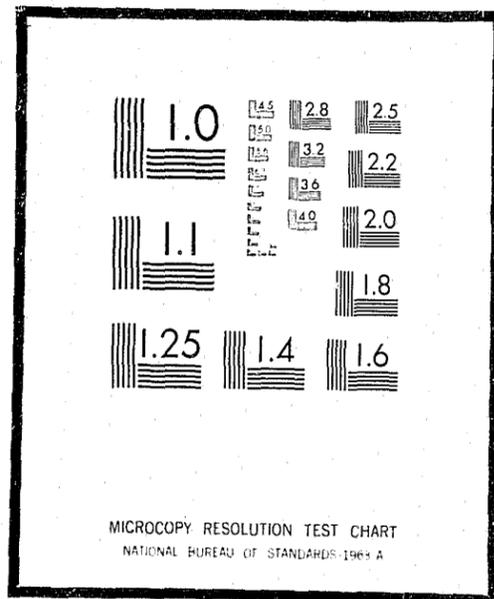


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CITY OF HARTFORD
POLICE DEPARTMENT

REPORT ON STUDY OF ALTERNATE METHODS OF DELIVERING POLICE SERVICES

ARTHUR YOUNG & COMPANY January, 1974

ARTHUR YOUNG & COMPANY

60 WASHINGTON STREET
HARTFORD, CONNECTICUT 06106

January 25, 1974

Thomas J. Vaughan, Chief
City of Hartford Police Department
155 Morgan Street
Hartford, Connecticut 06103

Dear Chief Vaughan:

The report which follows is our final report on the Alternate Methods of Delivering Police Services project. This project was funded by a grant of Federal Law Enforcement Assistance Administration funds by the Connecticut Planning Committee on Criminal Administration.

The principal goal of the project was to study non-crime related services provided by the Hartford Police Department and develop recommendations for alternate methods of delivering such services.

The report is organized into five sections as follows:

- I. Summary of Recommendations
- II. Introduction
- III. Perspective
- IV. Findings and Recommendations
- V. Approach to Implementation

A detailed Table of Contents follows this letter.

The Summary section highlights the most significant recommendations in terms of large dollar potential cost savings or re-allocations of service included in the detailed report.

As you know, Arthur Young & Company is an international professional service firm which provides management consulting services to government agencies, including many law enforcement and other criminal justice agencies throughout the United States.

CITY OF HARTFORD TF 53/74

INTERDEPARTMENTAL MEMORANDUM

TO: JAMES W. HESLIN, CHIEF OF OPERATIONS

DATE OCTOBER 17, 1974

FROM: HUGO J. MASINI, CHIEF OF POLICE

SJM/ef
SUBJECT: ARTHUR YOUNG STUDY - ALTERNATE METHODS OF DELIVERING POLICE SERVICE

COPY TO: Major Napper
Lieut. Sicaras
Lieut. Sullivan ✓

As you know, in January of this year, the Arthur Young Company presented a study to this department entitled as above. On July 3, I communicated copies of the report to the manager indicating the study contained some worthwhile proposals. It is my understanding that the transfer of the licenses and permits function is the first recommendation to be implemented; Captain Blesso has commented on two proposals affecting his command.

Will you please have your staff and commanders review the report and identify those proposals which may be implemented. I believe most of the recommendations affect Operations units.

If there is resistance to some of the recommendations made, perhaps division commanders should make good arguments against them, not merely reject them because they do not seem worthwhile.

We should move on this as quickly as possible.

Thomas J. Vaughan, Chief
City of Hartford Police Department

January 25, 1974

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The Arthur Young consultant team for this project included a former police chief with several years experience in police management consulting, and other individuals experienced in governmental and public services, work study; systems analysis and financial planning and control. In addition, a superior officer from a major Northeast city police department was employed as a co-consultant to provide an additional viewpoint to our project team.

* * * * *

The cooperation we received from the Department throughout the project was outstanding. Our entire consultant team was impressed with the professionalism of the sworn force and the pride they take in providing meaningful services. There were many instances where the men we interviewed said that they very much disliked providing a particular service, but believed that they should continue to provide the service because it was necessary and useful. We would like to particularly compliment and thank the members of the Project Steering Committee who not only provided guidance, but also contributed many useful ideas and suggestions for improving methods of service delivery.

We have appreciated this opportunity to assist the Hartford Police Department on this important project.

Very truly yours,

Arthur Young & Company

HARTFORD POLICE DEPARTMENT
ALTERNATE METHODS PROJECT
FINAL REPORT

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I.
SUMMARY OF RECOMMENDATIONS

I. SUMMARY OF RECOMMENDATIONS

The principal objectives of this "Alternate Methods" project were to document and examine the present practices in the Hartford Police Department in regard to the provision of non-criminal services and to define and evaluate alternate methods and sources of delivering such services.

Because there is no standard definition of "non-criminal", a master list of virtually all services which could be considered "non-criminal" was prepared and used as the basis for selecting services to be reviewed.

The original concept of the project was to focus primarily on services which might be provided by other organizations. However, Chief Vaughan and other Department officials wanted to also consider better ways of providing services within the Department and to examine as many services as possible. In retrospect, this broadened scope proved very fortunate, for we found very few services which we believe could be provided by other organizations in Hartford in the immediate future.

Because we believe that a certain perspective is required on the part of the reader before he considers the recommendations which resulted from this project, we now repeat major points included in Section III - PERSPECTIVE of this report.

To fully understand the purpose and scope of the study, it is essential to understand that the project did not attempt to address the philosophical question of what the role of a municipal police department should be in modern society. Rather, the study accepted the conventional and present attitudes and beliefs of the Department as to its role and the perceived need for service. Notwithstanding the general acceptance of present overall attitudes and beliefs, we did attempt to challenge and question these attitudes and beliefs on a service-by-service basis as part of the process of defining and evaluating alternatives.

Although each service studied in detail was analyzed and considered in terms of its cost, we fully recognize and have considered that, in many instances, intangible factors are of equal or greater importance. Some of the factors which were considered included community relations, Department morale, citizen expectations, relationship to other Department services and criticality of the service. As was expected, differing professional opinions about certain services and alternatives existed within the Department and between Department members and the Arthur Young consultant team. We have attempted to objectively document such differing professional opinions and judgements in this report, where appropriate, so that issues may be better understood by the reader.

Most of the present services exist because they have been requested or demanded by citizens. The way in which the services are staffed or delivered has in some instances evolved as the demand for such services increased. This study has provided the opportunity to step back, take an objective look and question certain explicit or implied basic assumptions.

It is important to ensure that tradeoffs be considered when considering alternatives to certain services which might be of marginal value or require limited special expertise. For example, the fact that virtually all requests are responded to because "we're there" detracts from the response time to more urgent, crime-related requests for service and from the amount of time available for crime prevention or detection activities. In responding to a very minor health problem call, the response time to a real health emergency may be increased. To the extent that Department efforts are directed to certain "marginal" services, scarce resources are diverted from other, more important areas which might result in better overall service to the City. Also, and we think of particular importance in view of trends and needs around the country, the fact that sworn officers are involved in certain relatively lower skill activities, detracts from the professionalism of the force and therefore from the opportunity to further improve compensation levels and attract the best possible candidates. Involvement in such activities also greatly under-utilizes the training invested in the sworn officer.

Certain of the alternative methods or approaches to service delivery that we have recommended be adopted or be studied further would result in lower cost (for example, civilianizing certain functions) or in completely eliminating certain functions. This creates several alternative opportunities ranging from realizing the potential cost savings to re-deploying the resources to other Department functions and activities. Our study scope could not and did not address the adequacy of the Department's staffing levels and organization or determine whether a reduction in the staffing of a specific function should result in a reduction of the Department's total staffing. The following alternatives are available and have been discussed with or defined by Department officials:

- . Direct cost reduction from salary scale differentials and/or reduction of the size of the total force.
- . Reassignment of personnel to other Patrol Division, crime prevention, or line operations functions.
- . Use of the cost savings to add personnel in certain administrative functions.
- . Use of the cost savings to further upgrade the training and career paths within the Department.
- . Reallocation of savings and manpower to fund and staff further improvement activities in other areas.

This list of alternatives for realizing or reinvesting the cost and time savings is not exhaustive, nor are the individual alternatives mutually exclusive. Some combination may very well be the final result.

A final observation which will help place the entire project in perspective is the fact that the types of alternatives considered during the project have been considered on a continuous basis

by the Department. Procedures have been changed in the past to reduce the involvement of the Department in certain non-crime related activities. What is different about this project is that it provided the resources to study and evaluate several areas at the same time.

In the remainder of this section we briefly highlight the most significant recommendations (in terms of large dollar potential cost savings or reallocations of service) included in Section IV. - FINDINGS AND RECOMMENDATIONS. The letter and number included in parentheses following each recommendation describe the sub-section and page number of Section IV where a more detailed description and discussion is included. The following recommendations are in the same order that they appear in Section IV.

RECOMMENDATION I. Consider adopting "closer screening" and "stacking" procedures in the Communications section to reduce police involvement in less essential services. (C, 34).

Closer screening would include training complaint writers (telephone answerers) to obtain additional information from requesters of non-emergency or non-essential services. Newly established guidelines would then be used to decide whether or not to dispatch an officer. Many other police departments have had success with closer screening of certain types of services as has the Hartford Police Department, but on a limited basis, to date.

"Stacking" is a dispatching procedure which establishes priority levels for each major service, including crime-related services. Service requests for the lower-priority services would not be dispatched immediately if the officer assigned to the sector of the call was on another call. Instead, the request would be "placed in a stack" until the officer assigned to that sector completed the present call. At the lowest priority level, requests would not be responded to, unless the "problem" repeated or the caller again requested the service.

Other cities have adopted "stacking" with the result that less time was spent on non-essential services. Of course, the caller is always advised of the priority and planned action. Failsafe rules such as "always dispatch immediately when in doubt or when caller insists" should be established if closer screening and stacking are adopted.

The principal benefits would be that:

1. less time would be spent on many of the less essential services,
2. response time to real emergencies would be quicker in many instances, and
3. more time would be available for crime-related duties.

These recommended approaches may become necessary because of the gasoline shortage and because emerging concepts for improving crime prevention and detection procedures will likely require increased police visibility "on the street" during peak crime periods.

RECOMMENDATION 2. Reevaluate the deployment and staffing level of the Traffic Division (D, 41).

Technological innovations in traffic engineering and control devices have greatly reduced the need for person-directed traffic control. The Department periodically reassesses its traffic assignments and has reduced certain traffic direction assignments. The establishment of traffic direction and enforcement staffing and deployment procedures is complicated by fluctuations in the pattern of need (for example, rush hour, Christmas shopping, and special events traffic) and outside pressures for such services.

Many of the traffic related duties require lower skills and different training than those of the Patrol Division, the present source of Traffic Division personnel.

We believe that annual savings in excess of \$ 150,000 could possibly result from reducing the Department's involvement in traffic related duties and from staffing certain assignments with

civilians or a special class of police officer.

Therefore, we recommend that an independent and objective assessment be made of the staffing and deployment patterns of the Traffic Division. Such an assessment should include:

1. the evaluation and justification of functions performed, specific assignments, and staffing levels,
2. the definition of job qualifications and training requirements for various positions, and
3. the development of scheduling and statistical reporting systems for the management of traffic functions.

Particular attention should be directed to the present fixed traffic posts, the accident investigation unit and the motorcycle unit.

RECOMMENDATION 3. Reevaluate the number of posts, type of personnel assigned, level of service required and organizational responsibility for school crossing services (E, 46).

The cost of providing school crossing services in Hartford exceeds \$ 400,000 a year.

Six posts staffed with police officers have been established primarily to provide school crossing direction services to students. In addition, various walking beat officers and other sworn officers are used to provide regular school crossing services or to substitute for absent civilian crossing guards. Hiring additional civilians to staff certain posts and to substitute for absent crossing guards could result in savings of as much as \$ 90,000.

Before hiring additional civilians, we further recommend that the need for each post be reestablished. The Department periodically reassesses the need for certain posts, but citizen pressure has resulted in a steady increase in the number of posts.

Various facts and findings which suggest the need for a detailed, objective study of school crossing post requirements follow.

1. Crossing guards are used at many posts which also have traffic lights with a "Walk" cycle.
2. Student traffic guards assist the civilian crossing guards at many posts.
3. Civilian guards are used at crossings for 7th, 8th and 9th graders.
4. Many cities in the United States provide a much lower level of school crossing service than Hartford.
5. Many youngsters cross the school crossing posts without assistance during other times of the day.
6. Each post costs approximately \$ 2,860 per year to staff with a civilian.

The study should include:

1. reevaluation and redefinition of standards used to establish posts,
2. consideration of the impact of additional mechanical devices and greater reliance on student crossing guards,
3. definition of the specific posts which would be necessary, and
4. development of an ongoing monitoring and reevaluation process.

In addition, we suggest that consideration be given to transferring management of the school crossing program to the Department of Education.

RECOMMENDATION 4. Consider closing the City Jail and purchasing detention services from the State (F, 52).

The staffing of a jail requires a station-manning approach; that is, a fixed minimum level of staffing is required for a rather broad range in the number of detainees. At the City Jail at 155 Morgan Street, the minimum staffing level is four per shift, resulting in annual salary and employee benefits costs in excess of \$ 270,000. The detainee population has been declining due largely to the implementation of an alcoholics diversion program and the greater use of pre-arraignment release as a substitute for detention.

It is believed that the State could provide the required detention services with a relatively small increase in staff. We conservatively estimate that annual savings could be in the magnitude of \$ 125,000 to \$ 200,000 per year if arrangements could be made to purchase detention services from the State.

Accordingly, we recommend that the City immediately commence discussions with the State Department of Corrections. Commissioner John Manson of the Department of Corrections has indicated his willingness to discuss the possibility of such a purchase of services approach.

RECOMMENDATION 5. Obtain fuel when the gas tank is one-quarter full and consider six-cylinder engines and stricter guidelines on the use of air conditioners as fuel conservation measures (H-I, 60).

On average, Patrol Division vehicles are refueled when they are approximately one-half full. Trips to the D.P.W. garage for fuel and routine maintenance account for \$ 123,000 a year in value of Patrol Division time. Refueling at one-quarter full would permit the redirection of approximately \$ 30,000 of this time to patrol functions in assigned sectors.

High-speed chases are being increasingly discouraged by

the Hartford Police Department. Accordingly, we recommend consideration of the purchase of six-cylinder vehicles as a fuel conservation measure.

Gas consumption is increased significantly when vehicle air conditioners are in use. Accordingly, we recommend that the Department establish firm guidelines as to temperature-humidity combinations for which vehicle air conditioners may be used.

RECOMMENDATION 6. Shorten the investigation of non-injury motor vehicle accidents by limiting investigation to law-enforcement and traffic safety matters. (I, 66).

Over three man-years of Police Department time is spent investigating non-injury traffic accidents each year in Hartford. The average investigation takes 51 minutes. A full investigation of such accidents is not required by statute.

We recommend that the costly time of police officers not be spent obtaining information for use in civil actions or settling insurance claims. Furthermore, the recent adoption of "no-fault" insurance in Connecticut reduces the need for such information. Response to such calls should be limited to assisting the motorists, restoring traffic flow and safety, and obtaining sufficient information to issue traffic violation citations and prepare a short report.

We believe that adoption of this recommendation could reduce police involvement in this type of call by as much as fifty percent.

RECOMMENDATION 7. Consider billing each party involved for one-half of the cost of additional police services related to labor strikes (J, 70).

This recommendation applies only to the situation where full-time, on-site assignment of police officers is deemed necessary by the Department. In 1973, it cost the City approximately \$ 76,000 to assign officers to the site of labor strikes.

This type of service, generally, does not provide for the safety of the public, but rather for that of special interest groups. Accordingly, we believe consideration should be given to requiring each of the interest groups involved to reimburse the City for such service.

RECOMMENDATION 8. Use civilians rather than police officers to Drive the Mayor (K, 72).

The equivalent of two police officers was used to chauffeur the Mayor in 1973. We believe it would be more appropriate to use civilian chauffeurs, possibly retired or slightly handicapped individuals, rather than highly trained and costly police officers.

Adoption of this recommendation could save the City approximately \$ 15,000.

RECOMMENDATION 9. Reduce the staffing of parking meter collection and repair or contract for the service (L, 73).

The present authorized staffing is one police officer and two civilians. This function has been operating for several months with one officer and one civilian. We recommend that the permanent staffing be kept at two persons.

Based on current cost estimates, it will be economically feasible to contract for this service when contracting would replace a staff level of three. For a staff level of three, salary and employee benefits would be approximately \$ 35,800. We estimate the cost of purchasing the collection services to be approximately \$ 17,500. Approximately \$ 5,250 of salary and employee benefits cost for meter repairs brings the total cost to \$ 22,750, resulting in an annual savings of approximately \$ 13,050. An initial investment of approximately \$ 12,000 would be required to make physical modifications to the meters.

RECOMMENDATION 10. Conduct an intensive systems analysis to develop procedural improvements and determine staffing requirements for the warrant serving function (M, 77).

The Department believes that additional staffing may be required for this function. However, the Department is hesitant to add personnel, because of the absence of meaningful and accurate statistical information and the possibility that different locating and serving procedures might be appropriate. The decision is further complicated by wide fluctuations in the volume and patterns of parking violation warrants received recently.

If inadequate staffing results in a failure to serve certain warrants, the consequences and inequities are serious. On the other hand, adding personnel without proper justification might result in unnecessary cost. We recommend that an intensive systems analysis be performed to:

1. establish definitive guidelines and procedures for serving warrants,
2. determine the required staffing level,
3. consider increased use of clerical personnel, and
4. implement improved statistical reporting.

Subpoena serving should also be included in this analysis.

RECOMMENDATION 11. Reassign the officer assigned to the D.P.W. garage (Q, 84).

One officer functions as an expediter for police vehicles at the D.P.W. garage. The Department agrees that this assignment would not be necessary if the Department could be assured of priority servicing and quick turnaround time for police vehicles.

RECOMMENDATION 12. Transfer the issuance of licenses and permits, except pistol and bicycle, to the Department of Licenses and Inspections and reevaluate fee structures (V, 91).

With the exception of a few types where criminal activity investigations are required, the granting of licenses and permits is an administrative and revenue producing function. Accordingly, we recommend that this function, except for pistol permits and bicycle licenses, be transferred to the Department of Licenses and Inspections. Where criminal activity investigations are required before issuance, the Police Department can still conduct such investigations upon request.

The adequacy of fees charged for each type of license and permit should be reevaluated. The cost of police investigation and surveillance is one of the factors which should be considered in determining realistic fees.

RECOMMENDATION 13. Continue to shut off open fire hydrants (CC, 102).

The need to shut off open fire hydrants arises when children wanting recreational bathing or vandals open hydrants. Although this activity should not be necessary at all and should not be a police activity, we suggest that the police continue to provide this service. If another agency performed this service, special trips would be required and police accompaniment would be requested in some instances, anyway.

Actually, we believe that this activity could be virtually eliminated by initiating the City's recreational sprinkler program on a timely basis each year and by publicizing the severe danger to area residents, which the reduced pressure creates in the event of fire.

RECOMMENDATION 14. Limit police involvement
in parades to traffic and crowd control (GG, 107).

We believe that citizens do not demand or wish to pay for decorative accompaniment to parades by police. An undeterminable portion of the \$ 8,800 of overtime cost a year could be saved by limiting police involvement in parades to traffic and crowd control activities.

* * * * *

In addition to more detailed discussions of the recommendations just highlighted, a description of each of the services and activities studied is included in Section IV. Section V describes our recommendations for approaching the implementation of our recommendations.

II. INTRODUCTION

A. BACKGROUND, OBJECTIVES AND SCOPE

1. Background

Police departments have traditionally provided many non-criminal services to the public. Examples of such services include emergency health services, accident investigations, domestic disputes, traffic direction and lost or missing persons. As a highly visible, around-the-clock agency, the police department is the natural choice of the public to supply rapid response. Hence, it is quite understandable that many non-criminal services have evolved as police functions. This evolution has been facilitated in the recent years of bad publicity for the police and heightening tension between the police and the community, because many of the non-criminal services are considered to have a favorable impact on police-community relations.

The implications of the evolution to police departments of the provision of such non-criminal services are many. Since the services are provided without direct charge to the users of the service, the public tends to demand a high volume of the services. Of course, the taxpayer pays for the services. The implications, however, are much greater than finances. In many cases, the police are called upon to provide services for which they are not fully trained and, to be realistic, for which they are not likely to be fully trained for some time to come. Examples of such services include domestic disputes, other person-to-person or group-to-group conflicts and emergency health services.

Furthermore, to the extent that non-criminal services are provided, valuable resources are diverted from the crime-related activities of the police.

2. Objectives

The principal objectives of this project were to document and examine the present practices in the Hartford Police Department in regard to the provision of non-criminal services and to define and evaluate alternative methods and sources of delivering such services.

The nature of the project was not merely to analyze data, draw tentative conclusions and then speculate on better or different ways of providing the services listed above. Rather, the project was oriented to the development of recommendations for improvement which could reasonably be expected to be accomplished in the City of Hartford. Recognizing that too much emphasis on practical considerations can result in recommendations which tend to maintain the status quo, it was essential to balance the need to identify truly substantive and far-reaching recommendations for improvement with the need to avoid an overly theoretical study.

3. Scope

There are no standard definitions of "criminal" and "non-criminal" services. In the early stages of the project it was agreed that defining "non-criminal" services would be an academic task, and that a more practical approach would be to develop a list of specific services and activities to be included in the study. A preliminary list representing virtually all services and activities which could conceivably be considered non-crime related was prepared. This preliminary list was reviewed with Chief Thomas J. Vaughan, Assistant Chief James W. Heslin, Major Francis J. Kelliher, Major Theodore Napper, Mr. Joseph Callahan, Director of the Planning and Budget Division, and Mr. Francis Chiarillo, Manager of the Financial Section, and it was agreed that the following list of services and activities would be studied:

Call Code

1006 Special Details
1020 Door Checks
1021 Heat Complaints
1022 Hazardous Conditions
1023 Escort Duty
1024 Notifications
1026 Animal Disturbances
1040 Animal Bites
Traffic Direction
1030 Non-Injury Accident Investigation
Parking Meter Collection
1044 Mentally Ill Persons
- Support to Health Department
- Police Call
1051 Juvenile Left Alone
1052 Juvenile Complaint
1041 Sick Cared For
1042 Industrial Accidents
1071 Breach of the Peace
1072 Domestic Complaints
Intoxication Complaints
Lockouts
Court Liaison Officer
Subpoena Service
Warrant Service
Issuance of Permits
Vacation Houses
Fire Hydrants
Driving the Mayor
School Guard Crossing Assignments and Relief
Jail
Delivery of City Council Mail
Demonstration Activities on State or Federal Property
Servicing Police Vehicles
Strike Duty
Parades/Outdoor Entertainment

It was also agreed that the scope of study should include consideration of how certain services might be provided differently within the Department, as well as which services might be provided by other organizations. Consideration would also be given to additional functions within the Department which might be performed by civilian personnel.

The desires of Chief Vaughan and other members of the Department to review as many services, activities and alternatives as possible, resulted in the project having a broader scope than originally anticipated in the grant application to the Connecticut Planning Committee on Criminal Administration (CPCCA).

II. INTRODUCTION

B. PROJECT METHODOLOGY

The Hartford Police Department has a computerized "calls for service" system which collects and summarizes basic information on dispatched Patrol Division activities. This data collection system was reviewed from the answering of phone calls by complaint writers in the dispatch office right through the keypunching of data and the electronic processing of statistical analyses and reports. Other records systems which might possibly contain information useful for the project were reviewed. A data analysis methodology was developed for the project. This data analysis methodology is explained in greater detail in the next section (II. C) of this report.

In developing the data collection methodology, it was important to recognize the need to direct the limited consultant and Department resources available for the project to the services and activities with the greatest level of Department involvement and potential for improvement. A first major step, therefore, was to estimate the present total annual cost of providing each of the services and activities listed in the previous sub-section (II. A). This required the development of an estimated total cost for providing one hour of a patrol officer's service. The estimated cost per hour was then applied to the estimated annual hours devoted to each service and activity to arrive at the estimated annual cost for the service. It was necessary to use several sources of information such as the computerized calls for service system, various special files maintained for certain calls for service, daily manpower deployment records and information gathered in interviews with various Department personnel.

The most significant services and activities in terms of time involved and arrest percentage were then selected for more detailed analysis.

This analysis generally included the following steps:

- . Develop a more detailed description of the service.
- . Analyze the pattern of the service, i.e., time of day, day of week, month, average minutes per call and arrest percentage.
- . Perform special analyses of the nature of certain services and sub-services, as required.
- . Identify principal alternatives.
- . Evaluate principal alternatives.

A Project Steering Committee had been formed at the beginning of the project. The Committee consisted of:

- . Chief Vaughan
- . Chief Heslin
- . Major Napper (Project Director)
- . Mr. Callahan
- . Mr. Chiarillo
- . Mr. Paul Lanspery (City Budget Division)

The Committee was instrumental in identifying alternative methods for consideration by the Arthur Young consultant team. Alternatives were also identified based on our experience with other police departments, reviews of literature, discussions with other Hartford Police Department personnel and formal and informal polls of selected police departments.

Once a preliminary evaluation of the alternatives had been made by the consultant team, an outline report was prepared. The report prepared for discussion purposes was used to review costs, service patterns and the results of evaluating alternatives with the Steering Committee. The Committee's comments and suggestions regarding alternatives which warranted or required further investigation and potential obstacles, constraints or objections to implementation of feasible alternatives were solicited.

Further consideration was given to certain alternatives based on the Committee's comments and suggestions. An implementation plan was developed and a draft final report prepared. The draft final report and implementation plan were then reviewed with the Steering Committee and modified where appropriate.

II. INTRODUCTION

C. DATA ANALYSIS

1. Preliminary Data Analysis

The computerized "calls for service" data collection and analysis system contains basic information on each dispatched call for service and out of service assignment of the mobile patrol. The "call for service" designation is used for police responses to telephone requests for service from citizens and for responses initiated by the patrol officer for which he notifies the dispatcher. The "out of service" designation is used when the patrol vehicle or officer is considered to be off-line. Examples of out of service assignments include obtaining gas and other vehicle service, and lunch break.

While recognizing certain differences in the reporting of data resulting from differing interpretations of report preparation instructions and from situations encountered (for example, report writing is sometimes done prior to signing off a call with the dispatcher and sometimes after signing off) copies of computer reports of the calls for service and out of service were obtained and analyzed for the six month period January to June, 1973. Because the information was to be used as a guide to identifying services and activities warranting further study and to identifying general service patterns which would be just one of many factors considered in evaluating alternatives, the differences in reporting practices were not a serious limitation on the use of the data.

The basic analysis for each dispatched service selected to be studied included the following:

- . Number of calls by:
 - Day of week
 - Time of day
 - Month

. Number of calls by four methods of clearance, as follows:

- Unfounded
- Founded - no report required
- Founded - report required
- Resulted in arrest

- . Total time by month
- . Average time by month
- . Arrest percentage

Of course, the method of clearance and arrest percentage were not applicable to "out of service" calls. The number of calls and total time for the six months were then annualized by doubling the six month statistics or increasing by an estimated factor where it was known that the service was not provided on a year-round basis (for example, school crossing services).

An overall summary of the total time on patrol, on calls for service, out of service, and on preventive patrol (by subtraction) was prepared and reviewed with Department officials.

It was determined that the relative distribution of the total time to the three categories was reasonable based on previous similar summaries and the beliefs of Department officials. While not a highly precise proof, this summary and proof did provide "cold comfort" as to the reasonableness and completeness of the data used.

2. Development of Cost

To permit definition of the cost of providing certain services and activities and to enable later comparison of the costs of alternative methods of providing services, the cost per hour of a patrol officer's time was developed. It was determined that this cost should include a ratable portion of certain Department support activities such as communications and dispatch, training and supervision. These costs are just as much a part of providing services as is the cost of the responding patrol officer's time.

The cost information was developed using principally the budget for the fiscal year ended June 30, 1974. The cost of support activities such as training, administration and communications was pro-rated to the line operations (Patrol, Traffic, Investigation, Detention, and Special Services) on the bases deemed most reasonable in view of the nature of the cost. Once all Department costs were so pro-rated, the hours of available patrol time were developed and a cost per hour of service developed. All cost information, bases of pro-ration, assumptions and worksheets were reviewed with and approved by personnel of the Department's financial section. A summary showing the costs used, the allocation methods and the resultant cost per hour of service is included as Appendix A.

The cost per hour so developed was then applied to the total annual time for each service to develop a total annual cost. This total annual cost along with certain other criteria such as arrest percentages and subjective considerations were used to select those services and activities previously listed which would be studied in detail.

3. Special Data Analysis

Certain services selected for detailed study were not separate call numbers on the computerized system; others were general types of services which included several sub-services. Also, many services, because of their nature, required development of certain detailed statistical data in order to make a realistic evaluation of alternatives.

Once specific data elements were identified, data sources were identified and data analysis techniques developed. Wherever the number of records available was too large to permit 100 per cent examination, statistically valid samples were randomly selected and compiled from various manual records in the Department. In the few instances where desired information was not recorded or not recorded in a way which permitted ready retrieval, Department personnel were asked to estimate the data. Estimates

were obtained from more than one person, where possible, and reviewed with superior officers or personnel from other divisions and sections. All data and estimates pertinent to each service or activity being studied was included in outline reports of preliminary findings and recommendations. The outline reports were discussed with the Project Steering Committee and Committee members were specifically requested to consider the reasonableness of all data presented.

III.
PERSPECTIVE

III. PERSPECTIVE

To fully understand the purpose and scope of the study, it is essential to understand that the project did not attempt to address the philosophical question of what the role of a municipal police department should be in modern society. Also, it was not practical to conduct a survey of the needs or wants of the citizens of Hartford for police services. Rather, the study accepted the conventional and present attitudes and beliefs of the Department as to its role and the perceived need for service. Notwithstanding the general acceptance of present overall attitudes and beliefs, we did attempt to challenge and question these attitudes and beliefs on a service-by-service basis as part of the process of defining and evaluating alternatives.

Although each service studied in detail was analyzed and considered in terms of its cost, we fully recognize and have considered that in many instances intangible factors are of equal or greater importance. Some of the factors which were considered included community relations, Department morale, citizen expectations, relationship to other Department services and criticality of the service. As was expected, differing professional opinions about certain services and alternatives existed within the Department and between Department members and the Arthur Young consultant team. We have attempted to objectively document such differing professional opinions and judgements in this report, where appropriate, so that the issues may be better understood by the reader.

In our discussions with Department officials, we have pointed out the need to formally consider certain types of trade-offs when evaluating alternatives. Most of the present services exist because they have been requested or demanded by citizens. The way in which the services are staffed or delivered has in some instances evolved as the demand for such services increased. This study has provided the opportunity to step back, take an objective look and question certain explicit or implied basic assumptions.

It is important, therefore, when considering alternatives to certain services which might be considered of marginal value or to require limited special expertise to provide that tradeoffs be considered.

For example, the fact that virtually all requests are responded to because "we're there" detracts from the response time to more urgent, crime-related requests for service and from the amount of time available for crime prevention or detection activities. In responding to a very minor health problem call, the response time to a real health emergency may be increased. To the extent that Department efforts are directed to certain "marginal" services, scarce resources are diverted from other, more important areas which might result in better overall service to the City. Also, and we think of particular importance in view of trends and needs around the country, the fact that sworn officers are involved in certain relatively lower skill activities, detracts from the professionalism of the force and therefore from the opportunity to further improve compensation levels and attract the best possible candidates. Involvement in such activities also greatly under-utilizes the training invested in the sworn officer.

As explained above, the scope and nature of the areas to be studied was expanded during the initiation of the project. Certain major services have been studied, and the implications of certain alternatives are extremely far-reaching. Where complete study was not practical, we have described the alternatives to be further considered, the potential advantages of the alternative approach and a general description of how further study should be approached.

Certain of the alternative methods or approaches to service delivery that we have recommended be adopted or be studied further would result in lower cost (for example, civilianizing certain functions) or in completely eliminating certain functions. This creates several alternative opportunities ranging from realizing the potential cost savings to re-deploying the resources to other Department functions and activities. Our study scope could not and did not address the adequacy of the Department's staffing levels and organization or determine whether a reduction in the staffing of a specific function

should result in a reduction of the Department's total staffing. The following alternatives are available and have been discussed with or defined by Department officials:

- . Direct cost reduction from salary scale differentials and/or reduction of the size of the total force.
- . Reassignment of personnel to other Patrol Division, crime prevention, or line operations functions.
- . Use of the cost savings to add personnel in certain administrative functions.
- . Use of the cost savings to further upgrade the training and career paths within the Department.
- . Reallocation of savings and manpower to fund and staff further improvement activities in other areas.

This list of alternatives for realizing or reinvesting the cost and time savings is not exhaustive, nor are the individual alternatives mutually exclusive. Some combination may very well be the final result.

A final observation which will help place the entire project in perspective is the fact that the types of alternatives considered during the project have been considered on a continuous basis by the Department. Procedures have been changed in the past to reduce the involvement of the Department in certain non-crime related activities. What is different about this project is that it provided the resources to study and evaluate several areas at the same time.

IV.
FINDINGS AND RECOMMENDATIONS

IV. FINDINGS AND RECOMMENDATIONS

In Sub-section A of this section, we will review the cost per hour of providing police services in Hartford and then rank the services and activities studied in the order of their dollar cost magnitude. This rank order will be the order in which the individual services and activities are discussed starting with Sub-section D.

In Sub-section B we present certain overall statistical information which was developed and reviewed with many Department officers, managers and administrative personnel.

In Sub-section C we discuss certain administrative and philosophical alternatives which, if adopted, could reduce the amount of time spent on several services and activities.

Starting with Sub-section D we discuss the individual services and activities which were studied in detail. The general format will be to name the service and its estimated annual cost; state our recommendation; list any potential cost savings and benefits; and then discuss the rationale and justification for the recommendation. Where appropriate, we will also discuss other principal alternatives considered and any major concerns or differing professional viewpoints the Department's top management might have regarding the recommendation.

A. Cost of Police Service

It costs approximately \$ 15.60 per hour of service provided by one officer for the Patrol Division and approximately \$ 13.33 per hour for the Traffic Division. (Note: Appendix A provides a summary of the buildup of these costs.) These costs represent the total cost of services except for the cost of capital equipment and vehicle-related expenses. The principal reasons for the greater cost per hour for Patrol when compared to Traffic is the heavier concentration of superior officers' assignment and time allocation to Patrol and the higher cost of administrative and other staff services for Patrol. The estimated cost per hour of service for vehicle-related expenses was determined to be an

additional \$ 1.40 per hour. Because the buildup of vehicle-related costs required the estimating of several different types of costs and the analysis of records from several sources, all services were costed prior to the development of the vehicle cost. To avoid confusion in comparing this final report to interim working drafts which the Steering Committee members and other Department representatives have, we will continue to use a cost per hour of service which excludes vehicle-related expenses.

It is important to point out here that the annual costs in Appendix A of \$ 27,757 for a Patrol officer and \$ 23,749 for a Traffic officer do not represent the amount which could be saved by reducing a staffing level by one person. These costs include overhead costs (e.g. supervision and communications) which will not be reduced by reducing the staffing level by a moderate number. In computing potential savings, we have used only the total direct cost of salary plus employee benefits. We further note that the employee benefits costs are not included in the Police Department budget, but rather are budgeted in a separate fund.

The schedule on the following page rank-orders the services and activities studied using \$ 15.60 per hour for Patrol and \$ 13.33 for Traffic, except where noted otherwise, to cost the estimated annual time spent on the service and activity. Although certain calls are serviced by more than one officer, the information available did not facilitate the identification of those calls which were serviced by more than one officer. Therefore, all costs of services presented assume that one officer responded, and are therefore minimum costs.

SUMMARY OF ESTIMATED ANNUALIZED COST OF SERVICES

(In Order of Dollar Magnitude)

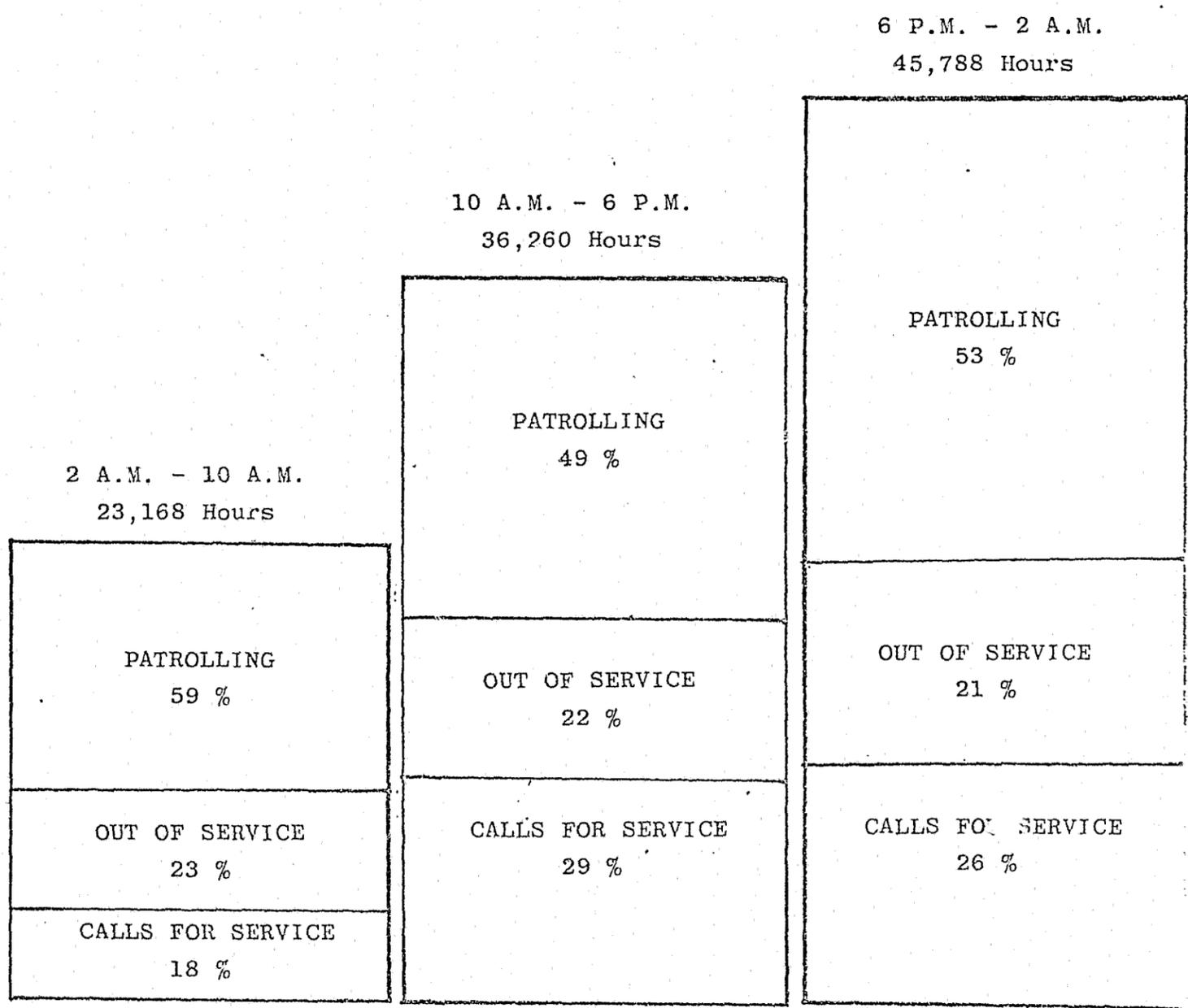
CODE	DESCRIPTION	ESTIMATED ANNUALIZED COST	REPORT SUB-SECTION	PAGE
	Traffic Direction	\$ 697,000 (1)	D	41
	School Crossing Assignments	433,000 (2)	E	46
	Jail	304,000 (3)	F	52
1071	Breach of Peace	137,000	G-1	55
1072	Domestic Complaints	28,000	G-2	56
1006	Cruiser Maintenance	123,000	H-1	60
1006	Cruiser Repair	15,000	H-2	65
1030	Non-injury Traffic Accidents	87,000	I	66
	Strike Duty	76,000	J	70
	Driving the Mayor	55,000	K	72
	Parking Meters	44,000	L	73
	Warrants	33,000 (4)	M	77
	Subpoena	27,000	N	79
1041	Sick Cared For	30,000)	O	80
1042	Industrial Accidents	9,000)	O	80
1040	Animal Bites)		P	82
1027	Animal Dead Body)	35,000	P	82
1026	Animal Disturbances)		P	82
	Officer Assigned to DPW Garage	24,000	Q	84
	Juvenile Left Alone	24,000)	R	85
	Juvenile Complaints	2,000)	R	85
	Court Liaison Officer	16,000	S	87
1006	Special Details	16,000	T	88
1073	Intoxication Complaints	16,000	U	90
	Issuance of Permits	14,000 (4)	V	91
1024	Notifications	11,000	W	94
1022	Hazardous Conditions	10,000	X	95
1021	Heat Complaints	5,000	Y	97
1020	Open Doors	3,000	Z	99
1044	Mentally Ill Persons	3,000	AA	100
	Escort Duty	1,000	BB	101
	Open Fire Hydrants	Not Determinable	CC	102
	Lockouts	Not Determinable	DD	104
	Vacation Houses	Not Determinable	EE	105
	Demonstration on State and Federal Property	Not Determinable	FF	106
	Parades/Outdoor Entertainment	Not Determinable	GG	107
	Delivery of Mail	Not Determinable	HH	109

- (1) Both Patrol and Traffic
- (2) Patrol and Traffic, plus civilian crossing guards at their salary, plus one supervisor.
- (3) Direct salary and out-of-pocket costs only - no allocated costs included.
- (4) Sworn personnel only - excludes cost of civilian clerks.

B. Overall Statistical Data

The overall statistical data from the January to June, 1973 analysis of calls for service was developed principally to provide a basis for an overall review of the reasonableness of the data analyzed. The summary chart on the following page was prepared and reviewed with Department officials and the Steering Committee. Because the overall information and relationships agreed with previous similar studies, Department officials believed that the January to June period was representative.

CRUISER TIME AVAILABLE *
January - June, 1973



To demonstrate the type of statistical analysis performed on each call for service and out of service, we present the following summary for the January to June, 1973 period.

	TOTAL ALL CALLS	CALLS FOR SERVICE	OUT OF SERVICE
1. NUMBER OF CALLS	106,512	60,444	46,068
AVERAGE MINUTES PER CALL	28.1	26.6	29.9
ARREST PERCENTAGE	6	11	-0-
2. TIME OF DAY	%	%	%
2 a.m. - 10 a.m.	19	16	23
10 a.m. - 6 p.m.	37	39	35
6 p.m. - 2 a.m.	44	45	42
Total	100%	100%	100%
3. DAY OF WEEK	%	%	%
Sunday	13	14	13
Monday	14	13	15
Tuesday	14	14	16
Wednesday	14	13	15
Thursday	14	14	14
Friday	15	15	14
Saturday	16	17	13
Total	100%	100%	100%
4. MONTH OF YEAR	%	%	%
January	16	16	17
February	15	15	15
March	17	17	17
April	17	17	17
May	17	17	16
June	18	18	18
Total	100%	100%	100%

* Assumes that all cruiser assignments are filled and that cruisers respond to all calls.

This detailed analytic data was included in preliminary outline reports of findings and recommendations and reviewed with the Steering Committee. The information is not repeated in this report, except where statistical information or service patterns influenced our recommendations.

C. General Approaches

In Sections D through HH we will be discussing and making recommendations pertaining to specific services and activities. In this Section, we recommend consideration of two overall approaches - one called "Closer Screening" which would reduce the number of police responses made to requests for non-crime related and non-emergency situations; and a second called "Stacking" which would reduce both the total number of responses and the amount of inter-sector responses to calls.

While both of these approaches might be considered a reduction in service, it is important to recognize that the reduction in the number of responses or in response time would be only for non-essential services or non-emergency situations. By adopting one or both approaches (note: adopting "Stacking" would require "closer screening") average response times to emergency and essential services could likely be reduced. Also, given a fixed level of staffing, an increased amount of time would become available for crime prevention activities.

The scope of the study did not permit a complete study of the general feasibility of either alternate approach. We document our preliminary thoughts here because we believe serious consideration should be given to these two alternate approaches. Such consideration is particularly warranted at this time, because many questions are being raised throughout the country in regard to the effectiveness of conventional approaches to the strategic and tactical deployment of patrol forces. New concepts being discussed and implemented on experimental bases will require that an increased amount of patrol time during certain high-crime periods of the day be directed to crime prevention and surveillance activities.

1. Closer Screening

Our observations while accompanying patrol officers on calls for service and comments made by several patrol officers suggest strongly that many responses to requests for services serve no useful purpose, and/or could be handled by phone, and/or could be avoided by closer screening of calls. We recognize the difficulties experienced by the complaint writers in the Dispatch Office with difficulty to understand requests, terse and incomplete information, and even prank calls, but believe that there are many instances where closer screening would be effective.

One way of evaluating the feasibility of reducing responses to non-essential or non-emergency services would be to select recorded phone requests for certain call codes which include designated types of non-essential services and examine the disposition and any reports related to the selected calls. Alternatively, the analysis could start with the reports and work back to the recorded request. It might be necessary to have responding officers prepare special reports during a test period, because very often reports would not be submitted for the very types of calls for which responses would be reduced by closer screening.

If closer screening is adopted, special training will be required for the complaint writers. Also, for certain types of services, such as medical calls, a set list of questions would be developed with the assistance of a medical expert, perhaps, to ensure that proper questions are asked. In any event, a failsafe policy should be adopted. Specifically, if the requestor insists or there is any possibility that an emergency exists, an officer should be dispatched.

It should be noted that the Department has already successfully adopted closer screening procedures for certain types of services such as "sick cared for" and many types of calls related to civil matters.

2. Stacking

The basic concept of stacking is that for requests for certain types of non-essential or non-emergency services an officer is dispatched immediately only if an officer or cruiser assigned to the sector from which the call originates is available. Otherwise, the call is placed "in a stack" based on specified priorities and is dispatched in its priority order when an officer or cruiser in that sector becomes available. It is interesting to note that in some cities where stacking is used, it is even used for certain types of crime-related calls where a rapid response is not required to protect citizens or property or to increase the chances of solving the crime.

Virtually every police department is forced to stack at one time or another during periods of exceptionally high demand for service and during bad weather or other disasters. While the concept sounds most appropriate for cities with a large geographic area, our research revealed that a city with a population of approximately 275,000 in a 36 square mile area (a density quite similar to Hartford) has used stacking for almost two years. Reduction in the total number of responses was not a principal reason for adopting the approach, but a reduction in dispatched responses to certain types of calls has resulted.

To further explain how stacking might work, we now discuss the four levels of stacking by quoting from a general order issued by the above-mentioned department.

"The following guidelines should be considered as examples and are to be advisory in nature. It is important that dispatchers exercise their discretion where good reasons exist for dispatching in a manner contrary to the guidelines developed in this policy statement.

I. Priority

Always dispatch a crew immediately, regardless of crew's assignment. Give to nearest crew available - emergency or semi-emergency basis.

- * Officer in trouble
- * Homicides
- * Serious assaults where further threat exists or serious injury has occurred.
- * Violent disturbances involving weapons.
- * Personal injury
- * Serious personal injury accidents
- * Any act of violence involving serious injury.
- * Serious felony in progress (alarm or call-in) Example:
 - Rape
 - Robbery
 - Aggravated Assault
 - Breaking and Entering (B & E)
 - Purse Grabbing
 - Arson
- * Violent mental cases
- * Serious illness or injury
- * Man down - cause unknown

II. Priority

- A. Dispatch as soon as beat crew becomes available - "top of the stack." The sound exercise of discretion may require, on occasion, that a crew other than the beat crew be dispatched to handle one of these calls; and the dispatcher should so exercise his authority in such instances.

B. If no crew is available for dispatch within 30 minutes of the receipt of the request, the complainant is to be recontacted and advised of our situation and asked if a crew is still required. If no crew is still required, the dispatch card may be stamped "NCA". If a crew is still requested, the card will be retained in category II.

- * Part I crime - investigation and report
- * Dead body investigation where no question of life exists
- * Requests from City Commissioners
- * Bomb threats
- * All Part II crimes
- * Personal injury
- * PI accidents with no serious injury
- * Serious traffic tie-ups caused by:
 - Traffic control malfunction
 - Disabled vehicle
 - Property damage only accidents
 - Wires down - hazardous conditions
- * Missing or abandoned children under age 16
- * Fire where traffic post and/or equipment security is needed

III. Priority

- A. Beat crew is to respond if they become available within two hours of the receipt of the request for service.
- B. If one hour has passed and no crew has been dispatched or is likely to be dispatched within the two-hour time period, the complainant is to be recontacted and advised of our situation and asked if a crew is still requested. If upon being contacted, the complainant no longer requests a crew, the dispatch card may be stamped "NCA". If a crew is still requested, the card is to be retained in Priority category III for an additional two-hour period.

- * Non-violent mental cases
- * Disturbances - no violence or injury involved
- * Prowler
- * Shots heard
- * Property damage accidents and hit and run complaints - no traffic problem or injury reported
- * Drunks

IV. Priority

A. Beat crew or Neighborhood Assistance Officer unit is to be sent only if available at the time the call is received. If no crew is available to respond, the dispatch card may be stamped "NCA".

- * Noise complaints
- * Non-criminal juvenile complaint
- * Act as peace officer
- * Assist citizen - no danger involved
- * Animal complaints and non-serious animal bites
- * Fire where traffic is no problem and equipment not in jeopardy

B. Referrals to be made, if possible, and beat crew or Neighborhood Assistance Officer to be sent if available and necessary.

- * Miscellaneous parking complaints - card to beat crew to check as time permits
- * Broken water pipes - Water Department
- * Odor of gas - Power and Light Company
- * Trees down - Parks and Recreation Division
- * Wires down (non-hazardous) - Power and Light Company
- * Dangerous driving act - alert crews in district on air
- * Suspicious persons and vehicle - alert crews in district on air
- * Ambulance call - Fire Department
- * Criminal information - refer to detectives
- * Missings, age 16 and over - call evaluator to make complaint or refer to Juvenile Unit."

Of course we are not suggesting that this particular procedure or order of priorities would be appropriate for Hartford. Also, it is obvious that successful implementation of the stacking would require closer screening by the complaint writers.

D. TRAFFIC DIRECTION RELIEF/TRAFFIC DIRECTION
AND ENFORCEMENT ASSIGNMENTS

ANNUAL COST - \$ 697,000

RECOMMENDATIONS:

1. Patrol Division should continue to provide traffic direction relief, as long as such activity does not interfere with more essential services.
2. Continue to periodically reevaluate the need for regularly scheduled Patrol Division traffic functions, giving specific consideration to having private companies provide traffic and pedestrian direction services for themselves.
3. The need for each of the fixed traffic direction posts of the Traffic Division should be reevaluated, and only the absolutely essential posts, if any, should be retained.
4. Reevaluate the assignment and scheduling of all Traffic Division personnel, including the motorcycle and accident investigation units.
5. Replace sworn officers providing certain traffic direction services with civilians or a special class of officer.

POTENTIAL SAVINGS:

- 1. Reduce downtown fixed traffic posts \$ 0 - \$ 104,000
- 2. Reduce other Traffic Division assignments, including motorcycles \$ 0 - \$ 74,000
- 3. Replace sworn officers with civilians or special officers Not determinable

PRINCIPAL BENEFITS:

- 1. Possible cost savings
- 2. Closer matching of assignments and posts to actual needs
- 3. Increased professionalism of the uniformed force

DISCUSSION:

The cost of \$ 697,000 is explained as follows:

· Call Code 10-06 (Computer Code 11-05) - Patrol Division Relief	\$ 48,000
· Estimated time of Patrol Division spent on scheduled traffic direction, but not recorded as call code 10-06:	
- Monday through Friday	61,000
- Saturday	13,000
- Sunday	16,000
· Traffic Division:	
- 7 downtown posts	166,000
- 15 motorcycle men, net of time spent in Keney Park	298,000
- Miscellaneous	95,000
	\$ 697,000

The amount of Patrol Division time spent on scheduled traffic direction and traffic direction relief is quite large. However, it is important to recognize that Patrol Division time is not really any more expensive than that of the Traffic Division

and that the Patrol officers providing traffic direction can be redispached in the event of a higher priority request for service. Accordingly, we recommend that the Patrol Division continue to provide such service, subject to continuing reevaluation of the need for the regularly scheduled activities. The Department has been trying to reduce the Patrol involvement in scheduled traffic direction activities. We recommend that this effort continue and that more companies should be encouraged to provide this service for themselves.

It has been a long-standing tradition in the police profession to assign uniformed officers to fixed traffic posts. However, improvements in mechanical traffic signals and advances in traffic engineering and management have reduced the need for such posts. Some advances in traffic control were designed specifically to permit a replacement of the police officer assigned to fixed traffic control. In Hartford, the police department has made excellent progress over the years in significantly reducing the number of officers assigned to fixed traffic posts. We recommend that this trend be continued and that consideration be given to eliminating the remaining seven fixed traffic posts presently staffed between the hours of 10:00 A.M. and 6:00 P.M., Monday through Friday. We believe that these posts might not be necessary for the following reasons:

- 1. They are not staffed during the peak traffic period of 7:00 A.M. to 8:30 A.M.
- 2. There are other foot and mobile patrol officers available to handle exceptional traffic congestion which may occur in these intersections.
- 3. These intersections are controlled with mechanical traffic control devices.

The total cost of providing this service is \$ 166,000 (\$ 104,000 if only salaries and fringe benefits are considered). We recommend that the City reevaluate the need for each of the fixed traffic posts. Traffic and/or Patrol Division personnel

could be selectively dispatched to intersections when major congestion problems are experienced.

The Department's motorcycle unit includes 15 men whose principal duties include traffic enforcement, selective enforcement, patrolling Keney Park and providing for crowd control during demonstrations and disorders. The specific location of activities changes quite frequently, with the enforcement duties directed at hazardous intersections and locations based on reported accidents. The basic schedule is as follows:

3 men - 7:00 A.M. - 3:00 P.M. - Monday - Friday
9 men - 10:00 A.M. - 6:00 P.M. - Monday - Friday
3 men - 10:00 A.M. - 6:00 P.M. - Tuesday - Saturday

This schedule places all 15 men on duty from 10:00 A.M. to 3:00 P.M. on Tuesday through Friday. During the late spring, summer and early autumn months, the equivalent of six of the men are assigned to patrol Keney Park on a seven-day a week basis.

The assignment of the entire unit during certain hours of four days of the week and the ability to divert six of the 15 men to Keney Park during certain months, suggests the appropriateness of reevaluating the staffing level of this unit. We recommend that the assignment and scheduling of the motorcycle unit be reevaluated. Specific consideration should be given to using auxiliary personnel and summer cadets with radios in Keney Park to supplement a lower level of motorcycle assignments.

While certain of the Traffic Division activities require special skills and training, many of the Traffic Division functions do not require the background and training required for other police functions. Generally, the present method of staffing the Traffic Division is to transfer sworn officers from the Patrol Division. Because of the less complex nature of certain Traffic Division activities, we recommend that consideration be given to hiring lower-paid civilians or establishing a special class of officer for the less complex functions.

The several recommendations just made and those included in Section I concerning non-injury motor vehicle accident investigations strongly suggest the need for an overall study of the deployment and staffing patterns of the Traffic Division. The major steps would include:

1. Observe duties performed and traffic patterns
2. Relate present deployment and staffing to various statistics related to traffic volumes and calls for service
3. Identify and evaluate alternate staffing and deployment patterns and levels
4. Recommend functions to be performed and staffing levels
5. Describe job qualifications and training requirements; considering the possible use of civilians or a special class of officer
6. Develop a scheduling and statistical system for management

E. SCHOOL CROSSING ASSIGNMENTS

ANNUAL COST - \$ 433,000

RECOMMENDATIONS:

1. Reevaluate the standards used to establish school crossing posts.
2. Hire additional civilians to provide relief to the regular civilian crossing guards.
3. Replace sworn officers regularly assigned to school crossing duty with additional civilians.
4. Consider greater reliance on student traffic guards and walk lights to reduce the number of paid civilian guards.
5. Consider transferring administration of the school crossing guard program to the Department of Education.

POTENTIAL SAVINGS:

- | | |
|--|------------------|
| 1. Reevaluate the standards used to establish posts | Not determinable |
| 2. Hire additional civilians for crossing guard relief | \$ 22,256 |
| 3. Replace sworn officers with civilians | \$ 71,694 |
| 4. Consider greater use of student traffic guards | Not determinable |
| 5. Transfer administration of program to Department of Education | Not determinable |

PRINCIPAL BENEFITS:

1. Reduced costs
2. Job enrichment for the uniformed force
3. Streamlined organization and coordination requirements

DISCUSSION:

The cost of \$ 433,000 has been developed as follows:

· Call Code 10-06 (Computer Code 11-06) - School Crossing Guard Relief by Patrol Division	\$ 26,000
· Patrol Division walking beat men	55,000
· Regular Traffic Division assignments:	
- 6 officers at fixed posts because of school crossing (salary and employee benefits costs)	89,000
- One overall supervisor for school crossings (salary and employee benefits costs)	17,000
- 86 civilian personnel (salary plus employee benefits costs)	246,000
	<u>\$ 433,000</u>

The allocation of the full cost of the six traffic officers may be questioned, because they do not spend their entire day or the entire year on school crossing duties. We believe that such allocation is appropriate, for there is general agreement that such full-time assignments would not have been made if the school crossing duties were not required. While some might still think that this results in an overcosting of this service, we point out that the temporary assignment of other walking beat men and of scooter men is not included in the cost. At any rate, it is fair to say that the cost of school crossing assignments is of a magnitude in excess of \$ 400,000.

There are a number of factors which should be explored when examining the delivery of school crossing guard service in a community. Consideration should be given to the responsibility for ensuring the safety of school children on the way to and from school; to the cost of delivering this service; and to the degree of service which should be provided.

There are varying degrees of service which can be provided at school crossings. A police officer can be assigned to the post, resulting in the highest degree and cost of service; a civilian crossing guard can be assigned, offering the next highest degree and cost of service; or a student traffic guard can be utilized, offering the lowest degree of cost and service. Assisting a student to cross an intersection with a green light, or when otherwise safe to do so, does not require a high degree of service except in exceptionally hazardous intersections. Some major cities do not provide school crossing direction at all, while many use student traffic guards and/or civilian guards. Few major cities in the country today utilize regular police officers as school crossing guards on a regular basis.

We believe that it is unnecessarily costly to have police officers provide school crossing direction and control. When the police provide this service, either they must deplete their manpower resources to cover for the absent guards, or they must increase staff on shifts during periods when school crossing guard relief may be needed. Such staffing would also result in an excess of manpower on duty while school is in session during the day. In addition to being costly, it is a severe underutilization of the training and abilities of the uniformed force. We make two specific recommendations to eliminate or greatly reduce police involvement:

1. Hire additional civilians to provide relief to the regular civilian crossing guards.
2. Replace Patrol Division walking beat men and Traffic Division officers assigned principally

because of school crossing requirements with civilians.

The computation of potential savings from adopting these two recommendations is quite complex, so we will explain it here:

The cost of School Crossing Guard Relief by the Patrol Division (Call Code 10-06) and beat men) represents approximately 5,200 hours of Patrol Division time. Using an annual salary of \$ 11,357 for a patrol officer plus fringe benefits of 30.4% or \$ 3,452, results in annual salary cost of \$ 14,809, divided by 1,775 hours (the average actual hours worked after allowing vacation, holiday, and leave) results in an hourly cost of \$ 8.34. The comparable hourly cost for civilians guards is \$ 4.06 per hour. Multiplying the differential cost of \$ 4.28 (\$ 8.34 - \$ 4.06) times the 5,200 hours suggests a potential annual reduction of \$ 22,256. The actual realization of this potential cost reduction would, of course, be dependent on the ability to reduce Patrol Division assignments by the 5,200 hours.

The present salary and employee benefits of the six traffic officers at fixed posts is approximately: $6 \times \$ 14,809 = \$ 88,854$.

Assuming each post were staffed with a civilian guard at the present average annual cost of \$ 2,860 (salary and fringe benefits) equals a cost of: $6 \times \$ 2,860$ or \$ 17,160, resulting in a net potential savings of \$ 71,694.

We were informed that school crossing traffic posts were initially selected based on the number of students crossing the intersection and

the potential traffic hazard created by the immediate environment. Additional school crossing posts have been assigned as the result of pressure from parents or community officials, but only after study by the Department. We recommend that an annual study be made of the need for each school traffic post and that new posts be added based only upon firmly established criteria and standards. When making an evaluation of an existing or proposed post, consideration should also be given to the redirecting of students from relatively low-volume crossings to the higher-volume crossings. This function could be performed by student traffic guards.

We further recommend that specific criteria, standards and guidelines be established for selecting sites as school crossing guard posts. In establishing these guidelines, serious consideration should be given to evaluating the need for crossing guards for grades 7, 8 and 9 and assessing the feasibility of eliminating the crossing guards at certain intersections with walk-control lights. Such intersections might be controlled by the lights and the older student traffic guards.

We believe that the responsibility for assuring the safe movement of children to and from school must be shared between the police, the schools, and the children's parents, where possible. The minimum police responsibility should be ensuring that school children receive annual training in traffic safety practices, and that an adequate control and direction system is adopted to ensure that the traffic accident risk to children is minimal. The responsibility for administering and staffing such a system is not necessarily a proper function of the

police. A principal alternative would be to have the school system administer and staff the school crossing services.

Perhaps the most important arguments for school system administration and staffing would include the following:

- .. It would minimize the need for coordination between the police and school departments.
- .. The school system would be more aware of schedules and the required timing for crossing services.
- .. The cost of such crossing services would more appropriately be included in the school budget.
- .. The supervision of the student traffic guards program would be facilitated.
- .. There would be less tendency to use the relatively more costly police personnel for relief or understaffing situations.
- .. The requirement for year-round staffing of police positions for a service which is only required approximately 38 weeks a year would be eliminated.

Should the function be transferred to the Department of Education, we recommend that the Police Department retain responsibility for training.

A final decision on such an organizational alternative could not be made without considering the impact and problems it might have on school administration. We believe that there are potential cost and intangible benefits to such an alternative. Accordingly, we recommend that the Police Department initiate discussions with the Finance Department and the Department of Education to further pursue the transfer of all school crossing direction responsibilities, except training and education, to the School Department.

F. JAIL

ANNUAL COST - \$ 304,000

RECOMMENDATION:

Consider purchasing jail services from the State of Connecticut Department of Corrections and discontinuing the jail operation at 155 Morgan Street.

POTENTIAL SAVING:

\$ 125,000 - \$ 200,000

PRINCIPAL BENEFIT:

Cost reduction

DISCUSSION:

The cost of \$ 304,000 includes only salary and other direct, out-of-pocket costs which could be eliminated if the jail were discontinued. In other words, the cost does not include Department overhead which could not be reduced by closing the jail. The cost also does not include heat, light and power or the cost or value of the building space used. A summary schedule of the cost for three shifts, seven days a week, is as follows:

Personnel Costs of Salaries and Employee Benefits

. 1 Warden, 1 Assistant Warden	\$ 146,200
. 1 Booking Sergeant	85,400
. 1 Matron	45,700

Other Direct Expenses, principally the police surgeon and food for detainees

	26,700
	<u>\$ 304,000</u>

The City jail, located in the same building as the Police Department, is used to detain prisoners from the time of arrest until arraignment. The maximum number of nights of detainment is three (Friday, Saturday, and Sunday for those arrested Friday P.M.) while the most common detainment is one night.

The average number of detainees has been declining because of diversion and other pilot and continuing programs aimed at reducing the number of arrestees who are imprisoned. The average daily census ranges from 15 to 20, but this is expected to decline to 10 to 15 as the diversion programs are fully implemented.

The staffing of a jail requires a station-manning approach; i.e., a fixed, minimum level of staffing is required for a rather broad range in the number of detainees. This is the situation in Hartford where a complement of four is considered to be the basic staffing required. The minimum required staffing level results in a rather high cost, especially when viewed in relationship to a declining detainee population.

We recommend that the City of Hartford give serious consideration to closing its jail and purchasing the required, short-term detention services from the State of Connecticut which also operates a short to medium-term detention facility within the City. The present cost and average census provides the opportunity to accomplish a significant savings. It is believed that the State could provide the required services with a relatively small increase in staff. This provides the City the potential to purchase the detention services at a cost per detainee day that would be attractive to the State, yet result in a significant saving to the City.

While an accurate estimate of the potential savings to the City cannot be made at this time, we would estimate that this potential could be in the magnitude of \$ 125,000 to \$ 200,000.

Because of the magnitude of the potential savings, we recommend that the Department immediately commence discussions with the State Department of Corrections. Before the City jail can be closed, it will be necessary to develop various procedures and agreements, including the following:

1. Booking and fingerprinting prisoners.
2. Records requirements.
3. Purchase of services cost/fee justification.
4. Alternate detention facilities, in the event of mass arrests.

G - I: - 10-71 - BREACH OF PEACE

ANNUAL COST - \$ 137,000

RECOMMENDATION:

Continue to provide this service, but screen out calls where the Police cannot contribute a useful service.

POTENTIAL SAVING:

Not Determinable

PRINCIPAL BENEFIT:

Increased time available for other duties

DISCUSSION:

See G-II following

G - II: -10-72 - DOMESTIC COMPLAINTS

ANNUAL COST - \$ 28,000

RECOMMENDATIONS:

1. Continue to provide this service.
2. Make greater use of referrals to social services agencies.
3. Consider adopting a "consent slip" to permit the Police to make referrals to social services agencies.

POTENTIAL SAVING:

None

PRINCIPAL BENEFIT:

Referral of individuals to a more appropriate social service agency

DISCUSSION:

Breach of peace and domestic complaints are discussed in one section because certain similar types of calls are classified under the two different call codes and because certain identical calls, e.g., a family dispute, might be dispatched under either call code because the individual reporting the incident is unsure of the nature or individuals involved in the dispute.

The total annual cost for both of these services is somewhat understated. The months of May and June showed the highest incidence of both services for the first six months of 1973. The police have indicated that these are both warm weather services, whose incidence would be highest in July and August. Doubling the first six months' statistics, therefore, has most likely resulted in an understatement of the total annual cost. Because a greater annual cost would not affect our recommendations, no attempt

was made to more accurately annualize the costs. It should also be noted that two officers are usually dispatched for domestic complaints calls, and that the cost of \$ 28,000 is for just one officer responding.

An analysis of a sample of reports on file for breach of peace showed the following:

<u>DESCRIPTION</u>	<u>% OF CALLS</u>
Noise and Disturbance	51
Property Damage	21
Landlord - Tenant Disputes	8
Juvenile Related	5
Intoxication Related	3
Weapon Involved	1
Other	11
	<u>100%</u>

We know of no municipal police agency in this country that does not respond to this type of complaint on a routine and regular basis. The need for handling this type of case is reinforced in Hartford by the fact that 21% of these cases involve property damage, and 8% involve landlord-tenant disputes which can become assaults and an additional 51% are for suspicious or bothersome noises.

Our discussions with Department personnel indicated that many breach of peace and domestic complaints calls for service were received well after the completion of the incident. These late calls sometimes result because the caller wants an official record or report of the incident made.

We believe that improved screening of breach of peace (all types) and domestic complaint calls could reduce the officer time required to respond to non-essential calls. In some cases, referral of the call to an officer at the Police Station might be appropriate.

Approximately 32% of domestic complaint calls are reported initially by the caller as involving violence. One out of eight of the "violence" calls reported that a weapon was involved. Another 9% of the domestic complaint calls investigated resulted in arrest. A total of 41% of all calls, therefore, were either reported as having violence or resulted in arrest. It is generally well known among police professionals, that domestic complaint calls are one of the two or three most common police activities which result in assaults or shootings of police officers. While many theories have been advanced as to the reasons for this, the fact remains that intervening in domestic disputes is dangerous.

Based on the above facts and reasons, we recommend that the Hartford Police Department continue to respond to domestic complaint calls. Police professionals have, however, recognized that the police officer is generally not adequately trained or qualified to solve the complex, underlying social and emotional problems which lead to the need for police intervention in domestic disputes. The Hartford Police Department recently completed a pilot program which tried new approaches to training officers and establishing guidelines for the use of discretion in handling domestic complaints. The Department is evaluating the impact and results of this pilot program.

Family problems which result in domestic complaints to the police can best be dealt with by trained social workers or family counselors. To staff the police department with social workers, or to assign domestic counselors to work with the police might result in an improved quality of service, but would be very costly.

We recommend that all Hartford police officers be trained to identify specific family conditions which can be dealt with by existing social service agencies, and to refer the participants in domestic complaints to these agencies.

It has been suggested that copies of police reports relating to family fights could be forwarded to various social service agencies for follow-up action. However, the forwarding of such information without the consent of the individuals involved may be challenged as a violation of the rights or privacy of the individuals.

We recommend that the Department consider adopting a "consent slip" which the individuals could sign giving the Police authority to initiate a call or visit by an appropriate social service agency.

H - 1: - 10-06 - CRUISER MAINTENANCE (Computer Code 11-09)

ANNUAL COST - \$ 123,000

RECOMMENDATIONS:

1. Obtain routine maintenance at DPW garage only when gas tank reaches one-quarter level.
2. Consider purchasing six-cylinder engine vehicles.
3. Establish guidelines on the use of air conditioners.

POTENTIAL SAVINGS:

1. \$ 27,000 - \$ 35,000 worth of officers' time
2. Lower cost of vehicles
3. Less gasoline usage and possibly lower repair costs

POTENTIAL BENEFITS:

1. Possible cost reduction
2. Increased time available for crime prevention activities
3. Energy conservation

DISCUSSION:

Cars are scheduled to visit the Public Works garage based on the number of hours on the line. During each visit a DPW employee fills the gas tank and checks the oil, water, and battery. Time in this category includes the aforementioned maintenance, travel time and some personal time of the officers.

A sample of calls in this category revealed the following frequency of calls and the average number of gallons per call:

	Number of Cars	Daily Trips		Average No. of Gallons
		Sched-uled	Actual	
<u>Patrol Cars</u>				
24 Hours	16	2	2.0	14.00
10-6; 6-2	11	1	1.2	11.18
6-2	7	1	1.0	11.25
Total	<u>34</u>			
<u>Superior Officers' Cars</u>				
24 Hours	3	}	1.2	11.79
10-6; 6-2	4			
6-2	3			
Total	<u>44</u>			12.83

In the schedule on the following page, we show calculations of the percent of trips to the garage which we estimate could be eliminated if cars did not go there until they had one-quarter of a tank remaining. Police Department and DPW personnel were unsure as to how many vehicles held 22 gallons and how many held 24 gallons, therefore we computed potential savings for both size tanks.

	Patrol Cars			Superior Officers (All Shifts)	Total
	24 Hrs.	10 - 6 6 - 2	6 - 2		
Present Number of Vehicles	16	11	7	10	44
Present Average Number of Trips Per Day	2.0	1.2	1.0	1.2	N/A
Present Vehicle Trips Per Day	32.0	13.2	7.0	12.0	64.2(a)
Present Average Gallons Per Trip	14.0	11.8	11.3	11.8	12.8
Daily Gas Usage in Gallons	448.0	155.8	78.8	141.5	824.1
Number of Trips if 3/4 of Tank Per Trip:					
22 Gal. Tank = 16.5 Per Trip	27.2	9.4	4.8	8.6	50.0(b)
24 Gal. Tank = 18.0 Per Trip	24.9	8.7	4.4	7.9	45.9(c)
Percent Reduction in Trips:	Present Trips	Trips if 3/4	Difference	Present Trips	Reduction In Trips
22 Gallon Tank	(a)64.2	(b)50.0	= 14.2	÷ 64.2	= 22.1 %
24 Gallon Tank	(a)64.2	(c)45.9	= 18.3	÷ 64.2	= 28.5 %

Applying the percent reduction in trips to the total annual cost results in the following potential reduction in the value of officer time spent visiting the DPW garage:

	Current Annual Cost	Potential Percent Reduction	Time Available For Patrolling
22 Gallon Tank	\$ 123,000	22.1 %	\$ 27,000
24 Gallon Tank	123,000	28.5 %	35,000

As noted previously, some portion of the current annual cost, and therefore some portion of the potential savings, represents personal time of the officers. We are not suggesting that such time would or necessarily should be eliminated, but we do believe that it would be better if such personal time were spent in the assigned area where the officer can still be available to handle situations which may arise.

Several other alternatives were considered, including:

- . Fueling vehicles from a tanker truck
- . Fueling vehicles from the fire station pumps
- . Installing a tank at the Police Station
- . Purchasing fuel from designated private filling stations throughout the City.

These alternatives were previously studied and rejected by the City because of potential problems related to implementation.

While we believe that the first two of these alternatives are quite feasible, we recognize that there are certain obstacles and difficulties to implementation and that some time would be required for implementation. Obstacles and difficulties would include:

1. ensuring that other service requirements such as oil, battery and water checks are met,
2. settling conflicts which would arise related to union contract requirements, and
3. possibly creating additional congestion and parking constraints around the Police Station.

Accordingly, we recommend that the policy of refueling only when tanks reach the one-quarter full level be adopted as soon as possible.

The recommendation to consider six-cylinder vehicles as a fuel and time-conservation measure would reduce the speed and quickness of vehicle pursuits in certain situations. However, we understand that high-speed chases are increasingly being discouraged by police forces across the nation, as is the case in Hartford. The benefits of some increase in the apprehension of suspects is weighed against the increased safety hazards to officers and civilians. Also, the increased mileage of a six-cylinder vehicle would not only decrease the number of stops at the DPW garage, but would reduce gasoline usage during the current energy crisis.

The same considerations of reducing trips to the DPW garage and fuel consumption apply to the recommendation to develop guidelines for the use of air conditioners. Applying the same refueling and fuel conservation guidelines to other Department vehicles would increase the benefits from these recommendations.

H - II: - 10-06 - CRUISER REPAIR (Computer Code 11-08)

ANNUAL COST - \$ 15,000

RECOMMENDATION

None

POTENTIAL SAVINGS

None

POTENTIAL BENEFITS

None

DISCUSSION:

The 11-08 computer code is used for time spent on emergency repairs. The amount of time spent is small and we see no realistic alternatives.

I. 10-30 - NON-INJURY MOTOR VEHICLE

ACCIDENT INVESTIGATION

ANNUAL COST - \$ 87,000

RECOMMENDATIONS:

1. Continue to respond to the scene of non-injury traffic accidents.
2. Limit assistance or investigation to law-enforcement and traffic safety matters.
3. Shorten the investigations.
4. Consider increasing the fee charged to insurance companies for accident investigation reports.
5. Reevaluate the staffing and deployment of accident investigators in the Traffic Division.

POTENTIAL SAVINGS:

1. \$ 43,000 worth of time
2. Undeterminable increase in revenue

PRINCIPAL BENEFITS:

1. Cost reduction/increased revenue
2. More time available for essential services

DISCUSSION:

The cost of \$ 87,000 represents the estimated annual cost of Patrol and Traffic Division officers' time for investigating non-injury traffic accidents.

State statute requires that the individuals involved file a report with the State Department of Motor Vehicles when damage to any one vehicle exceeds \$ 400.00 or when any personal injury results. The Hartford Police are conducting a full investigation of such accidents, even though not required to by statute. This is considered to be a service to both the resi-

dents of the City and the insurance industry. The average time to investigate and report an accident is 51 minutes.

We believe that police officers should continue to respond to the scene of non-injury traffic accidents for the following reasons:

- . To ensure that no one is injured.
- . To restore the normal flow of traffic.
- . To assist motorists by arranging for cars to be towed or rendering other emergency services.
- . To collect summary traffic accident information for use in identifying traffic engineering improvements, selective traffic enforcement requirements, traffic accident prevention programs, and traffic safety training programs.
- . To obtain sufficient information to support the issuance of a traffic ticket and subsequent conviction of persons who have violated traffic regulations.

We believe that the costly time of police officers should not be expended on non-injury traffic accident investigations to obtain information for use in civil actions involving the drivers, or in assisting insurance companies to settle claims. This belief is further enforced by Connecticut's "no-fault" insurance program.

The police can fulfill their law-enforcement and traffic safety responsibilities as discussed above without completing an in-depth traffic accident investigation or preparing a lengthy report.

We recommend that police in Hartford should respond to the scene of all traffic accidents, ensure that no one is injured, restore the normal flow of traffic, assist motor-

ists, issue citations in cases where there has been an obvious violation of law, and obtain the following information:

- . The name, address, and driver's license number of all persons involved.
- . Description of the vehicles involved.
- . Day of week, time, place, and apparent cause of the accident.
- . Sufficient facts to convict for violations of law in those cases where a citation will be issued.

A short report form similar to the Investigating Officer's Report presently used by the department should suffice to collect and record this information.

We would expect that adoption of this recommendation could reduce by approximately one-half the amount of time presently required to handle non-injury traffic accidents, without significantly reducing the percent of accidents for which traffic citations are issued.

Because of the high costs per investigation of approximately \$ 13.26 (51 minutes at \$ 15.60 per hour), we suggest that consideration be given to increasing the \$ 6.00 fee now charged to insurance companies for accident investigation reports.

The Department presently has an accident investigation unit of twelve selected based on proven ability in accident investigations. They investigate all fatal accidents, the more serious accidents, and when available, the less serious accidents. Two men are assigned from 8:00 A.M. to 12:00 midnight, and one man from midnight to 8:00 A.M., seven days a week.

While the reduction in assignments on the midnight shift is obviously a recognition of the reduced number of accidents, the fixed assignments suggest that assignments might be more closely related to the incidence of serious accidents. In Section "D" above, where we discussed Traffic Direction, we recommended that a major study be made of the deployment and staffing patterns of the Traffic Division. The accident investigation unit should also be included in such a study.

J. STRIKE DUTY

ANNUAL COST - \$ 51,000 - for the eight month period January - August, 1973. (Estimate \$ 76,000 annualized.)

RECOMMENDATION:

Consider billing each party involved 50 % of the cost of police services provided.

POTENTIAL SAVINGS:

\$ 76,000 increase in revenue, based on 1973 experience

PRINCIPAL BENEFIT:

Reduced costs

DISCUSSION:

The normal procedure for policing strikes is for increased attention to be paid by the officer(s) assigned to the area. In the majority of cases, this is sufficient. Extra policemen are assigned to those instances when, in the professional judgment of the Hartford Police Department, they are necessary to prevent trouble. Such assignment will be triggered by incidents of violence or potential violence, or a complaint from one side or the other about threatening phone calls or other forms of harrassment. The \$ 51,000 cost for the eight-month period was the result of only four strikes.

It is unfortunate that taxpayers must finance costs related to private disputes between a relatively small number of participants. We believe that it would be more appropriate to charge the parties involved for the police services required. It may be argued that a 50 % charge to each participant might be inequitable in certain circumstances. However, we believe that it would be a fairer allocation than the present system which forces all citizens to pay the costs involved.

We have considered an alternative to this recommendation whereby police protection to be billed to the parties would be provided only when one or both parties request it. However, this was rejected because the parties might jeopardize the safety of themselves or third parties by refusing police protection on financial considerations. Therefore, we believe that the decision to assign or not assign additional officers must be left to the professional judgment of the Hartford Police Department.

Implementation of the above policy would likely require a favorable ruling by the Hartford Corporation Counsel or revision to the City's statutes. We recommend the Hartford Police Department initiate appropriate action to seek such a ruling or statute revision.

K. DRIVING THE MAYOR

ANNUAL COST - \$ 55,000

RECOMMENDATION:

Replace police drivers with civilians.

POTENTIAL SAVING:

\$ 15,600

PRINCIPAL BENEFIT:

Cost reduction

DISCUSSION:

The cost of \$ 55,000 represents the full cost including overhead of this service. The use of highly trained and relatively highly paid police officers to drive the mayor is not an efficient utilization of resources. Requests to provide a driver for the mayor are irregular and unpredictable and result in scheduling and deployment problems for the Department.

We recommend that uniformed police officers no longer be used as chauffers. Because of the irregular pattern of demand for this service, it might be appropriate for the City to hire slightly handicapped or retired persons or unemployed civilians with the proper qualifications. This would not only remove this service from the Police Department and reduce costs to the City, but would also have other obvious social benefits.

The salary and fringe benefit cost per hour worked for a patrolman is approximately \$ 8.34 (assuming 1,775 working hours per year). Assuming part-time chauffers could be employed at, for example, \$ 4.00 per hour, results in an hourly cost differential of \$ 4.34 per hour. Applying this \$ 4.34 per hour to the approximate 3,600 hours estimated for driving the mayor in 1973, indicates a potential saving in the magnitude of \$ 15,600 per year. This potential does not include an estimate for any reduction in Police Department overtime or any reduction in the amount of chauffer service.

L. PARKING METER COLLECTION AND REPAIR

ANNUAL COST:

Collection	\$ 37,750
Repair	6,250
Total	<u>\$ 44,000</u>

RECOMMENDATIONS:

1. Reduce the staffing from two to one civilian.
2. If staffing is not reduced to one civilian, subcontract the collection function.
3. Transfer responsibility for this service to the Department of Finance.

POTENTIAL SAVINGS:

\$ 13,000

POTENTIAL BENEFITS:

1. Cost reduction
2. More appropriate organization of collection functions

DISCUSSION:

The budget presently calls for one police officer and two civilians to handle the parking meters. The cost of \$44,000 includes \$23,000 for the full cost (including overhead) of the Traffic Division officer plus \$21,000 for the salary and fringe benefits costs of the two civilians. The officer's duties can be segregated into three areas as follows:

A. Parking Meter Collection

- . Drive the station wagon for the civilians and supervise them as they collect.
- . Assist in collections when short of manpower.
- . Prepare the sheets of comparative statistics showing collections by zone. These sheets are kept on file until reviewed by the city auditor.
- . Bag and deposit the money daily.

B. Parking Meter Repair

- . Supervise repair of damaged meters.
- . Assist in repair when short of manpower.

C. Other

- . Determine areas of the city to be worked by the meter maids.
- . Assist in tagging vehicles, especially when meter maids encounter difficult citizens in certain areas.

The collection and repair tasks have been performed successfully for several months with one officer and just one civilian. Accordingly, we recommend that the permanent staffing be reduced from two civilians to one civilian, at a cost saving of approximately \$10,500.

We contacted two other New England cities of about the same size as Hartford - Springfield and Worcester, Massachusetts - to gather data to assist in determining if subcontracting collection to an outside vendor might be economically feasible. The estimated information in the table following was obtained from appropriate officials and reports of the cities.

<u>City</u>	<u>Number of Meters</u>	<u>Annual Contractor Collection Cost</u>	<u>Approximate Annual Revenue</u>	<u>Repair Handled By</u>
Hartford	1,200	\$ See Below	\$ 180,000	Police
Springfield	1,200	18,000 to 20,000	115,000	Traffic Department
Worcester	1,200 to 1,400	15,000 to 17,000	207,000	Police

Private contractor costs shown above do not include the cost of repair. If Hartford were to subcontract the collection, and retain a part-time repairman for the four man-hours daily estimated to be needed, maximum potential savings in direct costs would be as follows:

	<u>1 Civilian</u>	<u>2 Civilians</u>
<u>Present Salaries and Fringe Benefits:</u>		
1 Officer	\$ 14,800	\$ 14,800
Civilians	10,500	21,000
	<u>25,300</u>	<u>35,800</u>
<u>Less:</u>		
Future cost of one civilian, half time for repairs	(5,250)	(5,250)
	<u>20,050</u>	<u>30,550</u>
Cost eliminated by use of subcontractor	20,050	30,550
Estimated cost of subcontract collection (based on other cities)	17,500	17,500
	<u>17,500</u>	<u>17,500</u>
Estimated annual savings potential	<u>\$ 2,550</u>	<u>\$ 13,050</u>

This potential savings computation assumes that the officer's other duties such as meter-maid supervision could be absorbed by other Department personnel.

The private collection contractors will not service a city unless the meters have a sealed container which prevent the individual collector from touching the money. Hartford does not presently have such meters, and would have to pay an estimated \$ 12,000 for them, according to a vendor of such devices.

Weighing the estimated annual potential saving of \$ 2,550 (1 civilian) or \$ 13,050 (2 civilians) against the initial outlay of \$ 12,000 results in very different tentative conclusions. If the city reduces its staff from two civilians to one, the annual potential savings of approximately \$ 2,550 from subcontracting results in savings equalling the initial capital investment in approximately 4.7 years. This would appear to be a marginal choice between using city personnel or an outside vendor. If the staff remains at two civilians, the annual savings will exceed the initial capital investment in the first year, strongly suggesting the use of an outside contractor. Accordingly, if the permanent staffing remains at two civilians, we recommend that the city seriously consider subcontracting the collection functions, resulting in an estimated annual savings of \$ 13,000.

We further recommend that responsibility for meter collection and repair be transferred to the Department of Finance. While no significant saving can be attributed to such a transfer, we believe that a finance department would be a more appropriate organization than a police department to perform such collection and financial activities.

M. WARRANTS

ANNUAL COST - \$ 33,000

RECOMMENDATION:

Conduct a more intensive systems analysis to develop procedural improvements and determine staffing requirements.

POTENTIAL SAVINGS:

Not determinable

PRINCIPAL BENEFITS:

1. Equitable serving of warrants
2. Realistic staffing level

DISCUSSION:

The cost of \$ 33,000 represents the direct salary and fringe benefits cost of two full-time detectives assigned to serving warrants. The cost does not include any Department or Division overhead or secretarial or clerical support which is provided at times.

The absence of time and statistical records or accurate estimates precluded the development of specific recommendations. We do believe, however, that a brief discussion of the problems perceived by Department management is appropriate. We were informed that the staffing level of two detectives might not be sufficient to serve the number of warrants to be received in the near future. However, statistics and time and control records were not available to indicate the nature or severity of offenses or the amount of time spent on different types of warrants. Thus, there is insufficient information available to determine the adequacy of the present systems or staffing, without a major analytical effort.

If, in fact, present staffing is inadequate, it is possible that warrants which could be served are not being served. Such a failure to serve would result in unjust and inequitable treatment of offenders. On the other hand, it is reasonable to relate the amount of effort to serve a warrant to the seriousness of the offense. Firm guidelines for the actual procedures to use and the degree of effort to expend on different types and different ages of warrants do not exist.

The serious implications of not serving warrants and the increased cost that would be experienced by adding personnel to this function, strongly suggest that a more intensive study should be made of the warrant-serving functions in the Department. Such a study should include:

1. documenting present practices and procedures,
2. developing various statistical analyses,
3. evaluating alternative practices and procedures,
4. establishing definitive guidelines and procedures for locating offenders and serving warrants,
5. implementing improved statistical and control records,
6. evaluating the greater use of clerical or civilian assistance, and
7. determining the staffing level required.

Such a study would require three to four hundred hours of systems analysis time.

N. SUBPOENAS

ANNUAL COST - \$ 27,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

The cost of \$ 27,000 represents the annual cost of one full-time officer assigned to serve subpoenas. At one time, individual officers were given subpoenas to serve on people in their area. This, however, did not work out satisfactorily. At present, the one officer is used to serve subpoenas. Even though it is a full-time assignment, the officer is available to the Department for higher priority duties which might become necessary. The present arrangement appears to be producing satisfactory results. We recommend, therefore, that the Department continue to provide this service.

However, it was recommended in the discussion of warrants that the Department work towards a system of closer control over warrants to be served. Including subpoenas in a system such as the one described therein may reduce the amount of time spent serving subpoenas.

O. 10-41 - SICK CARED FOR/
10-42 - INDUSTRIAL ACCIDENTS

ANNUAL COST - \$ 39,000

RECOMMENDATION:

Continue to provide these services, but screen out calls where the police cannot contribute a useful service.

POTENTIAL SAVING:

Not determinable

PRINCIPAL BENEFIT:

Increased time available for other duties

DISCUSSION:

Generally, when a request for medical assistance is received at HPD, a private ambulance and then a police cruiser are dispatched. Some screening of these requests for service has been done for several years and has resulted in a reduction in the time spent on these calls by the Department. The police believe that there are community and public relations benefits which result from police response to real medical needs.

Transportation by ambulance is required in 93% of those instances where "sick cared for" and "industrial accident" calls are handled. In 6% of the instances, the police officer is required to provide some first aid. In a vast majority of cases, the aid given is oxygen. Where no first aid is required, the responding officer's principal role is to first survey the need for first aid and then stand by until the ambulance has left.

While complete data is not available on the nature or seriousness of medical problems handled, we were told of many instances where the medical requirement appeared to be not

serious and to not really require ambulance or emergency transportation. It is interesting to note that police dispatching of an ambulance is one of the factors considered by the State Welfare Department in determining the necessity of ambulance services provided to eligible recipients of medical assistance. If the ambulance is police dispatched, there is, generally speaking, a presumption of need. Of course ambulance transportation is the most expensive method of medical transportation.

The potential benefits in terms of reduced police responses or increased use of less expensive modes of medical transportation for publicly aided patients cannot be quantified at this time. We do, however, recommend that:

1. The police continue to respond to "sick cared for" and "industrial accident" requests,

BUT

2. That closer and more formalized screening procedures be used to further reduce the number of police responses.

We are not suggesting that less service in terms of arranging transportation be provided, but rather that there are many instances where the Police can arrange for appropriate transportation without dispatching an officer.

This recommendation is particularly relevant in view of the fact that all ambulance personnel must have Emergency Medical Technician Level I training by January 1, 1974.

If a formalized screening questionnaire is to be used, a medical expert should assist in its development and possible in the training of complaint writers in its use. Also, as mentioned in Section C, above, when discussing the overall concept of closer screening, the present failsafe policy of "always respond when a caller insists or when in doubt" should be continued.

- P. 10-40 - ANIMAL BITES
- 10-27 - ANIMAL DEAD BODY
- 10-26 - ANIMAL DISTURBANCES

ANNUAL COST - \$ 35,000

RECOMMENDATIONS:

1. Continue to provide these services.
2. Reschedule Animal Control Officers to reduce Patrol Division involvement in animal complaint cases.
3. Implement a system of time reporting and statistical information for the Animal Control Officers.

PRINCIPAL BENEFIT:

More Patrol Division time available for essential services

DISCUSSION:

The cost of \$ 35,000 is made up of \$ 11,000 of Patrol Officers' time responding to calls for service and \$ 24,000 for two civilian Animal Control Officers (ACO's).

The ACO's are both assigned from 8:00 A.M. to 4:00 P.M., five days a week. This results in three days a week where both ACO's are on duty at the same time. Our analysis of the various animal-related calls for service showed that approximately 44% of the calls serviced by uniformed personnel were between 10:00 A.M. and 6:00 P.M., and another 43% were between 6:00 P.M. and 2:00 A.M. These calls were fairly evenly distributed through the seven days of the week.

Despite the nuisance nature of most animal-related duties, it is conventional that Police Departments provide these services. Because of a lack of alternatives, we recommend that the Hartford Police Department continue to provide these services.

Some members in the Department believe that it might be appropriate to add another ACO. This has been suggested for consideration because of the growing national problem created by a rapidly increasing population of homeless cats and dogs and because of the uniformed officers' involvement in animal-related services. Although we attempted to evaluate the need for another ACO, we were unable to make a conclusion because of the absence of activity records and statistics for the present ACO's activities and because of conflicting opinions stated by Department personnel. We do recommend that:

1. consideration be given to rescheduling the ACO's so that they do not both work at the same time, and
2. a simple activity log and statistical report for the ACO's be implemented so that a decision concerning the need for an additional ACO can be made in the near future.

Q. OFFICER ASSIGNED TO D.P.W. GARAGE

ANNUAL COST - \$ 24,000

RECOMMENDATIONS:

1. Remove the officer from the D.P.W. Garage.
2. Develop a simple scheduling and follow-up system on vehicles requiring extensive maintenance or repair.
3. Alternatively, replace the officer with a civilian.

POTENTIAL SAVINGS:

\$ 24,000 worth of time

PRINCIPAL BENEFITS:

1. Cost reduction
2. More time available for essential services

DISCUSSION:

This police officer is assigned to the garage full-time. His principal duties are to ensure that Department vehicles are serviced and returned to operations as soon as possible. He also provides liaison for outside body repair work.

Police Department officials believe that this officer is required at the garage, but agree that such assignment would not be necessary if they could be assured of adequate turnaround time by the garage.

We recommend that this officer be removed from this assignment. The Department's present system of recording vehicles sent to the garage for repair or other major service should be modified to provide prompt follow-up to assure that Police vehicles receive appropriate priority. If an individual is to remain assigned to the garage, the individual should be a civilian.

R. 10-52 - JUVENILE COMPLAINTS/
10-51 - JUVENILE LEFT ALONE

ANNUAL COST - \$ 26,000

RECOMMENDATION:

Continue to provide these services.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFITS:

None

DISCUSSION:

The above cost estimate is for the time of Patrol Division officers to respond to calls for service. \$ 24,000 for Juvenile Complaints and \$ 2,000 for Juvenile Left Alone.

Founded juvenile complaint calls are referred to the Youth Services Division (YSD) who, in turn, may issue a warning, or refer the juvenile either to a social service agency or juvenile court. YSD also provides counseling services to juveniles.

The incidence of arrest is negligible. The following was found to be the nature of Patrol Division calls coded "C" (report was founded, but no arrest required), where juveniles are involved.

	<u>PERCENT</u>
Disturbance	47
Missing and Runaway	23
Malicious Mischief	19
Other	9
Left Alone	2
	<u>100%</u>

Most of the juvenile complaint calls fall in the first three categories - disturbances, missing and runaway children, and malicious mischief. Although the incidence of arrest is negligible, we believe that these types of calls require police attention. Also, the opportunity for the police officer to present himself, and his profession in a positive light to young people when responding to these complaints should not be lost. Additionally, when dealing with these calls, police officers may be able to identify neighborhood youngsters who may later become involved in criminal activity, or who are in need of special attention at the present time.

It is not a police function to provide babysitting service for juveniles who have been left alone by their parents. The Hartford Police Department has recognized this fact, and now refers such cases to the Protective Services Division of the State Welfare Department. However, some arrests do result for abandonment or abuse and police officers are required to stay with the abandoned youngsters until the arrival of State personnel. The cost to the HPD is minimal, and the present practice appears reasonable.

CONTINUED

1 OF 2

S. COURT LIAISON OFFICER

ANNUAL COST - \$ 19,000 (Salary and Employee Benefits)

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFITS:

None

DISCUSSION:

Connecticut law requires the City of Hartford to provide a police officer to Circuit Court 14 to facilitate coordination between the Court and the Police Department.

One Lieutenant is assigned as the Court Liaison Officer on the day shift, five days per week, Monday through Friday. His duties include the following:

1. Arrives early to pull records of all accused persons appearing in court that day.
2. Notifies all officers who are to appear in court that day.
3. Reviews all prosecutors' reports.
4. Obtains from prosecutor all warrants requested by the HPD.
5. Does NOT act as a guard in court nor as a transporter of the accused.

Cooperation by the police with the courts is necessary for the smooth functioning of the criminal justice system. For this reason alone, we believe that this liaison assignment is necessary. In addition, the officer keeps HPD involvement to the necessary minimum by assisting arresting officers to avoid procedural delays which would lengthen their court room time.

T. 10-06 - SPECIAL DETAILS

ANNUAL COST - \$ 16,000

RECOMMENDATION:

Fill out an "Out-of-Service" card for every 10-06 call.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

More complete and accurate records

DISCUSSION:

Department procedures indicate that each 10-06 call for service should have a separate Out of Service card prepared for it. It was found, however, that this is not done in every case. A sample of these cards which had been prepared were reviewed and found to be of the following nature:

	<u>PERCENT</u>
Undeterminable (lack of information on card)	32
Misclassification (should be some other call for service)	16
Pick Up	14
Go For or Meet Other Police	9
Lockout	8
Assist Another Unit	8
Chauffer	4
Follow-Up	3
Escort	3
Other	3
	<hr/> <u>100%</u> <hr/>

Due to the varied nature and incompleteness of information, it was impossible to make any overall conclusions regarding this category of service, except that record keeping should be improved. Certain of the types of services provided are discussed in other sections of this report.

U. INTOXICATION COMPLAINTS

ANNUAL COST - \$ 16,000

RECOMMENDATIONS:

1. Continue to utilize the diversion program.
2. Continue to provide this service.

POTENTIAL SAVING:

Not determinable

PRINCIPAL BENEFIT:

Increased Patrol time available for other duties

DISCUSSION:

A detoxification center opened in Hartford in October, 1973. At present the facility has a limited capacity but has been used by the HPD as a viable alternative to arresting persons with an alcohol problem. It is hoped that the detoxification center will be expanding in the future. As its capacity increases, it will be able to relieve the department of a larger number of cases.

It is hoped that this diversion of alcoholics from the criminal justice system will not only relieve the HPD from detaining these persons but will prove to be a step in the right direction towards rehabilitation, thus reducing the number of persons arrested over and over again.

It is recognized that there may, at times, be criminal action involved in an intoxication case and situations where police intervention is required for the safety of the intoxicant or others. For this reason, and because total time involvement is not great, the police should continue to respond to these requests for service.

V. ISSUANCE OF PERMITS AND LICENSES

ANNUAL COST - \$ 14,000

RECOMMENDATION:

1. Transfer the issuance of all licenses and permits except pistol permits and bicycle licenses to the Department of Licenses and Inspections.
2. Determine the adequacy of fees charged for various licenses and permits.

POTENTIAL SAVINGS:

\$ 7,000 at HPD, offset by similar increase at Department of Licenses and Inspections

PRINCIPAL BENEFIT:

1. Improved assignment of administrative activities within the City
2. Possible increased revenue

DISCUSSION:

Historically, the HPD has been assigned the responsibility for issuing a wide variety of licenses and permits. These responsibilities have largely been assigned in connection with regulatory duties concerning activities of the person receiving the permit.

Today, with some exceptions, the issuance of permits and licenses is largely a taxing mechanism designed to contribute to municipal revenues. In these instances, the police may still be responsible for some regulatory activities or may be required to approve the activities to be conducted. For instance, the police should be alerted to the time, place and nature of special gatherings or performances, as they may be required to regulate traffic or the activities of persons attending the performance. However, the actual issuance of the permit and the collection of revenue is not a police function.

The responsibility for regulating the conduct of persons who must obtain permits does not require that the police be granted the authority to issue permits. In fact, the police are required to regulate a number of business activities and a wide variety of personal conduct for which no permit is required, or for which permits are presently obtained from the Department of Licenses and Inspections.

We recommend that most of the licensing and permit activities presently performed by the police be transferred to the Department of Licenses and Inspections. The police should continue to issue pistol permits because of the sensitive nature of this activity; and to issue bicycle licenses because this activity presents an opportunity for police officers to meet with young people in a positive way, and to conduct some traffic safety training.

When permits are issued by the Department of Licenses and Inspections, the Police Department should be notified. In some instances, such as when permits are issued for special events, the police should be allowed to make recommendations to the Department of Licenses and Inspections prior to the issuance of the permit. When transferring the responsibility, a master list of the types of licenses and permits should be prepared along with an indication of the police involvement and coordination required. Examples of the involvement and coordination might include the following:

- . None
- . Police investigation of applicant
- . Notify police of time and date
- . Copy of application to police

There would be no substantial cost savings to the City. We estimate that about half of the time used now by HPD (\$ 14,000 x 1/2 = \$ 7,000) would be saved and could be reallocated to other functions. However, it is assumed that an equal amount of time must be made available by the Department of Licenses and Inspections.

Also, we recommend that the fee structure for licenses and permits be reevaluated to determine the adequacy of fees charged. The cost of police involvement in the investigation of applicants and the later policing of events or activities should be considered when determining appropriate fees.

W. 10-24 - NOTIFICATIONS

ANNUAL COST - \$ 11,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFITS:

None

DISCUSSION:

Notifications refer to situations where a Hartford resident is arrested out of town and the arresting police department has been unable to contact the person's family. The HPD is requested to contact the family. This often entails sending an officer to the residence.

It is believed that the HPD should continue to provide this service due to the ability of department personnel to communicate an understanding of the situation to the family. Also, this is a reciprocal service which other departments perform for the Hartford Police.

X. 10-22 - HAZARDOUS CONDITIONS

ANNUAL COST - \$ 10,000

RECOMMENDATION:

Continue to provide this service; continue to refer calls to proper agency where possible.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

The table below illustrates the nature of hazardous conditions calls and the subsequent action taken by the responding officer. As shown, the nature of these calls varies greatly with respect to the particular hazard:

<u>Nature of Hazard</u>	<u>Percent</u>
Water	27
Traffic	18
Gas	11
Electricity	11
Pedestrian	6
Heat	6
Snow	2
Other	19
	<u>100%</u>

<u>Referral Made</u>	<u>Percent</u>
Public Utility	28
Owner	25
Hartford Fire Dept.	15
None	15
Other	11
City Yard	6
	<u>100%</u>

When the police are called to investigate hazardous conditions, the normal procedure is to investigate the hazard, notify the responsible agency (see referrals above) and then assist in the protection of the public, if necessary. Such assistance is often in the form of traffic or pedestrian direction in the area of the hazard. In Hartford the total cost for providing this service is low, and is easily justified when compared to the protection and service provided to the public. Complaint writers should continue to ascertain the extent to which police assistance is necessary and, where appropriate, refer the caller to the proper agency, without any police response.

Y. 10-21 - HEAT COMPLAINTS

ANNUAL COST - \$ 5,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

POTENTIAL BENEFITS:

None

DISCUSSION:

By law, landlords must maintain a temperature of at least 68° when the temperature outside is below 50°. Normally, violations are of a civil nature - the landlord has simply run out of oil.

In handling these calls, the officer takes the temperature inside with a specially designed thermometer issued during the cold months. If the temperature is below 68°, he first attempts to contact the landlord. If the landlord cannot be reached or will not cooperate, the officer calls the oil company which is on standby and arranges to have heat delivered immediately.

We were informed that there are also a very few cases in which the landlord simply refuses to raise the heat. In these cases an arrest might prove necessary.

We investigated various alternatives used in other cities and found none that could be realistically applied in the Hartford situation. The law does exist, and someone must answer these complaints. The total police time involvement is not significant. Referral of all calls to the Housing Code Enforcement Superiors without police response would still

require the police to make and follow-up on the referral.

While the police are not anxious to provide this service, they do ascribe some community relations benefits to it. We recommend that the Department continue to provide this service.

Z. 10-20 - OPEN DOORS

ANNUAL COST - \$ 3,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFITS:

None

DISCUSSION:

By nature, 10-20 Open Doors represent a routine part of the normal patrol activities conducted by police officers. Seventy-one percent of all door checks are initiated by the patrolman. The above cost represents only the time starting from the finding of an open door to the securing of the door by the owner or tenant.

Upon noticing an "open door" the patrolman will search the building for evidence of unusual activity. The officer then, as a matter of policy, attempts to notify the owner and requests that prompt action be taken to secure the building. The officer will usually stand by until the owner arrives.

This service serves as a deterrent to crime, helps to discover burglaries, and provides the Department with a positive community relations effect. We recommend that this service be continued.

AA. 10-44 - MENTALLY ILL PERSONS

ANNUAL COST: \$ 3,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

The cost of \$3,000 is an understatement, for mentally ill calls are actually dispatched under several other call codes including "sick cared for", "breach of peace" and "domestic disputes". The following comments are based on analysis of records and reports ultimately determined to be "mentally ill", irrespective of the call code used to dispatch.

Approximately 62 percent of the incidents resulted in a police service similar to "sick cared for" and "industrial accident", i.e. services limited to survey, arrange transportation and standby. However, in 32 percent of the cases, it was necessary for the police officer(s) to assist in the restraint of the "patient". In the cases requiring transportation, an ambulance was used 68 percent of the time and a police cruiser 16 percent.

The relatively minor involvement and the high incidence of the need for "patient" restraint strongly suggests that the Hartford Police Department should continue to provide this service. However, the general comments concerning closer screening of medical requests discussed above, would also apply to "mentally ill persons".

BB. 10-23 - ESCORT DUTY

ANNUAL COST: \$ 1,000

RECOMMENDATION:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

Escort duty involves visiting dignitaries or politicians who receive police escort. Although it is infrequent, it usually requires overtime staffing. It may appear to be ceremonial in nature but does add to the overall security afforded such visitors.

It has been suggested that the Hartford Police Department charge the federal government (or other agency involved) for these services. However, we believe that this is a courtesy afforded notable guests of the city and that any attempt to charge others would be contrary to established protocol between the various levels of government. Charging for such services is rarely if ever done in the United States today and we would not recommend that it be initiated in Hartford.

CC. OPEN FIRE HYDRANTS

ANNUAL COST:

Not determinable

RECOMMENDATION:

1. Initiate sprinkler program on a timely basis each year.
2. Publicize the potential danger to area residents.
3. Continue to provide the service.

POTENTIAL SAVINGS:

Not determinable

POTENTIAL BENEFITS:

1. Fewer incidents of opened fire hydrants
2. Safer conditions for area residents

DISCUSSION:

This type of service is required when residents, usually children, open fire hydrants in order to use the water for recreation. It has been necessary for the police to shut the hydrants off. There have been some incidents of mischievous and criminal behavior such as throwing rocks at policemen related to this service.

There have been many instances where area residents were unable to draw water into their homes because so many hydrants had been opened. Also, if a serious fire occurred, the pumping pressure could be inadequate, creating unnecessary exposure to both personal injury and property damage. Serious damage has been caused to roadways and automobile accidents have resulted as motorists directed vehicles around running or collecting water.

The City has a sprinkler program which attaches sprinklers to certain hydrants. Designated area residents have a key for use in opening the sprinklers for recreational purposes.

In 1973 a serious problem was experienced with open hydrants during the first few hot days in June. However, once the sprinkler program became fully operative, very few problems were experienced. While we recognize that no simple solution will be 100 percent effective, we recommend that earlier planning (selection and instruction of area residents who will turn sprinklers on and off) of the sprinkler program and more publicity to the serious implications of the open hydrants, if the problem is experienced again, should be accomplished in the future.

Much discussion was held regarding the responsibility for shutting off the open hydrants. The Public Works Department "owns" and maintains the hydrants, and, of course, the Fire Department uses them and would experience the problem of reduced pressure. We believe that implementation of our above recommendations will greatly reduce the problem. In view of the relatively small amount of time required for the police to shut the hydrants off, the short time period during which the problem was experienced in 1973, and the fact that they are often shut off during routine patrol tours of the area, we recommend that the police continue to provide this service.

DD. LOCKOUTS

ANNUAL COST:

Not determinable

RECOMMENDATIONS:

Continue to provide this service.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

A "Lockout" refers to an individual who has locked himself out of his residence. Data gathered in this area indicates that most calls for this service are dispatched as Special Details (1006). The frequency of this activity is estimated to be approximately one half-hour call every three days. It was noted that several of these calls occur late at night and that a large number of these callers are elderly.

In view of the above facts, we believe that the Hartford Police Department should continue to provide this community service, especially during the late evening or early morning hours. Complaint writers should, however, refer business hours callers to a locksmith.

EE. VACATION HOUSES

ANNUAL COST:

Unavailable (estimated to be minimal).

RECOMMENDATIONS:

1. Continue to provide this service.
2. Retain records for one year.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

Better records

DISCUSSION:

The checking of vacation houses is a community service performed by the Hartford Police Department. Residents of Hartford may contact the police and request that they periodically check their home while they are on vacation. Cruisers patrolling a given area are charged with the responsibility of checking houses in that area. The time required to perform this service is part of normal patrolling and may add to the crime deterrence effectiveness of the Hartford Police Department.

An active file of vacation houses to be checked is maintained by the desk sergeant. Once the resident has returned, however, the card is removed from the active file and destroyed. In addition, monthly check sheets are maintained by the patrolmen who check the house. These are also destroyed when the resident returns. It would facilitate Hartford Police Department record-keeping if, once inactive, all cards and sheets were matched and maintained for one year.

FF. DEMONSTRATIONS ON STATE AND FEDERAL PROPERTY

ANNUAL COST:

Due to the infrequent and irregular nature of this type of situation, annual costs cannot be estimated.

RECOMMENDATION:

None

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

Although some questions of jurisdiction and command authority have risen in the past, the Department does not spend much time on this service and does not consider it a problem.

GG. PARADES/OUTDOOR ENTERTAINMENT

ANNUAL COST:

Total not determinable. Total cost would include approximately \$ 8,800 of overtime costs.

RECOMMENDATION:

Continue to provide services aimed at crowd control - discontinue services aimed at decorative accompaniment.

POTENTIAL SAVINGS:

Not determinable

PRINCIPAL BENEFIT:

1. Reduction in overtime costs
2. Improved utilization of personnel for more essential services
3. Increased professionalism for the sworn officer

DISCUSSION:

In reviewing this service, it is necessary to distinguish between parade/outdoor entertainment services designed to provide direction and control of large groups of people and those designed to add decorative accompaniment to a public gathering.

We believe that the allocation of police manpower for crowd control is an activity which should be provided by the Department because it contributes to the public safety. The basic objective in these situations is maintenance of order.

We further recommend that the Department should discontinue or reduce its decorative accompaniment to parades and like activities. Whereas it was once fashionable for the local police department to participate in such public gatherings, we believe that the public no longer demands, nor do they expect, this participation to the same extent. Such activities also subject the

Department to verbal harassment and detract from the professionalism of the sworn force.

The overtime cost represents the salary and employee benefits cost for officers assigned on an overtime basis, specifically for parade and outdoor entertainment events. Records do not show how much of this cost was for traffic control and how much for decorative accompaniment, therefore, we cannot estimate the savings which could result from eliminating or reducing decorative accompaniment.

HH. DELIVERY/PICKUP OF MAIL

ANNUAL COST:

Not determinable

RECOMMENDATIONS:

1. Revise ordinance to eliminate requiring police delivery to City Council members of notices of special meetings.
2. Continue other mail services as presently performed.

POTENTIAL SAVINGS:

None

PRINCIPAL BENEFIT:

None

DISCUSSION:

Delivery and pickup of routine Hartford Police Department mail is performed by employees in the city's mailroom. This appears to be the most effective method of performing this service and should continue.

Parking tickets are delivered daily to City Hall by a Hartford Police Department patrol cruiser. This ensures prompt and accurate transmittal of parking tickets from the Department to the Tax Collector's Office and should continue.

Miscellaneous errands, some of a critical nature, are performed by the downtown area cruisers when they are available. These errands include delivering messages and documents to City Hall. We were informed that there is not a significant amount of time spent on such errands.

A City ordinance requires that a representative of the Chief of Police must deliver a warrant (notice) for special meetings of the City Council to each Council member, the City Manager, and the Corporation Counsel. We recommend that consideration be given to rescinding this ordinance and allowing telephone notification by another appropriate City department to suffice.

V.

APPROACH TO IMPLEMENTATION

V. APPROACH TO IMPLEMENTATION

As with any undertaking, the first step in planning the implementation of the recommendations included in Section IV is to establish an appropriate organization. We recommend that the Project Steering Committee which has already contributed so much to this project become an Implementation Committee. We further recommend that a representative of the City Manager's Office replace the Arthur Young project director on the Committee, and that Mr. Lee Cogswell, the Department's Personnel Manager, and Major Francis Kelliher become members of the Committee. The Committee's composition would then include:

- .. Major Francis Kelliher, Patrol
- .. Major Theodore Napper, Patrol
- .. Lieutenant Biaggio Rucci, Planning
- .. Mr. Francis Chiarillo, Fiscal
- .. Mr. Lee Cogswell, Personnel
- .. Mr. Paul Lanspery, City Finance Department
- .. Representative of City Manager's Office

Chief Vaughan and Assistant Chief Heslin should both be ex-officio members and continue to actively participate in Committee meetings.

The Implementation Committee's first duty would be to recommend to the Chief assignments and/or approaches for the further study and implementation of all recommendations included in this report. Where major special projects are required for further study or implementation, the Committee would identify potential internal and external sources of manpower and funding resources. Where external funding is required, individual Committee members should be assigned responsibility for contacting grantor or other funding agencies and preparing grant applications. These activities must be carefully coordinated with the Department's Planning and Fiscal sections.

As further study and implementation projects proceed, the various project leaders or task forces should make periodic progress

reports (oral and written) to the Committee. In this way, the project leaders can continue to receive the guidance and suggestions of the Committee members.

To assist the Implementation Committee in developing initial assignments, we now present a list of our suggestions for approaching the implementation of the recommendations discussed in Section IV. We also include an estimate of the study or analytical time we believe will be required for each of the major projects. Of course, those services for which we have recommended the continuation of present services and practices are not listed.

We have categorized our suggestions into four major categories:

1. Perform special study - generally, this includes recommendations where a significant amount of time, and/or an independent and objective viewpoint and/or special skills are required for further study and implementation.
2. Refer to City Council and/or City Manager.
3. Assign to individual(s) in Planning Division and/or line department.
4. Assign to task force including H.P.D. Planning, H.P.D. Fiscal and City Budget representatives.

	Section/ Page Reference	Topic	Comment
1. Perform Special Study	D/41	Traffic Direction Relief/Traffic Direction and Enforcement Assignments	.. Will require strong City Council/City Manager support .. Will require 1000 to 1200 hours of analyst time
	E/46	School Crossing Assignments	.. Will require strong City Council/City Manager support .. Could combine with "D" preceding .. Will require 800 to 1000 hours of analyst time
	F/52	Jail	.. Will require 1000 to 1500 hours of analyst time
	M/77 N/79	Warrants) Subpoenas)	.. Will require 300 to 400 hours for Warrants, plus another 100 hours for subpoenas, of analyst time
	2. Refer to City Council and/or City Manager	J/70	Strike Duty
K/72		Driving the Mayor	
L/73		Parking Meter Collection and Repair	
HH/109		Delivery/Pick Up Mail	.. Regarding ordinance change
3. Assign to Individual(s) in Planning Division and/or the De- partment	C/34	Closer Screening/Stacking	.. Include Planning Division and superior officer responsible for Communications Section .. Will require strong City Council support
	G-II/56	Domestic Complaints	.. Planning Division
	I/66	Non-injury Motor Vehicle Accident Investigation	.. Will require strong City Council support
	Q/84	Officer Assigned to D.P.W. Garage	.. Planning Division

	Section/ Page Reference	Topic	Comment
3. (Cont'd.)	CC/102	Open Fire Hydrants	.. Will require assistance from City Manager and Fire Department
	EE/105	Vacation Houses	.. Records Division
4. Assign to Task Force In- cluding H.P.D. Planning and Fis- cal, and City Budget	H-1/60	Cruiser Maintenance	.. Regarding refueling
	P/82	Animal Related Services	
	V/91	Issuance of Permits and Licenses	
	GG/107	Parades/Outdoor Entertainment	

We note that the Department has already made certain of the above assignments and that some of the recommendations included in Section IV are in the process of implementation.

COST BUILDUP

	<u>Patrol</u>	<u>Traffic</u>
<u>SALARY COSTS - DIRECT</u>		
Base Salary, Including 4.5% Raise	\$ 11,357	\$ 11,357
30.4% Employee Benefits	3,452	3,452
Total Direct Cost	14,809	14,809
<u>SALARY COSTS - ALLOCATED</u>		
Supervision (1) (2)	4,148	2,317
Communications (\$ 477,102 allocated 98% to Patrol, 1.5% to Traffic, .5 to Other) (1) (2)	2,283	162
Overhead Application (includes training, administrative and staff services based on actual rather than budgeted manpower allocation. Allocated to Patrol = \$ 899,286; to Traffic = \$ 156,933) (1) (2)	4,342	3,546
Total Salary Costs - Direct and Allocated	25,582	20,834
<u>OTHER COSTS - (based on all other costs as defined in the Department budget excluding cruisers and scooters, private police, dog wardens, tow-away and abandoned vehicles program, but including heat, light, and power. Overtime is a major component here.) (2)</u>		
	2,175	2,915
<u>TOTAL ANNUAL COST PER PATROLMAN</u>	<u>\$ 27,757</u>	<u>\$ 23,749</u>
<u>COST PER HOUR</u>		
Cost per man	\$ 27,757	23,749
Multiplied by the number of men needed to fill one position, 7 days a week, 365 days a year	x 1.64	x 1.64
Cost per position (3)	\$ 45,552	\$ 38,948
Cost per hour (based on 365 days x 8 hours/day = 2,920 hours)	\$ 15.60	\$ 13.33

APPENDIX A

COST BUILDUP

- (1) Includes 4.5% pay raise and 30.4% fringe benefits.
- (2) Equivalent number of officers used as basis for allocations and computation of per officer cost = 204.8 for Patrol and 44.3 for Traffic.
- (3) The "cost per position" approach is usually not used for traffic because most traffic positions are not staffed on a 7-day-a-week basis. However, the method is used here for comparability with Patrol and because certain Traffic functions are staffed on a 7-day-a-week basis.

END