# WORKLOAD ANALYSIS COMMITTEE REPORT

## JUNE 1993

MONTGOMERY COUNTY COMMUNITY BUSINESS GOVERNMENT WORKING TOGETHER FOR OUR COMMUNITY

150128

# *WORKLOAD ANALYSIS COMMITTEE*

## *OFFICE OF COMMUNITY POLICING*



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## *I. PRELUDE*

The basic goal of the Workload Analysis Committee was to provide the patrol officer more time during his/her work day so that community based policing functions could be performed.

To achieve this, the Workload Analysis Committee conducted an analysis of the department's operational practices as they affected the patrol officer. This analysis led to recommendations and strategies to eliminate waste and duplicated effort.

This committee was charged with two objectives which are addressed by this report. These objectives are:

- Reallocate individual and unit workloads to facilitate innovation and problem solving opportunities.
- Develop a process for the identification of alternative service delivery where appropriate.

To facilitate this endeavor, the committee broke down into five subcommittees. They are:

- Redistricting/Beat Realignment Subcommittee
- Arrest/Processing Subcommittee
- Calls for Service Subcommittee
- TRU Subcommittee
- Phone-In Roll Call Subcommittee

Each subcommittee became familiar with the objectives with which they were charged and developed strategies to achieve those objectives. The following represent the Workload Analysis Committee strategies.

## *II. REDISTRICTING/BEAT REALIGNMENT (Initial Report)*

***Focus:*** The Redistricting/Beat Realignment Subcommittee was tasked with developing district and beat configurations which would be operationally viable and, at the same time, meet the needs of community policing.

***Analyze:*** The subcommittee discussed ways of determining meaningful baseline data standards which reflected the reality of the various types of police calls for service and their relationship to the workload of individual beat officers. This provided the group with a standard which allowed them to match workload against a number of additional standards which were based on personhours. Incorporated into this discussion was current theory and recommendations concerning the amount of time which a beat, or generalist patrol officer, must have to adequately do community oriented policing.

***Develop:*** Five police districts were constructed with a total of 37 beats. This configuration was chosen because it reflected present reality. A recent study of deployment shows that, for a variety of reasons, we can only deploy enough personnel to staff 37 beats, on average, 24 hours a day. Using the computations developed by the subcommittee and applying the results to current standards, first responders are only able to devote 17.7 percent of their time to community policing activities.(Appendix A - Unit/Municipality Contributions Factored)

A second district/beat plan was developed based upon 5 districts and 47 beats. This reflects the request for staffing which was made in the recent FY94 budget submission. Even using this model and its associated workload computations, it is evident that the amount of time for this staffing level is insufficient when measured against current community policing standards. Again, the first responder will only spend 28.6 percent of available time performing community policing activities.

***Execution:*** It is this subcommittee's recommendation that the redistricting/beat realignment process continue to meet the community policing goal of approximately 35 percent. This will be achieved at the 55 beat configuration. The 55 beat configuration is the proactive response for patrol and community policing activities, based on current weighted workload figures.

To assist the subcommittee with the 55 beat configuration, community feedback and department input will be aggressively pursued. In addition, this subcommittee's report recommendations need to be coordinated with other community policing committees, e.g., Technology, Operations, and Organizational Structure

## *PHASE I*

### *Plan of Action*

***Introduction:***

Redistricting and beat realignment is a process which is based on the need to effectively distribute police resources according to areas of geographic responsibility. It is a key tool to be used for the efficient allocation of police resources. This process should be a continual, dynamic analysis of changing workload, demographic, cultural, economic, and philosophical conditions.

In the past, we have treated redistricting as something done, and once completed, put away until some dramatic change in the above-mentioned conditions dictated the need to reconsider geographic deployment of existing resources. This work group has come to realize that redistricting should be an ongoing process which is an integral part of the planning, budgeting, and administrative process of the Department of Police.

While geography, availability of resources, and other practical considerations dictate some commonality with the traditional approach to geographic deployment, this work group sought to develop a methodology which broke from tradition by considering more definitive workload analysis statistics, coupled with the mandate to keep community based policing considerations as an important part of the plan.

The work group decided that one of the basic recommendations to come from the group would center around a phased implementation of geographic deployment driven by workload and existing resources. It seems logical to begin redistricting by taking into account present resources (Phase I) and then provide alternative models (Phase II and beyond) based on needs as determined by the recommendations of the other community policing subcommittees and work groups.

It was the consensus of the work group members that the plan should be constructed within the framework of Total Quality Management, using the basic tenets and values identified as important to the community based policing model as it is evolving in the Montgomery County Department of Police.

The composition of the work group was non-traditional in that it was not a homogeneous collection of police executive officers as has been the practice in the past. Instead, the group was made up of members representing the community, government, and the Department of Police. The experience level within the group was extensive and varied. The core work group was comprised of two budget analysts, two police officers with extensive experience in field operations, a police executive officer, a police administrative supervisor and a communications technician with extensive experience in dispatching, redistricting and CAD.

***Basic Assumptions:***

The planning process was begun with an overview of the traditional, historical approach to redistricting. Basic considerations were discussed and alternatives to the traditional approach were contemplated. This allowed work group members to come up to speed by introducing them to some of the realities dictated by geographic, economic, and crime-related conditions. Basic assumptions were agreed upon during initial planning discussions. These assumptions are summarized below.

*1.* ***Traditional Redistricting Considerations***: Although workload analysis and work group composition depart from tradition, there are certain factors which will affect **any** redistricting model. The first factor is accessibility by patrol officers. The second is response time as affected by travel distances. Finally, overall workload volume (i.e. calls for service, weighted or otherwise), status time (i.e. work maintenance duties) and the time needed for proactive patrol or community policing activities.

*2.* ***The FADE model for Total Quality Management***: As has been the practice for other work groups under the umbrella of the Workload Analysis Subcommittee, it was decided that the ***FADE*** model of problem solving, used by the U.S. Environmental Protection Agency, would provide the basic planning model.

*3.* ***Maintenance of "Community" Integrity***: Maintaining the integrity (or commonality) of the various communities within the county was a prime consideration in the redrawing of district and beat boundaries. Community definition is many things to many people. To some, political or planning boundaries define community, to others geographic and economic boundaries represent community. Some define community in terms of common cultural characteristics, while others look at crime patterns and trends as a way to determine community.

According to the Maryland National Capital Park and Planning Commission, there are almost 700 community associations within the county. The Montgomery County Public Schools defines community in terms of school clusters. Census tracts provide another way to consider community definition, as do fire, voting, and tax districts. In short, community for purposes of police work is defined as the political, cultural, economic and geographic factors which directly impact on the nature of crime and the need for police service delivery.

For the immediate purposes of the Phase I model, it was agreed that priority would be given to maintaining the integrity of municipal boundaries, while giving due consideration to crime trend relationships and general demographic characteristics. This thought provided the concept of community for the initial model.

It was acknowledged, from the beginning, that a proper community policing district/beat model should be constructed using extensive community input and allowing for the impact generated by the implementation of other committees in the areas of calls for service, TRU, shift plan and facilities. This will be discussed more thoroughly in the Phase II plan recommendation.

***Methodology:***

By utilizing the ***FADE/TQM*** philosophy, the work group sought to provide a new perspective to the problem of redistricting by balancing any institutional bias toward the traditional approach with a fresh perspective from group members representing community, police and government segments which have not traditionally been given input into the redistricting process.

***F:*** The group defined the ***FOCUS*** or purpose as being: The redrawing of district and beat boundaries to realistically reflect proportional workload while adhering to the philosophy of community oriented policing.

***A:*** The ***ANALYSIS*** would be based upon hard, historical data from departmental and governmental sources and reasonable assumptions based on logic and institutional experience.

***D:*** ***DEVELOPMENT*** of the model and a basic set of recommendations for follow-up would be the result of the group's deliberations.

***E:*** ***EXECUTION*** of the plan and work group recommendations would be the responsibility of the Community Policing Steering Committee and resources so tasked by the Chief of Police.

***Workload Considerations and Plan Development:***

The Phase I plan was begun by securing a work area, mapset, supplies and statistical reports which would support the work of the group.

***1. Beat and District Composition Criteria:*** The traditional approach to redistricting has been to look at the raw calls for service and to draw boundaries based on the number of calls for service in the area to be defined. In this manner, calls for service have determined Police Reporting Area (PRA) size, which has determined beat size, which has determined district size.

Since the beat is the primary unit for staffing allocation, beat size should be determined by department priorities for call handling (first response coverage), reasonable status time, and reasonable time for proactive patrol or community policing activities. Economic factors such as staffing availability will also influence beat size and will have a direct correlation with the first response, status time, proactive patrol mix.

The work group assumed that, for administrative and workload purposes, beats should have approximately the same amount of workload, with allowances given for geographic configuration, population density and the response times which result from sheer geographic size. Conversely, beats smaller in geographic size could handle a somewhat larger call volume due to the compact nature of the beat, easier access and support from surrounding beats and districts. The same assumption was applied to district size and composition, paying special attention to factoring in municipal and geographic considerations.

2. ***Availability of Resources***: A very practical consideration of the work group was the number of officers which are available to staff the districts and beats in the model. Given present economic conditions, it was decided that a practical approach would be to create a Phase I model using the present officer complement. The August, 1992 survey done of beat staffing levels indicates that, on average, only 37 of the present 43 beats is staffed. Since there are presently 5 district stations, we assumed that the present staffing levels would have to conform to a 5 district/37 beat/7 shift beat configuration. This is the short term reality with 55 beats being the long term ideal.

3. ***Statistical Sources and Analysis***: The work group departed from recent practice in the area of calls for service workload analysis. The most recent redistricting plans have used a recommended figure of 6,000 raw calls for service as the maximum beat size. This recommendation was based on the a 1987 standard, originating from analysis done by the MCP Planning Division. The work group felt that a weighted workload formula should be applied to the calls for service. This formula would allow for the difference in the amount of time it takes to handle different calls.

Using input from all members of the group and relying heavily on the 100 years of police experience represented by the group, weights were assigned to all calls for service. The basic unit was defined as 30 minutes, or the time it takes a first responder(s) to respond to a call for service to determine if it is verified.

Generally speaking, a value of 1 unit (1/2 hour) was assigned to <u>all</u> dispatched calls for service. If the call was a verified event then the call was assigned additional unit/weights according to what the group felt was a reasonable average for the type of call. Factored into these weights was Status Code 22 units and Status Code 27 time consumed by first responders in association with the call. (See Appendix B)

The Records Division Automated Services Manager was given these weights and asked to produce a printout by PRA, present beat, and present district which reflected the weighted calls for service for the 1 year period from 10-19-91 to 10-18-92. This report served as the basic statistical source for district and beat construction.

4. ***Telephone Reporting Unit (TRU) Weighted Calls for Service***: This report was constructed to list the reports taken by the Telephone Reporting Unit during the statistical baseline period of 10-19-91 to 10-18-92. The calls were listed by district, beat, and PRA, and multiplied by a factor of 2/3 to provide a weighted workload figure which represents an average 20 minute handle-time per call. It was determined through discussion with the TRU supervisor and other Workload Analysis Subcommittee members, that the average time it takes to handle a TRU call is in the 20-30 minute range. This represents a first responder savings of (conservatively) 2/3 weighted work units (or 20 minutes) per call handled by TRU.

5. ***Equality of Workload Assumptions*:**

- It was assumed that there would be 5 districts, based roughly upon the 5 existing district facilities.
- The total weighted workload (569,301 units) was divided by 5 to determine a baseline district equality workload (113,860 units).
- The total weighted workload was then divided by 37 to obtain a baseline beat equality workload (15,387 units).
- Allowance was made for call density, geographic compactness, geographic accessibility and external police resources.

Working from these basic assumptions, it was felt that response over long distances dictated a somewhat reduced unit load while high call density and short-distance responses allowed for somewhat higher unit loads. This is in keeping with past practice.

6. ***Computation of the Relief Factor*:** It is recognized by police planners that the personyear standard of 2080 hours is not valid for measuring the actual productive first responder availability. Computations by the Field Services Bureau staff in coordination with the Management and Budget Division place the actual hours worked by a first responder (for deployment purposes) at roughly 1639. This is derived by subtracting leave usage and average training hours from the 2080 figure. This translates to a factor of 1.27. In other words, we must maintain a staffing level of 1.27 officers to obtain a personyear for first responder deployment purposes.

7. ***Time Computations for Status Activity Codes*:** The work group approached status activity times in a manner which was somewhat different than that used by the RMA researchers. They used a 7-day sample of status time, based upon a specific data entry criteria assigned to the project and carried out by the dispatchers doing the data entry.

The work group did not have the luxury of constructing a sample of status times based on actual dispatch information since existing CAD data entry practices and program deficiencies do not allow for the accurate retrieval of such data. The work group, therefore, felt that it was appropriate to use the same methodology which was used for determining weighted calls for service.

All status activities were considered as they impacted the available personhours for a first responder. Excluded, was Code 27 (follow-up investigation activity) since it was considered in the weighted workload figures.

Logically associated status activities were grouped together and an hour-value attached to each grouping. This value was, in turn, used to compute a percentage of the total personyear of 1639 hours, based on the recently computed relief factor of 1.27.

The percentages of status activities were then added together to give an approximation of the total amount of time/availability which the average first responder had consumed by status activities. The standard first responder status activity code time consumption figure is approximately 31%. Appendix C is a graphic representation of the groupings, percentages, and actual personhours involved in arriving at this standard.

*8.* ***Beat Officer's Workload Using the RMA Standards:*** By employing the Workload Standards for Patrol, presented in the 1987, Research Management Associates, Inc. staffing study, which was commissioned by the Office of Management and Budget, it is clear that present staffing levels are below what was recommended in 1987 when basic first response, and not community oriented policing, was the primary concern.

The RMA standards recommend that no more than 40 percent of time be spent on first response (with 30%-40% being the optimal range) and that no more than 25 percent of time be spent on status activities. This means that there should be at least 35 percent of the first responder's time available to attend to "community policing" activities.

It should also be noted that the RMA standard was computed to provide a measure for adequate first response with reasonable additional time for proactive/high visibility patrol. While these two activities are a part of the strategies to be employed by community police officers, there will be, no doubt, other strategies and activities directly associated with community oriented policing. These activities will be done in conjunction with and possibly in addition to high visibility patrol.

Using the status activity and weighted workload information explained in this report, we calculated the impact of 37,43,47,75-beat models on the percentage of a personyear (1639 hours) consumed by first response and status activity time (See Appendix A).

As a further refinement of the statistical analysis, we computed the percentage of contribution to weighted workload made by MCP beat officers, TRU, the municipalities, and all other officers.

We then recalculated the beat models using the MCP Patrol and municipal contributions as the base figure for a 37, 43, 47, and 55 beat configuration.

Looking at the 37 beat model using the first base figure (569,301), it becomes readily apparent that there is little time available to do anything other than respond to calls for service and perform status activities. The two percent availability calculation may raise some questions at first, but it must be remembered that the calculation is based solely upon the availability of ***shift*** first responders. These calculations do not factor in the contributions made by the Telephone Reporting Unit (TRU), Traffic Squads, Central Business District Units, Special Assignment Teams, municipal police departments, and off-duty units in Personal Patrol Vehicles. The adjustments, based on the actual contributions of the above-mentioned groups, were made in the second set of models, using the adjusted base figure (435,174).

The units mentioned above account for a certain number of first responses, and so, impact positively on shift unit availability. For example, the TRU percentage of weighted calls for service is approximately 9.3%. This means that the first response component can be diminished by 9.3%, on average for any beat plan.

By using the same reasoning, the impact on the first response component can be calculated for any specialist unit, or aggregate of units, with first response duties by identifying the car numbers assigned to that unit(s) and counting those calls handled by the study group, for the period of the study, applying the weighted call table to the raw call totals.

For purposes of the preliminary report, the contributions of these units have not been factored in to the actual district drawings. This will be accomplished in Phase II plans after the recommendations of the other community policing subcommittees have been implemented. This should be done to provide a true picture of the contributions to, and impact upon, first response made by call deferral/referral, TRU expansion, and other redeployment schemes.

The computations listed in Appendix A reflect the workload associated with "first response" when applied to the RMA standards. The models presented in the first set of calculations assume that the beat officer answers 100% of all calls for service. The models presented in the second set of calculations represent the fractional contributions of MCP beat officers plus the aggregate contribution of the municipalities which is workload handled by them, but for which we must plan (76.4%).

*9.* ***Generalization vs. Specialization:*** Another important reason for looking at the beat, and all calls associated with it, as the responsibility of one officer, is the belief that the beat officer should be the focal point for leadership and problem solving in the community (beat).

It is essential to have broadly trained beat officers, supported by certain specialties and supplementary staffing resources so they may use these resources for problem solving within their beat areas. In this way a beat officer could work with traffic officers to reduce accidents in identified problem areas; SAT officers to provide surveillance capabilities for specific crime patterns; and community services personnel to provide support for neighborhood crime prevention programs. These are but a few examples of the need for the support, expertise and additional resources which specialists can and should provide.

The formulas and calculations listed in Appendix A are based upon the recommendations of the RMA study for workload standards. By applying these standards we find that it is not until the 75 beat model is reached that the recommendations are met.

There are limited options when consideration is given to meeting these standards. The first option is to deploy the present complement to fill beats. This will require using specialist personnel who will then not be able to provide the support mentioned above. This could be self-defeating. The second option is the redefinition of the responsibilities of the department in terms of the services provided. A third option is the addition of personnel to the departmental complement. The last possibility seems to be a combination of the first three, using partial redeployment, redefinition of service, and supplemental staffing as the best course of action and, by far, the most balanced approach.

***Plan Profile*:**

The traditional approach to police facility placement has been to locate new facilities where population growth has caused an upward shift in the workload. While this is not an unrealistic approach, it has caused us to be committed, at this point, to permanent facilities which are not in the best location for present workload patterns or resource allocation. (See Additional Recommendations below.)

Beginning with the lower county, the work group began to create district boundaries. The Silver Spring District was first; followed by the Wheaton-Glenmont, Bethesda, Mid-County (formerly Rockville), and Germantown Districts. Following the district boundary creation, the beats were created within the districts.

As the work group began to plot the district boundaries, it became quickly apparent that the mix of workload, geography, station location, municipal/community boundaries, and officer-to-weighted-call ratio would not allow for the equal distribution of workload between districts. This was even more apparent as the newly created districts were subdivided into beats.

In the best of all possible worlds, additional officers and the relocation of district station facilities would allow for much greater flexibility in district/beat creation. This, in turn, would allow greater latitude in community definition and deployment which maintains the geographic integrity of the community while allowing for a more equitable distribution of workload.

*1.* ***Mid-County Central District:*** The Mid-County Central District will largely replace what was formerly known as the Rockville District. It now includes the municipalities of Gaithersburg, as well as Rockville. This new configuration represents a radical departure from the recent district alignment plans.

In looking at workload, common crime problems, accessibility, and commonality of community, the Subcommittee anticipates the natural creation of a common community which extends along Route 355 from North Bethesda to the Gaithersburg city limits.

Route 355 and I-270 provide natural residential and commercial growth zones. This natural zone has, in turn, created a sense of community and commonality of crime problems along this growth zone. As both jurisdictions continue to annex land, this trend will continue until the two city boundaries meet somewhere in the area of the present King Farm.

Aside from the challenge presented by the Mid-County Central District configuration, the Mid-County Central District represents the opportunity to demonstrate the benefits of community policing in a district-sized, homogeneous community.

As a part of this district reconfiguration, it is the recommendation of this Subcommittee that the district station be relocated to what is presently Police Headquarters. This facility was redesigned to house a district station several years ago in response to a study recommending the creation of a central processing facility. Relocating Mid-County Central to the current Police Headquarters facility would place the district station in a centrally-located area, providing public access and promoting operational efficiency.

The Workload Analysis Committee recommends in its Arrest/Processing Report that the present Rockville District Station be converted to a central processing and transport facility. Other specialty units, e.g., the Special Operations Division, could also be housed at the present Rockville District Station. The Central Processing Unit would be located in close proximity to the Montgomery County Detention Center. The Special Operations Division would have immediate access to its equipment barn, provide space to train canine teams and provide an operational facility, near the jail, for the Civil Disturbance Unit. The present Rockville District Station provides poor access to the citizenry of Montgomery County, e.g., the road dead-ends at the station and public transportation is one block away. However, this isolated location provides an excellent location for the Central Processing Unit and other specialty units within the department.

In keeping with this Administration's request, Police Headquarters could then be moved to an administrative facility with more direct access to the Executive Office Building.

2. ***Bethesda District***: The Bethesda District covers the same communities as it has in past years. In addition, the new Bethesda District extends into the area formerly belonging to the Rockville District. The Bethesda District now extends, on the north to the Rockville City line.

Natural boundaries, community alignments, commonality of crime problems and road accessibility were again considered to create a district which encompasses the area from the District Line to the Potomac/North Bethesda community area. The district is bounded by the Potomac River on the west and the Rock Creek Park area on the east.

3. ***Silver Spring District***: In an effort to maintain community integrity, crime pattern/trend and community identification played a large part in the configuration of the Silver Spring District. It was reasoned that citizens living along the Route 29 corridor felt more closely aligned with the Silver Spring area of the county.

Additionally, crime problems and trends in this area are very closely aligned with the accessibility which Route 29 provides, especially as it pertains to suspects using the road to travel between Baltimore and the District of Columbia. The common border with Prince George's County provides another natural crossover for crime problems. While problems in the area seldom extend past New Hampshire Avenue, they generally originate from the east, north, and south, rather than from the west. The first responders in this configuration have a shortened response time for several of the beats, since the beats themselves are closely aligned.

*4.* ***Wheaton-Glenmont District:*** As the district name implies, the Wheaton-Glenmont District was located to serve the area north of Silver Spring and east of Rockville. Since the group determined that the Route 29 corridor is most closely associated with the Silver Spring District, it was decided to concentrate the Wheaton-Glenmont District at the lower boundary of the Wheaton business district and extend it north along Georgia Avenue. It is bordered by the Bethesda/Rockville area and the New Hampshire Avenue corridor.

*5.* ***Germantown:*** The configuration for the Germantown District allows for the layout of two fairly equal sectors which may later form the basis for a sixth police district in the future. The sector bi-section falls at the prolongation of the upper limits of the Gaithersburg City boundary.

The Germantown District has purposely been given a reduced workload in an effort to compensate for the growth which most certainly will occur in the future. This is also necessary due to the considerable geographical distances first responders must travel between calls in the upper county, which impact on the officer's safety. This district is surrounded on almost all sides by foreign jurisdictions and cannot rely on the assistance of other county districts providing overlapping assistance.

***PHASE II:***

***Plan Recommendations***

***Approach:***

The Phase II plan approaches the subject of community integration and composition from a much more definitive basis. There is the need to allow for more community input in shaping the beat and, perhaps, district boundaries. Unfortunately, due to time constraints in Phase I, there was limited community input in defining "communities" from the perceptions of the citizens themselves.

***Recommendations:***

*1.* ***Outreach Meetings:*** It is the recommendation of the work group that five meetings (one per district) be scheduled for citizen input into beat and district configuration. This input should be reflected in later configurations.

*2.* ***Incorporation of Recommendations by Other Community Policing Committees:*** There are a number of recommendations that need to be incorporated over the next few years which will impact directly on the calls for service, temporal distribution of first responders, facility location and characteristics, technological applications, and the overall approach to police work in Montgomery County. All of these changes will have an impact on the geographic distribution of police resources in the County.

*3.* ***Consider All Impacts Concerning Redistricting/Beat Realignment Changes:*** It is the recommendation of the work group that due consideration be given to the impact of these changes in any future redistricting efforts. This should be done through careful analysis and comparison of the baseline data against similar data generated after these changes have had a chance to make their impact evident.

*4.* ***District Station Placement/Service Life/Construction:*** From the outset, it was evident that the placement of the present district police stations is not conducive to equality of workload. While the district facilities may have been responsive to the workload patterns when they were constructed, they do not reflect today's workload concentrations. This has caused the inequities in workload that have existed, and continue to exist in past and present district alignment plans.

Viewing police facilities from both a practical and community service perspective, it becomes quite clear that the priorities for station placement should be workload equality and community accessibility. It is therefore prudent to think of facility placement and construction in terms of shifting population (and workload) patterns.

Looking clinically at the way we do business, it makes more sense to view police facilities as "police offices". With the exception of prisoner processing there is very little we do that is different from other office settings. While facility security is an issue, we must not view the facility with a "fortress mentality", especially in the age of participatory, community-based policing.

Following this line of thought, it makes more sense to view the service life of a police facility in light of our experience with shifting population/work patterns. This is particularly true of the upper County where population centers will not stabilize for decades. It becomes less of an issue in established areas, such as the lower County, where population/work patterns are more stable and less dynamic.

There is a certain amount of attachment which the community forms with the police facility located in the neighborhood. After a period of time, there is a large amount of resistance to the relocation of a police station. We have found this to be the case in the proposed relocation of the Bethesda District station.

By using a combination of substations, located where workload dictates a need, and longer term facilities as district headquarters, some of this resistance might be overcome. The key will be in emphasizing to the community that facility location needs to be flexible and responsive to changing crime workload patterns.

5. ***Central Processing Facility***: The Workload Analysis Committee's Arrest/Processing Subcommittee, whose members also serve on the Redistricting Subcommittee, recommends investing in a centrally located, prisoner processing facility. Similarly, the Redistricting Subcommittee recommends the use of shorter term "police offices". The "police offices" would serve as district stations until shifts in population and work patterns dictated the necessity of relocation to meet the changing community needs. Therefore, with the prisoner processing function removed from the "police offices", the community would find them more acceptable and accessible to address community concerns and needs.

6. ***Automation of the Redistricting Process or the Mechanics and Cost of Redistricting:*** The redistricting process, at present, is a long and tedious one. This is primarily due to the labor-intensive nature of the process. First, workload figures must be obtained which requires coordination with the Records Division staff. Second, large maps must be wall-mounted, with sheets of acetate overlaid to create a work area. Third, workload data must be transferred by hand using the overlays and note pads to do workload equivalency calculations. Once the district, sector and beat boundaries are determined, the plan must be distributed for comments and alterations. The feedback will result in revising the short-term alternative (37 beats v. 47 beats) to address each committee member's concerns. This subcommittee fully expects there will be revisions to this proposal as it is a new concept and requires a re-thinking on the part of everyone affected by the proposed changes. In addition, CAD must be reprogrammed to reflect these changes. Finally, this Subcommittee expects that the manual recreation of the street/beat/pra directory (hard copy) will exhaust incalculable personhours to complete the task.

This is a tremendously expensive, yet necessary process. In the past, primarily due to the expense and effort involved, the department has responded in a reactive mode in its approach to redistricting. In reality, the department should operate in a constant modeling and analysis mode concerning workload distribution and how it relates to the department's strategic planning. Using this tactic would enable us to meet community needs more responsively and greatly facilitate the long-range planning and budgeting goals of the department.

The cost of redistricting, using present methods, can be estimated by using the experience of this work group as an example. The estimates below assume an average personhour cost of $23. In actuality, a considerable portion of this work was done by one civilian volunteer on the committee. It should be noted that the cost of redistricting, using in-house personnel, would be considerably more if the same work were done by contractors. According to recent Federal government estimates, comparable contract work is available for $65 per hour, which includes direct level-of-effort labor hours, overhead, G&A, and indirect cost rates. Thus, this Subcommittee has reduced the cost of direct level-of-effort hours with its non-contract labor mix.

## *ESTIMATED COSTS FOR REDISTRICTING*

*Subcommittee Labor Mix*

| Task | Hours Used | Hourly Rate | Est. Cost |
|---|---|---|---|
| Data Generation | 10 | $23.00 | $ 230 |
| Methodology Dev. | 28 | $23.00 | $ 644 |
| Drawings, Phase I | 300 | $23.00 | $ 6,900 |
| Report Preparation | 75 | $23.00 | $ 1,725 |
| SUBTOTAL PLANNING COSTS | 413 | | $ 9,499 |
| CAD/Directory Conv. | 1,304 | $23.00 | $30,000 |
| New ADC Maps | FIXED | FIXED | $ 2,500 |
| TOTAL REDISTRICTING COSTS (ONE DRAW) | 1,717 HOURS | | $41,999 |

*Estimated Contractor Labor Mix*

| Task | Hours Used | Hourly Rate | Est. Cost |
|---|---|---|---|
| Data Generation | 10 | $65.00 | $ 650 |
| Methodology Dev. | 28 | $65.00 | $ 1,820 |
| Drawings, Phase I | 300 | $65.00 | $19,500 |
| Report Preparation | 75 | $65.00 | $ 4,875 |
| SUBTOTAL PLANNING COSTS | 413 | | $26,845 |
| CAD/Directory Conv. | 1,304 | $65.00 | $84,760 |
| New ADC Maps | FIXED | FIXED | $ 2,500 |
| TOTAL REDISTRICT. COSTS | 1,717 | | $114,105 |

Cost Savings to County using Subcommittee v. Contractor Support: $72,106

*7.* ***Technology Improvement:*** At the beginning, and at all stages throughout the redistricting process, automation and technology advances can and should be applied to achieve efficiency in this operation and to facilitate automated realignment modeling as a strategic planning and budgeting tool.

This Subcommittee's experience with a limited reporting database leads us to recommend that CAD and the Automated Record Management System data needs to be more user friendly. As an alternative, standard statistical reports, which are constructed to meet the needs of geographic boundary modeling, need to be more readily available. The present CAD and ARMS applications do not lend themselves well to easy analysis or report generation. Data entry methods make the data, in some cases, unusable or unreliable.

The consistency with which information is entered into these systems is lacking. This has forced us to examine the amount of time spent on particular calls or the amount per units spent on status activity from an anecdotal perspective, rather than through the use of hard data. The Subcommittee used the available data as their best estimates, since hard, verifiable data was unavailable due to current reporting methods.

An example of the inconsistent entry or capturing of data is found in the "DASH 8" clearance. First responders clear certain calls as "DASH 8 CHECK ON PATROL". This clearance does not give a clear picture of the actual amount of time used in the resolution of that call. In the same way, first responders clear calls which require additional status time to complete, e.g., Code 27. This is also true of the use of the portable radio to stay in service while first responders perform their legitimate police work, e.g., traffic stops. All of these practices represent undocumented work conducted, yet not accounted for in any workload analysis.

The department recently purchased a Geographic Information System for use in crime analysis and budgeting. For approximately $8,500 a sub-application is available for the GIS, allowing for computer modeling of the beats and districts, based on data supplied by the CAD/ARMS mainframe databases.

Once the problems associated with obtaining usable reports, based upon accurate data ***and*** automated geographic modeling have been solved, there still remains the issue of manual directory creation. This is perhaps the first problem which must be addressed, since it represents the greatest obstacle to implementing the finished plan both in terms of cost and timeliness of completion.

If an application is not available for automating this function, then perhaps the solution is a backup for the CAD system to bridge the scheduled and unscheduled "down time" for the main system. It is this "down time" that requires dispatchers to use the manual directory in order to assist first responders as they handle their calls for service.

*8.* ***Ongoing Strategic Planning:*** It is the recommendation of the Subcommittee that the redistricting process be an ongoing part of the strategic planning and budgeting program for community-based policing. For example, the 37 beat configuration presented in this report reiterates the present staffing levels in the department and does not feature any type of community policing. Specifically, 51.3% is spent on responding to calls for service; 31% of the first responders' time is spent on status activities, e.g., court, warrant service, vehicle maintenance, details, traffic stops, and meals. With the 37 beat structure, only 17.7% can be dedicated to community policing.

The 47-beat configuration shows improvement in that 28.6% is dedicated to community policing. The first responder spends 40.4% on calls for service; and 31% on status activities. In order for community policing to be effective to both the citizens and the police department, a 55-beat structure must be designed. With this configuration, the first responder will devote approximately 35.5% of his/her time to community policing, which is comparable to the RMA standard of 35%. The remaining time will be spent on calls for service (34.5%), and status activities (31%). This is an equitable and efficient use of a first responder's time, giving equal weight to all areas of policing.

Only through ongoing strategic planning will the goal of community policing be achieved. It is further recommended that this be facilitated through improvements in the technology applied to the redistricting process. This Subcommittee is tasked with meeting this next challenge in the coming months and looks forward to achieving community policing within the Montgomery County Police Department.

## APPENDIX A

## BEAT MODELS BY
## WEIGHTED WORKLOAD + STATUS TIME + COMMUNITY POLICING TIME

### Basic Formula

$$\frac{\text{Weighted Calls for Service}}{\text{Beat Number}} = \frac{\text{Weighted Workload Factor}}{\text{2 (1/2 hour units)}} =$$

$$\frac{\text{Beat Personhours}}{\text{7 (Shifts)}} = \frac{\text{Personhours Per Year (First Response)}}{\text{1639 (Personyear)}} =$$

**Percentage of Time Consumed by First Response**
**+**
**Standard Status Activity Time Percentage =**

**NON-DISCRETIONARY WORK TIME**

**100% - NON-DISCRETIONARY WORK TIME PERCENTAGE =**
**TIME AVAILABLE FOR PROACTIVE PATROL OR**
**COMMUNITY POLICING DISCRETIONARY TIME**

**37 Beat Model**

$$\frac{569{,}301}{37} = \frac{15{,}387}{2} = \frac{7{,}693}{7} = \frac{1{,}099}{1{,}639} = 67\% + 31\% = 98\%$$

**OR**

**ROUGHLY TWO PERCENT (2%) FOR COMMUNITY POLICING ACTIVITIES**

**43 Beat Model**

$$\frac{569{,}301}{43} = \frac{13{,}240}{2} = \frac{6{,}620}{7} = \frac{946}{1639} = 58\% + 31\% = 89\%$$

**OR**

**ROUGHLY 11 PERCENT (11%) FOR COMMUNITY POLICING ACTIVITIES**

## APPENDIX A

**47 Beat Model**

$\frac{569{,}301}{47} = \frac{12{,}113}{2} = \frac{6{,}056}{7} = \frac{865}{1639} = 53\% + 31\% = 84\%$

**OR**

**ROUGHLY 16 PERCENT (16%) FOR COMMUNITY POLICING ACTIVITIES**

**75 Beat Model**

$\frac{569{,}301}{75} = \frac{7{,}591}{2} = \frac{3{,}795}{7} = \frac{542}{1639} = 33\% + 31\% = 64\%$

**OR**

**ROUGHLY 36 PERCENT (36%) FOR COMMUNITY POLICING ACTIVITIES WHICH IS APPROXIMATELY THE RMA STANDARD OF 35 PERCENT (35%)**

## REVISION TO APPENDIX A

## SUPPLEMENT TO THE ORIGINAL INTERIM REPORT ON

## WORKLOAD DISTRIBUTION AND BEAT MODELS

The models presented below are based upon the original Appendix A which used a first responder workload of 569,301 (half-hour) work units. By closely defining "beat and beat backup" units, Telephone Reporting Unit car numbers, municipal car numbers, leaving an all other "MCPD" balance, we were able to more accurately determine the contribution made by each service provider. A 435,175 work-unit base can be derived by adding the MCPD beat/beat backup contribution together with the municipal contribution (for which MCPD has ultimate responsibility) to derive a more defined picture of the actual contribution of first responders. The projected impact of the addition of 4 positions to the Telephone Reporting Unit can be found later in this revision

### ADJUSTED BEAT MODELS

**37 Beat Model**

$$\frac{435{,}175}{37} = \frac{11{,}762}{2} = \frac{5{,}881}{7} = \frac{840}{1639} = \textbf{51.3\% + 31\% = 82.3\%}$$

**LEAVING 17.7 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

**43 Beat Model**

$$\frac{435{,}175}{43} = \frac{10{,}120}{2} = \frac{5{,}060}{7} = \frac{723}{1639} = \textbf{44.1\% + 31\% = 75.1\%}$$

**LEAVING 24.9 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

**47 Beat Model**

$$\frac{435{,}175}{47} = \frac{9{,}259}{2} = \frac{4{,}630}{7} = \frac{661}{1639} = \textbf{40.4\% + 31\% = 71.4\%}$$

**LEAVING 28.6 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

Revision to Appendix A (continued)

**55 Beat Model**

$$\frac{435{,}175}{55} = \frac{7{,}912}{2} = \frac{3{,}956}{7} = \frac{565}{1639} = \textbf{34.5\% + 31\% = 65.5\%}$$

**LEAVING 34.5 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES THIS MODEL COMES THE CLOSEST TO THE RMA STANDARD OF 35 PERCENT AFTER FACTORING OUT THE NON-BEAT MCPD CONTRIBUTION AND BY FACTORING IN THE FIRST RESPONSE CONTRIBUTION MADE BY THE MUNICIPAL POLICE DEPARTMENTS**

**NOTE:** Factoring out the municipal police department contribution in the 55 Beat Model leaves a 63.6 percent First Response/Status Time component. This translates to 36.4 percent community policing time, which is still well within the RMA standard range (30%-40% for First Response).

## PROJECTED IMPACT OF ADDITIONAL TRU POSITIONS ON ALL BEAT MODELS

With the addition of 4 new positions to the Telephone Reporting Unit there will be a projected 6,000 raw call for service shift from beat officer responsibility to the TRU. Since it is difficult to determine the exact equivalent in weighted work-units for **projected calls**, the standard of 2/3 weighted work-units (or 20 minutes) mentioned on page 5 of this report has been applied to projected impact figures.

By doing this, 4,000 (2/3 x 6,000) weighted work-units are shifted from beat officers' first response data to the TRU data. This then brings the beat officers' first response component to a base of 431,175 weighted work-units from 435,175 units.

Revision to Appendix A (continued)

## BEAT MODELS WITH PROJECTED TRU WORKLOAD FACTORED (4 ADDITIONAL POSITIONS FY 94)

### 37 Beat Model

$\frac{431,175}{37} = \frac{11,653}{2} = \frac{5,827}{7} = \frac{832}{1639} =$ **50.8% + 31% = 81.8%**

**LEAVING 18.2 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

### 43 Beat Model

$\frac{431,175}{43} = \frac{10,027}{2} = \frac{5,014}{7} = \frac{716}{1639} =$ **43.7% + 31% = 74.7%**

**LEAVING 25.3 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

### 47 Beat Model

$\frac{431,175}{47} = \frac{9,174}{2} = \frac{4,587}{7} = \frac{655}{1639} =$ **40.0% + 31% = 71.0%**

**LEAVING 29 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

### 55 Beat Model

$\frac{431,175}{55} = \frac{7,840}{2} = \frac{3,920}{7} = \frac{560}{1639} =$ **34.2% + 31% = 65.2%**

**LEAVING 34.8 PERCENT TIME FOR COMMUNITY POLICING ACTIVITIES**

## APPENDIX B

## RELATIVE WEIGHTS FOR 1ST RESPONDER CALLS

**Assumptions:**

- **Beat officer responds to beat call**
- **Average response time is 18 minutes, except for Code 3 calls, response time is 7 - 8 minutes**
- **Verified calls = response; may or may not require a report**
- **Unverified calls = response, but no report**
- **Units may include more than 1 officer responding to particular call**

**Formula: 1 unit = 30 minutes (from dispatch to 10-8)**

### PART I CLASSES

| NO. | CATEGORY | VERIFIED | UNVERIFIED |
|---|---|---|---|
| 0100 | Homicide | 12 units | 2 units |
| 0200 | Rape | 8 units | 2 units |
| 0300 | Robbery | 6 units | 2 units |
| 0400 | Aggravated Assault | 12 units | 2 units |
| 0500 | Burglary | 5 units | 1 unit |
| 0600 | Larceny | 2 units | 1 unit |
| 0700 | Auto Theft | 3 units | 1 unit |

### PART II CLASSES

| NO. | CATEGORY | VERIFIED | UNVERIFIED |
|---|---|---|---|
| 0800 | Assault | 2 units | 1 unit |
| 0900 | Arson | not dispatched | |
| 1000 | Forgery/Counterfeiting | 1 unit | 1 unit |
| 1100 | Bad Checks/Theft | 1 unit | 1 unit |
| 1200 | Embezzlement/Theft | 1 unit | 1 unit |
| 1300 | Stolen Property | 1 unit | 1 unit |
| 1400 | Vandalism | 2 units | 1 unit |
| 1500 | Weapons | 6 units | 1 unit |
| 1600 | Prostitution/Vice | n/a | n/a |
| 1700 | Sex Offenses | 6 units | 1.5 units |
| 1800 | CDS Laws | 9 units | 1.5 units |
| 1900 | Gambling | n/a | n/a |

Appendix B

## PART II CLASSES (cont'd)

| NO. | CATEGORY | VERIFIED | UNVERIFIED |
|---|---|---|---|
| 2000 | Family Offenses | 6 units | 2 units |
| 2100 | Juvenile Offenses | 2.5 units | 1 unit |
| 2200 | Liquor Law Violations | 1.5 units | 1 unit |
| 2300 | Contributing | n/a | n/a |
| 2400 | Disorderly Conduct | 2 units | 2 units |
| 2600 | Suicide | 8 units | 2 units |
| 2700 | Other Offenses (not traffic) | | |
| 2711 | Fail to Return Rental Prop. | 1 unit | 1 unit |
| 2712 | Home Improvement Viol. | 1 unit | 1 unit |
| 2713 | Impersonating Pol. Off. | 1 unit | 1 unit |
| 2714 | Bigamy | 1 unit | 1 unit |
| 2715 | Blackmail/Extortion | 1 unit | 1 unit |
| 2716 | Bomb Threat | 3 units | 1 unit |
| 2719 | Failure to Pay Food, etc. | 2 units | 1 unit |
| 2721 | False Alarm | 1 unit | 1 unit |
| 2722 | False Report of Crime | 1 unit | 1 unit |
| 2723 | Fire Code Violation | 1 unit | 1 unit |
| 2724 | Fireworks | 1 unit | 1 unit |
| 2725 | Escapee | 1 unit | 1 unit |
| 2726 | Kidnapping | 1 unit | 1 unit |
| 2727 | Littering/Trash Dumping | 1 unit | 1 unit |
| 2728 | Loitering | 1 unit | 1 unit |
| 2729 | Perjury | 1 unit | 1 unit |
| 2731 | Pornography | 1 unit | 1 unit |
| 2732 | Welfare Fraud | 1 unit | 1 unit |
| 2733 | Rental Car Violation | 1 unit | 1 unit |
| 2734 | Rogue and Vagabond | 1 unit | 1 unit |
| 2735 | Solicit/Trade w/o License | 1 unit | 1 unit |
| 2736 | Unauth. Use of Vehicle | 3 units | 1 unit |
| 2737 | Trespassing | 2 units | 1 unit |
| 2738 | Threatening/Annoying Calls | 2 units | 1 unit |
| 2751 | Fugitive from MD | 4 units | n/a |
| 2752 | Fugitive from Justice | 4 units | n/a |
| 2791 | All Other | 1 unit | 1 unit |
| 2792 | Conspiracy | 1 unit | 1 unit |
| 2800 | Misc. Traffic Offenses | | |
| 2811 | Abandoned Auto | not dispatched | |
| 2812 | DWI | 6 units | 1 unit |

Appendix B

## PART II CLASSES (cont'd)

| NO. | CATEGORY | VERIFIED | UNVERIFIED |
|---|---|---|---|
| 2813 | Traffic Hazard | 1.5 units | 1.5 units |
| 2814 | Parking Offenses | 1.5 units | 1.5 units |
| 2891 | Disabled Motor Vehicle | 1.5 units | 1.5 units |
| 2900 | Miscellaneous Calls | | |
| 291x | Sudden Deaths | 8 units | 1.5 units |
| 2911 | Accident (non-traffic) | 8 units | 1.5 units |
| 2912 | Drowning | 8 units | 1.5 units |
| 2913 | Natural | 8 units | 1.5 units |
| 2914 | Undetermined | 8 units | 1.5 units |
| 2931 | Animal Bite | 1 unit | 1 unit |
| 2932 | Animal Complaint | 1 unit | 1 unit |
| 2934 | Drunk | 1 unit | 1 unit |
| 2935 | Fires (not arson) | 1 unit | 1 unit |
| 2936 | Ill Person | 1 unit | 1 unit |
| 2937 | Injury (non-traffic) | 1 unit | 1 unit |
| 2938 | Investigation/Police Info. | 2 units | 1 unit |
| 2941 | Lost Property | 1 unit | 1 unit |
| 2942 | Mental Transport | 3 units | 1 unit |
| 2943 | Missing Person | 3 units | 1 unit |
| 2946 | Rec. Prop./MC | 3 units | 1 unit |
| 2947 | Rec. Prop/Other | 1 unit | 1 unit |
| 2951 | Family Trouble | 2 units | 2 units |
| 2952 | Suspicious Situation, etc. | 2 units | 2 units |
| 29xx | Alarms | 1.5 units | 1.5 units |
| 296x | Bank/S&L | 1.5 units | 1.5 units |
| 297x | Other Commercial | 1.5 units | 1.5 units |
| 298x | Residential | 1.5 units | 1.5 units |
| 2981 | Accidental/Error | 1.5 units | 1.5 units |
| 2982 | Malfunction | 1.5 units | 1.5 units |
| 2983 | Weather | 1.5 units | 1.5 units |
| 2991 | Other Misc. Calls | 1 unit | 1 unit |
| 2995 | Dispatched Follow-up, etc. | 1.5 units | 1.5 units |
| 5X | Traffic Accidents | | |
| 53xx | Fatal | 30 units | n/a |
| 54xx | Personal Injury | 6 units | 1 unit |
| 55xx | Property Damage | 5 units | 1 unit |

## APPENDIX C

## COMPUTATION FOR STATUS CODE STANDARD

| Description/ Status Codes | Total Workyear Percentage | Workyear Hours Used |
|---|---|---|
| Court Activities (11,12) | 6.35% | 104 |
| Warrant/Summons Service (19,21,24,31,32) | 6.35% | 104 |
| Evidence Processing (28)(Shift Techs. Only) | .79% | 13 |
| Vehicle Maintenance/Gas (33) | 3.173% | 52 |
| Misc. Work Details (51) | 3.173% | 52 |
| Traffic Flow/Enforcement (53/54) | 4.76% | 78 |
| Meal Periods (92) | 5.00% | 82 |
| All Other Status Codes | 1.95% | 32 |
| **TOTALS** | **31.55%** | **517** |

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**Additional Source Documents:**


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2. Budget Information FY 94 Budget Deployment: A Briefing Prepared by the Montgomery County Police Management and Budget Division.

3. "The Patrol Function," by Patrick V. Murphy, FBI Law Enforcement Bulletin, February, 1991.

4. "Issues In Policing, Organizing for Community Policing," Chapter 7, Autumn House Publishing, Criminal Justice Series, 1992.

## *UPDATE TO THE INITIAL REPORT ON REDISTRICTING/BEAT REALIGNMENT*

In February, 1993 the Workload Analysis Subcommittee Work Group on Redistricting/Beat Realignment submitted an initial report on the present process for determining workload as it pertains to geographic deployment. The report made recommendations for applying weighted workload analysis to recommended goals for community policing in terms of geographic deployment of police resources.

As a result of the work done by the work group, the Office of Management and Budget began to re-examine the police department's budget request for FY94. It was generally accepted by those involved in the budget process that weighted workload and the factoring of first responder down-time were legitimate standards for measuring the actual need for police first response resources.

The formula for beat workload determination presented in the original report was refined to more accurately reflect the final needs assessment in terms of the number of beats needed and the number of personnel needed to fully staff those beats. Based upon the refinement, it was determined that nine officers should be allocated to fill each beat, using a factor of fifty work years added overall to the patrol function to allow for officers on light duty and disability. Using the formula, our staffing goal should be forty-six beats in order to achieve the thirty-five percent discretionary time needed for effective community policing.

The use of the formula represented a departure from the prior practice of determining the number of beats based upon raw calls for service, with no allowance for the "relief factor" or the impact of personnel on light duty and temporary disability status. The FY94 budgetary process netted a total of thirty-six additional patrol positions, with twenty-seven being new positions, and nine being civilianized positions. Additionally, a commitment was made on the part of the County Executive for consideration of additional positions for the FY95 budget.

Another recommendation made in the Interim Report, was that the redistricting process be automated so as to allow for more timely analysis of workload as it relates to community policing and the budgetary cycle. As a result of the recognized need for streamlining the redistricting process, $200,000 was allocated in the FY94 budget for that purpose. The Request for Proposal process has begun and it is hoped that the automation project will be completed by April, 1994.

The focus of the redistricting project will be on the coordination and facilitation of strategic planning. By continual modeling of workload and work pattern dispersal we can then make intelligent decisions concerning the configuration of the patrol districts and the beats therein.

REVISED

## BEAT MODEL BY
## WEIGHTED WORKLOAD + STATUS TIME + COMMUNITY POLICING TIME

### Basic Formula

$$\frac{\text{Weighted Calls for Service}}{\text{Beat Number}} = \frac{\text{Weighted Workload Factor}}{\text{2 (1/2 hour units)}} =$$

$$\frac{\text{Beat Personhours}}{\text{7 (Shifts)}} = \frac{\text{Personhours Per Year (First Response)}}{\text{2080 (Person year)}} =$$

**Percentage of Time Consumed by First Response**
**+**
**Standard Status Activity Time Percentage =**

**NON-DISCRETIONARY WORK TIME**

**100% - NON-DISCRETIONARY WORK TIME PERCENTAGE =**
**TIME AVAILABLE FOR PROACTIVE PATROL OR**
**COMMUNITY POLICING DISCRETIONARY TIME**
**(BASED ON NINE OFFICERS PER BEAT AND**
**FIFTY WORK YEARS FACTORED IN FOR LIGHT DUTY)**

## *III. ARREST/PROCESSING SUBCOMMITTEE*

The following section outlines our report concerning the issue of arrest processing. We are recommending the creation of a central processing unit and transport unit within the department as a short term solution. This recommendation calls for the creation of four civilian positions and will most likely require some minor modifications to the Rockville District Station. The recommendation regarding automating processing can be done at little or not cost as the department currently has adequate computer hardware and the software has been offered at no cost.

Somewhere between our long term and short term solutions we recommend that Montgomery County explore the possibility of funding the salary of commissioners. Albeit an unusual approach, this could insure that adequate numbers of commissioners are available and thus significantly improve the department's efficiency regarding arrest processing. At present, a great deal of time is unnecessarily wasted getting to and then waiting for an available commissioner.

Our long term solution involves the police department getting out of the business of warrant service and arrest processing. To accomplish this we will need to negotiate these responsibilities to other agencies and departments. If agreed to, both the Sheriff's Department and the Department of Corrections will undoubtedly require additional resources and will need to budget accordingly.

The individual objectives and strategies of this subcommittee are as follows:

**OBJECTIVE:** **Streamline first responders' efforts regarding arrest, transport, and prisoner processing.**

The short-term central processing and transport specialty unit will provide managerial efficiency and reduce the out-of-service status time for first responders. First responders will have more quality time to devote to community policing activities.

**STRATEGIES:** (short term)

Establish central processing and transport specialty unit

- Staff unit on 5-day work schedule.
- Employ for Central Processing Specialty Unit - 13 sworn positions.
- Substitute for Central Processing Unit - 4 civilians.
- Employ for Transport Specialty Unit - 4 sworn positions.

Require protocol agency to provide 24-hour on-call response for juvenile Services arrests.

Coordinate central processing and transport specialty unit efforts with other Community Policing committees.

Establish central processing and transport specialty unit location at the Rockville District Station.

**OBJECTIVE: (long term)** **Transfer responsibility of central processing to Department of Corrections; transfer responsibility of all arrest warrant service (bench, District Court, Circuit Court, and fugitive) to the Sheriff's Office.**

The long-term alternative to transfer all arrest warrant responsibilities to the Sheriff's Office and central processing to the Department of Corrections would negate the need for the police department's involvement. This would provide the first responders with more quality time to provide community policing service to its customers, the citizens of Montgomery County.

**STRATEGIES:** Negotiate with Sheriff's Office to accept all arrest warrant and transport responsibilities.

Coordinate central processing responsibilities with Department of Corrections.

**OBJECTIVE:** **Adequately staff <u>all</u> Commissioner positions.**

**STRATEGIES:** Fully staff 18-mandated positions.

- Explore feasibility of Montgomery County Government subsidizing State budget to ensure mandated positions are fully staffed.

Maintain 7-day per week availability (day and evening hours).

Establish congruent physical location for Commissioners and central processing unit.

**OBJECTIVE:** **Adopt Computerized Arrest Processing System (CAPS).**

**STRATEGIES:** Convert department's current database in order to use CAPS to expedite the efficiency and proficiency of the central processing specialty unit (system is designed by PGPD, is user-friendly, and enables officers to process reports directly into computer terminal.

## TABLE 1
## WORKYEAR SAVINGS EMPLOYING CENTRAL PROCESSING AND TRANSPORT SPECIALTY UNIT

**1992**

| | | Amount | | Total Hours | |
|---|---|---|---|---|---|
| **Arrest Warrants** | = | **5,055** | | | |
| processing total hours | = | 6.13 x 5,055 | = | 30,987 | |
| 1st responder hours | = | 2.88 x 5,055 | = | 14,558 | |
| CPU hours | = | 3.25 x 5,055 | = | 16,429 | |
| **Fugitive Warrants** | = | **539** | | | |
| processing total hours | = | 4.00 x 539 | = | 2,156 | |
| 1st responder hours | = | 0 | | 0 | |
| CPU hours | = | 4.00 x 539 | = | 2,156 | |
| **Bench Warrants** | = | **1,925** | | | |
| processing total hours | = | 3.38 x 1,925 | = | 6,507 | |
| 1st responder hours | = | .50 x 1,925 | = | 963 | |
| CPU hours | = | 2.88 x 1,925 | = | 5,544 | |
| **Traffic Warrants** | = | **3,593 40%** | = | **1,437** | **60% = 2,156** |
| 40% processing total hrs | = | 3.13 x 1,437 | = | 4,498 | |
| 1st responder hours | = | .50 x 1,437 | = | 719 | |
| CPU hours | = | 2.63 x 1,437 | = | 3,779 | |
| 60% processing total hrs | = | 2.13 x 2,156 | = | 4,952 | |
| 1st responder hours | = | .50 x 2,156 | = | 1,078 | |
| CPU hours | = | 1.63 x 2,156 | = | 3,514 | |
| **Juvenile Arrests** | = | **2,699** | | | |
| processing total hours | = | 3.75 x 2,699 | = | 10,121 | |
| 1st responder hours | = | 2.00 x 2,699 | = | 5,398 | |
| CPU hours | = | 1.75 x 2,699 | = | 4,723 | |
| **Total Processing Time** | = | **58,861 hours** | | | |
| **1st responder hours** | = | **22,716** | | | |
| | | **36,145 CPU** | | | |
| **Total Processing** | = | **35.9 work years** | | | |
| **1st responder hours** | = | **13.8 work years** | | | |
| **CPU** | = | **22.1 work years** | | | |
| | | **17 work years** | | | |
| | | **5.1 work years (more efficient)** | | | |

## TABLE 2

**Bench Warrants = Total: 1,925**

| Element | | TIME INVOLVED IN PROCESS STAGE<br>Unit (1/2 hr = 1 unit) |
|---|---|---|
| 1. | Make arrest, conduct crime scene investigation, transport to station | 1.00 unit * |
| 2. | Obtain paperwork and prepare arrest report | 1.00 unit |
| 3. | Call Records, take fingerprints, photos (polaroid & 35mm) | 1.50 units |
| 4. | Wanted check, criminal history | .05 units |
| 5. | Transport arrestee to Commissioner's location | .75 units* |
| 6. | Transport to MCDC | 2.00 units |
| | | **(38 hours) 6.75 units**** |

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* 1st responder responsibility = 1.00 units
non-1st responder responsibility = 5.75 units

** Total work years spent processing bench warrants annually
(3.38 hours x 1,925 bench warrants = 6,507 hours)

## TABLE 3

**Fugitive Warrants = Total: 539**

| Element | | TIME INVOLVED IN PROCESS STAGE<br>Unit (1/2 hr = 1 unit) |
|---|---|---|
| 1. | Make arrest, conduct crime scene investigation, transport to station | 1.00 unit * |
| 2. | Obtain paperwork and prepare arrest report | 1.00 unit |
| 3. | Call Records, take fingerprints, photos (polaroid & 35mm) | 1.50 units |
| 4. | Wanted check, criminal history | .50 units |
| 5. | Charging document | .50 units |
| 6. | Commissioner's review, preparation of documents, transport arrestee to Commissioner's location, transport to MCDC, and back to jail | 2.00 units |
| 7. | Prepare event report, evidence, witness, State's attorney forms, etc. | 1.00 unit |
| 8. | Bond hearing | .50 unit |
| | | **(4 hours) 8.00 units**** |

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* 1st responder responsibility = 1.0 units (2% may have to be picked-up off the street)
non-1st responder responsibility = 7.0 units

** Total time spent processing fugitive warrants (4 hours x 539 fugitive warrants = 2,156 hours)

## TABLE 4

**Criminal Arrests = Total: 5,055**

| Element | TIME INVOLVED IN PROCESS STAGE<br>Unit (1/2 hr = 1 unit) |
|---|---|
| 1. Make arrest, conduct crime scene investigation, transport to station | 2.0 units * |
| 2. Obtain paperwork and prepare arrest report | 1.0 unit |
| 3. Call Records, take fingerprints, photos (polaroid & 35mm) | 1.5 units |
| 4. Wanted check, criminal history | 0.5 units |
| 5. Charging document | 1.0 unit * |
| 6. Commissioner's review, preparation of documents | 0.5 units |
| 6a. Transport arrestee to Commissioner's location | 0.75 units* |
| 7. Prepare event report, evidence, witness, State's attorney forms, etc. | 2.0 units * |
| 8. Bond hearing | 1.0 unit |
| 9. Transport to MCDC | 2.0 units |
| | **(6.13 hours) 12.25 units**** |

* 1st responder responsibility = 5.75 units
non-1st responder responsibility = 6.50 units

** Total time spent processing criminal arrests (6.13 hours x 5,055 criminal arrests = 30,987 hours)

## TABLE 5

**Traffic Arrests = Total: 3,593**

| Element | TIME INVOLVED IN PROCESS STAGE<br>Unit (1/2 hr = 1 unit) |
|---|---|
| 1. Make arrest, conduct crime scene investigation, transport to station | 1.00 unit * |
| 2. Wanted check, criminal history | .50 units |
| 3. Transport arrestee to Commissioner's location | .75 units* |
| 4. Bond hearing | 1.00 unit<br>**4.25 units**** |
| 5. Transport to MCDC (**40% of cases**) | 2.00 units***<br>**6.25 units**** |

---

* 1st responder responsibility = 1.00 units
non-1st responder responsibility = 3.25 units or 5.25 units

** Need to calculate total hours based on weight
40% (1,437 cases) require transport = 4,498 hours
60% (2,156 cases) do **not** require transport = 4,592 hours
9,090 hours

*** On average, depends upon where Commissioner is; where warrant is; and where arrest is made. Also warrant section won't transmit until prisoner is returned to station.

## TABLE 6

**Juvenile Arrests = Total: 2,699**

| Element | TIME INVOLVED IN PROCESS STAGE<br>Unit (1/2 hr = 1 unit) |
|---|---|
| 1. Make arrest, conduct crime scene investigation, transport to station | 2.0 units * |
| 2. Obtain paperwork and prepare arrest report | 1.0 unit |
| 3. Call Records, take fingerprints, photos (polaroid & 35mm), wanted check, call parents, transport to holding facility | 2.5 units |
| 4. Prepare event report, evidence, witness, State's attorney forms, etc. | 2.0 units * |
| | **(3.75 hours) 7.5 units ** |

* 1st responder responsibility = 4.0 units
non-1st responder responsibility = 3.75 units

** Total hours spent processing juvenile arrests (3.75 hours x 2,699 juvenile arrests = 10,121 hours)

## TABLE 7
## CENTRAL PROCESSING UNIT

| SHIFT | SUN | MON | TUE | WED | THU | FRI | SAT |
|---|---|---|---|---|---|---|---|
| | 1 | 1 | 1 | 1 | 1 | | |
| 7 a.m.* | | 2 | 2 | 2 | 2 | 2 | |
| | | | 3 | 3 | 3 | 3 | 3 |
| to | 4 | 4 | | | 4 | 4 | 4 |
| | 5 | 5 | 5 | 5 | | | 5 |
| 3 p.m. | 6 | | | 6 | 6 | 6 | 6 |
| | | | 7 | 7 | 7 | 7 | 7 |
| 7 p.m.* | 8 | | | 8 | 8 | 8 | 8 |
| | 9 | 9 | | | 9 | 9 | 9 |
| to | 10 | 10 | 10 | 10 | | | 10 |
| | | 11 | 11 | 11 | 11 | 11 | |
| 3 a.m. | 12 | 12 | 12 | | | 12 | 12 |
| Sgt. (flex) | | | x | x | x | x | x |

* This staffing schedule redirects the control and focus of processing prisoners according to sworn staffers' time constraints and efficiency measures. Prisoners will be held in suitable areas of confinement during non-processing hours.

## TABLE 8

## TRANSPORT UNIT

| SHIFT | SUN | MON | TUE | WED | THU | FRI | SAT |
|---|---|---|---|---|---|---|---|
| 6 a.m. to 2 p.m. | X | 1 + 2 | 1 + 2 | 1 + 2 | 1 + 2 | 1 + 2 | X |
| 6 p.m. to 2 a.m. | X | X | 3 + 4 | 3 + 4 | 3 + 4 | 3 + 4 | 3 + 4 |

x = Arresting officer transports prisoner to Central Processing Unit on days that Transport team is not staffed.

**Assumptions:** Transport Unit does out-of-county pick-ups, pick-ups at each station, and transports to-and-from the jail.

## TABLE 9

## OVERVIEW - TIME SPENT PROCESSING ARRESTEES

| WARRANT TYPE | TOTAL HOURS PROCESSING | FIRST RESPONDER WORK YEARS | TO BE HANDLED BY CPU | FIRST RESPONDER WORK YEAR EQUIVALENT |
|---|---|---|---|---|
| | **(1639 hrs = 1 work year)** | | | |
| Arrest | 30,987 | 18.9 | 16,429 | 10.0 |
| Fugitive | 2,156 | 1.3 | 2,156 | 1.3 |
| Bench | 6,507 | 4.0 | 5,544 | 3.4 |
| Traffic | 9,090 | 5.5 | 7,293 | 4.5 |
| Juvenile | 10,121 | 6.2 | 4,723 | 2.9 |
| **TOTAL:** | **58,861** | **35.9** | **36,145** | **22.1** |

## *IV. CALLS FOR SERVICE*

***Focus:*** The purpose of the Calls for Service Subcommittee is twofold: (1) To evaluate the existing level of calls for service; and (2) To recommend alternatives to provide more efficient use of police time through the appropriate reduction and elimination of police response to non-emergency calls for service. Alternatives evaluated included the enhancement of ECC through specialized training and increased staffing for referrals and deferrals; filling administrative support positions within the police department to alleviate the need for the patrol officer to handle routine tasks; expanding the current ECC telephone system to handle voice messaging capabilities and additional trunk lines; and empowering county agencies through a "community government" initiative to respond to non-police type calls.

***Analyze:*** Information sources used to analyze the baseline data included a January 31, 1992, internal memorandum to Management and Budget; statistical data from ECC, TRU, and Records; comments from OMB; and citizen feedback.

***Develop:*** The Calls for Service Subcommittee discussed four solutions to provide more efficient use of police time for 1st responders. First, empower ECC to make direct referrals, bypassing the police department. This would be accomplished through the revision of ECC's Standard Operating Procedures; providing more resources (staffing), training, and facilities; and increased liability insurance. It was the general consensus of this Subcommittee to recommend that the solution to revamp the ECC be a candidate for another subcommittee.

Second, secure resources to fill administrative support positions with non-sworn employees to alleviate the need for the patrol officer to handle routine tasks, e.g., intergovernmental mail delivery, desk clerk duty, reporting-in calls (CARE system), etc. Third, expand the existing telephone system with a telephone tree, voice messaging capabilities, and additional trunk lines.

Fourth, reduce and eliminate calls which significantly delay 1st responders in responding to the more serious criminal calls. These calls would be directly referred to the appropriate responsible County agency. This solution is the Subcommittee's recommended alternative.

***Recommendations:*** The Calls for Service Subcommittee compiled statistical data of calls received and cleared from ECC, TRU, and ALERT from October 1, 1991 to October 18, 1992. These compiled calls provide the infrastructure for the Subcommittee's recommendations to refer non-police calls to the appropriate responsible County or State agencies. The recommendations are identified by type of call; total number of calls received and cleared; recommended responsible County or State agency and telephone number; and the Subcommittee's recommendations. In some instances, the department's statistical data bank was incapable of providing accurate numbers. Further explanation is provided in the specific recommendations for those instances where the inaccuracy was particularly problematic.

## RECOMMENDATIONS

**Animal Bites, Complaints** — **Total Calls: 588 (29 bites; 559 complaints)**

**Responsible Agency:** **Department of Animal Control & Humane Treatment 279-1694 (emergency); 279-1823 (shelter)**

**Subcommittee Recommendations:** Responsible agency must provide on-call staff on a 24-hour basis. This staff person must have ready access to a transport vehicle to respond to emergency calls.

Revise ECC SOPs to dispatch non life-threatening calls **directly** to the responsible agency. Revise Police SOPs to eliminate requirement to respond to non life-threatening calls.

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**Emergency Shelter, Food, and/or Fuel** — **Total Calls: 158 (ALERT)**
**(See attached shelter list)**

**Responsible Agency:** **Department of Social Services 279-3430 (Germantown); 468-4354 (Rockville) 217-3075 (Silver Spring)**

**Subcommittee Recommendations:** Responsible agency must provide on-call staff on a 24-hour basis. Police will respond only for calls that involve minors.

Revise ECC SOPs to dispatch calls **directly** to the responsible agency and/or shelters.

---

**Solicitor** — **Total Calls: 117***

**Responsible Agency:** **Department of Consumer Affairs 217-7373**

**Subcommittee Recommendations:** Police will respond only to "suspicious" calls when "suspect" is present in area. Revise ECC SOPs to dispatch calls to police only when "suspect" is present.

Re-educate public via media/education that solicitors are required to display licenses for door-to-door sales.

---

*It is clear that the department handled far more solicitor complaints than the figure noted above (117). Research indicates that in most cases solicitor complaints are cleared as suspicious persons. There were 27,812 suspicious person complaints logged during this study. What number among those that were actually solicitor calls could not be determined.

**Road Icing/Potholes/ Emergency Complaints**

**Total Calls: 653 (ALERT)**
**(128 = ice;**
**18 = potholes;**
**435 = downed wires;**
**21 = downed trees; and**
**51 = blown transformers)**

**Responsible Agency:** **Department of Transportation**
**217-2200 (24-hour Hotline)**
**(202) 833-7500 (PEPCO for downed wires, blown transformers)**

**Subcommittee Recommendations:** Police will not officially respond. ECC will provide "FYI" community community announcements for patrol officers to learn what's happening in their beat. Revise ECC's SOPs to relax clearance requirements for "FYI" community announcements.

Use MDTs to receive ECC's "FYI" announcements and on-line information for "just occurred" events within PRA, beat, district and to transmit messages back to ECC. Use MDTs or cellular telephones to transmit reports directly to station, e.g., St. Louis County, Missouri, CARE telephone reporting system.

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**Property Damage Accidents** **Total Calls: 20,275***

**Responsible Agency: Individual Insurance Companies**

**Subcommittee Recommendations:** Police will not respond for PDAs in cases where vehicles are driveable. Revise ECC SOPs to enable call taker to ask additional questions, without hinderance of time constraints. Call taker would request police presence at PDAs based on information received, e.g., dispute in progress (refusal to exchange insurance information, etc.) or if PDA call was received by a third party. Police will respond to personal injury accidents.

Revise ECC's SOPs to redirect non-emergency PDAs to 279-8000. Add more resources to ECC and TRU to handle administrative, "file only" calls for insurance reporting purposes. Provide ECC with increased liability coverage.

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* Dash 1 = 10,138 Dash 2 = 2,839 Dash 3 = n/a
Dash 4 = 3,041 Dash 5 = 2,433 Dash 6 = 811
Dash 7 = 406

*This figure is inaccurate. Due to the clearance hierarchy rule, i.e., a DWI who has a PDA, the patrol officer will more than likely respond to and investigate the PDA as well.

**Trash Dumping Complaints** **Total Calls: 216**

**Responsible Agency:** **Department of Environmental Protection**
**217-2415**
**and** **Department of Transportation**
**217-2200 (24-hour hotline)**

**Subcommittee Recommendations:** Police will respond only to "in-progress" calls. Revise ECC's SOP's to refer all other calls directly to appropriate agency. DOT will respond immediately for road hazards.

---

**House and Auto Fires/Arson** **Total Calls: 1,583**
**(1,315 = non-arson;**
**268 = arson)**

**Responsible Agency:** **Fire Department**
**911**

**Subcommittee Recommendations:** Fire Department responds to all fire calls and requests police presence **after** FD has arrived on the scene. Police respond as requested by FD. Revise ECC's SOPs to dispatch all fire calls directly to Fire Department.

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**Runaways/Out-of-Control Minors/**
**Refusal of Parental Custody** **Total Calls: 3,446***
**(Juvenile offenses)**

**Responsible Agency:** **Department of Juvenile Services/Child Protective Services**
**217-4417 (24-hour hotline)**

**Subcommittee Recommendations:** Responsible agency must provide responsive on-call staff on 24-hour basis as well as additional detention facilities to hold minors until courts are in session.

Non-1st responders use his/her discretion for responding to calls since parents have a legal responsibility for the welfare of their own children. Revise ECC's SOPs to refer "runaways" directly to TRU.

"Runaways" are not to be confused with "missing persons." Police (1st responders) will respond to "missing person" calls.

---

* Clearances only: desertion = 4; child neglect = 252; other (taken by other parent) = 14; runaways = 2,486; out-of-control = 28; and child abuse = 662.

**NOTE: These calls use, at a minimum, 3 personyears.**

**Unenforceable Parking Complaints** — **Total Calls: 5,486 (all parking offenses)**

**Responsible Agency** **Individual Homeowner Associations**
**Abandoned Motor Vehicle Unit**
**840-2453**

**Subcommittee Recommendations:** Police cannot respond to private street parking violations, except for fire lane and handicap space violations. Revise ECC's SOPs to refer "abandoned" car complaints to TRU or Abandoned Motor Vehicle Unit.

Authorize ECC to clarify parking calls to obtain further information through data gathering techniques (ask more questions without tight time constraints) and provide ECC with increased liability coverage.

---

**Mail Theft** — **Total Calls: Not recorded in system**

**Responsible Agency:** **U.S. Postal Inspectors**
**499-7346**
**(202) 636-2300 (24-hour hotline)**

**Subcommittee Recommendations:** Police do not respond. ECC refers calls to directly to U.S. Postal Inspectors.

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**Consumer Fraud/Home Improvement Violations** — **Total Calls: 1,362**
**(86 = home improvement violations;**
**431 = forgery;**
**845 = bad checks)**

**Responsible Agency:** **Department of Consumer Affairs**
**217-7373**
**Check & Fraud Squad**
**840-2414 (by appointment only)**

**Subcommittee Recommendations:** Police respond only to "on-the-scene" suspect situations. ECC needs to refer callers to appropriate responsible agency.

**Code Violations**

**Total Calls: 426**
**(7 = fire code violations;**
**419 = fireworks complaints)**

**Responsible Agency: Department of Environmental Protection**
**217-2700 (building codes, permits)**

**Fire Department (fire code violations)**
**(site-specific fire station)**

**Clerk of the Circuit Court**
**217-7777**

**Health Department**
**217-7272**

**Subcommittee Recommendations:** Police do not respond. ECC needs to dispatch calls directly to appropriate responsible agency.

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**NOTE:** Calls not discussed due to current pending legislation include: alarms, bank robberies, and shoplifting.

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**CONCLUSION:** The effectiveness of these recommendations will require coordination efforts with the other "community policing" committees. For example, the Media Committee needs to provide outreach for public awareness and acceptance for the type of calls 1st responders will handle. In addition, the Technology Committee needs to address the issue of expanding the existing telephone system at ECC to accommodate a possible telephone tree, voice messaging capabilities, and increased trunk lines for the referral and deferral of non-police calls for service.

In addition, ECC will require additional training that will focus on distinguishing between calls that require 1st responder response vs. those that can be handled by TRU. For example, the additional training would emphasize ECC's discretionary procedures for the immediate dispatch of calls that impede public safety; and describe the process for the referral and, if necessary, TRU handling of repetitive calls to the same location.

A new Property Damage Accident (PDA) policy needs to be implemented as a result of this Committee's recommendations. Notification is required to communicate to insurance companies that 1st responders will not write reports for PDAs. Upon notification, insurance companies could include in their policy holder pamphlets MCPD's new policy on PDA report writing. That is, unless there is personal injury, an accident report will not be written. Again, the Media Committee would be the responsible communication link to the public.

And finally, a coordinated total quality management effort, composed of members of the community policing committees and the County agencies identified in this report as the new "1st responders", must be initiated in order for the success and implementation of this Committee's recommendations.

## *V. TELEPHONE REPORTING UNIT*

***Focus***

This report contains data that evaluates the Telephone Reporting Unit and determines where enhancements can be made to benefit the department. PSA's can be expected to ensure the successful transition to community policing by increasing the number of hours they free patrol officers from routine calls and report writing.

Expanding the TRU by four (4) PSA's will allow the unit to provide weekend coverage and handle a criteria expansion, as follows:

- TRU criteria calls that have just occurred (in addition to occurred earlier)
- Calls with limited suspect information where investigations would normally not be generated by patrol
- All larcenies; no monetary limit
- The area of handling all threatening and annoying phone calls will be explored. Clarify the C&P Telephone Company's policy regarding giving information to civilian personnel. Coordinate with investigative services. Decide who handles investigation once a telephone number is identified by the phone company (an investigator needs to determine who is calling from that location)

The recommended criteria expansion will necessitate more thorough interviewing of callers and a wider use of discretion by ECC personnel. The committee recommends that additional call-taker personnel be authorized for ECC. The committee further recommends that enhanced training be developed for ECC call-takers. This training could be utilized by both ECC and TRU personnel.

***Report Automation***

TRU should pilot a program that generates reports automatically by computer. The program necessitates the following plans and requirements:

- Program designed should accommodate both the present system and plans for future system enhancements.
- Acquisition of computer terminals, associated printers, telephones, and appropriate furniture.
- Pilot at TRU will provide a good testing ground for eventual department-wide transition to automated reporting.

Recommendations have already been made to integrate the present systems to allow for an officer-user-friendly system (i.e. menu driven). These recommendations will provide the following:

- No unnecessary data entry duplication.
- Information may be reviewed via terminal by sergeant and/or report review unit.
- Information will be quickly accessible to department personnel .

System planning will accommodate and parallel County, State, and Federal plans for change with the following on-line and projected systems: 1) MIBRAS, 2) IBRAS, 3) and IMAGE. The Community Policing Technology Committee is already involved in the planning stages of TRU's automation. Coordination of efforts will continue.

During the months of April, May and June, 1992 TRU was operational on the weekends by virtue of an overtime initiative. For this period of weekends TRU handled a total of 1,628 calls for service, or an average of 135.7 CFS per weekend.

Currently weekend callers meeting TRU criteria have been instructed to call back during the week. Callers have complained of a lack of responsiveness and regard for their tax paying dollars. It is impossible to determine how many calls are lost in this fashion. (Some frustrated citizens may not call back for police service or may take matters into their own hands.)

The graphs that follow demonstrate two basic areas of data concerning the Telephone Reporting Unit.

- What the Telephone Reporting Unit actually handles by writing reports and resolving incidents.

- What the Telephone Reporting Unit can potentially handle if afforded the personnel to handle a criteria expansion and weekend coverage.

According to current definition, calls for service (CFS) are incidents that demand a patrol officer's response. For FY 92 TRU handled 17.1 % of all CFS not requiring a patrol response during their normal operating hours. Expansion will increase that number to 26.8%. For FY 92, TRU handled 42.2% of all reports written during their normal operating hours. Expansion will increase that number to 66.7%. (On a yearly and 24-hour-a-day basis, comparative percentages are as follows: CFS = from 10.1% to 15.7%. Reports = from 27.4% to 43.3%.)

Note:

TRU produces two (2) types of statistical report packages.

Monthly information is distributed showing a district station breakdown of work handled on a year-to-date basis. **The TRU handles all calls directed to it by ECC during the hours of 0700 to 2300 Monday through Friday.**

***Tru and Supervision***

There is no question that the TRU is quickly becoming one of the department's best resources. The number of calls for service and reports handled by this unit equates into that handled by any one of the five (5) district stations. The TRU informally refers to itself as ***"THE SIXTH DISTRICT"*** to accent the high volume of work it produces.

The department and the county have the responsibility of ensuring that this outstanding resource is well supervised to ensure its continued success and personnel accountability. The number of PSA's authorized for TRU should be increased to twelve (12).

A full-time supervisor needs to be authorized for the unit. If one is not authorized, the ratio for the present supervisor to personnel will be **1 to 29.** The Chief will determine whether this position should be sworn or civilianized.

The department needs to authorize one supervisor, and two (2) non-sworn assistant supervisors for the TRU function. Non-sworn assistant supervisors can be made from existing TRU positions. This would be cost-effective and would boost morale. The positions need only be re-classified. It is understood that these are difficult economic times. Proper supervision for this important and viable resource will correlate directly to the continued success of the Unit and its responsiveness to the community.

***Summary*** To obtain optimum benefits from TRU, the department needs to consider the following expansion:

1. add four (4) Police Services Aide positions
* 2. handle just occurred and occurred earlier calls
3. handle TRU criteria calls seven (7) days a week
* 4. handle calls with limited suspect information
* 5. handle all larcenies/no monetary limit
6. ensure TRU has an appropriate level of supervision
7. establish operational guidelines for TRU, ECC, patrol, and crime analysts to ensure that relevant data from just occurred incidents is available to all in a timely fashion

* In each of these areas of expansion, discretionary patrol dispatch may be necessary.

***Benefits Summarized:***

TRU will be able to handle 26.8% of the department's calls for service and 66.7% of the reports written during its operating hours.

Citizens will be provided police services in a timely fashion, especially on the weekends.

Citizens calling during TRU's non-operational hours will be dealt with professionally and courteously.

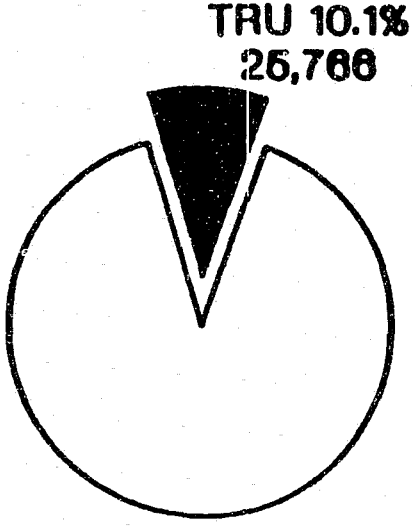
The training needs of both TRU and ECC personnel complement one another, thus avoiding duplicate training costs.

FY92 expansion projection shows **9,982** patrol hours saved for more serious and community service-oriented incidents.

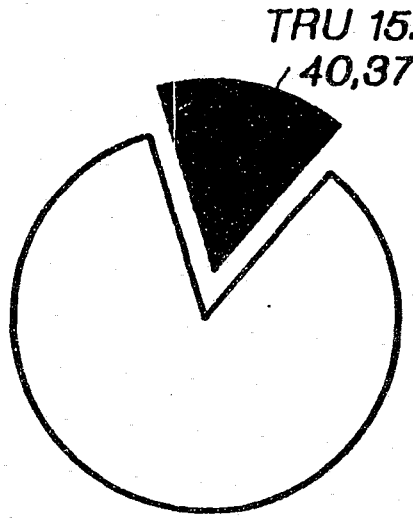
(Expanded CFS or 40,373 - Present CFS or 25,766 = 14,607 additional CFS. 14,607 X 41 minutes = 9,982 hours. 41 minutes is the average length of time by a patrol officer to handle a CFS.)

A fully operational TRU allows for the reassignment of this additional time to patrol officers for community policing issues.

# CURRENT vs *EXPANDED* CRITERIA
# CALLS FOR SERVICE
# FY 92

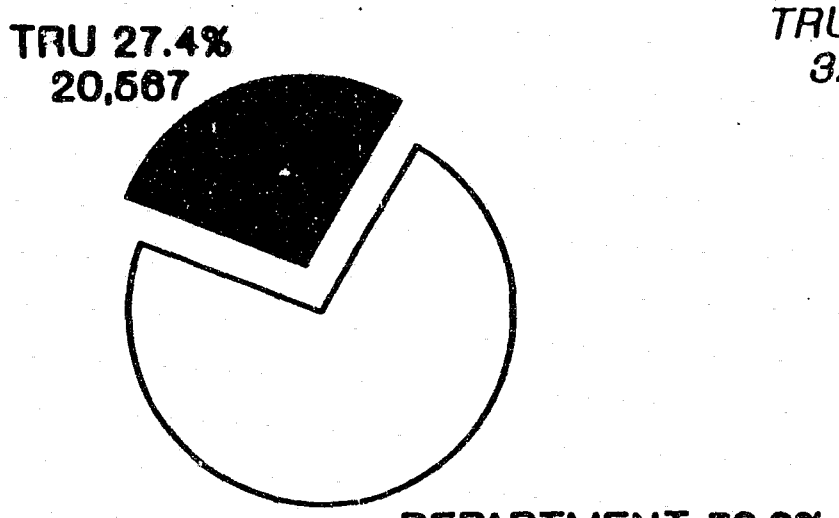



CURRENT
CRITERIA

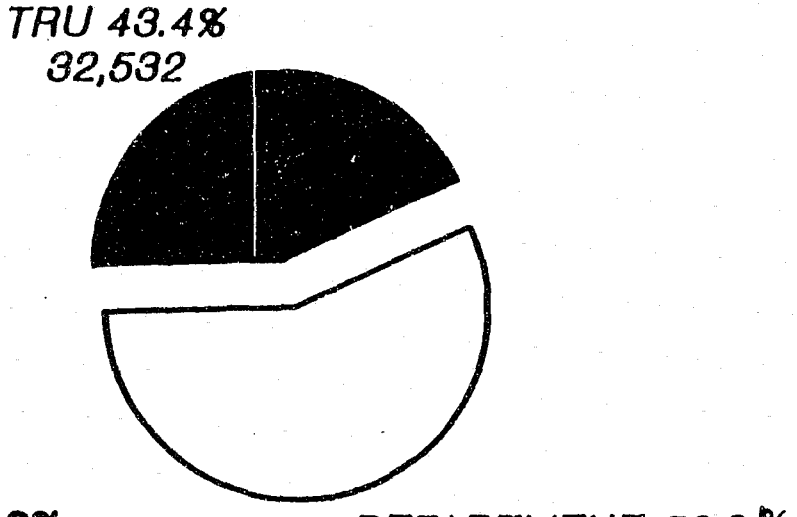



*EXPANDED*
CRITERIA

# CURRENT vs *EXPANDED* CRITERIA REPORTS FY 92




CURRENT CRITERIA




*EXPANDED* CRITERIA

## *VI. PHONE-IN ROLL CALL*

***Focus***: The purpose of phone-in roll call is to provide first responders immediate accessibility to calls for service and reduce out-of-service status time by eliminating selected station roll calls.

***Analyze***: Information sources used to analyze the feasibility of phone-in roll call included the Maryland National Capital Park and Planning Commission, specifically, its Communications, Field Operations, and Administrative Services Departments; the Park Police; and the Workload Analysis Committee.

***Develop***: Phone-in roll call is an automated process that conducts roll call using existing voice mail technology. Phone-in roll call is updated and maintained daily by the shift supervisor during roll call preparation. The supervisor may choose to tailor each shift's roll call information to what is "beat-specific."

All officers shall be in their assigned beat, at the appointed time, in full uniform, and available for calls for service. Those officers who change into their uniform at the station shall be in service at their appointed hour and access phone-in roll call within the first 30 minutes for their scheduled shift.

Each user is given an individual password to access phone-in roll call and select various items from the roll call menu. These items include, but are not limited to, current and previous roll call information; lookouts; training opportunities; new memos and directives; messaging capabilities; announcements; etc.

***Recommendation***: The Subcommittee recommends that phone-in roll call be piloted for six months at the Bethesda District for two shifts: 6 - 4 p.m. and 4 - 2 a.m.

To provide the subcommittee and the Workload Analysis Committee members with feedback and an evaluation of the pilot program, all phone-in roll call users (first responders and shift supervisors) will be required to complete the attached survey form on the last day of their weekly shift. The results will be analyzed and incorporated into the subcommittee's final report to the Steering Committee.

***Concerns***: The subcommittee had some initial reservations concerning accountability, loss of information exchange, and lack of roll call training. A means to address these concerns could be through departmental policies and procedures. Policy would address issues such as: peer accountability, and supervisor-arranged meetings. For example, when an officer goes in service at the beginning of the shift, he/she must do so by meeting up with a fellow shift sector member, possibly in an adjoining beat. This would encourage team concept and accountability through the exchange of information from the beat officers.

# POLICY FOR PHONE-IN ROLL CALL

***General Responsibilities***

1. All officers shall be in their assigned beat, at the appointed time, in full uniform, and available for calls for service.

    a. Those officers who change into their uniform at the station shall be in service at their appointed hour and access phone-in roll call within the first 30 minutes for their scheduled shift.

2. All officers shall be responsible for all information contained in the phone-in roll call messages as if it were dispatched through station roll-call.

***Executive Staff***

1. Management shall ensure that shift supervisors maintain the integrity of the system.

2. Management shall ensure that measures are employed to safeguard against any abuse of the phone-in roll call system.

***Supervisor Responsibilities***

1. Shift supervisors shall be responsible for tailoring their daily phone-in roll call message for their individual shifts.

2. Shift supervisors shall be accountable for ensuring that their officers are in service and in their beat at the appointed hour.

3. Shift supervisors shall complete the Shift Supervisor Phone-in Roll Call Survey form on the last day of their weekly shift and submit it to the designated station representative.

***First Responder Responsibilities***

1. Officers shall provide their name and ID No. which logs them into the phone-in roll call system according to the time-frame outlined in the "General Responsibility" section.

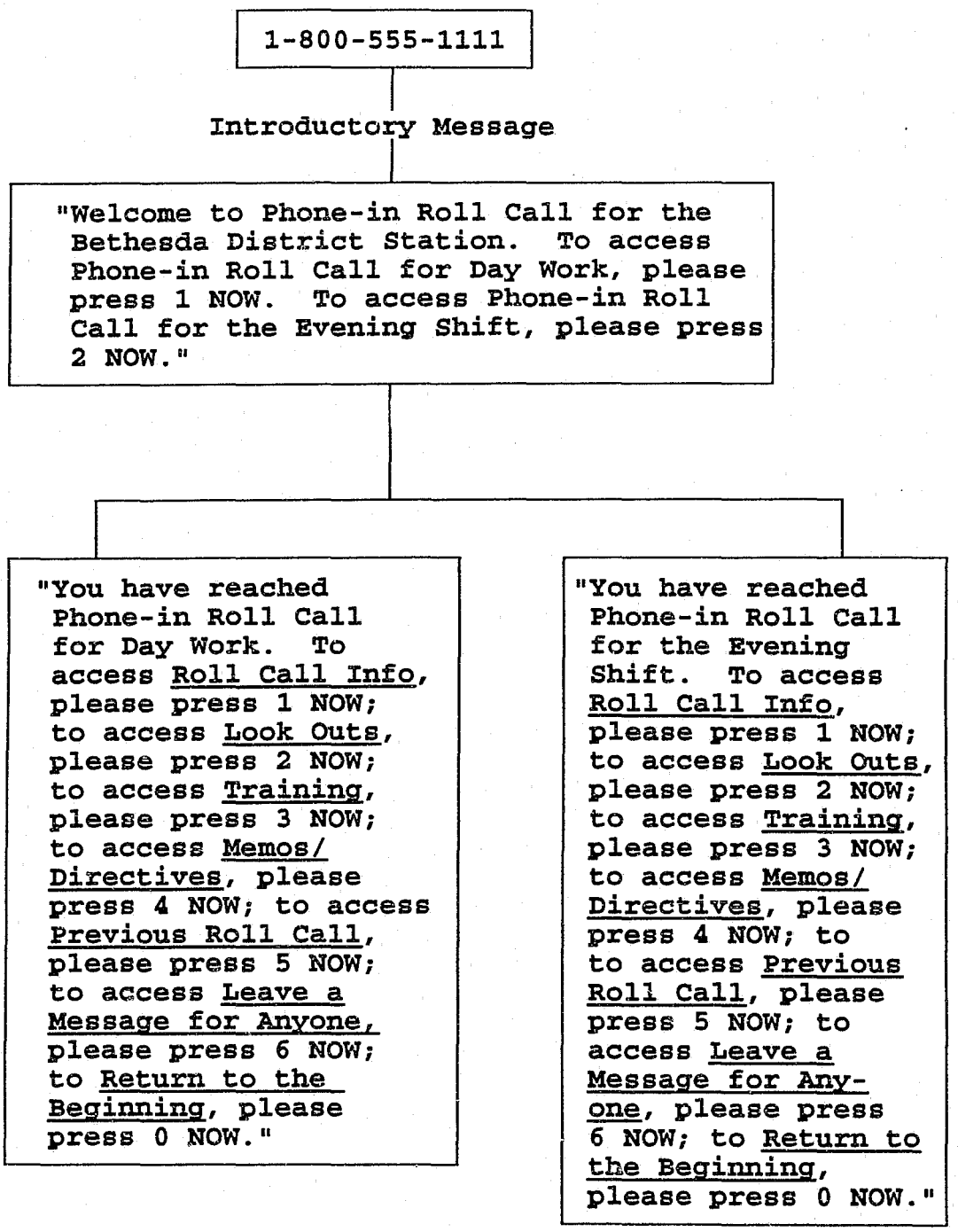
2. Officers shall access phone-in roll call as follows:

    a. Dial the assigned number.
    b. Listen to Introductory Message.
    c. Select the required menu(s), e.g., roll call info, lookouts, training, and other menus as directed.
    d. Hang up.

3. Officers shall complete the First Responders Phone-in Roll Call Survey form on the last day of their weekly shift and submit it to the designated station representative.

## INSTRUCTIONS FOR ACCESSING PHONE-IN ROLL CALL

(Accessed thru touch tone)




**NOTE:** Required menus (see Policy Directive) may be captured under one heading, thus eliminating the need to press different numbers.

## Definition of Menus

***Roll Call Information***

Daily line-up, assignments and any related information.

***Lookouts***

Information on special persons or vehicles to watch out for while on shift.

***Training Opportunities***

Any upcoming training opportunities or cancellations.

***Memoranda or Directives***

Self-explanatory.

***Previous Day's Roll Call***

Each day the previous day's information is retained in this "menu" for those officers who may have been on leave, etc.

***Leave Message for Supervisor***

Officers may leave a message for their supervisor in this box.

***Return to Introductory Message/Select Another Menu***

Sends the officer back to either the beginning of the Introductory Message to hear the selection "menus" or select another menu.

## OBJECTIVES AND STRATEGIES

**OBJECTIVE:** **Provide more efficiency in roll call process.**

Phone-in roll call provides immediate accessibility and reduces the out-of-service status time for first responders. Citizens benefit through better protection and increased response time.

**STRATEGIES:**

Establish separate "800" number for phone-in roll call.
Identify termination number for Info/Link for "pilot" mail boxes.
Program levels for shift-specific phone-in roll call mail boxes.
Program specific menus targeted for individual shifts.

**OBJECTIVE:** **Pilot phone-in roll call for 6 months at the Bethesda District Station for two shifts, 6-4 p.m. and 4-2 a.m.**

**STRATEGIES:**

Provide 1-hour training and individual password (ID to users (shift supervisors, first responders).

Within 30 minutes of arriving in beat, first responder shall access phone-in roll call, if possible. If not possible within 30-minute time-frame, first responder shall access phone-in roll call as soon as is practicable.

Redesign shift plan to allow for weekly station meetings to capture:

- continuity
- information exchange w/peers

## COST SAVINGS TO DEPARTMENT IN TERMS OF WORKYEARS
(2 Shifts/5 District Stations)

| STATION ROLL CALL | | | | | | V. | PHONE-IN ROLL CALL | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| (1/2 hr) time factor x | wks/ yr/ shift x | rotation days/ shift x | staff/ district/ shift = | | hrs = wkyrs 1639 | | (10 min.) time factor x | wks/ yr/ shift x | rotation days/ shift x | staff/ district/ shift = | | hrs = wkyrs 1639 |
| .5 | x 26 x 4 x | 343* = | 17836 = 10.88 1639 | | | | .17 | x 26 x 4 x | 343* = | 6064 = 3.70 1639 | | |

**COST SAVINGS TO DEPARTMENT: 7.18 WORKYEARS**
**COST SAVINGS ALSO INCLUDE A REDUCTION IN TRAVEL TIME**

***Authorized current staffing level.**

**Explanation:**

**Time factor** - 1/2 hour (.5) for station roll call
10 minutes (.17) for phone-in roll call

**Weeks Per Year Per Shift** - Given that there are 52 weeks in the year and 4 shifts, each officer will work each shift 13 times per year. The "pilot" recommends phone-in roll call for two shifts; simply multiply
13 x 2 = 26.

**Rotation Days Per Shift** - Each officer works 4 days per shift.

**Staff Per District Per Shift** - Authorized current staffing level.

**Hours**
**1639** - (current workyear which includes leave and training)

**Workyears** - End result.

**NOTE:** The ultimate goal for phone-in roll call is "0" time since the officer will be in his/her beat and in service. Phone-in roll call is **not** counted as "status-activity" time.

**FILL OUT THIS FORM ON THE LAST DAY OF YOUR WEEKLY SHIFT**

# PHONE-IN ROLL CALL SURVEY
## For First Responders

1. **Were you able to obtain access to a telephone within the allotted time frame?**

   Yes __ No __ If yes, please go to Question 2.

   If no, how many times were you not able to access a phone and why not?

   _____

   _____

2. **Are there enough "menus" to respond to for phone-in roll call?**

   Yes __ No __

3. **Are there any "menus" that should be added, deleted, changed?**

   Yes __ No __ What are they? _____

   _____

4. **Rate the useability of phone-in roll call. (Please circle only one.)**

   | Very Easy | Easy | Average | Complicated | Very Complicated |
   |---|---|---|---|---|
   | 1 | 2 | 3 | 4 | 5 |

5. **How would you rate overall phone-in roll call?**

   | Excellent | Good | Average | Fair | Poor |
   |---|---|---|---|---|
   | 1 | 2 | 3 | 4 | 5 |

6. **Should phone-in roll call be adopted shift-wide, department-wide?**

   Yes __ No __ If no, please explain: _____

**Please provide additional comments on phone-in roll call:**

FILL OUT THIS FORM ON THE LAST DAY OF YOUR WEEKLY SHIFT

# PHONE-IN ROLL CALL SURVEY
## Shift Supervisor Form

1. **Did phone-in roll call expedite your shift announcements?**

   Yes ___ No ___ Please explain: _____

   _____

2. **Were you able to account for all your shift through phone-in roll call ID?**

   Yes ___ No ___ Please explain: _____

   _____

3. **Did you physically meet with your shift during shift hours to continue the information exchange?**

   Yes ___ No ___ Please explain: _____

   _____

4. **Did your shift members utilize the "message" menu capability?**

   Yes ___ No ___ Please explain: _____

   _____

5. **How often did you leave messages for your shift members? (Please circle one)**

| Daily | Frequently | Occasionally | Rarely | Never |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

6. **How would you rate phone-in roll call overall?**

| Excellent | Good | Average | Fair | Poor |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

7. **Should phone-in roll call be adopted shift-wide, department-wide?**

   Yes __ No __ If no, please explain: _____

   _____

Please provide additional comments on phone-in roll call: