



The General Assembly  
State Capitol  
Atlanta

TO: THE GOVERNOR, LIEUTENANT GOVERNOR, SPEAKER OF THE  
HOUSE OF REPRESENTATIVES, MEMBERS OF THE GENERAL  
ASSEMBLY OF GEORGIA AND OTHER INTERESTED PERSONS

REPORT OF THE HOUSE LAW  
ENFORCEMENT STUDY COMMITTEE

THE COMMITTEE

Honorable Terry L. Coleman, Chairman  
Representative, 118th District

Honorable James M. Beck  
Representative, 148th District

Honorable Warren D. Evans  
Representative, 84th District

Honorable Paul W. Foster  
Representative, 152nd District

Honorable Bob Hanner  
Representative, 130th District

Honorable James W. Keyton  
Representative, 143rd District

Honorable Bobby Long  
Representative, 142nd District

Honorable Billy Milford  
Representative, 13th District

Honorable Robert G. Peters  
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Honorable William C. Randall  
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Honorable Tom Ramsey  
Representative, 3rd District

Honorable Ralph Twiggs  
Representative, 4th District

Honorable Monty Veazey  
Representative, 146th District

January 1978

The House Law Enforcement Study Committee was appointed by the Speaker of the House of Representatives pursuant to the provisions of H. R. 3. The Committee continued its investigation, begun in 1976, into the operations and functions of various agencies and departments with law enforcement duties and officers. The Committee also contacted the states of Florida and Tennessee to compare Georgia's system of law enforcement in certain areas to the other states' systems.

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#### COMMITTEE FINDINGS

ACQUISITIONS

It is generally agreed that a legitimate reason for the existence of governments is to procure for the citizenry the safety and security of their persons and possessions. Unfortunately, governments throughout history have never been fully successful in this regard, with the result that they have as a major problem the task of providing a more efficient system of law enforcement and a safer community. In Georgia, the current system of law enforcement at the State level could be more efficient with better coordination. Various departments with law enforcement duties frequently operate with little knowledge of what other departments and agencies are doing. This incoordination leads to an inefficient utilization of resources.

The Committee found a number of major issues and problems concerning various agencies with respect to their law enforcement duties. The Committee was instrumental in getting H. B. 257 passed during the 1977 legislative session, which bill requires insurance companies to furnish to the State Fire Marshal or other fire officials information relating to their investigation of property losses due to fire. This new law will make arson investigations easier, but more resources are needed in fighting this rapidly increasing crime. The Committee learned that arson is America's fastest growing crime, responsible for one out of every five fires in the nation. The average homeowner or businessman finds it very easy to collect on a small claim on property from fire, with very little risk of being caught, since the conviction rate nationally is about

one percent. One of the reasons for the low conviction rate is that prosecutors have the task of overcoming the presumption that a fire is the result of accidental causes. The district attorneys recommend that the law relative to such presumption should be changed.

The Committee found that State Troopers are being used for motor vehicle inspections. These duties could be handled by nonlaw enforcement officers at a lower pay grade and these troopers could then be used for law enforcement functions. Also, motor vehicle driver's license examiners should be furnished other automobiles so that the patrol cars could be put back on the highways for traffic control. The Committee was disappointed that so many good troopers left their positions because of the inability to obtain promotions. It appears that additional lateral steps should be added so that troopers in the field could receive pay increases without any promotion in rank.

The Committee was impressed with the Aviation Unit of the State Patrol. Its special assistance to other law enforcement units throughout the State is an integral part of the State law enforcement system. The Committee recommends that additional equipment be furnished to this unit, especially fireproof flight uniforms. The Committee also feels that the troopers in the unit should be placed on a different pay scale than other troopers to reflect their specialized training.

The Committee found that the Georgia Police Academy is in bad need of capital improvements. If funds are available a new academy should be constructed, or at least a driving track and firing range.

The Committee found that the Department of Revenue once needed a large contingent of law enforcement officers to police illegal liquor operations. Such illegal liquor operations are no longer a problem at the State level. The federal government has decreased the size of its field officers in this area by two-thirds. The State Department of Revenue now uses such agents to inspect and investigate liquor stores and to enforce certain motor vehicle license laws. The Department of Revenue does not appear to need as many agents as it now operates with and certain functions related to

law enforcement should be handled by the Department of Public Safety. The Department has reduced the number of its agents from 153 in 1971 to 90 at the present time.

The Committee found improvement in the operation of the Georgia Bureau of Investigation but still feels that the Bureau is not as effective under the regional concept as it was under the resident concept. The Committee feels that agents should live in the cities and towns which they serve to become more familiar with the area and its criminal element. Sheriffs and other local agencies do not utilize the G.B.I. for investigations as they did in the past. The Committee found that district attorneys in rural areas of the State are hiring investigators when the G.B.I. has well-trained investigators available for such purpose. This is a duplication of services and a waste of manpower within the State's criminal justice system.

The Committee found extensive improvements in the criminal justice system of Georgia as a result of LEAA funds and the administration of the State Crime Commission. Most of the improvements in the criminal justice system could not have been attained by 1977 without the financial and technical support provided by LEAA and the State Crime Commission. The officials and personnel of the various governmental agencies were unanimous in their support of LEAA programs and the administration of the State Crime Commission. However, there has been some criticism of the Commission. This Committee favors reconstituting the Crime Commission so that its membership is more representative of rural areas. The Crime Commission has long been criticized for placing too much emphasis on planning and theory and for distributing too great a proportion of federal funds to urban areas.

The Committee decided to study the duties, responsibilities and operations of the Tennessee Highway Patrol and the Florida Highway Patrol in order to determine if changes and improvements were needed in the Georgia State Patrol.

While the primary functions of the Tennessee Highway Patrol are the same as those of the Georgia State Patrol, there are differences in staff and line structure that the Committee felt would

be beneficial to study and evaluate.

Under the current organizational structure in Tennessee, the Commissioner of the Department of Safety reports directly to the Governor. Immediately under the Commissioner's span of control are a staff assistant, legal advisor, internal auditor, a colonel who heads the Patrol Division, and the Director of the Tennessee Bureau of Investigation. The State Patrol under Colonel Dawson has a lieutenant colonel, a staff services major, a driver control director and four field division majors.

The Patrol has several support units that were of particular interest to the Committee. Their Tactical Squad is an effective unit that was most impressive. This squad consists of one sergeant and nine troopers. Their base of operation is Nashville, although the majority of their assignments involve travel throughout the state.

The Tactical Squad's responsibilities involve assistance in natural and man-made disasters, offering specialized training to local law enforcement agencies, civil disturbance control, answering bomb threats, participation in rescue operations and assisting with VIP's visiting Tennessee. The Patrol feels that by utilizing the technical skills of this force on specialized assignments, it has greatly relieved the necessity of taking troopers from road patrol duty.

The Tactical Squad operates five vans equipped with extraction, emergency medical and riot control equipment. The vans are also equipped with special weapons such as gas guns and machine guns. In addition to this equipment, the Tactical Squad has a mobile disaster unit which was constructed with the capability of equipping 100 men for riot, a K-9 dog to be used in search and rescue missions, and a bomb disposal unit as the Tactical Squad members are trained to handle all bomb disposal activities.

The Department also has a Helicopter Section consisting of six aircraft and seven pilots. Nashville has two small Bell helicopters and two Hueys. One helicopter and one pilot is stationed in Jackson and one helicopter and one pilot in Knoxville. The helicopters assist other law enforcement agencies in drug enforcement, bank robbery investigations and other needs when not in

use by the Patrol. When the helicopters are used by other departments such as Transportation, the cost is reimbursed at a rate of \$75.00 per hour for the small Bell aircraft and at \$150.00 for the larger Huey.

Tennessee uses the one man-one car concept and it is their belief that it has greatly assisted them in the utilization and upkeep of their patrol cars. A portion of a staff study conducted by the Tennessee Highway Patrol is attached to this report for detailed study and explains the assumptions and theories for the decision to go to the one man-one car operation.

The Florida Highway Patrol impressed the Committee with its training program, the way its equipment was purchased and its system of supply. The Florida Highway Patrol handles the state's weight enforcement laws also. The Committee found that Florida has successfully used reserve troopers for years and they have proved to be a valuable asset to them.

There were many other areas which were touched on such as training, communications, driver services operations and the criminal justice information system.

#### RECOMMENDATIONS

The Committee makes the following recommendations:

1. that the indemnification of law enforcement officers be funded and set up through the Department of Administrative Services with an amount being paid to the spouse and an amount allotted for children;
2. that the State Crime Commission be restructured and that each Congressional District be equally represented;
3. that the State Crime Commission work toward improving law enforcement and prosecution instead of social services;
4. that the State Crime Commission complete the original Statewide Communication Plan;
5. that the laws be changed to delete the unnecessary burden of proof relating to origin of fires;

6. that the Fire Safety Commissioner and the State Fire Marshal continue their efforts to suppress arson;

7. that the Georgia Bureau of Investigation be given authority to investigate crime-related fires when called on by local authorities;

8. that add-on fines for traffic and criminal fines of a certain amount be applied toward law enforcement training;

9. that the law enforcement powers of the Alcohol and Tobacco Tax Unit of the Department of Revenue be transferred to the Georgia Bureau of Investigation and that a majority of their 99 positions be transferred also;

10. that the Georgia Bureau of Investigation utilize any of these agents wishing to transfer;

11. that the Revenue Department maintain 40-50 agents as regulatory inspectors to enforce the regulations of the Department;

12. that no State employees outside the Department of Public Safety be allowed to go under the mandatory retirement program;

13. that the Georgia Bureau of Investigation increase its drug and contract agent unit and activities;

14. that the Georgia Bureau of Investigation continue to work toward the resident agent concept;

15. that the Georgia State Patrol request from the Merit System a plan for lateral promotion from Trooper First Class through Trooper Second, Third and Senior Trooper for troopers assigned to the Uniform Battalion only;

16. that the Georgia State Patrol adopt the one man-one car policy and that the legislature fund it;

17. that the Georgia State Patrol maintain essential and most used supplies and equipment at each troop headquarters in order to decentralize and improve the system of supply;

18. that the Georgia State Patrol consider using a more specialized set of specifications for vehicles;

19. that license examiners be given a specific vehicle

other than a patrol car to use for travel and license issuing duties;

20. that posts of the Georgia State Patrol on our borders be equipped with communication equipment on a common frequency to other states;

21. that the Georgia State Patrol go to regional frequencies on VHF in addition to the present four channels and that no new communication equipment be bought for vehicles with less than eight-channel capacity;

22. that the salary of the Commanding Officer of the Georgia State Patrol reflect the duties and responsibilities of such position;

23. that land be acquired or transferred to the Department of Public Safety for the purpose of a new Departmental academy and that a driving and firing range be constructed as soon as possible;

24. that the Georgia Bureau of Investigation be placed back under the Commissioner and the Department of Public Safety to facilitate monetary and performance efficiency;

25. that the Board of Public Safety be restructured and expanded;

26. that the Aviation Unit of the Georgia State Patrol be equipped with fireproof flight suits;

27. that the Aviation Unit acquire a larger helicopter capable of moving six to eight men anywhere in the State, either a new or surplus unit;

28. that an additional 25 trooper positions be funded in the supplemental budget;

29. that an additional 25 troopers be funded in the 1979 budget and no less than 25 positions each year hereafter until the needs of the Department are met;

30. that the Peace Officer Standards and Training Council continue its innovative and progressive leadership in setting training standards and promoting professional law enforcement;

31. that the Peace Officer Standards and Training

Council prepare guidelines and plans for implementation of a certification and organization for Georgia State Patrol reserve officers and a classification system for officers;

32. that the State establish a fund to support county court costs where unusual or exceptional criminal and civil cases occur that would have regional or Statewide impact; and

33. that the legislature create a commission to formulate minimum jail standards and that the commission be representative of the necessary areas of expertise as recommended by the Commissioner of Community Affairs.

The House Law Enforcement Study Committee plans to make these recommendations effective through legislative action and conferences with the Governor and other executive agencies. The effect of such recommended changes should be beneficial to the employees of the State, to the citizens and especially to the taxpayers.

Respectfully submitted,

	/s/ <u>TERRY L. COLEMAN, CHAIRMAN</u> TERRY L. COLEMAN, CHAIRMAN REPRESENTATIVE, 118TH DISTRICT
/s/ <u>JAMES M. BECK</u> JAMES M. BECK REPRESENTATIVE, 148TH DISTRICT	/s/ <u>WARREN D. EVANS</u> WARREN D. EVANS REPRESENTATIVE, 84TH DISTRICT
/s/ <u>PAUL W. FOSTER</u> PAUL W. FOSTER REPRESENTATIVE, 152ND DISTRICT	/s/ <u>BOB HANNER</u> BOB HANNER REPRESENTATIVE, 130TH DISTRICT
/s/ <u>JAMES W. KEYTON</u> JAMES W. KEYTON REPRESENTATIVE, 143RD DISTRICT	/s/ <u>BOBBY LONG</u> BOBBY LONG REPRESENTATIVE, 142ND DISTRICT
/s/ <u>BILLY MILFORD</u> BILLY MILFORD REPRESENTATIVE, 13TH DISTRICT	/s/ <u>ROBERT G. PETERS</u> ROBERT G. PETERS REPRESENTATIVE, 2ND DISTRICT
/s/ <u>TOM RAMSEY</u> TOM RAMSEY REPRESENTATIVE, 3RD DISTRICT	/s/ <u>WILLIAM C. RANDALL</u> WILLIAM C. RANDALL REPRESENTATIVE, 101ST DISTRICT
/s/ <u>RALPH TWIGGS</u> RALPH TWIGGS REPRESENTATIVE, 4TH DISTRICT	/s/ <u>MONTY VEAZEY</u> MONTY VEAZEY REPRESENTATIVE, 146TH DISTRICT

TENNESSEE HIGHWAY PATROL

STAFF STUDY

ONE MAN-ONE CAR

I. PURPOSE OF STUDY

- A. To upgrade a previous study of the feasibility of changing to a One Man One Car vehicle issuance system by the Tennessee Highway Patrol.
- B. Presently the uniformed members of the Tennessee Highway Patrol are assigned patrol cars under a pool type issuance system. This study will investigate the problems, as well as the merits, of assigning each uniformed officer his own individual patrol car.
- C. Facts and figures used in this report were compiled from information received from 49 other state agencies, as well as from sources within our own State Government. These figures and costs may vary as economic conditions fluctuate.

II. ASSUMPTION

- A. The One Man One Car Plan will boost the morale of the men by providing each officer his own car.
- B. The appearance and mechanical condition of Highway Patrol cars would be improved. (See Annex A).
- C. The major benefit intended to be derived from this program is a reduction in traffic accidents and fatalities.
- D. This policy should increase the availability of our personnel and reduce the response time to incidents that occur within our jurisdiction.
- E. Community relations should improve due to greater personal contact with the general public. (See Annex A).
- F. The initial budget costs will be greater than previous at first, but the overall increase in police service and lower maintenance costs will far outweigh the initial costs of switching to the proposed system.
- G. Visitors to Tennessee, as well as the citizens of Tennessee, could travel our highways with a greater feeling of security.

- H. The proposed system would also serve a two-fold purpose.
1. The officer would have a car to take to court when required, especially on his off time, since he is in the process of performing state business.
  2. The job of reducing deaths and injuries on our highways would be enhanced by placing another patrol car on the road for the public to see. This would provide a further deterrent effect.
- I. Maintenance will be performed on the officer's regular days off, thus converting man-hours now used for maintenance purposes to productive patrol time.
- J. The Trooper's physical appearance, as well as his mental attitude, would be improved. This would be due to the Trooper not having to spend as much time transferring equipment to and from cars. The transferring of equipment, as mentioned above, causes a great deal of lost time.
1. Under the One Man One Car System, this time could be better utilized by eliminating the need for transferring equipment. This would allow the men to spend more time on road patrol and thereby reduce deaths and injuries on our highways.
- K. A vehicle assigned to an individual officer provides him with a greater measure of safety than the pool system. The officer is able to match driving behavior to the individual characteristics of the machine. The matching magnifies its importance in pursuit situations. Having personally involved himself with the maintenance of his vehicle, the officer gets a psychological lift as actual reassurance that his unit is at peak condition. At high speeds, the officer's attention should be directed to changing external conditions and not be preoccupied with doubt about his own unit.
- L. Taking into consideration the number of days off, vacation time, sick days that a Trooper uses, he is on duty 235 days a year. A Trooper actually works eight hours a day, not counting his meal and break time. This multiplied together equals 1,920 man-hours worked a year by a Trooper.

9,512 hours were lost to the Tennessee Highway Patrol last year on maintenance and repairs. If this lost time was divided by the 1,920 man-hours worked annually, it equals to approximately five.

This five, under the proposed plan, would represent five more men on the road for patrol duty or the equivalent of the time spent by five men on the road, due to the elimination of maintenance and repairs on the Troopers' working days.

The total cost for one year for one Trooper is \$17,452.51. By multiplying this figure by the five, the Tennessee Highway Patrol would be saving \$87,262.55

- M. It would facilitate the work and reduce response time to emergencies.
- N. Maintenance costs would be reduced.
- O. Security of Highway Patrol vehicles would be improved due to the cars being parked at different locations throughout the area. The cars, as they are now, are more susceptible to sabotage while being parked at each District Headquarters.
- P. Higher trade-in value would be achieved under the proposed system.

### III. FACTS

- A. The work of the Tennessee Highway Patrol is highly decentralized throughout the 95 counties of the state and is rural in nature.
- B. There are presently 435 cars assigned to the Tennessee Highway Patrol. It will require a minimum of 624 cars to begin a one officer one car assignment. This does not include issuance of vehicles to Driver License Examiners, Communication Operators and some Administrative personnel. 23 cars are presently assigned to these services.

- L. The following is a breakdown of vehicle and officer assignment by District.

<u>District</u>	<u>Officers</u>	<u>Vehicles</u>
1 - Knoxville	79	52
2 - Chattanooga	77	51
3 - Nashville	97	76
4 - Memphis	76	52
5 - Kingsport	73	45
6 - Cookeville	67	45
7 - Lawrenceburg	63	44
8 - Jackson	<u>69</u>	<u>47</u>
Total	601	412

2. Twenty-three (23) vehicles are assigned to Headquarters.

- C. A minimum of 189 additional vehicles will be required in order to assign a car to each uniformed commissioned THP officer whose assigned duties require the use of a vehicle, and to provide transportation for the Driver License Examiner Roving Crews.

1. The cost and operating expenses based on the latest purchase price and cost of operation per mile would be \$1,541,374.38.

a. Cost per vehicle and equipment	\$6,068.00	
189 (vehicles) X \$6,068.00		\$1,146,852.00
Average operating expense	\$2,087.42	
189 (vehicles) X \$2,087.42		<u>394,522.38</u>
Total		\$1,541,374.38

- b. Cost of Patrol car and necessary equipment.

Patrol car	\$4,384.00
Radio	1,129.00
Bar light and siren	440.00
Decals	15.00
Screens	33.00
First Aid Kit	25.00
Fire Extinguisher	<u>25.00</u>
	\$6,068.00

- D. Trade-in value has been consistently higher under the One Man One Car System than under the other types. (See Annex A).
- E. The operation of the Tennessee Highway Patrol is on a twenty-four hour basis every day of the year. All sworn officers are subject to call at all times, but at the present time there are insufficient vehicles for individual assignment. Consequently, in some emergency situations the Supervisor is often deprived of the immediate services of many Troopers. An example of this type situation is the riot squad of each Troop. Much valuable time is lost because those Troopers not assigned individual vehicles must report to Troop Headquarters for transportation. There he must transfer his riot gear from his personal vehicle to the Highway Patrol vehicle; whereas, if he has an assigned automobile all gear is packed and ready and the Trooper can respond as soon as he is called.
- F. 9,512 man-hours were spent on maintenance repairs last year 1974.
- G. Under the present system the Tennessee Highway Patrol lost 9,512 working hours due to the patrol cars being out-of-service for maintenance. Under the proposed system, this time could have been better spent on the road, protecting and serving motorists throughout the state.

#### IV. DISCUSSION

- A. The main factor to be considered in this policy is the added cost the program will add to the Department's budget.
- B. It is difficult to exactly determine any real additional road mileage being placed on the cars as in many cases this system will not substantially change the use of some vehicles. Marked cars will probably be used to a greater degree. The present system now places an average of 75,000 miles on each car. This usually means that about one-half of the fleet is traded annually.
- C. Exact statistics are not available to indicate how effective this program has been with other state agencies. It is sufficient to note, however, that most responses to our inquiries expressed favorable and enthusiastic support for the system.

- D. Under the pool type system, more time is lost by individual Troopers when they are forced to wait on a car that another Trooper is still using due to court, arrests, accidents, etc., at the time of the shift change.
- E. Another disadvantage of the present pool type system is the overtime factor. If an officer is late getting out of court, making an arrest, working an accident, etc., his having to change vehicles causes overtime work for which the Tennessee Highway Patrol will have to pay.
- F. The One Man One Car System would eliminate the extra financial costs that a Trooper has to pay for gasoline and parking when driving his personal car to court on his off time to handle state business.
- G. This system would allow a Trooper to respond immediately to an emergency or enforcement situation, since he is already in uniform, that he may come upon while going to and from work and court.

V. CONCLUSION

- A. There appears to be no major problem to prevent the Tennessee Highway Patrol from adoption of this program except the possible added cost to the Department's budget. Predicting exact costs for this program is difficult as many factors are included. However, the resulting gains in police service would far outweigh the initial cost.
- B. Adoption of this plan would add to the mobility and availability of Highway Patrol services to the citizens of Tennessee. There would be immediate response to any call out for any particular kind of emergency, natural disaster, or riot.
- C. Other departments in State Government allow their cars to be taken home, such as the Department of Transportation, Department of Education, etc. These people are not called out on emergency situations as the Tennessee Highway Patrol often is.
- D. Responses to our survey from other state agencies indicated that the One Man One Car Program was a tremendous morale booster.

VI. RECOMMENDATIONS

- A. It is recommended that the Tennessee Highway Patrol adopt the One Man One Car System for issuing patrol cars. It is further recommended that each sworn officer be equipped with an individually assigned patrol car to use to go to and from his patrol assignments.
1. Each officer would be accountable for the car and its appearance.
  2. Maintenance and upkeep would be carried out on the officer's off-time except for emergency repairs.
  3. All equipment assigned to a Trooper would be carried in each car. This would include such items as briefcases, clothing, accident investigation kits, riot gear, general orders, etc.
  4. A strict inspection program that would require strict adherence to a particular high standard of care and pride for the assigned equipment and vehicle by the Trooper.
  5. Cars would be traded every two years as a Trooper will average about 30,000 miles a year. By trading at 60,000 miles, costs would be lowered for such items as maintenance and tires.
  6. Strict adherence to all General Orders concerning use, care, and operation of patrol cars would be followed.

**END**