

GROTON, CONNECTICUT

EVALUATION OF POLICE SERVICES IN THE TOWN OF GROTON, CITY OF GROTON, AND GROTON LONG POINT

FINAL DRAFT REPORT



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*Police Executive Research Forum
1120 Connecticut Avenue NW, Suite 930
Washington, DC 20036*

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Evaluation of Police Services in the Town of Groton, City of Groton, and Groton Long Point
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EXECUTIVE SUMMARY

Background

The Town of Groton is located in New London County, Connecticut along the Long Island Sound. Groton's access to Interstate 95 and close proximity to Hartford and New Haven, Connecticut as well as Providence, Rhode Island make it an attractive family oriented community. Naval Submarine Base New London, General Dynamics Electric Boat Company, and research and development facilities of the Pfizer pharmaceutical company all call Groton home.

With a *total population* of over 40,000 residents, the Town of Groton has two political subdivisions. The City of Groton is located on the west side of town along the Thames River. Groton Long Point (GLP) is a small waterfront community on the southeast end of town located on Fishers Island Sound.

There are three separate police departments providing 24-hour police service. The Town of Groton Police Department (GTPD) provides police service to roughly 29,000 town residents with 67 sworn officers. The City of Groton Police Department (GCPD) provides service to roughly 10,000 city residents with 29 sworn officers. The Groton Long Point Police Department (GLPPD) provides service to roughly 520 year round residents with a summer influx of seasonal residents and guests of, according to GLP, roughly 5,000 persons. The GLPPD has five sworn officers.

The town provides full funding for the GTPD and has historically provided up to 50% of total budget funding for both the GCPD and GLPPD at their request. Over the last several years, town concerns over GCPD and GLPPD funding requests as well as concerns about cost efficiency and duplication of services have arisen. As a result, the town, city and GLP have requested a study of police service geared toward a unified services approach maintaining the integrity of each agency while maximizing efficiency, minimizing duplication and resulting in cost savings. The Police Executive Research Forum (PERF) was contracted to perform the study concentrating on review of department workload, evaluating the departments' organizational structures and systems, and developing cost estimates for police coverage.

The low incidence of crime in Groton reflects its strong business and military roots, family-oriented environment, with nearly 60% of residents living in family households, and effective community policing strategies. The crime rate per person for index offenses in Groton is roughly 17% lower than that of the state. Violent crime in both the town and city is low, with 64 total

violent crimes reported in 2012 for both the city and town. Aggravated assault is the most common violent crime in both communities. Larceny is the most frequent property crime with an approximate total of 680 reported larcenies for all three departments in 2012. Reported index offenses in GLP are minimal. GLPPD reported no violent crime and 12 and 14 burglaries or thefts in 2011 and 2012 respectively.

Police Department Organizational and Operational Structure

Based on PERF's review of GTPD and its knowledge of national best practices, the **Town of Groton Police Department** is a well managed agency with adequate staffing. It is divided into four divisions, with 70% of department personnel assigned to patrol functions. Patrol officers spend roughly 30% of their workday handling citizen-requested calls for service, leaving officers plenty of time for proactive policing efforts. **PERF's recommendations for the agency include considering non-sworn personnel for front desk duties, currently being provided by a sworn officer, and integrating the town's computer aided dispatch (CAD) and records management system (RMS).** All communication and dispatch functions are handled by the town's Office of Emergency Management.

The **City of Groton Police Department** also is a well managed agency, and with recent hires, has adequate staffing. GCPD is divided into three divisions, with 69% of department personnel dedicated to patrol functions. In the city, officers spend roughly 29% of their workday handling citizen-generated calls for service. The GCPD is a very proactive agency. Officers frequently conduct patrol checks of both business and residential areas throughout their work day. GCPD operates its own CAD, RMS and communication and dispatch radio system.

The 911 calls generated from within the city are answered in the town's communications center, and then re-routed to GCPD dispatchers. GCPD officers cannot communicate with GTPD or GLPPD on their city radio system. Interoperability is of significant concern and should be addressed. **Recommendations for the GCPD focus on consolidating communications, dispatch, CAD and RMS functions with GTPD; creating collaborative investigative efforts and marine / dive capabilities with GTPD; and consolidating the prisoner holding process with GTPD.**

The **Groton Long Point Police Department** is a service oriented police agency that provides traditional police services such as patrol and investigations, and non-traditional services, such as opening and closing town buildings. GLPPD operates using the town's radio system for 911

related calls. It has no holding cells of its own and uses the town's holding facilities if necessary. The department has its own RMS software system.

Preliminary GLPPD workload data indicated roughly 5,900 activities per year are handled by officers. Incidents could be citizen requested calls for service, self-initiated officer activity, high visibility patrol, or events that are administrative in nature. This workload peaks in the summer months when upwards of 5,000 seasonal residents and guests are in GLP.

The GLPPD is a proactive policing department with plenty of time available to provide a level of service that the community is willing to pay for. **There are no recommendations for GLPPD. It is a small agency with a service oriented mission, little crime, and little need for support from other law enforcement agencies.**

Cost of Police Services

Comparing costs of police services among the three agencies was complicated because each agency uses a different type of budgeting system. PERF performed reviews of cost per capita, average department cost per officer, and department cost per activity. None of these calculations provide a comparable estimate of services. Each agency calculates workload differently, each budget contains programs the other agencies do not provide, and the average cost per officer can fluctuate depending on the experience of officers and rates of pay in the agency.

PERF conducted an analysis of what it would cost if the town had to provide police service in both the city and GLP. **That yearly amount is estimated at \$1,925,174 of which approximately \$27,000 would be allocated to police GLP.** This cost includes an additional 12 patrol officers, two detectives, two sergeants, and vehicle and equipment expenses to provide patrol and conduct investigations in the city. Supplemental patrols in GLP during the summer months would cost approximately \$27,000 in overtime. In addition, PERF provided a sample budget format spreadsheet that should be used by all three agencies, based on the town's program and natural expense classification budgeting format, to submit their funding requests to the town.

Interagency Consolidation and Collaboration Considerations

Interagency consolidation of certain tasks and collaboration of other capabilities were reviewed. ***All Groton dispatch functions should be consolidated into the town communications center.*** This would include bringing the GCPD into the town radio infrastructure at an approximate total

cost of \$140,000. The town should integrate the CAD and RMS software systems to provide improved data collection, resource allocation, analysis capabilities and information sharing.

Investigative efforts between GTPD and GCPD could be merged. This collaborative effort would increase investigative capabilities, improve the sharing of information, and improve interagency relationships. This could be done for both general and narcotics investigations.

The GTPD and GCPD have previously worked together regarding marine and dive response capabilities. Each agency has assets, including boats or dive equipment and personnel with specialized training, which will benefit the community as a whole. ***Marine and dive operations should be merged to gain increased efficiency and effectiveness.***

The last significant sharing of efforts involves prisoner holding. Both the GTPD and GCPD have holding capabilities in their police facilities. This requires both agencies to maintain the cells and provide staff to monitor prisoners. The GTPD has a shift lieutenant and station desk officer handle these responsibilities. The GCPD uses the dispatchers to monitor prisoners when necessary. ***GTPD and GCPD should develop policy and strategies to consolidate this function, using the larger GTPD holding facilities.***

Consolidating both the communications center and prisoner holding facilities would significantly reduce the workload on the GCPD dispatchers. GCPD should continue to utilize the four dispatchers as front desk station staff at GCPD's police facility but add additional administrative responsibilities to their workload. The dispatchers could be trained to take simple reports over the phone and handle the administrative tasks required by Connecticut law regarding data collection on traffic stops. The number of necessary positions should be reviewed as vacancies through attrition occur.

Conclusion

In all, the community of Groton receives high quality police service from each of the three agencies. Enhancements can be made. The three agencies have the opportunity to maximize efficiency, share more information, consolidate functions and eliminate redundancy.

Consolidating dispatch operations, merging investigative efforts, working together on marine and dive operations and consolidating prisoner holding will provide the citizens of these three communities with improved services and cost savings over time.

BACKGROUND

The Town of Groton is located on Long Island Sound in New London County, CT. It consists of an area of 38.3 square miles with an estimated total population of 40,115. Within the boundaries of the town are two political subdivisions – the City of Groton and Groton Long Point.

Town of Groton

The Town of Groton is managed by a town manager and town council. The town manager is responsible for day-to-day operations. The town manager and town council prepare an annual town budget that is approved by the Representative Town Meeting (RTM). The RTM currently consists of 41 voting members. The town operates the Town of Groton Police Department (GTPD), with 67 sworn officers and four civilian personnel. The GTPD also provides oversight for the town's Animal Control division with one full-time animal control officer and three part-time employees. In addition to the police department, the town provides a number of other services including Library, Parks and Recreation, Public Works, Human Services and Emergency Management. The town's Emergency Management Department has oversight of the town's Emergency Communications Center. The center serves as the Public Safety Answering Point (PSAP) for the Town of Groton. All 911 calls received from the Town of Groton, City of Groton and Groton Long Point are processed through the center.

City of Groton

The City of Groton is managed by an elected “strong mayor” and city council. The mayor provides oversight for day-to-day operations. The city operates its own police department, the City of Groton Police Department (GCPD), with 29 sworn officers, seven full-time civilian employees and one part-time clerk. In addition to the GCPD, the city provides a number of other services including a Fire Department, Parks and Recreation, Planning, and Utilities. The police department maintains an independent communication center to dispatch police personnel. All 911 related calls for service in the city are transferred from the town's PSAP to the GCPD dispatch center.

Groton Long Point

Groton Long Point (GLP) is managed by the Groton Long Point Association (GLPA). The GLPA is comprised of an eight member board of directors led by a president. The association maintains several boards and commissions. The GLPA operates its own police department, the Groton Long Point Police Department (GLPPD), with five sworn officers. In addition to police services, the association appoints a Fire Marshal with oversight of the Groton Long Point

Volunteer Fire Department. Any 911 related emergency calls occurring in Groton Long Point are dispatched by the Town of Groton PSAP to GLPPD.

Until several years ago, the town council and RTM funded 50% of the City of Groton's and GLPA's police budgets, minus the salary and benefits for the chiefs of those two departments. The philosophy behind this funding is that without the GCPD and GLPPD, the town would have to support additional funding requirements for the GTPD to provide police services to these two political subdivisions.

The Town of Groton had previously conducted a review of the cost to provide police services in the City of Groton and GLP. That report was met with concern by the city and GLPA leaders. The town council then requested an evaluation of the three police departments by an independent organization resulting in recommendations for increased efficiencies and reduced costs.

Officials from the town, city and GLPA met to discuss a potential study aimed at creating a unified services approach, geared towards minimizing costs while maintaining the jurisdictional integrity of the three police departments.

Scope of Work

The Town of Groton, CT retained the Police Executive Research Forum (PERF) to evaluate the delivery and cost of police services in the three police departments operating within the geographical boundaries of the Town of Groton, CT. The purpose of this study was to provide recommendations for maximizing the delivery of police services throughout the Town of Groton while identifying areas of possible cost reduction and further collaboration by the three departments.

This study was intended to do the following:

1. Review the current demand for police services in the three (3) jurisdictions including calls for service, investigative workload and utilization of support staff.
2. Evaluate how staff resources in the three departments are deployed and utilized.
3. Recommend best practices for staffing allocation, deployment and scheduling.
4. Review and evaluate the current management systems and approaches to oversight and control of each department.
5. Recommend best practices for management systems to efficiently manage each department.
6. Develop a cost estimate for police coverage for the City of Groton and Groton Long Point at a level that is commensurate with the level of service currently provided to the town.

Certain essential business processes are required for police departments to fulfill their missions. The essential business processes identified in the RFP and which PERF has reviewed to ensure operational and cost efficiency are: required or core services such as patrol and investigations; special operations units to deal with problems such as juvenile offenses and drugs; communications; training; and purchasing of equipment. PERF especially focused on three aspects of these business processes: organization, workload, and costs.

Methodology

To carry out this project, PERF applied a methodology that included personal interviews with political leaders, finance/budget representatives, police chiefs, command staff and organizational units from each of the three agencies. In addition, PERF observed operations in each agency and conducted data analysis and document reviews. The demographic information utilized in this report was obtained from U.S. Census Bureau 2010 census data. Crime statistics contained in this report were obtained from the *Crime in Connecticut*¹ annual report. This annual report captures the number of reported index offenses² and arrests for each of the three departments in this study. Each of the three Groton police agencies independently submits its department data to the state. Staffing numbers for the police departments were obtained directly from each agency.

1 Crime in Connecticut 2011 and 2012 Annual Reports of the Uniform Crime Reporting Program, State of Connecticut Department of Emergency Services and Public Protection, Crime Analysis Unit

2 Index Offenses includes: Murder, Rape, Robbery, Aggravated Assault, Burglary, Larceny, Motor Vehicle Theft and Arson.

Demographics

Demographics are only part of what creates the demand for police services, but they are important factors influencing the structure of a law enforcement agency. Socioeconomic conditions and characteristics of a community can affect criminal behavior. Communities with a higher density – population per square mile – and a higher percentage of multi-family residences are likely to generate more police work. High percentages of low-income housing, young people, alcohol outlets and poverty also tend to be associated with higher demands for police service. The demographics for the Town of Groton, City of Groton, and Groton Long Point are shown below.

Groton Community Demographics for Town, City, and GLP*

Jurisdiction	Population	Square Miles	Population Density per Square Mile***	Total Housing Units
Town of Groton	29,208**	31	942	12,647
City of Groton	10,389	3.08	3373	4,708
Groton Long Pt	518****	.4	1295	623

*Population data was obtained from U.S. Census Bureau 2010 data.

**Town of Groton population was calculated by subtracting the City of Groton and GLP's population from the U.S. Census 2010 Town of Groton total population of 40,115.

***Population density was calculated by dividing the population by the jurisdiction's square miles.

**** According to GLPA, during mid-June through August the population of GLP can reach approximately 5,000 residents.

The Town of Groton and City of Groton have similar population characteristics with a median age of residents in the low 30s. Both have nearly 60% of their population living in family households. Almost 30% of these households for both the town and city include children under the age of 18. Groton Long Point's population is reflective of its seasonal population with a median age of year round residents of 58. 66% of GLP's households were comprised of families with only 10% of those having children under the age of 18. 54% of all GLP's 623 housing units were seasonal, recreational or occasional use only. The town and city had only 12% of their homes vacant while census data indicated GLP had 60% of its homes vacant during non-summer months.

With the Naval Submarine Base New London located in the northwest portion of the town, the city and town experience frequent turnover of U.S. Navy personnel assigned to the base or re-deployed off the base.

Crime in Groton

Each state has an agency that compiles crime data and then provides the data to the FBI for analysis and publication. Connecticut police departments report crime data using two different approaches. The older reporting system is the Uniform Crime Reporting (UCR) System. The newer system is the National Incident Based Reporting System (NIBRS), which provides a much higher level of detail about crime incidents. Connecticut police departments are not uniform in how they report, so overall state reports are still submitted using the older UCR system. Crime data for Groton will be discussed below using the categories and definition in the UCR system.

Part I crime refers to the most serious crimes, divided into property crimes (burglary, larceny theft, auto theft and arson) and violent crimes (homicide, rape and sexual assault, robbery and aggravated assault). Part II crime includes all other crime categories. In Connecticut, Part II crimes are only counted when an arrest is made; arrest data would not account for all Part II crimes that have been reported to the police.

The UCR methodology used to report and count crimes strives for consistency across jurisdictions, although local variations can exist. UCR data is sufficiently accurate for high-level comparisons.

Community Crime Incidence – 2011/2012 UCR Part I Index Offenses³

Jurisdiction	Murder 2011 / 2012	Rape 2011 / 2012	Robbery 2011 / 2012	Aggravated Assault 2011 / 2012	Burglary 2011 / 2012	Larceny 2011 / 2012	Motor Vehicle Theft 2011 / 2012	Crime Index Total 2011/ 2012 *	Crimes per 1,000 Persons 2011 / 2012 **
Town of Groton	0 / 0	7 / 8	12 / 7	17 / 32	70 / 72	460 / 519	23 / 23	589 / 661	18.64 / 20.86
City of Groton	0 / 0	4 / 4	5 / 3	15 / 10	13 / 8	130 / 158	5 / 10	172 / 193	17.67 / 19.78
Groton Long Point	0 / 0	0 / 0	0 / 0	0 / 0	0 / 3	12 / 9	0 / 2	12 / 14	19.02 / 22.12***

*Similar to the State UCR report, arson is not included in this chart or in Crime Index Totals.

**Crime in Connecticut 2011 and 2012 Annual Reports calculates crimes per 100,000 persons. This section was reduced to crimes per 1,000 persons to better reflect the community's population totals.

***Groton Long Point's crime per 1,000 population figures are based on the population cited in the Crime in Connecticut Reports, which was cited as 631 and 633 in 2011 and 2012 respectively. These population totals are higher than what is reflected in the U.S. Census Bureau 2010 data. It does not reflect their summer influx of roughly 5,000 seasonal residents and guests.

Crime statistics were captured using 2011 and 2012 data compiled by the Connecticut State Police's Crime Analysis Unit. This data is then submitted to the Federal Bureau of Investigation for inclusion in the Uniform Crime Reports. The chart above summarizes the more serious Part I index offenses. As previously indicated, in Connecticut, less serious crime, referred to as Part II crime, is only counted when officers make an arrest. Arrest information for the three police departments during 2011 and 2012 is presented below.

2011/2012 Arrest Data for Town, City and GLP Arrests

Jurisdiction	Adult Arrest 2011 / 2012	Juvenile Arrest 2011 / 2012	Total Arrest 2011/ 2012
Town of Groton	796 / 822	110 / 94	906 / 916
City of Groton	383 / 298	35 / 38	418 / 336
Groton Long Point	4 / 4	0 / 0	4 / 4

³ Crime information was obtained from the Crime in Connecticut 2011 and 2012 Annual Report of the Uniform Crime Reporting Program, State of Connecticut Department of Emergency Services and Public Protection, Crime Analysis Unit.

Analysis of Groton Crime Figures

Property crimes, specifically larceny and burglary, account for the largest number of reported crimes in both the town and city. Although crime incidents per 1,000 person totals in both the town and city are roughly similar to that of New London County overall, both are lower than the overall state (24.4 and 24.33 per 1,000 persons in 2011 and 2012 respectively). Incidents of violent crime in both the town and city are low, with aggravated assaults accounting for the majority of violent crime. There were no reported incidents of violent crime in Groton Long Point in 2011 or 2012.

The presence of the Naval Submarine Base New London, the General Dynamics Electric Boat company, and the Pfizer pharmaceutical company create an increase in daytime population and additional demand for police services. Theft, motor vehicle accident investigations, and domestic violence calls for service specifically in and around military housing were commonly cited issues identified by interviewees of both GTPD and GCPD.

Groton Long Point is primarily a vacation community with a census population of 518 year-round residents and thousands of seasonal residents and guests visiting during the summer months. For this reason the demographics and crime statistics of GLP are not comparable to the town and city.

Although the GLP “crimes per person” figures in the chart above are comparable to those of the town and city, the GLP figure is based on year-round residents only. There is little UCR reported crime in Groton Long Point and there are very few arrests. All 2011 and 2012 reported Part I crimes were property related, not violent crimes. In 2011, GLPPD reported only 12 Part I crimes, all larcenies, with an average stolen property value of \$169.

There are a number of factors that are considered in determining the need for police services, including demographics and land use. Because the amount of crime and police activity in a particular jurisdiction are not a simple function of population, **a population per officer ratio is not an effective tool for determining the necessary size of a law enforcement agency.** There is not an accepted benchmark for optimum staffing using a population ratio. Assessments of police staffing needs must consider many factors including crime levels, historical data on calls for service, policing philosophies, community expectations, population demographics (especially by age), and stability of the population to name a few.

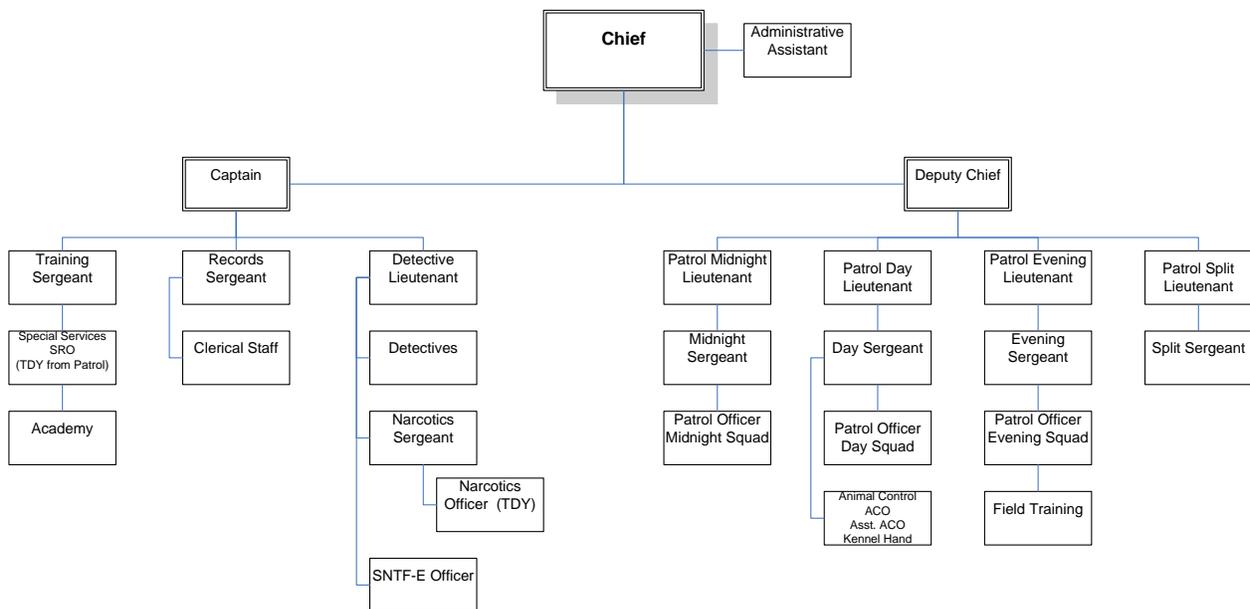
POLICE DEPARTMENT ORGANIZATIONAL AND OPERATIONAL STRUCTURE

This study involved an evaluation of police services provided by the Town of Groton, City of Groton, and Groton Long Point Police Departments. A description of each department and how it is organized, managed and deployed is provided next. Sworn and civilian staffing levels of each agency are identified. Assessments are made of the agencies' management systems and approaches to oversight and control. Where appropriate, recommendations for implementing best practices are made.

Town of Groton Police Department

The following section will review the Town of Groton Police Department's (GTPD) organizational structure, staffing, and administrative components, and will provide PERF's overall findings and recommendations. The following organizational chart reflects the structure of the GTPD.

Town of Groton Police Department



Note: The State Narcotics Task Force officer position is indicated on the organizational chart but is only utilized when staffing allows.

The chart below reflects the total number of employees by position in the GTPD.

<i>Town of Groton PD</i>	<i>Staffing</i>
Chief	1
Deputy Chief	1
Captain	1
Lieutenant	5
Sergeant	9
Detectives	5
Youth Office Investigators	4
Officer	41
PD Civilian Admin Staff	4
Animal Control	1
Total Full-Time Employees	72
Total Part-Time Employees*	5

*Five part-time Animal Control subdivision employees were identified on the GTPD Organizational Chart to assist the Animal Control Officer and provide kennel maintenance.

The GTPD is comprised of four divisions: the Patrol Division, Detective Division, Special Services Division, and Records Division. The department is staffed with 67 sworn officers and four civilian administrative staff members. The department provides oversight of the town's Animal Control subdivision with one full-time and five part-time employees. Animal Control is assigned to the Patrol Division. The chief of police provides day-to-day oversight and strategic direction to the agency. The chief has one civilian administrative assistant. One deputy chief and one captain report directly to the chief. The deputy chief is in command of the agency in the absence of the chief.

Patrol Division

The Patrol Division is comprised of uniform personnel who provide proactive patrol and response to calls for service. A deputy chief serves as commander of the division with three lieutenants providing oversight to three daily shifts; midnight, day, and evening. A split shift provides supervisor coverage during regular days off for the midnight, day and evening shift supervisors, and is staffed with one lieutenant and one sergeant. The split shift supervisors work all three shifts each week, rotating between midnight, day and evening shifts. There are six total patrol sergeants with two assigned to day shift, two assigned to evening shift, and one each assigned to midnight and split shifts.

Officers in the Patrol Division primarily respond to all calls for service from the public, both criminal and non-criminal in nature. Patrol Division officers are assigned to fixed shifts with days off rotating every 28 day cycle. Officers work five eight-hour days followed by two days off. There are 12 to 14 officers assigned to each of the three shifts with various work days and days off to provide weeklong coverage. Depending on staffing levels, officers can be assigned to temporary duty assignments to non-patrol functions. The department's school resource officer position is currently being staffed by a patrol officer on temporary assignment.

Minimum officer staffing for each shift is seven. This provides staffing of the department's six police beats with the seventh officer assigned to station desk duty. The department requires all six beats to be covered with the exception of the last four hours of the midnight shift. During this time frame, staffing may go down to six officers covering five beats and the station desk duty.

The department's station desk officer is located inside the main entrance to the police facility with direct access to the town Communications Center. The desk officer assists the Communication Center by handling reports for non-emergency calls and assisting with walk-in complaints. In addition, the desk officer monitors the facility's many video camera feeds and assists the patrol lieutenant with prisoner monitoring.

Patrol Division workload is discussed later in this report.

Detective Division

A Captain serves as commander of the three remaining police divisions, with one lieutenant and two sergeants assigned as division supervisors. The lieutenant is in charge of the Detective Division with oversight of five detectives handling general criminal investigations. One sergeant and one officer (assigned temporarily from the Patrol Division) conduct narcotics investigations. Although the department previously supplied a narcotics detective to work on the State Narcotics Task Force (SNTF), the position is not currently staffed. The department provides one of its general investigation detectives to assist approximately two days per week on a regional cold case task force. One division detective is assigned to assist in evidence processing and management in addition to general investigative duties.

Division cases are usually assigned following an initial patrol response to an incident. **The department currently does not use a case management system to track cases or time**

commitments. Recommendations regarding the use of a case management system are described later in the workload analysis area of this report.

Detective Division workload is discussed later in this report.

Special Services Division

A sergeant serves as supervisor of the Special Services Division with oversight of four officers. The sergeant has additional responsibilities including departmental training. The four officers assigned to the Special Services Division handle all crimes against children, crimes against the elderly, and sexual assaults regardless of age. In addition, the officers teach Drug Resistance and Education (D.A.R.E.) classes in the town's middle schools and provide general safety/ community outreach presentations. The division provides oversight to the school resource officer program that is currently staffed on a temporary duty basis by a patrol officer. Staff assigned to the Special Services Division assist in departmental training as well as training at the regional police recruit academy.

Records Division

The Records Division handles the administrative functions of the department. A sergeant provides oversight to the division and handles a variety of other administrative tasks as requested by the chief. The department has three civilian staff members assigned to the Records Division. The Records Division is responsible for capturing and submitting crime data to the state. The department uses a TriTech Software Systems records management system (RMS).

Span of Control

The GTPD is organized in a traditional quasi-military fashion. As with most police departments, the majority of department personnel are assigned to the Patrol Unit. In law enforcement, no absolute rule exists regarding a supervisor's span of control. Factors that influence this decision are the size of the agency, crime levels, the existence of specialized or general police units, and department expectations. Three to ten subordinates per supervisor are commonly found in law enforcement agencies.

In the GTPD, two sworn commanders and one administrative assistant report directly to the chief. The deputy chief and captain have four and three direct reports respectively. Although each patrol shift lieutenant has only one direct reporting sergeant, the patrol shift lieutenant and

sergeant provide oversight to a platoon of 12 to 14 officers between them. PERF considers the span of control at all levels throughout the department appropriate.

Specialized Capabilities

The GTPD has a number of other capabilities and programs including two canine officers, motorcycle and bicycle patrol capabilities, and marine/dive response capabilities. The canine officers are assigned to general patrol and are available to assist neighboring law enforcement agencies, including the City of Groton and Groton Long Point Police Departments. The canine officers work different shifts to expand canine coverage and train regularly with other agencies in the region. The motorcycle, bicycle patrol, and marine/dive response capabilities are assigned to trained officers on an as-needed basis. Officers with these specific skills are assigned full-time to other positions within the department. The marine/dive response capability is discussed later in this report as a recommended shared resource.

Police Communications and Record Management

The Town of Groton's Office of Emergency Management provides oversight to the town's 911 Emergency Communications Center. The director of emergency management supervises the Center and reports directly to the town manager. The town's communications center is located in the Town of Groton's Police Headquarters facility.

The Center, a municipally operated, full service (police, fire, and emergency medical services) regional dispatch center in CT, serves as the Public Safety Answering Point (PSAP) for the three Groton police departments and the Town of North Stonington. It provides dispatch service to the GTPD, the GLPPD, and all of Groton fire and emergency medical service capabilities in Groton. The Center also provides fire and emergency medical dispatch for the Town of North Stonington, a portion of Stonington and also dispatches a variety of regional resources serving Eastern Connecticut. All 911 calls into the center requiring a GCPD police response are forwarded to the GCPD. For those incidents requiring fire and/or EMS response in the city, the Center directly dispatches those services.

The communication center operates an In Motion computer-aided dispatch (CAD) system by Mobile Tec. The CAD system maintains all dispatch information for police, fire and emergency medical call management. **Currently the CAD system is incapable of sharing information with GTPD's TriTech Software Systems records management system (RMS).** This results in redundant databases and inefficiency. Officers utilize the RMS for police reports. For events

that do not require a formal police investigatory report written by the responding officers, the CAD system serves as the depository of call related information. GTPD has access to all of the CAD data collected for every call their officers are assigned to. CAD data for police calls is sent to Mobile Data Terminals (MDTs) in each patrol vehicle. Officers with MDTs have direct access to the same information collected by the dispatch center. In addition to the department's RMS, officers and detectives have access to the Law Enforcement Information Exchange (LInX). This network provides access to linked law enforcement agencies' records for criminal investigation purposes. LInX is a commonly used tool for law enforcement agencies across the country. Law enforcement agencies upload police records, usually every 24 hours, from their department RMS to LInX. It can then be shared with other law enforcement agencies using the LInX system.

Prisoner Processing

The Town of Groton Police Department maintains its own jail facility within police headquarters for the temporary holding of prisoners. It consists of a booking room, four adult male cells, one padded cell, two adult female cells, and one juvenile holding area. Based on the Crime in Connecticut 2011 and 2012 Annual UCR Reports, the department made 911 arrests per year on average, or 2.5 arrests per day. Not all prisoners will be detained in the cellblock.

The police department has proposed an expansion to the cellblock access sally port and cellblock area, which is under consideration by town management. The expansion would add an additional four holding cells.

Prisoner monitoring is provided by the working patrol lieutenant and the station desk officer. The arresting officer can process a prisoner and return to the street without unnecessary delay. Prisoners held in the holding cell overnight for court presentation are transported by a state provided transportation service. Prisoners are fed meals when necessary provided by a local fast food service.

Findings

Based on PERF's review, the Town of Groton Police Department is well managed and based on current practices and community expectations the department is adequately staffed. The current patrol workload allows officers to engage in community oriented policing, an effort strongly encouraged by the chief of police. PERF's study has identified several GTPD functions that should be considered for either consolidation or collaboration with the GCPD. These include

dispatch and communication capabilities, marine/dive capabilities, collaborations in general investigations and narcotics investigative efforts, and consolidation of prisoner holding facilities. The GTPD already shares dispatch and communication capabilities as well as prisoner holding facilities with GLPPD. Each of the areas described above for consolidation or collaboration will be discussed in the Interagency Consolidation and Collaboration section of the report, and could be considered for further building a unified services approach to policing in Groton.

While adequately staffed, the department does not use any uniformed civilian staffing, commonly referred to as community service officers (CSO) or police service technicians (PST), to assist in areas that do not require a sworn officer. Some law enforcement agencies use uniformed non-sworn staff members to assist with police facility front desk duties, report writing via the telephone, response to calls that do not require a sworn officer presence, and prisoner processing and monitoring.

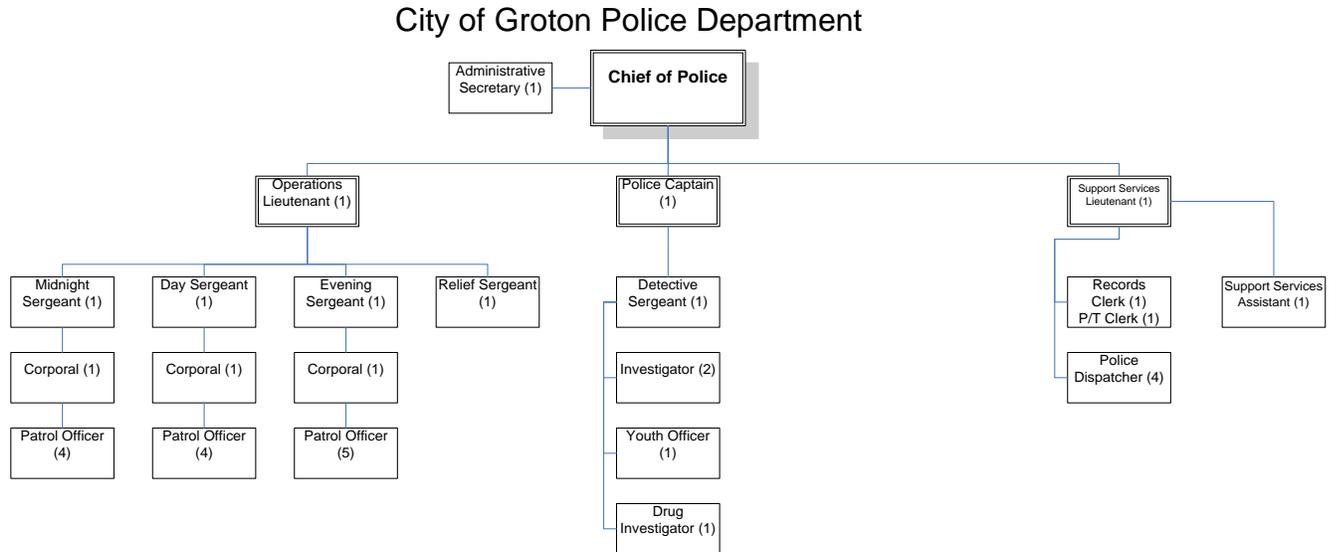
Recommendations

Note: Recommendations regarding communications, CAD/RMS, marine/dive capabilities, consolidation of investigative efforts, and prisoner booking and monitoring will be discussed in the Interagency Consolidation and Collaboration Considerations section of the report.

- 1. The GTPD should consider replacing the front desk station officer with uniformed non-sworn civilian personnel, such as community service officers (CSO).** Uniformed non-sworn personnel are successfully used by many law enforcement agencies to provide police services not requiring the extensive training and skills of a sworn officer. It is a cost effective resource. Telephone unit report writing, prisoner processing and monitoring, and property-damage-only traffic accident investigation and report writing are the some of the areas where CSOs are commonly utilized. GTPD could phase in this position through attrition of sworn officers or could strategically add new CSO positions to the department's station desk position, and shift the sworn officers to other law enforcement functions.
- 2. The GTPD should seek to further integrate the Communications Center CAD and GTPD RMS to more effectively support the department's day-to-day operations.** Interfacing CAD and RMS can eliminate duplication of effort, allow officers to see detailed records of call history, and better support crime analysis and community policing efforts. This integration will be further discussed in the Interagency Consolidation and Collaboration section of the report.

City of Groton Police Department

The following section will review the City of Groton Police Department’s (GCPD) organizational structure, staffing, and administrative components, and will provide overall findings and recommendations. The following organizational chart reflects the structure of the GCPD.



The chart below identifies the total number of employees by position in the City of Groton Police Department.

<i>City of Groton</i>	<i>Number</i>
Chief	1
Captain	1
Lieutenant	2
Sergeant	5
Detectives	2
Youth Officer	1
Narcotics Officer	1
Corporal	3
Officer	13
PD Civilian Admin Staff	3
PD Dispatchers	4
Total Full-Time Employees	36
Part-Time Employees*	1

*Part-time employee assigned to Records.

The GCPD is comprised of three divisions: Operations, Investigations, and Support Services. The department is staffed with 29 sworn officers, four dispatchers, and three administrative civilian staff members. The department has one part-time employee assigned to Records. The chief of police provides day-to-day oversight and strategic direction to the agency. The chief has one civilian administrative assistant. One captain and two lieutenants report directly to the chief of police. The captain is in command of the agency in the absence of the chief.

Operations Division (Patrol)

The Operations Division is comprised of patrol personnel. Officers are responsible for the prevention, detection and investigation of crimes and motor vehicle accidents. The Operations Division is the primary responder to all criminal and non-criminal calls for service. A lieutenant provides division oversight with four direct report sergeants.

Patrol works three shifts: midnight, day and evening. Each shift has one sergeant, one corporal, and four or five patrol officers assigned. There is one sergeant who serves in a relief capacity while other sergeants are on regular days off or scheduled leave. During most hours the city is patrolled by two to three officers and one supervisor.

All staff assigned to patrol work a cycle of five days on followed by two days off, then four days on followed by two days off. The cycle then repeats.

The rank of corporal in the GCPD can be assigned as a supervisor in the absence of a sergeant, but only after an attempt has been made to bring in another sergeant on overtime. This happens most frequently due to unexpected leave on the midnight shift.

Patrol workload is discussed later in this report.

Investigative Division

The Investigative Division is comprised of one captain, one sergeant, and four investigators. Two of the division's detectives provide general follow-up investigations to cases initiated by patrol. A youth officer assigned to the division primarily works in the town middle school located within city limits. This officer instructs the D.A.R.E. program and works in collaboration with the GTPD. One officer is assigned to drug investigations for the department.

In September 2013, the department changed the detective position from a permanent rank to a three year appointment, in order to provide more career development opportunities.

The department does not currently utilize a case management system to track assigned cases or investigative time involved. Recommendations regarding the use of a case management system are described later in the workload analysis area of this report. Investigation Division workload also is discussed later in this report.

Support Services

Agency administrative tasks are handled in the Support Services Division. This division provides departmental training, maintains the record management system, operates the GCPD 911 communication center, and handles parking enforcement and special traffic functions. It is composed of three civilian administrative positions and four civilian dispatch positions.

Span of Control

The span of control in the department is appropriate. The ratio of patrol officers to supervisors varies, but in all cases is appropriate for an agency with 29 sworn personnel. As previously indicated, no absolute rule exists regarding a supervisor's span of control. Factors that influence this decision are the size of the agency, crime levels, specialized or general police units, and department expectations. Three to ten subordinates per supervisor are commonly found in law enforcement agencies.

The GCPD previously indentified the need for a command level officer who is not in the police officer bargaining unit. The primary reason for this concern is to have someone available to conduct internal investigations. Without a non-represented command level officer, two circumstances may occur that are not ideal. First is the potential for a ranking officer to investigate another officer's actions while they are both in the same bargaining unit. The second circumstance would be the chief of police conducting internal investigations. The role of the chief in these investigations is to provide impartial oversight and determine levels of discipline. To successfully carry out these duties, the chief should not conduct the investigation. This issue was solved by a promotion to the rank of captain.

Although the captain only has command of the investigative function, it is a specialized task requiring attentive oversight. In addition, the person in this position is in charge of the agency in the absence of the chief.

Specialized Units

The department has limited specialized components due to the small size and the structure of the agency. For example, marine/dive response capabilities are handled by officers assigned to other areas, such as patrol. These officers receive specialized training and are deployed on an as-needed basis during special events, pre-planned operations, or the need for an emergency response. This is very similar to the specialized capabilities in the GTPD.

Communications and Record Management

The GCPD maintains its own dispatch center housed in the city police department. The town's PSAP forwards all 911 calls to the city dispatcher for police response. Citizens can also call direct into the dispatch center using a traditional ten digit police department phone number. The department's four dispatchers work various shifts and days, providing one dispatcher 24-hours per day. The dispatcher is also assigned to handle the police station front desk window for walk-in complaints or service. In addition to these responsibilities, the dispatchers are assigned prisoner monitoring when an arrestee is being held in the department's holding cells. They perform administrative duties and will be responsible for capturing traffic stop information to fulfill a new state data collection requirement regarding biased policing.

The department maintains its own integrated CAD and RMS provided by TriTech Software Systems. This is the same software vendor that provides RMS capabilities to the GTPD, but they are not linked. Officers utilize mobile data terminals (MDT) to assist them in their day-to-day operations. The MDT allows officers to view calls for service, write reports, and review RMS data.

The city's police radio system is incompatible with the GTPD or GLPPD radio system.

Messages between the agencies are passed between the city dispatcher and town's PSAP dispatcher, then back to the officers. **This lack of interoperability provides no situational awareness between agencies and could very likely pose serious problems during an emergency response.** The City of Groton Police does have an additional fixed mount car radio that provides radio interoperability with the Connecticut State Police and other agencies allowed access to the state's frequencies. The GTPD and GLPPD have the state supplied radio as well and can access these frequencies, but it is not the radio that GTPD and GLPPD use for day-to-day communications. **Relying on multiple radios to manipulate during an emergency situation is not recommended.**

Prisoner Processing

The GCPD has two holding cells to temporarily secure prisoners. The department processed 418 arrests in 2011 and 336 in 2012, an average of a little over one arrest per day. A department review of arrestees detained in their holding cells between August 2012 and July 2013 indicated an average of 14.3 prisoners detained in cells each month, roughly 46% of the total number of individuals arrested based on the two year average.

An average of 4.3 prisoners per month were detained overnight for court presentation the following day. The department calculated an estimated cost of \$119,293 in officer overtime to monitor detained prisoners from August 2012 through July 2013. Prisoners housed overnight or for an extended period of time are provided a meal. The department maintains frozen food supplies that are heated by dispatch personnel and supplied to prisoners.

Arrests in the city have declined considerably since 2009, when there were more than 600 arrests. The department expects that the number of arrests in 2013 is likely to be close to the 336 arrests processed in 2012. An effective department approach to crime fighting in areas such as Branford Manor, a private housing property that has historically required significant police attention, has resulted in fewer arrests over the last several years. The decriminalization of marijuana possession also has contributed to the reduction in arrests.

PERF's recommendation to consolidate prisoner processing and monitoring with the GTPD will be addressed later in this report, in the Interagency Consolidation and Collaboration Considerations section.

Findings

Based on PERF's review, the GCPD is well managed and adequately staffed based on current policing practices to provide effective police services to the City of Groton. The current patrol workload allows officers to conduct proactive policing enforcement and to practice community oriented policing strategies. This study has identified several areas that should be considered for consolidation or collaboration, including the dispatch and communications, marine/diver capabilities, general investigations and narcotics investigations, and prisoner processing and booking. Each of these topics will be addressed in the Interagency Consolidation and Collaboration Considerations section.

If the dispatch and prisoner holding functions were consolidated with the town, there would be a significant change in the workload of GCPD's four assigned dispatchers, who monitor prisoners in addition to handling dispatch duties. Instead of monitoring prisoners, they could become community service officers and staff the front desk seven days a week on day and evening shifts. Such staffing would reduce the need for overtime while still providing significant public service.

The department's inability to communicate directly with town officers is of significant concern. Lack of radio interoperability was one of the most significant lessons of the terrorist events of September 11, 2001. Although both agencies could communicate using the state provided radio and channels, these radios are not used on a daily basis and generally would not be the recommended practice.

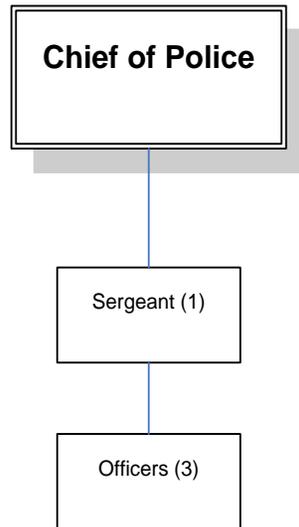
Recommendations regarding GCPD communications, CAD/RMS, marine/dive capabilities, consolidation of investigative efforts, and prisoner booking and monitoring are discussed in the Interagency Consolidation and Collaboration Considerations section of the report.

Groton Long Point Police Department

The Groton Long Point Police Department (GLPPD) differs from the town and city police departments in terms of the size of the agency and the nature of police services that are provided. While there is a hierarchy reflected in the organizational chart, most GLPPD officers are generalists, meaning that any officer may carry out any of the tasks the department performs. This is frequently found in such a small agency, where even the chief of police can be involved in daily patrol and investigative actions.

The GLPPD's organizational design consists of three levels, including the chief, sergeant, and police officers. The organizational structure is shown below.

Groton Long Point Police Department



The chart below identifies the total number of employees by position in the Groton Long Point Police Department.

<i>Groton Long Point</i>	<i>Number</i>
Chief	1
Sergeant	1
Officer	3
Full-Time Total Employees	5
Part-Time Sworn officers	4

The department has four part-time certified police officers who are available year round. The part-time officers provide police coverage when full-time officers are on planned or unexpected leave. They are also available to assist with special events as requested.

The GLPPD provides some services that are not considered traditional law enforcement functions. These services are described by the department as “management services” and resident assists. This can include assisting homeowners with home related issues or concerns while they are away, and the daily opening and closing of municipal structures. The Groton Long Point Association has passed a number of local ordinances which are strictly enforced by police, including noise and animal related restrictions.

Patrol and Investigations

Due to the limited size of the agency, there are no divisions or specialty units within the department. The department normally has one officer working at any given time. The department maintains a proactive patrol philosophy and handles all criminal investigations. When necessary, the department can request back-up from the state, town or city police.

Communications and Records Management

The department utilizes the Town of Groton's radio system for 911 related calls and communications. In addition, Groton Long Point residents can reach the GLP officers directly via a ten digit phone number direct to the working officer. The department maintains its own records management system to capture calls and report cases. The GLPPD record management system is not integrated with either the Town or City police departments.

Span of Control

The span of control in the department is appropriate. With only a chief and one sergeant, there may not be a supervisor on duty at all times, but the department assigns an "officer-in-charge" when the sergeant is not available. Because of the small size of the department, operations are more informal. Although not represented in the organizational chart, all employees directly communicate with the Chief of Police on a regular basis.

Prisoner Processing

According to GLPPD, the department has primarily used the Town of Groton Police Department facilities to process and house any arrestees. The department made four adult arrests in 2011 and four in 2012 according to the Crime in Connecticut 2011 and 2012 Annual Reports. Prisoner processing poses no significant issues.

Findings

Based on PERF's review, the Groton Long Point Police Department is well managed by a newly appointed and experienced law enforcement officer. Staffing levels provide the type of police service that is expected by the Groton Long Point residents. PERF was unable to obtain usable workload data to further review calls for service. Workload calculations were based on the limited data available to PERF.

The department's approach is service oriented. GLP has few crime-related calls for service, and actual reported serious crime is almost nonexistent. The department rarely relies on outside agencies other than the town's dispatch and, on rare occasion, prisoner holding capabilities. The GLPPD provides a police service that GLPA officials advised its citizens want and are willing to support.

PERF has identified no specific department recommendations for GLPPD based on its review. **The department provides a customer focused service that cannot be compared to GTPD or GCPD.** Later in this report the department and its operations will be discussed as part of the section on Interagency Consolidation and Collaboration Considerations section.

GTPD, GCPD and GLPPD Patrol Staffing Comparison

Decisions about how a police organization is staffed are generally based on a number of factors, including the workload generated by the public (calls for service), workload generated internally to support the organization (administrative), and discretionary officer-generated (self-initiated) workload. Police staffing decisions are also influenced by other activities that may be directly or indirectly related to the desired level of police services in a community, including school resource officers and D.A.R.E. instruction.

Civilian staffing in the GCPD includes those assigned to the department's communications center since the center is organizationally part of the police department. Civilian communications center staff are not included in the counts for the GTPD because the communications center is organizationally situated outside the town police department in the Office of Emergency Management. Likewise, the GTPD has oversight of the Animal Control subdivision, a unit not found in the GCPD.

The following table depicts the percentage of sworn personnel dedicated to the patrol function. These figures include patrol supervisors.

Percentage of Officers Assigned to Patrol

<i>Municipality</i>	<i>Total Sworn Officers</i>	<i>Sworn Officers Assigned to Patrol Functions</i>	<i>Percentage of Sworn Officers Assigned to Patrol Functions</i>	<i>Percentage of Sworn Officers Assigned to Non-Patrol Functions</i>
Town of Groton	67	47	70%	30%
City of Groton	29	20	69%	31%
Groton Long Point	5 ⁴	4 ⁵	80%	20%

As evident in the table above, both the GTPD and GCPD assign the majority of department staff to patrol related duties. Both agencies provide criminal investigations, but otherwise seek to limit long-term specialty assignments by temporarily assigning patrol or investigative personnel to handle a specialty task during non-committed regular or overtime hours. With only five officers, the GLPPD appropriately assigns its officers to handle any and all tasks.

Patrol Workload Recordkeeping

Each department maintains its own software systems. Although the GTPD and GCPD share the same TriTech Software System vendor, their systems are not linked. For crime analysis or review purposes, the GTPD and GCPD would have to call and obtain crime information from each other or use the LInX software sharing system.

It is important for detailed analysis that there be a record for each officer for each activity. For example, if a call for service requires a second officer to be dispatched for safety reasons, that officer's involvement should be captured by the records system. Each record should have time stamps for when the call was received, when the officer was dispatched, when the officer arrived and when the officer cleared the call. GTPD has this information available to them from the CAD system used by Groton Emergency Communications. And there should be a standard practice for how officers' report-writing time is accounted for – either as part of the call time or as separately recorded time.

There should be standard disposition codes so that internal analysis can be performed to contrast and compare the outcomes of calls – for example, how many calls generated crime reports, how many involved an arrest, and how often a citation was issued. This will provide each agency with improved management tools and will aid department administrators to better direct their agencies' resources.

4 There are four part-time officers. The number of positions listed in the table is full-time equivalents.

5 The chief performs patrol duties, although not on a full time basis. His position is not counted here.

Recommendation

- 3. The GTPD, GCPD, and GLPPD should transition to a shared CAD and RMS to provide accurate call and workload analysis, support information sharing, and support the efficient use of department resources.** In addition to the benefits described above, the departments should see long term cost savings by transitioning from three separate systems to one. GTPD and GCPD already share the same vendor, TriTech Software Systems. The departments should initiate discussions with the vendor to obtain information about integration viability and cost estimates. Additional information regarding the CAD and RMS will be identified in the Interagency Consolidation and Collaboration Considerations section.

Patrol Workload

The patrol officers in the Groton police departments, as in most American law enforcement agencies, spend their time responding to calls for service from the public, engaging in self-initiated activity, conducting follow-up investigations, and performing a variety of administrative tasks. Citizens in the town and GLP request police service by dialing 911, although many calls in GLP go straight to the GLPPD's via its direct phone number. City residents who dial 911 first reach the town's dispatch center but then are transferred immediately to the city communications center. Groton residents may also request police services in person by hailing an officer in the field, or by going to one of the police headquarters. Officers responding to calls for service (CFS) may handle the incident informally, write a report about the incident if necessary (usually when their preliminary investigation indicates that a crime has been committed), or, when circumstances warrant, make an arrest.

The amount of self-initiated activity in a police department is a function of how proactive officers are and the amount of time available to the officers for such activity. Officers may initiate an action because they see suspicious behavior, observe a traffic violation, are conducting a follow-up investigation to gather more information on a previous case, or are looking for suspects with outstanding warrants. Such activities are products of an officer's discretion. The officer decides when and where to begin these encounters. The frequency of self-initiated activities that an officer performs is dependent, to some extent, on how busy the officer is with calls for service and on the availability of opportunities to take action.

Calls for service response and self-initiated work are both vital parts of patrol operations. The major difference between the two is that a police agency has little say over when calls for service are received; members of the public call the police when they need the police. The public

usually expects the prompt arrival of a uniformed officer. Although some departments are able to influence this workload to some extent – for example, by separating urgent calls necessitating an immediate high-priority response from non-urgent calls that may permit a delayed response – the times of day when calls originate cannot be controlled by the police.

Self-initiated work is initiated by patrol officers when they are not responding to calls. The more time that is spent responding to calls for service, the less time there will be for self-initiated work, problem solving, and community engagement activity.

Groton Data

To examine patrol workload, PERF received a year's worth of records from both the town's and the city's computer aided dispatch (CAD) systems⁶. The data was for the year July 1, 2012 through June 30, 2013. The data was reviewed and adjusted to remove erroneous entries, resulting in a set of 29,759 dispatching records for the town and 14,901 for the city.

- 52% of the town's records (15,503) were resident-generated calls for service. The remaining 48% (14,256 records) were officer-initiated or administrative activity.
- 34% of the city's records, 5,102 were resident-generated and 66% (9,799) were officer-initiated or administrative activity.

Calls for Service in Groton

The following chart shows the ten most prevalent types of calls for police service in the town and in the city.

⁶ Groton Long Point did not provide PERF with any comparable data.

Evaluation of Police Services in the Town of Groton, City of Groton, and Groton Long Point
November 2013

Most Frequent Calls for Service – July 1, 2012 - June 30, 2013			
Town		City	
Medical Call	2506	Medical Assist	833
Anything Suspicious	1524	Misc. Police Service	543
Animal Complaint	1508	Fingerprinting	329
PD Complaint	1334	Assist Other Agency	183
Alarm Activation	1045	Fire Call	178
Motor Vehicle Accident	888	Motor Vehicle Accident - No Injuries	174
Fire Call	797	Domestic Disturbance	167
Disabled Vehicle	621	Noise Complaint	148
Well Being Check	594	Larceny	134
Larceny	580	Welfare Check	117
TOTAL TOP TEN	11,397	TOTAL TOP TEN	2,806
TOTAL CFS	15,503	TOTAL CFS	5,102

The call type names vary from the town to the city but the most frequent service request in both jurisdictions is for medical calls. Both have frequent calls for service for assistance with fire calls, motor vehicle accidents, welfare checks and larceny. “Welfare Checks” or “Well Being Checks” occur when someone calls the police and is concerned about someone else, for example an elderly neighbor who has not been seen for some time. These ten most frequent call types account for 74% of all town calls and 55% of all city citizen generated calls for service.

Patrol Staffing and Workload

Assessment of the fit between patrol officer staffing and patrol workload requires three primary steps: determining the amount of work that needs to be performed in terms of the time consumed, determining the level of current staffing resources committed to patrol, and assessing the match between workload and patrol.

Time Consumed: For both the town and the city, an initial set of tables was constructed to calculate for the average week the amount of time consumed by calls for service, by day of the week and hour of the day, using the average time per call. The average time for calls in the town, from when the officer was dispatched until the officer “cleared” (or completed the response) was 29.4 minutes. The city has a slightly higher average time per call of 30.2 minutes. The final set of time consumed tables included calculations of the amount of time spent on the call by both the primary officer and any back-up officers. Most calls require at least one additional officer for officer safety.

Available Patrol Resources

Patrol officers in the Town of Groton are deployed over three shifts and officers work five eight-hour days followed by two days off. City officers work a somewhat different schedule – five eight-hour days followed by two days off, then four eight-hour days followed by two days off.

The city schedules officers over the course of the three shifts so that two officers are always on duty, even if backfilling on overtime is required. The town has a target minimum staffing of six officers assigned to patrol beats, its schedule and show-up rate of 70% result in an average of 5.7 officers working in a patrol response capacity on any given shift. Officers do not “show up” on every day they are scheduled to work. Absences may be due to vacation, illness, training, court appearances, or other leave time. PERF calculations indicate that patrol officers show up typically 70% of the time they are scheduled in police departments similar to those in Groton.

Patrol Time Consumed by Calls for Service

The following tables show the result of comparing the available officer time to the average time consumed by calls for service. The resulting tables depict the average amount of officer time consumed by calls for service by hour of the day and day of the week for the town and city.

Evaluation of Police Services in the Town of Groton, City of Groton, and Groton Long Point
November 2013

Town of Groton

Average Time Consumed by CFS - Town of Groton – July 1, 2012 – June 30, 2013							
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	22%	16%	16%	12%	18%	20%	21%
0100	30%	19%	14%	14%	16%	22%	23%
0200	23%	15%	13%	12%	12%	17%	19%
0300	23%	17%	12%	12%	10%	17%	15%
0400	18%	14%	8%	8%	11%	14%	15%
0500	14%	18%	8%	12%	12%	17%	1%
0600	14%	25%	13%	13%	15%	17%	15%
0700	11%	30%	19%	21%	17%	26%	17%
0800	15%	34%	23%	24%	22%	28%	19%
0900	19%	36%	37%	31%	27%	32%	29%
1000	24%	34%	37%	40%	33%	42%	37%
1100	27%	34%	43%	45%	38%	44%	35%
1200	26%	32%	43%	38%	43%	43%	32%
1300	32%	39%	39%	44%	41%	44%	37%
1400	32%	44%	43%	41%	42%	44%	44%
1500	34%	47%	43%	44%	42%	41%	48%
1600	38%	50%	47%	53%	49%	46%	43%
1700	41%	48%	51%	48%	46%	44%	39%
1800	37%	40%	46%	43%	40%	41%	37%
1900	33%	36%	43%	46%	34%	44%	38%
2000	24%	35%	38%	42%	32%	46%	41%
2100	23%	31%	41%	37%	35%	42%	34%
2200	22%	27%	39%	32%	31%	38%	28%
2300	19%	21%	28%	29%	29%	29%	24%

In the town, the average officer time consumed ranges from a low of 8% early Tuesday and Wednesday mornings to a peak of 53% from 1600 to 1700 hours on Wednesday afternoon. Overall, the average time consumed by calls for service in the town is 30%.

City of Groton

Average Time Consumed by CFS - City of Groton – July 1, 2012 – June 30, 2013							
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	32%	12%	13%	18%	21%	16%	21%
0100	18%	9%	10%	13%	12%	16%	16%
0200	17%	10%	13%	8%	10%	14%	10%
0300	12%	5%	10%	11%	9%	12%	13%
0400	14%	14%	8%	13%	12%	14%	12%
0500	10%	9%	12%	14%	11%	16%	7%
0600	9%	15%	19%	21%	17%	20%	9%
0700	11%	23%	22%	22%	23%	17%	12%
0800	19%	31%	24%	33%	26%	27%	20%
0900	24%	33%	28%	38%	40%	30%	34%
1000	27%	38%	44%	48%	39%	44%	51%
1100	26%	51%	41%	46%	41%	39%	36%
1200	33%	47%	46%	35%	38%	42%	33%
1300	36%	41%	44%	43%	32%	37%	38%
1400	29%	43%	46%	54%	40%	46%	34%
1500	23%	42%	37%	51%	48%	48%	40%
1600	32%	47%	50%	51%	48%	36%	28%
1700	28%	48%	40%	41%	46%	45%	37%
1800	37%	32%	38%	38%	48%	38%	37%
1900	33%	20%	40%	40%	44%	37%	36%
2000	22%	33%	34%	44%	33%	35%	30%
2100	29%	29%	26%	26%	31%	32%	43%
2200	29%	25%	23%	22%	17%	33%	44%
2300	22%	32%	26%	23%	20%	28%	37%

In the city, the average officer time consumed ranges from a low of 7% on Saturday morning between 0500 and 0600 to a high of 54% from 1400 to 1500 hours on Wednesday afternoon. Overall, the average time consumed by calls for service in the city is 29%.

There are no universally accepted standards for how much patrol time should be consumed by calls for service. One department may set an informal target at 30% to 40%. Another department may determine that patrol officer calls for service time should not exceed an average of 60%. One traditional rule of thumb, recognized before community policing became prevalent, was that one-third of an officer's time should be spent on calls for service, one-third on self-initiated activity, and one-third on uncommitted patrol time. A desire for more of an officer's

time to be devoted to specific community policing activities altered that rule and led to many variations dependent on local considerations.

In some cities, how patrol officers spend their time is not closely tracked or subjected to a formal target. Other cities maintain records and set various targets. For example, PERF's study of a large Midwest department found a standard of 35% of an officer's time being used to respond to calls for service. A large Phoenix suburb set a standard of 40%. In a northern California agency, the time to be consumed by CFS varied in each of the city's 10 police districts, from a low of 30% to a high of just over 50%. A Florida agency with an actual figure of 67% set a target to reduce CFS time to 50%. Another agency in Florida set a target at 45%. Small agencies typically have CFS average time consumed in the 30% to 40% range.

In Groton, the town's average CFS time of 30% and the city's average of 29% indicate that each agency has sufficient time (70% and 71% of total time respectively) for patrol officers to conduct proactive activity, engage the community, and deal with administrative tasks.

Self-Initiated and Administrative Activity

Patrol officers not only respond to calls for service but also engage members of the public at the officer's initiative. These activities represent "proactive" police work when officers do things like making traffic stops, attempting to serve warrants, assisting persons in trouble, and checking on suspicious vehicles and persons observed by the officer. The most frequent type of self-initiated activities recorded in the town data were "Traffic" and "Follow-up." In the city, "Patrol Checks" and "Motor Vehicle Stops" were the most frequent officer initiated activity.

Discrete administrative activity included meal breaks, school crossing assistance (in the town) and information requests and forwarding.

Overall, officer initiated and administrative activity averaged 17% of available patrol officer time in the town and 20% in the city. Combining these figures with the average time consumed by calls for service indicates that **47% of patrol officer time is consumed, on the average, in the Town of Groton and 49% of the patrol officer time is consumed, on the average in the City of Groton.** In contrast, PERF's work with other Connecticut jurisdictions – including Canton, Windsor and East Haven – showed an average total time consumed figure in the range of 30% to 40%.

Investigative Workload

Work activity created by criminal incidents is an important factor when considering overall workload in a police department.

The GTPD and GCPD have specialized personnel assigned solely to conducting investigations. There is no criminal investigation specialization in GLPPD. Most investigations follow an initial response to a crime by a patrol officer. In some cases, the patrol officer will continue the investigation. In other cases, the investigation will be taken over by a specialized investigator. The threshold for the handoff from patrol officer to investigator is dependent on department case management policies. In most cases, all serious crimes are investigated by specialized detectives, except in cases where a resolution was reached by a patrol officer at the scene of the original call.

The GTPD reported 711 activities related to investigations, and the GCPD reported 990. The means by which criminal investigation categories are classified and counted are not comparable. Subsequently, an accurate analysis of investigative workload cannot be done. Conditions that create an inability to compare investigative workload between the GTPD and GCPD are:

- Neither department keeps track of the amount of time investigators spend on cases. This is not unusual, as many departments do not track investigative time.
- GTPD counts investigator workload according to specific types of crimes and other activities. For instance, the GTPD tracks pistol permit and pawn inspection investigations as part of investigative workload.
- GCPD provided investigation statistics in the broader categories of arrests and reports written. They are not classified by crime type. GCPD detectives all work as generalist investigators.
- GTPD's Special Services Division has four officers assigned who work sexual assaults and other crimes. In addition, they have responsibilities related to community education and outreach including the D.A.R.E program. The amount of time spent on each task is not recorded.

Recommendation

4. **The GTPD and GCPD should implement a shared investigative case management system to track investigations assigned and time involved.** While it is not unusual for investigative units to not keep track of the amount of time investigators spend on cases, we recommend this practice. Further, conducting an assessment of investigative needs requires accurate workload data and time commitment. The departments currently have no mechanism in place to track cases assigned for investigation or the amount of time involved in handling each case. Criminals pay little attention to jurisdictional boundaries. Crime trends, patterns, and suspects can often involve many police jurisdictions. A case management system tracking criminal investigations shared between the agencies would support day-to-day operations, ensure the exchange of information, and simplify the investigative tracking process. Case management systems can often be found as optional features in a records management system or can be created utilizing off the shelf tools such as Microsoft Excel or Access. Moving forward, this would also enable more accurate comparative workload analysis of investigative effort.

Discretionary Activities

Discretionary activities in police departments fall under the general categories of enforcement, prevention, education and community outreach. In Groton, discretionary programs include marine/dive capabilities, Drug Abuse Resistance Education (D.A.R.E.) training, Gang Resistance Education and Training (G.R.E.A.T.), bicycle and car seat instruction for residents, motorcycle or bike patrols, and canine capabilities.

While patrol and investigative workload is driven externally by calls for service and crime, optional activities are generated by a historical or perceived need for special capabilities or activities. The identification of need for particular programs may come from the community or from within the police department.

In functional areas where staffing is discretionary, an assessment of the value added to the department should be made. The value is generally determined by outcomes related to the staffing of the specific unit. For instance, the D.A.R.E. program provides a specific number of instructional hours in the schools on a scheduled basis, so that workload is measurable. The nature of the workload is defined internally as being necessary, but may or may not add value in producing desired outcomes.

There are two methods in determining value. The first is a quantitative approach, where the impact of staff resources compared to favorable outcomes is measured. Using the D.A.R.E. example, the relationship between investment and the reduction of drug and alcohol abuse is difficult to measure accurately without a rigorous experimental design in place.

The second assessment of value is qualitative. Using this approach, administrators, residents and other subject matter experts may be able to articulate the value associated with the investment of staff resources, even if they cannot measure it. Because of the difficulty measuring the relationship between any variable and drug and alcohol abuse behaviors, a qualitative approach is the most common measure used in police departments.

Evaluation by some means is important to determine the actual value of these programs. Without evaluation, once programs are initiated they are rarely eliminated on their merits; however, the programs are often the first to be eliminated when budget cutbacks occur.

Recommendations

- 5. The GTPD and GCPD should thoroughly review the value of their D.A.R.E. and G.R.E.A.T. programs by reviewing academic research, examining program effectiveness in the community of Groton, and evaluating resources and time dedicated to the task.** Research regarding program effectiveness exists to assist police and school leaders to examine the benefits of the D.A.R.E. and G.R.E.A.T. programs in the Groton community. Many agencies have eliminated such programs in order to concentrate resources in a school resource officer type capacity. The GTPD and GCPD should each thoroughly review the value each program serves in their community and ensure the results reflect the objectives of the departments and the schools in which the service is provided.

COST OF POLICE SERVICES

The cost of providing police services in the Groton area is an important consideration in this study. The Town has historically provided funding to the City of Groton and Groton Long Point Association (GLPA) to address annual policing needs and provide service to the communities.

The city and GLPA have the legal right to maintain their own police departments. Although the town is not required by law to reimburse the city or GLPA, it has done so for approximately 40 years. The town has historically provided the reimbursement in order to provide equity in the cost of providing law enforcement services for everyone who lives within the boundaries of Groton.

The most recent funding allocation from the town provided approximately 48% of the City's and 31% of GLPA's policing budget. The rationale for this reimbursement is that taxpayers in the city and GLPA pay taxes to the town, and a portion of these taxes are used for town police services which neither the city nor GLPA use.

The annual decision by the town regarding what percentage of the City and GLPA's request to fund has been difficult. The decisions must be made based on city and GLP policing costs. Since all three police departments use different budgeting techniques, direct comparisons between different budgeting styles and costs have been difficult, with the results of such comparisons disputed.

The current situation creates difficulty in the budgeting process. The town cannot finalize its budget until the city and GLPA have provided their funding request. The city and GLPA must prepare a budget request prior to their normal municipal budget process. Neither the city nor GLPA can finalize their budgets until they know what their expected funding is likely to be.

Debate over public policy regarding funding has also delayed the process. Disagreement over the true cost of policing in the city and GLP has caused additional delays. Town officials have an ongoing need to make valid budget comparisons for the purposes of determining funding levels.

Comparing Budget Formats

The following section of the report discusses the budget formats used by the three departments. The three police departments use different budget techniques that are described below.

Town of Groton

The town's police budget is a program-based budget using natural (i.e., functional program) expense classifications. Within each department program, such as Youth Bureau or Patrol, costs are identified for the various personnel services and operating expenses (i.e., natural expenses or types of costs) related to those programs. Personnel services include costs such as wages for full and part-time employees, and premium pay/out of class. Operating expenses include costs such as training, fuel, software maintenance, and vehicle purchases. Both the personnel services and operating expenses have significant available categories to accurately assign department costs. Programs in the town's police budget include:

- Leadership/General Support
- Training
- Youth Bureau
- Patrol
- Assembly Safety
- Alcohol Enforcement
- Police Canine
- Community Oriented Policing
- Criminal Investigation/Evidence
- Animal Control

An advantage of this budgeting technique is that costs can be attributed to specific programs. For instance, elected officials can understand the costs associated with specific functions, such as the canine program. A disadvantage of this approach is that it is more complex and time consuming to prepare than a traditional line item budget that does not include program information. **Overall, this type of budget provides more specific information on the true cost of policing.**

City of Groton

The city's police budget is also program based, but with broader natural expense classifications than used by the town. For example, the GCPD's patrol program is identified as Crime Prevention and identifies 12 separate natural expense classifications (i.e., expense types) including general materials and supplies and a rounded overtime cost (\$250,000). The overall

cost for vehicles and fuel, for example, which is allocated among the town's specific programs, is captured in its entirety in a program titled "General Support Categories." Thus the vehicle expense related to the Crime Prevention program, for example, cannot be delineated from the City's General Support category. The programs are identified in the GCPD budget document into the following categories:

- Police Leadership
- Training
- Youth and Community Services
- General Support
- Investigations
- Crime Prevention
- Dispatch
- Harbor Patrol
- Traffic Control
- DWI & Special Enforcement
- Cold case Overtime
- Outside Charges
- Crossing Guards

Some programs titles had no costs associated with them, including Cold Case Overtime and Crossing Guards. Others, such as Traffic Control, identified line items that may be difficult to understand without further explanation. For example, Traffic Control has two line items, one for office expenses and advertising at \$15,000 and one for unemployment compensation listed at \$20,073.

One advantage of this budgeting technique is its simplicity. A disadvantage is the inability of elected officials to determine the cost of individual programs in a more detailed way.

Groton Long Point

The Groton Long Point police budget is a simple line-item budget, containing 23 budget lines including the total. Due to the size of the department, this approach is understandable and straightforward.

Budget Comparisons Concerns

Comparing the cost of police service between the three agencies *using their yearly authorized budgets* would be misleading. Not only do the town and city capture costs differently in their program based formats, the town captures expense classifications such as retirement and health insurance outside of the police department's budget while the city captures these costs in the police department's General Support program. In addition, the GTPD has oversight of the town's Animal Control subdivision and reflects those costs within the GTPD budget. The city budget reflects the cost of dispatch personnel, a cost in the town that falls under the Office of Emergency Management.

Another method of comparing the departments' budgets is to use cost per capita as shown below.

FY 2013 Budget Summary

<i>Municipality</i>	<i>Population</i>	<i>Budget</i>	<i>Cost Per Capita</i>
Town of Groton	29,208	\$6,592,898	\$226
City of Groton	10,398	\$4,740,387	\$456
Groton Long Pt	518+	\$636,083	NA

The disparity of the cost per resident between the town and city reflects the differences in budgeting methodology more than real differences in cost. Although GLP is included in this comparison, comparing cost to their year-round population would not reflect the surge in residents and visitors the community experiences in the summer months. Census data for GLPA records a population of 518 residents. The summer population, according to GLPA interviews, can surge to 5,000 residents and guests. Therefore a cost per capita would be difficult to determine.

Cost per Officer Equalization

Another comparison between the three communities is cost per officer. The following table describes the GTPD and GCPD average cost for an officer based on information provided by each agency.

Department Cost per Officer

<i>Department*</i>	<i>Average Officer Salary</i>
Town of Groton Police	\$61,846
City of Groton Police	\$61,168
GLPPD	Unavailable*

* Information regarding GLPPD was not available prior to report submission. Analysis of the GLPPD budget documents did not provide enough information to accurately calculate the average *officer* cost.

A simple comparison of average officer cost such as the one identified above does not provide an appropriate measurement tool. The actual average cost of an officer, or for that matter a comparison of department salary ranges, does not provide for a true cost of policing. Although benefit and retirement costs for each agency may be similar, average salary costs can change dramatically based on the years of experience of the officers. An agency with more senior officers will have a higher salary cost than a department with less experienced officers.

Cost per Patrol Activities Equalization

Responding to calls for service and conducting self-initiated and administrative activities are the primary ways that workload is generated in a police department. The following table compares patrol activities in the two departments, and calculates the average cost per recorded officer activity – calls for service, self-initiated or administrative. (Groton Long Point did not supply officer activity information.)

Department Cost per Officer Activity

<i>Municipality</i>	<i>Officer Activities – 7/1/2012-6/30/13</i>	<i>Department Budget</i>	<i>Cost Per Officer Activity</i>
Town of Groton	29,759	\$6,592,898	\$222
City of Groton	14,953	\$4,740,387	\$317
Groton Long Pt	Approx. 5,900	\$636,083	\$107*

*GLP cost per officer activity is based on initial data provided by GLPPD

This type of analysis could be useful if officer activities were captured identically in each agency and department budgets reflected similar program costs. Otherwise, the cost per activity once again provides an indicator but not a true comparison for budgeting purposes.

Prior Efforts to Reconcile Budgets

Town finance officials developed a matrix designed for comparison of the GTPD, GCPD, and GLPPD's police department budgets for FY2013. It was intended to equally compare department budgets, addressing many of the issues created by differences in budgeting technique. The need for additional clarification was identified and is addressed as a recommendation later in this report.

Identifying a Budget Format for Accurate Cost Comparison

One of the intended outcomes of this study was to find ways to accurately compare the police budgets of the three communities. The other desired outcome was the development of a budget template that can be used to better compare budgets.

Since it is the town that must approve the funding, and confusion is easily created by the differences in budgeting techniques, it is most logical for the city and GLPA to adapt, at least for the purposes of their police funding request, to the town's budgeting format. An annual comparison of the three budgets, as conducted by the town, is labor intensive and has added complexity and confusion to the public policy debate.

The town's budget format is a straightforward program based natural expense classification. The multitude of classifications fitting either personnel services or operating expenses is clear and concise. The format is understood by the Representative Town Meeting, who must ultimately vote for funding approval.

Since the city and GLPA are requesting funding for law enforcement costs, it is not unreasonable to ask them to provide budget figures in a format acceptable to the town, including a program level budget. The presentation should provide the basis for a simple analysis by town officials.

Recommendation

- 6. GCPD and GLPPD should submit their requested funding to the Town of Groton using a program based natural expense classification format such as the budget format provided in a separate spreadsheet electronic file.** The budget format can be easily understood by town personnel and can be modified to include programs specific to

the departments. Program titles should be consistent to provide an accurate reflection of the program. For example, all costs associated with patrol operations should fall under a “Patrol” program heading. All costs associated with investigations should be included in an “Investigation” program. Each agency should include a program identifying the personnel services and operating expenses for the chief of police. This should be identified since an agreement was reached between the town, city, and GLPA that expenses for the chief of police would be the sole responsibility of that agency. For the sake of accurate comparison, the town should include the costs of benefits, such as healthcare and retirement in the GTPD budget. The proposed budget format should be completed by the police chiefs and finance personnel from each agency. They could work collaboratively to define budget line items which are identified in Town budget documents (See “Town of Groton, Object Codes with Descriptions, FYE 2014.”). This approach could be implemented prior to the next budget cycle.

Although this approach would involve an extra step by the GCPD, GLPPD, and their respective finance personnel, the presentation of their budget data in a uniform format should not take much additional time. After the process of developing a comparison matrix has been established in the first year, the process will be simpler and less time consuming in subsequent years. The process will likely result in incremental changes that will make budgeting techniques more compatible over time.

Cost for Police Service if Service Solely Provided by the Town

The last cost consideration is what the cost of policing services would be in the City of Groton and GLP if police services were provided solely by the GTPD. Workload and cost estimates are based on data or cost estimates obtained from the town. Calculations on workload have been based on the current level of service being provided by the GTPD.

In consideration of this analysis, it must be noted that the citizens of the City of Groton and GLP have requested and pay for a level of service that is under their local control. This is especially evident in GLP, where police service could be absorbed by the GTPD with some additional funding for overtime or part-time officers to cover the seasonal influx of summer residents and guests.

The following calculations can assist town leaders in understanding cost estimates based on GTPD staffing, workload, and service philosophy.

Town of Groton Police Workload

As described in the Patrol Activity Workload section, the GTPD responded to 15,503 calls for service from July 2012 through June 2013. Calls for service are citizen generated requests for police service. In addition, the GTPD initiated another 14,256 incidents that were either self-initiated or administrative in nature, including patrol checks, traffic stops, and meetings. The GTPD documented over 7,600 traffic stops in the year which equates to 54% of their self-initiated workload.

Calls for service workload analysis indicate the GTPD spends on average 30% of patrol officer time on citizen-generated calls for service. The GTPD, similar to the GCPD and GLPPD as will be described below, is a proactive policing agency with appropriate time available to dedicate to community policing efforts.

Based on the current GTPD workload and its proactive policing philosophy, the GTPD goal is to cover six patrol beats almost continuously. The average number of officers for all three shifts who show up in patrol response is 5.7. Six beat coverage is allowed to fall to five for the last four hours of the midnight shift but overtime is sometime used to meet the beat coverage goal.

Town of Groton crime statistics indicate the department experienced 661 serious Part I offenses in 2012. Most of these of these cases would require some form of follow-up investigation. This does not include the less serious Part II crimes that Connecticut reports only when there is an arrest. It is likely that a small number of Part II crimes required some type of investigative follow-up. Precise investigative workload information was unavailable for making further calculations.

City of Groton Police Workload

As described in the Patrol Activity Workload section of the report, the GCPD responded to 5,102 calls for service from July 2012 through June 2013. In addition, the department initiated another 9,851 calls that were either administrative or self-initiated proactive policing in nature.

Administrative calls could include attending a community meeting or replacing equipment at the station. Self-initiated calls include activity such as traffic stops, patrol checks, or selective traffic enforcement. The total workload for the GCPD was 14,953.

This workload indicates that on average 29% of an officer's time is utilized handling a citizen-generated call for police service. An additional average of 20% of a GCPD officer's time is

spent on proactive policing efforts such as self-initiated patrol checks and traffic stops. The department initiated over 4,400 patrol checks in the year, which involve an officer proactively checking a business, residence or area while on routine patrol. This is an example of GCPD officers proactively patrolling their community.

Based on the department's workload, the city should be divided into two patrol beats, with an officer working each beat at all times. The GCPD currently operates in this manner.

City of Groton crime statistics indicate the department experienced almost 200 serious Part I crimes in 2012. Most of these of these cases would require some form of follow-up investigation. This does not include the less serious Part II crimes that Connecticut reports only when there is an arrest. It is likely that a small number of Part II crimes required some type of investigative follow-up. Precise investigative workload information was unavailable for making further calculations. As a result, PERF used its previous work experience in large and small agencies across the country to estimate that two detectives are necessary to sufficiently handle the workload in the City of Groton, at the same current level.

Groton Long Point Police Workload

Calculating actual workload in GLP is much more difficult. Although PERF originally received data indicating that GLPPD documented approximately 5,900 service calls per year, the number of actual citizen generated calls for service versus self-initiated and administrative type calls was not available. PERF was unable to obtain any updated workload data. The GLPPD is service oriented and proactive in its policing philosophy. Indications are that frequent policing activities include high visibility patrol, patrol checks, motor vehicle enforcement including parking citations and an activity termed "management services." **The GLPPD provides a police presence and level of service that would otherwise not be provided by a larger police agency.**

Based on the current workload in the town, the GTPD could handle the workload in GLP without the addition of any new officers. GLP would require additional specialized patrol coverage during summer months. This additional coverage could be provided through the re-deployment of specialized officers, such as a school resource officer, through additional overtime funding for officers, through the use of part-time certified police officers similar to those currently used by the GLPPD, or through the use of non-sworn community service officers (CSO). Final staffing for GLP from mid-June through August (roughly 75 days) would be one officer regular duty that is either provided by an officer serving in a specialized capacity (i.e., a

school resource officer), and one eight hour overtime tour per day. These two officers could provide 16-hour per day coverage during summer months.

Uniformed CSOs or seasonal officers are frequently used in beach or resort towns where the seasonal influx of visitors requires an additional law enforcement uniformed presence.

Findings with Cost Estimates

In order for the GTPD to provide a level of service commensurate with the level provided in the town to the City of Groton, it would need to add a minimum of two sergeants, 12 officers and two detectives. The 12 officers would be required to ensure two beats are staffed in the city at all times based on the relief factor as described below. The 12 officers would be divided between the three patrol shifts. The addition of officers to each shift places an additional burden on patrol supervisors. Current supervisor shift staffing, with the addition of two patrol sergeants, could absorb the 12 new officers. At any given time it is likely that only two additional officers would be working in the town above the seven minimum officers required to currently work each shift. This would provide a minimum of nine patrol officers, most often two sergeants, and one lieutenant working at any given time.

The relief factor is calculated by dividing the total number of hours required to fill one eight hour shift 365 days per year ($8 \times 365 = 2,920$ hours) by the number of hours an officer is available to work. Based on PERF's experience in an agency like GTPD, an officer is available to work 70% of their total work hours, with the remaining time used for annual leave, sick leave, training, etc. In the case of the GTPD, 2,920 hours divided by 1,456 (40 hours time 52 weeks per year times 70%) officer available work hours equates to a relief factor of 2.0 officers per eight hour shift. Spread over the department's three shifts, six officers would be required per patrol beat for a total of 12 officers for two beats to maintain constant coverage in the two city beats.

$2 \text{ (beats)} \times 3 \text{ (shifts)} \times 2.0 \text{ (relief factor)} = 12 \text{ minimum officer positions required}$
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In addition to the above calculations, one-time start up costs would include uniforms and equipment as well as a minimum of three patrol cars and two detective cars. Each year afterwards would include uniform and equipment replacement costs as well as vehicle fuel, maintenance and replacement costs. Estimates are provided below.

Evaluation of Police Services in the Town of Groton, City of Groton, and Groton Long Point
November 2013

Annual Costs - Year One			
<i>Item</i>	<i>Unit Cost</i>	<i>Units</i>	<i>Total</i>
Officer / detective average salary plus benefits (76% of salary)	\$108,849	14	\$1,523,886
Sergeant average salary plus benefits (76% of salary)	\$130,559	2	\$261,118
Yearly replacement uniforms and equipment	\$900	16	\$14,400
Yearly replacement (\$9,375) /maintenance (\$2,950) / fuel estimates (\$7,429)	\$19,754	5	\$98,770
Additional summer coverage in GLP for approximately 75 days, eight hours per day at \$45 average officer hourly overtime rate, daily rate = \$360	\$360	75	\$27,000
Total estimated yearly cost for town to provide policing in City of Groton, includes officer / sergeant salary, yearly replacement of uniforms and equipment, plus yearly vehicle maintenance for five additional cars and 75 days of summer coverage for GLP			\$1,925,174
Start Up Costs - Year One			
New uniforms and equipment	\$2,610	16	\$41,760
New vehicle purchase (1 st year) with all equipment (radios, MDC, light bar)	\$36,000	5	\$180,000
Total Year One Start-up costs			\$221,760
Total Year One Costs -- Annual costs plus Start-Up Costs			\$2,146,934

INTERAGENCY CONSOLIDATION AND COLLABORATION CONSIDERATIONS

The Town of Groton RFP required that PERF identify law enforcement functions carried out by the three police departments that could be merged or shared in an effort to decrease costs and increase efficiency. Groton's intent is similar to other state and local governments across the United States that are looking to ensure that policing needs are met at an affordable cost.

In September 2010, PERF held a summit in Washington, D.C. to discuss the economic crisis and the impact on law enforcement agencies⁷. At this meeting, the idea of a "new normal" in policing was discussed. The notion is that repeated budget-cutting in police departments over multiple years have caused permanent changes in the way departments conduct business. Impacts on police agencies over the last five years have included furloughs, layoffs, cuts to discretionary police activities, and efforts to find ways of collaborating and consolidating functions among police agencies.

When considering merged or shared services, there are four models that were considered. They are:

- *Consolidation* – Where separate organizational units in the police departments are joined together to form a new organizational unit.
- *Contracting* – Where one agency provides selected services to other agencies for a fee or some other type of consideration.
- *Shared Services* – Where two or more agencies join together, although remaining autonomous, for the purpose of combining resources to provide selected services.
- *Task Forces* – Where two or more agencies collaborate to provide selected enforcement activities, generally related to drug enforcement or violent crime.

The City of Groton and the GLPA provide a level of service that the city and GLP residents expect and are willing to pay additional taxes for. With this in mind, this study has concentrated on identifying police services that are either redundant in nature or could be improved through

⁷ Police Executive Research Forum, September 2010, Critical Issues in Policing Series, Is the Economic Downturn Fundamentally Changing How We Police? <http://members.policeforum.org/library/critical-issues-in-policing-series/Econdownturnaffectpolicing12.10.pdf>

consolidation or collaboration. PERF has identified several key functions that should be considered, either for consolidation, such as the communication and dispatch functions, or for collaboration, such as investigative resources and marine/dive capabilities.

The potential for sharing services between the law enforcement agencies is discussed in the context of these models.

Consolidation of Communications Centers

Both the City of Groton Police Department and the Town of Groton Office of Emergency Management operate communication centers. The town's communications center, a full-service regional dispatch center is located within the Groton Public Safety Facility, and provides services to police, fire and emergency medical services in Groton and surrounding communities. The communications center is managed by the town's emergency management director, who is autonomous from the police department and reports to the town manager.

The GTPD also has a sworn officer staffed 24/7 in an office immediately next door to the communications center. The purpose of this position is to provide service to walk in traffic, and carry out routine communications with officers in the field. This officer is responsible for monitoring the lock-up when the shift commander is not in the building.

The City's communications center is located in the City of Groton police facility and is staffed by four full-time employees. These dispatchers are also tasked with providing services to walk-in traffic and monitoring the city police lock-up when prisoners are present.

GLPPD officers are dispatched through the town's PSAP to all 911 related calls.

The town's communications center is a primary Public Safety Answering Point (PSAP) for all 911 calls initiated within the boundaries of the town and surrounding communities. The city police communications center does not receive 911 calls directly. 911 calls that originate in the city requiring a police only response are transferred to city dispatch from the town's communication center. The town's PSAP dispatches fire and EMS services in the City of Groton. Both communications centers receive non-emergency and emergency calls from the public, dispatch officers, and respond to information request from officers. There are peripheral duties associated with these functions.

The duplication of the communications functions in the town and city has several drawbacks. They include, but are not limited to:

- *The Duplication of Physical Space.* While the Town of Groton Police Department has more than adequate communications center space in its facility, the City of Groton Police Department does not.
- *The Duplication of Personnel.* While there is a cumulative fixed amount of dispatch work in the city and town, work and staffing can be handled more efficiently if the operations are combined.
- *The Transfer of 911 Calls.* The need to transfer police response-only 911 calls from the town to the city is a result of the town being designated as a PSAP by the state years ago. The resulting transfer procedure exists throughout the country, but it has clear risks. Residents requesting government service do not like to be transferred in any situation, particularly in an emergency. The 911 operator first answering the call is compelled to gather some information upon receipt of the 911 call, in case the call is lost in transfer. After transfer, the caller may be asked the same questions by the second call taker resulting in frustration and delay in dispatching resources. Hand-offs during the execution of any business process should be avoided, particularly in the instance of an emergency. Over 75% of 911 calls across Connecticut were made from wireless phones in 2011. A significant portion of those wireless 911 calls were delivered to PSAPs that are not responsible for dispatching emergency services for the caller's location. As such, procedures to quickly and effectively transfer 911 calls have been developed by Connecticut's PSAPs (including Groton's) to minimize the negative effects of transferring 911 calls detailed above.
- *The Duplication of Equipment, Infrastructure, and Computer-Aided Dispatch (CAD) Software.* Both agencies have communications center hardware and radio towers. Both have computer aided dispatch (CAD) systems to capture information about the call, determine the urgency of the call and assign the closest available unit to respond. The two departments have CAD systems from different vendors that are not compatible. Not only does the duplication cause extra expenses that result from licensing fees and annual maintenance contracts, but the lack of compatibility is also creating sharing limitations in the current environment.

Of significant concern is the current lack of interoperability between the GTPD and GCPD. The two departments operate on separate radio frequencies that are not compatible. As discussed earlier, interoperability between the two agencies is imperative for officer awareness

and safety. The state-supplied fixed mount car radio can help in an emergency situation, but it is not the best solution. **GTPD and GCPD should be operating on the same radio frequency to ensure overall situational awareness and proper coordination of response in the case of an emergency event.**

Consolidating the town and city communications centers can pose several challenges that must be explored. These concerns are identified below.

Ensuring Adequate Communications Center Staffing

The town PSAP is currently staffed with three to four dispatchers with the exception of 0200 to 0600 hours. During this four-hour time period, when call volume is traditionally low, a minimum of two dispatchers must be present. All town dispatchers are call taker and dispatch trained for police, fire and EMS calls. The center currently uses one dispatcher for police, one dispatcher for fire, and one dispatcher for incoming calls. During busy times, all positions can rotate between incoming calls or dispatch responsibilities to address the workload.

Based on data provided by the town PSAP, the center processes approximately 44,000 events per year that are police, fire, emergency medical services, or administrative in nature. Events could be a call into the center for service from the public, an officer-initiated traffic stop, or a request for emergency medical services. The consolidation of the city dispatch center with the Town PSAP would increase the event volume potentially by 16,000 events per year. This is based on an examination of GCPD total workload during 2012 provided by the agency.

Although workload is not evenly divided over a 24-hour period, on average this increase in workload equates to 1.8 additional events per hour. In addition, the police dispatcher would need to monitor an additional three to four officers on the police radio channel. Between GTPD and GCPD, there would be approximately 10 to 15 officers or supervisors on the police channel. Discussions with communications center personnel and leaders indicate that this additional officer and event volume can be handled by current dispatch personnel.

GCPD Dispatchers Re-allocation

GCPD currently has four dispatchers covering 24 hours per day. In addition to dispatch responsibilities, the dispatchers handle walk-in requests at city police headquarters and monitor prisoners when an arrest is made. Based on staffing discussions with town personnel, the addition of GCPD dispatchers would not be necessary in the town PSAP.

Handling walk-in issues at city police headquarters does not require 24-hour coverage. Adequate front desk staffing could be assigned during the day and evening shift, with a phone mounted outside city police headquarters that connects directly to the town PSAP for after-hours walk-up complaints. An officer would then be dispatched by the PSAP to headquarters to handle the complaint.

City dispatch personnel could be assigned to rotate front desk coverage during day and evening shifts and assigned additional administrative responsibilities, including new state requirements for documenting traffic stop data information to prevent biased policing. GCPD could review each dispatch position that becomes open through attrition to determine if the position can be eliminated or still needs to be filled.

Refer to Recommendation #12, page 64.

CAD / RMS Concerns

Another challenge to consolidating the communications center is the use of multiple CAD/RMS software by GTPD, GCPD, and GLPPD. The town PSAP's current CAD system is independent of all three police agencies. It does not currently interface with GTPD's RMS software system. GCPD utilizes TriTech Software Systems for their CAD and RMS software systems. GTPD utilizes the same software vendor, but information is not exchanged between GTPD and GCPD. GLPPD uses their own RMS system as well to track calls and reports.

In order for consolidation to be effective, GCPD and GLPPD should have access similar to GTPD to the PSAP's CAD system, including mobile data terminal access. In addition, the CAD system should be integrated into one RMS software system shared by all three agencies. The integration of the systems along with mobile CAD access supports the efficient use of resources, allows officers to monitor and research call data, and provides the information sharing necessary between each agency.

Equipment Needs

In order to effectively move to a consolidated communications center, the town and city would need to purchase new handheld and fixed-mount radios for each city officer and patrol vehicle. In addition, prior review by the Office of Emergency Management has indicated a need for an additional radio repeater to be installed in the city to improve radio coverage.

The cost estimate to outfit the GCPD with handheld and fixed vehicle mount radios is approximately \$125,000. This would include handheld radios for all sworn officers and fixed mount radios in GCPD patrol vehicles. This cost is based on previous town purchases and town Office of Emergency Management discussions with radio system vendors. In addition, the purchase and installment of an additional radio repeater is estimated at \$15,000.

Leadership Support

There is certainly potential for the call-taking and dispatching operations in the town and city to be combined. To address interoperability, officer safety, and situational awareness concerns, consolidation should be a priority. Consolidation could reduce the cost of technology, and may over time through attrition reduce personnel costs. The primary impediments to combining the centers are related to differing local priorities and governance, rather than day-to-day operations and technology.

There are a number of reasons police departments and their communities resist the consolidation of dispatch services. For a police department, the ability to control the operations of a communications center is a key component in controlling its business operations. The communications center is the first interface the public has with its police force. The communications center has the ability to influence how officers are dispatched and allocated in the field.

Both GTPD and GCPD police administrators should direct policy and procedure regarding how the center processes, dispatches and records police related calls. This will ensure that police services are being provided in a manner that is acceptable to the department and community. While on one hand police administrators prefer their own dispatch centers for accountability purposes there is a strong argument for consolidating these operations for cost savings and efficiency. In order for a joint communications center to work, all department leaders must have significant influence over operations. Many of the reasons police departments resist the combining of communication centers have merit, and need to be addressed before any shared communications service is implemented.

Comparing the role of a town in Connecticut to the role of counties in other states, this approach to providing communications services is a common arrangement. Many 911 facilities throughout the country are county-based, where the center provides services to all emergency services. The most critical issue in implementing a combined communications center in Groton is establishing acceptable center oversight by each agency and agreement to share technology.

Potential Cost Reduction

Significant cost reductions will only be achieved if there can be a reduction in the total number of city and town dispatch positions. Since the reduction of personnel is not likely, savings would be limited to ongoing reduced costs for infrastructure, equipment, and software once the initial procurement of the infrastructure and equipment was met.

Operational and staffing decisions should be based on a qualitative assessment by the communications center manager, in consultation with the respective police chiefs. Reduction in personnel could be achieved over time by not filling vacant positions.

Recommendations

- 7. The town and city should move forward with communications center consolidation efforts to ensure interoperability, improve officer situational awareness, and eliminate redundancy in CAD and RMS software systems.** To be accomplished, GTPD, GCPD and GLLPD should assign senior level commanders along with a manager from the Town Office of Emergency Management to initiate the consolidation process. This group would further identify challenges, discuss and develop solutions, and present an action plan and timeline with final cost estimates to town, city and GLPA police and municipal leaders.

Consolidation of Jail Services

The GTPD and GCPD each maintain a lock-up facility. The GLPPD uses the town, city or state police facilities. Managing a lock-up facility is a high liability, highly regulated function. The duplication of effort in the town and city should be eliminated. Considerations include:

- Both the town and city lock-up facilities are older, and lack room for any expansion.
- The duplication of lock-up facilities is labor intensive. Both departments are required to have staff in the building when prisoners are present.

The GCPD conducted a one year review from August 2012 through July 2013 of arrest data and estimated a cost of over \$119,000 in overtime to monitor prisoners held by the agency. During that time frame, roughly 51% of those arrested in GCPD were detained in a cell. A review of GTPD, GCPD, and GLPPD's arrest data in 2011 and 2012 indicated a combined average of 1,292 arrests per year. The GLPPD reported only four arrests each year. The total equates to an average of 3.5 combined arrests per day. The town currently has four adult male cells, one

padded cell, two adult female cells, and one juvenile holding area. This should provide enough holding capacity for both the town and city keeping in mind that not all arrests require a prisoner to be held. Fiscal savings will be further discussed below.

The GTPD already has a working lieutenant and front desk officer available to monitor prisoners being held. The GCPD or GLPPD could simply transport the prisoner to the GTPD, process the prisoner as required, and turn the prisoner over to the GTPD for monitoring purposes. The GCPD or GLPPD officer could then return to the field or their agency to complete the report writing process.

Discussions with the GTPD chief of police indicate their willingness to accept this responsibility.

Potential Cost Reductions

There will be few overall staffing cost reductions under this arrangement. The town would still be required to have someone in the facility to monitor prisoners in the lock-up. However, the increase in time will likely be minimal. Subsequently, the town would incur a small increase in the number of hours spent monitoring the jail. The city would realize an elimination of the hours formerly used to monitor the lock-up including \$119,000 in overtime savings previously paid over a one year period to monitor prisoners.

While there may not be initial cost savings because of existing staffing, the larger benefits to consolidating the prisoner holding process are long term. They are derived from reducing the duplication of effort, reducing future overtime costs, and reducing liability by utilizing only one holding center. This approach will also eliminate future capital costs for the city for remodeling its current lock-up.

Recommendations

- 8. The GTPD and GCPD should begin immediate discussions that would result in the consolidation of the prisoner holding process.** Utilizing the GTPD facility will eliminate the need for GCPD prisoner monitoring and will reduce future costs of maintaining two separate holding facilities. The GTPD and GCPD can initiate this process by establishing a team of police commanders to review potential concerns, develop solutions, create appropriate department policy, and devise a transition game plan and timeline. The plan would then be presented to GTPD and GCPD Chiefs of Police for review, discussion, approval and implementation.

Collaborative General Criminal Investigation Efforts

Both the GTPD and GCPD utilize detectives to conduct follow-up investigations of criminal complaints. The GLPPD utilizes patrol officers in all facets of an investigation. Neither the GTPD nor the GCPD utilize a case management system to assign and track investigations or time committed. Staffing for each agency was discussed earlier in this report.

As earlier discussed, criminal activity and criminal offenders frequently overlap law enforcement jurisdictions requiring a collaboration investigative effort. Without a formal information sharing process, information may not be shared in an effective manner to quickly address crime issues. Although the workload for both the GTPD and GCPD were difficult to measure, both agencies must provide an investigative capability due to the complaints that they handle.

Potential Cost Reductions

Although this is not a cost saving concept, it will enhance information sharing, allow detectives to benefit from each other's training and experience, and create collaboration between the two agencies.

Recommendations

- 9. The GTPD and GCPD should combine investigative resources to enhance investigative efforts and ensure the sharing of information.** This would be a collaborative effort between the GTPD and GCPD. Detectives from both agencies would be assigned to work from the GTPD police facility with day-to-day oversight provided by a GCPD detective sergeant and GTPD lieutenant. Command oversight of investigations should be shared between the GTPD detective lieutenant and the GCPD captain. Any issues regarding law enforcement powers or jurisdiction would be addressed with a memorandum of understanding, similar to the way both agencies have worked on previous drug task forces. Investigators would be assigned cases that would be tracked in a combined case management system. The combined resources, sharing of information, and tracking of cases will provide an improved investigative response for the entire Groton community.

Narcotics Enforcement Task Force

Both the GTPD and GCPD previously assigned officers to work in either the State Narcotics Task Force (SNTF) or a regional Groton task force. Task forces of this nature have grown

around the country, most often federally funded. The business model of this type of endeavor is generally effective. The provision of oversight of the task force can vary.

The key consideration when government officials assign staff to a narcotics task force is the issue of value added. Specifically, how much value does participation in the task force return to the City and the Town? Difficulty in measuring outcomes in drug enforcement initiatives is an impediment to evaluation, but City and Town leaders indicate a commitment to staffing narcotics investigations which have a nexus in their Groton communities. Consideration can be given to the potential of additional revenue received through shares of asset seizures and forfeitures.

Potential Cost Reduction

Personnel resources are the primary costs in a task force operation. The cost to each agency is dependent upon the number of personnel they contribute to the operations. Operations costs are minimal when compared to personnel costs. One variable is the impact of any grant funding for the task force and which agency manages the grant.

Combining the GTPD and GCPD narcotics investigative efforts would not be designed to reduce costs directly. The purpose of combining enforcement efforts is to create an effective narcotics investigative response by combining the one narcotics officer from each agency along with one narcotics sergeant. This would allow the unit to share information, more effectively identify and target drug offenders and more efficiently use resources such as officers' time, and address both City and Town community concerns.

Recommendations

- 10. The GTPD and GCPD should combine their narcotics investigators into a regional Groton task force to concentrate on Groton area related narcotics issues.** To balance the previous recommendation of combining general investigative efforts at the *GTPD*, this regional Groton task force should be assigned to operate from the *GCPD* with the GTPD narcotics detective sergeant providing day-to-day oversight. The GCPD police captain, who oversees GCPD investigations, could provide command oversight of the task force in collaboration with the GTPD detective lieutenant. A memorandum of understanding would be developed to ensure that jurisdictional and law enforcement powers are addressed.

Collaborative Marine Patrol and Dive Team Capabilities

The marine patrol functions of the GCPD and GTPD should receive high priority for consideration as a sharing initiative. The city has one large boat and another smaller boat. The GCPD does not patrol regularly, but will go out on particular missions. The GTPD has just acquired a new boat through a Coast Guard Port Security Grant. They attempt to conduct boat patrol on one weekday and one weekend day per week.

The GTPD and GCPD both have well trained and prepared dive capabilities. Through a shared program, more time could be allocated to a collaborative marine patrol and response.

Potential Cost Reduction

The benefits of sharing assets and personnel for a marine/dive response should provide long-term cost savings. Most costs are going to be related to operating and maintenance costs associated with the vessel and dive equipment. By sharing resources, agencies can rotate vessel use, reduce redundancy in equipment, and share staffing to minimize overtime or call out costs.

Recommendations

- 11. The GTPD and GCPD should assign command level personnel who provide oversight of their agencies' marine/dive capabilities to devise and implement a collaborative marine/dive response plan.** This plan would include a list of qualified personnel, the creation of scheduled training, the development of policy and procedures, and a timeline to initiate the process. Commanders should select a supervisor from each agency to provide oversight and serve as liaisons between the agencies. These supervisors would be responsible for deploying staff in emergency situations, selecting mutually agreeable training days, ensuring staff availability, and planning for the many known special events in or near Groton waterways.

Community Service Officers

Currently, none of the police departments⁸ employ community service officers (CSO), sometimes referred to as police service technicians (PST), to augment their workforce. A CSO/PST is a civilian employee who can respond to calls for service that do not require a sworn officer to be present. Some communities have leveraged this approach extensively, with

⁸ The Town has previously employed civilians to perform limited duties in the field during summer months.

civilian employees taking a wide variety of reports either over the telephone or in a field response.

Potential Reduction in Costs

Civilian employees responding to calls for service, such as “cold” burglary calls, will reduce the amount of time spent by officers on calls. The types of calls civilians are allowed to respond to is a policy decision, so police officer time savings can only be estimated when the civilian/sworn response threshold is established.

A CSO/PST program in a police department is generally implemented for several reasons. They include:

- To free officers for more enforcement or problem solving activities.
- To mitigate the need to add new officers as workload grows.
- To staff or augment specialized positions that do not require an officer. Examples include crime scene technicians and investigative assistants.

In some agencies, sworn staffing levels are reduced through attrition and replaced through the implementation of a CSO/PST program. In other cases, CSO/PSTs are used to augment the existing patrol force and allow sworn officers to focus on issues that require their skills, knowledge, and abilities. They may be used in the field in some instances or to free officers working in-doors for field assignments.

Recommendations

- 12. The GTPD and GCPD should consider utilizing uniformed CSO/PST personnel to staff the front desk at the police facility.** The GTPD currently uses a sworn officer assigned to the front desk of police headquarters. This officer can handle walk-in complaints, assist the Communications Center with calls, and provide prisoner monitoring when the lieutenant is not available. All of these tasks can be and are commonly done by civilian personnel. CSO/PST can be trained to take reports, handle walk-in complaints, and monitor prisoner activity. Using CSO/PSTs in this environment can either save costs by reducing the number of sworn officers and replacing them with less expensive CSO/PSTs or enhance department staffing by allowing front desk officers to be re-allocated elsewhere in the department. The GCPD could consider renaming

former dispatch personnel to CSO/PSTs and continue using them to handle walk-in complaints and other administrative tasks.

CONCLUSION

This study identifies opportunities for cost savings that could result from enhanced sharing of certain police services among the three police departments in Groton.

The study looked closely at workload for each agency, particularly patrol, to ensure that the departments have adequate staffing to meet demand. Our analysis showed that each agency has sufficient patrol staffing to engage in proactive community-oriented policing. Concerns regarding communication and dispatch, specifically interoperability, have been identified and addressed in this report. PERF's recommendations regarding the consolidation of prisoner detention should save time and money for the GCPD.

Review of the departments' organizational structure, specialty units, and discretionary activities finds no outstanding concerns. The span of control is appropriate for each agency, based on the services they provide. There are no significant gaps in police service. Each agency has expertise in certain functions, such as canine operations in the town and dive team response capabilities in the city. Such expertise and resources should continue to be maintained and shared in the future.

Recommendations to increase cooperation between the agencies, primarily the GTPD and GCPD, have been made. Working together on dispatch operations, prisoner holding, general investigations, narcotics complaints, and marine and dive response will deepen partnerships and improve the effectiveness and efficiency of police response. Initial cost savings from the consolidation of certain functions recommended in this report likely will be limited, and in some cases, there may be a need for new investment. However, over the long term, Groton's three police departments will see real cost savings, more effective information-sharing and, most importantly, more effective service delivery to the region.

Comparing budgets and costs for police service between the agencies posed several challenges. Recommendations for improving the budget process, including a sample spreadsheet for use by all three agencies, have been provided. Both the city and GLP are requesting funding from the town. Both agencies should prepare their funding request in a manner that clearly identifies the service program and cost for each request. Utilizing the town's program-based natural expense classification system should be reasonably simple for the city and GLP and should meet the town's needs.

Underlying the question of consolidating certain operations among Groton's three police departments is a deeper issue of whether policing in Groton could be improved through more sweeping changes or even merging all three police departments into one agency.

This is an issue that is playing out across the United States in other metropolitan areas where a number of city and county governments share jurisdiction over policing. It is important to understand that the United States has a strong tradition of extremely localized control of policing. There are some 18,000 police agencies in the nation, and more than 80 percent of them have 25 or fewer officers. By contrast, in England and Wales, with a combined population of 56.1 million, there are only 43 police departments.

The decentralization of policing in the United States is rooted in the American preference for local autonomy and for strong, direct influence over government services. Americans are often willing to pay more for their local police department than they would pay for police services from a larger, more regional department, because they prefer to have a strong role in setting local policing priorities. This was reflected in the interviews conducted for this study with City of Groton and Groton Long Point officials, who indicated a strong preference for continuing their separate police agencies.

PERF respects the fact that in Groton and other locations, there is a tradition of police departments maintaining their own character and their own histories. And merging law enforcement agencies, or even certain policing functions, can be a complicated process.

At the same time, the economic crisis that began in 2008 has resulted in a closer examination of these issues. Departments across the country have faced budget reductions, layoffs, and the elimination of police positions. Police agencies responded to the belt-tightening with greater use of technology, alternative responses to non-emergency requests for service, and in some cases, consolidation of police services and agencies. Like PERF, the U.S. Justice Department's COPS Office has followed these trends, and last year issued a report detailing the pros and cons of full or partial consolidations, with a number of case studies.⁹

⁹ "Police Consolidation, Regionalization, and Shared Services: Options, Considerations, and Lessons from Research and Practice." Office of Community Oriented Policing Services, February 2012.

http://cops.usdoj.gov/Publications/e1211_bolo.pdf

The community of Groton has not been immune to tough economic times, and could benefit by considering additional consolidation of policing. Maintaining multiple police agencies to serve a community is what communities have over time come to expect. However, fiscal constraints are putting enormous pressure on police agencies to be more efficient. Advocates of consolidation also note that when policing is fragmented among multiple agencies, it can be more difficult for the separate agencies to work together in responding to crime. Crime does not respect jurisdictional boundaries, but police agencies must do so.

For consolidations to be effective, they should provide long-term savings to the community, enhance the quality of police service, and be supported by both the citizens and elected officials. As discussed, many local officials prefer to maintain three separate police agencies. However, consideration should be given to holding public meetings to provide all town, city and GLP residents an opportunity to discuss local police services, understand cost implications, and give local officials their input on how best to share police services.

This study has addressed the questions posed in the proposal and has identified ways to move forward. If these recommendations are considered and implemented, Groton residents should benefit from improved service and continued cost reductions. The three jurisdictions should vigorously explore the recommendations in this report