

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT

Manpower Allocation and Deployment Study

REPORT NUMBER

75-085-020

FOR

Beaumont, Texas, Police Department

Population: 120,000

Police Strength:(Sworn): 174

Total: 203

Square Mile Area: (Land) 72

Public Administration Service
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Washington, D.C. 20036

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NUMBER

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I. INTRODUCTION

The city of Beaumont, Texas, is located in the southeastern part of Texas known as the Golden Triangle area (Beaumont, Orange, and Port Arthur, Texas). The city is governed by a City Manager-Council form of government and has a reported population of 120,000 which grows to approximately 175,000 when used by employees of several major oil and chemical corporations located in the vicinity as a metropolitan trade and shopping center. The city has approximately 72 square miles of land area, is approximately 8 feet above sea level, is crisscrossed by several canals used for irrigation of rice crops, and also has navigation channels leading from the Gulf of Mexico to the Port of Beaumont which is located near the central business district.

The population of the city of Beaumont is predominately white with a significant minority black population of approximately 35 per cent.

The Beaumont, Texas, Police Department is organized as a part of the city's Public Safety Department and is presently staffed by 174 sworn officers and 29 civilian employees under the leadership of Chief Willie Bauer. Chief Bauer has served as Chief of Police in Beaumont since 1961.

Under Chief Bauer's leadership, the department has adopted an enlightened policy of sending their supervisory and command officers to numerous schools to improve their skills, e.g., Federal Bureau of Investigation National Academy, Southern Police Institute at the University of Louisville, Northwestern University Traffic Institute, etc. In addition, the advancement of a college education for officers has been encouraged and a significant number of officers are now attending classes at Lamar University, Beaumont, Texas, and Sam Houston State University, which conducts classes in the area.

The department began occupancy of its new Police Headquarters in February, 1975. The building was completed at a cost of 3.6 million dollars and was the result of a capital improvement bond program approved by Beaumont voters.

The city's fiscal year begins on October 1st of each year and ends on September 30th. The department is currently allocated \$3,397,972.00 for its operation during the 1975-76 fiscal year.

The department has experienced a rather high attrition rate, with a loss of 18 officers in 1974 and 25 officers in 1973. The city of Beaumont entered into its first labor contract with police officers effective October 1, 1975. Local No. 491, International Brotherhood of Police Officers, is recognized by the city as the sole and exclusive bargaining agent for employees in the bargaining unit in matters concerning wages, rates of pay, hours of employment, or conditions of work. The union represents all full-time police officers from the rank of patrolman through assistant chief.

The department has received criticism in the past from the City Council for not recruiting and employing a representative number of black officers and civilian employees and for not always being objective in the recruiting, hiring, and promotion of its employees. In an attempt to overcome these deficiencies, the department obtained federal assistance to develop a model recruiting and selection plan. This project was a joint effort of the American Production Systems, Inc., Austin, Texas, and the Psychological Services Branch, Intergovernmental Personnel Programs Division, Dallas Region, U.S. Civil Service Commission. The study was completed and presented to the department in June, 1975. The end product is a content validated, job-related model recruiting and selection system designed to overcome many of the past deficiencies experienced by the department.

Due to past discrepancies, recruiting and selection had been delayed for several months. The city and the department were in the process of selecting 17 candidates for entrant officer positions at the time of this report. When selected, they will begin a ten-week basic training course at the Lamar University Police Academy.

It was the general opinion of Chief Bauer and members of his staff that the workload of the department has increased disproportionately higher for the last several years than personnel to perform the increased work. This opinion is based on department statistical reports and reports on Indexed Part I crimes, all of which indicate steady increases in crime for the past 10 years. The increase of the workload and reported increase in serious crimes, coupled with the inability to regularly man patrol units, resulted in an almost unanimous opinion of all the persons interviewed that the department must receive additional personnel if they are to be expected to overcome the problems currently being encountered.

II. UNDERSTANDING OF THE PROBLEM

The Chief of Police and the consultant recognized the limitations imposed on the technical assistance project by the time allotted for the project. Therefore, it was agreed that the consultant would interview key personnel, collect and analyze pertinent statistical data, department charts and records, and make a firsthand evaluation of the patrol techniques being utilized by personally observing the manner in which patrol units respond to and handle calls.

It was also the opinion of those interviewed that the occupancy of the new police headquarters building had necessitated transferring several officers from street assignments to man new positions, i.e., additional position of jailer, manning information desk, and a monitoring desk, thereby, further limiting the availability of field personnel.



III. ANALYSIS OF THE PROBLEM

A careful analysis was made of the department's organizational chart to diagrammatically view the organization structure, see a pictorial representation of personnel distributions, and to identify functional responsibilities of the various elements. The organizational structure was studied to determine if provisions were made for:

1. Sound and clear-cut allocation of responsibilities
2. Equitable distribution of workloads among elements and individuals
3. Clear and unequivocal lines of authority
4. Authority adequate to discharge assigned responsibilities
5. Reasonable spans of control for administrative, command, and supervisory officers
6. Unity of command
7. Coordination of effort
8. Administrative control 1/

In addition to the above principle of organization, the factors of time and area were also taken into consideration in analyzing the manpower needs of the department.

Present Authorized Strength

A review of the department's personnel roster dated September 17, 1975, indicated that the Uniform Division was short 12 officers as presently organized. These

1/ International City Managers Association, Municipal Police Administration, Sixth Edition, (Washington, D.C.: 1969) pp.20-21.

shortages were apparently caused by the the transfer of nine officers from the Unifrom Division to man new positions required when occupying the new police headquarters building and by resignations. 2/

Present Beat Structure

At the present time, the city of Beaumont is organized in nine basic police patrol beats. The present allocation of manpower authorizes a captain as watch commander, a lieutenant, and two sergeants for command and supervision. The manpower is distributed as indicated:

Table I

<u>Watch I</u>	<u>Watch II</u>	<u>Watch III</u>
1 Captain	1 Captain	1 Captain
1 Lieutenant	1 Lieutenant	1 Lieutenant
2 Sergeants	3 Sergeants	2 Sergeants
27 Officers	30 Officers	36 Officers
<u>31 L. E. Personnel</u>	<u>35 L. E. Personnel</u>	<u>40 L. E. Personnel</u>

An analysis of the 1974 Beaumont, Texas, Police Department Annual Report indicates that members of this department were dispatched on 48,398 radio calls during 1974. The report indicates that no units were available to handle 4,860 incidents. This would indicate that, no cars were available for approximately 10 per cent of the department's calls for service. 3/ Based on interviews with uniform personnel at all levels, analysis of available data, and personal observations made while riding for three hours

2/ Memorandum, Major Cecil Rush to Chief Willie Bauer entitled, Replacement of Personnel, dated April 7, 1975.

3/ Beaumont, Texas, Police Department 1974 Annual Report for Presentation to the January, February, and March, 1975, Jefferson County Grand Jury.

with patrol units, it is the consultant's opinion that the patrol force of the department is in a completely reactive posture with inadequate supervision to respond in a planned, organized manner to the problems with which it is confronted.

It is apparent that a beat study has not been made for a number of years and that the workload of the individual officer has reached the level where they now find themselves responding to one radio call after another with very little opportunity to reflect or assume a proactive posture. This does not allow officers to concentrate on their assigned areas. Patrol units should not be committed to called-for or self-initiated activities for more than 65 per cent of the time if they are to be expected to effectively handle their area assignments.

The lack of sufficient personnel to meet service demands has undoubtedly caused a great deal of frustration in uniformed personnel and probably accounts in part for the high attrition rate being experienced by the department.

It was also observed that because of insufficient numbers of basic patrol units, detectives were being dispatched to handle calls for basic police services normally handled by uniformed officers. This practice is undesirable and detracts from the objectives of the Detective Division of investigating crime and recovering stolen property. It is another indication that the basic patrol force is not adequately staffed to perform its mission.

1974 Workload Statistics

The workload statistics that follow indicate the relative amount of increase in workload experienced annually by the Beaumont, Texas, Police Department:

Table II

	<u>1974</u>	<u>1973</u>
Adult Arrests	5,996	5,047
Juvenile Arrests	1,347	1,135
Vice Arrests	881	747
Vice Investigations	3,775	2,907
Part I Offenses	7,530	6,888
Part I Offenses Cleared	2,242	2,281
Part II Offenses	5,588	4,873
Part II Offenses Cleared	3,031	2,482
Value Property Stolen	\$1,393,647	\$910,974
Value Property Recovered	\$527,524	\$356,900
Traffic Accidents	4,658	5,546
Traffic Injuries	903	1,169
Traffic Deaths	10	21
Traffic Tickets	36,543	39,429

Patrol Manpower Distribution

Any study of manpower allocation within a police department must begin with the patrol force. To the extent the patrol force fails to achieve the police goal, specialized units within the police agency are necessary. Deployment of each officer should be done in a manner that optimizes cost-effectiveness. For the patrol force to succeed, studies related to manpower distribution and workload must be completed periodically asking, as a minimum, the questions listed below:

1. How much time should an officer spend on preventive patrol?

2. What effect does the arrest rate have on crime?
3. To what extent should an officer inspect police hazards on his beat?
4. What is an acceptable response time to a called-for service?
5. What size should the patrol force be to achieve its goals?
6. What should the task priorities be for each officer during a tour of duty?
7. What should be the workload of each patrol officer in order to have an equitable distribution? 4/

There are no exact or easy answers to the above questions. However, the citizens of any community have a right to the highest level of service the police department is capable of producing. Budget restrictions, personnel competence, volume of traffic service, calls for service, and criminal activities weigh heavily on a department's ability to provide service. Thus, the patrol force should be distributed according to proportional need, geographically and temporally. To accomplish this, an analysis of statistical data is necessary.

The Beaumont, Texas, Police Department is reasonably well organized in accordance with sound management principles to accomplish its objectives; it is staffed with well-trained dedicated personnel, but now finds itself faced with an increasing crime rate and a demand for more services from citizens, it occupies a new police building which requires more personnel; and it is unable to respond effectively to the service demands of the community.

4/ Donald T. Shananan, Patrol Administration, (Boston, Massachusetts: Holbrook Press, Inc., 1975) p. 351.

IV. SUMMARY OF FINDINGS AND CONCLUSIONS

1. The present beat structure being utilized by the department is inadequate to handle the service needs of the community.
2. The allocation of manpower in the Uniform Division, both geographically and temporally, is not being assigned to optimize the effect of available personnel.
3. The assignment of a captain, lieutenant, and two sergeants to command and supervise a watch is inadequate to provide necessary supervision and command to patrol units.
4. The department has not completed a beat study for a number of years, which has resulted in the patrol force assuming an almost completely reactive posture of answering called-for services, rather than an aggressive planned patrol.
5. Detectives are being utilized to answer calls for basic police services.
6. In the planning and construction of the new police headquarters building, no provisions were made for staffing additional positions required by occupancy of the building.
7. The workload and crime rate have increased steadily for a number of years without a comparable increase in manpower to handle the workload.
8. Insufficient attention is being given to the crime and traffic analysis function, which would result in more effective use of personnel if properly used.
9. The department does not have a comprehensive written affirmative action plan aimed at bringing the minority representation of employees within the department in line with the percentage of minorities in the community or for providing equal opportunity in assignments, promotions, and transfers.

V. RECOMMENDATIONS

1. It is recommended that the department immediately being a beat study using the following, or similar, method:

- A. Design basic reporting areas to align with census tracts in order to develop data relative to population measurements and socio-economic factors.
- B. Utilize a large map of the city to plot crime and called-for service information. Experienced patrol personnel should outline on the map high, medium, and low crime areas. Reporting areas should be grouped together later in order to create a patrol beat with equal workloads.
- C. The boundaries of reporting areas should follow natural boundaries such as railroad tracks, main arteries, freeways, rivers, bridges, etc.
- D. A 20 to 25 per cent sampling of calls for service for the prior six-month period should be analyzed. This analysis should categorize each incident according to:

- Part I crimes (index crime)
- Part I arrests
- All other offenses
- All other arrests
- Traffic accidents
- Miscellaneous calls for service

E. Weigh each incident based on the amount of time necessary for the patrol officer to properly handle the incident and the seriousness of the event using the below-listed weight:

<u>Type of Incident</u>	<u>Weight</u>
Part I crimes	
Murder	4
Rape	4
Robbery	4
Burglary	4
Aggravated Assault	4
Larceny over \$50	4
Auto Theft	4

Part II crimes	3
Arrests	2
Traffic Accidents	2
Miscellaneous calls for service	1 <u>5/</u>

F. Add up the total number of incidents (using weights recommended) for each census tract to determine how many census tracts or portions thereof should be combined to form a basic beat area.

G. The basic beat structure will be determined by combining census tract areas, taking into consideration geographical barriers, for the least active shift (normally the midnight to 8 a.m. shift) which will not result in officers being committed more than a certain percentage of their shift. (Consultant recommends not more than 65 per cent.)

H. The percentage of the workload for each shift is then calculated to determine how many patrol units should be assigned to the other shifts.

I. Utilize a 1.6 relief factor for each patrol unit per eight-hour shift to arrive at the proper number of personnel.

2. It is recommended that the beats be divided into two separate sectors (sergeant and half of the beats) for the proper span of control and unity of command necessary to properly supervise the patrol units.

3. It is recommended that a captain, lieutenant, and four sergeants be assigned to each patrol watch for proper supervision and control, and that they be required to respond to all calls of a serious nature.

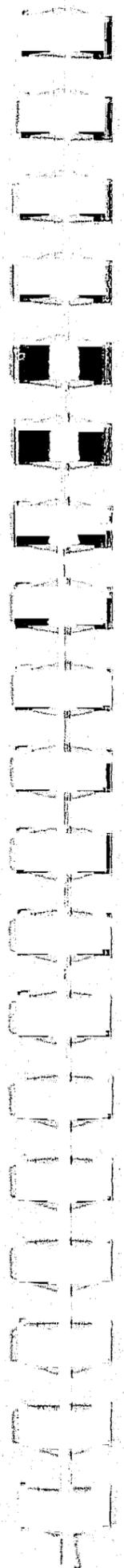
4. If the department decides to assign one additional jailer, one information desk officer, and one officer on the monitoring desk on each of the three shifts, it is recommended that five additional personnel be assigned (3 positions x 3 shifts = 9 persons x 1.6 = 14 persons to properly staff). It is the consultant's opinion that these positions could be staffed with civilian personnel.

5/ Shannon, Ibid., pp. 351-368.

5. It is recommended that an additional four officers be assigned to the Special Services Detail of the Detective Division to increase the department's capability to handle narcotics investigations, the threat of organized crime, and other vice-related activities. (Note: This recommendation is made based on the consultant's opinion after interviews of a confidential nature with persons responsible for the control of organized crime activities.)

6. It is recommended that two additional civilian personnel be assigned to the Planning and Research function—one person to be assigned to crime analysis and one person assigned to traffic analysis.

7. It is recommended that the department adopt a written comprehensive affirmative action plan to increase minority representation within the department in proportion to the service population. Equal opportunity in selection, assignment, transfer, and promotion of minority employees must be provided.



APPENDIX I
List of Personnel Interviewed

APPENDIX I

Personnel Interviewed

Willie Bauer, Chief of Police Beaumont, Texas

Clyde C. Rush, Assistant Chief Beaumont, Texas

E. T. Corder, Captain, Administrative Assistant Beaumont, Texas

Cecil C. Rush, Major, Uniform Division Commander Beaumont, Texas

Milton C. Snell, Major, Detective Division Commander Beaumont, Texas

Charles Perricone, Captain, Detective Division Beaumont, Texas

Steve J. Basil, Lieutenant, Uniform Division Beaumont, Texas

J. G. Wilson, Lieutenant, Juvenile Section Beaumont, Texas

Harley D. Rush, Patrolman, Uniform Division Beaumont, Texas

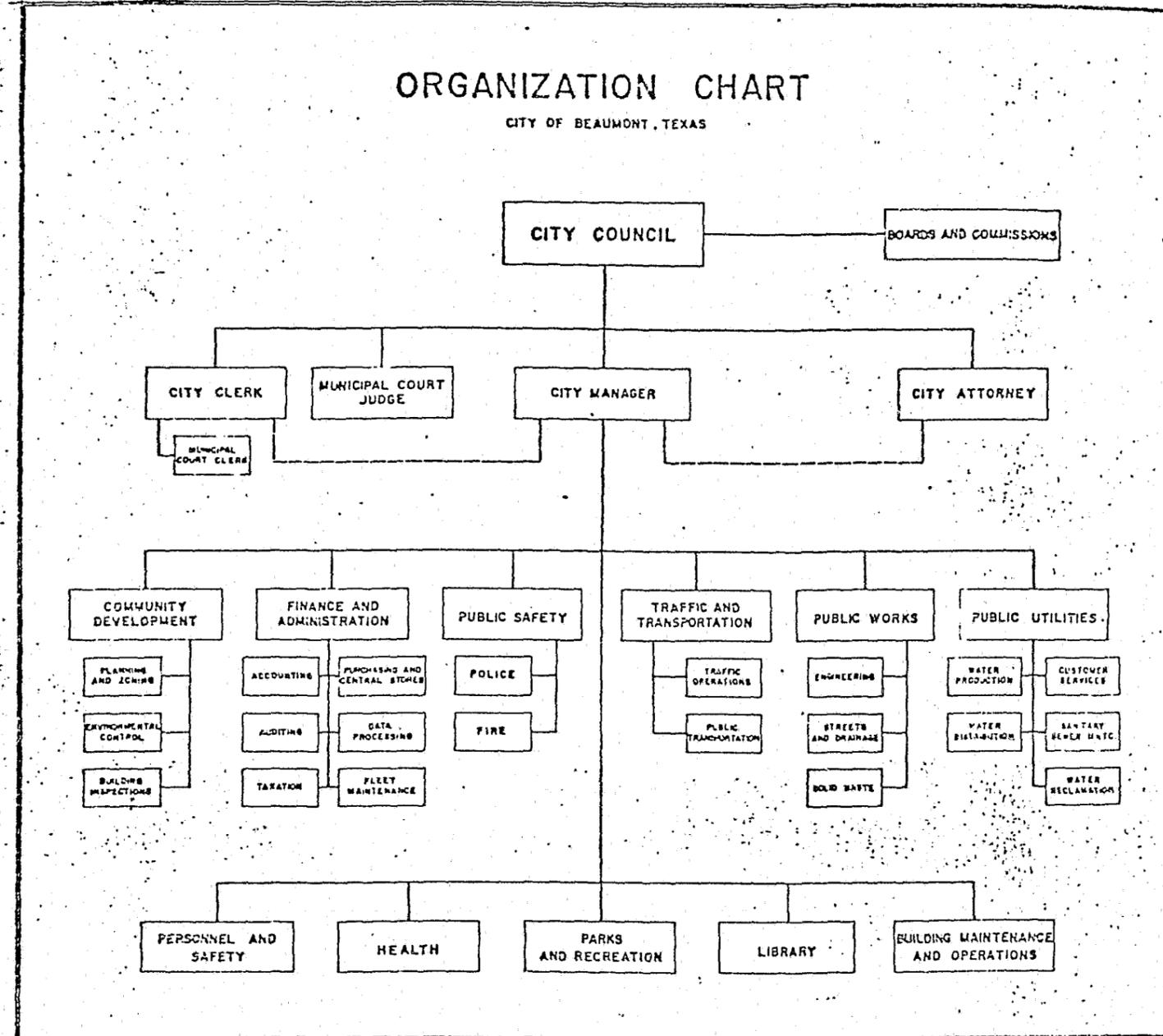
James W. Parker, Patrolman, Uniform Division Beaumont, Texas



APPENDIX II
Organization Chart, City of Beaumont

ORGANIZATION CHART

CITY OF BEAUMONT, TEXAS

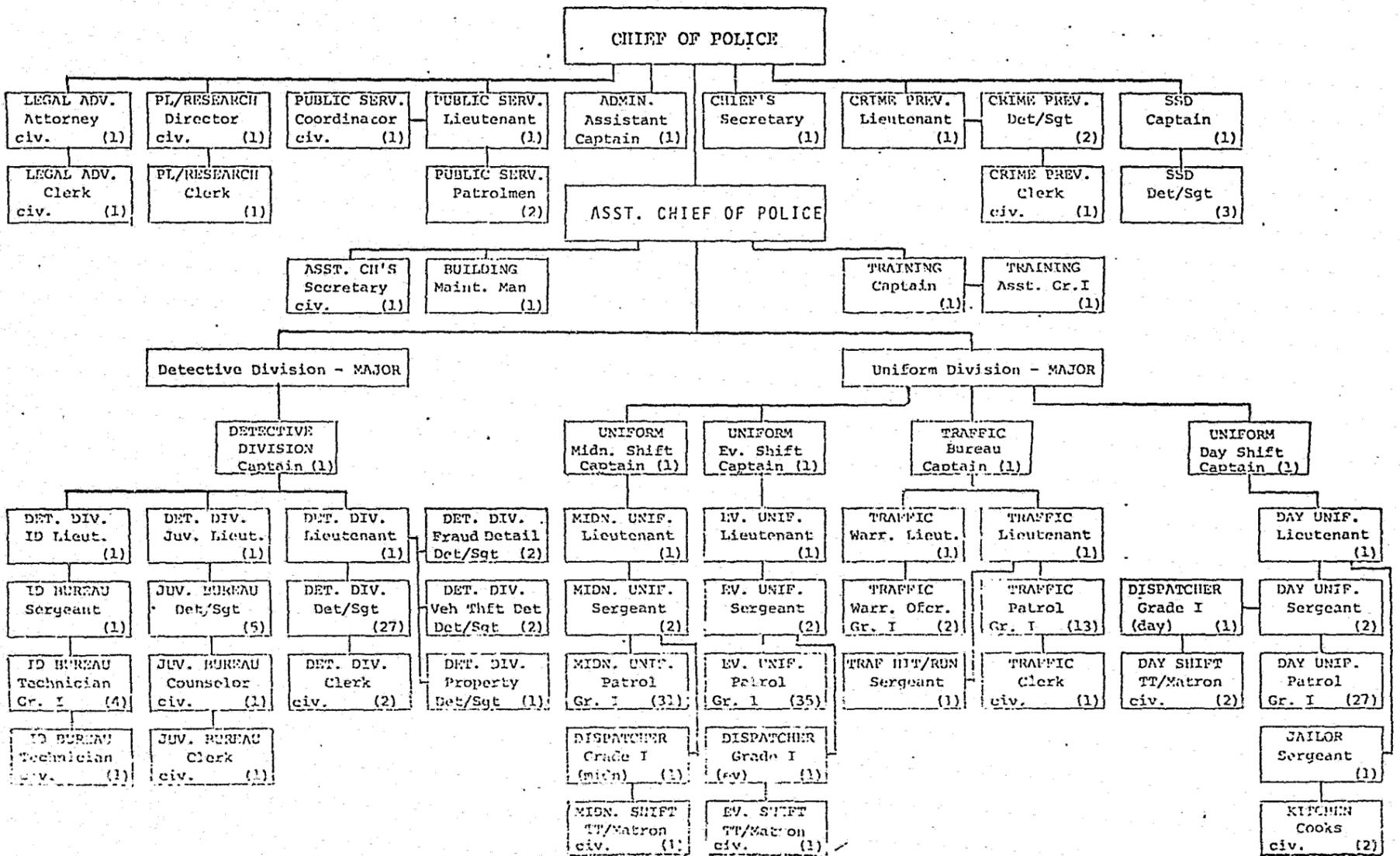


APPENDIX III

Organization Chart, Beaumont Police Department

APPENDIX III

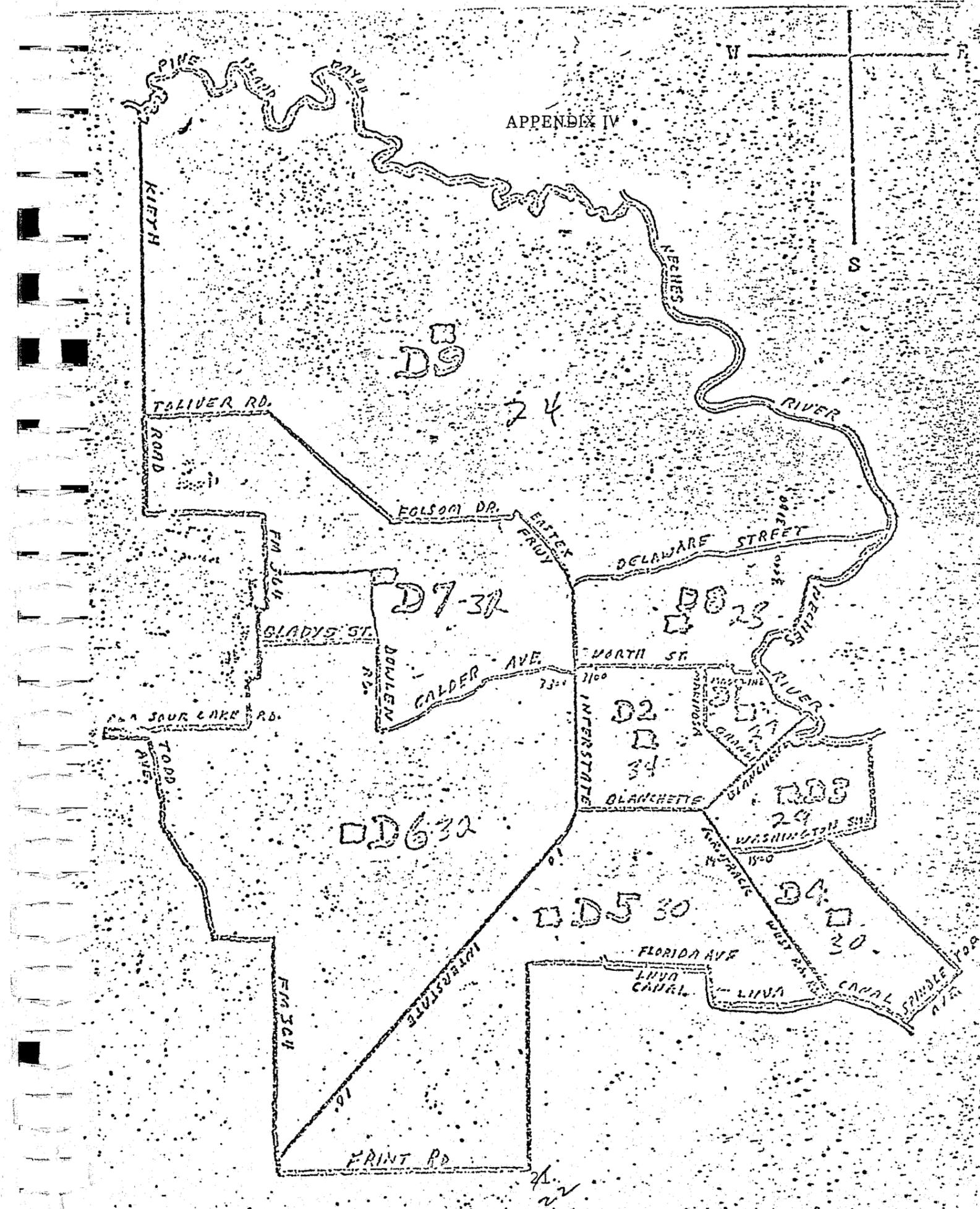
April, 1977





APPENDIX IV
Beat Structure, Beaumont Police Department

APPENDIX IV



END

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