational, recreational, and religious characteristics.
7. Effective strength of the police force.
8. Standards governing appointments to the police force.

9. Policies of the prosecuting officials and the courts.
10. Attitudes of the public toward law enforcement problems.
11. The administrative and operational efficiency of the local law enforcement agency.

The New Braunfels Police Department's crime rates (the number of known crimes committed for each 100,000 residents) for 1972 are *lower* than those for the cities in the West-South Central Area with the exception of theft as the New Braunfels rates are significantly higher.

With the exception of theft, the New Braunfels rates are also *lower* than those of the State of Texas.

New Braunfels, when compared to cities of comparable size, is higher in the categories of theft, burglary, and aggravated assault.

New Braunfels should concentrate on the reduction of its theft rate. Theft is a crime that is subject to reduction through crime prevention programs, a number of which New Braunfels can study in surrounding communities.

Table 1

NUMBER OF PART I OFFENSES AND RATE PER 100,000 POPULATION  
 NEW BRAUNFELS, TEXAS, 1972  
 ALL REPORTING CITIES IN THE WEST, SOUTH, CENTRAL AREA, ALL REPORTING TEXAS CITIES  
 AND CITIES OF 10,000 TO 25,000 POPULATION REPORTING TO F.B.I.

Offense	Reported Number Of Part I Offenses For New Braunfels, 1972 <sup>a/</sup>	Rate Of Part I Offenses Per 100,000 Population <sup>b/</sup>	Rates For Cities In The West, South Central Area <sup>c/</sup>	Rates For Texas Cities <sup>d/</sup>	1,224 Cities (Population 10,000-25,000) <sup>e/</sup>
Murder and Nonnegligent Manslaughter	1	5.2	11.0	12.0	3.9
Forcible Rape	0	0	22.2	23.8	9.9
Aggravated Assault	32	168.9	208.8	214.5	122.7
Burglary	168	887.0	1,035.5	1,175.0	880.2
Theft	284	1,449.4	749.3	781.2	924.4
Auto Theft	<u>24</u>	<u>126.7</u>	<u>337.8</u>	<u>369.0</u>	<u>251.3</u>
Total	<u>513</u>	<u>2,708.5</u>	<u>2,364.5</u>	<u>2,575.4</u>	<u>3,634.7</u>

<sup>a/</sup> New Braunfels Police Department, 1972.

<sup>b/</sup> Based upon the estimated 1973 population of 18,000.

<sup>c/</sup> Arkansas, Louisiana, Oklahoma, Texas.

<sup>d/</sup> F.B.I., Uniform Crime Reports 1971, p. 76.

<sup>e/</sup> Ibid., p. 101.



### III. ADMINISTRATION AND ORGANIZATION

The Chief of Police has been in office only five months. He is dedicated to improving his Department and appears to possess the necessary attributes to succeed. Of course, much of the success or lack of success in administering an efficient police agency depends on the continuing cooperation of those in the city government responsible for fiscal operations.

The New Braunfels Chief of Police shoulders the direct responsibility for personnel matters, training, community relations, planning, and budgeting. Because of other pressing demands on his time, these activities tend to suffer. In addition, the Chief of Police directly supervises the activities of the Criminal Investigation Division, the Patrol Division, and the Records Unit. These responsibilities are depicted graphically in Chart I.

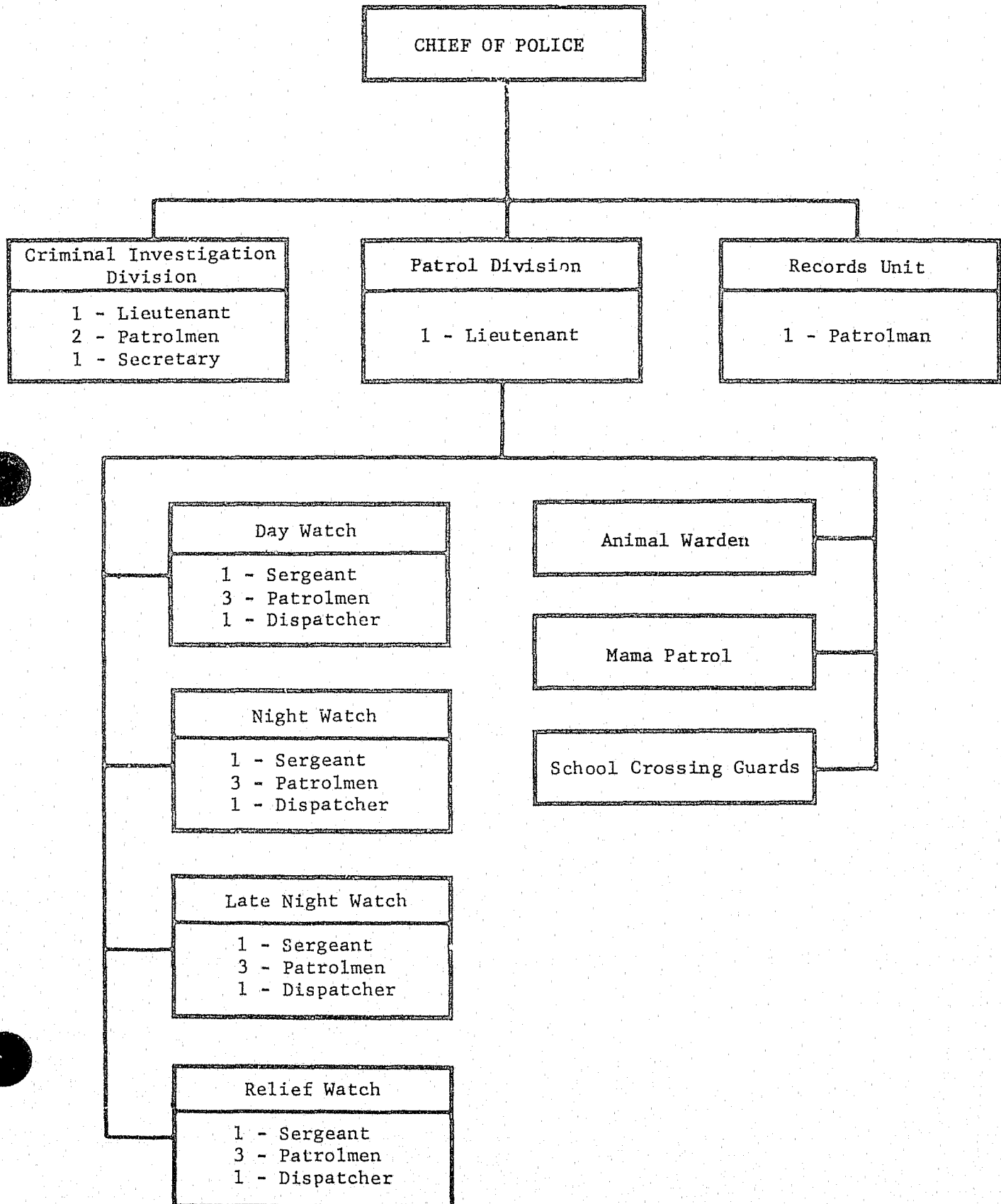
Organization in the New Braunfels Police Department is somewhat unusual. A lieutenant directs the patrol function and reports directly to the Chief of Police. This lieutenant, in addition to generally recognized patrol tasks, is responsible for the animal warden operation, the metermaid, and the school crossing guards. The patrol operation is based on a four-platoon system, with a sergeant, three patrolmen, and a dispatcher assigned to each watch including a relief watch. Watch hours are 3PM to 11PM, 11PM to 7AM, and 7AM to 3PM. All field units consist of one-man cars and watches are rotated every seven days. Consideration is being given to rotating patrol watches every three days. Funeral escorts are handled by on-duty personnel for which the City receives a fee of \$10. During the first six months of 1973, 110 funeral escorts were assisted by police personnel. Five vehicles are available for the use of police officers.

The other major functional division which reports directly to the Chief of Police is the Criminal Investigation Division, directed by a lieutenant who receives a slightly lower rate of pay than the patrol lieutenant. The Criminal Investigation Division consists of the lieutenant, two police officer investigators, and a secretary. The two investigators share two vehicles. Criminal Investigation Division personnel work many hours for which they are not compensated. A review of the lieutenant's overtime records for the first six months of 1973 reveals that he worked 556 hours overtime. Compensation was given for approximately one-half this amount.

Prisoner processing is handled by each individual arresting officer, who is also responsible for the fingerprinting and photographing of his prisoners.

Property coming into the possession of department personnel is divided into two categories: found property and evidence. Found property, if small in size, is kept in the patrol lieutenant's desk. Large items of this category are kept in the jail section of the police station. Evidence is retained either by the concerned patrol officer or by the criminal investigator, with the criminal investigator usually retaining custody of evidence connected with felony cases.

PRESENT ORGANIZATION  
NEW BRAUNFELS, TEXAS, POLICE DEPARTMENT



In addition to patrol and criminal investigation, the Chief of Police directly supervises the operation of the Records Unit (see Chart I). The Records Unit is staffed by one patrolman.

A more efficient organization would result if personnel and departmental functions were arranged as indicated in Chart II. The present policy of assigning a sergeant, three patrolmen, and a dispatcher to each watch wastes manpower and does not permit the best use of the dispatcher's time. The communications operation would be more effective if dispatchers were responsible for some records duties in addition to their present duties. The more efficient arrangement would be to incorporate the two functions into one unit under one supervisor. The four-platoon system should be abolished. A work load study should be made of police activities as they occur by hour of the day, and day of the week. Adjustments should be made in deployment in conformity with the results of such a study so that patrol personnel will be deployed by shift and location in direct relationship to the work load.

In the conduct of the study work load factors should include offenses, arrests, traffic accidents, and calls for service.

The rotation of watches on a seven-day basis, and even more on a three-day basis, does not appear to serve any useful purpose. Quite to the contrary, the lack of continuity inherent in such an arrangement precludes any stability of work assignment. It is therefore recommended that watch rotations be made routinely on the basis of at least 30, or preferably 60 days. Naturally, exceptions should be made for hardship cases and specific departmental needs. Some departments have had considerable success in matching watch changes with college semester periods in order to facilitate attendance of college classes by their personnel.

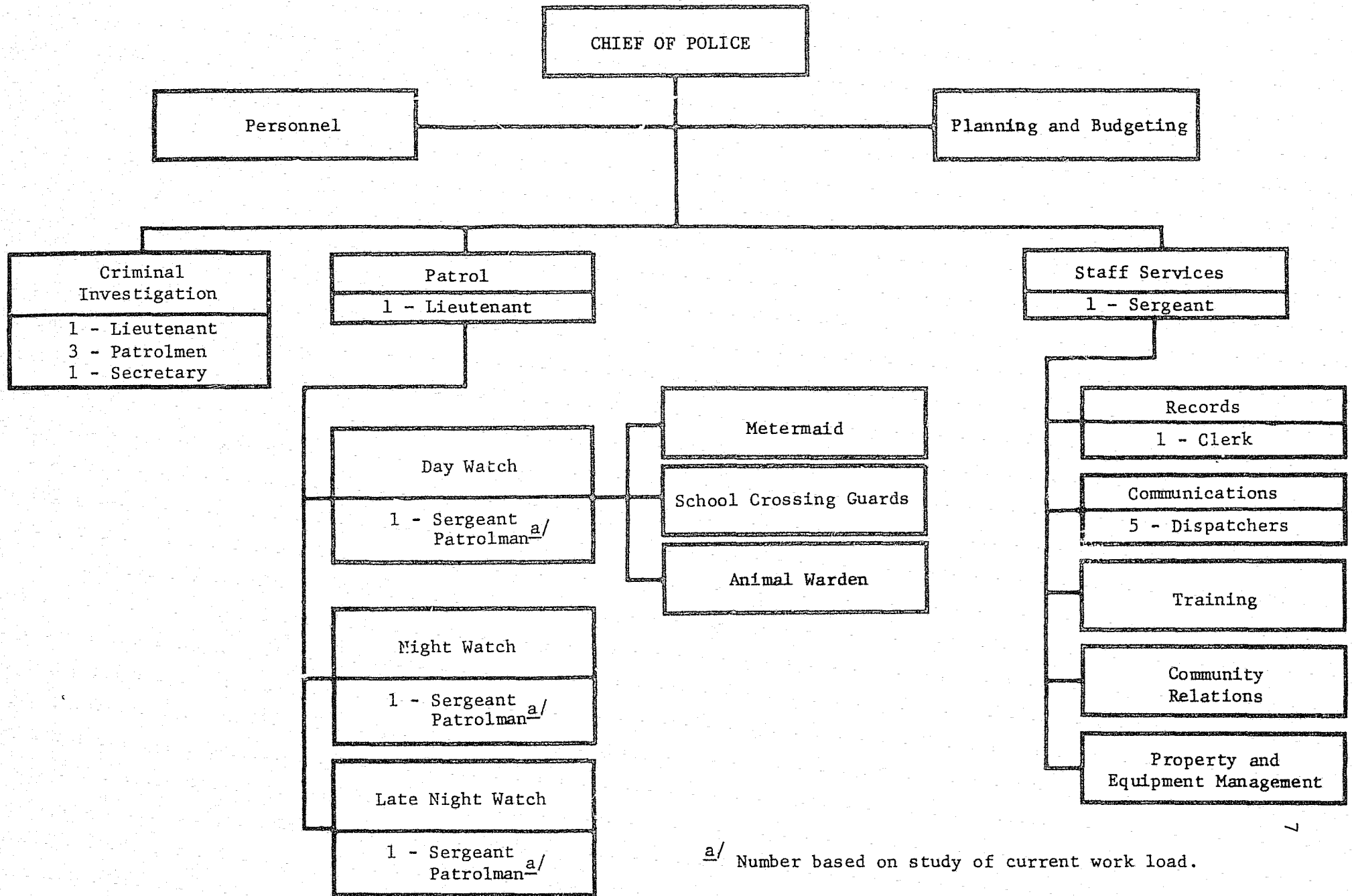
The practice of providing on-duty personnel for funeral escorts serves to reduce available patrol strength and the time personnel are available for other police tasks. The fee received probably amounts to less than the money expended in salaries in providing such service. A more efficient arrangement would be to allow off-duty officers to perform this task, with direct reimbursement by the appropriate funeral parlor.

The present practice of providing two separate pay levels for the two lieutenants serves no real purpose. In the interests of uniformity, it is suggested that a single pay scale be adopted. In addition, the practice of paying for only a limited portion of accumulated overtime is not fair or practical. Obviously, safeguards are necessary to prevent abuse, but provision should be made to compensate all personnel for overtime worked. One common method is to allow compensatory time off for all overtime up to two hours per day, with cash payment at time and one-half for overtime in excess of two hours. Other variations in this approach may be acceptable as well.

Property management is presently fragmented and does not conform to standard procedures. It is suggested that care and custody of all property coming into possession of the Department be made the responsibility of one individual and, that as much as possible, all such property be stored in a safe and secure manner in one location. Present procedures do not provide adequate security, do not prevent contamination, and provide no chain of continuity for successful presentation in court. Because of the relationship of property management to record-keeping procedures, personnel assigned to the Records Unit would be the logical recipients of such property. In Chart II the Records Unit has been relocated in the Department because such duties need not, and should not be the direct responsibility of the Chief of Police but more properly of a subordinate.

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PROPOSED ORGANIZATION  
NEW BRAUNFELS, TEXAS, POLICE DEPARTMENT



#### IV. MANPOWER

Police departments are charged with myriad responsibilities and objectives. A brief listing of these objectives are as follows:

- Assure that the orderly activities of the community proceed in an environment of stability and security.
- Protect life and property against criminal attack.
- Prevent crime and delinquency.
- Assure that the liberty of citizens is reduced only when fully justified.
- Provide services to individual members of society and other governmental units.

To insure that these objectives are reached, police administrators are confronted with a very complex problem ---proper deployment of personnel. In order to accurately determine the proper allocation of manpower, a systematic analysis of manpower distribution should be conducted. An analysis of this type will establish criteria for either increasing the number of personnel or simply reorganizing the Department.

Guidelines for arriving at minimum operation patrol levels are presented in the following formula:

$$\frac{\text{Number of Cases} \times .5}{25\% \times \text{Hours worked per year by a patrolman} \times 1.6 = \text{Minimum number of patrol officers}} \\ (\text{Days} \times 8)$$

The number of cases is determined from the radio or car log, counting all activities (cases) except:

- Field interrogations
- Traffic citations
- Vacation home checks
- Open doors and windows found
- Building inspections
- Assists in cases by other than the principal officer

The ".5" figure is the average amount of time that an officer spends on a case. The 25 percent figure represents the average amount of available field time spent on handling cases. Both of these figures were obtained from several field patrolmen work load studies.

The 1.6 factor is the number of officers to fill one position 365 days per year in New Braunfels.

The estimated yearly work performance of a New Braunfels police officer is:

- o 365 Days per Year,
- o 104 Days Off
- o 11 Holidays Off
- o 5 Sick Days Taken (average)
- o 10 *Working* Days Off on Vacation
- o 235 Days Worked per Year
- o 1,880 Hours Worked Per Year (average)

It must be emphasized, however, that this formula can only serve as a guideline to determine the minimal operational level. Many administrative decisions, such as supervisory ratio and other subjective decisions, will increase the level of patrol personnel.

It is recognized that the area of salaries is one of the most difficult problems faced by City administrators. Demands of fairness and equality present a never-ending challenge. The City's location between San Antonio and Austin, with swift access to either city, forces the City of New Braunfels to compete with these other cities for suitable police officers. To ignore this fact will only result in a situation in which officers are recruited and trained at considerable expense and then lost to other nearby law enforcement agencies that pay higher salaries. Over the long term, adopting salaries at levels appropriate for attracting and retaining superior candidates would be far less expensive than serving as a training school for other departments.

Therefore, it is recommended that meaningful studies pertaining to salaries be conducted to determine the appropriate level of salary increases.

## V. TRAINING

All new members of the Department receive basic training as required by State law but advanced training is limited and, to a large extent, unplanned. The limited availability of personnel makes it very difficult to send officers to special schools, and training of the roll-call type is nonexistent. It is strongly recommended that a training program be developed insuring a regular course of improvement for all personnel. Supervisory and command level training should also be provided for supervisors.

The Department should develop and maintain an in-service training program based on the "Training Keys" and the "Sight/Sound" programs available from the International Association of Chiefs of Police.<sup>1</sup> The "Training Keys" are a semimonthly publication principally devoted to presenting materials suitable for roll-call training. This material covers practical police work and includes a discussion guide and question section appropriate for use by an instructor or discussion leader. The "Sight/Sound" program is designed to supplement the "Training Keys" series and consists of five volumes (12 programs to the volume) using 35mm slides or filmstrips of color photographs and drawings with sound coordination. Together these training aids make an extremely effective and practical training program.

In addition, members of the Department would benefit from a training program on the area of community relations. At present, no such training is employed and no police-community relations program exists in the City of New Braunfels.

Another need in the training area is firearms instruction and practice. It is recommended that city-purchased ammunition be provided and that a monthly qualification program be developed using city facilities.

Additionally, college training is highly desirable and the present watch rotation policy makes attendance almost impossible. To encourage officers to enroll in advanced education courses consideration should be given to establishing an educational incentive program providing salary increases based on the educational level attained. It is suggested that a range of salary supplements be established. Those completing 30 units of police-related college work would receive approximately \$15 additional pay per month, with increases by steps to \$100 per month for officers possessing an Advanced Certificate.

<sup>1</sup> Eleven Firstfield Road, Gaithersburg, Maryland 20760.

## VI. PERSONNEL

The New Braunfels Police Department employs a total of 28 persons. Rank distribution and monthly salary scales are as follows:

1	Chief of Police	\$840 <sup>a</sup>
1	Lieutenant	714
1	Lieutenant	700
4	Sergeants	673
15	Patrolmen	607
4	Dispatchers (noncommissioned)	414
1	Clerk (noncommissioned)	414
1	Animal Warden	335
1	Metermaid	400
29	Total	

<sup>a</sup> Plus \$100 per month for operation of his personally owned vehicle.

In addition to the above, criminal investigators and the Chief of Police receive \$200 per year clothing allowance.

The average age of patrolmen is slightly over 28 years, average length of service is approximately 1.8 years. Eight of the 15 patrolmen have less than three months experience. Several members of the Department hold college degrees and almost all members have attended some law enforcement classes presented by nearby institutes of higher learning or other police agencies.

Fringe benefits are approximately the same as those for other Texas police departments with the exception that paid overtime is limited to one-half the amount earned, not to exceed 20 hours in a two week pay period.



## VII. COMMUNITY RELATIONS

The New Braunfels Police Department presently has no community relations program. Such a program is highly desirable and should be given consideration. Some specific possibilities in this line are:

1. *Establishment of a Bicycle Safety and Registration Program.* Such a program could have real value in developing communications between the Police Department and school age children, particularly if officers were to go to school periodically to assist in registration. In addition, establishing accurate records on bicycle registrations would materially assist the Department in returning found bicycles to owners and in identifying stolen bicycles in the possession of unauthorized persons.
2. *Unscheduled Informal Visits of School Campuses by On-Duty Personnel.* Such a program would help to open lines of communication between school age people and the Police Department. Officers should be encouraged to eat their lunches occasionally in school cafeterias; to visit schools at recess time when not engaged in other patrol activities; and, when not busy elsewhere, occasionally to assist crossing guards at time of heavy street use by school children.
3. *Operation Identification.* "Operation Identification" is another program which can and should be adopted and which would assist both crime prevention and the community relations program. This program, although slightly different from community to community, generally involves the loan of an engraving tool to a private citizen to permit him to engrave his driver's license number (and state of issuance) on all small items of personal property which might be the subject of theft. This procedure enables a police agency to discover the ownership of stolen property in the possession of a suspected thief by checks of records locally through an area computer, the computer at the Department of Public Safety in Austin, or NCIC. Those communities which have adopted this program have consistently reduced their burglary losses and the total number of burglaries. If used properly, such a program can also contribute to the development of good relations in the community. It is therefore recommended that "Operation

Identification" be made a part of the New Braunfels Police Department community relations program and that engraving tools be made available to interested members of the community. Merely announcing that such tools are available is not enough. A better technique would be to request the assistance of members of a Boy Scout or Explorer Troop to go door-to-door to help citizens engrave items of personal property. Naturally, suitable publicity in local papers is essential for such an endeavor. Such a program should be carried out on a permanent basis if it is to be effective.

4. *Citizen Involvement Program (CIP)*. It is recommended that a program be developed which would encourage off-duty, but paid, radio car officers to meet with citizens in order to discuss mutual problems and become better acquainted. Such meetings could be conducted at a playground or school auditorium and should be as unstructured as possible. At times it would be appropriate to invite investigators and other Department personnel to the meetings. Informal meetings held on a regular and publicized basis could materially bridge the gap between the radio car officer and the people he is responsible for protecting and would assist in informing the public on crime prevention methods.

## VIII. FACILITIES AND EQUIPMENT

The existing quarters occupied by the New Braunfels Police Department are totally inadequate. Fortunately, a new building has been designed and construction is scheduled to start in the near future. Plans for this building have been reviewed by the consultant with the Chief of Police and the following recommendations can be made:

1. Incorporate the evidence vault into the planned property room and use the room now planned as the evidence vault for storage.
2. Convert the storage room next to the property room into a darkroom.
3. Provide lockers for sergeants in either the area labeled "uniform patrolman work area" or the conference and training room. Use the room now planned as the sergeant's room for central records, providing a door at the end near the mechanical room.
4. As an alternative to Number 3: Provide a door between central records and the dispatcher's office. Either alternative would facilitate the greater direction of the two functions by the records supervisor.
5. Delete the separate office for the records supervisor. The changes referred to in either Number 3 or Number 4 provide ample space for a glass enclosed office within central records for the supervisor.
6. Provide space and equipment for the criminal investigation secretary in the criminal investigation work area.

A review and analysis of the operations of the New Braunfels Police Department and an inventory of available police equipment reveal shortages in many areas. The following items of equipment are needed. It is recognized that the City may not be able to purchase all of the items immediately, but the City should plan to take these needs into account in budget planning:

1. *Gas Equipment.* The Department presently has only limited gas equipment. Provisions should be made for the purchase of a tear gas kit of a type that includes a one and one-half inch (37mm) bore tear gas gun, tear gas projectiles, and tear gas grenades. In addition, a supply of approximately one dozen baseball type grenades would provide a reserve so that grenades could be replaced as they become unstable.
2. *Gas Masks.* Gas masks should be purchased in sufficient number to supply all field units and provide a reserve of five or six masks.
3. *Vertical File Storage.* The present Records Unit is cramped because of the necessity of storing, and having immediately available, many different classes of records.

Therefore, it is recommended that a careful records inventory be initiated to lessen the possible duplication and replication of records. If this suggestion fails to significantly alleviate the problem, vertical file storage units should be purchased in accordance with financial means.

4. *Spotlights (battery powered).* It is recommended that two battery powered spotlights be provided to assist in field searches, house-to-house searches, and other field problems occurring during nighttime hours where other sources of illumination are not available. One such unit should be carried in a sergeant's vehicle and the other maintained in the Criminal Investigation Unit.
5. *Closed Circuit Television.* A closed circuit television system would be helpful in monitoring hallways, the jail, and the rear exit to the police building. However, if a closed circuit television system is not feasible due to financial restrictions, it is recommended that "security consciousness" be stressed throughout the Department to insure maximum security.
6. *Crime Detection Kit.* A crime detection kit, containing the equipment and chemicals for such simple field tests as latent prints, identification of stains, measurement and survey of crime scenes, and the like is recommended for acquisition by the Department.

7. *Shotguns.* The increase in departmental personnel strength would require the acquisition of an additional shotgun for each field officer; in addition, a station reserve of three or four guns would be appropriate.
8. *Radar.* Modern radar equipment for speed enforcement is an essential item. Consideration should be given to the purchase of radar units of the hand-held "speed gun" type. At least one field unit on each watch should be so equipped.
9. *Automobiles.* The increase in departmental personnel strength would require the acquisition of additional vehicles for field duty. The precise number, of course, depends on the number of field officers added to the Department, taking into consideration multiple use of the same vehicle by different watches. All vehicles intended for uniform field use must, of course, be equipped with light bars bearing red lights and siren in accordance with State requirements. At least one vehicle should be added to the Criminal Investigation Division and one to the Patrol Division regardless of any increase in personnel.
10. *Darkroom Equipment.* Darkroom equipment, sufficient in scope to provide adequately for the additional services now being planned by the Department in connection with the building addition is recommended.
11. *Index Card Storage Unit.* This piece of equipment should be designed to facilitate operation of the revised records system as previously described in this report. It is recommended that this unit be engineered with a pivot or drum-type unit that allows for "fan-scanning" yet keeps each card locked securely in place.

## IX. RECORDS

The primary elements of the New Braunfels Police Department records system are the following:

1. *Offense Report.* Upon receipt of any call requiring the dispatching of a radio car, the dispatcher completes an index card, assigns a number, and logs the activity in a ledger which contains identifying information pertaining to the incident. The officer assigned to the call completes a "field copy" of an 8½ by 11 report on all radio calls. This field report and the index card prepared by the dispatcher are submitted to the watch sergeant for approval. On the next working day, the records officer checks the report and ledger against the index card as a control measure. He then types a formal report and date stamps and files the index card by number. Through use of a carbon copy during the typing process, he creates a second index card which is filed in a "Master Name File" by the victim's name.

Four copies of the report are prepared; one is filed alphabetically by the assigned number (permanent copy), one is filed by F.B.I. crime classification, one copy is sent to the Criminal Investigation Division, and one copy is added to a bound book kept serially on a monthly basis. In addition, the original field copy is filed by number and retained for one year for use in court if necessary.

A review of these files shows reports and index cards on such activities as minor disturbances, fights (suspects gone when officers' arrive), speeding vehicles, suspicious noises heard by neighbors, burglar alarm calls, and the like.

It is recommended that this system be simplified in the following manner:

The initial index card should be eliminated. The "Offense Ledger" can serve as a control to insure the completion of all appropriate reports and would relieve the dispatcher of the necessity of completing this card and the records officer of the necessity of filing it.

It is unnecessary to file a copy of the report by F.B.I. classification. The only purpose served by this file is to assist in preparation of the periodic F.B.I. Reports. Substitution of tally sheets, completed daily as reports are processed, would serve the same purpose while lessening filing needs and reducing the number of files. The same situation is true with regard to the bound volumes of reports assembled on a monthly basis. If this copy has a value, it is short term for the benefit of working personnel, and the copy can be disposed of after a week to 10 days, thus eliminating the storage problem for these files and the need to maintain the files.

The greatest net time savings could be realized by eliminating the completion of a full report on all calls. The full report is not necessary unless an offense has actually occurred and is in a class requiring reporting or unless an unusual incident occurs for which detailed information might be required at a later date. The latter category might include receipt of found property, injury of a noncriminal nature, etc. In most cases, a very simple explanation in a chronological log of daily activities maintained by the field officer would be sufficient. The maintenance of a separate file for the original copy puts an unnecessary burden on the records officer. This copy would be readily available if it were filed along with the permanent copy in the same file.

2. *Dispatcher's Daily Log.* This log contains a record of all radio communications and is filed by date and maintained in the file for a two-year period. This log also contains more information than is necessary. It is recommended that logging procedures be reviewed for the purpose of recording only those communications which are pertinent and necessary, particularly in view of the fact that the field officer gives an account of every call received in his "Daily Log."
3. *Traffic Accident Report.* This report is handled in a manner similar to the offense report. Comments concerning the offense report pertaining to indexing, filing, number of copies, and the like apply equally to this report. In addition, there appears to be no particular advantage in completing the "Hit and Run Offense Report." In such cases the traffic report itself can serve as the offense report.

4. *Arrest Report.* Arrests are logged in a different ledger, given an identifying number, and an index card is prepared and filed alphabetically by the arrestee's name. There appears to be no clear policy on when an arrest report should be completed. In most cases, if an arrest report is completed, it is kept in the Criminal Investigation Division files. Juvenile reports are maintained separately from adult reports.

It is recommended that procedures be established requiring the completion of arrest reports for all arrestees and that the original of all arrest reports be filed in the arrestee's package. A work copy should also be provided to the investigators.

5. *Arrest Package.* This file currently contains the criminal history of each arrestee including photographs, "rap sheets," etc.; but it does not contain copies of the arrest reports or statements obtained in connection with the particular case. However, copies of these reports should be included in these packages. Juvenile and adult packages are kept separately.
6. *Master Name File.* The "Master Name File" contains index cards filed alphabetically by the following data:
  - a. Victim.
  - b. Reporting person.
  - c. Person discovering the crime.
  - d. Witnesses.
  - e. Drivers involved (traffic accidents).
  - f. Arrestees (without the arrest number).

Categories b, c, and perhaps d are of little value and tend to make the files voluminous adding considerably to the filing task. These filing categories should be deleted. On the other hand, persons injured or killed in traffic accidents, because they are victims, should be included in the file. Also, index cards for arrestees should contain the arrestee's number. If this procedure were followed, the "Arrest Name File" could be eliminated and the "Master Name Card" for an arrestee could be used in its place.

The suggestions contained in this report are intended primarily to outline the state of records keeping in New Braunfels at present and are by no means intended to constitute a complete review of the records systems. Time limitations made such a detailed review of the system impossible; it is therefore recommended that a detailed study of the total system be made in the near future.



## X. MISCELLANEOUS

1. The Procedural Manual of the New Braunfels Police Department contains only portions of the policies and directives that govern the operation of the Department. It is therefore recommended that a detailed review of the manual, and other departmental written directives, be made with the aim of developing a detailed and complete manual of policy and procedure. Such a manual should incorporate not only existing directives but policies and procedures that are now applied informally.
2. Present procedures fail to provide for any form of written examination for promotions. It is recommended that suitable examinations be developed and used consistently when promotional opportunities exist.
3. The practice of assigning the duties of an animal warden to the Police Department is highly undesirable. Certainly the functions of dog-catcher add nothing to the law enforcement professionalism of the Department. Additionally, due to the dissimilarity of the task to other police functions, the animal warden function receives little supervision or direction by police supervisors. A far more appropriate and efficient arrangement would be to assign the animal warden activities to either a sanitation or health department.

## XI. SUMMARY OF PRINCIPAL FINDINGS AND RECOMMENDATIONS

Manpower allocations should be improved in order to insure maximum police effectiveness. Certain departmental practices such as deployment of field personnel on a four-platoon basis and the use of on-duty personnel for police escorts weaken the enforcement effort. Therefore, a systematic analysis of manpower distribution should be conducted. Hard data in terms of facts and figures should be compiled and utilized as a basis for definitive criteria to establish requirements.

Salary studies should be conducted to determine the positive as well as the negative factors that influence patrolman morale, recruitment, and the like.

Physical facilities are inadequate and, therefore, "space consciousness" should be stressed in hopes of establishing a higher level of efficiency throughout the Department.

Both the property and record functions are fragmented and disorganized to the point that departmental efficiency is impaired. Therefore, proper organizational techniques should be implemented which would reduce these two particular problem areas and lessen the possibility of future problems.

**END**