

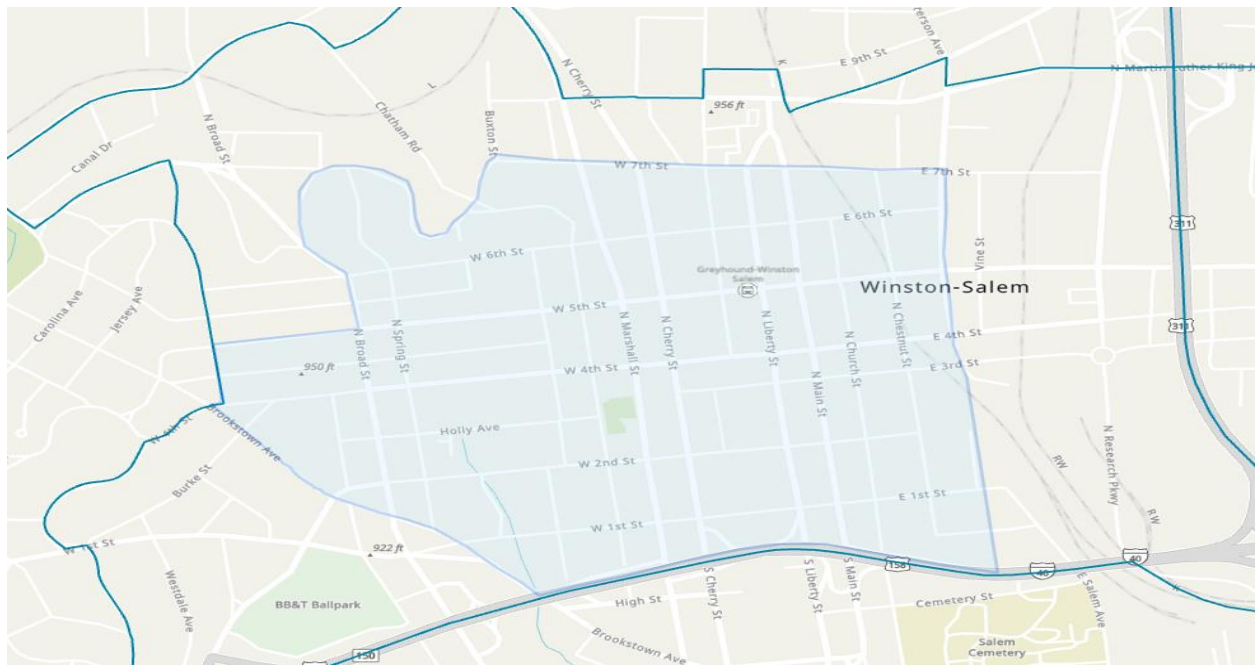
The Budget and Evaluation Office, with assistance from the Winston-Salem Police Department, has been tasked with an evaluation of the Downtown Bike Patrol Unit. The study includes the following:

- Current staffing and deployment schedule
- Benchmarks and staffing levels for downtown policing squads in other North Carolina jurisdictions
- Information on horse-mounted patrol units
- Growth in downtown residents and visitors in Winston-Salem since the current staffing levels were established
- Trends from crime data and quality of life concerns

Current Staffing and Deployment Schedule

There are three police districts in the city. Each district is divided into two zones. Each zone has four beats for a total of eight beats in each district. The districts, zones, and beats are formed by looking at the crime data and calls for service. Theoretically, each beat should have relatively the same amount of calls for service as the other beats throughout the city. Some beats are small, due to a much greater number of calls for service in that confined area.

The downtown area is part of Beat 111 (the downtown beat). Beat 111 is one of the smallest beats in the city. There is an officer assigned to that beat 24/7. Beat 111 is bigger than the designated downtown bike patrol area. Therefore the officer in Beat 111 has a greater area to patrol outside of the downtown bike patrol area footprint. The below picture shows Beat 111, as well as the downtown bike patrol area.



The Downtown Bike Patrol Unit provides an effective and efficient method of patrolling the downtown business district. The officers assigned to this unit work in conjunction with the residents and business owners to reduce crime in the downtown area. The Downtown Bike Patrol squad works a similar schedule to the patrol squads providing coverage to the downtown area every day. The officers assigned to this unit answer calls for service, enforce City ordinances and traffic complaints specific to the downtown area, and also provide police services during special events.

Officers with the Downtown Bike Patrol Unit attend a number of monthly safety meetings to provide information related to safety and crime trends to business owners and residents. This attendance allows officers the opportunity to better understand and address concerns that business owners and residents may have for the downtown area. Throughout the year, the Downtown Bike Patrol Unit participates in bike safety and bike helmet safety programs with local elementary schools and other special events.

The Downtown Bike Patrol Unit works 20-21 hours per day, seven days per week, and, at full staffing, consists of two sergeants, two corporals, and eight police officers, split into two squads. Each squad has six total officers (one sergeant, one corporal, and four officers). One group works 5 days and the other group is off 4 or 5 days. Then they work 5 days, and the other group is off 4 or 5 days. At this time, due to current staffing levels, the total number of officers on the two downtown bike patrol squads is 10.

Coverage is provided from 6:40 a.m. through 2:00 a.m. (the following day) with one squad working and one squad off. The squad that is working divides the day up with two officers on dayshift and two officers on evening shift. Deployment is affected by vacation, holiday, sick, and training hours, which can leave one officer on dayshift or evening shift. The sergeants fall in with their squad, but their schedule is random and not predictable. Due to administrative duties, the sergeants work more days than evenings.

Benchmarks of Other Downtown Policing Units

As part of the evaluation of the Winston-Salem Police Department’s Downtown Bike Patrol, staff contacted the following jurisdictions to determine if they had a dedicated downtown police squad in their community, and if so, the makeup of the unit: Asheville, Greensboro, Durham, Wilmington, and Raleigh. The below table shows the information for each jurisdiction, excluding Durham, which has a police district for downtown and no dedicated downtown unit (other than the officers assigned to the downtown district).

<u>Jurisdiction</u>	<u>Dedicated Downtown Unit</u>	<u>Staffing Level</u>	<u>Notes</u>
Asheville	Yes - bikes	2 squads, 18 officers	
Greensboro	Yes - bikes, segways, patrol cars	2 squads, 20 officers	
Wilmington	Yes*	3 squads, 16 officers	1 day squad, 2 evening squads
Raleigh	Yes – bikes, patrol cars	1 squad, 6 officers	Serve hospitality district within downtown
Winston-Salem	Yes - bikes, patrol cars	2 squads, 12 officers	

*Wilmington’s dedicated downtown unit is a joint task force with the New Hanover County Sheriff’s Office

Information on Horse-Mounted Patrol

As part of this study, information was gathered on an alternative type of patrolling, specifically horse-mounted patrol. The Winston-Salem Police Department had a Mounted Patrol Unit until 1999.

The Police Department provided information on the benefits of a mounted patrol to municipal law enforcement agencies. Patrolling on horseback allows the uniformed officer to gain a vantage point not achieved by standard foot patrol or in a vehicle. This makes the mounted officer an attribute in densely populated urban environments with significant pedestrian traffic. The ability to observe individuals in a crowd helps deter crime concealed by anonymity. The mere observance of a uniformed officer on a large horse also helps to deter crime by their presence. Mounted patrols are commonplace in many large metropolitan downtown areas.

In addition, mounted patrols are frequently used on stroll ways, recreational trails, and parks where traditional methods of law enforcement patrol are hindered and ineffective. The access gained by

horseback makes these otherwise remote locations more effectively policed. Mounted Patrol Units are utilized worldwide and recognized for crowd control tactics. The presence of a well-trained mounted patrol team can help deter aggressive, unlawful, and civil disobedient gatherings while also being able to quickly disperse crowds with techniques aimed at minimizing injury to both the officers as well as participants.

Lastly, a mounted patrol can be beneficial to developing community contacts. Citizens of all ages are intrigued and eager to engage uniformed officers on horseback. Be it the love of animals or novelty of officers on horseback, a mounted patrol officer draws people to strike up a conversation with an officer that may normally bypass any interaction. This builds positive community relationships and positive police interactions.

In a survey of other North Carolina cities (Asheville, Greensboro, Durham, Wilmington, and Raleigh), two had a horse-mounted patrol unit: Wilmington and Raleigh. Raleigh's unit consists of four officers, and the unit patrols parks and greenways, as well as special events. They are not assigned to downtown on a regular basis. The City of Wilmington has three officers (and three horses) that work evening/night hours and are assigned to special events, the downtown area, and other areas of the city as needed.

Adding a horse-mounted patrol of four horses would cost an estimated \$120,280 in one-time start-up costs and an additional \$37,200 in recurring expenses (board and feed for horses and veterinary/farrier care). These estimates assume that existing authorized positions are assigned to the unit.

Growth in Downtown Winston-Salem

Downtown Winston-Salem has seen significant growth over the past 15-20 years, specifically in the number of housing units, hotels, restaurants/coffee shops, and bars/clubs. This growth has led to an increase in foot traffic as more people work, live, and visit the downtown area.

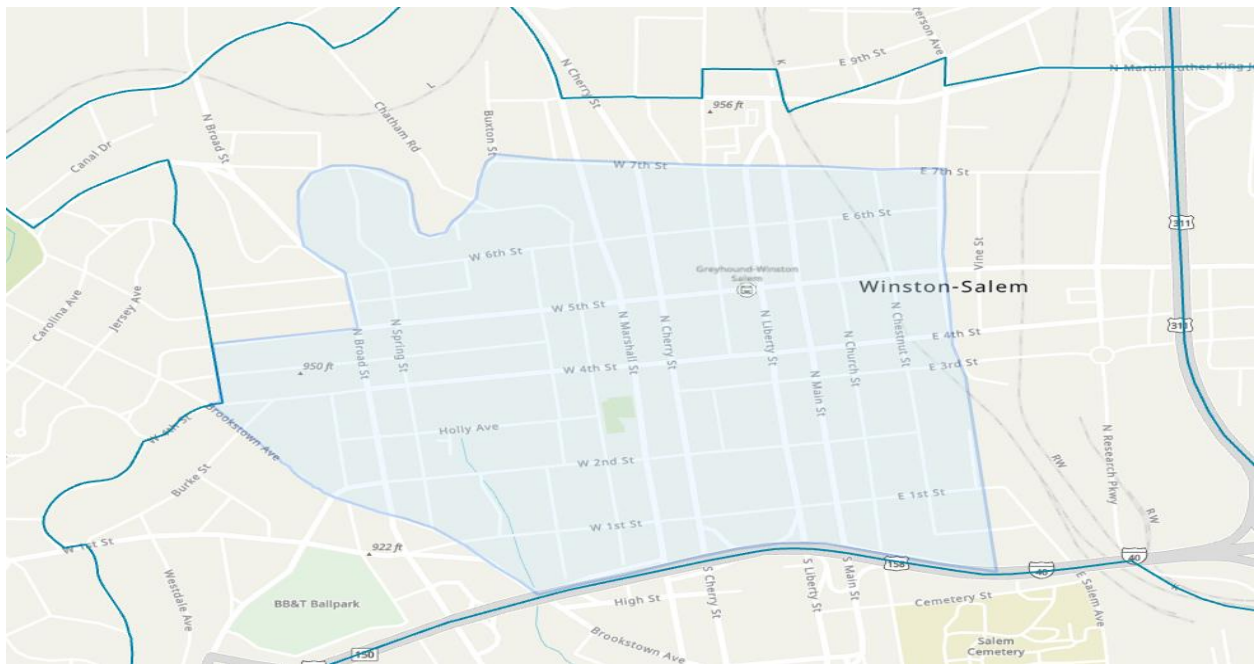
In 2000, there were 632 housing units in downtown Winston-Salem. That number has grown to 3,837 for 2019, an increase of 507%. Approximately 1,050 of these units have been added since 2015, with more planned in the upcoming years.

In 2005, there were 799 hotel rooms in downtown (Fairfield Inn, Hawthorne Inn, Embassy Suites, and Marriott Hotel). With the addition of the Kimpton Cardinal and Hotel Indigo in 2019, that number increased to 1,048, growth of approximately 31%. An additional 349 hotel rooms are in development with the future openings of the Courtyard Marriott, Hampton Inn, and Hyatt Place. That will bring the number of hotel rooms in downtown to 1,397, an increase of almost 75% since 2005.

Restaurants/coffee shops and bars/clubs have also seen growth over the past 10-15 years. In 2004, there were 33 restaurants/coffee shops and 9 bars/clubs in downtown Winston-Salem. In 2019, that number has increased to 76 restaurants/coffee shops (+130%) and 27 bars/clubs (+200%).

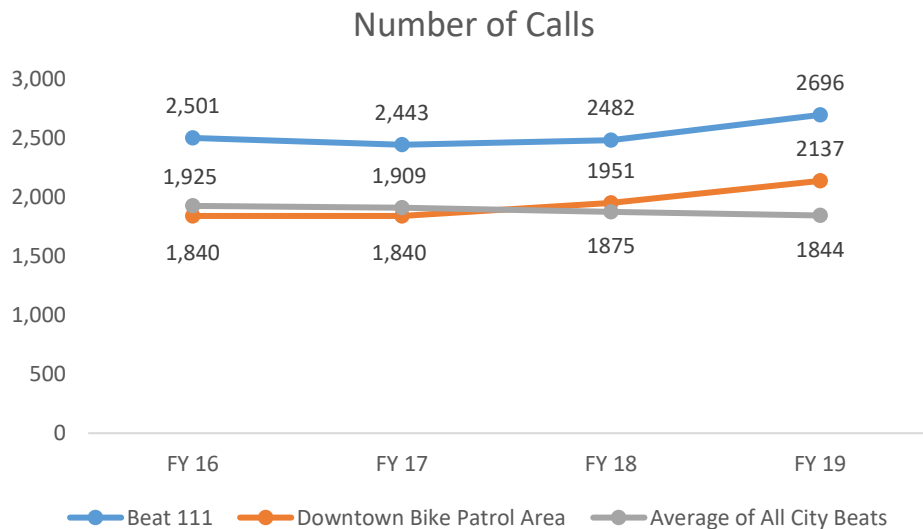
Crime Data Trends in Downtown

As mentioned earlier, there are three districts in the city. Each district is divided into two zones. Each zone has four beats for a total of eight beats in each district. The area patrolled by the downtown bike patrol is part of Beat 111, which is part of District 1. The below picture shows Beat 111, as well as the downtown bike patrol area.



The below table shows the number of calls citywide, the average for all beats, the number of calls for Beat 111, and number of calls for the downtown bike patrol area since FY 2015-16. The number of calls is determined by what is entered into the Computer Aided Dispatch (CAD) system, whether through 911 calls or calls to the police non-emergency line. Police officer self-initiated calls are also included.

	FY 16 Calls	FY 17 Calls	FY 18 Calls	FY 19 Calls
Citywide	46,202	45,818	44,991	44,257
Beat Average	1,925	1,909	1,875	1,844
Beat 111	2,501	2,443	2,482	2,696
Downtown Bike Patrol Area	1,840	1,840	1,951	2,137



Citywide, calls for police service are down about 4.2% since FY 16. However, calls within Beat 111 are up 7.8% overall and up 16.1% within the downtown bike patrol area. Calls in Beat 111 that are not part of the downtown bike patrol area are decreased 15.4% since FY 16. Beat 111 has the highest call volume, for all years, for District 1, and had the 2nd most calls for all beats in FY 16, FY 17, and FY 18. It had the highest number of calls in FY 19.

In FY 16, 73.6% of calls in Beat 111 were within the downtown bike patrol area. That percentage is increased to 79.3% for FY 19. Calls within the downtown bike patrol area that were actually answered by the downtown bike patrol range from 63.9% (FY 16) to 65.5% (FY 19). Looking further into the types of calls received for the downtown bike patrol area, the below table shows, since FY 16, any type of call where the FY 19 number is higher than the average for all beats. A listing of all calls for the downtown bike patrol area can be found in the supplemental section of this report.

Type of Call	FY 16	FY 17	FY 18	FY 19	FY 19 All Beats Average	% Change Since FY 16
Intoxicated Pedestrian	30	15	26	30	6	0.0%
Assault on Gov't Off	7	1	2	5	2	-28.6%
Disorderly Conduct	11	20	22	17	7	54.5%
Disturbance	385	405	446	481	415	24.9%
Graffiti	10	17	12	20	6	100.0%
Indecent Exposure	12	14	17	29	7	141.7%
Panhandling	48	53	47	49	31	2.1%
Resist Delay Officer	4	5	4	6	5	50.0%
Strong Armed Robbery	6	10	6	5	4	-16.7%
Store Breaking	21	19	9	24	17	14.3%
Suspicious Person	95	93	86	86	72	-9.5%
Trespassing	200	257	344	378	194	89.0%
Violation City Ordinance	233	268	278	357	54	53.2%
Violation Prohibition Law	23	13	12	11	5	-52.2%

The three highest types of calls, by volume, are disturbance, trespassing, and violation of City ordinance. These types of calls have increased by 48.7% since FY 16 and, in FY 19, made up 56.9% of all calls within the downtown bike patrol area.

A disturbance call is wide ranging. It is anytime a person or persons are in any type of argument or bringing enough attention upon themselves that the police have been called. It could be at a business (unruly customer) or at a home (neighbors or family shouting at each other). It could also be at a large college party that the neighbors are not able to tolerate. It comes down to a situation that has not yet become a physical confrontation. It is not uncommon for a disturbance call get upgraded to a Code 1 affray, assault, robbery, or even homicide while the officer is en route.

A violation of City ordinance is a crime. The Mayor and City Council has passed many City ordinances that are considered "quality of life" issues such as urinating in public, sleeping in public, drinking in public, panhandling, and loud music. The officer involved can write a citation to the offender or take them to jail. Most City ordinances are arrestable offenses.

Recommendations

Based on the information provided above on the downtown bike patrol, the Budget and Evaluation Office makes the following recommendations for consideration as part of the FY 2020-21 budget process.

No addition of a horse-mounted patrol.

Of the cities benchmarked against, only two (Wilmington and Raleigh) currently have a horse-mounted patrol unit. The Budget and Evaluation Office is also concerned with the start-up and recurring expenses to add this type of unit. Current methods for special events (additional officers) appear to be suitable and if a higher vantage point is needed during special events, segways or temporary structures could be a viable alternative. Furthermore, if there are concerns with patrolling parks and greenways in the city, all-terrain vehicles may be a less expensive alternative.

The addition of four sworn police officers to the Downtown Bike Patrol Unit.

Adding four sworn police officers to the Police Department's staffing, and assigning these officers to the Downtown Bike Patrol Unit would allow for the deployment of an additional officer per shift, assuming full staffing. The unit has not grown in number even as the number of citizens working, living, and socializing in downtown Winston-Salem has grown. The number of hotels (and hotel beds), restaurants, bars, and coffee shops has also grown significantly over the past several years, leading to more foot traffic within the downtown footprint.

Crime statistics show growth in overall calls for service in the bike patrol area, mainly quality of life-type crimes, such as disturbances, trespassing, and violation of City ordinances. Additional presence of police officers in the future could act as a deterrent to this behavior.

The cost to add a bike patrol officer is approximately \$93,000 (up to \$103,000 depending on education level and military experience). An additional four officers would cost about \$372,000. However, these additional positions could be created from existing staffing as part of the school resource officer phase-out. This could lead to some savings on equipment for the new positions.

The Downtown Winston-Salem Partnership (and its Board of Directors) have made known a desire to bring the downtown bike patrol staffing to a level equal to Greensboro (twenty officers). An additional four officers would bring the unit to sixteen officers, and the Budget and Evaluation Office further recommends that crime statistics and pedestrian counts are monitored on an on-going basis to determine if additional officers are needed in future years.

Any additional sworn personnel be deployed at the complete discretion of the Winston-Salem Police Department.

While this study focuses on the Downtown Bike Patrol Unit, the crime statistics show that adding personnel could be argued for several other beats in the city. The Police Department is the subject-matter expert with regards to deployment of resources, and with continued staffing issues due to turnover and difficulties in recruitment, recommending additional resources to one particular unit, based on information that could change in the future, is not advisable.

The below table shows the most recent vacancy analysis for the Police Department. It assumes an average attrition rate of two officers per month and an average of ten officers unavailable for deployment due to

military leave, Family and Medical Leave Act (FMLA), light duty, and administrative duty. Basic Law Enforcement Class (BLET) 75 is projected to begin in January 2020 with 40 members.

Date	Authorized Positions	Estimated Deployed	(Under)/Over Deployed	Field Training	BLET	Total (including BLET)	(Under)/Over Authorized
10/2019	558	487	(71)	24	0	511	(47)
01/2020	558	504	(54)	0	40	544	(14)
04/2020	558	498	(60)	0	38	536	(22)
07/2020	558	492	(66)	37	0	529	(29)
10/2020	558	523	(35)	0	40 New	563	5
01/2021	558	517	(41)	0	38	555	(3)

Continue augmentation efforts in downtown.

Augmentation shifts are off-duty overtime shifts designed for high visibility deterrence, citizen contacts, and enforcement of quality-of-life issues. They are not the primary call response, but if a call comes out and they are close by, they can take it. They are predominantly on foot as opposed to their cars or on bikes. In the summer of 2019, the Winston-Salem Police Department began offering day and evening augmentation shifts in the downtown area. These shifts, offered from 9 am to 3 pm (day) and 3 pm to 9 pm (evening), were started in order to provide additional police presence and visibility in the downtown area. Anecdotally, the program has been received positively by downtown stakeholders. Until staffing reaches an acceptable level, it is recommended that augmentation shifts continue for the downtown area and funding be added in the FY 2020-21 budget.

These recommendations allow the bike patrol to be expanded on paper and deployment to remain at the discretion of the Police Department, while also providing additional coverage/presence within the downtown footprint to potentially alleviate some of the increased quality-of-life issues occurring over the past several years.

Downtown Bike Patrol Area Calls for Service

<u>DT BP Area</u>	<u>FY 16</u>	<u>FY 17</u>	<u>FY 18</u>	<u>FY 19</u>	<u>FY 19 All Beats Average</u>
Fight in Progress	52	54	63	48	55
Fight in Progress w/ Weapon	4	3	3	4	4
Intoxicated Pedestrian	30	15	26	30	6
Armed Robbery Business	0	0	1	1	2
Armed Robbery Person	8	6	2	4	6
Armed Robbery Vehicle	1	0	1	0	1
Abandoned Vehicle	18	28	29	24	38
ADW Firearm	2	3	1	2	9
ADW Knife	4	7	6	5	5
ADW Other	5	3	4	4	8
ADW Unknown	1	0	0	0	0
Assault on Gov Off	7	1	2	5	2
Assault on Female	45	49	51	45	92
Assault	111	78	82	96	103
Breaking Auto	107	61	79	66	95
Carrying Concealed Weapon	4	4	2	5	5
Disorderly Conduct	11	20	22	17	7
Disturbance	385	405	446	481	415
Disturbance Weapons	8	7	7	8	16
Drive By Shooting	0	0	0	1	0
Discharging Firearms	8	6	10	9	72
Discharging FA Dwell or Veh	0	2	1	0	10
Disturbance Fireworks	1	2	1	1	5
Disturbance Loud Music	98	110	51	60	107
Gambling	0	1	0	0	1
Graffiti	10	17	12	20	6
House Breaking	33	11	12	17	79
Indecent Exposure	12	14	17	29	7
MVT	32	28	44	25	45
Vandalism	72	44	51	57	76
Panhandling	48	53	47	49	31
Prostitution	1	0	1	1	4
Purse-Snatching	1	1	1	0	1
Rape	5	5	3	3	5
Resist Delay Officer	4	5	4	6	5
Strong Armed Robbery	6	10	6	5	4
Store Breaking	21	19	9	24	17
Shooting	1	0	2	0	5
Stabbing	5	1	0	1	3
Subject with Gun	5	4	3	7	7
Suspicious Person	95	93	86	86	72
Trouble with Juveniles	5	2	4	1	12
Trespassing	200	257	344	378	194
Violation City Ordinance	233	268	278	357	54
Controlled Substance Act	118	130	126	144	146
Violation Prohibition Law	23	13	12	11	5
Total	1,840	1,840	1,952	2,137	

