TOWN OF MANCHESTER

ORGANIZATIONAL EFFECTIVENESS AND EFFICIENCY STUDY
PHASE IV: POLICE DEPARTMENT

September 2005

MANAGEMENT PARTNERS
INCORPORATED

September 8, 2005

Mr. Steve Werbner
General Manager
Town of Manchester
41 Center Street
Manchester, CT 06045-0191

Dear Mr. Werbner:

Management Partners Inc. is pleased to submit the report for Phase IV of the Organizational, Effectiveness and Efficiency Study, reviewing the Manchester Police Department. The Police Department is facing a number of challenges as it implements a new model for police service in the Town. However, the model is the right one and the plan for implementation is sound. It is important to understand that the change to the new model will take time but that determination to move to that goal will ultimately result in success. The department and the Town, working together, have the resources to reach the goal. The recommendations in this report are geared to support the implementation of the service model that the Chief is attempting to establish.

We appreciate the participation and assistance from your staff as we conducted our fieldwork, reviewed information and drafted this report.

Sincerely,

Julia D. Novak
Regional Vice President

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EXECUTIVE SUMMARY

The Town of Manchester contracted with Management Partners to conduct an organizational review of its Police Department. This engagement is Phase IV of an overall effort by the Town to improve the efficiency and effectiveness of municipal operations. The objective of the review is to recommend changes to practices, policies and protocols that will either improve the quality of service without increasing cost, maintain the current quality of service while reducing cost, or incorporate an industry best practice into the Town's operations irrespective of cost impact.

The Management Partners project team spent several days on site conducting interviews of key department staff, reviewing policies and procedures, analyzing staffing plans, and reviewing department documents. All department staff was afforded an opportunity to respond to an online survey concerning department strengths, weaknesses and opportunities for improvements. The online survey responses served as an important data element in formulating some of the recommendations contained in this report.

The most significant issue that arose during our review of the Police Department is the Chief's goal of implementing a CompStat model of police service. (CompStat is shorthand for "Computerized Comparison of Statistics.") This widely acclaimed model of police service has proven effective at reducing crime rates in locations where it has been intelligently and appropriately implemented. CompStat is an appropriate model for implementation in Manchester. However, successful implementation will require several critical changes in operations and emphasis. CompStat relies heavily on the rapid collection of demand data, assimilation and analysis of the data into information that identifies patterns and trends of crime, and tactical deployment of resources based on the identified patterns and trends. New organizational structures to facilitate tactical deployment of resources must be implemented. And, a culture that emphasizes prevention, accountability and agility must continue to be developed and nurtured.

An additional significant factor that must be addressed is that of position vacancies. In the patrol operation the vacancy factor is currently in excess of 30%. In the next two years another 27 sworn personnel are expected to retire. A short-term plan for dealing with the current and

anticipated vacancies is critical. A long-term plan for maintaining staffing levels near the authorized strength is also necessary.

POLICE DEPARTMENT ORGANIZATION, BUDGET AND STAFFING

The Police Department is currently organized into three bureaus: Field Services, Staff Services and Support Services. In addition, the Office of the Chief includes the Professional Standards and Administration units. The three bureaus are, in turn, composed of the following organizational units:

- Field Services
    - Uniformed Patrol
    - Traffic Services
- Staff Services
    - Communications
    - Training
    - Budget/Grants Management
    - Accreditation
- Support Services
    - Investigative Services
    - Tri-Town Narcotics
    - Records
    - Maintenance

Figure 1 shows the current organizational structure for the Police Department.

FIGURE 1: POLICE DEPARTMENT CURRENT ORGANIZATION
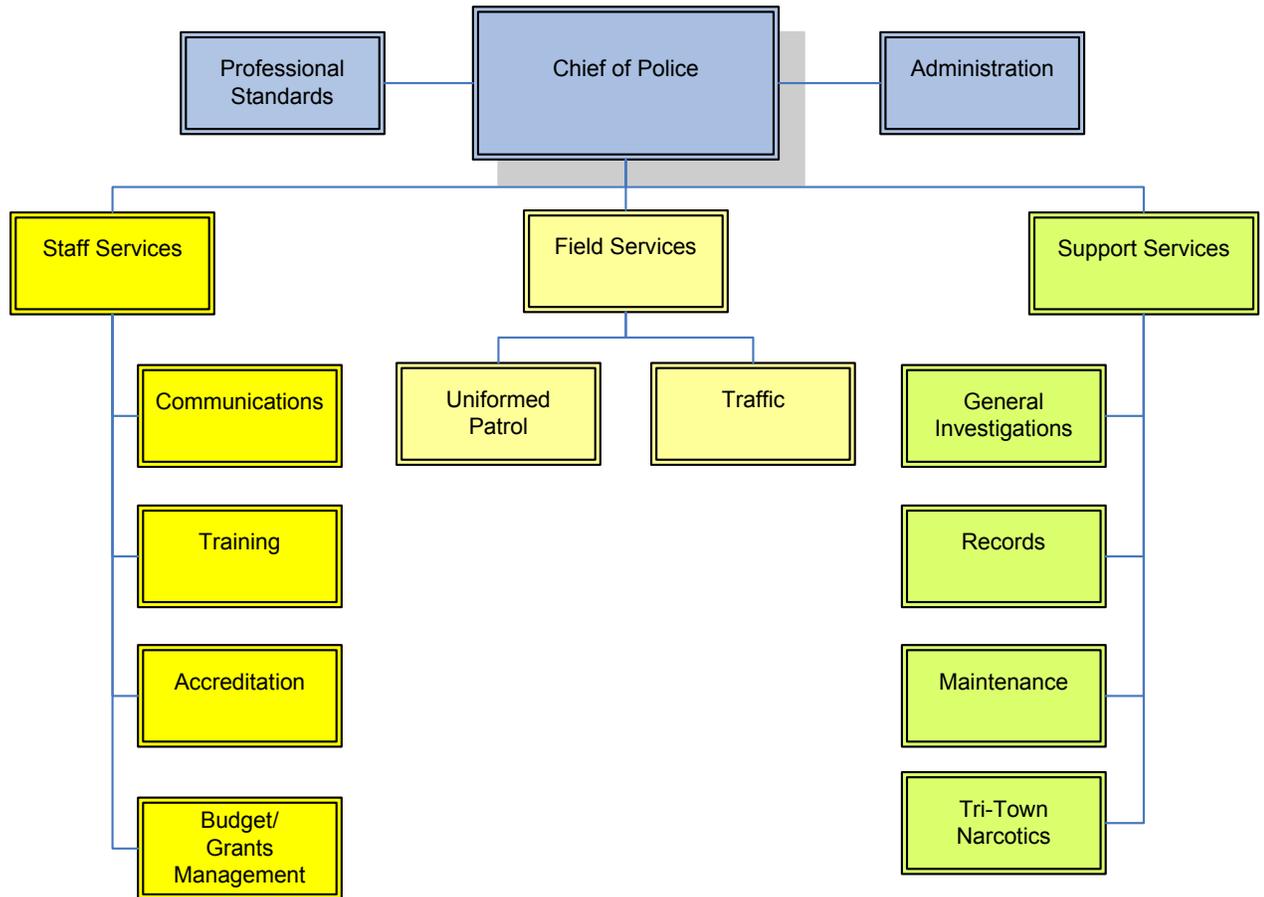
The current authorized operating budget for the department is $14,567,220 and is broken down into the following elements:

- Personal Services $9,650,268
- Employee Benefits $3,565,101
- Purchased Services $727,651
- Supplies $412,073
- Equipment $212,127

Table 1 indicates the adopted budget by function.

TABLE 1: POLICE DEPARTMENT BUDGET BY FUNCTION

Function	Adopted Budget
Police Administration	$997,586
Police Services	$8,513,236
Training	$251,098
Animal Control	$128,935
Investigative Services	$1,692,004
Signs and Signals	$97,643
Maint./MV/Equip.	$160,708
Maint. Buildings and Grounds	$263,904
Accident/Record	$608,555
Communications	$1,066,498
Tri-Town Narcotics	$318,378
Traffic Services	$468,675
Total	$14,567,220

Staffing by organizational unit is shown in Table 2

TABLE 2: POLICE DEPARTMENT STAFFING BY ORGANIZATIONAL UNIT

Organizational Unit/Position Title	# of Full-Time Positions	# of Part-Time FTEs
Administration		
Chief of Police	1	
Captain	2	
Professional Standards Lieutenant	1	
Administration Lieutenant	1	
Accreditation Manager	1	
Executive Secretary	1	
Clerical and Administrative		1
Training		
Sergeant	1	
Patrol		
Captain	1	
Lieutenant	3	
Sergeant	12	
Patrol Officer	77	
Secretary		0.5
Police Service Aide	5	
Crossing Guards		9.4
Youth Outreach Workers		0.4
Animal Control		
Animal Control Officer	1	1.25
Investigative Services		
Lieutenant	1	
Sergeant	2	
Detective	12	
Clerk III	1	
Evidence Technician		0.5
Records		
Account Clerk	1	
Data Operator	4	
Administrative Records Supvr.	1	
Communications		
Supt. Of Communications	1	
Dispatcher	16	
Tri-Town Narcotics		
Sergeant	1	
Patrol Officer	2	
Traffic Services		
Sergeant	1	
Patrol Officer	4	
Maintenance		
Janitor	2	

There are 122 full-time sworn officers, 34 full-time civilians, and 12.55 (FTEs) civilian positions working part-time.

ANALYSIS AND RECOMMENDATIONS

Service Philosophy and Organizational Structure

In the CompStat model of delivering police service, the emphasis is on problem-oriented policing. Problem-oriented policing places high reliance on analysis of incidents, patterns and trends in crime and the development of tactical responses that will combat and curtail such incidents, patterns and trends. In other words, the emphasis is on crime prevention rather than crime solution. Although solving crime is important, in the CompStat model the <u>need</u> to solve a crime is considered, in a sense, a failure because the emphasis is on preventing crime from occurring.

The Chief is embarking upon efforts to implement the CompStat, or problem-oriented policing model, in the Manchester Police Department. This is the same model that has been recognized as being effective in bringing down crime rates in many cities in America.

> **Recommendation 1: Implement the CompStat (problem-oriented policing) model in the Manchester Police Department.**

The department is organized into three bureaus, each commanded by a captain. The Field Services Bureau consists of Patrol and Traffic Services. The Support Services Bureau includes Investigative Services, Tri-Town Narcotics, Records and Maintenance. The Staff Services Bureau is made up of Budgets/Grant Management (does not include the Chief, Professional Standards Lieutenant and the Executive Secretary), Communications, Training, and Accreditation.

Interviews with the Chief and the three captains revealed that the primary organizational principle giving rise to the current organization structure is an attempt to balance workload among the three captains. While balanced workload is certainly an important factor, it should not be considered the primary organizing focus. This organizing scheme begins with the premise that there are three captains who should have equal amounts of work rather than with an organizing theme that is based primarily on functions and similarities.

The CompStat model requires an organization plan that is based on function and similarities, rather than the number of captains. Application of the CompStat model in a department the size of Manchester's dictates two, rather than three bureaus. One bureau would be the Operations Bureau and include Patrol, Investigative Services, Tri-Town Narcotics, Traffic Enforcement, and Animal Control. The second bureau, Support Services, would include Crime Analysis/CompStat Support, Professional Standards, Accreditation, Training, Records, Communications, Maintenance, and Finance.

Figure 2 shows the proposed organizational structure for the Police Department.

FIGURE 2: POLICE DEPARTMENT PROPOSED ORGANIZATION
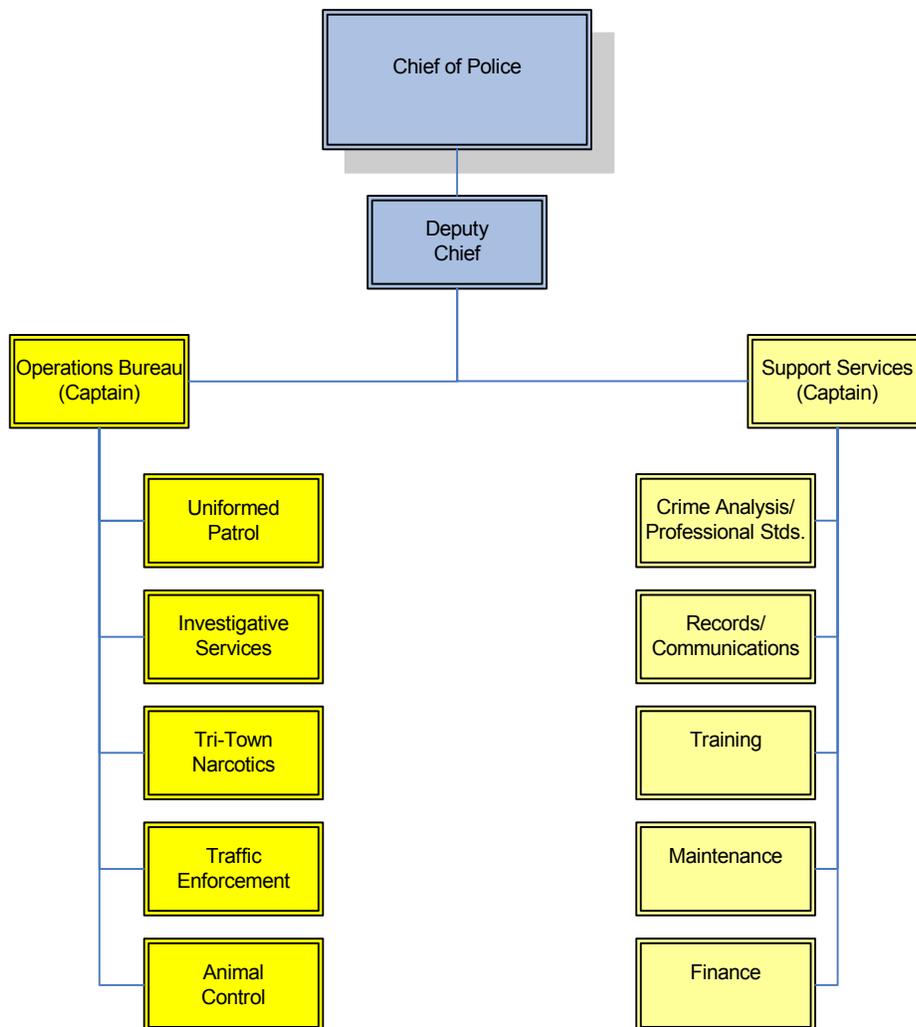
The two-bureau organization plan unifies all of the field resources under a single operational commander. This is necessary to facilitate the optimum tactical deployment of field resources and pinpoint the accountability for crime prevention, two of the bedrock principles of CompStat. The two-bureau scheme also unifies command of the support services that are requisite to an effective CompStat model, especially the crime analysis, records and communications functions. The CompStat model of police service relies on high quality, up-to-date information for its effectiveness in preventing and ultimately reducing crime. Agencies that use CompStat most effectively have an integrated data management system producing high quality information on a daily basis. Communications through the CAD system and records through field/incident reports are the two most important data bases that must be integrated to produce information on extent, time, type, location and disposition of service demand.

In short, the CompStat model requires that *data* generated through communications and records functions be converted into *information* that is then analyzed, summarized and provided on a daily basis to operational command staff, who then use the information to develop tactics and deployment plans to match the incidents, patterns and trends. In short, CompStat is dependent upon an organizational plan that facilitates crime information analysis and the flexibility of tactical deployment of personnel.

> **Recommendation 2: Reorganize the department into two bureaus, an Operations bureau and a Support Services bureau to facilitate the introduction of a CompStat policing model.**

The Police Chief noted that few, if any, sergeants have applied for promotion to lieutenant, while lieutenants have indicated an unwillingness to compete for promotion to captain. Management Partners researched the role of compensation in this occurrence. We researched salary schedules and total compensation actually earned by rank to determine if gross earnings might play a role in the unwillingness to compete for promotions. The table below shows the result of our research.

TABLE 3: SALARY AND AVERAGE GROSS EARNING BY RANK (THROUGH 6/24/05)

Rank	Average Salary	General Fund Overtime	Special Duty Overtime	Total Overtime	Average Gross Earnings
Chief of Police	$100,395	0	0	0	$100,395
Captain	$82,238	0	0	0	$82,238
Lieutenant	$71,869	$9,020	$13,106	$22,126	$93,995
Sergeant	$66,972	$12,695	$7,221	$19,916	$86,888
Detective	$63,008	$11,109	$7,926	$19,035	$82,043
Patrol Officer	$57,041	$6,020	$7,295	$13,315	$70,356

Table 3 demonstrates the amount of overtime earned on average per officer from General Fund dollars as well as private sector dollars for Special Duty Overtime, the average total amount of overtime paid, and what the average gross earnings are for each rank within the Police Department. From the information provided to Management Partners by the Town, it appears that a total of $840,626 of overtime was paid to officers of all ranks last year from the General Fund of Manchester, and $764,856 was paid from Special Duty assignments, for a total of $1,605,482. Both sergeants and lieutenants have average gross earnings greater than captains, 5.65% and 14.3% higher respectively. Also, the average gross earning spread between lieutenants and sergeants is only 8.18%. While it is certainly an industry characteristic that sworn personnel are willing to work overtime and should be compensated, when the situation results in an economic penalty for accepting a promotion, that issue must be addressed.

Special Duty pay is a regional phenomenon in New England whereby local police are substituted for "flaggers" when work is done in the public right-of-way. The local ordinance requiring special duty officers rather than flaggers at certain locations throughout Manchester exacerbates the salary compression issue as long as certain classes of officers are prohibited or excluded for eligibility for special duty overtime assignments.

A modest step toward addressing the compression problem, and one that supports the Chief's movement toward the CompStat police services model, is to create the rank of Deputy Chief. If the salary for the Deputy Chief position were established in the mid-$90,000 range, the economic advantage of being promoted is restored. Furthermore, the title of Deputy Chief will be attractive to lieutenants, especially those who have career ambitions of becoming a Police Chief. While we are not inherently recommending a change in the Captain's salary, having a deputy slot above them gives lower ranking officers something to set as a goal.

Recommendation 3: Create one Deputy Chief position.

As explained above, the CompStat policing model relies heavily on information and analysis. The current organization model does not provide the appropriate support and resources to fulfill the CompStat model's needs for information and analysis. The Chief has been trying to

use a lieutenant with many other duties to gather information and provide analysis. This is a clearly unsatisfactory solution. Our review indicated that the duties of the Professional Standards Lieutenant do not require full-time attention. That position has the available time needed to assume responsibility for crime analysis and CompStat support. However, that position cannot provide all the CompStat support needed. The Accreditation Manager, a civilian position that is currently vacant, should be filled with a civilian having the appropriate skills for crime analysis, CompStat support and accreditation. This organizational plan would provide two full-time positions for the crime analysis and CompStat support needed for successful implementation of that policing model. These two positions would also be responsible for accreditation renewal.

> **Recommendation 4: Assign the Professional Standards Lieutenant with additional responsibility for crime analysis, CompStat support, and accreditation.**

> **Recommendation 5: Fill the Accreditation Manager position with an appropriately skilled civilian, who has the requisite skills to do crime analysis and CompStat support, to report to the Professional Standards Lieutenant**

Both of these positions should initially work directly with and for the Chief, in close coordination with the Deputy Chief and Captains until the Chief is satisfied that accreditation has been accomplished and CompStat has been fully internalized by all staff such that CompStat has become central to the philosophy and culture of the Department. However, this can be accommodated within the structure outlined above.

In the current organizational plan, the records function is under one captain and the communications function is under a different captain. This organizational arrangement differs from the norm in most police agencies that have operational responsibility for emergency communications. Communications and records generate the data that is used for crime analysis and CompStat support. It is important that they work hand-in-glove. The Computer Aided Dispatch (CAD) system design must be precisely coordinated with the CompStat information requirements. In addition, the records/reporting design must fill in the information needs that cannot be met through CAD. Data that is not automatically generated by the CAD must be met through the records/reporting function. The records/reporting function is often the Achilles heel of the system due to data entry backlogs. Police agencies that successfully employ the CompStat model have found that delayed information is as bad as no information. Thus, the key is to carefully integrate the CAD and records/reporting systems so that most, if not all, data is being entered on a real-time basis with very little being left to data entry systems days after the fact. The Manchester Police Department has implemented a system that has the capacity to generate real-time information.

Recommendation 6: Unify records and communications under a single command.

The Administrative Records Supervisor position is currently vacant. This creates an opportunity to employ a person with the skills to lead the development of an integrated communications and records operation designed to deliver the information needed for CompStat. Day-to-day supervision of the records function should be handled by designation of one of the Account Clerk positions in that agency as a "lead" or "supervising" position. In the Communications unit, "senior" or "lead" dispatchers have already been designated for shift command responsibility. This would result in a no more than six direct reports to the director of the consolidated operation.

Recommendation 7: Recruit a senior manager for the unified records and communications functions, whose primary responsibility will be to implement a crime analysis and deployment planning information system to support CompStat.

The current head of communications (who may retire in 2006) is also functioning as part of the Department's informal IT Team, composed of the head of communications, a Police Officer who is very knowledgeable about records, and an IT professional on loan from the Town's IT Group. The duties and skills of these people should be examined closely to identify key skill areas important to the senior manager position recommended above. Also, the Department ought to look forward to obtaining all of its IT support from non-sworn professional.

Staffing Considerations

Staffing Efficiency

In our examination of police departments, Management Partners distinguishes between positions that are providing direct service to citizens and positions that primarily provide support to those positions providing direct service. For example, an officer assigned to a beat or to robbery investigations provides direct service. An officer assigned to the Special Detail Office to schedule personnel for assignments would be a support person. Typically, higher ranking sworn personnel, from lieutenants on up in rank, are classified as support personnel because their job as a manager requires that most of their time be spent in contact with other sworn personnel rather than citizens requiring service. Normally, civilian positions in a police agency fill support roles but there are exceptions to the norm. For example, when a police agency has school-crossing guards and parking control officers, they are usually non-sworn personnel who provide a direct service to citizens.

The purpose of this type of analysis is to determine what percentage of staffing is allocated to direct service as compared with support. This is a rough measure of efficiency in the deployment of human resources. Table 4 shows how personnel staffing in the Manchester Police Department is divided between direct service and support service.

TABLE 4: STAFFING BY DIRECT SERVICE AND SUPPORT POSITIONS

Rank/Title	Total #	# Direct	% Direct	# Support	% Support
Police Chief	1	0	0	1	100%
Captain	3	0	0	3	100%
Lieutenant	6	0	0	6	100%
Sergeant	17	16	94%	1	6%
Detective	12	12	100%	0	0%
Patrol Officer	83	83	100%	0	0%
Total Sworn	122	111	92%	11	8%
Civilian	47	34.5	73%	12.5	27%
Total All	169	145.5	86%	23.5	14%

Our analysis indicates that 8% of the sworn force of the department is engaged in activities that are primarily support in nature. This is a relatively low level of sworn personnel in support positions and the overall deployment, considering both sworn and civilian staff, has 86% of the department engaged in direct service jobs. These ratios represent deployment patterns different than is typical in the industry, where our experience among many jurisdictions has shown that 25% to 30% of personnel in police agencies provide support services. The Manchester Police Department has done an excellent job in directing sworn personnel from support activities that can reasonably be handled by non-sworn staff. The department is also directing most of its civilian staff to direct service activities such as call taking while the Police Service Aides spend much of their time dealing with citizens. The department should be congratulated for its achievements in this regard.

One of the contributing reasons for this highly efficient use of sworn and civilian resources is likely the enormous respect that sworn and civilian staff has for one another. In the employee survey administered as an element of this project, staff was asked about how well sworn and non-sworn staff works together. Ninety-five percent of the respondents either agreed or strongly agreed that sworn and non-sworn staff works well together. This far exceeds what we have found in other police agencies, where it is more typical to find distance and disaffection between these two employee groups. This teamwork and support is a real strength of the department and has no doubt played a major role in helping the staff cope with the issues it faces.

Differential Response

A trend that is gaining momentum in the industry is differential response. This protocol provides that not all calls for service will receive a response

from a uniformed patrol officer. Service calls of a lower priority that meet certain characteristics, which would likely result in the officer going only to take a report, would not result in the dispatch of a patrol unit. In the case of the Manchester Police Department, there are 7 priority levels being used currently. The following table shows examples of calls for service types associated with each priority level.

TABLE 5: SAMPLE CALL TYPES BY PRIORITY

Priority 1	BURGLARY-IN PROGRESS
	ROBBERY
Priority 2	ASSAULT/KNIFE
	BOMB FOUND
Priority 3	BREACH OF PEACE
	BURGLARY ATTEMPTED
Priority 4	BURGLARY TO MV
	BICYCLE PROBLEM
Priority 5	ABANDONED VEHICLE
	VEHICLE LOCKOUT
Priority 6	FEED PRISONERS
	WATER SEWER COMPLAINTS
Priority 7	CELL CHECK
	JUNKPAWN VIOLATION

For example, a call where a person returns home at the end of the day, finds a broken window, no sign of entry and no apparent suspect nearby would be directed to a telephone report taker immediately. In most jurisdictions this type of call for service, if attended by a patrol unit, is already the lowest priority and gets a unit response when there are no higher priority calls being serviced. In most cases the response time can run to hours rather than minutes, leading to citizen frustration and a perception of poor service. The differential response protocol would immediately transfer such calls to a trained report taker to obtain the required information, answer any questions about the situation, without the need to wait for service.

Differential response provides an appropriate and timely service response depending upon the call for service. In addition to the improved service benefit to the citizen, the law enforcement benefit is that officers are not dispatched to an incident that does not require the use of police powers. This increases the time they have available for directed patrol and pro-active prevention tactics. A program of differential response is an essential element of all successful CompStat police services models.

Of the 52,000 calls for service dispatched in 2004, 51,000 were priority three or lower. The average call in-service time takes almost 53 minutes in Manchester, based on the average we found in the data provided. If only 10% of the calls were transferred to a telephone report taker, then

4,593 hours of patrol officer time would be available for more critical work, such as officer-initiated activities.

> **Recommendation 8: Implement a formal differential response program and a community information campaign to inform citizens of the level of service they can expect.**

Differential response has been implemented in a number of ways. The most effective means that we have observed is the creation of a telephone-reporting unit (TRU). Appropriate calls to a 911 center are triaged and sent to the TRU. The report is taken by the TRU and then directed to the appropriate follow-up unit for action. Most protocols default to dispatching a unit if there is any question as to whether the call fits the profile for diversion to the TRU, or if a citizen insists upon having a unit dispatched.

If 10% of the calls for service were diverted to a TRU, this would average out to 14 calls per day. The TRU may be staffed in a variety of ways. Some especially large agencies use sworn personnel on light-duty and administrative leave to staff the unit. Other agencies, usually smaller in size, have a dedicated staff for the TRU with staffing numbers based on demand. Yet other agencies use a combination of sworn personnel on light duty or administrative leave along with dedicated staff. We believe that the TRU could be blended into the operation of the Communications Center. This would have to be factored into the staffing of the Center and is discussed in more detail in the section of this report that details that operation.

> **Recommendation 9: Implement a telephone-reporting unit as an element of the Communication Center.**

A department task force should be created to examine this best practice and develop the protocols for diverting calls to a TRU. The protocols should identify what types of calls might be diverted to a TRU, what type calls might be handled by another department, and what calls might be handled by a civilian staff member on an appointment basis. After protocols have been established, a detailed workload and staffing plan should be executed. This plan should also assess the potential of using light duty and administrative leave personnel for staffing, as well as non-sworn personnel such as Police Service Aides or Cadets.

Patrol Staffing

Management Partners hoped to address a central question concerning police operations in Manchester as part of its analysis: what is the appropriate staffing level for patrol operations?

Patrol staffing is a function of demand for service, officer availability, and patrol planning standards. To determine the appropriate staffing level, data that shows how much time patrol officers spend responding to calls for service must be available and reliable. We must also be able to calculate the average amount of time an officer is actually available for patrol. When these numbers are known, the International Association of Chiefs of Police (IACP) standard for patrol planning can be applied.

To determine the appropriate staffing level for patrol operations, we researched standards used by IACP, learned the priorities of the Chief, and researched the actual experience of the department regarding demand for service and staff availability. We then used a series of simple formulas to take into account each of these variables to determine the number of personnel at the police officer rank that should be assigned to handle calls for service.

The first analysis we performed determined the average number of hours per year an officer is available to patrol. Officers are scheduled to work forty hours a week for fifty-two weeks a year, an annual total of 2080 hours. From that schedule it is necessary to deduct the amount of time an officer is not available due to sick time, vacation usage, injury leave, training, fixed post duties, and special event assignment. It is also necessary to determine the average number of hours lost due to separations (retirements, resignations, dismissals) during the course of a year. The total of the unavailability factors is deducted from the scheduled work time to determine the average number of hours a police officer is actually available to handle calls for service. This availability calculation is shown below:

Annual Scheduled Hours (40 hours/week x 52 weeks)...... 2,080 hours

        Average Sick Time[1] .... 78 hours
        Average Vacation Time[1] .... 99 hours
        Average Compensatory Time Used[1] .... 37 hours
        Average Holiday Time Earned[1] .... 104 hours
        Average Leave without Pay[1] .... 5 hours
        Average Leave with Pay[1] .... 48 hours
        Earned Day Used[1] .... 10 hours

Hours available after deducting average time off............... 1,699 hours

Manchester has a requirement of forty hours of annual in-service training. The impact on availability is as follows:

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[1] Based on actual 2004 data.

Scheduled Training...40 hours

Hours available after average time off and training .... 1,659 hours

The Radio Demand data provided indicated that there were 1,443 hours of fixed posts and other assignments made that took away from patrol time of officers in 2004. Given that there were 77 officers assigned patrol duties, these assignments took away 19 hours from availability for patrol duties. These included special assignments, school posts, traffic posts and undercover work. The impact of these assignments on availability is as follows.

Average fixed post time ....19 hours

Hours available after all deductions for availability .... 1,640 hours

During the course of every year separations from service occur for retirements, resignations, and dismissals. These occurrences further reduce the amount of time that is available for answering calls for service. In fact, one of the difficulties reported elsewhere that the department also faces is the challenge of filling vacant positions, given the limited number of trainees that are able to place in the state training program. The Town of Manchester budget used a figure of 5.5 full time equivalents (FTEs) as a position vacancy adjustment for the current budget. The Police Department attempts to reduce the impact on patrol by reducing officers in specialized units, and this has the effect of reducing the impact of vacant positions to about 3.5 FTEs on the number of hours available for patrol. This results in an average number of hours that must be deducted per officer of about 69 hours. This figure is for all ranks, but typically has its impact at the officer level since separations at higher ranks are usually replaced by promotions from lower ranks. Consequently, separations typically "trickle down" to the Police Officer rank. The estimated number of annual labor hours lost due to this factor equals 5,729.5. Divided by 83 authorized Police Officer positions, the average per position is approximately 69 hours. This accounts for the final factor impacting availability for answering calls for service. This final calculation is as follows.

Hours lost due to separations ....69 hours

Hours Available for Patrol...1,571 hours

After determining the number of hours actually available for patrol, it is then necessary to determine how those hours are allocated among on-duty activities. The IACP recommends that best practice in patrol planning use a planning target of 33% available for calls for service, 33% available for directed patrol and officer initiated activity, and 33% available for administrative activities such as report writing and crime analysis. Applying the standard of 33% of available patrol hours to calls for service has the following result in staffing analysis:

Hours available for Patrol (1,571) multiplied by 33% = 519 hours available to answer calls for service.

We analyzed actual 2004 calls for service data in order to determine the total time spent on calls for service. The data revealed the actual number of calls for service and the average response and service time (the number of minutes from the time a unit is dispatched to the time when that unit reports it is again available to respond to another service call) per call. Our projection indicates that total service and response time in 2004 was 38,630 hours. Given the data provided above, it is estimated that Officers are spending over 49% of their time on Patrol responding to calls for service. While the current situation is not ideal, the Department has managed resources very well.

> **Recommendation 10: Adopt the IACP standard of 33% of an Officers time being devoted to calls for service as a goal for determining appropriate staffing for Patrol.**

The final calculation to determine the staffing requirements based on 2004 estimated demand is to divide the projected response and service time, 38,630 hours, by the number of hours available to answer calls for service, 519 hours. However, there is an adjustment we should make, based on an earlier recommendation. If a Telephone Reporting Unit (TRU) is established and 10% of all priority 3 or lower calls are diverted to it, the total call demand drops to 34,037 hours. That calculation is as follows:

> 2004 response and service hours, 34,037 divided by hours available to answer calls for service, 519 hours = **66 officers**.

Thus, based on the 2004 experience for all relevant considerations a total of <u>66 police officer positions should be assigned to patrol activities</u>.

To recap, the calculation used to determine district patrol staffing requirements is as follows.

Annual Scheduled Hours (40 hours/week x 52 weeks ....2,080 Hours
Average Sick Time...78 hours
Average Vacation Time...99 hours
Average Compensatory Time Used.................................37 hours
Average Holiday Time earned ....104 hours
Average Leave without Pay ....5 hours
Average Leave with Pay ....48 hours
Earned Day Used..10 hours
Average fixed post time ....19 hours
Scheduled Training ....40 hours
Hours lost due to separations ....69 hours

Total Hours Available for Patrol .... ***1,571 hours***

> 30% Calls for Service Hours Allocation 519
> 2004 Response and Service Hours (Adjusted) 34,037

Officers required to cover Response and Service Hours ***66***

> **Recommendation 11: Establish patrol staffing at a level of 66 Police Officer positions.** An aggressive effort should be made to maintain this staffing level.
>
> **Recommendation 12: Establish patrol staffing annually by using actual experience to calculate hours available for patrol, the IACP 33% standard for calls for service, the number of hours used for calls for service, and applying the above model.**

The workload analysis indicated that patrol resource deployment was not optimally matched to demand on the midnight shift. The hours of 3 a.m. to 7 a.m. are extremely slow in terms of demand yet there are a minimum of eight units on the street during that time. Deployment of the 66 positions needed for patrol duties would be better matched to demand by the creation of an overlap shift, sometimes known as a power shift. The optimal times for the power shift would be from 7 p.m. to 3 a.m. to match peak demand. The analysis also indicated that the power shift would not be needed on Sunday. Based on adjusted 2004 workload, shift staffing levels match demand best with the following deployment.

TABLE 6: OPTIMAL PATROL SHIFT STAFFING

Shift Schedule	# of Officers
Midnight – 8 a.m.	14
8 a.m. – 4 p.m.	23
4 p.m. - Midnight	23
7 p.m. – 3 a.m.	6

> **Recommendation 13: Establish a power shift from 7 p.m. to 3 a.m. to better match demand for service.**

The current labor agreement authorizes the Police Chief to establish such a shift and sets forth the methodology for assignment of personnel to the shift.

First Line Supervision

The IACP standard for the ratio of officers to sergeants is a range of six to ten officers per sergeant. In Manchester, there are 77 officers positions assigned to patrol and 12 sergeants, a ratio of just over six to one. This is the low end of the recommended range. However, sergeants as a group have amassed the highest average hours of overtime, averaging over 500

hours paid, and earned a total of $302,457 in overtime compensation. Minimum staffing requirements and traffic posts are the major reasons for overtime.

While not all overtime will be eliminated by hiring additional Sergeants, it is within the realm of reality that some of the overtime expense could be directed to budgeting for two additional sergeants and result in an overall cost reduction. A reduction of the average sergeant's gross earnings would also relieve some of the salary compression being experienced and explained earlier in this report. This could also have the positive impact of increasing the number of sergeants willing to compete for promotions.

> **Recommendation 14: Analyze the causes of sergeant overtime and determine the impact of adding two additional sergeant positions on overall cost.**

If the overall cost equation would be favorable by adding two sergeant positions, then it is recommended that these positions be added to the complement. However, this should not occur until police officer staffing has reached a satisfactory level. Otherwise, promotion of two police officers to sergeant would only compound the staffing issues at the patrol officer rank and would likely result in still more overtime cost at that level, offsetting any potential cost savings gained at the sergeant level.

> **Recommendation 15: Analyze the causes of overtime for all ranks and develop strategies to reduce overtime costs.**

Investigative Services Staffing

Investigate Services currently has a lieutenant, a sergeant and 12 detectives authorized and filled. There are no standards that have been promulgated for calculating a staffing to workload ratio for investigators. This is due primarily to the vast disparity among the types of cases being investigated. Some jurisdictions use an effectiveness measure, such as case clearance rate, to evaluate performance. However, even those agencies doing this do not espouse that there is a direct relationship between case clearance rate and authorized personnel strength.

Interviews with investigative unit supervisors indicated their belief that better results would be achieved with more staff. Unquestionably, crime solution is a critical element to crime prevention, a prime objective of CompStat police service models. The methodology that successful CompStat practitioners use to enhance crime solution is to generate time from patrol staff to apply to analysis and solution.

>**Recommendation 16: Build on the CompStat model to improve solutions to crimes, not adding more investigators.** Once Patrol Staffing issues have been addressed, this issue might be revisited.

Implementation of the CompStat model in Manchester should focus on creating the resources, primarily technical, informational and analytical, that will drive the effort. After these are in place, the Field Service Bureau Commander would have the flexibility to move resources between patrol and investigations based on tactical considerations.

In a later section of this report we discuss in detail the operational issues confronting the patrol unit as a result of staffing shortages. Authorizing more detectives at this time would exacerbate the situation in patrol since additional detectives would be promoted from current patrol officers. This presents an additional reason to wait until CompStat has been fully operationalized before considering the need for additional investigative staff.

Operational Issues

Gang Issues

Gang related issues are assuming a higher profile in the Manchester criminal environment. The Chief asked that we provide some insight into the best practices regarding gang issues.

Based on our research, we recommend formation of a Gang Collaborative in the region. The collaborative would include law enforcement agencies in neighboring jurisdictions and the state. It would also include representatives from corrections, probation, parole, schools and social services. Santa Clara County, California offers an excellent model for a collaborative. When we requested written material on the collaborative, it was suggested that more would be learned by a telephone contact with the commander of the San Jose Police Department Gang Investigations Unit. We will furnish under separate cover the name and contact number of the commander.

>**Recommendation 17: Task the commander of the Investigative Services Bureau with contacting the San Jose Police Department Gang Investigations Unit to discuss the structure and function of the Santa Clara County Gang Collaborative.**

>**Recommendation 18: Task the commander of the Investigative Services Bureau with preparing a "blueprint" for establishing a gang collaborative in the region.**

Recommendation 19: Pursue the necessary steps to establish a gang collaborative in the region through the efforts of the Police Chief, with the assistance and leadership of the General Manager and the Mayor.

False Alarms

Currently, the Police Department dispatches a patrol unit in response to automated home/business alarms. Manchester's experience with automated alarm responses is comparable to national experience – over 98% of automated alarm responses are false alarms. Records indicate that last year patrol units consumed nearly 1,000 hours responding to false alarms. Manchester has employed the same type of tactic that many other jurisdictions have used when faced with this issue – levying of a fine after a given number of false alarms. The hope is that such a system would reduce the number of false alarms. Based on interview results with patrol commanders, this has not occurred.

False alarms are concerns for reasons other than wasted time. Responses create officer safety issues. Automated alarms create the expectation of rapid response, which most departments attempt to meet. Most vehicular accidents and officer injuries in vehicular accidents occur during emergency response mode. Another officer safety issue is the conditioned response created within the officer. Since such a high percentage of automated alarms are false alarms, officers are conditioned to expect a false alarm. This conditioning tends to defeat even the best preparedness training. Officers are on scene with less than appropriate attentiveness and seldom prepared for a dangerous encounter.

It is also a common experience that the cost of collecting false alarm fines rarely pays for itself. In addition, police agencies are reluctant to use aggressive tactics to collect fines.

One approach that might be more effective at reducing the number of false alarms is to continue to levy fines but instead of fining the alarm user, require alarm providers to be licensed and to remit false alarm fines as a condition of licensing. Failure to remit fines in a timely manner results in loss of license, and more importantly to the company, response refusal by the police department. The reality is that alarm providers are not selling an alarm as much as they are selling the police department response to the alarm. It would be better to make explicit the true business relationship in a direct manner by having the alarm provider assume responsibility for reducing the incidence of false alarms. Police departments in Brockton, Massachusetts, Topeka, Kansas, and Louisville, Kentucky are studying this mechanism for reducing the false alarm rate. Since this recommendation requires legislative enactment by way of ordinance, implementation is time-consuming and requires the approval of the Board of Directors.

Recommendation 20: Require companies selling automated alarm service to be licensed.

Recommendation 21: Require automated alarm purveyors to pay the cost of false alarm fines as a condition of licensing.

Recommendation 22: Revoke a provider's license and refuse to respond to alarms where the provider refuses to pay false alarm fines or exceeds the threshold of the number of allowable false alarms.

Traffic Unit

The Traffic Unit consists of a working supervisor (sergeant) and four officers. All members of the Traffic Unit are certified accident reconstruction specialists. The unit works closely with other jurisdictions in the region to provide traffic law enforcement, such as check points, at high hazard times. The unit operates seven days a week from 10 a.m. to 8 p.m. The commander indicated that the unit stays current with the workload but could enact a higher level of enforcement with additional resources. Traffic complaints are transmitted to the unit via a written form. The unit investigates each complaint and a written response is returned up the chain of command. However, the unit commander was not sure if the result of the complaint investigation is forwarded to the complainant.

Recommendation 23: Establish procedures to ensure that complainants receive the results of investigations of traffic complaints.

Training

Training for meeting state personnel re-certification requirements is well planned and organized. The department's sergeant who coordinates training uses many sources to identify relevant training issues. Training events for these purposes are generally provided through a contractor who works with all the police agencies in the region to identify training needs. As a result, training costs associated with re-certifications are typically very economical. There are two potential improvements in this area that the training coordinator could implement:

Recommendation 24: Administer a structured survey of training participants and their supervisors for feedback on training effectiveness.

> **Recommendation 25: Prepare and administer an annual training needs survey the results of which would be used to develop immediate and intermediate department training plans.**

Training that is not a result of state re-certification requirements is more reactionary and spur-of-the-moment. Training resources are too few and precious to tolerate this condition. Discretionary training should be a function of a plan that is based on a needs survey, as noted above, individual professional development plans, and an assessment of gaps in skills in the department. This type of analysis should result in a two-year department training plan for discretionary training.

> **Recommendation 26: Develop a two-year department training plan for discretionary training.**

Field Training Officers

The Department does have a Field Training Officer (FTO) program. However, we found that the selection of FTOs is not clearly related to performance evaluations.

> **Recommendation 27: Link selection of Field Training Officers to formal performance evaluations.**

By selecting excellent performers who buy-in to the vision and mission of the department, new recruits are more likely to fulfill the department's expectations.

At least six months of guidance should be afforded a new officer. Formal evaluations should be conducted at least twice during this period to assure that new officers are meeting expectations. The department's command staff should collect FTO models from other police departments, review these models and adapt them to Manchester. Typically, Field Training Officers are paid a few thousand dollars a year extra when they are actually training new officers, and there may be some additional costs associated with training the FTOs. Reno, Nevada has an excellent FTO model.

Police Dispatch Facilities and Operations

The Department currently has 16 call taker/dispatchers on staff. The Communications and Dispatch facility of the Manchester Police Department receives approximately 83,000 calls per year on the E-911 system and the department's business line. Civilian dispatchers handle this incoming call traffic. From these calls, approximately 68,000 dispatch transmissions are consequently made. The Police Communications section dispatches some 52,000 calls to police units, and 16,000 calls for

fire, fire district and EMS services. The volume of calls per day of the week and hour of the day are displayed in the following tables.

TABLE 7: AVERAGE NUMBER OF 911 CENTER CALLS BY DAY OF THE WEEK

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
114	139	147	147	155	167	137

TABLE 8: AVERAGE NUMBER OF 911 CENTER CALLS BY HOUR OF THE DAY

Hour of the Day	Average # of Calls
0000 – 0100	5.5
0100 – 0200	5.3
0200 - 0300	4.1
0300 - 0400	2.9
0400 - 0500	2.0
0500 - 0600	1.5
0600 - 0700	2.4
0700 - 0800	4.8
0800 - 0900	7.5
0900 - 1000	7.3
1000 - 1100	7.6
1100 - 1200	7.4
1200 - 1300	7.0
1300 - 1400	7.1
1400 - 1500	7.0
1500 - 1600	7.1
1600 - 1700	7.8
1700 - 1800	8.7
1800 - 1900	8.3
1900 - 2000	7.6
2000 - 2100	7.5
2100 - 2200	6.8
2200 -2300	5.7
2300 - 2400	4.5

A call taker should be able to dispose of the average call in 45 seconds. Given that there is a minimum of one call taker on duty at a given time and sometimes two, the incoming call traffic represents less than 11% of the staff time available to handle these calls. In the above charts, we see that even at the highest average hour, there are less than 9 calls received in the hour. This represents less than 7 minutes of time spent by the call taker during peak hours. The APCOA (American Police Communications Officers Association) standard sets 30% to 33% as the appropriate amount of time call takers should be busy at any given time, or 18 to 20 minutes of each hour worked by a call taker should be used to dispose of a call.

On the midnight to 8 a.m. shift, 29 calls, on average, are received. This is less than 3 minutes spent each hour to answer and dispose of calls. From 8 to 4, about 6 minutes of time is spent in call taking and disposition and on the 8 to midnight shift, about 6 minutes are spent each hour

handling calls. Therefore, Manchester's Communications Center has excess capacity to handle the incoming call load it experiences for at most of the day. However, at least one call taking station or desk is necessary at all times.

The communications center must also staff at least one police dispatch station. The dispatch of units generally requires 2.5 transmissions. There is the initial dispatch, occasionally a request for more information, and a transmission back to the center on completion of the service call. Each transmission takes approximately 30 seconds. On average, about 7.5 minutes of actual dispatch occur each hour. A third desk is used for dispatching EMS and fire calls, including forwarding calls to the volunteer fire district and checking wants and warrants at the request of officers on Patrol. These latter desks must also be staffed around the clock because not all of the systems are available at every station, and there are heavier call loads that require more than one dispatcher.

To build in the necessary capacity to handle report taking, as recommended earlier, forming a TRU within Communications, requires staffing at least two call taking stations on day and evening shifts to assure adequate coverage for answering phones and taking reports.

Determining the number of staff required to cover these functions can be done in a manner similar to that used to determine the number of officers needed for Patrol. The three desks that will operate 24-7 will require 26,208 hours of staff time coverage. The additional position that must be staffed on day and evening shifts will require 5,840 hours of staff time. This totals to 32,048 hours of staff time required. Dispatchers do not get the same benefits and time off as officers. Their effective number of work hours per year averages just over 1700 hours. By dividing the required hours of 32,048 by 1,700 hours that dispatchers are actually working, we calculate that to staff three positions at all times and a fourth position for day and evening shifts, requires 19 full time equivalents in the dispatch operation (but not necessarily dispatchers or call-takers). There are currently 16 dispatchers authorized. Implementation of this recommendation would require adding three Full Time Equivalents (FTEs) of staff time that would be either PSAs, cadets or light-duty personnel.

> **Recommendation 28: Incorporate a Telephone Reporting Unit into the dispatch operation and staff this function with Police Service Aides, Cadets (see below), or others who are on limited duty.**

Given the under utilization of the time available from Call Takers, we believe that they can also handle taking some reports from citizens over the phone, thereby reducing the need to dispatch an officer. Previously mentioned was the suggestion of creating a Telephone Reporting Unit that should be integrated into Communications.

Recommendation 29: Staff the E-911 Center with two Call Taker/Dispatcher positions, or desks, one police dispatch desk, and one for Fire and EMS dispatch. The call taker desks can be used as a telephone reporting unit as well as for taking calls. With 19 FTEs, all functions should be adequately staffed.

Recommendation 30: Cross-train all personnel in the E-911 Center, PSAs, and Cadets to handle all call taker, dispatch, and TRU duties.

This will facilitate staffing of all positions in the communications center, provide variety in the nature of the work undertaken by each employee and improve the department's ability to have effective back up of personnel in this important function.

We found that the department does not have any back up plan for disaster recovery if the communications and/or computer systems are compromised. It was reported to us that when there were system problems, it might take several hours to get the system up and running again. Given the essential nature of communications to modern police operation, more rapid recovery is needed.

Recommendation 31: Develop immediately a disaster recovery and business continuation plan for Manchester Police Department dispatch operations and computer systems.

A longer term Emergency Communications Center concept that should be explored is creating a regional E-911 center in partnership with other jurisdictions needing this service. Most communications centers in smaller jurisdictions are not operating at peak efficiency because operational imperatives require a fixed level of staffing that is not used to recommended capacity. As illustrated above, Manchester has excess capacity that could absorb higher call and dispatch levels without adding staff beyond the 19 FTEs required to man the four stations. By combining emergency communications centers in regional models, overall costs are usually reduced for all participants.

Recommendation 32: Initiate contact with other jurisdictions operating 911 call centers to explore the feasibility of developing a regional center.

Sub-stations and Facilities

The Manchester Police Department has sub-stations located in various neighborhoods of the Town. Sub-stations were conceived during an era when patrol officers completed reports by hand and did not have access to computers. The idea was that since officers were composing written

reports, providing a small space in a neighborhood allowed the officer to get out of the patrol car to prepare the report. In this fashion, officers remained close to their beat, were visible in the community they served, and had a comfortable area that facilitated preparation of a good report. Report preparation systems and service concepts have since changed. Patrol officers now have access to computers inside their patrol vehicle. Formatted software allows for quick and easy data entry and rapid transmission of information. Policing philosophy has changed so that emphasis is placed on rapid report completion and fast return to service availability. In other words, patrol officers are no longer coached to use sub-station facilities. In fact, many police commanders would consider it counterproductive to use sub-stations. A more contemporary approach would be to use such time for directed patrol activities – going to the hot spots and emphasizing crime prevention. While this study did not include an empirical analysis of the use of sub-stations by patrol forces, we would advise that patrol units not be encouraged to prepare reports in the sub-stations, but rather to quickly complete reports electronically and return to a crime prevention mode of service.

The Police headquarters/administration building is relatively new and appears to be generally well suited for its purpose. The building appears to be well maintained and very clean. We were impressed by the excellent availability of group meeting spaces within the building. During the course of our interviews, the only issue that was raised concerning the building had to do with security concerns because the rear police-only entrance, which is accessible only with a key, was being propped open for easy re-entry without a key. While we were on site, the Chief addressed this practice at a staff meeting and issued an order that this entrance was always to be locked.

The only short-coming in space is the emergency communications center, which is crowded and poorly designed. However, we did not see a solution to the communications center issue that would not require a substantial capital expense for re-configuring a significant area in the vicinity of the center.

The Animal Control unit operates from a 17-foot mobile camper trailer that serves as an office. There is also a 26 run concrete kennel building. There is no adequate storage for records and only 13 of the runs are usable for housing animals. Temperament testing and interviewing potential adoptive owners occurs either in the hallway of the kennel or in the trailer. The trailer roof leaks and the floor is rotted, with a metal plate being used to cover the weakest area.

> **Recommendation 33: Replace the worn out Animal Control office space with an appropriate facility and make necessary improvements to the kennel runs and kennel facility.**

Currently, when a dog is brought into the facility, it is taken to the veterinarian only if there is an obvious illness or injury. Due to the workload and poor facilities, animals cannot be bathed or treated for ticks or fleas. This increases the likelihood of disease being transmitted among animals.

> **Recommendation 34: Contract with the existing veterinarian to provide an initial examination and cleaning for all animals brought into the kennel.**

Vehicle Maintenance

The department currently replaces their fleet of patrol cars when they have accumulated 65,000 to 75,000 miles. Given the rugged treatment they must endure, this is a good practice, as the vehicles will have taken full advantage of the warranty period. The newest cars in the fleet are used as the eight front line units that are the first to be used each day; there are six second tier cars kept for times when staffing allows more than eight units to be put on the street. Models are available that will analyze the full cost of ownership and operation.

> **Recommendation 35: Replace police fleet vehicles based on an economic useful life analysis.**

The development of the useful life analysis should include analyzing adoption of a car plan as an alternative. This study should be done in conjunction with the staff that manages fleet operations for the rest of the Town of Manchester. When this analysis is completed, the department and fleet maintenance should evaluate the cost of assigning cars to individual patrol officers. Where such plans are in use, other police agencies have been able to drastically increase the useful life of the fleet. As for the over-all size of the current fleet, the number of units available adequately meets the needs to which they are assigned.

Mobile Data Terminals

Currently, the patrol division has approximately 40 units equipped with Mobile Data Terminals, or MDT's. All units used for patrol have MDTs, and the Traffic Section has laptops. They requested laptops so they could be removed from the vehicles when conducting investigations.

This technology gives officers in the field access to wants and warrants through the state's system. Having ready access to this information is a matter of improving officer safety and providing better service. While we received substantial feedback in our interviews and through our online survey that the system was not reliable, and the computers would lock up on a regular basis, these problems seem to have been solved. The problems officers reported to us during our interviews about MDTs locking up, have been fixed and were transitory. The problems they were having

had to do with program changes made by the company that provided the linkage to the state information system.

The Department has invested in state of the art MDTs, modems and necessary software to support the system. As with any cutting edge technology, problems will arise when new systems are put in place.

Some have suggested that there may be a problem with the MDTs themselves, but this does not seem to be the case. While some officers preferred systems that were used earlier, the current technology and its features are appropriate for the department.

If officers can run their own wants and warrants queries, the load on the communications center will be decreased and speed the return of information to the officer on patrol. Being able to enter reports into the system from MDTs can also improve operations immensely.

Records

The Records Section is currently staffed by one Administrative Records Supervisor, four Data Operators, and an Account Clerk. Duties of the Section include input of all reports into the department's data base, providing copies of reports requested by citizens and the court, issuing fire arms licenses, tracking all alarm calls, billing for false alarms, and recording crash reports. These duties are routine clerical functions, and all of the positions in the Records Section are held by civilians.

A sworn officer working in the department's Information Technology group specializes in applications serving the records operation. The law enforcement industry is moving away from the practice of using sworn personnel to provide technology service. Such a movement usually provides personnel who are trained in technology, rather than law enforcement, and it frees up personnel trained in law enforcement for direct public safety service to the community. This practice should be incorporated into the Manchester Police Department.

> **Recommendation 36: Replace the lone sworn officer specializing in technology applications for the records operation with a civilian records expert.**

The posted hours of operation of this section are apparently limited to normal working hours (closed by 4 p.m.). While this simplifies scheduling, it does not provide good customer service to residents who may need to pick up records in off work hours.

> **Recommendation 37: Stagger the work schedules of the Records section staff so that the window can be staffed for more hours, perhaps from 7 a.m. to 7 p.m.**

In addition, an electronic alternative might be considered that would enable citizens to request reports at any hour. Such an application can

be added to the Town's website rather simply. The nearby City of Rye, New York implemented such a request system. It can be previewed at the following url: http://www.ryeny.gov/police/staff/default.htm.

> **Recommendation 38: Develop a system that enables citizens to obtain copies of reports online.**

The citizen's survey conducted by the Town found that a high percentage of residents had access to a computer and the internet. By building such a feature into the department's website, improved service can be provided without increasing staffing in records.

Clerical Support Staff

Clerical support is provided to the department and the Chief by an executive secretary and two part-time clerical personnel. During our interviews with senior department managers and unit commanders all expressed the opinion that the quality of support rendered by this staff was excellent. None of those interviewed cited the need for more clerical support as a high priority item. In fact, most expressed the sentiment that additional Police Service Aides would be the most preferred form of additional assistance, after more sworn personnel. The executive secretary has pointed out that both of the part-time clerical personnel conclude their shift by 2 p.m., leaving her as the only person available to handle phone traffic or visitors. This concern would appear to be easily solved by staggering the end-of-shift times of the part-time clerical staff so that coverage extends to normal business closing time of 5 p.m. The Police Chief would normally have the authority to make such an adjustment.

Recruitment

As previously mentioned, there are currently 10 vacant patrol officer positions in the department. We have learned that there is a potential loss of another 27 sworn personnel over the next two years due to retirements and such. The department can only expect to be assigned one or two slots in each of the state police academy's classes, and there are about three classes started a year. Hartford also has their own academy and has offered Manchester up to about five slots in each class they initiate. This suggests that if these slots were all available, filled by worthy candidates and those candidates all graduated and came to work for Manchester, the department might be able to add 16 officers each of the two coming years. Under the best of circumstances, Manchester would still be five officers short of full staffing. There is little to no chance of getting to full strength unless action is taken.

Given the large number of vacant positions and expected vacancies within the department, an extensive recruitment effort should be

immediately initiated. Representatives from Manchester should attend job fairs at colleges, armed forces bases, and other potential sources of qualified individuals for entry into one of the training academies.

Recommendation 39: Start an aggressive, year-round recruitment campaign of police recruits.

While it might be possible to make progress filling vacancies through direct recruitment for the police academies, the lead time for producing officers ready for patrol without a field-training officer is 18 months. A second concern with a recruitment strategy that relies solely on the academies is that even if a sufficient number of candidates is produced, the result will be that over 40% of the patrol force will have less than two years experience on the street. An additional recruitment initiative is needed to address the lead-time and experience drawbacks of the academies strategy. The most viable plan is to initiate an intensive lateral transfer effort.

Departments that are successful in attracting quality officers through lateral transfers have strong selection processes, interviewing, background checks and additional training to assure that the transferee will be successful. This program must include thorough background checks, extensive interviews, psychological testing, additional training in departmental procedures and operations, and an additional field training period, with evaluations to assure success of the transferees. With the large number of separations that may occur over the next two years, the department will be losing a lot of experience and street smarts. Transfers come with some experience that will help balance out the relative inexperience of new recruits.

Manchester has the potential to attract officers from smaller organizations where the variety of duties and opportunities for promotion are more limited. Individuals seeking transfers for the wrong reasons (pay, decreased call load, etc.) need to be identified and screened. A transfer hiring practice developed for the King County Sheriff's Office has been included as Attachment A for consideration in Manchester.

Recommendation 40: Implement an aggressive lateral transfer program.

Another element that is used successfully for recruitment in many cities is a Cadet Program. These programs usually involve a selection process similar to that used to hire officers, but does not require in advance the level of education requirements needed to be an officer. These programs usually are work-study programs, where cadets are scheduled to work as much as 20 hours a week, and are required to take college classes and remain in good standing both at work and at college. Cadets would need on the job training in the various aspects of police operations and could be used in a manner similar to Police Service Aides, in communications, records and many other areas.

Recommendation 41: Develop a Cadet Program.

Such a program is attractive to students just out of high school who may want to be an officer but are not yet fully qualified due to lack of college education, age and perhaps other factors that can be addressed during the time of the cadet program. Police cadets can be given training and the authority to carry out duties that do not require full police powers. They can take reports, in the office or in the field. They can provide support to detectives, for example, by making follow up phone calls, analyzing data, and processing evidence.

The department should also build on its use of Police Service Aides (PSAs). Several officers mentioned that the PSAs were invaluable and important to operations. In some locales, PSAs or their equivalent are given uniforms, are expected to know all procedures and general orders, and are part of the fabric of the organization. Some of the current PSAs are interested in becoming an officer, and this should be encouraged.

Recommendation 42: Design the Police Service Aide position as a ladder to becoming a police officer.

Police Service Aides can be encouraged to further their education and fulfill other prerequisites for becoming officers. More use of PSAs will help attract potential officers as well as relieve officers from duties that do not require use of full police powers and training.

Internal Communications

Responses to the on-line survey conducted as part of this project indicate that the department command staff needs to develop additional tools, techniques and protocols for internal communications. A good rule-of-thumb is that change is under-communicated by a factor of ten. Given that the Chief is striving to lead the department into a new police services model that is consistent with state-of-the-art industry practices, a high value must be placed on internal communications. The Chief needs the active engagement of his command staff to improve internal communications within the department.

Recommendation 43: Establish a pattern of having the Chief and command staff attend patrol division role calls and other units' start-times from time to time for various shifts and units. These appearances should be for purposes of providing important new information, commending performance and making awards, and addressing service issues.

Recommendation 44: Incorporate a practice of "dropping in" on various units at times and be available during those appearances to listen to issues raised concerning the work environment.

Recommendation 45: Hold regularly scheduled meetings between the Chief and the elected leadership of the union. Include senior command staff in those meetings, which should be designed to convey information and solve problems.

Recommendation 46: Establish a pattern of senior unit commanders appearing at each of their unit's shifts and engaging unit personnel in discussions about working environment issues. (These appearances should be both announced and unannounced.)

Recommendation 47: Implement a department "Q & A mail box" that staff can access electronically to obtain responses to their concerns. The questions should be assigned to appropriate senior commanders for answering, with all responses copied to the Chief. Senior unit commanders should be tasked with the responsibility to summarize the questions being asked and responses given and present the summary at the Chief's staff meeting once a month. This will help to close the communications loop and inform senior commanders about the issues in the rank and file.

Recommendation 48: Develop a monthly, bi-monthly, or quarterly department newsletter.

Recommendation 49: Request time on the agenda of the union to address members about issues of the moment when appropriate.

While not precisely an internal department communications matter, a related issue was discovered during the course of the project. Town staff has a "monthly supervisors meeting" to which all first level supervisors are invited. These meetings are designed to be informative and to break down silos among Town agencies. It was reported that police supervisors have never attended these meeting, while virtually all other agencies have a presence.

Recommendation 50: Develop an accommodation to ensure department personnel can attend the Town's "monthly supervisors meetings."

CONCLUSION

The Manchester Police Department faces major challenges. A Police Chief from outside the department, recently arrived, is attempting to implement a CompStat model of police services. The CompStat model is accepted by many outstanding police agencies as the most effective service model for reducing crime rates. Implementation of this model presents several challenges. The department will need to reorganize the way that it gathers and processes data. It will be required to develop techniques appropriate to the needs of the CompStat model. Personnel resources must be dedicated to crime analysis and tactical deployment planning. Other police departments have successfully implemented this model in their organizations, and there is no reason to believe that Manchester would not be successful as well with the right plan and the willingness to invest and change.

In addition to changing service models, the department is facing the issue of staffing shortfalls. The production pipeline of recruitment and training has a long lead-time and there are current and burgeoning vacancies. Sworn personnel are working long overtime hours to the point where commanders must order personnel to work overtime in lieu of having volunteers to do so. Staff is getting "burned out."

Furthermore, the element of gang activity is on the rise, resulting in new and different crime patterns and issues in the community.

The series of recommendations set forth in this report are intended to assist the Manchester Police Department and Town management in steering a straight course that will place the department in a position to deal with these challenges.

ATTACHMENT A – KING COUNTY SHERIFF'S OFFICE-- TRANSFER HIRING PRACTICE

KING COUNTY SHERIFF'S OFFICE
LATERAL ENTRY STANDARDS

1. Lateral entry police candidates are tested separately from entry level police officer candidates if:
    A. They successfully completed their Department's Academy training and
    B. They have been a full time commissioned police officer with at least 12 months relatively recent active patrol experience similar to the duties of the KCSO and
    C. They have successfully completed probation as a commissioned officer with a city, county or state Police or Sheriff's Department and
    D. There has been less than a two year break in service.

2. Lateral candidates must successfully complete the Civil Service testing to be ranked on a Lateral Eligibility list:
    A. Ergometrics Reading Comprehension and Report Writing tests - (P/F)
    B. Oral Board Interview (score determines placement on list)

3. Lateral candidates must successfully complete the Department's background investigation:
    A. Department's background investigation questionnaire
    B. Polygraph
    C. Psychological testing and evaluation
    D. Command staff interview
    E. Medical

4. If/when offered employment Lateral candidates will be required to:
    A. Complete the Department's modified Pre and Post BLEA training requirements, and
    B. if not a Washington State certified officer, take and pass the first available (but within 12 months from the date of hire) state's equivalency exam and
    C. successfully complete the Department's Field Training program and probationary period

5. At time of employment, lateral officers will
    A. be paid at the salary range (KCPOG negotiated steps 1 - 6) commensurate with their experience and training as a law enforcement officer (individually determined by evaluating such criteria as length of service, their level of experience and training, the size of the department they come from…)
    B. receive the same benefits package as any new employee of KCSO

LATERAL ENTRY PAYSTEP

CANDIDATE'S NAME _____

Raters   _____   _____

   _____   _____

   _____   _____

DATE_____

AGENCY	EXPERIENCE Length of time	EXPERIENCE Scope	ACADEMY & other trng	EDUCATION	TOTAL

STEP_____

Agency

Experience / time

Experience / scope

Academy / training

Education

LATERAL HIRING PAYSTEP CRITERIA

Evaluate applicants' 1) agency; department's size, population served, rural vs urban, 2) experience in law enforcement; a) length of time and b) scope of experience, and 3) academy and other training and 4) education level

SCORES	AGENCY	EXPERIENCE length of time	EXPERIENCE scope	ACADEMY & OTHER TRAINING	EDUCATION
4	equivalent to or greater than KCSO - SPD, Tacoma, Pierce CSO, Portland	5+yrs	strong patrol, (w/in last 3 yrs) detective, trainer, special units, MPO rank, instructor (all or most)	Academy significantly exceeds WSCJ and lots of training (1 bonus pt. If WaSt Cert.)	
3	similar in some respects to KC - Kent, Renton, FW, Sno CSO	4 – 5 yrs	Strong patrol (or more than 3 yrs ago) & some: FTO, MPO, special assignments	Academy exceeds and some training or equivalent Acad and lots of training, (1 bonus pt. If WaSt Cert)	MA or BA = 1 (one) pt.
2	small city or large rural county – Des Moines, Chelan CSO,	2 – 3 yrs	patrol and some added responsibilities (along w/training)	Equivalent academy and some extra training (1 bonus pt if WaStCert)	AA or some college = ½ pt.
1	small town or small rural - Duvall, Algona	1 yr	basic patrol - reactive, traffic,…	Equivalent academy (1 bonus pt if WaSt Cert)	

SCORING

Step 1   Entry   -

Step 2   12 mos.   4 - 7 points

Step 3   24 mos.   8 - 9 points

Step 4   36 mos.   10 - 11 points

Step 5   48 mos.   12 - 14 points

Step 6   60 mos.   15 - 17 points

KING COUNTY SHERIFF'S OFFICE
LATERAL ENTRY RESUME INFORMATION

- What academy you attended and how many class hours it included
- What agencies you have worked for, the size of the agency, the size of the population you served, your dates of employment as a commissioned officer, when you passed probation, the assignments you've has as an officer and a description of the basic duties in that assignment, and the length of time you were in the various assignments
- College education information, and other training you have received
- Special skills you may possess; bilingual, pilot's license, keyboarding skills - computer literacy, diving experience, sign language, etc.

Please submit this information as soon as possible before your oral board interview.

Valerie Holmes, Personnel Analyst

ATTACHMENT B
SUMMARY OF RECOMMENDATIONS

Recommendation 1:   Implement the CompStat (problem-oriented policing) model in the Manchester Police Department.

Recommendation 2: Reorganize the department into two bureaus, an Operations bureau and a Support Services bureau to facilitate the introduction of a CompStat policing model.

Recommendation 3: Create one Deputy Chief position.

Recommendation 4: Assign the Professional Standards Lieutenant with additional responsibility for crime analysis, CompStat support, and accreditation.

Recommendation 5: Fill the Accreditation Manager position with an appropriately skilled civilian, who has the requisite skills to do crime analysis and CompStat support, to report to the Professional Standards Lieutenant

Recommendation 6: Unify records and communications under a single command.

Recommendation 7:   Recruit a senior manager for the unified records and communications functions, whose primary responsibility will be to implement a crime analysis and deployment planning information system to support CompStat.

Recommendation 8:   Implement a formal differential response program and a community information campaign to inform citizens of the level of service they can expect.

Recommendation 9: Implement a telephone-reporting unit as an element of the Communication Center.

Recommendation 10: Adopt the IACP standard of 33% of an Officers time being devoted to calls for service as a goal for determining appropriate staffing for Patrol.

Recommendation 11: Establish patrol staffing at a level of 66 Police Officer positions.

Recommendation 12: Establish patrol staffing annually by using actual experience to calculate hours available for patrol, the IACP 33% standard for calls for service, the number of hours used for calls for service, and applying the above model.

Recommendation 13: Establish a power shift from 7 p.m. to 3 a.m. to better match demand for service.

Recommendation 14: Analyze the causes of sergeant overtime and determine the impact of adding two additional sergeant positions on overall cost.

Recommendation 15: Analyze the causes of overtime for all ranks and develop strategies to reduce overtime costs.

Recommendation 16: Build on the CompStat model to improve solutions to crimes, not adding more investigators.

Recommendation 17: Task the commander of the Investigative Services Bureau with contacting the San Jose Police Department Gang Investigations Unit to discuss the structure and function of the Santa Clara County Gang Collaborative.

Recommendation 18: Task the commander of the Investigative Services Bureau with preparing a "blueprint" for establishing a gang collaborative in the region.

Recommendation 19: Pursue the necessary steps to establish a gang collaborative in the region through the efforts of the Police Chief, with the assistance and leadership of the General Manager and the Mayor.

Recommendation 20: Require companies selling automated alarm service to be licensed.

Recommendation 21: Require automated alarm purveyors to pay the cost of false alarm fines as a condition of licensing.

Recommendation 22: Revoke a provider's license and refuse to respond to alarms where the provider refuses to pay false alarm fines or exceeds the threshold of the number of allowable false alarms.

Recommendation 23: Establish procedures to ensure that complainants receive the results of investigations of traffic complaints.

Recommendation 24: Administer a structured survey of training participants and their supervisors for feedback on training effectiveness.

Recommendation 25: Prepare and administer an annual training needs survey the results of which would be used to develop immediate and intermediate department training plans.

Recommendation 26: Develop a two-year department training plan for discretionary training.

Recommendation 27: Link selection of Field Training Officers to formal performance evaluations.

Recommendation 28: Incorporate a Telephone Reporting Unit into the dispatch operation and staff this function with Police Service Aides, Cadets (see below), or others who are on limited duty.

Recommendation 29: Staff the E-911 Center with two Call Taker/Dispatcher positions, or desks, one police dispatch desk, and one for Fire and EMS dispatch.

Recommendation 30: Cross-train all personnel in the E-911 Center, PSAs, and Cadets to handle all call taker, dispatch, and TRU duties.

Recommendation 31: Develop immediately a disaster recovery and business continuation plan for Manchester Police Department dispatch operations and computer systems.

Recommendation 32: Initiate contact with other jurisdictions operating 911 call centers to explore the feasibility of developing a regional center.

Recommendation 33: Replace the worn out Animal Control office space with an appropriate facility and make necessary improvements to the kennel runs and kennel facility.

Recommendation 34: Contract with the existing veterinarian to provide an initial examination and cleaning for all animals brought into the kennel.

Recommendation 35: Replace police fleet vehicles based on an economic useful life analysis.

Recommendation 36: Replace the lone sworn officer specializing in technology applications for the records operation with a civilian records expert.

Recommendation 37: Stagger the work schedules of the Records section staff so that the window can be staffed for more hours, perhaps from 7 a.m. to 7 p.m.

Recommendation 38: Develop a system that enables citizens to obtain copies of reports online.

Recommendation 39: Start an aggressive, year-round recruitment campaign of police recruits.

Recommendation 40: Implement an aggressive lateral transfer program.

Recommendation 41: Develop a Cadet Program.

Recommendation 42: Design the Police Service Aide position as a ladder to becoming a police officer.

Recommendation 43: Establish a pattern of having the Chief and command staff attend patrol division role calls and other units' start-times from time to time for various shifts and units.

Recommendation 44: Incorporate a practice of "dropping in" on various units at times and be available during those appearances to listen to issues raised concerning the work environment.

Recommendation 45: Hold regularly scheduled meetings between the Chief and the elected leadership of the union.

Recommendation 46: Establish a pattern of senior unit commanders appearing at each of their unit's shifts and engaging unit personnel in discussions about working environment issues. (These appearances should be both announced and unannounced.)

Recommendation 47: Implement a department "Q & A mail box" that staff can access electronically to obtain responses to their concerns.

Recommendation 48: Develop a monthly, bi-monthly, or quarterly department newsletter.

Recommendation 49: Request time on the agenda of the union to address members about issues of the moment when appropriate.

Recommendation 50: Develop an accommodation to ensure department personnel can attend the Town's "monthly supervisors meetings."