

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Organization and Management Survey

REPORT NUMBER: 76-124/076

FOR: Grapevine, Texas Police Department  
Population: About 11,000  
Police Strength:  
Sworn: 21  
Non-Sworn: 6  
Total: 27  
Square Mile Area: 31.65

CONTRACTOR: Public Administration Service  
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CONTRACT NUMBER: J-LEAA-002-76

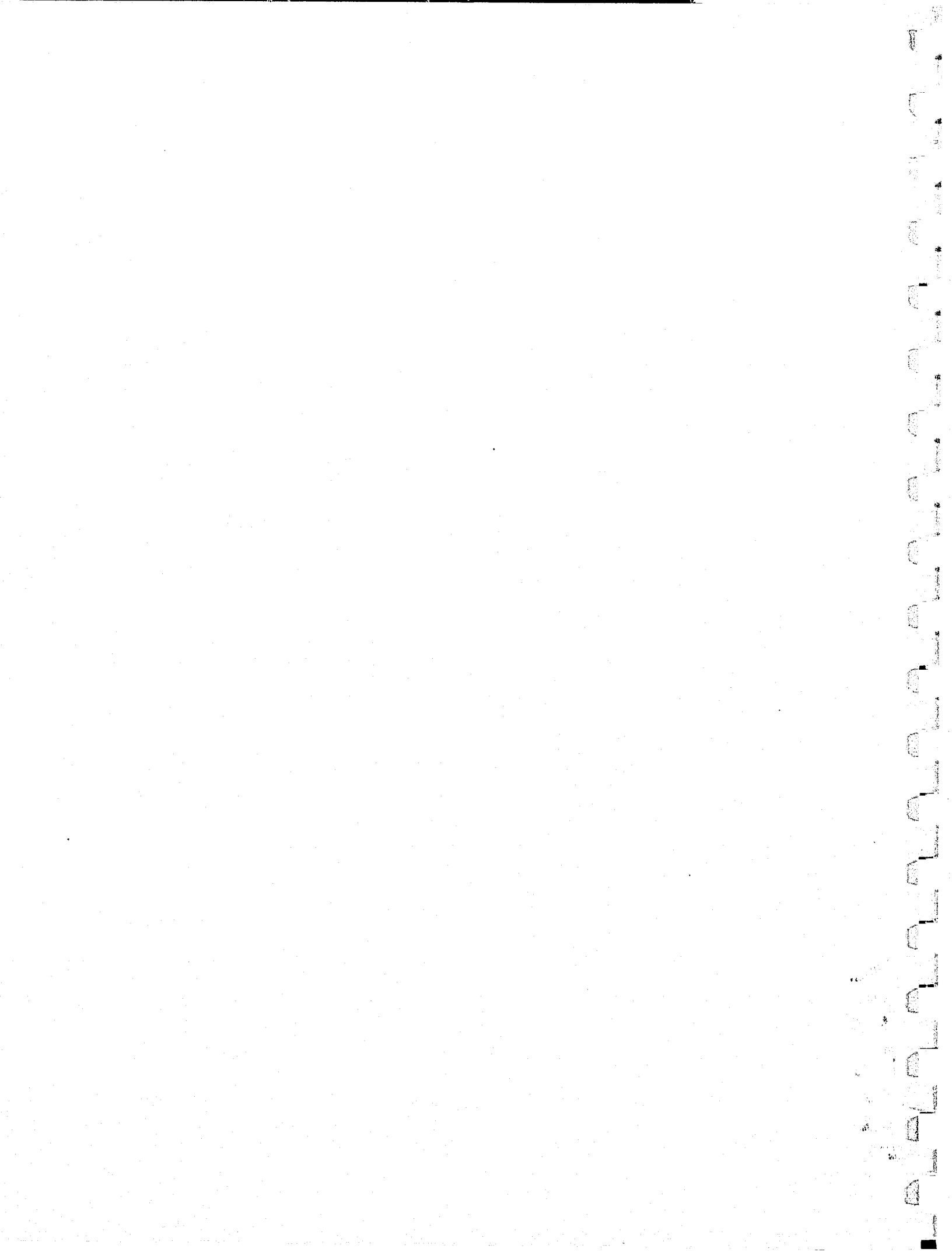
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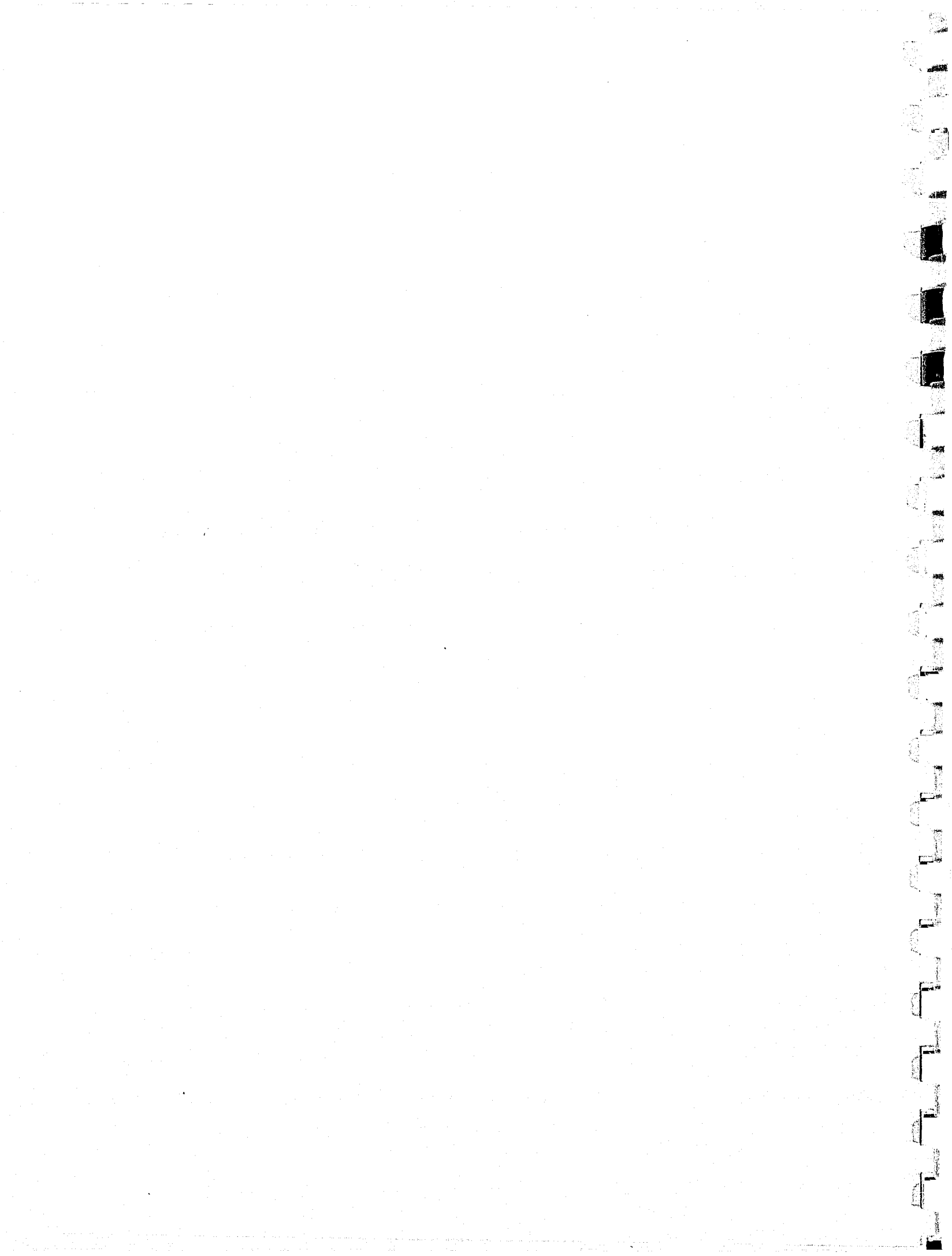
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ACQUISITION



## TECHNICAL ASSISTANCE FOR GRAPEVINE, TEXAS

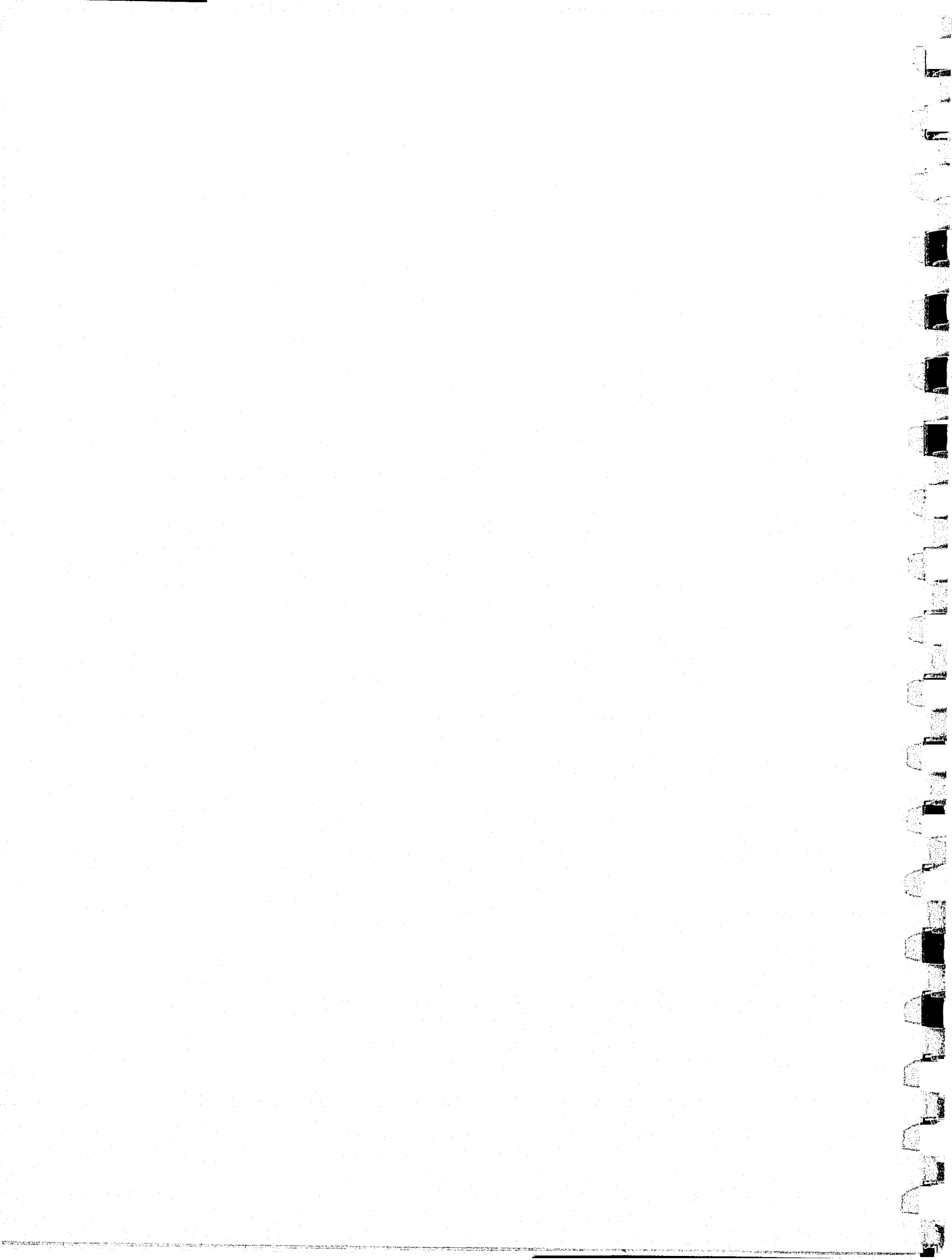
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## I. INTRODUCTION

On April 28, 1976, Grapevine, Texas, City Manager Floy T. Ezell requested Mr. Fred Keithley, Director of Criminal Justice Studies at the North Central Texas Council of Governments, Arlington, to help provide a person to examine the organization, management and operations of the Grapevine Police Department. City Manager Ezell noted that there has been an increase in index crime and that the city is expanding and it is therefore timely for an outside authority to help ascertain that the framework necessary on which to base a force for an expanding city is adequate.

Mr. Keithley confirmed the merits of Mr. Ezell's request and forwarded the request to Mr. Darwin Avant of the Texas State Criminal Justice Division in Austin on April 30, 1976. On May 11, 1976, Mr. Avant forwarded the request to Mr. N. T. "Dolly" Fischer of the LEAA Dallas Regional Office. The Regional Office approved the request and forwarded it to the LEAA Headquarters in Washington, D. C. On June 26, 1976, the LEAA requested the Public Administration Service provide the consultant. On July 1, 1976 Samuel G. Chapman of the University of Oklahoma was asked to handle the assignment. The consultant agreed and was on site on July 8-10 and 15-17, 1976. Report preparation followed, including the submission of a draft report from Professor Chapman to City Manager Ezell and Police Chief McLain who reviewed the document for accuracy and to ascertain that it addressed the need originally sought by the city.



The report which follows is the document prepared by the consultant as called for in PAS Project Number 76-124/076. It is not the first report to address police needs in Grapevine. In May, 1973 the International Association of Chiefs of Police of Gaithersburg, Maryland, submitted an extensive and detailed survey of the city's force. It included 127 pages of analysis and recommendations and six appendices, too. Many of the dozens of recommendations set out in the 1973 IACP report, which cost about \$9,100 in all (of which \$2,275 was Grapevine's share), are as timely today and into the foreseeable future as then.

## II. GRAPEVINE AND ITS POLICE DEPARTMENT

Grapevine is a city of about 11,000 population midway between Dallas and Fort Worth. Of the city's approximately 31.65 square miles, some 12.23 are on the Dallas-Fort Worth Regional Airport preserve. The airport's passenger terminals and hotel facilities are included among these 12 square miles.

The mere presence of the Dallas-Fort Worth Regional Airport has had profound impact on services which the city must provide local residents, even though the Dallas-Fort Worth Airport Authority provides many independent of the city. There seem to be ever more persons employed at the airport or in airport-based enterprises who have chosen to reside in Grapevine. In addition, thousands of passengers, public ground carriers and trucks (as well as airport employees) regularly use State Highways 114 and 121 as their means of going to and from the massive facility. These roads, of course, bisect Grapevine. The Grapevine police and the Dallas-Fort Worth Regional Airport's highly trained 200-member Department of Public Safety have concurrent law enforcement jurisdiction over the land area common to the city and airport authority.

The Grapevine Lake and Recreation Area is a physical attraction, the south and east shores of which are in the city's limits. The lake draws well over four million persons to Grapevine each year. These persons and their recreation vehicles, boats, cars, and so forth along with a booming building and development adjacent to the lake, have profound impact on the need the city has for police services. The city police have concurrent



law enforcement jurisdiction with the Corps of Engineers over the approximately 25 percent of the lake and park area resting in Grapevine.

The city operates under a council-manager form of government which includes six council members and a mayor elected from at large for staggered two year terms. The City Hall is in a store group along North Main Street, along with the city's water utility office. Police headquarters is about two blocks north.

#### Grapevine's Growth

Grapevine is a growing city and has been for many years. For example, in 1950 there were 1,813 residents. In 1960 the resident population was 2,821 persons and there were 7,023 persons in 1970. Growth since then has continued, understandably, with the opening of the Dallas-Fort Worth Regional Airport and the ever-increasing appeal of beautiful Grapevine Lake. Fortunately, the growth in this predominately single family residential community has been fairly orderly and apparently followed a sensible growth pattern. Some townhouse projects have been constructed and others are underway in addition to many more single family residences.

The city estimates its population in January, 1976 to be 10,998 persons. The Council of Governments in Arlington estimates it more modestly at 9,850 persons. Irrespective of which figure one embraces, the annual percentage growth rate has been impressive since 1970, ranging from 5.6 percent to about 8.0 percent. All signs indicate that growth will continue and it is possible that by 1993 there will be complete urban development and a city of about 50,000 population!

The Grapevine Police Department

Since its formation in 1957, the Grapevine Police Department has had several increases in personnel and accompanying mounting dollar appropriations. However, today it is having trouble coping with an increasing index offense rate and in solving cases. The department's resources and the crime picture is summarized in pages which follow.

Personnel

In July, 1976 the Grapevine Police Department was comprised of 27 total authorized personnel of which 21 were sworn members. The July, 1976 rank structure and numbers of personnel by rank and the salary rates are set out below:

<u>Rank</u>	<u>Number Authorized</u>	<u>Salary Rates</u>
Chief of Police	1	\$1199 - 1349
Lieutenant	1	950 - 1150
Sergeant	2	900 - 936
Investigator	1	900 - 936
Police Officer	<u>16</u>	700 - 856
Total Sworn	21	
Secretary	1	\$636
Dispatcher	<u>5</u>	536 - 608
Total Non-Sworn	6	

Appropriations

The police department has received a major portion of the city's total general fund appropriation each fiscal year over the past several, as is set out below:

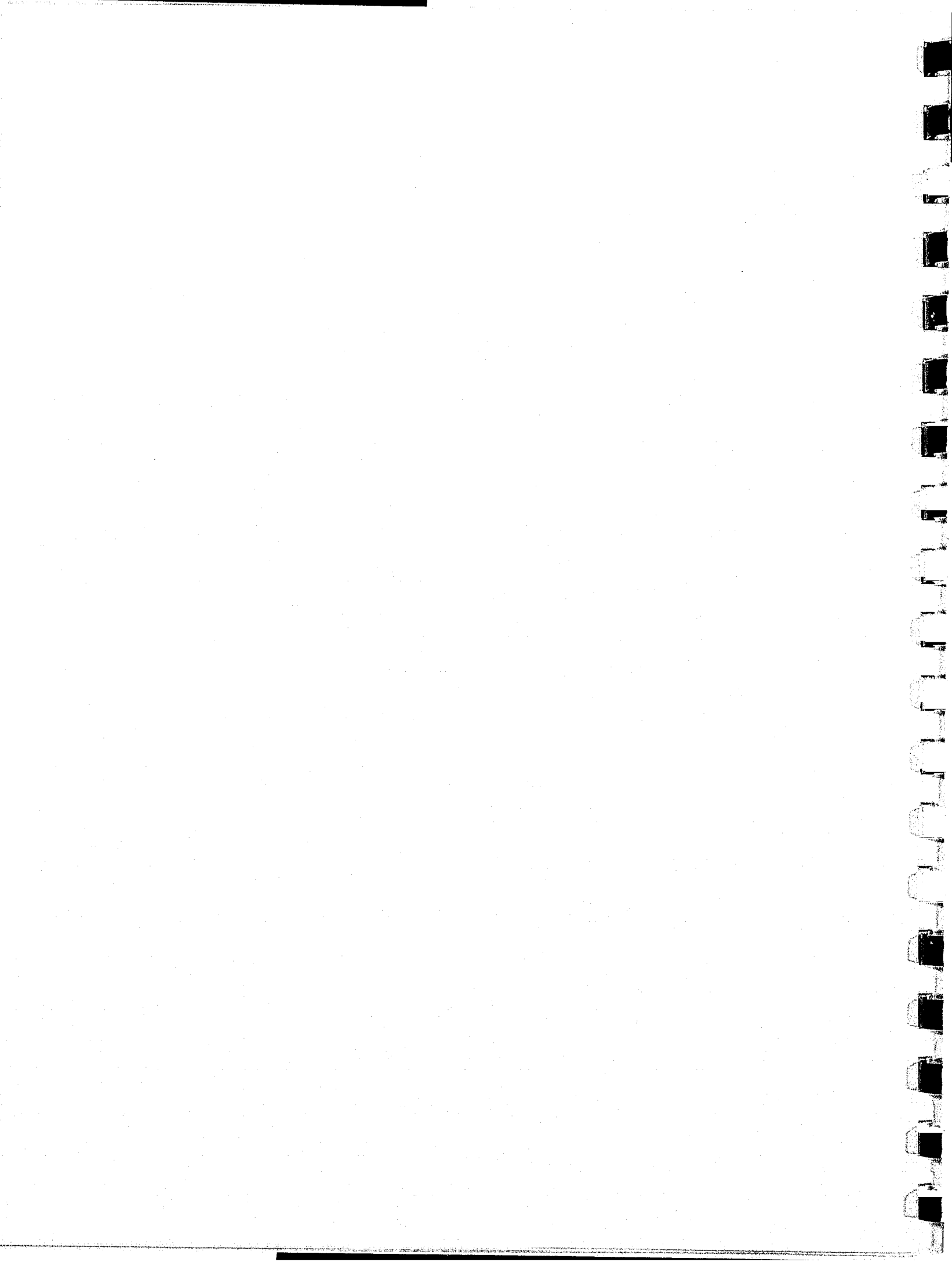
FY	Allocation		Percent of Total for Police	Percent Police Increase Each Year
	For Police	City Total		
1975-76	\$429,350	\$1,438,075	29.8	6.1
1974-75	404,823	1,253,391	32.3	56.3
1973-74	259,084	865,733	29.9	28.2
1972-73	202,114	620,752	32.6	27.8
1971-72	158,121	459,565	34.4	17.7
1970-71	134,385	377,794	35.6	--

Over the six-year span 1970-71 through 1975-76, the city has committed \$1,587,877 of its \$5,015,310 total general fund appropriation, or an average of 31.6 percent of the total each year, for police services. This is an impressive level of support for which the city manager, mayor and city council deserve commendation.

The appropriation for FY 1976-77 has not yet been finalized, but early indications are that the force is slated to be held at its current authorized 27 positions and funded at approximately the same level as in the prior fiscal year. These plans seem linked to a sense within city government in Grapevine that it is timely for the department to consolidate program and structure under a newly appointed chief. Also, it appears that an urgent step antecedent to any major police improvements is to conduct plans for a new police headquarters and city hall to enhance efficiency in all branches of Grapevine city services.

#### Organization

Like almost all forces which have grown rapidly but which still are under 30 persons, the Grapevine Police Department is a straight line organization, with the chief at the top and a supervisor and some police officers and a dispatcher on each of the night shifts. This is characteristic



of organization by shift, not function or divisions. However, the Grapevine Police Department has reached the point where very soon it should be organized by function. A proposal to do so is set out in the concluding section of this Technical Assistance report.

In July, 1976, the force was organized by shift with personnel normally allocated by time of day as shown below:

<u>Rank</u>	<u>7AM-3PM Days</u>	<u>3PM-11PM Evenings</u>	<u>11PM-7AM Back Shift</u>	<u>Relief</u>
Chief	1			
Lieutenant		1		
Sergeant			1	1
Investigator	1			
Police Officer	5	6	5	
Secretary	1			
Dispatcher	<u>1</u>	<u>1</u>	<u>1</u>	<u>2</u>
Total	9	8	7	3

One sergeant relieves the other sergeant and the lieutenant. The two relief dispatchers spell the secretary and other dispatchers. All dispatchers are clerks, too, trained in a wide range of radio, telephone, typing and microfilm management information system project functions. The patrol officer relief component has been incorporated into the numbers assigned to each shift. What this means is that when all is normal, there are four patrol cars on the street during days; either three or four during evenings; and three on the back shift. On each of the night shifts, a supervisor is out and cruising at large, covering in on calls where his presence seems necessary. The chief, the only supervisor during days, cannot patrol at large owing to an ever mounting administrative workload. Officers work one to each patrol car in Grapevine, a superior practice which should be continued unless street conditions change dramatically, which does not appear likely. All patrol officers are

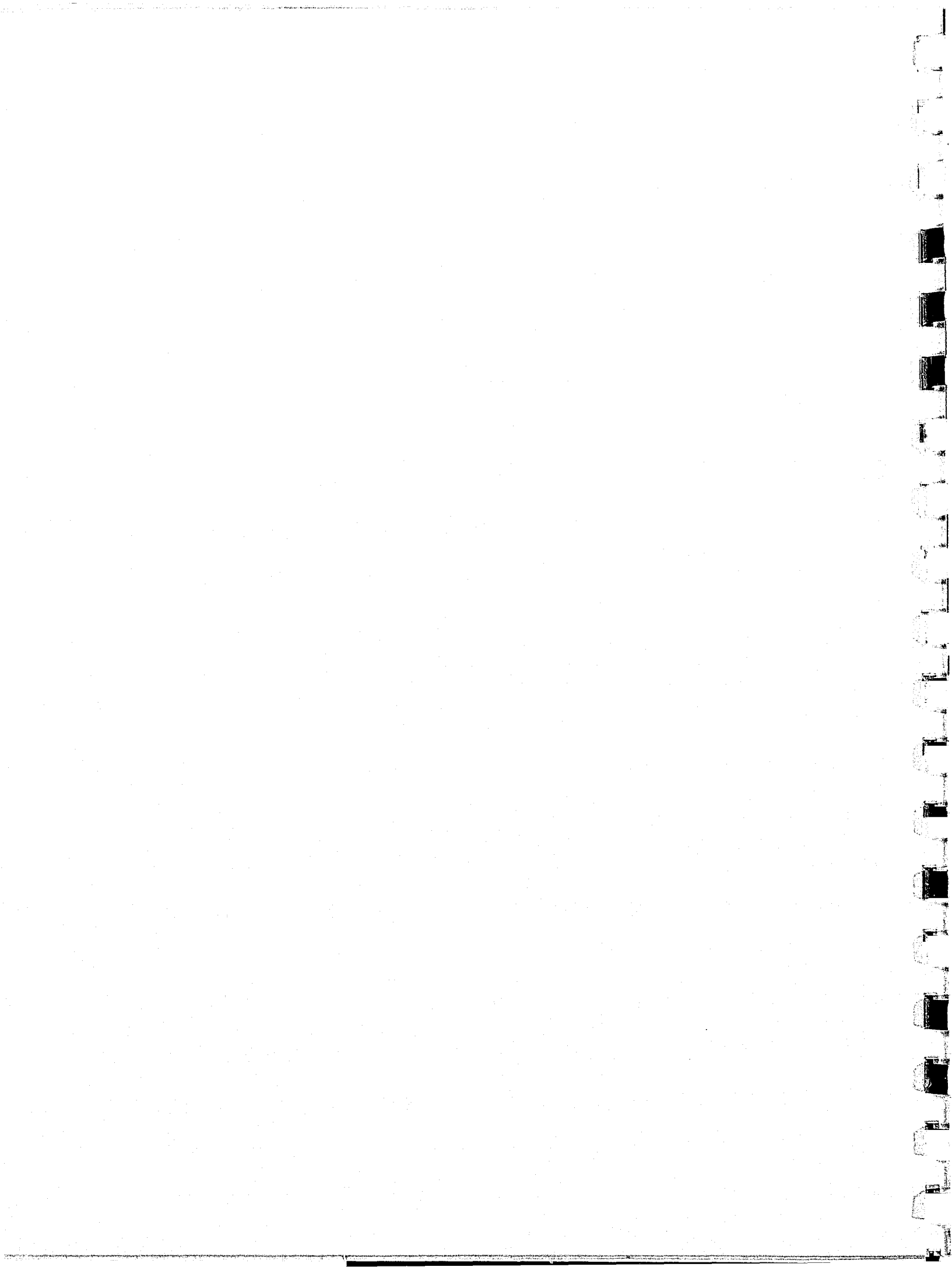
portable transceiver equipped on each tour of duty, also a superior practice which must be continued.

Owing to the fact that the force is small, all personnel are trained to be generalist patrol and investigative officers. There is but one specialist -- the investigator -- who handles the supplemental work on cases where it appears there may be a solution. He is a very busy, even overworked, man as the force's caseload has continued to mount and will probably not abate. As soon as the force is organized by function, as should commence as soon as the space problem is resolved, there will be greater specialization needed and more persons of supervisory rank.

The force looks to either the city attorney or the Tarrant County District Attorney's staff for legal advice and assistance as need arises. Physical evidence stemming from crime scene searches is processed by the Fort Worth Police Department's forensic laboratory. In addition, the resources of the Tarrant County Sheriff's Department, the Texas Department of Public Safety and the Highway Patrol, and the Tarrant County Medical Examiner are also available as needed. Finally, the criminal justice planning staff of the North Central Texas Regional Council of Governments is available to help Grapevine plan improvement programs and to provide technical assistance as requested.

#### Conditions of Service

Police personnel work 40 hours per week, are paid time and one-half for overtime, have hospital and sick benefits programs given through the city, and are paid doubletime for several holidays each year (including a person's birthday). Recruits are trained up to or beyond the 240-hour



Texas-mandated standard at either the North Central Texas Regional Training Academy in Arlington or in College Station at the Texas A and M recruit school. Some other personnel, including persons of all sworn ranks, have completed specialized and management courses at the North Central Regional Academy. In addition, some of the 21 sworn members have earned college level associate degrees in police science and a few officers are continuing their higher education, laudably.

#### The Police Headquarters Facility and Jail

The police are housed at 215 North Main Street in the north side of a building opened in 1965 for both the police and fire departments. At that time the police force numbered about six employees in all, far fewer than the present 27.

Around 1969 the police quarters were expanded into what earlier had been the city's public works repair shop. The expansion included a squadroom as well as a jail comprised of three cells and a drunk tank.

Grapevine's jail population has increased as the city has grown. The opening of the Dallas-Fort Worth Regional Airport has meant more prisoners, too, since that force books almost all of its suspects into the Grapevine jail. Many of the persons taken into custody at the airport are unruly drunks who proved so obstreperous that they could not be handled short of arrest.

The average number of hours a suspect is held in the Grapevine jail ranges from four to six hours. Suspects are either released on bail or personal recognizance or turned over to Tarrant County or armed forces authorities for further disposition. Dispatcher personnel, with the



assistance of uniformed personnel on night shifts, monitor jailed prisoners and cell conditions along with other duties. The number of persons confined by year since 1968 in the Grapevine jail is shown below:

<u>Year</u>	<u>Number Confined</u>
1969	483
1970	608
1971	684
1972	497
1973	583
1974	1233
1975	1096

Source: Grapevine Police Department records.

The May, 1973 report by the International Association of Chiefs of Police best summarizes the inadequacy of the present headquarters facilities:

"The present police facility is inadequate for the department's needs. There are no rooms suitable for interviewing witnesses, victims, complainants, or suspects unless the chief's office is used (page 125). The quarters are inadequate in size and poorly laid out for police operations (page 9)."

#### Workload and Activity Summary

In almost every respect, the Grapevine Police Department's workload seems to be mounting. Data set out below suggest that the trend is likely to persist, too.

While the data shown were assembled from the police force's records, their fidelity cannot be assured. This is not because of dishonesty or purposeful manipulation, but rather because the force is not now and has not been one of sophistication where processes have been well spelled out and personnel have had long opportunity to become closely acquainted with roles and procedures. To the contrary -- the force has grown rapidly;

there has been substantial turnover of personnel for many reasons, and thus no special continuity over years in report accuracy. Finally, it appears that control over and review of clerical, reporting, classification and accounting processes has been neither as close nor as consistent as is desirable. So the data shown below may be wanting in some respects, but it is the best available pertaining to Grapevine.

#### Index Offenses

Index offenses are those seven offenses shown by experience to be those most completely reported to the police. These are the core of the FBI's Uniform Crime Reporting program, now almost 50 years on-going. A review of the city's index offense picture, over years, is shown in Table One. It gives a "bench mark" of how busy the force has been and indicates that the workload is mounting.

Table Two shows the index offense picture from another perspective. It sets out the number of offenses reported to the Grapevine Police Department each year; the percentage increase over the prior year; and then presents the department's crime clearance experience for five of the eight years. There were no clearance data found for 1972, 1973 and 1974 so no observations can be made about successes during these three years.

The percentage increase picture by year set out in Table Two is very erratic, suggesting that there may have been records keeping inaccuracies. In addition, the aggravated assault offense category shown in Table One probably includes several assaults which were not aggravated, hence not index offenses. This is very likely the case for 1975 data and perhaps for data in earlier years, too. It suggests that the force has not been

TABLE ONE

The Number of Index Offenses, by Year, 1968 Through 1975  
in Grapevine, Texas \*/

<u>Index Offense</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>Eight Year Total by Offense</u>
Criminal Homicide	2	1	2	1	1	1	-	-	8
Forcible Rape	2	1	-	-	1	-	-	6	10
Robbery	-	-	2	-	2	3	1	7	15
Aggravated Assault	2	9	5	10	15	12	11	43	107
Burglary	37	6	47	35	56	69	217	235	702
Larceny - Theft	83	112	108	99	167	151	292	319	1331
Auto Theft	<u>2</u>	<u>16</u>	<u>21</u>	<u>10</u>	<u>14</u>	<u>21</u>	<u>11</u>	<u>32</u>	<u>127</u>
Total Offenses	128	145	185	155	256	257	532	642	2300

\*/ Source: Annual Return of Offenses Known to the Police, a form prepared by the Grapevine Police Department and submitted to the FBI or the State Department of Public Safety. FBI annual return forms could not be found for years 1972, 1973 and 1974. The data for these years were provided by the North Central Texas Council of Governments and was attributed to the Grapevine Police Department.

TABLE TWO

The Number of Index Offenses by Year, The Increase Over the Year Previous and the Number and Percent of Offenses Cleared, 1968 - 1975  
 Grapevine, Texas, Police Department

Year	Total Offenses	Percent Increase Over Year Previous	Clearances	
			Number	Percent
1968	128	-	45	35.2
1969	145	13.3	22	15.2
1970	185	27.8	22	11.9
1971	155	-16.2	12	7.7
1972	256	65.2	Not Known	
1973	257	.4	Not Known	
1974	532	107.0	Not Known	
1975	<u>642</u>	<u>20.7</u>	<u>163</u>	<u>25.4</u>
Totals:	2300	-	264	21.0

classifying offenses according to guidelines set out by the FBI and, recently, by the Texas Department of Public Safety. 1/

The clearance experience by specific offense, excepting aggravated assault, for five of the eight years is shown below:

Index Crime Clearances for Five Years

<u>Index Offense</u>	<u>Offenses</u>		<u>Percent Cleared</u>	<u>1974 National Rate</u>
	<u>Number</u>	<u>Cleared</u>		
Criminal Homicide	6	2	33.3	80.9
Forcible Rape	9	8	88.9	56.4
Robbery	9	1	11.1	31.8
Burglary	360	78	21.7	17.6
Larceny - Theft	721	114	15.8	17.7
Auto Theft	81	26	32.1	28.3
Totals	1186	229	19.3	20.9

If the clearances have been made in accord with FBI guidelines, then the murder and robbery clearance rates are very low when contrasted with the national picture. On the other hand, the forcible rape solution rate is commendably high and the burglary and auto theft solution rates are nominally above the clearance rates for cities under 10,000 population nationally. The larceny-theft clearance rate is slightly below the national rate. These contrasts must be viewed with caution owing to the prospect of records and classification inaccuracies over years in Grapevine as well as the small number of incidents which comprise the local picture.

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1/ FBI guidelines are specified in the: Uniform Crime Reporting Handbook (Washington, D. C.: Federal Bureau of Investigation, revised edition, January, 1974), 96 pp. The Texas Department of Public Safety's guidelines may be obtained through their Austin office but will be compatible with those of the FBI.

#### Automobile Crashes

The department's auto accident investigation picture is dippy doodle, probably because units from Tarrant County, the Texas Highway Patrol and the Dallas-Fort Worth Regional Airport handle many of the traffic accidents which occur within Grapevine's city limits. In short, the concurrent jurisdiction among these forces, probably more than in any other class of incident, obscures the real workload borne by Grapevine officers. Also, irrespective of which agency handled the investigation, it is a virtual certainty that one or more Grapevine patrol officers attended the scene and directed traffic, rendered first aid, set out flares and helped locate witnesses and so forth. The up and down nature of the data, especially in recent years, probably obscures what really is an impressive work load for Grapevine's police. The accident picture, set out by year as derived from the department's files, is set out in Table Three.

#### Total Calls Handled

Grapevine police officials report the force has handled a mounting number of calls of all sorts over the past two years. This includes the sum of all calls without distinguishing them by class of activity, number of officers involved, time of day or location, day, and so forth. The data set out below by year, then, is a lump which, in itself, shows cumulative activity, but little else. Projected for a full year, 1976 promises greater than ever in gross total activity.

TABLE THREE

Traffic Accidents  
 Handled by the Grapevine, Texas  
 Police Department \*/

<u>Year</u>	<u>Class of Accident</u>			<u>Total</u>
	<u>Non-Injury</u>	<u>Injury</u>	<u>Fatal</u>	
1969	315	76	5	396
1970	192	40	1	233
1971	249	66	3	318
1972	463	61	3	527
1973	525	98	11	634
1974	295	63	2	360
1975	291	146	2	439
Six months - 1976	145	56	2	203

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\*/ Source: Data extracted from Grapevine's police records by departmental staff.

<u>Year</u>	<u>Total Calls Handled</u>
1969	5,594
1970	15,988
1971	15,606
1972	11,324
1973	11,013
1974	19,191
1975	22,989
Six months-1976	12,341

Source: Data provided by the Grapevine Police Department staff.

Summary

Grapevine is growing. Over the years, the mayor and city council have allocated an impressive percentage of all general fund dollars for law enforcement. The police have been busy answering calls and conducting investigations, but it is not altogether clear, owing to records of insufficient detail, to narrowly define types of activities which police are handling. The police headquarters situation must be ameliorated, and soon, before any major improvements may be made in organization and operations. Finally, 1976-1977 should be a year of consolidating police department programs under new leadership; preparing a new records system; hopefully, making a move to new quarters; and preparing for an increase in personnel and broadly altered organization beginning in 1977-78.

cid. TMS in records section 1003-25574  
 from 1975



### III. RECOMMENDATIONS

The purpose of this report has been to set out a profile of the Grapevine Police Department as it exists today and to present a framework within which the force may expand as the city grows. Appropriate to such a mission is a discussion of the future organization of the force, its staffing pattern, the headquarters needs and allied features.

#### Proposed Organization

Skilled management and sound organization are the key ingredients of an improved police service, and agency organization is established for a single purpose -- to facilitate attainment of agency goals. Accepting this purpose as a basis on which organizational plans are developed, and analyzing bases on which organizational decisions are made, certain circumstances and influencing factors become apparent which require brief discussion.

Organization is an administration's facilitative device which makes easier and more effective the utilization of resources in attainment of objectives. Without resources, of course, organization is reduced to mere conceptualization without substance. It is clear that Grapevine's interest must first focus on resources, including the importance of providing adequate headquarters facilities and staff, for a long time into the future.

It is recommended that, as the facilities issue nears resolution, the force be organized by function as is shown in Chart One. The proposed

organization attaches additional responsibilities to the office of the chief and calls for two major subordinate bureaus: field operations and support services. The proposed roles associated with each organic unit are also shown on Chart One. The proposed organization, which is a framework sufficient to accommodate a force several times the department's present number of staff, offers these advantages:

1. It clearly delineates chains of command.
2. It clearly aligns functional responsibilities.
3. It will effectively use command personnel, the numbers of which must be increased beyond the four in today's force.
4. It clearly spells out the chief's role in management and pinpoints responsibility for such roles as vice suppression, the jail, fiscal affairs, supplemental investigations, and so forth.

#### Staff Meetings

Effective and productive staff relationships, which are the concomitants of maximum police service to the community, must be initiated as soon as the new rank structure has been implemented and positions filled. Staff meetings must be a regular part of making important changes work. They are intended to make the management of the force a partnership and to enhance intrastaff understanding of program and changes on important policy matters and command improvements of planning.

#### Personnel and Staffing Pattern

It is recommended that there be eight additional positions authorized for the police department beginning with fiscal year 1977-78 as presumably the headquarters problem will be on the threshold of resolution and the

CHART ONE

The Proposed Future Organization of the Grapevine, Texas  
Police Department  
September, 1976

Office of the Chief of Police

Personnel  
Training  
Budget - Fiscal Affairs  
Planning and Research  
Grants Coordination  
Public Relations  
Interlocal Agreements

Field Operations Bureau

Patrol Division

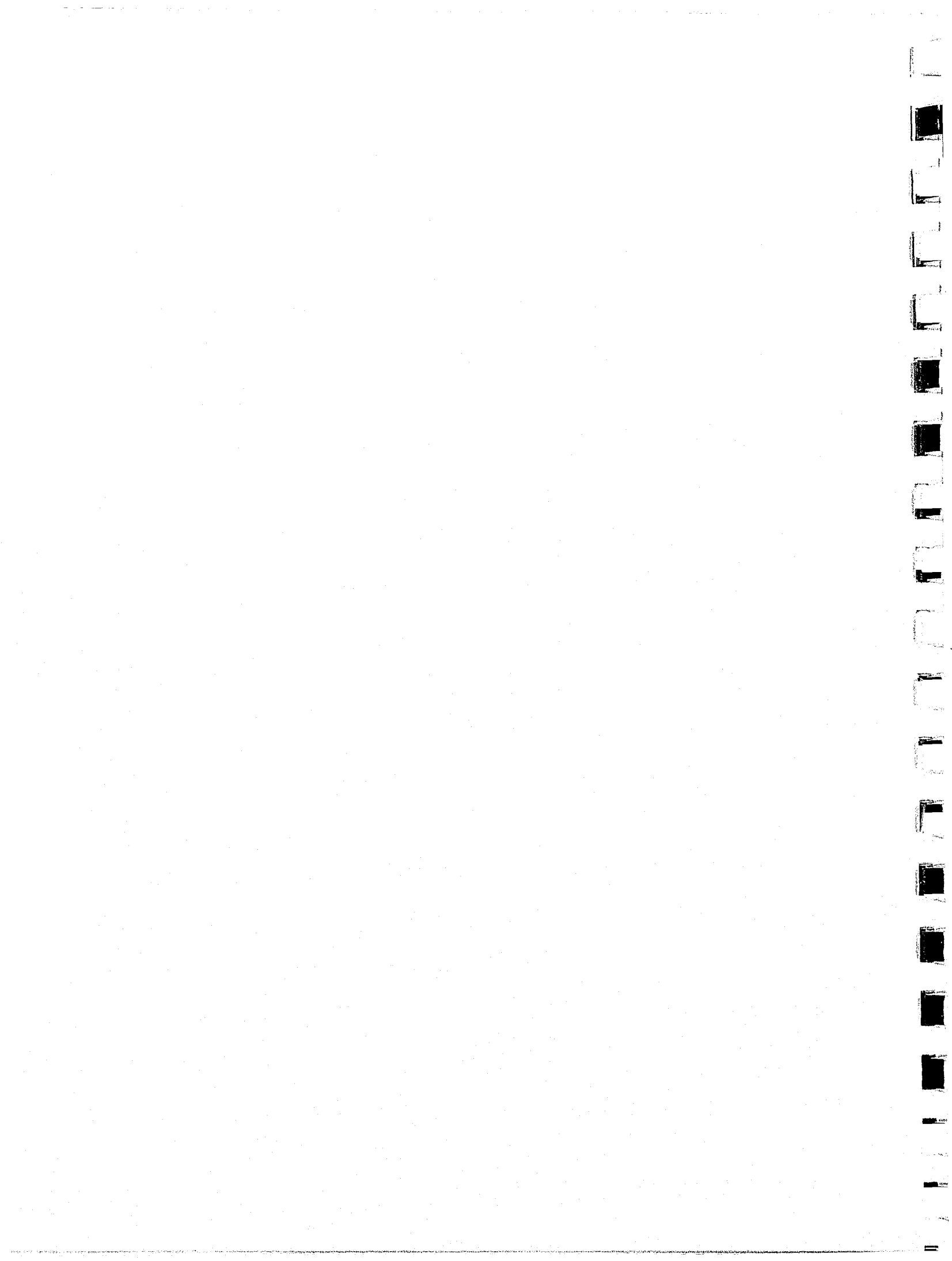
Prelim. Investigations  
Traffic Enforcement  
Accident Investigation  
Roving Surveillance  
Inspection  
Answering Called-for  
Services

Investigations Division

Follow-up Investigations  
Juvenile Crime Control  
Vice Suppression  
Intelligence

Support Services Bureau

Records  
Communications  
Property - Evidence  
Jail  
Identification  
Laboratory Coordination  
Fleet Management  
Warrant Service



city will be 13,000 or more in population. This move would increase the department's strength from 27 persons to 35, 29 sworn and six non-sworn. The 35 persons should be allocated by number according to the rank structure set out below and allocated to the functional elements of the force as set out in Chart Two.

<u>Rank</u>	<u>Number of Persons</u>
Chief of Police	1
Captain	2
Lieutenant	2
Sergeant	6
Investigator (police officer)	2
Police Officer	16
Secretary	1
Dispatcher - Clerk Typist	<u>5</u>
Total Personnel:	35

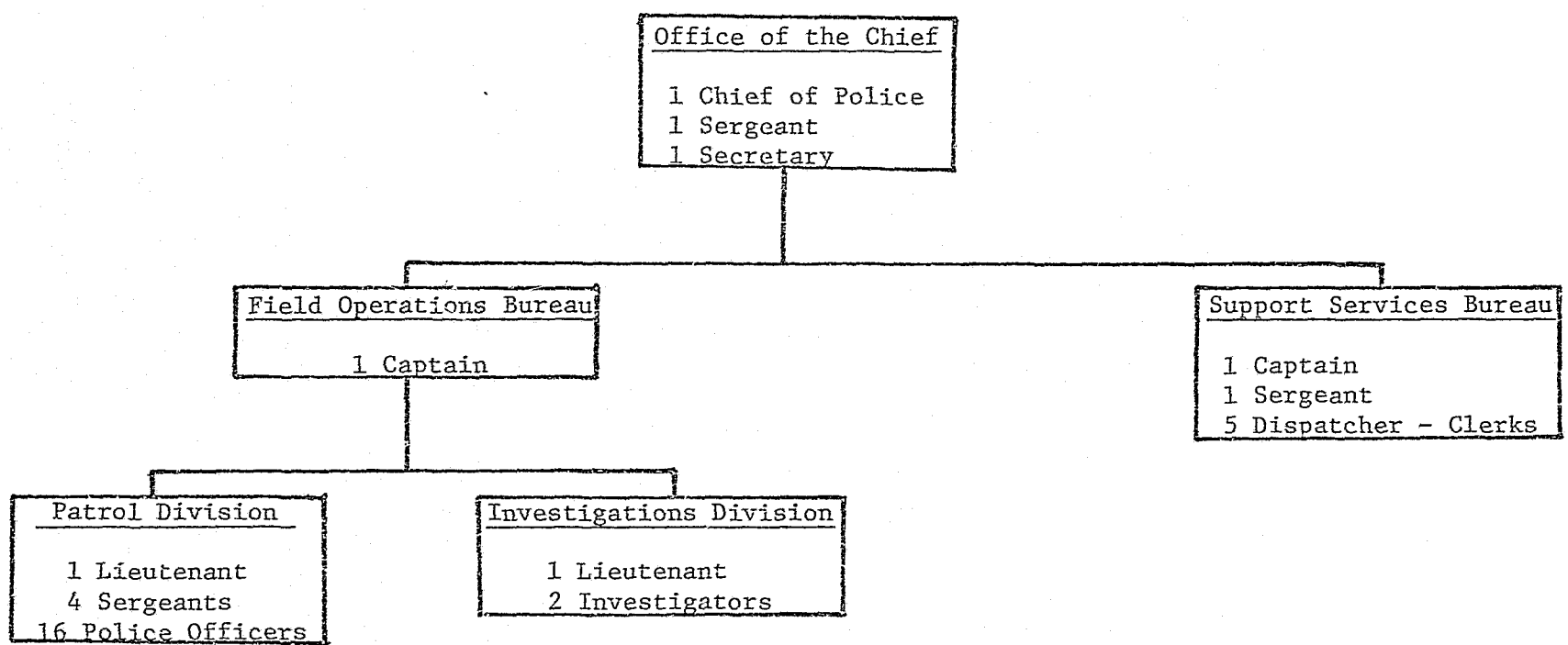
The recommendation above is made on the basis of a realistic approach to staffing needs against a backdrop of problem resolution, goals achievement and city growth. The recommendation assumes that certain gains in productivity of personnel will ensue through the new organization and the improved supervision, control and command inherent in it. Moreover, the recommendation is based on the concept that the department has a responsibility, which it should accept eagerly and pursue aggressively, to assure both itself and the city administration that it is operating as efficiently as resources permit. City officials, of course, should have this assurance before they authorize these or any other additional personnel.

In the proposed rank structure, there is no such one-person rank as assistant police chief. It is commendable that this rank was collapsed in July, 1976 with the appointment of the present chief.

Every sergeant, lieutenant and captain should be considered an operational, working supervisor-administrator, and not be station-bound beyond the time

CHART TWO

Proposed Assignment of Personnel to Bureaus  
Based on a 35-Person Police Department  
Grapevine, Texas



needed on inside matters. The chief, too, may carry a nominal special investigatory caseload if time allows. This is notably so, as long as his office has been provided a sergeant to serve as administrative assistant --- to handle a host of tasks which presently bog the chief down.

#### A Force for a City of 13,000 Population

The 35 member force should be adequate to police a city of Grapevine's character when its resident population is about 13,000. As population increases, along with airport and recreational traffic, service industry and business, more police must be added. This should be done on the rough, unscientific basis of about three employees per 1,000 resident population.

As personnel are added, four considerations must remain paramount:

1. That the basic organization suggested in Chart One be maintained with the units strengthened, but with first consideration given to providing greater numbers of motor patrols on shifts where workload is greatest.
2. That motor patrol units continue to be staffed one officer to a car (and portable radio equipped), a superior practice.
3. That increases in clerical-support services bureau strength be provided as necessary to assure that the increased field and plainclothes strength will not be dissipated in report writing, absence of data, insufficient vehicles, etc., and other clerical roles.
4. Officers in the rank of captain, lieutenant and sergeant be so scheduled and assigned that at no time, day or night, the department is without a supervisory officer on duty.

#### New Headquarters

As described earlier, present police headquarters are inadequate to accommodate the proposed reorganization and revitalized program much less the present complement. In fact, the headquarters problem, until

resolved, will seriously impede almost any significant improvement in the force.

The time is now for the city to initiate steps to resolve the problem. Laudably, initial steps were taken in July, 1976 to seek Technical Assistance in the form of a police facility expert to make an assessment of the present setting and to help spell out what the city needs for its police facility for the next several decades. 2/ Such measures should be pressed to fruition.

#### The Two Bureaus

Some observations about the work conducted within the two bureaus and the investigations division is warranted so that their missions may be more readily understood. Also, some of the new programs will prove very hard to devise and implement, so these paragraphs seek to early-warn Grapevine staff of some formidable obstacles to making certain improvements.

#### The Field Operations Bureau

The field operations bureau is slated to include the patrol and investigations divisions of the force.

The Patrol Division. The patrol division would be responsible for all patrol activities, both general and traffic, as well as for the pre-

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2/ The city has sought help from the staff of the National Clearinghouse for Criminal Justice Planning and Architecture, 505 East Green, Suite 200, Urbana, Illinois, 61820. Phone: (217) 333-0312. The criminal justice planning staff of the regional council of governments has been instrumental in helping to arrange Clearinghouse assistance at no expense to Grapevine.



liminary investigation of all crimes. As proposed, the patrol division is vested with responsibility for performing the full range of police duty and thus will become the core of an effective police program.

The preventive patrol function as performed in cars (and occasionally on foot, thanks to the availability of portable transceiver radio gear) should receive major emphasis. The number of motor patrol areas in Grapevine on each shift should not be depleted in order to build up the staffs of the other divisions or bureaus, or to perform special services. Also, as the numerical strength of the department grows, the chief should be certain that the number of personnel necessary to fill the patrol areas is assigned to the patrol division.

The patrol division will continue to be the numerically largest element in the force. In the proposed force of 35 persons, shown earlier in Chart Two, there is sufficient strength to have a sergeant plus either three or four uniformed officers on each shift; about one person more in the field than in July, 1976. The proposed staffing pattern assures that there will be a supervisor on duty at all times, too.

#### The Support Services Bureau

Special attention is directed to spelling out the concept of a support services bureau in the Grapevine Police Department because it will be the least understood of the roles once the force is organized along functional lines. This bureau will not be large in numbers of personnel, but it will be important in mission. Within it will be a host of activities, some of a not very impressive "house keeping"

nature, which support all personnel of the field operations bureau. Hence its name. The nature of these activities was spelled out in Chart One.

Many of the functions which the proposed support services bureau should handle are not fully treated by today's city police force. Moreover, they may not be fully understood conceptually, and personnel may not be clear about just how the execution of these roles may actually help the overall performance of the force. The support services are meaningfully defined and discussed in Municipal Police Administration, a standard text which the city manager has in his office. <sup>3/</sup> The chief, all ranking personnel and, desirably, all persons at the level of execution, too, should familiarize themselves with the support services and how they may help improve the force when fully operational.

A New Records System. The microfilm computer project calls for putting all criminal records into a regional system. The project will probably, in part but perhaps not fully, meet the Grapevine Police Department's need for keeping a certain class of records. At the same time, there may be other classes of information which must be recorded and kept locally, independent of the microfilm computer project. Time will reveal which information must be kept locally as part of the force's support services bureau.

Whatever records must be kept locally will require the force to design and implement a new, fully utilitarian system to fill the need.

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<sup>3/</sup> George and Esther Eastman, editors, Municipal Police Administration (Washington, D. C.: The International City Management Association, seventh edition, 1971), chapters 10 through 17.

This will be a challenging job and the process warrants some commentary.

Grapevine police officials will find that if a local system to supplement the microfilm computer project's products must be devised and implemented, it will be a very difficult and painstaking job. The new system, to meet local needs, must be a system which will complement, indeed strengthen, information to be derived from the multi-agency Regional Microfilm and Management Information System Model project just now getting underway. The local records system will probably have to go far beyond the project to be effective for local needs and as a repository of information, particularly that of a non-criminal nature.

The force may need some technical assistance, perhaps over a prolonged period, to help design and implement the new local records system, though much can be done by the force, on its own, using standard reference texts. <sup>4/</sup> Also, once devised and programmed for implementation, there should be someone who monitors the system to help the force work out the system's kinks and to audit the operation, revise forms and flow manuals, and so forth. This person must be intimately involved in training not just the key actors in the support services

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<sup>4/</sup> Two of these are: Donald G. Hanna and John R. Kleberg, A Police Records System for the Small Department (Springfield, Illinois: Charles C. Thomas, Publisher, second edition, 1974), 107 pp., and Manual of Police Records (December, 1972, 61 pp.) which may be obtained free of charge through the Dallas or Fort Worth Federal Bureau of Investigation field offices. A third text may prove valuable not just in devising the system, but in training officers in improving their report writing. It is: John G. Nelson, Preliminary Investigation and Police Reporting (Beverly Hills, California: The Glencoe Press, 1970), 512 pp.

bureau, but working with field operations bureau uniformed and plain-clothes personnel of all ranks in explaining why the system is programmed as it is; how it works; why specific reports are essential; emphasizing quality, and ensuring that quality information is going into the system and that it may be extracted readily for a host of purposes. This person must also be intimately acquainted with the microfilm project, too, and train the force relevant to its importance and processes also.

In summary, the local records program will probably be one of the toughest parts of upgrading the Grapevine Police Department, the least popular and probably the most misunderstood. But it will be among the most important programs to implement with a solid base, for once installed, a system to meet local needs is not only costly, but is one where it is procedurally difficult to make major changes.

There are other considerations to highlight in the support services division. The five dispatcher-typists have been assigned to the bureau for three reasons, although there are times when they will be functionally supervised by the patrol division shift sergeants. The principle reason is that dispatching, telephone work, and records keeping are support, not line roles, and should be treated as such within the force for purposes of control. Second, as the person who receives most calls for service and controls assignments by radio dispatching, dispatcher positions should not be part of the line activities. Third, and importantly, these are fixed assignments which must be staffed on each shift, yet call volume is not sufficient during some hours, especially over nights, that the personnel are fully occupied. Therefore, they should be typewriter-competent and responsible for keeping spot maps, preparing reports and

index cards, filing, handling the front counter, making inputs to the microfilm information system, compiling some monthly and annual statistical reports, classifying cases according to the FBI and Texas Department of Public Safety uniform definitions, ministering to persons in jail, and so forth so that their time is fully utilized. These five persons are the key staff of the department's support services activities.

Fleet Management and Property Control. Fleet management, maintenance and property control in its varied aspects will be an ever larger assignment in Grapevine as the force grows. At some point, it will be necessary that one person (probably best a sergeant) effectively handle these roles in their broadest sense. Specifically, this one person's duties would be to schedule and inspect headquarter's janitorial services; keep the jail in top shape and free of contraband; schedule the repair, maintenance and other service of all departmental motor vehicles and all other types of equipment; help develop specifications for patrol cars and other equipment; exercise full control over all recovered and found property and evidence; and maintain, control and disburse all supplies, personal equipment and firearms, other special armaments (including gas) and ammunition. This will be a deceptively diverse, big role, but not too much for a person who is orderly and who has shown an inclination toward mental dexterity, radio communications and automotive mechanics. Moreover, an officer's knowledge of the rules of evidence and sensitivity to how scrupulously property of all kinds must be handled and accounted for should help immensely.

The Investigations Division

The number of plainclothes investigators should be increased beyond the one presently operational. The precise number cannot be set out, owing to the absence of refined data, but it appears that there should be at least one more to help cope with an apparent mounting index offense case load. With the lieutenant as a working supervisor, there will really be three investigators, two more than in July, 1976. There can be some investigative specialization implemented, too. One person should handle all crimes against persons. The other two should divide the many classes of crimes against property. Importantly, investigators should work singly, not in pairs, to minimize the personnel and resources. Of course, when arrests are anticipated or special circumstances arise where a predictably high element of danger may be expected, the three personnel, perhaps aided by patrol officers, should act in a team.

There should be no rank of investigator. It should remain as now -- an assignment from among persons of police officer rank who have shown investigative tenacity; taken steps to prepare themselves for the rigors of plainclothes work; and are prepared to commit the many and irregular hours necessary to stay with cases as they break. Properly, the chief and his staff (the lieutenants and captains) should reach a mutual agreement on which persons warrant assignment to plainclothes roles and who should be returned to uniformed duty. Persons in plainclothes should receive the equivalent pay of sergeants to compensate them for their many hours of uncompensated overtime while they serve in investigator roles. Ideally, a person should expect to be in a plainclothes role for up to about two years so other deserving officers may have a turn at this unusual work.

Rotating people in and out will not have an enervating effect; rather the practice will help keep the patrol force's vitality high and make for better preliminary investigations by uniformed officers.

#### As the Investigations Division Grows in Strength

The day will come, probably in about three or four years, when the investigations division will grow to, say, a commanding lieutenant and six investigators. For the sake of direction, the following observations are addressed to how the division may be organized internally at that point.

It is suggested that the investigative operatives continue to be assigned to handle the ongoing supplemental investigation of specific types of crimes. Patrol officers should continue to handle all preliminaries. Also, like police officers in the field, investigators should continue to work alone except when making arrests, when it is usually advisable to have assistance. However, internally the range of investigative specialties should be narrowed. Several advantages are derived from greater specialization when the division is seven persons large. It provides for increased technical skill, greater knowledge of the sources of information available, selection of personnel on the basis of demonstrated ability, fixing of responsibility for crime clearances, more accurate measurement of individual accomplishment, and simplified training.

As a point of departure, the following specialized investigative unit assignments are suggested for Grapevine, based on six operatives:

1. Crimes against the person (homicide, assault, sex crimes, theft from person, arson, abortion and suspicious death): one investigator.

2. Burglary (all kinds) and auto theft: one investigator.
3. Larceny (over and under \$50) and embezzlement, fraud, forgery, vandalism and shoplifting. Also supervise and inspect pawn shops and secondhand stores and junk yards: one investigator
4. General purpose -- swing assignments, days: two investigators.
5. Evening generalist: one investigator.

It is likely that this allocation of assignments among the investigators will provide reasonably equitable work loads. Experience will most likely require the modification of these permanent assignments, and, should adjustment be made, classes of crimes that are similar or related in some way should be kept grouped together for purposes of assignment. The lieutenant in charge, who may carry a nominal case load, should make temporary reassignments as necessary to meet fluctuating case loads, using the general purpose investigators as short-term swing investigators.

It is not necessary to provide day off relief for investigative personnel. Moreover, investigations division personnel should work days, although one investigator may be assigned to work from about 2:00 PM to 10:00 PM. This assignment should be monitored, however, as experience may show such an assignment to be unwarranted on the basis of low work volume. Of course, there must be sufficient unmarked police cars so that investigators will not have to ride two to a car while making field contacts, a practice grossly abusive of the use of personnel.

#### Some Other Improvements

Reorganization and increases in numerical strength will prompt some collateral needs. Several of these are set out below.



### Equipment Requirements

Reorganization surely means additional equipment will be necessary. However, the nature and amount is not yet certain. More equipment of several types is especially certain as additional patrols are added and the plainclothes investigative force becomes larger in number. The principal, though not exclusive need, will be automotive equipment and portable radio gear. Also, there should be about one motor vehicle, as a ready reserve spare, for every five on-line to minimize time lost owing to vehicles being down for repair, maintenance, radio installation and so forth.

There will be need for modern office equipment of all sorts; some weapons for a departmental armory after the new headquarters is opened; probably some radio and telephone communications system upgrading; burglary and robbery alarm terminals at headquarters, and so forth. Since the city will be running a jail for years to come, part of the new structure should be provision for closed circuit television and voice monitoring capability, so that the wellbeing of suspects may be more adequately assessed by dispatching staff and the safety of officers booking prisoners enhanced.

Equipment needs, amounts and costs will become more apparent as program and facilities plans are finalized. The important consideration is that they be anticipated as a concurrent cost of improvements and funds set aside.

### Rules, Regulations and Procedures Manuals

Rules, regulations and procedures manuals should be prepared which bring the content into line with whatever changes in organization and

operations are implemented as a result of this Technical Assistance study and the 1973 International Association of Chiefs of Police report. Manuals, once published, should be regularly reviewed and updated to meet the force's needs. Manual preparation is a logical assignment for the sergeant working in the office of the chief, but he must coordinate efforts closely with ranking personnel from the two bureaus and divisions for the sake of completeness and accuracy.

#### A Workload Study

A workload study to determine whether officers are distributed across Grapevine in accord with need for their patrol by time of day, location, seriousness of offense, day and month should be conducted by the sergeant in the office of the chief as soon as it is apparent that data stemming from the microfilm computer project and the revised local records system is adequate to allow the work to be done with meaning. It may be that current allocation of patrol officers by shift and location is not in accord with need for service and should be changed. Also, the study should determine the appropriate hour for shift breaks and so forth. Of course, once the initial study has been completed, it should be done again at periodic intervals to be certain that allocations of personnel and shift hours remain consistent with need for services. 5/

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5/ A current text which will facilitate a study of the relative need for patrol service and calculating the redistribution requirements of the Grapevine patrol force is: S. G. Chapman, Police Patrol Readings (Springfield, Illinois: Charles C. Thomas, Publisher, revised edition, 1970), pp. 287-373.

#### Encouraging Additional Education

Some Grapevine officers were reported to be enrolled in college, university, evening school or community college programs and are working on degrees or certification in the law enforcement field. These persons, and others not yet enrolled, should be encouraged to continue. Moreover, if any officers have not yet earned a high school diploma or its equivalency, these persons should be encouraged, too. The need for better educated, faster thinking and more broadly based officers is paramount, especially as Grapevine embarks on a comprehensive and trying period of modernization. Harnessing the collective brainpower of the force and giving any person who seeks it a significant role in the reorganization can mean more prompt fulfillment of several goals as well as broadening participating officers. It is surely commendable that Grapevine has an incentive training program to help with costs where employees may upgrade their education and enhance their value to the city. Grapevine officers have taken advantage of this attractive benefit.

#### Exploring Interlocal Agreements

Grapevine's police are going to be handling telephone, radio and probably some nominal records activities around the clock for a force of growing numbers for the foreseeable future. In addition, the city will be operating a jail facility, too, and ministering to the needs of both male and female persons held there for the few hours it takes suspects to secure bond, sober up, or be transferred to the Tarrant County jail for additional legal action. Since these roles are very expensive to provide and since they are activities for which surrounding forces must also make

arrangements, proposals to pool these resources among forces in the immediate area may be in order.

The last two major national reports on crime -- The President's Crime Commission in 1967 and the National Advisory Commission on Criminal Justice Standards and Goals of 1973 -- stressed that the nation's police should pool common resources far more extensively than is now done. They were not calling for forces to consolidate.

Grapevine city officials may introduce the resource pooling concept to governing bodies in nearby cities, suggesting that Grapevine's police may be able to help in jailing or dispatching and perhaps in other roles. The North Central Texas Regional Council of Governments staff may be brought into the exploratory phase, too. Their inquiries may reveal that certain police services could be pooled by several forces in the area so that economies of scale may be realized and monies heretofore spent on office staff may be spent for more patrols.

Colleyville's public officials received a suggestion in an August, 1976 Technical Assistance Report that its police should continue to jail prisoners at Southlake and to draw upon Tarrant County and Fort Worth for crime scene search and laboratory assistance. Colleyville officials were also asked whether it is vital to keep police headquarters open and staffed overnight, or if the public would be better served by reaching an agreement with a nearby force to handle all incoming police and fire phone calls and radio dispatching during those hours. Grapevine officials may wish to contact those in Colleyville and see if the two cities could reach a mutually beneficial interlocal governmental agreement for dispatching services, and perhaps for jailing, too.

In Texas, the basis for interlocal governmental agreements is found in the Interlocal Cooperation Act of 1971. This measure neither grants additional governmental powers nor does it affect the basic structures and organization of government in the state. Rather, it affords to any local governmental jurisdiction the right to undertake jointly with one or more local jurisdictions any function or service that it could legally provide on its own.

The concept of interlocal governmental agreements is best described in a University of Texas at Arlington publication. <sup>6/</sup> After the publication has been secured, Grapevine officials and those at the North Central Texas Council of Governments could discuss the prospects for querying other jurisdictions in north east and north central Tarrant County about pooling certain common resources. In addition, the COG officials would be able to describe the on-going precedent across Texas for interlocal police agreements. There appear to be some exciting opportunities at hand for resource pooling; what is needed is for officials to assess needs and discuss alternatives against a backdrop of cost saving and service enhancement potential.

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<sup>6/</sup> David W. Tees and Jay G. Stanford, Handbook for Interlocal Contracting in Texas (Arlington, Texas: Institute of Urban Studies, November, 1972).

**END**

*7. 11. 1950*