“DEJA VU ALL OVER AGAIN”:
Meeting the Challenges of Funding Cuts in Patrol Operations

BY JOHN CAMPER, DIVISION CHIEF, AND RICK BROWN, PATROL SUPPORT COORDINATOR
LAKEWOOD POLICE DEPARTMENT PATROL DIVISION

On every police chief’s mind these days is the worldwide economic crisis that is affecting the budgets of small and large police departments around the nation. Like those departments, the Lakewood, Colorado Police Department faced a difficult economy in 2004 due to a decline in sales tax revenues.

However, in a vision that continues under current Chief Kevin Paletta, then-Chief Ron Burns viewed the 2004 crisis as an opportunity to develop ways to work more effectively rather than to take a step backward into mediocrity. The Police Department staff was challenged to work together in designing innovations in order to continue to provide professional delivery of quality law enforcement services to the community.

Taken individually, the changes implemented at the Lakewood Police Department were by no means “cutting edge” programs. They had all been researched and implemented elsewhere with varying degrees of success, and in fact many of them were mentioned at PERF’s Town Hall meeting last month. But taken as a whole, we found the following initiatives to be highly effective methods for doing more with less, and we hope they will be instructive for other departments facing the same challenges in the current financial crisis.

DIFFERENTIAL POLICE RESPONSE (DPR)
Traditionally, the Lakewood Police Department dispatched a patrol officer to investigate all crimes in progress, as well as all crimes fitting into the “cold call” category. However, a decrease in patrol staffing levels, combined with an increase in calls for service, resulted in a lack of available patrol officers to handle high-priority calls, as well as poor service to the community on more routine matters.

To address this, the Lakewood Police Department dusted off an aging but highly effective Differential Police Response model first pioneered by PERF and the Birmingham, Ala. Police Department in 1981. As shown on page 4, the model prioritizes calls based on type and urgency, and then provides alternative response options.

The model is highly dependent on thorough training of dispatchers and call-takers, who are then provided with an uncommonly high level of trust and discretion in order to make it work effectively. The alternative response options listed on the left side of the matrix can be expanded or contracted based on the capabilities of individual police agencies.

As can be seen in the model, a “cold” report of vandalism (“minor property damage/loss”) would likely be referred to a telephone reporting unit, or the caller might be offered the option of...
Subject to Debate

Labor Relations Will Be a Critical Issue
As Chiefs Work Through the Economic Crisis

These days PERF is focusing a great deal of attention on how our weakened economy is impacting police budgets and operations, and in this month’s column I’d like to talk about one important aspect of the economic issue: police chiefs’ relations with their unions.

Even in the best of economic times, chiefs report that labor relations can be one of the trickiest parts of their job. As one major-city chief told me, “Unions are why chiefs only last for two or three years.” Labor-management disputes can undermine a chief’s ability to lead by disrupting police personnel, creating problems for the elected officials who serve as the chief’s “bosses,” and even creating fear in the community when unions stage “no-confidence” votes against a chief. Such votes typically reflect the views of only a fraction of union members who bother to vote, and may be given more credence by the public than they deserve.

Things can get even dicier when there is more than one union to deal with. Some chiefs have dealt with as many as seven police unions at one time. And as Chief John Timoney has noted, some unions are more reasonable than others. Without naming names, John noted that in one department where he worked, “all of the unions were pretty decent,” but in another department, “there was a God-awful union that fought everything; it was literally a daily battle.”

So like everything else, labor relations in policing are a function of the quality of leadership on both sides. There will always be inherent differences between a police chief and a police union leader in the nature of their responsibilities, their priorities, and their constituencies. Union leaders report to their members, while chiefs also have politicians to answer to, and ultimately, the most important constituency—the public whom they serve.

However, I believe that in these tough economic times, management needs labor, and labor needs management, more than ever. Of course, there are certain areas, such as discipline and holding officers accountable for their actions, where there is no room for compromise. But on economic issues, I think police chiefs will need to work more effectively than ever with their employees and their employees’ representatives, in order to do a good job making the difficult decisions that are coming.

And those decisions will be tough. Many chiefs currently are being forced to decide whether to lay off officers, or cut training budgets, or eliminate special units or programs, or suspend recruiting of new officers, or choose among a host of other unattractive options.

What experienced chiefs tell us is that even when the economy is growing and times are good, the police chief must work creatively with labor leaders and try to make decisions in a collaborative way whenever possible. When times are bad and all the options are painful, that is even more important.

I think we should look at the recent bailout package for the auto industry as a sign of the times. Management and labor had to work together and make concessions, and had the unions dug in their heels, I believe Washington would have been less sympathetic. Change is hard, but change will be harder if we all don’t realize that labor and management are entering a period either of collaboration—or disintegration, which will be in no one’s best interest.

Police and sheriffs’ departments traditionally have enjoyed a special status within local governments; policing usually is among the last things that local officials want to cut when budgets are lean. However, we are finding that this time, local economic conditions are so bad that nobody is immune. Police chiefs are being asked to defend the costs of the services they provide, and to look for ways of economizing, increasing efficiency, and eliminating redundancies. Chiefs are being asked whether it makes more sense to have regional SWAT teams or DNA labs or training facilities, rather than having separate capabilities in each police department.

In fact, on page 3 of this issue of Subject to Debate, we have an interesting letter from Springboro, Ohio Chief Jeffrey Kruithoff, who is wondering why there isn’t more talk about consolidating entire police departments in the interest of greater efficiency. If the economy continues to get worse over the next year or two, that is an idea that may take hold in a lot of communities.

Local officials may also begin to focus on whether private security forces should take a bigger role in protecting a community, at the expense of public police agencies. We are already seeing the dramatic expansion of less expensive private security, and some economists see this phenomenon as municipal policing pricing itself out of the market. There are now three times as many private security employees as public police officers.

PERF currently is conducting a survey of our members that focuses exclusively on the impact of the economy on police departments. And we are planning a Summit here in Washington on January 28 to explore these issues in depth. As always, I encourage all our members to contact me and the PERF staff with your ideas and suggestions about these and other issues.

A Personal Note about Sir Ian Blair

Last month, Sir Ian Blair stepped down as head of the Met in London. We have been very fortunate to have Sir Ian so closely involved with PERF over the years. I first met Ian some 15 years ago when, as the Assistant Chief Constable in Thames Valley, he participated in our original Process Mapping project. Under Ian’s leadership when he took over the Met, we were fortunate to hold a number of joint UK-U.S. meetings, and we all benefited greatly from his leadership as terrorism hit London.

Sir Ian showed tremendous grace under pressure, both in the way he served as Commissioner and in the way he left office, as demonstrated in his message to his employees reproduced on page 7 of this newsletter. I am grateful to Ian for all of his contributions to policing and to PERF. He is true friend of ours and we look forward to his continued work.

Chuck Wexler,
PERF Executive Director
E-mail: cwexler@policeforum.org
Chief Jeffrey Kruithoff Asks: As Budgets Shrink, Why Don’t We Consider Consolidating Police Agencies?

The last two issues of Subject to Debate have focused on the impact of the economic crisis on police budgets and operations, and PERF currently has several projects in the works to explore this issue in greater detail. We recently received a thoughtful letter from Springboro, Ohio Chief of Police Jeffrey Kruithoff about an idea that has received little attention: consolidation of departments in the interest of greater efficiency.

November 24, 2008

Mr. Chuck Wexler, Executive Director
Police Executive Research Forum

Dear Director Wexler,

I am sitting at my desk after returning from another IACP conference, reminiscing on the quality of training, seminars, and exhibits a chief could take advantage of while attending the conference. For the first time in almost 20 years of attending, this is the first time I have been stirred to write a letter at the end of the conference.

One of my favorite meetings is the Town Hall Meeting of the Police Executive Research Forum. After 15 years of membership in PERF, I am still intrigued as I sit and watch the “Clarence Darrows” of our profession debate, discuss, and argue issues facing policing in our country, as well as with our international partners in Canada and England, among others. Although now retired as a chief from a mid-size agency that faced many similar issues (Battle Creek, Michigan), I still enjoy listening to the debate around issues that sometimes have little relevance to the small agency where I am now chief (Springboro, Ohio). You have done a wonderful job through the years in moderating these forums.

However, I was disappointed about the discussion on the topic of funding and budgets at this year’s meeting. I feel it failed to address what I believe is a significant issue.

That issue is the simple fact that American chiefs of police often argue about funding, while at the same time we support a business model in our agencies that is dysfunctional and broken. At no time in the discussion was the concept of merger or consolidation mentioned as a viable response to shrinking local budgets. In spite of many examples in our country where consolidation has worked, as a collective group, police chiefs are too many times supportive of a business model that is fraught with duplication, needless redundancy, and cross-jurisdictional conflict, and that advocates the accumulation of localized power in spite of the impact on the public taxpayer.

In recent days we have listened to a national debate on whether businesses or industries should receive a taxpayer bailout when they have engaged in poor business practices. In reality, American law enforcement has continually received a public bailout and is rarely challenged to re-think the way in which we do business. As administrators, we publically or privately whine about budget cuts that we feel are affecting public safety. We cut vehicles, computers, pens and paper, and I have even witnessed some of our peers go to the extent of perpetuating public paranoia to continue funding this uniquely American and uniquely inefficient model of public safety.

If I would step outside my office door and shoot a gun to the west, the bullet would cover ground where five different police agencies have jurisdiction to one extent or another. Each of these agencies maintains separate administration staff, work policies, procurement procedures, facilities, and other infrastructures that duplicate each other.

I can think of no other business or industry that would conceive of continuing these inefficient operations in this day and age but still possess the apparent arrogance to say, “Although we continue business as usual, you need to give us more money.”

This issue first became a subject of interest to me in the early 1990s while attending the FBI National Academy. A classmate from England expressed his disbelief in our method of policing, with literally scores of agencies providing services in a geographic area of a size that might be policed by only one or two agencies in England.

In Battle Creek, I saw firsthand the benefit of consolidation when the city merged with one township, and then a number of years later provided law enforcement services under a service contract to two additional townships. This merging of resources allowed the initiation of a full-time forensic lab, specialized units, and a more robust level of services that none of these agencies could do on their own.

I know that Los Angeles and many of the other major cities can hardly afford to become bigger, but these big-city departments are wonderful examples of how high-quality neighborhood-based services can be offered by a large agency through the application of basic community-oriented policing principles. There are also a number of county police agencies that are examples of a more efficient business model that works to provide localized services in many different governmental jurisdictions.

It would be wonderful to see a national dialogue, initiated by police chiefs, on how the policing model of America could be changed to be more efficient, have less duplication, and have less bureaucracy.

Sincerely,
Jeffrey P. Kruithoff, C.L.E.E.
Chief of Police

Chief Jeffrey P. Kruithoff
filing a report on the Internet if he preferred. It is emphasized to all employees that these are only suggested alternatives. Depending on the needs of the citizen and the common sense of the employee, officers might indeed be dispatched to such a report. An elderly woman, for example, who is highly frightened by vandalism to her property, or who has no ability to file a report via the Internet, would clearly benefit from a personal visit by a helpful and reassuring police officer.

As other examples, a person calling about a barking dog might be given a referral to Animal Control, and a complaint about a minor neighborhood dispute might be referred to a Sector Liaison Unit (SLU)—officers who handle community policing and neighborhood issues in each sector.

More than 20 percent of crimes reported to the Lakewood Police Department are now taken in alternative methods such as handling by a desk officer, the Telephone Reporting Unit, or Internet reporting. Because so many calls are given these alternate responses, the availability of patrol officers for in-progress calls has increased dramatically, and citizen satisfaction with service levels has not decreased.

Occasionally, what citizens and even police officers view as a reduction in service actually results in a higher level of effectiveness. For example, the Denver metropolitan area, like many other cold-weather climates, experiences a very high incidence of auto theft on bitterly cold mornings when citizens are warming up their vehicles. Known as “puffers,” these stolen-vehicle reports often come in minutes after the theft occurred, as the vehicle owners quickly discover their warmed-up cars are missing. In years past, we dispatched a patrol officer to such a call, and after obtaining vehicle information from the owner, the car would finally be entered onto the system as “stolen,” and a somewhat cursory and ineffective search for the car would begin. Now we refer that vehicle owner to the desk officer for an urgent report and entry into the system, and we “air” the description of the vehicle to sector officers who can begin an immediate search. Instead of tying up a patrol officer as a “report-taker,” the officer’s time can be better spent looking for the vehicle, which likely hasn’t been driven far in that short amount of time. The results have been impressive.

**TELEPHONE REPORTING UNIT (TRU)**

In order to support Differential Police Response, we expanded the Telephone Reporting Unit (TRU) to include a pool of temporary part-time employees. Twenty-four in-house employees initially signed up for training on our Intergraph reporting system. Once trained, the employees augmented the TRU expanded reporting hours and were also used to fill in for full-time TRU employees during leave periods.

In this way, the increased workload of the TRU was managed without a decline in customer service. A concern that this method of call reporting would cause citizens to be dissatisfied with service delivery proved groundless, as our citizen-satisfaction survey numbers remained high in this category.

One of the goals of this project was to handle 20 percent of all reports through DPR. Research has indicated that some police departments are successful at even higher rates, but it was felt that
The 98-percent false alarm rate is consistent with those of other police departments throughout the nation, and as with most departments, our traditional efforts to reduce the number of false alarms had been unsuccessful. Our city ordinance, mandating a billing system with sliding fees for successive false alarms, cost nearly $250,000 a year to administer, yet generated less than $100,000 per year in revenue. More important, it had no effect on the false-alarm rate.

By policy, as opposed to city ordinance, we changed our method for responding to intrusion alarms to a model that had been pioneered by the Arvada, Colorado Police Department. The program provides for an immediate response to robbery, panic, and medical alarms, but for intrusion alarms, some form of verification is needed prior to having an officer dispatched. We take a fairly liberal view of what “verification” means. For example, we dispatch officers to any multiple-zone alarm, or alarms that occur at traditionally high-risk burglary locations. Whether dispatched or not, all of our alarm calls are still “aired” to officers in the area, and they may respond to the alarm if, based on their experience and knowledge, a response is warranted. The policy recognizes, for example, that there is a big difference between an alarm that goes off at the same time each morning at the same store, versus an alarm at 3:00 a.m. in a neighborhood known for commercial burglaries. Like much of DPR, the policy requires trust in the experience and good sense of our trained dispatchers and police officers.

Verified Alarm Response places the responsibility for alarm verification where it belongs: with the companies that market, sell, install, and service those alarms. It also gives police officers and supervisors the ability to use discretion, common sense, and experience to evaluate the need to respond to intrusion alarms.

Since adopting the modified VAR model, we have reduced our false alarm response by two-thirds, responding to only 38 percent of the nearly 23,000 intrusion alarms that we have received. There has been no increase in the burglary rate, and in only 25 cases (about one-tenth of 1 percent) has a burglary later been discovered at a location to which we decided not to respond. None of those cases occurred at a residence; property loss was minimal; and there was no human contact with the burglar in any of the cases.

LAKEWOOD POLICE DEPARTMENT VOLUNTEERS

Volunteers have traditionally been assigned to augment clerical support throughout police departments. When the 2004 economic downturn hit the Lakewood Police Department, we already had a group of trained volunteers conducting low-risk surveillance of identified crime problems. By expanding their role to include functions for which patrol officers were normally responsible, added value was achieved.

In the Patrol Division, for example, volunteers were trained to pick up and book recovered property such as bicycles and other large items. They have saved patrol officers many hours by providing this service. Volunteers also provide motorist assists during morning and evening rush hours by using a specially-equipped small pickup truck to help citizens with minor mechanical problems or empty gas tanks.

Like many communities, graffiti has become a significant problem in Lakewood, and we had previously been sending out...
patrol officers and crime scene investigators to photograph the evidence. We now use trained volunteers to photograph newly found graffiti just prior to it being cleaned up by the home or business owner.

Our volunteers also participate in a Volunteer Speed Watch program, in which they use radar to clock speeders in locations that have generated complaints or a high accident rate. The registered vehicle owners are then sent a letter advising that their vehicle was spotted exceeding the speed limit, and they are cautioned to slow down.

The Lakewood Police Department also uses highly trained volunteers to augment the services provided by our Victim Assistance Unit. Because of that commitment, we are now able to provide 24/7 coverage to officers who request the services of a victim advocate at a death notification, a domestic violence incident, or any other crime scene. We simply could not afford the cost to provide service that extensive if we had to rely completely upon a paid contingent.

Overall, more than 120 volunteers now provide over 15,000 hours of service to the Lakewood Police Department and the community. The varied activities that they are involved in provide enhanced service to the community while increasing the availability of officers.

PATROL DEPLOYMENT

With the goal of optimizing efficiency in the deployment of Patrol Division resources, we made use of a sophisticated computer program (Corona Solutions CadMine) to determine the number of personnel needed to provide patrol services, based upon an analysis of historical data obtained from the department’s Computer-Aided Dispatch software. The program makes recommendations on how personnel should be deployed, based upon a number of variables and input data. Some of the variables are controlled by the user (number of available officers at any given time), and some are pre-determined (city street mileage, geographic area, calls for service). Other variables include the desired response time for priority calls, and the desired amount of uncommitted time. Operational limits or constraints are determined at the discretion of the software operator in order to maximize the output of the program.

As a result of implementing the changes recommended by the program, our deployment schedule improved efficiency in almost every measurable category. Response times have decreased; the average number of officers on duty increased by 25 percent; the probability of saturation (defined as the likelihood that a call will arrive when all units are busy) decreased; the average number of “free” officers increased 50 percent; and patrol time increased by 36 percent.

FRONT-DESK OPERATIONS

The Lakewood Police Department had always allowed public access to the front desk/reception area on a 24/7 basis. After considerable research, it was determined that the Justice Center building that houses the Police Department could be closed from 10:00 p.m. until 7:00 a.m., as public business declined sharply during those hours. Modifications were made in the foyer to allow for emergency communications with the dispatch center, with appropriate signage in both English and Spanish.

This change in public access had been discussed throughout the years, but was not implemented until budget constraints forced us into action. By making the change, we were able to add one sworn officer to the patrol deployment schedule each night, without any negative impact on customer service.

POOL EMPLOYEES

Filling schedule vacancies with overtime by regular employees can be both expensive and likely to cause “burnout.” Particularly in a large suburban area, however, there are employees of nearby agencies, well trained and available, who can fill those scheduling voids while being paid at a reasonable rate of compensation. Our Communication Center and Records Section have made use of such a program, and we are now considering the use of pool employees to augment our Animal Control Unit.

In the case of the Communication Center, dispatchers from other agencies, or former Lakewood Police Department dispatchers who have moved on to other careers, may apply to be part of the pool. When scheduling vacancies occur, poolers are often called upon to work a shift as a call-taker.

DON’T FORGET THE “SUPPLY SIDE”

In times of severe budget cuts, police departments should be attuned to other funding opportunities. While it is never good policy to add fees and charges to an already overburdened and overtaxed citizenry, it is sensible to require reasonable cost recovery for added services. Fees for records releases and impound fees, for example, should be reviewed occasionally to ensure that they adequately cover the true cost of providing those services.

In Colorado, statewide legislation in 2005 allowed for a fee to be attached to all fines issued for the crime of No Proof of Insurance (NPOI). Those fees are not directed to the general fund of the municipality, but instead 50 percent of those fees go directly to the agency that wrote the summons. The legislation effectively addressed a significant community problem of uninsured motorists, while at the same time providing a steady secondary funding source for police agencies.

SUMMARY

If it is true that “necessity is the mother of invention,” then perhaps times of severe budget cuts can indeed be the impetus for innovation. In the case of our Verified Alarm Response program, for example, we would not go back to the traditional way of responding to intrusion alarms even if our city struck gold. The adaptations that we made have outlasted the troubled times, and have resulted in improved service delivery to our citizens. Anecdotally, our sergeants report that officers are making quality arrests that never would have been made if they were still responding to thousands of false alarms and “insurance reports.” Our dispatchers, TRU clerks, and officers are valued and rewarded for their use of common sense while still providing a high level of citizen service.

With this latest economic crisis, we will likely have to become even more creative, but together our profession should be able to come up with innovations that streamline operations and seize upon “opportunities.”
Sir Ian Blair’s Message to His Employees

PERF Board Member Sir Ian Blair resigned as London’s Metropolitan Police Commissioner last month. Following is the text of a message Sir Ian sent to all members of the force shortly before he left office:

As you all know, I step down from office at the end of November. This is therefore my last Intranet broadcast. My main message to you all is thank you. Thank you for what you do; thank you for the teamwork you show; thank you for the extra mile you walk; thank you for the bravery, for the laughter, for the compassion.

During the last four years, together, we have reduced crime by nearly a fifth and nearly doubled the detection rate. We have expanded our work with local communities through Safer Neighbourhoods, while retaining our extraordinary specialist capacity around terror, serious crime and public order. Public confidence in us has grown, particularly after the 7th July 2005. Nothing in my life has made me prouder than the way the men and women of the Metropolitan Police responded on that day.

In the long term, I hope that the development which will stand the test of time is the creation of our organisational values, the concept of together—one TeamMet—and the Leadership Academy at Hendon. Those values of service will inform our work for years ahead. The values were crafted and created by 6,000 members of the Service in 2005 and I believe that they should be and can be the underpinning of our relationship with each other and with the community we serve. Their development is also an everyday testament of the support offered by police staff to first line officers.

I am going to say very little about the manner of my going, save to say that I am a steward of this organisation and, if it is necessary for the steward to step aside so that the organisation can be saved from damage, then that is the duty of the steward. I am concerned about the political nature of this event but that is for others to judge. I know that the Service will continue to work closely and appropriately with the Police Authority and the Mayor. This will be particularly important in the next couple of weeks during which the jury makes its final deliberations on the Inquest into the death of Jean Charles de Menezes. Whatever that result, I know that the Service will offer all appropriate support to all of the officers and staff involved in the events of that day.

I have been a police officer for more than 34 years, of which 28 were spent with the Met. I know two things. First, the Service I leave at the end of that long period is changed out of all recognition, almost all for the better. Secondly, I know that the Metropolitan Police Service is one of the finest police services in the world. Almost nowhere else does the Service stretch so extraordinarily from the local to the international: Almost no other Service deals with local policing, with the levels of serious and organised criminality that we face and leads on counterterrorism. Almost nowhere in the world do police officers routinely patrol without a firearm.

I have been very proud for all of my 34 years of my profession and I hope you are, in whatever way you serve the Met. You should be. You are magnificent people and I will always be an ambassador for this Service and for all of you. I wish you all the very best of luck. Goodbye.
“DEJA VU ALL OVER AGAIN”:
Meeting the Challenges of Funding Cuts in Patrol Operations

FROM THE EXECUTIVE DIRECTOR:
Labor Relations Will Be a Critical Issue
As Chiefs Work Through the Economic Crisis

PAGE 2

Chief Jeffrey Kruthoff Asks:
As Budgets Shrink, Why Don’t We Consider Consolidating Police Agencies?

PAGE 3

Sir Ian Blair’s Message to His Employees

PAGE 7

Plan to Attend PERF’s Annual Meeting
March 26-28, 2009
Ritz Carlton Washington Hotel
Washington, D.C.
(Mention PERF to obtain special meeting rate of $225 when you call 800-241-3333.)