Rochester Police Department Reorganization Evaluation

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

Executive Summary

As part of its reorganization project the Rochester Police Department (RPD) undertook a formal evaluation of the reorganization of its patrol function. The evaluation included gathering and analyzing both quantitative and qualitative or subjective data. The reorganization is still a work in progress. This evaluation, while helpful, is only part of the ongoing assessment of RPD's delivery of police services.

Some highlights from the evaluation:

> ➢ *There was no adverse impact on response time to calls for service (CFS). The average CFS response time decreased citywide in all three categories (critical, urgent, and normal) during the evaluation period.*

> ➢ *There was no adverse impact on patrol overtime as a result of the reorganization; the overtime category most directly impacted by the reorganization (personnel shortage overtime) decreased by about 800 hours during the evaluation period.*

> ➢ *All sections were within roughly 2.0 percentage points of their predicted proportions of citywide workload.*

> ➢ *81% of the 37 new car beats are within 2.0 percentage points from the target (equal) proportions of the respective section workload.*

> ➢ *An average of 62.9% of citywide calls are answered by the primary car assigned to the beat.*

> ➢ *The citywide "show rate" for the three primary platoons was 66.3%, within 2% of the prior period in the Division model; the average for on-duty personnel to account for each beat (coverage) in a given Section was 80.8%.*

> ➢ *The actual cost of implementing the first phase of the reorganization (the structural reorganization of patrol) was close to the estimated cost and within the budgeted cost.*

> ➢ *Data was gathered from surveys and focus groups to provide feedback on citizen and officer perceptions of police service.*

> ➢ *QSI calls for service (citizen request for a supervisor with a question or concern about police service) declined by 3.4% in the evaluation period and remained consistent with the last 3-year calendar average (increase of 0.1%). When normalized for calls for service counts, the evaluation period had a rate of 1.8 PSS complaints for every 10,000 calls and the comparison period was 1.2 PSS complaints for every 10,000 calls.*

The above points are explained in greater detail below, and other data is presented to provide additional background and context. All the data upon which this evaluation is based is provided in the various Appendices. We are committed to an ongoing effort to collect data, communicate internally and externally, and evaluate our delivery of police services to the community. This evaluation is but one step in that process.

1 CONTENTS

2 PROJECT OVERVIEW

In April 2015 the Rochester Police Department (RPD) executed a planned reorganization of patrol operations from a two-division model to a five-section model. RPD had been operating under the previous two-division model since 2004. The new five-section design was the result of an intensive workload data analysis, numerous internal working committees, and active participation from external partners/stakeholders. The goals of the reorganization project were as follows:

➢ Maintain and exceed current level of service

➢ Increase community policing initiatives

➢ Connect officers to small, neighborhood-based patrol beats

➢ Decentralize police services to neighborhoods

➢ Build an analytical model that allows flexibility for continual evaluation and adjustment

➢ Long-term financial sustainability

The five sections were organized into a total of 37 individual patrol beats, an increase from the 22 larger Police Service Areas (PSAs) in the previous two-division structure. The average size of a PSA was 1.68 square miles, as compared to an average size of one square mile for the new patrol beats. This constitutes an average reduction of about 40% in the size of each individual patrol area. Maps of the new sections and beats are presented in Appendix A: Section and Beat Maps.

A Captain now commands each section. The Captain has the authority to deploy assigned resources to meet individual section needs, within the obligations of the collective bargaining agreement (CBA). The Captain is responsible for ensuring a coordinated response with his or her Section Captain counterparts(s) to address crime issues and patterns that move across section boundaries. The Captain may also request additional assistance from specialized units for issues that exceed the Section's capacity, e.g., Tactical Unit, Special Investigations Section, Traffic Enforcement Unit, etc. The Captain is the primary RPD point of contact for individuals and organizations within the section. The Section Captains report to a Patrol Division Commander, who in turn reports to the Deputy Chief of the Operations Bureau.

RPD maintained its primary platoon structure through the reorganization. Thus, within each section, there is uniform patrol coverage on three primary platoons, identified as 1st Platoon (11pm to 7am); 2nd Platoon (7am to 3pm); and 3rd Platoon (3pm to 11pm).   These times are approximate, as the start time for each platoon is staggered to ensure there are always officers on the street during shift changes. Each primary platoon is supervised by a Platoon Lieutenant, and variously assigned Sergeants. The three primary platoons have an individual officer responsible for calls for service and proactive initiatives in each beat. This *"beat ownership"* is one of the benefits of the reorganization. In addition, the staffing model provides for "rover" or "post" officers to provide back-ups, and to be deployed proactively based on workload and current crime or quality of life issues.

Each Section has a team of officers assigned to 4th Platoon (approximately 7pm to 3am), which allows for additional proactive policing initiatives within each section.[1] In addition to proactive initiatives, 4th Platoon is available to assist with calls for service (CFS) as needed.

Each Section has its own Investigators, assigned to 2nd, 3rd, and 4th Platoons. Investigators formerly assigned to the two Divisions were apportioned among the five Sections in accordance with need. Each Section also has own NSC Lieutenant and Crime Prevention Officers to coordinate efforts between RPD and Neighborhood and Business Development (NBD) personnel, and to serve as a liaison with community and neighborhood groups.

To assess the reorganization we conducted an evaluation after one full year of operation. While a number of constraints (enumerated below) limited certain aspects of this evaluation, we believe it is important to continually assess the police service we provide the community, and continually strive to improve. Key to this process is an ongoing commitment to communicate with the community.

In reviewing this evaluation three fundamental points must be considered. First, this evaluation focuses on uniform patrol operations, and does not address the investigative function in the patrol sections. As we continue with our evaluation process, we will more closely assess the investigation function in the patrol sections. Second, portions of the data collected for this evaluation were not previously collected prior to reorganization. Thus, while it is helpful to assess the progress of the reorganization, and to provide a baseline for future analysis, it has no value as a comparison to the eleven years the department operated under the division structure. Finally, this evaluation focuses on the first year of the reorganization after a three-month transition period. A true assessment of the fundamental impact of reorganization requires a long-term commitment to a continuing assessment of quantifiable service metrics as well as more subjective perceptions of police service.

---

[1] Unlike the three primary platoons, 4th Platoon work hours can be changed for operational need.

3 KEY TERMINOLOGY

Beat Integrity- metric created to identify the percentage of a car beat's non-discretionary calls for service responded to by the primary beat officer.

Car Beat- patrol area of responsibility assigned to an officer within a Section.

CFS: Administrative– any officer-initiated call for service documenting procedural steps only.

CFS: Critical– any call for service that presents a danger to life or property, e.g., call in progress.

CFS: Discretionary– any officer-initiated call for service, typically used to document proactivity.

CFS: Non-Discretionary– any citizen-initiated call for service requiring a police response.

CFS: Normal – any call for service that does not present an immediate danger to life or property, e.g., delayed reports.

CFS: Urgent – any call for service that requires a quick police response, but no immediate violence indicated.

Clearance Rate- the proportion of crimes solved by the police.

Community Meeting- type of overtime expenditure typically used to document participation at a community meeting or event during non-duty hours.

Completing Assignment- type of overtime expenditure typically used to complete work started prior to the end of a shift.

Directed Police Activity- discretionary-based, proactive work completed by patrol personnel.

Dispersing- discretionary-based, proactive work completed by patrol personnel to alleviate loitering.

Division- a subdivision of command (roughly half of the city) responsible to the Operations Bureau which was replaced in the reorganization by Section.

Downtown Details- refers to Central Section personnel designated to corner posts and walking beats in the downtown/central business district.

Overtime Rate- refers to the rate at which officer-level personnel shortage overtime is used on the primary platoons.

Part I Crime- classification of crimes collected by the Federal Bureau of Investigation's Uniform Crime Reporting system consisting of seven index crimes broken into two sub categories: Violent Crimes- Homicide, Rape, Robbery, Aggravated Assault and Property Crimes- Burglary, Larceny, Motor Vehicle Theft.

Part II Crime- classification of crimes collected by the Federal Bureau of Investigation's Uniform Crime Reporting system consisting of all crimes not considered Part I crimes.

Patrol Captain- responsible for command of a Section.

Patrol Lieutenant- responsible for command of Platoon.

Patrol Officer- responsible for patrolling and responding to calls for service within designated beat or Section boundaries.

Patrol Sergeant- responsible for command of a team of Officers and Investigators.

Personnel Shortage- type of overtime expenditure typically used to achieve sufficient staffing levels.

Platoon– a group of officers and supervisors within a section assigned to perform designated police activities during a specified period of time.

Police Service Area (PSA)- area of patrol responsibility within a Division; replaced in the reorganization by beat, or "car beat."

Primary Platoons- refers to the main calls-for-service response platoons: 1st Platoon (11pm to 7am), 2nd Platoon (7am to 3pm), 3rd Platoon (3pm to 11pm). Note: times are approximate and staggered among the various sections.

Professional Standards Section (PSS)- responsible for investigating complaints of police actions or misconduct.

Quality Service Inquiry (QSI)- call for service type for a citizen-initiated request for a supervisor due to a question or concern about police service.

Section- a subdivision of command responsible to the Operations Bureau.

Show Rate- refers to the rate at which officers assigned to work each day actually report for duty, factoring in vacancies and absences due to a number of reasons including injury, illness, training, and vacation or compensatory time off.

Specialty Platoons- refers to the platoons whose primary function is not calls for service driven: 4th Platoon (7pm to 3am) and the Downtown Details.

Vacancy Rate- refers to the rate at which budgeted personnel positions are not filled due to a number of reasons, including retirement, long-term injury or sickness, or other extended absences (e.g., military leave).

Value of Time Used- metric created to account for the cost (in existing budgeted salary) of time used for the reorganization project by personnel temporarily taken from other assignments.

Workload- weighted six-variable metric created to evaluate demand for patrol service.

4 CONSTRAINTS

The potential constraints on the methodology used and data analyzed in the evaluation are outlined below. Any limitations identified here are presented to inform the reader on common nuances associated with using law enforcement data for evaluations, and the specific guidelines within which this evaluation was conducted.

4.1 COST

RPD received no additional operating funds for the evaluation of the project. Existing staff performed the review; no additional personnel were added to aid in the data collection, processing, interpretation, or production of evaluation components. No new technology (hardware, applications, and modifications) was purchased or created solely for the purpose of evaluation.

4.2 DATA SOURCES

RPD generates substantial organizational data, not all of which is connected to the evaluation. Some data elements, for instance, are collected for administrative purposes, some for resource allocation, and some for other accountability structures.

Most of the data identified for this evaluation are secondary sources. They are data that has been collected previously, on an ongoing basis, for reasons other than evaluation. Evaluation metrics were limited by the data fields collected and the methods in which they are collected.

One source of primary data utilized in this evaluation was survey responses. The costs of developing survey instruments that could provide sufficient coverage of the target population while keeping both sample size and sampling error within specified bounds was beyond the scope of this evaluation. No scientific methods, like sample framing or probability sampling, were utilized in methodology. Because the surveys were designed as voluntary, required access to the internet, and were communicated to the intended audience in limited fashion there was no way to control for coverage or response rate errors. No attempts were made to eliminate potential statistical bias. The data presented is summarized from survey respondents for general observational purposes. Any conclusions drawn should not be assumed to be statistically representative of the population.

4.3 ASSESSMENT OF CRIME

Crime rates often have as much to do with how local police departments process the information they receive as they do with the "true" level of crime. They are as much a product of the police departments that produced them as they are of the community or situation in which the alleged offense took place. (McCleary, Nienstedt, & Erven, 1982)

Police departments can potentially influence crime rates through departmental policies and procedures dealing with resource allocation, enforcement and community engagement standards, technology adoption and implementation, and data collection methods. Measuring police performance solely by crime statistics simply ignores consequential

values… [such as] justice, integrity, fear reduction, citizen satisfaction, protection, and help for those who cannot protect or help themselves, and many others. (Kelling, 1996) It is important to recognize a substantial proportion of police work is unrelated to crime.

4.4 CRIME REPORTING PRACTICES OF THE CITIZENRY

Certain service metrics could potentially indicate an uptick in crime. These may indicate an improved relationship with the community, as citizens respond positively to closer relationships and expectations of service continuity. The attitudes of a jurisdiction's citizenry toward crime and the crime reporting practices of its residents are known to have an effect on the number of crimes coming to the attention of law enforcement. Careful consideration will be given to avoid making spurious implications of causality.

4.5 CONCLUSIONS

The evaluation team did not interpret or publish generalizations of the RPD reorganization project based solely on a single metric, or on any single metric group outcome. Police performance is multidimensional; the number and nature of those dimensions is a matter for interpretation and examination. (Maguire, 2004)

5   WORKLOAD MODEL METRICS

The workload model was established to create a basis for the evaluation of demand for service on the patrol division. The model was solely based on data accumulated while in the Division structure and was used to develop a tool that allowed flexibility for continual evaluation and adjustment. It served as a key component to data-informed decisions made throughout the reorganization project, balanced with experiential knowledge, existing constraints, and practical considerations. Future analysis will utilize the model with data accumulated in the new Section structure which will ultimately sharpen the analysis. The evaluation period data will now serve as the baseline for future workload evaluations.

The primary demand on patrol officers is non-discretionary calls for service, i.e., calls placed by persons that require a police response. Calls for service are commonly assessed in raw counts; however, to effectively analyze demand other factors must be considered. To address the need for a comprehensive analysis of demand, RPD built a weighted six-variable workload model.

- **Total Hours Worked (75%)**
To calculate total hours worked, RPD analyzed 5 years of calls for service data, or roughly 2.5 million data points. The pattern of non-discretionary calls for service responded to by RPD's patrol division has remained consistent over many years, and is highly predictable. Five years of data is a sufficient sample from which to draw conclusions and is broad enough to account for the minimal year-to-year variance. Proactive calls for service were eliminated and metrics (e.g. average call length, average number of assisting cars, etc.) were established for each of the remaining 119 unique call types. An upper-bound of average call length was calculated for each call type, defined as 1 standard deviation above the mean. The formula used to give each call type a single numerical value for total hours worked was:

Hours Worked = Upper-bound + (Avg. Call Length * Avg. Number of Assisting Cars)

- **Calls for Service (10%)**
Two years of non-discretionary calls for service were spatially referenced as a baseline for geographic comparisons. Proactive calls were again eliminated.

- **Average Drive Time (7%)**
Average length in minutes from dispatch time to arrival time was calculated by weighting two years of non-discretionary calls for service data for each of the previous 22 Police Service Areas (PSA). Emergency calls were given a higher weight than Non-Emergency calls. For the evaluation period, this metric was adjusted to calculate average length in minutes from dispatch time to arrival time by weighting the non-discretionary calls for service data for each of the new 37 car beats since reorganization implementation. All other analysis remained consistent.

- **Population Density (4%)**
2010 US Census Block level data was spatially referenced as a baseline for geographic comparisons.

- **Area (2%)**

Total area in square miles was calculated using 2013 city borders as a baseline for geographic comparisons.

- **Street Segments (2%)**

Total length of street segments in feet was calculated using the Monroe County Centerlines shapefile as a baseline for geographic comparisons.

The six variables were then uploaded for additional analysis into a Geographic Information System (GIS), specifically ESRI's Districting Tool. Using this tool, the City was broken into a grid of 250 feet by 250 feet cells, each containing a numerical value based on the workload model weighting. This provided a single value for each grid cell representative of its workload proportional to the entire city.

As a proof of concept, RPD ran multiple iterations of this weighted model using historic data against the existing (at the time) Divisional boundaries and quasi-operational Quadrant boundaries for comparison purposes. The model was closely aligned with the Department's understanding of the current workload balance. RPD is confident that the model is a useful tool to gauge workload in a geographic context and flexible enough to allow modification when necessary. Initially, the demand was analyzed citywide to determine section boundaries, then once again within each newly defined section to determine car beats.

The workload model made no attempts at evaluating officer efficiency, but rather focused on the time spent policing as it varies by geography. As noted in the constraints, this is a multidimensional factor that can be influenced by command decisions, an officer's personal policing characteristics, and changes in a complex array of social, economic, and political forces. (Maguire, 2004)

5.1 SECTION WORKLOAD

The percentage of patrol workload as predicted by the section workload model and reported in the reorganization plan was compared to observed percentages in the evaluation period. All variables were included in the analysis and the weighting, categories, and formulas remained consistent to the original model. The data from the evaluation period will now serve as the baseline for future workload evaluations.

All sections were within roughly 2.0 percentage points of their predicted proportions of citywide workload. A one-sample z-test was preformed to analyze if actual observances deviated significantly from expectations, which they did not. All sections were within normal range. There were no major discrepancies observed in any of the six weighted variables, indicating the differences are likely made up in a combination of normal variance within call types, average job time spent (in minutes), and number of responding officers.

Of note, prior to the reorganization, the responsibility for the jurisdiction that now falls within the Central Section was shared by both Divisions and represented two very different demands on police service: a transient work-day population in the downtown/central business district and more traditional neighborhood residents. In constructing the new section model there was significant external and internal input recommending that the city's

downtown/central business district area should be under a single focused police command rather than split among different commands as it was in the prior Division model. Aligning the unique combination of the central business district and adjacent residential neighborhoods under a dedicated section structure may have influenced workload through command decisions, staffing availability, section size, and efficiency. Careful consideration of these factors will be given to future analysis comparing actual workload data under the Section model.

Percentage of Citywide Workload during Evaluation Period
Estimated vs. Actual
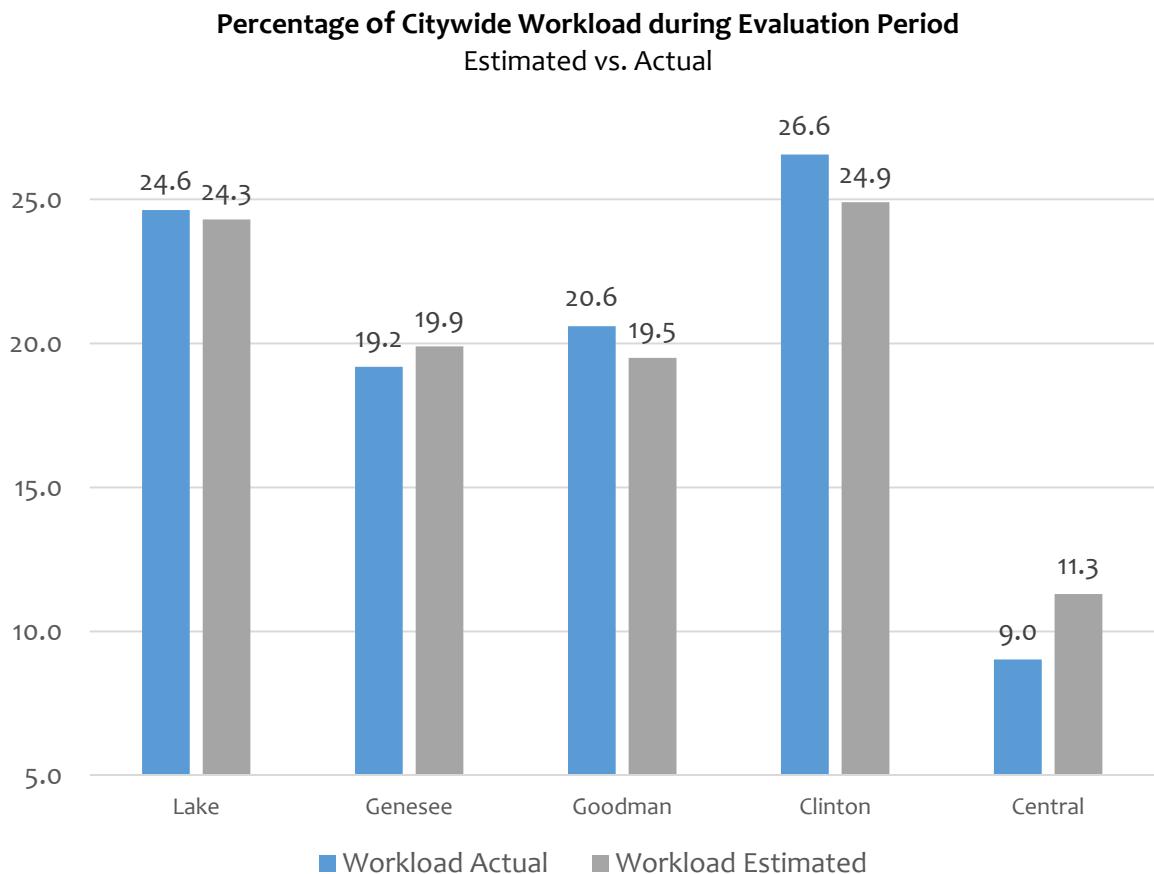
The primary reason for establishment of smaller sections was to facilitate a better police-community relationship. Thus, any changes that would realign these relationships must be carefully weighed, and done only due to a demonstrated need to resolve significant workload disparities that would adversely impact delivery of police services.

This evaluation does not indicate a need for an immediate change to the current Section structure. Absent the need for an immediate change, we believe that there should be at least three years of data available to determine whether any change is warranted. In the meantime, we can take our ongoing section workload analysis into consideration in making staffing decisions.

5.2 CAR BEAT WORKLOAD

The percentage of patrol workload as predicted by the workload car beat model and reported in the reorganization plan was compared to observed percentages in the evaluation period. All variables were included in the analysis and the weighting, categories, and formulas remained consistent to the original model.

After the section boundaries were established, a workload model was built for each new section utilizing only data points contained within its borders. The analysis process remained consistent with the original section workload model. Additionally, an RPD internal committee was formed in each section to review the data and advise the reorganization core team on the creation of new car beat boundaries using professional experience to weight factors like, drivability, geography, neighborhood dynamics, and similar policing features. The goal was to best balance the workload in the section, understanding that these considerations would make it virtually impossible to have an exactly even distribution from a strictly data perspective. The number of car beats in the respective section was divided into the total workload for the section to establish targets for beat-level workloads.

The target data presented in this metric evaluation utilizes an equal distribution of section workload for the comparison to actual observations during the evaluation period. This was done in part due to a lack of existing data on PSA integrity. Additionally, the reorganization resulted in the creation of 37 car beats compared to only 22 Police Service Areas under the Division model, which constituted an average reduction of about 40% in size in the individual patrol areas.

Thirty of the thirty-seven (81.0%) car beats are within 2.0 percentage points from the target (equal) proportions of the respective section workload. Four car beats: 213, 265, 237, and 219, had net differences of greater than 2.0 percentage points above the section target. Three car beats: 263, 235, and 229, had net differences greater than 2.0 percentage points below.

As with section workload evaluation, the beat evaluation does not indicate a need for an immediate change. Absent the need for an immediate change, we believe that there should be at least three years of data available to determine whether any changes are warranted.

The data from the evaluation period will now serve as the baseline for future car beat workload evaluations that will include controls based on data accumulated within the Section structure. The officer committee will also convene on an annual basis to assist with the review of the data and advise command on potential adjustments to car beat boundaries.

The full data table is presented in Appendix B: Car Beat Workload.

5.3 BEAT INTEGRITY

"Beat Integrity" is a metric created to identify the percentage of a car beat's non-discretionary calls for service responded to by the primary beat officer. Data is analyzed for each beat and compared to the citywide average during the evaluation period. This is a new metric developed to augment the evaluation of the beat structure. PSA integrity data was not captured in the Division model nor is there any existing national standard for this metric.

Therefore the evaluation period data will now serve as the baseline for future beat integrity analysis.

An average of 62.9% of citywide calls were answered by the primary car assigned to the car beat during the evaluation period. The only section that is greater than 1 percentage point below the citywide average is Clinton at 59.0%. Only one of Clinton's 10 car beats (237, 68.1%) is above the citywide average. Goodman (72.3%) and Central (71.7%) are significantly higher than the citywide average. Central's 219 car beat has the highest average in the city at 80.9%. Goodman beats have the next three highest percentages.

Goodman section is presented as an example below, but data on all beats is available in Appendix C: Car Beat Integrity.

Goodman Section Beat Integrity

Car Beat	Responding Car	
	Primary	Other
205	76.03%	23.97%
215	74.98%	25.02%
225	66.52%	33.48%
235	68.48%	31.52%
245	69.53%	30.47%
255	70.06%	29.94%
265	77.50%	22.50%
Total	**72.26%**	**27.74%**
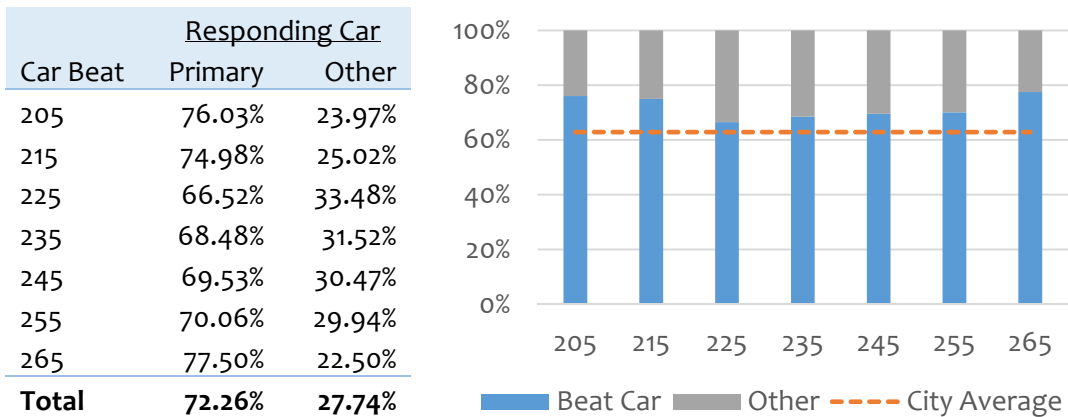
5.4   STAFFING WITHIN THE MODEL

The allocation of patrol officers within each section is closely aligned with the expected percentage of patrol workload. Because of this, analysis was conducted on the expected number compared to actual number of officers assigned to each section during the evaluation period. Additional analysis during the evaluation period also examined staffing along platoon and rank dimensions to identify the impact on show rates, vacancy rates, and overtime decisions.

In reviewing the following data there are at least three factors that must be considered. First, our collective bargaining agreement (CBA) sets specified limits on the number of officers allowed on vacation blocks at a given time based on platoon size. The agreement with the union to implement the reorganization allowed all officers to retain previously selected vacation blocks, even when this resulted in more officers being on vacation at the same time than is normally allowed under the CBA. Due to the lack of standardized data prior to reorganization, we cannot provide a reliable estimate of the impact of this one-time waiver of vacation limits. However, we do know that this resulted in less officers being available to work during at least part of the evaluation period, which adversely impacted the show rate. Going forward, vacation blocks will be limited in accordance with the CBA.

Second, under our new model, Section Captains are given more (but not complete) authority to make daily staffing decisions based on the specific conditions in their respective sections within parameters set by Department command. Thus, in comparing data among the Sections, some variation may be due to different levels of crime and other factors affecting the need for police services, and individual decision-making by Section Captains.

Third, based on the workload model projections, the Central Section staffing levels are significantly lower than the other four sections. Any factor resulting in a prolonged absence from on-duty availability, including injury, illness, training, vacancy, and vacation or compensatory time off adversely impacts Central's rates compared to the other sections. The 4th Platoon staffing levels are also significantly lower than the primary platoons in each section due to the proactive nature of their work duties. Thus, any prolonged absence would have a greater adverse impact on 4th Platoon compared to the primary platoons. Staffing size and responsibility must be considered in comparing Central to the other four larger sections, and in comparing 4th Platoon to the other three larger platoons.

During the planning and analysis phase, the reorganization core team reviewed the 2013 calendar year time books for each Division to attempt to capture existing metrics for show rates and vacancy rates. The core team encountered numerous data limitations trying to draw baseline data for comparisons, primarily because the individual time books were maintained in each Division on separate platoons and were not standardized. This resulted in the staff scheduling data being recorded in different ways and not suitable for aggregated comparisons. One useful metric that could be extracted from the 2013 time books, through a manual review and coding process, was an approximate show rate for the primary three platoons in the patrol division of 67.9%. This was rounded to 70% for analysis purposes and used to determine appropriate staffing distribution at the section and platoon level during reorganization planning. The officer distribution is presented below.

Section	Number of Patrol Beats	Patrol Officers Assigned	Percentage of Patrol Officers Assigned	Percentage of Patrol Workload*
Lake	10	85	24%	24.30%
Genesee	7	68	19%	19.90%
Goodman	7	68	19%	19.50%
Clinton	10	85	24%	24.90%
Central	3	51	14%	11.30%

* Percentage does not equal 100% due to rounding

The time book issues were addressed during the reorganization process through standardization of the staffing data collection in each of the new sections. This allows for analysis during the evaluation period and going forward. This standardization will allow for a more meaningful analysis in the future. The evaluation period data presented here will now serve as a baseline for future staffing analysis.

The citywide patrol officer show rate for the evaluation period was 63.8% and the vacancy rate was 8.4%. The individual Section Platoon rates were tightly clustered around the citywide average with the exception of the specialty platoons (4th Platoon and Central downtown details). All but Goodman 4th and Central 4th were ranked amongst the lowest compared to the citywide average. Of the primary platoons the only outlier was Central 3rd with a 57.7% show rate.

Distribution of Officer Show Rates during the Evaluation Period
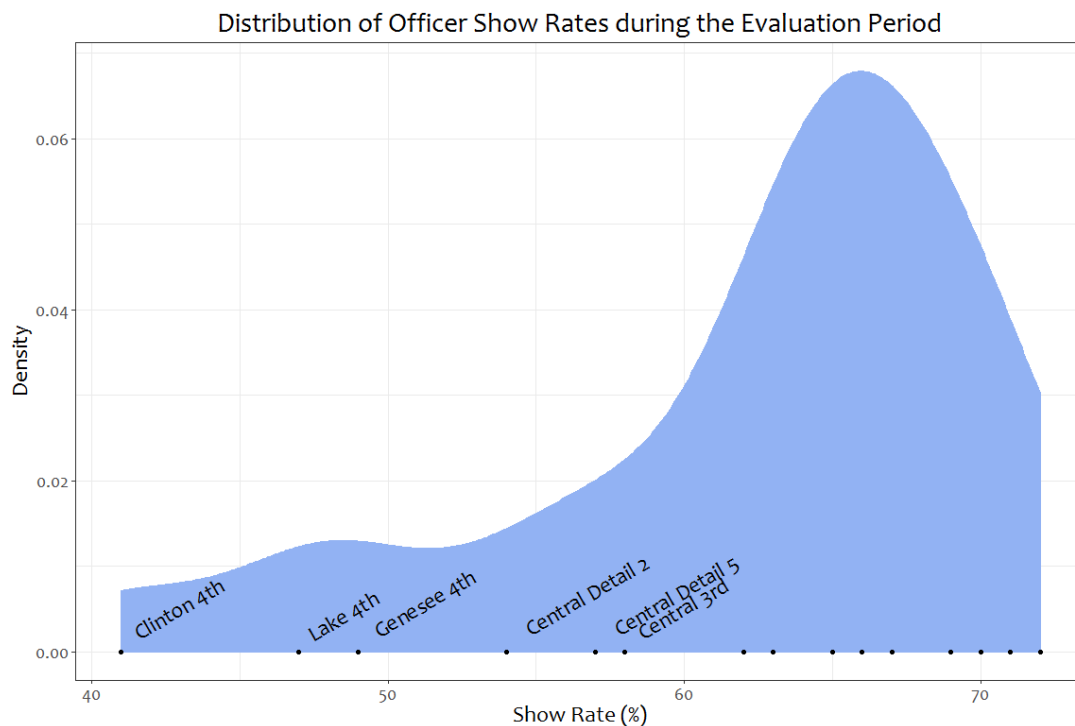
The bulk of the vacancy rate was also carried on the specialty platoons. All had at a vacancy rate of greater than 14.0%. Lake 4th (30.0%) and Central Detail 2nd (37.3%) had the highest levels in the city. Again of the primary platoons, Central 3rd (19.2%) was the only outlier.

Staffing levels on the primary platoons has the most direct impact on the workload metrics because their principal responsibility is handling calls for service. Controlling for the nature of work activity (calls for service) by focusing only on the data from the primary platoons raised the citywide show rate to 66.3% and lowered the vacancy rate to 6.4%.

The newly standardized time books allowed for an analysis of officer personnel shortage overtime hours by Section and platoon during the evaluation period.[2] A cumulative total of officer personnel shortage overtime was calculated (in hours) for every day, by shift, which was then converted to a Full Time Employee (FTE) equivalent metric. Citywide officer personnel shortage overtime accounted for 1,427 FTE shifts being filled for a citywide rate of 1.97%. Lake (473.5) had the highest raw count of FTE shifts spent, although Central's 3.27% rate was the highest.

---

[2] A more detailed analysis of the reorganization's impact on patrol overtime costs appears below in Section 6.4.

Show, Vacancy, and Overtime Rates for Patrol Officers during the Evaluation Period
(Primary Platoon Worked only)

	Eligible to Work	Actually Worked	Show Rate	Vacancy	Vacancy Rate	OT FTE*	OT Rate
Lake	**18300**	**12031**	**65.74%**	**1177**	**6.43%**	**437.5**	**2.39%**
1st Platoon	5124	3386	66.08%	262	5.11%	181	3.53%
2nd Platoon	5856	3794	64.79%	509	8.69%	134	2.29%
3rd Platoon	7320	4851	66.27%	406	5.55%	122.5	1.67%
Genesee	**14640**	**10116**	**69.10%**	**930**	**6.35%**	**202**	**1.38%**
1st Platoon	3660	2648	72.35%	189	5.16%	107.5	2.94%
2nd Platoon	5124	3308	64.56%	201	3.92%	35.5	0.69%
3rd Platoon	5856	4160	71.04%	540	9.22%	59	1.01%
Goodman	**14640**	**9670**	**66.05%**	**728**	**4.97%**	**302.5**	**2.07%**
1st Platoon	3660	2518	68.80%	126	3.44%	154.5	4.22%
2nd Platoon	5124	3211	62.67%	273	5.33%	35	0.68%
3rd Platoon	5856	3941	67.30%	329	5.62%	113	1.93%
Clinton	**18300**	**12113**	**66.19%**	**1072**	**5.86%**	**269.5**	**1.47%**
1st Platoon	5124	3216	62.76%	287	5.60%	132	2.58%
2nd Platoon	5856	3839	65.56%	378	6.45%	36	0.61%
3rd Platoon	7320	5058	69.10%	407	5.56%	101.5	1.39%
Central	**6588**	**4112**	**62.42%**	**704**	**10.69%**	**215.5**	**3.27%**
1st Platoon	2196	1383	62.98%	168	7.65%	48	2.19%
2nd Platoon	2196	1461	66.53%	114	5.19%	84	3.83%
3rd Platoon	2196	1268	57.74%	422	19.22%	83.5	3.80%
Grand Total	**72468**	**48042**	**66.29%**	**4611**	**6.36%**	**1427**	**1.97%**

*Full Time Employee (FTE) equivalence based on actual personnel shortage overtime hours paid

Additional analysis was conducted to assess the impact show rates and the FTE metric had on the availability for full beat coverage on shifts in the primary platoons during the evaluation period. When only factoring for show rate, the citywide average for on-duty personnel to account for each beat (coverage) in a given Section was 80.8%. The two largest Sections, Clinton (68.8%) and Lake (69.5%), fell well below the citywide average. Both were primarily driven by low percentages on their respective 1st platoons. First platoon—especially the latter half—has the lowest workload among the three primary platoons, so to some degree lower staffing is less of an issue. On the other hand, 3rd Platoon—which has the highest workload level—was highest across the sections with an average of at least 88.0%.

When including the FTE overtime metric, the citywide shift coverage average jumped to 85.3% during the evaluation period. All platoons in Genesee and Central were higher than the citywide average. 3rd platoon staffing coverage in each section was greater than 90.0%. The officer personnel shortage overtime FTE hours benefited Lake 1st at a higher rate than the rest of the city but still remained far below the citywide average. Clinton 1st (38.8%) remained the lowest rate in the city.

Frequency of Section Beat Coverage* during the Evaluation Period
(includes Personal Shortage Overtime)

		Days with Full Coverage		% of Days with Full Coverage	
		No	Yes	No	Yes
Lake		**251**	**847**	**22.86%**	**77.14%**
	1st Platoon	169	197	46.17%	53.83%
	2nd Platoon	80	286	21.86%	78.14%
	3rd Platoon	2	364	0.55%	99.45%
Genesee		**53**	**1045**	**4.83%**	**95.17%**
	1st Platoon	48	318	13.11%	86.89%
	2nd Platoon	5	361	1.37%	98.63%
	3rd Platoon		366	0.00%	100.00%
Goodman		**103**	**995**	**9.38%**	**90.62%**
	1st Platoon	90	276	24.59%	75.41%
	2nd Platoon	13	353	3.55%	96.45%
	3rd Platoon		366	0.00%	100.00%
Clinton		**318**	**780**	**28.96%**	**71.04%**
	1st Platoon	224	142	61.20%	38.80%
	2nd Platoon	93	273	25.41%	74.59%
	3rd Platoon	1	365	0.27%	99.73%
Central		**84**	**1014**	**7.65%**	**92.35%**
	1st Platoon	33	333	9.02%	90.98%
	2nd Platoon	15	351	4.10%	95.90%
	3rd Platoon	36	330	9.84%	90.16%
Grand Total		**809**	**4681**	**14.74%**	**85.26%**

* Beat Coverage is defined as having enough active (on-duty or overtime) Patrol Officers to account for each section car beat.

In sum, the only suitable comparison data variable for assessing fidelity to the staffing model were show rates. There was no significant disparity between the show rates calculated from the original analysis of the 2013 time books and those observed in the evaluation period. The standardization of the time books aided in the creation of two new assessment metrics: Overtime FTE and Beat Coverage. The new metrics will be combined with Show Rate to now serve as the baseline for future comparisons.

This evaluation does not indicate a need for an immediate change to the current staffing structure. Absent the need for an immediate change, we believe that there should be at least three years of data available to determine whether any change is warranted.

6 BUDGET METRICS

The reorganization plan identified the three basic cost categories that would be directly impacted by the new patrol model: start-up costs, periodic recurring costs, and long-term annually recurring costs. Budgets were developed in each cost category and were be compared to actual costs. Significant variation from the budget is discussed in detail.

As identified in the Staffing within the Model metric (5.4) the reorganization plan has closely aligned the allocation of patrol officers with the expected workload. The budgetary impact of this decision with regards to police overtime was examined. Specifically, analysis was conducted on personnel shortage overtime, which is the police overtime type most significantly impacted by resource allocation decisions and patrol structure. Additional overtime categories of completing assignment and community meetings are also discussed.

6.1 START-UP COSTS

Identified as cost associated with the planning and implementation of the reorganization plan. The evaluation of these costs addresses non-personnel and personnel costs separately.

6.1.1 Non-Personnel Costs

Non-Personnel Start-Up Costs

Category	Budget	Actual	Variance
Sibley Building renovations	$85,500	$85,027	($473)
Records Management System (RMS) changes	$35,000	$20,000	($15,000)
Addition of 4 marked patrol vehicles	$138,900	$141,063	$2,163
Addition of 3 unmarked vehicles	$60,300	$58,785	($1,515)
Contingency (@10%)	$31,900	$0	($31,900)
Total	**$351,600**	**$304,875**	**($46,725)**

- **Comparisons**

Original estimates for the Sibley Building renovations provided to the Mayor equaled $85,360; however, this amount was adjusted to $85,500 when presented to City Council for action on August 22, 2014. The cumulative cost of marked vehicles was slightly over budget; yet overall non-personnel start-up costs were $46,725 less than budgeted.

- **Variations**

Records Management System (RMS) costs were significantly overestimated. Actual RMS changes were within expectations; however, substantial work was completed by RPD staff and did not require anticipated costly system changes by the vendor. RPD's experience with the original Sibley Building construction project and previous RMS upgrades warranted the budgeting of contingency funds, although none were utilized.

- **Unanticipated Cost**

None identified.

6.1.2   Personnel Costs

An existing budgeted Lieutenant position was temporarily assigned to coordinate the reorganization project during the planning and implementation phases. An existing budgeted Sergeant position was temporarily assigned to assist the Lieutenant with updating all of the Department's General Orders to reflect the new structure, policies, and procedures. All work completed in the start-up phase was done with existing budgeted personnel at no additional cost. However, to accurately assess the project's cost, a Value of Time Used metric was created. This accounts for the cost of the existing budgeted positions assigned full-time to the project, although no actual additional funds were spent.

A key component to the data analysis process during the planning phase was soliciting feedback from Patrol Officers and Sergeants from each shift. Overtime funding was budgeted to accomplish the goal. The overtime data in this analysis reflect actual funds expended.

Personnel start-up costs were $58,227 over budget; however, this combines both actual dollars spent and the value of time used. The $9,255 of additional dollars spent on project overtime reflects actual dollars spent and should be the focus of the budget review of personnel start-up costs. Each category is broken out to provide more detail in the two subsequent sections (6.1.2.1 and 6.1.2.2).

6.1.2.1   *Value of Time Used*

Calculated metric created to account for the cost (in existing salary) of time used for the reorganization project by personnel temporarily taken from other assignments. Values presented here represent the estimated cost of lost hours to the existing Department functions the reassigned personnel were previously responsible for.

Personnel Start-Up Costs: Value of Time Used

Category		Budget	Actual	Variance
Value of Time Used: Lieutenant		$117,165	$117,165	$0
Value of Lost Used: Sergeant		$0	$48,972	$48,972
	Total	**$117,165**	**$166,137**	**$48,972**

- Comparisons

The assignment of a Lieutenant to the project did occur and no backfill positions were created. The value of this time was not initially listed; however the budgeted amount reflects the value of a Lieutenant's base pay (collective bargaining agreement) at $7,811 per month for the 15 months of the assignment. The expected need for this position existed and was used for the duration of the project.

As the project progressed we determined that existing resources within our Research and Evaluation Section (the RPD component responsible for developing and drafting policies and procedures) would be unable to comprehensively update our General Orders Manual to reflect our new structure before the reorganization was implemented. It was important that the Manual be updated to accurately reflect our actual organizational structure, policies, and

procedures.[3] Accordingly, we temporarily assigned a Sergeant to work full-time on this, and the Manual update was completed on time. The actual amount listed reflects the value of a Sergeant's base pay (collective bargaining agreement) at $6,996 per month for the 7 months of the assignment.

The full-time assignment of positions to the project had an anticipated value of $117,165 and the actual value of $166,137. The value of additional full-time service assigned to the project was $48,972 over budget, which reflects the cost of the additional Sergeant that was not included in the original cost estimate.

- Variations

The variation was directly related to an unanticipated cost needed to complete the policy component of the project. The decision to increase the resources assigned to the project was made by the project team, and there was no variation in the budgeted value of the assigned Lieutenant's position.

- Unanticipated Cost

The unanticipated cost was directly related to the need to complete the policy component of the project. As noted, this addition reflects the value of time used only and no additional funds were added to the budget. In addition, multiple units within the Department dedicated varying amounts of time to this project. No new funds were added to these units and the value of the time used was not tracked as part of this evaluation.

6.1.2.2 *Overtime*
Actual expenditures as a result of creating patrol level feedback groups.

Personnel Start-Up Costs: Overtime Expended

Category	Budget	Actual	Variance
Overtime	$12,500	$21,755	$9,255

- Comparisons

The project anticipated the need to schedule meetings to solicit input from Officers and Supervisor from all shifts. Overtime funding was required to accomplish this goal and is reflected in the funds expended. For this reason this personnel start-up cost is being assessed separately from positions that only assess the value of time used and not the actual expenditure of funds.

- Variations

The variation reflects decisions made by the project team to solicit additional information from members of the Department. In particular, multiple sessions were required to review suggested patrol beat boundaries. Multiple changes were made to the initial boundaries and required additional follow-up sessions.

- Unanticipated Cost

---

[3] The General Orders Manual was never comprehensively updated for the 2004 reorganization, and contained numerous provisions that were outdated.

None identified.

6.2 PERIODIC COSTS

These costs consist of line items that will recur on a multi-year basis, but not an annual basis. Periodic costs are capital expenditures that will have a multi-year life cycle and require replacement in future years. The only items identified in the initial plan were marked and un-marked police vehicles. Marked vehicle are expected to be replaced every 7 years and unmarked vehicles are expected to be replaced every 8 years.

• Comparisons

No actual replacement of equipment has occurred, and the purchased vehicles have been incorporated into existing fleet replacement plans. The new vehicles have only been in use for approximately 1 year at the time of this evaluation and there is no data that indicates a change in the expected life cycle. No additional costs were incurred during year 1 and no additional replacement is expected to occur until year 7.

• Variations

No variation from current expectations has been identified. Although cost is minimal, there is not enough data to determine if the costs are more or less than expected.

• Unanticipated Cost

None identified.

6.3 ANNUAL COSTS

These costs reoccur annually on a long-term basis and primarily consist of additional supervisory positions needed to accommodate the additional section chains-of-command resulting from the reorganization, and some additional parking and vehicle maintenance costs.

6.3.1 Personnel

The reorganization plan necessitated the addition of sergeant positions to accommodate the additional chains-of-command in the Section model. The reorganization planning and implementation spanned several budget years, and during this time a new CBA was negotiated and implemented. For this reason, the use of the RPD budget to assess changes in staffing does not simply reflect reorganization-related changes. The initial reorganization plan's expected staffing changes are presented in the table below.

Anticipated Staffing Impact of Reorganization

Title	Budget 2014-15	Reorganization 2014-15	Change	Annual Position Cost	Total Annual Cost
Chief	1	1	0	n/a	n/a
Executive Deputy Chief	1	1	0	n/a	n/a
Deputy Chief	2	2	0	n/a	n/a
Commander	3	3	0	n/a	n/a
Captain	11	12	1	$190,789	$190,789
Lieutenant	34	32	-2	$169,793	($339,586)
Sergeant	89	95	6	$150,876	$905,256
Police Investigator	80	80	0	n/a	n/a
Police Officer	505	500	-5	$132,558	($662,790)
Total	**726**	**726**	**0**		**$93,669**

The listed position costs reflect estimated average salary and fringe costs for positions and do not reflect actual costs of employees. These costs vary based on individual seniority and pay rates. The position changes requested for the Reorganization occurred in accordance with the plan.

➢ 1 Captain position was added to fill the Staff Duty Position.

➢ 2 Lieutenant positions were eliminated based on the reduced need in the staffing model.

➢ 6 Sergeant positions were added to support new chains-of-command.

➢ 5 vacant Officer positions (not from patrol) were eliminated.

The Reorganization comparison period occurred for a majority of FY2014-15 and the above chart reflects the allocated staffing levels during that time period. No positions were filled and/or vacated immediately; therefore, the actual cost of position changes can be expected to be close to these estimates. The Department routinely runs with fewer staff than budgeted, and it is likely that cost to the City was less than anticipated.

Throughout the comparison and evaluation periods the Department made additional adjustments to its staffing. These staffing changes did not provide additional staff to Patrol and were not a result of the Reorganization.

• Comparisons

The expected number of positions impacted by the staffing model did not change from the plan. There were no changes in positions and the $93,669 reflected less than 0.5 % of the Department's overall budget. The timing of the changes likely impacted this number slightly; however, this impact was not tracked and was likely minimal in the context of the overall dollar amount.

- Variations

No variation in position changes occurred. This cost is expected to occur each year and the cost will increase in accordance with any changes in salary rates.

- Unanticipated Cost

None identified.

6.3.2 Non-Personnel

The plan identified two areas of expense that would continue each year. They were the cost of additional parking spaces in the Central Section to accommodate the addition of more police vehicles and the fuel costs associated with adding 7 new vehicles to the fleet.

Non-Personnel Start-Up Costs

Category	Budget	Actual	Variance
Additional parking: Central	$5,880	$8,400	$2,520
Additional vehicle operating cost	$56,937	$56,937	$0
Total	**$62,817**	**$65,337**	**$2,520**

- Comparisons

The original estimate for parking spaces in the Central Section was for the addition of seven parking spaces. Although only seven new vehicles were purchased, additional existing fleet vehicles were transferred to Central Section. Central Section ultimately required 10 parking spaces ($70 per month, per space) to support the assigned fleet.

Additional vehicle operating costs are based on the per-vehicle Service Level Agreement (SLA) between RPD and the Department of Environmental Services. This is an average cost based on the overall size of the fleet and would only be impacted if the number of vehicles in the fleet were increased or decreased. The anticipated number of vehicles (seven) were added to the fleet; therefore, this cost estimate was as expected.

- Variations

The variation is solely the result of an underestimation of the number of vehicle spaces needed to support the Central Section fleet.

- Unanticipated Costs

None identified.

6.4 PATROL OVERTIME

A comparative analysis was conducted on three types of patrol overtime in the previous 2-division model and the new 5-section model. The purpose of this analysis was to determine whether the new patrol structure would adversely impact overtime costs (i.e., would the new structure require more overtime to ensure adequate staffing levels). This is not an analysis of all overtime spent since the reorganization. Only activity types directly impacted by the patrol reorganization are discussed. The patrol overtime data analyzed is presented by section, platoon, rank, and activity type in Appendix D: Patrol Overtime.

6.4.1   Personnel Shortage

"Personnel shortage" overtime is clearly the category of overtime most likely to be impacted by decentralizing patrol operations.[4] Overall, citywide personnel shortage overtime was down almost 800 hours (5.2%) during the evaluation period. The overall decrease in personnel shortage overtime masked some shifts in platoon spending. Personnel shortage overtime worked on 2nd Platoon during the evaluation period was down almost 2,000 hours but 3rd Platoon rose by roughly 1,600 hours. Changes in personnel shortage overtime were also present by rank as Officer overtime increased by nearly 1,600 hours while supervisor shortage overtime decreased by almost 2,400 hours. The supervisor decline was primarily driven by a nearly 1,900 hour reduction in overtime hours spent by Sergeants.

Much of the shift in personnel shortage overtime use from the supervisory levels to the officer rank was anticipated. During the initial reorganization planning, the personnel need for an additional six Sergeant positions was identified to support the new command structure and fulfilled. This also allowed for more efficient allocation of on-duty supervisory resources for patrol that in turn resulted in a large decrease in reliance on personnel shortage overtime during the evaluation period.

In reviewing the personnel shortage overtime data the same factors noted previously for staffing must be considered: the one-time waiver of vacation block limits, and decentralized staffing authority. While we cannot reliably determine the influence of these factors, they undoubtedly had some impact on personnel shortage overtime. Also, this was a binary (one-year to one-year) comparison. RPD's overall authorized patrol staffing level was the same during both the comparison and evaluation years. Longer-term comparisons would have to account for a significantly higher staffing level during portions of the Division structure as compared to current staffing levels. Finally, RPD has shifted to hiring recruits for a September academy class, which will make more officers available during the high workload/high vacation periods in the summer, and this also may impact personnel shortage overtime going forward.

6.4.2   Completing Assignment

We assessed whether the elimination of 5th Platoon in the new structure, which overlapped 2nd and 3rd Platoons in the old structure, had an adverse impact on "completing assignment" overtime by patrol officers.[5]   We also assessed whether the downsizing of 4th Platoon, which overlaps 3rd and 1st Platoons, had an adverse impact. Completing assignment overtime remained flat citywide during the evaluation period and virtually identical across the three primary working platoons. Although the total increase was also negligible (72.5 hours, 1.0%) across all ranks, Sergeant completing assignment overtime hours did increase by

---

[4] More flexibility in adjusting staffing to meet daily needs was one of the advantages of the Division model, as patrol officers were divided into two divisions rather five sections. Due to CBA restrictions, officers cannot be moved on a daily basis from one division or section to another to address staffing shortages. However, officers may be assigned to respond to CFS as needed anywhere in the City regardless of division or section assignment.

[5] For example, in the Division structure, if a call came in near the end of 2nd Platoon that might require a 2nd Platoon officer to stay beyond the end of the shift which would result in overtime the potential existed that a 5th Platoon officer could respond and complete the assignment without overtime.

over 50.0% (increase of 187 hours). These increases were offset by an over 400-hour reduction in Officer completing assignment overtime. Neither the elimination of the Division-based 5th platoon, nor the reduction in the size of the remaining Section 4th platoons, had an impact on overall completing assignment overtime.

6.4.3   Community Meetings

Citywide overtime hours spent on community meetings rose over 40% during the evaluation period, almost exclusively at the supervisory ranks. Much of this was by design as a major emphasis of the reorganization was community engagement as evidenced in the Sergeant (66 hours), Lieutenant (86), and Captain (295) increases to attend meetings during non-duty hours. Additionally, a majority of this overtime was reimbursed through grant funding specifically designed for participation in meetings, walking beats, and various community events.

We see great benefit, and have gotten very positive feedback, with having beat officers and platoon supervisors attend neighborhood meetings. However, when meetings are not held during the officer's regular tour of duty, which is often the case, this results in additional overtime costs. Through grant funding we were able to do more of this in the early stages of reorganization to help introduce the officers to their neighborhoods. We will continue to do this within the limits of available budgeted overtime or additional grant funding.

7 COMMUNITY ENGAGEMENT METRICS

Decentralizing police resources to a smaller, neighborhood-based level is one of the core goals of the reorganization. Focusing attention and devoting resources to manageable geographic areas fosters an environment that establishes beat integrity for the officers, and promotes additional opportunities for community engagement. The scope and depth of this partnership with the community cannot be measured using only official police data. A combination of new focused survey instruments and community participation metrics are presented to supplement existing departmental data to measure the impact of the reorganization on both community and internal satisfaction.

7.1 SURVEY DATA

A set of survey instruments allowed RPD to gather information directly from its various constituencies and employees on a broad array of issues (e.g., citizens' opinions about the effectiveness of the reorganization, citizens' self-reported interactions with the police, police employee perspectives on reorganization, and overall community satisfaction with police services).

As explained in greater detail in the Constraints section (4.2) the survey instruments created for this evaluation lack scientific rigor. The data presented is summarized from survey respondents for general observational purposes only. Any conclusions drawn should not be assumed to be statistically representative of the population. Also, while the purpose in conducting these surveys was to assess the early impact of the reorganization, it is likely that the results at least to some degree are affected by overall perceptions of crime and safety in the city, and national and local events impacting police-community relations, and not solely the reorganization.

7.1.1 General Community Survey

The community had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at surveymonkey.com and was open from November 15 – November 30, 2016. 252 respondents completed the survey. Due to previously stated budgetary and personnel constraints, and delays in the reorganization initial start date RPD was unable to survey the community prior to the project implementation. This survey data will now serve as the baseline for future comparisons. Full survey results are available in Appendix E: Community Survey.

- Average respondent was a white female, 45 years old, and a city resident for over 5 years. The most frequently reported zip codes by respondents were 14609 (54), 14620 (34), 14621 (27) and 14612 (22).

- Only 8% of respondents had been stopped by the police in the past year. 46% had called the police to report a crime or problem, and 23% had had no contact in a year.

- Most respondents feel at least somewhat safe in their neighborhoods (41% somewhat safer, 17% completely safe). 27% feel either somewhat (16%) or completely (11%) unsafe.

- While most residents (55%) feel that safety has remained the same in the past year, more residents feel less safe (24%) rather than more safe (11%). Most residents (65%) feel crime in their neighborhood has stayed the same over the past year, however more believe that it has gotten worse (27%) than improved (8%). Most residents do not believe Rochester is safer now than last year (74% no, 26% yes).

- While most (51%) do not believe the performance of RPD has changed in the past year, more believe that it has improved (33%) than worsened (16%).

7.1.2 Community Partner Survey

To support RPD's reorganization evaluation process, the Center for Public Safety Initiatives (CPSI) held two focus groups to gather feedback from existing RPD partners. The structure consisted of a focused interview approach with participants being asked questions around three topics: level of service, community policing, and patrol beats. Participants responded to survey questions then discussed each topic in more detail. The full CPSI reports are available in Appendix F: Focus Groups.

7.1.2.1 *Focus group #1: Chief's Police Citizen Interaction Committee (PCIC)*[6]

The focus group was held on September 21, 2016 and lasted approximately an hour. Fifteen community members were in attendance.

- A majority of participants felt RPD's response to CFS is the same or faster (29%/50%) and has improved (66%) handling neighborhood problems.

- A majority of respondents (86%) felt the relationship between the community and RPD is stronger since the reorganization.

- While almost half (47%) believe RPD's emphasis on community policing has remained the same, more believe that it has increased (47%) than decreased (6%).

- Most respondents (57%) believe they see officers in the community more often since reorganization, 62% disagree that officers are spending more time outside of their cars interacting with citizens.

- The open discussion portion focused on two positive areas:
  - Enhanced communication
  - Increase in community outreach

- The open discussion portion focused on four areas of concern:
  - Inconsistency in policing tactics between sections
  - The effect officer turnover has on a neighborhood

---

[6] The Chief's PCIC is a group of community leaders and citywide neighborhood representatives that meets regularly with the RPD Chief Command Staff to discuss police-community issues and potential solutions to crime and quality of life concerns. The PCIC is also used as a mechanism to educate the community on merging issues and trends, convey community concerns directly to the highest levels of RPD, and for RPD to convey important information to the community.

o   Boundary issues impacting neighborhoods
o   Addressing quality of life issues in the neighborhood

7.1.2.2   Focus group #2: Clergy Response Team[7] and Community Communication Team[8]

The focus group was held on November 2, 2016 and lasted approximately an hour. Eight community members were in attendance.

- While half of the respondents (50%) believe RPD's response times have stayed the same, more believe that it has improved (33%) than slowed (17%).

- A majority (57%) believe RPD's quality of service has gotten better since the reorganization and 67% said RPD's handling of neighborhood problems has also improved.

- A majority of respondents (71%) felt the relationship between the community and RPD is stronger since the reorganization.

- Most respondents (83%) believe they see officers in the community about the same amount, but 67% disagree that they are spending more time outside of their cars interacting with citizens.

- The open discussion portion focused on two positive areas:

    o   Enhanced Officer-Clergy relationship
    o   Continued respect

- The open discussion portion focused on three areas of concern:

    o   Need for higher Officer visibility
    o   The perception that response time is slower
    o   Confusion over section boundaries

7.1.3   RPD Internal Survey

RPD personnel had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at surveymonkey.com and was open from November 15 – November 30, 2016. 240 respondents completed the survey. Due to previously stated budgetary and personnel constraints, and delays in the reorganization initial start date RPD was unable to conduct an internal survey prior to the project

---

[7] The Clergy Response Team is group of volunteer clergy members that responds to crime scenes and hospitals to provide comfort and support to family members of victims of homicides or other serious events (e.g., fatal motor vehicle accidents). The Team also performs a valuable function by explaining necessary police procedures to family members, and keeping RPD informed of the needs and concerns of the family.

[8] The RPD Chief has established a Community Communication Team consisting of about a dozen clergy and community leaders from the City of Rochester. Whenever a significant event occurs that could cause community concern (e.g., police-involved shooting), the Chief and his staff personally contact each member of this team to provide accurate and timely information, solicit any community concerns, and make arrangements to deal with any rumors or inaccurate information that may arise. This is typically done within 8 to 12 hours of the event, and continues as needed. The Chief has also held follow-up meetings with this group to continue to convey information and hear community concerns.

implementation. This survey data will now serve as the baseline for future comparisons. Full survey results are available in Appendix G: RPD Survey.

- The majority of responses come from patrol officers with over five years of experience.

- Respondents were split (54% Y/46% N) over whether the community trusts RPD to do what it can to combat crime and promote safety.

- Most respondents believe that their effectiveness is the same (42%) or better (20%) in the section model as it was in the division model. However 38% of the respondents believe that they were more effective in the old division model. (More than twice as many respondents (46%) believe that RPD as a whole was more effective under the division model than in the section model (21%). 57% of officers feel they have an increased workload under the section model (4% say workload has decreased).

- Respondents do not believe that their relationships with either the community or their fellow officers (68%/55%) has changed due to the switch to the section model.

- 49% of respondents feel less safe in the section model. 48% feel the same, and only 3% of respondents (6 total respondents) feel safer in sections.

- Of 127 freeform responses, 87 responses (69%) mentioned low staffing levels as a problem with the new model. Low staffing levels are blamed for officer burnout as they are unable to use days off, attend schools/training, engage in proactive policing, and engage in community outreach. With low staffing levels, officers feel that, even if there is a lull in calls, they need to be "available" to take a call in their beat and thus don't want to get tied up in proactive calls or community engagement.[9]

- Apart from the overwhelming consensus on staffing levels, respondents also frequently mentioned the lack of section buildings as a problem. 17 respondents mentioned the lack of section buildings as a problem due to the distance of the building from their section eating up response time, overcrowding, and the lack of an accessible walk-in office for their constituents.[10]

7.1.4 ECD Internal Survey

The Emergency Communications Department (ECD) had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at

---

[9] In FY 2017-18—after the survey period—RPD has increased hiring which will in turn increase available patrol staffing levels. The full impact of the increased staffing will not be realized until August 2017. Also, RPD has shifted to a September hiring cycle that will increase staffing during peak workload and vacation periods in the summer.

[10] The decision was made to implement the structural patrol reorganization first, and then implement individual section offices for each of the five sections. Under this plan, Clinton and Central Sections will remain in their current locations, while Lake, Genesee, and Goodman Sections will be relocated. A project team has been working on this and preparing recommendations for new locations, cost estimates, and a proposed timetable.

surveymonkey.com and was open from November 15 – November 30, 2016. 72 respondents completed the survey. Due to previously stated budgetary and personnel constraints, and delays in the reorganization initial start date RPD was unable to survey ECD prior to the project implementation. This survey data will now serve as the baseline for future comparisons. Full survey results are available in Appendix H: ECD Survey.

- The switch to the section model has not changed ECD's perception of their workload, effectiveness or relationship with RPD. ECD perceives RPD to be similarly (45%) or slightly more (33%) effective due to the switch to the section model.

- 30 dispatchers completed free-response sections. Of those 30, 6 dispatchers complained that the beat/car numbering system is confusing and difficult to type quickly (for example on a chase).

- Out of 30 free responses, 6 dispatchers stated that territoriality by beat officers increases wait times. They stated that officers don't like other cars answering calls in their own beat even if they are tied up on a priority job; and officers insist that a job be held for the beat car if the call type does not require an immediate response. Also noted was that sergeants sometimes overrule the dispatcher and tell them to hold the job for the beat car.[11]

7.2 DIRECTED POLICE ACTIVITY

RPD did not make any changes to active calls for service call types during the reorganization. Two existing Police-generated calls for service categories were used as formal measures of focused policing; Directed Patrol (DPAT) and Dispersing (DSPR).

- The average time spent (on scene to cleared) on a DPAT call dropped to 35.1 minutes in the evaluation period from 45.7 in the comparison period

- Total Directed Patrol (DPAT) CFS declined by 10.9% in the evaluation period and 4.5% from the last 3-year calendar average

  - From 14,872 (Comparison period) to 13,238
  - From 13,967 (3-year calendar avg.) to 13,238

- The average time spent (on scene to cleared) on a DSPR call dropped to 28.1 minutes in the evaluation period from 31.4 in the comparison period

- Total Dispersing (DSPR) CFS increased by 7.8% in the evaluation period and 4.8% from the last 3 year calendar average

  - From 5,989 (Comparison period) to 6,459
  - From 6,161 (3-year calendar avg.) to 6,459

---

[11] This is an interesting point, and in some ways, may even be a positive although not perceived as such by the ECD personnel who noted this. A key component of the reorganization is beat ownership by the beat officer, and we want officers to be "territorial" over their respective beats. Also, we did not see an adverse impact on response time. *See* Section 8.1 below.

Officer-Generated Directed Patrol (DPAT) Calls for Service

Officer Generated Dispersing (DSPR) Calls for Service
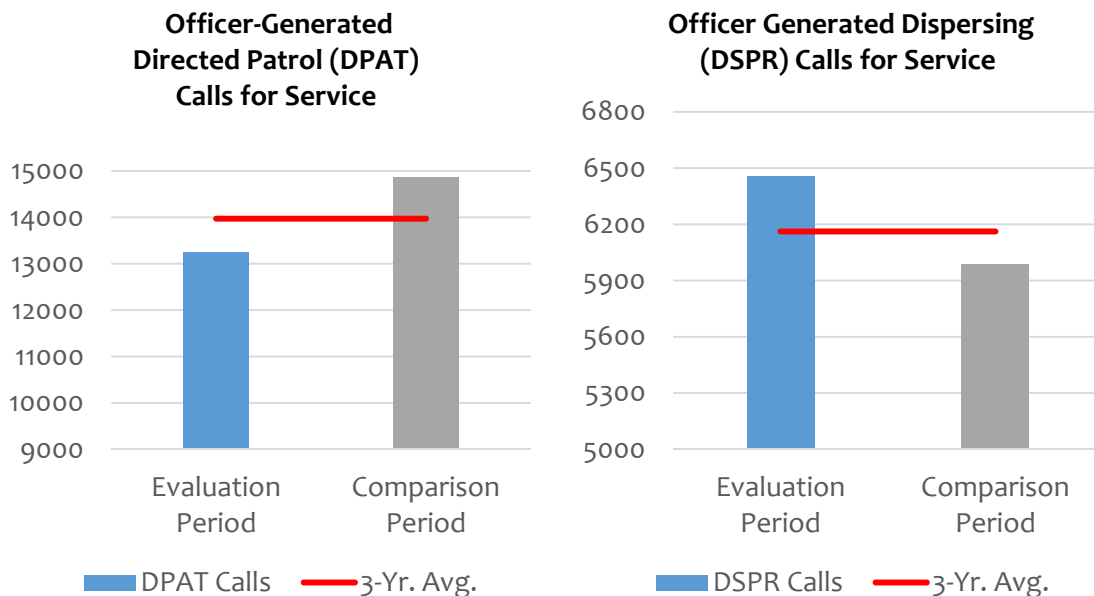
7.3   NEIGHBORHOOD SERVICE CENTER (NSC) ACTIVITY

The five RPD NSC offices are designed to use a team-oriented approach to solve problems, address quality of life concerns, support local businesses, and enhance neighborhoods. The assigned RPD personnel partner with Neighborhood and Business Development to work directly with the citizens and the local business community. RPD did not make any changes to active calls for service call types during the reorganization. Currently, there is no standard key performance metrics to utilize to evaluate the reorganization's impact on NSC activity. Staffing levels remained consistent during the evaluation period.

7.4   COMPLAINT DATA

A comparative analysis of service complaint levels was conducted. RPD has two trackable methods of citizen complaint intake, calls for Quality of Service Inquiries (QSI), and formal complaints to the Professional Standards Section (PSS).

- QSI calls for service declined by 3.4% in the evaluation period and remained consistent with the last 3-year calendar average (increase of 0.1%). When normalized for calls for service counts, the evaluation period had a rate of 143.9 QSI complaints for every 10,000 calls and the comparison period was 141.6 QSI complaints for every 10,000 calls.

- Total Citizen-Generated complaints to the Professional Standards Section (PSS) increased by 11 (to 37) in the evaluation period and 8 from the last 3-year calendar average. When normalized for calls for service counts, the evaluation period had a

rate of 1.8 PSS complaints for every 10,000 calls and the comparison period was 1.2 PSS complaints for every 10,000 calls. [12]

- The most recent 10-year average of Citizen Generated complaints to PSS under the Division structure (2005-2014) was 62.6 per year.

Citizen-Generated Quality Service Inquiry (QSI) Calls for Service

Citizen-Generated Complaints to PSS
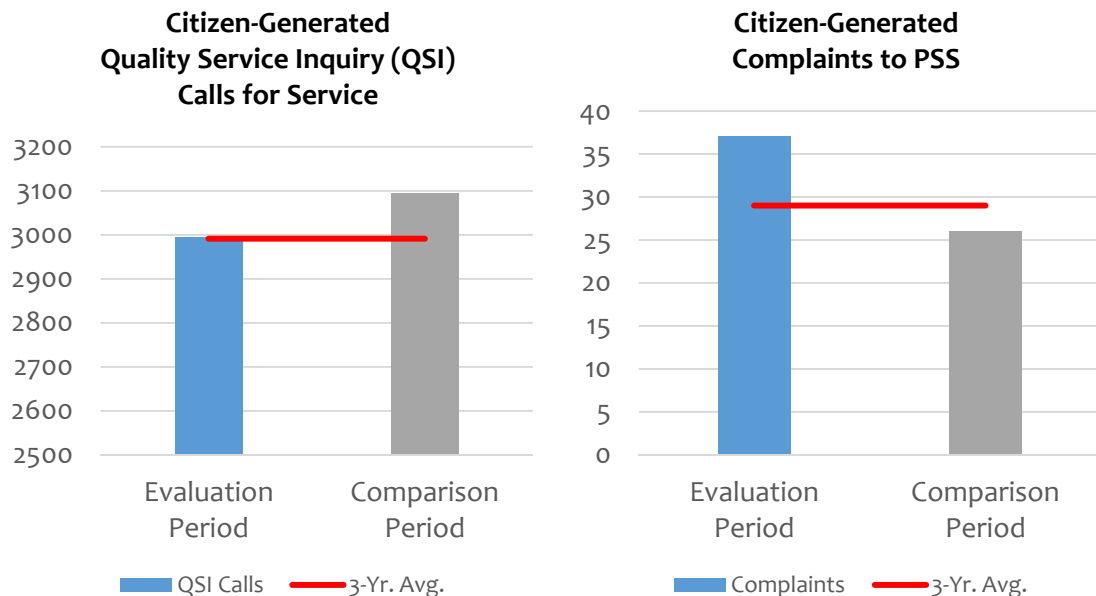
The level of citizen complaints may not necessarily indicate higher or lower perceptions of police misconduct in the community. The number is low, so minor variations may appear more significant. Also, the number may reflect the willingness of the community to make complaints, or be impacted by the community's level of trust in the process. We will continue to monitor and assess this.

7.5 POLICE AND CITIZENS TOGETHER AGAINST CRIME (PAC-TAC) PARTICIPATION
PAC-TAC is a volunteer organization that works with on-duty patrol officers or crime prevention officers in neighborhoods to interact with other citizens and local merchants to assist in crime prevention. Currently, there is no standard key performance metrics to utilize to evaluate the reorganization's impact on PAC-TAC activity. Participation levels vary by section and were inconsistent during the evaluation period. Also, the Sections have reported difficulties in recruiting new participants for the PAC-TAC program. As we continue we need

[12] Since peak volume in 2011, we have experienced a significant average reduction of approximately 13.5 complaints per year. This linear reduction is significant at the 0.05 level. From 2011 through 2013 there were a total of 223 citizen complaints against officers. From 2014 through 2016 there were 87 citizen complaints against officers.

to consider how to reinvigorate this program, or explore alternative programs that may attract more participants.

7.6 CFS Perception Metric

Research has shown that the single most important factor in citizen satisfaction with police response was whether the response time matched citizen expectations, even if the response time was lengthy. In other words, providing citizens with an accurate estimate of the response time is often more important than providing a rapid response. (Percy, 1980)

The survey instruments (7.1) developed for the reorganization evaluation did not generate a substantive discussion on calls for service response time perceptions. RPD remains committed to analyzing the impact that response time perceptions have on citizen satisfaction with the police. The analysis is being moved to RPD's 2017 Open Data Project to allow for the application of additional research methods and utilization of analytical tools.

8 SERVICE METRICS

Maintaining or exceeding current levels of service was identified as a goal of the reorganization plan. Traditional measures of law enforcement performance include analysis of frequency, type, response, and outcomes of criminal incidents. These metrics are most commonly represented in three categories: Calls for Police Service, Crime Levels, and Clearance Rates. Police are not the only factor that influences crime rates. Crime is the product of a complex array of social, economic, and political forces. (Maguire, 2004) These measures alone would not be an accurate gauge for evaluation of the reorganization plan; rather they were analyzed to identify potential impacts of resource allocation decisions.

8.1 CALL FOR SERVICE (CFS)[13]

During the reorganization project inefficiencies were discovered in RPD's data collection, collation, and analysis processes for CFS. A separate project was initiated to address these issues and develop an analysis classification specific to more accurately measuring response times. Adjustments were made strictly on an analytical level; no RPD or ECD dispatch or response protocols were affected by these changes. The new process was presented to and approved by the Deputy Mayor in late 2015. The new metrics became official key performance indicators for the RPD in fiscal year 2016-17. For this evaluation, an analysis of the new metrics are presented in this section; however comparative analysis was also completed under the old analytical process.[14] They can both be found in full in Appendix I: Calls for Service.

Another point that must be considered in reviewing response time data is that call types are necessarily broad, and in many cases do not permit us to identify true emergency calls within the general categories. For example, a "domestic" call may involve a verbal argument or an active fight with weapons. While the former would necessitate a quick response, the latter would require an immediate emergency "lights and siren" response.[15] Our new metric is a more reliable reflection of response time. However, since there is no way with existing CAD data to reliably identify and calculate response time to true emergencies, we know that the response time to true emergencies is lower than the figure calculated for "Critical" calls.

8.1.1 Steps for calculating the new CFS metrics

Response time is defined as the total time from a citizen generated call for service until an officer arrives.

---

[13] It is important to note that CFS data is categorized at the outset of the event (based on information known to and provided by the caller), and are not programmatically adjusted based on the ultimate outcome or investigation. CFS categories are not always reflective of the situation found, information obtained, or charges generated in the event.

[14] The old analytical method divided calls into four priority types with two categories ("A" and "B") used to determine an in-progress status. Priority 1 calls included some "A" call types that were deemed a higher priority, but did not require an immediate emergency police response.

[15] RPD policy limits emergency driving to possible life-threatening situations or serious in-progress crimes.

- Created categories of Call Types

    o Non-Discretionary CFS
    o Discretionary CFS
    o Administrative CFS

- Created new priorities response categories for Non-Discretionary Call Types

    o Critical – 27 call types
    o Urgent – 22 call types
    o Normal – 27 call types

- Built and automated the data clean-up process.

    o All NULL values are excluded from the population.
    o The Event-to-Dispatch times Poisson distribution was normalized using an Anscombe transformation ($y=2\sqrt{}$). All values greater than three standard deviations from the mean were excluded. Note – Zeros were determined to be acceptable values.
    o The Dispatch-to-Arrival times Poisson distribution was normalized using an Anscombe transformation ($y=2\sqrt{}$). All values greater than three standard deviations from the mean were excluded. Note – Zeros were determined to be unacceptable values and also excluded from further analysis.

- Output measures

    o Created a value for average (also calculated for median) of Event-to-Dispatch and Dispatch-to-Arrival by priority response categories.
    o Created values for RPD priority response.

8.1.2   CFS Response Time

The average CFS response time decreased citywide in all three categories during the evaluation period.

- Critical: from 15.2 (in minutes) to 14.3
- Urgent: from 17.9 to 16.8
- Normal: from 29.5 to 27.1

Each Section saw declines across all three categories during the evaluation period with the exception of Clinton Section, which saw small rises in both Critical and Urgent response times. Clinton had the longest response time in each category during the evaluation period; however, their overall response time change only represented a 2.6% increase from the comparison period. Lake (-12.9%) and Central (-11.9%) overall response times each improved by over 10%. In sum, overall response time improved 6.2% during the evaluation period. Critical response time improvements represented almost a full minute (0.9) change citywide.

Citywide Response Time by Priority Type

Evaluation Period Average Response Time						
	Lake	Genesee	Goodman	Clinton	Central	**Citywide Avg.**
Critical	13.9	13.5	13.3	16.7	11.2	14.3
Urgent	16.2	15.7	17.2	19.0	13.6	16.8
Normal	26.0	27.3	28.4	30.1	20.6	27.1
Section Avg.	**17.6**	**17.4**	**18.8**	**20.1**	**14.8**	**18.2**

Comparison Period Average Response Time						
	Lake	Genesee	Goodman	Clinton	Central	**Citywide Avg.**
Critical	16.3	14.9	14.6	15.6	12.6	15.2
Urgent	18.6	17.1	18.1	18.5	15.0	17.9
Normal	30.5	28.8	30.6	30.2	24.7	29.5
Section Avg.	**20.2**	**18.6**	**20.1**	**19.6**	**16.8**	**19.4**

Low to High (row value comparison)

8.2 CRIME

While it was not a specific objective of the reorganization to reduce criminal and other unlawful or undesirable activity within the city, that clearly is a desired outcome of any law enforcement decision. It may not be possible to directly attribute any increase or decrease in crime rate to reorganization. However, we reviewed crime data as part of the reorganization evaluation to provide context. All crime data utilized in the evaluation will be official RPD statistics as reported to the New York State Division of Criminal Justice Services per Federal Bureau of Investigation Uniform Crime Reporting (UCR) specifications.[16]

Part I	Part I Category	UCR Part I Crime Type	Comparison Period	Evaluation Period	% Change	5-Yr. Avg.	% Ch. from 5-Yr. Avg.
UCR Part I Crime	Violent Crime	Homicide	26	28	**7.7%**	35.4	**-20.9%**
		Rape	111	66	**-40.5%**	88.4	**-25.3%**
		Rape (Expanded)	69	72	**4.3%**	64.2	**12.1%**
		Robbery	747	657	**-12.0%**	791.0	**-16.9%**
		Aggravated Assault	792	933	**17.8%**	980.2	**-4.8%**
	Violent Crime	**Total**	**1,745**	**1,756**	**0.6%**	**1,959.2**	**-10.4%**
	Property Crime	Burglary	2,064	1,641	**-20.5%**	2,698.8	**-39.2%**
		Larceny	5,879	5,733	**-2.5%**	6,998.0	**-18.1%**
		Motor Vehicle Theft	638	588	**-7.8%**	646.0	**-9.0%**
	Property Crime	**Total**	**8,581**	**7,962**	**-7.2%**	**10,342.8**	**-23.0%**
UCR Part I Crime	**Total**		**10,326**	**9,718**	**-5.9%**	**12,302.0**	**-21.0%**

---

[16] The data presented in this report spanned multiple calendar years and should not be used for comparison purposes with any single calendar year.

8.2.1 Violent

Totals of each Violent Part I crime in the evaluation period were analyzed against the comparison period and the 5-yr average. Violent crime is composed of four offenses: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. Violent crimes are defined in the UCR Program as those offenses which involve force or threat of force. (U.S. Department of Justice—Federal Bureau of Investigations, 2012)

- Violent crime remained level during the evaluation period (0.6% increase) and was 10.3% below the previous 5-year average.

- Robberies declined by 12.0% in the evaluation period and were 16.9% lower than the previous 5 years.

- Aggravated assault rose 17.9% during the evaluation period but remained 4.7% below the 5-year average.

8.2.2 Property

Totals of each Property Part I crime in the evaluation period were analyzed against the comparison period and the 5-yr average. Property crime includes the offenses of burglary, larceny-theft, and motor vehicle theft. The object of the theft-type offenses is the taking of money or property, but there is no force or threat of force against the victims. (U.S. Department of Justice—Federal Bureau of Investigations, 2012)

- Property crime dropped 7.2% in the evaluation period and was 23.0% below the previous 5-year average.

- Burglaries declined sharply by 20.5% in the evaluation period and were significantly (39.2%) lower than the previous 5-year average.

8.2.3 Part II

Totals of each relevant Part II crime in the evaluation period were analyzed against the comparison period and the 5-yr average. Relevant Part II crimes include one measure of aggregated narcotics related offenses and one measure of weapon-related offenses (possession and illegal use.)[17]

- Controlled Substance crimes rose 31.5% during the evaluation period but remained 16.3% below the 5-year average of 1,507.2.

- Dangerous Weapons crimes were virtually level (up 1.1%) during the evaluation period which was 12.5% higher than the 5-year average.

---

[17] Reported narcotics and weapons offenses are more a reflection of proactive police enforcement efforts than a true indicator of the actual level of such offenses.

Part II	Part II Category	UCR Part II Crime Type	Comparison Period	Evaluation Period	% Change	5-Yr. Avg.	% Ch. from 5-Yr Avg.
UCR Part II Crime	Part II Crime	Controlled Substances	960	1,262	**31.5%**	1,507.2	**-16.3%**
		Dangerous Weapons	353	357	**1.1%**	317.4	**12.5%**
Part II Crime	**Total**		**1,313**	**1,619**	**23.3%**	**1,824.6**	**-11.3%**

8.3   CLEARANCE RATES

Clearance rates track the proportion of reported crimes solved by the police. Clearance rates can be a useful measure within an organization as they are partly dependent on police/community relations. A change in clearance rates through the study period may, in some part, be correlated with positive or negative shift in community perception. Clearance rates increased by 2.0% in the evaluation period and remained level with the 5-year average.

Part I	Part I Category	UCR Part I Crime Type	Comparison Period	Evaluation Period	5-Yr. Avg.
UCR Part I Crime	Violent Crime	Homicide	69.2%	78.6%	59.9%
		Rape	38.7%	62.1%	48.4%
		Robbery	26.1%	27.4%	32.3%
		Aggravated Assault	58.0%	54.3%	63.2%
	Violent Crime	**Total**	**42.7%**	**44.5%**	**49.5%**
	Property Crime	Burglary	10.6%	14.0%	10.5%
		Larceny	13.6%	14.4%	15.7%
		Motor Vehicle Theft	18.5%	20.7%	19.0%
	Property Crime	**Total**	**13.2%**	**14.8%**	**14.6%**
UCR Part I Crime	**Total**		**18.0%**	**20.0%**	**20.0%**

8.3.1   By Crime Type

All Part I crime categories (Violent and Property) individually as a percentage of reported cleared and as a total of all Part I crimes cleared.

- Part I Violent crime clearance rates increased to 44.5% from 42.7% during the evaluation period but remained below the 5-year average of 63.2%.

- Part I Property crime clearance rates increased to 14.8% from 13.2% during the evaluation period and were slightly higher than 5-year average of 14.6%.

9 REFERENCES

Kelling, G. (1996). Defining the bottom line in policing: Organizational philosophy and accountability. *Quantifying quality in policing*, 22-36.

Maguire, E. R. (2004). Measuring the Performance of Law Enforcement Agencies. *CALEA Update Magazine*. Retrieved from http://www.calea.org/calea-update-magazine/issue-83/measuring-performance-law-enforcement-agencies-part-1of-2-oart-articl

McCleary, R., Nienstedt, B., & Erven, J. (1982). Uniform Crime Reports as Organizational Outcomes: Three Time Series Experiments. *Social Problems Vol. 29, No. 4, April 1982*.

Percy, S. (1980). Response time and citizen evaluation of police. *Journal of Police Science and Administration*, 8,75-86.

U.S. Department of Justice—Federal Bureau of Investigations. (2012). *Crime in the United States, 2012*. Retrieved from Criminal Justice Information Services Division: http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2012/crime-in-the-u.s.-2012/

Appendix A: Section and Beat Maps

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

RPD Reorganization - City Sections

Lake (1)

Clinton (7)

Goodman (5)

Central (9)

Genesee (3)

RPD Reorganization - Section:Lake

Street Responsibility

Arrows indicate beat of street responsibility.

No arrows indicate beats share street responsibility.

201

201

201

Boxart

Calvin

Burley

Studley

Oakwood

Ellington

Lenriet

Mc Call

Bernice

211

Christian

Merrill

Maynard

Needham

Jessie

Devitt

Goodwill

Eastman

Wheatland

Rand

Palm

Riga

Fox

Pullman

Ridgeway

Ramona

Lily

Ridgeway

Minder

Lapham

Parkdale

221

Flower City

Clay

Raines

231

Magee

Dewey

Seneca

La Grange

Driving Park

Birr

Bryan

Dewey

Lake

Maplewood

Maplewood Bridge View

Ridge

Seth Green

Hollenbeck

Norton

Ramona

Argo

Dove

Driving Park

Malling

Nox

O K

Avenue D

Lexington

Carthage

Brewer

Conkey

Harris

Lee

Colfax

Polaris

Norman

Curlew

Dewey

Hastings

Clifford

Lill

Emerson

W

241

Linnet

Oriole

251

Scranton

St Paul

Mertz

Abbott

Emerson Emerson

Villa

Santee

Sherman

Dewey

271

RR Tracks

Bergen

Otis

Avery

261

Jones

Spencer

Cliff

Ferrano

Trento

Sunset

Rockview

Burrows

Rutter

Austin

Myrtle

Lyell

Davis

Oak

Smith

Lyell

Addison

Adirondack

Lombard

Murray

Texas

Riley

Broad

Gloster

Alvana

Dodge

Glide

Dakota

Pool

Hague

Marlow

Rugraff

291

Jay

Plymouth

State

281

Jay

Campbell

Wilder

Brown

Platt

Allen

I-490

Riddle

Barker

Ames

Child

Maple

Wiley

N

RPD Reorganization - Section: Genesee

Street Responsibility

Arrows indicate beat of street responsibility.

No arrows indicate beats share street responsibility.

RPD Reorganization - Section: Goodman

Beat 205 Includes Durand Eastman Park

205

205

215

225

235

245

255

265

Goodman

Bay

Grand

University

Culver

Culver

Monroe

Clinton

Clinton

Linden

Mt. Hope

Main

I-490

RR Tracks

Street Responsibility

Arrows indicate beat of street responsibility.

No arrows indicate beats share street responsibility.

RPD Reorganization - Section: Clinton
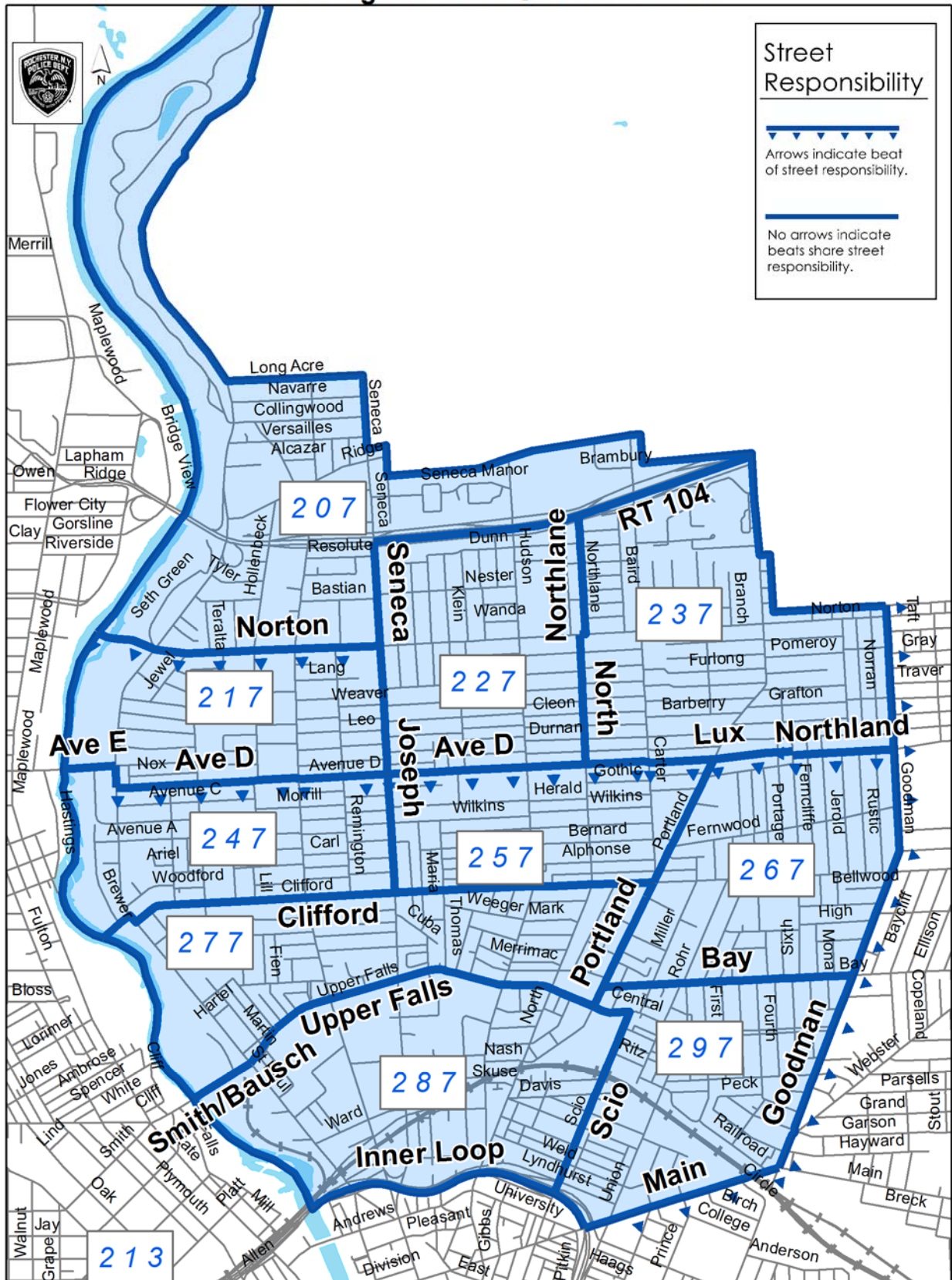
Street Responsibility

Arrows indicate beat of street responsibility.

No arrows indicate beats share street responsibility.

207
237
217
227
247
257
267
277
297
287
213

RPD Reorganization - Section: Central

Street Responsibility

▼ ▼ ▼ ▼ ▼ ▼
Arrows indicate beat of street responsibility.

No arrows indicate beats share street responsibility.

209

219

229

6

Appendix B: Car Beat Workload

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

The workload model was established to create a basis for the evaluation of demand for service on the patrol division. The model was solely based on data accumulated while in the Division structure and was used to develop a tool that allowed flexibility for continual evaluation and adjustment. It served as a key component to data-informed decisions made throughout the reorganization project, balanced with experiential knowledge, existing constraints, and practical considerations. Future analysis will utilize the model with data accumulated in the new Section structure which will ultimately sharpen the analysis. The evaluation period data will now serve as the baseline for future workload evaluations.

The primary demand on patrol officers is non-discretionary calls for service, i.e., calls placed by persons that require a police response. Calls for service are commonly assessed in raw counts; however, to effectively analyze demand other factors must be considered. To address the need for a comprehensive analysis of demand, RPD built a weighted six variable workload model.

- **Total Hours Worked (75%)**

- **Calls for Service (10%)**

- **Average Drive Time (7%)**

- **Population Density (4%)**

- **Area (2%)**

- **Street Segments (2%)**

The six variables were then uploaded for additional analysis into a Geographic Information System (GIS), specifically ESRI's Districting Tool. Using this tool, the City was broken into a grid of 250 feet by 250 feet cells, each containing a numerical value based on the workload model weighting. This provided a single value for each grid cell representative of its workload proportional to the entire city.

The percentage of patrol workload as predicted by the workload car beat model and reported in the reorganization plan was compared to observed percentages in the evaluation period. All variables were included in the analysis and the weighting, categories, and formulas remained consistent to the original model.

After the section boundaries were established, a workload model was built for each new section utilizing only data points contained within its borders. Additionally, an RPD internal committee was formed in each section to review the data and advise the reorganization core team on the creation of new car beat boundaries using professional experience to weight factors like, drivability, geography, neighborhood dynamics, and similar policing features. The goal was to best balance the workload in the section, understanding that these considerations would make it virtually impossible to have an exactly even distribution from a strictly data perspective. The number of car beats in the respective section was divided into the total workload for the section to establish targets for beat-level workloads.

Table 1 displays the full Car Beat Workload results during the evaluation period.

Table 1: Car Beat Workload Analysis

Section	Beat	Target	Evaluation Period	Difference	% Difference
Lake	201	10.0	9.2	-0.8	-7.58%
	211	10.0	10.0	0.0	-0.25%
	221	10.0	9.3	-0.7	-7.05%
	231	10.0	10.7	0.7	7.41%
	241	10.0	10.4	0.4	3.62%
	251	10.0	10.1	0.1	1.06%
	261	10.0	9.9	-0.1	-1.23%
	271	10.0	9.9	-0.1	-0.97%
	281	10.0	10.5	0.5	5.04%
	291	10.0	10.0	0.0	-0.05%
Genesee	203	14.2	12.6	-1.6	-11.48%
	213	14.2	16.9	2.7	18.92%
	223	14.2	15.3	1.1	8.08%
	233	14.2	14.6	0.4	3.08%
	243	14.2	16.0	1.8	12.93%
	253	14.2	12.4	-1.8	-12.70%
	263	14.2	12.1	-2.1	-14.60%
Goodman	205	14.2	16.1	1.9	13.06%
	215	14.2	15.0	0.8	5.87%
	225	14.2	13.1	-1.1	-8.03%
	235	14.2	11.5	-2.7	-18.89%
	245	14.2	14.5	0.3	2.15%
	255	14.2	13.5	-0.7	-5.13%
	265	14.2	16.4	2.2	15.20%
Clinton	207	10.0	8.9	-1.1	-10.50%
	217	10.0	8.9	-1.1	-10.85%
	227	10.0	10.6	0.6	5.84%
	237	10.0	13.2	3.2	31.82%
	247	10.0	11.2	1.2	11.67%
	257	10.0	9.3	-0.7	-7.13%
	267	10.0	9.7	-0.3	-3.16%
	277	10.0	10.7	0.7	7.16%
	287	10.0	8.7	-1.3	-12.96%
	297	10.0	8.8	-1.2	-11.89%
Central	209	33.3	33.2	-0.1	-0.40%
	219	33.3	41.5	8.2	24.49%
	229	33.3	25.4	-7.9	-23.79%

Appendix C: Car Beat Integrity

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

"Beat Integrity" is a metric created to identify the percentage of a car beat's non-discretionary calls for service responded to by the primary beat officer. Data was analyzed for each beat and compared to the citywide average during the evaluation period. This is a new metric developed to augment the evaluation of the beat structure. Police Service Area (PSA) integrity data was not captured in the Division model, nor is there any existing national standard for this metric. Therefore the evaluation period data will now serve as the baseline for future beat integrity analysis.

The citywide average during the evaluation period was 62.9%.

Table 1: Lake Section Beat Integrity

	Responding Car	
Car Beat	Primary	Other
201	70.26%	29.74%
211	62.88%	37.12%
221	58.70%	41.30%
231	64.23%	35.77%
241	54.98%	45.02%
251	57.57%	42.43%
261	61.50%	38.50%
271	66.28%	33.72%
281	62.41%	37.59%
291	65.42%	34.58%
Grand Total	**62.28%**	**37.72%**
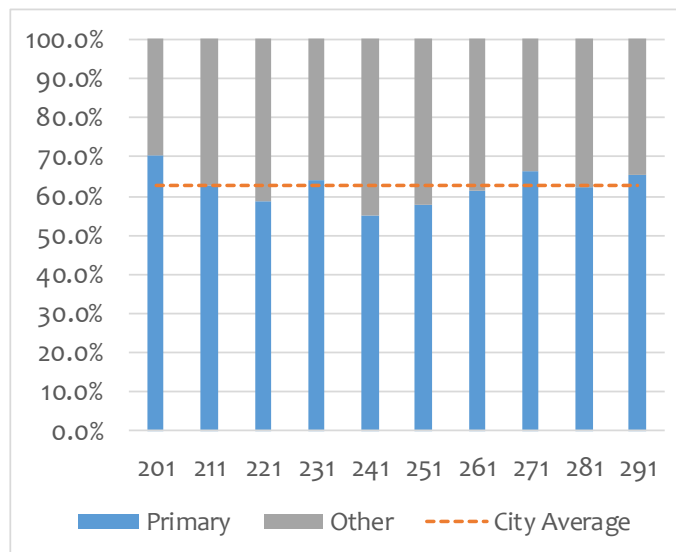
Table 2: Genesee Section Beat Integrity

	Responding Car	
Car Beat	Primary	Other
203	56.85%	43.15%
213	71.30%	28.70%
223	70.46%	29.54%
233	66.49%	33.51%
243	69.31%	30.69%
253	61.49%	38.51%
263	66.12%	33.88%
Grand Total	**66.20%**	**33.80%**
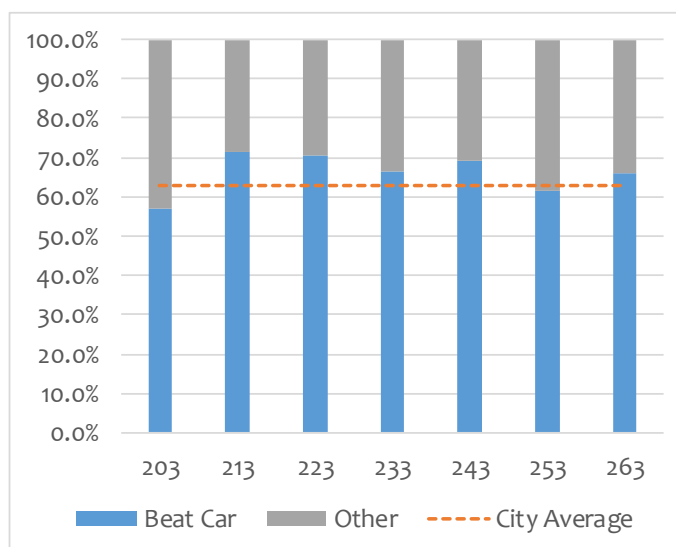
Table 3: Goodman Section Beat Integrity

	Responding Car	
Car Beat	Primary	Other
205	76.03%	23.97%
215	74.98%	25.02%
225	66.52%	33.48%
235	68.48%	31.52%
245	69.53%	30.47%
255	70.06%	29.94%
265	77.50%	22.50%
Grand Total	**72.26%**	**27.74%**

Table 4: Clinton Section Beat Integrity

	Responding Car	
Car Beat	Primary	Other
207	59.30%	40.70%
217	54.67%	45.33%
227	61.37%	38.63%
237	68.07%	31.93%
247	54.81%	45.19%
257	54.11%	45.89%
267	59.85%	40.15%
277	59.09%	40.91%
287	56.86%	43.14%
297	60.81%	39.19%
Grand Total	**59.00%**	**41.00%**
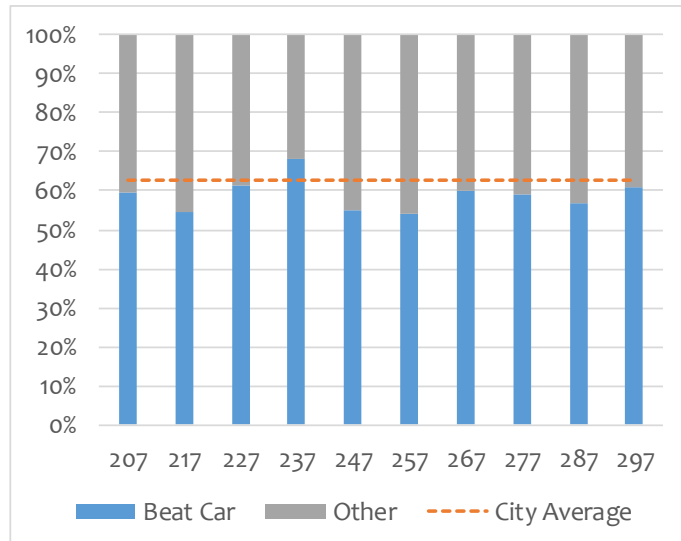
Table 5: Central Section Beat Integrity

	Responding Car	
Car Beat	Primary	Other
209	69.35%	30.65%
219	80.94%	19.06%
229	61.89%	38.11%
Grand Total	**71.73%**	**28.27%**
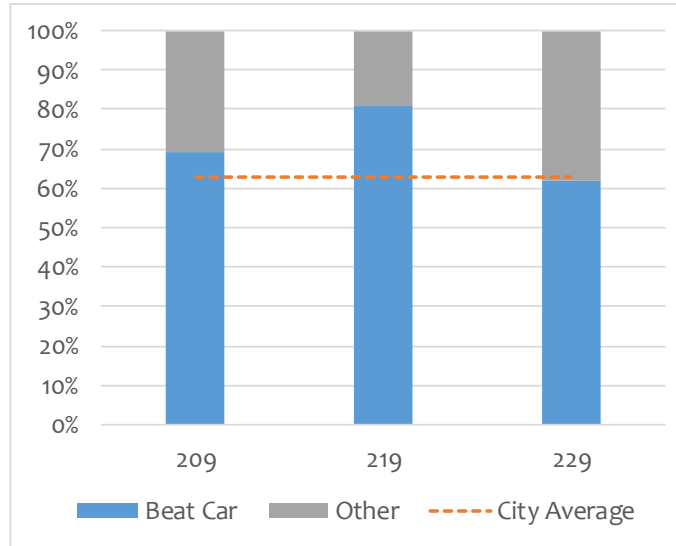
Appendix D: Patrol Overtime

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

A comparative analysis was conducted on three types of patrol overtime in the previous 2-division model and the new 5-section model. The purpose of this analysis was to determine whether the new patrol structure would adversely impact overtime costs (i.e., would the new structure require more overtime to ensure adequate staffing levels). This is not an analysis of all overtime spent since the reorganization. Data is presented in the following tables for personnel shortage, completing assignment, and community meeting overtime activity types by section, platoon, and rank.

Tables 1-4 provide comparison data between the Division and Section models.

Tables 5-8 compare section-level data during the evaluation period.

All source data was extracted from the City of Rochester Data Warehouse. The formal 1-year evaluation period for the reorganization extended from August 1, 2015 to July 31, 2016. The comparison period measures April 1, 2014 to March 31, 2015. This accounts for the reorganization transition period from April 2015-July 2015. Data covers overtime slips entered into the overtime system by 23:59 on 12/7/17. These tables include both Cash ('M') and Compensation ('C') overtime types. Patrol Section totals are calculated using the following overtime cost centers: 'NSC1','SECT1', 'NSC3','SECT3', 'NSC5','SECT5', 'NSC7','SECT7', 'NSC9','SECT9', 'EAST', 'WEST', 'NSCNE', 'NSCSE', 'NSCNW', and 'NSCSW'. Data are preliminary and may be incomplete due to delays in report submissions.

Table 1: Patrol Overtime by Activity Type (Hours Worked)

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	1,481.6	1,032.7	448.9	43.5%
Completing Assignment	7,559.2	7,486.7	72.5	1.0%
Personnel Shortage	14,496.4	15,283.6	-787.2	-5.2%
Summary	**23,537.2**	**23,802.9**	**-265.7**	**-1.1%**

Table 2: Patrol Overtime by Activity Type (Hours Worked)

All Platoons

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	1,481.6	1,032.7	448.9	43.5%
Completing Assignment	7,559.2	7,486.7	72.5	1.0%
Personnel Shortage	14,496.4	15,283.6	-787.2	-5.2%
Summary	**23,537.2**	**23,802.9**	**-265.7**	**-1.1%**

1st Platoon

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	2.0	1.5	0.5	33.3%
Completing Assignment	4,133.0	4,140.0	-7.0	-0.2%
Personnel Shortage	5,842.0	6,273.1	-431.1	-6.9%
Summary	**9,976.9**	**10,414.6**	**-437.7**	**-4.2%**

2nd Platoon

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	187.1	178.4	8.7	4.9%
Completing Assignment	1,246.5	1,173.5	73.0	6.2%
Personnel Shortage	3,293.3	5,258.4	-1,965.1	-37.4%
Summary	**4,726.8**	**6,610.3**	**-1,883.5**	**-28.5%**

3rd Platoon

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	1,292.5	852.8	439.8	51.6%
Completing Assignment	2,179.8	2,173.2	6.6	0.3%
Personnel Shortage	5,361.2	3,752.1	1,609.0	42.9%
Summary	**8,833.4**	**6,778.1**	**2,055.4**	**30.3%**

Table 3: Patrol Overtime by Activity Type (Hours Worked)

All Ranks

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	1,481.6	1,032.7	448.9	43.5%
Completing Assignment	7,559.2	7,486.7	72.5	1.0%
Personnel Shortage	14,496.4	15,283.6	-787.2	-5.2%
Summary	**23,537.2**	**23,802.9**	**-265.7**	**-1.1%**

Officer

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	235.6	239.0	-3.4	-1.4%
Completing Assignment	4,713.5	5,155.7	-442.2	-8.6%
Personnel Shortage	11,450.9	9,840.4	1,610.5	16.4%
Summary	**16,400.0**	**15,235.1**	**1,164.8**	**7.6%**

Investigator

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	9.0	1.5	7.5	500.0%
Completing Assignment	1,932.6	1,617.6	315.0	19.5%
Personnel Shortage	12.3	12.0	0.3	2.1%
Summary	**1,953.8**	**1,631.1**	**322.8**	**19.8%**

Sergeant

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	95.5	29.5	66.0	223.7%
Completing Assignment	545.6	357.9	187.7	52.5%
Personnel Shortage	2,246.5	4,121.7	-1,875.2	-45.5%
Summary	**2,887.6**	**4,509.1**	**-1,621.4**	**-36.0%**

Lieutenant

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	469.3	382.8	86.5	22.6%
Completing Assignment	98.8	83.5	15.3	18.3%
Personnel Shortage	786.8	1,309.5	-522.8	-39.9%
Summary	**1,354.8**	**1,775.8**	**-421.0**	**-23.7%**

Captain

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	672.3	376.9	295.3	78.4%
Completing Assignment	59.8	50.5	9.3	18.3%
Summary	**732.0**	**427.4**	**304.6**	**71.3%**

Civilian

Activity	Evaluation Period	Comparison Period	Change	% Change
Completing Assignment	209.0	221.5	-12.5	-5.6%
Summary	**209.0**	**221.5**	**-12.5**	**-5.6%**

Rank Unknown

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	0.0	3.0	-3.0	-100.0%
Summary	**0.0**	**3.0**	**-3.0**	**-100.0%**

Table 4: 4th Platoon OT by Activity Type (Hours Worked)

All Ranks

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	39.5	21.5	18.0	83.7%
Completing Assignment	974.3	709.7	264.6	37.3%
Personnel Shortage	327.3	553.5	-226.3	-40.9%
Summary	**1,341.0**	**1,284.7**	**56.3**	**4.4%**

Officer

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	36.5	0.0	36.5	
Completing Assignment	311.5	140.5	171.0	121.7%
Personnel Shortage	218.0	173.8	44.3	25.5%
Summary	**566.0**	**314.3**	**251.8**	**80.1%**

Investigator

Activity	Evaluation Period	Comparison Period	Change	% Change
Completing Assignment	605.0	569.2	35.8	6.3%
Personnel Shortage	8.3	8.0	0.3	3.1%
Summary	**613.3**	**577.2**	**36.1**	**6.3%**

Sergeant

Activity	Evaluation Period	Comparison Period	Change	% Change
Community Meeting	3.0	21.5	-18.5	-86.0%
Completing Assignment	57.8	0.0	57.8	
Personnel Shortage	101.0	294.3	-193.3	-65.7%
Summary	**161.8**	**315.8**	**-154.0**	**-48.8%**

Lieutenant

Activity	Evaluation Period	Comparison Period	Change	% Change
Personnel Shortage	0.0	77.5	-77.5	-100.0%
Summary	**0.0**	**77.5**	**-77.5**	**-100.0%**

Table 5: Section Overtime by Activity (Hours Worked)

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	289.3	302.6	475.5	254.3	160.0	**1,481.6**
Completing Assignment	2,012.0	1,448.6	1,447.2	2,080.0	571.4	**7,559.2**
Personnel Shortage	3,781.3	2,166.0	2,724.2	2,516.3	3,308.7	**14,496.4**
Section Summary	**6,082.6**	**3,917.2**	**4,646.9**	**4,850.5**	**4,040.0**	**23,537.2**

Table 6: Section Overtime by Platoon Worked (Hours Worked)

All Platoons

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	289.3	302.6	475.5	254.3	160.0	1481.6
Completing Assignment	2012.0	1448.6	1447.2	2080.0	571.4	7559.2
Personnel Shortage	3781.3	2166.0	2724.2	2516.3	3308.7	14496.4
Section Summary	6082.6	3917.2	4646.9	4850.5	4040.0	23537.2

1st Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	1.0	1.0	0.0	0.0	0.0	2.0
Completing Assignment	1223.2	912.1	670.1	1088.8	238.8	4133.0
Personnel Shortage	1453.0	1033.8	1364.1	1239.3	751.8	5842.0
Section Summary	2677.2	1946.9	2034.2	2328.1	990.5	9976.9

2nd Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	0.0	70.3	17.8	48.3	50.8	187.1
Completing Assignment	323.9	232.4	243.9	318.3	127.9	1246.5
Personnel Shortage	1099.6	354.0	337.1	414.6	1088.0	3293.3
Section Summary	1423.5	656.8	598.7	781.1	1266.7	4726.8

3rd Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	288.3	231.3	457.8	206.0	109.3	**1292.5**
Completing Assignment	464.9	304.1	533.2	672.9	204.7	**2179.8**
Personnel Shortage	1228.7	778.2	1023.0	862.4	1468.9	**5361.2**
Section Summary	**1981.8**	**1313.5**	**2013.9**	**1741.3**	**1782.8**	**8833.4**

Table 7: Section Overtime by Rank (Hours Worked)

All Ranks

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	289.25	302.60	475.50	254.25	160.00	**1481.60**
Completing Assignment	2012.01	1448.63	1447.18	2080.02	571.36	**7559.20**
Personnel Shortage	3781.30	2165.98	2724.17	2516.26	3308.68	**14496.39**
Section Summary	**6082.56**	**3917.21**	**4646.85**	**4850.53**	**4040.04**	**23537.19**

Officer

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	28.25	132.10	0.00	22.00	53.25	**235.60**
Completing Assignment	1267.88	929.02	820.60	1309.63	386.34	**4713.47**
Personnel Shortage	3470.55	1717.23	2414.42	2081.01	1767.68	**11450.89**
Section Summary	**4766.68**	**2778.35**	**3235.02**	**3412.64**	**2207.27**	**16399.96**

Investigator

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	0.00	0.00	0.00	9.00	0.00	**9.00**
Completing Assignment	599.88	352.69	469.08	381.17	129.77	**1932.59**
Personnel Shortage	4.00	8.25	0.00	0.00	0.00	**12.25**
Section Summary	**603.88**	**360.94**	**469.08**	**390.17**	**129.77**	**1953.84**

Sergeant

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	**Activity Summary**
Community Meeting	6.00	0.00	80.75	5.75	3.00	**95.50**
Completing Assignment	73.50	147.92	131.50	156.22	36.50	**545.64**
Personnel Shortage	196.25	407.75	235.50	353.50	1053.50	**2246.50**
Section Summary	**275.75**	**555.67**	**447.75**	**515.47**	**1093.00**	**2887.64**

Lieutenant

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	**Activity Summary**
Community Meeting	129.00	46.75	185.00	35.75	72.75	**469.25**
Completing Assignment	61.75	8.50	14.75	3.25	10.50	**98.75**
Personnel Shortage	110.50	32.75	74.25	81.75	487.50	**786.75**
Section Summary	**301.25**	**88.00**	**274.00**	**120.75**	**570.75**	**1354.75**

Captain

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	**Activity Summary**
Community Meeting	126.00	123.75	209.75	181.75	31.00	**672.25**
Completing Assignment	9.00	10.50	11.25	20.75	8.25	**59.75**
Section Summary	**135.00**	**134.25**	**221.00**	**202.50**	**39.25**	**732.00**

Civilian

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	**Activity Summary**
Completing Assignment	0.00	0.00	0.00	209.00	0.00	**209.00**
Section Summary	**0.00**	**0.00**	**0.00**	**209.00**	**0.00**	**209.00**

Table 8: Section 4th Platoon Overtime by Platoon Worked (Hours)

All Platoons

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting	0	4	0	3.5	32	39.5
Completing Assignment	210.8	208.0	101.5	250.3	203.8	974.3
Personnel Shortage	50.8	32.3	30.8	14.3	199.3	327.3
Section Summary	261.5	244.3	132.3	268.0	435.0	1,341.0

1st Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting		0.0			0.0	0.0
Completing Assignment	197.0	208.0	97.5	219.8	158.8	881.0
Personnel Shortage	17.5	3.0	18.5	14.3	66.5	119.8
Section Summary	214.5	211.0	116.0	234.0	225.3	1,000.8

2nd Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	Activity Summary
Community Meeting		0		3.5	29.0	32.5
Completing Assignment		0	4.0	8.0	25.8	37.8
Personnel Shortage	25.3	0.0			119.5	144.8
Section Summary	25.3	0.0	4.0	11.5	174.3	215.0

3rd Platoon

Overtime Hours	1-Lake Section	3-Genesee Section	5-Goodman Section	7-Clinton Section	9-Central Section	**Activity Summary**
Community Meeting		4.0			3.0	**7.0**
Completing Assignment	13.8			22.5	19.3	**55.5**
Personnel Shortage	8.0	29.3	12.3		13.3	**62.8**
Section Summary	**21.8**	**33.3**	**12.3**	**22.5**	**35.5**	**125.3**

Appendix E: Community Survey

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

A set of survey instruments allowed RPD to gather information directly from its various constituencies and employees on a broad array of issues (e.g., citizens' opinions about the effectiveness of the reorganization, citizens' self-reported interactions with the police, police employee perspectives on reorganization, and overall community satisfaction with police services).

As explained in greater detail in the Constraints section (4.2), the survey instruments created for this evaluation lack scientific rigor. The data presented is summarized from survey respondents for general observational purposes only. Any conclusions drawn should not be assumed to be statistically representative of the population. Also, while the purpose in conducting these surveys was to assess the early impact of the reorganization, it is likely that the results at least to some degree are affected by overall perceptions of crime and safety in the city, and national and local events impacting police-community relations, and not solely the reorganization.

The community had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at surveymonkey.com and was open from November 15 – November 30, 2016. 252 respondents completed the survey. Results of each individual question are presented below.

Question 1: In what ZIP code is your home located? (Enter 5-digit ZIP code; for example, 00544 or 94305)

Answer Options	Response Count
	248
answered question	248
skipped question	4

Question 2: How long have you lived in the city?

Answer Options	Response Percent	Response Count
Less than one year	2.4%	6
1-5 years	17.1%	43
More than 5 years	76.2%	192
I do not currently live in the city	4.4%	11
answered question		252
skipped question		0

Question 3: What is your age?

Answer Options	Response Count
	252
answered question	252
skipped question	0

Question 4: What is your gender?

Answer Options	Response Percent	Response Count
Female	61.3%	152
Male	38.7%	96
answered question		248
skipped question		4

Question 5: What is your race/ethnicity?

Answer Options	Response Percent	Response Count
Asian/Pacific Islander	1.2%	3
Black or African American	18.8%	47
Hispanic or Latino	11.2%	28
Native American or American Indian	1.6%	4
White	70.4%	176
Other	1.6%	4
answered question		250
skipped question		2

Question 6: Under what circumstances, if any, did you have contact with the Rochester Police Department in the last year?

Answer Options	Response Percent	Response Count
Stopped by the police	7.9%	20
Traffic accident	6.0%	15
Police community meeting or program	27.8%	70
Called the police to report a crime or a problem	46.4%	117
Victim of a crime	10.7%	27
Witness to a crime	9.1%	23
Other contact	25.4%	64
No contact	23.0%	58
answered question		252
skipped question		0

Question 7: How safe do you feel in your neighborhood?

Answer Options	Response Percent	Response Count
Completely unsafe	10.7%	27
Somewhat unsafe	15.5%	39
Neutral	15.5%	39
Somewhat safe	41.3%	104
Completely safe	17.1%	43
answered question		252
skipped question		0

Question 8: How do you feel your level of safety in the neighborhood has changed in the last year?

Answer Options	Response Percent	Response Count
Became much less safe	10.0%	25
Became somewhat less safe	24.1%	60
Remained the same	54.6%	136
Became somewhat safer	8.8%	22
Became much safer	2.4%	6
answered question		249
skipped question		3

Question 9: What is the current level of crime in your neighborhood?

Answer Options	Response Percent	Response Count
Extremely high	6.5%	16
Somewhat high	27.4%	68
Normal/average	31.5%	78
Somewhat low	22.2%	55
Extremely low	12.5%	31
answered question		248
skipped question		4

Question 10: Since last year how has crime in your neighborhood changed?

Answer Options	Response Percent	Response Count
Became much worse	8.0%	20
Became somewhat worse	18.8%	47
About the same	64.8%	162
Became somewhat better	8.0%	20
Became much better	0.4%	1
answered question		250
skipped question		2

Question 11: Do you feel that the city of Rochester is safer now than it was last year?

Answer Options	Response Percent	Response Count
Yes	26.3%	65
No	73.7%	182
answered question		247
skipped question		5

Question 12: Have any of your friends or family been victims of crime this past year?

Answer Options	Response Percent	Response Count
Yes	54.6%	136
No	45.4%	113
answered question		249
skipped question		3

Question 13: Do you feel comfortable reporting a crime to the police?

Answer Options	Response Percent	Response Count
Yes	79.3%	199
No	20.7%	52
answered question		251
skipped question		1

Question 14: Do you personally know the Rochester police officers who are responsible for your neighborhood?

Answer Options	Response Percent	Response Count
Yes	14.0%	35
No	86.0%	215
answered question		250
skipped question		2

Question 15: What is your current level of satisfaction with the overall performance of the Rochester Police Department?

Answer Options	Response Percent	Response Count
Completely dissatisfied	8.4%	21
Somewhat dissatisfied	21.5%	54
Neutral	27.1%	68
Somewhat satisfied	28.3%	71
Completely satisfied	14.7%	37
answered question		251
skipped question		1

Question 16: How do you feel the performance of the Rochester Police Department has changed over the last year?

Answer Options	Response Percent	Response Count
Became much worse	2.8%	7
Became somewhat worse	13.3%	33
Hasn't changed	51.0%	127
Became somewhat better	27.7%	69
Became much better	5.2%	13
answered question		249
skipped question		3

Question 17: How would you describe the change - if any - in police presence in your neighborhood in the last year?

Answer Options	Response Percent	Response Count
They have become much less visible	6.4%	16
They have become somewhat less visible	12.8%	32
No change	52.0%	130
They have become somewhat more visible	22.4%	56
They have become much more visible	6.4%	16
answered question		250
skipped question		2

Question 18: How do you feel your trust in the Rochester Police Department has changed over the last year?

Answer Options	Response Percent	Response Count
Decreased a lot	9.9%	25
Decreased somewhat	14.3%	36
Stayed the same	57.5%	145
Increased somewhat	12.7%	32
Increased a lot	5.6%	14
answered question		252
skipped question		0

Appendix F: Focus Groups

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

Rochester Police Department's Reorganization Evaluation: Report on Focus Group #1

Working Paper #2016-15
November 2016

Chaquan Smith
Research Assistant

Christina Burnett
Research Assistant

Mary Beth Spinelli
Researcher
mbsgcj@rit.edu

John Klofas
Director
jmkgcj@rit.edu

www.rit.edu/cla/criminaljustice/cpsi

Background

On March 30, 2015 the Rochester Police Department (RPD) reorganized from a two to a five section model for policing the city of Rochester, NY. RPD's Reorganization Plan listed the goals of the reorganization as: sustaining a smaller level of service, increasing community-police initiatives, connecting officers to "smaller, neighborhood- based patrol beats," decentralizing police services and bringing them to the neighborhood level, utilizing an "analytical model that allows flexibility for continual evaluation and adjustment" of the reorganization plan, and maintaining "long term financial sustainability" (2014). To support RPD's evaluation process, the Center for Public Safety Initiatives held two focus groups to gather feedback on the reorganization from groups who work closely with RPD. This report outlines concerns and benefits of the reorganization as well as recommendations from the first focus group, and a summary table follows the conclusion.

The first focus group was held on September 21, 2016 and lasted approximately an hour. Focus group questions were asked around three topics: level of service, community policing, and patrol beats. Participants responded to survey questions then discussed each topic in more detail.

Participants in the first focus group attend the Chief's Police-Citizen Interaction Committee (PCIC). Fifteen leaders who represent neighborhoods throughout the City of Rochester attended (i.e., block club or neighborhood association leaders, business owners or organizers for business associations). Approximately two-thirds of the group was Caucasian and female, with most participants reporting some college or a bachelor's degree. See Appendix A for group member demographics.

Results

Overall, participants felt that the reorganization was helpful. Survey results showed that the majority of respondents believed their level of contact with RPD since the reorganization has

decreased or stayed the same. When it comes to level of service, the majority of participants agreed

RPD's response to calls is faster and quality of service has improved. Similarly, respondents reported

that how RPD handles neighborhood problems has improved, that there is a greater emphasis on

community policing, and the relationship with the community is better since the reorganization. The

majority of the group said that they see more officers in the community, yet a slight majority said

they do not know more officers (i.e., do not have a relationship with officers) since the

reorganization. Also, most participants felt officers are not spending more

time outside their vehicle and interacting with citizens since the reorganization. The quantitative

survey results can be found in Appendix B.

Three themes emerged from the groups' discussion: the groups' concerns and benefits

due to the reorganization, and recommendations to RPD moving forward.

Concerns

The group expressed four main concerns as a result of the reorganization: lack of consistency in

policing, officer turn over, lacking police presence, and section offices. Low levels of community

involvement was also seen as an issue though not as a result of the reorganization. *Lack of*

consistency in policing. Many participants expressed that policing is different between each section.

Throughout the discussion one respondent would mention something (i.e. horse patrols, bike

patrols, outreach events) that occurred in their section, yet several other participants stated they

saw no evidence of that happening in their section.

Officer turnover. The group believed officer turnover is a large problem that is preventing the

community from building relationships with officers. Participants were frustrated by the frequency

with which they need to build new relationships with officers in their neighborhoods. One

participant recalled having an officer in their section before the reorganization who knew the kids in

the community but was replaced after the reorganization. Other respondents echoed

this sentiment. Some people expressed that even officers who attend neighborhood meetings are constantly being replaced due to moving sections or promotion since the reorganization. While participants noted that this "churn" of personnel reassignment is not uncommon, the groups' concern was that the reorganization brought too much new "churn" which resulted in the need to form new relationships.

Lacking police presence. The group felt that the amount of police presence is too low in many neighborhoods. One participant, who identified their neighborhood as low-crime, reported almost no police presence so petty crime, like bicycle theft, is very common. Another respondent mirrored this story though drag racing and drug dealing are the problems in their neighborhood. Participants said that petty crime is very frequent because of the lack of police presence. One participant from a high-crime neighborhood reported less police since the reorganization. A few members said that this problem of lacking police presence has been brought up at community meetings, and they were told RPD is too low on staff. Some participants were also unhappy that their neighborhoods are now served by more than one police section (for example, NBN6 is in three separate sections), and participants reported feeling that the neighborhood is now divided.

Section offices. Many participants voiced a concern that they do not have section offices yet. One participant cited the inconvenience of traveling outside their neighborhood to visit a section office. Without an office, many community members felt like they do not have "a home." The group believed the reorganization was too statistically driven as opposed to people driven. *Community involvement*. While not an RPD problem, the group believed that community involvement has decreased. Specifically, several members of the focus group reported attendance at PCIC meetings is low. This was concerning to participants since many people believed these meetings are a way to build a personal relationship with RPD officers. One

respondent said the community is not well informed of meeting times and some meetings are

schedule at a difficult time for people to attend (i.e., Fridays at 10AM). Some of the participants

believed everyone should be attending these meeting and found hearing this information

discouraging.

Benefits

The group reported a few benefits in communication and outreach they have experienced since

the reorganization.

Communication. Since the reorganization, the group felt the level of communication with police has

improved. Several participants reported that they have been getting called back from officers after

reporting an issue. Another participant believed the police are doing a good job attending

neighborhood meetings and providing open communication with the community by providing

information. One participant was happy that officers checked on some businesses in the

neighborhood known to have LGBTQ patrons after the attack on a LBGTQ club in Orlando, FL.

Outreach. Almost everyone in the group agreed the level of RPD's community outreach has

expanded since the reorganization. Participants are seeing more bike and horse patrols than before,

as well as more police-community events. The outreach and increased police presence was more

noticeable the months directly following the reorganization but some participants felt that police

presence and/or outreach has fallen off more recently. Participants wanted to see

RPD outreach increase again, and for the level of these efforts to remain high continuously.

Recommendations

The group expressed several actions they would like to see moving forward which revolved

around transparency and police involvement with the community.

Transparency. Participants would like to have more information on how RPD decisions are made.

Many people did not understand how the sections were divided for the reorganization and

felt this would be good information for the public. The group also wanted crime trends and

statistics given to the community at meetings, and want to know what actions RPD is taking to

address problems and/or crime. The open City Council session hosted by Councilman McFadden

on camera footage from the Hollenbeck Street incident was seen by a couple

participants a good start towards police transparency. Participants would like to see transparency of

decision making and action steps continue.

Community involvement. The group would like to see officers outside their cars and talking to the

community more frequently. Several members in the group believed officers in the section should

introduce themselves to local business owners. Most participants reported strong relationships

with CPOs but would like to see patrol officers also have a relationship with the community. In

addition, the group felt RPD should have a partnership with the Rochester City School District and

bring back programs like uplifts where RPD brings out horses and library bring books for children.

Respondent felt that the more connected RPD is with the community the better.

Conclusion

In this first focus group on RPD's reorganization, participants noted that they have had a

long, positive working relationship with the police. Respondents perceived many positive results

stemming from the department's reorganization especially in terms of increased communication and

outreach between the police and the community. One of the largest concerns of this group was

consistency in policing across the city. The group felt police presence and strategies in patrolling

differ greatly between sections. Respondents wanted to see patrol officers more frequently

interacting with community members in all sections, and provided recommendations for RPD to

increase transparency and ongoing involvement with the community.

Summary of Results for Focus Group #1

Positive Areas	Areas of Concern
1. Communication: officer follow-up and communication level with the community has improved since the reorganization.	1. Inconsistent policing: frequency, types of patrol (walking, car, horse), and events vary from section to section.
2. Outreach: the number of some patrols and police-community events increased directly following the reorganization but have decreased more recently.	2. Officer turnover: officer turnover has increased which requires time and effort to rebuild relationships with the community.
	3. Lacking police presence: infrequent patrols in low crime areas drive up petty crime, and higher crime areas see fewer patrols since the reorganization.
	4. Section officers: citizens are still waiting for section offices to open; some are unhappy with new section boundaries that divide neighborhoods.

Appendix A: Demographics of Group Participants

Gender	Male	Female	Prefer not to Answer
Count	4	9	0
Percentages	31%	69%	0%

Race/Ethnicity	White	Black/African American	Asian	Hispanic/Latino	American Indian/Alaska Native
Count	8	4	0	0	1
Percentages	62%	31%	0%	0%	7%

Education Level	Some High School	High School Degree	Some College	Bachelor's Degree	Master's Degree	Doctorate Degree
Count	0	2	5	4	2	2
Percentages	0%	13%	33%	27%	13%	13%

Age	18-24	25-44	45-64	65+
Count	1	1	5	7
Percentages	7%	7%	36%	50%

Appendix B: Survey Question Results

1. Since the reorganization last year, has the amount of contact between the Chief's PCIC and RPD has…

	Increased	Stayed the Same	Decreased
Count	6	6	3
Percentages	40%	40%	20%

2. When thinking of the time it takes for RPD to respond to a call, which of these statements do you most agree with…

	Overall, they are faster since the reorganization.	Overall, they take about the same amount of time.	Overall, they are slower since the reorganization.
Count	7	4	3
Percentages	50%	29%	21%

3. Since the reorganization, RPD's quality of service has…

	Gotten Better	Stayed the Same	Gotten Worse
Count	10	3	2
Percentages	66%	20%	13%

4. Since the reorganization, do you think that how RPD handles neighborhood problems is…

	Gotten Better	Stayed the Same	Gotten Worse
Count	10	3	2
Percentages	66%	20%	13%

5. Since the reorganization, this group's' interaction with the Neighborhood Service Center(s) has…

	Increased	Stayed the Same	Decreased
Count	7	7	1
Percentages	47%	47%	6%

6. Relationships between the police and the community are stronger since the reorganization.

	Agree	Disagree
Count	12	2
Percentages	86%	14%

7. Since the reorganization, RPD's emphasis on community policing has…

	Increased	Stayed the Same	Decreased
Count	7	7	1
Percentages	47%	47%	6%

8. Since the reorganization, I see officers in the community...

	More Often	About the Same Amount	Less Often
Count	8	3	3
Percentages	57%	21%	21%

9. Officers are now spending more time outside of their police cars and interacting with citizens.

	Agree	Disagree
Count	5	8
Percentages	38%	62%

10. Since the reorganization, I know more officers who work in my neighborhood than I did before.

	Yes	No
Count	7	6
Percentages	54%	46%

Appendix C: References

Rochester Police Department. (2014, July). Rochester Police Department Reorganization Plan.
     Retrieved from
     http://www.cityofrochester.gov/WorkArea/DownloadAsset.aspx?id=8589967172

Rochester Police Department's Reorganization Evaluation Report on Focus Group #2

Working Paper #2016-16
December 2016

Christina Burnett
Research
Assistant

Chaquan Smith
Research Assistant

Mary Beth Spinelli
Researcher
mbsgcj@rit.edu

John Klofas
Director
jmkgcj@rit.edu

www.rit.edu/cla/criminaljustice/cpsi

Background

On March 30, 2015, the Rochester Police Department (RPD) reorganized from a two- section

model to a five-section model for policing the city of Rochester, NY. RPD's Reorganization Plan listed

the goals of the reorganization as: sustaining a smaller level of service,

increasing community-police initiatives, connecting officers to "smaller, neighborhood-based patrol

beats," decentralizing police services and bringing them to the neighborhood level, utilizing an

"analytical model that allows flexibility for continual evaluation and adjustment" of the reorganization

plan, and maintaining "long term financial sustainability" (2014). To support RPD's evaluation process,

the Center for Public Safety Initiatives held two focus groups to gather feedback on the reorganization

with groups who work closely with RPD. This report outlines concerns and benefits of the

reorganization as well as recommendations from the second focus group, and a summary table follows

the conclusion.

The second focus group was held on November 2, 2016, and lasted approximately an hour.

Focus group questions were asked around three topics: level of service, community policing, and

patrol beats. Participants responded to survey questions then discussed each topic in more detail.

The group interviewed was the Clergy Response team, and eight clergy members from various

parts of Rochester attended focus group two. Sixty percent of the group was female and

Black/African American with all participants reporting some college through a master's degree. See

Appendix A for group member demographics. Participants said they have several different roles in

addition to being clergy (i.e., hospital chaplains, counselors, nurses). Overall, participants describe

their role as "work[ing] between the community and the police officers so they [police officers] can

do their job."

Results

Overall, respondents were split on whether they felt that the reorganization influenced level of service, community policing, and patrol beats. Survey results showed that a majority of respondents felt that the amount of contact between police officers and clergy members has increased since the reorganization in 2015. Participants were split on whether the level of service has gotten better or stayed the same with responses partially influenced by location or police section. Similarly, participants' feelings varied when it came to response time. Some participants felt that the differences in response time had to do with location (i.e. some locations in the city have faster or slower response times than others due to the amount of crime or other factors in that area).

In terms of community policing, respondents felt that the way that RPD handles neighborhood problems has gotten better and relationships between the police and the community have gotten stronger, but RPD's emphasis on some community policing strategies has stayed the same. Participants felt that officers are not more visible than they were before, and that officers do not spend more time out of their vehicles interacting with the community. Likewise, a slight majority of the group felt that they themselves do not know more officers who work in their community since the reorganization. The quantitative survey results can be found in Appendix B.

Three themes emerged from the groups' discussion: the groups' concerns and benefits due to the reorganization, and recommendations to RPD moving forward.

Concerns

The group expressed a few concerns as a result of the reorganization: low officer visibility, difficult section boundaries, poor response times, and racial profiling. Though not a direct result of the reorganization, another concern voiced was lacking transparency.

Low officer visibility. The group believed that one main idea of the reorganization was to have police officers become more visible in neighborhoods. In contrast, most participants felt that they did not see more officers in their communities after the reorganization. Only one participant said that he has seen more police officers patrolling, particularly on Bay Street near a corner store. More frequent patrols were not reported by most respondents.

Difficult section boundaries. Participants were curious to know what factors went into RPD's decisions of how to split the city into new police sections. Particularly, the group thought it was problematic having the Genesee section span over the river. One person mentioned that he felt having to drive around the river would increase response times.

Poor response times. Respondents disagreed on whether response times were faster or slower since the reorganization. About half of participants felt that response time had not changed. Others felt that it was significantly slower; one person said she felt that response time "tripled" since the reorganization. As mentioned above, respondents felt Genesee section's response times may be slower due to the section spanning the river. Participants agreed that response time varied by section and location, and acknowledged that this may be a reason their answers varied as well. *Racial profiling.* Participants agreed that racial profiling has been a problem and continues to be a problem locally. A few group members recalled incidents when officers treated minorities, mostly

Black individuals, differently than others. One participant said, "They [police officers] are afraid of black folk and I don't know why." Another respondent discussed how racial profiling especially affects young people, and that it has a huge impact on the level of trust between officers and youth. She mentioned that youth (including her son) see racial profiling in other cities on social media, and felt that these experiences impact the youth just as much as if the incidents were happening here in Rochester. A couple participants thought that racial profiling and police brutality is not as much of

a problem in the city of Rochester as it is around the country. However, the group agreed that in

order to build trust in Rochester, a "bridge" between youth and officers is needed and racial

profiling needs to be addressed.

Lacking transparency. In general, participants expressed that they were unsure of what to expect from

the reorganization. One respondent said, "I forgot that they reorganized honestly." Also, participants

were not informed about RPD's reasons for creating the new section boundaries, and were unhappy

with some of the decisions. Many respondents felt they did not know how to answer if things had

changed since the reorganization because they were unaware of the overall goals. **Benefits**

The group expressed one benefit as a result of the reorganization: improved officer

relationships with the clergy. Participants also felt respected by officers in their roles, which has not

changed since the reorganization.

Improved officer-clergy relationships. Many participants felt that relationships between clergy members

and police officers have improved since the reorganization. Many respondents stated that they have

participated in ride-alongs with RPD officers and/or attend police academy trainings in order to get to

know officers and to make themselves visible to the police force. One respondent explained how she

wants officers to have confidence in the clergy's ability to be a bridge between RPD and the community.

Many participants said that having officers know them by face or name is important when they are

called to a crime scene or the hospital. Some respondents were adamant that they want officers to

know about and rely on their clergy response team: "They know me, but I want them to know [our]

team."

Respect. Most participants felt that there was a sense of respect between officers and clergy

members. One participant said that she felt comfortable telling an officer to leave when she was

counseling community members in the hospital following a trauma incident, and the officer complied. Other participants agreed that officers respect them in their role as clergy members, and that the officers appreciate the work that they do for the community.

Recommendations

The group had a few topics they thought RPD could improve, including: building trust between minorities, youth and police; officer attitude; and building relationships between the clergy groups and officers.

Building trust with youth and minorities. As mentioned above, participants felt that trust between minorities and police needs to be improved to address local racial profiling. Some group members felt that the most strained relationships are between police and young people of color (both Latino and Black youth). Participants want RPD to work on bridging the gap between youth of color and police officers.

Officer attitude. Group members agreed that officers do a poor job of deescalating situations. One participant reported that an officer told her that when he deals with a very hostile situation at one call, it is easy to carry that previous situation into his response at the next call for service. This respondent strongly believed officers need to follow an ethical code to have a clear mind at each new call: "I took an oath as a nurse just like you took an oath as a police officer, and if I have to be able to change my mentality [from one patient to the next], you have to as well." Participants agreed that officers need to be able to be professional, change their attitude, and keep a level head while deescalating situations.

Build relationships with clergy members. Respondents felt that relationships between officers and clergy members have improved since the reorganization; they hope that these relationships will continue to improve over time. One participant said when she has been called to the scene of an

incident by RPD, officers know her and why she is there so have confidence in her to do her job.

Participants felt that good relationships between officers and clergy are important for clergy to

collaborate well with RPD through groups like clergy on patrol or the clergy response team. They also

want more officers to know about these groups and their role with RPD.

Conclusion

This group enjoys working with RPD and, though they had concerns and recommendations,

participants were rather positive about police. Respondents felt their working relationship with RPD,

personally and with their clergy group, has improved since the reorganization. However, respondents

believed that officer visibility has not increased, racial profiling has not improved, and that section areas

were oddly designed. The group wanted to see officers more frequently interacting with people in

their communities, and hoped that the RPD would work with youth to build trust between youth and

officers.

Summary of Results for Focus Group #2

Positive Areas	Areas of Concern
1. Officer-clergy relationships: relationships have improved since the reorganization, and they want more officers to know about and rely on their team.	1. Low officer visibility: officers are not more visible in the neighborhoods since the reorganization.
2. Respect: participants felt that RPD officers continue to respect their role on the Clergy Response Team.	2. Difficult section boundaries: new section boundaries were questioned and a section that is divided by the Genesee river is a problem.
	3. Poor response times: response times seem to vary by location and section; half of participants felt times had not changed and others feel they are significantly slower since the reorganization.
	4. Racial profiling: profiling continues to be a problem in Rochester, especially harming relationships between police and young people of color.
	5. Lacking transparency: participants were unaware of reorganization decisions and goals.

Appendix A: Demographics of Group Participants

Gender	Male	Female	Prefer not to Answer
Count	2	3	0
Percentages	40%	60%	0%

Race/Ethnicity	White	Black/African American	Asian	Hispanic/Latino	American Indian/Alaska Native
Count	0	3	0	2	0
Percentages	0%	60%	0%	40%	0%

Education Levels	Some High School	High School Degree	Some College	Bachelor's Degree	Master's Degree	Doctorate Degree
Count	0	0	2	2	2	0
Percentages	0%	0%	33%	33%	33%	0%

Age	18-24	25-44	45-64	65+
Count	0	1	4	1
Percentages	0%	17%	67%	17%

Appendix B: Survey Question Results

1. Since the reorganization last year, has the amount of contact between Clergy members and RPD has...

	Increased	Stayed the Same	Decreased
Count	3	2	0
Percentages	60%	40%	0%

2. When thinking of the time it takes for RPD to respond to a call, which of these statements do you most agree with...

	Overall, they are faster since the reorganization.	Overall, they take about the same amount of time.	Overall, they are slower since the reorganization.
Count	2	3	1
Percentages	33%	50%	17%

3. Since the reorganization, RPD's quality of service has...

	Gotten Better	Stayed the Same	Gotten Worse
Count	4	3	0
Percentages	57%	43%	0%

4. Since the reorganization, do you think that how RPD handles neighborhood problems is...

	Gotten Better	Stayed the Same	Gotten Worse
Count	4	2	1
Percentages	67%	33%	0%

5. Since the reorganization, this group's' interaction with the Neighborhood Service Center(s) has...

	Increased	Stayed the Same	Decreased
Count	3	3	0
Percentages	50%	50%	0%

6. Relationships between the police and the community are stronger since the reorganization.

	Agree	Disagree
Count	5	2
Percentages	71%	29%

7. Since the reorganization, RPD's emphasis on community policing has...

	Increased	Stayed the Same	Decreased
Count	2	4	0
Percentages	33%	67%	0%

8. Since the reorganization, I see officers in the community…

	More Often	About the Same Amount	Less Often
Count	1	5	0
Percentages	17%	83%	0%

9. Officers are now spending more time outside of their police cars and interacting with citizens.

	Agree	Disagree
Count	2	4
Percentages	33%	67%

10. Since the reorganization, I know more officers who work in my neighborhood than I did before.

	Yes	No
Count	2	3
Percentages	40%	60%

Appendix C:
References

Rochester Police Department. (2014, July). Rochester Police Department Reorganization Plan.
Retrieved from http://www.cityofrochester.gov/WorkArea/DownloadAsset.aspx?id=8589967172

Appendix G: RPD Survey

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

A set of survey instruments allowed RPD to gather information directly from its various constituencies and employees on a broad array of issues (e.g., citizens' opinions about the effectiveness of the reorganization, citizens' self-reported interactions with the police, police employee perspectives on reorganization, and overall community satisfaction with police services).

As explained in greater detail in the Constraints section (4.2), the survey instruments created for this evaluation lack scientific rigor. The data presented is summarized from survey respondents for general observational purposes only. Any conclusions drawn should not be assumed to be statistically representative of the population. Also, while the purpose in conducting these surveys was to assess the early impact of the reorganization, it is likely that the results at least to some degree are affected by overall perceptions of crime and safety in the city, and national and local events impacting police-community relations, and not solely the reorganization.

RPD personnel had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at surveymonkey.com and was open from November 15 – November 30, 2016. 240 respondents completed the survey. Results of each individual question are presented below.

Question 1: What is your age?

Answer Options	Response Percent	Response Count
18 to 24	0.8%	2
25 to 34	30.5%	73
35 to 44	35.1%	84
45 to 54	27.6%	66
55 to 64	5.9%	14
65 to 74	0.0%	0
75 or older	0.0%	0
answered question		239
skipped question		1

Question 2: What is your gender?

Answer Options	Response Percent	Response Count
Female	8.4%	20
Male	91.6%	219
answered question		239
skipped question		1

Question 3: What is your race/ethnicity?

Answer Options	Response Percent	Response Count
Asian/Pacific Islander	0.8%	2
Black or African American	6.3%	15
Hispanic or Latino	9.3%	22
Native American or American Indian	0.8%	2
White	78.1%	185
Other	4.6%	11
answered question		*237*
skipped question		*3*

Question 4: What is your current work assignment?

Answer Options	Response Percent	Response Count
Patrol	73.2%	175
Investigations	12.6%	30
Tactical	2.9%	7
Other	11.3%	27
answered question		*239*
skipped question		*1*

Question 5: What is your rank?

Answer Options	Response Percent	Response Count
Command	1.3%	3
Captain	3.0%	7
Lieutenant	6.4%	15
Sergeant	18.6%	44
Investigator	12.3%	29
Officer	58.5%	138
answered question		*236*
skipped question		*4*

Question 6: How long have you been employed with RPD?

Answer Options	Response Percent	Response Count
Less than 1 year	0.0%	0
1-5 years	7.5%	18
5-15 years	49.6%	119
Over 15 years	42.9%	103
answered question		240
skipped question		0

Question 7: Which group do you feel is most responsible for combating crime and promoting safety in the city of Rochester?

Answer Options	Response Percent	Response Count
The police department	26.4%	63
The citizens	2.1%	5
Both police and citizens working together	71.5%	171
answered question		239
skipped question		1

Question 8: Do you feel that the majority of the community trusts RPD to do what it can to combat crime and promote safety?

Answer Options	Response Percent	Response Count
Yes	53.8%	128
No	46.2%	110
answered question		238
skipped question		2

Question 9: Compared with the Division structure how would you rate your current effectiveness in your job?

Answer Options	Response Percent	Response Count
Much less effective	16.9%	40
Somewhat less effective	21.2%	50
About the same	41.5%	98
Somewhat more effective	13.6%	32
Much more effective	6.8%	16
answered question		236
skipped question		4

Question 10: Compared to the Division structure how would you rate RPD's current effectiveness?

Answer Options	Response Percent	Response Count
Much less effective	20.7%	49
Somewhat less effective	25.7%	61
About the same	32.9%	78
Somewhat more effective	15.6%	37
Much more effective	5.1%	12
answered question		237
skipped question		3

Question 11: Compared to the Division structure are you now provided more opportunity for community engagement?

Answer Options	Response Percent	Response Count
Yes	24.8%	57
No	75.2%	173
answered question		230
skipped question		10

Question 12: Compared to the Division structure are you now provided more opportunity to be proactive in your crime fighting and crime prevention duties?

Answer Options	Response Percent	Response Count
Yes	18.7%	43
No	81.3%	187
answered question		230
skipped question		10

Question 13: Compared to the Division structure how would you rate your workload?

Answer Options	Response Percent	Response Count
Considerably less	0.0%	0
Slightly less	3.8%	9
About the same	39.2%	93
Slightly more	32.5%	77
Considerably more	24.5%	58
answered question		237
skipped question		3

Question 14: Compared with the Division structure how would you rate your familiarity with your assigned geographic area?

Answer Options	Response Percent	Response Count
Much less familiar	3.4%	8
Somewhat less familiar	3.4%	8
About the same	55.9%	133
Somewhat more familiar	14.3%	34
Much more familiar	13.4%	32
N/A - I'm not assigned a geographic area	9.7%	23
answered question		238
skipped question		2

Question 15: Compared to the Division structure how would you rate your relationship(s) with the community that you serve?

Answer Options	Response Percent	Response Count
Much worse	5.9%	14
Somewhat worse	11.8%	28
About the same	67.6%	161
Somewhat better	11.8%	28
Much better	2.9%	7
answered question		238
skipped question		2

Question 16: Compared to the Division structure how would you rate your relationship(s) with fellow RPD officers?

Answer Options	Response Percent	Response Count
Much worse	3.4%	8
Somewhat worse	20.6%	49
About the same	55.9%	133
Somewhat better	15.5%	37
Much better	4.6%	11
answered question		238
skipped question		2

Question 17: Did the reorganization directly impact your feeling of safety while at work?

Answer Options	Response Percent	Response Count
Yes. I feel more safe	2.5%	6
Yes. I feel less safe	49.4%	117
No. I feel the same	48.1%	114
answered question		237
skipped question		3

Question 18: Please provide any additional comments that you believe would benefit the organization.

Answer Options	Response Count
	127
answered question	127
skipped question	113

Appendix H: ECD Survey

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

A set of survey instruments allowed RPD to gather information directly from its various constituencies and employees on a broad array of issues (e.g., citizens' opinions about the effectiveness of the reorganization, citizens' self-reported interactions with the police, police employee perspectives on reorganization, and overall community satisfaction with police services).

As explained in greater detail in the Constraints section (4.2), the survey instruments created for this evaluation lack scientific rigor. The data presented is summarized from survey respondents for general observational purposes only. Any conclusions drawn should not be assumed to be statistically representative of the population. Also, while the purpose in conducting these surveys was to assess the early impact of the reorganization, it is likely that the results at least to some degree are affected by overall perceptions of crime and safety in the city, and national and local events impacting police-community relations, and not solely the reorganization.

The Emergency Communications Department (ECD) had the opportunity to participate in a voluntary survey evaluating changes since reorganization. The survey was hosted online at surveymonkey.com and was open from November 15 – November 30, 2016. 72 respondents completed the survey. Results of each individual question are presented below.

Question 1: What is your age?

Answer Options	Response Percent	Response Count
18 to 24	1.4%	1
25 to 34	25.0%	18
35 to 44	31.9%	23
45 to 54	31.9%	23
55 to 64	8.3%	6
65 to 74	1.4%	1
75 or older	0.0%	0
answered question		72
skipped question		0

Question 2: What is your gender?

Answer Options	Response Percent	Response Count
Female	38.9%	28
Male	61.1%	44
answered question		72
skipped question		0

Question 3: What is your race/ethnicity?

Answer Options	Response Percent	Response Count
Asian/Pacific Islander	1.4%	1
Black or African American	6.9%	5
Hispanic or Latino	1.4%	1
Native American or American Indian	0.0%	0
White	88.9%	64
Other	1.4%	1
answered question		72
skipped question		0

Question 4: What is your current work assignment?

Answer Options	Response Percent	Response Count
Dispatcher/Call-Taker personnel	84.7%	61
Supervisor/Management	13.9%	10
Support personnel	1.4%	1
answered question		72
skipped question		0

Question 5: What is your current shift?

Answer Options	Response Percent	Response Count
1st (2355-0755)	33.3%	24
2nd (0755-1555)	36.1%	26
3rd (1555-2355)	30.6%	22
answered question		72
skipped question		0

Question 6: How long have you been employed with ECD?

How long have you been employed with ECD?		
Answer Options	Response Percent	Response Count
Less than 1 year	2.8%	2
1-5 years	15.3%	11
5-15 years	44.4%	32
Over 15 years	37.5%	27
answered question		72
skipped question		0

Question 7: Do you feel the beat and section boundaries are easily identifiable?

Answer Options	Response Percent	Response Count
Yes	81.2%	56
No	18.8%	13
answered question		69
skipped question		3

Question 8: Do you feel that the backup matrix properly identifies likely secondary units?

Answer Options	Response Percent	Response Count
Yes	77.6%	52
No	22.4%	15
answered question		67
skipped question		5

Question 9: Do you feel that a majority of calls are assigned to the primary beat officer?

Answer Options	Response Percent	Response Count
Yes	90.8%	59
No	9.2%	6
answered question		65
skipped question		7

Question 10: Compared to the Division structure how would you rate your workload?

Answer Options	Response Percent	Response Count
Considerably less	2.9%	2
Slightly less	4.3%	3
About the same	84.1%	58
Slightly more	7.2%	5
Considerably more	1.4%	1
answered question		69
skipped question		3

Question 11: Compared with the Division structure how would you rate your current effectiveness in your job?

Answer Options	Response Percent	Response Count
Much less effective	2.9%	2
Somewhat less effective	4.3%	3
About the same	72.5%	50
Somewhat more effective	13.0%	9
Much more effective	7.2%	5
answered question		69
skipped question		3

Question 12: Compared to the Division structure how would you rate RPD's current effectiveness?

Answer Options	Response Percent	Response Count
Much less effective	4.3%	3
Somewhat less effective	11.6%	8
About the same	44.9%	31
Somewhat more effective	33.3%	23
Much more effective	5.8%	4
answered question		69
skipped question		3

Question 13: Compared to the Division structure how would you rate the availability of in-service units?

Answer Options	Response Percent	Response Count
Much less available	2.9%	2
Somewhat less available	11.8%	8
About the same	64.7%	44
Somewhat more available	17.6%	12
Much more available	2.9%	2
answered question		68
skipped question		4

Question 14: Compared to the Division structure how would you rate the effectiveness of radio communications?

Answer Options	Response Percent	Response Count
Much less effective	10.3%	7
Somewhat less effective	19.1%	13
About the same	60.3%	41
Somewhat more effective	8.8%	6
Much more effective	1.5%	1
answered question		68
skipped question		4

Question 15: Compared to the Division structure how would you rate your relationship(s) with RPD officers?

Answer Options	Response Percent	Response Count
Much worse	1.4%	1
Somewhat worse	5.8%	4
About the same	75.4%	52
Somewhat better	11.6%	8
Much better	5.8%	4
answered question		69
skipped question		3

Question 16: Please provide any additional comments that you believe would benefit the organization.

Answer Options	Response Count
	30
answered question	30
skipped question	42

Appendix I: Calls for Service (CFS)

EVALUATING THE 2015 PATROL REORGANIZATON

RPD REORGANIZATION CORE TEAM

During the reorganization project inefficiencies were discovered in RPD's data collection, collation, and analysis processes for CFS. A separate project was initiated to address these issues and develop an analysis classification specific to more accurately measuring response times. Adjustments were made strictly on an analytical level; no RPD or ECD dispatch or response policies were affected by these changes. The new process was presented to and approved by the Deputy Mayor in late 2015. The new metrics became official key performance indicators for the RPD in fiscal year 2016-17. Data is presented in this appendix for both the new metrics and the old analytical process.[1]

Tables 1-13 provide comparison data using the new metrics.

Tables 14-16 provide comparison data using the old analytical process.

All source data was extracted from the City of Rochester Data Warehouse. The formal 1-year evaluation period for the reorganization extended from August 1, 2015 to July 31, 2016. The comparison period measures April 1, 2014 to March 31, 2015. This accounts for the reorganization transition period from April 2015-July 2015. Data covers all non-discretionary calls for service, i.e., calls placed by persons that require a police response. It is important to note that CFS data is categorized at the outset of the event (based on information known to and provided by the caller), and are not programmatically adjusted based on the ultimate outcome or investigation. CFS categories are not always reflective of the situation found, information obtained, or charges generated in the event. All data preparation follows the steps laid out in 8.1.1.

Table 1: Citywide Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	49893	51509
Urgent	94374	98038
Normal	63710	68980
Total	**207977**	**218527**

---

[1] The old analytical method divided calls into four priority types with two categories ("A" and "B") used to determine an in-progress status. Priority 1 calls included some "A" call types that were deemed a higher priority, but did not require an immediate emergency police response.

Table 2: Citywide Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time						
	Lake	Genesee	Goodman	Clinton	Central	Citywide Avg.
Critical	13.9	13.5	13.3	16.7	11.2	14.3
Urgent	16.2	15.7	17.2	19.0	13.6	16.8
Normal	26.0	27.3	28.4	30.1	20.6	27.1
Section Avg.	17.6	17.4	18.8	20.1	14.8	18.2

Comparison Period Average Response Time						
	Lake	Genesee	Goodman	Clinton	Central	Citywide Avg.
Critical	16.3	14.9	14.6	15.6	12.6	15.2
Urgent	18.6	17.1	18.1	18.5	15.0	17.9
Normal	30.5	28.8	30.6	30.2	24.7	29.5
Section Avg.	20.2	18.6	20.1	19.6	16.8	19.4

Low to High (row value comparison)

Table 3: Citywide Platoon Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time	Lake	Genesee	Goodman	Clinton	Central	Citywide Avg.
1st Platoon	**14.4**	**13.8**	**13.5**	**14.3**	**12.4**	**13.9**
Critical	11.6	10.8	9.7	11.1	9.8	10.8
Urgent	12.4	11.4	11.1	12.7	9.9	11.7
Normal	23.3	24.0	21.8	24.7	20.0	23.0
2nd Platoon	**17.3**	**20.2**	**20.5**	**22.1**	**15.0**	**19.5**
Critical	12.4	15.0	14.3	17.6	10.5	14.6
Urgent	16.6	19.2	19.1	21.8	14.1	18.7
Normal	25.2	31.4	29.8	32.4	20.9	28.2
3rd Platoon	**19.5**	**17.2**	**20.8**	**21.5**	**16.0**	**19.5**
Critical	16.7	13.9	14.9	19.2	12.6	16.3
Urgent	17.5	15.1	18.9	19.7	15.4	17.7
Normal	28.1	26.2	31.6	31.6	20.7	28.5
Section Avg.	**17.6**	**17.4**	**18.8**	**20.1**	**14.8**	**18.2**

Comparison Period Average Response Time	Lake	Genesee	Goodman	Clinton	Central	Citywide Avg.
1st Platoon	**14.2**	**13.4**	**15.2**	**14.0**	**12.9**	**14.1**
Critical	11.1	9.8	11.1	11.2	10.0	10.8
Urgent	11.8	11.5	12.1	12.3	10.1	11.8
Normal	24.7	23.9	24.8	24.1	22.2	24.2
2nd Platoon	**20.3**	**19.4**	**21.8**	**22.3**	**17.4**	**20.6**
Critical	15.1	15.3	15.7	17.4	12.3	15.7
Urgent	19.9	18.2	20.4	21.6	16.4	19.8
Normal	29.4	28.9	32.4	32.9	24.4	30.1
3rd Platoon	**23.1**	**20.8**	**21.6**	**20.5**	**18.6**	**21.2**
Critical	20.2	17.7	15.8	17.1	14.5	17.5
Urgent	20.8	18.7	19.6	18.8	17.0	19.3
Normal	34.9	31.5	33.0	31.2	26.5	32.1
Section Avg.	**20.2**	**18.6**	**20.1**	**19.6**	**16.8**	**19.4**

Low to High (row value comparison)

Table 4: Lake Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	11418	12483
Urgent	23440	23680
Normal	14477	15210
Total	**49335**	**51373**

Table 5: Lake Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time

	201	211	221	231	241	251	261	271	281	291	Section Avg.	Citywide Avg.
Critical	16.2	16.3	14.1	15.1	13.7	13.6	12.2	13.5	12.3	13.5	14.3	14.3
Urgent	19.9	17.3	16.4	18.1	15.9	15.6	15.5	15.5	14.0	14.4	16.8	16.8
Normal	28.7	29.1	28.5	24.7	24.7	24.4	25.4	23.2	23.9	26.7	27.1	27.1
Beat Avg.	**21.5**	**19.9**	**18.5**	**18.6**	**17.2**	**16.5**	**16.7**	**16.2**	**15.8**	**16.3**	**18.2**	**18.2**

Comparison Period Average Response Time

	201	211	221	231	241	251	261	271	281	291	Section Avg.	Citywide Avg.
Critical	20.6	18.8	17.5	17.5	17.1	15.9	15.5	15.4	13.7	13.4	16.3	15.2
Urgent	22.1	20.2	20.4	21.1	17.3	19.4	17.6	17.6	15.4	16.0	18.6	17.9
Normal	33.3	32.3	34.3	30.2	29.4	30.8	30.5	28.1	28.0	25.9	30.5	29.5
Beat Avg.	**24.9**	**22.4**	**22.4**	**21.7**	**19.7**	**20.0**	**19.2**	**18.4**	**17.2**	**16.8**	**20.2**	**19.4**

Low to High (row value comparison)

Table 6: Genesee Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	9655	9976
Urgent	17586	19630
Normal	12238	13858
Total	**39479**	**43464**

Table 7: Genesee Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time								Section Avg.	Citywide Avg.
	203	213	223	233	243	253	263		
Critical	13.4	12.6	12.9	13.3	13.3	14.7	15.9	13.5	14.3
Urgent	15.5	15.4	14.6	15.6	15.7	15.9	18.5	15.7	16.8
Normal	25.8	26.7	28.8	28.4	27.5	26.3	27.0	27.3	27.1
Beat Avg.	**16.9**	**16.3**	**17.2**	**17.6**	**17.8**	**17.5**	**19.8**	**17.4**	**18.2**

Comparison Period Average Response Time								Section Avg.	Citywide Avg.
	203	213	223	233	243	253	263		
Critical	15.1	13.8	14.1	14.9	14.6	14.8	18.0	14.9	15.2
Urgent	16.6	16.1	15.8	17.7	16.7	16.6	22.5	17.1	17.9
Normal	26.3	25.6	29.2	28.8	30.1	28.8	32.6	28.8	29.5
Beat Avg.	**18.1**	**16.9**	**17.8**	**18.5**	**19.0**	**18.4**	**23.7**	**18.6**	**19.4**

Low to High (row value comparison)

Table 8: Goodman Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	8802	9196
Urgent	17026	17473
Normal	15182	16259
Total	**41010**	**42928**

Table 9: Goodman Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time									
	205	215	225	235	245	255	265	**Section Avg.**	**Citywide Avg.**
Critical	13.7	13.3	13.1	13.3	12.3	14.3	12.6	13.3	14.3
Urgent	18.5	17.6	14.9	16.7	15.6	19.8	16.8	17.2	16.8
Normal	30.7	28.8	25.0	28.2	29.0	28.5	28.1	28.4	27.1
Beat Avg.	**19.5**	**18.3**	**16.5**	**18.8**	**19.4**	**21.1**	**18.6**	**18.8**	**18.2**

Comparison Period Average Response Time									
	205	215	225	235	245	255	265	**Section Avg.**	**Citywide Avg.**
Critical	16.0	14.0	13.8	15.3	14.6	15.4	13.5	14.6	15.2
Urgent	19.2	17.8	17.4	17.8	17.3	19.2	18.2	18.1	17.9
Normal	30.6	31.0	31.4	28.4	31.0	31.8	29.8	30.6	29.5
Beat Avg.	**20.3**	**18.8**	**19.1**	**19.8**	**21.2**	**22.0**	**19.8**	**20.1**	**19.4**

Low to High (row value comparison)

Table 10: Clinton Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	15350	15187
Urgent	24756	25351
Normal	14520	15922
Total	**54626**	**56460**

Table 11: Clinton Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time

	207	217	227	237	247	257	267	277	287	297	Section Avg.	Citywide Avg.
Critical	18.6	16.0	16.1	18.4	17.4	15.2	16.7	15.4	15.9	16.9	16.7	14.3
Urgent	21.1	18.5	17.6	21.0	20.0	17.8	19.5	17.0	18.0	19.3	19.0	16.8
Normal	32.3	31.9	30.7	32.4	27.5	28.4	30.5	29.6	29.6	27.5	30.1	27.1
Beat Avg.	**22.5**	**19.7**	**19.4**	**22.2**	**20.2**	**18.3**	**20.4**	**18.2**	**19.9**	**19.7**	**20.1**	**18.2**

Comparison Period Average Response Time

	207	217	227	237	247	257	267	277	287	297	Section Avg.	Citywide Avg.
Critical	16.6	16.7	14.6	17.0	15.8	14.2	15.5	15.7	14.1	16.2	15.6	15.2
Urgent	21.5	19.7	17.2	18.4	18.9	16.6	18.5	17.9	18.4	17.8	18.5	17.9
Normal	30.9	29.3	29.0	30.8	29.2	29.4	31.8	30.4	30.4	30.5	30.2	29.5
Beat Avg.	**21.8**	**20.1**	**18.6**	**20.3**	**19.4**	**18.0**	**20.0**	**19.1**	**19.3**	**19.3**	**19.6**	**19.4**

Low to High (row value comparison)

Table 12: Central Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Critical	4164	4255
Urgent	10563	10538
Normal	6468	7094
Total	**20695**	**21887**

Table 13: Central Response Time by Priority Type (in minutes)

Evaluation Period Average Response Time					
	209	219	229	**Section Avg.**	**Citywide Avg.**
Critical	12.1	9.8	12.7	11.2	14.3
Urgent	14.4	12.1	15.4	13.6	16.8
Normal	20.6	19.0	23.7	20.6	27.1
Beat Avg.	**15.4**	**13.3**	**16.8**	**14.8**	**18.2**

Comparison Period Average Response Time					
	209	219	229	**Section Avg.**	**Citywide Avg.**
Critical	13.3	11.1	14.1	12.6	15.2
Urgent	15.1	12.9	18.5	15.0	17.9
Normal	24.3	21.7	29.4	24.7	29.5
Beat Avg.	**16.9**	**14.6**	**20.0**	**16.8**	**19.4**

Low to High (row value comparison)

Table 14: Citywide Non-Discretionary Calls for Service by Priority Type

Priority Type	Evaluation Period	Comparison Period
Priority 1	150277	156431
Priority 2	30191	31997
Priority 3	16371	17329
Priority 4	11138	12770
Total	**207977**	**218527**

Table 15: Citywide Response Time by Priority Type

Priority Type	Response Time (in minutes)		Response Time (median minutes)	
	Evaluation Period	Comparison Period	Evaluation Period	Comparison Period
Priority 1	14.9	15.7	8	9
Priority 2	36.2	37.5	27	29
Priority 3	29.1	31.8	20	23
Priority 4	38.0	40.4	29	31
Total	**18.4**	**19.4**	**10**	**11**

Table 16: Percentage of Calls with a Response Time less than 5 minutes or more than 30 minutes

Priority Type	% Response Time less than 5 min.		% Response Time more than 30 min.	
	Evaluation Period	Comparison Period	Evaluation Period	Comparison Period
Priority 1	43.1%	42.7%	17.8%	19.4%
Priority 2	25.1%	22.6%	49.9%	54.6%