

Mike Scott

Comprehensive Community Crime Control Strategy

June 20, 1991



Police Department
Bureau of Public Development
Bureau of Management Services

City of Savannah

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Bureau of Management Services

Arthur A. Mendonsa
City Manager

Chief David Gellatly
Chief of Police

Henry Moore
*Assistant City Manager for
Public Development*

Bob Bartolotta
*Assistant City Manager for
Management Services*

City of Savannah

Preface

*The following agencies made available data for some of the analysis contained herein.
We gratefully acknowledge and appreciate their contributions.*

*Chatham County Division of Youth Services
Chatham County Department of Family and Children Services
Chatham County Jail
Chatham County Sheriff's Office
Recorder's Court of Chatham County
Savannah Community Corrections Office
State Board of Pardons and Paroles
State Court of Chatham County
State Probation Office Eastern Division
Superior Court of Chatham County*

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I. EXECUTIVE SUMMARY

Introduction and Purpose

This study was undertaken to develop a comprehensive set of strategies for addressing the crime problem in this City. To do this, an analysis of the distribution and composition of crime among the various neighborhoods was made and related to the social and physical characteristics of these neighborhoods. On the basis of this analysis, it was determined that the neighborhoods with the highest concentrations of crime and criminal offenders were those with the highest concentrations of poverty, physical deterioration, unemployment, child abuse and neglect, teenage pregnancy and teenage mothers. From this determination, strategies have been proposed that address the composition and distribution of crime and the conditions which foster crime.

While many conclusions are drawn regarding the optimal deployment methods for patrol officers, the major finding is that the capacity of the Savannah Police Department to reduce crime on its own is limited. Crime is not simply a police problem. Crime is not just a problem for the criminal justice system to manage. The problem of crime must be addressed from a multi-disciplinary perspective.

This document presents a summary of the findings and recommendations of the study. It is divided into three parts:

Part I analyzes the composition and distribution of crime in the City, the social and physical conditions that foster it, and the current responses to it.

Part II identifies the goals to be pursued in addressing the crime problem and summarizes the strategies that will be used to work toward these goals.

Part III presents a cost breakdown for the equipment and staff that must be added to implement the recommended strategies.

Part I: Analysis of Problems

This section is divided into two parts. The first part presents an analysis of the crime problem and the social and physical disorders that impact on the problem. Data from this analysis are presented on a series of maps which show the distribution of these problems in the various parts of the community. From this analysis, it became clear that the city could be divided into 12 distinct areas in terms of the distribution and composition of crime and other disorders, the distribution of neighborhood deterioration problems and the distribution of social disorders. These 12 areas are shown on Map 1.

The second part of this section identifies conditions which hinder efforts to effectively address the problems listed in the first part of this section.

A. COMPOSITION AND DISTRIBUTION OF CRIME AND OTHER DISORDERS IN THE COMMUNITY

Crime and other disorders in the City are grouped into three categories: Part I crimes, public disorders, and other disturbances.

Overview of Crime Data.

Part I Crimes. Part I crimes are those listed in the FBI's Uniform Crime Report. The crimes in this category are murder, rape, robbery, aggravated assault, burglary, larceny and auto theft. In 1990, 13,226 Part I crimes were reported in the City. Of this number there were 8,004 larcenies, 1,759 residential burglaries, 1,016 commercial burglaries, 934 auto thefts, and 139 commercial robberies, 656 other robberies, 579 aggravated assaults, 104 rapes, and 35 homicides.

Public Disorders. This category includes 72,210 calls for service recorded by the police in 1990. Included in this number were incidents of prowling and loitering, DUI, traffic accidents, moving violations, domestic disturbances, drugs and sex offenses, trespassing, property damage, simple assaults, and weapons offenses.

Other Disturbances. In this category, 29,772 calls for service were recorded by the police in 1990. Included in this number were non-moving traffic violations, public drunkenness offenses, disorderly conduct offenses and false alarms.

When Crimes Occur. The temporal distribution of crime illustrates concentrations of crime between the hours of 4 p.m. and 12 midnight for each of the three categories. Almost half (49.4%) of the Part I crime occurred during this time period. Over 47% of the incidents of public disorder, and almost 51% of other disturbances occurred between 4 p.m. and 12 midnight

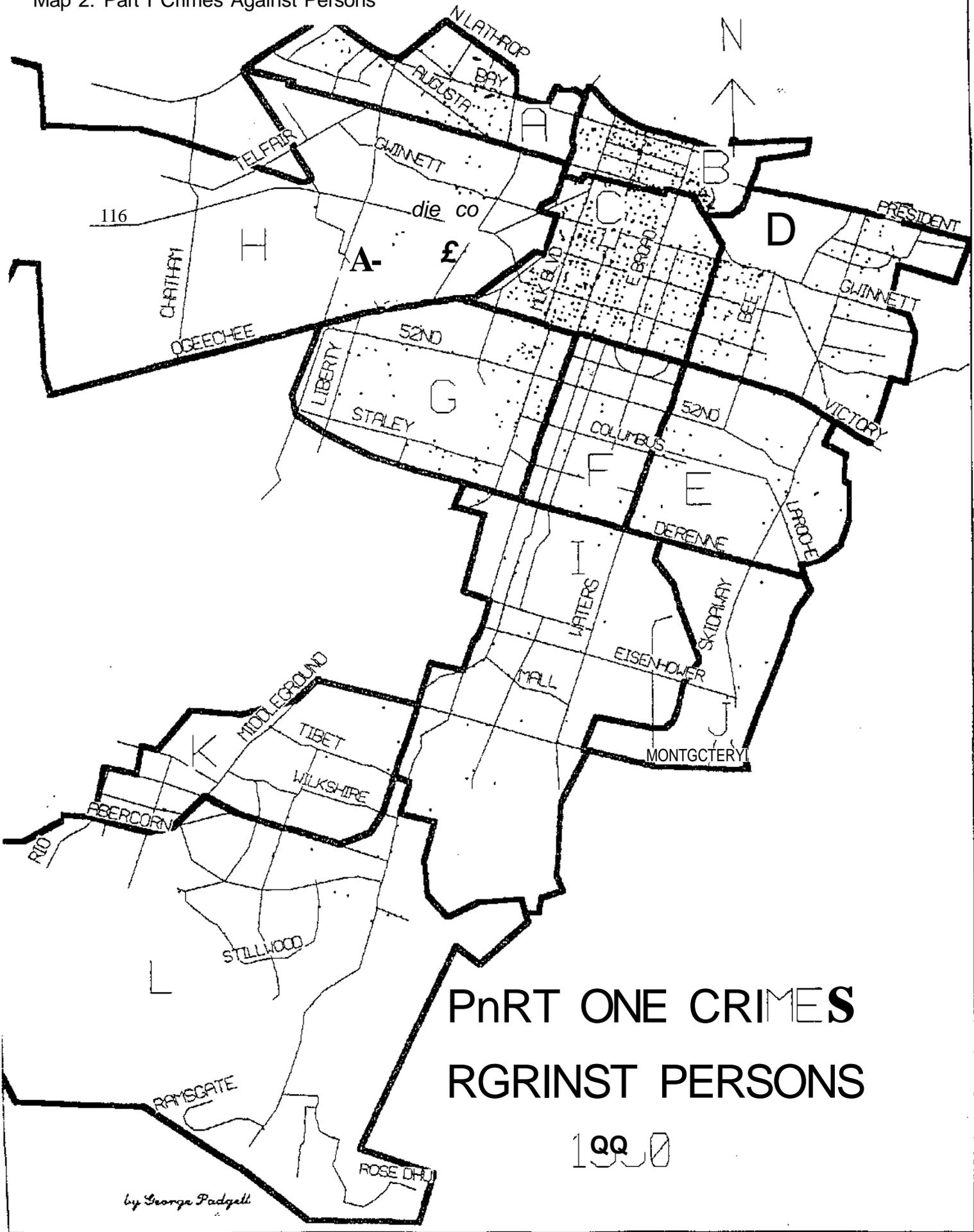
Where Crimes Occur. The distribution of Part I crimes against persons is shown on Map 2. The distribution of Part I crimes against property is shown on Map 3. By comparing these maps, it can be seen that Part I crimes against persons have a somewhat different distribution than Part I crimes against property. While Area C has the most of each, property crimes tend to be more dispersed throughout the City. Map 4 shows the distribution of public disorders. Map 5 shows the distribution of other disturbances.

From these maps it can be seen that the largest concentrations of the various offenses are in the area designated as "C." Tables 1 and 2 located on pages 16 and 17 provide statistical data to support this finding. As shown in Table 1, Area C ranks first of all 12 service areas for all crime and disturbance categories except two, public drunkenness and DUI/traffic accidents. Not surprisingly, Area C also shows a disproportionate share of these crime problems. A four-square mile area with only 19% of the City's population, Area C has 32% of all murders, 34% of the rapes, 43% of aggravated assaults, 22% of commercial robberies, 41% of other robberies, 30% of burglaries, 23% of larcenies, and 27% of all auto thefts. For all other offenses and disturbances, Area C again has a disproportionately high share. For example, 43% of all drug and sex offenses, 30% of all prowling and loitering, 35% of simple assaults, 41% of weapons offenses, and 36% of disorderly conduct occur there. According to probation and parole officers, offenders currently on probation and parole also tend to be concentrated in Area C.

Service Area B is of special significance since it contains the portion of the City most frequented by tourists and conventioners. Area B has 12% of all incidents and 16% of the Part I crimes against persons and 11% of the Part I crimes against property. Area B ranks second in all Part I crimes against persons except commercial robbery. Area B has the most incidents of public drunkenness with 312 (30%), and one-sixth of the City's false alarms (16%) and non-moving violations (16%).

Service Area D has 10% of all incidents and 11% of the Part I crimes against persons and 11% of the Part I crimes against property. Area D ranks third in rapes, other robbery and assaults.

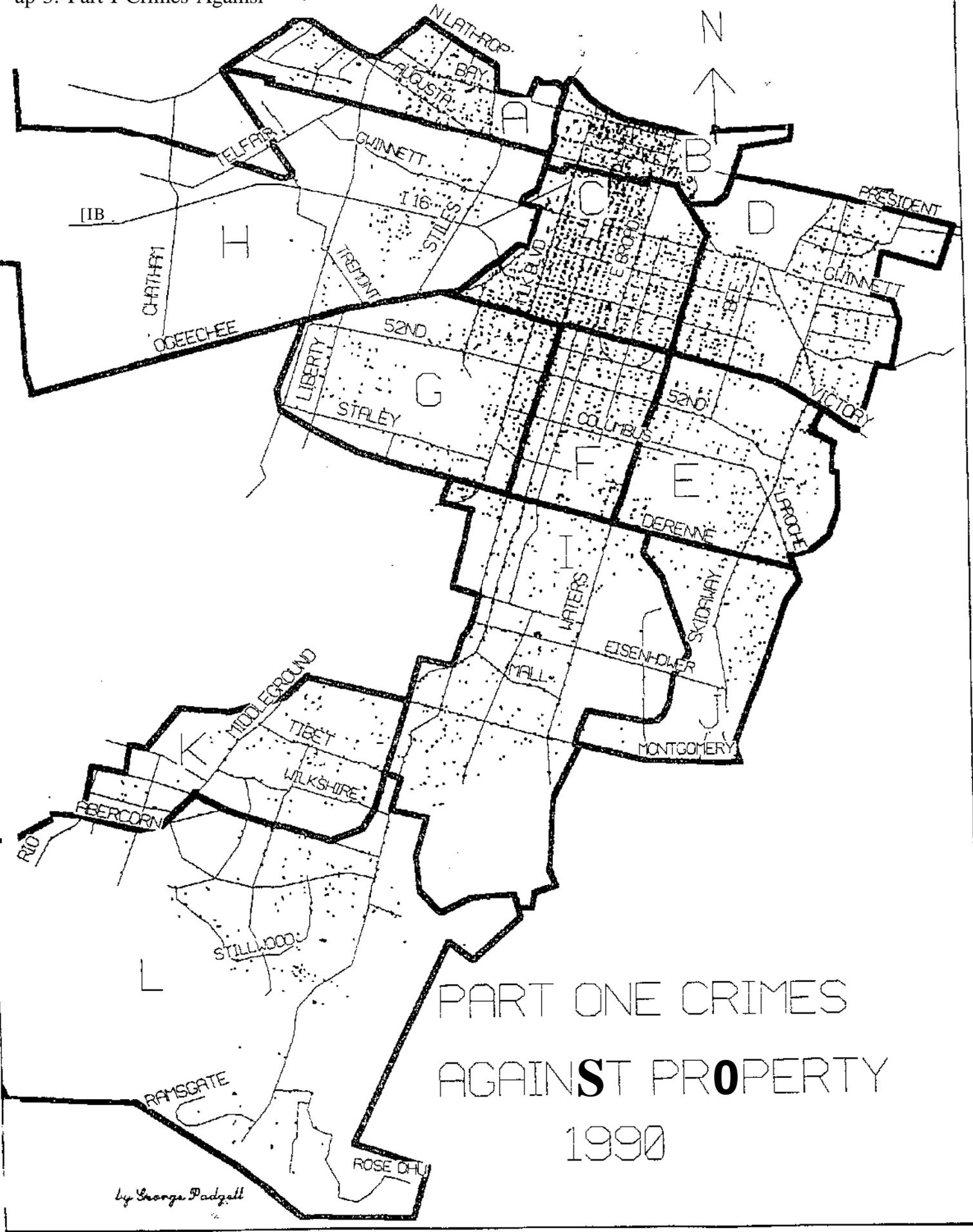
Service Area I has 13% of all incidents and second greatest number of crimes against property with one-sixth (16%) of the City total. Area I had a significant number of commercial robberies (22%) and commercial burglaries (15%), larcenies (19%), and auto thefts (12%). Area I has a significant number of DUI/traffic accidents (24%), prowling/loitering (13%), and false alarms (19%).



PART ONE CRIMES AGAINST PERSONS

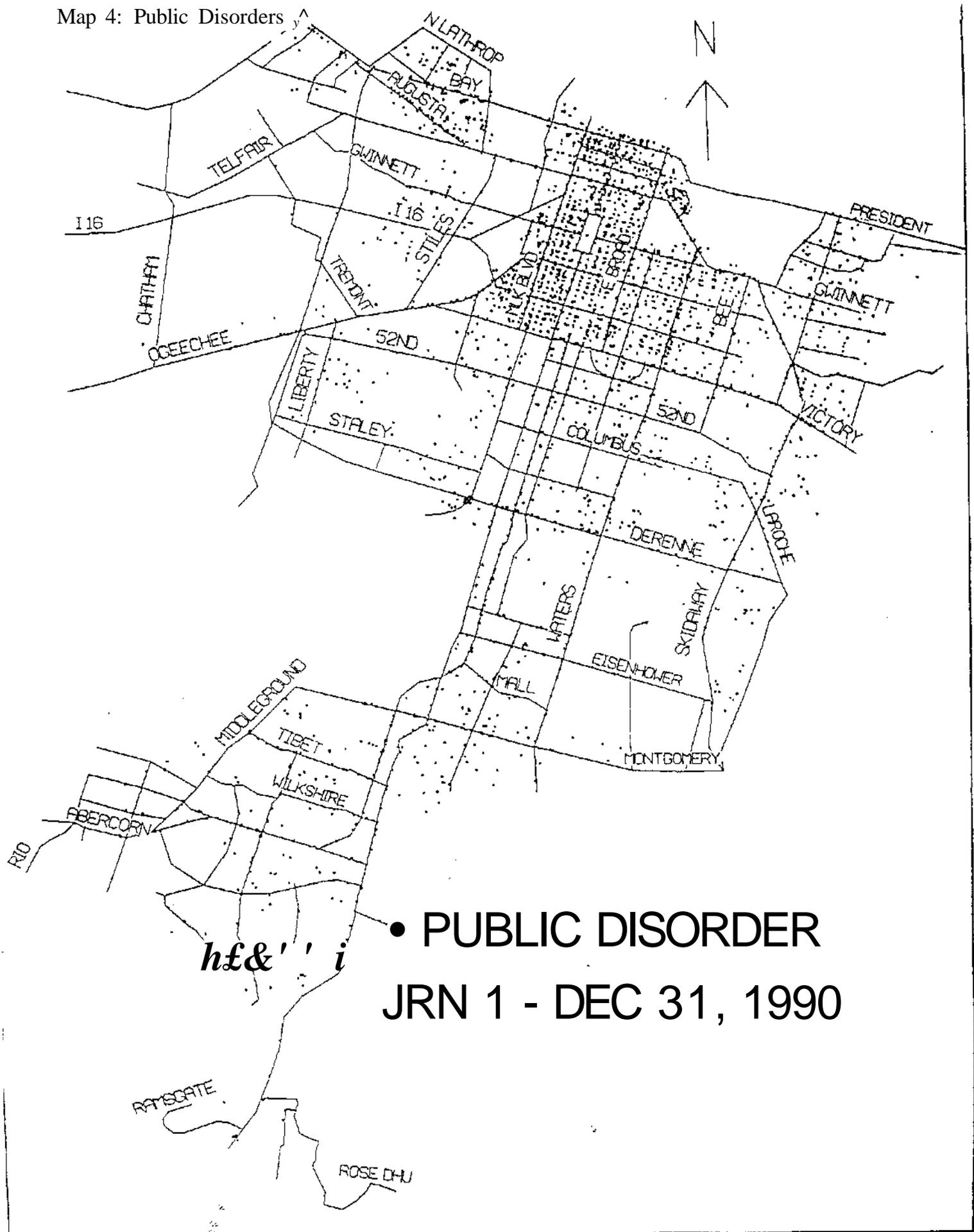
1990

by George Padgett

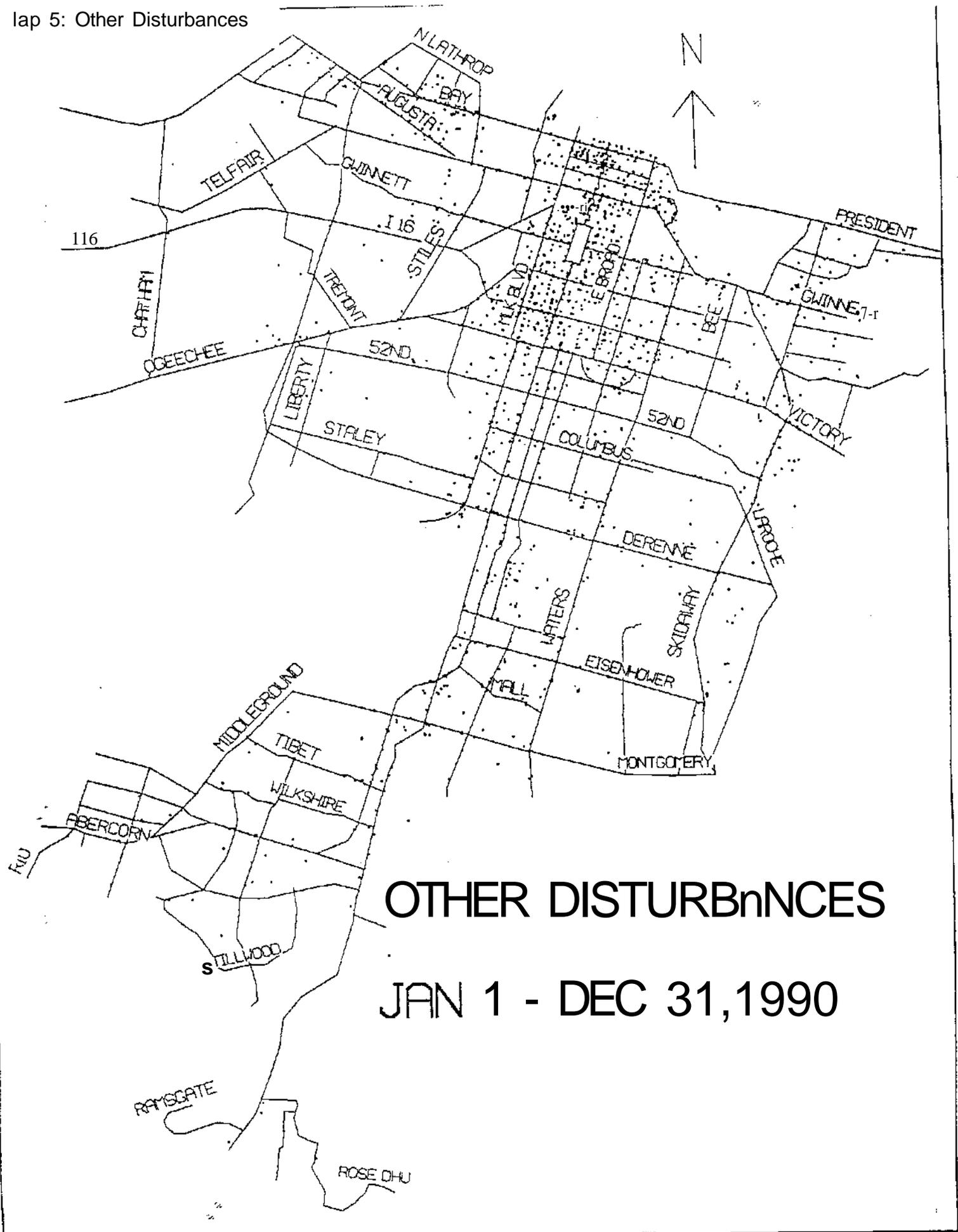


PART ONE CRIMES
AGAINST **PROPERTY**
1990

by George Padgall



• PUBLIC DISORDER
JRN 1 - DEC 31, 1990



OTHER DISTURBANCES

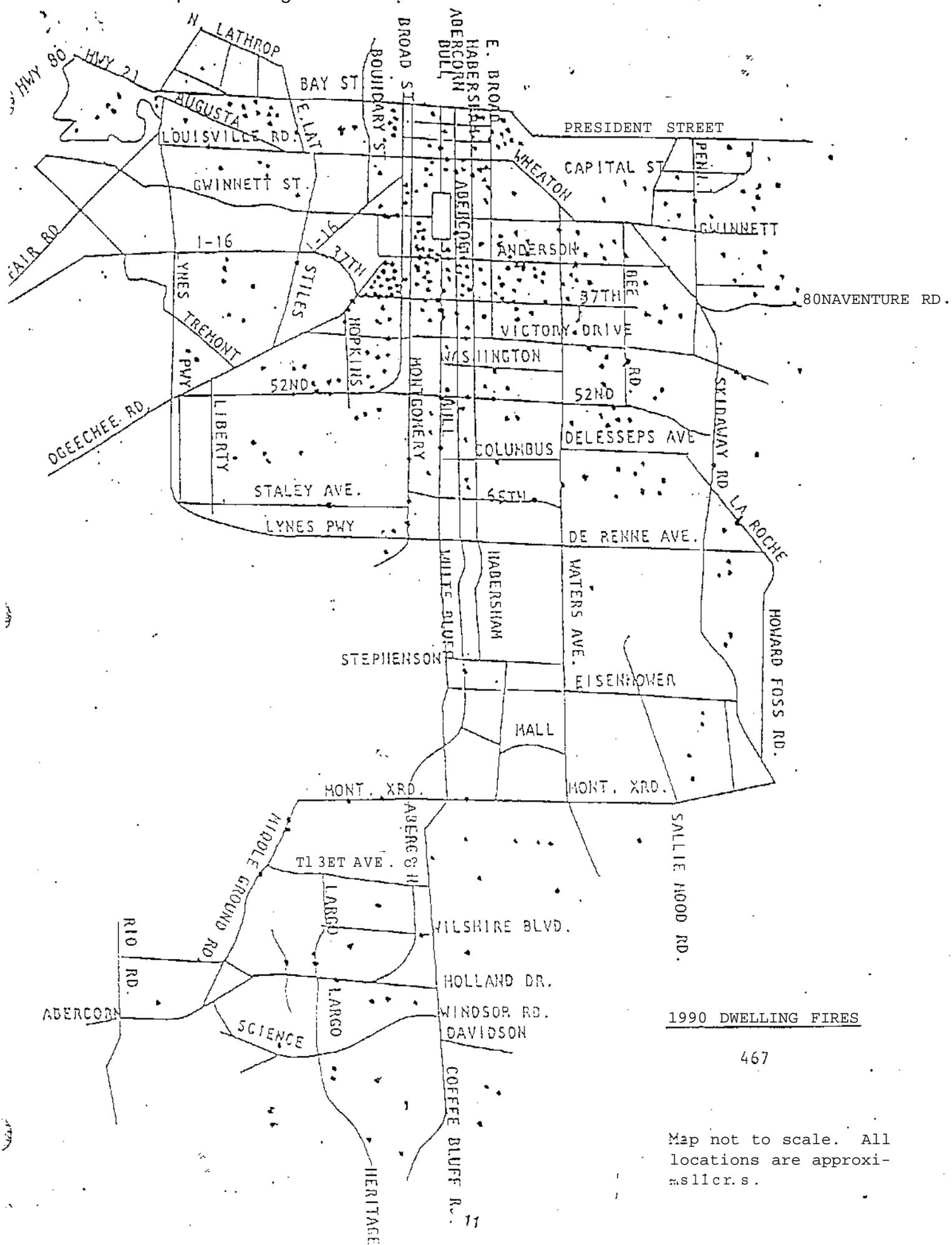
JAN 1 - DEC 31, 1990

B. COMPOSITION AND DISTRIBUTION OF NEIGHBORHOOD BLIGHT AND DETERIORATION

Neighborhoods with the highest concentrations of housing, structural fire incidents, unmaintained residential lots, deteriorated commercial structures, overgrown vacant lots, litter and debris, and derelict vehicles are those which have the highest concentrations of crime and other disorders. Map 6 shows the distribution of substandard housing in the community. Map 7 shows the distribution of structural fires. For both conditions, the highest concentrations are found in Area C. This is also the area the maps on crime and public disorders show as having the highest concentrations of these conditions. The physical conditions of the service areas are described as follows:

- (1) Substandard Housing. Substandard housing is perhaps the most visible indicator of overall neighborhood quality and severely impacts the environment. Service Area C contains almost half of the City total of 5,342 units below housing code, as well as almost two-thirds of the units classified as dilapidated or in need of major repairs. Together, Service Areas C, D and A account for 82% of the City's substandard housing. Substandard commercial structures also contribute to the overall negative environment of certain areas. Service Area C contains over one-third (38%) of the City's total with 66.
- (2) Vacant Housing and Fires. Vacant housing is significant in that it provides a refuge for drug dealing or other illegal activity. Of the number of housing units below code that are also vacant, Service Area C has over half of these units with 765 (54% of the city total). Service Area A has the second greatest number with 261 (18%). Vacant structures also contribute to the chances of fire. Of the 454 dwelling fires in 1989, 88 (19%) occurred in vacant dwellings. Service Area C has 30% of the City's total structural fires.
- (3) Maintenance of Private Property. The maintenance of private property has a significant impact on the overall image of a neighborhood. Of four indicators of property maintenance, Service Area C leads three categories with 432 unmaintained residential yards (44%), 36 unmaintained commercial establishments (38%), and 82 substandard vacant lots (38%). Together Service Areas C and D account for half of the City's derelict vehicles with 255.
- (4) Infrastructure. The condition of a neighborhood's infrastructure also contributes to the overall environmental quality. Service Area C contains the most paved mileage rated as fair or poor. Sidewalks rated below the City average of 2.27 are in Service Area C with an average 2.67 rating and Service Area A with an average 2.50 rating.

Map 7: Dwelling Fires



1990 DWELLING FIRES

467

Map not to scale. All locations are approximate.

C. COMPOSITION AND DISTRIBUTION OF SOCIAL DISORDERS

An analysis of the distribution and composition of the socio-economic problems in the community shows a high correlation between the distribution of these problems and the concentrations of crime and public disorders. The analysis of available socio-economic data by service area confirms a similar pattern to that of the crime data. Area C is the area with the highest concentration of crime and disorders is also identified as the area with the highest concentration of teenage mothers, abused children, juvenile unrest, drug abuse, female-headed households, domestic unrest and poverty. Also, social service agencies confirm that most of their clients are located in Area C. Data on socio-economic conditions are described as follows:

- (1) Teenage Pregnancy and Motherhood. Map 8 shows the distribution of births to teenage girls ages 12 to 17. For the two-year period 1989 to 1990, Service Area C had 125 of the cases of teenage pregnancy, or nearly one-third (32%) of the City total of 392. Service Area D had 80 teenage births or 20%.
- (2) Child Abuse and Neglect. Map 9 shows the distribution of child abuse and neglect. Instances of child abuse and neglect, while tragic in themselves, provide another indication of a greater degree of domestic and social unrest. For the two year period 1989 to 1990, Service Area C had 175, or nearly one-third (30%) of the City total of 577. Service Area D had 97 cases or 17%.
- (3) Juvenile Unrest. Many youths, especially minorities in Service Area C, are limited in their choices by their families' financial wealth, social status, and education. Juvenile unrest was a major persistent problem identified in the public hearings on crime. There are not enough activities or jobs for Savannah's youths, and consequently, many resort to mischief and other negative activities, some of which are recorded as crime incidents and many more that are not. Service Area C had the greatest number of crime incidents involving juveniles with 380, followed by Service Area I with 300 and Service Area D with 205.
- (4) Drug Abuse. The incidence of drug use significantly impacts crime. Chatham County Superior Court reports that from 1986 to 1990, felony drug cases had increased from 190 to 907 -- an increase of 377%. Many Part I crimes are related to drug sales and/or the influence of drugs. A substantial number of these are larcenies committed to obtain money needed to support a drug habit.
- (5) Female-Headed Households with Children. Service Areas C and D have an extremely large number of female-headed households with children. Consequently, many adolescent males do not have male role models. Service Area C has 1,719 female-headed households with children, and Area D has 1,293 of the City's estimated total of 6,682.

- (6) Domestic Unrest. The large number of domestic incidents illustrates the existence of a larger social domestic problem. In 1990, there were 5,532 calls for domestic disturbances, one for every ten households. These are concentrated in Areas C and D. It can be assumed that a much larger incidence of domestic unrest exists.
- (7) Poverty. Poverty in many neighborhoods is of major concern. Per capita incomes are lowest in the service areas with the higher incidence of crime. Per capita incomes in Service Areas A (\$9,540), C (\$10,639), D (\$11,886) and G (\$11,925) are only one-half of the incomes in Service Areas F (\$24,599), I (\$22,015) and L (\$20,424). Unemployment rates in areas A, C, G and H are 32% to 53% higher than the City average. However, this disparity may actually be much greater since many persons discontinue the search for employment and are no longer counted in the labor force.

Tables 1 and 2 list the distribution of the various conditions under study by each of the study areas and ranks them according to the magnitude of the problems they contain. The table confirms the previous determination that Area C has the highest concentration of problems. For crime and other disorders, Area B and D rank second and third.

TABLE 1: Percent of Crimes, Socio-Economic and Environmental Conditions by Service Areas

	A	B	C	D	E	F	G	H	I	J	K	L
Population	6%	4%	19%	15%	8%	5%	8%	5%	10%	4%	8%	10%
Crime Data												
Homicide	5%	22%	32%	8%	8%	0%	14%	5%	3%	0%	3%	0%
Rape	5%	16%	34%	9%	7%	1%	9%	12%	6%	2%	4%	4%
Robbery, Other	10%	18%	41%	12%	3%	2%	6%	2%	3%	1%	2%	1%
Robbery, Commercial	1%	14%	22%	9%	8%	4%	8%	5%	22%	1%	3%	3%
Aggravated Assault	10%	14%	43%	11%	4%	1%	8%	4%	2%	0%	1%	1%
Commercial Burglary	4%	11%	29%	5%	4%	4%	13%	7%	15%	2%	4%	2%
Residential Burglary	6%	3%	31%	18%	7%	5%	10%	4%	5%	2%	5%	5%
Larceny	3%	12%	23%	10%	7%	5%	6%	3%	19%	1%	5%	6%
Auto Theft	6%	10%	27%	11%	6%	5%	7%	5%	12%	1%	5%	4%
Prowling/Loitering	4%	12%	30%	10%	5%	5%	6%	5%	13%	2%	5%	4%
DUI/Traffic Accidents	3%	10%	21%	7%	6%	8%	6%	4%	24%	1%	5%	3%
Domestic Disturbances	7%	6%	32%	16%	5%	1%	8%	5%	7%	2%	7%	4%
Drug/Sex Offenses	11%	10%	43%	5%	0%	2%	13%	4%	7%	2%	3%	1%
Trespassing	3%	15%	28%	15%	7%	4%	7%	3%	8%	2%	4%	4%
Property Damage	6%	8%	25%	13%	5%	7%	8%	4%	9%	3%	6%	6%
Simple Assaults	5%	10%	35%	14%	4%	2%	11%	3%	7%	1%	4%	4%
Weapons Offenses	7%	14%	41%	12%	6%	1%	5%	6%	5%	1%	1%	2%
Non-Moving Violations	3%	16%	24%	6%	7%	9%	2%	6%	15%	0%	8%	3%
Public Drunkenness	1%	30%	24%	15%	2%	2%	11%	2%	6%	2%	3%	0%
Disorderly Conduct	6%	13%	36%	12%	7%	1%	8%	3%	8%	1%	2%	3%
False Alarms	5%	16%	24%	7%	5%	8%	6%	7%	19%	1%	1%	2%
Environmental Data												
Substandard Housing	17%	1%	46%	19%	2%	3%	7%	2%	0%	0%	1%	0%
Vacant Housing	18%	1%	54%	11%	1%	0%	7%	6%	0%	0%	0%	0%
Substandard Commercial Structures	11%	18%	38%	15%	2%	0%	12%	3%	1%	1%	0%	0%
Unmaintained Residential Yards	16%	1%	44%	17%	3%	1%	12%	4%	1%	1%	0%	1%
Unmaintained Commercial Properties	11%	10%	38%	18%	0%	0%	17%	6%	0%	0%	0%	0%
Substandard Vacant Lots	15%	0%	38%	11%	9%	2%	20%	3%	0%	0%	1%	0%
Derelict Vehicles	16%	0%	23%	25%	9%	2%	14%	8%	2%	1%	0%	0%
Substandard Paved Streets	1%	0%	10%	24%	5%	5%	13%	5%	15%	2%	6%	15%
Water Leaks	10%	3%	17%	15%	8%	7%	7%	8%	10%	4%	4%	7%
Sewer Problems	3%	5%	15%	14%	9%	5%	7%	5%	13%	7%	6%	11%
Drainage Problems	6%	6%	22%	17%	3%	16%	7%	4%	11%	2%	2%	4%
Fires	7%	7%	30%	17%	6%	3%	9%	3%	9%	2%	4%	4%
Socio-Economic Data												
Unemployment	8%	3%	24%	17%	6%	3%	10%	7%	8%	2%	4%	8%
Female-Headed Households	9%	4%	26%	19%	5%	2%	9%	7%	7%	2%	4%	6%
Child Abuse	8%	7%	30%	17%	5%	2%	9%	5%	6%	3%	5%	4%
Teenage Pregnancy	6%	8%	32%	20%	5%	2%	10%	6%	4%	1%	4%	2%

TABLE 2: Ranking of Service Areas

	A	B	C	D	E	F	G	H	I	J	K	L
Population	8	11	1	2	6	10	5	9	3	12	7	4
Crime Data												
Homicide	6	2	1	4	4	10	3	6	8	10	8	10
Rape	7	2	1	3	5	12	3	10	6	11	8	9
Robbery, Other	4	2	1	3	7	8	5	8	6	12	10	11
Robbery, Commercial	11	3	1	4	5	8	6	7	1	11	9	9
Aggravated Assault	4	2	1	3	6	10	5	6	8	12	9	10
Commercial Burglary	7	4	1	6	9	7	3	5	2	12	10	11
Residential Burglary	5	11	1	2	4	7	3	10	6	12	8	9
Larceny	10	3	1	4	5	9	6	11	2	12	8	7
Auto Theft	7	4	1	3	6	10	5	9	2	12	8	11
Prowling/Loitering	10	3	1	4	8	9	5	7	2	12	6	11
DUI/Traffic Accidents	10	3	2	5	7	4	6	9	1	12	8	11
Domestic Disturbances	4	7	1	2	8	12	3	9	5	11	6	10
Drug/Sex Offenses	3	≠	1	6	12	9	2	7	5	9	8	11
Trespassing	10	2	1	3	5	7	6	11	≠	12	9	8
Property Damage	7	4	1	2	10	6	4	11	3	12	7	7
Simple Assaults	6	4	1	2	7	11	3	10	5	12	9	7
Weapons Offenses	4	2	1	3	5	10	8	5	7	12	10	9
Non-Moving Violations	9	2	1	7	6	4	11	8	3	12	5	10
Public Drunkenness	11	1	2	3	7	7	4	7	5	7	6	12
Disorderly Conduct	7	2	1	3	6	12	5	8	4	11	10	9
False Alarms	8	3	1	5	8	4	7	6	2	12	11	10
Environmental Data												
Substandard Housing	3	8	1	2	6	5	4	7	10	12	9	11
Vacant Housing	2	7	1	3	6	11	4	5	10	8	11	8
Substandard Commercial Structures	5	2	1	3	7	10	4	6	8	8	10	10
Unmaintained Residential Yards	3	9	1	2	6	7	4	5	11	8	12	9
Unmaintained Commercial Properties	4	5	1	2	-	-	3	6	-	-	-	-
Substandard Vacant Lots	3	-	1	4	5	7	2	6	-	-	8	-
Derelict Vehicles	3	-	2	1	5	7	4	6	8	9	-	-
Substandard Paved Streets	8	5	1	4	7	10	9	11	3	12	6	2
Water Leaks	4	12	1	2	5	9	8	6	3	11	10	7
Sewer Problems	12	11	1	2	5	10	6	9	3	7	8	4
Drainage Problems	7	6	1	2	10	3	5	8	4	11	12	8
Fires	6	5	1	2	7	10	3	10	4	12	8	9
Socio-Economic Data												
Unemployment	≠	10	1	2	8	11	3	7	4	12	9	6
Female-Headed Households	3	9	1	2	8	11	≠	5	6	12	10	7
Child Abuse	4	5	1	2	8	12	3	9	6	11	7	10
Teenage Pregnancy	5	4	1	2	7	11	3	6	9	12	8	10

Note: A ranking of 1 indicates the service area with the worst conditions.

D. POLICE RESPONSE PROBLEMS

The major problems identified with current deployment practices include:

- (1) Lack of Geographic Accountability. Currently, officers are only accountable for crime reduction efforts during their 8-hour shift. The current zone and beat boundaries are not conducive to officer accountability because officers are not consistently assigned or deployed to the same areas. Captains supervise and are responsible for an 8-hour shift. In essence no single individual is accountable for a particular problem; thus accountability is lost. In addition, current beat configurations do not square with the geographic distribution of known crime problems, that is, current boundaries do not group problem areas together.
- (2) Unequal Distribution of Patrol Time. Unequal distribution of patrol time is a problem because it does not permit officers sufficient time to engage in preventive patrol or problem-solving activities in areas where it is needed most. As presently structured the patrol deployment plan has an unequal distribution of the patrol time. The problem lies with the distribution of manpower by shift. The shift that operates from 4 p.m. to midnight (third shift) accounts for 48.7% of the crimes but spends only 24% of available patrol time on preventive patrol. In contrast, the shift that operates between 12 midnight and 8 a.m. accounts for only 26.8% of the crimes yet spends more than 53% of its patrol time on preventive patrol, the difference in time available for preventive patrol between the two shifts is found in numbers of calls for service each of the shifts receive. Shift 1 accounts for only 23.6% of the total calls for service while shift 3 accounts for 45.1% of the calls. On shift 1 the average number of calls per beat is 1,910, while on shift 3 the average number of calls is 2,921.
- (3) Need for Better interaction with Residents. Research consistently shows a strong relationship between levels of police-citizen interaction and citizen satisfaction with police services. The unequal distribution of patrol time in Savannah shows that officers spend a disproportionate amount on answering calls for service leaving little time for the kinds of activities that would enhance positive interaction between police and neighborhood residents. In addition, comments made at aldermanic district meetings indicate that police and citizens need to increase the level of interaction and cooperation and to work together to address crime and other social problems in the community. The lack of police-citizen contact also limits the effectiveness with which police can provide services to a neighborhood. Information, essential for problem-solving, for finding witnesses, for developing leads, for determining suspects, or for making arrests, is difficult to obtain. Citizen cooperation and assistance is critical to effective policing but cannot be easily developed without well-established communication and interaction with residents.

- (4) Need for More Proactive Patrol. While responding to calls for service is the most essential service provided by patrol officers, responding to calls, by definition, is reactive. Current police services are incident-oriented rather than problem-oriented. The effect is that police are neither solving problems nor preventing crime. If patrol is limited to satisfying demands on calls for services, then patrol becomes a reactive service with little impact on crime.
- (5) Inadequate Police Response System. At present the police call response system does not make optimal use of available patrol resources. Of the 194,287 calls for service in 1990, only 55,437 were classified as emergency. Of these, 18,634 turned out to be false alarms, leaving only 36,803 genuine emergencies. The calls for service answered in 1990 consumed approximately 113,205 hours of patrol time, of which only 21,444 hours were for emergency calls. In essence, a mobile police response was sent to answer almost all calls for service even though only 19% were calls in which immediate mobile response was necessary. In almost all incidents, a rapid response does not lead to apprehending a perpetrator by the responding officer. Nor does a rapid response effect crime rates. If calls involve either minor or non-emergency concerns, such as incidents discovered long after their occurrence or lost property or incidents requiring insurance reports, immediate mobile response is not needed.

Tying up officers on calls that could be delayed or handled by telephone detracts from an officer's time and attention to proactive activities such as problem-solving and crime prevention. More important, however, it reduces the department's capacity to quickly and adequately respond to calls requiring an immediate police response. Consequently, a new method for prioritizing and managing calls-for-service workload is needed.

- (6) Inadequate Data Management. Accurate data is needed to adequately manage effective patrol deployment. Current data availability limits continued detailed analysis of crime and deployment conditions. The information utilized in this study is needed for ongoing patrol management, but is not readily available in computerized format. Problems with the current computer system prevent the timely production of meaningful information. These information needs include, but are not limited to, the following: distribution of crimes and calls for service by zone, service area, and time of day; response times by zone, service area, and time of day; patrol time spent on calls for service, administrative calls, preventive patrol, and special events; number of calls handled by differential response; number of repeat calls to the same address; level of police-citizen interaction; and crime prevention measures taken. Incompatibility between the Computer Aided Dispatch system (CAD) and the Records Management System (RMS) inhibits the production of reports which provide in-depth analysis.

B. CRIMINAL JUSTICE SYSTEM LIMITATIONS

- (1) Lack of Coordination. Criminal justice is a process comprised of relatively autonomous actors, organizations, and agencies with independent, often contradictory, missions and goals. The process has no centralized management charged with coordinating its caseload. As a consequence, inefficiency and ineffectiveness are inevitable. While arrests and caseloads have increased and improvements have been made in the individual agencies, many offenders continue to escape the criminal justice process altogether. Clearance rates are only a fraction of the total offenses.
- (2) Overload of System. Arrests and criminal cases are continuing to increase. From 1988 through 1990 the number of criminal cases handled by Recorder's Court rose 12% from 10,622 to 11,899. In Superior Court, caseload increased 45% from 3,524 cases in 1987 to 5,126 in 1990. Criminal indictments and accusations climbed 105%, from 1,831 to 3,761; criminal dispositions increased 113% from 1,830 to 3,892; and felony filing rose 94% from 1,575 to 3,062. The number of probation revocations filed soared from 214 in 1987 to 849 in 1990 for a 297% increase. During the same period, the number of probation revocations heard skyrocketed 343% from 224 to 993.

The lack of prison space at the state level and jail space at the county level undermines efforts by the police, prosecution and courts to become more efficient in processing arrestees. While additional jail space is being constructed which will result in a total of 1,000 available beds, it is likely to have little effect in relieving overcrowding. Those beds will be filled fairly quickly. Lack of space necessarily dilutes the kinds of plea negotiations the prosecutor can achieve, attenuates the sentences judges can mete out, and curtails the length of incarceration prison officials can allow. The use of bail, release on recognizance, probation, and parole will continue unabated. It is argued that such necessary practices to manage overcrowded situations severely reduce the deterrent threat of the law.

- (3) Failure to Reform Offenders. Many offenders are recidivists, that is, repeat offenders. For example, ten percent of those re-arrested by SPD in 1990 were serving probated sentences at the time of arrest. In addition, data indicates that approximately 10% of arrestees had been arrested at least once before. In 1990, of the 9,331 arrestees booked at the county jail, 10% or 918 had been arrested at least once before. Of those, 45% or 417 had been arrested at least twice before. Of the 10,058 bookings in 1989, 942 (9%) has at least one prior arrest, with 516 having two or more previous arrests. Last, parole officials estimate that as much as 20% of Georgia's parolees commit additional crimes while on parole. Looming larger than these numbers, is the fact that it is likely that these recidivists are responsible for a greater number of offenses for which arrests were not made.

- (4) Lack of Integrated Database. A major difficulty in identifying problems faced by the criminal justice system is the lack of consistent and compatible databases. Most agencies use computer hardware and software such that inter-agency compatibility and linkage is not possible. Moreover, some databases are not adequately maintained. Much of this is understandable since each agency has its own role in the process and develops a database to serve those particular needs. However, the lack of data exchange among agencies further complicates coordination.

C. SOCIO-ECONOMIC RESPONSES

Lack of Coordination. All of the area social service agencies have worthy programs that address socio-economic problems; however, each agency renders services in an isolated manner without the full benefit of coordination. The dialogue between social service agencies should be enhanced so as to provide a mechanism for sharing ideas, information, data, and problems of mutual concern. The establishment of such a cooperative effort should result in the overall improvement in the delivery of social services to the entire community. Analysis has shown that several socio-economic conditions related to crime exist in Savannah, particularly in Service Area C. These are:

- (1) Teenage Births and Teenage Motherhood;
- (2) Child Abuse and Neglect;
- (3) Juvenile Unrest;
- (4) Drug Abuse;
- (5) Female-Headed Households with Children;
- (6) Domestic Unrest; and
- (7) Poverty.

Several efforts exist to address these problems. For example, Parent-Child Development Services administers the Savannah Home for Girls and a well-established teenage pregnancy program. Youth Futures and the Urban Health Center also provide assistance and counseling in such cases.

Lifeline for Children, part of the Department of Family and Children Services addresses the problems of child abuse and neglect as does the Rape Crisis Center, the Child Sexual Abuse Task Force, the Chatham County Commission on Children and Youth, and the Georgia Council on Child Abuse. The Child Sexual Abuse Task Force is currently attempting to establish a child advocacy center in Savannah.

The sense of hopelessness which pervades the youth in many impoverished neighborhoods must be reversed. This can only be done by providing them with a sense of accomplishment and purpose, giving them an understanding of their role in the future

of their neighborhoods and community, and exposing them to positive role models. This is being addressed by the Youth Futures Authority.

Currently, the Savannah-Chatham Anti-Drug Commission and Armstrong State College have jointly applied for \$2.5 million in federal funds from the Office of Substance Abuse Prevention to establish a collaborative effort aimed at reducing drug and substance abuse in Chatham County. Other programs and agencies attacking drug abuse include Tidelands Mental Health Center, the Savannah Housing Authority's Citizens Against Substance Abuse (CASA), program D.A.R.E. (Drug Abuse Resistance Education) in public schools, and several private, for-profit operations.

The issue of female-headed households with children has received perhaps the least attention of any of the problems documented in this study. No program currently exists which specifically and directly targets the issue of female-headed households or the problems its generates, particularly lack of male role models and adequate parenting.

Domestic unrest is the focus of several efforts including the Domestic Violence Task Force, Safe Shelter, Victim-Witness, and the Rape Crisis Center.

The lack of jobs, job skills and inadequate income severely limits the opportunities of some individuals. At present, two of the more notable programs directed at job training for Savannah's economically disadvantaged are programs operated by the Private Industry Council which administers the Job Training Partnership Act (JTPA), and the new Eastside Tech operated by Savannah Tech in conjunction with the City's Showcase Savannah program.

As can be seen, many agencies, institutions, organizations and programs exist to address the problems of poverty, child abuse and neglect, juvenile unrest, drug abuse and domestic violence. Moreover, their work is commendable. Nonetheless, a unified, comprehensive, integrated approach to these conditions which foster crime is absent.

D. NEIGHBORHOOD SERVICES RESPONSES

Lack of Coordination. Prior to the Showcase programs that have been established in the City, the coordination between agencies responsible for housing rehabilitation, nuisance abatement, infrastructure maintenance, and the organization of citizens of various neighborhoods was not effective. Since the establishment of Showcase programs, there has been significant cooperation and improved coordination in this regard. These cooperative efforts should be continued in order to facilitate the revitalization of neighborhoods and to foster community pride. The following elements should be addressed in conjunction with the Showcase Savannah Program:

- (1) Neighborhood Organizing and Involvement;
- (2) Housing Rehabilitation and Nuisance Abatement;
- (3) Private Property Maintenance; and
- (4) Infrastructure Maintenance.

Neighborhood organizing should build upon the success of the Showcase Savannah Program. Begun in 1988, it is a comprehensive approach to neighborhood revitalization which involves each City operating department. The major tenet of the program is the idea that citizen participation is the key to neighborhood revitalization. Neighborhood leaders will need to work to develop or expand neighborhood associations, attract a broad membership base and breed a spirit of strong, committed leadership. The key to making the Showcase Program work is the commitment of the residents. Community pride is developed as residents begin to take responsibility for their neighborhood. Citizens begin picking up litter, encouraging neighbors to keep their yards and homes in better condition, and reporting problem conditions to appropriate City representatives. The combination of targeted City services and community pride helps to stimulate private investment in the Showcase Savannah neighborhoods. Banks develop confidence in the neighborhood's future and are more willing to make loans. Private property owners gain confidence in the security of their investment and begin to make improvements.

Substandard and vacant housing severely impact the quality of the neighborhood environment. Abandoned buildings increase fire hazards and reduce surrounding property values. Unsecured buildings provide opportunities for squatters and drug dealers. The efforts of the Savannah Police Department have drawn upon the City's Nuisance Property Abatement Program. The ordinance was passed by Council in 1989 and the program began in 1990 with the targeting of 140 structures and the hiring of a manager to oversee the implementation of the program. Through the Nuisance Abatement Program, problematic buildings will either be brought up to code, boarded up, or demolished. In addition, efforts to rehabilitate substandard housing have had recent success through the City's Housing Department and the public/private nonprofit housing corporation, the Community Housing Services Agency, Inc. (CHSA).

Substandard infrastructure detracts from overall neighborhood quality. The City's Facilities Maintenance Bureau is responsible for maintaining the City's infrastructure through ongoing improvements to streets, sidewalks, drainage systems, water and sewer problems, traffic engineering improvements, and park and tree maintenance. In accordance with the Responsive Public Services Program and the Responsive Infrastructure Services program, the City targets infrastructure improvements in the areas with the greatest need.

Part II: Goals and Strategies

From the analysis that was made, six goals for addressing crime and disorder in the community are established. These are:

- (1) To ensure that each part of the City is secure from suppressible Part I crimes;
- (2) To ensure that each part of the City is secure from crimes and other activities which create a public disorder;
- (3) To ensure that each part of the City is secure from other disturbances;
- (4) To ensure that each part of the City is free of socio-economic conditions that produce juvenile and adult offenders;
- (5) To ensure that each part of the City is free of neighborhood environmental conditions that foster crime and public disorders; and
- (6) To ensure that visitors and conventioners are free from crime incidents in the areas frequented by tourists.

To address these goals a coordinated system of strategies will be needed. Two categories of strategies will make up this system. These are:

- (1) Police Strategies;
- (2) Coordination Among Social Services, Neighborhood Services, and Criminal Justice Agencies.

A. POLICE STRATEGIES

The police strategies will consist of these features:

- (1) Command Accountability. Accountability will be geographically distributed. Each of the twelve service areas will be placed in one of four zones. A captain will be assigned to and be held accountable for all police services in his zone 24 hours a day. He will direct police strategies for his zone and will specify objectives which are tied to each of the goals. To accomplish this, each captain will assign manpower for each zone and each area in the zone, specifying how this manpower will be used, and when it will be used. The captain will freely schedule officers according to activity in the area. This may include staggered shifts, overlapping shifts, or hour-by-hour scheduling. In addition, the captain will maintain continuing contact with the people living in his zone. The service areas are aggregated into four zones to group crime problems into manageable sections of the City and to facilitate patrol management as follows:

- Zone I - Service Areas A, B and H
- Zone II - Service Area C
- Zone III - Service Areas D, E, F and G
- Zone IV - Service Areas I, J, K and L

To facilitate the captains¹ command and control, and to improve shift change operations, there will be a substation in each zone.

- (2) Manpower Deployment. The new manpower deployment plan will resolve the problem of unequal distribution of patrol time. Manpower will be distributed to each of the service areas and zones on the basis of calls for service, time to provide for preventive patrol, citizen participation, and other activities. The distribution of officers by area and zone was determined by the number of calls for service in each area, given an average time per call for service and a standard of no more than 40% of officer time devoted to calls for service. Also, for low crime areas, an additional standard was established to ensure that no area had less than 1 officer per 1,250 residents. This standard accounted for officer needs in Service Areas K and L. The resulting officer requirements are as follows:

Zone and Service Area	Annual Calls for Service	Officers to be Assigned
<u>Zone I</u>		
A	8,388	7
B	25,853	23
H	7,063	6
Total	41,304	36
<u>Zone II</u>		
C	49,629	43
<u>Zone III</u>		
D	20,108	18
E	11,419	10
F	7,571	7
G	11,765	10
Total	50,863	45
<u>Zone IV</u>		
I	22,057	19
J	2,427	5
K	6,570	9
L	7,582	11
Total	38,636	44
City Total	180,432	168

The officers will be permanently assigned to the service area. By organizing patrol geographically, rather than by shift, patrol officers can more readily interact with the residents of the neighborhoods they protect. In addition, the officers gain a much better knowledge of that particular area including familiarity with the residents, businesses, and the types of crime and other activity that present problems for the area. Map 10 shows the distribution of officers by zone and service area.

Officers will be scheduled so that, on average, 40% of officer time will be available for preventive patrol. The deployment of officers for community-oriented policing will increase the effectiveness of preventive patrol by emphasizing citizen interaction and problem-solving.

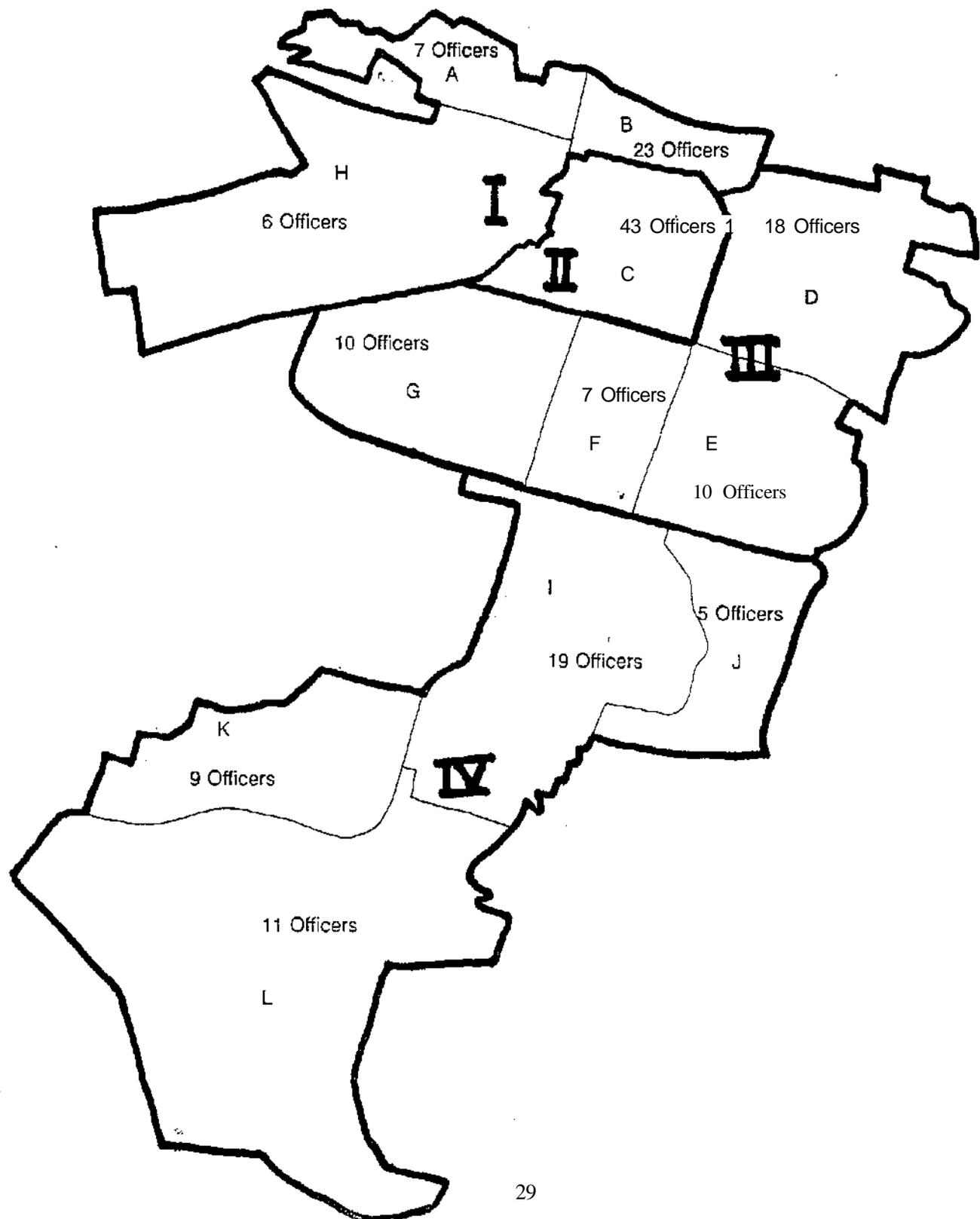
In addition to the patrol needs for each area, there should be one wagon for each zone on each shift. Wagons are vans for transporting arrested individuals to the county jail, and are necessary so that regular patrol units are not removed from the street for long periods of time. Staffing for wagon needs results in a total of 4 wagons at all times, or given 3 shifts per day, 12 units per day. Staffing for this level of service requires 21 officers in addition to patrol needs for each service area. Added to this are 4 Crime Prevention Coordinators, one for each zone to work with the community in their zone on crime prevention. In summary, deployment will consist of 193 patrol officers.

Management needs include 1 captain for each zone to serve as the zone commander with complete responsibility for that zone 24 hours a day. Supervisors assigned to each captain will include 1 lieutenant and 6 sergeants for each zone. Therefore the total management needs are 4 captains, 4 lieutenants, and 24 sergeants. A graphical allocation of manpower is illustrated on Map 5.

The current allocation of patrol personnel is 156 officers, 3 captains, 4 lieutenants, and 23 sergeants. Therefore, in order to implement deployment for community-oriented policing, an additional 39 officers are needed, which includes 1 additional captain and 1 additional sergeant. In addition, the study recommends 5 additional report takers to staff a telephone reporting unit (TRU) 24 hours a day, 7 days a week.

Additional Officers Needed. To accomplish staffing needs for community-oriented policing, a total of 13 officers will be transferred from the Special Operations Division - 1 captain, 2 officers from the Crime Prevention Unit, 5 officers from the Traffic Unit, and 5 officers from T.R.A.P. Therefore, the net manpower needs are 26 new officers plus vehicles and equipment, and 5 report takers.

MAP 10: Allocation of Patrol Personnel by Zone & Area



- (3) Community-Oriented Policing. Community-oriented policing directly addresses the need for patrol officers to interact more with residents in the neighborhoods they patrol. It will emphasize that the police and the citizens are co-producers of safety and order, and that they must mutually identify and resolve community problems. Patrol officers will get to know the area they serve, will talk to people in those areas, and will become a visible part of the neighborhood. By doing so, officers will be able to assist individuals with self-protection, to intervene at earlier stages to prevent problems from arising, to develop a heightened appreciation of community concerns, to explain police services more accurately, and to solicit information that leads to arrests and prosecution. Specific strategies include: parking the patrol car and walking; writing reports at or near trouble spots; referring neighborhood residents to the appropriate city and social services agencies for assistance; encouraging citizens to post "no trespassing" signage on property to discourage loitering and prowling; conducting field interviews of suspicious persons; encouraging and helping to form and coordinate neighborhood crime groups; helping businesses to organize associations to combat commercial-related crime; reporting vacant buildings to Neighborhood Services; requesting social service agencies to make timely and appropriate presentations to neighborhood crime groups; serving as a liaison between residents and the neighborhood service center; and conducting security surveys for victims of commercial and residential burglary.
- (4) Problem-Oriented Policing. Problem-oriented policing (P.O.P.) is a proactive approach to patrol operations that identifies, analyzes, and responds to specific problems. P.O.P. has been used by SPD on a limited scale and proven successful, and therefore will be implemented on a department-wide basis. Rather than reacting to incidents, it focuses on the underlying circumstances that cause crime. P.O.P. is a problem-solving approach that identifies a problem, analyzes the conditions affecting it, and develops strategies for addressing it. The study established a standard of 40% of patrol time to be devoted to proactive policing which includes P.O.P., preventive patrol, and citizen interaction.
- (5) Differential Police Response. To resolve the problem of inadequate police response and to allow patrol officers more time for problem-solving, a revised Differential Police Response system is recommended. Differential police response (DPR) is a deliberate stacking of certain non-emergency calls so as to not occupy too many officers at once, and to allow the dispatch to go to the neighborhood officer when he/she becomes available. According to surveys by the National Institute of Justice (NIJ), for non-emergency situations, citizen satisfaction is not as dependent on speed of response as it is on certainty of response. Therefore, dispatchers will delay responses for routine calls when appropriate, but inform citizens of the expected time of arrival of the officer.

The differential response will also use a telephone reporting unit (TRU). This unit will

take reports over the telephone instead of dispatching an officer to the scene of an incident. The advent of E-911 has made it easy to call for police assistance, but has also increased the call for service workload. There are some calls, such as lost property, missing persons, or threatening phone calls, which can be taken with a telephone report. TRU's are increasingly utilized in many cities throughout the nation and will be used here to make better use of patrol time.

- (6) Improved Analytical Capabilities. A planning and research director has been recently staffed to oversee data management efforts since effective patrol deployment requires accurate and timely information. At present, this capability is hampered by the current Computer Aided Dispatch (CAD) and Records Management System (RMS). As a consequence, it is recommended that a fully integrated CAD/RMS be acquired to meet the department's data management needs. Computerization will address two problems identified in this study. First, it will improve department dispatch functions thereby helping to reduce police response time delays. In addition, it will provide timely, accurate, and meaningful information by which the police department can most effectively deploy its resources to address the crime problems identified in this study.

B. STRATEGY FOR IMPROVING COORDINATION AMONG AGENCIES

Crime is a community problem, not just a police problem. The genesis of crime cannot be solely addressed by the criminal justice process. Because the police in particular, and the criminal justice system in general, do not control the social and economic conditions that spawn or foster crime, it is not possible for them to control it.

An effective program to address crime will require the combined efforts of short-term police strategies and long-term improvement of socio-economic and environmental conditions. While police efforts can be effective in reducing opportunities for crime, it is the long-term efforts to improve the quality of life issues that will have a lasting impact. The following strategies will improve the coordination of the delivery of services:

- (1) **Collaborative**. An integrated, comprehensive, collaborative effort to control crime must exist among a wide variety of participants, each of which can have a meaningful impact on crime in Savannah. To accomplish this, the formation of a collaborative body is proposed to coordinate multi-disciplinary efforts to address the criminal justice process and the factors that give rise to crime. This collaborative body would include representatives from:

The Savannah Police Department; judges, prosecutors, corrections, parole, probation, court administrators from the various criminal justice systems; social service agencies such as the Department of Family and Children Services, Tidelands and Economic Opportunity Authority; employment services such as the Private Industry Council and Georgia Department of Labor; youth support services such as the Youth Futures Authority; the Chatham County School Board and other educational institutions; health clinics and hospitals; City bureaus and departments including Public Development/ Neighborhood Services, the Fire Department, Leisure Services, Sanitation; and many other participants yet unnamed.

Many of these representatives have convened to review both the analysis and the strategies proposed in this document and have expressed their support and a willingness to participate in this Collaborative. Among the actions the collaborative would take are the following:

- (1) Develop a flow chart and database of the criminal justice system;
 - (2) Document in more detail the social and economic problems that affect crime; and
 - (3) Design interagency strategies for attacking the problem.
- (2) **Community Services Coordinators**. To coordinate the strategies to improve socio-economic and environmental conditions with the police strategies of each area. **Community Services Coordinators** are proposed to coordinate service delivery and other improvements in the service areas with substantial crime and socio-economic

problems. These coordinators will work with zone captains to identify problems which require assistance from outside agencies and other City departments. The coordinators will report to the Assistant City Manager for Public Development.

- (3) Neighborhood Service Centers. The service area will become the basis for delivery of police services, social services, job training and employment services, and neighborhood improvements. The study recommends the establishment of **Neighborhood Service Centers** to serve as facilities from which to coordinate service delivery. Through decentralization, vital services are brought to the citizens rather than the citizens having to go to the services. Initial emphasis should be on establishing a center in Service Area C to facilitate service delivery in this most needy part of the community.
- (4) Criminal Justice Agency Coordination. The coordination of criminal justice agencies is essential if the process is to be more efficient and cost-effective in dealing with the problems of jail overcrowding, recidivism, and escalating caseloads.

Developing and maintaining compatible databases is the first order of business if information across the "system" is to be shared and effectively used. Shared information encourages the analysis of problems besetting the criminal justice process and the planning necessary to generate and implement strategies to reduce or solve these problems. Analysis and planning acknowledge the unavoidable interdependence of police, prosecution, courts, corrections and juvenile justice agencies. Analysis and planning also force criminal justice agencies to ascertain beforehand how changes in policies, workloads, or programs impact other criminal justice as well as non-criminal justice agencies.

The "Collaborative" provides the mechanism from which analysis and planning, and thereby enhanced coordination, would develop. Part of the collaborative's mission is to improve dialogue among its members which includes a large number of criminal justice professionals. It also serves as a mechanism for sharing ideas, information, data, and problems of mutual concern. Most important, it serves as a fulcrum for criminal justice policy formulation and as a basis for recommending the implementation of strategies and programs aimed at improving the level of inter-agency cooperation and coordination. Because most, if not all, relevant criminal justice agencies will be represented on the collaborative, the problem of the lack of coordination will be immediately recognized and addressed.

Summary

Police Problems

Lack of Geographic Accountability
Unequal Distribution of Patrol Time
Need for Better Interaction with Residents
Need for More Proactive Patrol
Inadequate Police Response System
Inadequate Data Management

Criminal Justice, Socio-Economic, and Neighborhood Service Problems

Lack of Coordination

Strategies

Area Command Accountability
New Manpower Deployment Plan
Community-Oriented Policing
Problem-Oriented Policing
Differential Police Response
New Deployment Plan
Improved Analytical Capabilities
New CAD/RMS

Strategies

Collaborative
Community Services Coordinators
Neighborhood Service Centers
Coordination Criminal Justice Agencies

Part III: Proposed Staffing and Budget

The recommendations included in this document will require additional resources if they are to become operational. This section provides a cost breakdown for the personnel and equipment that must be added to implement the recommended strategies. Manpower requirements specify the addition of 39 officers to staff patrol; however, 13 positions will be transferred from other divisions of SPD leaving a requirement of 26 new officers. Major equipment needs will include 18 vehicles for the additional officers, and a fully integrated CAD/RMS system. In order to provide coordination among the agencies that are already providing services, a director and secretary are required to staff the collaborative. In order to coordinate socio-economic and environmental strategies with police strategies, 4 Community Service Coordinators are needed. Estimates of start-up costs for the first year, and recurring annual costs, are provided as follows:

	<u>Start-Up Costs Year 1</u>	<u>Recurring Annual Costs</u>
POLICE DEPARTMENT		
<u>Personnel</u>		
25 Police Officers (salaries & fringe)	\$627,975	\$659,374
1 Sergeant (salary & fringe)	39,930	41,927
5 Telephone Report Takers (salaries & fringe)	116,840	122,682
<u>Equipment</u>		
18 Vehicles	360,000	126,000
Vehicle Operating Costs	18,000	18,900
Uniforms & Equipment	67,600	
Overhead	10,000	10,500
Medical	5,200	
CAD/RMS System	564,335	
CAD/RMS Maintenance Costs	30,000	31,500
Total	\$1,839,880	\$1,010,883

	<u>Start-Up Costs Year 1</u>	<u>Recurring Annual Costs</u>
COLLABORATIVE		
<u>Personnel</u>		
1 Director (salary & fringe)	\$50,000	\$52,500
1 Secretary (salary & fringe)	21,875	22,970
<u>Equipment</u>		
1 Vehicle	12,000	1,800
Computer Equipment (PC, printer, & software)	9,000	
Office Furniture	1,500	
Office Supplies	500	525
Total	\$94,875	\$77,795
COMMUNITY SERVICE COORDINATORS		
<u>Personnel</u>		
4 Community Service Coordinators (salaries & fringe)	\$155,000	\$162,750
<u>Equipment</u>		
3 Vehicles	36,000	5,400
Computer Equipment (3 PCs, printer, & software)	9,000	
Office Furniture	2,000	
Office Supplies	1,000	1,050
Total	\$203,000	\$169,200
GRAND TOTAL	\$2,137,755	\$1,257,878

H. ANALYSIS OF PROBLEMS

Most of the data documenting existing conditions are derived from several sources:

- (1) Computer Aided Dispatch (CAD) system which records information on calls for service;
- (2) The City's mainframe computer database which maintains crime data by Uniform Crime Classification Codes and maintains call for service information as it is downloaded from the CAD;
- (3) A one-twelfth sample of incidents and calls for service from the City's mainframe;
- (4) A 14-day survey conducted by officers to obtain data on time utilization and response times; and
- (5) Other data were supplied by the following sources: Chatham County Health Department; Chatham County Department of Family and Children Services; City of Savannah Responsive Public Services Program; State Board of Pardons and Paroles; Community Correctional Services; Georgia Department of Labor; Recorder's Court of Chatham County; State Court of Chatham County; Superior Court of Chatham County; Chatham County Jail; and Chatham County District Attorney's Office.

A. COMPOSITION AND DISTRIBUTION OF CRIME

Crime and other disorders in the City are grouped into three categories: Part I crimes, public disorders, and other disturbances.

CRIME BY SHIFT AND ZONE

Part I Crimes

Crime data is analyzed by shift and zone. A shift is an 8-hour working period, or watch, to which officers are assigned. Currently there are three shifts; the first shift is from 12:00 a.m. to 8:00 a.m.; the second shift is from 8:00 a.m. to 4:00 p.m.; and the third shift is from 4:00 p.m. to 12:00 a.m. The City is divided into four zones which are illustrated on Map 11. Zone boundaries are based on the equalization of crime activity and workload to facilitate patrol management.

A total of 13,226 Part I crimes occurred in 1990. Table 3 illustrates the shift during which the crimes occurred. The third shift accounted for 6,481 (49%) of these crimes. The second shift had 4,232 (32%) and the first shift had 2,513 (19%). The third shift accounted for almost two-thirds of homicides (62%), and over half of assaults (53%), commercial burglaries (54%), larcenies (51%), and auto thefts (50%). The first and third shift each accounted for approximately 40% of the rapes. The major finding of this analysis is that the majority of Part I crimes occur on the third shift, 4 p.m. to midnight.

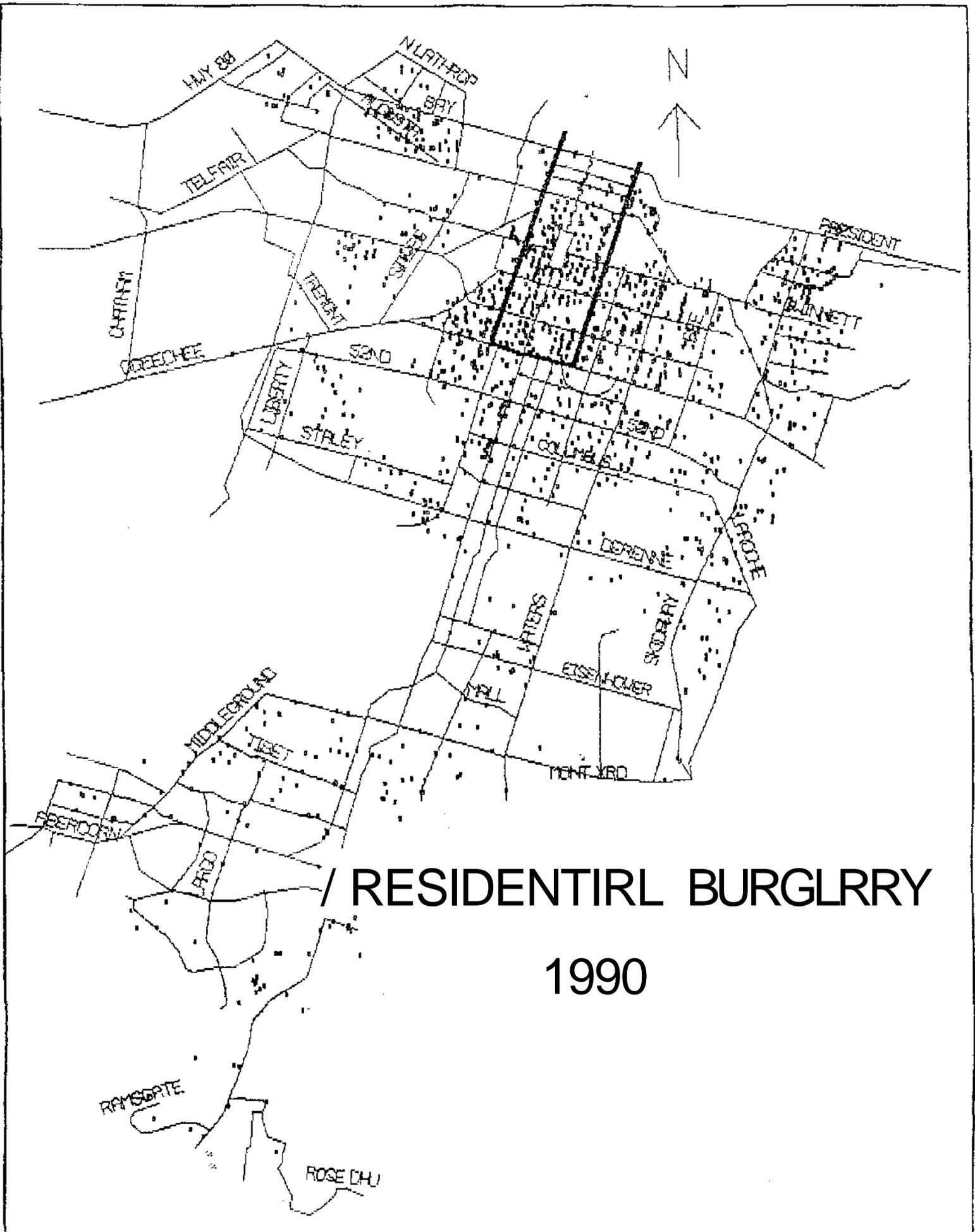
TABLE 3: Part I Crimes by Shift, 1990

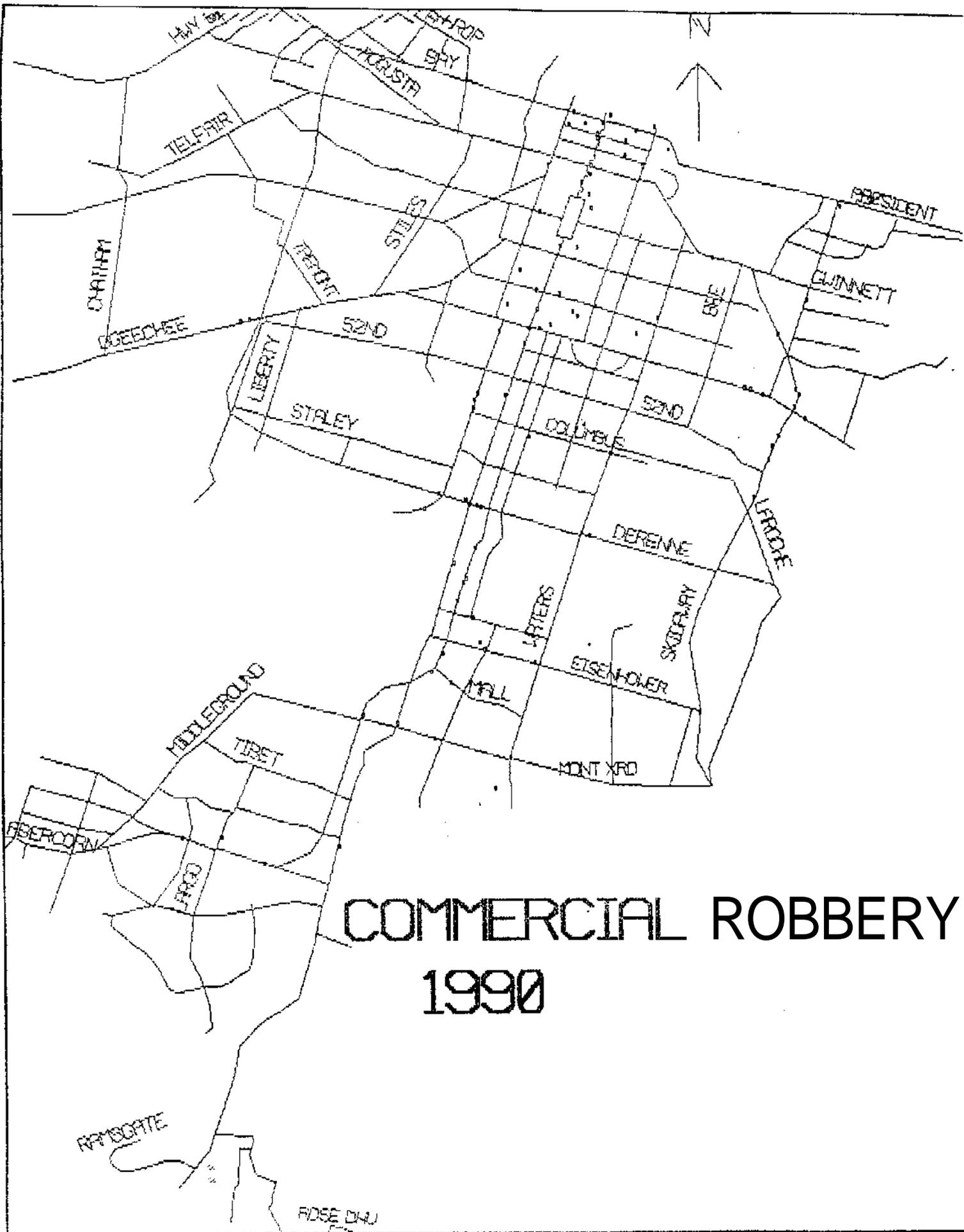
Crime	Shift 1		Shift 2		Shift 3		Total
	NO.	Pet.	No.	Pet.	No.	Pet.	
Homicide	6	16%	8	22%	21	62%	35
Rape	40	39%	22	21%	42	39%	104
Robbery, Other	249	38%	92	14%	315	48%	656
Robbery, Commercial	30	22%	42	30%	67	48%	139
Assault	191	33%	81	14%	307	53%	579
Burglary, Commercial	264	26%	203	20%	549	54%	1,016
Burglary, Residential	317	18%	721	41%	721	41%	1,759
Larceny	1,041	13%	2,881	36%	4,082	51%	8,004
Auto Theft	196	21%	271	29%	467	50%	934
Total	2,513	19%	4,232	32%	6,481	49%	13,226

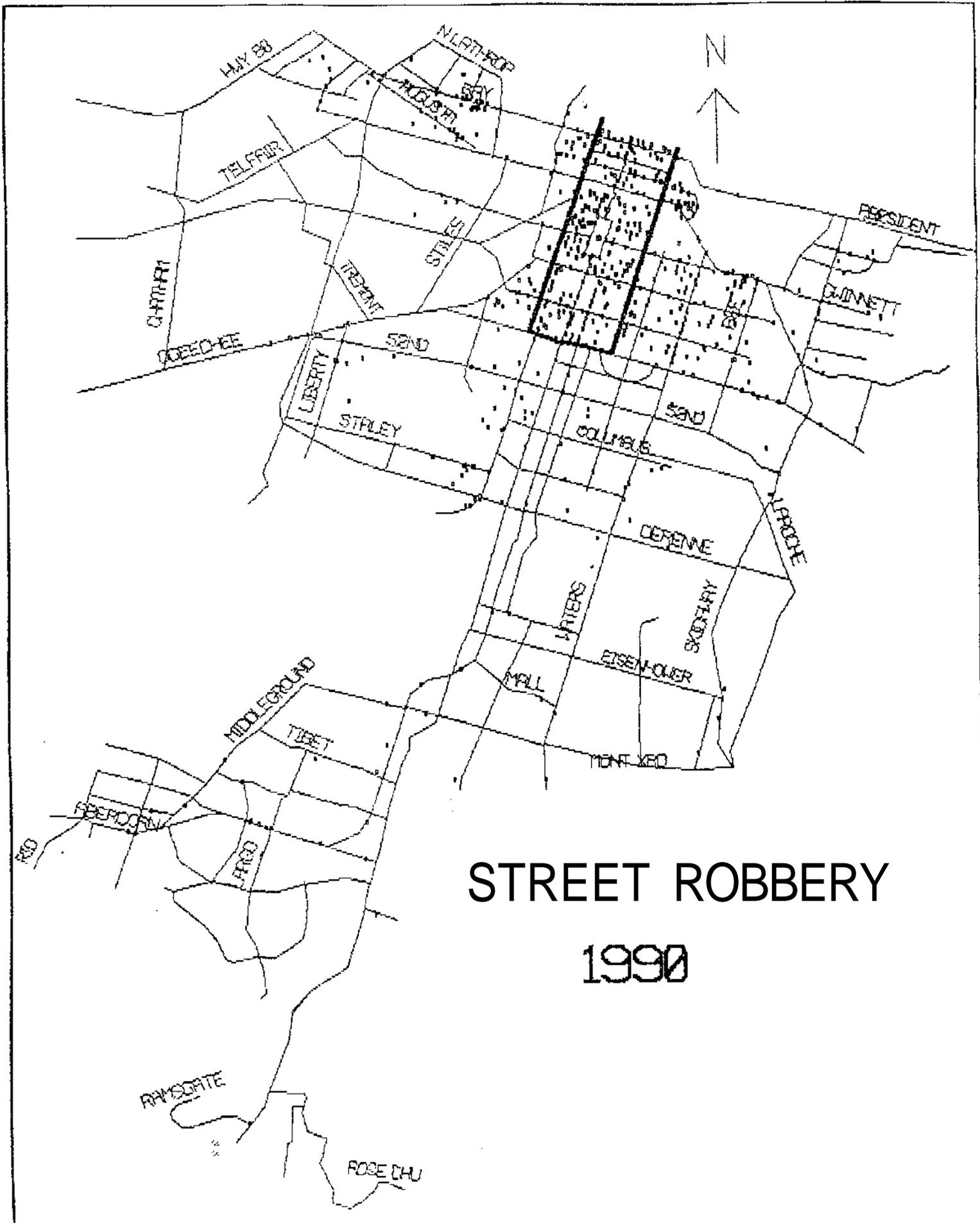
Table 4 illustrates Part I crimes by zone. Zone IV had the most Part I crimes with 4,364 (33%). Zone IV had the most larcenies, commercial burglaries, auto thefts, and commercial robberies. Zone III had 25% (3,307) of the total Part I crime, while Zone II had 23% (3,042) and Zone I had 19% (2,513). Zone II had the most rapes and other robberies. Zone III had the greatest number of residential burglaries. Maps 11 through 24 identify the location of Part I crimes.

TABLE 4: Part I Crimes by Zone, 1990

Crime	Zone I		Zone II		Zone III		Zone IV		Total
	No.	Pet.	No.	Pet.	No.	Pet.	No.	Pet.	
Homicide	11	31%	11	31%	8	22%	6	16%	35
Rape	22	21%	34	33%	24	23%	24	23%	104
Robbery, Other	164	25%	210	32%	197	30%	85	13%	656
Robbery, Commercial	25	18%	38	27%	19	14%	57	40%	139
Assault	185	32%	151	26%	185	32%	58	10%	579
Burglary, Commercial	274	27%	224	22%	203	20%	315	31%	1,016
Burglary, Residential	457	26%	282	16%	598	34%	422	24%	1,759
Larceny	1,201	15%	1,921	24%	1,761	22%	3,121	39%	8,004
Auto Theft	205	22%	187	20%	243	26%	299	32%	934
Total	2,513	19%	3,042	23%	3,307	25%	4,364	33%	13,226

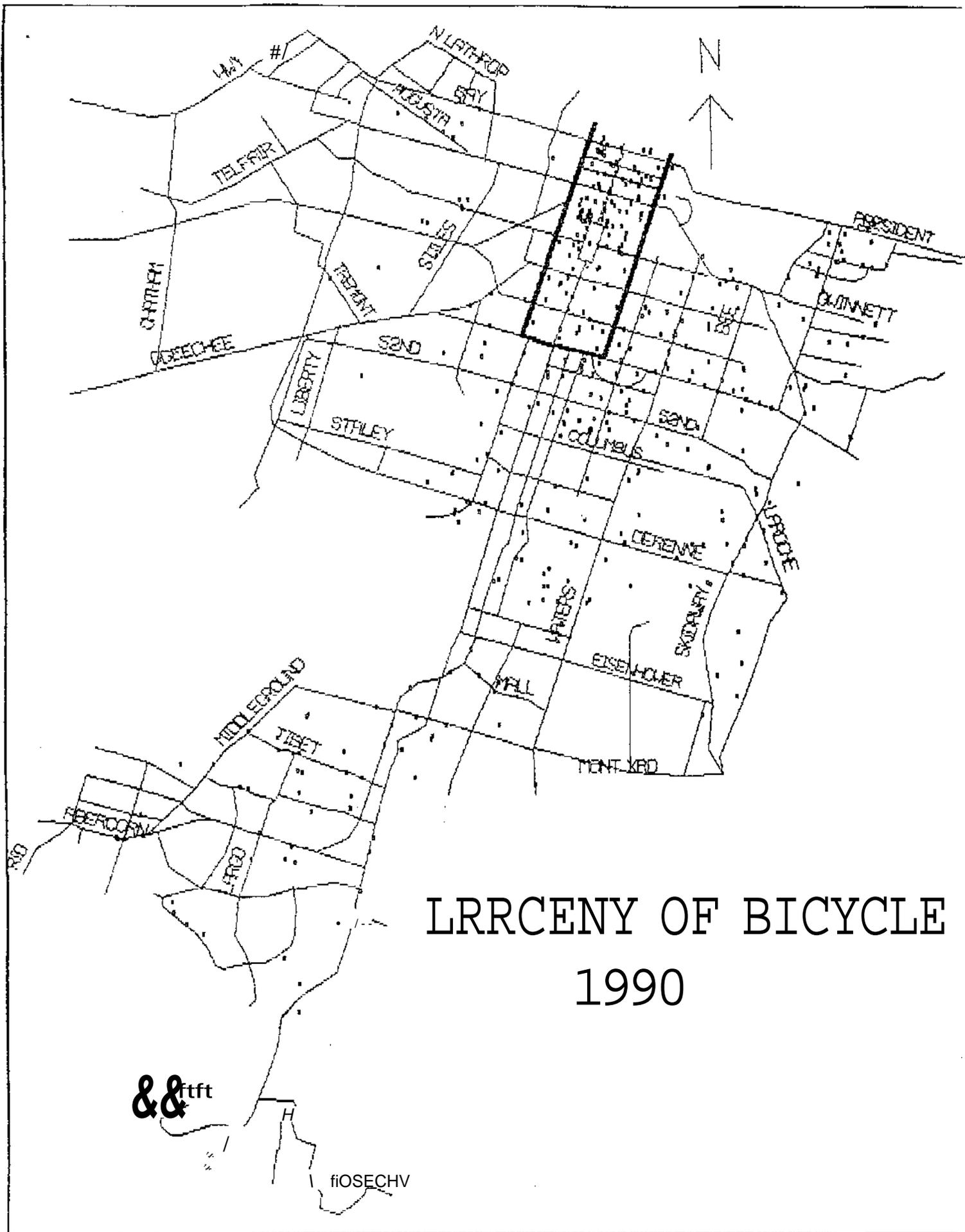




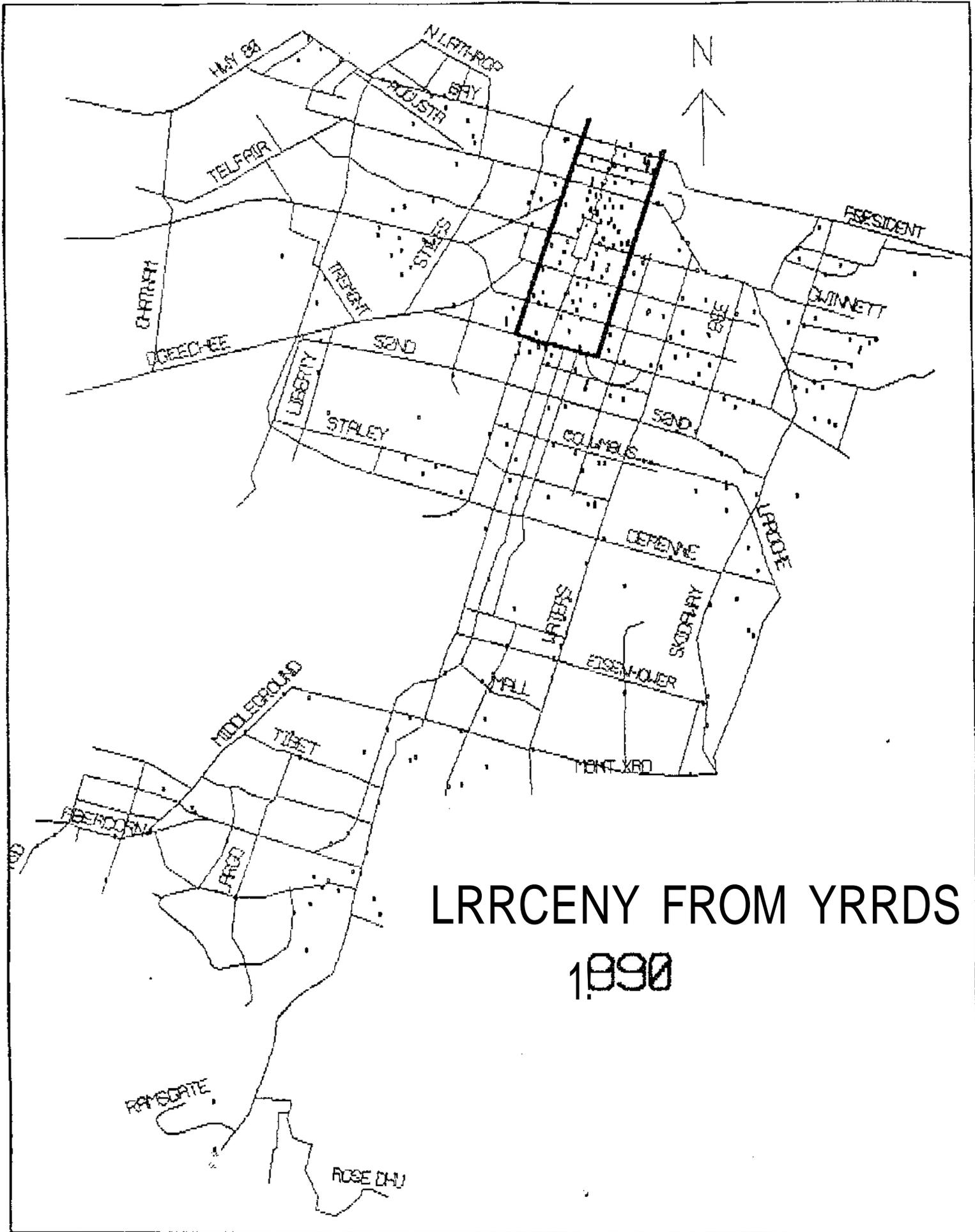


STREET ROBBERY

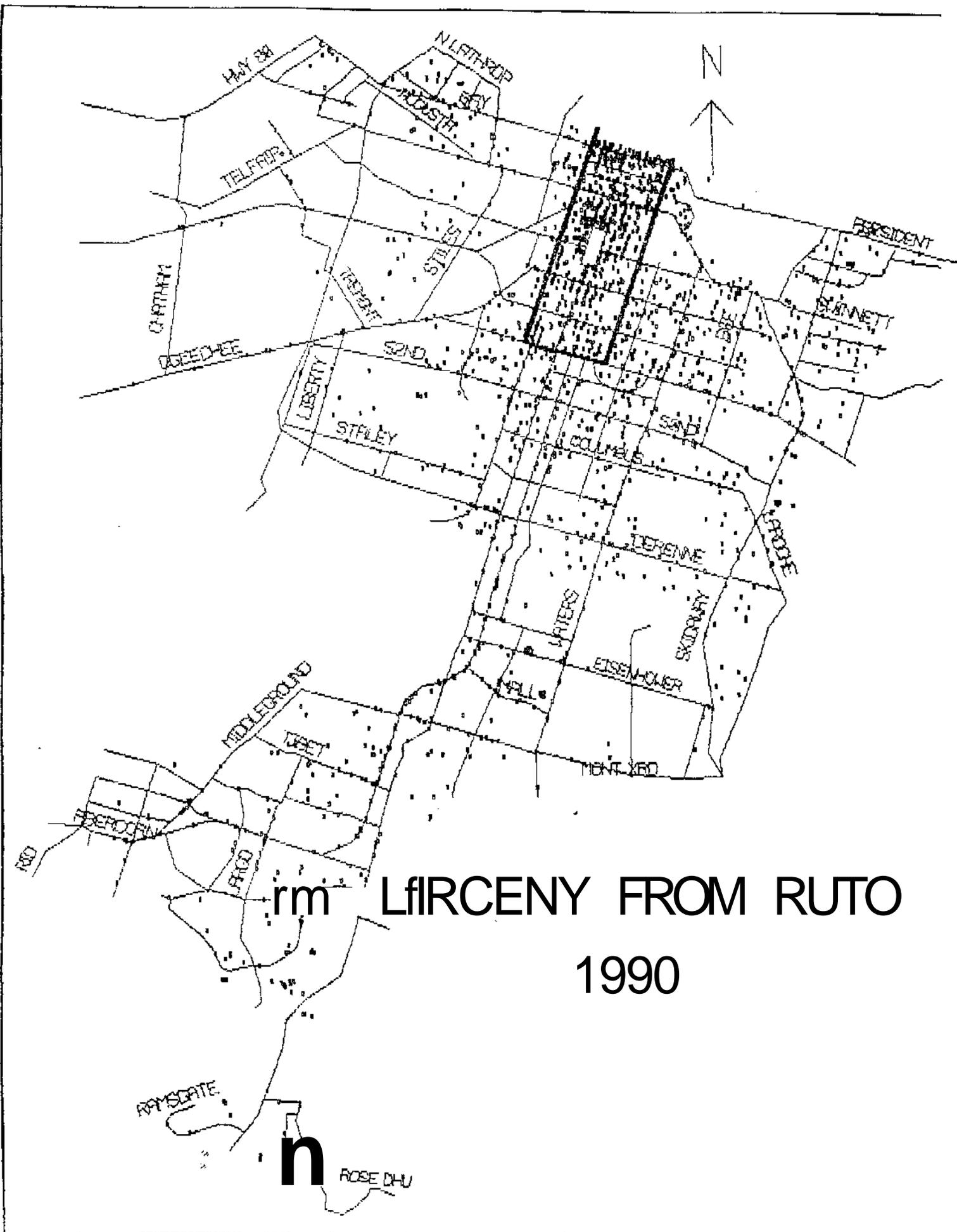
1990

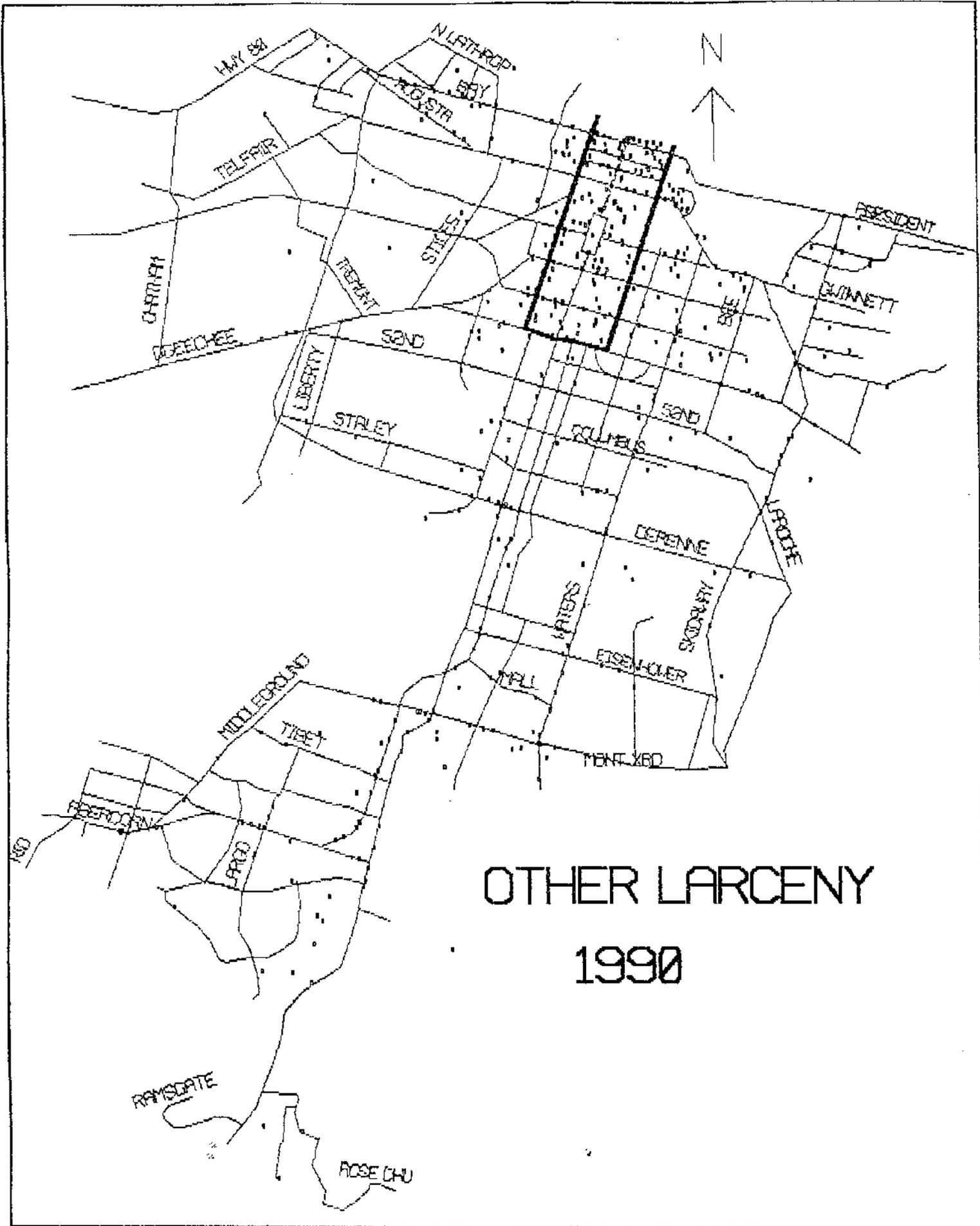


LARCENY OF BICYCLE 1990



LARCENY FROM YRRDS 1890





Public Disorders

Calls for service involving a Public Disorder include prowling/loitering, D.U.I., traffic accidents, moving traffic violations, domestic disturbances, drug and sex offenses, trespassing, property damage, simple assaults, and weapon offenses. Prowling/loitering accounted for 54% of the offenses in this category.

Table 5 illustrates the distribution of Public Disorders by shift. The third shift had nearly half (48%) of the total incidents. The third shift had more than half of simple assaults (57%), weapons offenses (55%), and trespassing (50%). First shift had the most domestic disturbances with 2,208, or 40%.

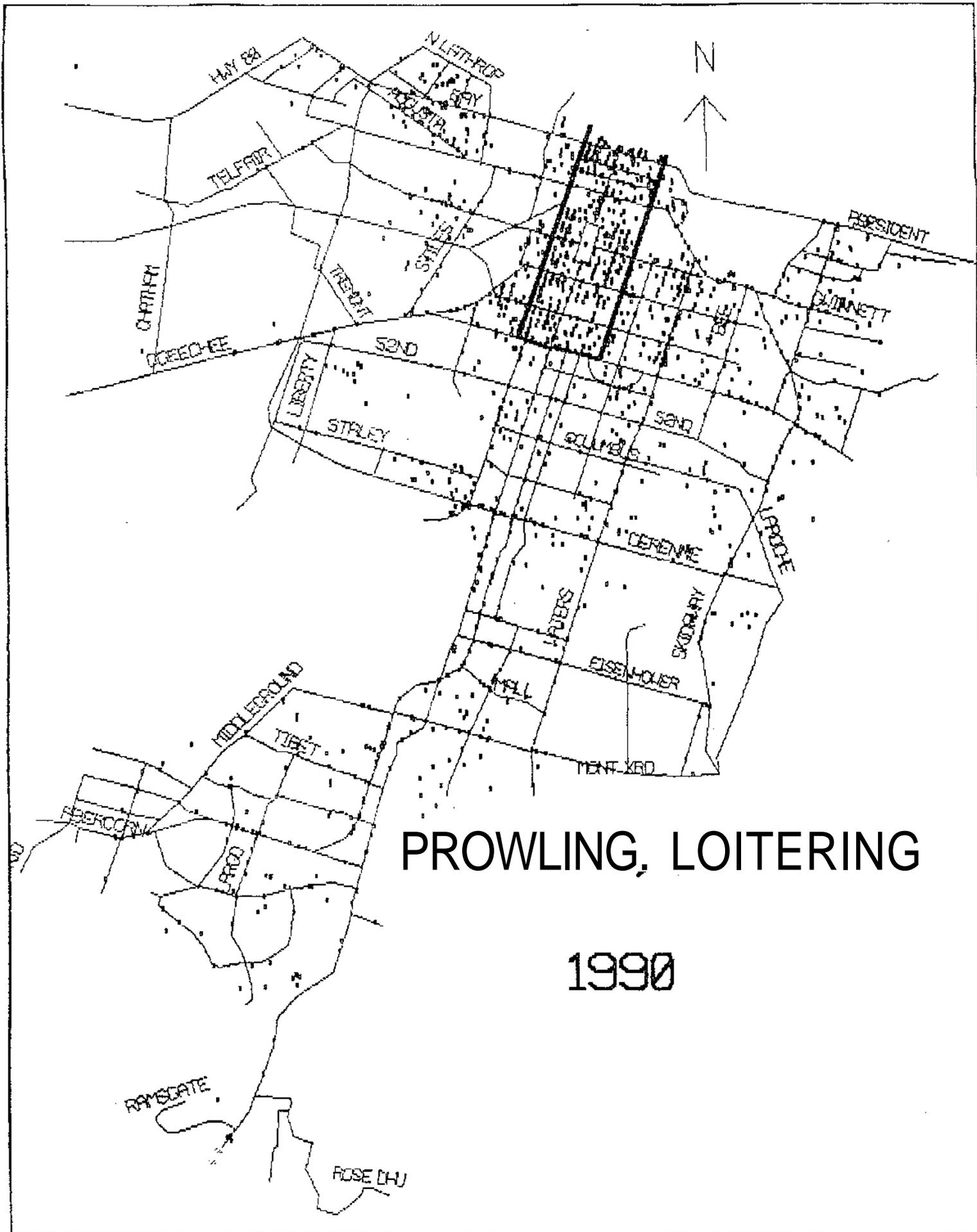
Table 6 illustrates shows the distribution of Public Disorders by zone. Significant concentrations include: domestic disturbances (33%), property damage (34%), and simple assault (32%) in Zone III; weapons offenses (39%) in Zone II; and trespassing in Zone III (35%) and Zone II (31%). Public disorders are illustrated on Maps 25 through 34.

TABLE 5: Public Disorders by Shift, 1990

Crime	Shift 1		Shift 2		Shift 3		Total
	No.	Pet.	No.	Pet.	No.	Pet.	
Prowling/Loitering	13,116	33%	6,672	17%	19,380	49%	39,168
Dill/Traffic Accidents	2,268	18%	5,112	40%	5,304	42%	12,684
Domestic Disturbances	2,208	40%	1,176	21%	2,148	39%	5,532
Drug/Sex Offenses	365	30%	268	22%	585	48%	1,218
Trespassing	1,248	27%	1,056	23%	2,316	50%	4,620
Property Damage	720	33%	516	24%	948	43%	2,184
Simple Assault	1,128	26%	792	18%	2,496	57%	4,416
Weapons Offenses	768	32%	300	13%	1,320	55%	2,388
Total	21,821	30%	15,892	22%	34,497	48%	72,210

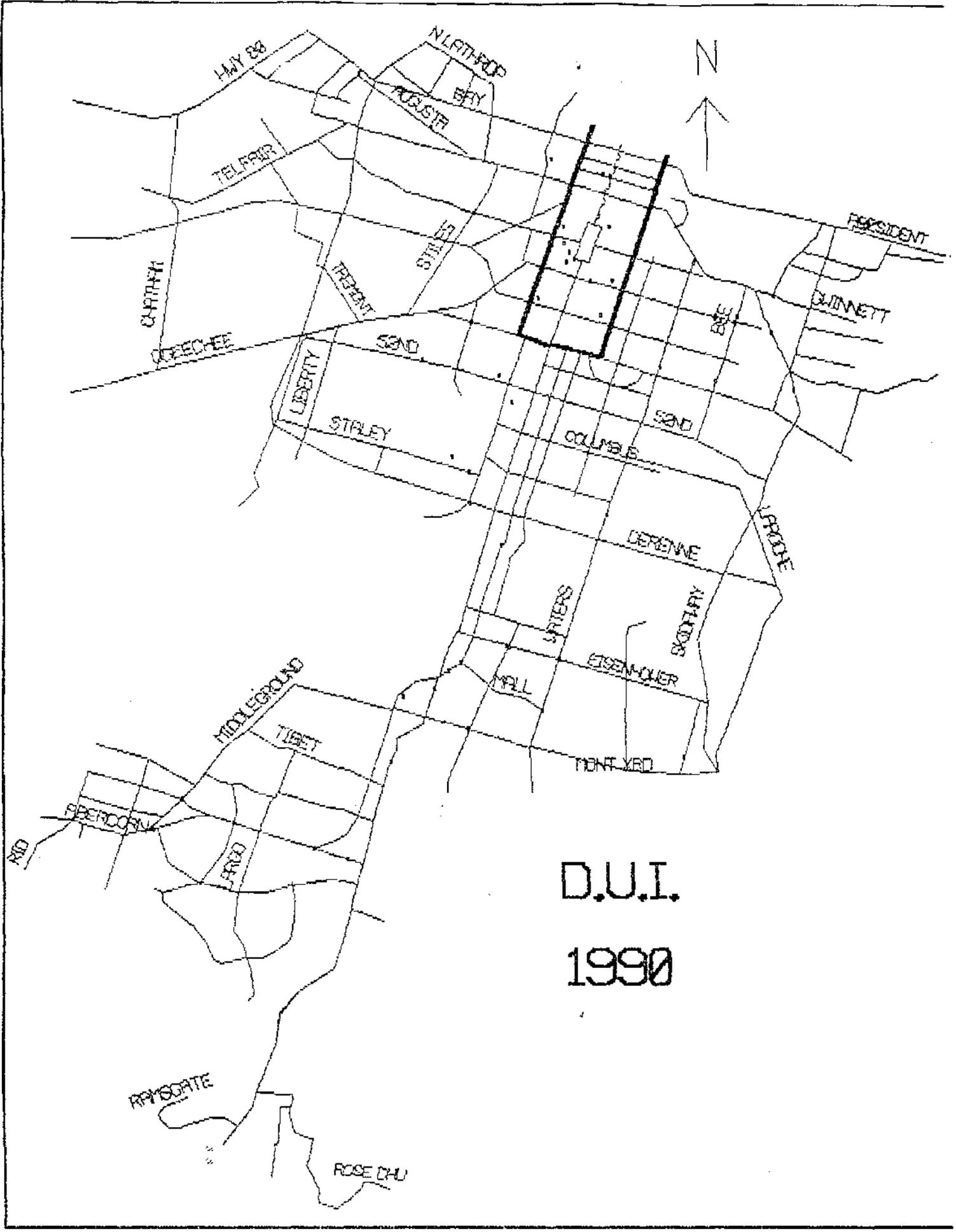
TABLE 6: Public Disorders by Zone, 1990

Crime	Zone I		Zone II		Zone III		Zone IV		Total
	No.	Pet.	No.	Pet.	No.	Pet.	No.	Pet.	
Prowling/Loitering	8,820	23%	11,172	29%	10,404	27%	8,772	22%	39,168
DUI/Traffic Accidents	2,868	23%	2,592	20%	3,372	27%	3,852	30%	12,684
Domestic Disturbances	1,500	27%	1,104	20%	1,848	33%	1,080	20%	5,532
Drug/Sex Offenses	280	23%	320	26%	344	28%	274	22%	1,218
Trespassing	780	17%	1,416	31%	1,596	35%	828	18%	4,620
Property Damage	528	24%	396	18%	744	34%	516	24%	2,184
Simple Assault	1,272	29%	1,044	24%	1,392	32%	708	16%	4,416
Weapons Offenses	576	24%	936	39%	684	29%	192	8%	2,388
Total	16,624	23%	18,980	26%	20,384	28%	16,222	22%	72,210

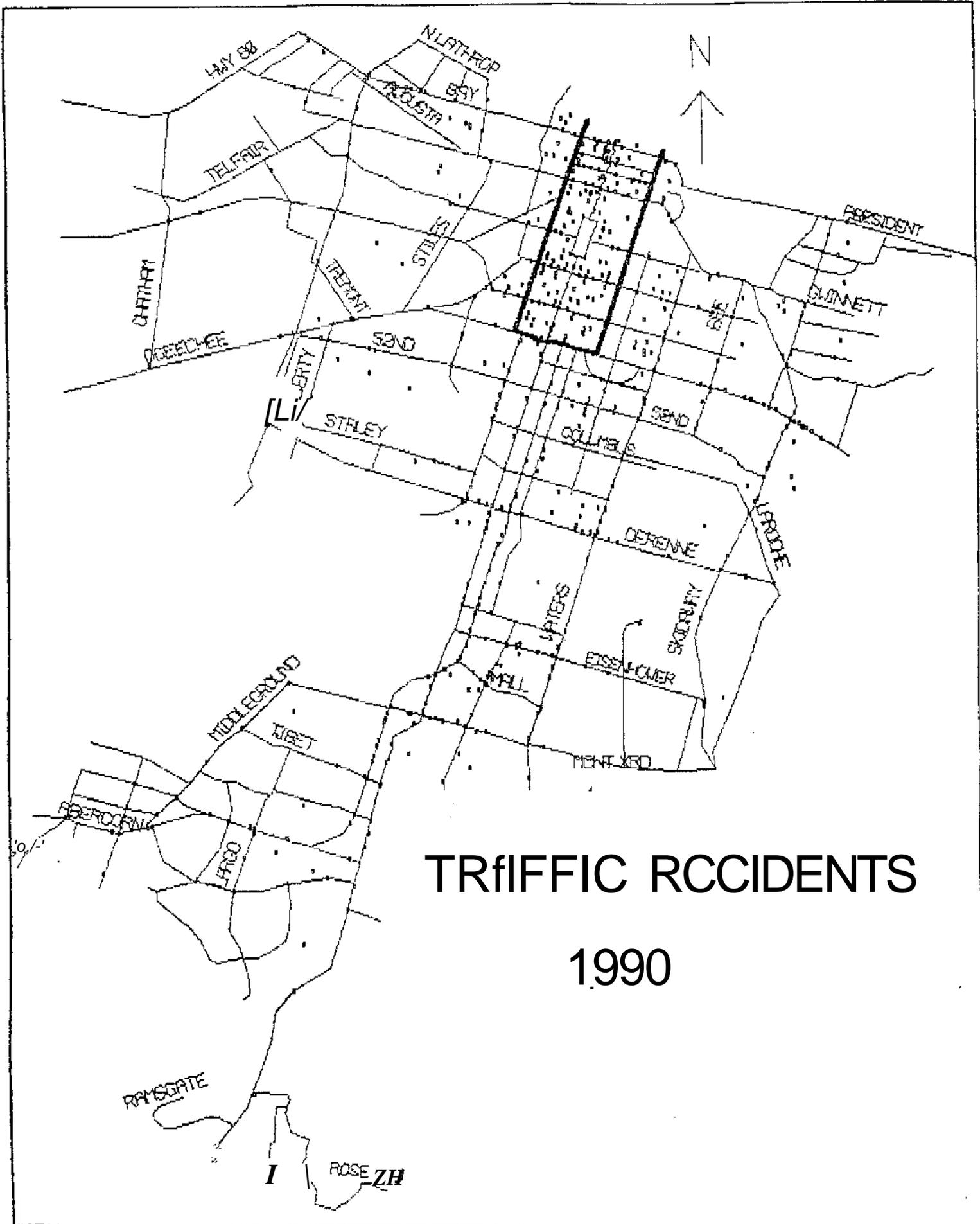


PROWLING, LOITERING

1990

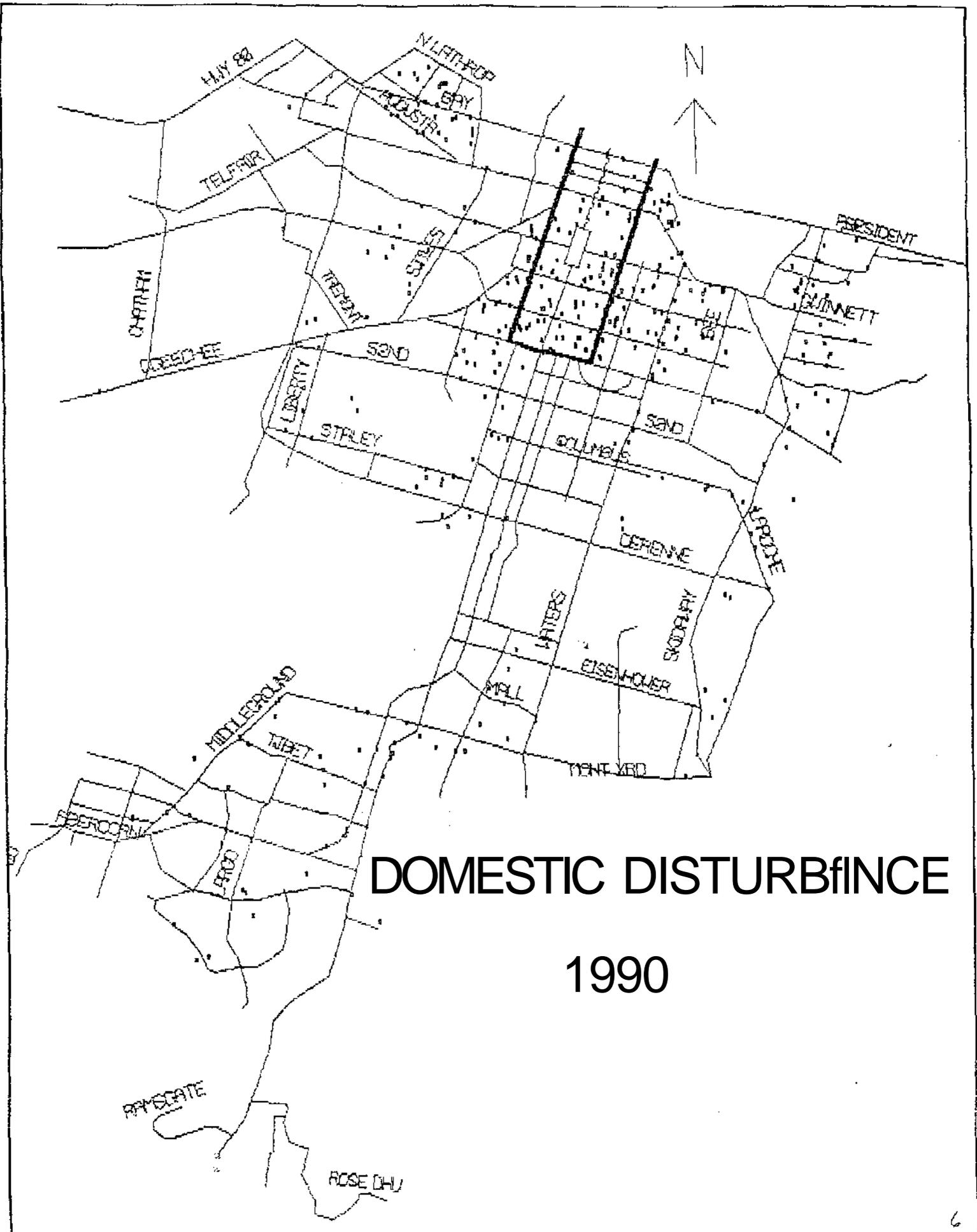


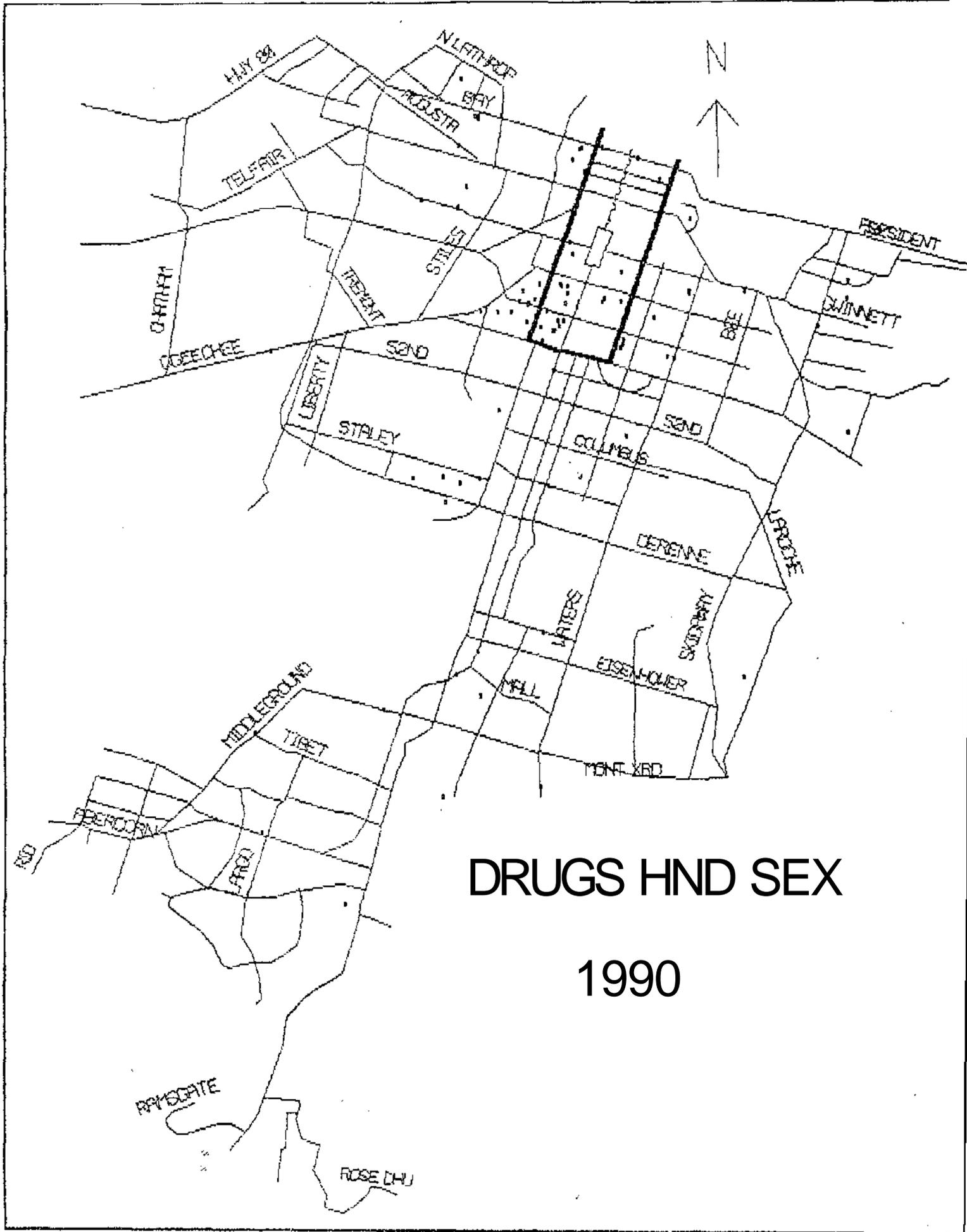
D.U.I.
1990

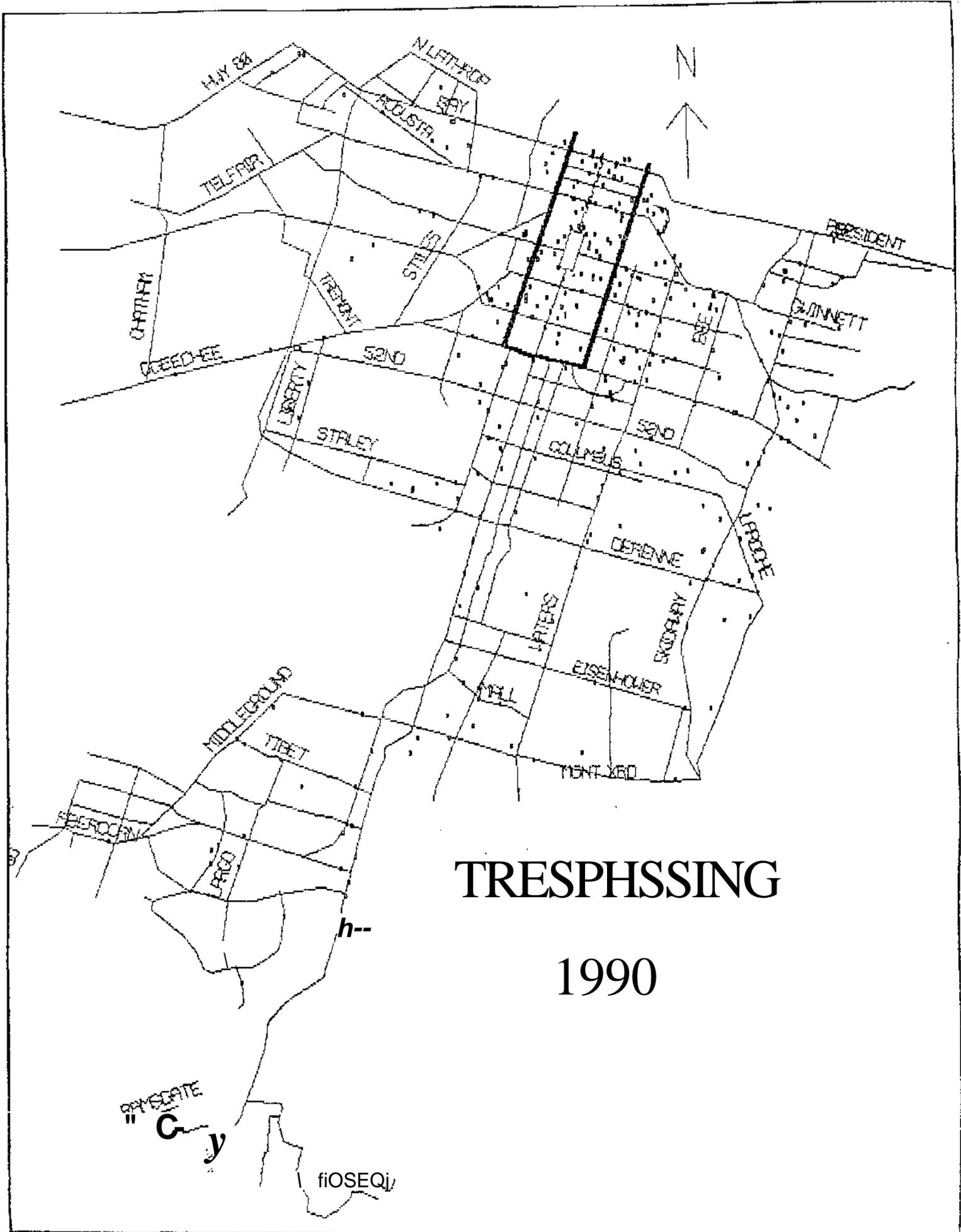


TRAFFIC ACCIDENTS

1990

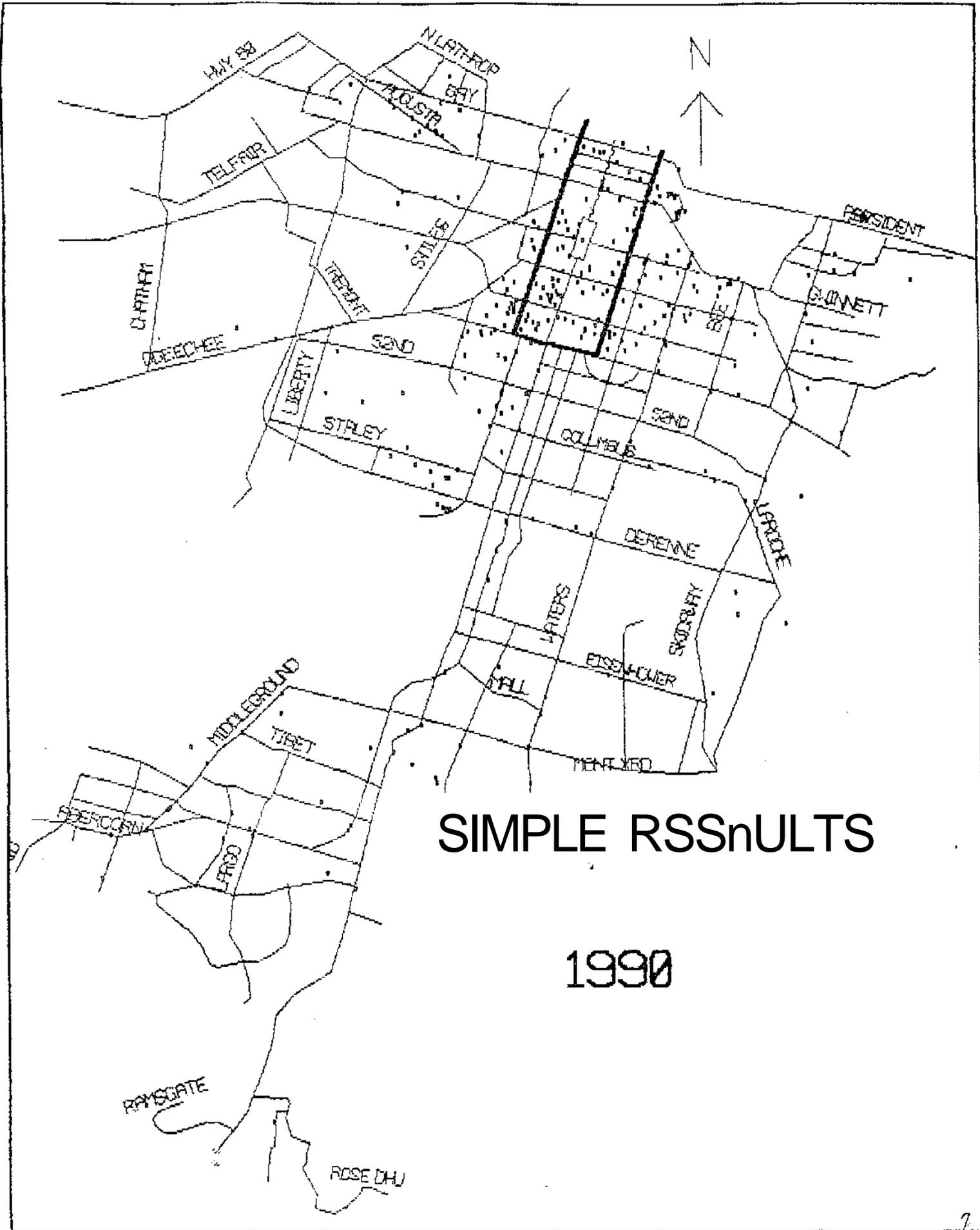


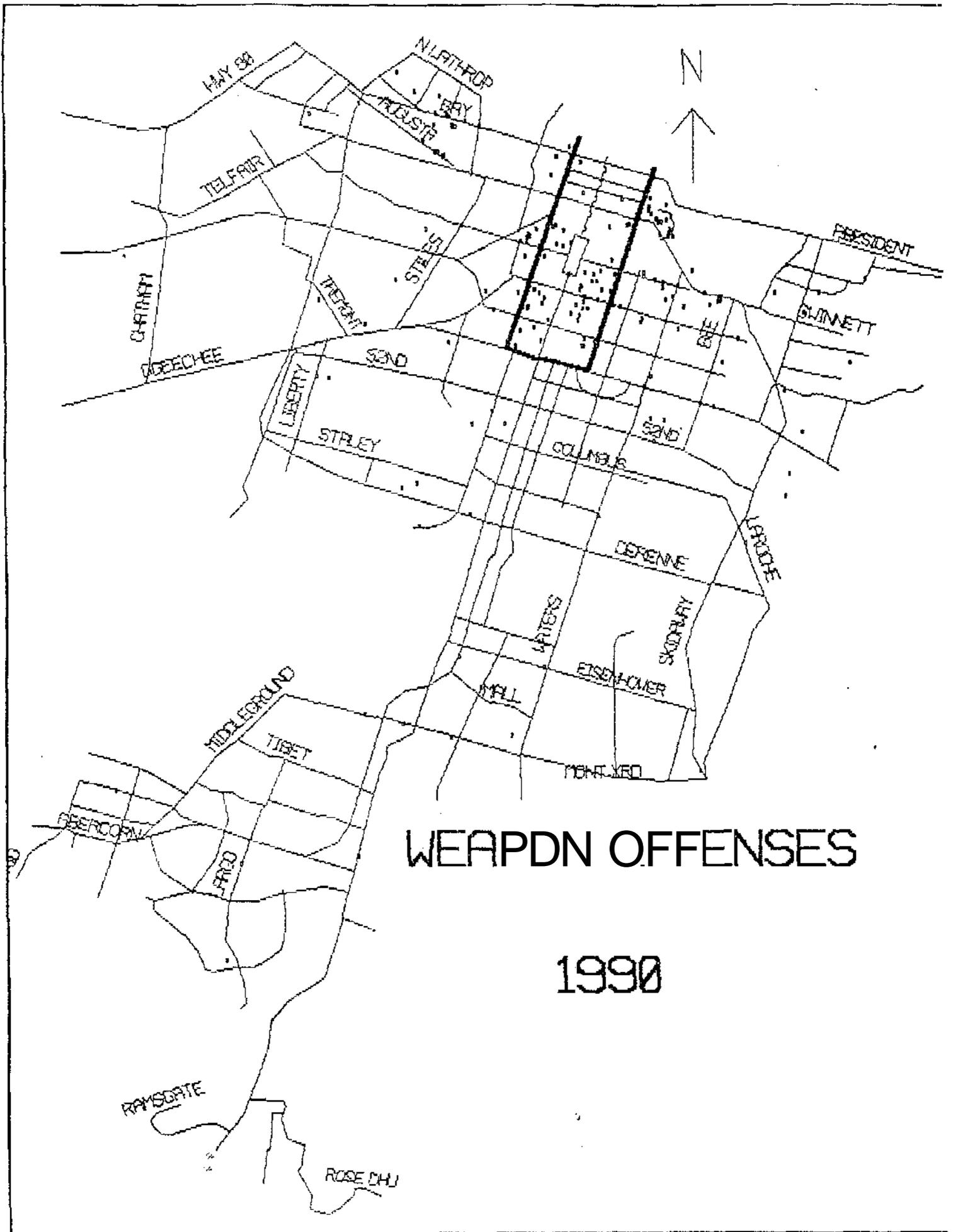




TRESPASSING

1990





Other Disturbances

Other Disturbances, which include non-moving violations, public drunkenness, disorderly conduct, and alarms, were examined in this study. Of these, the most calls were for false alarms (44.5%) and disorderly conduct (39.2%). Ninety-eight percent (98%) of all alarm calls were false. Non-moving violations accounted for 12.8% and incidents of public drunkenness account for the remaining 3.5%.

Table 7 illustrates the incidence of Other Disturbances by shift. The third shift had over half (51%) of all incidents with incidents of disorderly conduct (60%) and public drunkenness (68%) being most significant. Most non-moving violations occurred during second (42%) and third (44%) shifts. False alarms were more evenly distributed with 43% during the third shift, 29% during first shift, and 28% during second shift.

Table 8 shows the distribution of Other Disturbances by zone. Zone II had the most instances of false alarms (30%), non-moving violations (33%), and public drunkenness (43%). Zone III had the most instances of disorderly conduct (31%). Zone IV had the least amount of public order/maintenance incidents with 19%.

Maps 35 through 38 show the geographic distribution of these incidents.

TABLE 7: Other Disturbances by Shift, 1990

Crime	Shift 1		Shift 2		Shift 3		Total
	NO.	Pet.	No.	Pet.	NO.	Pet.	
Disorderly Conduct	2,184	19%	2,436	21%	7,044	60%	11,664
False Alarms	3,804	29%	3,756	28%	5,688	43%	13,248
Non-Moving Violations	528	14%	1,620	42%	1,668	44%	3,816
Public Drunkenness	156	15%	180	17%	708	68%	1,044
Total	6,672	22%	7,992	27%	15,108	51%	29,772

TABLE 8: Other Disturbances by Zone, 1990

Crime	Zone I		Zone II		Zone III		Zone IV		Total
	No.	Pet.	No.	Pet.	No.	Pet.	No.	Pet.	
Disorderly Conduct	3,108	27%	3,300	28%	3,624	31%	1,632	14%	11,664
False Alarms	2,976	22%	3,984	30%	3,204	24%	3,084	23%	13,248
Non-Moving Violations	672	18%	1,260	33%	936	25%	948	25%	3,816
Public Drunkenness	204	20%	444	43%	288	28%	108	10%	1,044
Total	6,960	23%	8,988	30%	8,052	27%	5,772	19%	29,772

