

#107

POLICE  
INDIVIDUAL TECHNICAL ASSISTANCE REPORT

*In Response to a Request for Technical Assistance*

by the  
Longview, Texas, Police Department

NO 11

AUG 14 1973

August 14, 1973

35876

Prepared by:

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

(Per Contract J-LEAA-015-72)

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

Larry R. Walton  
Police Consultant  
Utopia, Texas

B. **Date Assignment Received:**

December 20, 1972—delayed by local request until June 20, 1973

C. **Date of Contact with LEAA Regional Coordinator:**

May 25, 1973

D. **Dates of On-Site Consultation:**

June 20-22 and July 9-11, 1973

E. **Individuals Contacted:**

City Manager Mosely  
Chief of Police R. Stone  
Assistant Chief of Police R. Tutt  
Captain E. Crocker  
Captain N. Amos  
Captain T. Carrington  
Captain E. Craxton  
Lieutenant T. Puckett  
Sergeant C. Buce  
Sergeant W. Ferguson  
Sergeant E. Hill  
Officer J. Brumfiel  
Officer L. Brown  
Officer L. McDaniels  
Juvenile Officer J. Stone  
Clerk J. Owles  
Clerk S. Jameson  
Clerk M. Bolton  
Clerk G. Brown  
Clerk L. Connell

II. STATEMENT OF THE PROBLEM

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

Provide technical assistance in evaluating the organization and management of the Department.

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.

CONSULTANT'S REPORT

## I. INTRODUCTION

The City of Longview, located in northeast Texas, covers an area of 27.6 square miles and is the county seat of Gregg County. It is served by Interstate Highway 20 and U.S. Highways 80 and 259. The population has increased from 24,445 (1950) to 40,050 (1960) to 46,744 (1970) to the present estimated 55,400 as a result of both normal growth and annexation. While the period 1950—1960 saw the greatest growth (64 percent), there is every indication that there will be a continuing population increase of 2 percent per year. Therefore, it is reasonable to assume that the City's 1980 population will be in the range of 65,000 to 70,000 persons.

Incorporated in 1871, Longview was initially an agricultural center, but the economy of the City became oil-oriented with the discovery of substantial oil deposits. Today the City is economically diversified with present industrial production in the areas of aircraft components, metal cans and castings, mobile homes, oil well tools, industrial machinery, chemicals and plastic, food products, truck beds and trailers, and apparel.

The purpose of this project was to:

1. Evaluate the organization and management of the Longview Police Department including such aspects as:
  - a. Administration.
  - b. Patrol.
  - c. Traffic.
  - d. Criminal investigation.
  - e. Records.
  - f. Communications.
  - g. Jail.
2. Make recommendations for improvement, as appropriate.

Obviously, for a department of the size and complexity of Longview, time limitations preclude the review of departmental practices in great depth. Consequently, attention has been directed to those broad aspects of organization and administration in which the greatest improvement can be readily achieved.

Analyses and evaluations, together with the recommendations, are based on interviews with the City Manager, the Chief of Police, and members of the Police Department; review of information obtained through such interviews and related observations; and the examination of reports, records, and departmental operating procedures.

## II. BACKGROUND

The City of Longview operates under a city manager-council form of government with the Chief of Police reporting to the City Manager. The City Manager is informed of police activities by the Chief of Police through periodic, special written and oral reports, periodic statistical summaries, and a detailed annual report.

Police training is available at East Texas Police Academy located at Kilgore Junior College in Kilgore, Texas. Laboratory facilities are available only in Austin at the Texas Department of Public Safety or at the Dallas, Texas, Police Department.

The 1972-1973 Police Department budget totaled \$788,926, of which \$680,476 (approximately 86 percent) was devoted to salaries. As an indication of criminal activity, statistics show that Index Crimes totaled 879 in 1972 compared with 796 in 1971, an increase of approximately 10 percent. However, 1972 was the first year of significant increase in recent years. In illustration of the Department's response to crime, statistics indicate that arrests for Index Crimes totaled 201 in 1972, while arrests for all offenses totaled 2,849 in the same year. Investigations conducted by criminal investigators totaled 2,471 in 1972; for 1973 such investigations by mid-May numbered 1,300. Patrol officers responded to 21,304 calls in 1972, an increase of slightly more than 7 percent over the previous year.

Traffic accidents in 1972 totaled 2,242, an increase of just under 3 percent over 1971. As a result of these accidents, there were 10 persons killed and 408 persons injured.

The Traffic Enforcement Index, the principal quantitative measure of traffic enforcement, is a representation of the relationship of number of citations for hazardous moving violations which have resulted in a conviction to the number of vehicle accidents in which persons were injured or killed.

Although precise figures are not available to permit the calculation of an Index, based on the fact that there were 2,764 convictions for hazardous violations in 1972, an estimated Enforcement Index of 6.2 would be reasonably accurate. The Department routinely forwards statistics to the F.B.I., the National Safety Council, and the Texas Department of Public Safety in Austin but provides no arrest information other than statistics.

Other responsibilities of the Department include the operation of a dog pound for the City, employing two police officers. During the year the Police Department responded to 2,836 calls concerning dogs and impounded 3,385 animals in the City Dog Pound.

### III. PERSONNEL

The Longview Police Department employs a total of 96 persons. The distribution by job classification and salary schedule follows:

<i>Title</i>	<i>Number</i>	<i>Monthly Salary</i>
Chief of Police	1	\$1,300
Assistant Chief of Police	1	925
Captain	4	760
Lieutenant	5	720
Juvenile Officer	1	735
Sergeant	9	705
Patrolman	54	675
Clerk	6	450
Meter Repairman	1	738
Metermaid	3	475
School Patrol	11	175

Excluding the metermaids and repairman and the school patrol personnel, the ratio of police personnel to population is approximately 1.5 per 1,000 population. The Department has shown a steady increase in personnel over the years, increasing from 49 in 1960 to 56 in 1965 to 72 in 1970 to 81 in 1973.

Average length of service for the patrolman rank is approximately six and one-half years. Most supervisors have attended three or four management classes at various police schools. No written tests are administered to job applicants, nor are there any formal testing procedures for promotion. Instead, promotion is based on informal recommendation to the Chief of Police by members of the rank for which the individual is being considered. Seniority apparently is the determining factor. Job benefits, such as vacation, paid holidays, and sick leave, are standard. Department personnel are members of the State Retirement System.

All personnel complaints are written, and division commanders, under the supervision of the Assistant Chief, are responsible for the investigation of complaints. In practice, a complaint is assigned by the division commander to a supervisor for investigation. Based on the facts developed, the division commander makes an appropriate recommendation to the Chief of Police, who has final authority in disciplinary matters. There are no civil service appeal procedures.

A study of salaries, present and possibly proposed, lies beyond the purview of this study. It does appear, however, that salaries are somewhat low, most particularly for sergeants, lieutenants, and captains. Therefore, it is recommended that a detailed salary survey be conducted in the near future in order to correct any inequities in the present salary structure.

#### IV. OFFICE OF THE CHIEF OF POLICE

Chart I illustrates the present organizational structure of the Department and the allocation of personnel. The chart indicates that the Chief directly supervises activities pertaining to the court clerk function, intelligence and narcotics, meter repair, and civil defense. None of these activities are appropriate for the direct supervision of the Chief of Police. It is recognized that under certain circumstances an exception might be made for intelligence, vice, and narcotics activities; however, such circumstances are not present in Longview. It is the opinion of the consultant that all of these activities should be delegated to various departmental units, or other city agencies, in order to free the Chief of Police for the more important functions of long-term planning and day-to-day administration of departmental affairs.

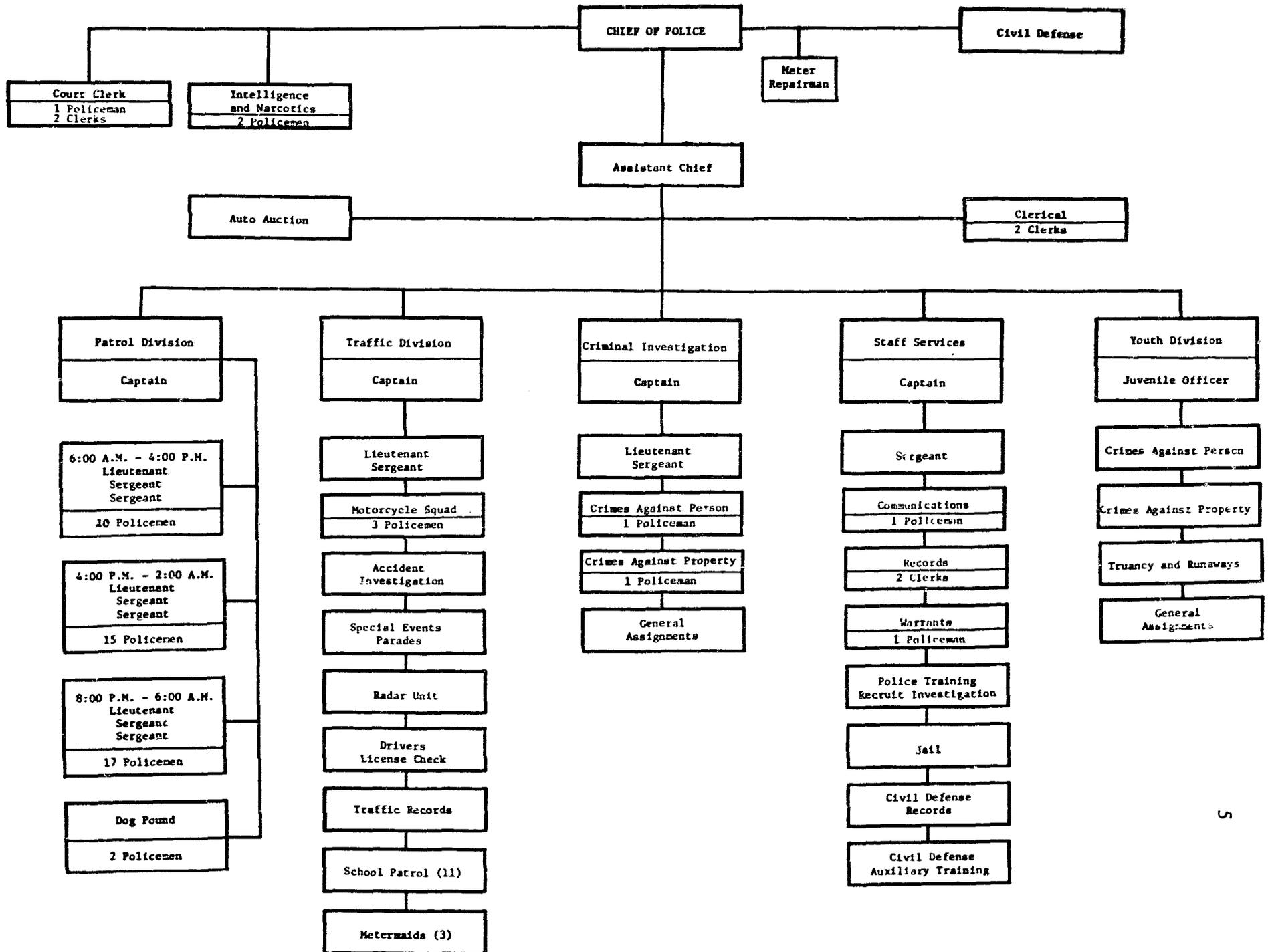
The court clerk function, which consists of a court clerk policeman (who also acts as bailiff) and two clerks, should be transferred to some other city agency. The present arrangement does not make proper use of a policeman and places the Department in the potentially embarrassing position of controlling the monies received for traffic citations, parking citations, and court fines. Such an arrangement inappropriately involves the police in the judicial phase of criminal justice. Most commonly, the court clerk operation is part of the court itself. In some cases, the court clerk function is attached to a city finance department. Organizationally either is preferable to attachment to the Police Department. Obviously, with the transfer of the functions the policeman serving as court clerk should be reassigned within the Police Department.

As to intelligence and narcotics functions, it is recommended that this activity be made a part of the criminal investigation division, with direct supervision provided by the captain of that division. There appears to be no true value in such a unit reporting directly to the Chief of Police.

Civil defense activities, while necessarily involving the Chief of Police, need not be a matter for his routine and direct concern. Such activities could more properly be assigned to the staff services division. Some recognition has already been given to this matter. Civil defense records and auxiliary training are presently assigned to the staff services division. There appears to be no valid reason for not assigning all civil defense matters to the one division.

The reason for the direct supervision of the meter repair function by the Chief appears to be buried in the shadowy past. In much the same manner, and for basically the same reasons, the meter repair function is no more valid as a police agency function than is the court clerk operation. It is, therefore, recommended that the meter repairman be transferred to some other more appropriate city agency. If this is not deemed advisable, a more appropriate assignment would be to the patrol division (recommendations elsewhere in the report pertaining to the traffic and patrol divisions will more completely explain this seeming inconsistency).

Chart I PRESENT ORGANIZATION  
LONGVIEW, TEXAS, POLICE DEPARTMENT



By divesting the Chief of Police of these four specific supervisory tasks, it is believed that the Chief will have more time to devote to the broader aspects of departmental direction. In addition, an increase in operational efficiency should result from those units discussed above being moved to more appropriate units within the city structure.

The Assistant Chief of Police, as indicated in Chart I, has the responsibility for conducting automobile auctions (processing of impounded and abandoned vehicles) and general supervision of the clerical function. He supervises a clerk who handles the Chief's correspondence and a clerk who handles correspondence for the captain of the criminal investigation division, and who together are responsible for that portion of criminal records devoted to traffic accidents and offense reports. The Assistant Chief also has the responsibility for processing leaves of absence for the clerical staff and ordering forms and supplies when necessary. In addition, he is responsible for the following tasks:

1. Acting Chief of Police when the Chief is absent.
2. Investigation of personnel complaints.
3. Replacement of uniforms.
4. Expediting major equipment repairs.
5. Processing of routine mail addressed to the Chief.

Access to the Chief of Police by members of the Department is through the Assistant Chief.

The position of Assistant Chief tends to create a bottleneck in the flow of information from the divisions to the Chief of Police and vice versa and to some extent isolates the Chief of Police from the Department as a whole. Additionally, maximum use is not being made of this position. Therefore, in order to create better channels of communication, to provide a more direct relationship between captains and the Chief, and to more properly make use of this position, it is recommended that the position of Assistant Chief be retitled "Inspector" and that the incumbent serve as a staff assistant to the Chief of Police with the following responsibilities:

1. Divisional inspections including both field inspections and analysis of work factors on a continuing basis.
2. Supervision of personnel complaints and investigations.

In performing these basic duties, the "Inspector" should be guided by responses to these questions:

1. Are established policies, procedures, and regulations being precisely carried out and in the spirit in which they were designed?

2. Are these policies, procedures, and regulations adequate to attain the desired results?
3. Are the resources at the Department's disposal, both personnel and material, being utilized to the fullest extent?
4. Are the resources adequate to the achievement of the Department's mission?
5. Does there or could there exist any deficiency in personnel integrity, training, morale, supervision, or policy which should be corrected or removed?

This recommendation would make use of the talents of the incumbent Assistant Chief of Police, would also provide for better inspection and control of departmental programs, and, at the same time, would open direct avenues of communication between the Chief of Police and his division commanders.

Other responsibilities presently assigned to the Assistant Chief of Police should be reassigned as follows:

1. Expediting of major equipment repairs—commander, staff services division.
2. Processing of leaves—commander, staff services division.
3. Replacement of uniforms—staff services division.
4. Conducting automobile auction—staff services division.
5. General supervision of the clerical function—staff services division.
6. Processing of routine mail addressed to the Chief of Police—Chief's secretary.

<sup>1</sup> George D. Eastman and Esther M. Eastman,

## V. GENERAL DEPARTMENTAL ORGANIZATION

The patrol division is responsible for those basic functions normally delegated to a patrol unit: uniform patrol, suppression and repression of crime, response to radio calls, and general assistance to the public. In addition, the patrol division is responsible for the Dog Pound. To fulfill these missions, the patrol complement consists of 1 captain, 3 lieutenants, 6 sergeants, and 44 patrolmen.

The traffic division consists of a captain, a lieutenant, a sergeant, and three motorcycle patrolmen. They bear the primary responsibility for traffic enforcement and accident investigation, parades and special events, an annual roadblock check of operators' licenses, and the 11-man school patrol (crossing guards).

The criminal investigation division is staffed by a captain, a lieutenant, two patrolmen, and a secretary. Responsibility covers the field of follow-up investigation, with the exception of narcotics and intelligence. Additionally, the identification function is assigned to the division.

The staff services division consists of a captain, one sergeant (dispatcher), two patrolmen (one dispatcher and one warrant officer), and two clerks. Duties encompass communications, report preparation, warrant service, training, background investigation, jail, and civil defense. Relief for dispatchers is provided by patrol division personnel. Prisoner processing is handled by the identification office (criminal investigation division) with the part-time assistance of one traffic division officer.

The youth division is staffed by a juvenile officer who receives a salary higher than a lieutenant. Duties encompass all departmental activities related to juveniles. Longview is unique in that the Juvenile Court of Gregg County, by Administrative Order, has assumed total responsibility for the handling of juveniles between the ages of 10 and 17. In all cases involving this age group, the Department's function is merely the transfer of the juvenile and the criminal case to the County Juvenile Probation Office for investigation and disposition. While this practice is somewhat unorthodox, it appears to operate satisfactorily in Gregg County.

The Department fleet consists of 15 vehicles, 3 solo motorcycles, and 1 three-wheeled motorcycle.

The City Jail consists of two sections. The adult portion is located in a separate building at the rear of the police station. The female and juvenile portion is located in the basement of the City Hall, next door to the police station. Jail capacity, which is ample, is 16 male adults and 8 women or juveniles.

### **Patrol Division**

The patrol division is commanded by a captain who directs the activities of the division and three lieutenants who serve as shift commanders. The patrol division operates under a "4-10 plan"; officers work 10 hours per day, 4 days per week. In addition to other tasks, the responsibility of operating the City Dog Pound is assigned to the patrol division, and two police officers are detailed to this assignment.

One-man patrol is the rule except during the hours of 8:00 p.m. to 2:00 a.m. when officers work as two-man units. Since the traffic division works only days, patrol units handle a large portion of total traffic enforcement and all accident investigation after 5:00 p.m. each day. Car districts are based on population, watch hours are based on the peak hours for burglaries, and deployment of personnel by watch is based on the number of vehicles available and, in theory, the work load.

Due to severely cramped quarters, the division commander must share a desk with the Assistant Chief of Police. Consequently, the patrol captain works from 3:00 p.m. until 11:00 p.m. It is unlikely that these hours are the most effective working hours for a patrol division commander; but until additional space can be produced, little can be done. More will be said of the space problem later.

The use of the so-called "4-10 plan" does not appear to increase the efficiency of the Longview Police Department. To the contrary, vehicle shortages, lack of adequate quarters, and the loss of continuity experienced by policemen off duty for three consecutive days serve to negate supposed benefits from such a plan. Additionally, the absence of anything approaching reliability in the methods used to determine radio car districts, watch hours, and personnel deployment render any meaningful deployment attempts impossible. Consequently, it is recommended that the "4-10 plan" be abolished and that a detailed work load study be made to determine proper watch hours and districts and to assist in the day-by-day deployment of personnel. Such a study, obviously beyond the scope of this consulting assistance, should examine police activities as they occur, by hour of day, day of week, and location. Factors to be examined should include offenses, arrests, accidents, and all types of calls for services. Patrol officers should then be deployed in conformance with the needs revealed in the study. The need for heavier patrol during certain hours can be satisfied through use of an overlapping watch.

It is further suggested that all units be manned by one officer, that formalized procedures be established for units providing back-up in the field, and that decisions with regard to sending one or two units on a particular assignment be formalized for the guidance of radio dispatchers. Deviations from the practice of one-man units should be on the basis of actual crime, police altercations, and other such factors indicative of special enforcement requirements.

The practice of assigning the dog catcher operation to the police department, while not uncommon, is subject to much criticism. Adequate personnel to provide such a service can usually be obtained at lesser salaries than are necessary for policemen and without the expensive training necessary for policemen. Also, the task itself is not related to other tasks common to a police agency and usually suffers from inattention and lack of supervision. It is therefore recommended that the operation of the Dog Pound be transferred to either the Health and Sanitation Department or the garbage collection and disposal agency. This would free two commissioned police officers from nonpolice tasks for redeployment within the Department.

### Traffic Division

The traffic division, staffed by a captain, a lieutenant, a sergeant, and three police officers, does not operate on the 4-day week, 10-hour day schedule maintained by the patrol division. Instead, a regular 5-day week, 8 hours per day schedule is maintained. The sergeant and two of the police officers are assigned to motorcycles and devote their time to traffic enforcement, accident investigation, and providing escort service for funerals. (The third officer assists the identification officer with the daily processing of prisoners and on a foot beat in the business section of the City.) Department policy requires that two officers escort the family of a deceased person from home, to the funeral, to the cemetery, and back to the home.

All traffic division personnel are assigned to the day watch because of the funeral escort work load. As a result, patrol division personnel investigate the bulk of traffic accidents and engage in at least as much traffic enforcement as do traffic division personnel. Although the department organization chart indicates a "radar unit" in the traffic division, the Department does not have such a unit. Additionally, although traffic records are listed as a function of this division, no such records are maintained. Traffic accident records are maintained by the clerical staff supervised by the Assistant Chief, and a traffic citation file is maintained by clerks assigned to the court clerk operation, located in a different building. Due to cramped quarters the traffic captain must share an office with the staff services captain. The lieutenant has no office. Consequently, the traffic captain and the traffic lieutenant spend most of their days patrolling in a radio car.

Several aspects of the traffic function appear to affect adversely departmental efficiency. With a captain, a lieutenant, and a sergeant providing supervision for three policemen, supervision, to say the least, is excessive. Such supervisors could well be put to better use elsewhere. The practice of providing funeral escort service is an expensive, time-consuming practice placing an unfair burden on the Department and the general public. Such a procedure simply cannot be defended from an efficiency, public relations, or cost standpoint. It is strongly recommended that this practice be discontinued and that funeral homes be encouraged to find a substitute method for funeral escorts. For an individual funeral, the added cost to the family of the deceased for the escort would be negligible, but the additional man-hours thus made available to the Department for police tasks would be impressive. It would probably continue to be necessary to make use of City-owned motorcycles for funeral escort purposes.

As noted above, the Traffic Enforcement Index is estimated at approximately 6.2. A generally accepted norm for enforcement efforts is an Index of 20. This figure is not proposed as an absolute, but is the point at which many agencies dealing with traffic accidents and hazardous violations have found that enforcement results in some measure of control over the incidence of traffic accidents. In effect, this guideline says that to stop or to begin to reverse a rising frequency of accidents, the conviction of about 20 drivers and pedestrians for hazardous violations is required for each fatal or nonfatal personal injury accident occurring in the City. It must be pointed out that there are limitations to this Index as an indicator of potential fatalities. Traffic fatalities can result in spite of good enforcement and the achievement of the recommended TEI level. The Index cannot predict

such things as the failure to use seat belts, drunken drivers, equipment failures, and icy streets, all of which can result in a fatality in an otherwise minor accident.

Nevertheless, the 6.2 level for Longview is low enough that possible reasons should be explored. Part of this deficiency is due undoubtedly to the many hours devoted to funeral escorts, but a large part must be attributed to a lack of planning, to insufficient facilities in which supervisory personnel can prepare, maintain, and analyze necessary records and activity summaries, and to the overall fragmentation of traffic operations. Consequently, it is recommended that the traffic division be abolished and that personnel assigned to that division be distributed throughout the Department as needed. (See Chart II.) All functions (except traffic records) presently assigned to the traffic division can effectively be performed by personnel assigned to the patrol division. The manpower made available by abolishing the traffic division would also serve to bolster the patrol effort. Traffic records, of course, should be made part of a centralized records unit of which more will be said later.

In addition, serious consideration should be given to substituting four-wheeled vehicles for motorcycles, with the possible exception of the limited use of motorcycles in connection with parades, escorts, and other special details. Granted that a motorcyclist can sometimes apprehend a traffic violator who would elude an officer in a four-wheeled vehicle, it is submitted that the lost man-hours due to adverse weather; police accidents and injuries, which usually plague motorcycle operation; the inability to transport prisoners or equipment; and the cost of operation and maintenance all serve to render the use of two-wheeled motorcycles ineffective and inefficient in a city like Longview. It is the opinion of the consultant that excellent enforcement efforts may be made using four-wheeled vehicles without the resulting problems of motorcycle use referred to above.

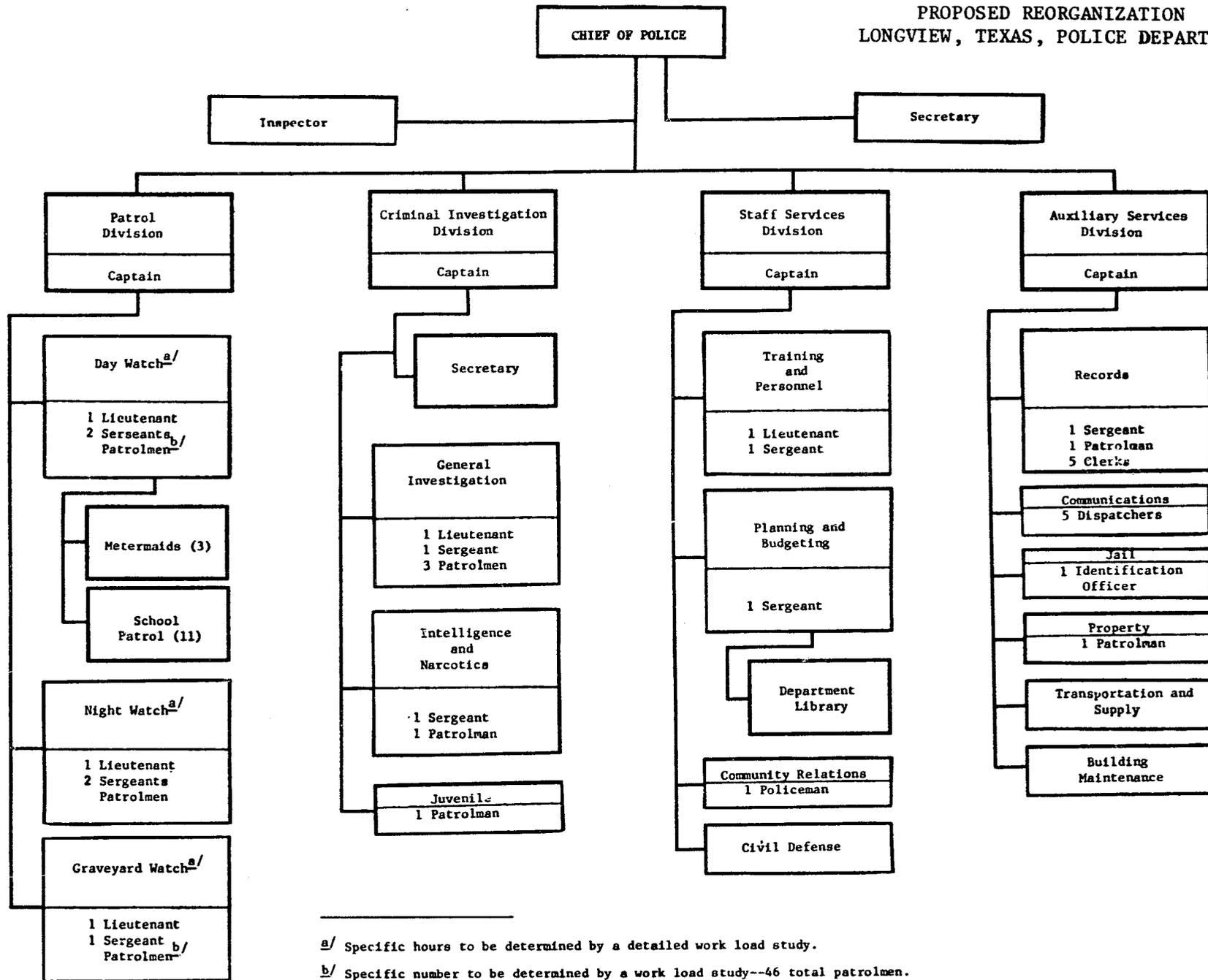
#### **Criminal Investigation Division**

The criminal investigation division, staffed by a captain, a lieutenant, a sergeant, and two officers, is charged with the responsibility of the follow-up investigation of all offenses coming to the attention of the Department, except those falling in the categories of intelligence (vice) and narcotics. Additionally, the division handles extraditions, prisoner transfers, all foreign warrants and warrants for major offenses (traffic warrants are handled by the staff services division), and the identification function, which includes fingerprinting and photographing of prisoners, maintenance and custody of arrest records and reports (together with related correspondence with other agencies), and crime scene searches. The identification function is the responsibility of the divisional lieutenant. This division also maintains the Department's file of field interviews.

Because of limited manpower no attempt is made to specialize investigation assignments. Case follow-up reports are completed when all leads have been exhausted. Due to space limitations the five personnel assigned to the division and the two officers assigned to intelligence and narcotics must all share one 10-foot by 12-foot office. Needless to say, efficiency suffers.

Chart II

PROPOSED REORGANIZATION  
LONGVIEW, TEXAS, POLICE DEPARTMENT



<sup>a/</sup> Specific hours to be determined by a detailed work load study.

<sup>b/</sup> Specific number to be determined by a work load study--46 total patrolmen.

It was recommended above that the intelligence and narcotics unit be transferred from the Chief's office to the criminal investigation division. It is also recommended that the identification function in its entirety be transferred to the staff services division. The identification function is basically clerical in nature and does not make proper use of the talents of a lieutenant; it seems more appropriate to assign such duties to the division bearing the basic responsibility for police records. By the same token, the maintenance, custody, and correspondence relating to arrest records is more properly a responsibility of clerical personnel and thus should also be transferred to the staff services division. The basic responsibility for the service of all warrants should be vested in the staff services division so that any member of the Department may be made aware of outstanding warrants when checking criminal records. Incidentally, present methods of storing such records make them generally unavailable in the absence of the identification officer. Also, the field interview file maintenance should be transferred to the staff services division records unit.

When the reorganization and deployment of manpower is completed, it would be appropriate to develop a schedule for the production of periodic written follow-up reports pertaining to cases under investigation.

#### **Staff Services Division**

The staff services division, staffed by a captain, a sergeant, two policemen, and two clerks, has the responsibility for most of the "housekeeping" functions of the Department. The duties of the division ostensibly include communications, records (although in actuality records keeping is performed by the criminal investigation division, the clerks directly under the Assistant Chief of Police, and the court clerk), warrants (even though the warrant officer works for this division, his time is maintained by the patrol division), training and personnel matters, the City Jail (although prisoner processing is performed by the criminal investigation lieutenant with part-time assistance from an officer assigned to the traffic division), and matters relating to civil defense aspects handled directly by the Chief of Police).

Commissioned police officers (one a sergeant) are used as dispatchers. The Captain makes all recruit background investigations, prepares such training as is presented, handles uniform replacements in the absence of the Assistant Chief of Police, relieves the dispatcher when necessary, and, when a vehicle is available, works a radio car in the field. The time of the two clerks assigned to this division is devoted to preparation of offense and related reports dictated by field personnel onto tape for transcribing.

There are no formally established procedures for property management and control of evidence. Instead, major items of evidence and narcotics are kept in the office of the captain of the criminal investigation division. Other items of property are stored in a very small, crowded closet inconvenient to the booking and jailing processes; and identification, storing, and labeling are handled by whatever officer happens to have custody of a particular item of property. Any sergeant or lieutenant may release property. There is no disposal policy for property, and no city ordinance is in effect allowing such property to be disposed of by auction.

There is no roll call training program and very little other organized training of an in-service nature. Good use seems to be made of nearby colleges for formal police training, but even this phase of training suffers from lack of planning and coordination.

The efficiency of the communications dispatcher is severely impaired by the lacks of space and a telephone switchboard and by the necessity of maintaining a multitude of logs and reports while monitoring approximately 100 silent alarms, most of which are not readily visible from his position.

As can be seen from the above description, this division is in dire need of reorganization, including the explicit delineation of duties and the total realignment of functions and responsibilities. It is recommended that the staff services division be divided into two divisions: the staff services division and the auxiliary service division (this new division would be commanded by a captain).

All duties performed by the staff services division should be divided as follows:

A. Staff Services Division (Reorganized)

1. Preparation of training material suitable for roll call presentation and the scheduling of personnel on a continuing basis for attendance at outside schools and classes.
2. Personnel
  - a. All matters pertaining to personnel: recruitment, background investigations, personnel complaint processing, leaves of absence, time sheets, records, and the like.
3. Civil Defense

In addition to these three functions, the following functions, though not presently identified and assigned in the Department, should be assigned to the reorganized staff services division:

1. Planning and Budgeting
  - a. Including analysis of Department problems and crime deployment needs, modus operandi studies, preparation of the Department's Annual Budget, and other related planning needs.
2. Department Library
3. Community Relations

B. Auxiliary Services Division

1. Records

- a. Including arrest and criminal records, offenses and traffic accidents, field interrogation reports, warrant service and warrants, and all other records except divisional and Chief's office correspondence and personnel records.
- b. All clerks should be assigned to this division except the Chief's secretary and the secretary of the detective captain.

2. Communications

3. Jail

- a. Including the identification officer (a noncommissioned member of the Department or perhaps a patrolman).

In addition to these three functions, the following functions, though not presently identified and assigned in the Department, should be assigned to the auxiliary services division:

1. Property Management

- a. Including responsibility for custody and storage of evidence, found property, and the like and for conducting periodic auctions of unclaimed property and vehicles.

2. Transportation and Supplies

- a. Including uniforms, office supplies, equipment, expediting of repairs, and vehicle servicing.

3. Building Maintenance

- a. Direct (or functional if desired) supervision of building maintenance and repairs.

This reorganization is portrayed in Chart II. In connection with these changes, it is recommended that the warrant officer be assigned directly to the auxiliary services division; that an appropriate number of trained noncommissioned dispatchers be employed

to provide 24-hour service without using patrol officers for relief; that sufficient personnel be assigned to the staff services division to relieve the captain from making background investigations, relieving the dispatcher, and handling uniform replacement; that captains of the two divisions be encouraged to spend more time planning, reviewing, and administering the operations of their respective divisions instead of conducting field patrol; that releasing authority for property be limited to only certain individuals charged with the property management responsibility; that specific policies and procedures, together with enabling legislation, be adopted to provide for property disposal by auction, destruction, or other appropriate means; and that strong emphasis be placed on the development and staffing of a planning unit as described herein.

It cannot be emphasized too strongly that along with the abolishment of the traffic division the changes recommended in the staff and auxiliary services divisions are vital to improving efficiency in the Longview Police Department. It is the consultant's belief that little improvement can be made without completion of the recommended reorganization.

#### **Youth Division**

This division is staffed by one juvenile officer, who receives a salary slightly higher than a lieutenant. Activities, in the main, consist of counseling and referral due to the Gregg County policy requiring the investigation of juvenile crimes by the county juvenile officer.

There appears to be no valid reason for maintaining this division as a separate entity. The responsibilities and activities could easily be performed by personnel assigned to the criminal investigation division because of the similarity in investigative techniques. It would be appropriate to assign such duties to one individual of the rank of policeman. The present salary schedule for a juvenile officer appears to be unusually high, particularly in light of the work load and the County's policy. It is therefore recommended that this position be abolished and the duties transferred to the criminal investigation division. This action would also serve to reduce by one the number of officers reporting directly to the Chief of Police, thus shortening his span of control.

## VI. MANPOWER DEPLOYMENT AND TRAINING

The present manpower strength authorized for the Police Department, not including the meter repairman, metermaids, and the school patrol, totals 81 for a ratio of approximately 1.5 personnel per 1,000 population. Based on our review of the Department structure, while the overall number of persons employed does not appear to be out of line, Department efficiency does suffer because of the lack of noncommissioned personnel in certain assignments. Generally, such persons can be hired at wages lower than police officers. Further, less training is necessary. It is therefore recommended that the following changes be made in the personnel table and that Department personnel be redeployed as indicated in Chart II.

Although there is no increase in the number of patrol officers, under the proposed staffing plan the total number of patrolmen assigned to patrol duties has been increased from 44 to 46; and in addition, the need to assign two officers to the Dog Pound function and to provide relief for the dispatchers have both been abolished. Also, manpower strength of the criminal investigation division, excluding additional personnel added for functions relocated from other areas of the Department, has increased by one officer. Additionally, the need to assign a lieutenant to identification officer duties has been eliminated. At the same time, provision has been made for personnel to perform duties in the areas of training, personnel, planning, budgeting, community relations, property management and transportation, and supplies; these are all necessary functions which heretofore have received little or no attention. It should also be noted that provision has been made for a 24-hour records unit and a 24-hour communications unit, a change which in most cases should make it unnecessary to use commissioned officers as dispatchers. Considering these factors, the addition of six noncommissioned personnel to the Department's strength is advisable. Anticipating a city population of approximately 70,000 by 1980, Department strength should be increased to approximately 105 by 1980 in order to keep pace with demands for police service. Table 1 indicates present and proposed manpower levels.

As indicated above, the Department has no roll call training program and very little organized training of any in-service nature. It is strongly recommended that a long-range program for all ranks be developed including command and staff schools and classes offered at various localities throughout the State and County. Regularly scheduled in-service training programs should be a part of daily roll call. In this regard, programs available from the International Association of Chief of Police, the F.B.I., and other such sources would serve very well. The recommended deployment of the staff services division provides for personnel to implement and continue the operation of vital programs.

Table 1  
PRESENT AND PROPOSED MANPOWER LEVELS  
LONGVIEW POLICE DEPARTMENT

<i>Position</i>	<i>Present</i>	<i>Proposed</i>	<i>Change</i>
Chief of Police	1	1	0
Assistant Chief of Police	1	0	-1
Inspector	0	1	+1
Captain	4	4	0
Lieutenant	5	5	0
Juvenile Officer	1	0	-1
Sergeant	9	10	+1
Patrolman	54	54	0
Clerk—Secretary <sup>a</sup>	6	7	+1
Dispatcher <sup>a</sup>	0	5	+5
Identification Officer <sup>a</sup>	0	1	+1
Metermaid <sup>a</sup>	3	3	0
Meter Repairman <sup>a</sup>	1	0	-1
School Patrol <sup>a</sup>	11	11	0
<b>Total</b>	<b>96</b>	<b>102</b>	<b>+6</b>

<sup>a</sup> Noncommissioned positions.

## VII. COMMUNITY RELATIONS

The community relations and crime prevention phase of police operations is presently undeveloped in Longview. Programs intended to bring the police and the public closer together and to elicit the day-by-day cooperation of the general public are not only appropriate but mandatory for maximum efficient departmental operation. It is therefore recommended that a detailed community relations program be developed employing the full resources of the Department. Provision has been made in the proposed reorganization for personnel to assist in the development and implementation of such a program.

## VIII. RECORDS

The records system of the Longview Police Department is fragmented and disorganized. While earlier recommendations leading to centralization will improve the situation to some extent, the system will continue to operate at a less than desirable level of efficiency. Consequently, it is urgently recommended that a detailed analysis be made of the present system, including a study of property custody procedures and records and communications records and reports. The net result should include a new system of records and reports, filing and storage procedures, property custody and disposal policies and records, and simplification and improvement of the work documents now a part of the radio dispatching functions. This is a high priority recommendation on which most phases of departmental operations necessarily depend for maximum efficiency. Provisions have been made in the proposed reorganization for personnel to operate a records unit, for personnel to assume responsibility for the property management function, and for personnel to assist in developing the plans and procedures described above.

## IX. PHYSICAL FACILITIES AND EQUIPMENT

The present quarters of the Longview Police Department are totally inadequate. Captains must share desks, property storage is almost nonexistent, there is no roll call room and insufficient staff offices, and there is no space for many vital functions. It is understood that the City of Longview plans construction of a police facilities building in the near future. The need is urgent. Such a facility should include plans for the following officers:

1. Chief of Police
2. Secretary to the Chief of Police
3. Inspector
4. Patrol captain
5. Patrol watch commander
6. Criminal investigation captain and secretary
7. Investigators' squad room
8. Juvenile investigator
9. Intelligence and narcotics investigators
10. Two interrogation rooms
11. Staff services captain
12. Training and personnel lieutenant and sergeant
13. Planning and budgeting sergeant
14. Community relations officer
15. Auxiliary services captain
16. Communications
17. Records (ample for storage of all departmental records and working space for at least five persons)
18. City jail, including a booking office
19. Property storage and transportation and supply officer (including found bicycle storage)
20. Building maintenance storage
21. Department library
22. Officers' report room (may be combined with a coffee and/or lunch room)
23. Officers' locker room (including showers and restrooms)
24. Public restrooms
25. Departmental supplies and equipment
26. Darkroom and small crime laboratory
27. Public reception and telephone switchboard area

The proposed reorganization takes into consideration the likelihood that the City and the Police Department will continue to grow; building plans should also be based on the same premise. Consequently, as the Department grows, the functions and areas of responsibility will necessarily increase in size in terms of personnel assigned. It is believed, however, that a structure designed to permit the efficient operation of police affairs will be suitable for many years.

A complete inventory of equipment needs would require the devotion of more time than is feasible during the current study. It is apparent, however, that the Department is deficient in almost all areas of equipment inventory. The following list generally indicates specific deficit areas but does not take into consideration the considerable amount of equipment that will become necessary when expanded quarters are available. Items 1 through 5 should be considered of high priority.

1. Vehicles in sufficient number to field a patrol force of approximately 12 to 14 units, plus a reserve of three or four vehicles and additional vehicles to provide each criminal investigator with transportation on duty, to provide on-duty transportation for staff services and auxiliary services division personnel, and to allow 24-hour usage by the Chief of Police and the inspector. A fleet of approximately 30 fully equipped vehicles would be necessary to satisfy these requirements.
2. Radar to assist in increasing the efficiency of traffic law enforcement to appropriate levels.
3. Training aids including programmed materials, projectors, subscriptions to periodicals, and other such materials as the IACP "Training Keys."
4. Office equipment including open vertical file storage units, desks, chairs, typewriters, and index card storage units.
5. Department library consisting of the works of recognized authors in the field of police and public administration, together with periodicals and other materials devoted to topics of police administration.
6. Switchboard designed to relieve the dispatcher of answering telephone calls not related to his basic duties and to provide for easy transfer of calls to the unit concerned.
7. Shotguns.

8. Closed circuit television for jail and building security.
9. Jail cooking facilities.
10. Prisoner screens in police vehicles separating officers from prisoners.
11. Tear gas equipment and gas masks.
12. Fingerprinting and photographing equipment.
13. Spotlights, both car battery operated and dry-cell types.
14. Bullhorns.
15. Binoculars.
16. Pin maps.
17. Crime detection kits.
18. Darkroom equipment.
19. Crime laboratory equipment.

## X. MISCELLANEOUS

1. The Department is operating with a minimum of formal, written policy. It is recommended that a "Department Manual," defining policy and procedure for all personnel, be developed and made available to all personnel.
2. Testing procedures for recruitment and promotion are not in use. It is therefore recommended that suitable tests be developed, together with appropriate implementing policy, which would require that aspirants to the Department, or to higher levels within the Department, possess a proven minimum of knowledge and training for the position in question.
3. It was observed that the only arrest information forwarded to the Department of Public Safety in Austin is in the form of statistical information. It is recommended that all identifying information pertaining to arrests, outstanding warrants, and identifiable stolen property be forwarded as appropriate for insertion in the state computer system and/or the NCIC operated by the F.B.I.
4. The Department presently follows a policy prohibiting the payment of overtime for report completion. As a consequence, officers frequently delay completion of timely reports until their next tours of duty rather than work uncompensated overtime. It is submitted that such a policy is unwise particularly when consideration is given to the fact that officers may routinely be off duty for three days at a time. Such a delay in receipt of reports renders any records system totally inefficient. It is therefore recommended that a policy be adopted requiring the completion of all reports before leaving a tour of duty and permitting compensation for overtime at a standard rate of pay.

## XI. SUMMARY OF PRINCIPAL FINDINGS AND CONCLUSIONS

The following represent the principal findings and conclusions.

### Conclusion No. 1

The departmental organizational structure is not based on the premise that like activities should be grouped under the direction of one individual. Overlapping responsibilities, routine assignment of personnel of one division to another division, misplaced basic functions, and unassigned duties and responsibilities for necessary departmental operations all serve to create an inefficient and ineffectual structure. Such deficiencies were noted in the Chief's office, the Assistant Chief's office, the traffic division, the staff services division, the criminal investigation division, the youth division, the Dog Pound, and the court clerk's office.

### Conclusion No. 2

The present police facilities building is hopelessly crowded and cramped, with jail facilities located in two different buildings and both separated from the police station. Captains must share desks and offices, and all offices are crowded to the point that operational efficiency is seriously affected.

### Conclusion No. 3

The existing records system is fragmented and incomplete, with several divisions and individuals responsible for various phases of the record-keeping process. The system is unable to provide efficiently the most routine and standard information, and departmental efficiency suffers to a serious degree. Communications records and property management records are subject to the same criticism.

### Conclusion No. 4

Training needs of department personnel are neglected. The need for training is apparent in all areas of operations: specialized, advanced, supervisory, and management.

### Conclusion No. 5

Department personnel are operating with a minimum of necessary equipment, ranging from vehicles to records storage units.

**Conclusion No. 6**

The Department has no organized community relations program for maintaining and improving relations with the general public.

With the adoption of the consultant's recommendations the majority of deficiencies can be overcome.

**END**

*1/11/1944*