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**Resource Allocation
and
Deployment Strategy**

School Safety Officers

**Prepared for the
Division of School Safety
New York City Board of Education**

July 14, 1993

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BOTEC Analysis
C O R P O R A T I O N

Resource Allocation and Deployment Strategy School Safety Officers

**Prepared for the
Division of School Safety
New York City Board of Education**

by

William J. Bratton

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OVERVIEW

This report was commissioned in response to recommendations contained in the February, 1993 report of the Chancellor's Advisory Panel on School Safety entitled "Rethinking School Safety." The Panel had been established by New York School Chancellor Joseph A. Fernandez to review the Board of Education's approach to school safety.

Subsequently, in a May 10, 1993 memorandum to the Chancellor from Zachary Tumin, Executive Director, Division of School Safety, in the document titled "School Safety Strategy, 1993-94," a proposal for strengthening and decentralizing the school safety function in the New York City Public School System was prepared. In response to a request from the Executive Director, BOTEK Analysis Corporation submitted a proposal to develop a new organizational structure, field organizational strategy and training for School Safety Officers. Submitted on May 28, 1993, BOTEK recognized that the proposed restructuring and decentralization of the Division of School Safety would involve major changes in deployment strategy, requiring a substantial alteration in how school safety personnel resources were allocated to the various field assignments.

The objectives of the work delineated in the proposal were the following:

- Assist the Division of School Safety, New York City Public Schools, to develop a resource allocation strategy which accomplishes (1) the merger of scanning operations into borough-based commands, and (2) provides for adequate mobile response coverage and incident response capability in the field at both local and central levels.
- To recommend an organizational structure and appropriate job descriptions at the borough level to provide adequate supervision and management of the dual functions of in-school security and rapid response to serious incidents.
- To assist in determining the resources required (personnel staffing, supervision, vehicles and allied equipment) for the new strategy, based on current staff availability, as well as appropriate assignment and use of expected future expansion.
- To consider the costs of various options proposed, including the payment of differentials as may be required by the merger of scanning into boroughs, and the expansion of mobile response capabilities to units other than those now designated as such; to assist in developing a labor relations strategy which reflects these issues.
- To identify the training requirements entailed by the resource allocation strategy.

- To describe an implementation strategy for the successful merger of scanning and borough-based operations so that it is accomplished in time for the start of the school year in September, 1993.

The intent of this report is to achieve the stated objectives so as to have a new organizational structure, field deployment strategy, and recommended training for School Safety Officers that will maximize their impact and effectiveness while increasing officer motivation and job satisfaction.

METHODOLOGY

During subsequent meetings between the consultant William J. Bratton and Division of School Safety executive staff, it was determined that the Manhattan Borough would be the focus of this report's effort. The intent was to design a model pilot initiative that could be tested and modified before expansion to other Boroughs of the city. It was not possible to conduct a traditional resource allocation analysis based upon work demands such as calls for service because the Division does not maintain the level of data normally required for such an analysis. Accordingly, the resource allocation recommendations contained in this report are based upon the best estimates of activity available from the Division and field personnel.

The consultant, Mr. Bratton traveled to New York City several times to meet with Division of School Safety staff and observe Division field operations in a variety of settings in Manhattan. He reviewed operations with field personnel, while observing them perform scanning and regular school patrol. He also met several times, and had numerous telephone consultations, with key Division field supervisory staff in Manhattan. Staff provided the data upon which the recommendations in the report are based.

The analysis and planning process used by the consultant was intended to ensure maximum participation by personnel who would be responsible for implementing the proposed initiative. In this regard, the newly-designated Manhattan Borough Coordinator was fully involved in all aspects of the work resulting in the recommendations of this report.

Attached to this report are the following tables and charts to support and illustrate the findings described:

- Chart 1: Manhattan Borough Personnel Staffing
 Current and Proposed
- Chart 2: Manhattan Borough Personnel In-School Staffing
 Current and Proposed
- Chart 3: Manhattan Borough Van Patrol Personnel Staffing
- Chart 4: Manhattan Borough Van Assignments and Garaging Locations
 Current and Proposed
- Chart 5: Manhattan Borough Personnel Staffing for Van Assignments, Call
 Signs and Reporting Locations
 Current and Proposed
- Chart 6: Manhattan Borough Van Functions and Patrol Sectors

Chart 7: Proposed Borough Organization Chart

Chart 8: Proposed Van Response Coverage

GOALS, PRIORITIES AND LIMITATIONS

The recommendations contained in this report are shaped by several goals, priorities and limitations specified by the School Safety Division. They are the following:

- The decentralization process proposed for the Manhattan Borough must be accomplished with minimal increases in personnel and equipment.
- The number of personnel transferred from the Central Office as part of this pilot project should be proportionate to the number of personnel currently assigned to Manhattan Borough related functions.
- The proposed reorganization must provide for stronger supervision of school safety officers throughout the Borough, while addressing existing sources of overlapping, confusing and contradictory supervision practices caused by the current system.
- The proposed reorganization must enhance the interaction between School Safety personnel and individual school principals, consistent with the recommendations of the Advisory Panel on School Safety and the proposals submitted by the Executive Director of the Division.
- The proposed allocation of personnel, division of responsibility, and assignment of equipment must support the Safe Schools Group concept and other related reorganization issues described in the Executive Director's Strategy Proposal.
- Designation of schools, including "Scanning High Schools," for each of the ten Manhattan Safe Schools Groups, will be the responsibility of the Division of School Safety.
- Designation of Safe Schools Groups, portions thereof, for inclusion in the four patrol sectors specified by this proposal, along with the schools contained therein are the responsibility of the Division of School Safety.
- Shift assignments (starting and ending times) for the various assignments recommended in this report are the responsibility of the Division of School Safety.
- Identification of garaging locations for vans, specifications of in-school assignments for the Borough Coordinator, Deputy Field Coordinators and Safe School Groups Supervisors, as well as appropriate office space to support the recommendation of this proposal, and those outlined in the School Safety Strategy

Memorandum of May 10, 1993, are the responsibility of the Division of School Safety.

- Identification of a weapons/evidence storage location (currently the Central Office) within the Borough is the responsibility of the Division of School Safety.

THE CURRENT STRATEGY

At the present time, Division of School Safety personnel assigned to Borough activities are Borough-based, with significant support provided by personnel from the Central Office, specifically for scanning and emergency response types of activity. Over time, the distinction in duties of these two entities have been significantly blurred to the point where clear lines of command, control and responsibility no longer exist. This results in significant overlap of responsibility and dysfunctional performance.

Detailed descriptions of the current operational strategy can be found in the Chancellor's Advisory Panel Report.

THE PROPOSED STRATEGY

School Safety personnel assigned to the Borough will be under the direction of a Safe Schools Borough Coordinator, assisted by two Deputy Borough Field Coordinators, each of whom will be responsible for five Safe Schools Groups (described below). Each Safe Schools Group will be headed by a Supervisor, reporting directly to the Deputy Borough Coordinator responsible for their Group. An additional two Field Supervisors will be utilized to staff the Special Response Vans (described below).

Mobile Response Resource Allocation

Schools throughout the borough will be formed into Safe Schools Groups, of which there will be 10, each containing a combination of high schools, intermediate schools and elementary schools. High Schools designated as Scanning Schools (of which there are eight), are found in seven of the proposed Safe Schools Groups. School safety officers assigned to these high schools will all be designated Safe School Team Officers (SST), where the current system uses a combination of both SSOs and SSTs. Other High Schools and all other schools in the Borough will be staffed with SSOs.

The Manhattan Borough, for purposes of this initiative, will be divided into four Patrol "Sectors," (Northwest, Northeast, Southwest, Southeast). These four sectors will overlap the Safe Schools Group Areas. To each Patrol Sector will be assigned a "Rapid Response Van" housed at a scanning high school in that sector. This Rapid Response Van will be staffed by the following:

- 1 Group Leader
- 5 Safe School Team Officers (SST)

The SST officers will report to the designated school where the vehicle is housed to begin their tour of duty. Officers assigned to this van will not be used for sick replacement and will immediately engage in perimeter patrol of the schools in their area. They will also be responsible for building sweeps, emergency response, truant pick-up, sector patrol, arrest and transport, special assignments, and luncheon/dismissal coverage.

To each "two" patrol sectors will also be assigned a Special Response Van (one to cover the Northwest-Southwest patrol sectors and one to cover the Northeast-Southeast patrol sectors). These vans will be staffed as indicated.

West Patrol Sectors		East Patrol Sectors	
1	Field Supervisor	1	Field Supervisor
3	Group Leaders	3	Group Leaders
5	SSTs	4	SSTs

These vans will also be housed at a scanning school. Officers assigned to these vans will report to the designated scanning schools to begin their assignments. Personnel assigned to these vans will be responsible for attendance fill-in, attendance drop-off, back-up for rapid response vans, perimeter patrol of schools in their assigned sectors, truant pick-up, building sweeps, emergency response, arrest and transport, weapons vouchering, luncheon/dismissal coverage and special assignments. Absentee replacement prioritization should be the responsibility of the Deputy Borough Coordinator responsible for the individual Safe School Group, who is in the best position to determine staffing needs.

There will be a single Truancy Van assigned to the entire Borough, which will be housed at the Graphics Arts High School. Officers assigned to this van will report to the school housing the van. The personnel assigned to this van will be the following:

- 1 Group Leader
- 3 SSTs

These officers will be responsible for all truancy-related activity currently performed by this unit.

In-School Scanning Operations Resource Allocation

The focus of this strategy is to merge the two separate units that currently operate in the eight scanning high schools, each with distinct responsibilities and separate supervision, into one cohesive entity with responsibility for all activities within that school.

This strategy calls for all officers assigned to scanning high schools to be SSTs, with the training associated with that position. To provide for that level of coverage within the Manhattan Borough will require the training of a total of 62 SSOs currently assigned to the scanning high schools, 3 SSOs currently assigned to the truancy van, and 8 SSOs currently assigned to the Borough Office to allow them to function as SSTs. The result will be 73 newly-designated and trained SSTs assigned to the scanning high schools, allowing them to operate effectively with the 45 SSTs currently assigned to those schools. All personnel assigned to scanning high schools will be capable of performing all school security-related assignments.

Additionally, 8 of the current 16 group leaders assigned to the 8 scanning schools will be re-assigned to van patrol assignments (previously described) ensuring unity of command at each of the 8 high schools. The Division of School Safety will be responsible for determining how this selection will occur.

We believe the needed level of in-school security and supervision can be provided (and 8 Group Leaders re-assigned to the needed van assignments) without negative impact, while eliminating overlapping and confusing supervisory responsibilities created by the current staffing pattern in the 8 scanning schools.

It is strongly recommended that the door magnetizing effort currently being reviewed by the Division of School Safety be prioritized for the eight scanning high schools. Senior school safety personnel project that if this is done, four school safety personnel will be freed up in each school for other duties in the school as determined by the Principal's School Safety Committee. This will also provide some personnel being available to cover assignments of officers assigned to that school who call in sick on any given day.

COMPENSATION/SALARY ISSUES

Under this proposal, the current two-tiered salary structure for SSO and SST assignments will be enhanced by the addition of a third salary level between the SSO and the SST ratings. This third salary level, with a salary to be determined by the Division and the officer's bargaining unit, will be directed at compensating SSO officers who -- under this plan -- assume scanning responsibilities within the eight scanning high schools. SSOs who are assigned to van patrols would be compensated at the higher SST rate for both scanning and van patrol activities. It is estimated that an additional 73 SSOs will be upgraded to the two SST grades, as follows:

62 SSOs will assume scanning responsibilities in the 8 scanning high schools.

3 SSOs currently assigned to the truancy van will assume SST status.

8 SSOs currently assigned to the Borough Task Force for attendance fill-in will assume SST status upon assignment to the Special Response Vans.

With these changes in place, a new career development path can be established in which newly employed school safety personnel would first be assigned to SSO duties in a neighborhood non-scanning school, gaining experience in developing positive relationships with principals, teachers and students. Once they have shown their capabilities, and if openings occur, they can be considered for assignment to more complex SST duties. It is strongly recommended that the current practice of hiring individuals as SSTs directly be eliminated, since the nature of those duties requires a person have experience in building positive relationships in a less critical environment than is found in the SST-type assignments.

TRAINING

All SSOs affected by this plan—and assigned to SST responsibilities—will have to receive SST training prior to that re-assignment. Division management personnel estimate that two weeks of training for each SSO will be required. All SSTs currently assigned exclusively to scanning responsibilities in the eight scanning high schools will need to receive training on general patrol responsibilities in those schools. The amount of training they will require needs to be determined by the Division training staff.

SUMMARY

The changes described above—eliminating the current van staffing system drawing from Borough and Central Office, eliminating the time consuming staffing of those vans by drawing SST officers from scanning high schools—will provide an environment in which sustained security presence can be best maintained at each of the schools, while increasing the Division's emergency response capacity. With implementation of SSO to SST career paths, officers assigned to more difficult environments will have better skills and they will be more sensitive to the dynamics of their school environments. And under all parts of this proposed initiative, the sustained presence of officers in each of the schools and their perimeters will be increased. Downtime caused by transportation logistics will also be reduced to a minimum with significant increases in patrol time availability, supervision and increased staffing assigned to the van function.

The proposed actions described herein are all capable of being implemented prior to the start of the school year, September 1993. The implementation schedule can best be determined by the newly-appointed Borough Coordinator and her support staff.

These changes fully support the recommendations of, and follows the spirit and intent of, the Chancellor's Advisory Panel on School Safety and the strategy of the Division to implement the Panel's recommendations.

TABLES AND CHARTS

Chart 1
Manhattan Borough Personnel Staffing
Current and Proposed

Current Borough and Central Staffing	Proposed Borough Staffing
1 Borough Coordinator	1 Borough Coordinator
2 Deputy Coordinators	2 Deputy Coordinators
10 Supervisors	12 Supervisors
364 SSOs	302 SSOs
40 Central SSTs	116 SSTs
14 Borough SSTs	
11 Central Group Leaders	62 Group Leaders
51 Borough Group Leaders	
6 Clerical	6 Clerical
<hr/> 499 Total	<hr/> 501 Total

Chart 2
Manhattan Borough Personnel In-School Staffing
Current and Proposed

School Location	Current On-site	Current Central Staff	Proposed Staffing
Julia Richmond	1 Group Leader 9 SSOs	1 Group Leader 5 SSTs	1 Group Leader 14 SSTs
Washington Irving	1 Group Leader 8 SSOs	1 Group Leader 5 SSTs	1 Group Leader 13 SSTs
Norman Thomas	1 Group Leader 5 SSOs	1 Group Leader 5 SSOs	1 Group Leader 10 SSTs
Graphic Arts	1 Group Leader 8 SSOs	1 Group Leader 10 SSTs ¹	1 Group Leader 18 SSTs
Park West	1 Group Leader 6 SSOs	1 Group Leader 5 SSTs	1 Group Leader 11 SSTs
Martin Luther King, Jr.	1 Group Leader 8 SSOs	1 Group Leader 5 SSTs	1 Group Leader 13 SSTs
Brandeis	1 Group Leader 7 SSOs	1 Group Leader 5 SSTs	1 Group Leader 12 SSTs
George Washington	1 Group Leader 11 SSOs	1 Group Leader 5 SSTs	1 Group Leader 16 SSTs
TOTALS	8 Group Leaders² 62 SSOs⁴	8 Group Leaders³ 45 SSTs	8 Group Leaders 107 SSTs

¹The extra 5 SSTs assigned at this school cover walk through metal detectors

²8 junior Group Leaders would be transferred to van assignments

³Same as above

⁴62 SSOs would become SSTs

Chart 3
Manhattan Borough Van Patrol Personnel Staffing
(See also Chart 4 and 5)

Current Equipment	Current Location	Proposed Equipment	Proposed Assignment
3 Borough Vans	Borough Headquarters	6 Borough Vans	See Chart 5
3 Central Vans	Central Headquarters		
1 Borough Truancy Van	Borough Headquarters	1 Borough Truancy Van	See Chart 5
7 Vans		7 Vans	

Current Personnel	Current Assignment	Proposed Personnel	Proposed Assignment
3 Central Grp Leaders	Central High School	15 Borough Grp Leaders ¹	See Chart 5
3 Borough Grp Leaders	Borough Headquarters	25 SSTs	See Chart 5
1 Borough Grp Leader (Truancy)	Graphics Arts		
17 Borough SSTs	Borough Headquarters		
8 Borough SSOs	Borough Headquarters		
3 Borough SSOs (Truancy)	Graphics Arts		
35 Total Personnel		40 Total Personnel	

¹Includes 3 transferred Central Group Leaders and 8 transferred scanning site Group Leaders plus 1 truancy van Group Leader

Chart 4
Manhattan Borough Van Assignments and Garaging Locations
Current and Proposed

Current Borough and Central Operations	
Number	Location
3 Vans	Central Headquarters
3 Vans	Borough Headquarters
1 Truancy Van	Borough Headquarters

Proposed Borough Assignment¹	
Van Number	High School Location
Van 1	Norman Thomas
Van 2	Julia Richmond
Van 3	Washington Irving
Van 4	Brandeis
Van 5	Park West
Van 6	George Washington
Van 7 (Truancy)	Graphics Arts

¹ Vans will be garaged in close proximity to proposed assignments. Officers assigned to a particular van will report to the referenced high school.

Chart 5
Manhattan Borough Personnel Staffing
for Van Assignments, Call Signs and Reporting Locations
Current and Proposed (See Chart 6)

Current Borough and Central Operation¹

Central	3 Patrol Vans	3 Group Leaders
Borough	3 Patrol Vans	3 Group Leaders
		17 Borough SSTs
		8 Borough SSOs
	1 Truancy Van	1 Group Leader
		3 SSOs
Subtotal		7 Group Leaders
		17 SSTs
		11 SSOs
TOTAL		35 Personnel

Proposed Borough Operation

Call Sign	Location	No. of Personnel
Van 1	Norman Thomas	2 GL 4 SSTs
Van 2	Julia Richmond	2 GL 4 SST
Van 3	Washington Irving	2 GL 4 SST
Van 4	Brandeis	2 GL 4 SST
Van 5	Park West	1 Supervisor 3 GL 5 SST
Van 6	George Washington	1 Supervisor 3 GL 4 SSTs
Van 7	Graphics Arts	1 GL 3 SSTs
Subtotal		2 Supervisors 15 Group Leaders 28 SSTs
TOTAL		45 Personnel²

¹ Number of personnel in each van except for Truancy Van currently varies. Truancy Van is staffed by 1 Group Leader and 3 SSOs.

² Includes 8 junior Group Leaders re-assigned from 8 scanning school assignments; 8 Borough SSOs upgraded to SST; 3 Truancy SSOs upgraded to SST (See Chart 2); and 2 Supervisors transferred from Central Office

Chart 6
Manhattan Borough Van Functions and Patrol Sectors

Call Sign	Function	Patrol Sector
Van 1	Rapid Response Perimeter Patrol	Northwest
Van 2	Rapid Response Perimeter Patrol	Southwest
Van 3	Rapid Response Perimeter Patrol	Northeast
Van 4	Rapid Response Perimeter Patrol	Southeast
Van 5	Special Response, Supervision, Absentee Replacement, Weapons Pickup	Northwest and Southwest
Van 6	Special Response, Supervision Absentee Replacement, Weapons Pickup	Northeast and Southeast
Van 7	Truancy	Borough-wide

Chart 7
Proposed Borough Organization

Borough Coordinator

Administrative Supervisor
Office Staff

Deputy Coordinator
West

Deputy Coordinator
East

Patrol Supervisor
Vans 1,2,5,7

SSG Supervisor
Group 1

Patrol Supervisor
Vans 3,4,6

SSG Supervisor
Group 6

SSG Supervisor
Group 2

SSG Supervisor
Group 7

SSG Supervisor
Group 3

SSG Supervisor
Group 8

SSG Supervisor
Group 4

SSG Supervisor
Group 9

SSG Supervisor
Group 5

SSG Supervisor
Group 10

Chart 8
Proposed Van Response Coverage

Northwest Sector
Rapid Response Van 1

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^

Special Response
Van 5

^

^

Southwest Sector
Rapid Response Van 2

Northeast Sector
Rapid Response Van 3

^

^

Special Response
Van 6

^

^

Southeast Sector
Rapid Response Van 4

Truancy Van 7
(Covers Whole Borough)

NOTE: Safe Schools Groups covered by the above response vans and sectors will be determined by the Division of School Safety.

BOTEC Analysis

C O R P O R A T I O N

July 6, 1994

Mr. Emil H. Levine
National Institute of Justice/NCJRS
Acquisition Department S/L
Box 6000
Rockville, MD 20850

Dear Mr. Levine:

Enclosed are copies of our criminal justice-related materials produced over the past two years for inclusion in the NCJRS information network as per your May 13 letter.

Sincerely,

Earnestine Atchison
Earnestine Atchison
Administrative Assistant

Enclosures