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REORGANIZING THE ROCHESTER POLICE DEPARTMENT

AN ANALYSIS OF THE ROCHESTER, NY POLICE DEPARTMENT PATROL DIVISION

EXECUTIVE SUMMARY

Prepared for:
Rochester Police Department

Charles Zettek, Jr.
Project Director
Sarah Boyce
Associate Director

One South Washington Street
Suite 400
Rochester, NY 14614-1125
Phone: (585) 325-6360
Fax: (585) 325-2612

White Plains Office Park
707 Westchester Ave Suite 213
White Plains, NY 10604
Phone: (914) 946-1599
Fax: (914) 948-3671

100 State Street
Suite 930
Albany, NY 12207
Phone: (518) 432-9428
Fax: (518) 432-9489

www.cgr.org

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SUMMARY

The Rochester Renaissance 2010 Plan Campaign Three is titled "Promote Rochester as a City of Safe, Healthy and Responsible Citizens." Part of the strategy for Campaign Three is to "plan (the) reconfiguration of (RPD) patrol section and car beat boundaries to balance workload." Specific implementation steps as defined by the City to accomplish this strategy are as follows:

- Conduct a Study
- Implement Changes
- Re-Deploy
- Evaluate Impact on Workload

To initiate this process, the Rochester Police Department (RPD) engaged CGR (Center for Governmental Research Inc.) to conduct a detailed study of the RPD patrol division, which includes those officers who respond to calls for service from the Rochester community and who carry out proactive work to prevent crime. The 2002-2003 city budget shows the patrol division with 508 full time employee positions, 539.6 full-time-

equivalent (FTE) positions (including part-time and temporary/ seasonal), and a total budget of $32.5 million.

The purpose of the study was to evaluate the demands for service placed on the patrol division and to determine if there is a more efficient way to allocate patrol division resources to meet the demand. To accomplish this, CGR identified and quantified the demand for police patrol services throughout the city and evaluated the resources available to the patrol division, primarily as measured in terms of uniformed officers available for duty.

CGR was asked to evaluate the way the patrol division is currently organized, whereby the city is divided into 41 patrol car beats and 7 police sections. The idea was to determine whether or not re-thinking the current car beat and section structure might improve RPD's ability to meet the needs of the community.

CGR found that the best and most comprehensive indicator of demand for service is calls for service (CFS) that are collected in and reported by the 911 system. The activity of officers is recorded by 911 in detail. 911 records can tell both when an officer responds to a 911 call for service and when the officer has self initiated an action.

Based upon a detailed analysis of CFS data for 1998, 1999 and 2000, an analysis of RPD staffing records, and extensive interviews, CGR developed the following conclusions:

- The city is currently divided into 41 car beats, but the workload for patrol officers in the various car beats is drastically different. The highest car beat has six times the workload of the lowest car beat.
- The city is currently divided into 7 sections, but the workload among sections varies significantly. The highest section has four times the workload of the lowest section, but there is not a corresponding difference in the number of officers assigned to the sections.
- Each section has the same type of command structure, however, there are significant workload and supervisory ratio differences among the sections. The largest section requires command officers to supervise three times as many officers as the smallest section.

These inequities, in particular the differences in call for service (CFS) workload among car beats and sections, are a major contributing factor to backlogs that occur during periods of peak demand for officers. When backlogs occur, i.e. when there are more calls for service than officers in a section can handle, officers literally cannot respond to all the calls coming in on a timely basis. CGR found that RPD changed to a five platoon (shift) schedule in 2000, and this improved the department's ability to more closely match the number of available officers to demand. However, there are still major gaps between demand for service and the availability of officers.

CGR developed several different organizational models to determine if there were ways to re-organize the current staff in the patrol division to achieve a better balance between demand and available resources. After testing these models with RPD command staff, CGR believes that the model which would give the RPD the greatest flexibility to best match resources with demand would be to move to a two section model. Essentially, this would divide the city in half, split by the river, and then create basic patrol units (called PSA's – patrol service areas) that would cover about 2 to 3 times more area than the current car beats.

In CGR's model, the PSA's are designed around the concept of equalizing work load for officers across the city. Since demand (CFS) fluctuates by a predictable pattern over the course of individual days, days of the week and month, officers can be scheduled as needed to ensure that the number of officers on duty matches the patterns of demand.

Moving to this model will clearly allow the RPD to provide faster response to CFS during periods of peak demand. Further, although the city will need to commit capital funds to create two larger section offices, other efficiency savings and a reduction in overtime can be used to offset the capital costs. Although there will be significant challenges to move to the two section model, CGR believes that the two section model will allow RPD management to provide better service at less cost, and thus manage its limited resources more effectively.

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CHAPTER 1 - BACKGROUND AND ANALYSIS

SECTION 1 - METHODOLOGY

The methodology for this project involved three primary components: interviews, data analysis, and GIS (Geographic Information Systems, i.e., computerized mapping) analysis. Throughout the course of the study, CGR tested its findings and assumptions at various meetings with members of the RPD command staff.

Interviews

Comprehensive interviews were used to ascertain information on a variety of issues including perceptions about what a "safe" city would look like, what the demand for services is in different sections and different platoons, what resources are available, and how patrol resources are managed.

Calls for Service Analysis (CFS)

CGR obtained three years of calls for service (CFS) data from the Office of Emergency Communications (OEC), the agency that operates the 911 system. Analysis of these data was crucial to understanding the demands on patrol throughout the city.

Computerized Mapping

CGR used GIS tools to illustrate both demand and resource allocation in the City of Rochester. GIS mapping allowed CGR to overlay several sources of data simultaneously to further our understanding of the demands on Rochester's police force, and the available resources. GIS maps were used to develop different models for allocating RPD staff to meet the calls for service.

SECTION 2 - ANALYSIS OF CALLS FOR SERVICE DATA

Calls for Service (CFS) Were Used to Measure Demand for Patrol Officers

CGR determined that calls for service (CFS) data are the best source of data to measure the demand for patrol officer time. In Rochester, the large majority of patrol division officers' time is spent responding to calls from the community. Time not spent responding to calls for service is called "proactive time," which

officers may use as they deem appropriate to further the public safety goals of the community. As a general rule of thumb, police departments would like to have their officers spending more time on proactive activities. However, in Rochester, on average, patrol officers have less than 20% of their time available for proactive work because there is such a high demand for services.

From January through December 2000, there were approximately 439,000 calls for service placed to the RPD through 911 calls, or an average of about 1,200 calls per day. However, some CFS did not result in work that went to patrol officers. Thus, CGR excluded the following call types, based upon discussions with OEC and a number of RPD Captains: TSS (Teleserve), Animal Control, Parking Monitors, FACIT (Family and Victim Unit), State Police responses, Tech unit, and Others. Removing these calls from the database dropped the number of calls for analysis from nearly 439,000 to just over 383,000, or about 1,050 calls per day.

Calls Were Weighted to Reflect Resources Needed

CGR then weighted the calls for service to account for the number of patrol cars answering each call, and the amount of time spent on the scene by each car. Patrol officers record their arrival time and end time (clear time) for each call; these times were used to calculate the time on scene. Although many of the calls could not be used in the analysis due to missing data, there were still over 130,000 observations that could be used for weight calculations. Weights ranged from 0.33 (animal problem report) to 6.47 (shots fired). A call with an average weight received a value of 1.0.

Weighting translates into the total amount of time spent, by all officers on a call. Thus, a shots fired (Type A) call consumed, on average, 333 minutes of patrol staff time. This would be due primarily to the fact that multiple officers respond to a shots fired call, and post-incidence investigation can take up to several hours. On the other hand, the average animal problem report takes about 17 minutes of an officer's time to respond and resolve the issue. Taking into account all the various types of calls for service, on average, each incident consumes 51.5 minutes of patrol officer time, from arrival on the scene until they are cleared back in service to respond to another call.

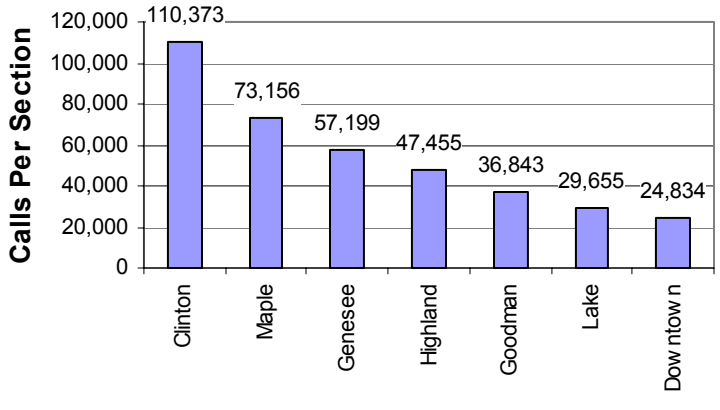
Finding: Significant Variations in Workload Among Beats

The current 41 car beats have tremendous variation in the number of weighted calls received per year. Calls ranged from a low of 2,867 to a high of 17,584 per beat. Put another way, the highest car beat has six times as many calls for service as the lowest beat. Although some of the variation is reduced because patrol cars cross over beat lines regularly, it is still clear that the current beat workload variations create inequitable work loads. These figures translate to an average of 0.3 calls per hour on average in the lowest volume beat to a high of 2.0 calls per hour on average in the highest volume beat.

Finding: Significant Variations in Workload Across Sections

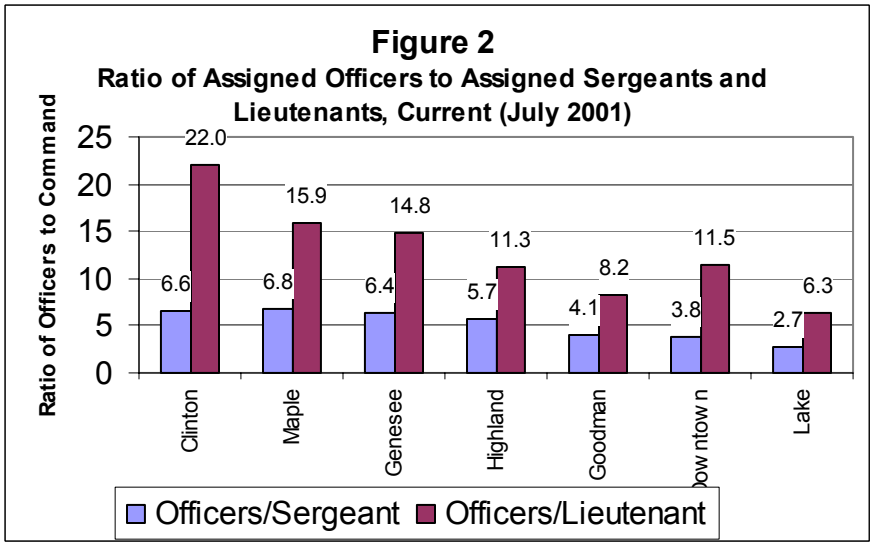
The RPD is currently organized into 7 patrol sections. Each section has its own command structure, which includes a Captain as well as Lieutenants and Sergeants along with the patrol officers. However, there are significant differences in workload (CFS) among the 7 sections. As shown in Figure 1, the highest section has a CFS workload that is four times higher than the lowest section.

Figure 1
Weighted Calls by Section, 2000



Finding: Significant Variations in Staffing Ratios of Officers to Command Staff

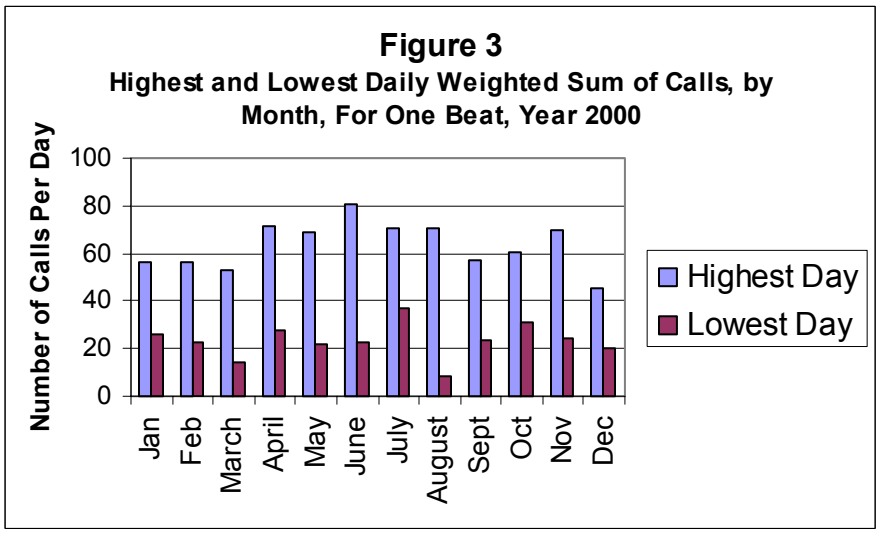
In addition to the differences in CFS workload among the 7 sections, there is also significant variation in the workload of command staff among the sections. As shown in Figure 2, the staff to officers ratio in the biggest section is two to three times higher than in the smallest section.



Finding: Significant Variation in Workload by Time

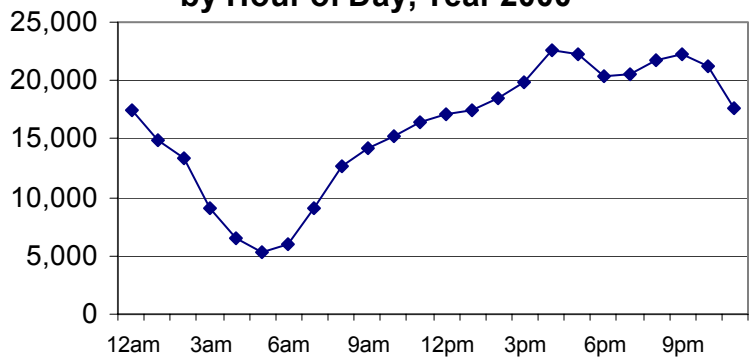
Variation also occurs not only among beats, but also within beats. Calls vary by month, with the summer months higher than the winter months. There are also variations between days within the months.

Figure 3 gives an example of how much variation there is in calls for service in one sample beat. For example, the highest CFS day in June generates nearly four times the calls of the lowest CFS day in June.



Not only do the calls vary substantially by car beat, but the number of calls for service over a 24 hour period vary substantially as well. As shown in Figure 4, across the whole city, the lowest demand for service occurs between 3 and 6 am, and there are two peak demand times, roughly 4 to 5 pm, and 8 to 10 pm. During the course of the day, peak demand (CFS) is almost five times as high as the lowest demand.

Figure 4
Weighted Calls for Service, by Hour of Day, Year 2000



Finding: Backlogs are Created When CFS (Demand) Exceeds Officers' Capacity to Respond

These multiple sources of variation present management challenges, and also create service backlogs. The average call takes 51.5 minutes of officer time. Or, put another way, patrol officers can handle roughly one call per hour. However, at peak demand time, a number of car beats receive over 3 calls per hour, and many car beats receive more than one call per hour. Since the average call takes about 50 minutes to handle, clearly, when 2 or 3 calls per hour are coming in to an officer, that creates a backlog and the inability of that officer to respond quickly. During peak times across a large part of the city, calls are coming in faster than the officers can respond to them. This creates a service backlog.

SECTION 3 - ANALYSIS OF PATROL STAFFING REQUIREMENTS

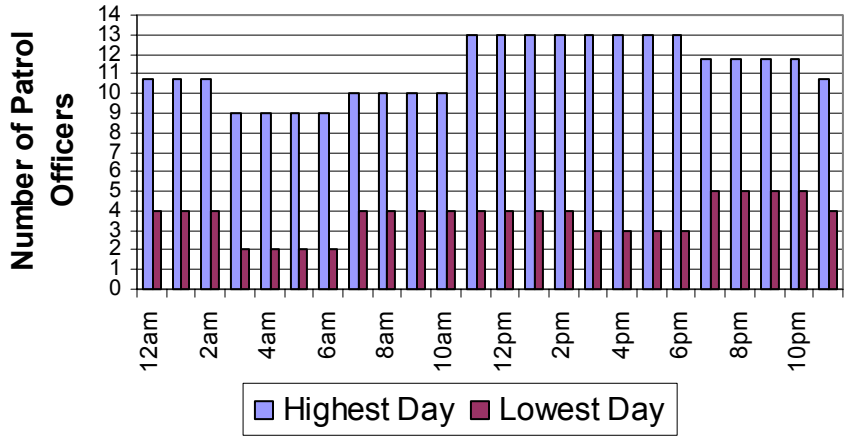
To analyze the RPD Patrol staffing, CGR considered only those officers available to answer calls for service on a regular basis. Captains, Lieutenants, Sergeants, Investigators, and Coordinators do not routinely answer CFS, thus they were not included. For the same reason, NET staff (CPOs) and School Resource Officers (SROs) were excluded. CGR's observations are based on analysis of the daily attendance logs kept by three sections.

Finding: Variation in Number of Officers on Duty

Just as we found tremendous variation in the call volume by time, by beat, etc., we also found variations in the actual patrol staff on duty. For example, in one representative section, CGR found that at 8pm the actual number of patrol officers on duty was as high as 12 and as low as 5 over the course of a year (see Figure 5).

Figure 5

Highest and Lowest Number of Officers on Duty, by Hour, Over the Year 2000, Sample Section with Actual Data



Finding: Months With High Volume Sometimes Correspond to Months With Fewer Officers Available

In CGR's analysis of the number of officers available for duty over the course of a year, we found that the months with the highest volume of calls sometimes corresponded to a high number of officers being unavailable for duty. For example, vacation time peaks in the summer, which is also a time of high volume of calls for service. Similarly, January has an upward bump in calls compared to the other winter months, but that is also the month with the highest number of sick days in two sample sections (more than three times the average in each of the other months).

Due to the way officers are scheduled to work, the number of patrol officers actually on duty at any given time is lower than the number of patrol officers "on the books" as being assigned to duty. The impact of this finding can be illustrated by the following example. Suppose 10 officers are assigned to a particular section for a particular 8-hour shift. Of those 10 officers, on any given day 3 of them will have a "weekend" day or "off" day, due to the normal work wheel schedule, leaving 7 officers available for duty. Further, the actual sign-in logs indicate that, on average, an additional 1 officer will be unavailable for duty due to vacation, sick time, comp time, training, or some other reason.

Finding: Staffing One 24-hour Patrol Position Requires 5.1 Officers

Therefore, of the 10 officers assigned to that shift, on average only 6 officers are available to go out on patrol. If 10 officers are required for every 6 patrol positions filled, then the RPD requires 1.66 (rounded to 1.7) officers for every 1 patrol position filled on a given 8-hour shift. To then staff one patrol position over a 24-hour period (3 shifts) requires three times the 1.7, or 5.1 total officers on the books for every one patrol officer on the street.

Finding: Using 5 Platoons Allows RPD to Better Match Staffing to CFS

Because of the variations in calls by geography and time, and because of the variations in staffing by time, it is difficult to assign officers into the standard three platoons (8 hour shifts) to allocate workload evenly. CGR believes that the RPD made a good management decision to break the day into six time periods and create the 4th and 5th platoons, to shift officers into periods of high calls for service. CGR believes that further refinements in scheduling officers will even more closely match officers to workload.

CHAPTER 2 – A SUGGESTED REORGANIZATION PLAN

SECTION 1 – THE CHANGE OBJECTIVES

To summarize the important findings outlined in Chapter 1 of this report:

- The city is currently divided into 41 car beats, but the workload for officers in the various car beats is drastically different. The highest car beat has six times the workload of the lowest car beat.
- The city is currently divided into 7 sections, but the workload among sections varies significantly. The highest section has four times the workload of the lowest section.
- Each section has the same type of command structure, however, there are significant workload and supervisory ratio differences among the sections. Each section is headed by one Captain, supported by Lieutenants and Sergeants. As an example of the differences in supervisory responsibility among sections, however, one section has a ratio of 6.3 officers per Lieutenant, whereas another section has a ratio of 22 officers per Lieutenant.
- These inequities, in particular the differences in call for service (CFS) workload among car beats and sections, are a major contributing factor to backlogs that occur during periods of peak demand for officers. When backlogs occur, i.e. when there are more calls for service than officers in a section can handle, officers literally cannot respond to all the calls coming in on a timely basis.

The challenge posed to CGR was whether or not it would be possible to improve service delivery without increasing staff. In other words, would reorganizing the patrol division in some way give the RPD the ability to reduce backlogs and increase response time during periods of high demand?

CGR Evaluated Many Different Organizational Models

Accordingly, CGR evaluated many different models for organizing the patrol division, based on different ways of splitting the City into geographic sections and patrol car units. We evaluated the

pros and cons of leaving the seven sections as they are, of moving the boundaries of the seven sections, of creating more than seven sections, and of reducing the number of sections. Each model had to meet the following criteria:

- Workload for officers and command staff should be more evenly distributed across the city, which would have the positive effect of improving response and service times by more closely matching resources with demand;
- RPD relationships with NET offices and neighborhoods would not be disrupted; and
- Other potential efficiencies might be achieved, such as more effective use of staff or lower operating costs for items such as buildings and equipment.

Finding: Some Cities Use Larger PSAs Instead of Car Beats

As a starting point, CGR found that several leading edge city police departments across the country have moved away from the concept of the traditional one-car, one-beat configuration for assigning patrol officers. Instead, officers are assigned into a larger, multiple-car patrol area, usually called a Patrol Service Area (PSA). Applying the PSA concept to Rochester would have numerous advantages:

- Breaking the city into PSA's would allow the RPD to use defined neighborhood boundaries as building blocks;
- The city can be broken into PSA's where the ratios of CFS to patrol officers will permit approximately equal workloads for patrol officers and command staff;
- PSA's can be staffed by a variable number of officers depending on the platoon and time of day, which would allow the RPD to better match staffing with demand requirements, thus improving response times to calls for service;
- The PSA concept provides needed flexibility by allowing for variation of officers on duty by time of day within a small geographic area; and
- PSA's create more options for management to shift staff to meet the variations in CFS demand.

CGR Developed PSA Based Models for Rochester

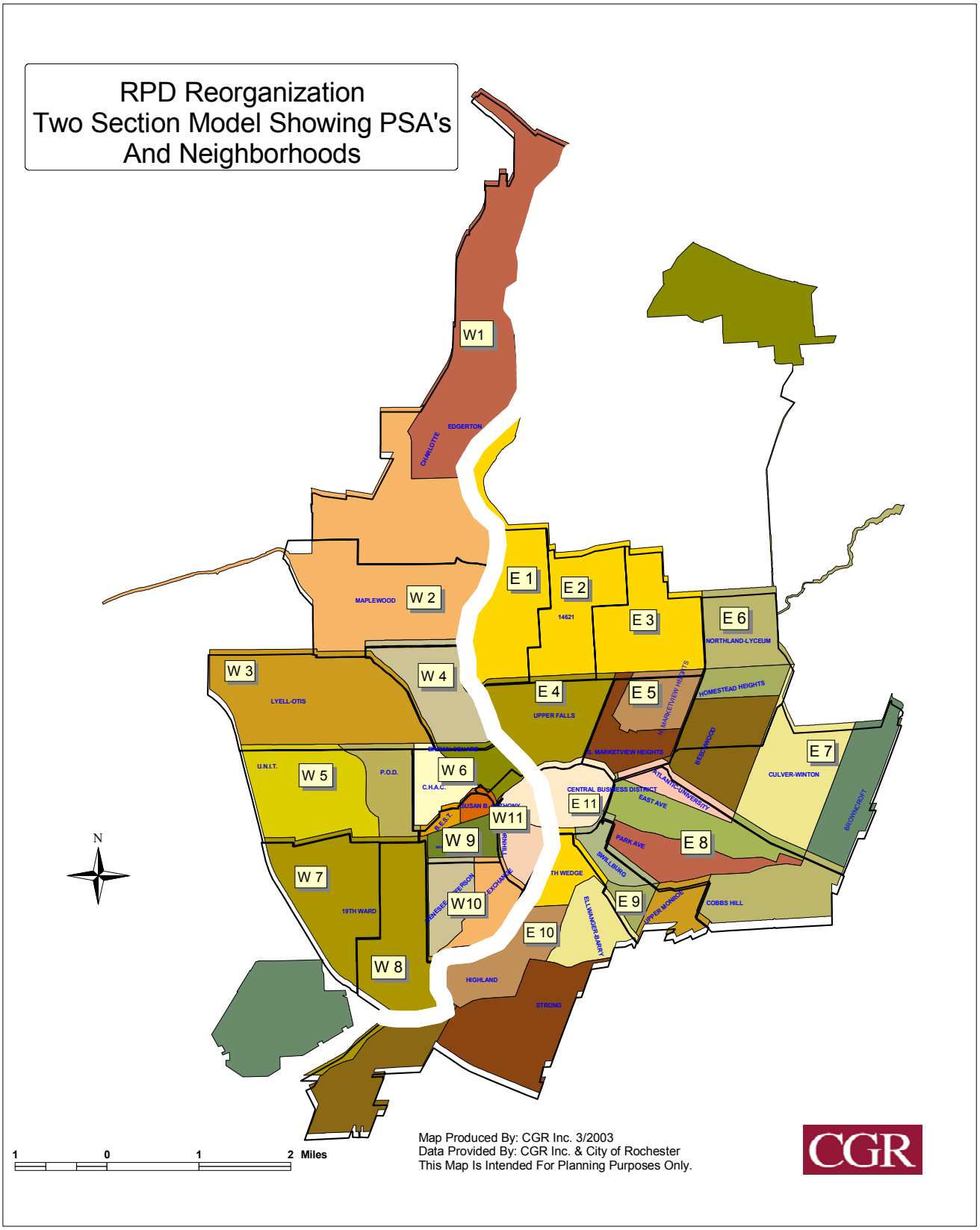
For these reasons, CGR developed models for Rochester based upon the PSA concept. As CGR built the PSA boundaries on maps electronically using GIS software, we made the following assumptions:

- Leave NET functions as they are, and minimize disruption to NET boundaries;
- Keep neighborhood boundaries intact; and
- Leave School Resource Officers (SRO) functions as they are.

Finding: The Most Flexible Model Is the Two Section Model

CGR evaluated models that split the city into 5, 4 or 2 sections, and concluded that the model that provides the RPD with the most flexibility is a two section model. Under this model, the city would be split in half, using the Genesee River as the dividing line. Each half of the river would be split into eleven PSA's. The boundaries of the PSA's on each side of the city can be drawn exactly along neighborhood boundary lines, except in three places, in such a way that the calls for service in each PSA are proportional to the calls for service in the other PSA's in each section.

The following map shows what the two section model would look like, showing the eleven PSA's on each side of the city. CGR has also prepared a larger paper map to show how the PSA's would overlap existing neighborhood boundaries.


RPD Reorganization
Two Section Model Showing PSA's
And Neighborhoods
W1
W 2
W 3
W 4
W 5
W 6
W 7
W 8
W 9
W10
W11
E 1
E 2
E 3
E 4
E 5
E 6
E 7
E 8
E 9
E 10
E 11
EDGERTON
CHARLOTTE
MAPLEWOOD
LYELL-OTIS
U.N.I.T.
P.O.D.
C.H.A.C.
UPPER FALLS
14621
NORTHLAND-LYCEUM
HOMESTEAD HEIGHTS
MARKETVIEW HEIGHTS
CENTRAL BUSINESS DISTRICT
EAST AVE
PARK AVE
CULVER-WINTON
COBBS HILL
SWILLBURG
ELLWANGER-BARRY
HIGHLAND
STRONG
19TH WARD
N
1 0 1 2 Miles
Map Produced By: CGR Inc. 3/2003
Data Provided By: CGR Inc. & City of Rochester
This Map Is Intended For Planning Purposes Only.
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SECTION 2 – KEY FACTORS FOR THE NEW MODEL

A two section model for the RPD would not, in and of itself, be completely revolutionary. Some officers with a long history on the force remember when the city was configured differently than today. Changing management strategies and operating objectives in the 1970's led management at that time to split the city into several more and smaller sections. What is new this time around is the plan to organize the smallest geographic unit around the concept of a PSA rather than a car beat.

The two section model would have several important benefits.

The Number of Cars in a PSA Would Vary to Meet Demand

Under the new two section model, during the period of lowest demand, there would be at least one officer patrol car per PSA, plus command staff cars. More officer patrol cars would be added to each PSA as demand warranted. Thus, at times, depending on the call for service demands, there might be as many as three or four cars assigned to a PSA, where under the current car beat system, there might have been only two car beats. Cars would be added on a shift-by-shift basis, so that the number of officers on duty more closely matches the actual CFS demand as it fluctuates over the course of a day. This is a much more dynamic model than the current static 41 car beat model, and would have the benefit of putting more officers on duty during peak demand times.

Officers Could Be Moved Around Within the Large Sections to Meet Demand

Currently, RPD management has limited flexibility to assign officers from one section to another to meet changing demands in different parts of the city. If the RPD was organized into two sections, officers assigned to a section could be shifted to patrol duty anywhere within that section as needed. This would be a much more dynamic model than the current 7 section model, and would have the benefit of increasing response capabilities within each side of the city during any given shift.

Command Staff Workload Could Be Equalized

Moving to a two section structure would also give the RPD the flexibility to re-organize the command staff to provide more equal supervisory responsibilities and supervisor to officer ratios. This would have the benefit of providing better supervisory capabilities within the patrol division.

Benefits of the New Staffing Model

CGR developed a draft staffing model which could be used by the RPD as the basis of proceeding to implement a two section model. Clearly, to move to a two section model, the RPD would have to make significant changes. CGR was not engaged to develop an implementation plan for the RPD to move to a new model. However, the new organization model, as envisioned by CGR, would have the following core elements:

- The top command structure would be based on having one Deputy Chief or Commander responsible for each side of the city (section). There would be four Captains per section, one on duty for each primary eight hour shift plus an Executive Officer. Thus, Captains would be responsible for activities that occurred within a shorter time period (8.25 hours) over a larger area (half of the city). This could be called a temporal model. This would clearly be different than the current geographic model, which assumes a Captain is responsible around the clock for a smaller geographic area (the current section). The current model could be called a spatial model.
- Under the temporal model, Captains would be responsible for operations and personnel assigned by platoons (shifts) and shifting resources around within an entire half of the city to meet demand as needed.
- NET offices would stay the same as they are currently organized. The NET office operations would continue to provide on-site linkages with specific city neighborhoods, i.e. they would maintain the specific geographic presence of the RPD within neighborhoods.
- Making these changes to the command structure for sections would give the RPD the ability to make other operational changes within the organization. For example, it would be possible to reorganize the Bureau of Investigations to achieve efficiencies and improve operations. Three possible suggestions that have been discussed by the RPD on a preliminary basis would be to move

the Crime Analysis Unit to Field Investigations, create direct line supervision (Sergeants and Lieutenants) for investigative personnel, and have the investigative personnel in the sections report to an Investigations Bureau under a Captain of Field Investigations. CGR was not engaged to analyze opportunities to improve the RPD investigative operations, however, some RPD staff interviewed for this project did comment that it is possible that making changes to the Bureau of Investigation operations could improve accountability and management of criminal investigations, improve clearance rates, improve supervisory ratios, provide new assignment opportunities for supervisory staff, and improve opportunities for professional training.

- Organizing the city into two sections would permit the RPD to provide a better match of officers to demand while keeping the overall size of the patrol division force at current levels.

Creating Two Sections Would Change The Section Offices

In order to fully implement a two section model, the RPD would need to develop an implementation plan to phase out of the current seven section offices and consolidate into two major section offices. Due to a number of logistical challenges, it would take approximately one year to accomplish this consolidation. In addition, because the new section offices will have to be substantially larger than current section offices, this will put limitations on where the new sections offices could be located. RPD believes that the current Clinton Section could be expanded to become the section office for the East side, but no site has been identified for the West side at this time.

Two distinct benefits could come from creating the new section offices. First, development of a new section office on the west side could be tied into an economic development or neighborhood enhancement project, for example in conjunction with Brown Square or PaeTec Park developments. This may allow the city to leverage the benefits of the new section office with funding and/or other development opportunities. Second, larger section offices would create the opportunity to remain open around the clock in the neighborhoods, providing "walk-in" access to the public at two locations other than the downtown Public Safety Building.

Budget Implications

CGR estimates that the budget implications for moving to the two section model will be as follows:

- Initially, the number of positions (uniformed and civilian) would be the same as in the current department operations. Thus, there should be no significant cost savings due to changes in the numbers or titles of personnel in the department. Once the two sections become fully operational, in new section headquarters, it may be possible to consolidate administrative staff positions while still extending the hours that the buildings are open to the public, because the RPD would be merging the staff of seven sections into two sections.
- The city will have to incur significant one-time capital costs to create the two larger section offices. However, because of the potential for leveraging the costs of section offices with other economic or neighborhood development projects, it is too early to estimate the actual net cost to the city. For discussion purposes, capital costs could likely be in the $2 - $4 million range.
- Routine operating costs, such as for equipment, cars, fuel, etc. are not likely to be changed much by moving to the two section model. There may be a reduction in building operations costs, as the city would be able to stop lease payments on some sites and eliminate building operations costs at city owned sites, however, these savings will likely be partially offset by increased operating costs of the larger consolidated section offices. The model assumes that the same number of officers will be available for duty as are available in current operations, thus the same equipment, etc. would be required. The advantage of the two section model would be that the officers would be deployed differently, to more closely match officers with demand for service, and therefore provide better service.
- CGR believes that the two section model will give the RPD the flexibility required to utilize its officers in a way that can result in a substantial reduction in overtime pay. Currently, RPD pays officers and supervisors overtime to cover personnel shortages within sections to insure that sections have minimum staffing coverage. If RPD reorganizes into two sections as described, the need to provide minimum staffing at seven separate sections will be eliminated. The new two section model will have a sufficiently large pool of staff to give the RPD much more flexibility to meet

personnel shortages with staff on regular duty. Although a detailed savings estimate can not be made until the actual staffing configurations for the two section model are fully developed, CGR estimates that personnel shortage overtime could be reduced by approximately $250,000 per year in the two section model.

Other Challenges To Be Considered

There are clear advantages to the two section model. However, moving to that model will not be without challenges. The primary concerns raised during preliminary discussions of this model include:

- There will be management challenges for the section commanders in the two section model. The section Captains will have to switch from thinking about being responsible for a smaller geographic area with fewer staff to being responsible for half the city, with a much larger staff. In addition, because the Captains will be responsible for activity within their section during set time periods, they and the rest of the command staff will have to work together as a team to insure the seamless transitioning of police services from shift to shift over the course of each day.
- Individual neighborhoods may sense a loss of a direct link with a "neighborhood" section office. However, the NET offices and operations will continue to provide that direct physical link, and since the number of top level command officers is not being reduced, neighborhoods can continue to expect to receive direct attention by the appropriate level of RPD staff. Further, city residents may find that overall service is improved once the new section offices become established and are open to the public around the clock.
- Any change of the magnitude required to move from the current seven sections to a two section model will likely be met with skepticism and in some cases resistance. Clearly, while the two section model has been developed conceptually, significant implementation issues need to be worked out, as outlined below. However, the benefits of the reorganization in terms of improving the RPD's ability to respond to demand for service, coupled with the potential for operating efficiencies identified in this report, can be used to counter the resistance to change.

Implementation – Next Steps

This report was prepared by CGR to give the RPD the conceptual framework for reorganizing its patrol division operations in order to improve service and increase efficiencies. Once the concept for making this change is approved, the city, and the RPD in particular, will need to develop a detailed implementation plan to carry out the reorganization. The implementation team will need to develop a plan that takes into account at least the following major components:

- RPD staffing planning. RPD will need to identify how to transition from its current organization to the new organizational model, taking into account the impact on its officers and command staff. Union and other personnel issues will need to be addressed in this plan.
- Facilities planning. RPD and community and economic development staff will need to: (1) identify the best sites for the new section offices, (2) develop plans to build or lease appropriately sized buildings at those sites, and (3) develop plans to sequence moving from existing section sites to the new sites.
- Community relations planning. RPD will need to develop a well conceived plan for ensuring that the needs and concerns of the city's neighborhoods are addressed as the RPD transitions from the seven section model to the two section model.

Community Wide Participation Required

In conclusion, it is clear that moving from the seven section model to a two section model will require the active support and widespread participation of the members of the RPD, elected officials and community leaders throughout the city. Once the implementation planning process begins, it should take approximately one year to complete, and could become operational even before the two section office buildings are finished. Undoubtedly, there will be some challenges during the transition. However, these can be overcome by tapping the reservoir of good will that is one of the hallmarks of the Rochester community. As the RPD makes these changes to improve its ability to "serve and protect" while living under the severe fiscal constraints imposed by the times, the entire community will benefit.