

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

Introduction

This plan is intended to inform the Citizens of Brewster on the uniqueness of its police operation. This analysis was used to determine the financial needs for the Department in FY2013.

Policing is unlike any other Town function. It is a 24/7 operation. The Station is always open. Patrol Officers are always patrolling the Town. The public can reach a person anytime of day, any day of the year.

FUNDING

Since 2006, funding sources from the State, County and Federal levels have been sharply reduced. Grants have been drastically cut. The immediate future shows no signs of improvement. These funds once assisted municipal police departments with training and special projects like community policing initiatives that have included bike patrols, the citizens' police academy and other initiatives. Examples of these reductions include the State stopped paying the Town for its portion of the Quinn Bill, an educational incentive program. Barnstable County funding for the Cape Cod Regional Law Enforcement Council has been eliminated, resulting in higher dues to member Towns. These are cuts in local aid which result in more dependency on local revenue or reducing the level of service to the residents of Brewster. We continue to look for ways to improve efficiency while striving to maintain public safety services.

Personnel levels

The Brewster Police Department is a lean operation. We have 2.1 officers per thousand year round residents, when we are at full staff. The average for law enforcement agencies in New England town with 10,000 residents is 2.2 without any consideration of the seasonal population increase. The average number of officers for the 15 towns on Cape Cod and Nantucket is 2.8.

In the last ten years, the Police added one police officer position while eliminating a full time custodial position. An animal control position was added to the Police Department in July of 2006, as a direct result of the wide spread rabies problem in our area

An Animal Control Officer is not a full time police officer, but a civilian position. Lynda Brogden-Burns has been trained as a Reserve Police Officer so she can assist with some police functions during emergencies. This ACO handles calls for wild and domestic animal complaints. Loose dogs, dog bites, quarantines, wild animals attacking pets and injured animals are among the types of calls handled by this officer. The ACO also assisted in issuing parking tickets while patrolling beaches for prohibited dogs. The ACO also assists the Health Department by doing with animal inspections.

A return to previous staffing levels of the Detective Division was essential to meet the demands of our increased and more complicated case load. Burglaries, fraud, forgery, larceny cases and the illegal use of drugs have been on the rise in our area. The issues associated with the illegal sale and use of narcotics on Cape Cod has affected all Towns in our region. The technical expertise needed for successful investigation and prosecution for these crimes is essential. This requires

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

specialized training in investigative techniques, criminal law and criminal procedure. We have filled a detective sergeant position and assigned a patrol officer to detective duty, to handle complex investigations listed above along with sexual assaults and other serious crimes. We have assigned one person to work with the Cape Cod Drug Task Force several days per week. This regional effort provided the best efficiencies for all involved. The Office of Detectives is being supervised directly by the Chief of Police.

We participated in a regional study looking at the way we answer 911 and dispatch both police and fire personnel. We moved our PSAP (911 primary answering point) to the Barnstable County Sheriff's Communications Center in January 2005. They have been answering our emergency line, transferring police calls to the Police Communications Center and dispatching fire calls directly for the last 6 years. The service costs about \$65,000 annually. More communities are now moving their 911 answering point to the Sheriff because of new mandatory minimum medical dispatch training that will go into effect in June.

A regional dispatch study, completed by Intertech Associates, estimates a potential savings of \$25,000-\$30,000, by having 911 calls handled by a regional emergency communications center. This savings would require the elimination of our current dispatchers. The vast majority of calls coming into the Brewster Police Department come in on the business line. The Police Department is the only building open 24/7 and any change to that should be carefully studied with input from the public. What is not mentioned in the report is that the Police Department handles public service tasks as well as public safety tasks. We have a senior reassurance program where seniors check in with the Dispatcher each day and if for some reason they don't, we go and check on them. The Water Department alarm panels are monitored by dispatchers. The Ladies Library key distribution is done at the Police Department. The building fire alarm panel is monitored by dispatch. The holding cells are monitored by dispatch when detainees are in custody. The Police Communications center has been the hub for the Town for many years. When citizens cannot reach another Department or don't know who to call, they call the Police Department 24/7. Community Leaders should carefully consider whether savings that may be created by regionalizing dispatch will lead to increased costs in other departments and in overtime costs associated with detainee monitoring.

The overtime budget allows for the fluctuation of manpower in a seasonal tourist community like Brewster. However, it has become more difficult to fill shifts in the summer, shoulder seasons and around the holidays, even restricting how many officers may use time off during these periods. When officers are working traffic details, it pushes our resources to the limit. We do not want officers who are tired on the job and set limits on officers working no more than 12 consecutive hours. Exceptions may be made in an emergency.

We track specific categories of overtime costs. They include attendance at court, at meetings, time beyond shift for investigations and reports. Some examples are:

- **Court Overtime** is managed aggressively by the Special Services Lieutenant checking with the District Attorney's office and seeing that they have a reasonable approach in

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

marking up a certain number of cases for trial on the same day. This approach by the Special Services Lieutenant reduces the number of times an officer shows up for court and is told that the case has been postponed. ***This “hands-on” approach is essential to control overtime costs.***

- **Investigations** involve overtime when an officer needs to complete a report and the arrest happened late in the shift. However, the vast majority of our overtime costs for investigations are used in the detective’s office for follow-up work on cases such as: sexual assaults, narcotics investigations, house and business breaks, search warrants, etc. All possible report writing is done on shift to contain these overtime costs..
- **Training** involves overtime every time an officer needs to attend professional training and he or she is not on their normal respective shift. We do assign the officers to administrative schedule if they attend training that is a week or more in duration. This arrangement may still cost overtime to backfill the officer’s shift while he or she is at training class. ***Training is the best investment for the Police Department and the Community; it must remain a priority.***

TIME OFF

- **Comp Time** may be offered to an employee in lieu of overtime. However, giving out comp time does not necessarily save on overtime costs, but postpones the inevitable and creates another bank of time to manage.
- **Vacation Time** is something that expands with time. Employees earn vacation time with longevity, earning up to 5 weeks after 15 years of service. Even with a contractual limitation of only one officer per shift allowed to use vacation or comp time for the busiest part of the year, legitimate sick time, personal time and non-union use of vacation, comp or personal time make scheduling difficult.
- **Extra Coverage** is used to supplement our coverage for officers and dispatchers during the summer and shoulder seasons. In the 1980’s our activity increased at the end of June and slowed substantially after Labor Day. Today we manage a substantial tourist season in the spring and fall. We get extremely busy in the summer and holiday weekends. We need extra coverage during storms and special events. The influx of visitors puts a severe strain on our staff as we attempt to provide adequate services to the community. Our population in Brewster increases in the summer months to over 30,000. Summer residences fill up as seasonal residents return and vacationers rent homes and condos. Places like Ocean Edge, Nickerson State Park, Sweetwater Forest, Shady Knoll and the Rail Trail draw visitors from April through November. ***The seasonal nature of being an attraction for summer residents and visitors from all over the world require the Department to have extra coverage for those summer months.***

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

TECHNOLOGY

In November of 2007, the Police Department replaced its 20 year old record management system that had become inefficient. This new software has many advantages and provides faster processing, more accurate reporting, and greater detail in data collection, digital image retention and easier training for employees. This software is used by all neighboring police agencies and sharing of information is easily done. The maintenance agreement includes newer builds of the software which come out several times each year.

As technology changes and more opportunities become available, this software must be re-evaluated as to its ability to integrate with new areas such a live mapping, cruiser gps, data driven dispatch, etc.

A patrol officer, supervised by the Special Service Lieutenant, has been assigned duty to maintain the 20 desktop computers, 4 mobile computers, the web site, the sex offender registry, record management system and other technical tasks such as cell phone extraction. She works in patrol or fills in on the desk when coverage shortages require it. While a private vendor may be secured to handle the technical issues that come about, the flexibility of having an employee handle things, even in the middle of the night, works to our economic advantage. This "IT cop" can handle many tasks and we don't have to worry about access and security. This "IT cop" also does all other job functions as a police officer. This set up works well with this officer. However, the future may bring changes that require a higher level of technical training. ***An annual review of this function is essential to keeping up with technical changes in the industry.***

A project called "Open Cape" will bring broadband to the Cape Cod Communities in late 2012. In addition, the foundation for a public safety 700 MHz data system will be put in place. Barnstable County is working closely with the Massachusetts Executive Office of Public Safety to apply for a waiver from the FCC to own and operate this system. There are several other parts to the puzzle that will have to be in place. Once these pieces are in place, we could see smart phones, laptops and IP cameras all being run through this system. Towns could save money on the current costs of air cards through private wireless companies. Video cameras, computers and live gps will be the future technology of police vehicles. Dispatch could see where units are and dispatch the closest unit to any call. Video at an emergency will be able to be transmitted wirelessly back to the Communications Center or EOC. This would also enhance officer safety by dispatchers knowing where the officer is in the event radio contact is lost. The possibilities are vast. ***The future of communications and information management will substantially change the way we do things today. We need to remain current on equipment and training for the support of our public safety***

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

TRAINING

Untrained police officers are a recipe for disaster. Improper use of force and false arrests could cost towns hundreds of thousands of dollars in lawsuits. Yet the State has reduced funding for the Municipal Police Training Committee over the last 6 years. The Committee is left with insufficient resources to accomplish basic training, specialized training and veteran officer in-service training. This year, the in-service training was eliminated from the budget, leaving individual departments with the decision to provide the training on their own.

The MPTC's Recruit Officer Training (the Police Academy) requires a payment of \$2,500 for each recruit in attendance, even though it cost the MPTC \$3,100 per student to run a class. Non-MPTC Academies, such as the MBTA charge \$3,100 for each student officer.

Currently any cadet hired at the Brewster Police Department must pay that fee, or we agree to pay it for the employee and the employee agrees to have this fee deducted from his wages over 6 month to reimburse the Town. If we pay the fee, the funds get returned to the general fund and it leaves us with insufficient funds to pay for all the required training we must do annually. In order to retain officers, it would be beneficial to agree to refund academy costs to the officer after a period of time worked here. Many other departments use a 3 year window. They pay the costs up front and if the officer leaves before 3 years of service, the officer must pay back the Department for the pro-rated amount of the training costs. While retention has not been an issue to date, other communities are becoming more competitive with salary and benefits and the cost of housing is very high.

Distance learning has been developed by the Municipal Police Institute and the MPTC. We take advantage of this training which has saved us in travel and overtime costs. While it may be a reasonable substitute for some classroom training, it cannot replace all training.

Training with firearms is not only required by law, but essential to basic policing. We "rent" a shooting trailer and run officers through scenario based training once a year. We try to take officers off their shift to save on overtime costs. That trailer cannot handle long guns and therefore we do a second training session outdoors. We have been allowed to use the Brewster Sportsmen's Club range at no cost. We do all our training in-house with instructors who are Brewster Police Officers. Overtime is required to get officers to the range when they are not on shift. The cost of ammunition adds to the overall cost of this one area of training.

We also train once per year in the active shooter type situational scenarios. We use the schools and the Town Office building for venues. While no live ammunition is used, a type of ammunition called "simmunition" is used. In addition, protective gear is required for all participants. This training is excellent. It puts officers under stress and reinforces solid skills in searching buildings.

A collaboration among area law enforcement agencies resulted in the creation of the Cape Cod Regional Law Enforcement Council. While this organization's main purpose is mutual aid to members in need, we have been able to provide specialized training at reduced rates. We have saved on transportation costs and fees by bringing the training to our area. The CCRLEC now has teams in place for SWAT and Crash Investigation. These units are available to all members in emergencies when member departments do not have sufficient manpower. There are overtime costs involved with the constant training involved with keeping our team members qualified.

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

The Police Department sends officer to classes that include COBWEB (bicycle training for police), field training officer school (to have a field training officer to teach new police officers), internet safety, narcotics investigations, sexual assault investigations, use of firearms, less lethal devices, dealing with those with special needs, suicide prevention, first aid, CPR, interview and interrogations, accident reconstruction, swat, hostage negotiations, cell phone forensics and those mentioned. As technology changes, so do the training requirements.

Policing is not a static situation. Changes in criminal law, criminal procedure, motor vehicle law, and many other areas are affected by court decisions and changes in statutes constantly. Police officers must be trained in these areas and many others on a regular and continuing basis. Specialized training lifts the morale of individual officers and makes the department stronger at the same time. This training must continue so that at least two officers have training in any area of specialization.

Failure to train is unacceptable and may result in lawsuits and costs that far outweigh training costs. We must keep our officers well trained, well disciplined and safe.

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

Physical plant

The station is used 24/7 and is subject to more wear and tear than a typical municipal building. Maintenance is a key in protecting the investment of the Community. Repair work has been done on such things as door repairs, painting of interior and exterior, replacement of broken electrical fixtures, flooring repair, roofing repair, and plumbing repairs. We have used the summer part-time help to bolster the cleaning of the station by power washing the walls, cleaning all windows and general cleaning of the interior.

Additional computer wiring has been done since the building opened and should be adequate for the short term future.

Our video security system is in the process of an upgrade to eliminate blind spots and improve quality of videos. The existing cameras are of an old technology and are almost useless in any investigative situations. The several small monitors in dispatch are difficult to see and 2 of them have burned out. The solution is a wide screen monitor with all cameras on the one screen. The cameras that are used in the booking room, interview room and cell block must be of better quality. There is too much to lose in litigation if the video is dark and cloudy. New IP cameras with more megapixels provide bright and clear video. We have begun to take on this task and with appropriate funding, finish the work in FY 2013.

The migration to an IP based camera recording system is the most cost effective way to make this transition. Some new cameras would be connected the exiting DVR via a switch and other cameras could be changed over to this system as they need replacement.

The HVAC system has been finally fixed. New software was installed, a missing boiler room controller was installed and work was done on the air handler's mechanical system. We have signed a maintenance agreement with Burnell Controls of Danvers to maintain the system. We have seen substantial savings in our natural gas usage and our electricity usage over the last several years, as a result of these improvements. Motors, valve actuators, belts and filters are the kinds of things we deal with regularly. A technician at Burnell Controls can access our software remotely and often save a visit by making an adjustment or determining that a call should be made to our local plumbing repair company.

The plumbing company had rebuilt both circulating pumps which have a total of over 66,000 hours on them. They have handled leaky valves, repaired malfunctioning faucets and toilets. They have also repaired and replaced items on the main boiler. We expect to be concerned with maintenance and small repairs of leaks and other wear and tear items in the foreseeable future.

Routine replacement of the ballasts of fluorescent light fixtures is another ongoing maintenance item. We have had to replace the motion controller for lights as well. We have had to replace outdoor lighting which was installed underground and flooded. The installation was done with above ground fixtures. A local electrician is called to service all matters electrical.

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

Other maintenance issues include lawn sprinklers, building sprinkler system, painting, carpet cleaning and stripping/waxing tiled floors. These are handled by private vendors.

Recent problems with the building fire alarm system revealed sensors were installed in a part of the attic which was partitioned off with no access. It took several trips by the alarm company, the installation of a catwalk system and the cutting through several layers of fire resistant wallboard just to provide access for the alarm company. This was only possible with the assistance of Tom Thatcher and the DPW.

The Police Department does not include a full-time custodian. We only have a cleaner working 12 hours per week to maintain the station. It is barely enough time to keep up with cleaning the building. It leaves us without anyone to fix problems such as door locks, leaky faucets, tile and grout repair, painting, window washing, weeding, etc. He is only able to empty trash, clean the bathrooms/cells and wash/vacuum the floors. We use private vendors to strip and wax floors, clean carpeting, fix locks, window washing, plumbing, HVAC and electrical repairs, maintain the irrigation system and treat the lawn. In 2011, the DPW, which mows the lawn, rakes the leaves, and plows the lot, dedicated time to weed, edge, mulch and prune the property. We have been able to get assistance from Tom Thatcher with special projects. This arrangement is working, but it results in officers shoveling snow, using the snow blower, replacing light bulbs, laying out hoses to water trees, and at times, emptying trash. Twice a year, we use our summer help to come in and do things like lay out hoses and bring them back in for storage, cleaning the garages/basement, cleaning windows, dusting, spot carpet cleaning, and other odd jobs. ***This arrangement has allowed us to keep the building properly maintained but does depend on other town departments for its success.***

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

Equipment

The Brewster Police Department puts many miles on the patrol fleet. They average 130,000 miles at the time of trade. The special equipment, prisoner cage, computer mount, lights and siren package are swapped from the old car to the new during the trade-in. In addition, any specialty or unmarked unit's replacement is dependent on the mileage and mechanical issues. The Animal Control truck averages 20,000 miles per year. The marked Ford Explorer averages about 12,000 miles a year. The unmarked units average about 15,000 per year. Historically, the 4 wheel drive unmarked units have been passed to the Health and Building Departments when the Police Department purchases replacements. They usually have between 50,000 and 60,000 miles. We leave the special lighting packages in the four wheel drive units. When we have a substantial snow event or other emergency, the Police Department takes these four wheel drive units for temporary emergency use. This arrangement serves the Town well in providing 4 wheel drive units for those departments that need to building sites and non paved roads. The Police get the new vehicle that starts the first time every time and have access to the older units in emergencies. This approach may change as the new Fords will be all wheel drive, eliminating the need to take the Town Hall vehicles during a storm. Therefore the Town Hall vehicles of the future may be much more fuel efficient.

All computer equipment and digital recording devices and must be maintained and protected. This includes maintaining uninterrupted power supply units and the batteries within.

Firearms, radios, first aid equipment and other duty gear must also be maintained, serviced and replaced as necessary.

Maintaining all equipment and replacing it when necessary is essential in having staff respond effectively and efficiently to all calls for service.

EXPENSE BUDGETS

Using sound business practices and shopping around for competitive pricing has become more important than ever. Simply relying on State or County bids isn't enough. Looking at value is crucial to purchasing quality products at the best possible pricing. While using the County bid to buy paper works well, buying firearms or digital video recorders requires a great deal of research and comparison shopping. One example of shopping for value was using a new vendor with a cheaper line of clothing. This failed because the new line wore out faster and needed to be replaced more often than the old line. The value was in the more expensive purchase which held up much better and did not need to be replaced as often. We decided to change the uniform by dropping the stripe on the pants as a way to save.

Constant research and getting companies to sharpen their pencils is necessary to keep costs to a minimum.

BREWSTER POLICE DEPARTMENT
OPERATIONS ANALYSIS
Updated January 2012

RECORDS

In 2007, we took an inventory of the entire facility. We organized the old records and contacted the Secretary of State's office to destroy records that were not required to be retained. We had the records shredded. The weight of the records, mostly paper, was almost 2,000 pounds. This elimination of unnecessary paper allowed us to create a secure property storage room. This eliminated the need to spend several thousand dollars on installing a cage system in the basement.

We also installed a filing system in the records room. It is on wheels and opens and closes with little effort. All files are easily visible and well organized.

It has freed up the archive room where we keep the controls of the station security system, archived files, and personnel files into this secure room.

Purging of records with approval of the Secretary of State's office must be done at least every three years.