

THE BILL BLACKWOOD  
LAW ENFORCEMENT MANAGEMENT INSTITUTE OF TEXAS

Shotgun Policing in Harris County: The Fragmentation of Police  
Patrol Resources in Unincorporated Harris County

A Research Project  
Submitted in Partial Fulfillment of the  
Requirements for the Professional Designation  
Graduate, Management Institute

by  
Steve Conroy

Harris County Sheriff's Dept.  
Houston, Texas  
November, 1995

#290

## TABLE OF CONTENTS

|   |    |
|---|----|
| OVERVIEW.....   | 4  |
| INTRODUCTION.....   | 5  |
| PERSPECTIVES.....   | 5  |
| HISTORICAL.....   | 6  |
| LEGAL.....  | 6  |
| TRADITIONAL.....  | 6  |
| CURRENT SYSTEM.....   | 7  |
| TERMINOLOGY.....  | 10 |
| JURISDICTIONAL MAP.....   | 11 |
| EVALUATION.....   | 12 |
| OVERLAPPING PATROL SERVICES PROVIDED BY<br>NON-COUNTY AGENCIES..... | 14 |
| CONCLUSION.....   | 16 |
| APPENDICES:   |    |
| APPENDIX 1 - SHERIFF'S DEPARTMENT.....                              | 18 |
| APPENDIX 2 - CONSTABLE PRECINCT 1.....                              | 30 |
| APPENDIX 3 - CONSTABLE PRECINCT 2.....                              | 32 |
| APPENDIX 4 - CONSTABLE PRECINCT 3.....                              | 34 |
| APPENDIX 5 - CONSTABLE PRECINCT 4.....                              | 36 |
| APPENDIX 6 - CONSTABLE PRECINCT 5.....                              | 38 |
| APPENDIX 7 - CONSTABLE PRECINCT 6.....                              | 40 |
| APPENDIX 8 - CONSTABLE PRECINCT 7.....                              | 42 |
| APPENDIX 9 - CONSTABLE PRECINCT 8.....                              | 43 |

|                   |    |
|-------------------|----|
| ENDNOTES.....     | 45 |
| BIBLIOGRAPHY..... | 47 |

## Shotgun Policing in Harris County: The Fragmentation of Police Patrol Resources in Unincorporated Harris County

### OVERVIEW

It is fairly common throughout our society for our citizens to know which police agency to call and which police agency will respond when they need police service. Most citizens can tell you which agency is responsible for general police service in their respective communities and there is normally little confusion in their minds.

In Texas, the boundaries dictating the responsible police agency for any particular area used to be very simple. If you lived in a city, you called the local city police. If you lived outside a city you called your local Sheriff. However, in recent years the list of those recognized as "Peace Officers" in Texas has become quite lengthy, and the issue of general police responsibility has become somewhat cloudy. This is true for both citizens and police. There is now open competition among many different police agencies across Texas.

In Harris County, this open competition has been underway since the 1970's and the cloudiness of police responsibility seems to be the greatest. Harris County seems to have the largest proliferation of agencies who have undertaken roles as provider of basic police services. This has been most true with the police agencies funded by the Harris County Commissioners' Court. Harris County taxpayers are funding the Sheriff and eight Constables as providers of basic police service. A governmental oddity that

appears not to have occurred elsewhere on any significant scale and which will be examined within this paper.

## INTRODUCTION

This paper examines the current resource allocations for basic police services provided in the unincorporated areas of Harris County, Texas. These services are currently being supplied by the Sheriff and eight Constables. Basic police services are considered to be those which are normally viewed as routine patrol operations, patrol support operations and investigative operations. Those areas not considered as part of patrol support operations will be training, jail and court services.

The examination of agencies supplying basic patrol services in the unincorporated areas of Harris County and their resource allocations for these operations will depict the current fragmentation of the overall system and the need for review and re-evaluation of the use of these valuable resources.

## PERSPECTIVES

In Texas the County Sheriff has always enjoyed both legal and social prominence in rural and urban areas alike. The Constable, on the other hand, has always maintained a less visible position. The following is a brief look at the historical and legal perspectives of the two.

**HISTORICAL:**

The strength of the office of the Sheriff is found in its recognition by the Texas Constitution.

"The office of sheriff is a very ancient one. The origin of the office can be found in the institution of the king's reeves who watched over royal interests in the towns of the ninth century. By the end of the century, the king's reeve acquired judicial as well as financial functions; and early in the tenth century, he became a shire instead of a town official and was called the shire-reeve. A long struggle, covering a span of many centuries, took place in which various measures were employed to curb the powers of the sheriff, and to establish the principle that the sheriff was but a servant of the crown and not an independent magnate. The office of sheriff was introduced into America as part of the county organization. In New England, this was a slow development, for local government centered for the most part in towns. Further south, however, where larger units of local government became the rule, the sheriff rapidly became the leader of his county... The office has been provided for under every Texas constitution and supersedes the alguacil of Spanish and Mexican rule."<sup>1</sup>

**LEGAL:**

"The main duties of the sheriff are to act as conservator of the peace and executive officer of the county and district courts; serve writs and processes of the courts; and supervise the jail and all prisoners. In counties of less than 10,000 population he is also ex officio tax assessor and collector."<sup>2</sup>

" Each county in the State...shall be divided into not less than four and not more than eight precincts....In each such precinct there shall be elected one Justice of the Peace and one Constable..."<sup>3</sup>

"WHO ARE PEACE OFFICERS. The following are peace officers:

- (1) sheriffs and their deputies;
- (2) constables and deputy constables;" <sup>4</sup>

**TRADITIONAL:**

In Texas, the Sheriff, in addition to his role of serving the county and district courts and executing process for these courts, has had the responsibility for housing the prisoners of the county and responding to calls for police service in the unincorporated

areas. These police service responsibilities normally include some type of patrol and investigative functions. The Sheriff is sometimes assisted by the Texas Department of Public Safety in both the patrol and investigative activities but the responsibility for these basic services has always been his in the unincorporated areas.

The Constable, on the other hand, has generally only had the responsibility to serve the Justice of the Peace Courts and has never had any traditional role in providing basic police services to the public.

#### **CURRENT SYSTEM**

In Harris County there are nine separate and autonomous county agencies funded by Commissioners' Court for the purpose of providing basic police services to the citizens who live in the unincorporated areas of the county. These agencies are composed of the Sheriff and the eight Constables of Harris County.

During the late 1970's the Sheriff of Harris County, Jack Heard, became embroiled in continuing budget controversies with the Commissioners' Court. From these hostilities emerged funding for the various Constables to provide basic police services for the citizens. The Sheriff's funding, whose agency was already equipped to provide these services, was diminished or withheld at the various budgeting periods. The Constables, who had no system to administer the police service function, were then funded to do so with those funds denied the Sheriff. Although the Sheriff and the Commissioners' Court have changed faces, the situation still exists

whereby nine county agencies are being funded to provide basic police services for unincorporated Harris County.

When the police service function was subdivided among the nine agencies there was no assignment of obligations. Therefore, each agency was left to its own devices as what services to provide. Now every Constables' Department in Harris County provides some form of patrol function. It is not uncommon for the Sheriff and Constables' patrol officers to patrol the same areas at the same time or to respond to the same calls at the same time. Enforcement activities are not coordinated in any manner and similar calls are often handled differently. Citizens may call one agency but have another respond. There are frequent disagreements among officers from different agencies responding to the same calls. Although there is now a common radio system in the county the different agencies work from their own individual talk groups with their own dispatchers.

When Computer Aided Dispatch was introduced at the Sheriff's Department it was believed that greater coordination would result. The only significant impact from CAD has been the assignment of coordinated case numbers. Each agency still maintains its own individual dispatch facility with most now able to access CAD. This allows other agencies to monitor each others calls and has only resulted in more duplication of response by patrol personnel. Even calls received by 911, which are routed through the Sheriff's Department, have resulted in response duplication because of each agency's ability to monitor the others calls by the radio or CAD terminals.



To further complicate matters the Commissioners' Court of Harris County allows and encourages Patrol Contracts. Although the Attorney General of Texas has issued previous opinions that Patrol Contracts are illegal, there has never been a court case to challenge their use. These contracts have even invaded the limits of incorporated municipalities. The Patrol Contract is basically the formal agreement of an entity, such as a subdivision or business district, with the county for extra patrol services with a law enforcement agency of its choosing (either Sheriff or Constable). The agreement is in the form of a written contract which obligates the civic or business group to pay the county at a certain rate based on the number of police personnel wanted to patrol a designated area. Payments made to the County for Patrol Contracts go directly into general funds and not directly to the agency providing the service. Agencies providing contract services must budget for those associated costs.

The only existing agreement between the Sheriff and Constables in relation to patrol services being rendered is in regard to the follow-up of criminal investigations. At this time all homicides are investigated by the Sheriff's Homicide Division after initial response by any agency. Also, all written reports of reported crime are forwarded to the Sheriff's Department for follow-up, with the exception of traffic investigations. This is contingent upon whether or not the Constable agency involved chooses to complete the follow-up prior to the case being forwarded or when they choose to forward it.

**TERMINOLOGY:**

In reviewing this information there are formal terms used to describe this type of fragmentation of police services. Two terms involved are "fragmentation" and "multiplicity".

"For direct services, fragmentation is defined as the number of distinct service areas."<sup>5</sup>

In this context the number of distinct service areas would include the eight different Constable precincts which total the sum of Harris County. With Constable precincts overlapping incorporated as well as unincorporated areas there exists no relative autonomy.

"Relative autonomy refers to the proportion of the population served by their own and no other agency."<sup>6</sup>

"Multiplicity is the number of agencies producing a particular service..."<sup>7</sup>

Therefore, when an area is described as being

"fragmented, there could be multiple producers and few service areas. Or, there could be a few producers and many service areas. Or, multiple producers and multiple service areas could exist."<sup>8</sup>

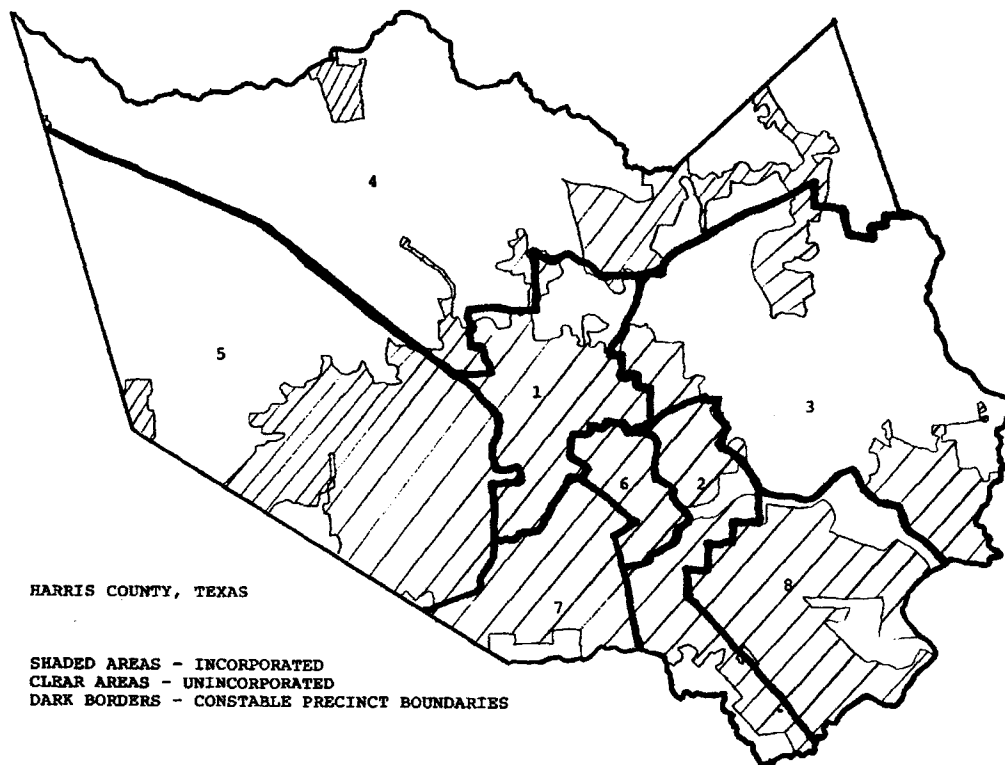
In general terms the best description of what is occurring in unincorporated Harris County would be termed by most to be duplication.

"Duplication occurs when a service area receives a service from two or more separate producers."<sup>9</sup>

The most important question is, what services are being duplicated for the individual agencies and for the citizens, from the same pool of financial resources, when these resources are in their current state of low availability and high demand. These resources being, of course, the tax dollar. For a better

understanding of this duplication problem, the following map displays the overlapping service areas:

**JURISDICTIONAL MAP:**



In order to evaluate this question, the patrol resource allocations have been profiled for each entity. Also to be considered are those other influences which effect the same services but are not controlled by the same governing body.

**EVALUATION:**

The supporting data (see appendices) shows that vast sums of money are being spent by Harris County taxpayers to fund basic law enforcement functions that are duplicated many times over. For instance, an excess of \$18.5 million was spent in fiscal 94-95 funding nine separate patrol operations. This represents the uncoordinated efforts of 889 regular patrol personnel, 212 patrol reserves and 67 clerical personnel. There are 174 different Patrol Contracts in operation among these agencies with the basic benefit for the particular agency being approval from Commissioners' Court to increase staff. Monies collected from Patrol Contracts go to general funds. The specialized patrol services offered vary among departments and are also not standardized.

Dispatching and call taking activities to direct and control these various patrol operations are also conducted from nine different locations by more than 100 persons. Although each agency operates on an independent talk group, the system is integrated and accessible by all. The Sheriff's Department operates a dispatch facility large enough to accommodate all nine county agencies, but currently occupies this facility alone.

While follow-up investigations are handled primarily by the Sheriff's Department the preliminary investigations are not coordinated in any standard fashion. Each preliminary investigation is handled in the manner dictated by the responding agency. These agencies differ on crime scene and evidence collection procedures and the manner of identifying and interviewing witnesses.

Although consolidation of services seems to be the logical response to fragmentation and duplication of services, it is not always the solution of choice.

"For many years, critics of American policing have argued that massive restructuring, principally the consolidation of the many smaller local police agencies found in metropolitan areas into one or a few large units, is necessary to improve police performance in metropolitan areas. In spite of this consensus among the critics, most local communities have resisted consolidation efforts. The critics have seen this as an example of the irrationality of residents of those communities. However, recent research has provided evidence that the levels of police service provided to citizens in areas served by small to medium-sized police agencies may be higher than the levels of service provided to residents of similar areas served by larger police agencies. If this is the case, citizens who resist attempts to consolidate their police forces may not be irrational, but rather may simply wish to preserve the levels of service they currently receive."<sup>10</sup>

In examining this issue it appears that the fragmented Harris County system fits into no other category and is truly a creature of its own. There have been no references found to any other governmental entity which has empowered different and autonomous agencies to provide the same basic police services at the same time to the same clientele, while paying for these duplicated services out of the same general pool of revenue resources. Indeed, the Harris County system seems a curiosity to line officers and

management level police personnel alike in areas outside Harris County. It seems not to be the system of choice and may be the only one of its kind.

#### **OVERLAPPING PATROL SERVICES PROVIDED BY NON-COUNTY AGENCIES**

One of the non-county funded police agencies providing basic patrol services in Harris County is a well recognized and long accepted group in the Department of Public Safety. In its traditional role the Highway Patrol branch of the DPS lends itself to the function of basic traffic enforcement and accident investigation throughout the unincorporated areas of the state. Their jurisdiction extends everywhere within the boundaries of the State of Texas and they work primarily in the unincorporated areas. They also assist in disaster situations and emergencies of all types. In Harris County the Highway Patrol officers who have patrol functions do not receive their calls for service from the Sheriff's dispatcher as is done in some counties. They have limited direct radio communications with the Sheriff's Department, where most calls for police service are received, because they are not supplied with compatible radio hardware. Therefore, it is not uncommon for the Highway Patrol and the Sheriff and or Constable units to respond to the same calls for basic traffic control or traffic accident locations.

Another non-county funded police agency providing basic patrol

service in Harris County is one that is not so common or well known. The Metro Transit Police exist as a separate and autonomous police agency providing basic patrol services in the form similar to the Highway Patrol. In addition to policing the transit and bus routes for the Metropolitan Transit Authority, this agency also responds to traffic problems and accidents in its area. Its area is defined by the boundaries of the MTA taxing authority.(not shown on map) This area includes most, but not all, of Houston and Harris County but also extends into other cities and counties. The Metro Police have given a high priority to traffic enforcement and accident investigation on the major roadways in their area. The Metro Police also do not generally have direct radio contact with the Sheriff's dispatcher and they also frequently respond to locations where the other agencies mentioned have also responded.

On a more limited scale there are thirteen or so School District police departments in Harris County who also provide some type of basic patrol response to problems reported on or near their campuses. These agencies also operate as separate and autonomous entities and most do not have direct radio communications with the Sheriff's dispatcher.

Although these agencies are not funded or governed by Commissioners' Court they are mentioned here to show the depth of the fragmentation problem as it exists in Harris County.

## CONCLUSION

Consolidation of these resources has been a topic of continuing heated debate throughout Harris County. Many alternate plans have been suggested including the following: Consolidation of the patrol operation under the Sheriff; Removing the patrol operation from the Sheriff and dispersing it among the Constables; Creating a new County Police Force and appointing a chief and removing all patrol responsibilities from the Sheriff and the Constables. Each of these plans have emerged at various times and each time there was a political uproar from the various factions. As would be expected, no political leader wants to relinquish any of their authority, revenues or personnel.

Consolidation of some type would seem to be consistent with current studies.

"Every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. In determining this means, each should acknowledge that the police organization (and any functional unit within it) should be large enough to be effective but small enough to be responsive to the people. If the most effective and efficient police service can be provided through mutual agreement or joint participation with other criminal justice agencies, the governmental entity or the police agency immediately should enter into the appropriate agreement or joint operation. At a minimum, police agencies that employ fewer than 10 sworn employees should consolidate for improved efficiency and effectiveness."<sup>11</sup>

In Harris County it seems clear that the solution rests with the Commissioner's Court. As the governing body of the county they hold the purse strings that control the operations of each agency. They also control the assignment and number of all county



personnel. The Commissioners' Court must come to realize what all police management personnel already know. That fragmentation and duplication is the least desirable, least effective and least economical method to handle police service responsibilities.

**APPENDIX 1****HARRIS COUNTY SHERIFF'S DEPARTMENT**

Geographical size: 1,778 square miles

Estimated Population: 2,925,965

Total Operating Budget for fiscal year 94-95: \$147,248,674.

Total Personnel: 3,324

(2,180 Deputies)

(500 non-commissioned Jailers)

(644 civilian)

Total Commissioned Reserves: 308<sup>12</sup>

## PATROL BUREAU

Unincorporated Patrol Area: 1,164.43 square miles

Unincorporated Population: 1,061,665

Operating Budget for fiscal year 94-95: \$13,739,503.

Total Patrol Personnel: 396

Sworn Patrol Personnel: 377

Civilian Patrol Personnel: 19

Supervisory Patrol Personnel: 40 (1 Major, 5 Captains, 11  
Lieutenants, 23 Sergeants)

Patrol Reserve Personnel: 119

Patrol Vehicles (all types): 290

Patrol Districts: 5

Patrol Contracts: 45

Patrol Contract Personnel: 93 (1 Sergeant and 92 Deputies)

Patrol Bureau By District

District I

Northwest Area

Patrol Area: 179.3 square miles

Population of Patrol Area: 325,000

Total Personnel: 105

Total Sworn Personnel: 103 (1 Captain, 2 Lieutenants, 3 Sergeants,  
97 Deputies)

Total Civilian Personnel: 2

Sworn Reserve Personnel: 25

Patrol Contracts: 27

Sworn Personnel Assigned to Contracts: 58

## PATROL BUREAU BY DISTRICT

## DISTRICT II

## NORTHEAST AREA

Patrol Area: 289.5 square miles

Population of Patrol Area: 343,000

Total Personnel: 61

Total Sworn Personnel: 59 (1 Captain, 2 Lieutenants, 4 Sergeants,  
52 Deputies)

Total Civilian Personnel: 2

Sworn Reserve Personnel: 18

Patrol Contracts: 4

Sworn Personnel Assigned to Contracts: 11 (1 Sergeant, 10 Deputies)

## PATROL BUREAU BY DISTRICT

## DISTRICT III

## EAST AND SOUTH AREA

Patrol Area: 268.7 square miles

Population of Patrol Area: 143,000

Total Personnel: 55

Total Sworn Personnel: 53 (1 Captain, 2 Lieutenants, 3 Sergeants,  
47 Deputies)

Total Civilian Personnel: 2

Sworn Reserve Personnel: 18

Patrol Contracts: 1

Sworn Personnel Assigned to Contracts: 1 Deputy

## PATROL BUREAU BY DISTRICT

## DISTRICT IV

## WEST AREA

Patrol Area: 426.93 square miles

Population of Patrol Area: 250,665

Total Personnel: 73

Total Sworn Personnel: 70 (1 Captain, 2 Lieutenants, 4 Sergeants,  
1 Detective, 62 Deputies)

Total Civilian Personnel: 3

Sworn Reserve Personnel: 19

Patrol Contracts: 13

Sworn Personnel Assigned to Contracts: 23 Deputies

PATROL BUREAU BY DISTRICT  
CENTRAL PATROL DISTRICT  
COUNTYWIDE

TRAFFIC ENFORCEMENT DIVISION:

Total Personnel: 40

Total Sworn Personnel: 36 (1 Lieutenant, 2 Sergeants, 33 Deputies)

Total Civilian Personnel: 4

MOTORIST ASSISTANCE PROGRAM:

Total Personnel: 19

Total Sworn Personnel: 19 (1 Sergeant, 18 Deputies)

CRIME PREVENTION:

Total Personnel: 8

Total Sworn Personnel: 7 (1 Sergeant, 6 Deputies)

Total Civilian Personnel: 1

OFFICE OF EMERGENCY MANAGEMENT

Total Personnel: 3

Total Sworn Personnel: 2 (1 Lieutenant, 1 Deputy)

Total Civilian Personnel: 1



## D.A.R.E. PROGRAM

Total Personnel: 10

Total Sworn Personnel: 9 (1 Sergeant, 8 Deputies)

Total Civilian Personnel: 1

## H.I.D.T.A. GRANT

## HOT SPOT

Total Personnel: 29

Total Sworn Personnel: 28 (1 Captain, 1 Lieutenant, 4 Sergeants,  
22 Deputies)

Total Civilian Personnel: 1<sup>13</sup>

## MARINE DIVISION

Total Personnel: 32 Sworn Reserves

## MOUNTED DIVISION

Total Personnel: 7 Sworn Reserves<sup>14</sup>

PATROL SUPPORT SERVICES

## DETECTIVE BUREAU

Operating Budget for Fiscal Year 94-95: \$10,357,500.

Total Personnel: 263

Sworn Personnel: 223 (1 Major, 4 Captains, 9 Lieutenants,  
19 Sergeants, 134 Detectives, 56 Deputies)

Civilian Personnel: 40

Sworn Reserve Personnel: 31

Assigned Vehicles: 192 (133 unmarked, 3 marked, 56 unmarked leased)

DETECTIVE BUREAU  
DIVISIONAL COMPONENTS

Homicide Division

Child Abuse Unit

Burglary/Theft/Robbery

Pawn Shop

Asian Crimes

Violent Robbery

Credit Card Abuse

Forgery

Crime Stoppers

Internal Affairs

Jail Internal Affairs

Auto Theft/Special Thefts

Major Violators Asset Seizure Unit

Youth Gang Intervention Unit

H.I.D.T.A.

Narcotics Intelligence/Gang Violence Tracking Unit

Criminal Intelligence Unit

Organized Crime Narcotics Task Force

Vice Division

Criminal Warrants

Fugitive Warrants

F.B.I. Task Force

Gulf Coast Violent Offenders Task Force<sup>15</sup>

PATROL SUPPORT SERVICES  
TECHNICAL SERVICES BUREAU

Operating Budget for Fiscal Year 94-95: \$5,328,000.

Total Personnel: 162 (1 Major, 3 Captains, 2 Lieutenants, 6  
Sergeants, 41 Deputies, 67 Communications  
Officers, 42 Civilians)

Sworn Personnel: 53

Civilian Personnel: 109

Sworn Reserve Personnel: 22

Assigned Vehicles: 31 (includes mobile crime lab and communications  
trailers)

## TECHNICAL SERVICES BUREAU

## DIVISIONAL COMPONENTS

## IDENTIFICATION/AFIS DIVISION

Total Personnel: 41

Total Sworn Personnel: 32 (1 Captain, 1 Lieutenant, 2 Sergeants and  
29 Deputies)

Total Civilian Personnel: 8<sup>16</sup>

## ALARM DETAIL/PROPERTY ROOM/RECORDS DIVISION

Total Personnel: 29

Total Sworn Personnel: 6 (1 Captain, 1 Sergeant and 4 Deputies)

Total Civilian 23<sup>17</sup>

## SYSTEMS DIVISION

Total Personnel: 8

Total Sworn Personnel: 0

Total Civilian Personnel: 8<sup>18</sup>

## COMMUNICATIONS DIVISION

Total Personnel: 82

Total Sworn Personnel: 13 (1 Captain, 1 Lieutenant, 3 Sergeants and  
8 Deputies)

Total Civilian Personnel: 69 (includes 67 Communications  
Officers)<sup>19</sup>

## APPENDIX 2

## CONSTABLE PRECINCT 1

Geographical Size: 135 square miles

Estimated Population: 300,000

Total Operating Budget for fiscal 94-95: \$8,500,000.

Total Personnel: 193

( 152 commissioned)

( 41 non-commissioned)

Total Commissioned Reserves: 78

## PATROL OPERATION

Operating Budget: \$3,100,000.

Total Patrol Personnel: 42

Sworn Patrol Personnel: 42

Civilian Patrol Personnel: 0

Supervisory Patrol Personnel: 3 ( 1 Captain, 1 Lieutenant and  
1 Sergeant)

Reserve Patrol Personnel: not reported

Patrol Vehicles: 44

Patrol Districts: 3

Patrol Contracts: 9

Patrol Contract Personnel: 20

## PATROL SUBDIVISIONS

## TOLL ROAD

Total Personnel: 7 commissioned

## DISTRICT PATROL

Total Personnel: 13 commissioned

## PARKS

Total Personnel: 4 commissioned

## CONTRACT

Total Personnel: 20 commissioned

## DISPATCH

Total Personnel: 5 civilian

## RECORDS

Total Personnel: 1 civilian<sup>20</sup>

## APPENDIX 3

## CONSTABLE PRECINCT 2

Geographical Size: 300 square miles

Estimated Population: unknown

Total Operating Budget for fiscal 94-95: \$2,150,716.

Total Personnel: 49

( 38 commissioned)

( 11 non-commissioned)

Total Commissioned Reserves: 50

## PATROL OPERATION

Operating Budget: not reported

Total Patrol Personnel: 20

Sworn Patrol Personnel: 19

Civilian Patrol Personnel: 1

Supervisory Patrol Personnel: 3 ( 2 Sergeants and 1 Corporal)

Reserve Patrol Personnel: 10

Patrol Vehicles: 17

Patrol Districts: 4

Patrol Contracts: 2

Patrol Contract Personnel: 9



## PATROL SUBDIVISIONS

## TRAFFIC

Total Personnel: 2 commissioned

## DISTRICT

Total Personnel: 3 commissioned

## PARKS

Total Personnel: 5 commissioned

## CONTRACT

Total Personnel: 9 commissioned

( 1 civilian assigned to patrol operations)

## RECORDS AND COMMUNICATIONS

Total Personnel: 6 ( 1 sworn)

( 5 civilian: 4 dispatchers

1 clerk )<sup>21</sup>

## APPENDIX 4

## CONSTABLE PRECINCT 3

Geographical Size: 341 square miles

Estimated Population: 258,819

Total Operating Budget for fiscal 94-95: \$3,850,146.

Total Personnel: 72

( 62 commissioned)

(10 non-commissioned)

Total Commissioned Reserves: 75

## PATROL OPERATION

Operating Budget: not reported

Total Patrol Personnel: 40

Sworn Patrol Personnel: 40

Civilian Patrol Personnel: 0

Supervisory Patrol Personnel: 2 ( 1 Lieutenant and 1 Sergeant)

Reserve Patrol Personnel: 0

Patrol Vehicles: 42

Patrol Districts: not reported

Patrol Contracts: 6

Patrol Contract Personnel: 13

## PATROL SUBDIVISIONS

## PATROL

Total Personnel: 8 commissioned

## CONTRACT

Total Personnel: 13 commissioned

## PARK

Total Personnel: 7 commissioned

## TRAFFIC

Total Personnel: 14 commissioned

## PATROL SUPPORT

1 Records Clerk

4 Dispatchers (who also do clerical work)<sup>22</sup>

## APPENDIX 5

## CONSTABLE PRECINCT 4

Geographical Size: 520 square miles

Estimated Population: 650,000+

Total Operating Budget for fiscal 94-95: \$11,566,906.

Total Personnel: 240

( 209 commissioned)

( 31 non-commissioned)

Total Commissioned Reserves: 95

## PATROL OPERATION

Operating Budget: not reported

Total Patrol Personnel: 177

Sworn Patrol Personnel: 176

Civilian Patrol Personnel: 1

Supervisory Patrol Personnel: 12 ( 1 Asst. Chief, 3 Captains, 3  
Lieutenants, and 5 Sergeants)

Reserve Patrol Personnel: 40

Patrol Vehicles: 103

Patrol Districts: 3

Patrol Contracts: 52

Patrol Contract Personnel: 124

## PATROL SUBDIVISIONS

## CONTRACT

Total Personnel: 128 commissioned (includes Cy Fair School

Officers: 1 Sergeant and 14 Deputies)

## DISTRICT

Total Personnel: 6 commissioned

## PARKS

Total Personnel: 10 commissioned ( 1 Sergeant and 9 Deputies)

## TOLL ROAD

Total Personnel: 10 commissioned ( 1 Sergeant and 9 Deputies)

## TRAFFIC

Total Personnel: 14 commissioned

The following speciality are included in total personnel:

4 Bicycle Patrol Units ( 2 Contract and 2 District)

19 Accident Investigators

4 Accident Reconstructionists

3 Canine Patrol Units

2 Narcotic Detection Canine Units

8 GREAT Trained Officers ( Gang Resistance Education and Training)

5 DARE Trained Officers ( Drug Awareness Resistance and Education)

5 GIVE Trained Officers ( Gang Intervention and Violence Education)

1 Victim Assistance Officer

1 Victim Assistance Clerk

Crime Scene Photographers

Mounted Patrol Officers<sup>23</sup>

## APPENDIX 6

## CONSTABLE PRECINCT 5

Geographical size: 563 square miles

Estimated Population: 1.1 million

Total Operating Budget for fiscal year 94-95: \$12,500,000.

Total Personnel: 271

(250 commissioned)

(21 non-commissioned)

Total Commissioned Reserves: 8

## PATROL OPERATION

Operating Budget: not reported

Total Patrol Personnel: 210

Sworn Patrol Personnel: 193

Civilian Patrol Personnel: 17

Supervisory Patrol Personnel: 19 ( 1 Asst. Chief, 4 Captains,  
4 Lieutenants, 10 Sergeants)

Reserve Patrol Personnel: 0

Patrol Vehicles: 108

Patrol Contracts: 58 ( 16 in unincorporated & 42 in incorporated  
areas)

Patrol Contract Personnel: 140 ( 136 commissioned & 4 clerical)

## PATROL SUBDIVISIONS

## CONTRACT

Total Contracts: 58 ( 16 county & 42 city)

Total Personnel: 140 ( 136 commissioned & 4 clerical)

Total Vehicles: 65

## PARKS

Total Personnel: 13 commissioned

Total Vehicles: 9

## TOLL ROAD

Total Personnel: 11 commissioned

Total Vehicles: 9

## TACTICAL

Total Personnel: 27 commissioned

Total Vehicles: 25

## WARRANTS

Total Personnel: 9 ( 6 commissioned & 3 clerical)

## COMMUNICATIONS

Total Personnel: 9 clerical<sup>24</sup>

## APPENDIX 7

## CONSTABLE PRECINCT 6

Geographical Size: 34 square miles

Estimated Population: 142,000

Total Operating Budget for fiscal 94-95: \$1,378,000.

Total Personnel: 33

( 27 commissioned)

( 6 non-commissioned)

Total Commissioned Reserves: 268

## PATROL OPERATION

Operating Budget: \$241,000

Total Patrol Personnel: 3

Sworn Patrol Personnel: 3

Civilian Patrol Personnel: 0

Supervisory Patrol Personnel: 1

Reserve Patrol Personnel: 27

Patrol Vehicles: 17

Patrol Contracts: 1 ( This contract is a TRUANCY contract with the  
Houston Independent School District)

Patrol Contract Personnel: 9



## PATROL SUBDIVISIONS

## TRAFFIC

Total Personnel: 3 commissioned

## RESERVE PATROL

Total Personnel: 27 commissioned reserves ( 1 Lieutenant,  
3 Sergeants and 23 Deputies )

## TRUANCY CONTRACT

Total Personnel: 69 ( 1 Sergeant, 8 Deputies and 60 Reserve  
Deputies serving 8 Middle Schools on a  
contract with the Houston ISD )

## PATROL SUPPORT

Total Personnel: 2 ( 1 sworn and 1 civilian)<sup>25</sup>

## APPENDIX 8

## CONSTABLE PRECINCT 7

Geographical size: 75 square miles

Estimated Population: unreported

Total Operating Budget for fiscal year 94-95: \$2,895,118.

Total Personnel: 60

(49 commissioned)

(11 non-commissioned)

Total Commissioned Reserves: 37

## PATROL OPERATION

## TRAFFIC SAFETY DIVISION

Operating Budget: \$170,141.

Total Personnel: 8 (1 supervisor, 7 commissioned, 1 non-commissioned, 2 reserve)

## PRECINCT PARK PATROL DIVISION

Operating Budget: \$145,610.

Total Personnel: 5 (1 supervisor, 4 commissioned, 4 reserve)

## CONTRACT PATROL DIVISION

Operating Budget: \$110,501.

Total Personnel: 5 (1 supervisor, 4 commissioned, 4 reserve)

## SUPPORT PERSONNEL

Total Personnel: 7 (2 full-time dispatchers, 2 part-time dispatchers, 2 records clerks, 1 detective)<sup>26</sup>

## APPENDIX 9

## CONSTABLE PRECINCT 8

Geographical Size: 290 square miles

Estimated Population: 310,000

Total Operating Budget for fiscal 94-95: \$2,482,505.

Total Personnel: 58

( 45 commissioned)

( 13 non-commissioned)

Total Commissioned Reserves: 8

## PATROL OPERATIONS

Operating Budget: \$1,203,000.

Total Patrol Personnel: 30

Sworn Patrol Personnel: 25

Civilian Patrol Personnel: 5

Supervisory Patrol Personnel: 4 ( 1 Captain and 3 Sergeants)

Reserve Patrol Personnel: 6

Patrol Vehicles: 22

Patrol Districts: 2

Patrol Contracts: 0

Patrol Contract Personnel: 0

## PATROL SUBDIVISIONS

## PATROL

Total Personnel: 21 commissioned

## TOLL ROAD

Total Personnel: 5 commissioned

## DISPATCH

Total Personnel: 5 civilian

## PATROL SUPPORT

Total Personnel: 1 civilian ( senior clerk)<sup>7</sup>

## ENDNOTES

1. Annotation, Vernon's Annotated Constitution of the State of Texas, vol. 2, sec. 23, Interpretive Commentary (1954)

2. Ibid

3. Annotation, Vernon's Annotated Constitution of the State of Texas, Art. 5, sec. 18, Amended 1954

4. Texas Code of Criminal Procedure Art. 2.12, June 1993

5. Elinor Ostrom, Roger B. Parks, and Gordon P. Whitaker, "A Public Service Industry Approach to the Study of Police In Metropolitan Areas," Washington: National Criminal Justice Reference Service, Law Enforcement Assistance Administration, U.S. Department of Justice, photocopy, April 1976.

6. Ibid

7. Ibid

8. Ibid

9. Ibid

10. Roger B. Parks, "Police Patrol in Metropolitan Areas-Implications for Restructuring The Police," Washington: National Criminal Justice Reference Service, Law Enforcement Assistance Administration, U.S. Department of Justice, photocopy.

11. Standards for Law Enforcement Agencies, Standard 5.2, The Commission on Accreditation for Law Enforcement Agencies, Inc., 1989.

12. Sgt. H.J. Handel, telephone interview by author, 29 August 1994.

13. Administrative Assistant Janice K. Haley, interview by author, 28 June 1994.

14. Secretary Pauline Greene, telephone interview by author, 27 June 1994.

15. Administrative Assistant Shirley Bedford, interview by author, 10 October 1994, Houston, Texas.

16. Capt. J.D. Satcher, telephone interview by author, 24 February 1995

17. Assistant Chief Clerk Sally Jo Harrington, interview by author, 27 February 1995.

- 18.Clerk Sherill Montgomery, telephone interview by author, 27 February 1995.
- 19.Sgt.Robert Townsend,telephone interview by author,1March1995
- 20.Captain J.A.Scott, mail survey by author,12 April 1995.
- 21.Chief J.A.Biehunko, mail survey by author, 23 March 1995.
- 22.Chief Ed Smith, mail survey by author, 1 April 1995.
- 23.Constable Dick Moore, mail survey by author, 1 May 1995.
- 24.Asst. Chief Leroy Michna, mail survey by author, 15 March 1995.
- 25.Sgt. Tyrone Berry, mail survey by author, 1 June 1995.
- 26.Capt. William Jackson III, mail survey by author, 15 February 1995.
- 27.Chief Vernon Nixon, mail survey by author, 15 March 1995.

## BIBLIOGRAPHY

## ARTICLES

Ostrom,Elinor, Parks,Roger B., and Whitaker,Gordon P."A Public Service Industry Approach to the Study of Police In Metropolitan Areas." Washington: National Criminal Justice Reference Service, Law Enforcement Assistance Administration, U.S.Department of Justice, photocopy.

Parks,Roger B. "Police in Metropolitan Areas-Implications for Restructuring The Police." Washington: National Criminal Justice Reference Service, Law Enforcement Assistance Administration, U.S.Department of Justice, photocopy.

Standards for Law Enforcement Agencies, Standard 5.2, The Commission on Accreditation for Law Enforcement Agencies, Inc., 1989.

## OTHER

Annotation,Vernon's Annotated Constitution of the State of Texas,vol.2,sec.23,Interpretive Commentary(1954).

Annotation,Vernon's Annotated Constitution of the State of Texas, Art.5, sec.18, Ammended 1954.

Bedford, Shirley, Administrative Assistant, Detective Bureau, Harris County Sheriff's Department, TX. Interview by author, 10 October 1994.

Berry, Tyrone, Sergeant, Harris County Constable Precinct 6, TX. Mail survey by author, 1 June 1995.

Biehunko, J.A., Chief Deputy, Harris County Constable Precinct 2, TX. Mail survey by author, 23 March 1995.

Freeman, Gary, Constable, Harris County Constable Precinct 2, TX. Telephone interview by author, 5 March 1995.

Greene, Pauline, Secretary, Reserve Bureau, Harris County Sheriff's Dept., TX. Telephone interview by author, 27 June 1994.

Haley, Janice K., Administrative Assistant, Patrol Bureau, Harris County Sheriff's Dept., TX. Interview by author, 28 June 1994.

Handel, H.J., Sergeant, Human Resources Bureau, Harris County Sheriff's Dept., TX. Telephone interview by author, 29 August 1994.



Harrington, Sally Jo, Assistant Chief Clerk, Technical Services Bureau, Harris County Sheriff's Dept., TX. Interview by author, 27 February 1995.

Jackson, William III, Captain, Harris County Constable Precinct 7, TX. Mail survey by author, 15 February 1995.

Lindsey, Irene, Secretary, Harris County Constable Precinct 3, TX. Mail survey by author, 1 April 1995.

Michna, Leroy, Assistant Chief Deputy, Harris County Constable Precinct 5, TX. Mail survey by author, 15 March 1995.

Montgomery, Sherill, Clerk, Technical Services Bureau, Harris County Sheriff's Dept., TX. Telephone interview by author, 27 February 1995.

Moore, Dick, Constable, Harris County Constable Precinct 4, TX. Mail survey by author, 1 May 1995.

Nixon, Vernon, Chief Deputy, Harris County Constable Precinct 8, TX. Mail survey by author, 15 March 1995.

Perez, Israel, Deputy, Harris County Constable Precinct 6, TX. Interview by author, 1 June 1995.

Satcher, J.D., Captain, Technical Services Bureau, Harris County Sheriff's Dept., TX. Telephone interview by author, 24 February 1995.

Scott, J.A., Captain, Harris County Constable Precinct 1, TX. Mail survey by author, 12 April 1995.

Smith, Ed, Chief Deputy, Harris County Constable Precinct 3, TX. Telephone survey by author, 1 April 1995.

Texas Code of Criminal Procedure Art.2.12, June 1993.

Townsend, Robert, Sergeant, Technical Service Bureau, Harris County Sheriff's Dept., TX. Telephone interview by author, 1 March 1995.