



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT Organization and Management Study

REPORT NUMBER 77-012/121

FOR Ennis, Texas, Police Department

Population	11,650 (1976)
Police Strength (Sworn)	21
(Civilian)	5
Total	26
Square Mile Area	7.5

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FOREWORD

This report is in response to a request for technical assistance initiated by the Chief of Police of Ennis, Texas, for the purpose of analyzing current organizational and management considerations and proposing means to maximize the usefulness of the Department's existing resources.

The request for technical assistance was ultimately approved by the Texas Criminal Justice Division (SPA) and by the regional and headquarters offices of LEAA. The consultant was Samuel G. Chapman, whose on-site work was conducted during the period February 14-April 3, 1977.

The following persons were contacted during the course of the study:

Mr. Gerald Yarbrough
City Manager
Ennis, Texas

Mr. R. C. Coleman
Chief of Police
Ennis, Texas

Mr. Jon Pearson
Administrative Assistant to the City Manager

Ms. Sarah Lewis
City Personnel Officer

Lt. Andrew Mendosa
Ennis Police Department

Ms. Elaine Pecot
Police Dispatcher

Ms. Mary Christian
Police Records Clerk

Mr. Alfred E. Rogers
City Inspector

Mr. Fred Keithley
North Central Texas Council of Governments

Mr. Fred Draper
North Central Texas Council of Governments

Specific problems addressed during the study were: attrition rates, the need for jail renovation, and the advisability of a charter amendment calling for the appointment, rather than election, of the city marshal. In addition, general assistance was requested with respect to other recommendations which might lead to improved police service.

I. INTRODUCTION

Ennis, Texas, is located about 30 miles southeast of the city of Dallas, Texas. Similar to other cities on the fringes of large metropolitan areas, Ennis has been growing in population, though not at an inordinate pace. In 1960, there were 9,347 residents; by the time of the 1970 census, there were 11,046. The North Central Texas Council of Governments estimates that the city included 11,650 persons on January 1, 1976. The NCTCOG also projects that Ennis has a growth potential of 27,710 more persons for an expected ultimate population of 39,360 should the city ever become inhabited to its present limits, which is not likely in the foreseeable future.

On January 28, 1977, the Ennis Police Department was composed of:

City Marshal	1
Police Lieutenants	2
Police Sergeants	3
Police Officers	15
Police Radio Dispatchers	4
Police Information Clerk	<u>1</u>
Total Personnel	<u>26</u>

In addition to these full-time personnel, the Department included one full-time animal control warden, one part-time relief dispatcher, and about five school crossing guards who work a few hours each school day. Police field officers patrol routinely one to a motor vehicle. At full strength, there are five personnel on both the day and evening shifts and four on the early morning shift. The department budget is approximately \$305,000 for the current fiscal year. Police salaries are modest, considering the city's proximity to the Dallas-Fort Worth area and its competition for quality personnel. Police officers are paid \$617 to \$690 per month; sergeants make \$730 and lieutenants \$774.

Although serious crime occurs in Ennis, it is by no means out of hand, as shown in Table 1. While Ennis has a crime rate nominally higher in some categories than other cities nationally of similar population, there is nothing which warrants unnecessary concern. At the same time, Ennis residents cannot allow their police to become ineffective, for there is sufficient volume of burglary and robbery--the kind of offenses that most trouble citizens--to warrant improvements in police operations.

Table 1

THE ANNUAL NUMBER OF INDEX OFFENSES AND THE AVERAGE RATE 1972-1976, AND THE PERCENTAGE CHANGE IN 1976 OVER 1972, IN ENNIS COMPARED WITH THE RATE OF OFFENSES PER 100,000 POPULATION OF THE STATE OF TEXAS, THE WEST SOUTH CENTRAL STATES, AND CITIES OF 10,000-25,000 POPULATION, 1975 a/

Offense	Number of Offenses in Ennis					Five Year:		Percent Change 1972-76	Crime Rate per 100,000 Population, 1975				
	1972	1973	1974	1975	1976	Total	Average		Ennis	Dallas- Ft. Worth SMSA	State of Texas	West South Central States b/	1,357 Cities of 10,000-25,000 Population
	Murder and Non-negligent Manslaughter	1	-	1	1	2	5		1.0	+ 100.0	17.2	15.3	13.4
Forcible rape	-	1	2	1	1	5	1.0	+ 100.0	8.6	36.9	28.0	26.9	13.2
Robbery	5	5	6	5	5	26	5.2	--	42.9	212.7	164.1	144.7	79.6
Aggravated assault	6	8	15	33	31	93	18.6	+ 416.7	266.1	225.4	185.2	206.9	164.0
Burglary- breaking and entering	81	76	97	88	126	468	93.6	+ 55.6	1081.5	2086.5	1665.6	1491.0	1181.9
Larceny - theft: Total	62	142	244	278	336	1062	212.4	+ 441.9	2884.1	4479.6	2963.7	2643.7	2953.5
Auto theft	6	4	10	21	14	55	11.0	+ 133.3	120.2	473.9	387.2	351.0	296.4
Violent crime	12	14	24	40	39	129	25.8	+ 225.0	334.8	490.4	390.6	390.9	261.1
Property crime	149	222	351	387	476	1585	317.0	+ 219.5	4085.8	7040.0	5016.5	4485.6	4431.7
Crime index total:	161	236	375	427	515	1714	342.8	+ 219.9	4420.6	7530.4	5407.2	4876.6	4692.9

a/ The statistics in the four right-hand columns are from Tables 3, 4, 5 and 10 of Crime in the United States, Uniform Crime Reports -- 1975, released by the Federal Bureau of Investigation on August 25, 1976. The crime rates have been computed on the basis of population estimates released by the U.S. Bureau of the Census on July 1, 1975. The 1976 crime rate for Ennis has been computed on the basis of the January 1, 1976, population figure set out in Current Population Estimates, 1976, a four-page report prepared and published by the North Central Texas Council of Governments.

b/ Includes Arkansas, Louisiana, Oklahoma, and Texas.

II. UNDERSTANDING THE PROBLEM

Several problems have emerged which concern city officials in Ennis. First, the Department has experienced a substantial rate of attrition in recent years, thereby adding to operational costs and reducing the Police Department's ability to achieve its goals and to provide an acceptable level of public services.

Second, city officials have expressed concern with regard to the adequacy of existing jail facilities.

Third, the feasibility of amending the city charter to provide for the appointment rather than the election of the City Marshal (chief of police) was examined.

Finally, a number of other issues concerning overall needed improvements in the Department were examined. These included facilities and equipment, police records, radio procedures, and police rules and regulations.

III. ANALYSIS OF THE PROBLEM

Attrition of Police Employees

In making an appraisal of a personnel program for the purpose of identifying why employees separate and then proposing means for strengthening the program, it is important to take a look at the personnel who have been recruited, trained, and conditioned by that system.

Characteristics of Present Personnel

The following discussion and tables present some data about present personnel of the Department as well as something about those who have at one time been members but have separated. It should be emphasized that the quantitative data involved (age, years of experience, etc.) are interesting and are measurable, but that they are far less important than such qualitative factors as honesty, integrity, intelligence, drive, and emotional maturity-- which are much more difficult, and at times even impossible, to measure.

For the greater part, data throughout this report are derived from information extracted from Ennis files by city personnel at the request of the consultant. The analysis and interpretation of the figures, however, were done independently of Ennis authorities. The time and efforts of city staff are warmly acknowledged and have proven crucial to the content of this report.

Table 2 shows the number and percentage of department personnel by age group and rank. Some interesting facts emerge from these data. One is that the Ennis Police Department is a relatively young department, in that over two of every three personnel are less than 36 years of age. The average age is just under 36 years. This indicates the important potential length of future service, averaging about 24 more years, for personnel already in the Department, should they wish to make service in Ennis a career. This is a circumstance which has significant implications for the nature and extent of future in-service training and other career development programs which the force may want to implement.

Table 2
 NUMBER AND PERCENT OF PRESENT PERSONNEL
 BY AGE GROUP AND RANK
 ENNIS, TEXAS, POLICE DEPARTMENT
 January, 1977

<u>Age Group</u>	<u>Police Officer</u>	<u>Sergeant</u>	<u>Lieutenant</u>	<u>Marshal</u>	<u>Total</u>	<u>Percent</u>
21-25	2				2	9.5
26-30	4	1			5	23.9
31-35	4	1	2		7	33.3
36-40	1				1	4.8
41-45	2				2	9.5
46-50	1	1			2	9.5
51-55						
56-60	1			1	2	9.5
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total:	15	3	2	1	21	100.0

Another observation that can be made from these data is that, in general, the older personnel do not necessarily hold the higher ranks as is the case in many forces. These data suggest that age and length of service have not been the exclusive basis for determining who is promoted in the Ennis force.

Of the present 21 sworn members, 4 are black. The remainder are white and of these, 2 are Mexican-Americans. Also, 2 of the 21 are female. These include one sergeant and one police officer. Black personnel include the elected marshal, one lieutenant, one sergeant, and one officer. The black sergeant, a shift supervisor, is also female.

The average length of service with the Ennis Police Department of present personnel is a mere 2.2 years. The extremes range from the elected marshal's 11 years, 7 months (of which almost 4 years are as marshal) to 2 months each for four officers. Table 3 shows the years of service.

Ennis has an extremely young force in terms of years of experience with the city, a factor which suggests that many persons come, join the force, stay a while, but leave before being with the city too long. This pattern is very disruptive and makes police management difficult. It saps the force's energy and hurts administrative and operational continuity. Finally, it is a vexing expense to the city. Steps should be taken at once to make service in Ennis more attractive and enhance officer longevity, measures intended to drastically reduce the high turnover.

The average age of persons at the time of their appointment as sworn members is 33.5 years. This is high when viewed in a national context. In addition, that anyone is appointed as a police officer who is over 35 years of age underscores the informal nature of the personnel system in Ennis, though the process has been upgraded recently. The appointment of older persons is also disturbing because police work is a young person's calling, especially at the level of execution, as well as one which calls for prime physical condition and ever more education and training. There is a good chance that the older the appointee, the less likely he or she will either be in top physical shape or be willing to take the initiative in seeking greater personal improvement.



Table 3
 YEARS OF SERVICE OF SWORN PERSONNEL
 ENNIS, TEXAS, POLICE DEPARTMENT
 January, 1977

<u>Years of Police Service</u>	<u>Police Officer</u>	<u>Sergeant</u>	<u>Lieutenant</u>	<u>Marshal</u>	<u>Total</u>	<u>Percent</u>
Under 1 Year	8				8	38.1
1- 2	4	1			5	23.9
2- 5	2	2	2		6	28.4
5-10	1				1	4.8
10-15				1	1	4.8
15-20						--
20-30						--
Total:	15	3	2	1	21	100.0

Each of the present 21 Ennis sworn members has had previous work experience rather than joining the force directly from college or university. Many employees are reported to have held several jobs before opting for police work. Three of 21 came to Ennis from other police jobs. The positions held by present Ennis sworn members immediately prior to joining the force were:

Railroad employee	1
Industrial workers	2
Grocery store manager	1
Manufacturing technicians	2
Meat cutter	1
Truck drivers	3
Order clerk	1
Police officers	3
Car salesman	1
Machine mechanic	1
Warehouse worker	1
Paint contractor	1
Military service	2
Police records clerk	<u>1</u>
Total	<u>21</u>

This shows no particular role pattern the personnel filled before becoming police, though most were working and living within a 20-mile radius of Ennis. Moreover, exactly what attracted these persons to police work is not clear, though the relative job stability of public employment is suggested. Public employment is not subject to layoffs and economic spirals and, to a few, the opportunity to "get off the road" may have been appealing.

Table 4 presents data on the number of years of formal education of present sworn personnel of the Department. That only one of the force's 21 personnel has less than a high school education or its equivalent is commendable. It also shows that about three out of every four persons have some college experience, another figure which reflects favorably on the interest and initiative of police personnel. Data in Table 4 underscores with clarity that



Table 4
 EDUCATIONAL ATTAINMENTS OF PRESENT SWORN PERSONNEL
 ENNIS, TEXAS, POLICE DEPARTMENT
 January, 1977

<u>Years of Schooling</u>	<u>Police Officer</u>	<u>Sergeant</u>	<u>Lieutenant</u>	<u>Marshal</u>	<u>Total</u>	<u>Percent</u>
Less than high school graduation	1				1	4.8
High school graduation or equivalent	2	1	1	1	5	23.8
Some college or university	12	2	1		15	71.4
University graduate	—	—	—	—	—	—
Total:	15	3	2	1	21	100.0

there is a significant reservoir of educated personnel who, if recognized and properly motivated and utilized in the future, may add materially to the competence and effectiveness of the force. This is a prospect which augers well for Ennis citizens. It is also impressive evidence that present Ennis officers may be sought out by other forces and offered more pay and career opportunities as an inducement to change departments.

Separation from the Force

By any yardstick, high gross turnover has been a characteristic of the Ennis Police Department over years, as Table 5 shows. There are two main reasons for the high gross separation picture: 1) resignation by persons the force would rather not see terminate; and 2) forced terminations. Death-- a lingering illness--claimed one man, while three retired over the past five years.

There are two attrition figures of consequence in Ennis set out in Table 5. The first is the percent gross turnover rate each year; the second is the annual net percentage rate. The gross rate is the sum of all persons separating in a year, irrespective of reason. The net rate is keyed to persons who resign in good favor, persons whose services the force would not like to lose. When the number of persons whose resignations are forced is great, there is a strong prospect that pre-employment screening is not rigorous, there is too modest a group from which to make selection, or discipline is too harsh, capricious, or sudden. When an inordinate number of persons leave voluntarily, other reasons, such as noncompetitive pay rates, lack of career opportunities, and so forth, may be the causes in addition to other complications.

Attrition of any sort is expensive, but it should be considered normal when the gross rate ranges from about 8 to 12 percent a year. When the gross rate exceeds this level, a jurisdiction must devote greater-than-usual effort to seeking candidates and screening them. It also means that new employees must be trained, at city expense, within one year of appointment for at least 240 hours (six weeks) to be in compliance with the Texas Commission on Law Enforcement Officer Standards and Training's mandated minimum standard. Ennis'



Table 5

SWORN POLICE PERSONNEL SEPARATION FROM THE
ENNIS, TEXAS, POLICE DEPARTMENT, BY YEAR
1972 - 1976 AND THE PERCENT TURNOVER

<u>Reason for Separation</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>Total</u>	<u>Percent</u>
1. Resignation	6	5	10	8	9	38	63.3
2. Forced Termination	2	3	3	5	5	18	30.0
3. Retirement		2			1	3	5.0
4. Death	—	<u>1</u>	—	—	—	<u>1</u>	<u>1.7</u>
Total:	8	11	13	13	15	60	100.0
Average Number of Payroll Positions	14.5	14.3	18.7	21.3	20.2	89.0	--
Percent Gross Turnover	55.2	76.9	69.5	61.0	74.3	67.4	--
Percent Net Turnover	41.4	35.0	53.5	37.6	44.6	42.7	--

annual net turnover rate ranged between 35.0 and 53.5 percent during 1972-1976. The gross rate ranged from 61.0 to 76.9 Both rates are far too great and commit the city to the unnecessarily inordinate expense of recruiting and training police employees, only to see them soon separated.

Ennis does not routinely conduct a termination interview of employees upon their separation, though this should be done. Nevertheless, local officials were able to identify the reasons why most of the 38 persons who terminated in good standing from 1972-1976 left the force. These are set out below by category:

More money - another city or county police force	14
More money - private sector, teaching or federal service	7
More money - role not known with certainty	1
Went into business for self	2
Joined military service	1
Became elected official (justice of the peace)	1
Transfer to fire department	2
Full-time housewife role	1
Family complications prompted job change	1
Attend university full-time	1
Reason not known	<u>7</u>
Total	<u>38</u>

The preponderant reason for separation is for more money offered by other police agencies and in the private sector. Some of the persons, but not all, went to departments in the immediate area. Others whose resignations were not forced left for such understandable reasons as returning full-time to a university or assuming housekeeping roles.

The race and sex of the 60 persons terminating for all reasons over the five years (1972-1976) were computed. It is set out in Table 6 but does not show any unique pattern.

The length of service of those 60 persons who served the force for the five years (1972-1976) was also computed. The picture is set out in Table 7. Service ranged from a mere 4 days to 25 years. However, 40 of 60

Table 6
 RACE AND SEX OF PERSONS SEPARATING FROM THE
 ENNIS, TEXAS, POLICE DEPARTMENT, BY YEAR
 1972 - 1976

<u>Reason/Race</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>Total</u>	<u>Percent</u>
1. Resignation							
Black	1M		1M	1M	1M	4M	6.7
White	5M	5M*	9M	6M 1F	8M	33M 1F	56.6
2. Forced Termination							
Black	1M	1M	1M	1M	-	4M	6.7
White	1M*	2M	2M	4M	5M	14M	23.3
3. Retirement							
Black	-	-	-	-	-	-	-
White		2M			1M	3M	5.0
4. Death							
Black	-	1M	-	-	-	1M	1.7
White	-	-	-	-	-	-	-
TOTAL:	8M	11M	13M	12M 1F	15M	59M 1F	100.0

* Includes one man of Mexican-American extraction.

Table 7

LENGTH OF SERVICE OF THOSE PERSONS SEPARATING FROM THE
ENNIS, TEXAS, POLICE DEPARTMENT
1972 - 1976

<u>Length of Service</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>Total</u>	
						<u>Cases</u>	<u>Percent</u>
0-3 months	2	2	2	4	3	13	21.7
3-6 months	1	2	3	-	6	12	20.0
6-9 months	2	2	2	2	-	8	13.3
9 months-1 year	1	1	3	2	-	7	11.7
1-2 years	1	-	2	3	4	10	16.6
2-3 years	1	-	-	1	-	2	3.3
3-4 years	-	-	1	-	1	2	3.3
4-5 years	-	-	-	-	1	1	1.7
5-6 years	-	-	-	1	-	1	1.7
6-7 years	-	2	-	-	-	2	3.3
15 years 3 months	-	1	-	-	-	1	1.7
25 years	<u>-</u>	<u>1</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>1</u>	<u>1.7</u>
Totals:	8	11	13	13	15	60	100.0

personnel, or 2 of every 3, separated within a year of service. Precisely how many of these 40 left after being trained at city expense and went on to other police roles was not determined, but it is reported to be several. This is the core of the expense to the city and underscores how important it is to take steps to recruit more carefully, pay better salaries, improve career opportunities within the force, and initiate personnel development programs for employees who have served the force some years.

While not necessarily linked to the attrition picture, data were compiled which reveal that Ennis sworn members seem to enjoy a sound level of health and are safe on duty (notwithstanding a lieutenant who was shot in 1975) when assessed in terms of time lost from duty owing to sickness and duty-associated injury. This is shown in Table 8. The 4.5 days lost per year per officer average over the five-year span is much more favorable than the rate normally found in other forces. This is particularly impressive when, as shown much earlier in Table 2, the force is not comprised only of youthful personnel.

Remodeling Jail Facilities

The Ennis Police Department is housed in a three-story brick and wood structure which was erected as the city hall and municipal auditorium in 1915. Today, there are provisions for booking and holding prisoners in the basement, just as there were 62 years earlier. These detention facilities are still the original ones, notwithstanding occasional renovation over the years.

The jail area is a space about 34' x 17' and 10' high. Like the rest of the building, it is not fireproof. Within this area there are four cells. Two of these, locally referred to as the east and west cells, are about twice as large as the other two, called the middle cells. The middle cells derive their name from their cage-like appearance and placement in the large open portion of the security area. The east or west cells are used when there is need to segregate classes of suspects in jail. Each of the four cells has a very old, but operable, flush toilet but no drinking water.

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Table 8

SICK LEAVE SYNOPSIS FOR SWORN POLICE PERSONNEL, BY YEAR
 ENNIS, TEXAS, POLICE DEPARTMENT
 1972 - 1976

<u>Year</u>	<u>Average No. of Payroll Positions</u>	<u>Total No. of Sick and Injured Days</u>	<u>Average No. Days Lost Per Year Per Officer</u>	<u>No. of Officers Losing 20 or More Sick Days</u>	<u>Most Days Lost by One Officer</u>
1972	14.5	26	1.8	0	13
1973	14.3	51	3.6	0	8
1974	18.7	111	5.9	0	18
1975	21.3	113	5.3	0	16
1976	20.2	120	5.9	2	32
Total:	89.0	421	22.5	--	--
Five-Year Average:	17.8	84.2	4.5	--	--

Only misdemeanants are usually detained at the city jail, and then usually only for a few moments or through a period of sobering up. Most persons bail out shortly after arrest or are transferred to the Ellis County jail at Waxahachie. Felony suspects are mugged and fingerprinted at headquarters and taken at once to Ellis County. On those few occasions when misdemeanants are held long enough to be fed, food is brought in from a local cafe. Breakfast, comprised of eggs, bacon, and coffee, costs \$1.75, while the afternoon meal, which includes two hamburgers and coffee, costs \$2.

Ennis police records indicate that in 1976, 650 persons were jailed. These include 83 individuals 17 years of age or younger, segregated into the east or west cells. There were some notable monthly variations, shown below:

<u>1976</u> <u>Month</u>	<u>Number</u>	
	<u>Total</u>	<u>Under 18</u>
January	53	10
February	51	12
March	32	1
April	64	13
May	57	6
June	45	3
July	56	4
August	38	3
September	57	1
October	62	13
November	74	12
December	<u>61</u>	<u>5</u>
Total	<u>650</u>	<u>83</u>

Most of the persons booked were charged with drunkenness or disorderly conduct.

The city marshal, city manager, and other officials are concerned with the adequacy of the Ennis jail. They are concerned with the absence of fire resistance, the difficulties in effectively segregating prisoners by sex and age, and many construction and security limitations. The officials are also

aware that in 1976 the State of Texas adopted a set of standards to assure that all county jail facilities must conform to certain minimum levels of construction, maintenance, and operation. Looking ahead, officials see the prospect that the Texas Commission on Jail Standards next will turn its attention to the improvement of local facilities, which would bring those in Ennis under scrutiny. Officials, then, want to explore what may be done in advance of any mandated standards to bring the Ennis jail to such a point where the citizens will not be faced with inordinate costs and inconvenience.

Interest in bringing the Ennis jail to a more adequate standard actually surfaced some years ago. In 1975, draft plans, not to scale or in detail, were roughed out. These would, if funds were found to underwrite their implementation, find four cells built in the present area, once the current old cells were disassembled. These would be cells 420 square feet each in area with modern stainless steel toilet bowls, wash basins, and drinking water. In addition, there would be audio ports installed to enhance security.

The walls would be of reinforced concrete block, floor to ceiling, with steel-barred doors. Lighting would be indirect, stemming from globes in the area outside each cell.

Election vs. Appointment of City Marshal

As in other cities, the Ennis City Charter specifies which public officials are to be elected and which appointed. One of the elected officials is the city marshal. This position, usually called police chief, is one normally filled by appointment in almost all municipalities across the United States.

In Ennis, it is different. Specifically, Article VI, Section 3, of the Ennis City Charter calls for:

"The commissioners and the city marshal shall be elected by the people . . . for a term of two years"

Article XIV, Sections 1-4, sets out the city marshal's duties, essentially those expected of any police chief. Other than posting a \$3,000 bond, there are no qualifications of a professional nature required to become a candidate for marshal. The marshal's salary is set by the commission but can be adjusted only in nonelection years. Practically speaking, the rate is set once every two years. At the present time, the marshal is paid \$13,200 per year.

In recent years, and for perhaps longer, Ennis citizens have been fortunate to have elected a city marshal whose interests appear to be more professionally than politically oriented. The incumbent has shown a commitment to administer the force as part of, not apart from, a constellation of traditional municipal enterprises. His insistence that the Department be treated as another division of the Ennis city government has helped foster cohesiveness and citywide teamwork in an administrative sense. Moreover, that the present city marshal apparently seeks no special treatment owing to his elective status is laudable. This by no means has always been the case in locales where voters elect their police chief.

In spite of the current harmony, commendable as it is, managers and marshals change as time goes by and Ennis may not always find incumbents who feel such a comfortable, mature professional relationship is important. Should a marshal ever unilaterally draw the force apart from other departments, it will immeasurably complicate municipal administration in Ennis.

The most direct means to avoid the prospect that this may occur is for the citizens to vote a charter change to make the marshal's position an appointive, not an elective, one. This proposal has been voted on several times over the years in Ennis, the most recent being at the November 28, 1972, city referendum election. Of the modest 444 persons who turned out then, 254 rejected the issue; the chief's position remained an elective one, as it is today.

IV. FINDINGS AND CONCLUSIONS

The Ennis Police Department suffers from many problems which impede its ability to achieve a high degree of professional success and operational effectiveness. Foremost among these problems is the high rate of attrition which results in excessive personnel costs and organizational instability. While not directly affecting organizational performance, the condition of the city's jail is another problem which must be addressed, particularly in view of current standards relating to the care and housing of prisoners.

While the question of appointing or electing the city marshal, who heads the Police Department, is a matter best left to local choice, it is nevertheless true that an elected head of a police agency poses many problems, not the least of which is obtaining persons of suitable professional qualification to fill the position. Important also is the need to eliminate any hint of partisan politics from police operations.

Finally, improvements are required in a number of other areas if the Department is to achieve its goals with maximum efficiency. These improvements are discussed in more detail in the next section of this report.

V. RECOMMENDATIONS

Attrition Rates

While this technical assistance did not include a precise assessment of comparative salary rates and conditions of service among forces in central Texas, a review of data published by the North Central Texas Council of Governments shows that Ennis police pay rates seem modest. Moreover, the percentage between top police officer pay in Ennis (\$690) and the rate for sergeant (\$730) is less than 6 percent. The approximate same percentage also separates sergeant from lieutenant (\$774), a very modest amount for such an important role.

There should be a greater percentage differential and, it appears, higher entry and top salary rates for officers, too. If these increases were made, and were significant, Ennis would probably retain far more personnel it did not want to see terminate. Moreover, and importantly, the force would probably see many more of its personnel become career-oriented in Ennis and remain in city employment, a feature which is notably lacking when one scans the length of service of present officers set out earlier in Table 3.

The city should address the forced termination problem by making still more concerted efforts at pre-employment screening of candidates. More and deeper background investigations seem necessary. Also, a more rigorous personal interview session may help. It could involve not just an interview with the marshal, but the candidate's appearance of a more formal nature before a board comprised of, say, four persons. This body could be comprised of the marshal, the assistant to the city manager, a personnel executive from a local financial institution or a manufacturing firm, and a police science professor from Navarro Junior College, for example. The board should press each candidate about motivation for becoming an officer, sincerity, goals, as well as explore prior work history and reasons for previous terminations,

and so forth. The rigor of such a practice should help candidates to think more deeply about their reasons for seeking employment in Ennis and, hopefully, inspire them to greater commitment and a sense that the appointment is hard to earn.

Another measure which city officials could take would be to expand the recruiting base. This could be accomplished by a more vigorous advertisement of openings and, perhaps, a longer or continuous filing period. The goal would be to have upwards of 10 to 12 candidates to screen for every opening. It may require greater effort, cost a little more, and take some additional time, but the competition which should ensue and the chance for greater selectivity will probably bring still better appointees than at present. Hopefully, too, it should attract greater numbers of much younger candidates for this rigorous role.

Selecting a City Marshal

Only Ennis citizens can decide whether they care to continue electing the city marshal, who is the police chief. Should the issue be introduced again, it should be framed in terms of enhancing the responsiveness of the chief and force to the will of the city commission and the city manager. The fact that there have been almost four years of harmony under the incumbent marshal should not prompt citizens to surmise that there is forever going to be such compatibility.

There are some reasons for retaining the city marshal's position as an elective one in Ennis. For example, across the nation almost all sheriffs are elected; why not the Ennis city marshal? Also, there are persons who believe that it is more democratic to elect the marshal every two years, thereby making the person directly responsible to the electorate of Ennis. The problem is that the marshal is not afforded concurrent power of the purse; he still must deal effectively with the city manager and the city commission for an appropriation each year or face an ugly fiscal stalemate.

There is a substantial body of knowledge in the field of public administration which suggests that persons whose prime mission is policymaking, like city commissioners, should be elected. They represent the people. On

the other hand, many experts assert that persons whose work features administration and management should be appointed. They implement policy set out by elected officials and should be skill and profession-oriented. These roles include ones like the city manager and major department heads, including the police chief, in cities such as Ennis.

There are a host of common sense, understandable reasons why the city marshal should be appointed by and serve at the pleasure of the city manager in Ennis. First, the city's chief law enforcement officer should not have to seek political support and campaign contributions. Most citizens don't contribute to political campaigns. Those who do, or at least those who make substantial contributions, may do so in the interest of special causes, not necessarily in the interest of uniform policing. Their contributions may prompt the police to turn their heads to certain offenders or classes of violations.

Second, law enforcement must be impartial, fair, and equal for all persons. It is difficult, if not impossible, to insist on impartial, even-handed policing when the top-level administrative person--the marshal--has been elected and must seek re-election every two years. Under such conditions, the incumbent may be obliged to seek political support from and perhaps make concessions to influential persons and interests.

Third, under an elective system, candidates may be untrained and even inexperienced in law enforcement administration. Indeed, they may be totally devoid of any qualifications of a professional nature.

Fourth, when the marshal's position is filled by appointment, there is far greater prospect that the person will be a professional, with unique qualifications. Being marshal in Ennis, or anywhere, is really too important a job to risk the chance that someday someone may be elected who is unprepared to cope with the complexities and nuances of police administration.

Fifth, when the marshal is elected, there exists the chance that officers may be used for political purposes such as harassing prospective opposition candidates or others whose views are not in harmony with those of the person in office. There also is the possibility that the force may degenerate into a stable of patronage unless constantly watched by personnel elsewhere in city government. However, even the presence of a sound municipal

personnel system, ably administered, will not entirely obviate the pitfalls of electing the marshal.

There are other reasons. The popular election of chief law enforcement officers in cities across America has all but disappeared for reasons set out above. Also, it is not popular anywhere else in the world. Moreover, the elected marshal may find himself in an awkward position to administer discipline and lead the force without being eminently concerned with the ultimate political impact of his judgments. It is naive to believe that such a condition could lead to any other circumstance than compromise of action under conditions where strong, decisive measures are warranted. Sadly, disciplinary actions may be watered down or, worse yet, not taken at all.

In conclusion, it appears timely to again call for a vote by the citizens on the issue of election vs. appointment of the marshal in Ennis. The issue should be brought forward soon, because there exists a period of stability where the commissioners and elected marshal are not at odds, with the city manager in the middle. Moreover, if the incumbent marshal believes that the change should be made and would improve government, he should publicly so state and stridently encourage favorable action. Finally, the issue should be structured so that the change is to be implemented a few years from the date of the referendum election and that the incumbent marshal is not ruled out as a candidate for appointment as police chief.

Jail Renovation

The city is advised to place its draft plan into abeyance and to seek the technical assistance of professional jail facilities planners from the staff of the National Clearinghouse for Criminal Justice Planning and Architecture in Urbana, Illinois.^{1/} Assistance from this organization may be arranged

^{1/}The National Clearinghouse may be reached at: The University of Illinois Department of Architecture, 505 East Green Street, Suite 200, Champaign, Illinois 61820. The phone is: 217-333-0312.

through the criminal justice planning staff of the North Central Texas Council of Governments. Tangible assistance should be provided at no cost to the City of Ennis. The clearinghouse staff should be able, as experts in correctional facilities problem solving, to evaluate alternative ways to renovate the jail and assess the locally drafted proposal. Then they will advise key persons in Ennis government and should be able to comment on costs, standards, and so forth.

While the clearinghouse staff over years has developed its own proposed standards, it will not impose these on Ennis. The clearinghouse's "Design Criteria for Short-Term Holding" exceed the Texas standards and may prove to be far out of practical reach for Ennis. Nevertheless, local officials should review these criteria before finalizing any improvement plan.

Other Observations

During on-site visits to Ennis, certain observations in addition to considerations of attrition, jail facilities, and the means of naming the marshal were made. These are set out below.

Facilities Use Improvements

The internal layout of police facilities may be improved in areas other than the jail. There is, for example, reason to consider drawing the present police information officer's quarters where police records are kept into closer proximity with the dispatching center. These personnel, five in all, whose working schedule spans every hour each day, may be the nucleus of a more modern police records system suited to a 30-member law enforcement agency. There is need to facilitate access to toilet facilities for dispatcher personnel. A departmental armory, where rifles, shotguns, and gas gear may be kept secure and ready for emergency, should be established in the vault behind the dispatch center. The field personnel badly need a larger squad room, some locker space, and more privacy for interviews and report writing.

The request for consultant assistance in renovating the jail should also include assistance in determining how the interior layout of the other

police facilities may be rearranged to enhance the functioning of the Department. In addition to drawing the records clerk's office into the same area as the dispatch center, that consultant should suggest a means to render the teletype less obtrusive and noisy, how to expand the squad room and locker space, and set out any other layout considerations which surface. Finally, the consultant should also advise about to what police use, if any, the presently unoccupied area adjacent to the city inspector's quarters might be put.

Police Records

It is reported that the police records system in Ennis has come a long way--from nothing in August, 1973, to a locally devised scheme today. The program's improvement is laudable and marks an important beginning in an enterprise which should be pointed toward assembling data of relevance for planning, budgeting, and operational evaluation purposes. Also, it is time to draw the force's support service activities together under one division, headed by one highly qualified person. It should include the four dispatchers and the present information clerk.

Eventually, there should be a support services division in the force supervised by a person equal in rank to the field operations division. This division would be responsible for all record keeping, identification, communications, and jail management activities of the Department. It would receive all complaints and classify them and make proper disposition. In addition, this division's personnel would supervise headquarters maintenance and control the police motor vehicle fleet. The support services division, through its supervisor, should prepare and submit periodic summaries and tabulations to operations shift supervisors and the chief as well as the monthly reports for the Texas Department of Public Safety. Other activities for which the division should be primarily responsible include training and planning, fiscal affairs and accounting, and police and citizen property and custody and inventory.

The redesign of a police records system and drawing a host of support activities together into one division is going to be a trying process. It

should be programmed over a year or so and will require proper planning. It will also require someone to oversee the enterprise who can trouble shoot effectively, as there will be difficulties to be worked out almost daily. Fortunately, there are two publications which may be used as timely references as the force plans the system and gets the division ready for implementation.^{2/}

Planning for the records system improvements need not wait. Indeed, it is suggested that the City of Ennis request the help of the North Central Texas Council of Governments in securing technical assistance from state officials in Austin. Specifically, the request should ask that records systems experts from the Texas Commission on Law Enforcement Officer Training Standards and Education be assigned to Ennis, at no expense to the city, to help design and plan the new system. COG officials could assist the city in framing the request and supporting its timeliness.

Radio Discipline

Although the opportunity to monitor outgoing and incoming police radio messages was limited, it was sufficient to note that the force certainly needs to sharpen radio procedures and keep the channel free of unnecessary chatter. Transmissions seem needlessly verbose. As a solution, it is urged that all personnel learn and use the simplified "ten code." Supervisors must help with this problem, too. Improvement will probably bring about better relations with other agencies on the same frequency as well as give an impression of a far sharper force.

A High-Speed Teletype Terminal

Ennis, like several other agencies in the NCTCOG region, is slated to get a high-speed teletype terminal very soon. This equipment, modern and very timely in makeup, will be provided at the outset by the Texas Criminal Justice Information User's Group and the North Central Texas Council of

^{2/} Manual of Police Records (Washington, D.C.: The Federal Bureau of Investigation, December, 1972), 61 pp., and 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.

Governments. The Ennis Police Department will get the terminal, printer, and a year's maintenance. It really is a sophisticated teletype with high speed capability and will replace the old, noisy, clattering teletype which presently is housed in the dispatch center.

One of the high-speed system's most important collateral features is its ability to help Ennis personnel better analyze crime locally and plan future law enforcement field deployment by time and location. Even though Ennis, like all local governments, must assume all expenses for maintenance and operations, during the second year of operation, the benefits to be derived from the equipment over years should offset the cost. Finally, dispatchers will appreciate relief from the brain-boggling clatter of the present teletype equipment. The fatigue relief factor will be warmly appreciated.

Some Equipment Purchases

The city should purchase about five 12-gauge shotguns, three .30-calibre rifles, and some gas equipment (including a 1.5-calibre gas gun and various types of projectiles in addition to grenades) so the force is better prepared to meet emergency field incidents of a potentially volatile nature where such gear may be helpful to ensuring safety. In addition, there should be at least one, and preferably two or three, voice transmission devices, popularly called bullhorns. This gear should be kept locked in the armory with access controlled by the dispatcher, to be drawn only upon the instruction of a shift supervisor or the marshal for a specific mission.

One other item should be sought as it will make the dispatcher's job easier and enhance operational analyses when these must be made. This is a fully automatic voice-actuated recording device which, when installed, will tape all incoming and outgoing radio transmissions. It will relieve dispatchers of keeping a hand-logged dispatch sheet, a document which often is incomplete, not precise, and easily lost or changed. In addition, it would be useful to secure and install recording equipment which will automatically tape all incoming telephone calls to police made on the public access number. Perhaps funds for these purchases could be partially offset by sources known to the NCTCOG staff.

Rules and Regulations and Duty Manual

The Ennis Police Department has a set of "Standard Operating Procedures" set out on nine typewritten sheets. These, like the present records system, are relatively new to the force and not particularly sophisticated. Again, the marshal deserves praise for putting some key considerations in writing so personnel may execute their duties consistent with the top-level command's wishes. The nine sheets cover such items as the dress code, routine procedures, code calls and runs, vehicle care, accident investigation, and report preparation.

The present procedures represent a good beginning but need to be updated and even expanded upon. Once updated and reflecting changes made within the force as the result of the acquisition of new equipment, renovated facilities, or internal reorganization, it is important that they be kept current. It is also important that every member become familiar with the document's content and be required to operate in accord with the directives.