

# CHAPTER THREE: PUBLIC SAFETY

POLICE

## REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

### REVIEW

The Winston-Salem Police Department has achieved national accreditation. Of 17,000 local and state law enforcement agencies in the United States, only 500 or approximately 3% are accredited. After spending many hours reviewing materials and talking with both officer and non-sworn support staff, the committee recognized that the Winston-Salem Police Department staff is proud of their work. The Police Department has an open two-way communication system. Every employee we spoke with, regardless of rank, knew what was going on within the department. Overall the department has been very performance driven, open to improvements, and places a high priority on training

The Police Department review team conducted a thorough review of the Winston-Salem Police Department. The group was charged with evaluating the department's operations to determine if it is being operated efficiently. The review team's examination of the Police Department included, but was not limited to the following areas:

- Police Administration
- Patrol Response
- Crime Prevention
- Training/Recruitment
- Arrest and Processing (Detention Center, Winston-Salem Police Department, Forsyth County Sheriff's Office, and the Magistrate's Office Information (See Appendix A)
- Systems and Support
- Commendable Areas of the Winston-Salem Police Department
- Opportunities for Improvement

### MISSION STATEMENT

*The mission of the Winston-Salem Police Department is to protect life and property by providing exceptional municipal police services to our community partnership with the citizens of Winston-Salem.*

### INTERNAL GOAL SETTING

#### PROGRAM GOALS: POLICE ADMINISTRATION

- Maintain or increase Department clearance rates for Part I crimes
- Direct efforts to ensure delivery of professional law enforcement services to the community
- Continue use of "community oriented policing" in service delivery
- Successfully participate in an accreditation "on-site assessment"
- Increase number of evidentiary items released to owners and disposed of by courts

#### FY 1998-99 OBJECTIVES

- Increase implementation of Community Oriented Policing Strategies in every aspect of Police Department service delivery
- Reduce number of residential and business burglaries in Winston-Salem by 5%
- Reduce the number of auto thefts in each COPS sector by 5%
- Maintain policy and operations in compliance with applicable CALEA accreditation standards
- Seek to ensure a higher degree of local accountability and coordination among all law enforcement/criminal justice agencies operating within the City of Winston-Salem
- Develop efficiency performance measures for this program

#### PROGRAM GOALS: PATROL RESPONSE

- Maintain or increase bureau level clearance rates for Part I and Part II crimes
- Deploy patrol resources to deter crime and inspire public confidence to ensure a peaceful community environment
- Facilitate the safe and expeditious movement of vehicular and pedestrian traffic

- Direct efforts in service delivery to address youth vulnerability to criminal actions
- Provide directed efforts to reduce incidence of burglary occurrence in community

#### FY 1998-99 OBJECTIVES

- Focus the Police Department's prevention, intervention, and enforcement efforts during the "prime time for juvenile crime" hours, the after school hours from 2:00-8:00 p.m.
- Reduce the number of false alarms in each patrol sector by 20%
- Increase the community's awareness of "road rage" incidents through preventive education, media coverage and enforcement
- Intensify prevention and enforcement efforts to impact underage alcohol use and possession
- Target the illegal possession, use and sale of firearms in the city
- Maintain "hot spots" foot patrol coverage in areas prevalent to high crime occurrence
- Develop efficiency performance measures for this program

#### PROGRAM GOALS: CRIME PREVENTION

- Interact with the community to generate mutual understanding of crime prevention problems
- Develop new and innovate methods for deterring and solving crime
- Encourage voluntary compliance with laws and ordinances through educational and enforcement activities
- Educate young people in the local schools on methods to protect themselves from criminal justice system

#### FY 1998-99 OBJECTIVES

- Implement a research based program in conjunction with the National Institute of Justice, the US Attorney's Office, and Wake Forest University that identifies the top 50 "at-risk" youth and develop protective factors to divert or reduce the youth's propensity to commit crimes
- Fully implement the "Super Kids" program that has an evaluative component in conjunction with the Winston-Salem/Forsyth County Schools
- Increase community-police interaction in information sharing and exchange to expand the community's level of crime prevention methodology and target hardening knowledge
- Focus efforts to provide positive intervention with youth in efforts to increase their sense of self worth, divert them from involvement with substance abuse, and produce positive role models through mentoring in our BLET Training, Support Our Students, etc.
- Develop efficiency performance measures for this program

#### PROGRAM GOALS: CRIME SOLUTION

- Maintain Investigative Services Bureau clearance rates for Part I crimes
- Ensure the swift identification and apprehension of criminal offenders
- Track and target repeat offenders for increased prosecutorial attention and punishment
- Identify and target repeat juvenile offenders for increased intervention and prosecution, and to divert as many as possible "first contact" offenders from juvenile court
- Provide victim counseling referrals; keep victims advised of efforts, and court proceedings

#### FY 1998-99 OBJECTIVES

- Examine pawn shops city-wide and implement strategies that eliminate or reduce the pawning of stolen property
- Continue to track and analyze identified repeat offenders and habitual felons to ensure community safety
- Evaluate the Street Drug Enforcement Unit's impact on public safety
- Continue efforts to promote Domestic Violence prevention and intervention to reduce incidents of domestic violence related homicides and aggravated assaults
- Continue to identify and target repeat juvenile offenders increased intervention, diversion and prosecution
- Develop efficiency performance measures for this program

#### PROGRAM GOALS: DEVELOPMENT AND TRAINING

- Administer a quality training program for all permanent and reserve Department personnel

- Ensure compliance with NC Criminal Justice Education and Training Standards mandatory in-service law enforcement training for sworn and reserve officers
- Actively recruit qualified applicants for all Department positions
- Conduct thorough background investigations on applicants for Department positions
- Coordinate and administer a basic entry level law enforcement training program for newly appointed police officers
- Oversee the Law Enforcement Explorer Program

#### FY 1998-99 OBJECTIVES

- Implement a Cadet Program which feeds the pool of Department candidates
- Maintain levels of "high-risk" activities training for sworn personnel
- Begin development of a "career enhancement/counseling" program for each supervisory level of sworn and non-sworn ranks in the Department
- Fully implement F.A.T.S. training for both entry level and in-service sworn officers
- Continue efforts to recruit minority candidates for all Police Department vacant positions
- Develop efficiency performance measures for this program to include: average costs to successfully recruit an applicant, average cost per in-service training event, and average cost per recruit for basic entry level training

#### PROGRAM GOALS: INFORMATION SYSTEMS AND SUPPORT

- Administer and maintain the Police Department's computer network and associated infrastructure
- Manage documents and information necessary for the effective operation and administration of the Department
- Receive, interpret, classify and appropriately dispatch or re-route both emergency and non-emergency police and fire calls for service for investigative assignment and response
- Administer and maintain the Department's telephone system and associated infrastructure
- Administer, install and maintain the Department's mobile data terminals (MDT's) program in police vehicles

#### FY 1998-99 OBJECTIVES

- Implement a GIS mapping system that enhances the Police Department's ability to discern and target patterns which negatively impact the community's level of public safety
- Implement a new Records Management system that enhances the Police Department's ability to discern and target crime patterns and offenders
- Implement the "Jason" network (a juvenile information sharing system)
- Keep abreast of new law enforcement technology that can positively impact the Police Department's effectiveness and efficiency
- Develop effectiveness performance measures for this program to include the percentage of calls for service correctly dispatched; percentage of computer network downtime

#### OVERVIEW

The following report is based on the information available to this committee. The findings and recommendations are solely our opinions and based on information we personally received.

The police review team members began their analysis of the Winston-Salem Police Department by reviewing secondary research provided by the City. This included:

- Public Safety Financial Statements
- 1997-1998 Performance Reports and 1998-1999 Business Plan
- Benchmarking data from other North Carolina cities as well other similar cities across the nation
- 1999-2000 Capital Projects Plan
- General demographic information

In addition, we conducted our own research in cooperation with the City of Winston-Salem and the Winston-Salem

Police Department, and the research included the following:

- Toured the Public Safety Center and the Forsyth County Detention Center
- Conducted several ride-a-longs with Police Officers
- Conducted random interview with sworn and non-sworn employees during the ride-a-longs and facility tours
- Established an employee suggestion program; 28 responses were received
- Designed an employee survey that was distributed to 620 sworn and non-sworn Police Department employees; approximately 320 responses were received
- Interviewed select members of the Police Command Staff, including the following: Chief Linda Davis, Assistant Chief David Walker, Assistant Chief Mike McCoy, three randomly selected Captains, and three randomly selected Lieutenants
- Sponsored two moderated discussion group sessions composed of randomly selected employees from the Police Department. The Groups were classified based on sworn and non-sworn status. Ten employees attended the non-sworn session, and six employees attended the sworn session
- Met with Chief Dennis Nowicki (Charlotte-Mecklenburg Police Department) and Retired Chief Vic Orr (former Mecklenburg County Police Department) to address issues concerning consolidated services
- Conducted Public Hearing at Lawrence Joel Veterans Memorial Coliseum; 61 citizens attended
- Reviewed the results of the citizen satisfaction survey conducted by CB&A Research. Telephone interviews with 602 Winston-Salem residents were conducted. The survey sample was representative of the age, gender, and racial make-up of the City

#### BENCHMARKING

This committee reviewed information collected from the following Police Department in North Carolina: Asheville, Cary, Durham, Greensboro, and Wilmington. The Durham, Greensboro, and Raleigh Police Departments are similar to Winston-Salem's Police Department in size, population, number of officers, and services provided.

The following information was provided from the North Carolina Institute of Government. The following numbers are based on fiscal year 1997-1998.

	<b>Durham</b>	<b>Greensboro</b>	<b>Raleigh</b>	<b>Winston-Salem</b>
Total number of Calls	301,530	210,487	285,871	150,728
Number of dispatched calls	280,663	198,046	285,871	150,728
Number of Part I crimes reported-Total	16,869	17,542	18,745	17,408
Against Persons	1,828	2,131	2,208	2,059
Against Property	15,042	15,411	16,537	15,249
Incident-based reporting used?	No	No	No	No
Community Policing	Yes	Yes	Yes	Yes
Number of sworn patrol officers	252	330	489	337
Land area-square miles	78.447	107.1	105.078	106.0
Density per square mile	1,904	1,885	2,476	1,621
Number of dispatched calls per sworn patrol officer	1,114	600	585	447
Reported crimes/sworn officer	67	53	38	52
Sworn patrol officer per density	7.6	5.7	5.1	4.8

In our comparisons of departments of similar size and populations including Durham, Greensboro, and Raleigh, we discovered that Winston-Salem has three specialized units that the others do not. Those units are SuperKids, Adult/Juvenile Repeat Offender Units, and the LEAP Academy. Winston-Salem also has a police cadet program and a scholarship program. Other departments do not offer either of these programs. In addition, we also discovered that the Winston-Salem Police Department has one of the most active Crime Prevention units in the state.

The Durham Police Department has a Hispanic Outreach Team and Greensboro has their own forensics lab. Winston-Salem has neither.

The survey data reported above suggest that the Winston-Salem Police Department has the lowest ratio of sworn patrol officers per dispatched call and per density. These data might suggest that the Winston-Salem Police Department is overstaffed relative to Durham, Greensboro, and Raleigh. However, the total reported crimes per sworn patrol officer places Raleigh with the fewest crimes per officer (38). Winston-Salem and Greensboro are virtually the same (53 for Greensboro and 52 for Winston-Salem) and Durham with the highest number of crimes per sworn officer (67).

The committee agreed with the philosophy of the Winston-Salem Police Department that all calls should be dispatched. While more officers may be required to deliver this level of service, the committee believed that the community would be supportive of this philosophy. Generally speaking, the committee agreed that the statistics were interesting, but felt strongly that it was difficult to assign a number to the degree of public safety desired by Winston-Salem citizens.

## RECOMMENDATIONS

Findings and recommendations for improvement in the areas of police administration, patrol response, crime prevention, training/recruitment, and information systems, and support.

### POLICE ADMINISTRATION

#### FINDING

Considerable duplication exists between the Sheriff's Department and the Police Department.

#### RECOMMENDATION

A joint committee appointed by the Board of Alderman and the county Commissioners should initiate a study of the advantages of a complete merger of the Sheriff's Department and the Winston-Salem Police Department. While this study is being conducted, the first recommendations listed under (4) Training/Recruitment and (5) Information Systems and support should be pursued.

#### FINDING

It was not apparent why sworn officers perform some support functions, e.g., property management, crime scene identification, and some administrative functions.

#### RECOMMENDATION

Review current staffing to determine if any positions currently filled by sworn personnel could be filled by non-sworn personnel. Review non-sworn personnel responsibilities, opportunities for growth, compensation, and benefits.

#### FINDING

The Police Department commits significant revenues in policing special events, which include the Dixie Classic Fair, Lawrence Joel Coliseum, Groves Stadium, foot races/walks, parades, Convention Center, rallies and Easter sunrise service. The Police Department estimates approximately \$300,326.16 of expenses were absorbed by the

department for these events in 1997, \$256,526.57 in 1998, and \$78,126.22 in 1999 for an approximate three-year total of \$646,978.84.

#### RECOMMENDATION

The Board of Aldermen should consider the possibility of requiring that special events that require police services be paid for by the event organizers. This committee found Winston-Salem to be the only city providing these services at no cost.

#### FINDING

Media coverage of the Police Department and the Board of Aldermen is not always positive.

#### RECOMMENDATION

The department should employ a public relations person to try to create a bridge between the department, the media, and the Board of Aldermen.

#### FINDING

The new salary schedule approved for police officers has apparent inequities (e.g., an officer with eight years in the department and one year at the rank of sergeant now earns approximately the same salary as an officer with 20 years of experience and eight years at the rank of sergeant). Officers who must be "on call" are not compensated.

#### RECOMMENDATION

Review the impact of the salary and evaluate internal equity. A compensation rate should be determined to pay officers who must be "on call."

#### FINDING

While the vehicle take-home program appears to improve morale and potentially lengthen the replacement cycle (due to better care provided by officers), the requirement that all cars must be parked in the city has negatively impacted morale and increased vandalism on the cars.

#### RECOMMENDATION

Allow officers living inside Forsyth County to take their vehicles home.

#### PATROL RESPONSE

#### FINDING

Police officers spend considerable time investigating routine traffic accidents.

#### RECOMMENDATION

Consider creating a division in the Police Department of non-sworn personnel to investigate routine traffic accidents. When not working an accident scene, these personnel could be used issuing parking citations for handicap zones, fire lanes, and loading or timed zones in all areas not covered by the Department of Transportation.

#### CRIME PREVENTION

#### FINDING

Duplication of services from the Sheriff's Office and the Police Department in the school system.

#### RECOMMENDATION

SuperKids and school resource officers should work together toward one collaborative effort in educating the students of Winston-Salem/Forsyth County.

#### TRAINING/RECRUITMENT

#### FINDING

The Sheriff's Department, the Winston-Salem Police Department, and both City and County Fire Departments should jointly develop training facilities for various future training needs.

#### RECOMMENDATION

The City and County should build a joint training facility for all Police, Fire and Emergency Management operations. Included should be classrooms, firing range, driving range, and fire tower. This facility should be independently managed so as to maintain objectivity.

#### FINDING

The police officers vacancy rate is close to 5.9%. The vacancy rate for non-sworn officers is 16%. The attrition rate for both sworn and non-sworn staff in 1999 was 4%. This tends to support the perception that the Police Department values their sworn personnel over their non-sworn personnel. The Winston-Salem Police Department currently allocates 145 non-sworn positions, leaving a total of 16 vacant positions. The department is allocated 475 sworn positions, leaving a total of 33 vacant positions.

#### RECOMMENDATION

The Police Department must work on improving incentives to retain seasoned officers. The initiatives must focus on recruitment of sworn and non-sworn personnel, with incentives, benefits, and higher salaries for non-sworn personnel.

Develop a high school course in public safety to be taught at the Career Center.

Expand the cadet program. Train the student/employees in all facets of police work, but expand their work process throughout city government. Since officers work with many city departments, prospective officers could experience other city operations first-hand.

Create a week long police-recruitment seminar each summer (may be offered two or three times if successful), inviting college students interested in public safety work. If extra slots are available, they could be used as a recruitment tool to local residents.

#### INFORMATION SYSTEMS AND SUPPORT

#### FINDING

The emergency response/communications and dispatching functions are duplicated between the Sheriff's Department and the Police Department. Police dispatchers are not trained to dispatch ambulances. The communications equipment is not state-of-the-art.

#### RECOMMENDATION

A joint city/county-wide communications and computer data system should be purchased. All law enforcement communications functions should be consolidated and all fire and emergency management systems communications should be consolidated.

#### FINDING

The Winston-Salem Police Department and the Forsyth County Sheriff' Office currently utilize non-compatible computer equipment.

#### RECOMMENDATION

That the city and county Management Information Services determine the feasibility of both agencies using the same wide area network (WAN).

#### ARRESTING AND PROCESSING PROCEDURES

The Citizens review Committee requested the Office of Organizational Effectiveness review the arrestee processing procedures. See the attached report.

EMPLOYEE PERCEPTIONS
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The following is a summary of information that was gathered from employees of the Winston-Salem Police Department. Information was gathered via interviews with command staff personnel, sworn and non-sworn members. These are the opinions and responses of those interviewed.

#### COMMENDABLE AREAS OF THE WINSTON-SALEM POLICE DEPARTMENT

1. Police Department is professionally run.
2. Police Department has received national accreditation.
3. Community policing philosophy
4. Juvenile and adult repeat offender unit commitment to operate
5. Law Enforcement Family Scholarship program
6. Cadet program
7. SuperKids, School Resource Officers, Winston-Salem/Forsyth County School System working as a team
8. Take home car program
9. Training opportunities
10. Open communications
11. LEAP Academy
12. Hiring standards remain high.
13. Availability of modern equipment
14. High standards and expectations
15. Crime prevention

#### OPPORTUNITIES FOR IMPROVEMENT

1. Hiring practices (vacant positions—priority given to filling sworn versus non-sworn positions)
2. Retention of all employees (administration does not have a plan for retaining seasoned officers)
3. Salary (overall is not competitive with other law enforcement agencies; salaries of non-sworn personnel are particularly low)
4. Promotions (process is too slow)
5. Unequal treatment (sworn versus non-sworn)
6. Manpower utilization (too many specialized units)
7. Telecommunication unit should be utilized more; officers are currently responding to non-police related calls.
8. A centrally located training facility is needed.
9. Communications (up-graded equipment)
10. Benefits (sworn versus non-sworn, not equal)
11. Creation of a non-sworn personnel division (review staffing positions, use non-sworn personnel for positions)
12. Review reimbursement policy.
13. Credit Union membership (non-sworn staff cannot join the Credit Union)
14. Initiate annual organizational climate surveys; make the information available.
15. Sworn vacancies are filled at a higher rate than non-sworn.

Additional Police Department Survey information can be found in the Summary as Exhibit H.

#### EXHIBITS

- A. Arrestee Processing
- B. Law Enforcement Accreditation
- C. Recruiting statistics for the Winston-Salem Police Department—the cost of one recruitment class
- D. Special Event Survey
- E. Special Events Coverage Costs
- F. Vacancy Rate Comparison
- G. Attrition Rate Comparison
- H. Police Department Survey Summary

# Arrestee Processing



**Prepared for**  
**Citizen Efficiency Review Committee**  
**Public Safety Review Team/Police Subcommittee**

**Prepared by**  
**The Office of Organizational Effectiveness**

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## **INTRODUCTION**

The Police Subcommittee of the Public Safety Review Team requested that the Office of Organizational Effectiveness perform an analysis of arrestee processing. The objectives of this study were as follows:

- ▶ Review the work methods and procedures for processing arrestees
- ▶ Identify barriers that impact processing time
- ▶ Analyze the work flow

The Office of Organizational Effectiveness directly observed the Police Identification Staff for thirty-two hours during the Memorial Day weekend. Direct observations were also made in the Warrant Squad and the Magistrate's Offices. Staff interviewed the Jail Administrator for the Forsyth County Sheriff's Department.

The following sections summarize key findings for the Police Department, Sheriff's Department and the Magistrate's Office. The corresponding recommendation is listed below each finding.

## **WINSTON-SALEM POLICE DEPARTMENT**

### **Findings**

#### **Identification Division**

- ▶ Staff is performing duplicate data entry into three different systems: Pistol 2000, Photo Scan ,and the Live Scan Fingerprinting System
  - Determine if systems can interface to eliminate duplicate data entry
- ▶ Both the Sheriff's and Police Departments are photographing arrestees
  - Use a single system to capture photo images
- ▶ ID personnel are having difficulty locating and interpreting information in the Pistol 2000 System
  - Provide Pistol 2000 training for ID personnel
- ▶ Staff has not received adequate training on the Live Scan System
  - Provide ID personnel with training on the Live Scan Machine
- ▶ Breathalyzer tests are time consuming
  - Certify police officers to become breathalyzer operators
- ▶ Notary certifications for ID staff have expired
  - Renew notary certifications of ID personnel

## **ARRESTEE PROCESSING**

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- ▶ The scheduling of Tact Squad Officers at the Law Enforcement and Detention Center does not always allow for sufficient staffing during busy times
  - Adjust work schedules of tact officers to meet demand at detention center
- ▶ Reassigning staff when ID personnel are backlogged in the field leads to staffing shortages at the LEDC
  - Perform a staffing analysis in the ID Division
- ▶ ID Supervisor does not receive prior notification of special assignments
  - Field personnel should Inform ID Supervisor of special operations
- ▶ There is one PC in the processing area that must be shared by two individuals
  - Install an additional PC in the ID processing area
- ▶ Due to the layout and limited space in the processing area, staff is constantly walking between adjacent rooms to search for information

### **Warrant Squad Division**

- ▶ The operational hours of the Warrant Squad Office at the detention center does not meet the needs of the field personnel on evening and midnight shifts
  - Extend operational hours of Warrant Squad personnel at LEDC
- ▶ Staff has not received adequate software training
  - Provide software training for Warrant Squad staff
- ▶ Staff does not have access to DCI and NCIC from their PCs
  - Provide staff with access to DCI and NCIC from their PCs

## **FORSYTH COUNTY SHERIFF'S DEPARTMENT**

### **Findings**

- ▶ Intake personnel are frequently finding weapons and contraband on arrestees
  - Work with arresting agencies to address this issue
- ▶ Both the Sheriff's and the Police Departments are photographing arrestees
  - Use a single system to capture photo images
- ▶ The Sheriff's Department does not have the ability to query the Police Department's system to check outstanding legal documents
  - Meet with Police Department to discuss accessibility to Police system

**MAGISTRATE'S OFFICE**

**Findings**

- ▶ Office is not adequately staffed during busy times
  - Perform a workload and staffing analysis of the magistrates
- ▶ Additional duties of magistrates impact arrestee processing time
  - Perform a workload and staffing analysis of the magistrates
- ▶ Staff is completing majority of work manually
  - Automate processes and include the Police and Sheriff's Departments in technological decisions

## ***ARRESTEE PROCESSING***

### ***OVERVIEW***

Arrestee processing involves the Winston-Salem Police Department, the Forsyth County Sheriff's Department and the North Carolina Magistrate's Office. Prior to the construction of the new Forsyth County Law Enforcement Detention Center (LEDC), the Police and Sheriff's Departments processed arrestees. The Police Department processed arrestees at the Public Safety Center, the Sheriff's Department processed arrestees at the former Detention Center and the magistrates conducted probable cause and bond hearings at the Hall of Justice. Officers were required to travel to two or more locations to process an arrestee. The arrestee processing functions were centralized after the construction of the new detention center. This new facility contains the Magistrate's Office, Warrant Squad Office, Police Identification office and a breathalyzer area. The Police and Sheriff's Departments no longer share the dual responsibility of processing arrestees. The Police Department is now responsible for processing all individuals who are arrested by law enforcement agencies in Forsyth County. A flow chart of the arrestee process is shown on pages 23-27 in the Appendix.

Prior to 1997, the Police Identification Division only fingerprinted individuals who were charged with felonies. Individuals were photographed for one of the following reasons: if there wasn't a recent photograph on file, if the arrestee's appearance had changed significantly or if there wasn't an existing photograph on file. In January 1997 the Police Department modified their procedures. Presently, the ID staff is fingerprinting individuals who are charged with misdemeanors and felonies. They are also photographing individuals each time they are arrested. These changes were made in an effort to increase the amount of information the Police Department has on potential suspects. Although these changes have impacted the processing time, the additional data has been extremely beneficial to the Police Department.

Table 1 is a summary of the data recorded on the Police ID log sheets during the Memorial Day weekend. A more detailed listing of the data is shown on pages 20-22 in the Appendix. Elapsed time refers to the amount of time between the officer's arrival and the time the officer enters the ID area. During the elapsed time the magistrates conduct probable cause hearings and officers complete arrest sheets and ID checks to see if there are existing records on file for arrestees. The average elapsed time for the midnight shift on Friday night was exceptionally high. This was attributed to an arrestee who took four hours to process. This individual was very uncooperative and had to be transported to Forsyth Hospital to be examined before returning to the LEDC to be processed by the ID staff. During evening and midnight shifts the officers waited approximately 1-1 ½ hours to be processed by ID personnel. Once arrestees reached the ID area it took approximately 20 minutes for them to be processed. However, during day shift, the average wait time was approximately 40 minutes with an 11 minute processing time.

**ARRESTEE PROCESSING**

**OVERVIEW**

This data indicates that this can be a lengthy process, particularly during evening and midnight shifts. This data does not include the time between the ID process and the bond hearing or the period between the bond hearing and admittance into the Intake area. These delays prolong the process further.

<b>ARRESTEES PROCESSED (Memorial Day Weekend)</b>			
	<b>Number of Arrestees Processed</b>	<b>Average Elapsed Time (Minutes)</b>	<b>Average Time in ID (Minutes)</b>
<b>Day Shift</b>			
Friday	5	28	10
Saturday	1	55	12
<b>Average</b>		<b>42</b>	<b>11</b>
<b>Evening Shift</b>			
Friday	8	80	18
Saturday	9	55	21
<b>Average</b>		<b>68</b>	<b>20</b>
<b>Midnight Shift</b>			
Friday	11	130	19
Saturday	8	74	16
<b>Average</b>		<b>102</b>	<b>18</b>
<b>Notes:</b> 1. Data obtained from the Police Identification's arrestee log sheets 2. This data does not include breathalyzers that were administered by ID staff. 3. Direct observations were made on evening and midnight shifts			
<b>Table 1</b>			

Listed below are general findings that pertain to the overall arrestee processing procedures.

- ▶ Law enforcement officers were courteous and professional

The law enforcement officers were extremely respectful and courteous to the arrestees and staff. They exhibited an exceptional degree of professionalism under very challenging circumstances.

## ***ARRESTEE PROCESSING***

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### ***OVERVIEW***

- ▶ Computer systems are not integrated within each area or among the various agencies.

The Police Identification Division records data into three different systems: Pistol 2000 software system keeps track of arrestee data, the Photo Scan System is the photo imaging software and the Live Scan System is used to fingerprint arrestees. None of these systems interfaces, therefore staff is performing duplicate data entry. The Sheriff's Department is using the Spillman software to track arrestee data and capture electronic images of arrestees. Most of the work performed by the Magistrate's Office is done manually. Currently, the magistrates are manually completing forms or using a typewriter. However, they plan to automate their processes by mid September.

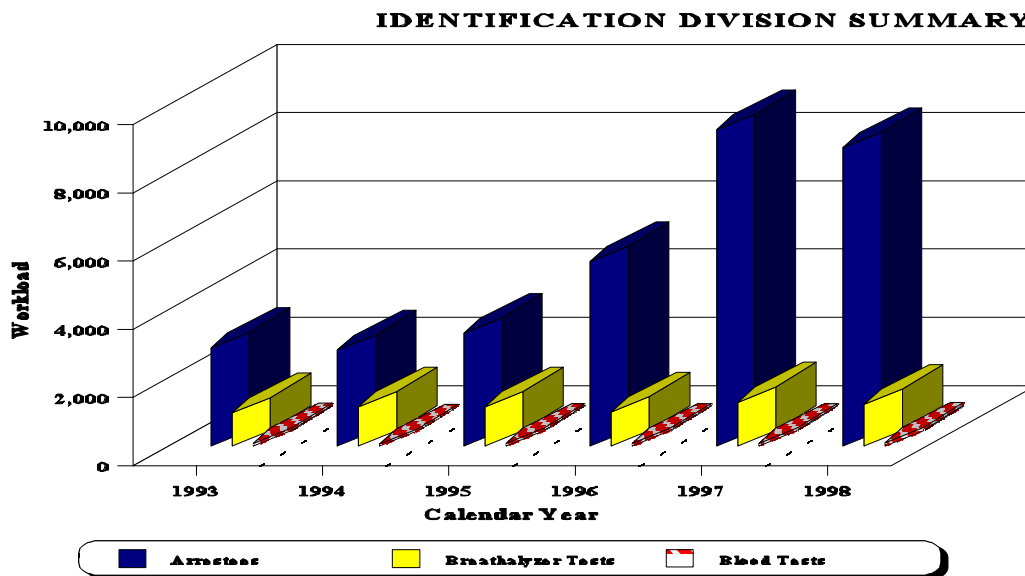
- ▶ Staffing in the Magistrate's Office is not adequate to handle the workload

The magistrates are responsible for conducting probable cause and bond hearings, assisting individuals in the public lobby, answering incoming calls and searching for legal documents. During observations, they were unable to perform all of these duties without getting backlogged. This created delays for the Police and Sheriff's Departments. Also there were periods of approximately 2-3 hours on Friday and Saturday nights when there was one magistrate working. The maximum number of magistrates who worked during a shift was two. Currently there are two vacant positions in the Magistrate's Office.

The Police Identification Division (ID) is primarily responsible for processing crime scenes, administering breathalyzers, processing arrestees and performing other fingerprint related tests and analyses. This division includes one supervisor who works day shift and five squads that work a weekly rotating schedule. Each squad consists of the following personnel: one Senior Crime Scene Technician (Squad Supervisor), three Crime Scene Technicians and one Prisoner Processing Technician (PPT).

The Prisoner Processing Technician and a Crime Scene Technician are assigned to the Law Enforcement Detention Center (LEDC). The Crime Scene Technicians rotate on a weekly basis to process arrestees at the LEDC.

Figure 1 is a graph of the workload for the ID division for the past six years. From 1993 through 1995, when the ID staff primarily processed arrestees for Winston-Salem Police Officers, the number of arrestees processed was relatively constant. Between 1995 and 1996, when the staff began processing arrestees for all law enforcement agencies in Forsyth County, the number of arrestees processed increased from 3,292 to 5,391. There was an 80 percent increase between 1996 and 1997. This number dropped slightly in 1998. The number of arrestees being processed by the ID staff has tripled between 1995 and 1998, while the number of breathalyzer and blood tests have slightly increased.



<b>WORKLOAD SUMMARY</b>						
	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
Arrestees Processed	2863	2796	3292	5391	9264	8730
Breathalyzer Tests	956	1134	1128	982	1269	1205
Blood Tests	69	45	64	68	65	89

**Table 2**

**Findings**

- The Prisoner Processing Technicians and the Crime Scene Technicians are extremely knowledgeable of their jobs. Staff worked well together and they were very polite and courteous to the arrestees.

- Due to the layout and limited space in the processing area, staff is constantly walking between adjacent rooms to search for information.

The files containing the fingerprint cards are in a room adjacent to the processing area. Therefore, staff is constantly walking back and forth between these two areas to search for files.

- Reassigning staff when ID personnel are backlogged in the field leads to staffing shortages at the LEDC

During observations on midnight shift, there were two homicides. One of the Crime Scene Technicians working at the LEDC was asked to assist the ID field personnel. This left one technician to process arrestees.

- Breathalyzer tests are time consuming

When officers request a breathalyzer operator, a technician must go to the breathalyzer area to administer the test which leaves only one person to process arrestees. On the average it takes approximately 30-45 minutes to complete a test. This is a major concern when there is only one individual processing arrestees and the staff receives a breathalyzer request.

- Both the Sheriff's Department and the Police Department are photographing arrestees

ID personnel photograph arrestees and the Sheriff's Department photograph the same arrestee once they have been admitted into the Intake facility.

- Notary certifications for ID staff have expired and this has impacted processing time

When a breathalyzer test is administered, the affidavit must be notarized. Since the staff is no longer certified, they must swear to the affidavit in front of the magistrate. This impacts processing time, particularly if the magistrate is backlogged. There are instances when the breathalyzer operators are subpoenaed to court. If staff is subpoenaed on one of their days off, the department pays the individual overtime.

- There is only one PC in the processing area that is shared by two individuals

**Findings**

- ❑ *The scheduling of Tact Squad Officers at the LEDC does not always correspond with the need*

During observations on Friday evening, there were two Tact Squad officers assigned to relieve officers at the LEDC during the evening and part of the midnight shifts. There were no tact squad officers assigned to the LEDC the following Saturday on evening and midnight shifts when the workload was extremely heavy.

- ❑ *Prior to the Pistol 2000 System, arrestee data was tracked in the Master Name System. Staff began using Pistol 2000 early this year. Since that time, staff has experienced the following:*
  1. During observations, there were instances when staff would search the Pistol 2000 System for an individual and not locate that person, but they would locate the same individual in the Master Name System.
  2. Staff has difficulty interpreting the fingerprint classifications because Pistol 2000 does not line up the Henry classification correctly.
  3. Fingerprints are filed based on the Henry classification. When staff checks the system to see if an arrestee has been previously processed by Winston-Salem, they will look up the Henry classification for that particular individual. However, there were instances when the Henry classification was not included with the arrestee's record in the Pistol 2000 System, but it was included in the Master Name System.
  4. Staff has not received training on the Pistol 2000 System.
- ❑ *Staff has not received adequate training on the Live Scan System*

Staff is unfamiliar with the various modules of the Live Scan System, and they do not know the system capabilities.
- ❑ *The ID Supervisor does not receive prior notice of special assignments such as DWI and sting operations so he can make the necessary staffing adjustments.*

**Areas for Consideration**

- Staff should continue working as a team and exhibiting the high degree of professionalism.
- A staffing analysis should be done in the ID Division to determine if the current staffing level is adequate to meet the workload.
- Certify Police officers to administer breathalyzer tests. The Highway Patrol and certain officers in the Sheriff's Department are certified to administer their own breathalyzer tests.
- Renew notary certifications of ID personnel.
- Purchase an additional PC for police officers to use at the LEDC. This will allow them to print photographs and obtain additional data that is frequently requested of ID staff.
- Install an additional PC for the ID processing area. This will allow the Prisoner Processing and Crime Scene Technicians to perform data entry simultaneously.
- The ID division should meet with the Information Systems and Support Division to address the problems staff is experiencing with the Pistol 2000 software.
- Provide Pistol 2000 training for the ID staff.
- Police Personnel should inform ID Supervisor whenever possible so he can schedule additional resources at the LEDC.
- Install additional phone lines in the ID processing area.

**ARRESTEE PROCESSING**

**WARRANT SQUAD DIVISION**

The Warrant Squad Division’s primary responsibility is to serve legal documents, which include: Warrant for Arrest (WFA), Order for Arrest (OFA), Notice of Hearings, Subpoenas and Criminal Summons(CS). The following table lists staff responsibilities.

<b>WARRANT SQUAD</b>	
<b>Personnel</b>	<b>Duties/Responsibilities</b>
4-Officers	Serve legal documents in the field
2-Officers (assigned to LEDC)	Serve legal documents, assist public and other administrative duties
1-Officer	Serves subpoenas in the field
1-Office Assistant	Handles telephone subpoenas and other administrative duties
1-Sergeant	Oversees staff

**Table 1**

The Warrant Squad’s hours of operation are Monday through Friday from 7:30 a.m. until 4:30 p.m. LEDC is staffed from 8:00 a.m. until 4:10 p.m. Security is provided at the front desk until 5:30 p.m. A flow chart of the procedures followed when serving legal documents is shown on pages 28-29 in the Appendix.

**Findings**

- Staff has not received adequate software training*

The officers at the LEDC were unaware that they had the capability to access the county’s system to check for legal documents. After conducting research, they realized that they could access the county’s system.

- Staff no longer has access to DCI and NCIC from their PCs*

Staff at the LEDC no longer has the capability to run DCI and NCIC queries from their PCs. A Mobile Data Terminal has been installed at the LEDC office. Currently, staff is sharing this machine.

- The operational hours of the Warrant Squad Office at the LEDC does not meet the needs of the field personnel on evening and midnight shifts*

***ARRESTEE PROCESSING***

***WARRANT SQUAD DIVISION***

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The Warrant Squad Staff is at the LEDC from 8:00 a.m. until 4:10 p.m. After hours and on weekends, field personnel must contact either the Records Division or the Magistrate's Office to locate legal documents. This creates a delay because, in many instances, the arresting officer must wait until another officer is available to pick up the document(s) at the Records Division. There could also be a delay if the document is located in the Magistrate's Office and the magistrates are backlogged.

**Areas for Consideration**

- Provide staff with software training
- Provide officers with access to DCI and NCIC from each of their PCs
- Extend the operational hours of the Warrant Squad Office at the LEDC.

**ARRESTEE PROCESSING**  
**SHERIFF'S DEPARTMENT**

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The Forsyth County Law Enforcement Detention Center has the capacity to accommodate 1,016 inmates. This facility houses individuals arrested by local law enforcement agencies, in addition to inmates for the Federal Government and the U.S. Marshals. On the average, there are approximately 700-730 inmates in this facility at any given time; of these, 18-22 percent are women.

Prisoners are processed in the Intake area before they are taken to the housing unit. This area contains a Medical/Dental area and Inmate Services section, as well as administrative areas. Four teams, that work 12 hour rotating shifts, are assigned to this area. Each team consists of the following personnel:

- 1- Sergeant
- 2- Intake Officers (one male officer and one female officer)
- 1- Corporal
- 1- Intake Control Center Officer

A flow chart of the intake process is shown on page 26 in the Appendix. According to the Jail Administrator, it takes approximately 45 minutes to one hour to process a prisoner once he or she has been admitted into the Intake Area.

**Findings**

- The Sheriff's Department does not have the ability to query the Pistol 2000 system to check outstanding papers in the Police Department's possession*

- The Sheriff's Department and the Police Department are photographing arrestees*

The Police Department and the Sheriff's Department are using separate software packages to record images of arrestees. The Sheriff's Department is using the Spillman Software to keep track of arrestee data and record photo images of inmates. The Police Department uses the Photo Scan software to record images of arrestees and the Pistol 2000 software to keep track of arrestee data.

- Arresting officers are not searching arrestees thoroughly*

Intake staff is frequently locating weapons and drugs when searching individuals. Staff estimates that this occurs at least once every 24 hours.

- Staffing shortages in the Magistrate's Office create delays for Intake staff*

**Areas for Consideration**

- The Police and Sheriff's Department should discuss ways to integrate systems and share data.
- The Sheriff's Department should meet with the various law enforcement agencies to discuss the weapons and contraband staff is finding when arrestees are admitted into the Intake area. These agencies should work with the Sheriff's Department in implementing policies and procedures to address this issue.
- An analysis of the processes and procedures followed by the Sheriff's Department should be performed to determine if there are changes that can be made to improve the efficiency of their operations.

***ARRESTEE PROCESSING***

***MAGISTRATE'S OFFICE***

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The Magistrate's Office is staffed twenty-four hours a day, seven days a week. First shift work hours are 8:00 a.m. until 4:00 p.m., second shift hours are 4:00 p.m. until 12:00 a.m. and third shift hours are 12:00 a.m. until 8:00 a.m. There are fifteen magistrates appointed to this office. Two magistrates are assigned to each shift. The magistrates work on a seven days on and seven days off work schedule.

The duties of this office include the following:

1. Conduct probable cause and bond hearings
2. Issue warrants for arrests and criminal summons
3. Search for legal documents
4. Assist individuals in the public lobby

**Findings**

- Office is not adequately staffed*

Currently there are two vacancies in the Magistrate's Office. This office has requested additional personnel. However, approval has not been granted. During the Memorial Day weekend, there were periods of approximately 2-3 hours on Friday and Saturday nights when there was only one magistrate working. The Magistrate's Office became backlogged very quickly.

- Majority of work completed by staff is done manually*

The staff is manually completing forms and typing legal documents such as Warrants For Arrests and Orders For Arrest on typewriters. The Magistrate's Office plans to automate their process this Fall. By mid-September two PCs will be installed and the staff will begin training on their new software system.

- Additional duties of magistrates impact arrestee processing time*

It is extremely difficult for the magistrates to perform all of their duties without getting backlogged, especially busy times.

**Areas for Consideration**

- A workload and staffing analysis should be done in the Magistrate's Office to determine the staffing level needed to meet the workload demands.
- The Magistrate's Office should include the Police and Sheriff's Departments in their technology decisions to ensure that these agencies will be able to electronically access needed data.
- Hire part-time law students to work in the Magistrate's Office. These individuals could search for legal documents and answer incoming calls.

**IDENTIFICATION DIVISION DAY SHIFT**  
**Friday May 28 (6:30 a.m. until 1:30 p.m.)**

Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	ID Division		
					Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	WSPD	1045	-	15	1100	1110	10
2	WSPD	1130	-	25	1155	1205	10
3	WSPD	1130	1	40	1210	1217	7
4	WSPD	1150	2	40	1230	1240	10
5	FCSO	1315	-	20	1335	1350	15
<b>Average</b>				<b>28</b>			<b>10</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. FCSO- Forsyth County Sheriff's Office
3. WSPD- Winston-Salem Police Department
4. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.

**IDENTIFICATION DIVISION EVENING SHIFT**  
**Friday May 28 (2:30 p.m. until 10:30 p.m.)**

Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	ID Division		
					Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	WSPD	1518	-	57	1615	1634	19
2	FCSO	1700	-	20	1720	1733	13
3	WSPD	1744	-	6	1750	1810	20
4	FCSO	1850	-	50	1940	2000	20
5	WSPD	1956	1	34	2030	2044	14
6	WSPD	2010	1	135	2225	2241	16
7	WSPD	2013	2	147	2240	2250	10
8	WSPD	2030	3	190	2340	0010	30
<b>Average</b>				<b>80</b>			<b>18</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. FCSO- Forsyth County Sheriff's Office
3. WSPD- Winston-Salem Police Department
4. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.

**IDENTIFICATION DIVISION MIDNIGHT SHIFT**  
**Friday May 28 (10:30 p.m. until 6:30 a.m.)**

					ID Division		
Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	WSPD	2140	3	120	2340	0000	20
2	WSPD	2150	4	139	0009	0020	11
3	WSPD	2225	5	130	0035	0046	11
4	*WSPD	2337	5	278	0415	0435	20
5	WSPD	2325	4	100	0105	0125	20
6	WSPD	0046	1	74	0200	0225	25
7	WSPD	0046	2	114	0240	0300	20
8	WSPD	0046	3	179	0345	0400	15
9	WSPD	0140	2	85	0305	0325	20
10	WSPD	0305	2	110	0455	0525	30
11	WSPD	0407	2	98	0545	0605	20
<b>Average</b>				<b>130</b>			<b>19</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. \*\* Arrestee was extremely uncooperative. The elapsed time also includes the time spent at Forsyth Hospital.
3. WSPD- Winston-Salem Police Department
4. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.

**IDENTIFICATION DIVISION DAY SHIFT**  
**Saturday, May 29 (6:30 a.m. until 1:30 p.m.)**

					ID Division		
Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	FCSO	0635	-	55	0730	0742	12
<b>Average</b>				<b>55</b>			<b>12</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. FCSO- Forsyth County Sheriff's Office
3. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.

**IDENTIFICATION DIVISION EVENING SHIFT**  
**Saturday, May 29; (2:30 p.m. until 10:30 p.m.)**

Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	ID Division		
					Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	FCSO	1519	-	11	1530	1550	20
2	WSPD	1621	1	39	1700	1725	25
3	WSPD	1621	1	69	1730	1757	27
4	WSPD	1621	2	99	1800	1826	26
5	KPD	1755	1	40	1835	1856	21
6	WSPD	1818	1	62	1920	1935	15
7	WSPD	1903	1	47	1950	2008	18
8	WSPD	1903	1	87	2030	0	-
9	KPD	2020	-	40	2100	2117	17
<b>Average</b>				<b>55</b>			<b>21</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. FCSO- Forsyth County Sheriff's Office
3. WSPD- Winston-Salem Police Department
4. KPD- Kernersville Police Department
5. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.
6. \*\* Not included in average processing time for ID Division

**IDENTIFICATION DIVISION MIDNIGHT SHIFT**  
**Saturday, May 29; (10:30 p.m. until 6:30 a.m.)**

Arrestee	Agency	Sign-In Time	# Arrestees in Queue	Elapsed Time (Minutes)	ID Division		
					Sign-In Time	Sign-Out Time	Total Time (Minutes)
1	WSPD	2246	-	104	0030	0040	10
2	WSPD	0040	-	40	0120	0130	10
3	WSPD	0129	1	91	0300	0315	15
4	WSPD	0146	1	104	0230	0245	15
5	WSPD	0234	2	81	0355	0415	20
6	FCSO	0305	2	75	0420	0445	25
7	WSPD	0310	3	20	0330	0350	20
<b>Average</b>				<b>74</b>			<b>16</b>

**Notes:**

1. This data does not include breathalyzers administered by the ID staff.
2. FCSO- Forsyth County Sheriff's Office
3. WSPD- Winston-Salem Police Department
4. This data does not include the elapsed time between the bond hearing and admittance into the Intake area.

