

City of Madison
Intra-Departmental
Correspondence

To: Noble Wray, Chief of Police
From: Mary A. Schauf, Captain of Police
Date: February 28, 2010
Subject: Downtown Safety Initiative: 2010 Plan

Introduction

The Downtown Safety Initiative (DSI) was instituted in 2007 in response to a need for resources to directly target and reduce downtown robberies and alcohol related violence. In 2006 there was a series of pattern robberies in which the victims were first significantly battered and then robbed of their possessions. The victims in these cases tended to be suitable victims in part due to their extreme level of intoxication. The intoxication also presented challenges for detectives assigned to the follow-up since victims could provide little detail of what had transpired. While case detectives continued to approach this problem from the perspective of arrest of the offenders, the DSI approached the problem with environmental strategies and attempts to address the underlying piece of alcohol related violence. The original program objectives centered around three themes. The themes were to experience reductions in the numbers of and level of harm generated by street level crime during bar time, building community partnerships to address the fear of crime and community based responses to address crime trends, and improve voluntary compliance of alcohol-related ordinance in licensed and unlicensed establishments. These themes are closely linked to the goals of the Central District and this program does not exist in isolation of other efforts to address these community crime issues.

Alcohol-related violence is violence that is fueled by alcohol consumption

- *Battery*
- *Substantial battery*

Alcohol-related disorder is social disorder that is fueled by alcohol consumption

- *Fights*
- *Disturbances*
- *Liquor law violations*

The strategies used for the past three years have included utilizing crime mapping and analysis; implementing directed enforcement initiatives through DSI supplemented police staff; and using video technology to enhance the detection and deterrence of criminal activity. The implementation of the camera portion of the project was completed in 2008 with the beginning infrastructure in place and the hardware at work in the district. Since 2009 the funding has been and will continue to be focused on targeted enforcement activities through the strategic use of overtime funds. This funding has allowed us to maximize our visible police presence during times that data indicate probable increases in criminal activity.

Beginning in February 2010 the Madison Police Department (MPD) patrol operations moved to a 5-Shift model that more closely matches the work load curve for police services. While this staffing model serves the entire city with more balanced staffing that matches demand, it does not address the work load spike on Friday and Saturday nights that is unique to the Central District. Previous documents and presentations by MPD on the 5-Shift staffing

plan have pointed to the DSI funding as an efficient means of providing basic police services to address the unique demands of the Central District.

This report will provide a review of the rationale of the staffing plan recommendations, a refined goal for the DSI, and a draft plan for when the additional staffing will be used to cover basic demand for police services. In essence the DSI funding has become an essential component of the staffing model of the department. The challenge is to use the funding to provide the basic services, yet maintain the flexibility to respond to criminal activity trends.

Discussion

Beginning on February 7, 2010 the Madison Police Department patrol function moved to a 5-shift model. This model provides more efficient staffing for the districts, North, South, East and West, by more closely matching the workload curve. The Central District workload is unique and the service demand volume trends upward as the other districts begin to trend down. This trending then peaks after midnight, producing the greatest demand on Central resources. Figure 1 summarizes the workloads by district for 2008 data. This trend has stayed consistent.

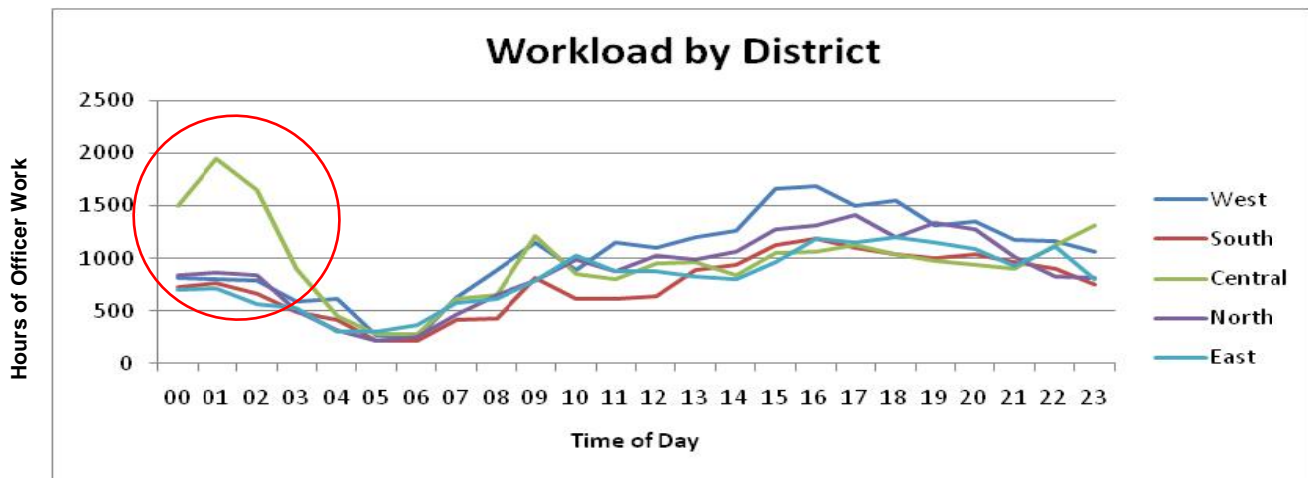


Figure 1

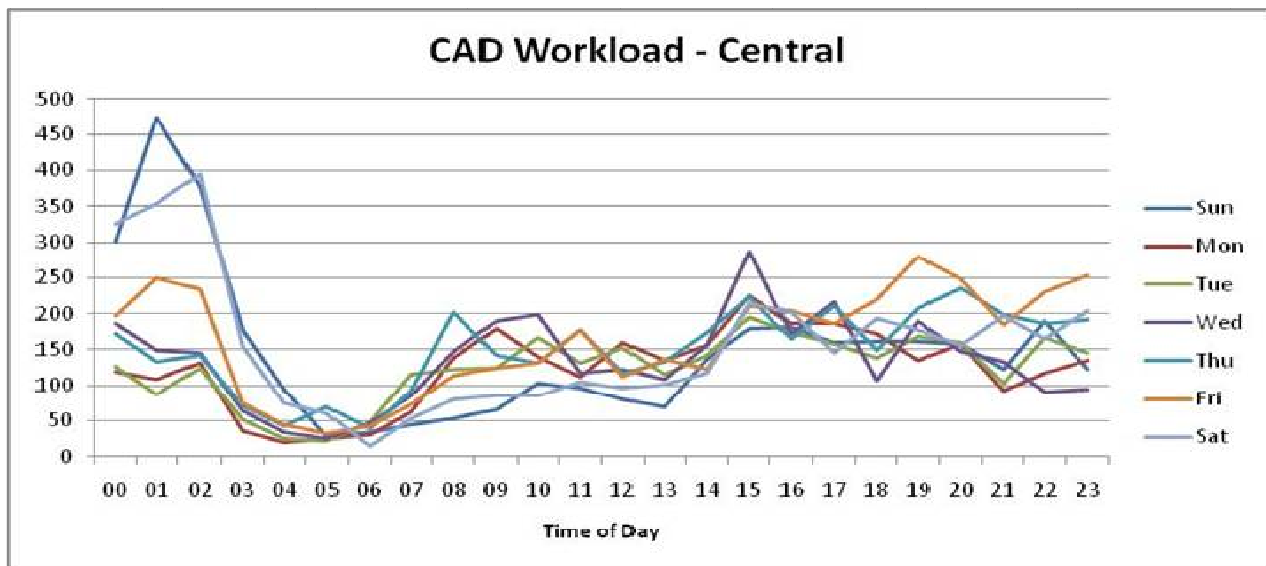


Figure 2

When the work is quantified as the number of calls for service and sorted by day of week it becomes clear that the demand begins to increase toward the end of the work week. Thursday night the call volume begins to outpace the previous nights. This is followed by the two nights that are responsible for the spike in demand, specifically Friday and Saturday, refer to Figure 2 which represents 2009 data sets.

The problem then becomes a question of how to provide adequate numbers of police officers to address this special circumstance in a cost effective manner.

The Staffing Committee considered a special shift for the Central District but concluded that a special shift was not workable for several reasons:

1. The models would only provide a minor increase (2 officers) to staffing on Tuesday through Saturday, and would provide for decreased citywide staffing on Sunday and Monday.
2. The increase to the staffing would be year-round even though there is a seasonal component to the workload drivers for Central. The DSI allows for focused staffing increases on weekends where we can anticipate additional workload based on data and trends.
3. Building a shift/staffing plan around the workload spike would be inefficient.

The Staffing Committee’s recommendation was to address the workload spike through use of DSI targeted funds, consistent with the recommendation of *Etico*’s position in the 2008 MPD Patrol Staffing Study.

The following Figure 3 shows the CFS volume distribution for 2009.

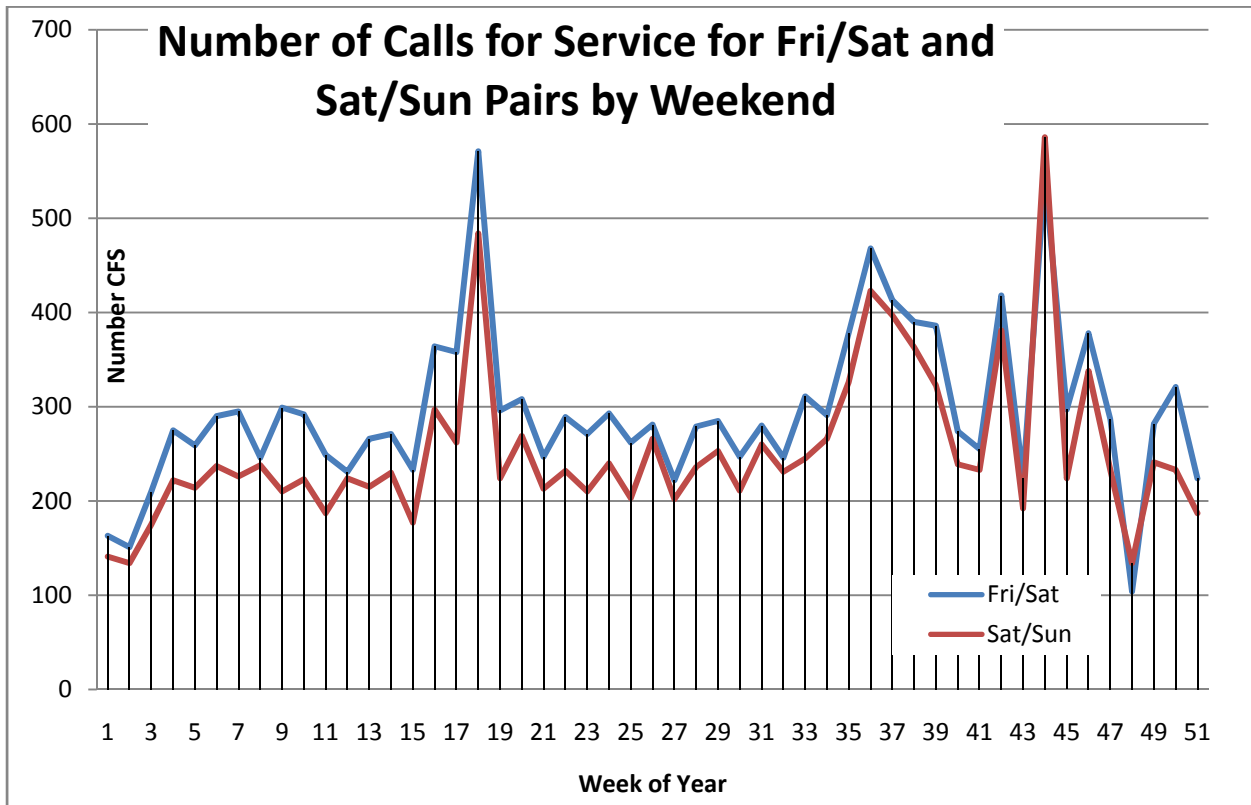


Figure 3

Contained within the call for service data are the crimes and ordinance violations that contribute to the disorder. With additional officer resources deployed to the field it would be expected that on-sight violations would increase, which would be reflected in the CFS numbers.

A long standing goal of the DSI has been to dissuade alcohol related crime and disorder as it presents in street level violence. Early police intervention would prevent and stop disturbances thus leading to a reduction in overall harms created with more significant crimes. The harms are measured through the crimes that tend to cause the more injury, specifically battery and aggravated battery. While striving to reduce the crimes of battery and aggravated battery, and the level of harms to the victims in these cases, it is important to recognize that some CFS markers such as disturbances may increase in relation to the increased police presence. Other officer initiated activity would be impacted including cases of liquor law violations and dealing with intoxicated persons. This increase would represent in part, the portion of disturbances and fights observed by field officers that may not have been called in by the participants or witnesses. While intoxicated drivers have not been the focus of this initiative it is included as a reference.

The success of and ability of the DSI to meet the program goals to reduce the harm of street level violence is evident in the lower numbers of batteries and felony for the past several years as shown in Figure 4 below.

The data is filtered by area of focus of the DSI, and the time of 9 p.m. to 4 a.m. when the majority of DSI spending has occurred. Table 1 represents the data points of focus for the DSI from the early program descriptions. These crime and incident categories have been chosen to represent alcohol related violence based on the problem analysis of the 2003 data set for police sector 403. It was determined that alcohol played a significant role in crimes such as aggravated battery where it was noted that of the cases examined 73% of the suspects and 77% of the victims had used alcohol. The victims tended to be more impaired by their consumption of alcohol than the suspects. (DeMotto, 2005)

The success of the DSI to meet the program goals through harms reduction is evident in the lower numbers of batteries and felony batteries for the past several years.

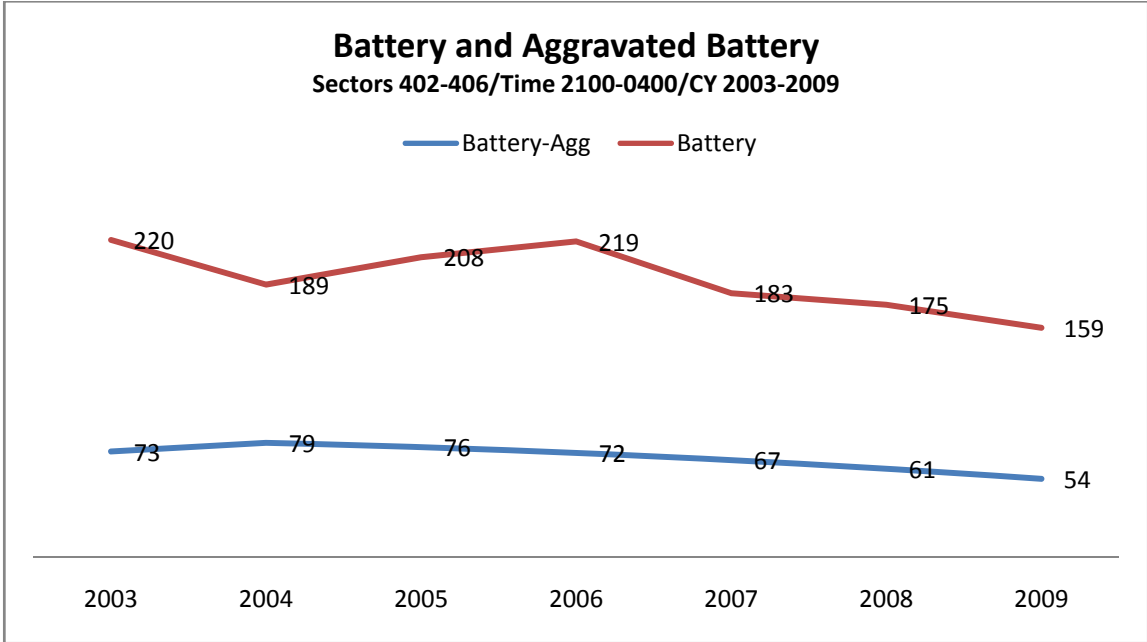


Figure 4

Table 1

Sectors 402-406									
Description	2003	2004	2005	2006	2007	2008	2009	Mean	SD
Battery-Agg	73	79	76	72	67	61	54	68.86	8.82
Battery	220	189	208	219	183	175	159	193.29	23.19
Fight/Disturbance	962	1065	934	1018	1067	1007	1020	1010.43	49.20
Intox Driver	58	72	70	91	93	56	53	70.43	16.34
Intox Person	117	93	105	124	129	111	89	109.71	15.06
Liquor Law	262	291	337	335	472	457	246	342.86	89.82
Totals	1692	1789	1730	1859	2011	1867	1621	1795.57	129.79

It is important to recognize that the DSI is one part of a comprehensive strategy to address alcohol related violence in the Central District entertainment area. The DSI provides officer resources for targeted activity. The Central District as a part of their goals works to address problems from licensed and unlicensed establishments through education of options, notification of violations and enforcement. In addition the MPD works to provide input on policies that represent the best practices in alcohol licensing. It is a complex equation of strategies, including the DSI, that have led to these successes in reducing harms for street level violence.

Downtown Safety Initiative Plan

Goal 1 The workload demand for police services in the Central District exceeds the capacity of the patrol resources assigned to the district specifically on Friday and Saturday nights, into the following morning. The DSI officers will work with assigned patrol units to address the increases in demand calls for service and proactive enforcement of disorderly behavior.

- Strategies
1. District command staff will monitor data related to past calls for service, information regarding scheduled events, and factors that tend to drive staffing to select the scheduled dates.
 2. The DSI will staff directed patrols of officers deployed to specific areas for street-level enforcement, and support of patrol operations on selected Friday and Saturday nights. Primary staffing times will be from 11 p.m. until 3 a.m.
 3. Lt. Roman will schedule and track the expenses of the DSI funds.

Goal 2 The operational plans will focus on alcohol related street level violence and the associated crimes. The focus will be directed at preventing or interceding early in disorderly behavior to reduce the harms to individuals.

- Strategies
1. Lt. Roman or her designee will develop the operational plan for each deployment.
 2. The plans will direct officer patrol and strategy into specific areas of the district based on data. The plan will stress addressing the persistent disorder and crime in police sector 403.

Goal 3 DSI resources may be used to address specific crime problem patterns that are identified during the year.

- Strategies
1. The district command staff will monitor crime activity and trends. If a crime trend is noted an analysis will be completed. Decisions to use DSI funds will be based on the analysis and availability of other resources or strategies.
 2. The Central District Captain will make the decisions regarding the use of the DSI funds to address the specific crime problem and approve the operational plan.

DSI Projected Spending by 2010 Dates

Date	DOW	OFF	SGT	Hours	Cost Est.	Note	Priority
9-Apr	FRI	4	1	4	\$ 1,174.20		3
10-Apr	SAT	4	1	4	\$ 1,174.20		3
16-Apr	FRI	6	1	4	\$ 1,639.24		2
17-Apr	SAT	6	1	4	\$ 1,639.24		2
22-Apr	THU	4	1	4	\$ 1,174.20		3
23-Apr	FRI	6	1	4	\$ 1,639.24		2
24-Apr	SAT	6	1	4	\$ 1,639.24		2
30-Apr	FRI	8	1	4	\$ 2,104.28	Friday before Mifflin	1
1-May	SAT	8	1	4	\$ 2,104.28	After Mifflin Event	1
7-May	FRI	4	1	4	\$ 1,174.20		3
14-May	FRI	6	1	4	\$ 1,639.24	UW Graduation	2
15-May	SAT	6	1	4	\$ 1,639.24	UW Graduation	2
4-Jun	FRI	4	1	4	\$ 1,174.20		3
11-Jun	FRI	4	1	4	\$ 1,174.20		3
18-Jun	FRI	4	1	4	\$ 1,174.20		3
25-Jun	FRI	4	1	4	\$ 1,174.20		3
2-Jul	FRI	4	1	4	\$ 1,174.20		3
3-Jul	SAT	4	1	4	\$ 1,174.20	CPT RDO	3
9-Jul	FRI	4	1	4	\$ 1,174.20		3
16-Jul	FRI	4	1	4	\$ 1,174.20		3
23-Jul	FRI	4	1	4	\$ 1,174.20		3
30-Jul	FRI	4	1	4	\$ 1,174.20		3
6-Aug	FRI	4	1	4	\$ 1,174.20		3
13-Aug	FRI	6	1	4	\$ 1,639.24	Lease Change Over	2
14-Aug	SAT	6	1	4	\$ 1,639.24	CPT RDO	2
20-Aug	FRI	4	1	4	\$ 1,174.20		3
21-Aug	SAT	4	1	4	\$ 1,174.20		3
27-Aug	FRI	6	1	4	\$ 1,639.24		2
28-Aug	SAT	6	1	4	\$ 1,639.24		2
3-Sep	FRI	8	1	4	\$ 2,104.28	Labor Day Weekend	1
4-Sep	SAT	8	1	4	\$ 2,104.28	Labor Day /CPT RDO	1
10-Sep	FRI	6	1	4	\$ 1,639.24	UWFB	2
11-Sep	SAT	6	1	4	\$ 1,639.24	UWFB	2
17-Sep	FRI	6	1	4	\$ 1,639.24	UWFB	2
18-Sep	SAT	6	1	4	\$ 1,639.24	UWFB	2
24-Sep	FRI	6	1	4	\$ 1,639.24	UWFB	2
25-Sep	SAT	6	1	4	\$ 1,639.24	UWFB	2
1-Oct	FRI	4	1	4	\$ 1,174.20		3
2-Oct	SAT	4	1	4	\$ 1,174.20		3
8-Oct	FRI	8	1	4	\$ 2,104.28	UWFB Homecoming	1

DSI Projected Spending by 2010 Dates

Date	DOW	OFF	SGT	Hours	Cost Est.	Note	Priority
9-Oct	SAT	8	1	4	\$ 2,104.28	UWFB Homecoming	1
15-Oct	FRI	6	1	4	\$ 1,639.24	UWFB	2
16-Oct	SAT	6	1	4	\$ 1,639.24	UWFB	2
22-Oct	FRI	4	1	4	\$ 1,174.20		3
23-Oct	SAT	4	1	4	\$ 1,174.20		3
29-Oct	FRI	12	3	4	\$ 3,522.60	Friday before Freakfest	1
5-Nov	FRI	4	1	4	\$ 1,174.20		3
6-Nov	SAT	4	1	4	\$ 1,174.20	CPT RDO	3
12-Nov	FRI	6	1	4	\$ 1,639.24	UWFB	2
13-Nov	SAT	6	1	4	\$ 1,639.24	UWFB	2
26-Nov	FRI	6	1	4	\$ 1,639.24	UWFB *HP	2
27-Nov	SAT	6	1	4	\$ 1,639.24	UWFB	2
3-Dec	FRI	4	1	4	\$ 1,174.20		3
4-Dec	SAT	4	1	4	\$ 1,174.20		3
10-Dec	FRI	4	1	4	\$ 1,174.20		3
17-Dec	FRI	4	1	4	\$ 1,174.20		3
31-Dec	FRI	8	1	4	\$ 2,104.28	New Year's Eve * HP	1
Totals		308	59	1,468	\$86,019.24		

Approximate Cost Per Unit Per Hour: Pay and Benefits

Officer \$ 58.13

Sergeant \$ 61.03

Notes that Increase Costs

Night FB add 4 officers and 1 Sgt \$ 1,174.20 per game

Late Afternoon FB add 2 officers \$ 465.04 per game

* Holiday Premium Issue