March 4, 2004

David Manning, Director of Finance
Metropolitan Government of Nashville and
 Davidson County
222 Polk Avenue, Suite 250
Nashville, TN 37203

Dear Mr. Manning:

The Police Department performance audit issued May 28, 2002 included a recommendation that Metro conduct a core process analysis and re-engineering study of the booking process. Because the booking process involves multiple Metro agencies, and because current criminal justice construction planning could be impacted by any changes to the booking process, you asked Internal Audit to have this study conducted. We contracted with Matrix Consulting Group to analyze the current booking process at Metro, compare the Metro booking process with other comparable Tennessee jurisdictions, and provide us with any recommendations for improvement coming to their attention.

Matrix has made several recommendations to improve Metro's booking process, but their primary recommendation is to allow Clerks of the Court to swear Police Officers in, instead of requiring the Officers to appear before the Judicial Commissioners. This would reduce the amount of time that Police Offers spend in the booking process and enable the Officers to return to patrol and other public safety duties more quickly.

The analysis of the booking process and several other recommendations are included in the enclosed Matrix report.

We greatly appreciate the assistance of all staff members who provided information and worked with the Matrix consultants during this study.

Internal Audit Section

Kim McDoniel
Internal Audit Manager

Copy: Sheriff Daron Hall
        Judge Casey Moreland
        Chief Ronal Serpas
        Metropolitan Council Audit Committee

Study of the Booking Process

METROPOLITAN NASHVILLE – DAVIDSON COUNTY, TENNESSEE

matrix
consulting group

February 27, 2004

TABLE OF CONTENTS

February 17, 2004

Page

1. INTRODUCTION AND EXECUTIVE SUMMARY

Metropolitan Nashville - Davidson County, Tennessee engaged the Matrix Consulting Group to complete an operational review of the booking process. Metro Nashville is seeking an independent assessment of operational factors associated with the booking process in order to improve the efficiency and effectiveness of post-arrest booking operations.

The key objectives for this operational assessment for Metro Nashville focused on the following:

- Identification of procedural or policy issues that impact the efficiency and effectiveness of booking operations. A particular focus is the ability to improve the process by returning patrol officers to the field more quickly.

- Identification of scheduling, staffing and deployment issues that impact the booking process.

- Comparison with other Tennessee jurisdictions including Hamilton County, Shelby County and Rutherford County Tennessee to evaluate their policies and practices in relation to Metropolitan Nashville.

- Recommendations for enhancing policies, procedures, staff scheduling, deployment and utilization to improve the effectiveness and efficiency of the booking process.

- Identification of specific issues relating to the physical layout and workflow of the current booking area in Metro Nashville.

- Recommendations for improving the physical layout of the booking facility, including a conceptual drawing (rough floor plan) showing the workflow and layout (includes lessons learned from site visits).

The approach taken by the Matrix Consulting Group is described in the following bullet points:

- Identified specific goals with Metro as the key to planning, developing and staffing the booking area including:

- Providing a safe environment for staff and those in custody.

- Operating a time efficient booking facility that is cost effective.

- Providing those detained with access to the justice system in a timely manner.

- Maximizing the speed with which the booking process can be safely performed so staff remains utilized and those in custody can begin the process of adjudication.

• Interviewed Metro Nashville personnel including Metro Legal, Judge Moorland (Chief Justice), the Sheriff's Office management and booking staff and the Police Department (MNPD). Police department staff interviewed included department leadership, precinct captains and patrol officers.

• Conducted site visits in Metro Nashville's detention facility to observe and document the "as-is" booking process (MNPD personnel and Sheriff's Deputies). This included shadowing officers and prisoners through the booking process from initial arrival until lock down.

• Conducted site visits to observe and document the booking processes and layouts in the detention facilities in Hamilton, Shelby and Rutherford Counties.

• Documented proposed changes to the booking layout and process in Metro Nashville given the ongoing renovation of the Criminal Justice Center.

This approach ensured our understanding of booking procedures in other jurisdictions as well as Nashville – Davidson County and provided all departments the opportunity to identify and discuss issues relevant to the project. Their input was critical to the project team as we developed our findings.

Executive Summary

Over the course of the analysis, the Matrix Consulting Group identified many possible areas of improvement for booking operations, achievable through the restructuring of the booking process and the adaptation of several enhancements to policies, procedures and technology. The Matrix Consulting Group recommends that the County shift to allowing the Clerks of the Court to swear Officers in regarding the

veracity of their arrest reports (to replace their personal appearance before the magistrate). Other recommendations have been included and should be implemented regardless of which alternative Metro Nashville selects. The project team's primary objective was to identify recommendations that reduce the amount of time police officers spend in the booking process while maintaining safety standards for officers, deputies and detainees as cost effectively as possible.

This section is organized in two sections. The first section provides highlights of the project team's findings followed by the second that presents the Matrix Consulting Group project team's recommendations. These findings and the associated recommendations are discussed in detail in the body of the report, but in summary are:

• All jurisdictions are required by law to ten-print prisoners even if single-prints return positive results. Metro Nashville – Davidson Sheriff's Office is the only of the four jurisdictions benchmarked that require officers to have positive suspect identification prior to receiving an arrest number to begin the booking process. If single prints return negative results in Metro, ten prints are required taking officers an additional 20 minutes per arrest.

• As compared to the other three jurisdictions, officers in Metro Nashville spend considerably more time (i.e. 20 to 35 minutes longer) in the booking process. The following chart illustrates the differences:

County	Single-Print (in minutes)	Ten-Print (in minutes)	Time Difference from Metro Nashville
Metro	40 – 45	60 – 65	-
Hamilton	-	40 – 45	20 minutes
Shelby	30 – 35	30 – 35	30 minutes
Rutherford	-	25 – 30	35 minutes

- Metro and Shelby both use single-prints initially to identify a suspect. However, Shelby does not require positive ten-print identification for the officer to proceed in the booking process.

- Hamilton and Rutherford Counties only ten-print and rely on the Tennessee Bureau of Investigations for fingerprint results. Ten-prints are taken after the officer has returned to the field.

- If a suspect has misidentified himself/herself, the officer returns to booking and files additional criminal impersonation charges.

- There are a number of issues related to the identification process in Metro Nashville including:

  - The current Automated Fingerprint Identification System (AFIS) only allows one-print to be sent at a time (single feed) to the Police Department Identification Division. As reported by Sheriff Office personnel and validated by the Identification Division, sending prints and realizing confirmation takes between twenty to thirty minutes per print.

  - The Sheriff's Office has two fingerprinting machines but only one is fully operational (the second machine is newer but has difficulty with prints that are too light to read and is viewed as unreliable by staff in the booking area). The Sheriff's Office has tried to resolve the issue but the vendor has been unable to correct the problem. The second machine is used only rarely due to its unreliability and the time associated with resubmitting prints.

  - The goal of the Police Department's Identification Division for ten-prints is a turnaround time of 15 minutes. This is a noteworthy goal but difficult to achieve given the current system constraints. For example, a study of 81 inmates over a 24-hour period conducted by the Sheriff's Office on June 28, 2001 reported the average turnaround time to receive confirmation was 25 minutes.

- Implementation of a new AFIS is scheduled for fall of 2004 that will allow more than one print to be sent at a time and a four-finger PID system that is more reliable than the current single fingerprint requirement. Although it is difficult to determine the exact impact of this new system, Sheriff's Office staff predicts booking processing times should be reduced by at least 30 percent. The new equipment will assist in remedying the Sheriff's Office current problem of having only one fingerprinting machine which is reliable.

- Commissioners should either take their lunch break when there is a period of low activity or they should take a very short lunch break (10-15 minutes) to minimize the impact that they are having on the overall booking process.

- Metro is not capitalizing on advancements in field reporting technologies. Majority of officers have laptops in their cars but are not able to type their arrest reports into their computer. Currently officers manually fill-out the necessary paperwork and then re-enter the information into the CJIS system upon arrival to the Sheriff's Office. This duplication is time prohibitive in the booking process by as much as 10 to 15 minutes.

- There are a number of forms required by Metro to book a prisoner. Much of the same information such as name and address of suspect, incident number, charges, etc. are duplicated among the various forms. Booking forms for both the Sheriff's Office and Police Department include:

  - Arrest report.

  - Incident report

  - Jail In-take form

  - Affidavit

  - Prisoner processing tracking sheet

  - Mittimus for Appearance

  - Inmate personal property receipt

  - Domestic abuse cases – order granting bail for domestic abuse cases

  - Metropolitan Police Department Victims Right to Notification

  - Conditions of Release Order

  - Supplement report

  - Use of force report

- The current Metro police lockers used to secure weapons are heavily damaged, missing keys and in a location that the Sheriff's Office uses to transport prisoners through on a daily basis. Due to the limited amount of locker space and missing keys, police officers store weapons in their police cars upon arrival to booking. This is against Police Department policy and poses a potential risk to Metro.

  The project team's recommendations are as follows:

- **Recommendation: Allow officers to swear out their affidavit before a Clerk of the Court.** Allow the officer to swear before the Clerk of the Court as to the accuracy and validity of the arrest report. The Clerk of the Court could then issue a temporary mittimus to the arresting officer. The officer could then go before the commissioner to receive a committal and finalize their paperwork. The officer would not be required to wait for positive identification of the arrestee prior to receiving the arrest number and committal. Implementation of this would result in efficiency savings (via officers time spent in the booking process) of approximately 20 – 25 minutes on ten-prints.

Other recommended changes include:

- Eliminate the need for the police officer to wait for positive ten-print identification before proceeding through the booking process. Similar to the other counties included in this study, the Sheriff's Office could ten-print suspects after the officer leaves booking. This would expedite the amount of time an officer currently spends in booking by an estimated 20 minutes.

- Commissioner lunch breaks should be taken while working. Commissioners are exempt employees and their absence during lunch breaks creates potentially significant delays in returning police officers to the street by as much as one and a half hours. Currently, Commissioners are allowed to leave the bench for their meal break. This often results in significant delays in the processing of incoming arrestees. The project team understands that the Court is already considering several options in an effort to address these issues.

- Metro Nashville – Davidson should evaluate the implementation of technology (hardware and software) that allow officers the ability to enter arrest reports directly in their laptop computers. Implementation of this technology eliminates the manual writing of the arrest report and the duplication involved when officers re-type that information into the CJIS system at the Sheriff's Office. The arrest report could be saved to a disk that the officer could take into the Sheriff's Office for download into the CJIS. This would save approximately 10 to 15 minutes per arrest provided the officer is not required to wait for positive arrestee identification before proceeding through the booking process. Costs of implementing such a system are significant and could range from $5 to $10 million depending on hardware/ software selection, infrastructure requirements, number of units, coverage distance, current capabilities, etc. The following example is for comparative purposes and differs from the needs of Metro for the reasons stated above. The City of Tucson police department sought federal funding of $6 million through the COPS MORE '98 grant to implement an automated field reporting system using speech-to-text technology. The total budget including Tucson's portion was $7.9 million.

- New lockers for police officers should be provided to ensure officer and prisoner safety. Metro Nashville – Davidson Police Department currently has a proposal from a vendor to provide the necessary equipment and installation but has delayed the purchase due to the building of the new detention facility. Since the facility will not be finished until 2006 and the lockers could be relocated upon completion, the new lockers should be purchased now. The vendor proposed a cost of $4,845 that includes a security gate to guard against damage to the new lockers.

- Metro Nashville – Davidson County should further determine if there are opportunities to consolidate the number of forms required for the booking

process. A joint team comprised of representatives from the Police Department and Sheriff's Office should be established to ensure information needs are met while focusing on paperwork reduction.

- During the evaluation, the group should consider and focus on factors such as use of the information by party, elimination of repetitive information, document requirements by law, etc.

- Alternatives may include evaluating opportunities to streamline paperwork through automated workflow such as creating key identifiers that would populate repetitive information from one form to another.

• Metro Nashville – Davidson County is currently in the planning stages to remodel completely the existing adult detention facility. This is important because the booking process physical layout will change and result in a number of procedural efficiencies. For example, the proposed layout expedites the amount of time officers spend at each booking step by consolidating those functions in a closer proximity. In addition, additional cells will facilitate the handling of difficult prisoners and assist in separating male and female arrestees.

Metro Nashville – Davidson County's leadership voluntarily opened itself to intense scrutiny and analysis in an honest effort to improve booking operations and business processes. The ultimate goal was to create an even more effective operation that had the ability and flexibility to provide the utmost quality service for all parties. Best practice organizations do this regularly in an effort to improve continuously. While this type of analysis is, by nature, critical and may lead to an impression that there are more organizational negatives than positives it is important to note that it is only by such intense self-examinations that good organizations improve.

The following chapter documents the booking process in Metro Nashville – Davidson County.
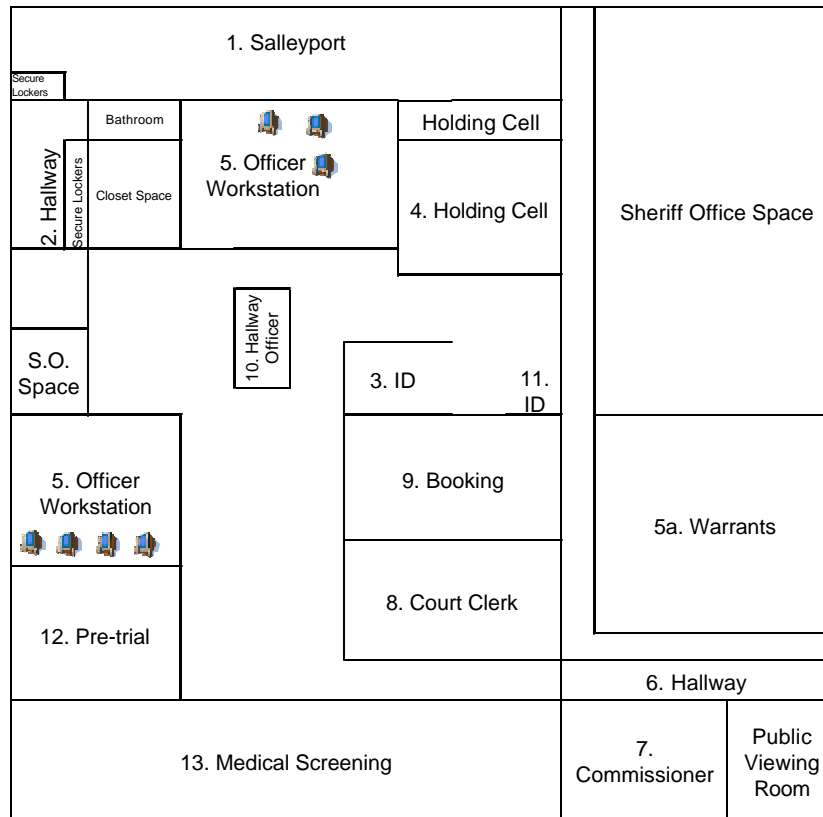
2.   METRO BOOKING PROCEDURES

This chapter summarizes the booking processes of Metro Nashville – Davidson County.   The project team documented booking operations first by the use of a flowchart visually illustrating the physical layout and secondly by an exhibit summarizing booking procedures.   The booking process flowchart is not to scale, nor representative of the entire detention facility.   Time allotments per task are included in the booking procedures exhibit.   These times, in minutes, represent an average time to completion and are not representative of extremely busy or slow booking periods.   Time estimates were developed in coordination with Metro staff.   Metro Nashville did not have an information system capable of tracking time at the discrete level required by the project team.

Numbers contained in the physical layout represent the critical steps in the booking process.   In order to explain the process, corresponding numbers (i.e. Steps Identified in Layout) are located on the booking procedures summary exhibit.   The following is the current physical layout of Metro Nashville-Davidson County's booking facility.

1. METRO NASHVILLE – DAVIDSON COUNTY

The following exhibit provides an illustration of the physical layout of the current Metro Nashville – Davidson County's booking facility.

The following exhibits summarize the booking procedures in Metro Nashville – Davidson County and include the procedural steps as identified by the numbers contained in the layout. Three different perspectives captured in the exhibits include those of the arresting officer, arrestee and the Sheriff's Office booking staff. Also included in the summary exhibit is an estimated average time to completion (in minutes) for each step of the booking process.

There are two exhibits used to define the booking process for Metro Nashville – Davidson. This is due to the difference in time associated with single fingerprinting versus ten fingerprinting prisoners in Metro Nashville – Davidson County.

Metro Nashville – Davidson Booking Process
Single-Print

Steps Identified in Layout	Time (Minutes)	Arresting Officer	Arrestee at Booking	Booking Staff
1 and 2	0 – 5	Arrive at Booking/ Secure Weapons	Arrive at Booking	
3 and 4	5 – 10	Report to S.O. Check-in Counter to Receive Arrest Number	Wait with Officer	Single-Print Taken. Arrest Number Provided to Officer
4 and 5	10 – 25	Complete Arrest Report, Incident Report, Jail Intake Form and Affidavit. Retrieve warrants if needed.	Wait in Holding Area (remained handcuffed)	
6 and 7	25 – 30	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	
8	30 – 35	Complete Affidavit in Clerk of Court's Office	Waits with Officer	Complete Affidavit in Clerk of Court's Office
9	35 – 40	Completes Booking Paperwork and Turns Over to S.O. Booking Staff	Waits with Officer	Completes Booking Paperwork
10	40 – 45	Officer Turns Suspect Over to S.O. Hallway Officer	Patted Down	Arrestee Patted Down
11	45 – 85		Waiting in Booking Area or Holding Cell	Pictures and Ten-Print Taken (only if single-prints taken before)
12	85 – 95		Pre-trial is Evaluated	Pre-trial Staff Evaluates Arrestee
13	95 – 115		Medical Screening	Medical Screening
14	115 – 165		Released, Bonded Out or Detained	Complete the Booking Process

Metro Nashville – Davidson Booking Process
Ten-Print

Steps Identified in Layout	Time (Minutes)	Arresting Officer	Arrestee at Booking	Booking Staff
1 and 2	0 – 5	Arrive at Booking/ Secure Weapons	Arrive at Booking	
3 and 4	5 – 45	Report to S.O. Check-in Counter to Receive Arrest Number	Wait in Holding Area	Single-print ID Not Known Ten-Print Taken – (Waiting for Positive ID to Provide Arrest Number to Officer)
4 and 5	5 – 45	Complete Arrest Report, Incident Report, Jail Intake Form and Affidavit		S.O. Sends Notice to Warrants
6 and 7	45 – 50	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	Commissioner Reviews and Signs Affidavit. Warrant is Generated
8	50 – 55	Complete Affidavit in Clerk of Court's Office	Waits with Officer	Complete Affidavit in Clerk of Court's Office
9	55 – 60	Completes Booking Paperwork and Turns Over to S.O. Booking Staff	Waits with Officer	Completes Booking Paperwork
10 and 11	60 – 65	Officer Turns Suspect Over to S.O. Hallway Officer	Patted Down	Arrestee Patted Down
12	55 – 65		Pre-trial is Evaluated	Pre-trial Staff Evaluates Arrestee
13	65 – 85		Medical Screening	Medical Screening
14	85 – 165		Released, Bonded Out or Detained	Complete the Booking Process

The following table summarizes the responsibilities of Metro Nashville – Davidson personnel in the booking process:

Metro Personnel	Responsibility
Police Officer	• Secure weapons prior to entering the booking facility. • Required to fill-out and enter arrest report, affidavit, incident report and jail in-take form. • Arresting officer retains custody of prisoner until committal. Hand-off of prisoner occurs after presentation of paperwork to Clerk of the Court and Booking staff. • Retrieves outstanding warrants when necessary. • Required to retain custody and transport prisoners needing medical attention prior to receiving committal.

Metro Personnel	Responsibility
Sheriff's Office	• Conducts pat down of arrestee. • ID staff verifies single-prints and forwards ten-prints to the Police Identification Unit for positive identification. • Booking staff responsible for generating an arrest number and entering arrestee information in the Sheriff's Office system. • Hallway officer takes custody of prisoner after committal. • After committal, S.O. provides pre-trial screening to determine eligibility of release and medical screening prior to incarceration.
Court of the Clerk	• Schedules court date and files the paperwork. • Assists in bonding effort and processes bail.
Commissioners	• Initiates Mittimus for Appearance. • Issues conditions of release order and order granting bail for domestic abuse cases.

The following points discuss Metro Nashville – Davidson's booking procedures and include findings from the previous exhibits:

• The single-print process takes approximately 20 minutes less than the ten-print process because the Sheriff's Office booking procedures require officers to wait to receive an arrest number until positive identification is made of a suspect. A description of the process is provided below:

   - Arrestees are single-printed when they enter the ID section. The database searches for a match of the print to determine whether the arrestee has been in the Metro Nashville – Davidson system on a prior occasion. If there is a "hit", then the arrestee is assigned their previous "Arrest Number" and a new "Booking Number". This process takes approximately five minutes as described in Step 3 and 4 in the Single-Print booking process summary. Ten-prints are required by law but taken at the discretion of the Sheriff's Office as time permits if single prints return positive results.

   - If single-prints come back negative, ten-prints are required. The Sheriff's Office ID unit sends ten-prints to the Police Identification Unit for classification through the Automated Fingerprint Identification System (AFIS).   The ten-print process takes approximately 40 minutes as described in Step 3 and 4 in the Ten-Print booking process summary. Data was not available to determine the amount of time ten-prints are required as a result of inconclusive single-prints but staff estimated ten-prints are required over 50% of the time.

   - If ten-prints are required, officers complete their paperwork while waiting for positive identification but cannot finalize and move through the booking

> process until the Sheriff's Office generates an arrest number. As a result, the ten-print process takes approximately 20 minutes longer than the single-print process.

• Insufficient information was available to validate the amount of time officers spend in booking. However, the project team did develop an average by observing and shadowing officers through the process. The average amount of time officers spend in booking is as follows:

 - If single-print identification is positive, the average amount of time officers spend in booking is 40 – 45 minutes. This time could be expedited by as much as 15 minutes during slow times or inflated by as much as 45 minutes during busy times.

 - If single-print identification is negative then a ten-print is required and the amount of time officers spend in booking averages 60 to 65 minutes. This time could be expedited by as much as 20 minutes during slow times or increased by as much as 60 minutes during busy times.

• Metro Nashville requires officers to appear in front of the Commissioner with their prisoners as illustrated in steps 6 and 7 of the Metro Nashville booking process. A sworn officer is necessary in the Metro Nashville – Davidson booking process due to the charter provision that takes away peace officer (i.e., law enforcement) status from the Sheriff's Office. This charter provision was part of the formation of the Metro Nashville Police Department. This makes Metro Nashville unique in the State of Tennessee in that all other jurisdiction's Sheriff's Offices have maintained their law enforcement powers.

• Commissioners are on duty 24/7 in three shifts. They are given one hour for lunch with no coverage provided to booking operations during that period.

• As shown in the chart below, data compiled by the Sheriff's Office from May to October 2003 shows similar booking time results to those of the project team.

Month	Inmates Booked	Avg. Time to Final Booking (in minutes)
May	2,940	181.10
June	2,709	152.49
July	3,030	354.67
August	2,978	159.86
September	2,828	160.13
October	2,679	202.07
Average	2,861	201.72
Average excludes July	**2,826**	**171.13**

• The unusually high average time to final booking for July could not be explained to the project team and therefore should be considered an outlier and excluded from the average. Excluding the July data the average time to final booking for

the five months is 171.13 minutes compared to 165 minutes analyzed by the project team.

3.   OTHER JURISDICTIONS BOOKING PROCEDURES

This chapter summarizes the booking processes of Hamilton County (Chattanooga), Shelby County (Memphis) and Rutherford County (Murfreesboro) Tennessee. The project team spent approximately one and a half days on site with each organization observing and documenting current booking operations. These observations are documented first by the use of flow charts, visually illustrating the physical layout of the booking process for each organization and secondly by a summary of the required steps in the process. The project team has included an additional exhibit at the end of this chapter that summarizes the booking operations of the four jurisdictions by comparing and contrasting roles and responsibilities, physical characteristics and policies and procedures by key activity. The activities highlighted demonstrate the similarities between booking processes and more importantly how each organization has implemented processes that expedite the booking process while maintaining safe prisoner procedures and legal guidelines.

The project team collected information, conducted interviews and observed the booking processes in each jurisdiction, with the intention of addressing the following issues:

- How do booking processes in other jurisdictions differ from that observed in Metro Nashville – Davidson?

- Are there procedures in place at the other entities that could be used by Nashville to expedite the booking process, specifically:

    - Alternative approaches to booking processes?

    - Approaches used to schedule appearance before the commissioner(s)?

- Interaction between law enforcement and Sheriff's Office personnel?

- Physical design of the booking facility and the impact that has on booking processes?

• Shadowing incoming arrestees to document the booking process.

The following three sections contain flowcharts illustrating the physical layout of each facility and an exhibit summarizing booking procedures that includes time allotments by task. The illustrations document the booking process by jurisdiction and are not to scale, nor representative of the entire detention facility. The time allotment, in minutes, is an average time to completion and is not representative of extremely busy or slow booking periods. Time estimates developed were in coordination with each jurisdiction. None of the agencies has information systems capable of tracking time at the discrete levels required by the project team.

Numbers contained in the physical layout represent the critical steps in the booking process. Corresponding numbers (i.e. Steps Identified in Layout) are located on the booking procedures summary exhibit. The chapter is divided by jurisdiction as follows:

• Hamilton County (Chattanooga)

• Shelby County (Memphis)

• Rutherford County (Murfreesboro)

1. HAMILTON COUNTY

The following exhibit provides an illustration of the physical layout of the Hamilton County booking facility.
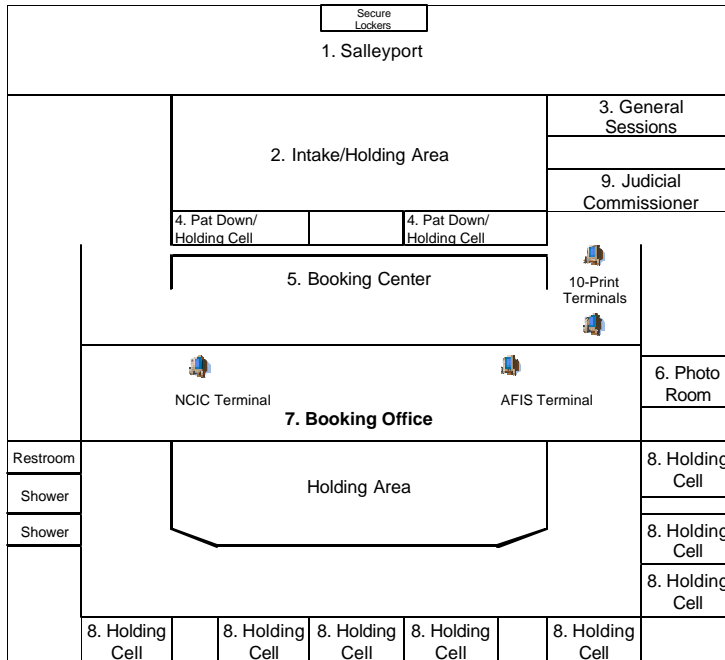
The following exhibit summarizes the booking procedures in Hamilton County and includes the procedural booking steps as identified by the numbers contained in the layout. Perspectives are described from the arresting officer, arrestee and Sheriff's Office booking staff point of view. Also included in the summary exhibit is an average time to completion (in minutes) for each step of the process.

Hamilton County Booking Process

Steps Identified in Layout	Time (Minutes)	Arresting Officer	Arrestee at Booking	Booking Staff
1 and 2	0 – 5	Arrive at Booking/ Secure Weapons	Arrive at Booking	
2	5 – 20	Officer Completes Property Report, Arrest Report, Warrant	Wait in Holding Area	
3	20 – 30	Officer Takes Arrest Report to General Sessions Court Clerk (in Intake Area)		
3	30 – 35	Sessions Clerk Signs and Gives Arrest Report to Officer	Signs for Property and Waits in Holding Area	
3	35 – 40	Sessions Clerk Issues Officer Temporary Mittimus with Court Date		Checks Paperwork for Accuracy and Completeness
4	40 – 45	Officer Returns to Patrol	Receives Pat Down	Pats Down Arrestee
4	45 – 75		Enters Holding Cell (between intake and booking center)	
5	75 – 80		Proceeds to Booking Desk	Questions Arrestee – Medical, ID, etc.
5 and 6	80 – 85		Ten-Prints / Pictures Taken	Takes Ten-Print and Pictures of Arrestee
6 and 7	85 – 90		Signs for Bonded Call	NCIC/ AFIS Checks
8	90 – 95		Proceeds Back to Holding Cell Next to Intake/Booking Area	Places Arrestee Back in Holding Cell
9	95+		Awaits Magistrate	

The majority of the project team's findings/ observations regarding Hamilton County are contained in the last section of this chapter that compares and contrasts the four jurisdictions. However, the following points require a more detailed explanation by the project team:

• Hamilton County sworn personnel spend approximately the same amount of time (40 - 45 minutes) in the booking process as officers in Metro Nashville do for single-prints. The most significant difference is that Hamilton County only uses ten-prints and officers can obtain a temporary mittimus before the arrestee ten-prints are positively matched. Using ten-print comparisons, Hamilton County officers spend 20 minutes less in booking on average than Metro Nashville officers (40 – 45 minutes versus 60 - 65 minutes respectively).

• Hamilton County Magistrates require positive identification before they sign a mittimus but the officer is not required to wait for positive id. The temporary mittimus signed by the Clerk of the Court is used to expedite the process.

• The City of Chattanooga plans on installing laptops in police vehicles in 2004 to allow officers the ability to fill out the required arrest reports and then load those reports on disk to download on arrival at the jail. This eliminates duplication of filling out and entering paperwork thus expediting the booking process.

The following section discusses Shelby County's booking facility and operations.

2. SHELBY COUNTY

The following exhibit is an illustration of the physical layout of the Shelby County booking facility.
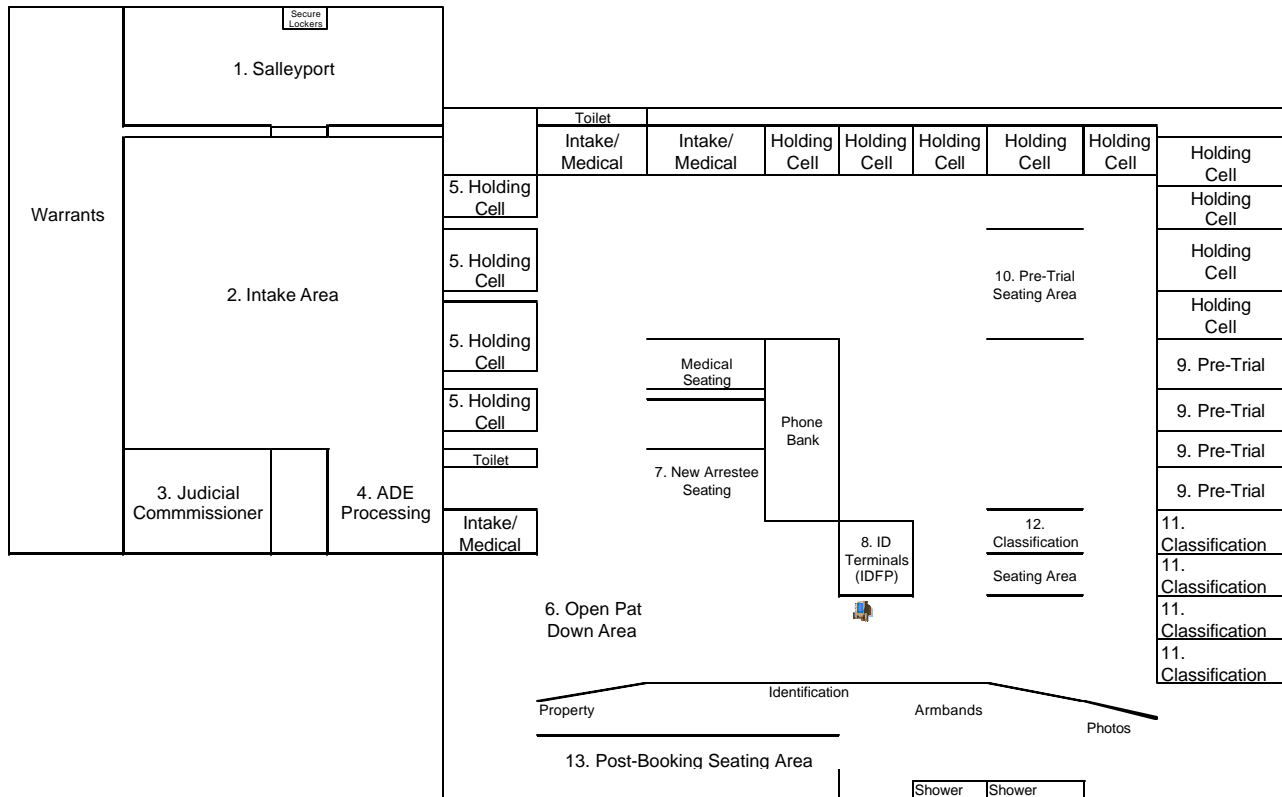
The following exhibit summarizes the booking procedures in Shelby County and includes procedural steps as identified in the layout; three different perspectives

including the officer's, arrestee's and Sheriff's deputy's; and an average time to completion in minutes for each step of the process.

Shelby County Booking Process

Steps Identified in Layout	Time (Minutes)	Arresting Officer	Arrestee at Booking	Booking Staff
1 and 2	0 – 5	Arrive at Booking/ Secure Weapons	Arrive at Booking	
2	5 – 10	Complete Arrest Ticket and Affidavit (most have completed prior to arrival)	Fingerprints and Pictures	ID Processing Takes Prints and Pictures, Runs for ID
3	10 – 15	Officer Swears to Arrest and Commissioner Vacuum Tubes Affidavit to Clerk of Court	Waits Un-cuffed in Waiting Area	
3	15 – 20	Commissioner Receives Stamped Affidavit and Gives Copy to Officer		
3	20 – 25	Officer Gives Stamped Affidavit to ID Clerks, Receives Copy		
4	25 – 30	Officer Walks Affidavit and Arrest Ticket to Arrested Data Entry (ADE) Processing for Transmittal to Proper Agencies		
5	30 – 35	Officer Assists in Walking Arrestee into Holding Cell. Officer Returns to Patrol	Enters Holding Cell	Places Arrestee in Holding Cell
6 and 7	40 -75		Enters Pat Down Area. Signs for Property (waits in property area and may use phone)	Pats Down Arrestee
8	80 – 115		Waits in IDFP Section (may use phone)	Ten-Prints Taken
9	115 – 120		Enters Pre-Trial	Pre-trial Staff Interview Arrestee
10	120 -140		Waits in Pre-trial Area	
11	140 – 180		Enters Classification	Classification Staff Determine Appropriateness of Release (arrestee not always interviewed)
12			Enters Post Booking (arrestee may wait up to 8 hours to post bond, after which transported to appropriate floor)	Booking Officer Monitors Time in Post Booking

The majority of the project team's findings/ observations regarding Shelby County are contained in the last section of this chapter that compares and contrasts the four jurisdictions. However, the following points require a more detailed explanation by the project team.

- Shelby County sworn personnel spend on average 10 minutes less in the booking process for ten-prints as do officers in Metro Nashville for single-prints. Comparing ten-print booking times, officers in Shelby spend approximately 30 minutes less in booking than Metro Nashville officers. The main reason for the difference is that the Sheriff's Office in Shelby County does not require arrestee positive identification prior to providing officers with an arrest (identification) number. As a result, the officers are allowed to proceed through the booking process. A description of the process is provided below:

  - Arrestees are fingerprinted (single-print) as they enter the Intake Area. The print is electronically transmitted to the Records and Identification ("R&I") division of the Sheriff's Department to determine whether the arrestee has been in the Shelby County system on any prior occasion. If there is a "hit", then the arrestee is assigned his/her previous "Identification Number", but will be assigned a new "Booking Number".

  - If there is not a positive match, a new identification number and booking number is assigned.

  - All arrestees are ten-printed as they enter the IDFP section of the Booking Area. If ten-prints return a positive match to show the arrestee has been in the Shelby County jail, then the identification number is changed by the booking staff.

- Metro Nashville – Davidson and Shelby Counties both use single printing as a means to identify arrestees initially. However, Shelby County does not require positive identification of a single-print for the police officer to proceed through the booking process.

- Compared to Metro Nashville's Identification Division located in the Police Department the Sheriff's Office in Shelby County has an internal ID division responsible for ten-print identification.

- Both Metro Nashville and Shelby County commissioners are available 24/7, however the judicial commissioners in Shelby County work during their lunch hour if an officer brings in an arrestee.

- Shelby County's Clerk of the Court is not located in the booking area so judicial commissioners are required to transmit paperwork via a pneumatic tube. As a result, police officer time in booking could be increased by as much as 30 minutes during heavy traffic.

- The ADE Processing unit located in the Sheriff's Office is staffed by City of Memphis personnel that function as the single point of contact for entering and disseminating arrest information.

The following section discusses Rutherford County's booking facility and operations.

3. RUTHERFORD COUNTY

The following exhibit is an illustration of the physical layout of the Rutherford County booking facility.
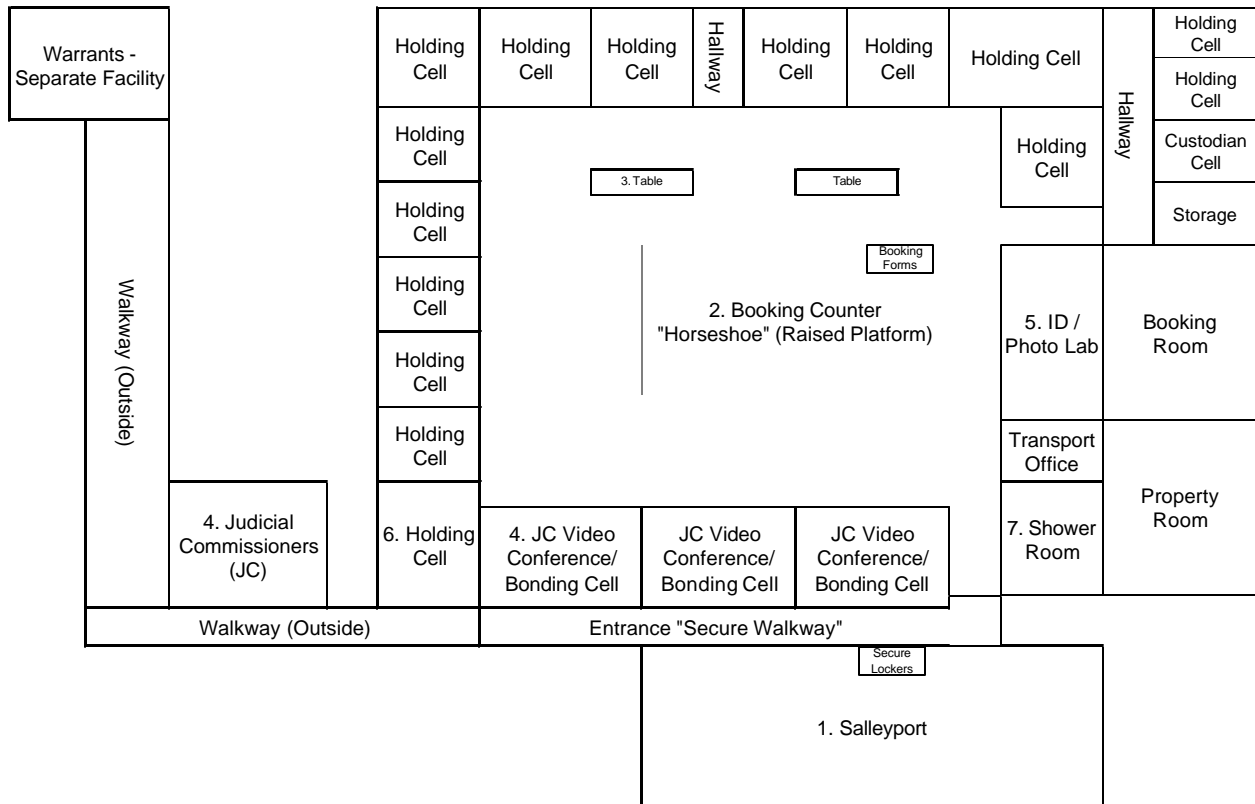
The following exhibit summarizes the booking procedures in Rutherford County and includes: procedural steps as identified in the layout; three different perspectives including the officer's, arrestee's and Sheriff's deputy's; and an average time to completion in minutes for each step of the process.

Rutherford County Booking Process

Steps Identified in Layout	Time (Minutes)	Arresting Officer	Arrestee at Booking	Booking Staff
1	0 – 5	Arrive at Booking/ Secure Weapons	Arrive at Booking	
2	5 – 7	Report to Booking Counter to Retrieve Booking Form (Book-in Form)	Waits Un-cuffed in Waiting Area with Officer	
3	7 – 20	Complete Book-in Form (1 page form)		
4	20 -25	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	Appear in Front of Commissioner for Warrant Reading and Setting of Bond	
5	25 – 30	Officer Turns Suspect Over to S.O. Signs Affidavit at J.C.'s Office and Returns to Patrol	Patted Down by S.O.	Pats Down Arrestee
6	30 – 35	Finalizes Paperwork and Submits to the Sergeant at the End of Their Shift	Ten-prints and Pictures Taken	Ten-print Taken – Sent to TBI for Analysis
7	35 – 40		Arrestee Turns Property Over and Signs For It	Fills Out Property Form and Verifies Possessions
8	35 - 90		Placed in Holding Cell Waiting for Bond or Incarceration (could wait as long as 12 hours to be bonded out)	Prisoner Tracked by Booking Counter. Complete the Booking Process

The majority of the project team's findings and observations regarding Rutherford County are contained in the last section of this chapter that compares and contrasts the four jurisdictions. However, the following points require a more detailed explanation by the project team.

• Rutherford County sworn personnel spend on average 15 minutes less in the booking process for ten-prints as officers in Metro Nashville do for single-prints.

Comparing ten-print booking times, officers in Rutherford County spend approximately 35 minutes less in booking than Metro Nashville officers. The quicker processing times for officers are mainly a result of the following points:

-        The Rutherford County Sheriff's Office does not require positive ID of an arrestee before a booking number is generated. As a result, the officer is allowed to go before the judicial commissioner without the booking number. If the arrestee misidentifies himself or herself during the booking process, the officer is notified by Sheriff's deputies and returns to booking to file additional impersonation charges.

-        Officers are required to fill out a Book-in form provided by the Sheriff's Office (for most cases this is the only required form). Sheriff Office deputies then enter the information from the Book-in form into their computer system. Booking numbers are generated after positive identification is made of an arrestee (prior to entering the information and after the officer has turned over the arrestee).

•   The judicial commissioner initiates a mittimus by videoconferencing with the officer and arrestee at the Sheriff's Office detention facility. There are three multipurpose rooms available for videoconferencing and/ or bonding.

The following section compares the booking operations of Metro Nashville –

Davidson, Hamilton, Shelby and Rutherford Counties. The comparison includes the

project team's findings and observations while at each jurisdiction.

4.   COMPARISON OF BOOKING PROCEDURES ALL JURISDICTIONS

The following exhibit compares and contrasts booking procedures for Metro Nashville – Davidson, Hamilton, Shelby and

Rutherford Counties.

Comparison of Booking Procedures
By Jurisdiction

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
Arrive at Booking	• Officers park outside in secure lot or drive into salleyport. • Park on street if secure lot is full.	• Officers park in salleyport located outside intake/holding area.	• Officers park in Salleyport located outside intake/holding area. • Area can hold up to 6 cars.	• Officers park outside behind facility or pull into the salleyport.
Secure Weapons	• Secure locker space limited. • Lockers missing keys and numbers. • Lockers damaged due to prisoner access (up to 20 a time walking through a secure hallway). • Officers secure gun in car trunk (due to factors listed above).	• Officers secure weapon in lockers located in salleyport.	• Officers secure weapon in lockers located in salleyport.	• Weapons are secured in lockers located in salleyport. • Prisoners have limited access to secure lockers when being transported due to their location. • Lockers were in decent shape with keys present and accounted for.

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
Holding Area	• Prisoners remain handcuffed throughout the process. • S.O. hallway officer pats down arrestee. • Limited space available to separate male and female prisoners (two cells available). • Officers cannot see into the cell from their workstation but prisoners can see out. • Officers second workstation (overflow) does not allow for monitoring of prisoners. • S.O. will not take prisoner if they are in need of medical attention prior to committal or suicidal. Officer must accompany prisoner to hospital.	• Officers assess arrestee and determine if handcuffs are necessary. • No arrestees were cuffed during on site visit by project team. • There are eight locations on benches in Intake/Holding Area that are equipped with handcuffs. • HCSO Officer pats down arrestee and places in temporary holding cell in preparation for booking.	• Arrestees were un-cuffed during each observed event; however, they may be cuffed when necessary. • The Intake area has only loose chairs for arrestees. • Metal detector located in area. However, this is not functional. • SCSO Officer places arrestee in holding cell adjacent to Intake area after Officer's completion of paperwork and appearance before judicial commissioner. • Arrestees are patted down in Booking Area, and property is bagged and stored by private firm located on premises. • Arrestee may make multiple phone calls after this process.	• Prisoners handcuffs are dependent on the officer and the disposition of prisoner. • S.O. deputy pats down prisoner when cuffs are removed. • There are 16 holding cells available for detainees. • Officers are required to fill out manually the Book-In Form and then the S.O. inputs the information into their CJIS. • S.O. will not take prisoner if they are in need of any kind of medical attention prior to committal. Officer must accompany prisoner to hospital.

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
ID	• Single-print prisoners (process takes approximately five minutes if ID is valid). • Ten-print required if single-print returns no results (causes process to back-up by as much as 1 hour). • Nashville Police Department has their own Identification unit. • Only one print can be sent at a time. Sheriff's Office has two machines but only one is fully operational. • S.O. requires suspect identify in order to generate an arrest number (back-ups process when multiple bookings occur).	• All arrestees are ten-printed and photographed after temporary mittimus is obtained. • Fingerprints submitted to TBI and FBI. • TBI messaging computer is checked for acceptance (there is reportedly a very high error rate). • HCSO obtains identity and issues arrest number; booking card is printed. • HCSO Officer and arrestee sign fingerprint card. • Arrestee is given bonding phone call at conclusion of process.	• All arrestees are manually printed and photographed in Intake area. • Booking numbers are issued by ID Clerks located in Intake Area. • All arrestees are ten-printed in IDFP section of Booking Area. • SCSO obtains identity and forwards the arrestee to photographing. • Arrestee may make multiple phone calls after this process.	• Ten-prints are taken after the prisoner is brought before the judicial commissioner for warrant reading and bond setting. • Ten-prints are sent to the TBI for verification (no single-prints taken). • Ten-print results can take up to an hour but police officers are already back on patrol. • If TBI verifies prisoner's identity is different from the one given to the officer, S.O. notifies the officer and they return to file criminal impersonation charges.

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
Complete Paperwork	• Officers have eight workstations available for inputting information into CJIS. • Officers are required to fill out a number of forms including manually filling out arrest report and then re-entering into CJIS. Other required forms include affidavit, incident report and S.O. Jail Intake Form. • Additional forms (not always required) include supplemental report, use of force report, victims' right to notification, property and evidence form. • If CJIS is down the process back-ups by as much as 4 hours. If more than 1 hour S.O. generates manual arrest number for officer. • Every third Saturday of the month computers are down for maintenance from 2am until 10am.	• Officers complete paperwork at a table – blank paper forms are located on the table, making work difficult when multiple officers are present. • Officers fill out affidavit, arrest warrant, Uniform Arrest Report, property record, medical release form. • Officers from other jurisdictions have already filled out arrest reports prior to arrival. • General Sessions Clerk reviews paperwork and issues Temporary Mittimus. • Chattanooga Officers will reportedly be installing laptops in vehicles and will load arrest reports on disk to download on arrival at Jail.	• Officers complete paperwork at table located in middle of Intake area. • Officers fill out an affidavit and arrest ticket and take to judicial commissioner located in Intake area.	• Officers required to manually fill out the S.O. Book-In Form and submit to S.O. check-in counter. • S.O. personnel enter Book-In information into CJIS system. • Officers sign affidavit at the J.C.'s office next door after turning over prisoner to S.O. • Officers paperwork including arrest report is turned into their immediate supervisor at the end of their shift.

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
Commissioner/ Judicial Commissioner / Magistrate	• Commissioners work 8 hour shifts 24/7. • Officers required to go before commissioner with their prisoner. • Commissioners receive one hour lunch breaks. • Lunch breaks back-up the process by as much as 1.5 hours. • Commissioner initiates Mittimus for Appearance, Conditions of Release Order and Order Granting Bail for Domestic Abuse Cases. • Officer is required to go before the commissioner on outstanding Metro warrants but not warrants from other jurisdictions.	• Magistrates work 12 hour shifts, from 6:00 p.m. – 6:00 a.m., M-Th; then provide continuous coverage from 6:00 p.m. Fridays until 6:00 a.m. Mondays. • Magistrates reportedly report to work late on many occasions (this was the case during project team on site observation). • Magistrates reportedly will refuse to interview arrestees until positively identified. • Magistrate sets bond amount and signs "Mittimus – Bond for Appearance in Criminal Division of Court of General Sessions".	• Commissioners work 8 hour shifts 24/7. • Commissioners are always available, and work during lunch. • Commissioner reads affidavit to ensure probable cause exists and sets bond. • Transmits affidavit of complaint to Clerk of Court after satisfying probable cause.	• Judicial commissioners work 8 hour shifts with at least one on duty at all times. • Officers required to go before J.C. with their prisoner. • J.C. initiates Mittimus for Appearance and warrant reading via videoconferencing.
Clerk of Court	• Responsible for scheduling court date, processing bail and filing paperwork. • Pre-trial staff assists clerk of court and prisoners coordinate bond effort. • Majority of officers leave required paperwork in intake tray if S.O. personnel busy (expedites the process).	• Clerk receives sworn statement that information on paperwork is correct. • Clerk (and Officer) signs Arrest Report. Clerk retains this document and affidavit, but gives copies of all other paperwork to arresting officer. • Clerk sets court date. • Clerk issues Temporary Mittimus if arrestee is required to be housed awaiting Magistrate.	• Clerk not located on premises – judicial commissioner transmits paperwork to Clerk via pneumatic tube while arresting officer waits. This may add up to 30 minutes to officer downtime when busy. • Clerk sets court date and files paperwork. • Clerk retains original affidavit and sends copy to officer.	• If permissible, prisoners are responsible for bonding out (phones are located in the holding area with a list of bails bondsman numbers). • S.O. staff is responsible for coordinating court dates, release dates and tracking court appearances of prisoners.

Booking Process	Metro Nashville – Davidson County	Hamilton County	Shelby County	Rutherford County
Complete Booking Process	• Provide booking number to officer (required before officer goes before the commissioner). • Responsible for entering prisoner intake information into the S.O. computer system.		• New arrestees are interviewed by Classification personnel for placement in least restrictive environment. • Arrestees wait in Post Booking Area for up to 8 hours to make bond – then transferred to assigned floor.	• S.O. deputies fill-in booking number on Book-In Form (usually happens after the form has been filled out and prisoner has been brought before the J.C.).
Suspect Turned Over to S.O.	• S.O. hallway officer records transfer of prisoner and takes custody after committal.	• HCSO officer records transfer of prisoner and takes custody after committal.	• SCSO officer records transfer of prisoner and takes custody after committal.	• S.O. deputies take possession of prisoner after officer goes before J.C. and submits Book-In Form to the Booking Counter.
Officer Returns to Patrol	• Officer retrieves weapon and returns to patrol.	• Officer retrieves weapon and returns to patrol.	• Officer retrieves weapon and returns to patrol.	• Officer retrieves weapon and returns to patrol.
Staffing	• Fixed posts per shift plus Booking Manager on first shift: – Booking (2) – Clerk of Court (3) – ID (2) – Hallway Officer (1) – Turnkey (1) – Pre-trial (2) • Staffing typical of an average day but could be less due to vacancy, holidays, sick leave, vacation, etc.	• 5 fixed posts per shift, plus Supervisor: – Booking Officer – ID Officer – Intake Officer – Holding Cell Officer – Booking Office (AFIS) • One day per week there is a "Release Officer" position on duty.	• Fixed posts per shift: Process window (3) – Post Booking (1) – Intake Control (2) – Receiving (2) – Pat Down (1) – Holding Cells (1) – Escort (3) – Relief (3) Note that although there are 3 Escort posts, 2 are typically filled. In addition, there are 3 relief positions; however, there is typically only 1 (or none) in practice.	• The S.O. requires a minimum of 3 FTE's for Booking (occasionally there are four in the afternoon). • A S.O. lieutenant is in charge of booking operations and fills in for booking staff when necessary.

4. ANALYSIS AND RECOMMENDATIONS

This chapter discusses the project team's findings, observations and resulting recommendations regarding Metro Nashville – Davidson County booking procedures. Our analyses involved careful consideration of the facts and included interviews, site visits and comparative analysis with other Tennessee jurisdictions including Hamilton, Shelby and Rutherford Counties. The following points reflect the project team's analysis of Metro Nashville – Davidson booking operations.

1. ANALYSIS OF BOOKING OPERATIONS

The following paragraphs summarize the Matrix Consulting Group project team's findings as they relate to the booking process:

- All jurisdictions are required by law to ten-print prisoners even if single-prints return positive results. Metro Nashville – Davidson Sheriff's Office is the only of the four jurisdictions benchmarked that require officers to have positive suspect identification prior to receiving an arrest number to begin the booking process. If single prints return negative results in Metro, ten prints are required taking officers an additional 20 minutes per arrest.

- As compared to the other three jurisdictions, officers in Metro Nashville spend considerably more time (i.e. 20 to 35 minutes longer) in the booking process. The following chart illustrates the differences:

County	Single-Print (in minutes)	Ten-Print (in minutes)	Time Difference from Metro Nashville
Metro	40 – 45	60 – 65	-
Hamilton	-	40 – 45	20 minutes
Shelby	30 – 35	30 – 35	30 minutes
Rutherford	-	25 – 30	35 minutes

- Metro and Shelby both use single-prints initially to identify a suspect. However, Shelby does not require positive ten-print identification for the officer to proceed in the booking process.

- Hamilton and Rutherford Counties only ten-print and rely on the Tennessee Bureau of Investigations for fingerprint results. Ten-prints are taken after the officer has returned to the field.

- If a suspect has misidentified himself/herself, the officer returns to booking and files additional criminal impersonation charges.

- There are a number of issues related to the identification process in Metro Nashville including:

    - The current Automated Fingerprint Identification System (AFIS) only allows one print to be sent at a time (single feed) to the Police Department Identification Division. As reported by Sheriff Office personnel and validated by the Identification Division, sending prints and realizing confirmation takes between twenty to thirty minutes per print.

    - The Sheriff's Office has two fingerprinting machines but only one is fully operational (the second machine is newer but has difficulty with prints that are too light to read and is viewed by staff as unreliable and is not used as often). The Sheriff's Office has tried to resolve the issue but the vendor has been unable to correct the problem. The second machine is used only rarely due to its unreliability and the time associated with resubmitting prints.

    - The goal of the Police Department's Identification Division for ten-prints is a turnaround time of 15 minutes. This is a noteworthy goal but difficult to achieve given the current system constraints. For example, a study of 81 inmates over a 24-hour period conducted by the Sheriff's Office on June 28, 2001 reported the average turnaround time to receive confirmation was 25 minutes.

    - AFIS is down for back-up and maintenance every third Saturday of each month from 2:00 am until 10:00 am Sunday. When this occurs, booking staff in the Sheriff's Office expedites the process by manually generating an arrest number for the officer.

- Implementation of a new AFIS is scheduled for fall of 2004 that will allow more than one-print to be sent at a time and a four-finger PID system that is more reliable than the current single fingerprint requirement. Although it is difficult to determine the exact impact of this new system, staff predicts booking processing times should be enhanced by at least 30 percent.

- Commissioners can affect the booking process by as much as one and a half hours due to the following factors:

    - Commissioners receive one hour for lunch. Therefore, if officers bring in a prisoner immediately after the commissioner leaves they are required to wait with their prisoner until after the commissioner returns.

- Only one commissioner is on duty for each eight-hour period. If a large arrest occurs, there may be as many as 30 prisoners and 15 or more officers waiting for warrant reading and bond setting before the commissioner.

• Metro is not capitalizing on advancements in field reporting technologies. Majority of officers have laptops in their cars but are not able to type their arrest reports into their computer. Currently officers manually fill-out the necessary paperwork and then re-enter the information into the CJIS system upon arrival to the Sheriff's Office. This duplication is time prohibitive in the booking process by as much as 10 to 15 minutes.

• There are a number of forms required by Metro to book a prisoner. Much of the same information such as name and address of suspect, incident number, charges, etc. are duplicated among the various forms. Booking forms for both the Sheriff's Office and Police Department include:

  - Arrest report.

  - Incident report

  - Jail In-take form

  - Affidavit

  - Prisoner processing tracking sheet

  - Mittimus for Appearance

  - Inmate personal property receipt

  - Domestic abuse cases – order granting bail for domestic abuse cases

  - Metropolitan Police Department Victims Right to Notification

  - Conditions of Release Order

  - Supplement report

  - Use of force report

• The current Metro police lockers used to secure weapons are heavily damaged, missing keys and in a location that the Sheriff's Office uses to transport prisoners through on a daily basis. Due to the limited amount of locker space and missing keys, police officers store weapons in their police cars upon arrival to booking. This is against Police Department policy and poses a potential risk to Metro.

The following points reflect the project team's recommendations regarding Metro Nashville – Davidson booking operations.

2.   RECOMMENDATIONS

This section describes the project team's recommendations for Metro Nashville - Davidson County's booking operations. These recommendations were developed after a comprehensive review of Metro's existing booking policies and procedures, careful consideration of various factors at Metro and evaluation of other jurisdictions as a means to gain efficiencies where possible. The recommendations are intended to be used by Metro as the key to planning, developing and staffing the booking area and are divided into two main areas.

(1)   Recommendation: Allow Officers to Swear Out Their Affidavit Before the Clerk of the Court.

The Matrix Consulting Group recommends that officers be allowed to swear before the Clerk of the Court as to the accuracy and validity of their arrest report. The greater time spent in the booking process by the arresting officer (in Metro) occurs due to the lack of police powers on the part of the Sheriff's Office (they cannot hold a person until they have been committed). This recommendation allows the police officers to be returned to the field more quickly. The Clerk of the Court would then be required to issue a temporary mittimus to the arresting officer. The officer could then go before the commissioner to receive a committal and finalize the paperwork. The officer would not be required to wait for positive identification of the arrestee prior to receiving the arrest number and committal. Implementation of this would result in efficiency savings (i.e. officers time spent in the booking process) of approximately 20 – 25 minutes on ten-

prints. The following reflect additional thoughts to consider when implementing this recommendation:

- Single-prints still could be used initially to identify an arrestee but if a positive match is not made the officer should not be required to wait on a positive ten-print result.

- If the arrestee misidentifies himself or herself, a Sheriff's Office deputy would be required to notify the officer so they could return and file additional charges.

- Shelby, Hamilton and Rutherford Counties use a similar process in order to reduce the amount of time an officer spends in booking.

  Variations to consider include:

- Eliminate the need for the police officer to wait for single-print identification before receiving an arrest number. The Sheriff's Office could generate an arrest number after the officer has finished the booking process. Procedures would need to be established to ensure the booking number is entered into the CJIS system prior to arrestee detainment. Additional productivity savings for officers in the booking process would be approximately five to 10 minutes resulting in an average time in booking of between 30 to 35 minutes as evidenced in Shelby and Rutherford Counties.

- As previously mentioned, implementation of the new AFIS system in fall of 2004 is expected to expedite the fingerprinting process. The new system requires a four-finger print that provides a better chance of returning a positive result. Metro staff is estimating timesavings of at least 30 percent (or approximately 15 minutes) per officer in the booking process.

The second alternative, presented below, would also allow the MNPD to expedite

the return of Officers to the field following an arrest. However, this second option would

also carry a significant annual price in salaries and benefits.

(2)   Option: Assign a Police Officer to Booking (Not Recommended).

The following summarizes an option which we do not recommend. Since a

sworn officer is necessary to the booking process due the charter provision that takes

away peace officer status from the Sheriff's Office, a police officer could be assigned to

booking (24/7). The officer stationed in the Sheriff's Office would be responsible for

taking custody of the other police officers' arrestee and testifying before the commissioner. Implementation of this would result in efficiency savings (i.e. officers time spent in the booking process) of approximately 20 – 25 minutes on single-prints and 40 – 45 minutes on ten-prints. In reality, there would no longer be a distinction in single-prints versus ten-prints because the officer located in the Sheriff's Office time is not impacted by the wait. The following reflect additional issues to consider when implementing this recommendation:

- Factoring in vacation, holidays, sick leave, etc., five additional sworn officers would be required to staff this role 24/7. Additional cost of the five officers would be approximately $275,000. The exhibit and points below provide an explanation of the project team's calculations.

FTE Available Hours	FTE Hours Required	Staff Required	Midpoint Salary PO2 and Benefits
1664	8,760 hours	5	$55,595

   - The project team used a conservative 1,664 hours of productivity time per FTE (80% * 2080 Hours). This calculation takes into consideration a number of factors such as vacation (160 hrs), sick leave (96 hrs), holidays (96 hrs), personal day (8 hr), breaks, phone calls, administrative tasks, etc.

   - The FTE Hours Required is calculated based on a 24/7 operation 365 days a year (24 * 365 = 8,760).

   - The Staff Required figure is calculated by dividing 8,760 total required hours by 1,664 FTE net available hours.

   - The midpoint salary of a Police Officer 2 position is $44,476. A 25% benefit rate was applied to the midpoint salary to arrive at $55,595.

- Arresting officers would still be required to fill out the initial paperwork and type arrest information into CJIS. After officers enter their information, they would turn their prisoner over to the sworn officer in the Sheriff's Office and return to the field.

- Arrestee booking times could increase during heavy volumes due to the coverage of only one officer on duty in the Sheriff's Office. For example, the officer would be required to complete the process of one arrestee before retrieving another from the holding cell.

Variations to consider include:

- Determine peak times in the detention center and schedule officers accordingly. This could reduce the need to hire only three versus the required five sworn for a 24/7 operation. Costs for three officers would be approximately $165,000 as compared to $275,000 for five officers.

- Administrative personnel or community service officers could be used to type in the arresting officer's arrest report into the CJIS system. This would free the arresting officer from all duties except transport and walking the prisoner in the door. Costs of providing administrative support personnel to perform this function would be approximately an additional $160,000. The exhibit and points below provides an explanation of the project team's calculations.

FTE Available Hours	FTE Hours Required	Staff Required	Midpoint Salary Office Support Rep 2 and Benefits
1664	8,760 hours	5	$32,173

- The project team used a conservative 1,664 hours of productivity time per FTE (80% * 2080 Hours). This calculation takes into consideration a number of factors such as vacation (160 hrs), sick leave (96 hrs), holidays (96 hrs), personal day (8 hr), breaks, phone calls, administrative tasks, etc.

- The FTE Hours Required is calculated based on a 24/7 operation 365 days a year (24 * 365 = 8,760).

- The Staff Required figure is calculated by dividing 8,760 total required hours by 1,664 FTE net available hours.

- The midpoint salary of an Office Support Representative 2 position is $25,738. A 25% benefit rate was applied to the midpoint salary to arrive at $32,173.

- Other considerations could include staffing during peak times and could result in less than the original $160,000 estimate depending on how Metro chooses to deploy staffing.

- In conclusion, the recommendation of adding sworn officers and support personnel if taken together would be an additional $435,000. Costs would be less if staff deployment were re-arranged and prioritized to cover only peak booking periods.

The Matrix Consulting Group does not recommend that Metro pursue this option given the cost (more than $275,000 annually) and the potential for low utilization of the Officer assigned to this post during off-peak periods (i.e., when no arrest activity is taking place).

(3)   Consider Other Changes in the Booking Area.

The following recommendations are based on the project team's analysis and observations of Metro Nashville – Davidson booking operations, physical layout, staffing, policies and procedures and technical functionality.   These recommendations include productivity savings and other efficiencies.   Additionally, there are cost estimates provided for implementation where feasible.   Metro Nashville should closely evaluate each of these regardless of the decision of the previous two alternatives. These recommendations will have an additional efficiency impact depending on the alternative chosen.

- Eliminate the need for the police officer to wait for positive ten-print identification before proceeding through the booking process. Similar to the other counties included in this study, the Sheriff's Office could ten-print suspects after the officer leaves booking. This would expedite the amount of time an officer currently spends in booking by an estimated 20 minutes. Other factors to consider include:

  - Procedures would need to be established to ensure the arrest number is entered into the CJIS system prior to arrestee detainment.

  - The new AFIS system will enhance Metro's ability to capitalize on this recommendation through faster processing of prints and increased reliability of returning positive matches.

- Commissioner lunch breaks should be taken while working. Commissioners are exempt employees and their absence during lunch breaks creates delays in returning police officers to the street by as much as one and a half hours. The project team understands that the Court is already considering this option.

- Metro Nashville – Davidson should evaluate the implementation of technology (hardware and software) that allow officers the ability to enter arrest reports directly in their laptop computers. Implementation of this technology eliminates the manual writing of the arrest report and the duplication involved when officers re-type that information into the CJIS system at the Sheriff's Office. The arrest report could be saved to a disk that the officer could take into the Sheriff's Office for download into the CJIS. This would save approximately 10 to 15 minutes per arrest provided the officer is not required to wait for positive arrestee identification before proceeding through the booking process.   Costs of

implementing such a system are significant and could range from $5 to $10 million depending on hardware/ software selection, infrastructure requirements, number of units, coverage distance, current capabilities, etc. The following example is for comparative purposes and differs from the needs of Metro for the reasons stated above:

- The City of Tucson police department sought federal funding of $6 million through the COPS MORE '98 grant to implement an automated field reporting system using speech-to-text technology. The total budget including Tucson's portion was $7.9 million. The proposal included three major initiatives:

  •• A program aimed at replacing the existing mobile data terminals in 304 patrol cars with mobile tactical computers. In addition, the department wished to acquire mobile tactical computers to outfit the remaining 37 patrol vehicles that lack any form of wireless data communication.

  •• The second component of the grant request was to allow the department to replace its existing mini-computer system with modern server technology. Upgrades to the existing computer-aided dispatch and records management systems were necessary in order to transfer the information to the new computer platform.

  •• The final portion of the grant sought funding to upgrade the department's data radio network infrastructure. The department's mobile data terminals operated on two radio frequencies. The department acquired FCC licenses for five additional frequencies and had to build new base stations for those frequencies. At the same time, the older transmission protocol was replaced by state-of-the-art technology that increased data transmission speeds and allowed the inter-connectivity between systems that were currently lacking in the network.

- New lockers for police officers should be provided to ensure officer and prisoner safety. Metro Nashville – Davidson Police Department currently has a proposal from a vendor to provide the necessary equipment and installation but has delayed the purchase due to the building of the new detention facility. Since the facility will not be finished until 2006 and the lockers could be relocated upon completion, the new lockers should be purchased now. The vendor proposed a cost of $4,845 that includes a security gate to guard against damage to the new lockers.

- Metro Nashville – Davidson County should further determine if there are opportunities to consolidate the number of forms required for the booking process. A joint team comprised of representatives from the Police Department

and Sheriff's Office should be established to ensure information needs are met while focusing on paperwork reduction.

- During the evaluation, the group should consider and focus on factors such as use of the information by party, elimination of repetitive information, document requirements by law, etc.

- Alternatives may include evaluating opportunities to streamline paperwork through automated workflow such as creating key identifiers that would populate repetitive information from one form to another.
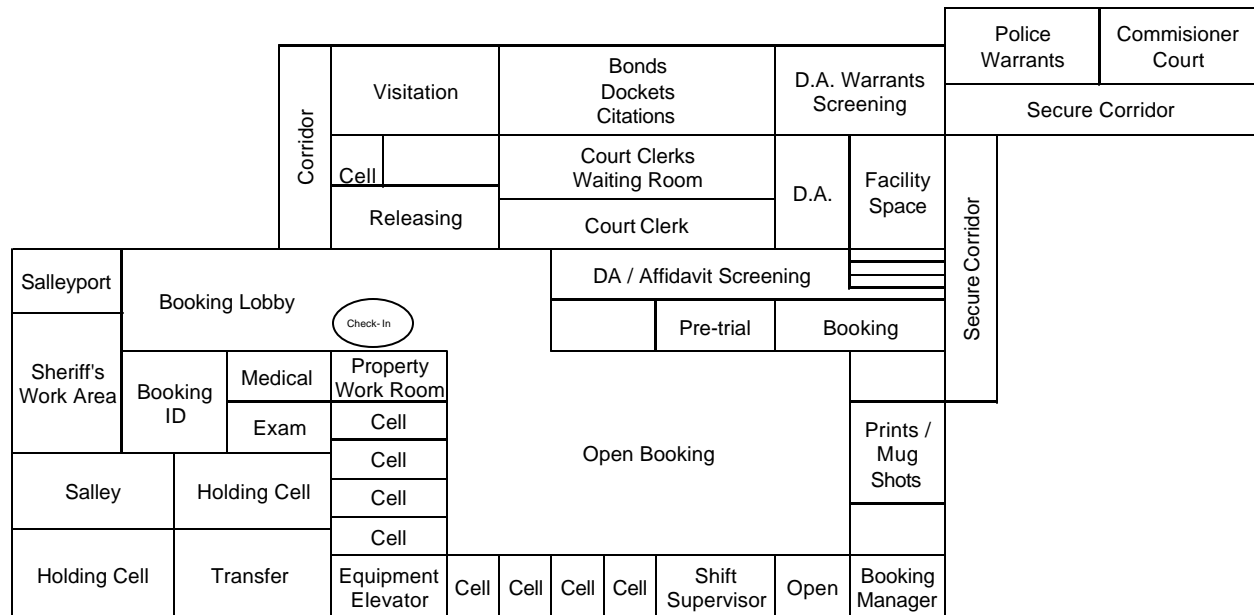
The following section discusses the proposed layout for booking operations when the adult detention center is remodeled.

3.   REMODEL OF THE ADULT DETENTION CENTER FACILITY

Metro Nashville – Davidson County is currently in the planning stages to remodel completely the existing adult detention facility. Construction is expected to last until 2006. This is important because the booking process physical layout will change and result in a number of procedural efficiencies. For example, the proposed layout expedites the amount of time officers spend at each booking step by consolidating those functions in a closer proximity. In addition, additional cells will facilitate the handling of difficult prisoners and assist in separating male and female arrestees.

The project team has included, below, an illustration of the proposed booking process layout for the new adult detention facility. The illustration is not drawn to scale but is representative of the booking process functions and locations as presented to the project team.

						Police Warrants	Commisioner Court
Corridor	Visitation	Bonds Dockets Citations		D.A. Warrants Screening		Secure Corridor	
	Cell	Court Clerks Waiting Room		D.A.	Facility Space	Secure Corridor	
	Releasing	Court Clerk					

Salleyport · Booking Lobby · Check-In · DA / Affidavit Screening · Secure Corridor

Sheriff's Work Area · Booking ID · Medical · Property Work Room · Pre-trial · Booking · Exam · Cell · Open Booking · Prints / Mug Shots

Salley · Holding Cell · Cell · Cell · Cell

Holding Cell · Transfer · Equipment Elevator · Cell · Cell · Cell · Cell · Shift Supervisor · Open · Booking Manager

The proposed layout provides officers the ability to conduct their booking business in two primary areas - Booking ID and the Booking Lobby. With the exception of one concern, the project team agrees with the proposed layout of the booking process in the new adult detention center. Our concern is that he current proposed location of the commissioners is too far away from the other booking functions to facilitate an officer's time in the booking process. Metro Nashville can minimize this impact by either installing videoconferencing equipment or moving the commissioner's area closer to the actual booking area. The project team recommends the installation of videoconferencing in multiple cells, similar to Rutherford County, to avoid police officers waiting in line to see a commissioner and thus expediting the process when multiple arrests occur.

With the one exception previously mentioned, the proposed layout minimizes the amount of time an officer currently spends walking through the process expediting his or her return to the field.