

May 28, 2002

The Honorable Bill Purcell, Mayor
Emmett H. Turner, Chief of Police
Metropolitan Police Department
Metropolitan Government of Nashville and
Davidson County
200 James Robertson Parkway
Nashville, TN 37201

Report of Internal Audit Section

Dear Mayor Purcell and Chief Turner:

We have recently completed a performance audit of the Metropolitan Nashville Police Department. According to the *Government Auditing Standards* issued by the Comptroller General of the United States, “a performance audit is an objective and systematic examination of evidence for the purpose of providing an independent assessment of the performance of a government organization, program, activity, or function in order to provide information to improve public accountability and facilitate decision making by parties with responsibility to oversee or initiate corrective action.” A performance audit is different than a financial statement audit, which is limited to auditing financial statements and controls, without reviewing operations

and performance. In performing this audit, we retained MGT of America to work under our direction. MGT focused on

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Police Department operations and performance while Internal Audit staff tested controls and compliance over financial transactions such as revenue collection, purchasing and payroll processing. MGT's final report, dated May 28, 2002, *Comprehensive Performance Audit of the Metropolitan Nashville Police Department*, accompanies this letter and is hereby submitted to you.

The Police Department is responsible for the enforcement of laws and protection of the general public in accordance with provisions of the Metropolitan Charter and Ordinances. The Department is organized into three principal bureaus: Administrative Services, Investigative Services, and Uniform Services. Five smaller units are organizationally positioned outside of the major bureaus and report directly to the Chief of Police. These include Fiscal Affairs, Information Services, Behavioral Health Services, Criminal Intelligence, Office of Professional Accountability and the Public Information Office. Further details on the Department's operations and organization are contained in the MGT report.

At the time of the audit there were 1,226 sworn and 626 non-sworn personnel in the Police Department. The 2001-2002 fiscal year budget for the Department totaled \$109,691,263. Of this amount, approximately \$97,000,000 is for personnel related expenditures. Additional background information for the Department is found in Chapter 1 of the MGT report.

Objectives, Scope, and Methodology

This represents the first comprehensive performance audit of the Police Department. Most of the major functions and activities throughout the Department were included in the scope of this work. The audit focused primarily on fiscal year 2001-2002, but certain analysis required consideration of financial, performance and operational results outside of that time period.

The primary objectives of this performance audit were as follows:

- Assess the overall management of the Department, including organizational structure, performance measurement, funding, staffing patterns, allocation of enforcement resources, training, and use of technology.

- Review all major operational aspects of the Police Department and identify major strengths and weaknesses while assessing operational efficiency and effectiveness.

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- Compare the Department's operations and key performance measures to industry best practices and to selected peers.
- Assess compliance with applicable laws, regulations and policies.
- Develop findings and recommendations for any areas where performance could be improved.

The methodology employed throughout this audit was one of objectively reviewing various forms of documentation, including written policies and procedures, financial information and various other forms of data, reports and information maintained by the Police Department and other Metro departments. Police Department management, administrative and operational personnel; personnel from other Metro departments; and other stakeholders were interviewed, and various aspects of Police Department operations were directly observed. Data obtained from the various sources were analyzed, and various aspects of performance, cost and operations were compared to those of industry norms, best practices and selected peers.

We performed the audit procedures in accordance with generally accepted government auditing standards.

Findings and Recommendations

The MGT report addresses Police Department operations and the resulting findings and recommendations in detail. Following is an overview of some of the more significant findings and recommendations from the MGT report and from Internal Audit's work. The Internal Audit findings and recommendations are attached to this report.

- Overall staffing and budget resources were found to be within acceptable levels for an agency the size of Metro's Police Department. Therefore, no recommendations to add or reduce the overall Police Department workforce were made. Recommendations to hire civilian managers for a few key positions were made, however.

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- Sworn personnel as a percentage of total Department staff were found to be comparable to peer agencies, but the percentage allocated to the Patrol function was the lowest among the peers. Recommendations were made to shift approximately 110 officers to Patrol to ensure adequate staffing for this function. Additionally, there is a need to perform a comprehensive staff utilization study for the entire Department.
- The current Department organization structure is unbalanced with respect to managerial span of control and scope of responsibility, and the current organization does not fully support community policing. The Uniform Services Bureau is too large and the Chief of Police has too many direct reports. A new organization structure has been proposed, as well as recommendations regarding an interim structure to transition to the proposed structure. A more effectively designed organization will strengthen the Patrol function while enhancing accountability for performance and facilitating community policing efforts.
- Comprehensive strategic planning with measurable goals and active monitoring has not been implemented in the Department. The creation of a Strategic Deployment Division is recommended to lead planning efforts and to oversee the allocation of resources.
- Meaningful performance measures were lacking throughout the Department. Frequently the Department was found to record activity but not workload or effectiveness measurements. Recommendations were made to develop specific performance measures in order to monitor the effectiveness of operations and provide information for improvements.
- Several areas needing improvement in human resource management were noted. These included a restrictive promotion process, deficiencies in training programs, and the lack of adequate job rotations in certain assignments. Recommendations were made to address these issues, including revising the current promotional process, establishing additional training programs, and implementing a clearly defined career development program.
- There were numerous areas throughout the Department where space and facility needs were noted. It is recommended that the Department undergo a comprehensive facilities study to evaluate and make recommendations for overall facilities requirements.

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- The Department budget development and monitoring process is in need of improvement. It was noted that departmental managers had little involvement in budget development and control. This limited involvement makes accountability for budgetary matters difficult. Recommendations were made to modify the budget process to ensure direct and continuing involvement by departmental supervisors.
- A number of exceptions were noted related to Police Department compliance with Metro policies controlling the use of procurement cards, as well as compliance with Metro travel policies and procedures. It was also noted that the billing and monitoring procedures surrounding reimbursable Police extradition travel expenditures did not ensure timely collection. Recommendations were made to improve controls over procurement cards and travel expenses, and improvements in the billing and collection of reimbursable extradition charges were recommended.
- Deficiencies were noted, and corresponding recommendations for improvement were made, related to other revenue and cash control processes.

Detailed explanations of the above findings and recommendations, as well as several other findings and recommendations, are included in the MGT report. The fiscal impact of the findings and recommendations can be summarized as follows.

- An increase in the annual operating budget totaling \$1,371,500 is recommended. \$596,500 is recommended for increased staffing to address deficiencies in the booking process, security in the communication center and to replace sworn staff with civilian managers in certain areas. Another \$100,000 is recommended to address deficiencies in training programs, while \$675,000 is recommended to complete a strategic plan and a staffing study and to evaluate Office of Professional Accountability case preparation.
- Capital expenditures of \$1,845,000 are recommended. Approximately \$1,200,000 of this amount is recommended to provide cars for the homicide unit and also to replace some motorcycles with cars. \$455,000 is recommended for computing and investigative equipment, security lights and cameras for the impound lot, and a driving simulator. Additionally, \$150,000 is recommended to complete comprehensive facility and technology plans.

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A summary of each recommendation with a fiscal impact can be found in the Executive Summary of the MGT report.

Management's response to the audit recommendations is attached to this report.

We greatly appreciate the cooperation and help provided by all Police Department staff.

This report is intended for the information of the management of the Metropolitan Government of Nashville and Davidson County. This restriction is not intended to limit the distribution of this report, which is a matter of public record.

Internal Audit Section

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Metropolitan Nashville Police Department

Internal Audit Findings and Recommendations

- 1) The Police Department needs to improve controls over travel related expenditures to ensure compliance with Metro policies.

Internal Audit reviewed Police Department compliance with Metro's Comprehensive Travel regulations by examining a sample of 67 individual transactions from the period July 2000 through November 2001. This sample represented 50 separate trips and expenditures totaling approximately \$55,000, out of total travel expenditures of approximately \$264,000. Based on our testing, we noted the following exceptions:

- The Police Department uses Visa credit cards issued to the Department by the Police Credit Union for out of town fueling and travel related expenditures. The arrangement with the Credit Union has been in place for many years but was not competitively bid through Metro Purchasing and has not been approved by the Metro Legal and Finance Departments.
- At December 6, 2001 there were 30 overdue travel advances to Police Department employees totaling \$20,794. Twelve of the past due advances totaling \$8,014 related to travel during August of 2001.

Recommendation:

The Police Department needs to improve controls over travel related expenditures to ensure compliance with Metro travel policies. The Department should also work with the Finance Department to evaluate the credit card program to ensure compliance with Metro procurement regulations.

- 2) Procedures to ensure prompt billing and collection of all reimbursable extradition expenditures should be developed and implemented.

During our testing of travel expenditures, we reviewed expenditures associated with prisoner extradition transport. Most of the expenses related to extradition travel should be reimbursed by a bonding company, the State of Tennessee, the defendant, or some combination of these three sources. After an extradition trip is made and the related expenses are paid, the Police Department submits their expenses to the District Attorney's office to request reimbursement for travel charges from the responsible party. After accumulating case information, the District Attorney's office forwards the request to the Clerk of the Criminal Court for billing and collection.

We tested ten Police extradition trips totaling \$12,274 that occurred in the first half of 2001 and were subject to at least partial reimbursement. None had been billed or collected as of December 2001. We examined one representative case in detail for travel that occurred in December 1998. The verdict in the case was handed down in January 1999, the invoice for \$357.48 was sent to a bonding company in June 2000, and the reimbursement was received in February 2002, over three years after the original travel date. We were told that this was a typical transaction. There are no late charges assessed to bonding companies. Additionally, any reimbursement of funds is recorded as Criminal Court Clerk revenue instead of reimbursing the Police Department business unit where the expense was recorded. Police expenditures related to prisoner extradition are approximately \$100,000 annually.

Recommendation:

The Metropolitan Police Department, jointly with the District Attorney and Criminal Court Clerk, needs to develop and implement procedures to ensure prompt billing and collection of all reimbursable expenditures related to Police extradition travel. Additionally, late fees should be charged for delinquent payments from bonding companies, and reimbursements received should be credited to the Police department business unit where the expenses were recorded.

3) The Police Department should comply with Metro procurement card policies and procedures.

We tested a sample of 120 procurement card transactions totaling \$50,915, out of a population of approximately 1700 transactions totaling \$417,655, for the period July 2000 through November 2001, and we noted 10 purchases totaling approximately \$8,000 where the signature authorizing the use of the card was not the approved cardholder signature. This is not in compliance with Metro's procurement card policy, which states: "only the employee whose name is embossed on a Purchasing Card may use that card. No other person is authorized to use the card." The Department's Fiscal Affairs Division has recently worked with the Purchasing Division in an attempt to solve this problem.

Recommendation:

The Fiscal Affairs unit of the Police Department should ensure procurement card use is compliant with procurement card policies and procedures.

4) Revenue and cash receipts procedures for photo and microfilm services should be improved.

We examined the revenue and cash receipts controls of the Records Division of the Police Department. The Records division is part of the Administrative Services Bureau and has responsibility for providing Police investigative, traffic and other miscellaneous reports to the public for a fee. Based on our review of the operations of this function we noted the following:

- Fees charged for various reports provided upon request to the public are stipulated by Metro ordinance. These fees have not changed since July 1991. The primary cost of the operation is labor.
- We examined a sample of 59 deposits totaling \$45,253, out of a population of 575 deposits totaling \$653,347, for the period August 2000 through January 2002, and we noted that 17 of the deposits totaling \$12,701 were not deposited on the same day or next day, as required.
- Returned checks were not being managed appropriately. We noted a total of 43 checks returned during 2001 totaling \$453 that were being held in a file without active collection efforts.
- There was at least a three week backlog of records to be filed at the time of audit fieldwork. This is reported to be a persistent condition.
- Deposit reconciliation reviews were three months behind at the time of fieldwork. Monthly deposits average approximately \$38,000.

Recommendations:

Rates charged to the public for records should be reviewed for a price increase to reflect increased operational costs. A 10% increase in fees would increase annual revenue by approximately \$45,000. Additionally, receipts should be deposited on the same day or the next day, if collected too late to be deposited the same day, and the department should actively collect returned checks in order to maximize recovery. Finally, deposit reconciliations and records filing procedures should be enhanced to ensure work is performed on a timely basis.

Comprehensive Performance Audit of the Metropolitan Nashville Police Department

Final Report



May 28, 2002

Submitted to:

Metropolitan Government of Nashville and Davidson County



Submitted by:



2123 Centre Pointe Boulevard
Tallahassee, Florida 32308-4930

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***POLICE AUDIT
EXECUTIVE SUMMARY***

1.0 DEPARTMENT OVERVIEW

2.0 OFFICE OF THE CHIEF

3.0 UNIFORM SERVICES BUREAU

**4.0 INVESTIGATIVE SERVICES
BUREAU**

**5.0 ADMINISTRATIVE SERVICES
BUREAU**

POLICE AUDIT EXECUTIVE SUMMARY

Audit Scope and Objectives

In July 2001 the Internal Audit Section of the Metropolitan Government of Nashville and Davidson County issued a request for proposals for a performance audit of the Police Department. Based on Metro's evaluation of the competitive bids submitted, MGT was selected to conduct the audit of the Metropolitan Police Department.

In October 2001, MGT began the on-site work, which included:

- evaluating workload and performance data;
- interviewing key individuals in MNPd, Metro, and the community;
- touring all major facilities operated by MNPd;
- reviewing major processes and operations; and
- reviewing various reports, files, and documents surrounding operating performance and personnel.

We also conducted a peer agency review with information gathered from six peer agencies selected for their overall comparability to Nashville and MNPd. Factors considered in selecting the peers included: population, community make-up, size of department, level of departmental activity, and use by Metro for economic and other comparisons. The selected peer agencies were Austin, Charlotte-Mecklenburg, Indianapolis, Louisville, Memphis, and Oklahoma City. Detailed information was gathered from each of the peers on department organization, workload, staffing, budget, and various operating practices and procedures. Also reviewed were crime statistics and community demographics. All relevant observations were incorporated into the report.

Among the primary objectives of the audit were:

- evaluation of performance measures used;
- analysis of organizational structure;
- assessment of major departmental operations;
- evaluation of training programs and promotional processes;
- analysis of resource allocation, including utilization of personnel;
- use of technology;
- comparisons of MNPD to peer police departments;
- assessment of strategic planning;
- identification of strengths and weaknesses; and
- development of recommendations for improvements.

MNPD has adopted a philosophy of “Community Oriented Policing.” We evaluated current operations and framed our recommendations in the context of community policing. Community policing embraces the philosophy of taking proactive steps to prevent crime. It requires the police to find solutions to treat problems, not merely symptoms, and it emphasizes the development of partnerships between the police, the community, and other governmental agencies. It relies on department decentralization and an orientation of the patrol function to facilitate two-way communication between the police and the public.

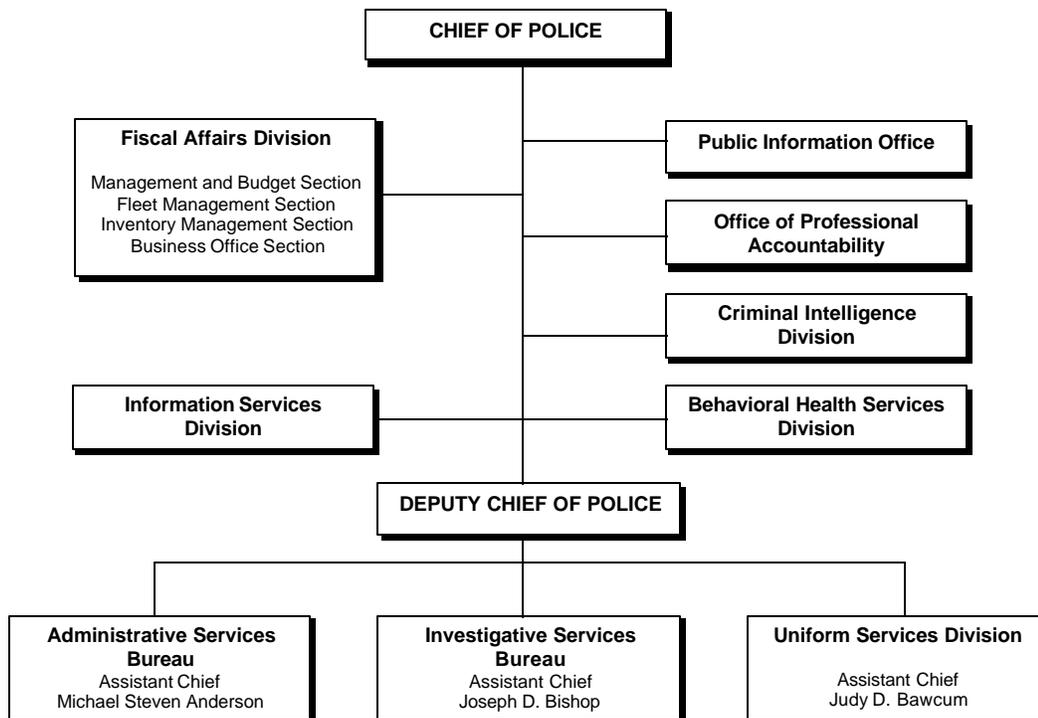
MNPD Overview

The 2001–2002 budget totaled \$109,691,263, approximately \$97,000,000 of which was for personnel related expenditures. At the time of the audit, there were 1,226 sworn and 626 non-sworn personnel on the police department staff. Since that time MNPD has enrolled an academy class of 41 new police recruits.

After analyzing the overall departmental budget and staffing, it was determined that MNPD was within the range of available resources expected for an agency of its size. The only unusual peer analysis finding was that MNPD's use of sworn officers in the Patrol Division whose primary responsibility is responding to calls for service was the lowest of any of the peers.

The current organizational chart is shown below as Exhibit 1. The current structure has three bureaus and seven functional areas, six of which have division status and directly report to the Chief of Police.

**EXHIBIT 1
CURRENT ORGANIZATIONAL STRUCTURE
METROPOLITIAN POLICE DEPARTMENT**



Commendations

In addition to identifying areas needing improvement, we identified commendable areas where programs or actions were performing particularly well. Among those items that were most noteworthy was the fact that MNPDP is now completing its second national law enforcement reaccreditation cycle. MNPDP is nationally accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA), and only one other peer agency shares this distinction.

Among other commendations noted were:

- In spite of frustration driven largely by staffing and resource allocation issues, officers and civilian employees alike are generally positive about the future and want to see the agency improved.
- We were impressed with the high quality of many staff members and believe that long-term leadership needs can be met.
- The department is implementing a second generation Automated Fingerprint Identification System (AFIS) before most police departments have attained this technology.
- An internal flyer is published frequently to attempt to keep MNPD employees up to date on issues/incidents of concern to them.
- The Information Services Division has achieved significant cost savings by undertaking in-house maintenance of several pieces of computer hardware.
- Police officers teach the DARE and GREAT programs and serve as mentors and positive role models for students.
- The SWAT Team and Negotiator Unit are staffed with specially trained personnel without requiring them to be assigned to these units full-time.
- The SWAT Team has been the recipient of numerous awards and commendations.
- Digital photography has taken the place of conventional “wet film,” allowing for easier handling of crime scene photos.
- The elimination of “wet film” has allowed the removal of all photo darkroom equipment, providing valuable office space for the ID Unit.
- The Department has state-of-the-art ballistics comparison equipment, allowing for much quicker and more thorough testing of firearms thought to be involved in crimes.
- The Department has maintained a practice of internal promotion of latent fingerprint examiners, which provides a career ladder for non-sworn employees in this division.
- Task Forces enable the department to obtain significant outside assistance on complex investigations that it might not otherwise be able to undertake or sustain.
- MNPD's participation in these Task Forces gives it a voice in how multijurisdictional investigations are carried out.

Overall Conclusions

As part of the peer analysis review mentioned above, we compared budgeted funding levels and found MNPD to be comparable to peer agencies. The 2001–2002 budget totaled \$109,691,263, approximately \$97 million of which was for personnel related expenditures. The current budget reflects an approximate 10 percent increase over the prior year, most of which was for pay adjustments to bring police salaries to market levels. It appears that sufficient budgetary funding is allocated to MNPD.

At the time of the audit, there were 1,226 sworn and 626 non-sworn personnel on the police department staff. Since that time MNPD has enrolled a class of 41 police recruits. Total staffing was determined to be within the range expected for an agency of this size for both sworn and non-sworn employees. The only area in which MNPD staffing was out of line was with regard to assignment of officers to patrol duty. The percentage of sworn officers assigned to patrol duty was the smallest of any of the peers. In contrast, the percentage of uniformed officers assigned to specialized units by MNPD was the highest of the peer agencies.

It should be noted that in reviewing the number of patrol officers for MNPD and the peers, we considered only uniformed officers whose primary duty was direct call response. While MNPD does have additional officers assigned to specialized units who spend some portion of their time responding to calls, these were not counted in the patrol totals.

Despite fewer officers assigned to patrol and larger patrol areas per officer than peers, our review of MNPD response times showed that Nashville's response times are in line with benchmark targets. Although there are no national standards for response times per se, the target of 5 minutes for emergency response has long been an accepted benchmark. The reported mean response time figures for the two highest

priority codes were 4:39 minutes and 5:40 minutes. The overall average response time figure for all calls was 9:35 minutes. These times are well within acceptable professional standards.

When Part One Crime (defined by the FBI as being the major crimes of Homicide, Rape, Aggravated Assault, Robbery, Burglary, Auto Theft, and Larceny) was reviewed, MNPD's crime rate was found to be above the average. In comparing crime rates among communities, it is important to keep in mind that several factors can impact the observed results, including local reporting differences and the fact that the data are self-reported. Additionally, local conditions—such as citizen confidence that crime will be dealt with and victim support—can impact the level of crime reported.

When crime rates of the peer agencies are reviewed in the context of the population sizes, per capita income, unemployment rates, department budgets, total staff available, and overall community demographics of the peers, there is no obvious external factor or set of factors that would explain Nashville's crime statistics. The only significant difference that we saw in looking at the peer agencies compared to Nashville is that Nashville has the lowest percentage of total available staff dedicated to the patrol function. This is not meant to imply that there is a direct cause and effect relationship between the level of staff dedicated solely to patrol and crime rates. As discussed above, there are several complex factors that impact reported crime rates.

Additional staff resources are not being recommended at this time for two primary reasons. First, overall department staffing levels are within the range we would expect. Second, there is insufficient data available concerning workload, utilization, and performance of current staff to determine if additional personnel may be needed. We have specifically recommended that a comprehensive assessment of staffing be conducted.

Major Findings and Recommendations

In each major section of the report specific findings and recommendations are presented in detail. Some of the more significant findings and recommendations are summarized below.

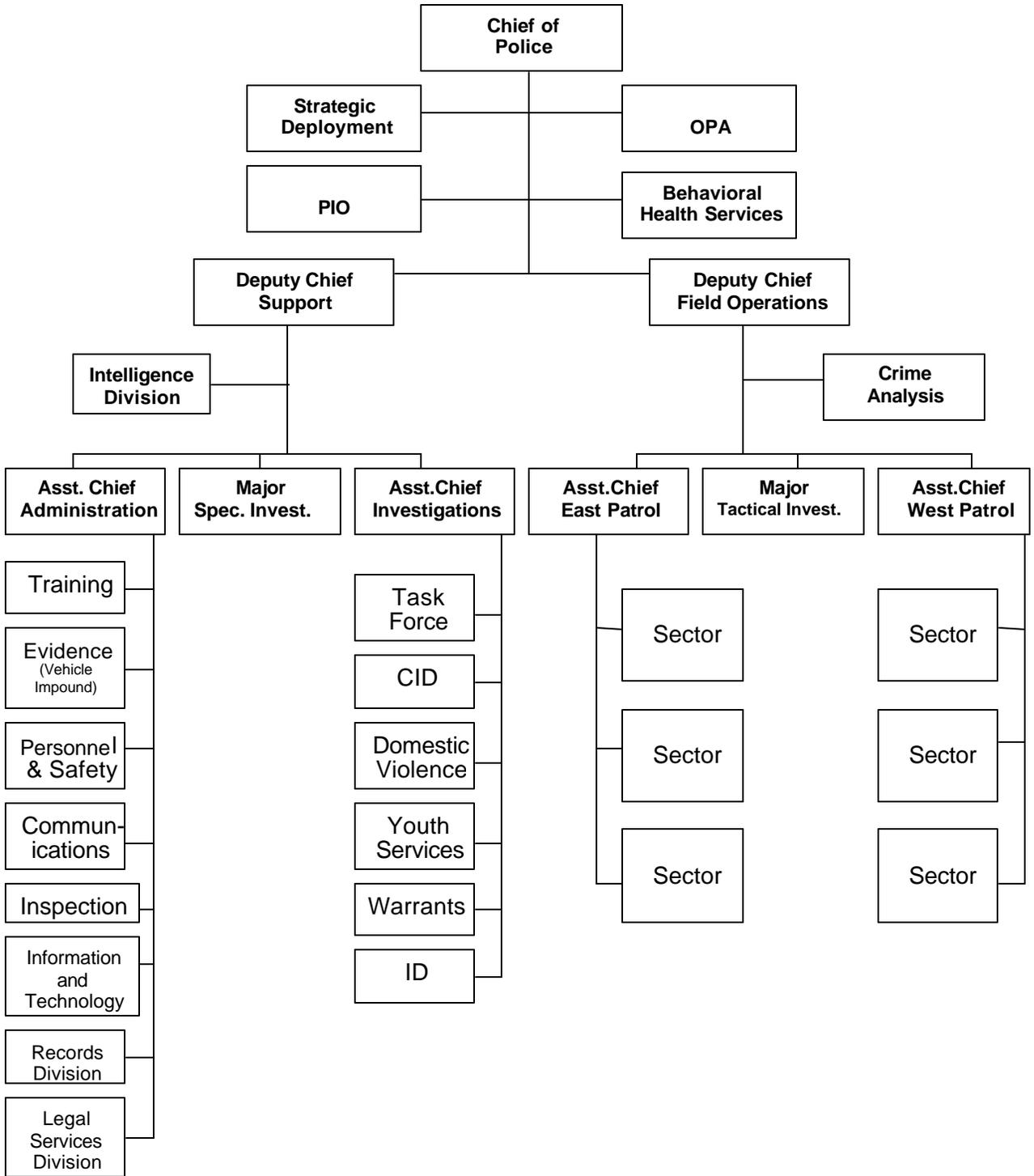
Need to reallocate existing sworn personnel and study staff utilization

While overall staffing levels are very comparable to those of the peer agencies, MNPD has a high percentage of sworn personnel assigned to specialized units and a low percentage of officers assigned to patrol duty. We recommend the transfer of approximately 113 officers to the Patrol function to ensure that adequate staffing is provided for this critical area. This is the number of patrol officers needed for adequate time for officers to engage in meaningful amounts of community policing activity. These staffing adjustments can be made largely by reassigning existing officers and by reducing administrative time. The reassignments will not all occur immediately. Several performance, training, human resource, and workspace issues will have to be addressed to fully implement this recommendation. In addition to reassignments, the most recent academy class should increase the number of patrol officers. We also recommend an extensive review of departmental staffing to determine where officers and non-sworn staff can be reallocated for greater organizational effect.

Need for reorganization

The current organizational structure, with one Deputy Chief and the very large Uniform Services Bureau under a single Assistant Chief, hinders the effectiveness of the department. The Chief of Police has too many direct reports, and the organizational structure is not balanced with regard to span of control or scope of responsibility. We propose a revised organizational structure. The proposed structure, shown in Exhibit 2,

**EXHIBIT 2
PROPOSED ORGANIZATIONAL CHART**



calls for two Deputy Chiefs and four Assistant Chiefs. Recognizing that the reorganization will require adequate transition time, we are recommending that the Operations area be divided between the Patrol and the Patrol Support functions (e.g., Traffic, School Services, Tactical Investigations) as in interim step. This structure better balances the responsibilities of the department, allows for greater accountability due to a more reasonable distribution of managerial responsibility, and facilitates community policing goals.

Lack of performance measures

A common weakness throughout the department was a lack of meaningful performance measures. While most areas had some sort of monthly activity report, the information that was captured was often related to resources and was not as helpful in attempting to measure workload or effectiveness. We recommend that specific performance measures be developed and that these data be routinely monitored to determine the effectiveness of various programs and strategies to determine if specific actions have had a direct impact in terms of improved conditions. For example, measure and monitor the amount of crime in addition to tracking arrests made.

Personnel issues

We noted several areas of personnel management that need improvement. In some of the special units, we noted that a number of officers had worked nearly their entire careers in one type of assignment, limiting opportunity for advancement and limiting the department's overall performance in the long run. Additionally, there are many areas where training can be improved. Finally, the current promotional process for Sergeants and Lieutenants requires that the top candidate on the promotional list be selected for promotion, without taking into account overall past performance or suitability for a promotional assignment. We recommend implementing a clearly defined career

development program, establishing additional training programs, and revising the current promotional process.

Emergency communications issues

We noted the following areas of concern surrounding the call center:

- a high percentage of abandoned E-911 calls (911 callers who hang up, or are otherwise “lost” before their call is answered);
- a high number of “junk calls” – calls that do not need to come to the call center or can be handled some way other than dispatching an officer; and
- a lack of performance measures to monitor operating efficiency or effectiveness.

The E-911 Center is about to be reorganized into a central emergency communications unit. Since the above issues will need to be addressed no matter how the function is organized, we recommend that MNPD begin to resolve them in advance of the reorganization.

Facilities needs

Critical space needs exist throughout MNPD. We recommend that the facility needs of the department be formally studied.

Budget development, implementation, and monitoring

We noted a lack of involvement in the budget process by department managers, enabling them to avoid responsibility for budget development and control, and making accountability for budget matters difficult to achieve. We recommend that the budget process and the overall resource allocation process be modified to ensure the direct and continuing involvement of supervisors so that all department supervisors are taking an appropriate role in the development and monitoring of budgets.

Strategic resource allocation issues

There is no comprehensive strategic plan for MNPd. Deployment decisions are not based on any form of long-range strategy. No single area of the department is responsible for leading strategic planning efforts, and adequate preparation for the future is not occurring. We have recommended the creation of a Strategic Deployment Division, reporting directly to the Chief of Police, to be responsible for taking a leadership role in the areas of strategic planning, financial management and budgeting, resource allocation planning, and internal support for process analysis and re-engineering, for audit implementation and for ongoing performance monitoring and continuous improvement efforts.

Summary of Spending Recommendations

Exhibit 3 is a spreadsheet showing all recommendations that have significant fiscal impacts. There are a total of eleven positions identified in these recommendations. These are:

- 3 Magistrates (Commissioners), who are paid through the General Sessions Court budget;
- 5 security officers for the Communications Center; and
- 3 non-sworn professionals for Human Resources, Records, and Safety.

Most of the other costs identified are either capital expenditures or are related to planning associated with various recommendations made in this report.

**EXHIBIT 3
FISCAL IMPACT OF RECOMMENDATIONS**

<u>Recommendation #</u>		Operating Budget	Capital Budget
Chapter One	Department Overview		
1.1.1	Strategic planning support	\$ 500,000	-
1.3	Space planning study	-	\$ 150,000
1.4	Technology strategic plan	-	100,000
1.5	Laptops and upgrades	-	250,000
1.8	Staffing review	150,000	-
1.14	Magistrates (General Sessions)	200,000	-
Chapter Two	Office of the Chief		
2.7	OPA equipment	-	15,000
2.8	OPA case preparation study	25,000	-
Chapter Three	Uniform Services Bureau		
3.13	Replace motorcycles with cars	-	600,000
Chapter Four	Investigative Services Bureau		
4.7	Vehicles for Homicide unit	-	540,000
4.14	Security lights and cameras for impound lot	-	100,000
Chapter Five	Administrative Services Bureau		
5.3	Security for Communication Center	156,000	-
5.14	Human Resources manager	78,000	-
5.23	Records Manager	78,000	-
5.31	Safety Coordinator	84,500	-
5.34	Training programs	50,000	-
5.35	Training assessment	50,000	-
5.37	Driving simulator	-	90,000
		<hr/>	<hr/>
Total recommended spending		<u>\$1,371,500</u>	<u>\$1,845,000</u>

1.0 DEPARTMENT OVERVIEW

Since October 2001, MGT of America, Inc., has been conducting a management and performance audit of the Metropolitan Nashville Police Department (MNPD). To this point, 11 MGT staff members have been on-site during 14 individual weeks. To date this review has entailed:

- Project initiation activity with Metro Audit Staff
- Evaluation of workload and performance data
- Interviews of key individuals in Metro Government
- Interviews of key individuals in MNPD
- Interviews of various community groups and leaders
- Interviews of officials in other government units
- 21 focus groups of employees at all organizational levels
- Follow-up interviews with MNPD and Metro staff
- Tours of all major facilities operated by MNPD
- Review of major processes and operations
- Review of General Orders
- Review of Accreditation Standards in key areas
- Ride-alongs with Patrol Officers and ID field personnel
- Peer Analysis Review involving six selected peer agencies
- Review of various reports, files, and documents surrounding operating performance and personnel.

1.1 Overview of Departmental Budget

The 2001–2002 budget totaled \$109,691,263, approximately \$97 million of which is for personnel related expenditures. At the time of the audit, there were 1,226 sworn and 626 non-sworn personnel on the police department staff. A total of 191 of the non-

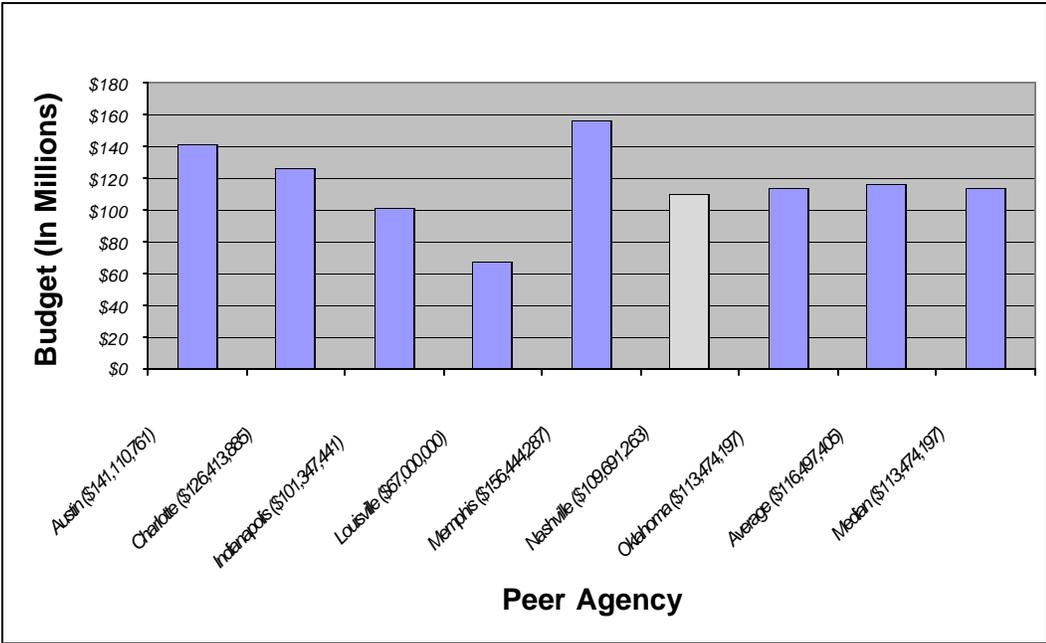
sworn positions are part-time school crossing guards, and these positions have been excluded from the peer analysis. It should also be noted that the peer analysis was done based on data collected in January 2002. Since that time MNPDP has enrolled an academy class of new police recruits, which will add 41 additional patrol officers. This presumes no transfers out of Patrol will occur when these officers are released for full duty at the end of their training. However, it is common for such transfers to occur to fill vacancies in other areas. At the time of this report these officers were assigned to the Field Training Program, completing training requirements prior to assignment as solo police officers in the Patrol Division.

As part of the peer analysis review mentioned above, we evaluated budget levels. The peer budget amount becomes very significant when reviewing resource allocation and deployment issues. If a department does not have sufficient resources, then appropriate allocation is impossible. For this reason, a baseline issue is to determine if it appears that sufficient funding exists to carry out expected operations. From our assessment of funding, it appears that sufficient budgetary amounts exist.

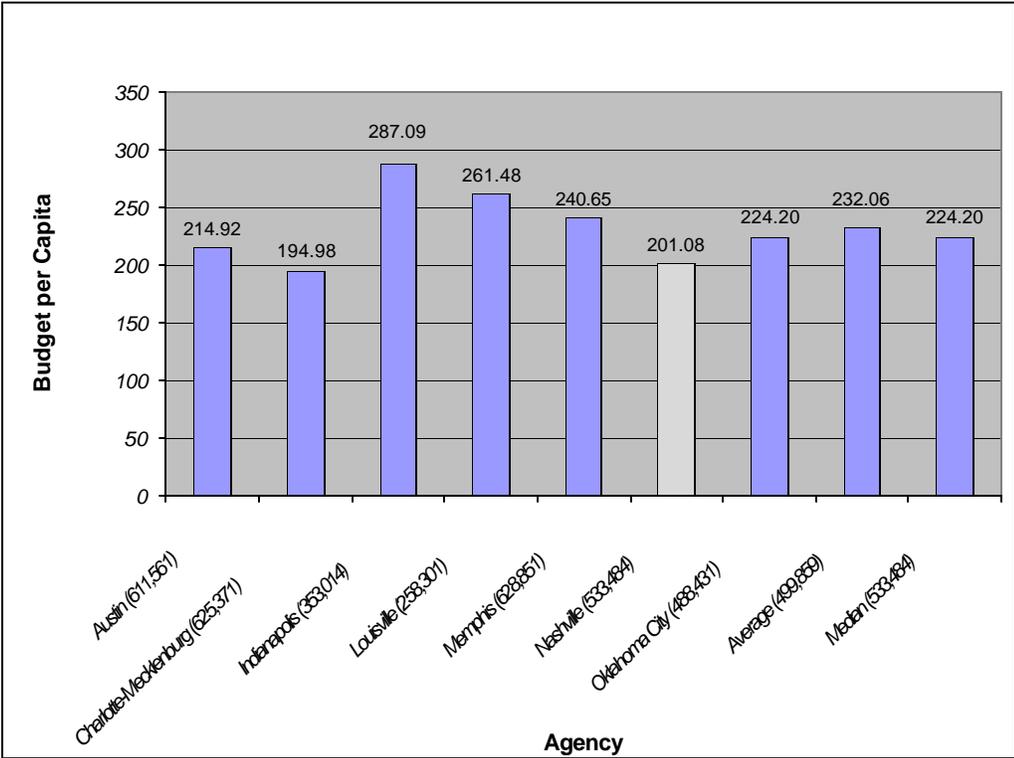
Shown as Exhibit 1-1 is a comparison of current fiscal year funding of Nashville and the selected peers. This comparison shows that MNPDP is comparable to the levels of other peer agencies.

Also provided, as Exhibit 1-2, is a look at per capita budget amount for Nashville and the peers. This chart shows that MNPDP's expenditure per citizen is about \$201. From looking at these two exhibits, it appears that MNPDP is funded at levels that are within the expected range of funding for an organization of its size and complexity. Taken as a whole, these analyses show that although MNPDP is at the low end of the range, Nashville is allocating a reasonable level of total resources to the police function.

**EXHIBIT 1-1
2002 BUDGET**



**EXHIBIT 1-2
DEPARTMENT BUDGET PER CAPITA**



Additionally, approximately 88 percent of MNPD's budget is related to personnel. The 2001–2002 budget increased by 10.4 percent, in part to provide funding for a pay plan increase to ensure that police salaries were at market levels.

In Chapter 3.0 there will be a more detailed discussion of how budget dollars are spent, staffing levels, local crime rate, and other peer comparisons.

1.2 Use of Community Policing Focus to Frame Recommendations

In developing our recommendations we have attempted to measure the intent of each recommendation against the Community Policing philosophy and the reality of limited resources. We have attempted to focus on ways to directly impact crime and citizen safety, using existing resources to the fullest extent and in the most efficient and effective manner possible before recommending additional officers, equipment, or funds.

Most organizations can use additional resources. However, before additional resources are allocated the best possible use must be made of existing resources. In the case of MNPD, we have found an organization with a high degree of specialization of units, a very centralized approach to most activities, and the lowest percentage of sworn officers assigned to the Patrol function of any of the peer agencies that we reviewed. (See Chapter 3.0 for detailed comparisons of Patrol Officers with Peer Agencies.) This combination creates extreme pressure on Patrol Officers to address calls for service needs and meet administrative requirements while attempting to undertake proactive Community Policing activities.

Community Policing has been defined in many ways. Most common definitions include some reference to returning the major emphasis of the policing function back to basic police officer-to-citizen interactions, returning officers to the streets, focusing on crime prevention, and responding rapidly to any emerging crime trends. Without

question, Community Policing is popular with citizens. Community Policing is also popular with officers if they have the time to practice it.

MNPD is poised to undertake a meaningful effort at Community Policing due to the existence of the five Sector Stations, and another station about to be built in North Nashville. However, as currently used, these Sector Stations are little more than staging areas for Patrol Officers. The Sector Stations lack sufficient resources to mobilize for addressing specific crime issues. The “Flex Units” provide some capacity to be used in a targeted manner, but they cannot address all needs in the Sectors. Only by providing additional resources directly to the Sectors—which Sector Commanders can utilize as needed to address specific problems—can a real Community Policing philosophy be implemented.

The major premise for the recommendations throughout this report is that a greater amount of enforcement resources should be assigned to the Sectors and be under the direct command of the Sector Commanders. Several recommendations depart significantly from the status quo. Existing Divisions would be collapsed, new organizational units would be created, a number of Detectives would be assigned directly to the Sectors, and many reporting relationships would be revised. We made these recommendations after a great deal of consideration. We believe each of these actions will aid the department in focusing energy on improving crime fighting and/or crime prevention capacity. These moves will help the department to better identify how officers can best be utilized.

One of the most far-reaching recommendations made below is the creation of the new Strategic Deployment Division. This division, which will combine the bulk of the existing Planning and Research Division and the existing Fiscal Affairs Unit, will also be tasked with coordinating the department’s overall strategic planning efforts. It will also

be the area of the department responsible for implementing adopted audit recommendations, as well as future process review and process re-engineering efforts. By formally combining these functions into one Division, the department will have the capacity and structure to fully integrate planning, budgeting, and all other aspects of resource allocation.

Many of the following recommendations call for further review. In some cases more review is needed because the function in question is too complex to attempt to fully explore during the course of this audit. In other cases, the need for further review is based on the lack of performance measures and/or specific data to allow the assessment of capacity or performance at this time. In order to ensure that unit performance is at a satisfactory level, such ongoing reviews are essential.

1.3 Background and Department Overall

In each of the sections of this report, specific information will be presented about individual functional areas. Information that pertains to the department as a whole is presented in this summary .

COMMENDATIONS:

- The department successfully obtained national accreditation as recognized by the Commission for the Accreditation of Law Enforcement Agencies (CALEA). The department was initially accredited and successfully reaccredited once. MNPD will receive reaccreditation status for a second time in July 2002.
- In spite of a high level of frustration, driven largely by staffing and resource allocation issues, officers and civilian employees alike are generally positive about the future and want to see the agency improved.
- We have been impressed with the high quality of many staff members, and believe that long-term leadership needs can be met.
- The department is implementing a second generation Automated Fingerprint Identification System (AFIS) before most departments have even attained this technology.

FINDING 1-1

General Order 98-1, Department Goals and Objectives, which references CALEA Accreditation Standards, requires the annual creation of goals and objectives for the department and each organizational component. This general order, while currently in effect, is not followed effectively. There is no clearly understood or communicated “vision” stating where the department is attempting to go. This lack of shared vision results in Divisions pursuing their own agendas and increases the chance of duplication of efforts. (Note: “*General Orders*” are the formal written policy and procedure statements that guide the department. These General Orders are published and distributed to all personnel. A General Order will, or should, exist for any topic of significance.)

While formal goals and objectives are developed for the department as part of the Accreditation process, as required on an annual basis, no formal Strategic Planning is conducted on a departmentwide basis. This lack of a current Strategic Plan and the accompanying lack of specifically defined operational strategies and adopted enforcement priorities result in Bureaus and Divisions adopting their own criteria for utilization of resources.

Formal performance measures are not being used routinely. Minimal management data are captured, with varying quality of such information from unit to unit.

Workload data for the various units are not gathered uniformly. Some units (e.g., Behavioral Health Services) have excellent data on all services provided. Other units such as of the “specialized units” cannot provide precise workload data on their activities. Although not all workload can be translated easily into items you can count and measure, most workload can. We expected to see more precise indicators of performance, such as numbers of planned activities for specific community-oriented policing problems and tabulations of specific results of these activities (these type of data are nonexistent), and to find historical data readily available. In most units, such information is not routinely reported.

Goals and objectives statements have been prepared as part of the accreditation review the department is currently undergoing. While a number of these reports are now available, they were not commonly available earlier in the audit process, nor were working members of the various units aware of their existence. This General Order, while being followed technically and in a manner that satisfies the CALEA accreditation process, is not resulting in rank and file employees being aware of unit or departmental goals.

We also found the goals and objectives that were prepared to be very general in nature and to lack definition of outcomes that would allow the development of specific measures to track accomplishments toward the goals or objectives.

RECOMMENDATION 1.1.1

MNPD should undertake a formal Strategic Planning Process. This process should provide the structure for creating and adopting agencywide and individual unit performance standards and measures as well as current goals and objectives. This

process should not be a top down process, but should involve personnel at all organizational levels.

Goals should be clearly stated in measurable terms. "Making more traffic arrests" is not a clear goal. "Increasing traffic arrests by 10 percent through additional emphasis at high risk intersections" becomes measurable. "Reducing traffic crashes by 15 percent by public education and high visibility enforcement efforts" is also measurable. "Reduce traffic crashes" is not.

IMPLEMENTATION STEPS

1. Task the Strategic Deployment Division (see recommendation 1.1.2) with creation of a Strategic Planning process.
2. Involve each operating area of the department in the planning process.
3. Establish clear goals and objectives for each unit.
4. Fully integrate the Strategic Planning process with the budget process.
5. Communicate the final plan to employees at all levels.

FISCAL IMPACT

The fiscal impact of this process could vary. If only internal resources were utilized to prepare the strategic plan, the costs would be minimal. However, we do not recommend such a plan be created without outside support. We recommend the utilization of highly qualified outside consulting assistance for this effort, for audit implementation assistance, and for additional strategic initiatives described below. It is recommended \$500,000 be budgeted for these efforts.

RECOMMENDATION 1.1.2

Beyond the mere undertaking of a Strategic Planning process, the strategic allocation of all resources and the prioritization of efforts should become a daily concern of the agency. Toward this end, we recommend the creation of an Office of Strategic Deployment. This division level function should be commanded by a Captain. The Office of Strategic Deployment would be tasked with the following duties:

- Strategic Planning Coordination (full departmental oversight and support)
- Current Planning and Research activities (absorbs Planning and Research Division)
- Accreditation
- Grants

- Fiscal Resource Allocation (absorbs Fiscal Affairs Division)
- Core Process Analysis and Re-engineering (internal consulting, audit implementation, coordination of any external implementation consulting that may be obtained)

In order to implement the recommendations made in this report successfully MNPD needs to assign oversight of the implementation process to a specific area. The Office of Strategic Deployment is the logical place for this responsibility. This office would be charged with providing “internal consulting” support for the various task forces, committees, and work groups that will be collectively charged with developing the detailed plans for carrying out the implementation of the numerous recommendations. One of the first orders of business would be to develop reasonable time lines for all audit implementation steps. External consulting support should be used for much of the process review and re-engineering work.

IMPLEMENTATION STEPS

1. Adopt new organizational structure.
2. Reassign necessary personnel to Strategic Deployment.
3. Develop initial training and team.
4. Create Strategic Planning process model.
5. Undertake department coordination of Strategic Planning and initiate process improvement efforts and implementation of audit recommendations.

FISCAL IMPACT

The fiscal impact for this is included in the previous recommendation.

FINDING 1-2

Many general orders are very dated, not having been revised in several years. Organizational units that no longer exist are referenced, and current units are not addressed. Many of the general orders are still issued over the signature of the previous chief. This lack of timeliness indicates that no thorough review of these orders has occurred for several years. Although we found the “high risk” areas to be addressed in the recent past, many routine areas of the general orders need to be brought up to date.

Failing to maintain current general orders can contribute to a lack of concern over knowing and understanding what the orders contain. If police officers perceive that the department does not prioritize keeping them up to date, then they may not follow the orders.

RECOMMENDATION 1-2

The entire General Order Manual should be reviewed and revised as necessary to bring it into line with actual department organizational structure and operational practices. This process should also be undertaken with an employee work group made up of a cross section of employees.

As the General Order Manual is one of the key ways the department's philosophy is shared with officers and employees, it is imperative that the general orders are revised to reflect a Community Policing orientation and align them with strategic goals.

IMPLEMENTATION STEPS

1. Create an employee work group to work on General Order review and revision.
2. Provide training to them on their role.
3. Allow the employee work group, with support from Strategic Deployment, to identify General Orders in need of revision, obtain information and assistance needed to make recommended modifications (from internal staff and outside resources), and prepare preliminary drafts.
4. Provide preliminary drafts to Chief and Command Staff for review and input.
5. Finalize General Orders, after additional work, if needed.

FISCAL IMPACT

None. This will be an internal process.

FINDING 1-3

A lack of adequate space for current operational needs and an absence of space for needed expansion are issues that impact many areas of the department.

Throughout the department officers and staff are working in cramped quarters that prevent the provision of minimal dedicated personal space. In many areas of the department there are very critical space and/or facilities design issues. Among the areas in the department that have critical needs are:

- Office of Professional Accountability – shortage of space and needs to be relocated outside the main police facility.
- Domestic Violence – shortage of space and needs to be relocated from current location, which is the former bus maintenance facility.
- Criminal Investigation Division – Detectives sharing space, not enough room for file space, individual desks, or needed interview rooms.

- Identification Division – headquarters identification function is overcrowded, and remote lab facility also has critical space issue.
- Evidence Division – facing problems with space for property and evidence.
- Sector Stations – recommendations in this report call for the reassignment of numerous officers to the Sector Stations. It needs to be determined if each of the Stations has current and future capacity to effectively house such additional personnel.

Individual discussion of these issues is found throughout the audit report. The common theme is that the department as a whole is suffering critical space shortages. The uncommitted space that was available when the current building was constructed has long ago been built out. The ability of the various units to serve the public is in some cases being compromised due to overcrowding.

RECOMMENDATION 1-3

A space utilization and future needs study should be conducted. This study should be comprehensive in nature and review both current allocation of space (and its utilization) and the need for space in the future. Facility design, including how well facilities provide for their intended function, should be a part of this plan.

IMPLEMENTATION PLAN

1. An overall space needs study for MNPD should be planned.
2. The space study should involve every area of the department to ensure current needs are understood.
3. The space study should be considered as part of the departmental strategic planning process. The long-term needs of the department will play a big part on accurate identification of long-range space needs.
4. The space study should present specific recommendations about both overall space needs and ways to best utilize existing space until short-term and long-term space needs are met.
5. The final space study report should project long-range needs at five years and ten years.

FISCAL IMPACT

A comprehensive space needs study can be expected to cost approximately \$150,000. This figure could be higher or lower depending on the internal support provided, and depending on the level of detail desired. This study should include an assessment of current needs, effectiveness of current utilization, and future needs.

FINDING 1-4

The lack of a Strategic Plan for Technology has hindered the effective integration of technology throughout the department. In the absence of a departmental approach, individual divisions have pursued their own interests and needs. This division-based approach has not maximized the available resources in this area. During this audit many technology needs were identified. Among these are:

- Computers have not been replaced at a fast enough pace, and many machines are out of date.
- Existing computers, in many cases, cannot run the software/programs needed.
- Not enough computers, or computers of proper capacity, exist for detectives to use effectively (three or more officers/employees share a single computer).
- Laptop computers in use by Patrol have very limited capabilities (can't write reports).
- Laptop computers are not available for detectives.

More detailed examples of the deficiencies in the area of application of technology are given in the discussions of individual units throughout the report.

An additional problem was the fact that no area of the department was formally designated as the division or unit tasked with overall departmental responsibility for technology. This was recently addressed with the release of a new General Order issued in November of last year. G.O. 01-09 establishes the current Information Services Division as being the area responsibility for coordination of technology issues. However, it is not clear if the department is in compliance with this General Order.

RECOMMENDATION 1-4

A major first step toward effective use of technology should be the development of a departmentwide Strategic Plan for Technology. This plan should include the following:

- an inventory of the department's current computers;
- an evaluation of their suitability for continued use (by individual computer);
- recommendations for upgrades and replacements of each machine;
- identification of current technology needs by division;
- short-term prioritization of needs by division;

- recommendations for applications of technology where effectiveness or efficiency can be enhanced;
- recommendations for how the department can stay current with technology;
- identification of costs and cost/benefit analysis for future recommended expenditures; and
- ensurance of departmental compliance with General Order 01-09.

The proposed Strategic Deployment and Information and Technology divisions can facilitate this Strategic Plan for Technology, but it should be supplemented by outside professional support. This is an area that all major organizations are having to address, and considerable state-of-the-art knowledge can be obtained from technology consultants who are familiar with local government and law enforcement needs.

IMPLEMENTATION PLAN

1. Information and Technology and Strategic Deployment should draft a recommended approach for the creation of a Strategic Plan for Technology. The approach should include an internal needs assessment and the use of external technology professionals.
2. A technology-consulting firm should be retained to support the development of the plan.
3. An internal needs assessment and detailed computer and technology inventory should be conducted.
4. Draft recommendations should be developed in conjunction with the outside consultants and Strategic Deployment and Information and Technology.
5. Draft should be reviewed with Metro Information Services and with MNPD senior staff.
6. Formal Technology Strategic Plan should be adopted.

FISCAL IMPACT

The external consulting support needed to develop a comprehensive Strategic Plan for Technology should be in the range of \$100,000. This amount can be increased or reduced depending on the amount of work in this area the Metro Information Services function has already carried out, and depending on how much information MNPD has on current capacity of systems and equipment and current needs.

FINDING 1-5

The department faces many challenges with regard to the effective use of technology. Not all employees have ready access to automated functions (or computers in general). Shared workstations with many employees using a single computer are the norm. MNPd has many automated functions that are significant enhancement over manual systems, but access to these functions is limited. Many areas have employees sharing computers. Given the tremendous benefit that can be derived from use of these functions, and the necessity to use some of them, it is critical that all employees who rely on computers have access to computers. As an example of the needs in this area, there are some Detectives who are now working three to a computer and work station. This obviously greatly limits productivity.

Computers have not been replaced at a fast enough pace. This has resulted in many machines not being able to run all needed software programs. The pace of replacement of computers has not been adequate. More and more elaborate software and operating systems demand more from computers. As new programs are installed, many older systems may not be able to utilize these programs effectively because they are not sufficiently modern to run such applications.

While the practical life cycle of computers in government service can be longer than it might be in some private sector applications, the fact remains that decisions have to be made concerning Metrowide operating system standards. These standards will be driven by what is available and what can be supported. For example, MNPd cannot continue to use Microsoft 95 when all new machines are being shipped with XP operating systems. Some machines just do word processing or spreadsheet programs. These machines can stay in service as long as the operating system can be supported. However, machines doing more "data intensive" things will not last as long.

The laptops used by officers in the field have very limited capabilities. The units have no report writing and no floppy drives. There are legitimate concerns over the introduction of viruses into the computers if floppy drives are available; however, the absence of this feature seriously limits the practical application of the machines. While the current Patrol laptops allow for some "silent dispatch" capability and allow searching for warrants and mugshots, they do not provide report writing capability. Most departments that place laptops in patrol cars begin with report writing applications because this use is the most labor saving activity that can be done with a portable computer.

Report writing from the car will not be practical without a floppy drive unless radio modems are provided to each vehicle. When reports are written they must be taken off the laptop's hard drive and submitted. Without a floppy drive and without a radio modem to allow the transmission of the report back to HQ, the entire laptop will have to be removed from the patrol car and carried to the station to download to another computer. This is a slow process and will take significant time from the field, the very thing you are trying to overcome with the use of laptops.

RECOMMENDATION 1-5

An inventory of all computers that need to be replaced should be identified. A replacement priority should be established, and all machines should be replaced according to actual need. There is a tendency to provide high-level positions with new

equipment. However, there is often no relationship between the need for a newer and faster computer and supervisory responsibility. In fact, it is often the people in line operations positions that can benefit the most from enhanced computer capacity. The Information Services staff need to be supported in replacing computers where they are needed most, not according to level of responsibility.

Computers currently in use that may be more powerful than needed for routine office tasks (simple word processing and e-mail) should be swapped out for applications where more processing capability and/or memory is needed. Simple RAM memory and hard drive upgrades should be carried out as needed for machines that cannot be immediately replaced.

IMPLEMENTATION STEPS

1. A detailed review of all current computers and their intended uses needs to occur.
2. Needs should be prioritized and funding recommendations based on this priority.

FISCAL IMPACT

We estimate that \$250,000 needs to be budgeted for laptops and upgrades at this time. The Strategic Plan for Technology will result in additional spending recommendations.

FINDING 1-6

The current organizational design, with a single Deputy Chief, does not lend itself to effective organizational control, decentralization, or equitable supervisory responsibility. The current Uniform Services Bureau makes up more than half of the department's personnel, and contains virtually all of the 24-hour-a-day emergency operations of the department. The other half of the department's personnel is split into two areas of much more manageable size.

We have seen many examples of significant variance in the responsibility assigned to the supervisory ranks. While individual units will vary in size and complexity of function within a general range, the department does not consistently assign comparable scopes of responsibility to Sergeants, Lieutenants, and Captains.

Further, the current organizational model does not adequately support the objectives of Community Oriented Policing and increased field effectiveness.

RECOMMENDATION 1-6

The department's various functional units should be better organized with regard to scope of responsibility, complexity of tasks, and number of personnel. Attached at the end of the chapter as Exhibit 1-3, is a copy of the department's current organizational chart. Also attached, as Exhibit 1-4, is our recommended organizational chart. Exhibit 1-4 reflects the changes we believe are necessary to refocus the energy of the department on Patrol operations, strategic planning, and management of

resources and to move the department more clearly toward a decentralized Community Policing orientation.

The reallocations of personnel will not all occur immediately. Several issues will need to be addressed, including:

- development of performance measures to assess effectiveness of reassignments;
- consideration of training requirements associated with reallocation of personnel;
- working with Metro Human Resources, determining how to phase in staff reassignments; and
- identification of suitable workspace for reassignments to Sector Stations.

Among the changes recommended are:

Office of the Chief

- Create the Strategic Deployment Division (incorporates Planning and Research and Fiscal Affairs)
- Expand the scope of the Information Services Division to include Technology so this Division then becomes the Information and Technology Division. Transfer this division to the Administrative Services Area.
- Transfer the Criminal Intelligence Division to the proposed Support Services Area.

Uniform Services Bureau

- Assign all Traffic Division personnel to the Sector Stations. Ensure that all understand that the function is not disappearing.
- Assign all School Services Division personnel to the Sector Stations (according to location of current school assignments). Ensure that all understand that the function is not disappearing.
- Remove Crime Analysis function from Planning and Research and combine with CAP directly under the Bureau Commander.
- Place focus on Sector Commands by reallocating officers from other areas.
- Split County into East and West Commands, each under an Assistant Chief to allow for greater attention to the large patrol areas present in Nashville-Davidson County, each of which is larger than

many major cities. (Note the splitting of the Patrol function into two or more geographic areas under different Assistant or Deputy Chiefs is a common practice in larger agencies.)

- As an interim step, one of the proposed Assistant Chiefs in the Operations area should be utilized to command the Patrol area. The other should be utilized to command all Patrol Support functions (e.g., Traffic, School Services, Tactical Investigations). This will allow for an orderly transition until many of the logistical issues associated with the decentralization of personnel can be accomplished.

Investigative Services Bureau

- Five Property Crimes Investigators reassigned to Sector Stations.

Note: a single Detective in this area of assignment (and those listed below) will not be expected to handle all sector crime of this type. This Detective would monitor major crime activity, be a sector resource for central detectives, and handle some of the “breaking” cases. This Detective would have to be supported by other staff. When off duty, the sector could reassign an officer to fill in, or central Detectives would have to be called in. The principal value of this position would be to give the Sector a Detective that can be assigned on critical cases according to the priority of the Sector Commander.

- Five Persons Crimes Investigators reassigned to Sector Stations.
- Five Youth Services Investigators reassigned to Sector Stations.
- Evidence Storage Division transferred to the Administrative Services Bureau.
- Vehicle Impound Division transferred to the Administrative Services Bureau.
- Vice Division transferred to the Support Services Area under the Major in Charge of Special Investigations.
- Elevate Warrants to Division Status.

Administrative Services Bureau

- Shift Planning and Research Division to Office of Strategic Deployment
- Absorb Vehicle Impound Division into the Evidence Collection Division

- Assign the Safety Division as a unit of the Personnel Division. Also assign Recruitment, now in Training, to the Personnel Division.

All of these changes are reflected in Exhibit 1-4. Many of these shifts will require detailed planning to determine space, location, and staffing issues.

IMPLEMENTATION STEPS

1. Adopt new organizational structure.
2. Determine which officers/employees can be immediately transferred.
3. Develop plans for replacement of officers and employees that cannot be immediately transferred.
4. Create a time line for future transfers.

FISCAL IMPACT

None. This involves reassignment of exiting functions and personnel.

FINDING 1-7

In several cases, one-to-one reporting relationships exist between the Division Commander and the second in command. There are also cases where appropriate spans of control do not exist.

It is generally poor organizational design to create one-to-one reporting relationships. Such relationships tend to undercut either the authority of the supervisor or the subordinate. Weak supervisors can easily “dump” all responsibility on the subordinate. Weak subordinates can easily avoid any direct responsibility, deferring all decisions to the supervisor.

If an area is so large or so complex that the unit head cannot effectively manage all unit supervisors, it is better to split the area into two parts instead of just adding a single additional supervisor in a one-to-one relationship. Two supervisors, each having a part of the overall responsibility, can manage a complex area more effectively than one supervisor. This structure also better establishes the unit head’s role as “high level issues” instead of just being at the top of the unit’s chain of command.

We have also observed supervisory assignments where the level of rank was higher than required by the complexity of the function or the number of subordinate supervisors. For example, a Captain is not required in an assignment where the next rank of supervisor is Sergeant. In such a case, a Lieutenant’s rank is all that is required.

RECOMMENDATION 1-7

One-to-one reporting relationships, where no unique assigned duties are identified, should be eliminated, and unbalanced commands should be addressed.

Multiple senior level supervisors are appropriate in areas in which there are a large

number of complex tasks, a great number of staff doing a variety of things, or where critical functions need some additional high level monitoring. When these conditions do not exist, additional layers of supervision are not appropriate.

As part of the strategic planning process, a detailed review of all supervisory assignments should be conducted to ensure that all supervisory layers are necessary, balanced, and aid the operation of the respective functions. It would be appropriate to use a work group of midlevel supervisory personnel to conduct this review in conjunction with Strategic Deployment staff.

IMPLEMENTATION STEPS

1. Review all supervisory relationships.
2. Recommend additions or deletions of supervisory positions.
3. Evaluate recommendations by Chief and Command Staff.
4. Determine supervisory staffing levels.

FISCAL IMPACT

This recommendation should be fiscally neutral at worst. At best, some supervisory positions may be identified for elimination or reassignment, and overtime reduction may result in cost savings.

FINDING 1-8

The Patrol Sector Station Commanders have few resources available to them.

While the Patrol Sector Commanders have defined geographic responsibility with regard to Patrol call response issues, they have little ability to actually impact crime in their areas of responsibility. Due to the very centralized operating style of the department, with a significant number of “specialized units,” the Sector Stations in reality have little available to them other than the assigned Patrol Officers. They can certainly ask for additional assistance from the specialized units, but such assistance cannot be depended upon to support regular patrol officers on an ongoing basis.

Beyond the Flex Units (directed patrol/problem solving units), which each Sector has, no other personnel within the Sector commander’s authority can be shifted to address emerging issues or immediate concerns. Investigative follow-up, Traffic Support, Canines, and support from the School Services Division all are essential services that have to be requested on an as-needed basis, and may or may not be provided in the quantity desired.

Numerous opportunities are available for the department to reallocate sworn personnel who are not performing jobs requiring arrest powers. In many areas of the department, sworn officers are doing jobs that can easily be done, usually at lower cost, by civilian employees. Some examples of these jobs are some of the administrative personnel at the Sector Stations, the Field Identification personnel, the officers assigned to the Fleet Operation, officers assigned to the Vehicle Impound lot, and others. Many positions

filled by existing sworn officers could be returned to enforcement roles if replaced by civilian employees.

This topic is presented here only as an introduction. More detailed discussion of this subject is made in Chapter 3.0, as well as the presentation of numerous recommendations designed to accomplish enhancing the effectiveness of the Sector commands.

RECOMMENDATION 1-8

Undertake a departmentwide staffing study of all sworn and non-sworn personnel.

Part of the Strategic Planning Process should be specifically directed toward the review of the staffing requirements and utilization of all units in the department. Part of this review should focus on the potential identification of specific officers in non-Patrol areas that can be reallocated to Patrol duties, along with a plan for their eventual reassignment. In almost all areas of the department sworn officers are performing functions that could be done by non-sworn personnel. Part of the review of such jobs should focus on the necessity for the position, whether or not the function can be combined with another job, and whether or not similar work is already being performed elsewhere in the organization.

Most sworn personnel that can be freed up from administrative and staff positions should be returned to enforcement duties. Some of these reallocations will require that training be provided the replacement employees, and some can occur only if non-sworn personnel can also be reallocated to assume some of these tasks. Non-sworn employees in all areas of assignment should also be evaluated for need and effectiveness of utilization.

Other important areas of this review should be job process identification and review, process re-engineering efforts, appropriate uses of sworn and non-sworn personnel, and the impact of technology on staffing requirements.

Due to the need to conduct this overall staffing review, throughout this report few staffing recommendations are made. In a limited number of cases where specific needs have been clearly identified, some recommendations are made. However, in most cases it is recommended that staffing needs be determined as part of the overall staffing study.

It is likely this staffing review will identify process improvements that may reduce the need for staff in some areas. If this is the case, those officers or non-sworn employees may be reassigned. Until it is determined how many, if any, such reassignments may occur, it will not be known if additional staff will have to be hired to meet staffing needs in specific areas.

In Chapter 3.0 there is more discussion of this topic, as well as estimates of officers that may be available for reassignment.

IMPLEMENTATION STEPS

1. Identify all sworn officers assigned to non-Patrol assignments.
2. Determine which positions could be carried out by non-sworn personnel.
3. Determine which positions could be deleted through changes in process or through expansion of duties of other jobs.
4. Present recommendations to the Chief and Command staff concerning positions that could be reassigned.

FISCAL IMPACT

The formal review process necessary for a comprehensive evaluation of utilization of both sworn and non-sworn staff will require external support. It is estimated such an evaluation would result in a fiscal impact of \$150,000.

FINDING 1-9

No career development program exists. Officers and supervisors may stay 20 years or more in a single specialized area. In any complex undertaking there is a balance between the need to ensure that individuals with the experience needed to do a task well are kept in assignments for stability and competence, and the need to ensure that others have opportunities to grow professionally, and that critical experience is not limited to just a few employees.

Although an officer may need to have experience in many areas to function well, there is seldom justification for persons being retained in single areas of assignment for over 20 years (a circumstance we encountered in several areas). Such extreme tenure in an area limits the opportunity for professional growth for other officers, and when that person does leave the assignment there is a huge learning curve for anyone stepping in as a replacement. Technical areas do require experience, but many positions also lend themselves to rotation, with some “exempt” slots provided for those exceptional performers who continue to add value year after year.

It is also a harsh reality that many long-term assignments carry extra risk in terms of exposure of the officers to corrupting influences. The routine transfer of Vice and Narcotics officers in particular has long been professionally recognized as an important strategy for preventing the opportunity for individual or systematic corruption to exist. We should emphasize that we found no evidence of any improprieties during this review within any police unit. Instead, our observation is mentioned as an accepted preventive measure.

A related issue is the department’s utilization of Police Officer III positions. Created to provide an opportunity for career growth for nonsupervisory sworn personnel, this position currently serves no clear purpose beyond providing a pay supplement for those officers selected. The PO IIIs do not perform any duties not performed by other officers. Field Training Officers are usually the ones called upon to act as supervisors in the absence of Sergeants, so the PO III position is not used even as a fill-in supervisor.

Another problem associated with the PO III position is that the number of the positions are limited by budget. Not all officers that would be eligible can be selected due to a limited number of budgeted positions.

RECOMMENDATION 1-9

A functioning career development program should be developed. Time limits for the majority of positions in nonpatrol assignments should be adopted and enforced to give officers the opportunity to experience other areas of assignment. As an example, if a specialized area had 10 positions, it might be appropriate for four of these to be “exempt” from rotation, and the other six positions to rotate after three years. Generally, most jobs can be learned in six months, and then the incumbent can function at a satisfactory level. Three to five years in most specialized areas would be a reasonable length of assignment.

Another major part of a successful career development program is the institution of clear training requirements to ensure that persons coming into a specialized area get the training needed to become competent. Otherwise, the rotation of persons through a specialized area will result in a reduction in performance of the entire unit.

Without question there is value in experience and in knowledge of organizational history. This wisdom can be provided in large part by those exempt officers who do not rotate, and by the unit supervisors. However, it would still be recommended that some limitation of time in an assignment be established— maybe six to eight years.

The career development program should also review the PO III position. It should either be modified to serve some specific departmental purpose, or be eliminated. In many departments Senior Police Officer or Master Police Officer positions are established. These positions, in addition to requiring a certain length of service, typically require the officers to acquire specific skills and credentials to qualify. These special skills provide added value to the department. These positions are often used as relief supervisors as well.

Any officer meeting these requirements is then appointed and retains that position unless the qualifications are lost. Such qualifications as being Field Training Officers, and radar or breathalyzer certified, are often included in the requirements for these positions.

IMPLEMENTATION STEPS

1. Develop a new career development program as part of the revision of General Orders. Evaluate the current PO III program.
2. Develop and review draft policy with all division commanders and police officer advisory group.
3. Provide input and recommendations back to General Orders Committee.

4. Present proposed policy to the Chief and Command Staff.
Return for revision as necessary.
5. Adopt and implement formal policy.

FISCAL IMPACT

There will be no fiscal impact to this recommendation.

FINDING 1-10

The current promotional process does not adequately provide for determination of supervisory/managerial aptitude, nor does it take into account past performance.

The current promotional process for positions below the rank of Captain involves both a written examination and an assessment center (a practical exercise is administered to the candidates) and requires the selection of persons from the resulting list in direct rank order. The process does not allow disqualification for poor performance or disciplinary history. Nor can the Chief pick from the top three as is the process with the Metro Fire Department; he has to pick from the top position on the list.

A major flaw with this process is the reality that there is no direct correlation between an excellent test taker and an excellent supervisor. Knowing what to do as demonstrated by an exam, and being willing and able to do it in real life, are two very different things. While specific knowledge is important for prospective supervisors, many other factors are also important to consider.

It is a clearly established fact that the best predictor of future performance is past performance. Persons who do not perform well, who lack motivation, have bad attitudes or disciplinary problems, exercise poor judgement, have attendance problems or other sub-par behavior seldom become model employees.

If promoted, these problem employees become problem supervisors and misdirect an entire group of employees who are exposed to their example. At the present time, the Chief cannot prevent anyone exhibiting poor performance from being selected as a supervisor. If such an individual tests at the top of the group, performance notwithstanding, they have to be selected as a supervisor.

Not only is such a practice harmful to the best interests of the organization, it may subject the government to the potential for litigation. Negligent assignment and negligent supervision lawsuits are becoming very common against units of local government. If a supervisor who is "known" to be unsuited for duty as a supervisor is selected and utilized as a supervisor, and a harm results, the government can face direct liability as the result of it being reasonable to expect such an outcome.

It was interesting to note that nonranking police officers and supervisors alike were very critical of the current promotional system. There is a consensus that many officers who would make superior supervisors are being screened out by the current process. Additionally, the current process does not enable the department to factor diversity goals into promotional practices.

During the last two promotional cycles for Lieutenant (1998 and 2000) there were very few minority or female candidates in the top 30 positions. In 1998, two white females, one black female, and one black male were in the top 30. In 2000, only two white females and one hispanic female were in the top 30.

In the most recent Sergeant's exams (also 1998 and 2000), the results were very similar. In 1998 there were five white females and one hispanic female in the top 30. In 2000, there were four white females in the top 30. These results make it clear that it will be very unlikely that representative numbers of women or minorities will be promoted in the near future.

RECOMMENDATION 1-10

The promotional process should be restructured to incorporate identification of supervisory and managerial aptitude and should place a significant emphasis on the past performance of promotional candidates, rather than relying solely on promotional examination scores. In addition to required knowledge as demonstrated in a written exam, other factors should be considered. Past performance, training and preparation for further responsibility, a proven ability to exercise good judgement, a disciplinary history free from problems that will hinder effectiveness as a supervisor and leader, and overall attitude are all very reasonable factors to evaluate when making promotional decisions. A new process should be developed, in conjunction with the Civil Service Commission and the Fraternal Order of Police, that will recognize qualities and traits likely to result in good supervisors.

The Metro Fire Department has adopted a "rule of three" procedure whereby a selection may be made from the top three candidates instead of automatically having to select the top candidate. This process, while far from a total solution, at least provides for more flexibility when attempting to select candidates with the best qualifications and aptitude for supervisory responsibility and to provide greater opportunities for women and minority candidates.

IMPLEMENTATION STEPS

1. Creation of Promotional Process Committee, involving identified stakeholders.
2. Identification of concerns of all involved parties with existing process and any consideration of a different process.
3. Conduct peer review of comparable agencies to determine type of promotional processes used.
4. Develop recommendations for a new promotional process.
5. Present to the Chief and the Command Staff for review.
6. Adoption of a new process (after going through whatever process for formal adoption may be required to obtain approval of involved parties).

FISCAL IMPACT

This recommendation will not have a fiscal impact.

FINDING 1-11

The Intelligence function is being carried out by at least four different areas of the department (Criminal Intelligence, Vice, Criminal Investigation Division, Patrol), and maybe others. The Intelligence function is currently very fragmented. While there is a dedicated HQ unit, other operational areas also gather intelligence information. Although much information is gathered, we could not determine how effectively the various sources of intelligence are integrated or how effectively this intelligence, when analyzed, is disseminated.

RECOMMENDATION 1-11

Carry out a core process analysis of the Intelligence function. The analysis should determine where intelligence is gathered, how it is transmitted, how it is analyzed, and how it is disseminated. While intelligence needs to be gathered in a variety of locations, collection and analysis should be centralized for maximum effectiveness. The various organizational units involved in this process should complement each other, not duplicate services.

IMPLEMENTATION STEPS

1. Appoint an Intelligence Review Committee made up of current staff involved in this function and users of criminal intelligence information.
2. Review current processes for selection, analysis, and dissemination of intelligence information.
3. Develop model for intelligence function that will serve departmentwide needs.
4. Present proposed process model and staffing requirements to Chief and Command Staff.
5. Adopt new process model and implementation.

FISCAL IMPACT

There will be no fiscal impact to this recommendation. Existing resources and personnel will be reallocated according to outcome of the review of this process.

FINDING 1-12

The Crime Analysis function is not centralized. Parts of the crime analysis function are carried out by Traffic, Patrol, Planning, and CID. The various operational units in the department all carry out activity that resembles Crime Analysis. The current Crime Analysis in Patrol unit (CAP) operates only five days a week, not

providing information on Saturday or Sunday. The functions of this unit are also limited to reporting of crime activity, rather than analysis.

While a lot of information must be monitored in an agency this size, there is still significant value in attempting to consolidate the Crime Analysis function. The current practice leaves too much to chance in terms of information collection and dissemination.

MNPD is currently reviewing some aspects of this process.

RECOMMENDATION 1-12

Conduct a core process analysis of the Crime Analysis function. Complementary activity is acceptable; duplication of effort and the resulting duplication of resources are not. A specific recommendation is that the Planning and Research based Crime Analysis function be transferred to the Uniform Services Bureau and be combined with the CAP (Crime Analysis – Patrol) Unit. This function can be performed effectively by non-sworn personnel.

IMPLEMENTATION STEPS

1. Appoint a Crime Analysis Review Committee made up of current staff involved in this function and users of crime analysis information.
2. Review current processes for selection, analysis, and dissemination of crime analysis information.
3. Develop centralized model for integrated crime analysis function that will serve departmentwide needs.
4. Present proposed process model and staffing requirements to Chief and Command Staff.
5. Adopt new process model and implementation.

FISCAL IMPACT

There will be no fiscal impact to this recommendation. Existing resources and personnel will be reallocated according to the outcome of the review of this process.

FINDING 1-13

The take-home car program has not been fully implemented. Many patrol officers are not assigned cars. Our review of the recently completed Fleet Study shows MNPD has 716 marked Patrol Cars available. With 392 officers (supervisors and Flex Unit members are not included in this number) involved in the most recent bid for Patrol assignment, an ample number of marked units should be available for officers who are actually assigned to field duty. This apparent disparity in the number of cars thought to be available and the actual number available indicates that reallocation of marked units is possible.

It has also been determined that at least 10 civilian employees are currently assigned take-home cars. Some of these may be necessary, but it is unlikely that all these assignments are essential. It should also be noted that officers who live outside Davidson County are not eligible to be assigned a take-home car.

RECOMMENDATION 1-13

MNPD should review the assignment of all of MNPD's marked and unmarked vehicles. Priority should be given to Patrol Division personnel actually assigned to field patrol. Any marked units assigned to officers not working in Patrol should be subject to immediate reassignment to Patrol. The review should also include review of all unmarked vehicles, both those in pool assignments and those assigned to individuals.

Prior to any consideration of buying additional vehicles, this vehicle utilization review should be conducted. It should be a goal of the review to reallocate vehicles to Patrol and to other enforcement units. The use of "vehicle allowances" and/or paying mileage for use of personal vehicles should also be considered for non-sworn personnel, after considering any liability issues.

IMPLEMENTATION STEPS

1. Appoint a Vehicle Allocation Committee comprised of supervisors from various units of the department.
2. Identify all departmental vehicles and review their current assignments. Look at types of vehicles by assignment for suitability and utility.
3. Establish an assignment priority process for all classes of vehicles.
4. Present to the Chief and Command Staff recommendations on allocation of existing vehicles and recommendations for any vehicles that should be requested in future year budgets.
5. Reallocate existing vehicles as needed adopt uniform standards for vehicle assignment in the future.

FISCAL IMPACT

The review process may not have a fiscal impact. Some savings could result by identifying some number of vehicles in low-priority assignments that could be shifted to other assignments. Paying mileage for non-sworn employees subject to call-out should also be less expensive than the continued provision of a take-home vehicle. The review process may, however, result in capital spending recommendations for additional vehicles.

FINDING 1-14

The intake and booking process is cumbersome and delays prisoner intake. The booking process involves many steps and relies on the cooperation of the Sheriff's staff

for smooth prisoner processing. Staffing of the Sheriff's Office is periodically a problem, as is the mandated use of the CJIS automated booking forms. CJIS problems are reported to be common causes of booking delays. The program is evidently unstable, often "crashing," which brings booking to a standstill. Data input errors are also frequent, either as "user error" or due to the lack of training given to users. In either case, errors have to be corrected at some point during the booking process and can often add to delays.

The department was recently able to obtain authorization to use paper booking documents whenever CJIS is down for 30 minutes or more. In the past, lengthy delays have resulted while officers were required to wait for the CJIS system to be brought back on line so booking could resume. By being able to use paper forms when CJIS is down for extended periods, some of the former delays will be avoided.

The current practice of having a single Commissioner (magistrate on duty) perform all intake on arrested persons is an unnecessary bottleneck. This single judicial official cannot practically handle the volume of arrested persons during peak periods without creating a significant delay. As no relief Commissioner is available during meal breaks or other times the Commissioner is otherwise not available, there can be extended periods when no intake occurs and officers are delayed returning to their regular duty assignments.

Any unusual volume of arrested persons, such as a group arrest, will totally overwhelm the intake process.

The Sheriff's Office currently does some limited remote booking at the South Sector Station. Persons arrested on misdemeanor citations may be booked at the South Side Sector and released pending trial. During the hours of operation of this program, this avoids the need to transport and book at the main jail those persons arrested on many minor charges.

RECOMMENDATION 1-14

Conduct a core process analysis and re-engineering study on all aspects of the booking process. It is our opinion that opportunities for improvement in this process exist. There are potential bottlenecks both at intake (due to the single intake judge) and at booking, due to the speed of the process and the level of staffing provided to the jail. Additionally, a second magistrate should be added for heavy arrest times. In order to realize any significant value from additional magistrate positions, it would be necessary to add at least three of them. There are currently five magistrates providing coverage 24 hours a day seven days a week. Two additional magistrates would allow for additional coverage 16 hours a day. A third additional magistrate would provide sufficient relief coverage to allow for vacation and other relief, and could be scheduled for additional peak period overlap when all magistrates were available for duty.

IMPLEMENTATION STEPS

1. Establish a work group of staff from the Office of the Mayor, the District Attorney, Sheriff, MNPB, and the Chief Administrative Judge to review the issue of judicial staffing of the intake function and the current intake function in total.
2. Conduct a review of other major judicial circuits in Tennessee to determine how the Nashville process compares to others.
3. Prepare recommendations for improvements in the intake process.
4. Present recommendations to the Mayor and the other officials on what improvements should be made.
5. Other action, as may result from the adoption of recommendations.

FISCAL IMPACT

The full fiscal impact of this recommendation cannot be determined at this time. Individual magistrates are paid \$52,000 in minimum salary costs, plus benefits, plus costs associated with creating additional office space. The recommended three magistrates would add an annual cost of at approximately \$200,000. However, this will not be an MNPB expense. Offset against the additional cost would be a reduction in lost time due to officers waiting with prisoners because of the intake backlog.

**EXHIBIT 1-3
CURRENT ORGANIZATIONAL CHART**

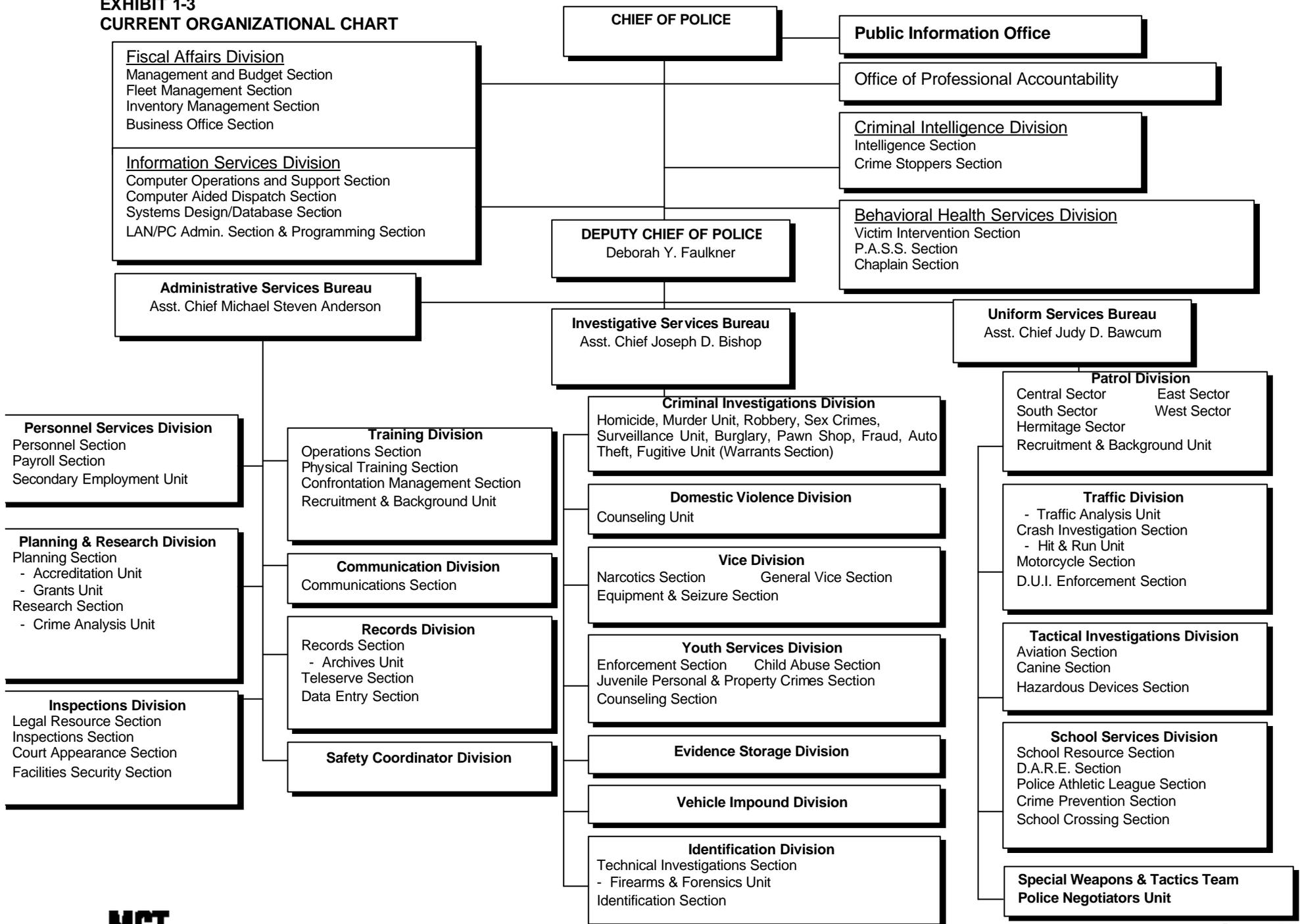
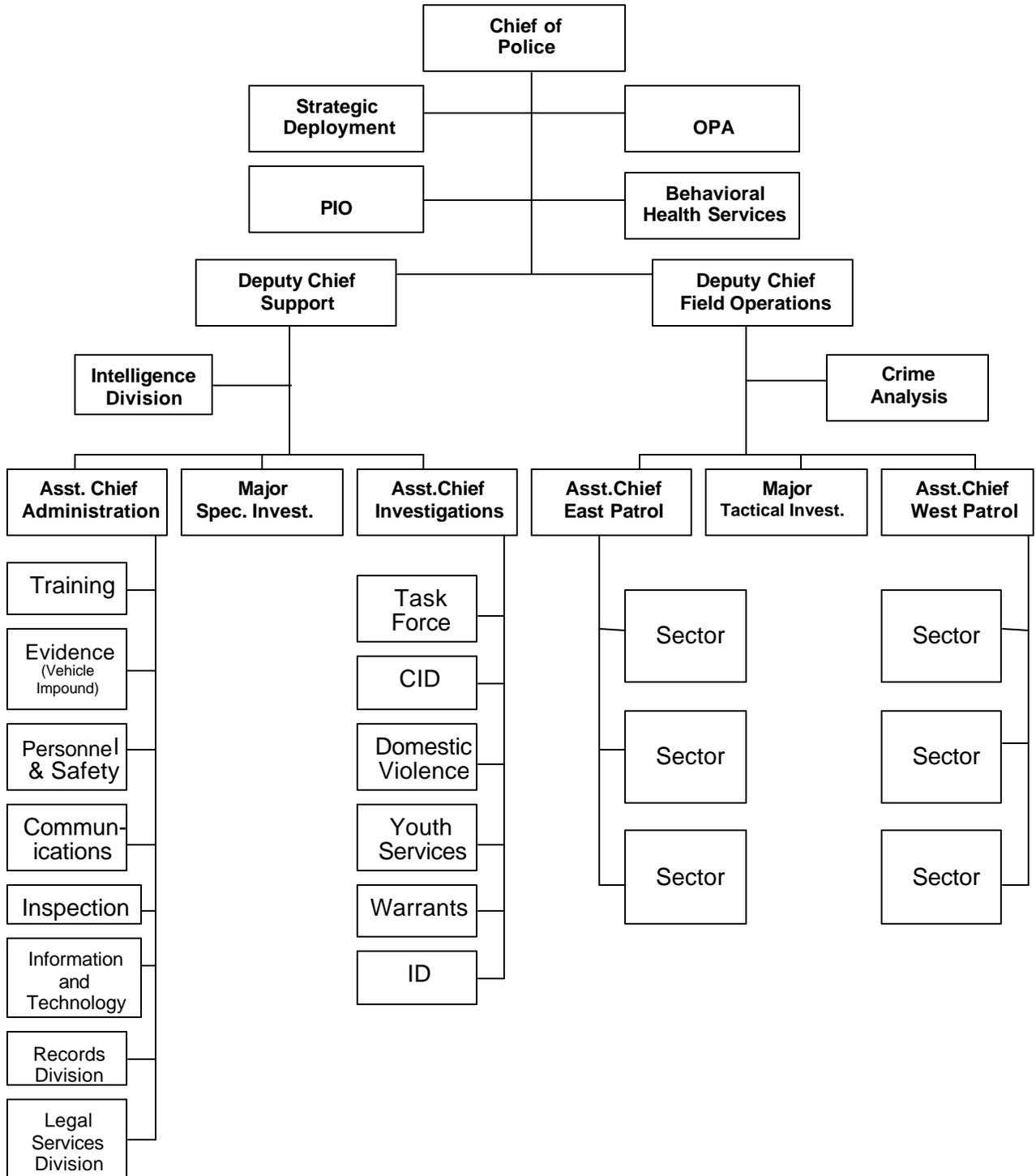


EXHIBIT 1-4
PROPOSED ORGANIZATIONAL CHART



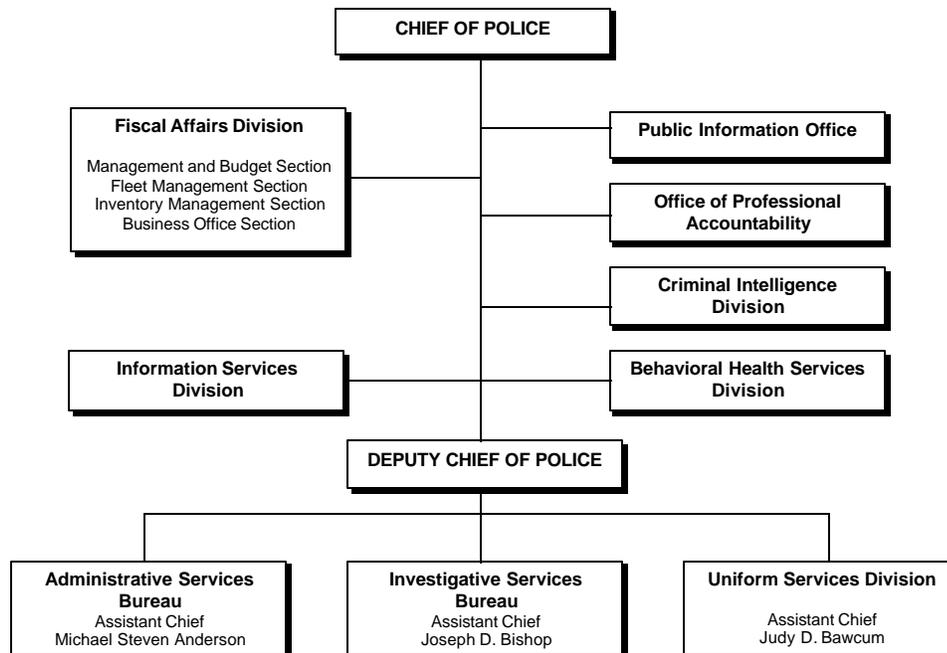
2.0 OFFICE OF THE CHIEF

In addition to the Chief of Police, the Office of the Chief also contains six other distinct functions, plus the Deputy Chief of Police. Each of these additional units is addressed below. Supervising these six areas, and being involved in the daily oversight of all other operating areas, places a significant burden on the Chief.

2.1 Office of the Deputy Chief of Police

A new position created during the past year, this position is shown on the organizational chart as being the direct supervisor of the three Bureau Commanders. In the absence of the Chief, this position assumes full departmental command. The current organizational chart is shown below as Exhibit 2-1.

**EXHIBIT 2-1
OFFICE OF THE CHIEF^{3/4}CURRENT STRUCTURE**



FINDING 2-1

The organizational position of the Deputy Chief is not readily aligned with the new organizational structure proposed. The current organizational chart shows the Deputy Chief as being responsible for the three major Bureaus: Administrative Services, Investigative Services, and Uniformed Services. The organization recommended would have one Deputy Chief over Investigative Services, most of what is now in Administrative services, and Information Technology, with a second Deputy Chief over the other operations that are principally in the current Uniformed Services Division. The organizational responsibilities assigned to the exiting Deputy Chief are not all transferable to the recommended organizational structure.

RECOMMENDATION 2-1

Revise the executive command structure of the department. We proposed in Chapter 1.0 that the department be reorganized in such a manner as to distribute duties and responsibilities in a more equitable and efficient manner. We propose that a second Deputy Chief position be created and that the main areas of the department be split into two parts. The two Deputy Chiefs will be responsible, respectively, for Support functions and Field Operations. Each Deputy Chief would have reporting to them two Assistant Chiefs, who will directly command the various Divisions. The duties of the existing Deputy Chief should begin to be aligned toward implementation of the recommended organizational structure. This organizational structure will allow the individual areas of responsibility to be of much more manageable size. This will make it possible to realistically hold senior managers accountable for the performance of their areas of responsibility, something that is impossible today.

In the case of the Deputy Chief of Field Operations, the two Assistant Chiefs will each command one-half of the total county. This will have (when the new North Sector Station is built) each of the Field Operations Assistant Chiefs commanding three Sectors.

This type of Patrol allocation model is followed by many major cities. In agencies the size of MNPd, and other major areas, it is necessary to split the overall patrol responsibilities into smaller pieces. Even with half of the county under one Assistant Chief, this is a much larger geographic area than is found in most cities.

IMPLEMENTATION STEPS

1. Adopt a new organizational structure to better balance organizational responsibilities and duties.
2. Create additional Deputy Chief and Assistant Chief positions, conduct selection process.
3. Promote new Chiefs. Set implementation date for new structure.

4. Conduct organizational meetings prior to implementation of new structure to work out details.
5. Implement new structure.

FISCAL IMPACT

The proposed organizational structure calls for both the creation and elimination of command level positions. The long-term cost of the organizational structure will be very close to the current costs.

FINDING 2-2

The current organizational structure does not allow the Chief to focus on operational issues; instead he is tied to administrative matters. The current organizational structure gives the Chief a total of seven direct reports—actually 10, as the Bureau Chiefs also report directly to the Chief for all practical purposes. This span of control has too many direct reports to allow him to focus effectively on either the administrative areas or the operational areas of the department.

RECOMMENDATION 2-2

The Chief should directly supervise fewer positions. In the proposed organizational structure the Chief will directly supervise a total of six persons. These will be the two Deputy Chiefs, the Public Information Officer, and the heads of Strategic Deployment, Behavioral Health Services, and the Office of Professional Accountability. All of these are areas in which direct access to the Chief is critical to the success of the function.

IMPLEMENTATION STEPS

1. This follows the same implementation plan as the previous recommendation.

FISCAL IMPACT

No additional fiscal impact.

2.2 Office of Professional Accountability

As is the case in many organizations, the internal affairs function of the MNPd has been retitled the Office of Professional Accountability. This office investigates all major complaints filed against police officers (some minor complaints are investigated at the division level).

In August of 2000 the Police Executive Research Forum submitted a report dealing with the evaluation of the OPA. This report had several significant findings, some of which have already been addressed. Among the findings were:

1. *There has been no pattern of rotation of personnel within the office. These investigators have been assigned to their current assignment for long periods. One lieutenant has been assigned to the office for 25 years.*
2. *The OPA is physically located on the third floor of the police headquarters building. This can be intimidating for anyone with a complaint against the police, but very difficult for those not proficient in English.*
3. *Long-standing budget constraints have resulted in a severe lack of training in this component. Investigators have had to rely on on-the-job training.*
4. *Investigators were not held to any time frames (for case closure). The average time from assignment to closure was just over 92 days. The average time to case closure by investigators ranged from 65 days to 130 days.*
5. *Cases need to be resolved in 45 days, not 92 days.*

These findings, and other issues discussed in the PERF report, are consistent with our own findings. This would suggest that many of the issues that PERF found to be of significance in August 2000 continue to be issues.

FINDING 2-3

The current location of the Office of Professional Accountability is problematic.

The current location of OPA is at the main headquarters building. To get to OPA, officers and citizens alike have to go through building security and then go through the heart of the police facility to the main administrative floor. While this can be very intimidating for citizens, it can also be very embarrassing for officers who are called to OPA. The location of OPA can have a negative effect on those who might otherwise come to file or be interviewed about a complaint.

RECOMMENDATION 2-3

The offices of OPA should be located outside the main police headquarters building. We recommend that OPA offices be located separate from other police or governmental facilities. (This was also a PERF recommendation.)

IMPLEMENTATION STEPS

1. As part of the overall department space needs study, plans need to be made to include locating OPA off-site.

FISCAL IMPACT

The fiscal impact of locating OPA outside of the police facility is not known. This matter should be made part of the overall space needs study.

FINDING 2-4

A formal rotation policy for OPA personnel has not been established. Also cited in other areas of the report as an issue, some officers assigned to OPA have been in this assignment for many years. There is not currently an assignment duration limit in this area. While many of the OPA officers are fairly recent to the division, OPA is an area that can benefit greatly from an orderly turnover of personnel. It is critical that officers feel the OPA investigators understand their issues and can relate to the realities of day-to-day police work. Having officers routinely rotate in and out of OPA can greatly enhance officer confidence.

RECOMMENDATION 2-4

OPA officers should participate in the career development program and be rotated periodically. OPA personnel should be time limited and should rotate out of this assignment into other duties on a set basis. This rotation will ensure that more officers have the opportunity to serve in this area, and will also ensure that the officers conducting the OPA investigations are well acquainted with current operational practices. (This was also a PERF recommendation.)

IMPLEMENTATION STEPS

See also Recommendation 1-8

1. OPA should identify a number of positions that can be rotated upon the adoption of the departmentwide career development plan.
2. A selection process for new OPA investigators should be conducted.
3. Training for new OPA investigators should be provided upon selection and assignment.
4. OPA staff should continue to rotate at set times.

FISCAL IMPACT

The implementation of a career development program will have minimal fiscal impact.

FINDING 2-5

Case closure times are too long. There has been no significant improvement since the PERF review. This suggests either that the workload is greater than can be managed effectively by current staff or that the investigative process is in need of improvement, or both. The PERF recommended that 45 days for a average case closure is an appropriate standard. This standard cannot currently be met. At present, case closure times often are double this recommended standard. There is also a considerable variance between the closure times of individual investigators.

RECOMMENDATION 2-5

Conduct a workload analysis and develop performance measurements to determine correct unit size. The actual workload needs to be carefully evaluated and staffing allocated to enable more reasonable case closure. It is not desirable for OPA cases to drag out. Prompt resolution should be sought for both the sake of the complainant and the officer(s). (This was also a PERF recommendation.) Inadequate staffing may lead to taking shortcuts on an investigation in order to get it completed quickly and move on to the next case. This can have the effect of weakening cases due to poor investigation, which can result in cases being overturned, or can result in the wrong finding due to incomplete investigation.

IMPLEMENTATION STEPS

1. Working with Strategic Deployment, OPA should conduct a workload analysis.
2. Specific findings and recommendations should be reported to the Chief of Police.
3. Recommendations concerning performance standards and staffing should be adopted.
4. Additional positions should be transferred to OPA, if needed.

FISCAL IMPACT

There will be no fiscal impact. If additional investigators are determined to be needed, existing sworn staff should be reallocated to this assignment. During the overall staffing review recommended for the department (see Recommendation 1-8), positions that can be reallocated will be identified. One or more of these positions could be reassigned to OPA, if additional staffing is determined to be needed. There may be a fiscal impact.

FINDING 2-6

There currently is no designated individual to present the OPA side to the Hearing Boards. Often the investigating officers are trying to testify as to what they did and found during an investigation and at the same time attempt to present the overall case to the Hearing Board. While officers accused of misconduct are represented by other officers who argue their cases for them, OPA does not currently have officers assigned specifically to “present the department’s case.” Many departments use advocates to present the department’s case, allowing the role of the investigating officer to be limited to serving as a witness presenting his/her investigative findings. This separation of tasks—one officer presenting the overall case and one officer presenting evidence—is a more effective separation of duties.

RECOMMENDATION 2-6

Adopt a practice of using a departmental “advocate” as the one presenting the case for OPA. Just like the District Attorney uses a prosecutor to present cases, OPA needs someone who can present their case and fully explain all investigative outcomes to the Hearing Boards. (This was also a PERF recommendation.)

IMPLEMENTATION STEPS

1. Adopt a practice of having an advocate present the OPA case before hearing boards.
2. Obtain volunteers for service as advocates either from OPA or supervisors outside OPA.
3. Train advocates in effective presentation techniques.
4. Begin utilizing advocates.

FISCAL IMPACT

The use of advocates would present no significant fiscal impact. The advocates should be provided some training in their new role. However, this training could be provided using in-house personnel.

FINDING 2-7

OPA does not currently have its own basic investigative equipment. In order to conduct certain investigative operations (such as surveillance or the use of a body mike) OPA has to rely on the Criminal Intelligence Division or the Vice Division to provide equipment and personnel to operate the equipment. This practice greatly expands the number of persons aware of investigations that may be very confidential.

RECOMMENDATION 2-7

Provide OPA with basic investigative equipment that is not shared with other units. OPA should have equipment and trained personnel to be able to undertake routine surveillance on subjects of an internal investigation without having to risk compromising an investigation due to the involvement of personnel outside the unit. (This was also a PERF recommendation.)

IMPLEMENTATION STEPS

1. Identify the type of equipment most commonly used by OPA during investigations.
2. Determine if any of this equipment existed as surplus in any other area. If so, transfer that equipment to OPA.
3. If no surplus equipment suitable for this use exists, determine the cost of new equipment.
4. Procure this equipment using current year funds.
5. If current year funds are not sufficient for this purpose, request funds in upcoming budget cycle.

FISCAL IMPACT

Some of this equipment may exist elsewhere in the department. If this equipment is being underutilized, it should be transferred to OPA. However, it is most likely that equipment of this type will have to be purchased. We estimate that such equipment could be obtained for \$15,000.

FINDING 2-8

Overturning of disciplinary recommendations in investigations can create a level of distrust among officers for this function and frustration for OPA staff. There are often disputed facts surrounding cases in which OPA findings are overturned. The fact that cases are overturned (either within the department by hearing officers or outside the department) supports the concerns of officers that they may not be treated “fairly.” There is no question that the department has an obligation to the community to ensure officers operate within policy, within the law, and treat citizens fairly. However, the officers must believe the department will also treat them fairly. Having cases overturned for any reason seriously undermines the credibility of OPA and the department’s leadership overall.

RECOMMENDATION 2-8

Conduct an “after action review” of all cases in which disciplinary findings are later overturned. Both as an ongoing practice and as a single comprehensive review of cases overturned in the recent past, there should be a review of cases that have been overturned. It should be determined where cases were felt to be weak, and what

additional steps could have been taken to either strengthen the case or prove the officer(s) were not guilty of the alleged conduct or action. This would also help clarify reasoning of administrative hearing officers judgement. As well, this would help ensure consistency of administrative processes.

The comprehensive review should be undertaken as an external assessment. It may be possible to obtain the assistance of another law enforcement agency in this review, or it may be necessary to contract for such services. In either case, it is critical to ensure that the department can objectively determine:

- that cases are being opened against officers with just cause;
- that cases are being investigated thoroughly and without bias;
- that the effort to obtain the truth is the motivation of the investigation, not merely an attempt to prove or disprove an allegation;
- that cases are closed within reasonable timeframes;
- that investigative conclusions used as the basis for disciplinary recommendations are clear and substantial; and
- that the reasons for reversal can be determined and evaluated. Was “proof” missing, was due process violated, were witnesses compromised, are judgements consistent, are evidentiary procedures applied consistently?

While there are certainly many other issues a review of overturned cases could explore, the above list is a starting point.

IMPLEMENTATION STEPS

1. Obtain the services of another law enforcement agency to conduct a review of cases which are overturned.
2. Determine why cases are overturned and prepare recommendations for improvement.
3. Present recommendations to Chief.
4. Implement recommendations.
5. Look on a semiannual basis at all cases that are overturned for any reason.

FISCAL IMPACT

It may be possible to “trade” this service with another agency. If each agency would agree to do the review for the other, the costs would be minimal. An external review would be preferable.

The review could also be done on a contractual basis with an outside vendor with expertise in this area. The cost of such an engagement would depend on the number of cases to be reviewed and the expected time for each case. It is estimated that a comprehensive review of a representative number of OPA cases could be done for \$25,000.

FINDING 2-9

Greater coordination is needed between the District Attorney and OPA. At the present time there is no formal agreement to be followed when criminal charges are a possibility against an officer. While OPA may be investigating the departmental issues, the District Attorney may have a need to investigate as well. Although experienced investigators and supervisors have an idea of what should occur, the processes to be followed have not been officially adopted. This creates the possibility that cooperation between the department and the DA may not be consistent.

A very common overlapping investigation would be a police officer-involved shooting. In this case OPA would be looking at compliance with policy and procedure and the District Attorney would be investigating a use of force that may or may not be lawful. If unlawful, the District Attorney will have to pursue an investigation that may lead to criminal charges. If these two investigations are not properly coordinated, they may both be compromised.

RECOMMENDATION 2-9

A work group should be established involving the District Attorney's Office, OPA, and the Investigative Services Bureau. This work group should explore the best procedures for handling certain kinds of cases that are likely to occur. A common outcome of such a work group would be a "Shooting Team," a joint MNPD ISB/OPA/District Attorney team that would respond to an officer-involved shooting and then determine, based on the facts present, the most appropriate way to proceed.

IMPLEMENTATION STEPS

1. A work group from MNPD ISB, OPA, and the District Attorney's Office should be established.
2. The work group should prepare recommendations for cases in which more than one agency or unit will have jurisdiction.
3. The recommendations should be presented to the Chief and the District Attorney.
4. The recommendations should be modified as needed, and adopted.
5. Training should occur for all involved parties, and the recommendations should be implemented.

FISCAL IMPACT

This will be a staff work group. No fiscal impact will occur for implementation.

2.3 Fiscal Affairs Division

This division is responsible for the development and monitoring of the budget. All expenditures are also reviewed and approved. Position control—maintaining a current listing of all vacancies—is also the responsibility of this area.

This area has operated in a very centralized fashion, with minimal input from operating area commanders. Since this audit started it has been reported that the Fiscal Affairs Division has been disseminating more fiscal information and has been seeking budgetary development input from the divisions.

FINDING 2-10

Bureau and Division level commanders were uniformly poorly informed about their budgets. All senior commanders spoke of limited information concerning ongoing budget balances and limited involvement in the budget development process, and had poor understanding of their overall budgets. In our experience, many Sergeant level supervisors in other organizations would have greater budgetary awareness and involvement than senior commanders in MNPd.

It has not been part of MNPd's culture for Bureau or Division Commanders to be significantly involved in budgetary issues, nor was it possible for section or unit commanders to seek involvement. Budgets were developed and managed from the Fiscal Affairs Division, and budgeted funds were often reallocated within the department by Fiscal Affairs without informing Division Commanders.

Supervisors were also very critical of the expenditure approval procedures. Lacking current budget information, expenditures are often made "in the blind," without knowing if funds exist to make such purchases. Supervisors up to the Bureau Chief level were frustrated about the limited ability they had to influence the acquisition of materials and goods needed for the operation of their areas of responsibility. We did not encounter any supervisors in major areas who felt they really knew the status of their budget.

RECOMMENDATION 2-10

All supervisors should be meaningfully involved in both budget development and control. While the progress this year is encouraging, steps should be taken to ensure that any supervisor is allowed a voice in the creation of the budget for the upcoming year. This should not just be seeing a copy of what will be submitted. Instead, it should

be direct participation in the budget development process. (What is needed? Why is it needed? What happens if it is not provided?)

IMPLEMENTATION STEPS

1. Formal requirements for supervisory involvement in budget preparation and monitoring should be developed by the Command Staff.
2. These requirements should be adopted and published. Supervisors should be trained as necessary to understand their new role in this area.
3. Annual retraining in budget issues should be provided.

FISCAL IMPACT

There will be no fiscal impact from implementing this recommendation.

FINDING 2-11

Monthly reports are provided to Bureaus, but not to Divisions or smaller commands. During the course of our review we were informed that the Bureau Chiefs were provided monthly budget reports. Divisions were not provided the reports. It is unclear if Bureau Commanders expected the Division Commanders were also receiving reports, and therefore did not provide them, or if the Fiscal Affairs Division thought the Bureaus were passing the budget information down. In either case, most Division Commanders had no knowledge of monthly budget status. It is our understanding that monthly budget reports are now going to all Divisions.

RECOMMENDATION 2-11

Monthly budget and expenditure reports should be provided to all supervisors with budget responsibility. Division Commanders should receive monthly reports of expenditure status of all budgets under their command. Bureau Commanders should receive copies of each Division in their command and for the Bureau and Department as a whole.

IMPLEMENTATION STEPS

1. Adopt a practice of providing printed budget reports to all supervisors with budget authority and responsibility on a monthly basis.

FISCAL IMPACT

These reports already exist. Providing them more widely will not present a fiscal impact.

FINDING 2-12

The budget process is not integrated into the planning process. While we have been informed that the budget process being undertaken for the upcoming fiscal year has been modified to obtain more operating area input, this has not always been the case. There is the perception that the needs of the operating areas are not taken into account when the budget is prepared. This has resulted in budget variances that have had to be made up by adjustments throughout the budget. A lack of overall budget involvement and budget accountability at all levels has also been an issue. The budget function has been very centralized and has made many of the purchasing/expenditure decisions. Although this is effective from an overall budget control and cost containment standpoint, it is not effective in terms of determining the best use of resources for the purpose of crime prevention or crime fighting.

RECOMMENDATION 2-12

The budget development process should be driven from the bottom up, and should be a critical part of regular strategic and operational planning. A critical part of strategic planning is determining how to allocate resources. The first step is in allocation of existing resources. Beyond the current year's needs, it is then critical to plan for the next and subsequent years. It is critical to ensure that resource allocation is looked at for the department as a whole, and that operational priorities are established that are consistent with strategic planning goals. This cannot be done if it is not approached in an integrated fashion.

IMPLEMENTATION STEPS

1. As part of the strategic planning process and part of the budget development process, goals and objectives should be created for each area of the department.
2. For the goals and objectives, specific performance measures should be developed. These measures should capture outcomes, not measure efforts expended. The outcomes should be tracked over time, and should be expected to improve due to specific intervention.
3. Planning efforts should look at least five years into the future, and should contemplate as many variables as possible.
4. Departmental priorities should be established, thereby informing individual units where they fall in the overall plan, and clearing defining their role in the overall success of the agency.
5. Departmental and Division and Unit plans should be shared with all employees so they understand why actions are being taken.

FISCAL IMPACT

There will be no fiscal impact from the development of either the annual budget or the overall strategic plan. However, as better planning is undertaken, it may be possible to better integrate resources, allowing more effective utilization of personnel and equipment.

2.4 Criminal Intelligence Division

This area is responsible for the collection and dissemination of information related to ongoing criminal activity. It receives and analyzes specific information on ongoing criminal activity, conducts active surveillance of known criminals or locations known or suspected to be involved in criminal activity, and carries out targeted investigations. It also handles the security detail for the Mayor.

FINDING 2-13

Criminal Intelligence is one of several units that, to different degrees, gather and analyze criminal activity information. This is also done by the CAP Unit (the tactical crime analysis unit) in Patrol, by the Vice Division, by CID, and to a lesser extent Youth Services. It is not clear to us how, or if, distinctions are made as to which unit will accumulate and disseminate what kind of information. Our observation and research, and the belief of many officers and supervisors, is that there is a great deal of overlap among the information gathered by the various units.

RECOMMENDATION 2-13

A core process analysis of the Intelligence function should be carried out. A determination needs to be made where intelligence is gathered, how it is transmitted, how it is analyzed, and how it is disseminated. While intelligence needs to be gathered in a variety of locations, collection and analysis should be centralized for maximum effectiveness. The various organizational units involved in this process should complement each other, not duplicate services.

This is another area in which an employee work group could be used effectively. It would also be appropriate to obtain some legal counsel for this group, as there are very specific prohibitions about the manner in which nonarrest criminal information may be collected and transmitted.

IMPLEMENTATION STEPS

1. An employee work group made up of Vice, ISB, Patrol, and Criminal Intelligence officers should be created. The Strategic Deployment Division should facilitate this process.

2. This work group should be tasked with determining the core processes of the overall Intelligence Function. This “process mapping” will allow a better understanding of areas in which there is an opportunity for improvement.
3. Specific recommendations should be developed to take advantage of opportunities for improvement or elimination of roadblocks.
4. Recommendations should be presented to the Chief and the Command staff for review and evaluation.
5. Adopt recommendations for improvement in intelligence gathering and dissemination.

FISCAL IMPACT

This recommendation will not present any fiscal impact. However, the process improvements identified have the potential to result in greater effectiveness in the overall Intelligence Function and could result in either a reduction of total staff required, or in an increased effectiveness of those assigned to this responsibility.

FINDING 2-14

The duplication of efforts makes it difficult to ensure that vital information is shared. As outlined immediately above, with so many units gathering bits and pieces of information, it is impossible to ensure that information is being shared appropriately. Some better definition of responsibility for specific types of information is needed or some overall clearinghouse function should be established.

RECOMMENDATION 2-14

Consideration should be given to combining the field operations components of the Vice Division and the Criminal Intelligence Division. Many of the same targets will routinely be investigated, and the same investigative process and equipment is utilized.

Both Vice and Criminal Intelligence conduct active field investigation of persons engaged in “ongoing criminal conspiracies.” This creates the very real possibility that many suspected criminal enterprises are being monitored by both groups. It should be determined if better effectiveness could be realized by the combination of these groups.

IMPLEMENTATION STEPS

1. As part of the work groups efforts discussed in Recommendation 2-13, the combination of the Vice and Criminal Intelligence field intelligence components should be considered.

FISCAL IMPACT

There is no fiscal impact in the recommendation. If this combination of the two field units can be accomplished, it may be possible to cut costs through the reduction of positions.

2.5 Public Information Office

The Public Information Office (PIO) is the primary point of contact for the news media with MNPD. Press releases are issued on major events/incidents, and news media inquiries are fielded on all topics. In addition, the office is proactive in attempting to handle rumor control within the department.

COMMENDATION

- An internal flyer is published frequently to attempt to keep MNPD employees up to date on issues/incidents of concern to them.

FINDING 2-15

The office performs those expected Public Information functions associated with an agency of this size. The PIO fields calls from the news media, issues press releases, and gives interviews to print and electronic media.

The staffing—one Information Officer and one support person—is appropriate for an activity of this size. By allowing field personnel to speak directly to the news media on issues about which they are adequately informed (breaking crime, not policy), additional staffing for the Public Information Office is not needed.

RECOMMENDATION 2-15

As part of the overall recommendations, we propose the Public Information Office continue reporting to the Chief of Police. This unit must represent the Chief in the public eye; it is critical that he maintain a close working relationship with this unit.

IMPLEMENTATION STEPS

None required.

FISCAL IMPACT

This is the current reporting relationship. There is no fiscal impact.

2.6 Behavioral Health Services Division

The Behavioral Health Services Division provides a variety of support services to both police employees and citizens. They coordinate and provide stress-related counseling services to police employees and their families and provide specific support for substance abuse problems. The professional staff of the division are made up of licensed psychologists and clinical social workers under the direction of a Ph.D.

COMMENDATION

- This area had among the best sets of performance measures/monthly reports that were observed. Considerable attention is paid to tracking what is accomplished.

FINDING 2-16

This is one of three areas providing counseling services to either victims or officers. The department has a very heavy commitment to professional counseling services. We have not seen this degree of counseling support directly provided by a local government unit. Frequently, such a unit coordinates, instead of directly provides, such services.

Counseling services of the type being provided by MNPD in-house are frequently delivered in other police departments by outside organizations. While finding one area in which the department directly employed counselors would not have been very surprising, it is most unusual to find counseling services provided in three different areas of the department. In many departments such services would be provided exclusively by outside service providers, or by a combination of a limited number of department employees supplemented by outside staff.

RECOMMENDATION 2-16

Consider consolidating or outsourcing counseling services. An in-depth review of the potential for consolidating counseling services and a review of readily available community resources in this area should be conducted. In a community the size of Nashville, and with the number of health care organizations, there should be several potential service providers that would be interested in bidding on the provision of such services. Note that services provided to officers and their families should be provided in a manner to help ensure that confidentiality and privacy are preserved, and these services should be provided in a dedicated, secure location.

IMPLEMENTATION STEPS

1. A review of all counseling services provided by the department in Behavioral Health Services, Youth Services, and Domestic Violence should be conducted. The Strategic Deployment Division should facilitate this review. This will enable the determination of how similar or dissimilar these services may be and enable an analysis of the potential benefits of consolidating these services.
2. A request for information (RFI) should be developed to inquire of potential service providers what capacity might exist to provide services of the type the department now provides.
3. After the RFIs are returned, the department should evaluate the pros and cons of consolidating and/or outsourcing these services.
4. If determined appropriate, an implementation plan to consolidate the services should be developed or a request for proposals (RFP) should be released to solicit bids from prospective vendors to further assess whether outsourcing would be appropriate.

FISCAL IMPACT

There would be no fiscal impact from consolidating or from the consideration of outsourcing of these services. The RFP process would reveal whether outsourcing could present a monetary savings.

2.7 Information Services Division

Responsible for all computer-related matters, this division is the source of a lot of interest and concern by employees at all organizational levels. With the tremendous impact that automated systems have on the modern workplace, there are many issues that concern this Division.

COMMENDATION

- The Division has achieved significant cost savings by undertaking in-house maintenance of several pieces of main frame computer hardware. While some main frame applications are still necessary, the cost to maintain the hardware is very high, especially on the machines that are technically obsolete and are no longer supported

by the manufacturer. By using generic available repair parts, the division has avoided costly replacement and outside maintenance of machines that have to be kept in service for the near future.

FINDINGS AND RECOMMENDATIONS

Because they are departmentwide in nature, findings and recommendations related to Information Services Division are included in Chapter 1.0.

3.0 UNIFORM SERVICES BUREAU

This chapter presents the results of the performance audit of the Uniform Services Bureau of the Metropolitan Nashville Police Department.

The Nashville Police Department is a full-service law enforcement agency. The department provides citizens of Nashville and Davidson County with a broad range of police-related services. This chapter focuses on the Uniform Services Bureau, one of three bureaus in the Metropolitan Nashville Police Department. It is the largest bureau and is currently composed of four divisions and two specialty units, including:

- Patrol Division
- Traffic Division
- School Services Division
- Tactical Investigations Division
- Special Weapons and Tactics Team
- Police Negotiators Unit

This chapter discusses each division and unit separately, including bureau management.

3.1 Background

The stated mission of the Metropolitan Nashville Police Department is:

To provide community based police services through crime prevention strategies and partnerships, to ensure a safe and peaceful Nashville.

In fulfillment of that mission, the Uniform Services Bureau provides the following services:

- Patrol services, including initial response to calls for police service, continuous patrol of the community, and enforcement of traffic laws;
- Traffic and DUI enforcement, crash investigation, and traffic analysis;
- Aviation support, canine support, and hazardous devices identification, handling and disposal;

- education-related services such as school resource officer programs, school crossing services, police athletic league activities, drug and crime prevention, and demand reduction activities; and
- deployment of special weapons and tactics in support of enforcement and investigative functions, search and rescue, dignitary protection, and counteracting hostage situations.

3.2 Impact of Community Oriented Policing

MNPD has adopted a philosophy of “Community Oriented Policing.” As articulated in the Metro Nashville Police Department’s mission statement, the department provides “community based police services through crime prevention strategies and partnerships.”

The foundation of a successful community policing approach to local law enforcement is a close working relationship between community members and the police. Community policing typically consists of two core components: community partnerships and problem solving. To develop community partnerships, police must develop positive relationships with the community, involve the community in the pursuit of better crime control and prevention, and pool resources to address the most urgent problems and concerns of community members. Problem solving is the process through which the specific concerns and problems of the community are identified and the most appropriate solutions to the problems are found. All those who live and work in the community share responsibility for finding solutions to problems that detract from the safety of the community.

Community policing embraces the philosophy of taking proactive steps to prevent crime. It requires the police to find solutions to treat problems, not merely symptoms, and it emphasizes the development of partnerships between the police, the community, and other governmental agencies.

Community policing relies on department decentralization and an orientation of the patrol function to facilitate two-way communication between the police and the public. Community policing requires a commitment to helping neighborhoods solve crime problems through community organizations and crime prevention activities. The underlying belief is that solving problems is preferable to continually reacting to crime. Crime prevention is a central expectation of community oriented police departments. Solving crime is, and will continue to be, an essential element of police work. However, preventing crimes is the most effective way to create safer communities.

The challenge facing police departments is how to operationalize community policing. That is, how does a police department integrate the activities of each functional area of the department in a manner that promotes community policing, problem solving, and crime prevention? Research repeatedly points out that there is no single way to implement community policing. Some departments have implemented community policing on a neighborhood-by-neighborhood basis. Others have created community-policing units within patrol precincts or sectors staffed by officers with a broad range of skills and expertise. Still others have implemented community policing departmentwide by making all officers crime prevention officers. Regardless of the implementation strategy, one theme has emerged: the entire police organization must be structured, managed and operated in a way that supports the efforts of the patrol officer.

Under community policing, command is no longer centralized, and many decisions are made—and services delivered—at lower levels of the organization. Greater decision-making authority is given to those “closest to the street” with the expectation of improving service delivery and the overall performance of the police department. The decentralization of command and service delivery is important to the creation of meaningful and productive ties with the community. Under community policing,

department management serves to guide, rather than dictate, the actions of patrol officers and helps ensure that the patrol function has the resources to solve the community's problems.

Research suggests, however, that departments operationalizing community policing may experience opposition. Community policing is often seen as patrol's responsibility, or even a subset of patrol (i.e., a special unit within patrol). Instead, all parts of the police department should be involved. Detectives, for example, may be reassigned to work specific neighborhoods in support of a sector station.

In a decentralized policing organization, patrol officers are responsible for the daily policing needs of the community, and accountability for addressing crime rests with the patrol commander(s). However, patrol commanders cannot be held accountable if they are not given the resources needed to address crime. There may be a need to increase the number of officers assigned to the patrol function. Criminal investigators may need to be assigned to patrol precincts or sectors. Civilians should be used for support positions that do not require policing skills and sworn staff be assigned to patrol operations. Many departments that have moved to community policing, and the decentralization of command and resources, have taken a broad perspective on dealing with crime and shifted more resources into the patrol function. This broader perspective recognizes the value of activities that contribute to the orderliness and well-being of the community. The broader perspective includes activities such as: assisting crime victims, helping solve domestic disputes, dealing with landlord and tenant disputes, and controlling traffic, to name a few. These activities help develop strong ties and trust between the police and community, and help patrol respond to a wide variety of service demands. The police cannot succeed without the support of the community, and the

community cannot succeed in creating and maintaining safe neighborhoods without a responsive police department.

In the case of MNPD we are proposing that MNPD make some initial steps toward decentralization in order to support community policing efforts more effectively. By giving Sector Station commanders additional ability to direct resources deployed in their geographic areas, MNPD will begin to move to a modified "Precinct" model of operation. By Precinct model we mean giving an area commander direct control of more of the services and personnel that are necessary to fully meet citizens' law enforcement needs. By allowing the Sectors to function more like Precincts, services are placed closer to citizens, and commanders have greater resources to move against the unique problems in their areas. This, in turn, allows the department and the community to have greater expectations for commanders in terms of how successfully they address the problems in their Sector.

Given more resources and clearly stated expectations, coupled with departmentwide strategic plans, the Sector Station commanders in the future will be held more directly accountable for results in their areas. Increased accountability will help ensure that problems are corrected instead of explained, while efforts not preventing crime are discontinued. Accountability will also ensure that effective partnerships with the community are established and maintained over time. This approach can be a key part of positioning the department to meet the challenges of the future effectively.

The comments and recommendations that follow are in the context of how conditions and actions support the overall concept of Community Oriented Policing. In particular, the recommendations are made with the objective of enhancing the available resources of the Patrol Sector Stations. MNPD is an agency at a crossroads. It can either continue to practice traditional call response driven policing, or it can shift

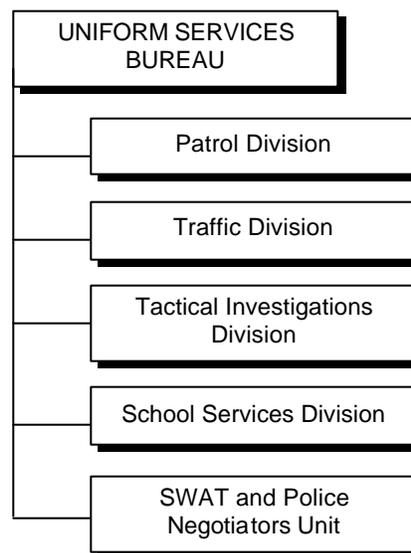
paradigms and pursue a more decentralized allocation of resources, demonstrating a real commitment to Community Oriented Policing. In our view, the problem solving and crime prevention focus of Community Oriented Policing better positions an agency to address crime and public order issues. Not only are the citizens more involved in their community, but the officers are given the ability to solve problems instead of just responding to them over and over.

3.3 Organizational Structure

The overall structure of the Uniform Services Bureau is distributed among four divisions and two specialty units: Patrol Division, Traffic Division, School Services Division, Tactical Investigations Division, Special Weapons and Tactics Team, and Police Negotiators Unit—all reporting to the Assistant Chief of Police for the Uniform Services Bureau.

Exhibit 3-1 depicts the organizational structure of the Uniform Services Bureau and the functional areas reporting to the assistant chief of police.

**EXHIBIT 3-1
METROPOLITAN NASHVILLE POLICE DEPARTMENT
UNIFORM SERVICES BUREAU ORGANIZATIONAL STRUCTURE**



Source: Metropolitan Nashville Police Department, October 2001.

Exhibit 3-2 depicts the staff assigned to the various functional areas of the bureau.

**EXHIBIT 3-2
METROPOLITAN NASHVILLE POLICE DEPARTMENT
STAFFING FOR UNIFORM SERVICES BUREAU**

Functional Area	FY 2001-02 Actual Staffing*
Bureau Commander's Office	9
Patrol Division (Central, East, West, South, Hermitage) Police Officers on Patrol duty only	392
Patrol Division FLEX Unit Officers (directed activity, not primarily call response)	35
Patrol Division Supervisory and Administrative personnel (Sgt.s, Lt., Capt.'s, support personnel)	125
Bike Patrol	40
Horse Patrol	6
Crime Prevention	5
School Crossing (sworn positions only)	3
School Services	21
School Resource Section	19
DARE	25
PAL Program	3
MDHA Task Force	6
Traffic Division	79
Tactical Investigations Division	41
Special Weapons and Tactics Team and Police Negotiators Unit	1
TOTAL	810

Source: Metro Nashville Police Department, November 2001 and February 2002.

* Actual staff on February 15, 2002.

392 of these positions are police officers actually assigned to active call response duties

Other Department Personnel

At the time of this report, MNPD had a total of 1,852 personnel, 1,226 sworn, and 626 non-sworn. A total of 191 of the non-sworn personnel are part-time school crossing guards; 810 personnel are on assignment to the Uniform Services Bureau. That is almost 49 percent of the total personnel. Note: These headcounts are as of January 2002. Since that time a class of 41 police officer trainees has been enrolled.

3.4 Bureau Management

An assistant chief of police, known as the bureau commander, oversees the Uniform Services Bureau (USB). Six sworn staff and two civilians support the bureau commander. One civilian is a police executive assistant and one is a police operations assistant. Both work directly with the bureau commander. The six sworn staff make up the Crime Analysis for Patrol Unit or CAP Unit.

3.5 Analysis of MNPD Staffing

The Peer Agency review included information gathered from six peer agencies. Several findings from the peer review are very significant to a discussion of Patrol Officer Staffing and are included in this chapter.

One major value of peer review is being able to evaluate local practices against other peer agencies and commonly accepted “industry standards.” It does not follow that every agency practice must be the same as that of the peer agencies. However, it is often telling if the local agency is approaching an issue differently from the way the majority of the peers have found to be successful or appropriate. One area in which this is especially true is staffing. If staffing patterns are significantly different from the peers there may be cause for special consideration.

Shown below as Exhibit 3-3 is a chart displaying the comparison of population to total department employees. From this comparison it can be seen that Nashville has one employee for each 328 citizens. As can be seen, Nashville serves a few more citizens per employee than the average in this category. However, the numbers are less than those of three of the peers, and are within the range of the numbers of employees that would be expected for a city the size of Nashville.

**EXHIBIT 3-3
TOTAL CITIZEN POPULATION VS TOTAL DEPARTMENT EMPLOYEES**

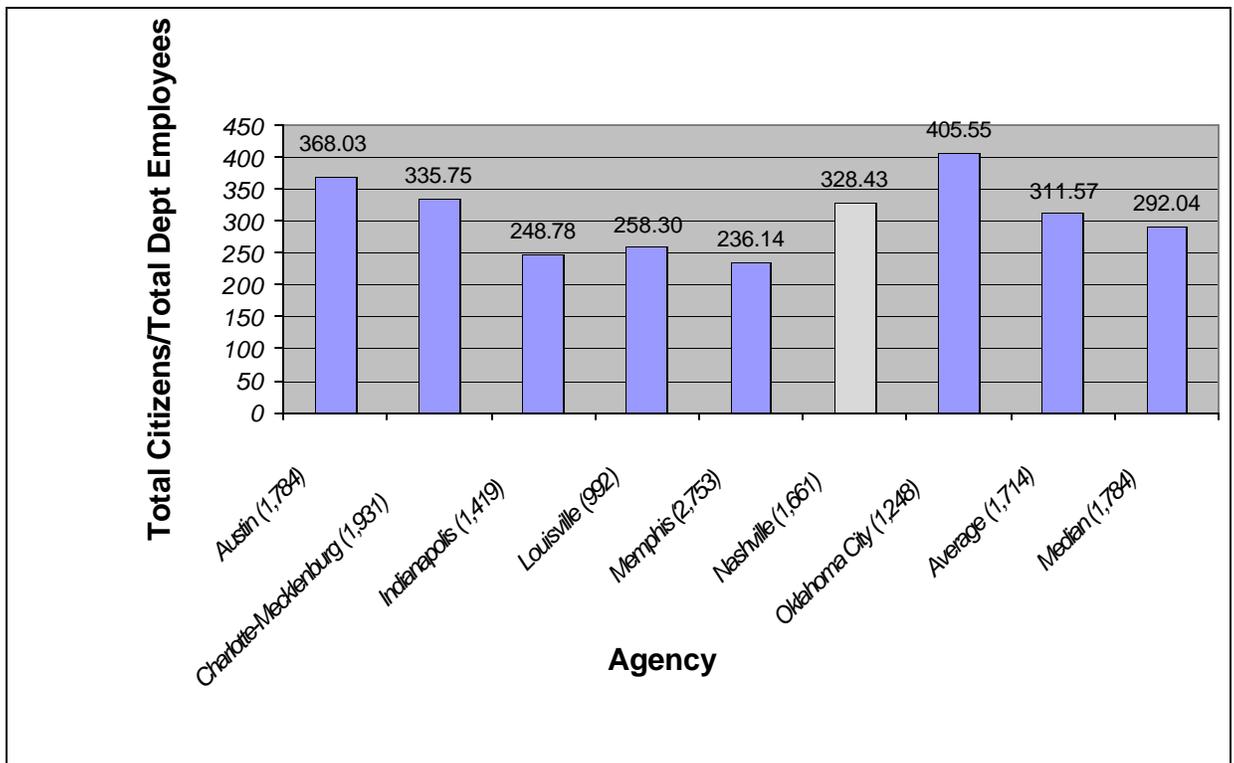
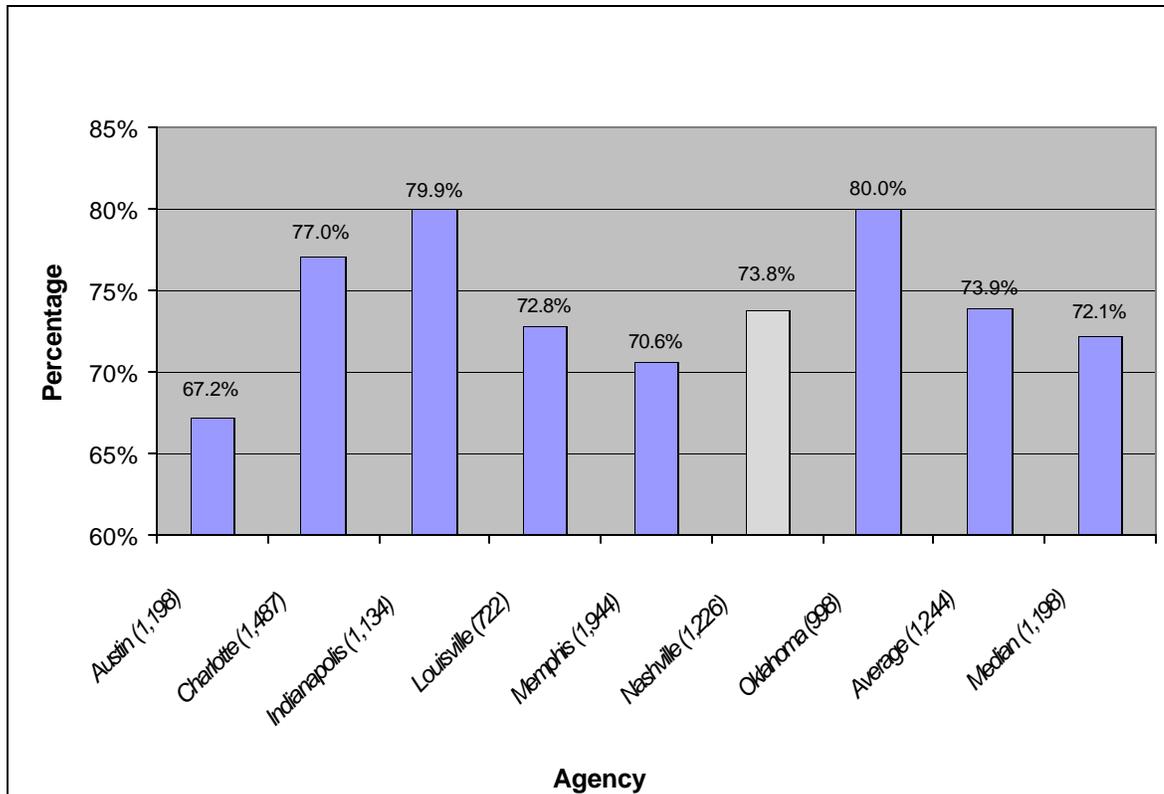


Exhibit 3-4 on the following page is a chart showing the percentage of sworn officers to total agency employees. This is the percentage of persons with police powers out of total employees. Note that Nashville was at the average in this category. The percentage ranged from Austin's low figure of 67.2 percent to a high for Oklahoma City of 80 percent sworn staff.

**EXHIBIT 3-4
PERCENTAGE OF SWORN VS. TOTAL PERSONNEL (SWORN/TOTAL)**



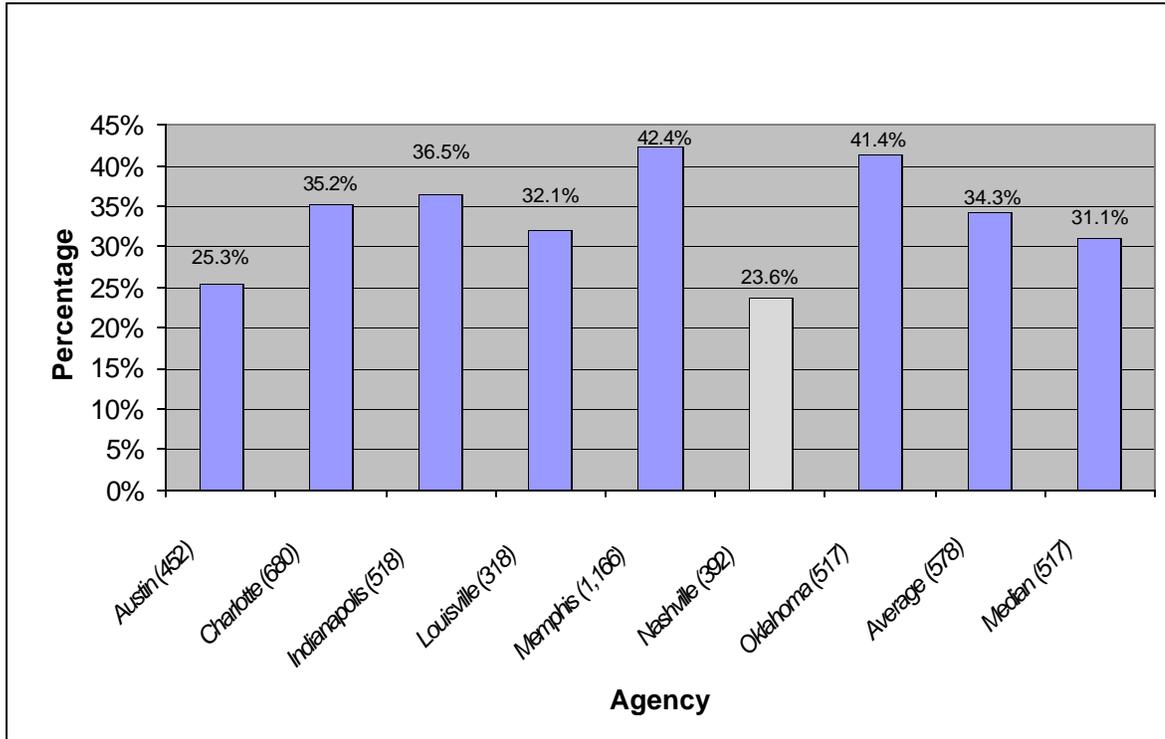
This comparison shows MNPD has a similar number of sworn officers available out of total employees when compared to other agencies of similar size.

The next chart, Exhibit 35, looks at sworn officers assigned to patrol duties compared to total employees. In other words, what percentage of total employees are assigned as police officers on uniformed patrol duty? In this category, MNPD is the lowest. The MNPD figure of 23.6 percent was far below the average figure of 34.3 percent. This comparison shows that the proportional resource commitment MNPD has for patrol is below that of all the other agencies.

It should be noted that this analysis is based on officers whose primary duty is response to calls. MNPD also has officers in nonpatrol assignments (e.g., Flex Officers, Mounted Units, K-9, Bike Officers, Traffic Officers) that also respond to routine calls, but

not as their primary function. The comparison with other agencies was based only on officers whose primary routine duty was to respond to calls for service.

**EXHIBIT 3-5
PERCENTAGE OF PATROL VS. TOTAL PERSONNEL (PATROL/TOTAL)**



It is interesting that Memphis has almost double the percentage of total employees assigned to patrol than are assigned to Patrol by MNPD.

Exhibit 3-6 looks at a comparison of the percentage of sworn officers assigned to uniform patrol duties compared to the total number of sworn officers. In this area MNPD is also the lowest. While the average percentage of sworn officers assigned to patrol is over 46 percent, MNPD allocates only 32 percent to Patrol. The range is from 32 to 60 percent.

**EXHIBIT 3-6
PERCENTAGE OF PATROL VS. SWORN PERSONNEL (PATROL/SWORN)**

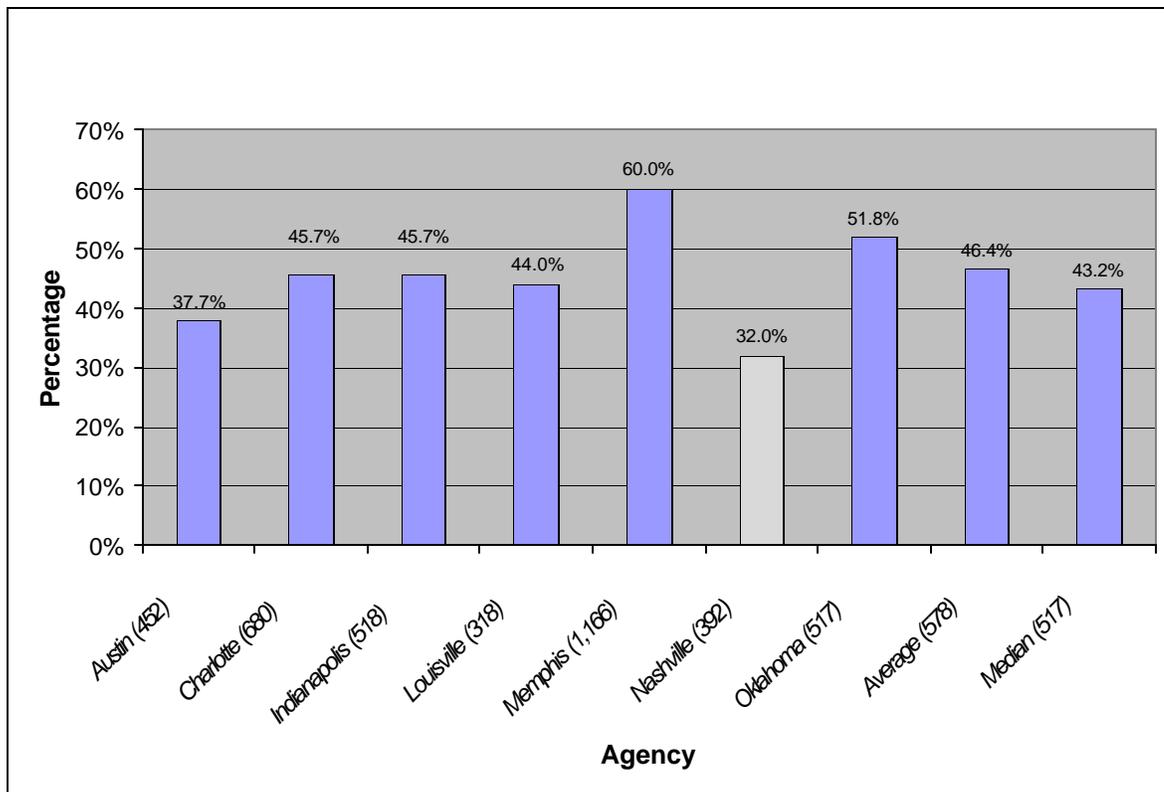
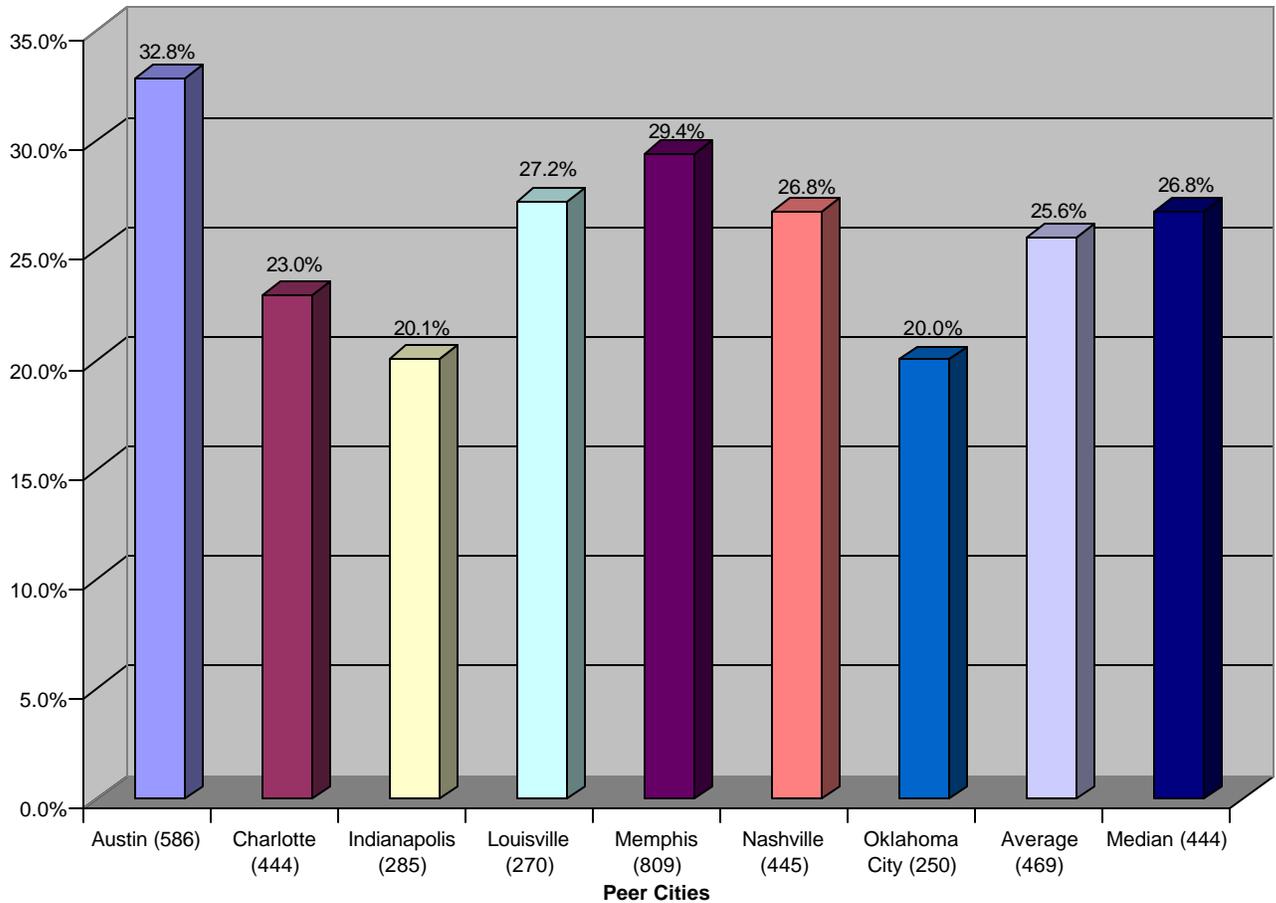


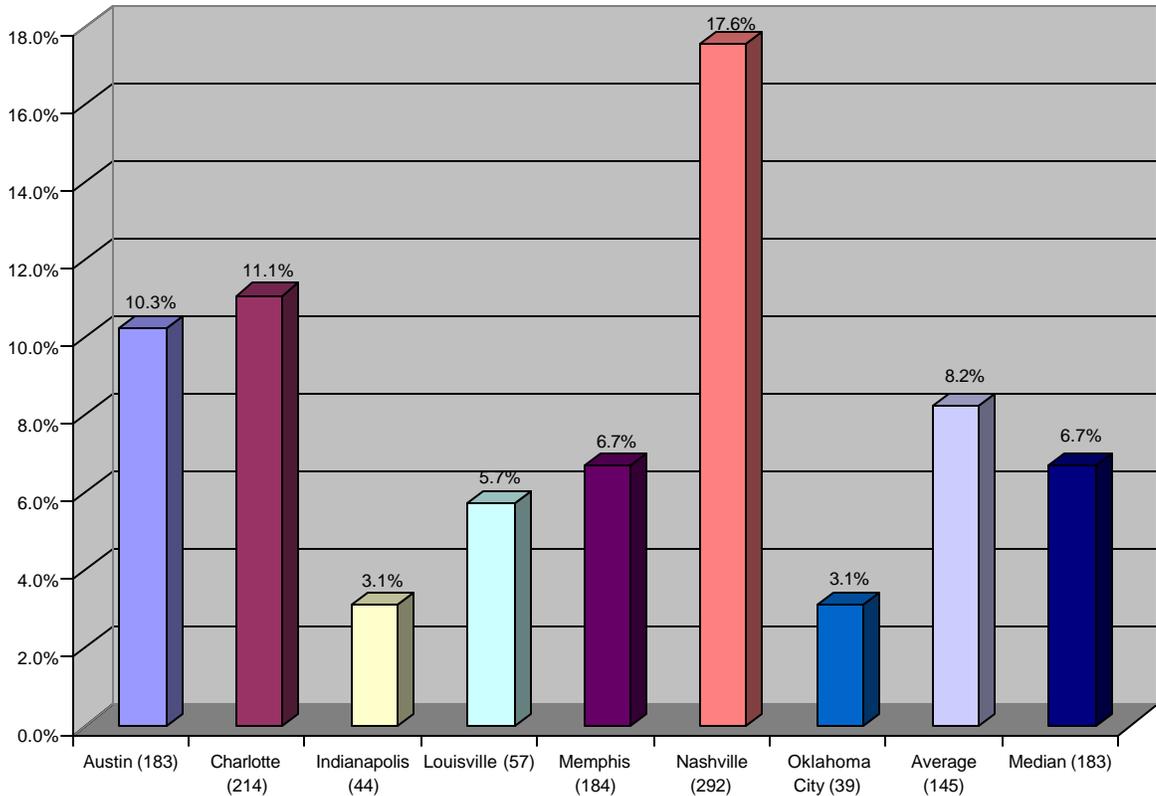
Exhibit 3-7 shows the percentage of non-sworn employees to total employees. The use of non-sworn employees by an agency is often considered to be an indicator of how well the department does in freeing up sworn personnel for actual law enforcement duties. A low number of non-sworn personnel may suggest an over reliance on sworn personnel in areas in which arrest powers or physical defense of the employee or others are not normally required. **MNPD has a percentage of non-sworn employees approximately that of the peer agency average.**

**EXHIBIT 3-7
TOTAL NUMBER OF NON-SWORN EMPLOYEES
vs. TOTAL NUMBER OF DEPARTMENT EMPLOYEES**



This finding shows that MNPD is making average use of non-sworn employees. Exhibit 3-8 shows a comparison of uniformed officers assigned to specialized units (non-Patrol assignments). In Nashville these specialized assignments include Traffic, Bicycle Squads, Mounted Unit, Aviation, K-9, and School Services Division assignments. While there are excellent reasons for the creation of each of these units—and there are certainly services being provided to citizens—Nashville has a higher number (raw number and percentage) of officers in specialized assignments than any of the peer agencies.

**EXHIBIT 3-8
UNIFORMED OFFICERS ASSIGNED TO OTHER SPECIALIZED UNITS**



Having the highest number of specialized officers, coupled with the lowest number of Patrol officers, it is clear that MNPD has historically tended to place a great deal of emphasis on activity that may be important, but does not enhance direct call response or routine patrol capability or capacity. Data on the amount of workload that may be handled by these specialized units were not available from the department's computer-aided dispatch system. However, based on our evaluation of the services provided by these units, they do not collectively handle a significant amount of workload that would otherwise be handled by Patrol (with the exception of the Traffic Division, which handles activity that Patrol would handle).

Many of these units were created to enhance the department's capacity to perform Community Oriented Policing. However, as discussed further in this chapter, no performance measures are available to support the consistent use of these units in this manner. Without question, these units are highly visible, but insufficient data are available on their utilization or effectiveness to determine if such units are desirable given the overall needs of the agency at this point in time.

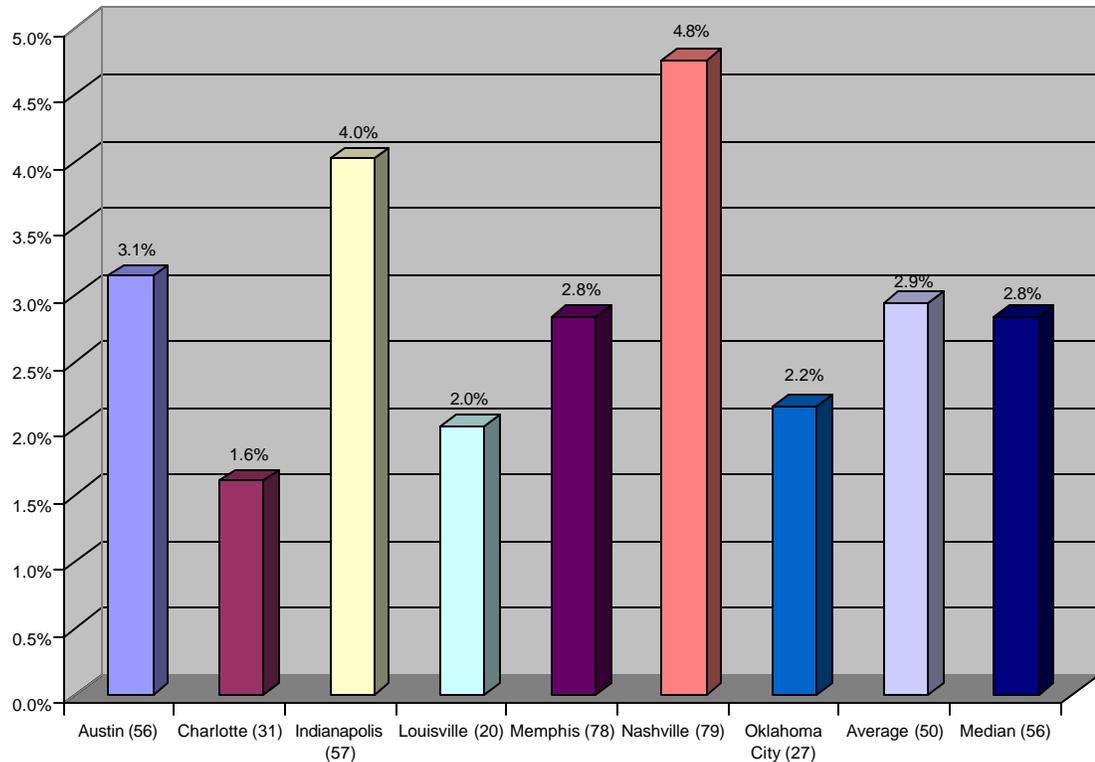
The key issue raised by these specialized units is whether or not MNPDP can afford to maintain all of these units at the current levels, given the need to reallocate officers to Patrol. Serious consideration should be given as to whether or not the missions of these specialized units are essential and if they are consistent with the provision of the desired level of direct call response and the desired level of Community Policing activity.

One of the largest specialized units normally found in a police organization is the Traffic unit. MNPDP, with fewer patrol officers (by percentage) than any peer agency, also has more Traffic officers (by percentage) than any peer agency. Percentage of Traffic officers as a percentage of total agency personnel ranges from 1.6 percent in Charlotte to 4.8 percent in Nashville. This comparison is shown in Exhibit 3-9 below.

This comparison shows that MNPDP has chosen to commit greater numbers of officers, both by headcounts and by percentages, to a specialized function at the same time it is allocating fewer numbers of officers (by percentage) to normal patrol duty.

There are two common approaches to traffic enforcement. One is a very aggressive "enforcement mode." The other is a softer "preventive" approach. Neither is better than the other, but there are significant differences in the amount of resources required.

**EXHIBIT 3-9
PERCENTAGE OF UNIFORMED TRAFFIC VS. TOTAL EMPLOYEES**



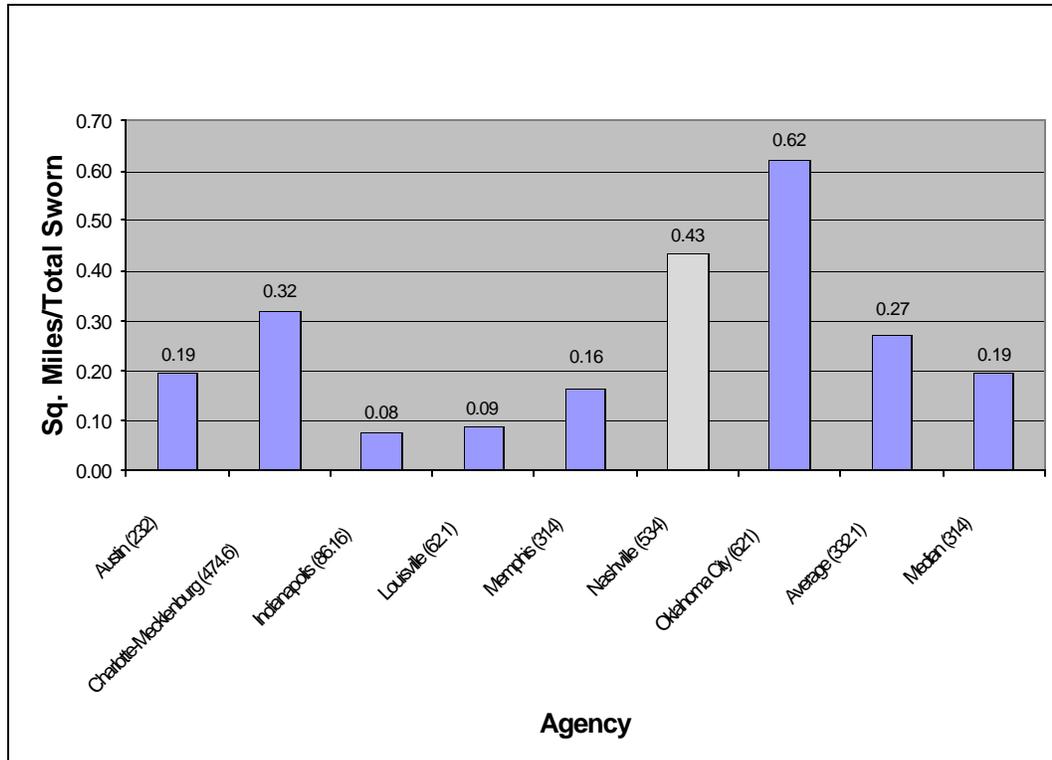
Nashville, as demonstrated by the large number of Police Motorcycles (used almost exclusively for traffic enforcement) and the large size of its Traffic Division, has chosen to commit a great deal of resources toward aggressive enforcement. More detail on the use of motorcycles is presented in Finding 3-12 later in this chapter.

One major factor in determining how effective patrol officers can be in preventing crime is the total size of the patrol area they have to cover. A comparison of the square miles policed by the peer agencies to the total number of sworn officers suggests how the agencies are doing with regard to total area handled by officers.

The chart in Exhibit 3-10 depicts a range of 0.08 square miles per sworn officer in Indianapolis to 0.62 square miles per officer in Oklahoma City. MNPB is the second

highest with 0.43 square miles per officer. This comparison shows that only officers in Oklahoma City (for a comparison of all officers in the department) are responsible for more land area than the officers in Nashville.

**EXHIBIT 3-10
TOTAL SQUARE MILES VS. TOTAL SWORN PERSONNEL**



The 535 square miles that make up Davidson County greatly impact all aspects of the department’s operation. Each of the five sectors is larger than many major cities. This vast size, by default, results in large patrol zones that are difficult to cover effectively.

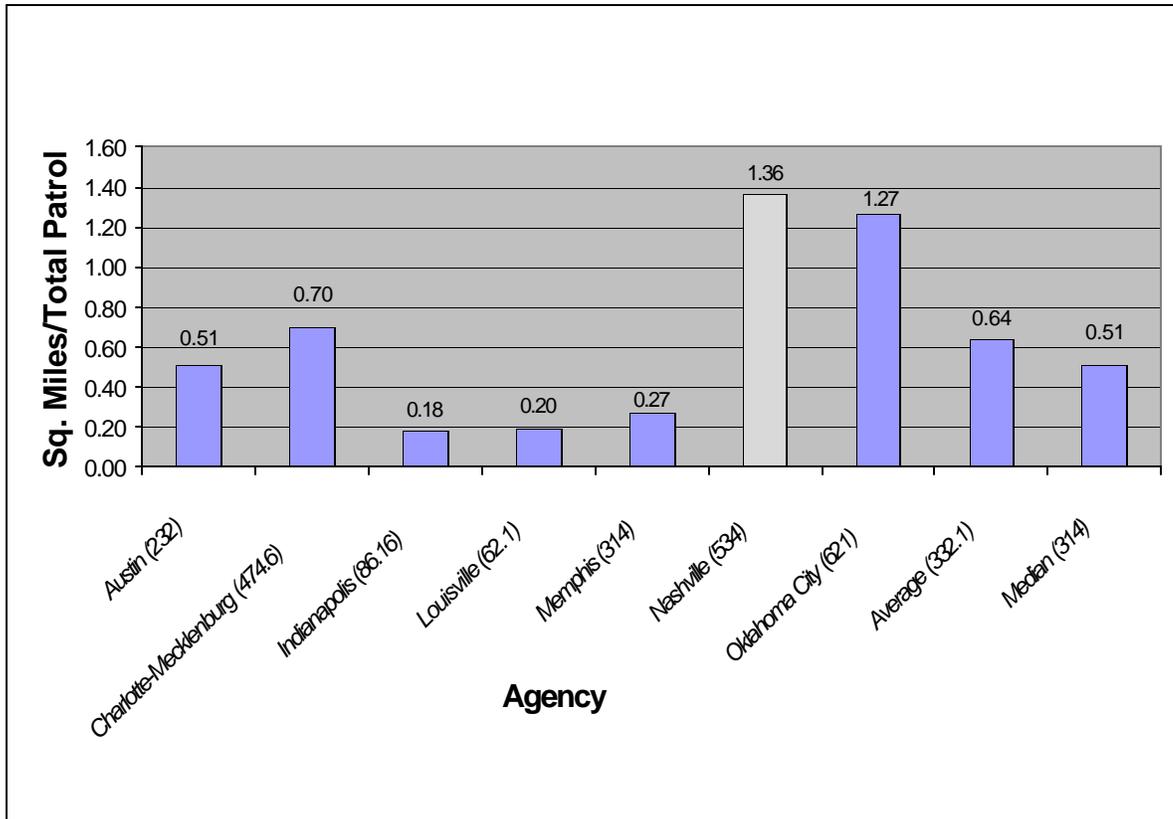
An even more interesting chart is shown as Exhibit 3-11. This chart compares total square miles to only patrol officers. This chart shows that no other agency has officers being responsible for as much total patrol area as Nashville officers. This figure ranged from a high of 1.36 square miles per MNPDP officer to a low of 0.18 miles per

Indianapolis officer. The average of 0.64 square miles was exceeded by only three departments, as stated earlier, with MNPB being the highest.

Of course patrol officers in Nashville patrol more than 1.36 square miles at a time. In some of the larger zones in the rural areas this figure will exceed 20 square miles at times. The important factor is the relative value displayed. MNPB officers are fewer in number in the patrol assignment and have to cover larger areas.

The combination of fewer officers and larger patrol areas has the potential for an impact on both preventable crime (too much area to patrol effectively) and response time (great travel distances). However, our review of MNPB response times did not reveal a problem at current staffing levels. The reported mean response time figures for the two highest priority codes were 04:39 minutes and 05:40 minutes. The overall average response time figure for all calls was 09:35. These times are well within acceptable professional standards. Although there are no national standards for response time per se, the target of 5 minutes for emergency response has long been an accepted benchmark. Much of the literature on response time in the past decade has dealt with the problem of "delayed reporting." While the police may respond to a priority call in 5 minutes, numerous studies have shown that the average citizen delays approximately 20 minutes before reporting a crime to the police. Citizens faced with violent crime may panic and do nothing. They may be wanted on criminal charges themselves and be reluctant or unwilling to report a crime. They may be fearful of the police. They may follow directions they have been given by an employer. Whatever the reason, delaying the report of a criminal event is common.

**EXHIBIT 3-11
TOTAL SQUARE MILE VS. TOTAL PATROL PERSONNEL**



In addition to delayed reporting, police agencies often deliberately delay response to routine calls for better workload management. Staffing may not permit all pending calls to be assigned. By prioritizing waiting calls, resources can be better utilized. This will have the result of creating longer response times on less serious calls, which in this case is desirable. For these reasons, response times alone are not strong indicators of good or poor performance.

Shown below as Exhibit 3-12 is a comparison of the Part One Crime rates for Nashville and the peer cities for 1998, 1999, and 2000, the most recent official data available. Part One Crime is defined by the FBI as being the major crimes of Homicide, Rape, Aggravated Assault, Robbery, Burglary, Auto Theft, and Larceny. These crimes

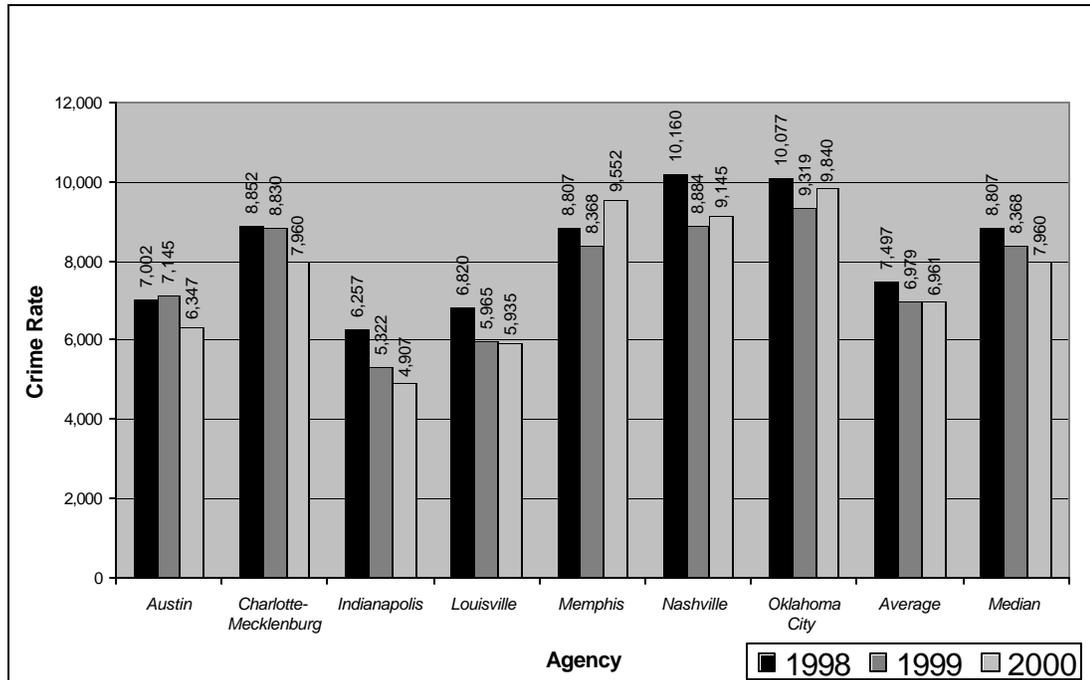
are tracked by each law enforcement agency in the country and reported to the FBI, where they are then tabulated on a national basis, and published in the annual report *Crime in the United States*.

Although these data are the best available, it should be understood that this information deals with reported crime, not all crime. These data are also self-reported; that is, they deal with crime reported to the FBI by the respective agency. We have no way of knowing if local reporting differences result in some of the peers having a higher or lower percentage of reported crime in any category. Among the local conditions that may impact reporting of crime are the confidence of the community that something will be done about the crime, the local support available for victims, and pro-arrest policies on various crimes.

Exhibit 3-12 shows that Nashville's crime rate has been among the highest during the entire period. While there was a slight drop in 1999, the 2000 figures showed a slight rise.

It should be pointed out that when crime rates are reviewed in the context of the population sizes, per capita income, unemployment rates, department budgets, total staff available, and overall community demographics of the peers, there is not an obvious external factor or set of factors that explains why Nashville is in the high range of crime. The only significant difference that we see in looking at the situations of the peer agencies compared to that of Nashville is that all of them have a higher percentage of total available staff assigned to the patrol function. The fact that MNPD has the smallest percentage of its total staff assigned to the patrol function means that MNPD patrol officers have a higher workload than the peers in terms of crime per officer.

**EXHIBIT 3-12
CRIME RATE PER 100,000 INHABITANTS**



The table shown in Exhibit 3-13 is a comparison of selected demographics that can be related to crime rates.

**EXHIBIT 3-13
STATISTICAL ABSTRACT**

Agency	Median age of population	Sex of Populations	Per Capita Income	Annual Unemployment Rate
Nashville	33.9	Male - 48.4% Female - 51.6%	\$ 30,510.00	2.8
Austin	29.6	Male - 51.4% Female - 48.6%	\$ 31,794.00	2
Charlotte-Mecklenburg	32.7	Male - 49.0% Female - 51.0%	\$ 30,340.00	3.3
Indianapolis	33.5	Male - 48.4 Female - 51.6	\$ 30,523.00	2.5
Louisville	35.8	Male - 47.3% Female - 52.7%	\$ 31,730.00	3.4
Memphis	31.9	Male - 47.3% Female - 52.7%	\$ 28,828.00	3.9
Oklahoma City	34.0	Male - 48.9% Female - 51.1%	\$ 24,437.00	2.4

Sources: 2000 U.S. Census; 2000 Report, Department of Labor

3.5.1 Conclusions from the Peer Data

The peer data clearly show that MNPB assigns fewer of its total personnel to the patrol function than any other agency in the peer group. This allocation model means that a very limited amount of the total resources of the agency are assigned to its most critical function. The peer data suggest a much larger percentage of the total force should, and very likely could, be shifted to uniform patrol duties.

It is clear from this review that the other peer agencies have placed a much higher priority on patrol than it has received in Nashville. This finding suggests that MNPB has demonstrated, by its staffing patterns, a significant bias toward specialized units and a reliance on investigative solutions to crime, instead of a focus on prevention. The lack of readily available performance measures and workload data for specialized units makes it impossible to determine how helpful they may be in terms of supporting patrol officers.

A major purpose of the development of a departmental strategic plan will be to adopt a specific policing philosophy for the MNPB. There should be a clear understanding on the part of employees at all levels about what the department is trying to accomplish and what enforcement actions will be consistent with this overall vision. An expected component of the vision of an agency embracing community oriented policing would be the stated preference for prevention as the primary focus of police action. While successful and effective investigation of crime is important, it is more important to be successful preventing crime in the first place.

3.5.2 Utilization of Available Sworn Staff

From the data just reviewed, it is clear that MNPB does not allocate sworn personnel like the other peer agencies. From the interviews and focus groups with agency personnel at all levels, it is also clear that many MNPB personnel do not feel

sufficient officers are assigned to the patrol function. This belief is supported by the peer data.

If more patrol officers are in order, then two issues become very critical. First, how effectively are current patrol staff being used? Second, what other available sworn officers can be reassigned to patrol? Each of these questions will be addressed in the remaining sections of this chapter.

FINDINGS AND RECOMMENDATIONS

FINDING 3-1

The fragmented approach to the crime analysis function in the department does not ensure that all such information is properly evaluated and provided to officers as needed. The CAP (Crime Analysis in Patrol) Unit was established in 2000 to address the Patrol Division's need for more timely crime information and analysis. Previously, the patrol sectors held "intelligence meetings" each month to go over the previous month's crime information, identify any crime problems, and discuss ways to address those problems. Unfortunately, the information was dated (sometimes as old as seven weeks) and often the crime situation had changed. Consequently, the bureau commander and the patrol sector commanders realized they needed a better way to obtain crime information and analysis.

It was decided that each patrol sector would provide an officer to staff a crime analysis team. The Patrol Division designated a sergeant to oversee the crime analysis unit. The CAP Unit was tasked with obtaining, analyzing, and providing crime data and information to field officers and sector captains to help them address crime problems in a more timely manner. The CAP Unit collected information from a variety of sources and began producing reports for field officers and sector commanders on a daily, weekly, and monthly basis. These reports are considered "tactical crime analysis" because they address crime at the patrol zone and sector levels as compared to departmentwide, which is considered "strategic crime analysis."

The CAP Unit provides daily reports on incidents and crimes reported the previous day, broken down by patrol sector to help isolate crimes and determine crime patterns by type of crime. The unit produces weekly and monthly reports summarizing criminal activity and identifying crime hot spots so sector commanders can direct available resources (i.e., flex units and directed patrols) to address the criminal activity.

Crime analysis is also performed in several other areas of the department. The Planning and Research Division conducts crime analysis, the Traffic Division conducts analysis, and the Patrol Division conducts analysis—not to mention the analysis performed by the Criminal Intelligence and Investigative Services divisions. Although the focus of the analysis may differ somewhat across the department, the purpose is basically to identify trends, patterns and perpetrators as a method to help solve or prevent crimes. However, by having no single unit acting as a clearinghouse for this information, it is likely that

duplication of analysis and of staff results. It is also very likely, with as many units involved, that not all important crime analysis information is getting disseminated adequately.

RECOMMENDATION 3-1

Consolidate all crime analysis functions into a single unit. The various crime analysis functions of the police department should be consolidated into a single unit that performs crime and other analyses for the entire department. The crime analysis functions should seek to provide key data and analysis to the core areas of the department (i.e., Patrol, Traffic, School Services, Investigative Services Bureau divisions, and Criminal Intelligence Division). It is important to combine these units so that they do not duplicate analysis of some types of crimes while analysis for other types of crimes does not occur.

IMPLEMENTATION STEPS

1. The chief of police should appoint an employee work group to design a plan for consolidating crime analysis functions into a single unit.
2. This work group should meet with the various analysis units to solicit their input on ways to consolidate their functions.
3. The work group should meet with the users of the information generated by the crime analysis units to determine if any changes need to be made to address their specific needs.
4. Based on input from the various groups, the work group should develop a preliminary plan for consolidation along with any changes in the products and services to better meet the needs of users.
5. The plan should be presented to the chief of police for review.
6. After the chief's review, and any suggested changes, the plan should be implemented.

FISCAL IMPACT

No fiscal implications are anticipated from implementing this recommendation. However, the benefit of a reduction of duplication will occur. This may lead to both increased efficiency and effectiveness of this function and a possible opportunity to reduce the total staffing committed to this area.

FINDING 3-2

The Uniform Services Bureau collects a wide variety of information on the activities of the various units and divisions of the bureau. The information is typically referred to as “performance measures.” Exhibit 3-14 illustrates some of the types of performance information collected by the bureau.

The bureau refers to these indicators as performance measures, but they are actually workload or output measures because they measure the volume of a specific activity and not the results of the activity. Performance measures seek to gauge the effectiveness of activities not only the quantity of activities performed. For example, some performance measures that would be meaningful would be:

- percentage of reduction or increase in crime (by category);
- percentage of reduction or increase in calls for service at a problem location or in a given category of activity such as false alarms;
- percentage of reduction or increase in traffic accidents after implementation of an accident prevention program;
- number of arrests;
- number of cases cleared; and
- value of property stolen/value of property recovered.

**EXHIBIT 3-14
TACTICAL INVESTIGATIONS DIVISION**

Performance Measure	2000
Drug Enforcement/Vice	12
Marijuana Search	11
Fires Reported	8
Public Hazard Reported	31
Stolen Veh/Property Found	50
Suspicious Person Check	56
Suspicious Vehicle Check	152
Aerial Search	806
Missing Person Search	73
Robbery Assist/Support	197
Burglary/Prowler Assist	47
Vehicle Pursuit	84
Aerial Photography	48
Other Calls	185

Performance measures need to be stated in terms that can be quantified. If they cannot be translated to numbers that can then be readily measured, it is impossible to determine if efforts undertaken to improve a situation are successful. However, just having numbers doesn't mean the information reported is meaningful or even useful in determining if specific actions were effective.

For a measure to be useful, it needs to be part of a "performance equation." That is, it needs to measure what happens when a specific action is taken. The results of the action will show if the action was effective or not.

RECOMMENDATION 3-2

The Uniform Services Bureau should begin developing performance measures that help determine the effectiveness of police services, particularly community policing efforts, and directly address and support the mission and goals of the department. An appropriate performance measure, for example, could address the department's community policing efforts. Under community policing, reducing the fear of crime is a key goal. Consequently, determining if a community is less fearful of crime would indicate an effective community policing strategy.

Under community policing, supervisors may evaluate officers and detectives based on their abilities to assess and solve community problems. Additionally, supervisors may assess officers' effectiveness based on their ability to remain in touch and communicate with various groups within their zones.

IMPLEMENTATION STEPS

1. The bureau commanders should work with the units and divisions to identify key indicators for assessing the performance of each division and unit.
2. The division and unit commanders should identify performance indicators that specifically address the effectiveness of their police efforts and support the department's mission and goals. The commanders should identify the data and methods (e.g., citizen surveys) that would be used to measure their effectiveness.
3. The commanders should present their performance indicators to the bureau commander and describe the data and other instruments that would be used to support the indicators.
4. The bureau commanders should examine the indicators, data sources, and instruments, and approve their use or suggest alternatives.

5. The bureau commanders should then recommend the use of performance indicators to the chief of police.
6. The chief of police should review the suggested indicators, make any necessary changes, and instruct the bureau and division commanders to begin using them.

FISCAL IMPACT

There would be no fiscal implications from implementing this recommendation.

FINDING 3-3

The performance evaluation instrument does not consider crime reduction efforts.

During discussions with department management, audit team members were told that patrol sector commanders are held accountable for reducing crime in their geographic areas. Audit team members were told that crime statistics for the patrol sectors are regularly reviewed and sector commanders are routinely asked about the steps taken to reduce crime.

The audit team examined the evaluation instrument for employees as well as some completed evaluations of sector commanders. The evaluation instrument does not specifically address efforts to reduce crime. However, the instrument does include a section on public relations and dealing with the community. Exhibit 3-15 is a copy of the evaluation form.

RECOMMENDATION 3-3

The evaluation instrument should be modified to specifically address sworn staffs' efforts to reduce crime, as well as the effectiveness of the department's community policing efforts. If patrol commanders and other supervisors are actually being held accountable for reducing crime in their sectors or geographic areas, the evaluation process and instrument should be modified to reflect this responsibility. For example, Section C—Specific Job Performance Factors, could include “Takes specific actions intended to reduce crime. Detail actions taken and results.” Having it be known that this type of information is to be included as part of the evaluation process would make it clear that such efforts were an expected supervisory responsibility.

IMPLEMENTATION STEPS

1. The chief of police should convene a working group to modify the evaluation instrument.
2. The evaluation instrument-working group should identify the performance factors that most appropriately reflect a patrol commander's responsibility for reducing crime.

EXHIBIT 3-15

**METROPOLITAN GOVERNMENT
OF NASHVILLE AND DAVIDSON
COUNTY**

EMPLOYEE PERFORMANCE EVALUATION

EVALUATION TYPE	
Increment	<input type="checkbox"/>
Probationary	<input type="checkbox"/>
Annual	<input type="checkbox"/>
Promotional	<input type="checkbox"/>
Other	<input type="checkbox"/>

SUPERVISORY MANAGEMENT	
DISTRIBUTION	
Original-Personnel	
Copy-Department	
Copy-Employee	

Name (Last, First, MI):Employee Number:

Department: **Police** Division: **Patrol** Section: **South Precinct** Rating Period: to:

Classification: **Police Captain**

SECTION A – WORK BEHAVIOR EXPECTATIONS

Note: Section A Only – Check (√) the appropriate rating for each factor

Evaluation Factors	Acceptable	Not Acceptable	Comments
1. Attendance	<input type="checkbox"/>	<input type="checkbox"/>	
2. Observance of Work Hours	<input type="checkbox"/>	<input type="checkbox"/>	
3. Compliance with Rules	<input type="checkbox"/>	<input type="checkbox"/>	

SECTION B – GENERAL PERFORMANCE FACTORS

Note: Section B & C Only – use Score Key Levels (1-3) Listed Below

Evaluation Factors	Rating	Comments
1. Planning/Organizing		
2. Decision Making		
3. Demonstration of Leadership		
4. Communication		
5. Initiative		
6. Evaluation/Development		
7. Peer Relations		
8. Public Relations		

SCORE (Average) for SECTION B:

SECTION C – SPECIFIC JOB PERFORMANCE FACTORS

Note: Section B & C Only – use Score Key Levels (1-3) Listed Below

Job Tasks/Assignments	Rating	Comments
1. Coordinate special assignment personnel		
2. Analyze crime & traffic data		
3. Plan, deploy & utilize resources		
4. Represent sector at community organizations & meetings		
5. Investigate/resolve complaints		
6. Respond on & off duty to major situations		
7.		

SCORE (Average) for SECTION C:

Employee Signature _____

Date _____

Note: Section C Only – Evaluation factors for this section will be Job Specific and based on duties and responsibilities stated in an employee's functional job description. Factors used are to be based upon consultation with the affected employee at the beginning of the evaluation period.

Rater: _____	Date: ____ / ____ / 2001	Score Key – Performance 3 – Exceeds Expectations 2 – Meets Expectations 1 – Not Acceptable
Reviewer: _____	Date: ____ / ____ / ____	
Employee: _____	Date: ____ / ____ / ____	
Director: _____	Date: ____ / ____ / ____	

Not Acceptable (Average less than 2) Any Section Re-Evaluation Required

Review Comments: _____

Employee Comments: _____

3. The evaluation instrument-working group should seek patrol commanders and other top management staffs' input on the performance factors.
4. Once the working group has settled on a few key performance factors and modifications to the current evaluation instrument, it should make recommendations to the chief of police and the command staff.
5. The chief of police and command staff should consider the recommendation(s), adjust as necessary, and instruct the appropriate staff to change the evaluation instrument, as well as any supporting processes.

FISCAL IMPACT

No fiscal impact is anticipated from implementing this recommendation.

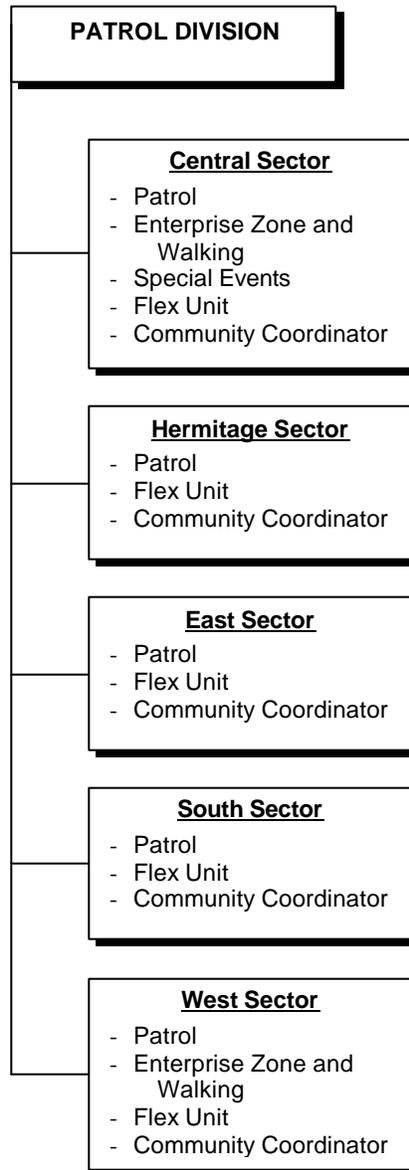
3.6 Patrol Division

The Patrol Division is the “backbone” of the police department. The uniformed officers of the Patrol Division are generally the first responders to emergency or crisis situations such as assaults, traffic accidents, burglaries, domestic disturbance calls, and many other similar situations. The Patrol Division answered approximately 520,000 calls for service in 2001.

The Patrol Division is made up of five patrol sectors: Hermitage, which was created in March 2001, Central, South, East, and West. The division also contains the Horse Mounted Patrol Unit, which is assigned to the Central Sector and is part of the Special Events Unit. The division contains two bike units: one that is part of the Central Sector's Special Events Unit, and one that is located in the West Sector. In addition, each sector has a “Flex Unit,” which operates at the discretion of the sector commander, and a Community Policing Coordinator, who handles the majority of community-related activities of the sector. The Flex Units are problem solving units. They are deployed at specific problems, rather than being used for routine call response.

Exhibit 3-16 depicts the organizational structure of the Patrol Division.

**EXHIBIT 3-16
METROPOLITAN NASHVILLE POLICE DEPARTMENT
UNIFORM SERVICES BUREAU ORGANIZATIONAL STRUCTURE**



Source: Metropolitan Nashville Police Department, November 2001.

FINDING 3-4

Each patrol officer completes an Officer Daily Activity Report at the end of his or her shift. The second page of the report, titled the *Officer Shift Activity Summary*, was designed to capture information on a variety of activities patrol officers typically perform while on duty. The summary sheet covers information on arrests, traffic citations, school criminal activity, problem identification, and community policing activities, among other things. Exhibit 3-17 is a copy of the second page of the activity report.

The information contained in the activity reports is entered into a computer system. The audit team asked for a computer generated report detailing patrol officers' activities related to community policing and problem solving based on the activity reports. The audit team was told that patrol officers do not fill out the sections on community policing and problem solving so the department cannot generate any related information on patrol officers' community policing efforts.

This highlights a significant problem that the audit team faced repeatedly. There is not sufficient information on patrol officers activity to determine accurately how their time is spent. There may or may not be significant amounts of time currently being spent on Community Oriented Policing activities. Since activity in this area is not measured, and since specific outcomes are not measured, it is unclear exactly what percentage of the average patrol officer's day is spent on this type of activity. This is discussed further in Section 3-6.

RECOMMENDATION 3-4

Patrol officers should begin entering information in the activity report to capture information on their community policing and problem solving efforts. These sections of the activity report should be expanded to capture more detailed information on patrol officers' community policing and problem solving efforts, particularly if the evaluation process is to gauge the effectiveness of the department's community policing and problem solving activities.

By modifying this form to better capture Community Policing information, it will be possible to better monitor such activity. For Community Policing to be effective it must focus on specific problem areas. Plans must be formulated to address these problems, and the outcomes of the efforts taken must be evaluated. The information captured by the revised form will enable department managers to better evaluate Community Policing efforts.

Also related to this issue is the matter of the current Computer Aided Dispatch (CAD) system not being used to track activity of the various specialized units. All activity of all units should be captured by the CAD system so that workload and performance of all units can be tracked.

EXHIBIT 3-17

OFFICER: 1) _____
 2) _____
 DATE WORKED: _____
 SHIFT: _____

EMPLOYEE NUMBER: 1) _____
 2) _____
 ZONE WORKED: _____

**METROPOLITAN POLICE DEPARTMENT
 OFFICER SHIFT ACTIVITY SUMMARY**

PATROL DIVISION ACTIVITY

REPORTS	ARRESTS/CITATIONS
INCIDENT _____ MI _____ ACCIDENT _____ FI _____ SUPPLEMENTAL _____ DMV _____ MISSING PERSON _____	DV ARREST _____ MISDEMEANOR ARREST _____ MISDEMEANOR CITATIONS _____ FELONIES _____ WARRANT ARREST _____ SEARCH WARRANT ARREST _____ TRAFFIC ARREST _____ TRAFFIC CITATIONS _____ D.U.I. _____ PARKING _____ FELONY WARRANT _____ MISD.W. _____ SEARCH WARRANT SERVED _____

TRAFFIC DIVISION ACTIVITY

REPORTS	ARRESTS/CITATIONS	ACTIVITY
INCIDENT _____ SUPPLEMENT _____ 10-45 _____ H&R 10-45 _____ MINOR 10-45 _____ 10-46 _____ H&R 10-46 _____ FATAL _____ BLOODTEST _____ BAT. TEST _____ MISSING PERS. _____ VTR _____ DL/TAG SEIZURE _____ HAZ. NOT _____ MOTORIST ASSIST. _____	FELONY _____ DUI _____ MISD. CITATION _____ WARRANT ARREST _____ TRAFFIC CITATION _____ # TRAFFIC VIOL. _____ PARKING _____ ACCIDENT VIOLATIONS _____ ACCIDENT MISD. _____ ACCIDENT DUI _____ ACCIDENT FELONY _____ ACC. TRAFFIC VIO. _____ MISD. PHYSICAL _____	HOURS WORKED: _____ (-) COURT HOURS: _____ (-) SPCL. ASSIGNMENT HOURS: _____ (=) TIME AVAILABLE: _____ (-) ACTIVITY TIME: _____ (=) PATROL TIME: _____

SCHOOL CRIMINAL ACTIVITY

JUVENILE CITATION: ASSAULT _____ TEACHER ASSLT. _____ DRUGS _____ TRAFFIC _____ WEAPON _____ OTHER _____
 JUVENILE ARREST: ASSAULT _____ TEACHER ASSLT. _____ DRUGS _____ PETITION _____ TRAFFIC _____ WEAPON _____ OTHER _____
 ADULT CITATION: ASSAULT _____ TEACHER ASSLT. _____ DRUGS _____ TRAFFIC _____ WEAPON _____ OTHER _____
 ADULT ARREST: ASSAULT _____ TEACHER ASSLT. _____ DRUGS _____ TRAFFIC _____ WARRANT _____ WEAPON _____
 OTHER _____

DRUGS

DESCRIPTION	NO. OF SEIZURES	AMOUNT/TYPE	VALUE
1. _____	_____	_____	\$ _____
2. _____	_____	_____	\$ _____
3. _____	_____	_____	\$ _____
Comments: _____			

CONFISCATIONS

MONEY: _____ VALUE: _____ VEHICLES: _____ VALUE: _____
 WEAPONS: _____ VALUE: _____ OTHER: _____ VALUE: _____

COMMUNITY ORIENTATED POLICING

MODE OF CONTACT: 1 = BEEPER 2 = PHONE
 3 = CASUAL CONTACT 4 = OFFICE/WALK-IN
 5 = DISPATCH/STATION 6 = SELF INITIATED

TYPE OF CONTACT: B = BUSINESS
 C = CITIZEN N = NEIGHBORHOOD GROUP

SOURCE: 1 = POLICE
 2 = RESIDENT 3 = BOTH
 4 = BUSINESS 5 = OTHER

COMMUNITY CONTACTS

CITIZEN: _____ BUSINESS: _____ NEIGHBORHOOD BUS. MEETINGS: _____

PROBLEM IDENTIFICATION

NUMBER	DESCRIPTION OF PROBLEM IDENTIFIED	SOURCE	ACTION/RESOLUTION	SOURCE

REFERRALS TO OTHER AGENCIES

AGENCY REFERRED	DESCRIPTION

CHECK IF ENTERED INTO COMPUTER.

IMPLEMENTATION STEPS

1. The chief of police should instruct the Uniform Services Bureau commanders to redesign the *Officer's Daily Activity Report* to capture more detailed information on patrol officers' community policing and problem solving efforts.
2. Officers in all units should use the CAD system to record work activity. Enhancements, if needed, should be made to the CAD system to allow such use.
3. The bureau commanders should seek input from Patrol Division staff and others on ways to expand reporting without creating an unwarranted burden on patrol officers.
4. Based on input from staff, the bureau commanders should redesign the form and present it to the chief of police.
5. The chief of police should review the new form, make any necessary changes, and instruct Patrol Division management and staff to begin using the new form.
6. Division management and staff should begin using the new form.

FISCAL IMPACT

There would be no fiscal impact from implementing this recommendation.

FINDING 3-5

Each Patrol Sector Station is assigned specific resources. These are primarily limited to uniformed patrol officers. Three of the five patrol sectors—Hermitage, East, and South—have patrol units, flex units, and community coordinators. The other two sectors, Central and West, have patrol units, flex units, enterprise zone, bike patrol and walking units, and community coordinators. The Central Sector also has a special events detail that includes motorcycles and horse patrol units. These are the resources under the direct control of sector commanders to address community problems and crime in their geographic areas of responsibility. The patrol sector commanders can request assistance from other divisions and units of the department (e.g., criminal investigations, vice, traffic, tactical investigations and school services) to help them, but they are not at liberty to deploy those resources on a regular basis or commit those resources for extensive periods of time to address community concerns and problems. At the same time, patrol commanders are held accountable for addressing crime in their areas.

Under community policing and the decentralization of command and resources, the patrol function is frequently allocated to officers with special skills to deal with the causes of crime in an enhanced effort to prevent crime. If sector commanders are to be held accountable for dealing with crime in their areas, and if the police department is to

embrace the tenets of community policing, the sector commanders must be allocated a broader array of resources.

RECOMMENDATION 3-5

The police department should permanently assign officers from specialized units to work in the patrol sectors. The department should reallocate a variety of officers with specialized skills to serve under the direct supervision of the patrol commanders. The department should transfer all canine units to the patrol sectors. The department should transfer some of its property crimes and personal assault crime investigators to the patrol sectors. The department should transfer its various Traffic Division units to the patrol sectors. The department should integrate all its School Services Division personnel and some of its Youth Services Division sworn staff with the patrol sectors. The reallocation of these resources would, in effect, eliminate the School Services and Traffic Divisions. However, the functions carried out by these areas would be continued. Instead of these areas existing as separate centralized divisions they would now be under the direction of the Patrol Sector Stations. The previous functions would still be carried out, but the Sectors would determine the levels of these functions needed in their respective sector.

Exhibit 3-18 shows a number of officers that could potentially be reassigned to the Patrol Division. This table is not exhaustive. There are likely numerous additional officers that could be added to this list, depending on the outcome of a detailed staffing allocation study of the type recommended.

Some of these officers can be shifted directly from a current assignment, and others can be reassigned if their jobs can be absorbed by other staff or if civilian employees can be shifted from other duties to replace them.

Not all of these officers could be 100 percent committed to duty as additional patrol officers. Some of them from the specialized areas would continue to perform some or all of their previous duties. Included in this group would be many of the Traffic officers and the Detectives pulled from the Investigative Services Bureau. However, the Sector commanders would provide the direction for these officers. This would allow the Sector commanders to more effectively allocate these specialized resources according to the priority of that part of the community.

However, many of the positions outlined below could be shifted from their current use to deployment as full time patrol officers. Included in this group would be some of the Traffic officers and officers from various staff assignments.

This recommendation builds in large part on what the police department is already doing in the Central and West sectors. Those sector commanders already have special resources to deal with the unique challenges they face in their geographic areas. That is, those sectors already have special units that help the sector commanders deal with traffic, crowd control, public housing crimes, and other community problems. We are suggesting that the department expand on those efforts by allocating similar resources to the other patrol sectors, which will strengthen the department's community policing efforts.

**EXHIBIT 3-18
POTENTIAL REALLOCATION OF SWORN AND NON SWORN POSITIONS**

Area of Assignment	Type of Position	Number to be Reassigned
Traffic Division	Police Officers	62—assign to Sectors, some will be used for traffic assignments, some to patrol (at least 20 officers)*
Traffic Division	Sergeants	11—Sector supervisors
Traffic Division	Lieutenants	2—Sector supervisors
Traffic Division	Captain	1—reallocate
Traffic Division	Non Sworn staff	2—assign to Sectors
School Services Division	Captain	1—reallocate
Investigative Services Bureau	Detectives	10—assign to Sectors
Identification Division	Police Officers (Tech Invest)	20³/₄ assign to patrol*
Fleet Division	Police Officers	8³/₄ assign to patrol*
Fleet Division	Lieutenant	1—Sector supervisor
Vehicle Impound Division	Police Officers	13³/₄ assign to patrol*
Vehicle Impound Division	Captain	1 reallocate
Total		132—Positions to be Reassigned, of this number 61 recommended for Patrol

* Officers shown in **bold** are recommended for direct assignment as patrol officers; other positions should be studied for reallocation as determined appropriate by departmental staffing analysis.

IMPLEMENTATION STEPS

1. The chief of police should instruct the Strategic Deployment Division, with department command and operations personnel, to design a transition plan for reassigning specialized staff to the patrol sectors.
2. Input should be sought from the staff within the affected areas concerning ideas for ensuring a smooth transition.
3. Based on input from the impacted areas, a transition plan should be developed by Strategic Deployment and presented to the chief of police.
4. The chief of police should review the plan, make any necessary changes, and instruct department management to implement the plan.
5. Department management should implement the plan.

FISCAL IMPACT

Since this recommendation is simply a reallocation of existing resources, no significant fiscal impact is anticipated.

3.7 Patrol Staffing Determination

The police department uses a sophisticated deployment allocation and staffing software package to determine the staffing needs of the Patrol Division as well as a means for allocating sworn staff across sectors, zones, and shifts. The department's Police Resource Optimization System (PROS) software package not only provides the department with a recommended patrol staffing level and allocation, it provides an optimal staffing allocation solution, by zone and shift, when the actual or budgeted staffing level falls short of the PROS recommended level. Shortfalls between software recommended staffing levels and budgeted levels are common for most police departments, and the ability to provide a crime data based optimal allocation of a limited resource (i.e., patrol officers) is a very useful feature of this software package.

MGT reviewed the process and the assumptions used by the MNPDP's Planning and Research Division to provide the PROS software with the information it needs to perform its calculations. Simply stated, the software analyzes the location of calls-for-service (CFS), the number of calls, and the amount of time patrol officers spend answering CFS. This analysis is based on the calls handled by the Patrol Division and includes only activities of the Police Officer IIs (PO II), Police Officer IIIs (PO III) and Field Training Officers (FTOs), who are referred to as zone officers. Based on certain assumptions, such as the amount of time a department wishes to have its officers spend on community or proactive policing activities and on the amount of time being spent on certain administrative functions, the software provides a recommended staffing level. The computer program is then provided with the current or budgeted staffing level. Because government agencies, including MNPDP, do not have unlimited resources, the actual or budgeted number of patrol officers is generally less than the PROS recommended level.

In its most recent patrol allocation assessment (the current year) the PROS software recommended a staffing level of 477 zone officers (PO II, PO III, or FTO) for the Patrol Division. Based on the current department staffing level and allocation of officers, the most recent Patrol Division "rebid" included 392 zone officers, 85 fewer than the recommended level. (Note: the 392 figure is for Police Officers assigned to Patrol only; supervisors are in addition to this number, as are the 35 Flex Unit officers assigned to the Sectors.)

Among the assumptions used by the Planning and Research Division are that the MNPDP will provide its officers with time to conduct proactive or community policing and that its officers will need time to perform certain administrative functions. The amount of time desired for proactive policing by MNPDP, which is the amount the PROS software

uses to determine the recommended staffing level, is one-third (33.3%) of a patrol officer's total time. According to the Planning and Research Division, the deployment model the department is seeking to implement is to have a sufficient number of officers to allow patrol officers to spend one-third of their available time on community policing, one-third responding to calls-for-service, and one-third for administrative or nonduty time. For analysis purposes, total time is determined to be 2,210 hours per year (42.5 hours per week for 52 weeks in a year), and available work time is determined to be 1,812 hours per year (2,210 hours less 18 percent for off-duty time for various types of leave and other reasons).

FINDING 3-6

Current "administrative time" use by officers in the aggregate may be as high as 31 percent of total time vs. MNPD's estimate of 25 percent. Administrative time is the time spent by officers on non-call activity, other than the time they have for self-initiated activity. Included in administrative time would be such things as court time, time spent writing reports, meal breaks, and time spent on vehicle maintenance or getting equipment replaced. Based on analysis of the data provided by the department's radio dispatch system, the Planning and Research Division estimates the amount of time spent on administrative duties to be 25.5 percent of an officer's total time.

Our estimation of 31 percent for administrative time is supported by discussions with Planning and Research Division staff, who indicate the administrative time may be understated by as much as 6 percent because roll call time has been counted as on-duty time instead of as administrative time.

MGT analyzed calendar year 2001 calls for service data maintained by the department's Computer Aided Dispatch (CAD) system. Our analysis of the time spent on CFS indicates that of their available time (total time less off-duty time), zone officers spend 45 percent of their time responding to calls. Based on the estimated 31 percent of the time spent on administrative duties, zone officers, therefore, have about 24 percent of their time to spend on proactive duties. This level of proactive time is considerably less than the department's goal of one-third of zone officers' time for proactive activities. Exhibit 3-19 indicates the percentage of a patrol officer's time that was spent in 2001 (using average 2001 staffing of 402 officers) on various activities.

The total number of minutes of available time, 43.7 million, is based on the estimated average number of zone officers available in 2001. This number, 402, is based on the average number of zone officers for the 2000 and 2001 rebids. The 402 number, the average staffing figure, is the average number of officers actually deployed by the Patrol Division during the previous two years.

**EXHIBIT 3-19
ANALYSIS OF ZONE OFFICER TIME
BASED ON 402 OFFICERS**

ACTIVITY	TOTAL MINUTES IN 2001	PERCENT OF AVAILABLE TIME
Answering Calls	19,624,520	45%
Proactive	10,492,918	24%
Administrative	13,592,826	31%
Total Available Time	43,710,264	100%

Source: MGT and MNPd, February 2002.

Some discussion of the department's goal of one-third of an officer's time being spent on proactive activity is appropriate. As stated earlier, Community Policing is a philosophy that is implemented very differently in different departments, very much taking into account community needs, interests, and available resources. Many departments use groups of Community Policing Officers who do not respond to calls for service (that being done by other officers). These officers will have virtually all of their time available for self-initiated activities. Other departments, like MNPd, see Community Policing as something that every officer is expected to practice. For this to be possible, time must be available to handle problems that are identified.

MNPd has selected a figure of 33 percent as the goal for proactive time. This is the amount of time it is desired that officers spend on activities that are consistent with Community Policing strategies. On a daily basis this means officers would hope to spend a little over two hours per day on these types of activities. This amount of time, if actually available, would be well within the range of time commonly spent on this type of activity.

In order to achieve the desired departmental community policing goal of 33.3 percent of time available for proactive activities, the department could adopt the following two strategies or a combination of the two:

- Increase the number of zone patrol officers; and/or,
- Reduce the amount of time spent on administrative duties.

Given the current level of time spent on administrative duties (31 percent), MGT estimates the number of zone officers needed to achieve the one-third proactive time goal to be 505. This number differs from the 477 officers the department's PROS software recommended because of the previously mentioned omission of roll call time by the department in its original allocation assessment. A breakdown of how time would have been spent by 505 zone officers (if that number were available), based on 2001 calls for service data, is provided in Exhibit 3-20.

**EXHIBIT 3-20
ANALYSIS OF ZONE OFFICER TIME
BASED ON 505 OFFICERS**

ACTIVITY	TOTAL MINUTES IN 2001	PERCENT OF AVAILABLE TIME
Answering Calls	19,765,187	36%
Proactive	18,118,088	33%
Administrative	17,020,022	31%
Total Available Time	54,903,296	100%

Source: MGT and MNPd, February 2002.

Mathematically, the goal of having zone officers spend one-third of their time on proactive policing activities could be achieved without changing the number of officers but instead by reducing the amount of time spent on administrative activities. To achieve this level, administrative time would have to be reduced to 22 percent of total available time (a 30 percent reduction in administrative time).

We are not suggesting that reducing administrative time to this level is achievable under current conditions, although it may be if all of the "lost time" identified in the various recommendations could be converted to usable time. Our analysis of how zone officers spend their time was consistent with our discussions with sector commanders, supervisors, and patrol officers, all of whom indicated that on most shifts they move from call to call with little or no time available for any proactive activities.

RECOMMENDATION 3-6-1

The MNPd should provide Patrol Division zone officers with adequate time to perform proactive policing activities. If the department is going to seriously be considered a community police organization, patrol officers must have time to conduct proactive, problem-oriented policing in their assigned zones. If the goal is to achieve a level of one-third of their time for proactive activities, either staff should be reallocated to the Patrol function, or the amount of time spent on administrative duties should be reduced. The most likely solution is a combination of these two strategies. MNPd management, with the assistance of the Strategic Deployment Division, should establish a formal department policy for proactive police time for zone patrol officers.

IMPLEMENTATION STEPS

1. The Strategic Deployment Division should prepare a briefing document to provided bureau and department command staff with the background information on community policing and what is recommended for the Patrol Division to have sufficient time to conduct proactive activities.
2. Department and Operations Bureau command staff should determine the percentage of time patrol officers should have

to conduct proactive policing. This should become department policy.

3. The policy should be included in all staffing level allocation assessments provided by PROS.

FISCAL IMPACT

This recommendation can be implemented with existing department resources.

RECOMMENDATION 3-6-2

The MNPD should study the administrative time spent by patrol officers to determine the level and type of activities on which officers are spending their time and to determine how to reduce that level in order to provide additional time to respond to calls for service or provide more proactive time. An analysis of the activities routinely conducted by patrol officers that fall within the category of administrative time include: trips to the radio shop, vehicle maintenance, trips to court or the hospital, breaks, report writing, and many other activities. By knowing how patrol officers spend the time when they are not responding to calls, the department would be able to determine which, if any, activities could be reduced or eliminated to provide more time for proactive policing activities.

IMPLEMENTATION STEPS

1. The chief of police should assemble a task force to study how patrol officer time, especially administrative time, is spent with a focus on reducing administrative duties.
2. The task force, using data provided by the department's CAD system and other available sources, should make recommendations that reduce time spent on administrative duties and improve department efficiency. This study should include, for example, a review of department policy regarding the need to maintain constant guard over certain offenders by Patrol Division officers.
3. Planning and Research should use the results of the study to adjust assumptions used to determine zone officer staffing and allocation.

FISCAL IMPACT

This recommendation can be implemented with existing department resources.

RECOMMENDATION 3-6-3

MNPD should deploy additional patrol officers to achieve the patrol staffing levels necessary to achieve Community Policing Objectives. Once the desired proactive time is determined and administrative time is substantially reduced, the number of patrol officers needed can be determined by PROS. The department should do all it can to

maintain that staffing level, moving sworn staff from other divisions to the Patrol Division (also covered elsewhere in this report). This will need to be reviewed as part of the overall staffing review of the department presented in Chapter 1.0 as Recommendation 1-8.

While the figure of 505 officers needed for patrol (to allow for desired proactive time) has been developed using data available, further analysis will be required to determine a final target staffing level. However, at this point it would seem the equivalent of an additional 113 officers (505-392 available) being assigned to Patrol is the maximum number that would be required to allow the department to meet the 33 percent proactive time target. By equivalent we mean this amount of available work time needs to be made available either through reduction of lost administrative time, or by the reallocation of existing personnel. As stated above, if significant reductions in lost administrative time can be realized, the actual number of patrol officers needed can be substantially less than 505. However, given the total staffing available, even with only minor improvements in the reduction of lost administrative time, the department should be able to reallocate officers as required to address the needs of patrol.

Note that a police recruit class of 41 officers was started after the data used in this analysis was generated. That class, plus recommended reallocations from the specialized units, would significantly enhance the Patrol function.

IMPLEMENTATION STEPS

1. Planning and Research should use the established proactive-time policy and any reductions in administrative duties to adjust its patrol allocation assessment.
2. The MNPD should staff the Patrol Division to the recommended level as determined by Planning and Research Division.
3. Department sworn staff should be reallocated to reach as much of the recommended staffing level as possible.
4. Detailed review of total consumed time and available time should be carried out. All process improvements possible should also be implemented. At that point a determination should be made as to remaining officer time needs and the number of additional officers required.

FISCAL IMPACT

None. The staffing needed can be addressed by a reallocation of departmental personnel and by reduction of administrative or lost time through various process improvements.

3.8 Current Patrol Workload in Calls for Service

MGT analyzed a sample of calls-for-service (CFS) handled by zone patrol officers. The data were obtained from the department's computer aided dispatch (CAD) System. The sample data consisted of three four-week periods from the last half of 2001. The results of the analysis indicate the department's realignment of patrol sectors, which occurred when a fifth sector was added in March 2001, created sectors with an even distribution of workload. The distribution of workload as measured by the number of CFS is shown in Exhibit 3-21. West sector answered the most calls with 21.1 percent, while the Central sector responded to the fewest with 19 percent. As can be seen in Exhibit 3-21, the distribution of calls-for-service was relatively evenly distributed across sectors.

**EXHIBIT 3-21
DISTRIBUTION OF CALLS-FOR-SERVICE BY PATROL SECTOR**

Central	East	Hermitage	South	West
19.0%	19.9%	20.7%	19.2%	21.1%

Source: Metropolitan Nashville Police Department, November 2001.

The distribution of patrol officers is shown in Exhibit 3-22. One can easily see how the distribution of officers matches the distribution of CFS.

**EXHIBIT 3-22
DISTRIBUTION OF PATROL OFFICERS BY SECTOR**

Central	East	Hermitage	South	West
20.0%	19.3%	20.2%	19.3%	21.2%

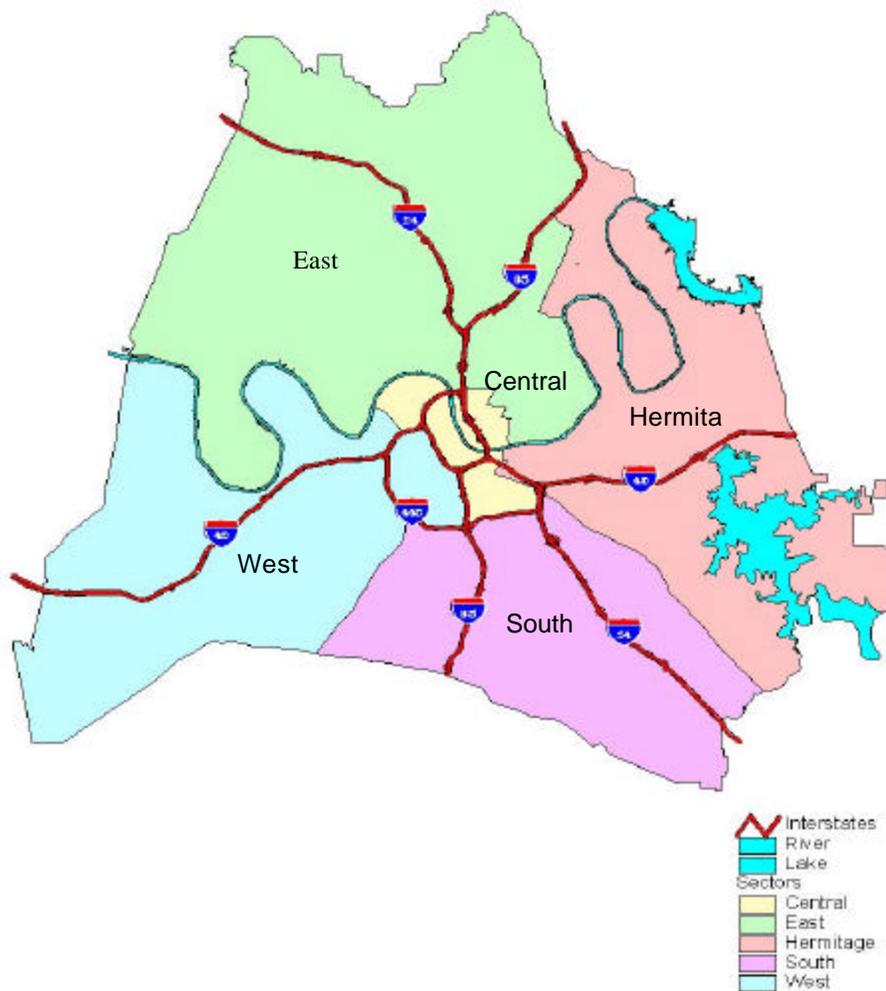
Source: Metropolitan Nashville Police Department, Patrol Division Manpower Report, Nov. 14, 2001.

FINDING 3-7

When the Hermitage Sector was added last year, natural boundaries such as the Cumberland River were allowed to divide patrol sectors. This creates problems when bridges have to be crossed to respond to emergency calls or provide backup, especially when most or all sector patrol units are on the opposite side of the natural boundary. This is particularly problematic during rush hour traffic. It also can make routing patrol units less efficient. MGT's analysis of calls for service indicated that calls were fairly evenly distributed across patrol sectors, as is the allocation of manpower. The even distribution of workload and staff should, however, not be as important as meeting response time targets and the overall reduction of response time.

The current MNPD sector map is reproduced as Exhibit 3-23.

**EXHIBIT 3-23
CURRENT MNPD SECTOR MAP**



RECOMMENDATION 3-7

To the extent possible, MNPD's patrol sectors should be redesigned to eliminate natural boundaries that can adversely impact response time. Equal distribution of resources among sectors should be a secondary consideration when establishing patrol sectors. Other factors such as response time and the elimination of bottlenecks and avoidance of natural boundaries that can hinder response time are more important to consider.

IMPLEMENTATION STEPS

1. The chief of police should assign the Strategic Deployment Division the responsibility to review patrol sector boundaries.
2. The Strategic Deployment Division should review current boundaries and revise boundaries as necessary.
3. Department and bureau command staff should approve revised sector boundaries, and reconfigure and reorganize patrol sectors.
4. Sectors should be redesigned prior the patrol "rebid" next year.

FISCAL IMPACT

There should be no fiscal impact from implementing this recommendation.

3.9 School Services Division

Within the Uniform Services Bureau is the School Services Division. According to the department policy found in General Order 99-05, the primary objectives of the School Services Division are to provide for:

1. A safe and secure environment for all persons on school property by:
 - a. Acting as a resource with respect to delinquency prevention;
 - b. Providing guidance on ethical issues;
 - c. Providing individual counseling to students; and
 - d. Explaining the law enforcement role in society.
2. The development and maintenance of a school crossing guard program.

The School Services Division is composed of four major sections, including the School Resource Section, Crime Prevention Section, School Education Section, and the School Crossing Guard Section.

The School Resource Section provides School Resource Officers (SROs) to Metropolitan Nashville Public Schools (MNPS). The School Resource Officer program is a nationally accepted program involving the placement of police officers at educational facilities. There are 16 SROs in the 11 MNPS high schools, five larger schools having two SROs.

The School Education Section provides a multitude of services including police officers to respond to incidents at schools without SROs. The section also provides metro area youth with two national programs: DARE and GREAT. The DARE (Drug Abuse Resistance Education) and GREAT (Gang Resistance Education and Training) programs are both nationally known programs designed to keep kids away from drugs, out of gangs, and away from trouble by providing positive lifestyle alternatives. DARE is administrated to MNPS 5th graders, while GREAT is provided to older students. Both of these programs use police officers as instructors, giving children an opportunity to see police officers as community members and teachers.

The Crime Prevention Section is composed of two programs: PAL and Crime Prevention. Three police officers are assigned to PAL, the Police Athletic League. PAL is a nationally established program to provide after-school programs for school aged children. In Nashville there are programs in football, baseball, basketball, track, and golf, as well as Tai Kwon Do instruction. PAL is set up as a nonprofit organization and is governed by a local board. The PAL organization is responsible for all funding for equipment and other costs—everything except the salary of the police officers involved in the program. The Crime Prevention Section also has a sergeant and two officers

whose primary duties are to provide lectures and instruction to the community for the purpose of promoting public safety and awareness. They also coordinate the neighborhood watch program.

The School Crossing Section provides guards for more than 100 of the area's more dangerous intersections. The guards are part-time civilian employees of the police department who work 15 hours per week during the school year.

In recent years many professionals have begun to question the long-term benefits of the DARE program. They claim a one shot antidrug message aimed at 5th graders is not enough to give a child the ability to steer clear of drugs. DARE is not designed to be a stand-alone program nor is it designed to provide 5th graders with all the skills and information they will need to make healthy lifestyle decisions for the rest of their lives. But in many areas of the country, that is all they get. By having a program such as GREAT, area schools are given a reinforcement message. Drug prevention is a multistep effort based on the assumptions that promoting healthy lifestyle behavior requires each prevention effort to build upon past efforts.

COMMENDATION

MNPD should be commended for having officers teach the DARE and GREAT programs and for serving as mentors and positive role models for students. By having police officers as DARE and GREAT instructors, children are given an opportunity to communicate in a positive setting with police officers who are not seen as just "cops" but as role models and community members.

FINDING 3-8

School Resource Officers can be used to supplement Patrol during the summer and other periods during which the schools are closed. Because most area schools are closed during the summer, School Resource Officers not assigned to schools with summer school programs serve as counselors for the GREAT program summer camps. School Resource Officers do not take vacation time or attend training sessions during the school year, so several weeks each summer are used for training purposes. Nevertheless, the department may be missing an opportunity to use some of these officers in patrol sectors on a temporary basis while school is out. Using SROs in this manner would provide additional street officers during the busy summer months and

provide an opportunity for more zone officers to take summer vacations. SROs would have an opportunity to refresh their "street skills."

RECOMMENDATION 3-8

School Resource Officers, when not needed for summer school and the GREAT summer camp program, should be assigned on a temporary basis to patrol sectors where their schools are located. The Deputy Chief of Operations and the Sector Commanders should determine the number of SROs that are needed to fill summer school positions and provide counselors for the GREAT summer camps. Any additional officers should be temporarily assigned to patrol sectors where their schools are located. This will help put more officers on the street during the busiest months and help give more patrol officers an opportunity to take summer vacation.

IMPLEMENTATION STEPS

1. The individual Sector commanders should determine if there are more SROs than are needed during the summer months for summer school and the GREAT summer camps.
2. Any SROs determined not to be needed during the summer should report to a patrol squad for temporary assignment.

FISCAL IMPACT

This recommendation can be implemented with existing department resources.

FINDING 3-9

The duties of the PAL officers do not appear to be well defined. This may lead to them working more hours that are desired. Officers assigned to the PAL program work a shift designed around afternoons and evenings. However, PAL officers perform activities that are conducted seven days a week. In addition, the sergeant of the PAL section works a regular day shift so PAL officers are basically without supervision most of their shift.

With only three officers assigned to the program, it would appear all they would have time for is to recruit and coordinate volunteer coaches. But based on interviews, these officers do much more than recruit and coordinate; they actually play an active role in the coaching of the various youth programs. To date, the department has not developed measurements to gauge the success of the program.

RECOMMENDATION 3-9

The PAL program should be reviewed to ensure the program supports the mission of the department and is using department resources efficiently. The review should include total amount of time being worked, type of work being performed, and level of police involvement that must be maintained to have a successful program and limit the department's exposure to risk. Questions that should be answered during the review include: Is PAL competing with school programs? and Should there be a different mix of sports?. Performance measures also should be established; for example, numbers of

children served, percentage of PAL participants who become violators compared to nonparticipants, impact on crime or reported activity in neighborhoods served by PAL, and school attendance of PAL participants.

IMPLEMENTATION STEPS

1. MNPD should take a critical look at PAL program activities to determine if all activities should be supported and performed by the police department. Specific measures should be developed and used to track program performance.
2. Working with the metro government's risk manager, the department should look at the government's exposure to risk.
3. The results of the examination should be presented to the chief along with any recommended changes.
4. The chief should make a decision on any changes to modify the management and operation of the PAL program.

FISCAL IMPACT

There should be no fiscal impact from implementing this recommendation. There should be a reduction in overtime, if program scheduling is improved.

3.10 Traffic Division

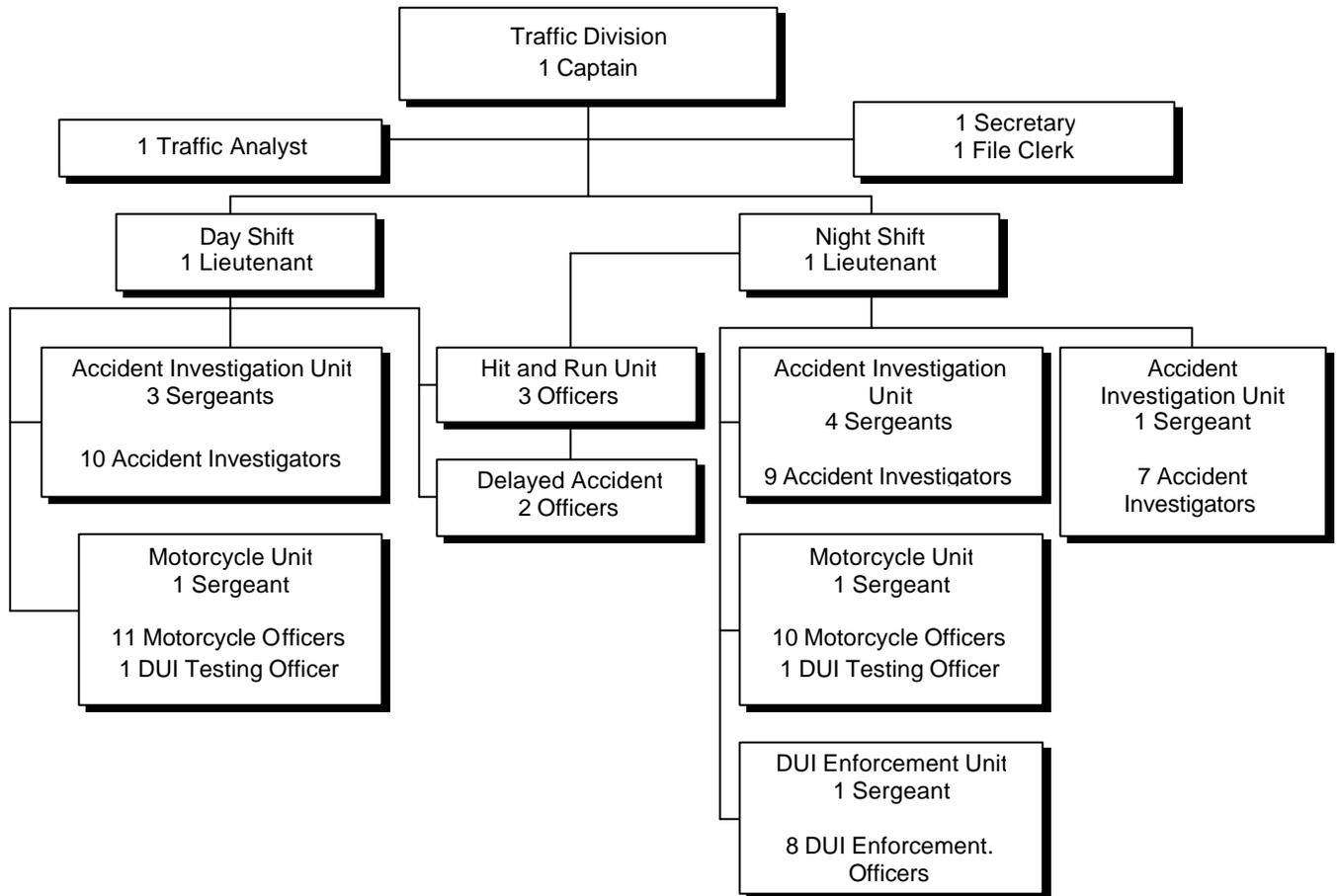
The Traffic Division is responsible primarily for traffic law enforcement, traffic direction and control, and accident investigation within the Nashville Davidson County metropolitan area. The functions performed by the Traffic Division include:

- patrol and police roadways and main transportation arteries (i.e., three interstate highways) to keep open to traffic;
- investigate motor vehicle crashes and hit and run cases;
- enforce general traffic laws throughout the metropolitan area;
- enforce D.U.I. laws (e.g., arrest drunk drivers) and perform selective traffic enforcement functions;
- train officers in crash investigation techniques and D.U.I. enforcement;
- provide dignitary and other escort services; and

- enforce all other applicable laws, as necessary.

The organizational structure and staffing of the Traffic Division is shown in Exhibit 3-24.

**EXHIBIT 3-24
METROPOLITAN NASHVILLE POLICE DEPARTMENT
TRAFFIC DIVISION ORGANIZATIONAL STRUCTURE AND STAFFING**



Source: Metropolitan Nashville Police Department, November 2001.

The division has a total of 79 positions: 77 sworn staff and 2 civilians.

As discussed earlier, at 4.8 percent of total staff, MNPD has the highest percentage of sworn officers deployed as Traffic officers among the peer agencies. (See Exhibit 3-9)

FINDING 3-10

The Patrol Division handles a significant amount of the traffic enforcement workload. The Traffic Division is specifically tasked with enforcing the traffic laws in the metropolitan area. This includes responding to traffic accidents and issuing citations. The Patrol Division also handles traffic enforcement for the department by responding to

traffic accidents (i.e., investigating wrecks) and issuing citations (i.e., writing tickets). Exhibit 3-25 compares the traffic enforcement workload of the Traffic Division with the rest of the police department for 1998, 1999, and 2000. The traffic enforcement workload not handled by the Traffic Division is handled primary by the Patrol Division. Although it is likely sworn staff in divisions other than Patrol and Traffic, write citations, it is reasonable to assume they issue very few.

Exhibit 3-25 shows that the Traffic Division is handling just over half of the accident investigations and issuing just under half the traffic citations. Therefore, a significant portion of the traffic enforcement workload is handled outside the Traffic Division.

**EXHIBIT 3-25
TRAFFIC ENFORCEMENT WORKLOAD FOR
TRAFFIC DIVISION AND REST OF THE DEPARTMENT
1998-2000**

WORKLOAD MEASURE	1998	1999	2000
Total accidents investigated	30,471	29,910	31,271
Traffic Div. – % accidents investigated	55.2	53.1	54.4
Rest of dept. – % accidents investigated	44.8	46.8	45.6
Total citations issued	262,100	264,536	219,207
Traffic Div. – % citations issued	45.3	47.6	48.2
Rest of dept. – % citations issued	54.7	52.4	51.8

RECOMMENDATION 3-10

Assign the Traffic Division staff and resources to the Patrol Division. In support of the earlier recommendation to reallocate some special units' resources and personnel to the Patrol Division Sectors, the department should transfer all Traffic Division resources to the Patrol Division. This action is supported by the volume of traffic enforcement already performed by the Patrol Division, as shown above.

Under community policing, controlling vehicle traffic and enforcing traffic laws are important indicators of a police department's commitment to address community concerns and problems. Since one of the major tenets of community policing is to give the patrol function a wide variety of resources to address community concerns and problems, and since it is safe to assume that the Patrol Division is playing an important role in traffic enforcement already, it seems appropriate to allocate additional resources to the patrol sectors to deal with traffic issues. Therefore, the police department should decentralize the traffic enforcement function further, similar to what it is already doing in the Central Patrol Sector, by providing more traffic enforcement resources than are provided to the other patrol sectors. Currently a number of motorcycles and motorcycle traffic officers are assigned directly to the Central Sector, the only sector with traffic officers directly assigned.

IMPLEMENTATION STEPS

1. The chief of police should direct the development of a plan for reallocating Traffic Division resources to the patrol sectors.
2. The bureau and patrol sector commanders should develop a plan to transfer Traffic Division resources to patrol sectors based on traffic enforcement workload.
3. Once the plan is developed, the chief of police should be briefed on the plan, given an opportunity to review and suggest changes, and approve the plan.
4. The bureau, sector, and division commanders should implement the plan. (The implementation of this recommendation should be closely coordinated with the reallocation of other divisions' resources and personnel.)

FISCAL IMPACT

This recommendation calls for the reallocation of existing resources. Therefore, there should be no fiscal impact to the department from implementing this recommendation.

FINDING 3-11

Significant resources are being spent investigating traffic accidents on private property.

The police department has a traffic accident response policy that states the department will investigate vehicle accidents on private property (General Order 97-11, Section V, A.). The policy reads:

It shall be the policy of this department to respond to traffic accidents in Nashville-Davidson County occurring upon highways, the premises of any shopping center, trailer park, apartment house complex, or any other premises that are generally frequented by the public at large.

The State statute simply requires that "drivers of vehicles involved in traffic accidents resulting in death, injury, or property damage of fifty dollars (\$50.00) or more immediately notify the nearest law enforcement agency." (*Tennessee Code Annotated*, Section 55-10-106.) Many departments have instituted a practice of providing drivers with "exchange forms" to allow them to capture the information necessary to report the accident to their insurance company. The response of an officer or other employee to ensure that no one is injured, and that a dispute is not actively rising out of the accident is still required. However, it is not necessary for a report to be completed by the responding officer, which saves an estimated half hour of time for each accident of this type encountered. Instead of completing the formal accident report, the officer can merely respond, ensure that no one is injured and that no dispute is in progress, hand out the driver's exchange forms, and then go on to other duties.

RECOMMENDATION 3-11

The police department should work with Metro Legal to revise its policy on investigating vehicle accidents on private property. The police department should revise its policy on investigating accidents on private property. The policy should cover the investigation of vehicle accidents on private property only if the accidents involve a fatality or a D.U.I. In other cases the use of a driver's exchange form should be explored.

IMPLEMENTATION STEPS

1. The chief of police should instruct the appropriate staff to rewrite the department policy on investigating vehicle accidents on private property.
2. Staff, with input from the Operations Bureau and Legal Department should rewrite the department policy on investigating vehicle accidents on private property to cover only accidents that include a fatality or a D.U.I.
3. Once the policy is rewritten, the chief of police and the command staff should be briefed on the new policy, given an opportunity to review it and suggest changes, and approve the policy.
4. Upon approval of the chief of police, the new policy should be implemented.

FISCAL IMPACT

This recommendation would have no direct fiscal impact on the department but it should provide officers more time for other policing activities.

FINDING 3-12

The department currently uses 48 motorcycles for traffic enforcement. While motorcycles are useful for some types of congested area traffic enforcement, the climate in Nashville is not conducive to routine use of motorcycles as a primary response vehicle. The Traffic Division does not have sufficient staff to keep these motorcycles fully utilized, and does not have sufficient marked sedans to effectively utilize Traffic Officers during inclement weather.

Looking at the Peer Agency data, Louisville has 6 motorcycles, Charlotte has 7 motorcycles, Oklahoma City has 20, Memphis has 33, and Indianapolis has 37. Only Austin with 69 has a greater number.

RECOMMENDATION 3-12

Conduct a review of motorcycle utilization. From our observation and from the results of our peer study, MNPD has an extremely large fleet of motorcycles, not all of which are being utilized. Patrol sedans would be better suited for the majority of tasks

now assigned to motorcycles (and have the advantage of being all-weather vehicles). Before the department acquires additional motorcycles, it should be determined if their use as primary response vehicles is appropriate in other than limited circumstances.

Among the review criteria should be:

- number of days a year the motorcycles can be/are used (weather issues);
- average number of motorcycles in use;
- time lost due to prisoner transport delays (motorcycles cannot transport prisoners, requiring an additional officer to be tied up on arrests);
- officer safety implications of operating motorcycles at night and in inclement weather conditions (and on duty injury comparisons for motorcycle and sedan officers);
- limited visibility to citizens of motorcycles when working wrecks and increased risk to citizens and officers from this use;
- critical evaluation of tasks that cannot be performed by a Patrol Sedan;
- ability to utilize motorcycle officers during bad weather (What can be done with them if sufficient Patrol Sedans are not available? Interviews suggest there are not sufficient spare cars to utilize these officers effectively in bad weather); and
- productivity comparisons between "Traffic Officers" in sedans verses motorcycle officers.

While we do not recommend the elimination of all motorcycles, the number of motorcycles now available exceeds actual need. However, a critical assessment of their use as recommended above should enable the government to make an objective determination of their worth to the community. It would be our belief that the number of motorcycles could be reduced by at least 33 percent without a substantial loss of effectiveness.

As part of the work of the Vehicle Allocation Committee outlined in Recommendation 1-12, a Motorcycle Utilization Subcommittee should be established. This subcommittee should include personnel familiar with the operation and maintenance of motorcycles, as well as other personnel with nonmotorcycle backgrounds.

IMPLEMENTATION STEPS

1. As part of the work of the Vehicle Allocation Committee outlined in Chapter 1.0, a Motorcycle Utilization Subcommittee should be established.

2. Development of allocation and utilization recommendations, including peer review.
3. Presentation of Recommendations to the Vehicle Allocation Committee
4. Presentation of full Committee recommendations to the Chief and the Command Staff. Additional staff work or revisions as necessary.
5. Adoption of recommendations

FISCAL IMPACT

None in 2002/2003. The subcommittee will not present any fiscal impact. However, depending on the outcome of the study of motorcycle use, recommendations may present fiscal impact. If 20 patrol sedans were purchased to replace motorcycles, the capital cost would be approximately \$600,000.

3.11 Tactical Investigations Division

The Tactical Investigations Division, a unit of the Uniform Services Bureau, is responsible primarily for handling cases involving hazardous devices, performing the department's aviation functions, and running the Canine Unit. The specific functions performed by the Tactical Investigations Division include:

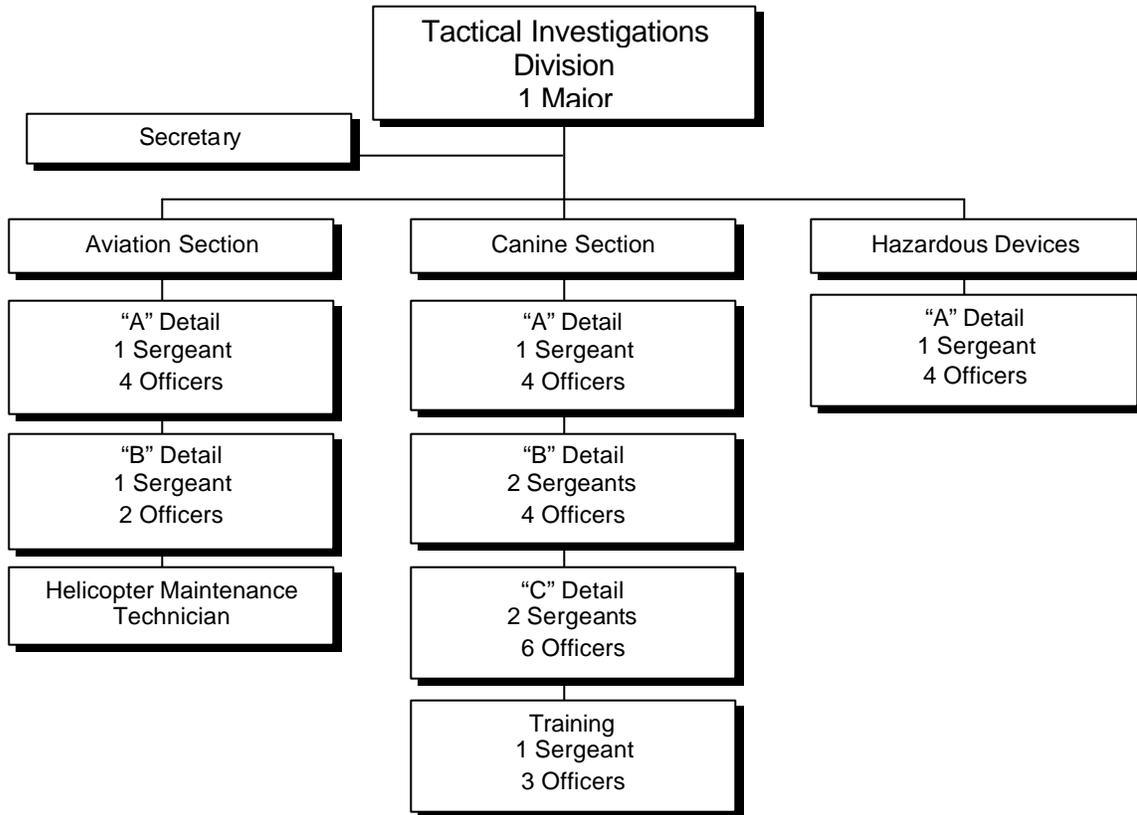
- handling suspicious, explosive, and incendiary devices;
- performing flight operations for search, pursuit, and intelligence gathering; and
- training dog handling teams to search for articles, humans, drugs, and explosives, and track down suspects and criminals.

The Tactical Investigations Division has three sections responsible for performing the functions noted above. The sections of the division are:

1. Aviation Section;
2. Canine Section; and
3. Hazardous Devices Section.

The organizational chart, Exhibit 3-26 shows the division's current organizational structure and staffing.

**EXHIBIT 3-26
METROPOLITAN NASHVILLE POLICE DEPARTMENT
TACTICAL INVESTIGATIONS DIVISION
ORGANIZATIONAL STRUCTURE AND STAFFING**



FINDING 3-13

MNPD does not have an aviation policing strategy on which to build and operate an aviation program. The number and type of aircraft may not be best suited to the needs of the department. At the present time there are six helicopters assigned to this unit. There are no fixed wing aircraft. While helicopters are very versatile aircraft, they are very expensive to purchase and maintain and in many applications offer few if any advantages over slow flying fixed wing aircraft. The primary advantages of the fixed wing aircraft are lower initial cost, lower hourly operating costs for routine maintenance and fuel, and lower annual upkeep.

None of the peer agencies maintained a fleet of aircraft the size of MNPD. The closest was Memphis, with four operational helicopters out of five owned. Austin has one fixed wing and one helicopter. Charlotte has two helicopters. Indianapolis has four helicopters, and Oklahoma City has two helicopters and one fixed wing.

RECOMMENDATION 3-13

The department should conduct a strategic assessment of its actual aviation needs. A strategic analysis should be conducted to determine both the number and type of aircraft best suited for the department's needs, and the number and type of pilots required. This analysis should be done with the assistance of persons qualified in general aviation and law enforcement aviation operations.

IMPLEMENTATION STEPS

1. The chief of police should instruct the Strategic Deployment Division, working with aviation and field operations staff and local aviation professionals, to conduct a strategic assessment for the aviation program.
2. The strategic assessment should address the mission of the aviation unit, the costs and benefits of operating such a unit, and the most efficient way in which to provide aviation services in the future. A review of other agency aviation programs may also prove useful.
3. Based on the results of this review, recommendations should be brought forward concerning the number and type of aircraft needed and the number and type of pilots needed. Recommendations should also be made on the maintenance of the aircraft.
4. The Chief should review, modify if needed, and adopt the recommendations of the study group.

FISCAL IMPACT

The cost of the study should present no fiscal impact, as this would be done as part of the strategic planning and audit implementation effort. The outcome of the study may make it possible to eliminate a number of aircraft, change the mix of the fleet with existing dollars, and/or develop recommendations that will increase the efficiency and/or reduce the cost of the current aviation unit.

FINDING 3-14

The aviation maintenance technician's records are not routinely reviewed. When the audit team inquired about aviation maintenance records, team members were told by staff in the Tactical Investigations Division that the aviation maintenance technician's records are not routinely reviewed by qualified individuals to help ensure that all work is properly performed. It is important to note that no equipment failures have occurred to suggest that the maintenance technician's work is substandard. However, it would be prudent to have a qualified individual routinely check the work of the maintenance technician to ensure that all maintenance is performed to appropriate standards.

RECOMMENDATION 3-14-1

The police department should contact other law enforcement agencies with helicopter maintenance technicians about establishing a reciprocal relationship for inspecting maintenance records. This service could also be provided by contracting with a certified professional. Many police departments with helicopters and other aircraft have their maintenance records inspected to help ensure compliance with maintenance standards. Some departments use staff from other law enforcement agencies, while others hire outside professionals. The MNPD first should explore establishing a reciprocal relationship(s) with other law enforcement agencies so there would be minimal or no cost to the department. If such relationships are not possible, the department should look into hiring a professional technician to perform the inspections.

RECOMMENDATION 3-14-2

Consideration should also be given to outsourcing the entire maintenance function. While helicopters are very maintenance intensive, given the fleet size and the number of pilots available, it seems unlikely that one mechanic can adequately maintain the six helicopters currently owned by the department. During the time of this review one helicopter was out of service due to the need for extensive repairs. Such repairs could more readily be accomplished by the use of outside maintenance support.

IMPLEMENTATION STEPS

1. The chief of police should instruct the Strategic Deployment Division and the Tactical Investigations Division commander, working with division staff, to look into having another law enforcement agency review MNPD's aircraft maintenance records.
2. If it is not possible to establish such a relationship with another law enforcement agency, the commander should look into procuring the services.
3. Based on the results of those inquiries, a plan should be developed, with input from division staff, for the regular inspection of aircraft maintenance records and/or the outsourcing of aircraft maintenance.
4. The Tactical Investigations Division commander should implement the plan.

FISCAL IMPACT

Since it is not possible to determine the arrangements for inspecting the department's aircraft maintenance records, the fiscal implications cannot be determined. If the department cannot arrange for no-cost inspections by another law enforcement agency, there would be a cost to the department to use a private company. Outsourcing would add significant cost, depending on level of services required. The significant benefit of outsourcing would be in providing additional capacity to repair and maintain the six

helicopters, especially if additional flight time was contemplated. At the present time at least one of the helicopters is not in service due to needed repair.

FINDING 3-15

The department's pilots are flying less than 10 percent of their scheduled duty time. During the audit team's on-site visit, the Aviation Unit had six helicopters in regular use, although one helicopter was undergoing extensive maintenance. At that time, the Aviation Unit had six pilots. Based on data provided by the Tactical Investigations Division, the Aviation Unit's pilots flew approximately 1,062 hours in 2000. The table below shows the number of hours flown by each helicopter in 2000. (Note: the 2000 data were the most current full-year data provided to the members of the audit team.)

If a pilot is available to work 1,812 hours per year, all six pilots are available to work a total of 10,872 hours per year. If the department's aircraft flew a total of 1,061.6 hours in 2000, then the pilots flew only 9.76 percent of their available work time. (On average, a call lasted 39.22 minutes.) During discussions with department command staff and division management, it was suggested that the department could use more pilots. Based on the data above, the department has more than enough pilots to handle the Aviation Unit's workload.

Exhibit 3-27 shows the number of hours flown by each helicopter in calendar year 2000. You will note one helicopter did not fly, one flew one hour, and one flew less than 50 hours. The highest number of hours flown by any single aircraft was just over 500. At these rates, it would appear either there is a problem keeping the three lowest time aircraft in sufficient repair to be available for flight duty, or there are too many aircraft.

EXHIBIT 3-27

Aircraft	N701MP	N702MP	N703MP	N704MP	N705MP	N706MP	Total Hrs.
Hrs. Flown	501.5	In maintenance	47.6	1.0	273.1	238.4	1,061.6

Exhibit 3-28 shows the number of hours flown by each pilot in 2000. (The pilots are represented by the letters A, B, C, etc.) It should be noted that 200 hours of flight time a year (fewer than four hours per week) is considered minimal to maintain proficiency. Only two of the current six pilots achieved this level of flight time in 2000.

EXHIBIT 3-28

Pilot	A	B	C	D	E	F	Total
Calls	369	343	287	92	342	191	1,624
Flight Hrs.	137.4	243.8	121.8	192.5	247.0	119.1	1,061.6

Source: MNPd, Tactical Investigations Division, November 2001.

RECOMMENDATION 3-15

The police department should not pursue hiring more pilots given the current workload level of the Aviation Unit. The department should determine if the some of the current personnel could be redeployed to Patrol. With the current level of flight time being so low, it would appear that some of the current pilots could be assigned other duties.

A related issue that should be addressed is the large amount of unaccounted for time associated with officers assigned to this unit. There are currently no other official duties assigned to these officers. When they are not flying or maintaining the aircraft, they have no other duty assignment. While some of these officers are “on standby” and have to be ready to fly, others who are not subject to flight assignments seem to be idle. Some other duties that could be performed in conjunction with aviation duties should be identified.

FISCAL IMPACT

There will be no fiscal impact associated with this recommendation.

IMPLEMENTATION STEPS

1. As part of the needs assessment for the aviation program outlined immediately above, the possibility of assigning additional duties to aviation personnel should be explored.

3.12 Special Weapons and Tactical Team and Negotiators Unit

The Special Weapons and Tactical Team (SWAT), along with the Police Negotiators Unit, are not “standing” units and primarily support the patrol function of the department. The SWAT and Negotiators Unit are specialty units and are not staffed by officers on a full-time basis. Instead, officers are specially trained to perform the functions necessary to be members of the specialty units and are called upon only when needed. The officers carry out customary law enforcement duties during the regular course of performing their jobs. However, there is one full-time sworn officer assigned to the SWAT Team to help ensure that training, equipment, interdepartment cooperation and coordination, and command are performed in accordance with established

standards and protocols. The hostage negotiators are separate from the SWAT Team but work closely with SWAT Team members.

The responsibilities of the SWAT Team and Negotiators Unit include responding to such calls as:

- hostage situations;
- sniper attacks;
- armed suspects barricaded against arrest (barricaded subjects);
- arrest of multiple armed felons in a fortified location (heavy arrest);
- dignitary protection; and
- special circumstances like riot suppression.

The SWAT Team's activities are generally separated into three elements: perimeter and containment, entry, and command.

COMMENDATIONS

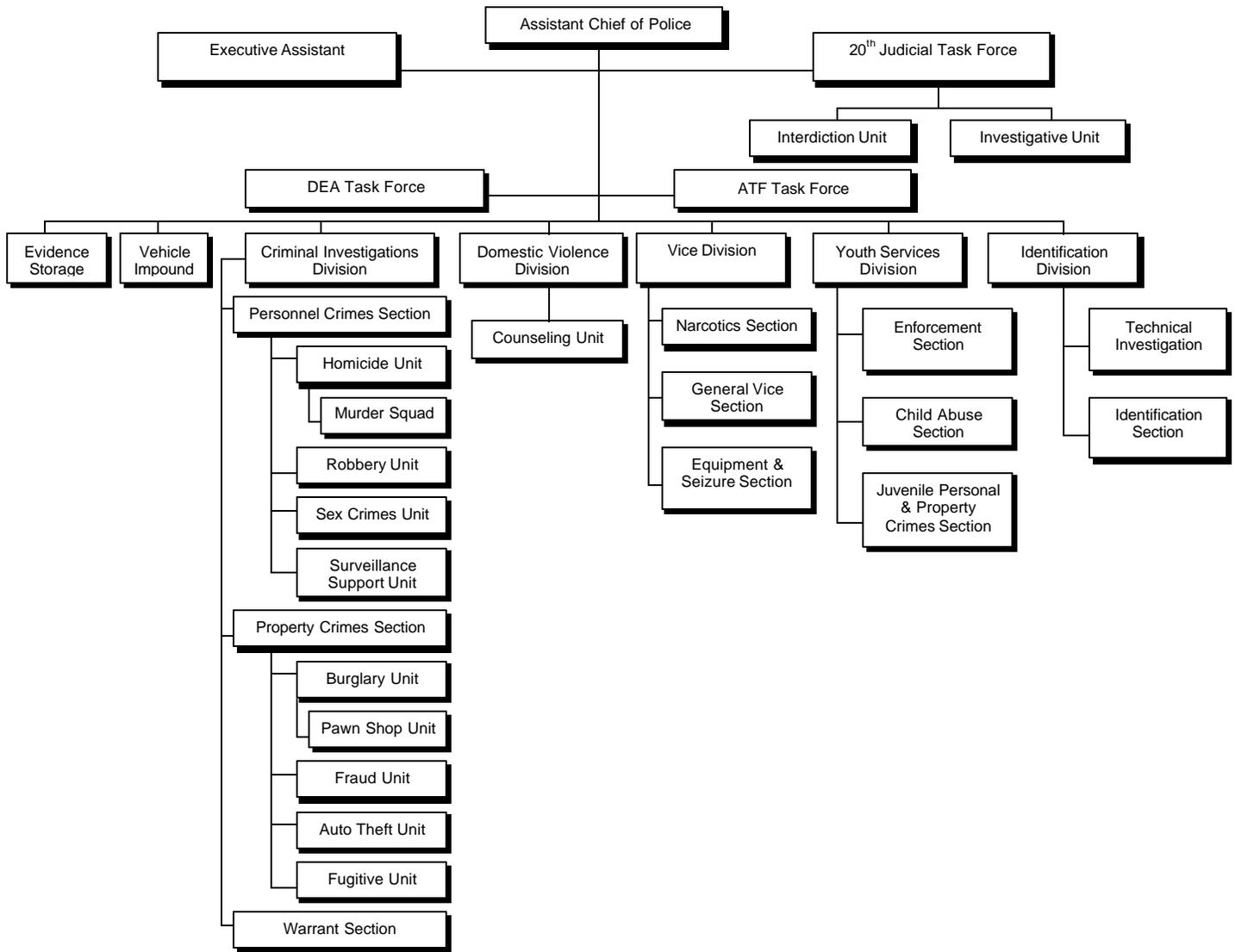
- **The police department should be commended for staffing the SWAT Team and Negotiator Unit with specially trained personnel without requiring them to be assigned to these units full-time.**
- **The SWAT Team has been the recipient of numerous awards and commendations.**

The police department is able to capitalize on the skills and abilities of the specially trained members of the SWAT Team and Negotiators Unit without the need to pull the members out of the core functional areas of the department. This is a very efficient use of staff.

4.0 INVESTIGATIVE SERVICES BUREAU

One of three major bureaus in the department's current organization, the Investigative Services Bureau houses the criminal investigative functions. An organizational chart for the entire Bureau is shown below as Exhibit 4-1

**EXHIBIT 4-1
CURRENT ORGANIZATIONAL CHART
INVESTIGATIVE SERVICES BUREAU**



The divisions that make up the Investigative Service Bureau (ISB) are:

- **Criminal Investigation Division** (Personal Crimes and Property Crimes and Warrants Section). CID is the largest Division in ISB and contains many individual units. An organizational chart for this division is shown at the end of this chapter as Exhibit 4-2.
- **Identification Division.** This division has both in-house staff and field personnel. The two major sections are: Technical Investigations—the field crime scene staff; and Identification—the fingerprint examination staff; (including AFIS system). An organizational chart for this division is shown at the end of this chapter as Exhibit 4-3.
- **Evidence Storage Division.** This division is responsible for secure storage of all property and evidence in the custody of MNPD. These include narcotics, firearms, jewelry, cash, valuables of any type and size, and any physical evidence in current cases, unsolved cases, or other cases that must be maintained for any reason. An organizational chart for the Evidence Division is shown as Exhibit 4-4.
- **Domestic Violence Division.** This division investigates all cases of reported Domestic Violence. They do direct investigation and also provide counseling services to victims and their families. This is one of three areas in the department that provides some type of counseling services. An organizational chart is shown as Exhibit 4-5.
- **Youth Services Division.** Youth Services is the “Juvenile Division.” Its functions include the Enforcement Section, the Child Abuse Section, and the Juvenile Personal and Property Crimes Section. These sections encompass the normal juvenile investigative functions found in a major investigative unit. An organizational chart is shown as Exhibit 4-6.
- **Vehicle Impound Division.** This division is responsible for all vehicles and bulky outdoors-type property seized by the department. Vehicles are held due to parking violations, criminal violations, for possible forfeiture action, in conjunction with traffic accident investigation, or due to being recovered after having been reported stolen. This division’s organizational chart is shown as Exhibit 4-7.
- **Vice Division.** This division is responsible for traditional vice enforcement, focusing on crimes such as gambling, prostitution, and illegal drugs. The Vice division has both street level and long-term units. These focus, respectively, on visible, immediate problems and problems that require more sophisticated and lengthy investigation. This division’s organizational chart is shown at Exhibit 4-8.

CID is commanded by a major. All other divisions within ISB are commanded by captains. In addition to the Divisions, this Bureau is also responsible for the various Task Forces to which the department is a member. The Task Force personnel report directly to the Bureau Chief instead of through one of the divisions.

While the issues faced by ISB are shared by many of the Divisions, each individual area also has separate concerns. These will be dealt with in order, beginning with issues that are relevant throughout the entire Bureau.

4.1 Bureau Management

FINDING 4-1

The ISB Chief has a total of at least 11 direct reports. These are the seven division commanders, one Executive Assistant, and the three Task Forces. This is a large number of direct reports, especially given the volume on ongoing activity. Given the variety of issues involved, and the frequency of high-profile investigations, it is not possible for the Bureau Commander to provide the attention necessary to each of these areas.

Included in ISB are functions that are not traditionally found in an investigative unit. These functions are the Evidence Division and the Vehicle Impound Division.

The Evidence Division is a purely administrative function. It is not linked to investigations in any direct manner. There is no need for it to be part of ISB.

RECOMMENDATION 4-1

The number of direct reports to the Bureau Chief should be reduced. This can be accomplished by the transfer of two of the current ISB divisions to the Administrative Services Bureau, and by the transfer of the Vice Division to the Special Investigations area in the proposed Support Services Bureau. The Evidence Division and Vehicle Impound Divisions, normally found in administrative units, should be transferred.

IMPLEMENTATION STEPS

Note: Also see recommendation 1-6

1. Adopt new organizational structure.
2. Transfer Evidence and Vehicle Impound Divisions to the Administrative Services Bureau. Transfer Vice to the Support Services area.

FISCAL IMPACT

There will be no fiscal impact. This is just a transfer of existing personnel from one area of responsibility to another.

FINDING 4-2

The Vehicle Storage Division was formerly a part of the Evidence Division. There is no compelling reason for it to be treated as a separate division. The size and complexity of this function does not warrant either division status or being commanded by a Captain. This function is closer in size to sections of other divisions, and could easily be commanded by a non-sworn supervisor. (See Finding 4-13 for more description of this topic.)

RECOMMENDATION 4-2

The Vehicle Storage Division should be combined with the Evidence Storage Division. This division was formerly part of Evidence Storage. It is not of sufficient size or complexity to warrant separate division status. This unit should be commanded by a non-sworn supervisor and the police officers now assigned to this function could be reassigned direct law enforcement duties.

IMPLEMENTATION STEPS

1. Transfer the Vehicle Storage Division as a section of the Evidence Division. Reassign the current sworn personnel to other duties.
2. Assign a non-sworn supervisor to head the Vehicle Storage Section.
3. Review operating policies and procedures to ensure consistency with those of the Evidence Division.

FISCAL IMPACT

There may be a slight reduction in salary costs due to the replacement of sworn personnel.

4.2 Issues Common throughout the Bureau

FINDING 4-3

Not enough computers of proper type or capacity exist for Detectives to make effective use of automation. In all areas, computers and workstations are shared. This results in Detectives waiting to use computers, wasting time, and impacting individual and unit productivity. In the Homicide area the ratio is three Detectives for each computer.

The available computers are not uniformly capable of carrying out all required functions. Due to the age of the available computers, they have limited processing capacity. This old technology results in some complex programs such as the mugshot program not running well, or at all, on some of the older machines.

Laptop computers are not available for use by Detectives. All currently available computers are desktop models, which further limits the flexibility of the Detectives. Due to the nature of their work, Detectives could benefit tremendously from the availability of lap top computers.

RECOMMENDATION 4-3

Laptop computers should be obtained for all Detectives. Some old patrol laptops are becoming available. If these machines have sufficient capacity to be utilized effectively, or if they can be economically upgraded to be effective, this may be a way to provide additional computers to Detectives. Since many of these units are being replaced because they are inadequate for Patrol, MNPD should carefully consider whether these machines will actually be serviceable. As part of the development of the Department's overall Technology Strategic Plan (See Recommendation 1-4), the issue of number and type of computers for Detectives should be addressed.

Current desktop computers should be replaced with laptop computers with docking stations. While laptop computers will be a great help, they will need to have docking capability to enable the replacement of desktop machines still needed in the office, and the various operating systems need to be compatible.

IMPLEMENTATION STEPS

1. Give high priority to acquiring additional computers for Detectives in the department's technology plan. The plan should address laptops and desktop computers.
2. Allocate funds already set aside for new computer purchases next year for some of these purchases.
3. Carefully review the laptops being replaced in Patrol before passing these on to Detectives.
4. Review the need for computers in ISB, and make internal reallocations where appropriate.

FISCAL IMPACT

The fiscal impact has been previously addressed in Recommendation 1-5.

FINDING 4-4

Sufficient office space is not available to allow for acceptable working conditions. Many units in ISB have serious space needs. Many units make do with space that is available, but not suited for their purposes. In many units the effectiveness of staff is hindered due to overcrowding.

- Detectives in the headquarters units share cubicle spaces that do not allow enough desk space to work on case files. As many as three detectives are sharing one desk. The current cubicles provided for detectives make telephone use very difficult, as there is frequently too much background noise to carry on a conversation. There is not enough room for case file storage, which encourages Detectives to take files out of the office. This is not good practice. Other than the two small interview rooms, there is no place to conduct informal interviews or meet with victims or witnesses.
- The current Domestic Violence facility is located in the old municipal bus maintenance facility. This location is not adequate for either current or long-term needs.
- The Evidence Division has serious space needs. The current building is very crowded and should be considered for long-term expansion.
- The Identification Division has serious space needs both in the headquarters-based fingerprint identification unit and at the field examination facility.

RECOMMENDATION 4-4

Additional ISB office space needs to be obtained. Plans should be made to transfer some of the current ISB units to other areas to allow the units that remain in the HQ Building to be given a more reasonable allocation of working space. These space and facility needs should be addressed as part of the previously recommended overall departmental space study.

IMPLEMENTATION STEPS

1. Review the space needs of ISB as part of the overall space needs study of the department.
2. Special consideration should be given to Domestic Violence, Evidence, and Identification Division needs.
3. Consider moving Youth Services outside of the HQ building, thereby freeing up space needed for other units.

FISCAL IMPACT

The costs of the Space Needs Study is included in a previous recommendation.

FINDING 4-5

There is no formal training program for new Detectives. Officers assigned as detectives are recognized as needing additional training, and do receive investigations related training, but there is no prescribed set of training standards. Officers selected for detective assignment should receive specialized training in investigation, interview

techniques, and collection of evidence. Whereas such training may be obtained over time, depending on the availability of funds and workload permitting, there is no formal plan to ensure that all detectives receive this training within a set period of time. This inconsistent approach to training can limit the effectiveness of Detectives and can hinder their ability to prepare cases in such a manner as to either reach a successful conclusion or prevail in court.

RECOMMENDATION 4-5

A formal Field Training Program for new Detectives needs to be developed and provided for each newly assigned investigator. Rookie police officers are provided with a Field Training Program when they first enter law enforcement. Although the detective function is still a police officer function, it requires additional skills and knowledge if the new Detective is to be effective in a reasonable period of time. It is considered a best practice to provide both introductory training for new detectives and ongoing skill enhancement training for existing detectives. Especially if a career development/rotation program is pursued, it will be critical to ensure that new Detectives have the appropriate foundation for their new duties.

IMPLEMENTATION STEPS

1. Develop a formal training outline for new Detectives. This training should cover both the overall skills needed and specific training needed for the individual assignment.
2. Identify and train Detective Training Officers . These would be senior detectives possessing the job knowledge and skills necessary to train/mentor new Detectives.
3. Field test the new training program on a new group of Detectives.
4. Modify the program as found necessary.
5. Adopt and implement a formal program.

FISCAL IMPACT

This training program can be developed by MNPD. There will be no additional fiscal impact.

FINDING 4-6

ISB should routinely evaluate workload demands and reallocate investigative positions internally. We did not find any formal workload analysis or evidence of shifting of resources within ISB to make the best use of available staff. Each unit is treated individually; vacancies are absorbed within the unit.

It would be common for a Bureau such as ISB to periodically adjust staffing of the various units by a reallocation of current staff as required to balance workload and investigative priorities. Crime patterns change, serious problems are resolved, and new

critical issues emerge. For this reason, it is desirable to periodically review how Detectives are being assigned. Some areas may be overstaffed given current priorities. Other areas may need additional support. Without formal workload analysis, adjustments of this type cannot be made.

RECOMMENDATION 4-6

Conduct workload analysis to determine if Detectives are assigned appropriately across ISB. It may be possible to shift some officers within the Bureau if workload patterns have changed. Workload review will also determine if Detectives are carrying reasonable caseloads. Existing Detective vacancies should be carefully examined before being filled. Internal allocation and utilization of existing ISB positions should be evaluated carefully before any additional positions are added. The proposed Strategic Deployment division should work with ISB in carrying out this review.

IMPLEMENTATION STEPS

1. Conduct a detailed workload analysis of each Division, Section, and Unit in ISB. Review current workload and historic patterns .
2. Develop a standard for a “normal” workload for ISB. Units with a significant number of Detectives beyond the normal workload should be considered for additional personnel.
3. Review any units with officers carrying cases below the normal workload level for a possible reduction of personnel.
4. Determine if additional officers from other areas can be reallocated to ISB if workload demands cannot be addressed within ISB. The first areas to be reviewed should be the other investigative areas, Vice, Criminal Intelligence, and OPA.
5. Request additional Detectives in the budget if workload demands cannot be addressed within other Investigative Areas. This assumes that all available officers that can be reallocated from noncritical jobs will be moved to Patrol. If this is not the case, some of these officers should be moved before new positions are added.

FISCAL IMPACT

If Detectives can be moved from units with less activity to more active units, there will be no fiscal impact. Even if all units have more workload than they can manage, it may still be necessary to shift some Detectives just to ensure that major cases get adequate attention. Likewise, if officers from other areas can be moved into ISB, there will be no fiscal impact. If no officers can be transferred, and if the workload studies indicate a need for more detectives, there will be a future budget year impact.

4.3 Criminal Investigation Division

The largest unit in the ISB, the Criminal Investigative Division, contains the Property Crimes and Personal Crimes Sections. Organizational Charts for the Personal Crimes Section and the Property Crimes Section are shown as Exhibits 4-9 and 4-10 at the end of this chapter.

FINDING 4-7

Detectives in the Homicide Unit do not have assigned vehicles. They are the only investigators in the department that do not have assigned vehicles. We observed time lost while Homicide detectives found an available police vehicle and then moved files and equipment into that car from their personal vehicle. At the end of the shift, this process is repeated. If priority were the criterion for assignment of vehicles, these detectives, who investigate crimes against persons, would be at the top of the list. As all other detective units have assigned cars, it is not reasonable for these detectives not to have vehicles. The availability of an assigned car would enhance productivity significantly.

RECOMMENDATION 4-7

Assign vehicles to the Homicide Unit Detectives. In addition to increasing productivity, a significant impact on morale could also be expected from this move, as these officers are very aware they are the only ones not now assigned vehicles. This would require 18 dedicated vehicles for Homicide detectives.

IMPLEMENTATION STEPS

1. Determine how many Detectives require vehicles.
2. Determine from the fleet allocation review (Recommendation 1-13) the availability of vehicles.
3. Assign as many cars as possible to Homicide Detectives who do not have cars.
4. If not all can be assigned cars, additional vehicles should be required.

FISCAL IMPACT

If vehicles within the existing fleet can be reallocated, there will be no fiscal impact. If vehicles cannot be reallocated, there will be a direct cost of the vehicles to be purchased of approximately \$30,000 per vehicle, or \$540,000.

4.4 Domestic Violence Division

This area handles all follow-up of reported Domestic Violence and provides counseling services to victims. Detectives work two shifts daily, and are on call during the hours no Domestic Violence detective is on duty.

COMMENDATION

- The remote location of the Domestic Violence Unit makes it less threatening to victims. The current location provides parking directly outside and allows victims to enter and leave with minimal embarrassment.

RECOMMENDATIONS

There are no recommendations made for this division. See finding 1-3 related to the need for evaluation of space and facility needs for this division.

4.5 Evidence Storage Division

COMMENDATIONS

- Division Commander has identified numerous areas for improvement and is working toward correction of deficiencies in process and capacity.
- Every weapon taken into property and evidence is test fired for ballistic matching against open cases.
- High-risk areas have received appropriate attention. Cash controls, narcotics control, and weapons control have been carefully designed.

FINDING 4-8

This area is very overcrowded in general, especially in the Narcotics area. The challenges being faced in the storage of narcotics are significant. Very large quantities of narcotics are being held as evidence awaiting trial. Also, unknown quantities of narcotics that are no longer needed for trial can be destroyed, freeing up needed storage capacity.

RECOMMENDATION 4-8

Work with the District Attorney's Office to prioritize the destruction of narcotics. Removal of any narcotics no longer needed for trial will free up space, reduce risk, and assist in air quality issues. The Evidence Division, the Vice Division, and the District Attorney's Office should work closely together to ensure the status of narcotics cases is

known. Early identification of resolved cases will allow the Evidence Division to more quickly dispose of narcotics evidence no longer needed.

IMPLEMENTATION STEPS

1. Charge at least one full-time employee with responsibility for tracking the orderly destruction of narcotics evidence and property as aggressively as possible.
2. Create or maintain a system that will identify all narcotics and other controlled substances and related paraphernalia that may be destroyed.
3. Remove these items from the storage area and destroy them.

FISCAL IMPACT

If this can be accomplished with existing staff, there will be no fiscal impact. There may be a short-term need for the use of overtime to conduct the initial purging of these items. If existing staff cannot maintain this process, it will be necessary to reallocate existing staff to support this area.

FINDING 4-9

A number of weapons confiscated each year would be suitable for retention as part of the department's Firearms Reference Collection. These are weapons needed for comparison examination purposes. At the present time these items are being destroyed. If retained, these firearms would assist the Identification Division firearms examiners in their work.

RECOMMENDATION 4-9

Give priority to retention of weapons for departmental use in the Firearms Reference Collection. One sample weapon of each type for comparison purposes is needed. Saving these weapons could be done at no cost to the department, as they would otherwise be destroyed.

IMPLEMENTATION STEPS

1. Submit a list of desired firearms types from the ID Division Firearms Section to the Evidence Division.
2. The Evidence Division should put in place a procedure to identify weapons on this list.
3. The Chief of Police should authorize the retention of these weapons.

FISCAL IMPACT

There will be no fiscal impact. If these weapons had to be purchased, it would be a considerable cost. As this expenditure is avoided, this recommendation represents an actual savings.

4.6 Identification Division

The ID Division is run as two functional units: the Identification Section and the Technical Investigations and Lab Section, which contains the Firearms and Forensics Unit. These units are housed in different buildings. Both sections are commanded by a Lieutenant, with the Identification Section Lieutenant being located in the HQ building, as is the Division Commander.

COMMENDATIONS

- Digital photography has taken the place of conventional “wet film” allowing for easier handling of crime scene photos.
- The elimination of “wet film” has allowed the removal of all photo darkroom equipment, providing valuable office space for the ID Unit.
- The Department has state-of-the-art ballistics comparison equipment, allowing for much quicker and more thorough testing of firearms thought to be involved in crimes.
- The Department has maintained a practice of internal promotion of latent fingerprint examiners, which provides a career ladder for non-sworn employees in this division.
- The Department is upgrading its Automated Fingerprint Identification System (AFIS), moving to “second generation” technology before most departments have even acquired initial AFIS capability.

FINDING 4-10

The field personnel assigned to the Technical Investigations Section are all sworn officers. MNPD uses only sworn personnel as field ID technicians. Although such a practice was once common, most agencies moved away from using sworn officers in this type of assignment many years ago. The duties of the field ID personnel, while very technical and requiring significant training, do not require sworn arrest power.

RECOMMENDATION 4-10

Phase out the use of sworn officers as Technical Investigations Officers as soon as possible. Field ID personnel in many other agencies are highly trained civilian employees. This change could eventually free up approximately 20 officers for other duties. Any replacement positions used in this area should be civilian employees. Existing personnel should be replaced as quickly as civilian employees can be reallocated and trained for this assignment.

IMPLEMENTATION STEPS

1. Fill any vacancies for field ID personnel with civilian employees.
2. Provide specific professional training to all replacement employees.
3. Develop a plan for the phasing out of all sworn officers.
4. Replace all sworn officers by a certain date.

FISCAL IMPACT

Replacing these sworn officers will free them up for other assignments requiring arrest power. While they may be replaced with highly trained civilian employees, there will not be significant savings in salary costs. However, there would be savings in pension and fringe benefit costs.

FINDING 4-11

A lack of computers and a lack of capacity with existing computers seriously hinder the Technical Investigations officers doing the paperwork on their calls.

The field personnel, who use Computer Aided Design (CAD) programs to make crime scene sketches, do not have notebook computers for field use. Therefore they have to do paper preliminary sketches and then transfer their work to the CAD program in the office. This duplication of effort increases time required and makes mistakes more likely. Downloading of digital photos is one activity that takes an excessive amount of time due to the limited capability of the available computers. At least one of the officers mentioned doing this at home so he could do it more quickly and efficiently.

RECOMMENDATION 4-11

Upgrade desktop computers used by the Technical Investigations Officers and provide laptop computers to accomplish the work required. Computer Aided Design programs are used for drawing of crime scenes. The technical investigations officers also make use of digital photo technology, which requires the frequent downloading of digital photos. Both of these applications require very high end computer capacity. Their type of work makes the application of a laptop computer a very effective use of technology. If laptops of sufficient capacity are provided, the use of docking stations may eliminate the need for upgrading the current desktop computers.

IMPLEMENTATION STEPS

1. As part of the overall technology needs assessment for the department, consider the needs of the ID Division personnel.
2. Upgrade existing computers to perform satisfactorily.
3. Provide all ID field personnel with laptop computers to allow use in the field.

FISCAL IMPACT

The fiscal impact for this recommendation was stated in a previous finding.

4.7 Task Forces

The department participates in several Task Forces. These include the 20th Judicial District Task Force, the ATF Task Force, and the Violent Crimes Task Force. Detectives and Detective supervisors are assigned to these multiagency operations.

COMMENDATIONS

- MNPB's participation in these Task Forces gives it a voice in how multijurisdictional investigations are carried out.
- Task Forces also enable the department to obtain significant outside assistance on complex investigations that it might not otherwise be able to undertake or sustain.

FINDING 4-12

The results and effectiveness of the Task Forces are not documented at this time.

There is not a lot of documentation available concerning the outcomes of cases handled by the task forces. This lack of detail makes it difficult to quantify and communicate the value these task forces actually provide. This also helps to create concern within the department as to the benefits of participation in the task forces. Officers are not well informed about the objectives of the task forces or the duties of the assigned officers.

From discussions with the Chief of Police, it would seem the Task Forces provide significant benefits in terms of the scope of investigation made possible by this participation and in terms of the number of arrests being made. He was aware of many specific positive results of the task forces. If this information can be compiled, it should more clearly illustrate the advantages of task force participation.

RECOMMENDATION 4-12

Determine the cost/benefit of participating in each of the Task Forces. Included in this analysis should be: type and number of major cases completed, value of assets seized for department, and number and type of arrests made.

The results of this analysis should be distributed throughout the department so officers can better understand the purpose and impact of any continuing Task Force participation. It is important to ensure that the regular officers understand the duties that all specialized officers, including task force officers, are performing.

IMPLEMENTATION STEPS

1. Conduct a detailed analysis of the costs and benefits of participation in each of the task forces. This analysis should be conducted by the Strategic Deployment Division staff, in conjunction with ISB.
2. Present the conclusions of the analysis to the Chief and the Command Staff.
3. Decide to continue, discontinue, or modify the participation of the department in each of the Task Forces.
4. Share the outcome of the analysis with all personnel so they understand why the department feels its participation in the Task Forces is worthwhile, if that is the outcome.

FISCAL IMPACT

The actual analysis of participation in the Task Forces can be performed in-house with no fiscal impact. The results of the analysis may conclude that the current level of staff participation is appropriate, should be increased, or should be reduced. Depending on these results, there could be a fiscal impact.

4.8 Vice Division

The Vice Division handles the investigation of normal vice crimes: gambling, prostitution, and narcotics. Particular emphasis is placed on seizure of assets. Many vehicles are obtained for departmental use by this unit.

COMMENDATION

- The aggressive use of the forfeiture statutes allows for the seizure of vehicles and other assets that enable the department to maintain a sizeable "Drug Fund" for the purchase of equipment dedicated to drug enforcement, offsetting expenditures that would otherwise have to be made with tax dollars.

RECOMMENDATIONS

No recommendations are made in this section.

4.9 Vehicle Impound Division

This division is responsible for maintaining all vehicles and bulky property (not suitable for storage in the Property and Evidence facility) seized by MNPD. These include cars, trucks, recreational vehicles, boats, buses, motorcycles, heavy equipment, and any other motorized or bulky item not suitable for inside storage.

COMMENDATION

- The Impound Lot is a large facility with ample storage for the immediate future. It is purpose built and is generally well-suited for its purpose.

FINDING 4-13

Police Officers and civilian employees work side-by-side doing essentially the same job. The core job functions do not require sworn authority. Officers are considered desirable due to the need to patrol the lot, and due to the presence of arrest authority if disturbances occur at the impound lot, or if persons attempting to pick up vehicles or property are determined to have active warrants. However, the security functions could be provided by non-sworn security officers like those used elsewhere within the department, and the occasional need for arrests could easily be handled by patrol officers.

There is also no compelling reason for sworn supervisors. Non-sworn supervision would work for the entire facility.

RECOMMENDATION 4-13

As soon as possible, reassign all sworn personnel to more critical duties. The same type of security personnel used at the entrance to the Police Building could be used effectively at this location in place of police officers. There is no need for sworn officers at this location. This would free up at least 13 sworn officers and three Sergeants for assignment to patrol. Two Security Officers should be placed on each shift to perform outside duties, and the remainder of the personnel should be regular civilian employees.

IMPLEMENTATION STEPS

1. Create a plan for the replacement of sworn personnel. Fill any sworn position that becomes vacant with a civilian employee.
2. If possible, transfer existing vacant civilian positions to the

Impound Lot to free up sworn personnel. This will be determined during the overall departmental staffing review that is recommended elsewhere in this report.

3. If civilian positions cannot be identified for reassignment, additional positions will have to be secured through the budget process.

FISCAL IMPACT

No fiscal impact should occur by reassigning existing staff.

FINDING 4-14

The impound lot has poor physical security. The Impound Lot has no video surveillance and has very poor lighting. The poor security for the lot has in part served to justify the use of sworn officers. Officers now conduct routine patrol through the facility. The fencing around the impound lot is easily breached and has allowed theft from the lot to occur. The fence has been cut at least once in the past year and four thefts from vehicles were reported during the year.

RECOMMENDATION 4-14

Outfit the Impound Lot with better lighting and video surveillance equipment. The use of better lighting, alarms, and surveillance equipment would greatly diminish the need for sworn officers, and should reduce breaches in security and incidents of loss from vehicles and the lot.

IMPLEMENTATION STEPS

1. Develop an overall security plan for the Impound Lot. Lighting, fencing, alarms, cameras, and access control should all be elements of this plan.
2. Present the recommendations to the Chief of Police and the Command Staff.
3. All adopted recommendations should be implemented immediately if funds allow.

FISCAL IMPACT

The security improvements recommended above should cost approximately \$100,000.

FINDING 4-15

Many vehicles/pieces of equipment in storage at the lot have been in inventory for several years. We observed numerous vehicles and other items that due to their condition appeared to have been in storage for very long periods of time. Many vehicles are in storage awaiting determination by insurance companies concerning claim settlement. The computerized inventory system (TraQ) is not being maintained

adequately. A field audit of the impound lot showed a total of 4,868 vehicles contained in the TraQ system, more than double the number actually in inventory. A manual log is maintained as the actual record, which is a duplication of effort.

RECOMMENDATION 4-15

Undertake a comprehensive inventory of the lot. We observed numerous vehicles and items that appear to have been on hand for several years. It is likely that considerable space could be freed up if some of these items could be removed. MNPD should also work with the Finance Department to sell all surplus items, where possible, through the on-line property auction Internet site. An audit should also determine if appropriate charges are being paid by insurance companies using the lot for storage of their vehicles.

IMPLEMENTATION STEPS

1. The Strategic Deployment Division should assist the Vehicle Impound Section in conducting a comprehensive inventory of all vehicles and equipment currently on hand in the impound lot.
2. Building on the findings of the inventory, a specific policy should be developed concerning the length of time that certain types of vehicles and equipment may be held and the fees that should be charged for storage. All items in storage should be subject to a fee.
3. Any items found to have been in the Impound Lot longer than desired should be targeted for removal by whatever means possible.

FISCAL IMPACT

The actual inventory and policy development will not have a fiscal impact. After the inventory is completed it is expected that numerous vehicles and other items will be identified that can and should be either sold for storage or returned to the lawful owner after settlement of storage fees.

FINDING 4-16

More covered and inside storage is needed for such items as motorcycles, scooters, riding lawn mowers, and miscellaneous power equipment. Many valuable items are being damaged by exposure to the elements. This not only damages privately owned items, but also decreases the value of many items that may be sold at auction for the benefit of the government.

RECOMMENDATION 4-16

Additional covered/inside storage should be provided for items that are not suited for storage in the open. For items later sold at auction such protection could significantly increase the price obtained for the government.

IMPLEMENTATION STEPS

1. As part of the overall department space needs study, the need for more covered storage for the Impound Lot should be considered.
2. The covered storage space should be designed and construction plans created.
3. The new covered storage space should be constructed.

FISCAL IMPACT

The cost of the facilities study has been recommended earlier in this report.

4.10 Warrants Section

This Section handles the serving of warrants and assists with prisoner transport within the local area and region. The Fugitive Unit handles out-of-state transport. Unique in Tennessee, due to the consolidated government of Nashville-Davidson County, is that the role of the Sheriff is limited to service of civil process and orders of the court. The Sheriff's Office does not serve criminal warrants. In other counties this would be a potential area of duplication. However, in Davidson County, MNPB is the only agency actively serving criminal warrants, which is not typically the case. This serves to make this function even more critical than it would be otherwise.

FINDING 4-17

A backlog of approximately 48,000 unserved warrants exists. These are warrants in the computer waiting to be served. The figure contains all active warrants. Some of these warrants will be for minor violations, and some will be for serious felony offenders. Included in these warrants will also be expired misdemeanor warrants (over two years old), warrants for deceased persons, or persons in jail in some other jurisdiction. The existence of these warrants hinders the department in efficient service of valid warrants, and may subject the department to unnecessary liability due to the potential for false arrest on invalid warrants that may be improperly served.

RECOMMENDATION 4-17

An inventory of the warrants should be conducted to determine how many invalid warrants (e.g., out of date, named party deceased) can be eliminated. There are an unknown number of invalid warrants on file. By eliminating these invalid warrants, a more effective and efficient warrant service system can be created.

IMPLEMENTATION STEPS

1. A process should be created for the routine inventory of all warrants assigned to the MNPDP.
2. Maintaining the warrants should be assigned to a specific individual or individuals and an initial comprehensive inventory conducted.
3. An inventory of the warrants should be conducted on an ongoing basis.

FISCAL IMPACT

The development of the warrant inventory process would present no fiscal impact. Once created, this is a low level clerical process that could be easily carried out. However, it will require additional staff to maintain. As part of the overall review of department staffing, one additional clerk should be identified who can be reassigned to this function.

FINDING 4-18

A workload study should determine if there is a need for more warrant officers. Based on our limited review of this area and the backlog of work, it would seem likely additional officers are required. A critical weakness in the warrants function is the fact that no group of officers are used primarily to serve warrants, the very thing that would be expected to be the main function of this section. This absence means numbers of known violators are free to continue criminal activity. While Warrant Section officers will go into the field on specific tips about wanted persons, their primary duties revolve around the handling of walk-ins (persons coming in to turn themselves in on warrants) and various prisoner transport responsibilities. About two-thirds of the total arrests made by Warrant Section officers are on walk-ins. Many of these come about as the result of letters that are sent to persons for whom misdemeanor warrants are held.

RECOMMENDATION 4-18

Sufficient officers should be assigned to the unit to allow the assignment of a squad of officers specifically to carry out service of criminal warrants in the field as a full-time duty. Priority should be given to service of felony warrants and warrants for known and serious offenders. The prompt arrest of serious offenders has been established as an excellent means by which to prevent many other serious crimes that otherwise may be committed by persons that could be in custody. This category of warrants are those that should be the most aggressively pursued. Four officers and a Sergeant should be assigned to this duty.

IMPLEMENTATION STEPS

1. Determine the number of warrant officer positions that are required to carry out the duties of the Warrant Section.
2. Allocate a number of these positions for a Warrants Service Unit. This unit will focus on arrest of serious offenders.
3. Develop criteria for the deployment of this unit for the maximum effect.
4. Deploy the unit.

FISCAL IMPACT

This unit should be created by a reallocation of existing personnel. The use of current staff would eliminate any significant fiscal impact.

FINDING 4-19

Mental patient transport and evaluation details absorb much of the unit's time. In January 2002 there were 76 mental patient transports. These were trips transporting persons for mental evaluations to various hospitals or mental health facilities within the county. Many of these facilities have hospital or University Police or security forces that could assist with this duty.

In other counties the Sheriff would carry out this function. In Nashville-Davidson County the MNPd is the "chief law enforcement agency" instead of the Sheriff. This has brought MNPd into this function. Tennessee state law requirements further complicate the situation for MNPd.

RECOMMENDATION 4-19

MNPd should work with the existing health task forces, which should include the major medical facilities, to develop a workable solution that minimizes the impact to patrol officers while also complying with state requirements. This is an area in which the medical facilities have a considerable stake. Rather than a public safety issue, this is primarily a workload and organizational responsibility issue.

IMPLEMENTATION STEPS

1. Work with existing health task forces to address security issues surrounding mental patients at area health care facilities. Among the issues to be addressed would be the transportation of persons undergoing mental evaluations and the standing by of officers while transported persons undergo these evaluations.
2. Determine the range of security issues present at these facilities.

3. Determine the obligations of each agency/organization.
4. Propose changes in procedures (or law) that may be appropriate.
5. Adopt changes.

FISCAL IMPACT

This recommendation would not generate a fiscal impact. However, if the work group could identify a means by which some of this workload could be shifted to other organizations, this would free up field officer time for other duties.

FINDING 4-20

The master warrant log maintained on the police computer system is not sorted by zone. This means an officer has to be familiar with one of the 48,000 names to be on the lookout for wanted persons in his or her area. If warrants were sorted by zone it would be much more practical for zone officers to routinely check their patrol areas for wanted persons.

RECOMMENDATION 4-20

A process for informing Patrol officers of the existence of warrants in their zones should be established. By giving patrol officers information about wanted persons in their patrol areas, this would greatly increase the chances of serving warrant on wanted persons.

IMPLEMENTATION STEPS

1. A work group of Patrol Officers, Information and Technology staff, and Warrant Section Staff should be established to develop such a system.
2. The work group should explore options for better notification of officers of existing warrants in their patrol areas and/or involving serious offenders.
3. Specific recommendations should be developed.
4. These recommendations should be presented to the Chief and the Command Staff for review. Adjustments as necessary should be made.
5. A specific process should be adopted and implemented.

FISCAL IMPACT

It is not anticipated that this recommendation will present a fiscal impact. Existing resources should be capable of absorbing the expected minimal cost of developing an enhanced reporting system.

4.11 Youth Services Division

Youth Services is essentially the department's juvenile function. This area investigates crimes against children and by children. It works closely with the School Services Division in the Uniform Services Bureau.

FINDING 4-21

This area overlaps with School Services. Many of the responsibilities of this division are identical to those of the School Services Division. They differ only due to the location on a school campus. From the standpoint of an outside observer, it is impossible to tell where one division starts and the other ends. Some crimes are handled by one unit or the other based only on location or time of day. Either division could handle many investigations. Personnel in both divisions indicated it is common to determine who will work a particular case on the basis of discussions between supervisors, as it may not be clear on the surface.

RECOMMENDATION 4-21

A neutral assessment of the goals and objectives and responsibilities of the School Services and Youth Services Divisions should be conducted. Especially in light of the recommendation to eliminate the School Services Division and transfer those personnel to the Patrol Sector Stations, it is important to make sure that the functions and duties of these two divisions are clarified. From our observation, it seems some of the investigative functions of Youth Services and School Services should be combined. This would combine all "juvenile" investigative activity and should improve communication and may provide opportunity for reduction in the number of total personnel in these functions.

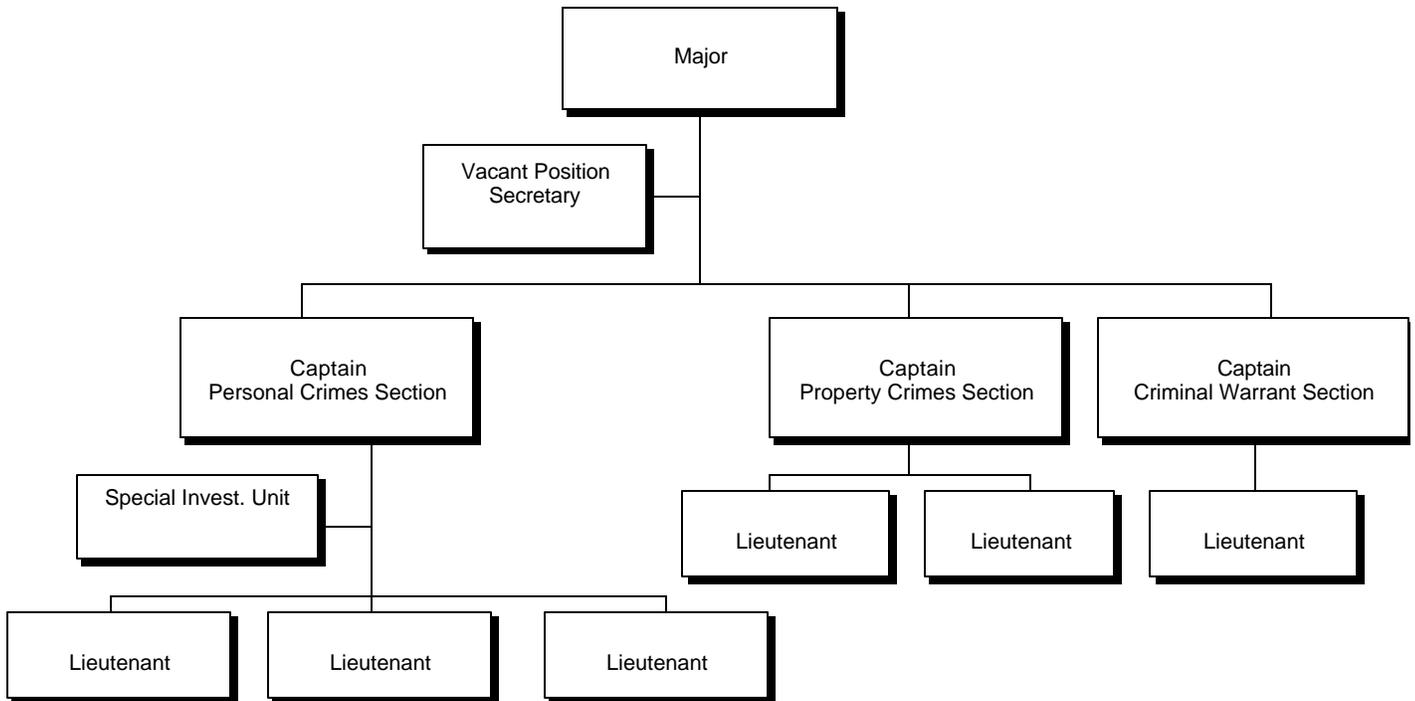
IMPLEMENTATION STEPS

1. The Strategic Deployment Division, in conjunction with ISB and Operations personnel, should review the duties and responsibilities of Youth Services and School Services personnel.
2. Specific recommendations should be formulated for the most effective separation of duties or combination of functions. The deployment of the former School Services Division staff to the Sector Stations should also be reviewed so they can be used most effectively.
3. These recommendations should be presented to the Chief and senior staff.
4. Specific recommendations should be adopted.

FISCAL IMPACT

There will be no fiscal impact from this review of duties. However, if significant duplication of tasks or functions is identified, it may be possible to reduce the number of staff assigned to these functions. The most likely outcome is a clarification of responsibilities, so that the effectiveness of both areas can be enhanced by a better utilization of existing staff.

**EXHIBIT 4-2
CRIMINAL INVESTIGATION DIVISION ORGANIZATIONAL CHART**



**EXHIBIT 4-3
IDENTIFICATION DIVISION**

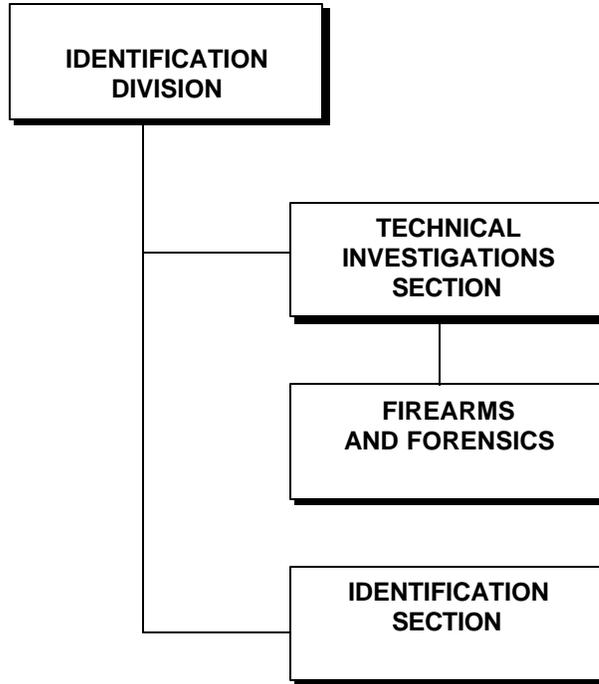
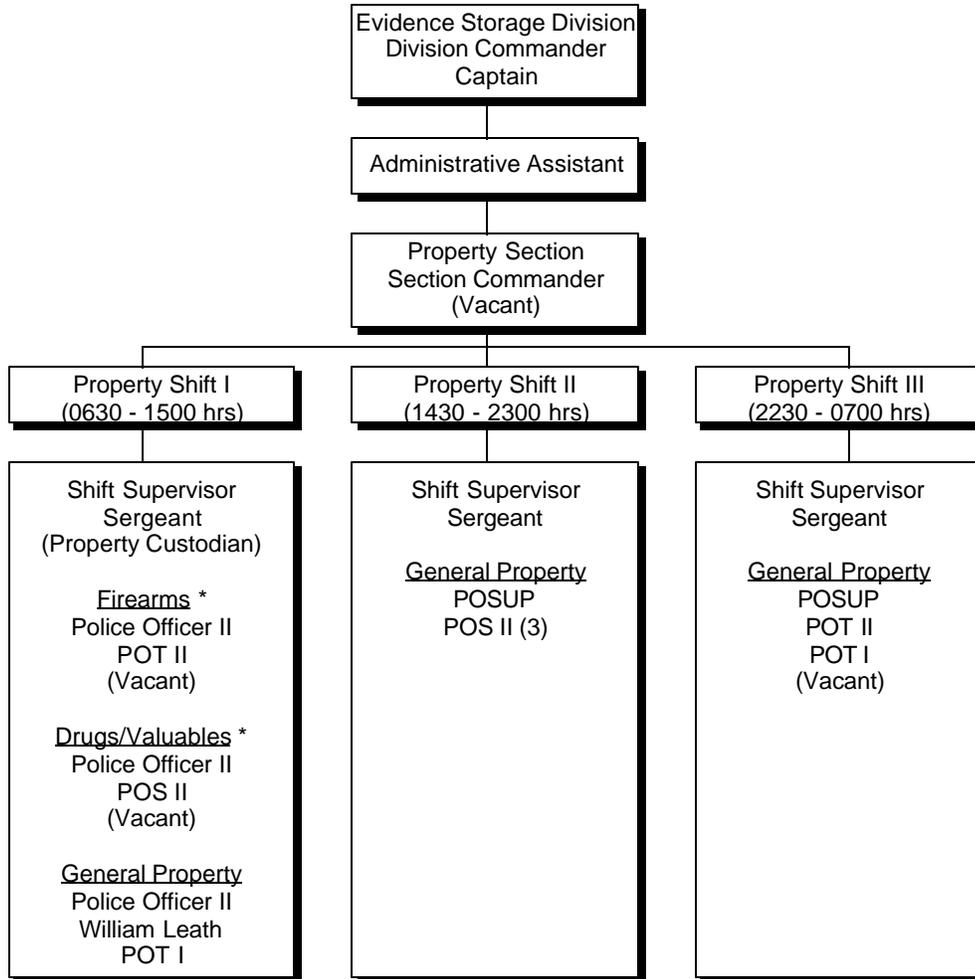


EXHIBIT 4-4

EVIDENCE STORAGE DIVISION
Property Section

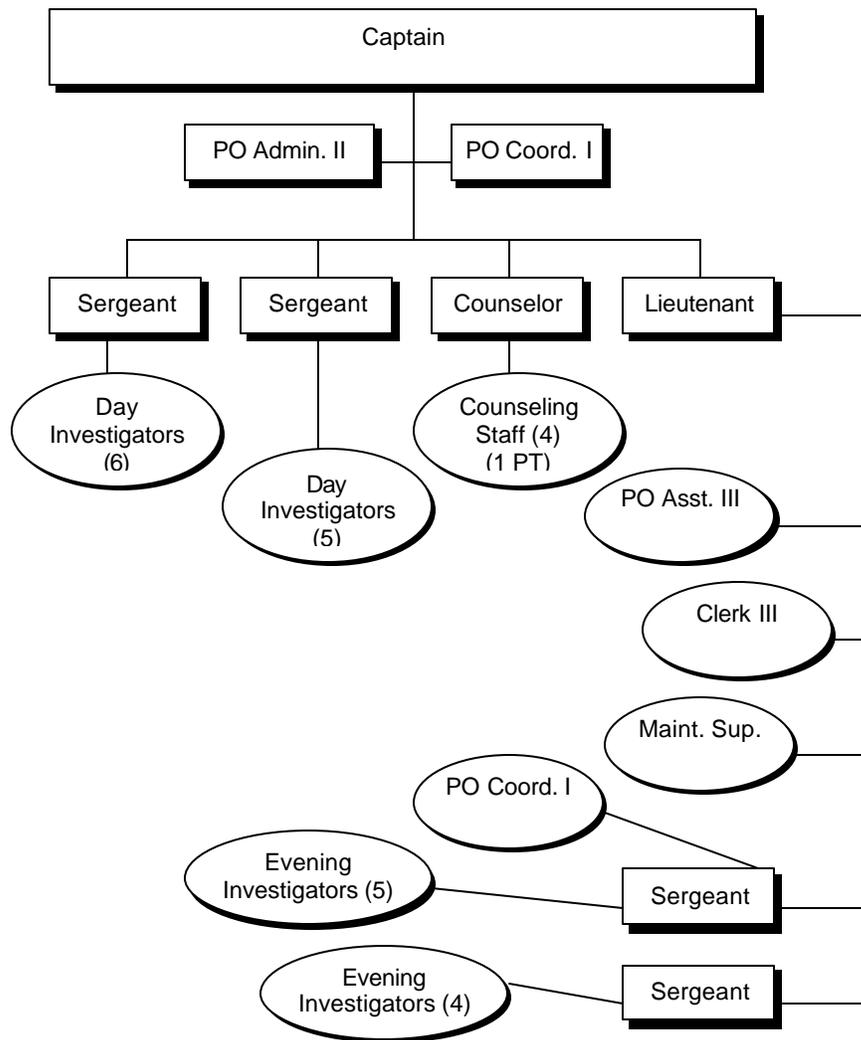
ORGANIZATIONAL CHART
January 2002



*Although designated as Firearms and Drug/Valuables Custodians (which are primarily responsible for performing duties exclusive to their respective assignments), these personnel also assist with General Property, as needed, or as directed by the shift supervisor.

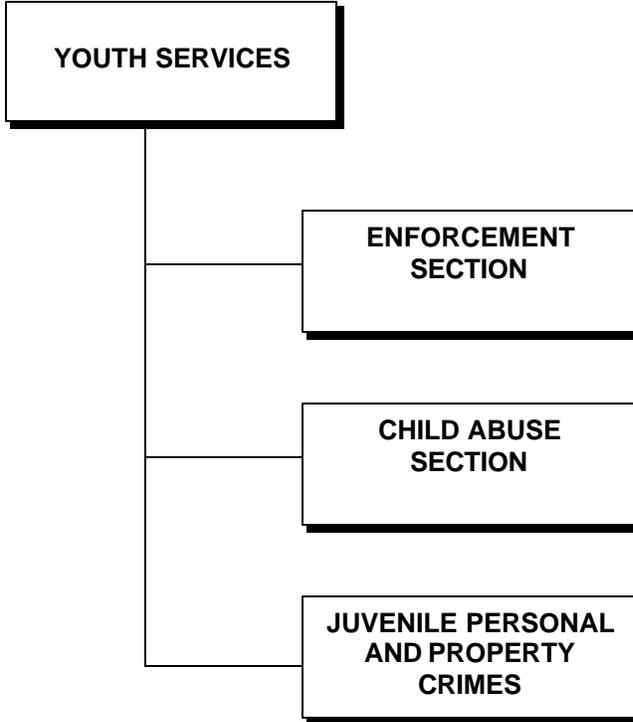
**EXHIBIT 4-5
METROPOLITAN NASHVILLE POLICE DEPARTMENT
DOMESTIC VIOLENCE DIVISION**

Organizational Structure
January 2, 2002

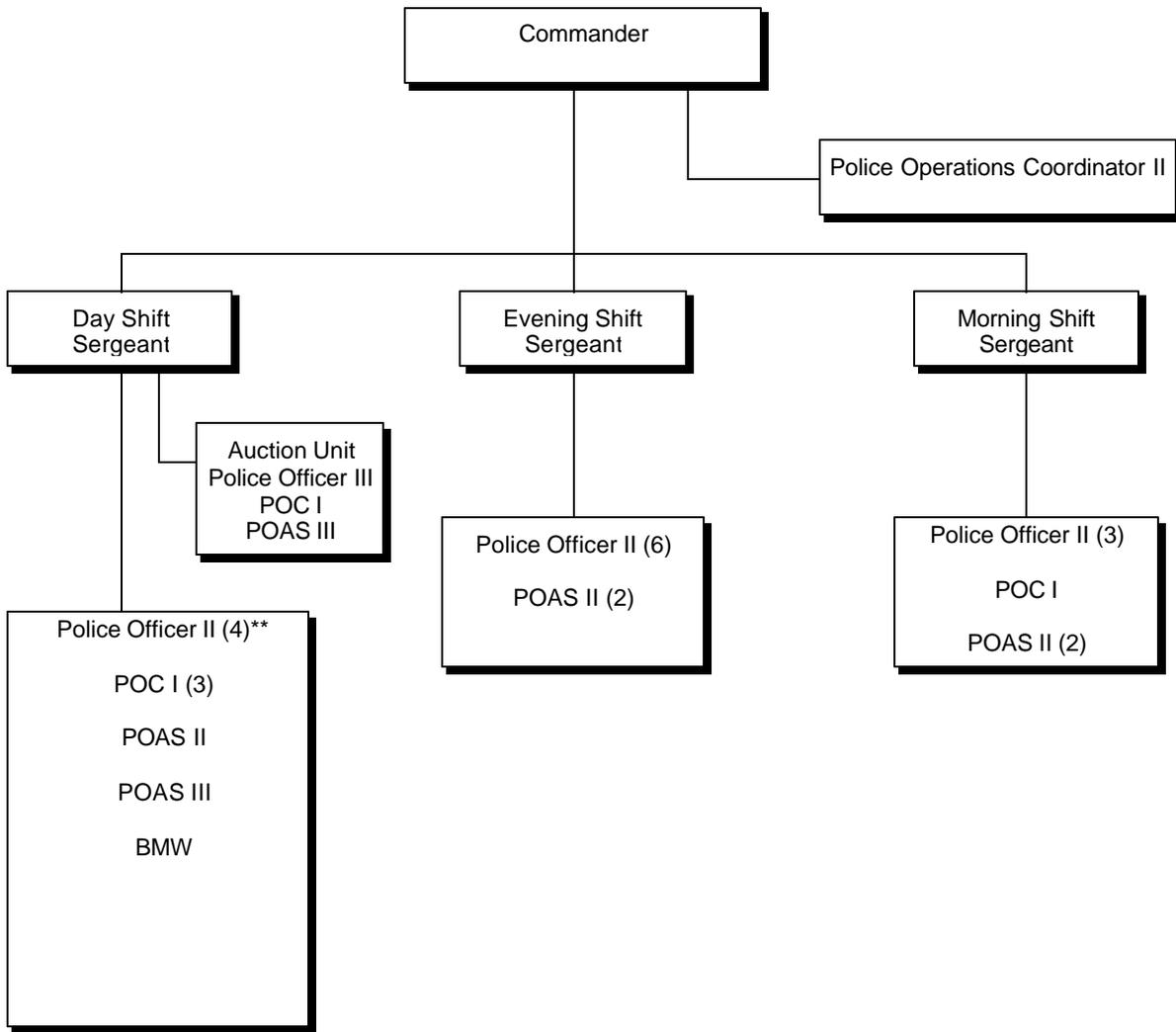


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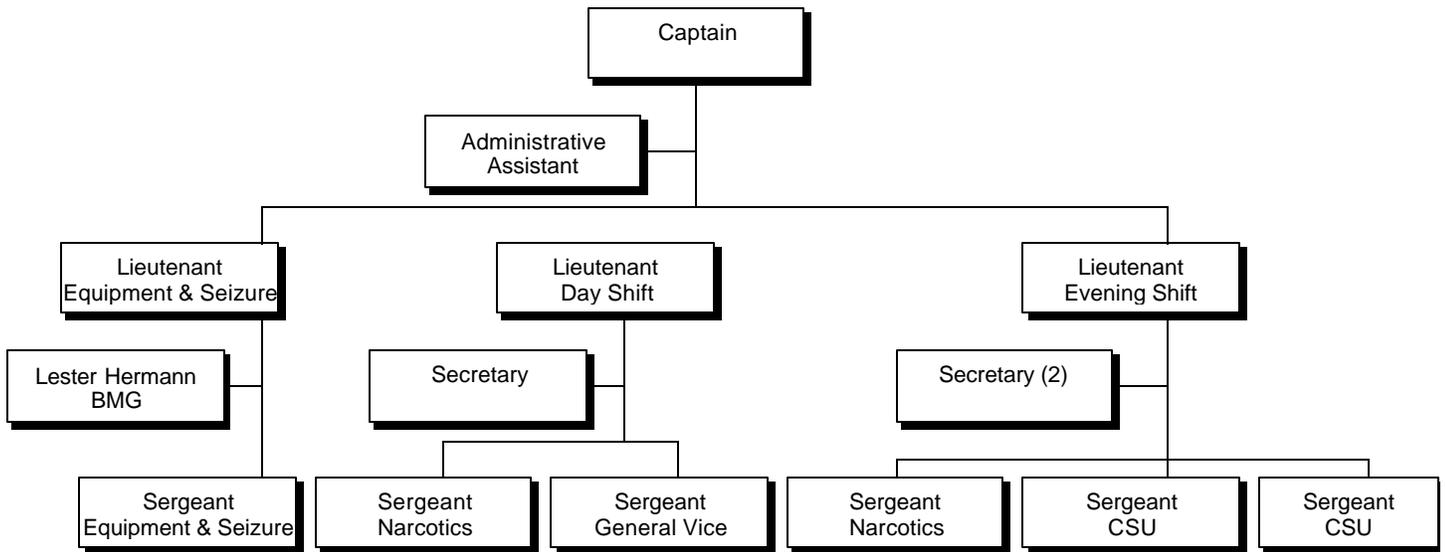
**EXHIBIT 4-6
YOUTH SERVICES DIVISION**



**EXHIBIT 4-7
VEHICLE IMPOUND DIVISION**



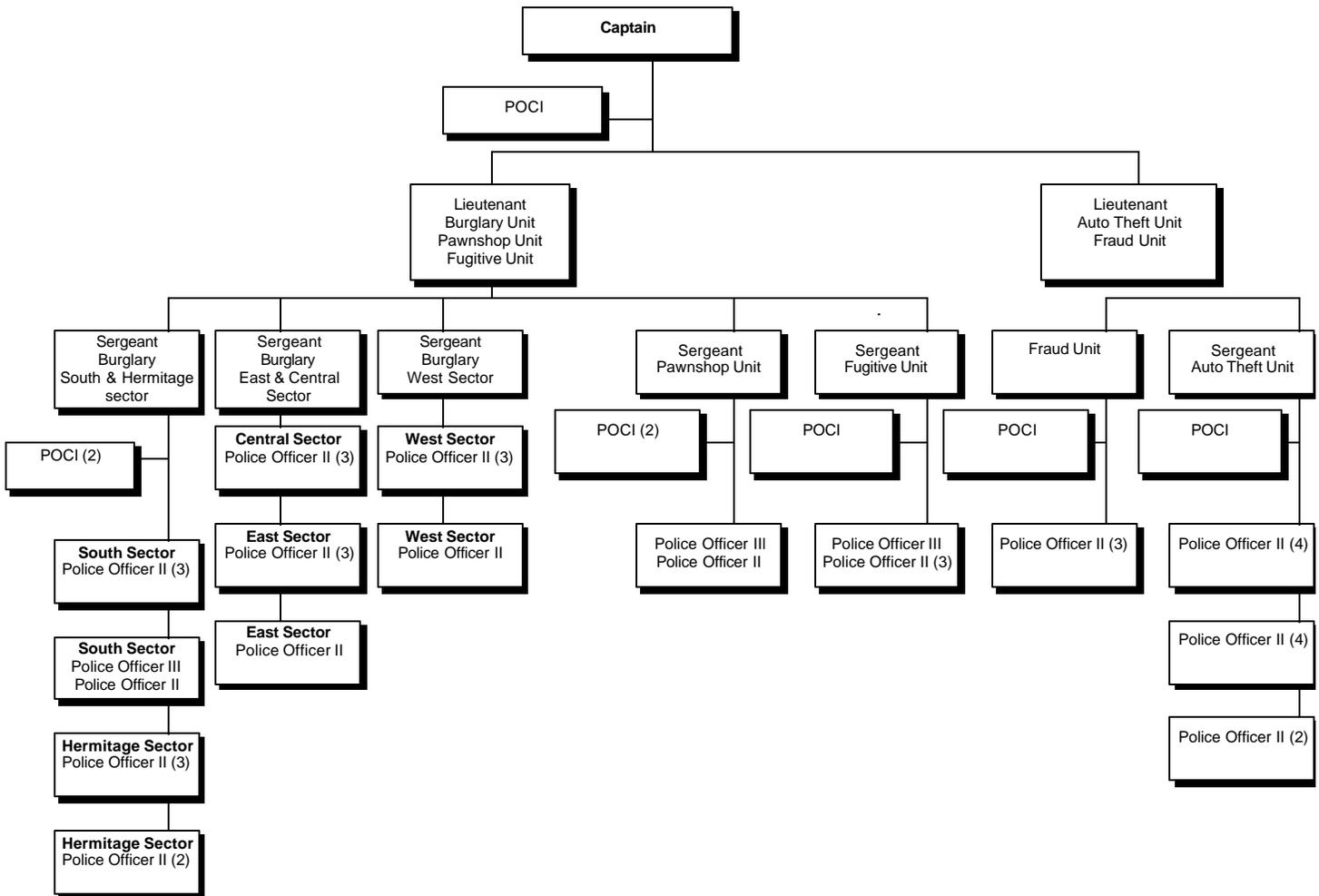
**EXHIBIT 4-8
VICE DIVISION**



**EXHIBIT 4-9
PERSONAL CRIMES ORGANIZATIONAL CHART**

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**EXHIBIT 4-10
PROPERTY CRIMES SECTION**



5.0 ADMINISTRATIVE SERVICES BUREAU

The Administrative Services Bureau is one of three bureaus within the Metropolitan Nashville Police Department organization structure. The Bureau provides administrative support over employee relations issues, training, special administrative projects and research, professional standards, files and records maintenance, court case coordination, and other related activities. The Bureau is composed of seven divisions, including the following:

- Communications Division
- Inspections Division
- Personnel Services Division
- Planning and Research Division
- Records Division
- Safety Coordinator Division
- Training Division

Activities and functions within the Bureau, directed by an Assistant Chief, include:

- conducting personnel recruitment;
- preparing, analyzing, storing, and securing personnel files;
- providing safety and security programs for department facilities;
- coordinating matters regarding court case preparation and court appearances by department personnel;
- monitoring personnel performance;
- developing and operating training programs; and
- preparing, analyzing, and storing of police records.

General Order 99-03 clarifies some of the Bureau's responsibilities by noting that the commander of the Administrative Services Bureau is directly accountable to the Chief of Police for the proper administration, general management, and control of all matters related to the operation of the Bureau. In the current organization structure, the

position of Assistant Chief of the Administrative Services Bureau reports to the Deputy Chief of Police.

Objectives for the Administrative Services Bureau noted in the 2001 budget include:

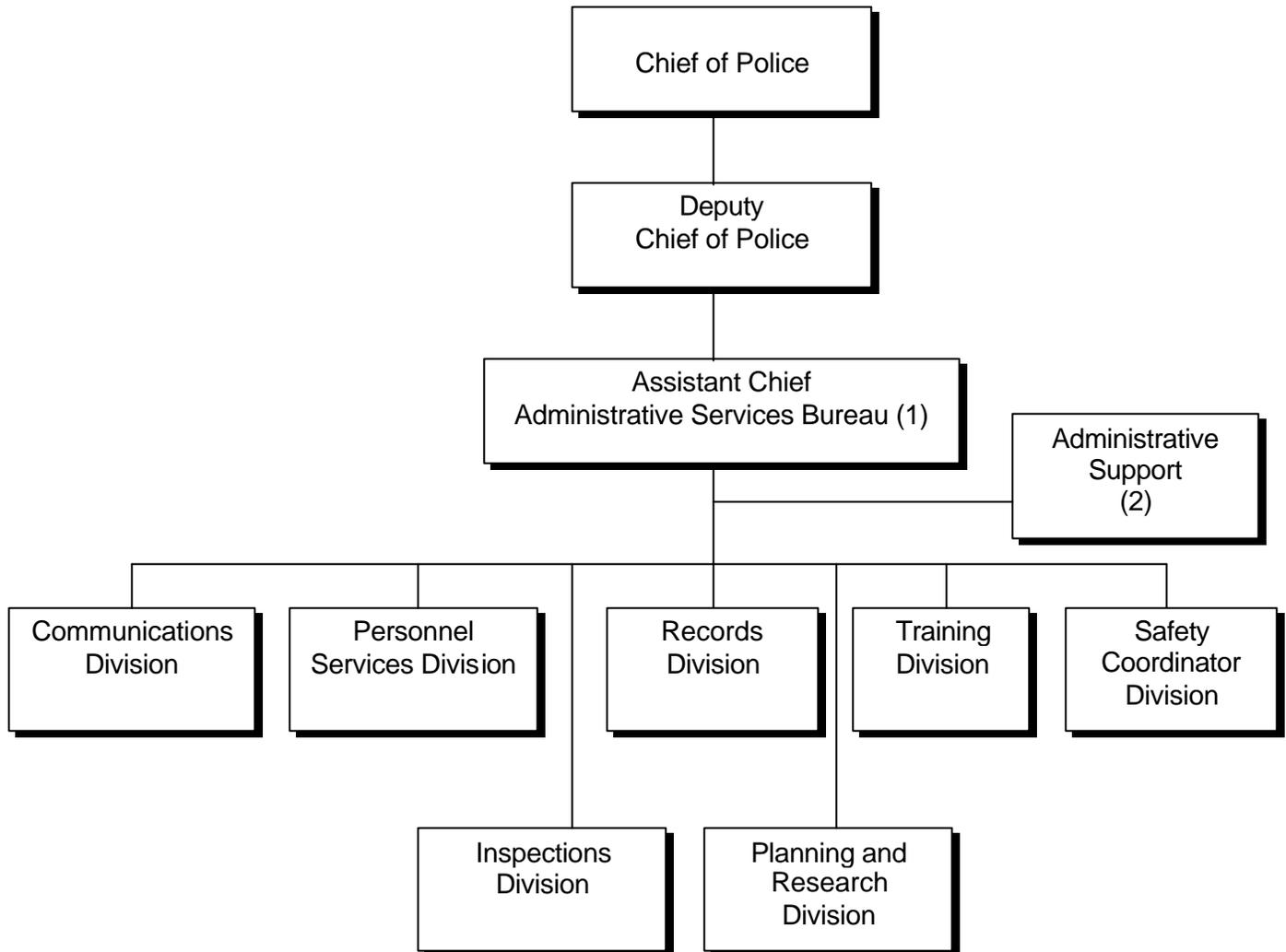
- Increase the percentage of minority Police Officer trainees hired;
- Increase training for personnel; and
- Have the Police Department mirror the racial makeup of the community.

An Assistant Chief, a sworn position, manages the Bureau. This position is assisted by a Police Executive Assistant position. An additional support position, Police Operations Assistant 3, is vacant.

The Administrative Services Bureau is organized into the seven divisions, as noted below. The organizational structure of the divisions is confirmed in report sections 5.1 through 5.7. The current organizational chart is shown as Exhibit 5-1.

In recommendations made in Chapter 4.0, Investigative Services Bureau, two current divisions of the ISB are proposed for reassignment to the Administrative Services Bureau. These are the Evidence Division and the Vehicle Impound Division. The last division, which was formerly part of the Evidence Division, is being proposed for reassignment as a section of the Evidence Division. These recommendations are reflected in Exhibit 5-14 at the end of this chapter.

**EXHIBIT 5-1
ADMINISTRATIVE SERVICES BUREAU
ORGANIZATION CHART**



FINDING 5-1

The Bureau Chief previously served in the role of Legal Advisor and continues to be relied upon for legal input and analysis. The Legal Advisor position that was eliminated was more than a legal position; it was, in effect, the administrative coordinator for the Chief, looking after the routine daily administrative affairs of the office. However, the reliance on the Bureau Chief for continuing legal advice impacts on the time available for him to focus on the Administrative Services Bureau.

RECOMMENDATION 5-1

The Department should demand less of the Bureau Chief as Legal Advisor. The appropriate assignment of such duties is for the attorney assigned to the Department from the Department of Law.

IMPLEMENTATION STEPS

1. The Police Chief should clarify the responsibilities of the Legal Advisor and the Assistant Chief.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

5.1 **Communications Division**

The Communications Division is responsible for developing and maintaining a system to receive and process all incoming requests for police services as well as for developing and maintaining systems to transmit information to various components of the department.

The Division is managed by a Lieutenant, who is assisted by five Communications Supervisors. Three of the Communications Supervisors are responsible for the three shifts. One of the supervisors directs a “quality assurance” or support section; the other supervisor is responsible for Division training. The Lieutenant reports to the Assistant Chief of the Administrative Services Bureau and is responsible for managing all matters related to the operation of the division.

The Communications Division operates a 24-hour per day, seven days per week operation. Three shifts (A, B, C) are deployed to cover all hours of operation. A Support

Section, directed by a Communications Center Supervisor, has been established to engage in quality assurance activities, conduct research for court cases, make duplicate tapes as needed, and ensure that generators and phones are in working order at all times. A Training Section, directed by a Communications Center Supervisor, is responsible for preparing new personnel to work as dispatchers.

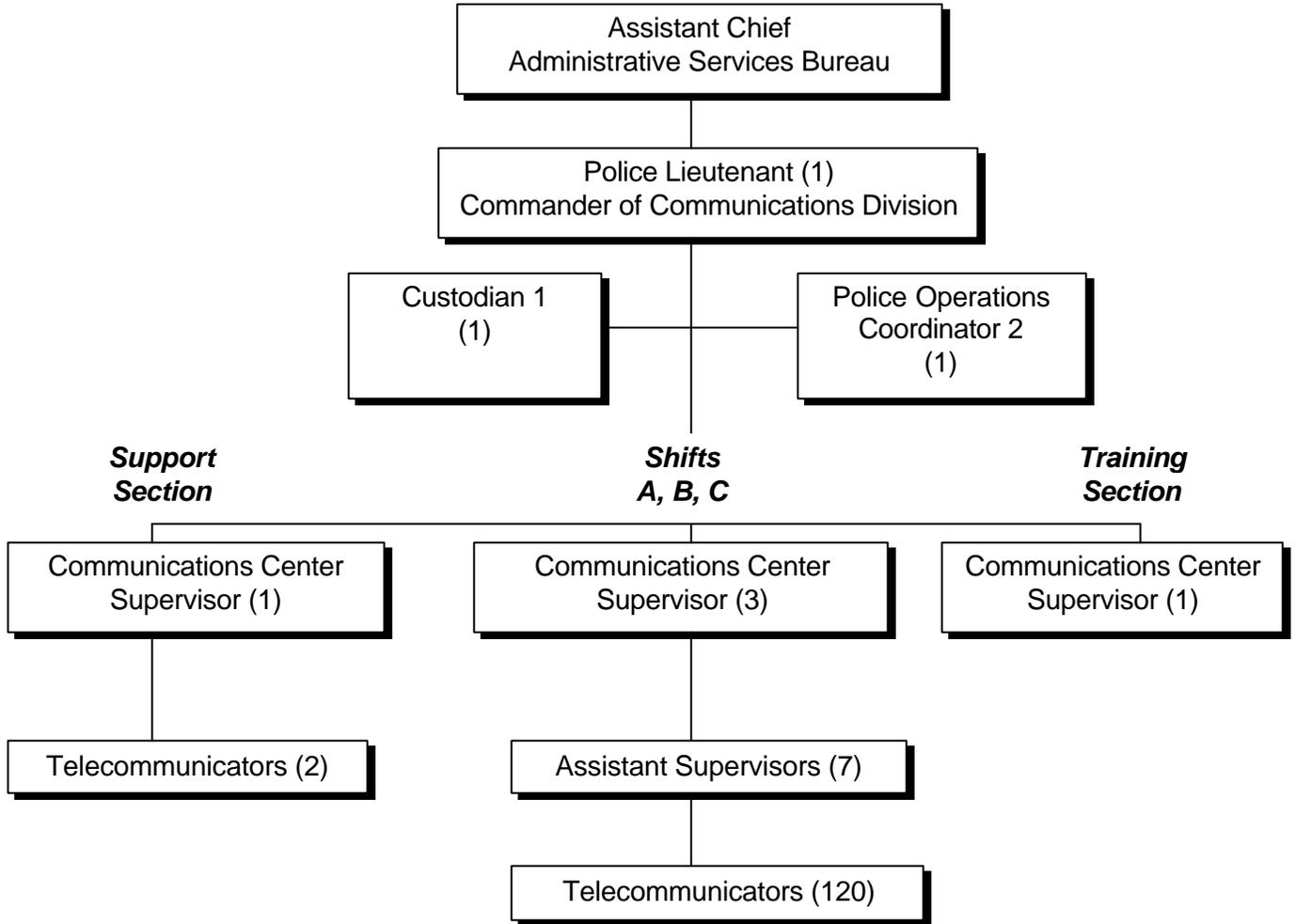
The Division has not established written goals that pertain to the delivery of emergency 911 services. No written performance standards were noted to the project team.

At the time of the initial interview in the Communications Division, there were 14 vacancies in the Telecommunicator I classification, and 25 people in training for a Telecommunicator position. Staff indicated that it takes approximately seven to eight months to fully train an individual for the position.

A Communications Center Supervisor supervises each shift. A Communications Center Supervisor also directs the Support Section and the Training Section. Only one position is sworn.

The organizational chart for this section is shown in Exhibit 5-2.

**EXHIBIT 5-2
COMMUNICATIONS DIVISION
ORGANIZATION CHART**



COMMENDATION

- Active work is being accomplished internally regarding quality assurance and telephone system upgrading.

The Gartner Group has conducted a major study of the E-911 system, and many concerns identified during our review of the operation have already been addressed by the previous study. We will confine our remarks in this area to those areas in which additional issues have been identified.

FINDING 5-2

The Division has not established written goals that pertain to the delivery of emergency 911 services. No written performance standards were provided to the project team. Informal goals include answering 911 calls within six seconds and nonemergency calls within 30 seconds.

RECOMMENDATION 5-2

Goals and objectives for the division should be prepared, as required by General Order 98-1 (on MPD Form 025) and adopted by the Police Department management. While this recommendation is a desirable goal for the entire organization, it is especially needed in the area of communications due to the criticality of the function. Standards of performance for service delivery should be developed and adopted by the Police Department management.

IMPLEMENTATION STEPS

1. The Assistant Chief for Administrative Services and the Communications commander should draft initial goals and objectives for consideration by Police Department management.
2. Police Department management should review and comment on the recommended goals and objectives.
3. Recommendations on goals and objectives for the Communications Division should be forwarded to the ECD Board.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-3

Security staffing at the communications facility is limited. Due to the configuration of the current facility and the current level of staffing, security at the center is inadequate. Security Officers cannot secure all parts of the facility with only one officer. A security check in the rear part of the facility creates an exposure at the entrance to the facility. This facility is one of the most valuable assets of the department and the city. It requires protection.

RECOMMENDATION 5-3

A second security position should be added to the facility. Depending on the manner in which the new communications facility is constructed and the related security actions taken to secure the building, the recommended level of staffing noted here may not be required in the new center. Until the new building is constructed, however, additional security is needed. Five positions are required for 24-hour staffing of one additional security position.

IMPLEMENTATION STEPS

1. Hire an additional five Security Officer positions for the Communications facility.

FISCAL IMPACT

The fiscal impact for five Security Officer positions, at an entry rate of \$24,000 plus benefits, is \$156,000, plus benefits.

FINDING 5-4

Enhanced expediting of calls during the evening and night shifts is needed. During the day shift, a sworn Lieutenant position is in charge of the Division. The presence of a sworn officer in the communications center has been effective in expediting calls and facilitating good relationships between dispatch staff and Police Officers. There are no sworn officers assigned to the communication center during the evening and night shifts.

RECOMMENDATION 5-4

Police Sergeant positions should be assigned to the evening and night shifts. These assignments should be made carefully, to ensure that the authority of the Dispatch Supervisor is not undermined. The Police Sergeant assignment is not conceived as a position with direct supervision. It should be designed as a facilitative position to preserve excellent communications and information exchange between Dispatchers and Police Officers on shift.

IMPLEMENTATION STEPS

1. Identify appropriate Sergeant positions to assign to the communications center.

2. Make Sergeant assignments from current sworn positions.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-5

Of the total calls, a substantial number of nonemergency calls are “junk” calls that reduce the productivity of dispatchers. While these types of calls will always exist in any emergency communications system, the volume of calls in Nashville is substantial, compared to the project team’s observations of other systems. New equipment is being considered that will enable staff to view the status of calls on the nonemergency lines. The number of “junk” calls to the Communications Center is perceived as one of the most significant operational concerns of Dispatch supervisors and staff. The problem is significant enough to warrant additional staff attention.

RECOMMENDATION 5-5

Methods to aggressively attack the problem of excessive nonemergency calls should be pursued in a multifaceted approach. The problem should be more fully documented and communicated to management through dispatch activity reports by the Support Section of the Communications Division. Alternative technology improvements should be identified and recommended to Police Department management. Creative changes should be explored through staff work, and methods to redirect calls to another location should be identified and implemented if practical.

Consideration should also be given to establishing a “311” nonemergency number. In other communities the use of 311 as a primary nonemergency reporting number, just like 911 is used for emergency reporting, has proven to be very helpful in reducing the number of nonemergency calls coming to the 911 lines.

Work teams should be established within the Division to identify alternatives to reducing the number of “junk” calls.

IMPLEMENTATION STEPS

1. The Support Section supervisor should develop documentation from existing data in report format for internal review.
2. Create an internal team of Dispatchers and supervisors to attack the specific problem of excessive “junk” calls.
3. The feasibility of establishing a “311” nonemergency number should be determined. If determined to be desirable, the 311 system should be established, preceded by a major public information campaign.

4. The internal team should develop a series of recommendations for Police Department management review.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-6

The percentage of abandoned E-911 calls is excessively high. In the experience of the project team through previous projects, the percentage of abandoned E-911 calls does not typically exceed 4 to 5 percent. The percentage of abandoned E-911 calls in Nashville has risen progressively over the past several years, from 3.14 percent during a nine-month period of 1998 to 5.68 percent during the same nine-month period of 2001. This level of abandoned calls should be cause for serious review throughout the chain of command. Communications staff attribute the increase to lack of staffing.

The Communications Division has been keeping track of the number of abandoned calls after 10 seconds. Exhibit 5-3 identifies some key data for that criterion.

**EXHIBIT 5-3
COMMUNICATIONS DIVISION
ABANDONED CALLS**

Performance Measure	Jan – Sep 1998	Jan – Sep 1999	Jan – Sep 2000	Jan – Sep 2001
Percentage of E-911 calls abandoned	3.14%	3.20%	5.13%	5.68%
Percentage of “other” calls abandoned	7.02%	7.38%	10.62%	12.85%

Source: Communications Division reports

RECOMMENDATION 5-6

MNPD management should aggressively pursue an answer to the increasing percentage of abandoned E-911 calls. Actions include identifying the true underlying cause of the increase, and producing a report identifying solutions.

IMPLEMENTATION STEPS

1. The Support Section supervisor should develop documentation from existing data in report format for internal review.
2. The Communications Commander should review the data and develop a series of recommendations for Police Department management review.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

5.2 Inspections Division

The Inspections Division is composed of three sections, including the Inspection Section, Court Appearances Section (composed of Court Appearances and Legal Resources units), and Facilities Security Section. This division is managed by a Commander who reports to the Assistant Chief of Administration.

The primary objectives of the Inspections Division include:

- the review of police department personnel compliance with rules, regulations, policies, procedures, and other directives of the department;
- the maintenance of a comprehensive program regarding court appearances by department personnel; and
- the maintenance of an effective program to ensure the security of department facilities and enforce parking regulations in and around those facilities.

The staff inspections program of the Inspections Section is designed to evaluate the appearance, conduct, and duty performance of personnel and the condition of equipment and facilities, determine the manner in which line personnel discharge their supervisory duties, and determine the degree of compliance with department directives. Staff conduct field inspections to determine the efficiency of field operations, evaluate department operating procedures and their effect, and recommend changes in department operations. Staff receive, sort, analyze, and file tachograph reports as part of their duties. Tachograph reports indicate the speed of the patrol car, and whether or not emergency lights on the patrol car are in operation.

The Court Appearance Section ensures the attendance of personnel in all judicial proceedings by distributing subpoenas or otherwise making official notifications,

maintaining records of document notifications, and reporting to the commander any person who fails to appear in court. Staff also approve compensation for appearances by department personnel; audit court appearance compensation records; report personnel for noncompliance with the rules, regulations, policies, and procedures of the department; assign traffic court dates for all uniformed police officers; and appear before the Grand Jury to present driver's license cases.

The Facilities Security Section provides security to the Communications Center and the Police Administration building. Staff includes non-sworn Property Guards. One civilian assigned to the section handles the security of access keys for the department.

The Inspections Division is staffed by 38 positions. Ten of the positions are sworn positions. The organizational chart for this division is shown as Exhibit 5-4.

COMMENDATION

- The Inspections Unit is highly organized.

FINDING 5-7

The division has not established written goals that pertain to the delivery of services within the division. Without written goals, it is impossible to track the intended performance of the division.

RECOMMENDATION 5-7

Goals and objectives for the division should be prepared (as required by General Order 98-1) on MPD Form 025. This division is one of the most organized and focused divisions within the Administrative Services Bureau. However, the development and adherence to written goals and objectives is a highly desirable action.

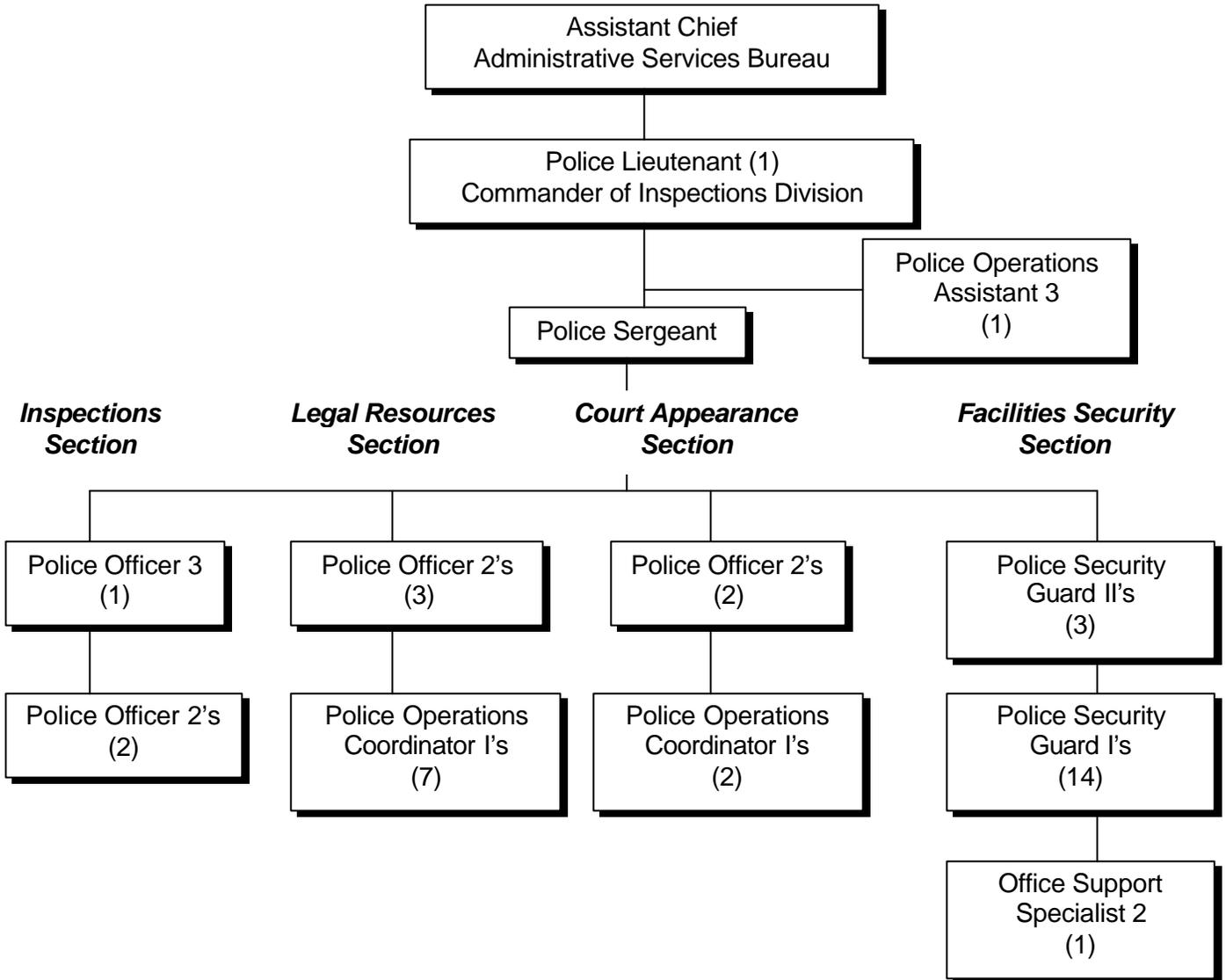
IMPLEMENTATION STEPS

1. The Inspections Lieutenant should work with staff to prepare a set of goals and objectives in accordance with MPD Form 025.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

**EXHIBIT 5-4
INSPECTIONS DIVISION
ORGANIZATION CHART**



FINDING 5-8

MNPD makes extensive use of Tachographs. The receipt, sorting, and filing of tachograph charts/activity sheets is a daily task performed by officers assigned to the Inspections Unit (114,612 in 2000). This activity requires a daily time commitment of several staff hours of Police Officers assigned to Inspections. The tachographs provide information concerning the speed of operation of patrol vehicles and whether emergency lights and siren were activated.

The tachograph information is used to verify vehicle speed and use of emergency equipment when complaints are received or when accidents occur. This information has been useful in both proving and disproving allegations against officers and in the defense of lawsuits.

RECOMMENDATION 5-8

Continued use of tachographs should be evaluated. While the use of tachograph charts and production of activity sheets is at times helpful, this information is not used frequently. Due to the labor involved in maintaining this type of information, this is an unusual practice in police departments. When the computer aided dispatch (CAD) system will enable the use of automatic vehicle locators, and when it can accommodate information about travel time and vehicle speed, there will no longer be a need to maintain tachographs. When the CAD system upgrades can be achieved, the use of tachographs should be discontinued. Metro should evaluate the benefits of using tachographs in the interim. Ceasing the use of tachographs and the subsequent elimination of chart filing will enable Police Officers assigned to Inspections to conduct a greater number of staff inspections.

IMPLEMENTATION STEPS

1. The department should pursue obtaining CAD enhancements to replace the information now provided by tachographs.
2. When the CAD system is upgraded, the Assistant Chief of Administrative Services should direct that the practice of reviewing, sorting, and filing tachograph charts be stopped.

FISCAL IMPACT

There is no fiscal impact for this recommendation. CAD enhancements are being planned. The proposed automatic vehicle locator system should be part of these enhancements.

FINDING 5-9

The functions of legal assistance and court preparation and appearances are distinct functions from staff inspection functions. Further, Legal Resources has an unusual organization structure. Two Police Officers, who are lawyers, are in charge

depending on the shift. Communication on legal matters is primarily through the Assistant Chief, not the Sergeant or Lieutenant.

RECOMMENDATION 5-9

Legal Resources section should be entitled Legal Services Division. It should be directed by a sworn supervisor with legal training, seek out greater coordination with the District Attorney's office, consider bringing in a member of the District Attorney's Office, and report directly to the Assistant Chief of the Administrative Services Bureau. See proposed organizational chart shown in Exhibit 5-5. A revised organizational chart for the proposed makeup of the Inspections Division is shown as Exhibit 5-6.

IMPLEMENTATION STEPS

1. Create a Legal Services Division through order of the Chief of Police.
2. Identify an appropriate incumbent at the Lieutenant level to fill the position of division commander for Legal Services.
3. Make the assignment to the Lieutenant position.

FISCAL IMPACT

Through transfer from within the Department, there would be no fiscal impact for this recommendation.

FINDING 5-10

The number of sworn versus non-sworn positions is slightly out of balance. Specifically, in the Court Appearance section, there is no compelling reason for the assignment of Police Officers to this function.

RECOMMENDATION 5-10

The two sworn positions (Police Officers) in the Court Appearance section should become civilian positions. The positions should be changed to one Police Operations Coordinator 2 and one Police Operations Coordinator 1. The Police Officer positions should be reassigned. Positions in the Inspections section should remain as sworn positions.

IMPLEMENTATION STEPS

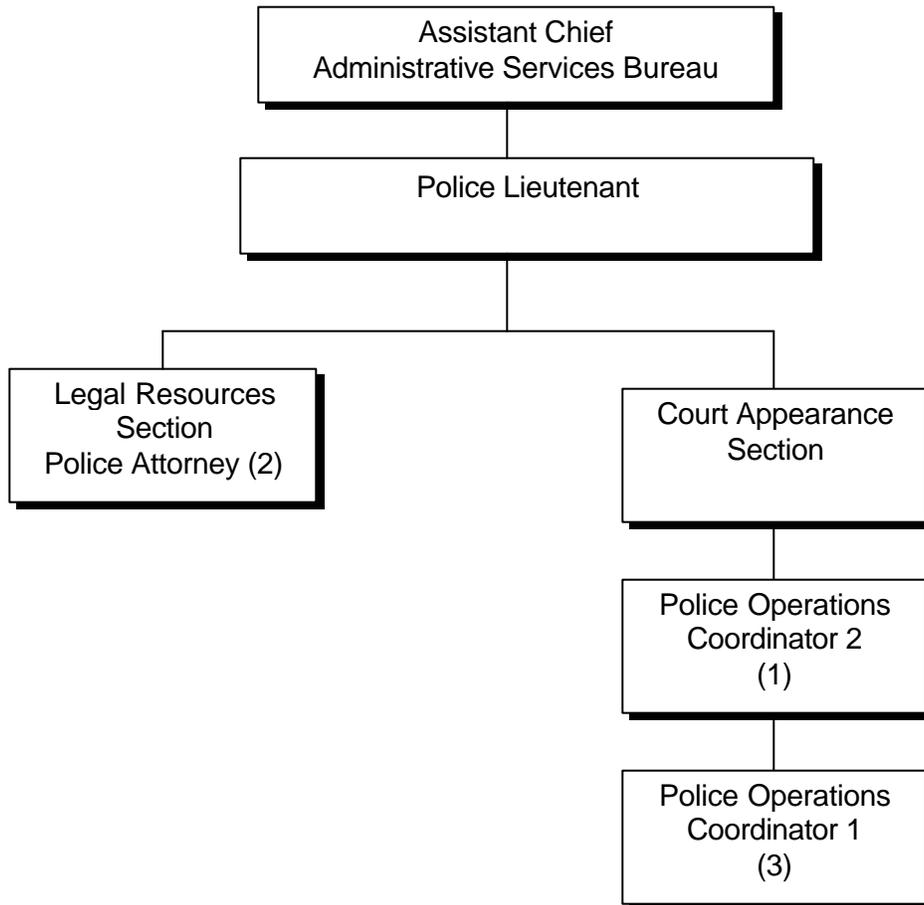
1. Incumbents in the sworn positions in Court Appearances should be reassigned to a unit requiring sworn personnel.
2. Appropriate vacant positions should be restructured to a Police Operations Coordinator 2 and a Police Operations Coordinator 1.

- 3. The Police Coordinator positions should be filled by qualified personnel.

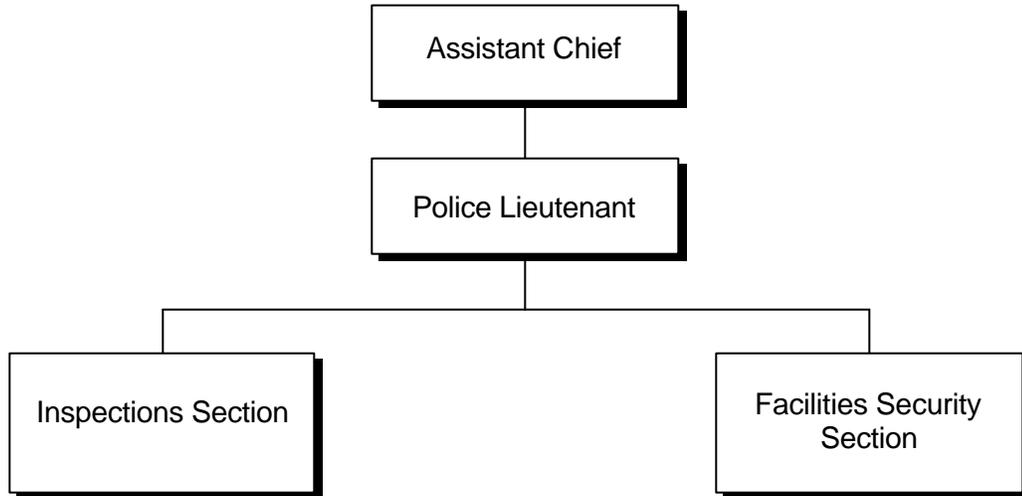
FISCAL IMPACT

There will be no fiscal impact if positions are filled by reassignments.

**EXHIBIT 5-5
PROPOSED ORGANIZATIONAL CHART
LEGAL SERVICES DIVISION**



**EXHIBIT 5-6
PROPOSED ORGANIZATIONAL CHART
INSPECTIONS DIVISION**



5.3 Personnel Services Division

General Order 99-03 indicates that the primary objectives of the Personnel Division are to develop and maintain efficient personnel records, prepare and maintain job descriptions, and develop and maintain an efficient personnel payroll system. The Personnel Division also notifies supervisors regarding performance evaluations, manages elements of the payroll program, documents personnel changes, interprets rules and regulations for employees, and manages the secondary employment program.

The Personnel Division is managed by a Captain. There are three organizational units within the Division. They are:

- **Payroll Section:** Employees in this section are responsible for verifying time submittals for employees, confirming personnel changes and data changes for payroll purposes, ensuring that the proper funds are billed for employee time worked, and preparing payroll authorization reports for Metro Human Resources.
- **Personnel Section:** Employees in this section process applications for civilian positions, conduct background checks for civilian positions, maintain employee files, post announcements for civilian

and sworn positions, monitor interviews of potential employees, and handle personnel transaction documentation.

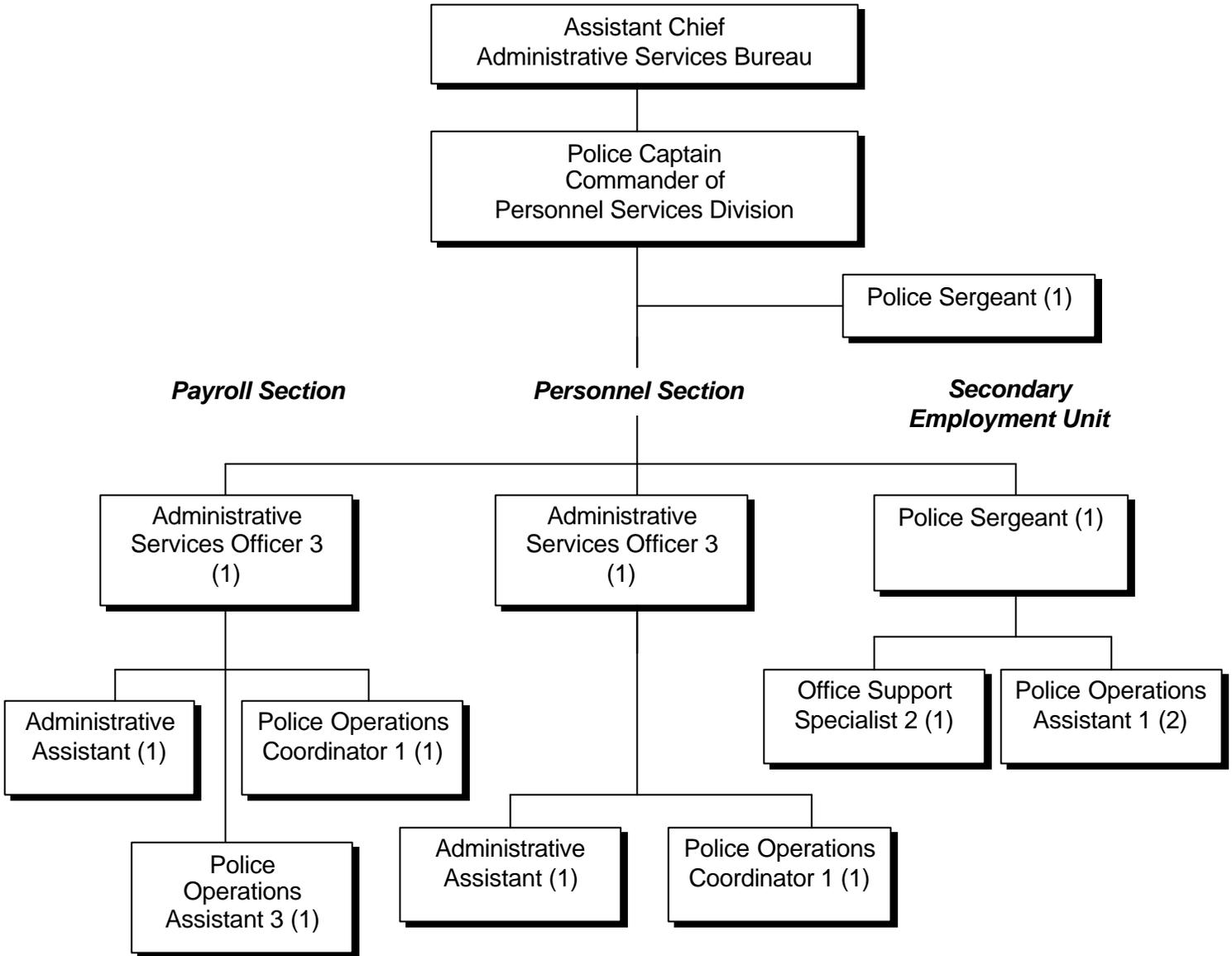
- **Secondary Employment Unit:** Employees in this unit administer the secondary employment program for the department. This responsibility includes the preparation, analysis, storage, and security of individual personnel extra-duty and/or secondary employment records including current residence, telephone, and other vital statistics; application and background information; records of extra-duty job attendance; records of reprimands, suspensions, and dismissals; and other records that may be required.

The Captain is directly accountable to the Assistant Chief of the Administrative Services Bureau for the proper administration, general management and control of all matters related to the operation of the division.

No written performance standards or workload indicators were provided to the project team for the Personnel Services Division. The Personnel Section does maintain approximately 2,000 personnel files for the Department. The Payroll Section has maintained daily logs in the past, but does not do so now. The function is driven by the demands of the payroll schedule. Secondary Employment staff have indicated that 43,484 hours were billed during the year 2000, and that over 100 requests for secondary employment are provided to the Secondary Employment Unit each day for handling.

The current organizational chart is shown as Exhibit 5-7.

**EXHIBIT 5-7
PERSONNEL SERVICES DIVISION
ORGANIZATION CHART**



FINDING 5-11

The division has not established written goals and objectives that pertain to the delivery of services within the division. There was also no organization chart or mission statement made available to the study team.

Recommendation 5-11

Prepare goals and objectives for the division (as required by General Order 98-1) on MPD Form 025. This recommendation is also presented as a departmentwide goal for the Police Department. The development and adherence to written goals and objectives is a highly desirable action.

IMPLEMENTATION STEPS

1. The Assistant Chief for Administrative Services and the Personnel Services commander should draft initial goals and objectives for consideration by Police Department management.
2. Police Department management should review the recommended goals and objectives.
3. Goals and objectives should be formally adopted.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-12

Standard operating procedures for the Personnel Section are not updated. Without updated operating procedures the personnel of the section are without guidance for daily operations.

RECOMMENDATION 5-12

Document major procedures for significant work processes in manual format for the Personnel section. Areas of need include the processing of applications, file maintenance, posting of announcements for positions, methods of conducting background checks, and methods for monitoring interviews of candidates.

IMPLEMENTATION STEPS

1. The Personnel Services Commander and staff should develop major procedures for application processing.
2. The Personnel Services Commander and staff should develop major procedures for maintenance of personnel files.
3. The Personnel Services Commander and staff should develop major procedures for the posting of announcements for open positions.
4. The Personnel Services Commander and staff should develop major procedures for the conduct of

background checks on potential candidates.

5. The Personnel Services Commander and staff should develop major procedures for interviewing candidates.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-13

The incumbent Captain does not have formal training or background in personnel services or human resources. The human resources field is a very specialized one. Sworn supervisors will not be likely to have the background and experience to handle this position effectively. The current incumbent does not have sufficient training in this area. There is no compelling reason to have a sworn officer directing the Personnel function. It is common in police organizations this size for the human resources function to be commanded by a non-sworn human resources professional.

RECOMMENDATION 5-13

The Personnel Division commander should be provided with formal training in human resources. In the longer term, this division should be commanded by a non-sworn employee with a strong professional human resources background. In the short term, the current Captain in charge of this division should be provided with training opportunities in the human resources field. Ultimately, this area should be placed under the direction of a non-sworn employee with a strong professional human resources background.

IMPLEMENTATION STEPS

1. The Captain should be provided specific human resources training.
2. A highly qualified Personnel Services commander should be recruited and hired.

FISCAL IMPACT

Short-term training costs can be absorbed within the funds already available and/or recommended. The long-term need to acquire a qualified human resources professional to direct the Personnel Section would require an annual salary of \$60,000, plus benefits, totaling \$78,000.

FINDING 5-14

Background checks for sworn positions are conducted by recruiters organizationally located in the Training Division. The Personnel Division conducts background checks for civilian positions. The training Division recruiter does not

have sufficient time or staff to conduct comprehensive background checks. In addition, recruitment and checking of applicant backgrounds are typically treated and managed as personnel or human resources functions.

RECOMMENDATION 5-14

The two recruiter positions in Training should be transferred to Personnel Services and a Recruitment Section should be established. Recruiting and Training are separate and distinct functions within Human Resources and should be organized accordingly. The section should be staffed with two Police Officers.

IMPLEMENTATION STEPS

1. Establish a Recruitment Section within Personnel Services Division.
2. Reassign the recruiter from the Training Division and assign an additional Police Officer to the Recruitment Section.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-15

There is some similarity of functions with Metro Human Resources in terms of file maintenance, processing of applications, and handling of the hiring process. Areas of duplication are limited, and are primarily in file maintenance.

RECOMMENDATION 5-15

An electronic file management system that would be shared by Metro HR and the Police Department should be implemented to eliminate duplicate sets of files and to alleviate storage problems.

IMPLEMENTATION STEPS

1. Work closely with Information Technology staff to establish a shared electronic file management capacity.

FISCAL IMPACT

There is no fiscal impact for this recommendation, as Metro is in the process of acquiring a governmentwide system.

FINDING 5-16

There is duplicate data entry being performed to process the payroll. There are 39 offices entering payroll data in the “Majic” system that is then “validated” and corrected as needed by the Police Payroll section. A chief function of police payroll is to “take away” or reduce accrued time from submitted data to ensure accurate pay amounts. Data are then sent to central payroll for review and ultimate paycheck production. Other Metro departments are able to upload data through the central Metro finance Fastnet system. In the Police Payroll section this is not possible, resulting in an excessive amount of duplicate data entry and verification due to inefficient software relative to system demands. This results in many hours of added work per pay period. Limitations of the police payroll system also limit operational scheduling flexibility.

RECOMMENDATION 5-16

A higher priority needs to be placed on finding an enhanced automated solution for the Police payroll processing that will automatically interface with payroll. The duplicate data entry now required by the incompatible systems needs to be eliminated. There is a Fastnet “labor management” module being brought on line for all Metro agencies. This module should be evaluated to determine if it can replace the current MNPd system, allowing the use of only one system for processing payroll.

IMPLEMENTATION STEPS

1. The Office of the Chief should identify this need as a high priority and ensure that greater attention is placed on resolving the problem.
2. An evaluation of the upcoming Fastnet labor relations module should be conducted to determine if duplicate payroll data entry can be eliminated.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-17

Secondary employment billing and risk management practices should be evaluated. Currently, all assignments involving an off-duty officer plus a Metro marked police vehicle are required to be scheduled and billed through the Police Secondary Employment Unit (SEU). Other off-duty assignments are also scheduled through the SEU at the discretion of the business requesting security, but since most off-duty assignments do not involve the use of a Metro vehicle and since the rates charged through the SEU are relatively high, the SEU schedules only an estimated 10 percent of all off-duty assignments. Using full cost recovery, the hourly rate for an officer starts at \$44.

Federal law does not require that officers’ time worked through the SEU on non-Metro security jobs be included with regular time worked for the purposes of overtime pay, but

the rate Metro pays approximates the overtime rate of pay. The resulting pricing structure makes the hiring of Metro officers through the SEU higher than it has to be to recover necessary costs. The decision to pay this rate was based partly on the fact that the overtime rate of pay does have to be paid to officers working off duty for other Metro agencies, and the Department administration believed that officers would be reluctant to take off-duty assignments for private businesses scheduling work through the SEU when they could earn overtime for off-duty Metro agency jobs.

Another issue surrounding the SEU is Metro's exposure to liability when officers work off-duty security jobs that do not go through the SEU. Since Metro can be found to be liable for actions of off-duty police officers working for private businesses, the question of whether all secondary employment should be scheduled and billed through the SEU in order for Metro to be compensated for the risk of loss often arises. An equally important issue is whether off-duty officers would be better protected in the event of injury or other events if they worked all private security jobs through Metro.

It should be noted that our review of peer agencies revealed no established standard practice for the management of off-duty police employment, and Metro's practices are not unusual.

RECOMMENDATION 5-17

The Police Department should work with the Metro Legal and Finance Departments to evaluate Secondary Employment practices.

Metro should consider whether alternative approaches to secondary employment practices would be beneficial. This evaluation should include consideration of the SEU rates paid to officers working off duty for private businesses and whether adjusting those rates to make the hiring of officers through the SEU more competitive, while still recovering all costs, would be advantageous to Metro and the officers. Metro should also ensure that secondary employment, whether through the SEU or through private security companies, is managed in a manner that minimizes Metro's exposure to liability.

IMPLEMENTATION STEPS

1. The Chief of Police should direct the Strategic Deployment Division, in conjunction with the Metro Legal and Finance Departments, to conduct an evaluation of the current Secondary Employment Program.
2. The review should evaluate current practices and rates and should explore the benefits and costs of expanding the scope of the current SEU.
3. Establish appropriate policies and rates.
4. Implement.

FISCAL IMPACT

There will be no fiscal impact from this review.

5.4 Planning and Research Division

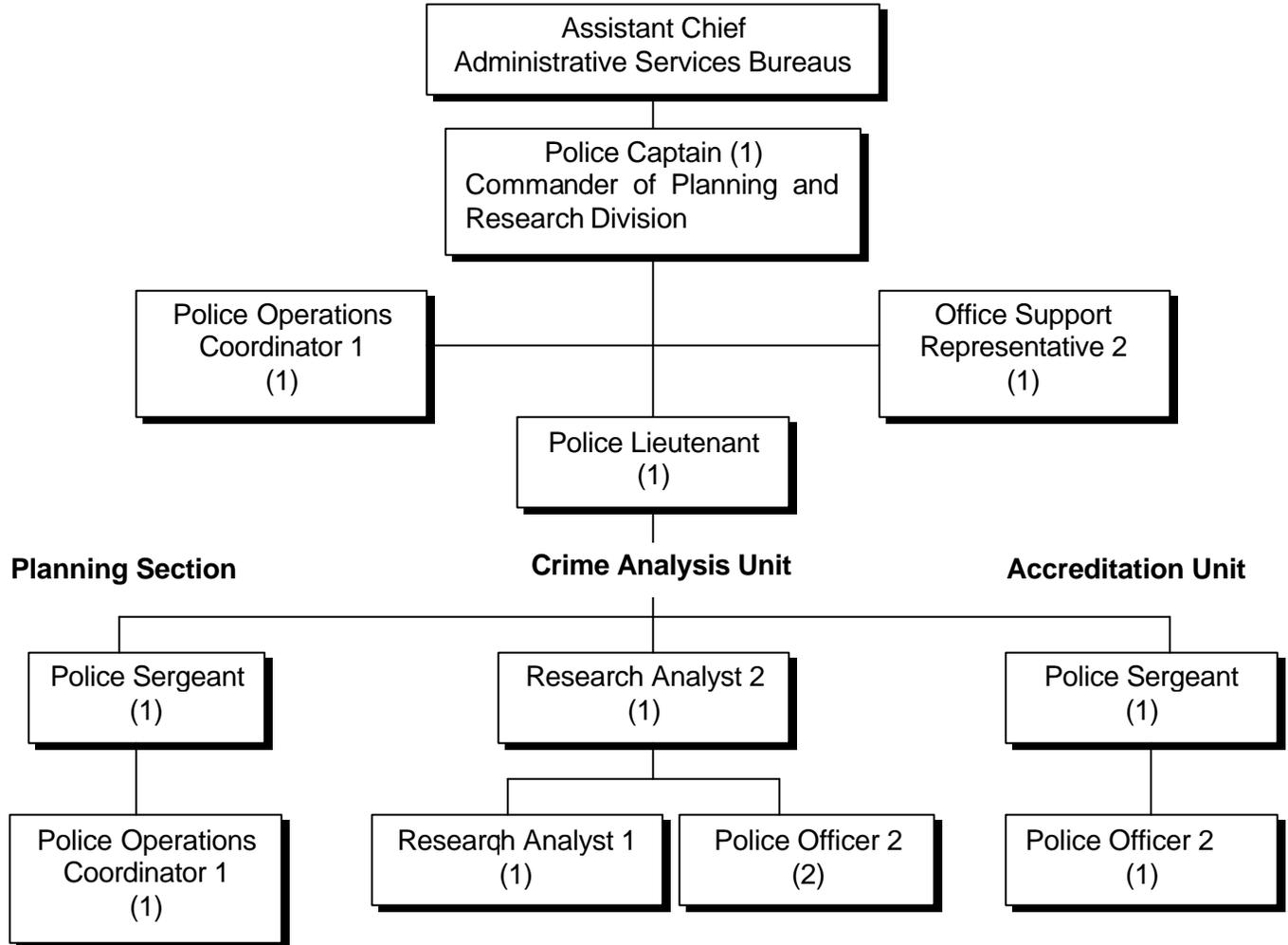
The Planning and Research Division is composed of a Planning Section, a Crime Analysis Unit, and an Accreditation Unit. An organizational chart for that division is provided as Exhibit 5-8. A Captain manages the Division. Seven of the total number of positions (12) are sworn. The major functions being performed within the division include the preparation of general, special, and procedural orders for consideration by police management, the conduct of special research projects, the analysis of crime data, and the management of documentation for the accreditation update anticipated in 2002. General Order 99-03 indicates that the primary objectives of the **Planning Section** include:

- review and analysis of all available data to aid in the formulation of long- and short-range plans, and developing policies and procedures and other regulations regarding the operation of the department;
- development and control of departmental forms, written directives, and other printed material;
- examination of proposed procedural changes to determine if they conflict with established policies and accreditation standards; and
- research and development of grant applications as well as the maintenance of all approved grants;

General Order 99-03 indicates that primary objectives of the **Crime Analysis Unit** are to:

- collect, collate, and analyze crime data within the jurisdiction of the department in order to identify problem areas to facilitate the effective deployment of departmental resources;
- disseminate analyzed crime information to the appropriate components;

**EXHIBIT 5-8
PLANNING AND RESEARCH
ORGANIZATION CHART**



- analyze feedback in order to evaluate program effectiveness; and
- develop and maintain a special record file designed to provide analytical information concerning criminal matters.

The primary objectives of the **Accreditation Unit**, as noted in General Order 99-03,

include:

- enhance department effectiveness and efficiency in the delivery of law enforcement services;

- improve cooperation and coordination with other law enforcement agencies and other components of the criminal justice system; and
- increase citizen and employee confidence in the goals, objectives, policies, and practices of the department.

Staff indicated that there were a total of nine grants in place at the current time with a value of over \$2 million. Grant management is being handled by the Lieutenant position within the division.

No written performance standards or workload indicators were provided to the project team for the Planning and Research Division. Examples of reports were provided and reviewed. The accreditation process and documentation must be managed in a timely manner to ensure success.

COMMENDATION

- The accreditation process is on schedule.

FINDING 5-18

The work being performed in this division is not focused on long-term planning. Long-term police planning or multiyear research is not accomplished within the Research and Planning Division. The activities relate more to general order development, special projects related to review of criminal activity, and accreditation. Staff assigned to the precincts conduct street level crime analysis. Information Services Division is the clearinghouse for officer reports and generates “canned” reports, while Research and Planning Division generates more specialized reports from command staff requests. There is overlap, not duplication. There is limited synergy between the Information Services and Planning and Research staffs.

RECOMMENDATION 5-18

Research and Planning staff should be reassigned to the proposed Strategic Deployment Division. The newly created division should be tasked with a mission to accomplish planning and research that is long-term in scope, along with other recommended functions. Special projects requested by command staff should remain as part of the mission; however, inclusion of projects should meet strict guidelines to be included.

IMPLEMENTATION STEPS

1. Transfer Research and Planning staff to the Strategic Deployment Division.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-19

There is an excess number of sworn positions in Crime Analysis. Crime Analysis positions (4) currently include two sworn positions. There is nothing to compel these positions to be sworn.

RECOMMENDATION 5-19

The two sworn positions currently assigned to the Crime Analysis section should be designated as civilian positions skilled in analysis. Incumbents with appropriate backgrounds should fill these staff positions. These positions and the Crime Prevention function are proposed for transfer to the Uniform Services Bureau.

IMPLEMENTATION STEPS

1. Transfer the two sworn positions in Crime Analysis to Uniform Services.
2. Evaluate the need for qualified crime analysis personnel to be added to Strategic Deployment.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

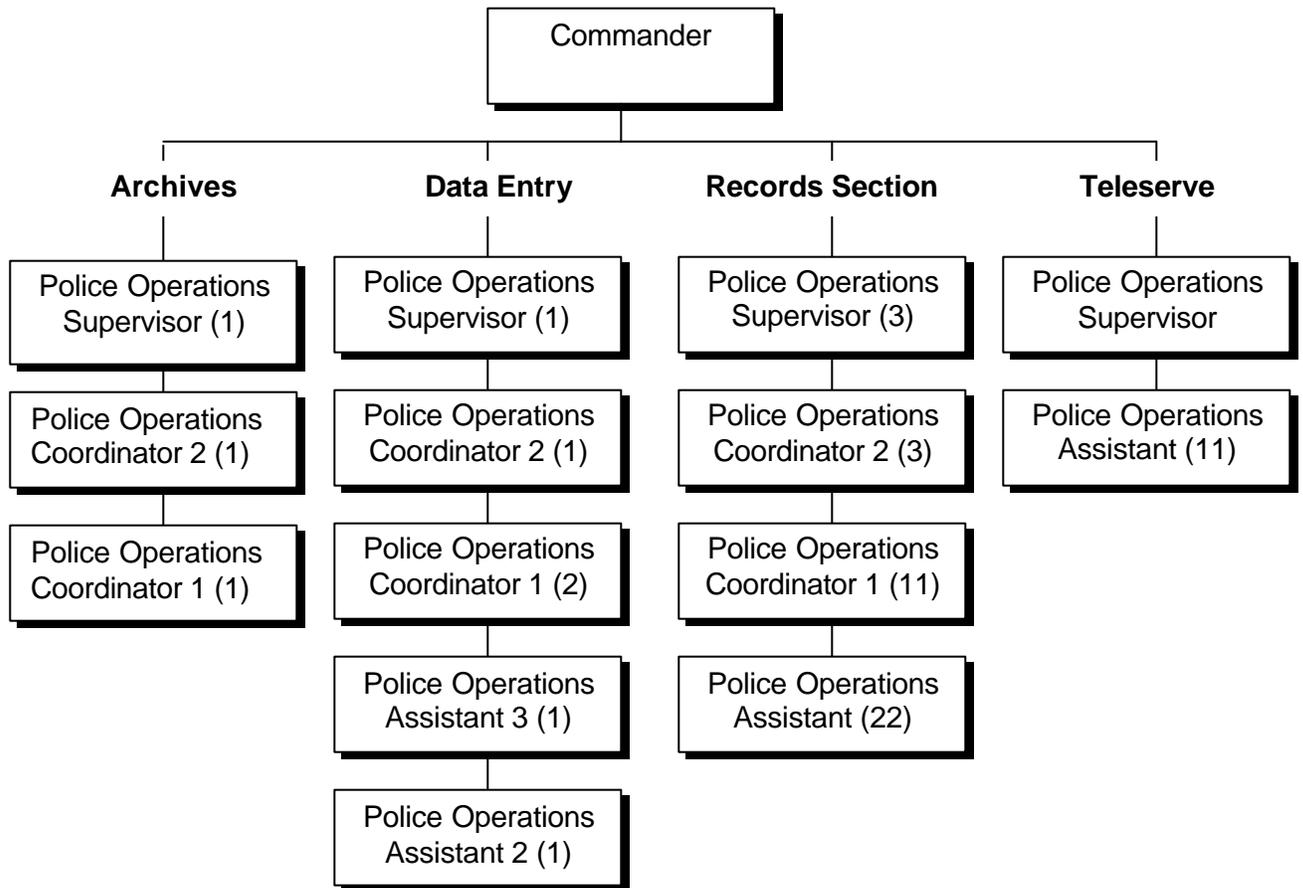
5.5 Records Division

The Records Division is composed of three sections and a unit. These include the Records Section (A, B, and C shifts), Teleserve Section, Data Entry Section, and Archives Unit. The primary objective of the Records Division is to develop and maintain law enforcement records required to transact the official business of the department. The Data Entry Section compiles and enters facts and information derived from department reports into the computer system. The Teleserve Section screens specified calls for service to determine if an investigation at the scene of the incident will be beneficial in its resolution. The Archives Unit stores and maintains all department records that are to be kept for future reference, and the destruction of those records that are no longer needed.

The commander of the Records Division is directly accountable to the commander of the Administrative Services Bureau for the proper administration, general management, and control of all matters related to the operation of the division.

The Records Division is staffed by 63 positions. Three of the positions are sworn positions. The current organizational chart is shown as Exhibit 5-9.

**EXHIBIT 5-9
CURRENT ORGANIZATION CHART
RECORDS DIVISION**



COMMENDATION

- The Archives Unit has made improvements in its physical environment and in its ability to retrieve records efficiently.

FINDING 5-20

Standard Operating Procedures for the Division are not updated. No written performance standards were provided to the project team for the Records Division.

RECOMMENDATION 5-20

Standard Operating Procedures for the Division should be updated. Included within the SOPs should be expected performance standards.

IMPLEMENTATION STEPS

1. Record Division management and staff should work in appropriate teams (within work units) to update SOPs.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-21

The current manager of the Records Division is sworn, but brought no background in records management to the position. There is no compelling reason for management of the division to be sworn. A manager of this function should have substantial background in the field.

RECOMMENDATION 5-21

A highly experienced incumbent should be sought to direct the Records Division. This should be a high priority for the Department. The Department should make the position high enough in the pay structure to obtain the needed experience. Certification as a Police Officer would be helpful but should not be mandatory.

IMPLEMENTATION STEPS

1. Reassign the Police Lieutenant to a unit requiring sworn personnel.
2. Recruit and hire a highly qualified Records Commander.

FISCAL IMPACT

A highly qualified Records Commander will require an estimated \$60,000 in annual salary, plus benefits, with a total fiscal impact of \$78,000.

FINDING 5-22

Scanning technology is not being utilized due to computer limitations. A scanning system was recently implemented; however, due to limited memory in the hard drive of

the assigned computers, the advantages of scanning are not realized. Manual work is used rather than using the scanning equipment.

RECOMMENDATION 5-22

Substantial emphasis needs to be placed on ensuring that the scanning capacity for the division is maximized in order to reduce inefficient manual processes. For actions that are taken to address this problem, they should be accomplished in conjunction with the efforts being made Metrowide.

IMPLEMENTATION STEPS

1. The Records Division Commander should focus administrative efforts on coordinating an effective implementation of scanning technology.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-23

Process for input of data for police reports is not efficient. An estimated 35 reports are returned each week from the data entry section to command staff for corrections prior to input in Data Entry. This is due to either incomplete reports or inaccuracies in the reporting of events. The reports are reviewed for completeness by supervisors in Data Entry prior to entry by Police Operations Assistants. Further, incident, profiling, and accident reports are completed by Police Officers, by hand, in the field, and then provided to Data Entry for input.

RECOMMENDATION 5-23

Accident and profiling reports should be completed by Police Officers in the field through laptops. Incident reports should be completed by Officers in the field to the extent possible. Further, Police Sergeants should be held fully accountable for accuracy in reporting. These changes would reduce the number of data entry staff needed to a core of four data entry positions, rather than the current 11 data entry positions. The function would be managed by the Police Operations Supervisor, assisted by the Police Operations Coordinator 2 position.

IMPLEMENTATION STEPS

1. A sufficient number of laptops should be provided to make the goal of field reporting a reality.
2. As implementation of laptops and field input progresses, the number of data entry staff should be closely monitored for reduction.

FISCAL IMPACT

The cost of laptops and other information systems equipment has been addressed elsewhere in this report. Although the number of data entry staff would be reduced through full implementation, other areas of Records require additional staff, with the result that there would be no net increase or decrease in the number of support positions.

FINDING 5-24

There is unnecessary work duplication in Data Entry processes. Since February 2000, the Department has submitted reports to both UCR (Uniform Crime Reporting system) and the Tennessee Incident Based Reporting System (TIBRS). In addition to the duplication of work effort, this also increases the potential for error, as data entry staff must backtrack several screens and “X out” two or three crimes if there is more than one committed crime in the report.

RECOMMENDATION 5-24

Crime data reporting should be performed through the Tennessee reporting system rather than both UCR and state systems. This change will require less data entry time (up to three days of staff time per month) and make the department more consistent in its reporting with other agencies.

IMPLEMENTATION STEPS

1. The Chief of Police should direct staff to report according to the demands of the Tennessee reporting system rather than both the UCR and state reporting systems.

FISCAL IMPACT

This is a productivity improvement recommendation. There is no fiscal impact for this recommendation.

FINDING 5-25

The Teleserve function is not staffed from midnight to 7:30 A.M. A backlog is created nearly every night due to the 20 to 30 calls that occur during the midnight shift. The lack of response during the midnight shift may also result in inaccuracy of reporting if the person is not contacted until another shift or another day. The timely reporting of criminal offenses is critical to ensure immediate notification to field personnel and therefore potential capture of criminals. Quick reporting can also serve to mitigate further criminal acts.

RECOMMENDATION 5-25

The midnight shift for the Teleserve function should be staffed. Two Police Operations Assistant positions should be added to the shift.

IMPLEMENTATION STEPS

1. As implementation of data entry changes are made and the number of data entry personnel is reduced in Data Entry, two staff may be added to the Teleserve function.

FISCAL IMPACT

There is no net fiscal impact for this recommendation.

FINDING 5-26

The NCIC function (National Crime Information Center) is not staffed on a 24-hour basis. Staff is not assigned to this function other than during the day shift. As a result, reports that should be input during evening and night shifts will sit idle until the following day. Typically, there are between five and 25 stolen car reports that need to be input by the next morning. Delayed reporting of such cases can result in “cold” follow-up in the attempt to find perpetrators. Additionally, stolen cars may also be used for other criminal activity. The peer study found that Nashville has a high incidence of stolen cars.

RECOMMENDATION 5-26

The NCIC activity, as part of the Records Section, should be staffed on a 24-hour basis. This would require the assignment of at least two additional positions to the Records Section.

IMPLEMENTATION STEPS

1. As implementation of data entry changes are made and the number of data entry personnel is reduced in Data Entry, two staff may be added to the NCIC function.

FISCAL IMPACT

There is no net fiscal impact for this recommendation.

FINDING 5-27

There is no compelling reason for staff within the Archives section to be sworn positions. There are currently one Police Sergeant, one Police Officer 2, and one Police Operations Coordinator 1 positions that work in Archives.

RECOMMENDATION 5-27

The two sworn positions in the Archives section should be non-sworn positions. The sworn positions now assigned to Archives are not required. There are no duties associated with these positions that require certification as a police officer. These positions should be reassigned.

IMPLEMENTATION STEPS

1. Eliminate the Police Sergeant and Police Officer 2 positions.
2. Establish Police Operations Supervisor and Police Operations Coordinator 2 positions.

FISCAL IMPACT

There will be no fiscal impact from this recommendation.

Summary of Records Division Staffing Recommendations:

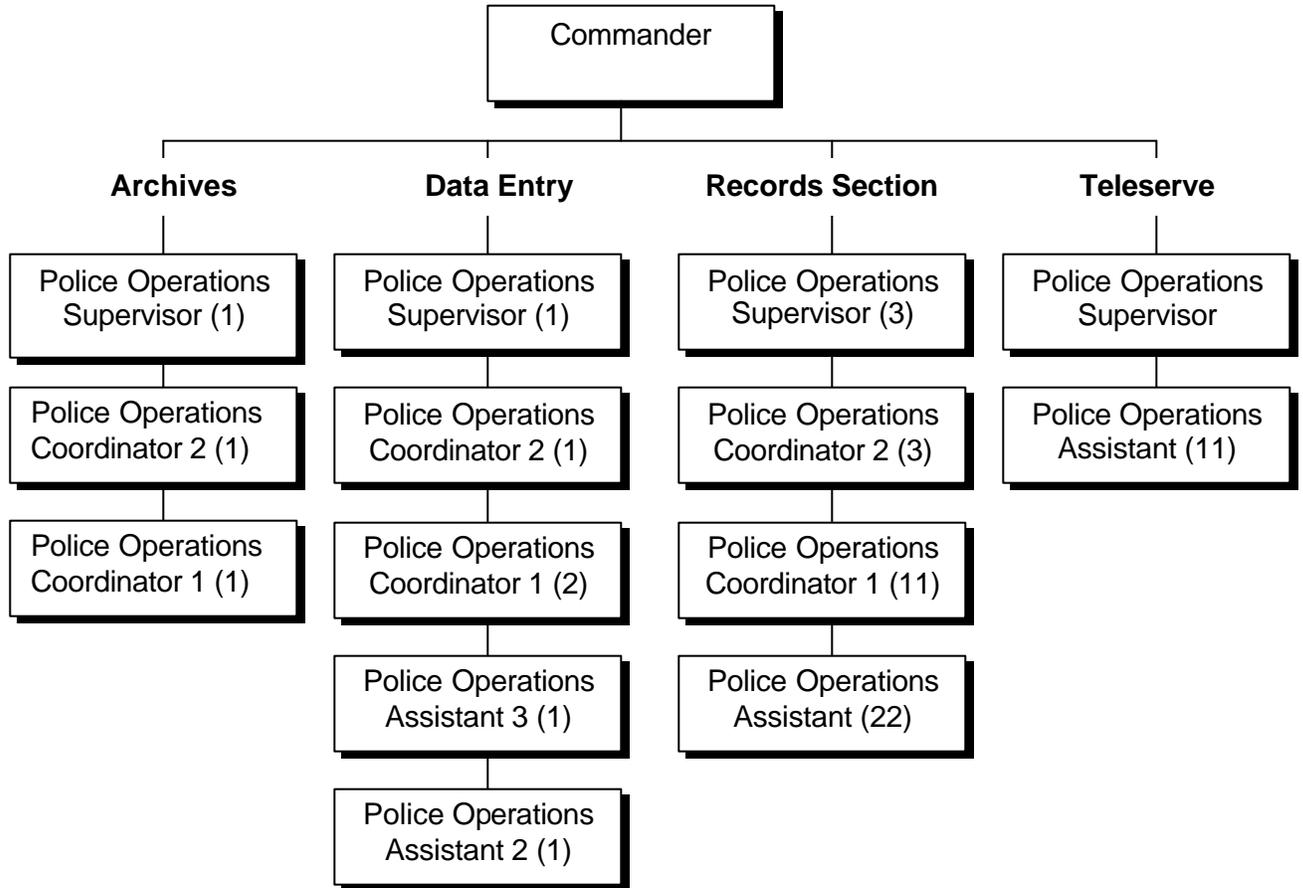
- Implementation of all changes would result in the same level of staffing. Fewer positions (7) would be needed in Data Entry, while more would be assigned in Records (5) and Teleserve (2). The Lieutenant position should be replaced by a Records Division Director. See proposed organizational chart shown as Exhibit 5-10.

5.6 Safety Coordinator Division

The Safety Coordinator Division was until recently a unit within the Inspections Division. The division is directed by a Lieutenant, who serves as the Police Department's Safety Coordinator and is directly accountable to the commander of the Administrative Services Bureau. The primary objectives of the Safety Coordinator Division include the development and implementation of safety and security programs for department facilities and the development of an effective safety program designed to identify and eliminate hazards detrimental to personnel safety.

General Order 99-11 establishes the guidelines for the Safety Coordinator. The department is supposed to comply with all applicable federal, state, and local laws and ordinances pertaining to occupational injury, illness, accident, or vehicular crashes. The primary means of compliance is through the Safety Coordinator, who is accountable for the required administrative procedures for documenting events. The Safety Coordinator is required to work closely with the Metropolitan Department of Law/Insurance and Safety Division to facilitate compliance with relevant laws and regulations.

**EXHIBIT 5-10
PROPOSED ORGANIZATIONAL CHART
RECORDS DIVISION**



In 2000, there were 2,860 days lost due to various occurrences, such as hypertension/stroke (500 days) or driver-motor vehicle accidents (523). There were 700 days lost to light duty (an officer is assigned office work).

Budget data for the Safety Coordinator Division is included within the budget for the Administrative Services Bureau Command area. As a result, the data are not possible to extract from the existing budget format.

The Safety Coordinator Division is staffed by three positions. One of the positions is a sworn position.

FINDING 5-28

No formal documentation of this function as a division has been identified. Its previous organizational location was the Inspections Division, whose commander is a Lieutenant. The Safety Coordinator recently achieved Lieutenant status. The reporting structure became an issue. The safety function in most organizations is typically associated with the personnel or human resources function.

RECOMMENDATION 5-28

The safety coordination function should be organizationally situated in the Personnel Division, as a section of that Division.

IMPLEMENTATION STEPS

1. Establish Safety as a section within the Personnel Division.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-29

No compelling reason has been given for the supervisory position to be sworn. The safety officer does not supervise any sworn staff or carry out any specific law enforcement duties. While an understanding of the basic functions of law enforcement is certainly necessary, this position does not exercise any police powers.

RECOMMENDATION 5-29

The Safety Coordinator position should be filled by an incumbent with a background in safety program management. The position should not be established as a sworn position. The department should seek a non-sworn professional with a background in safety coordination and loss prevention.

IMPLEMENTATION STEPS

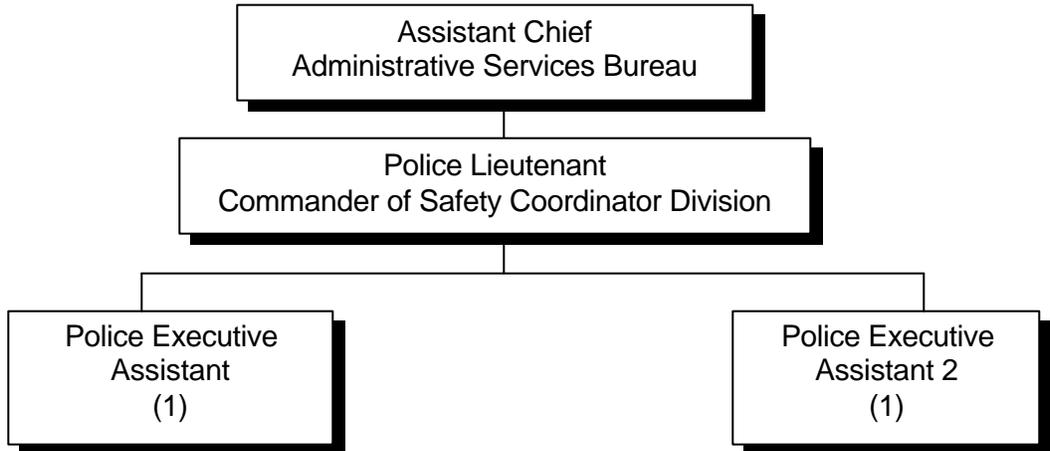
1. Reassign the Police Lieutenant to a unit requiring sworn personnel.
2. Recruit and hire a highly qualified safety and loss prevention professional.

FISCAL IMPACT

A highly qualified safety and loss prevention professional will require an estimated \$65,000 in annual salary, plus benefits, totaling \$84,500.

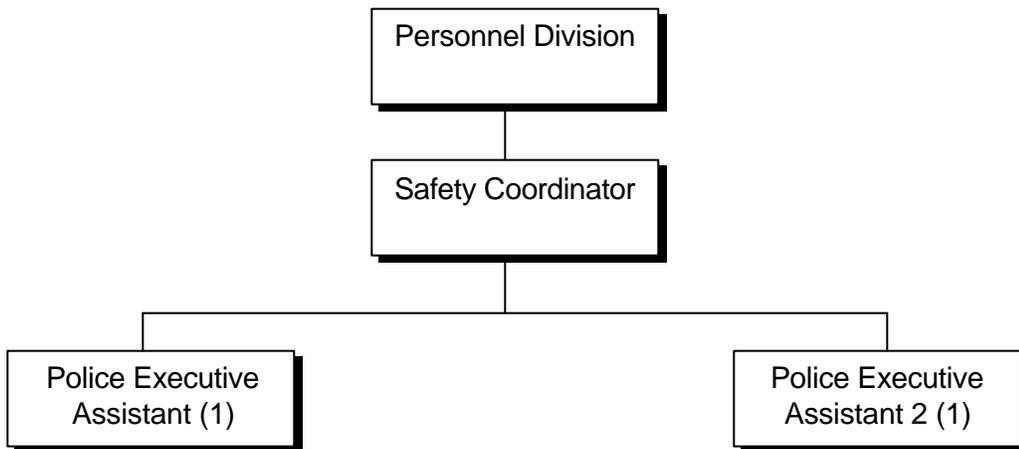
The current Safety Coordinator Division is organized as noted below in Exhibit 5-11.

**EXHIBIT 5-11
SAFETY COORDINATOR DIVISION**



Shown below as Exhibit 5-12 is the proposed organizational chart for the Safety Section.

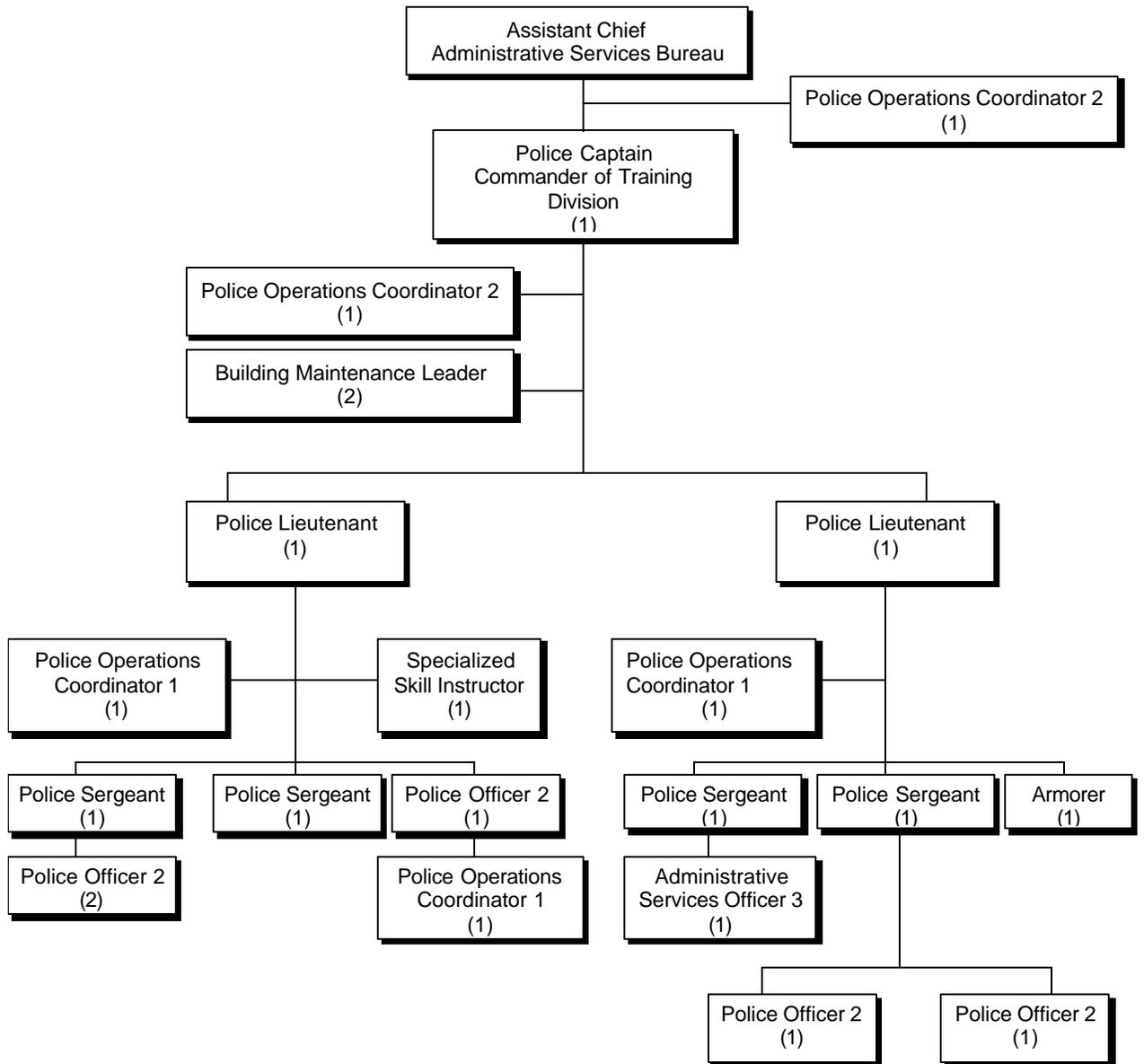
**EXHIBIT 5-12
PROPOSED ORGANIZATIONAL CHART
SAFETY SECTION**



5.7 Training Division

The Training Division is composed of two sections. These include the Operations and Academics Section and the Confrontation Management/Physical Training Section. The Training Division is directed by a Police Captain. A Police Lieutenant directs each of the sections. The current organizational chart is shown as Exhibit 5-13.

**EXHIBIT 5-13
CURRENT ORGANIZATIONAL CHART
TRAINING DIVISION**



General Order 99-03 identifies critical objectives for the Training Division, including:

- the development of the most highly trained personnel possible;
- the development and maintenance of a system of examinations and evaluation;

- the development, preparation, and distribution of department training materials;
- the development of a comprehensive records file to account for all training materials;
- the establishment of an extensive firearms training program;
- the security and maintenance of all department firearms;
- the coordinating of educational, training, and other programs for department personnel; and
- the coordinating of all phases of the police intern program.

Objectives for the **Operations Section** include:

- the preservice instruction of Police Officer Trainees in the fundamentals of the police service program; and
- the development and implementation of extensive in-service instruction for both sworn and civilian personnel designed to improve knowledge in the areas of management and supervision, community relations, current changes in department policies, procedures, regulations, and the law.

The primary objectives of the **Confrontation Management/Physical Training**

Section include :

- the development and maintenance of an extensive physical fitness program designed to improve the overall physical condition of department personnel;
- the development and maintenance of an extensive defensive tactics program designed to improve the capabilities of all sworn personnel in exercising minimum degrees of force in the apprehension and custody of persons;
- the development and maintenance of an extensive firearms training program designed to develop and improve the proficiency of sworn personnel in the safe use and care of firearms; and
- the maintenance and storage of all department firearms and related equipment.

Workload indicators and indicators of performance for the year 2000 were not provided to the project team. The work of the division is driven to a large extent by the recruit class training calendar and the requirement to ensure in-service training for sworn

department personnel. The training facilities allow for up to 50 attendees at each in-service training program.

The Training Division is staffed by 23 positions, 12 of which are sworn. The Training Division is organized as noted below.

COMMENDATIONS

- The division has created a mission statement and set of goals and objectives for this fiscal year.
- The division is generally well organized and prepared.
- Instructors demonstrate their dedication and interest in their work.

FINDING 5-30

There is lack of consistency and insufficient documentation of the Field Training Officer training program. This results in less structure and consistency than desired in the Field Training Officer (FTO) program. As a result of the lack of consistency, new personnel receive varying training guidance. While all training officers and trainees are assigned to the Patrol Division, the Training Division is now responsible for the FTO program.

RECOMMENDATION 5-30

Standard Operating Procedures for the FTO program should be rewritten to ensure consistency in the program. Greater involvement at the operations level of the program should occur at the Lieutenant level to ensure program viability and recognition of importance of the FTO program. The program responsibility for the FTO program should also be shifted to the Patrol Division (under the new structure, the Office of the Deputy Chief for Field Operations).

IMPLEMENTATION STEPS

1. Training Division management and appropriate Patrol Division staff, with the assistance of the Strategic Deployment Division, should rewrite SOPs for the FTO program.
2. The FTO program should be shifted to Field Operations for operational oversight.

FISCAL IMPACT

There will be no fiscal impact.

FINDING 5-31

A limited amount of training is done by staff in other bureaus or outside instructors. Training is done primarily by Training Division instructors. The Division does not often take advantage of the skills and knowledge of other highly qualified instructors. There are frequent opportunities to take advantage of training offered by other law enforcement agencies. Other training can be obtained from outside training providers, who will often allow a department to sponsor the training session, providing the location for the training, in return for a number of free training slots.

Various state and federal agencies, the District Attorney, the Office of Professional Accountability, and the courts can also be excellent sources of training support.

RECOMMENDATION 5-31

Greater emphasis and sufficient budget dollars should be dedicated to contracting with qualified trainers in the department and in the Nashville area. Typically, police departments will attempt to achieve the best mix of internal versus outside contractors or providers. There will always be special topics that cannot be covered adequately by departmental personnel. Among the areas that are well suited for provision by outside training providers are supervisory and management training.

IMPLEMENTATION STEPS

1. Identify trainers able to provide specific training services.
2. Budget an amount sufficient to provide some balance of internal versus external training.

FISCAL IMPACT

An amount of \$50,000 should be budgeted annually for training provided by external sources.

FINDING 5-32

Specific training needs exist in specialized areas, and there are ongoing needs for supervisory and management training. The department provides adequate amounts of in-service training for uniformed personnel. However, training needs in other areas are largely unaddressed. There is a specific need for an introductory training program for new detectives as one example. There is also a great need for training for new supervisors, and a need to provide higher level training for department senior managers.

RECOMMENDATION 5-32

A comprehensive training needs assessment should be conducted. It should be determined what training deficiencies exist, and specific training plans should be developed to address these needs. Many of these needs may be addressed by departmental personnel; however, some of these needs will be best addressed by the

use of outside training professionals, as addressed above in the previous recommendation.

IMPLEMENTATION STEPS

1. Identify training needs in specialized areas. Identify ongoing training needed in the area of supervision and management.
2. Budget an amount sufficient to provide some balance of internal versus external training.

FISCAL IMPACT

There will be no fiscal impact for developing the training needs assessment. The fiscal impact for the provision of additional training in this area is estimated to be \$50,000.

FINDING 5-33

Driver's Training is not adequate. There were 523 days of work time lost in 2000 due to driver traffic accidents, resulting in lost wages of \$86,135.40. New police trainees receive 40 hours of driver training prior to being assigned to the road. In-service drivers training is periodic and reactive. Driver's training is currently being provided using older patrol vehicles that are frequently not the type of vehicle the officers actually drive while on duty. This means officers may be unfamiliar with the emergency driving characteristics of their assigned vehicle. They may have to learn how the car handles in emergency conditions while actually driving on public roads in emergency conditions. This places officers and the public at tremendous risk.

RECOMMENDATION 5-33

Additional driver's training should be provided to officers. A formal driver's training program should be developed and training provided on at least an annual basis. The best practice for driver's training is to require the officers to practice with their assigned car, or one that is of the same type. Officers assigned rear wheel drive cars need to be driving rear wheel drive cars of a similar make and type. Officers driving front wheel drive cars, likewise, need to drive cars of the type and make they normally operate. This type of training will increase proficiency and help to reduce the frequency of accidents of all types.

The use of driver's training simulators is also a common and very cost-effective training strategy. These simulators allow the practice of emergency driving maneuvers that would be dangerous or impossible to practice on the road. These simulators allow for individual instruction, so remedial training can be easily provided to individual officers. It is also convenient to provide training to a squad of officers on their own work schedule.

IMPLEMENTATION STEPS

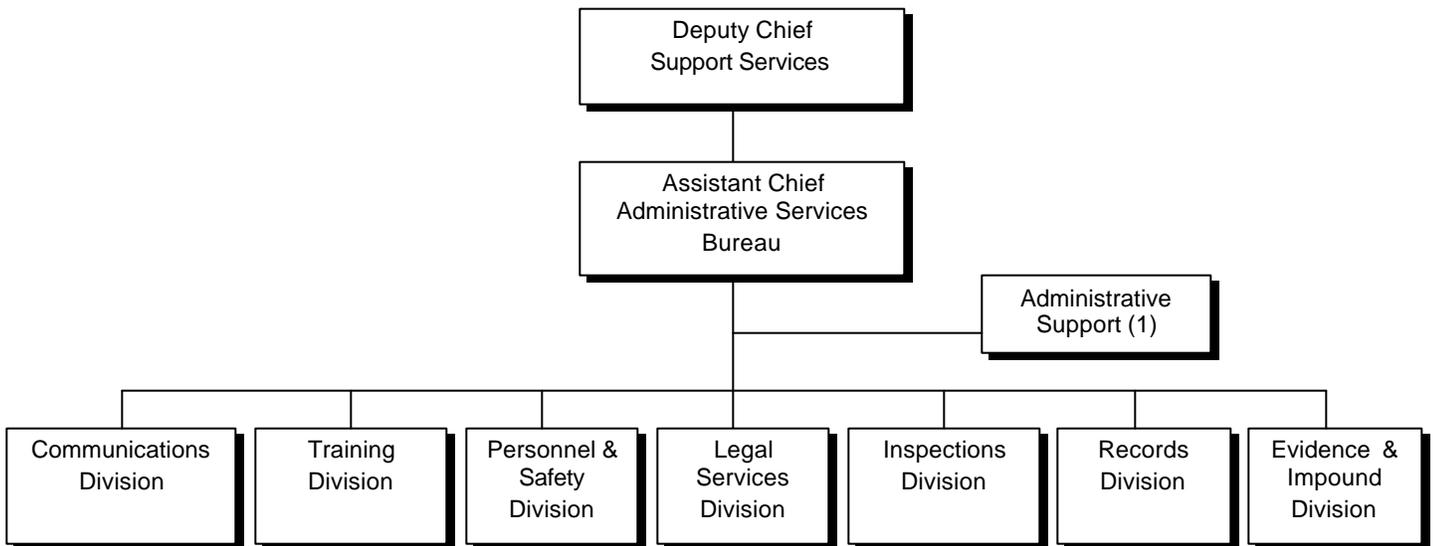
1. Implement a policy that requires driver training to be conducted with vehicles similar to those assigned to officers, whenever feasible.
2. Purchase a simulator for driver training purposes.

FISCAL IMPACT

The estimated cost for this item is \$90,000. The department should determine whether other metro departments or other area law enforcement agencies may be able to share in the cost.

Proposed organizational chart for the Administrative Services Bureau reflecting the above recommendations follows as Exhibit 5-14.

**EXHIBIT 5-14
PROPOSED ORGANIZATIONAL CHART
ADMINISTRATIVE SERVICES BUREAU**



Audit of the Metropolitan Nashville Police Department



May 31, 2002



Outline of Presentation

- Overview of Project
- Description of MNPD
- Findings
- Recommendations
- Fiscal Impact
- Conclusions



Overview of Project

- MGT retained to conduct performance audit of MNPD.
- Study included operation, policies, practices, use of technology, planning & budgeting, resource allocation and use of performance measures
- Compared MNPD performance to that of Peer Agencies
- Specific recommendations were developed to enhance effectiveness and/or efficiency



Description of MNPD

- Primary law enforcement agency for all of Davidson County - main station and five sector stations and various other facilities
- In excess of 1200 sworn officers, over 600 non-sworn personnel
- Current budget exceeds \$109 million annually
- Nationally accredited



Commendations

- Accredited by Commission on Accreditation for Law Enforcement (CALEA)
- Many high quality staff members
- Dept. is implementing second generation Automated Fingerprint Identification System
- The SWAT team has received numerous awards



Major Findings

- Overall Budget was within expected range
- Overall Staffing was consistent with peers
- Percentages of sworn and non-sworn close to peers
- High percentage of officers in “specialized assignments” - non-Patrol uniformed assignments (Bikes, Mounted, K-9, Aviation, Traffic, School Services)



Findings - Patrol

- Lowest percentage of officers assigned to actual Patrol duties of the peers
- MNPD has about 32% of it's officers on patrol - the average was 46% - as high as 60% for Memphis



Findings - Crime

- Although homicides have declined significantly over 4 years, Nashville's major crime rate has been consistently high when compared to the peer agencies
- The only significant difference between Nashville and the peers is the low percentage of officers assigned to Patrol



Findings - Other Areas

- Each area of the department was reviewed
- Specific findings were developed for each area
- A common deficiency was the lack of useable performance measures
- Many findings had to do with opportunities for more effective use of technology, space needs, or the need to study staff utilization



Findings - Planning, Budgeting, Staffing

- A major issue is the lack of an integrated planning and budgeting process
- Strategic planning has not been occurring
- Sworn officers are being used in several areas where arrest powers are not needed



Recommendations

- Support philosophy of Community Oriented Policing by beginning decentralization
- Increase Patrol Division staffing by reassignment of existing personnel
- Study all areas of the department to determine where shifts in officers and staff can occur
- Absorb the current Traffic Division into Patrol



Additional Recommendations

- Assign Sector Stations responsibility for all Traffic Enforcement in their area
- Assign Sector Stations responsibility for all School related activity in their areas (DARE, GREAT, School Crossings, etc.)
- Transfer some detectives to the sector stations to begin decentralization of investigations



Additional Recommendations

(Continued)

- Reorganize department to increase focus on field operations
- Reduce the number of direct reports to the Chief to allow him greater operational involvement
- Balance responsibility among command personnel so that duties are comparable
- Formal Strategic Planning effort should be conducted



Recommendations (Continued)

- Planning and budgeting processes should be integrated
- Internal staffing adjustments should be made prior to any requests for additional staffing
- Conduct department wide space needs study



Fiscal Impact

- Capital budget recommendations of \$1,845,000 (includes technology, space study, vehicles, driving simulator)
- Operating budget recommendations of \$1,371,500 (includes training funds, some personnel costs, magistrates, audit implementation support)



Conclusions

- The department has a positive attitude about improvement and was supportive of this audit
- The recommendations made by the audit are consistent with the existing focus on Community Oriented Policing
- Based on our interaction with MNPD staff, the department has a pool of developing talent that can serve it well in the future