



**BALTIMORE CITY COUNCIL
PUBLIC SAFETY AND
GOVERNMENT OPERATIONS
COMMITTEE**

Mission Statement

On behalf of the Citizens of Baltimore City, the Public Safety and Government Operations will be responsible for matters concerning public safety, including, but not limited to; emergency preparedness, police services, fire/EMS, and the executive, administrative, and operational functions of the city government and libraries.

**The Honorable Mark Conway
Chairman**

PUBLIC HEARING

**Wednesday, September 29, 2021
1:00 PM**

**Council Bill: LO21-0006
Quarterly Crime Stats
and Violence Prevention Plan**

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BILL SYNOPSIS

Committee: Public Safety and Government Operations

Bill LO21-0006

Quarterly Crime Stats and Violence Prevention Plan

Sponsor: Councilman Mark Conway

Introduced: March 8, 2021

Purpose:

For the purpose of the committee holding a hearing quarterly to review crime statistics for the Police Department, and to monitor the progress of the Biennial Violence Prevention Plan.

Agency Reports

Baltimore Police Department	
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Analysis

Why has violent crime persistently been so high over the last 6-years?

To answer this question, many people would automatically point to the Freddie Gray riots that occurred in April of 2015. Others would attribute the spike in crime to police officers “*taking a knee*” and not proactively patrolling neighborhoods like they had done in the past. There are other hypothesis that have been discussed in reference to internal and external policies that have contributed to the surge in violence we’ve seen, but one policy that is not often talked about that has a direct correlation on crime is district patrol post. A patrol post within a police district is the designated area of land that a police officer is responsible for patrolling during their eight-hour shift, and the individual who works that post is accountable for the activity that happens within that area during their time at work.

Background

Patrol is the backbone of every police department.

Prior to 2013 the Baltimore Police Department operated with 142 patrol post citywide, and the minimum number of police officers deployed to the streets was approximately 160 patrol officers on day and evening shift, and 151 on midnight. During the tenure of Police Commissioner Anthony Batts between September of 2012 and July of 2015, his administration eliminated patrol post in every police district. In the new model that he implemented, patrol officers roamed around the district and were dispatched calls for service at random. Because patrol post were eliminated it allowed Commissioner Batts to reduce the “shift constant”, which is the minimum number of officers required to be working on a patrol shift at a time.

Next, Police Commissioner Kevin Davis was appointed and served from the fall of 2015 through the winter of 2018. His administration reinstituted the patrol post model, and the post and shift constants that were put in place under him are still operational today. Those numbers are different from what they were in 2012 as patrol post have significantly decreased to 121 citywide, and the number of patrol officers deployed on each shift has declined to approximately 143 officers on day and evening shifts, and 118 on midnight. If you correlate the idea of losing police patrol post to fire apparatus it would be the equivalent of disbanding or closing 21 fire companies and reducing the number of personnel responding to calls for service by 18 to 33 people every single day.

Police Allocation and Deployment

The International City/County Management Association in collaboration with the Center for Public Safety Management conducted a research study on police staffing entitled: *An analysis of police department staffing: How many officers do you really need?* In this study they use the “Rule of 60” to evaluate police department staffing allocation and deployment which assesses the ratio of personnel between patrol and total sworn staffing. The study found that a minimum of 60 percent of the total number of sworn officers in a police department should be assigned to uniform patrol functions, and available to answer calls for service. The Rule of 60 also examines workload and discretionary time and suggests that no more than 60 percent of patrol time should be committed to calls for service. The remaining 40 percent of the time in this equation is discretionary time for officers to be available to address community problems and serious emergencies.

Recently the Baltimore Police Department submitted their updated staffing plan that showed that they currently have 2,398 sworn police officers. The plan goes on to report that there are 739 police officers and 104 sergeants assigned to neighborhood patrol functions, accounting for 843 total personnel. In calculating these figures, approximately 35% of the police departments available sworn personnel are assigned to patrol functions. As the police department continues to promote this narrative of a police officer shortage the

department has 1,555 sworn officers working in non-patrol functions. To come into alignment with the Rule of 60, the Baltimore Police Department would need to reassign approximately 596 sworn officers from non-patrol functions back to uniform patrol duties, that would bring the total number of officers in patrol up to 1,438. This shift could be accomplished if the department broke ties with its “*specialized unit culture*” and appropriately staffed patrol.

Research Study's

The 1967 President's Crime Commission report stimulated several key research efforts that resulted in raising serious questions about the effectiveness of the three R's of policing: Rapid response to calls for service, Random patrol, and Reactive investigations. The commission noted that there had been ‘few scientifically controlled experiments’ testing the deterrent effects of routine patrols. This led to the following operational experiments:

- 1973 – The Kansas City Patrol Experiment, in its evaluation of the practice of random patrol, concluded that random patrols did not deter crime.
- 1975 – The RAND Corporation study of criminal investigations concluded that detectives solved crimes through witnesses and not through sophisticated investigative techniques.
- 1981 – The Newark Foot Patrol study concluded that foot patrol did not appear to affect crime occurrence but did reduce citizens' fear of crime.

These views dominated policing for two to three decades, and because these early studies showed that traditional police patrols had little impact on crime, and that traditional criminal investigations were not efficient, police could not, therefore, affect or control the occurrence of crime. But in the late 1980's into the 1990's, an experiment was conducted within the New York City Transit Police Department that debunked the opinions of many academic theorist.

This experiment showed that well-organized and creative strategies coupled with high productivity altered the behavior of offenders, which resulted in far fewer victims. This experiment was called CompStat – the management tool used by police commanders to direct frontline patrol operations and investigative units. “CompStat” numbers, as the crime statistics are called, were watched by police commanders to evaluate weekly crime trends with the same hawk like attention private corporations pay to profit and loss margins. Crime statistics have become the department's bottom line, the best indicator of how the police are doing, district-by-district and citywide. The implementation of CompStat, as set forth in the New York Crime Control Model, rest on five basic principles:

- Specific objectives
- Accurate and Timely Intelligence
- Effective Strategies and Tactics
- Rapid Deployment of Personnel and Resources
- Relentless Follow-Up and Assessment

Conclusion

Technology should be used to support not replace traditional police patrol operations. Law enforcement professionals are turning more and more to problem-oriented policing, aligning police patrol strategies with crime prevention efforts. This means police patrols need to focus more on solving core community problems, instead of just going to high crime rate areas without a non-enforcement plan. For example, an officer can notice that the streetlights are out, which causes people to congregate in the dark and creates more opportunity for crime. You can fix the lighting and see if your crime dissipates as a result. Putting

officers in an area so they can see what other issues might be happening – and then figuring out why crime is happening – will create the best results for your police-community relationship and overall safety.

Baltimore Police Department

Post and Shift Constant Reduction Comparative Analysis 2012 to 2021

2012 District Constant	Central 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	111	111	
	112	112	
	113	113	
	114		
	115		
	121	121	
	122	122	
	123	123	
	124		
	131		
	132	132	
	133	133	
	134		
	135		
	141	141	
	142	142	
	143		
	144		
A Shift – 19 B Shift – 20 C Shift – 20	Total: 18 Post	10	A Shift – 14 B Shift – 15 C Shift – 15

2012 District Constant	Southeast 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	211	211	
	212	212	
	213	213	
	214		
	215		
	217		
	221	221	
	222	222	
	223	223	
	224	224	
	231	231	
	232	232	
	233	233	

	234		
		241	
		242	
		243	
A Shift – 15 B Shift – 16 C Shift – 16	Total: 14 Post	13 Post	A Shift – 14 B Shift – 15 C Shift – 15

2012 District Constant	Eastern 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	311	311	
	312	312	
	313	313	
	314		
	315		
	321	321	
	322		
	323	323	
	324		
	325		
	331	331	
	332	332	
	333	333	
	334		
		341	
		342	
		343	
A Shift – 15 B Shift – 16 C Shift – 16	Total: 14 Post	11 Post	A Shift – 12 B Shift – 14 C Shift – 14

2012 District Constant	Northeast 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	411	411	
	412	412	
	413	413	
	414	414	
	415	415	
	421	421	
	422	422	
	423	423	
	424	424	
	425	425	
	426	426	
	427		
	431	431	

	432	432	
	433	433	
	434	434	
	435	441	
	436	442	
		443	
		444	
		443	
A Shift – 19 B Shift – 20 C Shift – 20	Total: 18 Post	20 Post	A Shift – 16 B Shift – 21 C Shift – 22

2012 District Constant	Northern 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	511	511	
	512	512	
	513	513	
	515	514	
	516		
	521	521	
	522	522	
	523	523	
	524	524	
	525		
	526		
	527		
	531	531	
		532	
	533	533	
	534		
	535		
	536		
		541	
		542	
		543	
A Shift – 18 B Shift – 19 C Shift – 19	Total: 17 Post	14 Post	A Shift – 12 B Shift – 16 C Shift – 16

2012 District Constant	Northwest 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	611	611	
	612	612	
	613	613	
	614	614	
	615		

	621	621	
	622	622	
	623	623	
	624		
	625		
	626		
	631	631	
	632	632	
	633	633	
	634		
	635		
		641	
		642	
		643	
A Shift – 17 B Shift – 18 C Shift – 18	Total: 16 Post	13 Post	A Shift – 12 B Shift – 15 C Shift – 15

2012 District Constant	Western 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	711	711	
	712	712	
	713	713	
	714	714	
	715		
	721	721	
	722	722	
	723	723	
	724		
	725		
	731	731	
	732	732	
	733	733	
	735		
	736		
		741	
		743	
A Shift – 16 B Shift – 17 C Shift – 17	Total: 15 Post	12 Post	A Shift – 12 B Shift – 15 C Shift – 15

2012 District Constant	Southwest 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	811	811	
	812	812	
		813	

	814	814	
	815		
	816		
	821	821	
	822	822	
	823	823	
	824		
	826		
		831	
	832	832	
	833	833	
	834		
	835		
	836		
		841	
		842	
		843	
		844	
A Shift – 16 B Shift – 17 C Shift – 17	Total: 15 Post	14 Post	A Shift – 12 B Shift – 16 C Shift – 16

2012 District Constant	Southern 2012 – Post Map	District 2021 – Post Map	2021 District Constant
	911	911	
	912	912	
	913	913	
	921	921	
	922	922	
	923	923	
	924		
	931	931	
		932	
	933	933	
	934	934	
	935	935	
	941	941	
	942	942	
		943	
	944		
	945		
A Shift – 16 B Shift – 17 C Shift – 17	Total: 15 Post	14 Post	A Shift – 14 B Shift – 16 C Shift – 16

District	Post	Shift Constant Day	Shift Constant Evening	Shift Constant Midnight
Central	Reduced by 8	Reduced by 5	Reduced by 5	Reduced by 5
Southeast	Reduced by 1	Reduced by 1	Reduced by 1	Reduced by 1
Eastern	Reduced by 3	Reduced by 2	Reduced by 2	Reduced by 3
Northeast	Increased by 2	Increased by 1	Increased by 1	Reduced by 3
Northern	Reduced by 3	Reduced by 3	Reduced by 3	Reduced by 6
Northwest	Reduced by 3	Reduced by 3	Reduced by 3	Reduced by 5
Western	Reduced by 3	Reduced by 2	Reduced by 2	Reduced by 4
Southwest	Reduced by 1	Reduced by 1	Reduced by 1	Reduced by 4
Southern	Reduced by 1	Reduced by 1	Reduced by 1	Reduced by 2
Total Reduction	23 Post Citywide	18 Police Officers Citywide	18 Police Officers Citywide	33 Police Officers Citywide
Total Increase	2 Northeast District	1 Northeast District	1 Northeast District	None

Additional Information

Fiscal Note: Not Available

Information Source(s): International City/County Management Association and the Center for Public Safety Management - *An analysis of police department staffing: How many officers do you really need?*; Phyllis Parshall McDonald – *Managing Police Operations*

Analysis by: Samuel Johnson
Analysis Date: September 27, 2021

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**PUBLIC SAFETY AND
GOVERNMENT OPERATIONS
COMMITTEE**

AGENCY REPORTS

Shift Constants from 2012

The 'A' shift in each district is calculated based on the number of geographic posts in the District + 1 Wagon Officer (not including sergeants/OICs and lieutenants/SICs)

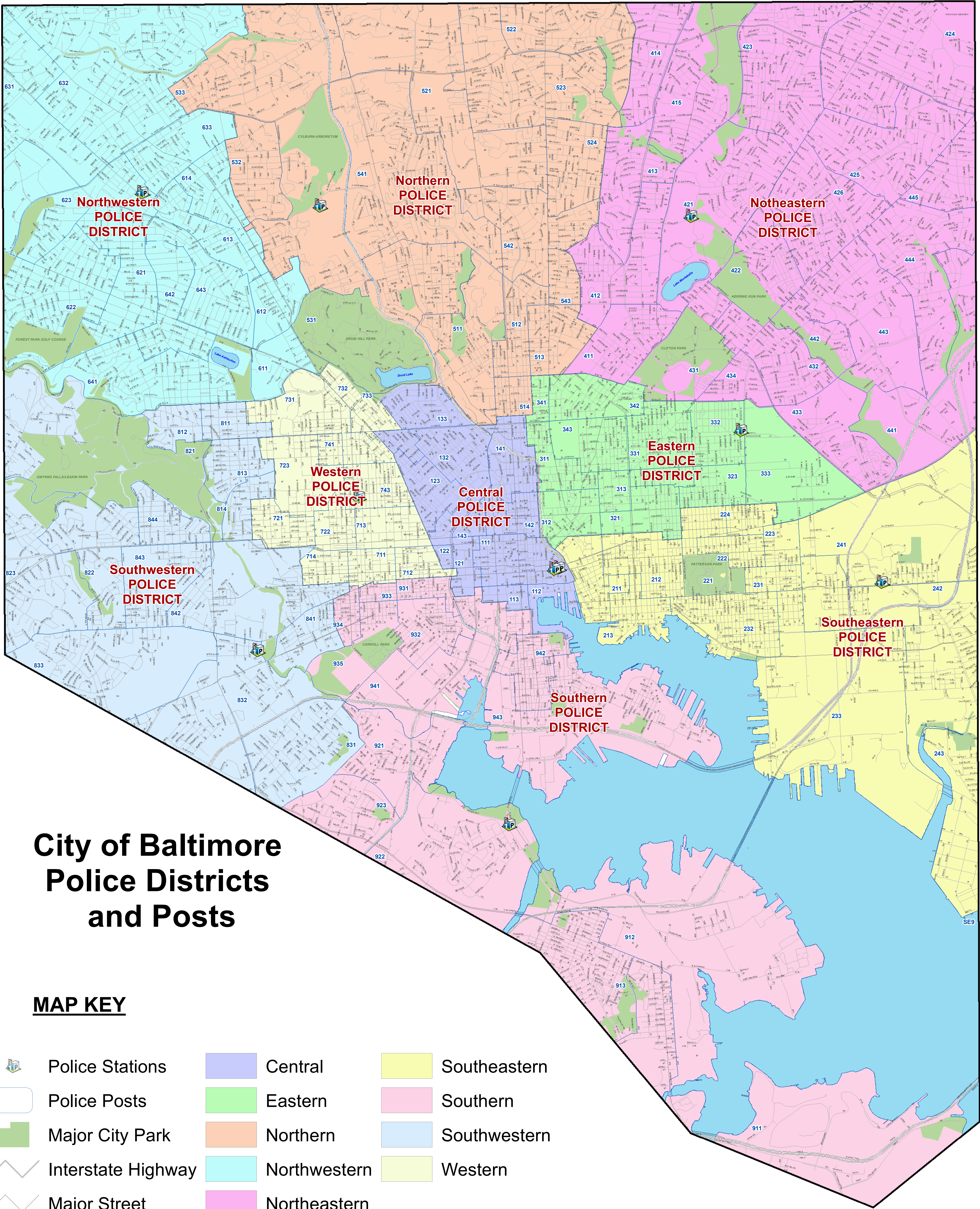
A Shift - Minimum Patrol Officers on Duty	
District	Minimum Number
Central	19
Southeastern	15
Eastern	15
Northeastern	19
Northern	18
Northwestern	17
Western	16
Southwestern	16
Southern	16

The 'B' shift in each district is calculated based on the number of geographic posts in the District + 2 Wagon Officers (not including sergeants/OICs and lieutenants/SICs)

B Shift - Minimum Patrol Officers on Duty	
District	Minimum Number
Central	20
Southeastern	16
Eastern	16
Northeastern	20
Northern	19
Northwestern	18
Western	17
Southwestern	17
Southern	17

The 'C' shift in each district is calculated based on the number of geographic posts in the District + 2 Wagon Officers (not including sergeants/OICs and lieutenants/SICs)

C Shift - Minimum Patrol Officers on Duty	
District	Minimum Number
Central	20
Southeastern	16
Eastern	16
Northeastern	20
Northern	19
Northwestern	18
Western	17
Southwestern	17
Southern	17



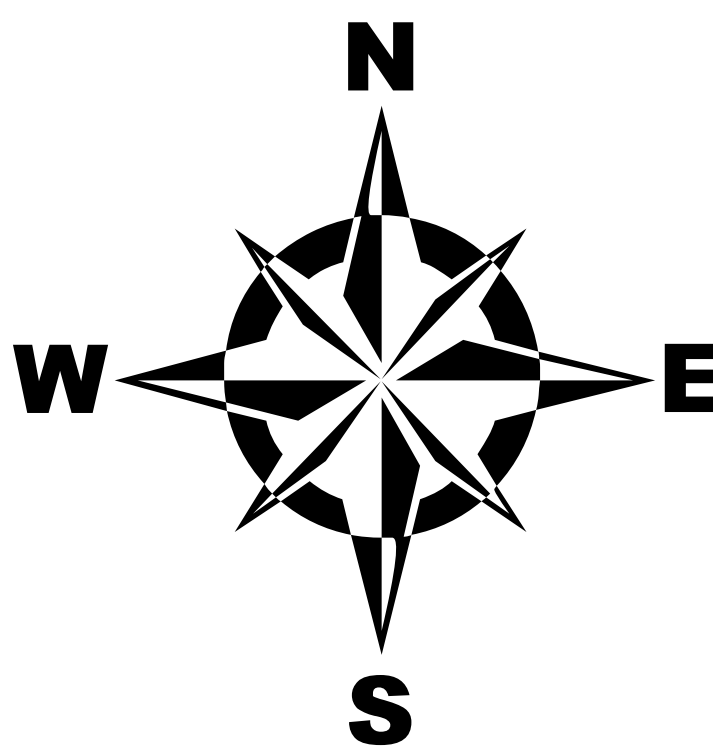
City of Baltimore Police Districts and Posts

MAP KEY

- | | | | | | |
|--|--------------------|--|--------------|--|--------------|
| | Police Stations | | Central | | Southeastern |
| | Police Posts | | Eastern | | Southern |
| | Major City Park | | Northern | | Southwestern |
| | Interstate Highway | | Northwestern | | Western |
| | Major Street | | Northeastern | | |
| | Tunnel | | | | |
| | Secondary Street | | | | |

0 0.5 1 2 3 Miles

0 1 2 3 Kilometers



MAYOR'S OFFICE OF
MOIT
INFORMATION
TECHNOLOGY
CITY OF BALTIMORE



April 2016

Effective: January 3, 2021

Shift Constants

1. The 'A' Shift in each district may be staffed with a minimum number of patrol officers (not including sergeants/OICs and lieutenants/SICs):

A Shift - Minimum Patrol Officers On Duty	
District	Minimum Number
Central	14
Southeast	14
Eastern	12
Northeast	16
Northern	12
Northwest	12
Western	12
Southwest	12
Southern	14

2. The 'B' Shift in each district may be staffed with a minimum number of patrol officers (not including sergeants/OICs and lieutenants/SICs):

B Shift - Minimum Patrol Officers On Duty	
District	Minimum Number
Central	15
Southeast	15
Eastern	14
Northeast	21
Northern	16
Northwest	15
Western	15
Southwest	16
Southern	16

3. The 'C' Shift in each district may be staffed with a minimum number of patrol officers (not including sergeants/OICs and lieutenants/SICs):

C Shift - Minimum Patrol Officers On Duty	
District	Minimum Number
Central	15
Southeast	15
Eastern	14
Northeast	22
Northern	16
Northwest	15
Western	15
Southwest	16
Southern	16

4. The B and C Shift minimum includes one prisoner transport van and one desk officer.
5. The A Shift minimum includes one prisoner transport van and one desk officer.