INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance by the

Elmendorf, Texas, Police Department

June 22, 1973

Prepared by:

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

(Per Contract J-LEAA-015-72)

PRELIMINARY INFORMATION

A. Consultant Assigned:

Alfred W. Trembly, Chief Santa Barbara Police Department Santa Barbara, California

B. Date Assignment Received:

20 March 1973

C. Date of Contact with LEAA Regional Coordinator:

16 April 1973 1 May 1973

D. Dates of Contact with Alamo Area Council of Government:

16 April 1973 1 May 1973

E. Dates of On-Site Consultation:

30 April 1973 1 May 1973

F. Individuals Interviewed:

L. R. Park, Jr., Chief Elmendorf Police Department

R. X. Ball, Mayor City of Elmendorf

Virginia Van Steenberg Criminal Justice Planner Alamo Area Council of Government San Antonio, Texas

Denny F. Pace, Deputy Regional Administrator Law Enforcement Assistance Administration Department of Justice Dallas, Texas

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STATEMENT OF THE PROBLEM

The Alamo Area Council of Government has requested technical assistance for the City of Elmendorf, Texas. The services of a law enforcement expert were needed to help the small police department evaluate its needs in terms of present equipment, manpower and its deployment, and present facilities. Also requested was a projection of the needs of the department over the next ten years.

FACTS BEARING ON THE PROBLEM

- A. The City of Elmendorf is located in the south central part or upper coastal plain of Texas in Bexar County. It is located approximately eighteen miles south of San Antonio and one mile west of Highway 181. It is a sparsely populated, rural agricultural settlement of approximately 500 persons, located between two recreational lakes.
- B. The Elmendorf city limits encompass 3.4 square miles of territory. The homes in the community are mostly old and widely separated on small parcels of land. There are four paved streets within the city limits, seventeen unimproved City roads, and one controlled intersection governed by a four-way boulevard stop sign.
- C. The City's budget is \$20,500, excluding water delivery.

 A tax rate of \$1.00 per \$100 of assessed valuation is in force, with assessed value being 25 percent of the real value of the property. Re-assessment in Elmendorf is long overdue, since the present assessed value of property is not consistent with current property values. A major source of revenue for the City is traffic fines. Traffic enforcement appears to be completely out of proportion with the traffic accident problem.
- D. The population is reported to be 95 percent MexicanAmerican, the majority employed as workers on the nearby

peanut farms, ranch hands for the beef cattle industry, or workers in the local brick factory. A few commute daily to the greater San Antonio industrial and military complexes.

- E. Alamo Clay Products, a brick factory employing 25 35 people, is the only major industry in the City and is the major taxpayer.
- F. Downtown Elmendorf consists of a grocery store, a police station, a post office, a Catholic Church, and the brick factory. No schools, libraries, medical facilities, or other businesses were visible to the investigator. Recreational activities are centralized in a small park adjacent to the Catholic Church.
- G. Elmendorf has a Mayor/Council form of government and three full-time employees, all police officers.
- H. Elmendorf is in the process of annexing six additional square miles of adjoining unincorporated territory. Of primary importance is the inclusion of approximately two miles of Highway 181, a major artery and freeway north and south between San Antonio and Corpus Christi. Adjacent to the Highway are numerous gas stations, small stores, and businesses, as well as a mobile trailer park. If annexation plans are successful, Elmendorf's population would be 1,000.

- I. The Alamo Council of Government estimates that the population of the City of Elmendorf will be 5,000 by 1978. This projection is contingent upon the successful annexation of the adjoining territory. Large residential developers have recently been investigating the area and conferring with City officials regarding potential zoning, water, and sewage problems. The area around Elmendorf is particularly attractive to developers because of the low cost of land, as compared with other areas in Bexar County, and also because of the proximity to the metropolitan area. Planners predict that Elmendorf will develop into a bedroom community for the San Antonio industrial area.
- J. The Elmendorf Police Department was established in June of 1972. Previously, the City received its police protection from the Bexar County Sheriffs Department. The regular Sheriff's patrol force was supplemented by a town marshal or constable, whose primary job was the enforcement of traffic laws and the keeping of the peace in and around Elmendorf. In 1972, however, the State Legislature abolished local constables and marshals.
- K. Police Officer strength per 1,000 population is presently 6.0. The Department consists of a chief, one regular officer with the rank of Sergeant, and one temporary officer. The temporary officer will receive a permanent appointment on 1 June 1973, after completion of the recruit academy at Seguin. The force is supplemented by two nonsalaried reserve officers and two volunteer matrons. The

pay scale for all personnel is considerably below minimum acceptable standards, as recommended by the Criminal Justice Plan for Texas.

Chief of Police \$500/mo.

Sergeant of Police \$450/mo.

Corporal of Police \$425/mo.

Part-time Employees \$2.00/hr.

The City does not provide a retirement plan or hospitalization benefits for police employees.

- L. The Police Department is housed in a 12 x 14 foot room, adjacent and connected to the market in the central portion of the town. Its furniture consists of two desks, three chairs, a filing cabinet, and a table. The facility does not have restroom facilities, storage or evidence lockers, or space to store the officers' personal property. The Department does not have a teletype terminal connected to State and Federal data banks.
- M. The Chief of Police, appointed in January of 1973, has four years of police experience as Chief of the Converse Police Department and Investigator for the Universal City Department. He has a basic police officer certificate issued by the State of Texas. The regular and temporary police officers were enrolled in the basic police academy at Seguin, Texas at the time of the on-site inspection and will qualify for certification upon graduation in June of 1973.

- N. The radio communication system utilized in cooperation with the Bexar County Sheriffs Department is adequate for present needs. Citizens needing police services telephone the Police Department directly; if no one answers, the citizen calls the Sheriff's complaint board, and the call is relayed by radio to the police unit. For emergency calls, the Police Chief has a telephone extension from the station to his personal house trailer approximately loo yards distant.
- O. The vehicle fleet consists of two modern vehicles with a third to be added on 1 June. Each officer is issued a police vehicle and is permitted to utilize the vehicle for personal use within reasonable constraints. Service and maintenance are provided by nearby service stations and garages. Each vehicle is equipped with a radar unit, radio receiver and transmitter, and emergency equipment.
- P. Uniforms, weapons, and personal equipment are not presently furnished by the City; however, the Chief is embarking on a three-year plan to fulfill this requirement. The uniforms adopted by the department are smart in appearance and assist in providing professional bearing.
- Q. The Elmendorf Police Department utilizes the 10-plan for the deployment of its police officers. Excluding the Chief, each officer is assigned to work a four-day week of ten hours per day, with three days off. The plan permits the deployment of a police officer at peak traffic times.

- R. The Police Department does not comply with Federal and State crime reporting procedures, nor does it maintain adequate statistical data to evaluate the policing needs of the community.
- offense reports, arrest reports, evidence reports, traffic accident reports, or follow-up reports to record police incidents and investigations. A miscellaneous incident report is used to record all police matters. This single report system is the primary reason for Elmendorf's failure to meet the reporting requirements mentioned in paragraph R.
- The police record-keeping function is inadequate and almost non-existent. Police records accumulated on or before 1 January under the town constable regime have been placed in a file without respect to date, time, location, or persons involved. To locate a particular report, it is necessary to individually search each and every document on file.
- U. Over-emphasis on the traffic enforcement function in relation to the attendant traffic accident problem (155 traffic citations against 2 traffic accidents in March 1973) is inconsistent with professional police practice. The enforcement index for Elmendorf (73) indicates that the City is a speed enforcement trap for unsuspecting motorists for obvious revenue purposes. (Annex D)

- V. The Department does not possess the necessary basic support equipment to perform its basic mission. Emergency equipment necessary to perform basic investigative tasks is non-existent.
- W. The Department does not have any administrative support of a clerical nature. All report preparation, filing, searching, and maintenance are performed by sworn officers.

DISCUSSION FOR POSSIBLE COURSES OF ACTION

- Α. The City of Elmendorf has three courses of action open to its administrators to provide the basic police service to the community. Before any of the options can be discussed, the consultant's general observations relating to law enforcement requirements of the City must be presented. It was certainly questionable and premature for the City to establish a police organization the size of Elmendorf's department. Other than traffic enforcement, the Department handles about eighteen calls for routine service each month, or six calls per officer. (See Annex D-3) The work load and number of Part I crimes do not justify the establishment of a police organization according to normally accepted police criteria; however, Elmendorf may have established its Department based on projected or future needs rather than present requirements.
 - The City could contract with Bexar County to upgrade the level of service previously supplied by the Sheriff's Department. This is commonly known as the "Lakewood Plan." Under this concept, the Sheriff is reimbursed for upgrading the level of service to that which is desired by the people and what is normally provided to a rural community.

- 2) The City could reduce the size of the force to provide adequate emergency services, at a cost the City could afford without traffic enforcement revenue. The staff of the Department would be reduced to two officers who would be on call on alternate twenty-four hour shifts. This deployment would provide coverage for emergency services in the same manner as a fire department, at reduced cost to the taxpayer. Contractual agreements with both employees would require eight hours of patrol time per tour of duty, followed by sixteen hours on call at home.
- 3) The City could retain the present department structure until such time as expansion has materialized and definite policing needs are identified. At that time, more accurate projections of policing needs can be made.
- B. The consultant recommends the third alternative for the City of Elmendorf. The City is already committed to a course of action and probably should continue until realistic projections can be made. This is an expensive option but one to which the City has already committed itself.

 Alternatives 1) and 2) are available at any time, if expansion plans do not materialize as presently envisioned.

RECOMMENDED COURSE OF ACTION

PRIORITY ONE -- IMMEDIATE NEEDS

- A. Immediately institute procedures to meet Federal and State crime reporting requirements. Without factual statistical data, the needs of the community and the Department cannot be identified or assessed, programs and effectiveness cannot be measured, and the Chief cannot properly manage his Department.
- B. Install a record management system, predicated on a central index card (alpha card) file that would identify every arrest report, crime report, case sheet, accident report, and citation that is maintained in the record files. The index card bearing an identification number would be a reference for locating any report in the system and would assist in preparing required State and Federal reports.

 (Annex A).
- C. Immediately adopt and utilize standardized report forms approved by the Texas Department of Safety and the Federal Bureau of Investigation. All incidents can be reported on a maximum of six simple formats, available through various commercial vendors.
 - 1) Offense reports -- report all crimes against property or persons, in which a particular Federal or State statute has been violated. (Annex B-1)

- 2) Case Sheets -- report all incidents other than traffic accidents needing documentation that do not constitute a specific crime. Dog bites, miscellaneous injuries, missing persons, dead bodies, family disturbances, and so on can be reported on this form. (Annex B-2)
- 3) Arrest Reports -- utilize to document all relevent facts concerning the physical arrest of an adult or juvenile offender. (Annex B-3)
- 4) Traffic Reports -- document reportable traffic collisions. Necessary forms and guidance are available from the Texas Department of Public Safety.
- 5) Follow-Up Reports -- utilize as a continuation form for Offense Reports, Case Sheets, and Arrest Reports.

 Also use as a Follow-Up Investigation Report to document results of follow-up investigations of major crimes. (Annex B-4)
- 6) Standard traffic citation forms approved by the judicial court system. Citations presently used by the Elmendorf Police Department meet above criteria.
- D. Some type of clerical support is needed to assist the

 Department with its administrative requirements. Approximately two hours per day would be sufficient to maintain the record function of the Department and prepare the necessary statistical reports for State and Federal agencies. Student clerical interns, available from nearby junior colleges and the local high school, can be recruited at minimum expense to fulfill this function.

- E. The Chief of Police should be sent to the F.B.I. National Academy at the earliest opportunity. The three-month course of instruction at Quantico, Virginia is designed to develop management techniques for police executives at no cost to the local jurisdiction and will prepare the Chief to meet the needs of the changing environment of a growing city.
- F. Raise the top salary of Patrolmen to be at least equal to the entry level of officers in San Antonio or the State Department of Public Safety. The Chief's salary should be adjusted accordingly. The City of Elmendorf will be unable to keep qualified professional police officers at the present salary level.
- G. The lack of standard police equipment seriously limits the ability of the Department to react to any sudden emergency or to fulfill its basic police responsibility. The following equipment is immediately needed.
 - 1) 12-guage shotguns mounted in gun racks inside the two or three police vehicles.
 - * 2) A chemical kit, including tear gas grenades, projectiles, and gas masks.
 - * 3) Two small portable battery floodlights for crime scene illumination, search for missing juveniles, and so on.
 - 4) Tape recorder and tapes for statements, confessions, and dictation by the Chief.
 - * 5) Evidence and personal equipment lockers.

- 6) Fingerprint dusting kit.
- 7) Photographic equipment.
- ** 8) Radiological measuring devices.
 - 9) Traffic cones.
 - 10) Crime scene investigation kit.
 - 11) Breathalyzer unit.
 - 12) Road Flares.
- * Available at reduced cost through war surplus channels.
- ** Available at no cost through civil defense channels.
- H. Adopt a selective enforcement policy that is designed to enforce those traffic violations that are causing traffic accidents, in relation to time, location, and day of the week. The traffic enforcement index should be reduced to a level in keeping with sound traffic management practices. Stringent traffic enforcement against out-of-town violators has little effect on reducing traffic accidents. Quality enforcement should be encouraged; quantity should be discouraged.
- I. The size of the Police Department should not be predicated on a traffic revenue earning basis, but rather on the needs of the community for police service. Without a statistical base to evaluate present and future protection needs, it is impossible for the consultant to recommend the level of service needed or the number of police officers to adequately protect the City. If and when Elmendorf population reaches the 5,000 level, police officer strength should be stabilized at the rate of 1.5 per 1,000 people.

PRIORITY TWO -- IMMEDIATE-FUTURE RECOMMENDATIONS

- A. The Police Department needs to procure an up-to-date reference library that will provide guidance to the officer in the field. Copies of all statutes, ordinances, codes, and laws are needed for ready reference. Professional journals and leading textbooks in the field of criminology will provide the officer with a ready source of knowledge in the complicated field of law enforcement.
- B. The Department should institute a program of weapon standardization, whereby each officer would be armed with the same type and caliber of firearm as other officers. Periodic weapon qualification is necessary to insure weapon proficiency.
- C. Membership in the International Association of Chiefs of Police should be sought for the Chief. The IACP publishes a monthly professional journal and provides an important resource for technical assistance to the City in the various areas of police management.
- D. The Department should continue with its in-service training program with the extension service of Texas A&M and its basic recruit training in Seguin, Texas. The specialized one-week programs are designed to increase the expertise in the technical fields and supplement the basic certification course.
- E. The Chief of Police should submit a monthly progress report to the City Manager that delineates the activities

of the Department during the previous month. The report should contain statistical resumes of crimes, arrests, traffic accidents, traffic enforcement activities, and so on; current police problems and special events; planned programs; and needs of the Department. The City Manager should provide copies of this report to the City Council for its edification.

- F. Federal funding should be sought to develop a policecommunity aid program. The Community Aid, a non-sworn
 bi-lingual employee, could assist in neighborhood, domestic, and juvenile matters. He would provide a liaison
 function between the citizens and the department and assist
 citizens, particularly the Mexican-Americans, in dealing
 with the criminal justice system. He could assist the
 Chief in developing effective crime prevention programs
 by involving local resources.
- G. Elmendorf should continue with its small reserve officer program to support the Department in sudden emergencies and special events, when the regular Department is extended beyond capabilities. Reserve officers, properly trained and supervised, extend the effectiveness of the regular force at little or no cost to the taxpayers.
- H. The Department should adopt a form to record the field officers' daily activities during a tour of duty. The report permits the Chief to daily review the activities

of each officer and to monthly compile statistical work loads. It is a management tool to assist in evaluating an officer's effectiveness. (Annex C)

PRIORITY THREE -- RECOMMENDATIONS FOR THE FUTURE

- A. A teletype terminal is needed to access vital data and criminal information computers at State and Federal levels.

 Timely access to available information is a must in future plans for the City of Elmendorf.
- Department to function properly. Temporary quarters sufficiently large enough should be sought until the City is financially capable of building suitable facilities.

 LEAA funds are available to the City to assist in providing police facilities; however, the City should proceed slowly in this direction until such time as the population projection becomes realistic.
- C. The Chief should explore methods to reduce crime potential in the community and should adopt programs specifically designed to alter negative attitudes toward the justice system among the younger generation. Definite crime prevention programs intended to "harden the target" should be implemented. The following programs, among others, have proved successful in other cities: Operation Identification, Citizen Ride-Along, drug abuse prevention, bicycle safety, Officer Bill, burglary prevention, consumer protection,

Explorer Scouts, Police cadets, and police-citizen advisory committees.

- D. The Department should institute an incentive educational pay program. An enticement is needed to upgrade the level of expertise of each individual Police Department employee.
 - 1) Basic Certificate. . . . \$25.00 per month
 - 2) Intermediate Certificate . . \$50.00 per month
 - 3) Advanced Certificate . . . \$75.00 per month
- E. The Police Department must have duplication ability in order to be able to present copies of reports to County, State, and Federal agencies. The Department could share the cost of renting or leasing such equipment with other users, such as the Council, City Manager, City Clerk, and other City departments.

ANNEX A

ALPHA CARDS

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4 Lighthouse St. #16 La Cumbre Marina del Rey, Ca.

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Kimbrell, Anna H. Underwriters Auto

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JORDANO'S MARKET (V) 17 S. Milpas

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GLOVER, Dennis Lee.

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ANNEX A

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SPEEDING	24	32	19		75
STOP SIGNS	3	16	2		21
DRIVERS LIC.	9	8	1		18
ALLOW. UNLIC. PERSON TO DRIVE.		N			
ImpROPER PASE.					
IMPROPER TURNS					
IMPROPER PARKING	1 <) I			2
DRIVE LEFT OF CENTER	6 .	4			10
IMPROPER SIGNALS	1		-		1
AIL TO DIM HD.LITS.		1			1
NO TAIL LIGHTS		1			ĺ
NO STOP LIGHTS	///			•	
NO HD. LIGHTS		1			1
	narro sub				1
NO MUFFLERS			1		1
EXCESSIVE NOISE		2			2
INSPECTION STICKER					
IMPROPER LIC. PLATES					
ALL OTHER SUMMONS	4	3			7
TOTAL SUMMONS FOR MONTH	51	69	23		143

MAJOR CRIMES THIS CITY

CASES FOR	THE	MONTH	OFmarch	19	73
					-

	CHIEF	SN. PAT.	PAT-1	PAT-2	TOTAL	Jailed or SCLVED
	7.			0		
RAPE				V		
HOm1C1 DE				J.		
BURGLARY-NIGHT			1			
BURGLARY-DAY			Water Commencer	3		
THEFT 0/50-AUTO						
THEFT 0/50						
NARCOTICS		1	1	\$		A CONTRACTOR OF THE PROPERTY O
ROSSERY		VI	No. of the last of			
UŅLAW. CARY.		A STATE OF THE STA				
ASSAULTS-AGGR.						And the second s
ASSAULTS-POLICE OFF.	Comment	1			1	1
ASSAULTS-SIMP.						
	7					
TOTAL MAJOR CRIMES	No.	1			1	1

DRIVING WHILE INTOX.	6	3		9	9
DRIVING WHILE LIC. SUSP.				1	
ELUDE POLICE OFF.	1			1	1
TOTAL TRAFFIC CASES D.A.	8	3		11 .	11

ELMENDORF POLICE DEPARTMENT

CASES FOR THE MONTH OF March 19 73

	CHIEF	SN. PAT.	PAT-1	PAT-2	TOTAL	
DRUNKS		1			1	
NINORS/POSS.	1				1	
DISTURBFAMLY.		2			2	
DISTURETAVN.				A		
FIGHTS			1	1/1/	1	
DISORD, CONDUCT						
MAL. MISCHIEF	1	1			2	
ASUSIVE LANG.		1			1	
OPEN DCORS/WINDS.						
PROWLERS		1				
SP. PERSONS	ı	2000			1	<u> </u>
ANIMAL CALLS	2	10	2		2	
FIRE CALLS						
INJURED PERSONS	•	Secondo.				
ASSIST OTHER AGENCIES	No. of the last of	2	1		3	
ASSIST THE PUBLIC	The state of the s	1			1	1
MISSING PERSONS	-					
RECOVERED PROPERTY	X					
MISCELLANEOUS		3			3	
GRAND TOTAL OF CALLS	5	11	2		18	

7 deles finner