

# **A BASE BUDGET REVIEW OF THE MONTGOMERY COUNTY PARK POLICE**



**OFFICE OF LEGISLATIVE OVERSIGHT  
REPORT NUMBER 2006-5**

**April 18, 2006**

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# **A BASE BUDGET REVIEW OF THE MONTGOMERY COUNTY PARK POLICE**

## **SUMMARY OF FINDINGS AND RECOMMENDATIONS**

**OFFICE OF LEGISLATIVE OVERSIGHT REPORT 2006-5**

### **THE ASSIGNMENT**

This report is a base budget review of the Montgomery County Park Police. A primary focus of the assignment was to analyze Park Police patrol staffing. The Office of Legislative Oversight's methodology included informational interviews, comparative research, and detailed review/analysis of budget documents, staffing logs, crime reports, computer-aided dispatch system reports, and other records.

This study is part of a broader initiative of the Montgomery County Council to explore ways of enhancing the Council's annual budget decision-making. The Council has expressed interest in fiscal and program data and analysis that extend beyond review of the marginal budget changes that occur from one year to the next.

### **OVERVIEW OF THE MONTGOMERY COUNTY PARK POLICE**

The Montgomery County Park Police is a division of the Department of Parks, within the Montgomery County portion of the Maryland-National Capital Park and Planning Commission (M-NCPPC). The Park Police Chief reports to the Parks Director, who in turn reports directly to the Montgomery County Planning Board.

In FY06, the Council appropriated \$9.6 million for the Montgomery County Park Police. Personnel costs account for 92% of the approved budget. The FY06 budget funds positions for 95 sworn officers and 21 civilians.

The Park Police have primary law enforcement jurisdiction on property owned by M-NCPPC. The work of Park Police patrol officers is structured around preventing crime. Patrol officers routinely check parks to identify and intervene on public safety issues, e.g., criminal activity, suspected criminal activity, violations of park regulations, potentially dangerous activity, and unsafe park conditions. Patrol officers decide how often to visit specific parks and related facilities based on their knowledge of the park system, information from other officers, data from the Park Police crime analyst, and input from the community.

### **PATTERNS OF CRIME ON PARK PROPERTY**

Park Police crime statistics evidence that few serious crimes occur on park property. Data on the number and types of crimes indicate that Montgomery County residents are able to enjoy the many amenities of the County's large and diverse park system without encountering much illegal activity.

The Park Police filed 828 reports of crime during 2005, of which 633 or 76% were classified as Part II offenses, e.g., non-aggravated assaults, vandalism, weapons possession, disorderly conduct, and possession of stolen property. The other 195 reports of crime during 2005 were classified as Part I offenses (more serious violent and property crimes); however, it is noteworthy that 159 or 82% of these Part I offenses were thefts.

The number of crimes reported by the Park Police varies by season, geography, day of the week, and time of the day. The number of crimes reported on park property is highest during the summer months when park use is heaviest and relatively higher in the more densely populated areas of the County, such as Long Branch, Silver Spring, and Wheaton. The Park Police reported more crimes on Monday than on any other day of the week, a pattern which likely reflects acts of vandalism that occurred over a weekend being reported by park users and maintenance staff at the beginning of the work week.

Last year, Park Police patrol officers made arrests at 149 incidents. The number of arrest incidents varies by day of the week and time of day. The largest number of arrests by Park Police occurred on Saturdays when parks are most heavily used, and on Wednesdays when Park Police shifts overlap. Relatively more arrests occurred between 6:00 pm and 2:00 am; the smallest number of arrests occurred between 2:00 am to 8:00 am.

## **BUDGETING**

The Department of Parks' cost accounting system does not currently track expenses paid by one division that directly support the operations of another division. As a result, the \$9.6 million indicated in the approved Park Police budget does not capture the entire operating costs of the Division. For example, the Central Maintenance Division pays the cost of the maintenance and fuel for Park Police vehicles; and the cost of replacement vehicles is charged to a general Internal Service Fund. Other operating expenses, such as telephone charges and building maintenance, are charged to other sections in the Department, with no chargeback allocated to the Park Police budget.

## **COORDINATION WITH THE EMERGENCY COMMUNICATIONS CENTER**

The County's Emergency Communications Center (ECC) receives all 911 calls. A 1998 memorandum of understanding between the County Police and the Park Police requires County ECC call takers to refer calls for assistance on park property to the Park Police.

While conducting this study, OLO learned that an indeterminate number of calls for assistance on park property are not referred to the Park Police. This is because: (1) the County's computer-aided dispatch (CAD) system does not label all M-NCPPC sites as park property; and (2) there are times when an ECC dispatcher sends a County Police officer to an incident marked as occurring on park property instead of referring the call to the Park Police.

There is no evidence of any delays in emergency responses to incidents occurring on park property. However, the gaps in CAD labeling and ECC dispatch make it impossible at this time to calculate the total requests for police service in the County concerning park property.

## **MUTUAL AID AGREEMENT**

State law authorizes the Park Police to enter into mutual aid agreements to define the Park Police's jurisdiction outside of park property and clarify the roles of each police department in areas of concurrent jurisdiction. At present, there is no executed mutual aid agreement between the Montgomery County Park Police and the Montgomery County Police. In the absence of a signed mutual aid agreement, the authority of the Park Police to take enforcement action outside of park property remains subject to interpretation. For example, last year, a number of DUI charges filed by Park Police officers were dismissed in court based on the lack of clarity about the officers' jurisdiction.

On April 10, 2006, the County Executive submitted a proposed Mutual Aid Agreement between the M-NCPPC and Montgomery County Government. A Council resolution to approve the Agreement will be scheduled for introduction, public hearing, review, and action.

## **PARK RANGER PROPOSAL**

The Planning Board's FY07 budget includes a proposal to create a Park Ranger program as a unit within the Park Police. The Board proposes funding the Park Ranger program by increasing Park Police lapse. The proposal describes the Park Rangers' primary responsibilities to include: providing information to park users; inspecting parks and reporting unsafe conditions; educating park users about park regulations; enforcing parking violations; resolving facility permit disputes; managing traffic at special events; and conducting nature education and conservation programs.

Three nearby jurisdictions' Park Departments run Park Ranger programs. Common practices in other places include assigning Park Rangers to perform non-public safety functions, and changing the numbers and responsibilities of Park Rangers by season.

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**3) Reports and Memorandums**

## ACTUAL PATROL COVERAGE

The Park Police divide the County into seven geographical beats. To achieve 24/7 coverage of seven beats, the Park Police need seven officers on patrol per shift. Staffing records from 2005 show that, on average, there were 5.1 officers on patrol during each shift. The Park Police deployed seven or more officers during only 17% of all shifts. On average, patrol officers spend 69% of their shift hours on patrol, with the balance of their time spent on leave, in training, or occupied with other non-patrol functions. This percent is somewhat higher when the shift supervisor also performs patrol duties.

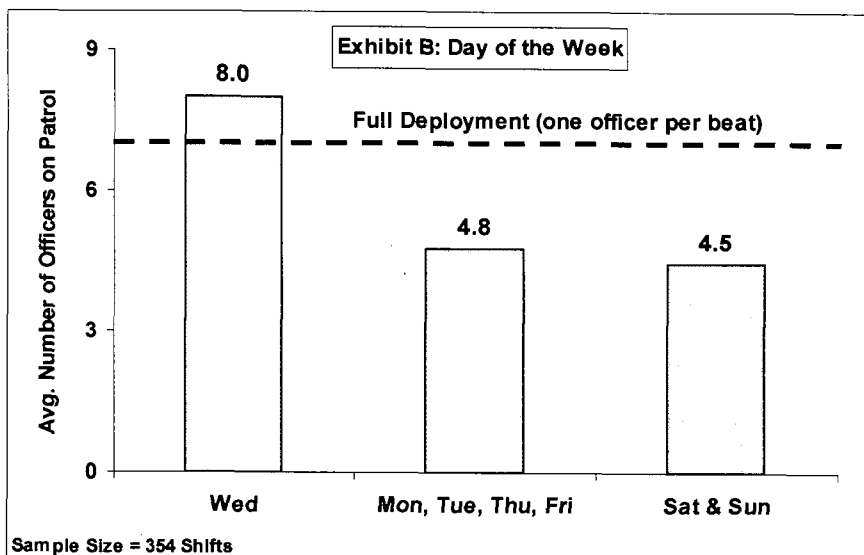
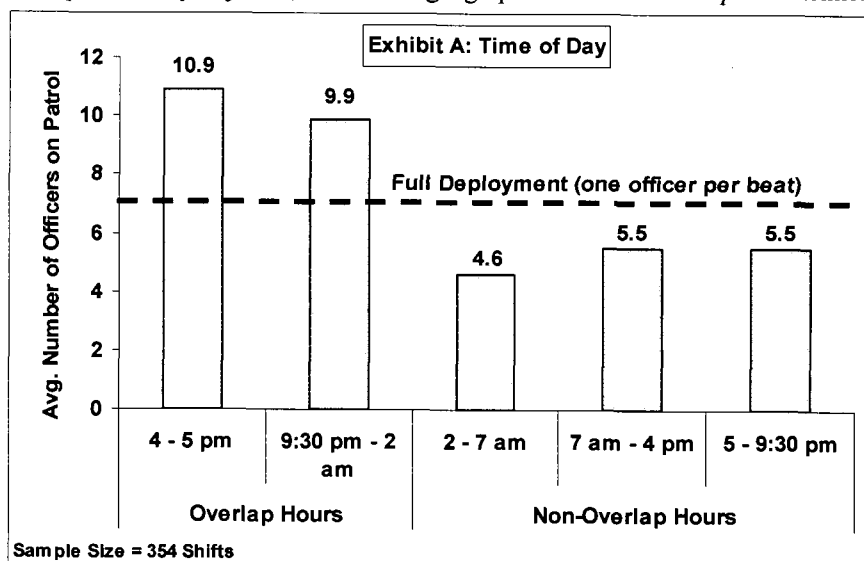
## PATROL SECTION STAFFING

The Park Police have adjusted their patrol deployment to account for variations in crime by geography and time of day. The beat boundaries, as drawn and periodically adjusted, reflect the geographic variations in reported crime. For example, in 2003, the Park Police assigned more patrol officers to the Long Branch and Silver Spring area, where reported crime is more concentrated.

The Park Police currently overlap shifts for six hours each day. The longest overlap period (9:30pm-2:00am) corresponds to the time of day when the largest number of arrest incidents occurs (Exhibit A).

Park use and reported crimes on park property also vary by day of the week and season. As might be expected, there are more park users and more crime reported on weekends and during warmer weather months.

The Park Police have not adjusted their patrol officer deployment to reflect daily and seasonal variations. During 2005, the largest number of officers was on patrol on Wednesdays, and the lowest numbers on Saturdays and Sundays. (Exhibit B) With respect to seasonality, Park Police shift staffing levels remain essentially constant each month, with a similar number of officers on patrol per shift throughout the year.



## OPPORTUNITIES TO INCREASE PATROL OFFICER AVAILABILITY

A gap exists between the number of Park Police patrol officers needed for 24/7 beat coverage and the number of Patrol Section officers currently available. OLO's review of Park Police practices identified some options for using existing resources to increase the number of officers on patrol duty during peak periods of park use. Exhibit C lists possible actions to increase the amount of time officers spend on patrol or to expand the number of officers available to serve on patrol. The actions focus on modifying current patrol shift schedules and the reassignment of officers from non-patrol sections.

### Exhibit C: Patrol Deployment Options

Temporarily or permanently assign officers from other sections to the Patrol Section.	Expand recruitment efforts to fill funded positions.
Hire civilians to perform certain non-patrol functions, and assign the officers currently in these positions to the Patrol Section.	Review all special detail assignments and assess which are higher priorities than keeping an officer on patrol.
When a Patrol Section officer is placed on light duty, temporarily switch his/her position with an officer who performs non-patrol duties.	Consider reducing patrol coverage during early morning hours to enhance officer availability during peak hours.
Require shift supervisors to perform more routine patrol duties concurrent with their supervisory responsibilities.	Make Saturday instead of Wednesday the permanent shift overlap day.
When a Patrol Section shift supervisor is unavailable, assign a platoon lieutenant or sergeant from a non-patrol section to serve as a substitute.	Adjust shift schedules to rotate overlap days from week to week.
	Create a new squad to work weekends during the summer and weekdays in the winter.
	Adjust special detail, training, and leave schedules to maximize patrol coverage during peak park use periods.

## OFFICE OF LEGISLATIVE OVERSIGHT RECOMMENDATIONS

### OLO recommends the Council ask the Planning Board to:

1. Review the options listed in Exhibit C, and develop by September 15, 2006 a new Park Police staffing plan that uses existing resources to meet the following two core staffing objectives:
  - Maximize the number of shifts with at least one officer on patrol in each beat.
  - Maximize the total number of officers on patrol during peak periods of park use.
2. Work with County Government officials to expeditiously address data entry and training issues to assure that the Emergency Communications Center more consistently notifies the Park Police of 911 requests for service on park property.
3. Develop a Park Police directive that defines procedures for conducting park checks.
4. Implement a program budgeting system that allows for more complete cost accounting of individual programs and other activities in the Department of Parks.

### OLO recommends that the Council:

5. Consider the merits and funding for the Planning Board's FY 07 Park Ranger Proposal within the context of all park operations, including but not limited to the Park Police. If the Council decides to fund the Park Ranger program, OLO recommends an incremental approach to introducing the program, with funding contingent on development of a detailed multi-year work plan. Issues for the work plan to address include Park Rangers' deployment, authority, and specific responsibilities, as well as strategies for coordinating Park Rangers with other Parks Department staff, Park Police volunteers, and Department of Recreation staff.

**A BASE BUDGET REVIEW OF THE MONTGOMERY COUNTY  
PARK POLICE**

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## **CHAPTER I: AUTHORITY, SCOPE, AND ORGANIZATION OF REPORT**

### **A. Authority**

Council Resolution 15-1092, *FY 2006 Work Program of the Office of Legislative Oversight*, adopted July 26, 2005.

### **B. Purpose and Scope of Report**

This study by the Office of Legislative Oversight (OLO) is a base budget review of the Montgomery County Park Police, a division of the Montgomery County Department of Parks. This assignment is part of the Montgomery County Council's FY06 initiative to explore different ways of enhancing how the Council approaches its annual budget decision-making.

The Montgomery County Park Police have law enforcement jurisdiction on property owned and maintained by the Maryland-National Capital Park and Planning Commission (M-NCPPC). In FY06, the Council appropriated \$9.6 million for Park Police operations; the current Park Police budget supports 119.5 workyears.

OLO's FY06 Work Program (Council Resolution 15-1092) identified the primary focus of this base budget review as examining "whether the Park Police is adequately staffed to patrol Montgomery County's parks." Consistent with the direction provided by the Council, this study assumes that the basic structure of the Park Police as a Montgomery County Division within M-NCPPC should and will continue in its current form.

### **C. Organization of Report**

**Chapter II, Organizational Structure**, describes the internal structure of the Park Police and its organizational location within M-NCPPC and the Department of Parks.

**Chapter III, Legal Framework**, describes the policing authority granted by State law and Commission regulations to the Park Police.

**Chapter IV, Coordination of Activities with Other Police Forces**, describes how the Park Police coordinate their activities with other law enforcement agencies.

**Chapter V, Park Police Budget**, details the personnel cost and operating expense components of the Park Police budget.

**Chapter VI, Patrol Activities**, examines the structure, duties, work load, and staffing strategies of the Park Police Patrol Section.

**Chapter VII, Special Operations**, describes the major duties of the Park Police Special Operations Section.

**Chapter VIII, Investigative Services and Special Services**, describes the major duties of the Park Police Investigative Services and Special Services Sections.

**Chapter IX, Administration, Management and Technology**, describes the major duties of the Park Police Administration and Management and Technology Sections.

**Chapter X, The Planning Board's FY07 Proposal to Create a Park Ranger Program**, provides an overview of the Planning Board's proposal to create a Park Ranger program and describes similar programs in nearby jurisdictions.

**Chapter XI** presents the Office of Legislative Oversight's **Findings**.

**Chapter XII** presents the Office of Legislative Oversight's **Recommendations**.

**Chapter XIII** presents **Agency Comments** received on a final draft of this report.

Appendix A defines terms used in this report.

#### **D. Methodology**

Office of Legislative Oversight (OLO) staff members Aron Trombka and Ben Stutz conducted this study. OLO gathered information through document reviews, comparative research, and interviews with staff of the Department of Parks and other organizations. OLO gathered information from various information sources including Department budget documents, Park Police staffing daily line-up reports, crime reports, and computer-aided dispatch system reports.

#### **E. Acknowledgements**

OLO received a high level of cooperation from everyone involved in this study. OLO appreciates the information shared and the insights provided by Park Police sworn officers and civilians including:

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Sergeant Patrick Lau  
Lieutenant Linus Louketis  
Lieutenant Dave McClintock  
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## **CHAPTER II: ORGANIZATIONAL STRUCTURE**

This chapter describes the location of the Montgomery County Park Police Division within the Montgomery County Department of Parks and the Maryland-National Capital Park and Planning Commission. It also describes the internal organization of the Montgomery County Park Police Division.

### **A. The Maryland-National Capital Park and Planning Commission and the Montgomery County Department of Parks**

In 1927, the Maryland General Assembly created the Maryland-National Capital Park and Planning Commission (M-NCPPC) to develop and operate public park systems and provide land use planning for the physical development of Montgomery and Prince George's Counties. The Montgomery County Planning Board together with the Prince George's County Planning Board constitute the M-NCPPC. Exhibit 1 on the next page displays the overall organization of the M-NCPPC.

The Montgomery County Planning Board oversees the work of the Department of Parks and the Department of Planning. The Director of the Department of Parks directs the activities of six divisions including the Park Police. Exhibit 2 (page 6) illustrates the location of the Park Police among the other divisions of the Department of Parks.

### **B. Internal Organization of the Park Police**

Exhibit 3 (page 7) illustrates the internal organization of the Montgomery County Park Police Division. The Office of the Chief (also known as the Administration Section) oversees all Division activities. The Division consists of two branches: Patrol Operations and Support Operations. The internal structure of the Patrol Section is discussed in Chapter VI. The Support Operations Branch consists of four sections: Special Operations, Investigative Services, Special Services, and Management and Technology. These sections are discussed in Chapters VII through IX.

EXHIBIT 1: M-NCPPC ORGANIZATION CHART

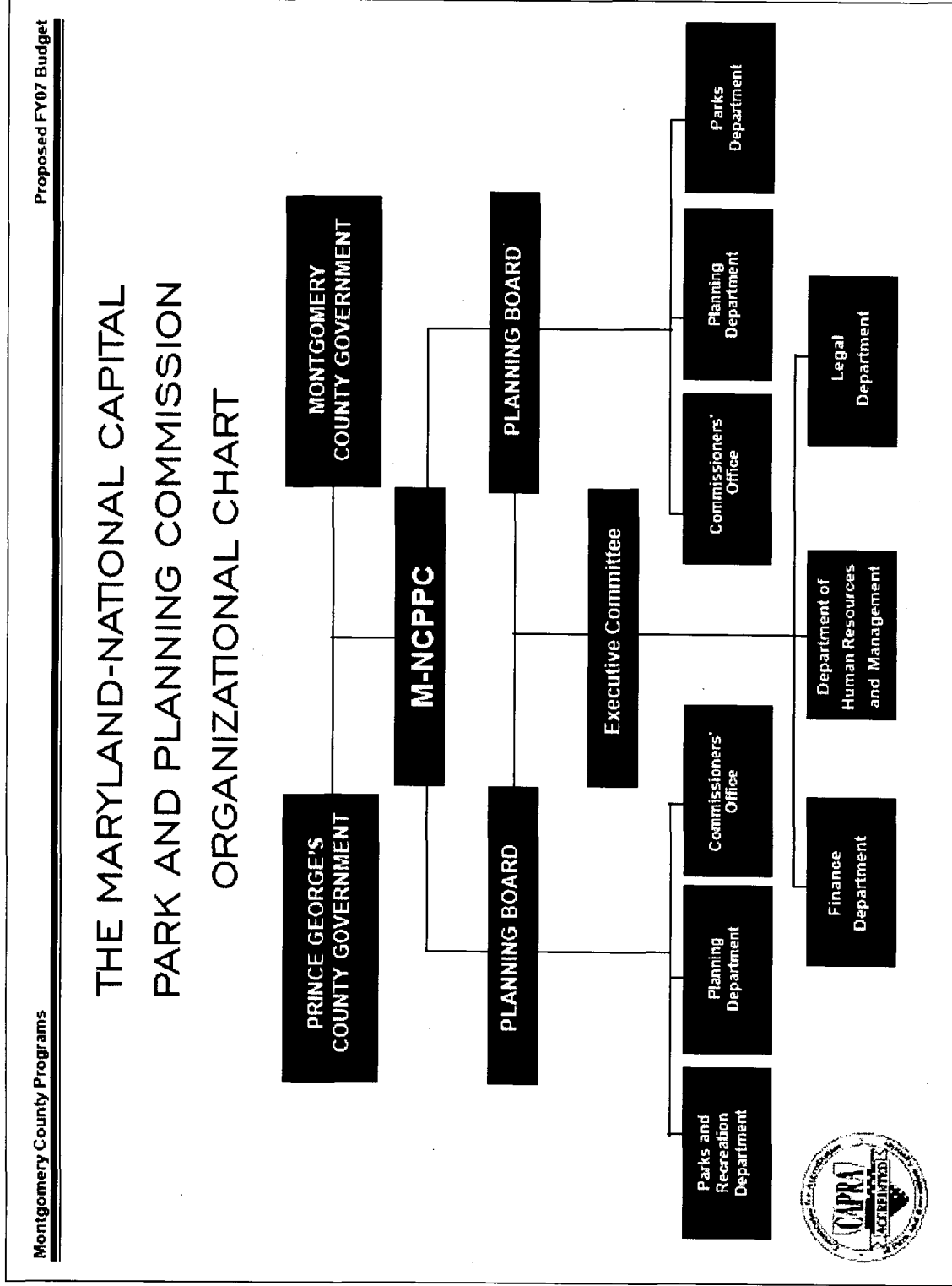
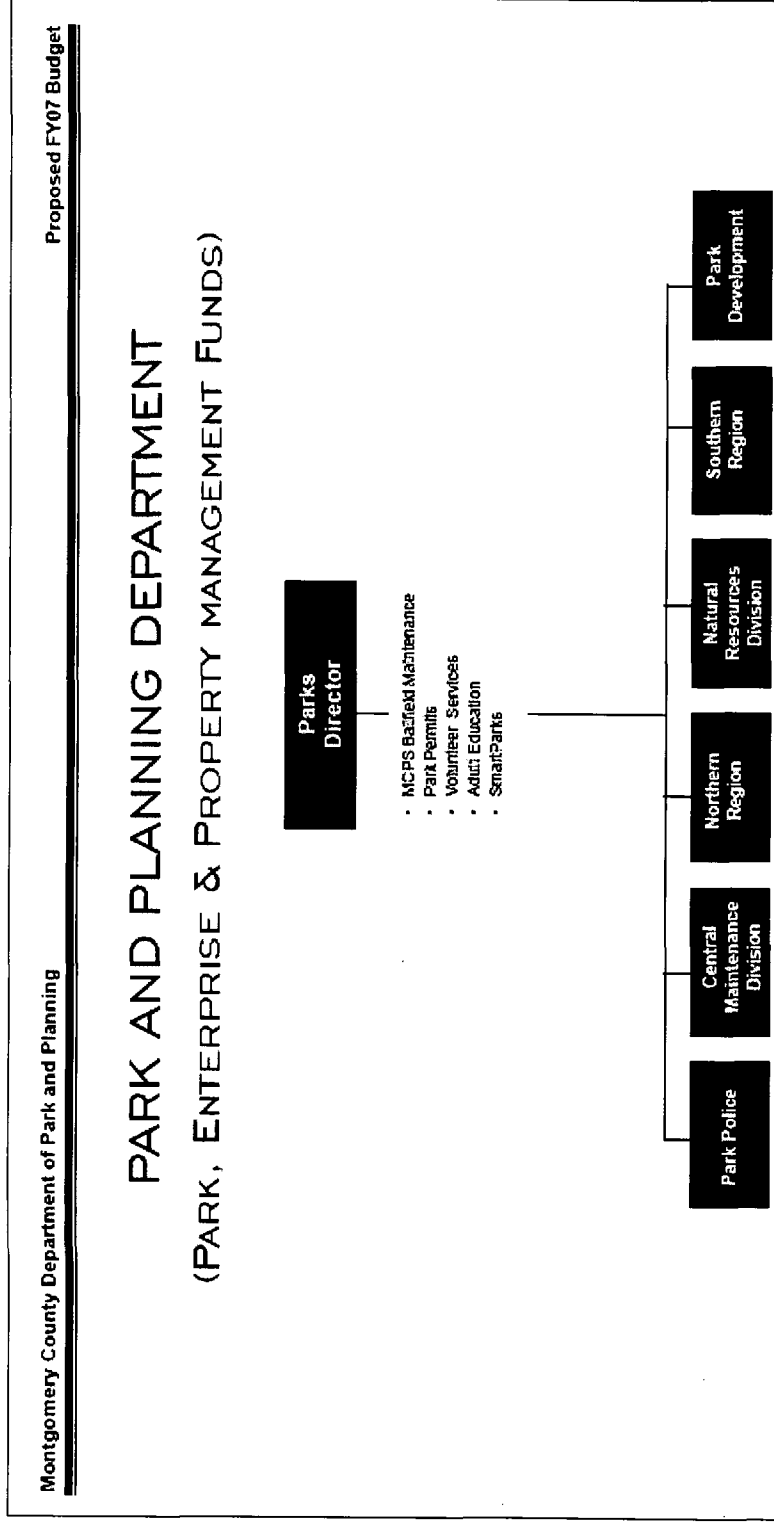
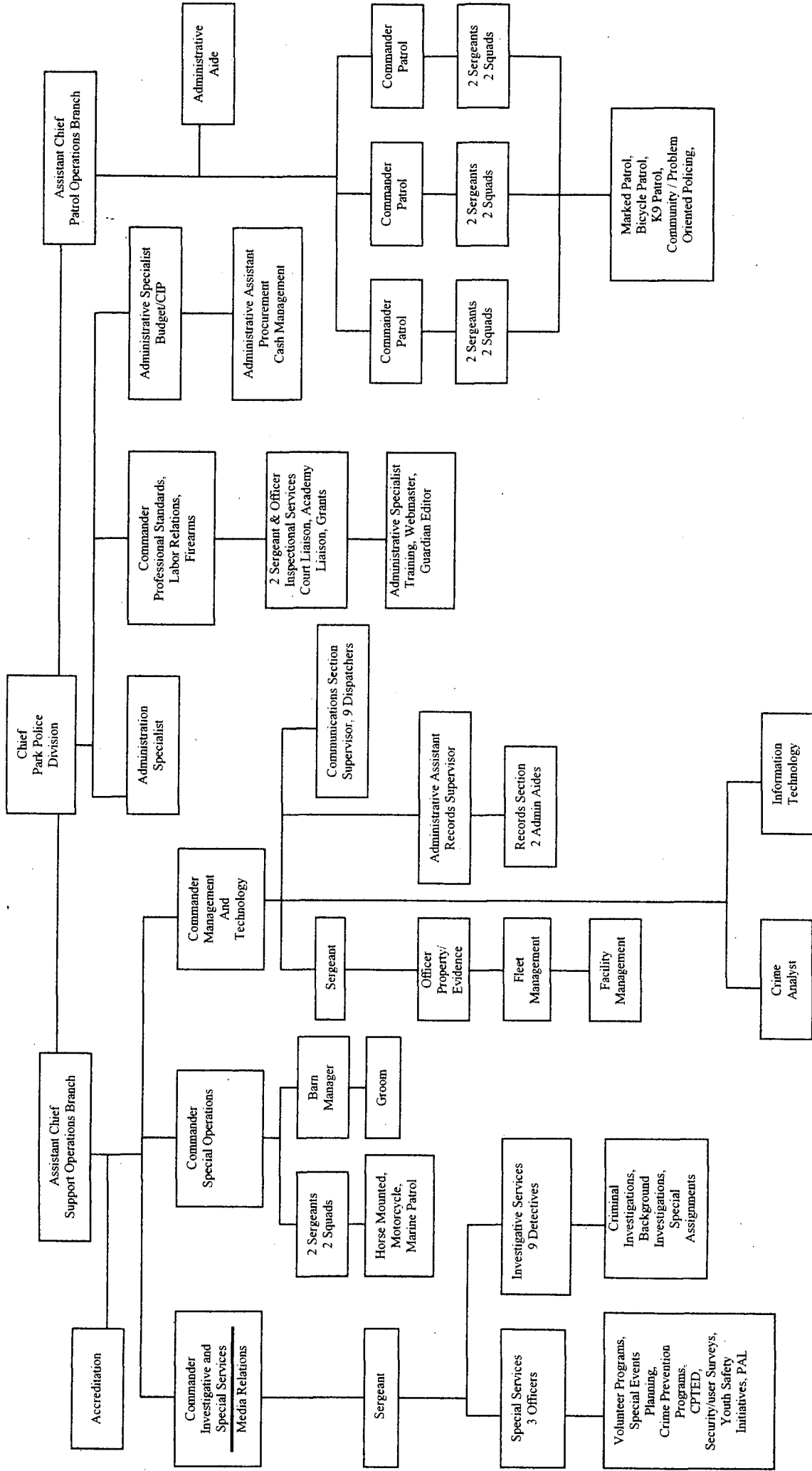


EXHIBIT 2: DEPARTMENT OF PARKS ORGANIZATION CHART



**EXHIBIT 3: MARYLAND-NATIONAL CAPITAL PARK POLICE MONTGOMERY COUNTY DIVISION ORGANIZATION CHART**  
(Authorized Strength – 95 Sworn, 21 Civilian)





## **CHAPTER III: LEGAL FRAMEWORK**

This chapter describes the policing authority granted by State law and Commission regulations to the Park Police.

### **A. State Law Authorizes Creation of Park Police**

The Maryland Regional District Act (Maryland Code, Article 28, §5-114) authorizes the Maryland-National Capital Park and Planning Commission (M-NCPPC) to create a park police force. The Regional District Act outlines the Park Police's powers and jurisdictional authority.

#### **1. Authority and Duties**

Section 5-114(a) of the Regional District Act authorizes the Commission to appoint Park Police officers "... as may be necessary to provide protection for the Commission's activities and property." State law provides that the responsibilities of the Park Police are to:

- Prevent crime;
- Apprehend criminals;
- Enforce the criminal and motor vehicle laws of the State;
- Enforce park regulations; and
- Perform other related duties imposed by the Commission.

The full text of Section 5-114(a) of the Regional District Act appears in Exhibit 4 on the next page.

#### **2. Jurisdiction and Powers**

The Regional District Act gives the Park Police primary law enforcement jurisdiction on all Commission property (including parks, other areas, and buildings) and on all roads and sidewalks immediately adjacent to Commission property. Park Police jurisdiction in these specified areas is "concurrent" with the jurisdiction of the Montgomery and Prince George's County police, which means that the County police forces also have police jurisdiction on Commission property within their respective Counties.

The Regional District Act places the Park Police under the supervision of the Commission. The Regional District Act further states that the Park Police possess the same police powers as provided in existing law to the Montgomery and Prince George's County police and authorizes the Park Police to enter into mutual aid agreements with other police forces (see Chapter IV).

**EXHIBIT 4:**  
**Annotated Code of Maryland**  
**Article 28, Maryland Regional District Act**  
**Section 5-114 (a)**

The Commission may appoint whatever park police officers as may be necessary to provide protection for the Commission's activities and property. In connection with the responsibility to provide that protection, it is the responsibility of the park police to prevent crime, apprehend criminals, enforce the criminal and motor vehicle laws of the State, enforce park regulations and perform whatever other related duties as are imposed by the Commission. They have concurrent general police jurisdiction with the Montgomery and Prince George's County police within the parks and other areas and within buildings under the jurisdiction of the Commission, and that portion of all roads and sidewalks immediately adjacent to any property under the jurisdiction of the Commission. They possess all the powers and authority vested by existing law in the Montgomery and Prince George's County police; but they are responsible to and under the supervision of the Commission and shall exercise supervisory jurisdiction over the park system. They shall have whatever jurisdiction off park property that may be provided by any reciprocal agreement entered into pursuant to § 2-105 of the Criminal Procedure Article. The reciprocal agreement shall specify the circumstances under which a park police officer may make arrests off of park property. The agreement may allow such arrests in emergency or nonemergency situations, notwithstanding § 2-105 of the Criminal Procedure Article. The Montgomery and Prince George's County police have the same general police jurisdiction and responsibility for the apprehension of criminals and detection of crime within the parks and other areas and buildings under the Commission's jurisdiction as they have elsewhere in their respective counties.

**B. General Law Enforcement Authority**

In addition to the specific powers provided in Regional District Act, Park Police officers receive authority from other sections of State law that govern police officers in general. Section 2-101 of the Criminal Procedure Article defines "police officer" to include a member of the "M-NCPPC Park Police." This section of law also authorizes Park Police officers to make arrests. Table 1 on the next page summarizes other sections of Criminal Procedure Article that address police officers' authority.

**TABLE 1: POLICE OFFICER'S AUTHORITY  
UNDER THE MARYLAND CRIMINAL PROCEDURE ARTICLE**

<b>Criminal Procedure Article</b>		<b>Description</b>
§2-102	<b>Extraterritorial Authority/ Generally</b>	If a police officer acts in accordance with regulations adopted by the police officer's employing unit and complies with certain notice requirements, the police officer is authorized to make arrests, conduct investigations, and otherwise enforce the laws of the State (except motor vehicle laws) without limitation as to jurisdiction when the police officer is: (i) participating in a joint investigation with officials from another State, federal, or local law enforcement unit, at least one of which has local jurisdiction; (ii) rendering assistance to another police officer; (iii) acting at the request of a police officer; or (iv) an emergency exists.
§2-103	<b>Extraterritorial Authority/ Warrants</b>	A police officer is authorized to arrest a person throughout the State without limitation as to jurisdiction if: (i) a warrant has been issued against the person; (ii) the police officer is participating in a joint operation created by an agreement between the primary law enforcement officers; (iii) the arrest occurs within one of the participating jurisdictions in accordance with the agreement; and (iv) the police officer is acting in accordance with regulations that the police officer's employing unit adopts to implement this authority.
§2-301	<b>Extraterritorial Authority/ Fresh Pursuit</b>	A police officer who is engaged in fresh pursuit may: (i) arrest a person anywhere in the State and hold the person in custody; and (ii) return the person to the jurisdiction in which a court has proper venue for the alleged crime. A police officer may engage in fresh pursuit of a person who: (i) has committed or who the officer reasonably believes has committed a felony in the jurisdiction in which the law enforcement officer has the power of arrest; or (ii) has committed a misdemeanor in the presence of the officer in the jurisdiction in which the officer has the power of arrest.
§2-202	<b>Warrantless Arrests/ Generally</b>	A police officer may arrest a person without a warrant if: (i) the person commits or attempts to commit a felony or misdemeanor in the presence or within view of the police officer; (ii) the police officer has probable cause to believe that a felony or misdemeanor is being committed in the presence or within the view of the police officer and the police officer reasonable believes that the person committed the crime; or (iii) the police officer has probable cause to believe that felony has been committed or attempted and that the person committed or attempted to commit the crime.
§2-203	<b>Warrantless Arrests/ Specified Crimes</b>	A police officer may arrest a person without a warrant if the police officer has probable cause to believe that the person has committed 10 specific types of crimes listed in State law and that, unless the person is arrested immediately, the person: (i) may not be apprehended; (ii) may cause physical injury or property damage to another; or (iii) may tamper with, dispose of, or destroy evidence.
§2-204 and §2-205	<b>Warrantless Arrests/ Domestic Abuse and Stalking</b>	A police officer may arrest a person without a warrant under certain circumstances if the police officer has probable cause to believe that a person has engaged in domestic abuse or stalking.
§2-206	<b>Warrantless Arrests/ State of Emergency</b>	A police officer may arrest a person without a warrant under certain circumstances during a public emergency.
§4-101	<b>Charge by Citation</b>	A police officer is authorized to charge a crime by citation under specified circumstances.

Source: Annotated Code of Maryland

### **C. Enforcement of Park Regulations**

Section 5-113 of the Regional District Act authorizes the Commission to “make rules and regulations for the government and use of all land or other property acquired by it or under its jurisdiction.” The Commission has approved a series of park regulations. The Park Police have authority to issue civil citations to enforce park regulations including those relating to:

- Trespassing;
- Commercial vehicles on park roads;
- Parking;
- Permit requirements for certain athletic fields, buildings, or shelters;
- Possession and consumption of alcohol;
- Littering and illegal dumping;
- Swimming, ice skating, and boating on lakes and ponds or in streams;
- Use of horses and motorized vehicles on park trails;
- Use of bicycles, roller skates, and skateboards;
- Use of fire;
- Indecent conduct (exposure and sexual conduct); and
- Protection of plants and wildlife.

## **CHAPTER IV: COORDINATION WITH OTHER POLICE FORCES**

This chapter describes how the Park Police coordinate their activities with other law enforcement agencies.

### **A. Jurisdictional Issues**

#### **1. Park Police and County Police Jurisdiction**

As reviewed in Chapter III, Maryland law gives the Park Police jurisdiction on all Commission property, and on all roads and sidewalks immediately adjacent to Commission property. The Park Police's jurisdiction is concurrent with that of the County Police, meaning that the County Police also have jurisdiction on park property.

The Regional District Act allows the Park Police to enter into a "reciprocal enforcement and mutual aid" agreement (referenced hereafter as a "mutual aid agreement") with another police force consistent with Section 2-105 of the Criminal Procedure Article. The same section of the Criminal Procedure Article gives the Commission authority to make a reciprocal agreement with the District of Columbia or a county or municipal corporation within or outside the State to: "... establish and carry out a plan to provide mutual aid by providing its police officers and other officers, employees, and agents, together with all necessary equipment."

An agreement of this type can provide the Park Police with jurisdiction outside of park property. In addition, it can serve to clarify the roles of each police department in areas of concurrent jurisdiction.

#### **2. Status of Mutual Aid Agreement between the Commission and the County Government**

To date, there are no executed mutual aid agreements between the Montgomery County Park Police and any other police force. Last year, a judge dismissed arrests made by Park Police officers who, at the request of the County Police, participated in a task force that conducted DUI checkpoints on County roads. The judge dismissed the charges filed by the Park Police, citing the lack of an agreement providing the Park Police jurisdiction to make arrests outside of park property.

On April 10, 2006, the County Executive submitted a resolution and proposed Mutual Aid Agreement between the M-NCPPC and Montgomery County Government. The proposed resolution, which must be approved by the County Council, addresses four primary issues:

- *Special patrol jurisdiction* – This section specifies where and under what circumstances the Park Police would have jurisdiction in Montgomery County outside of park property.
- *Concurrent jurisdiction on park property* – This section clarifies the on-scene command structure for incidents where officers from both the Park Police and County Police respond.

- *Incidental enforcement within County limits* – This section addresses the authority of the Park Police officers to make non-emergency traffic stops outside of park property to enforce motor vehicle laws.
- *Calls for emergency assistance* – This section establishes procedures for when the Park Police and the County Police must refer requests for service to the other agency.

A Council resolution for the Mutual Aid Agreement will be scheduled for introduction, public hearing, review, and action.

## **B. Resource Sharing Arrangements**

The Park Police share some training, purchasing, equipment, and communications resources with other public safety organizations.

### **1. Police Training Academy**

New recruits hired by the Park Police attend the Entry Level Training Program taught at the Montgomery County Police Training Academy. Park Police candidates attend the same 27-week training as candidates for the County Police, the Office of the Sheriff, and the municipal police departments of Rockville, Gaithersburg, Takoma Park, and Chevy Chase Village.

The Entry-Level Training Program teaches basic law enforcement knowledge and skills. To graduate, a recruit must pass 14 critical area examinations. This training program meets all of the minimum training mandates of the Maryland Police and Corrections Training Commission.

### **2. In-Service Training**

The Maryland Police and Corrections Training Commission establishes minimum training requirements for all law enforcement officers in the State. For many years, the Montgomery County Park Police occasionally conducted joint in-service training sessions with the Prince George's County Park Police. In recent years, the Park Police from both counties have worked together to schedule more combined in-service training sessions, particularly for recurring skills and proficiency testing. Combined in-service programs spread the fixed costs of the training over a larger pool of students.

The Park Police periodically participate in special training sessions open to public safety organizations throughout the region. In addition, the Park Police hosts many inter-departmental training sessions and demonstrations at its Saddlebrook Headquarters. In 2005, the Park Police hosted 15 inter-departmental training courses and demonstrations including sessions on response to terrorist incidents, identity theft, child abuse, and police recruitment.

### **3. Cooperative Purchasing**

As a small organization, the Park Police does not purchase goods and services in large enough quantities to command significant volume discounts. When the Park Police need to make a

major purchase, staff in the Administration Section review contracts recently awarded by other public safety departments throughout the country. The Park Police frequently “ride” the purchasing contracts of other larger police departments to secure favorable pricing.<sup>1</sup>

Several recent Park Police purchases serve as good examples of cooperative purchasing arrangements. The Park Police purchased: body armor by riding a Montgomery County Police contract; patrol vehicles by riding a Maryland State Police contract; ammunition by riding a Prince George’s County Police contract; and 800 MHz radios by riding a Fairfax County Police contract. The Park Police report that it is more common for them to make a major purchase riding another contract than to issue their own solicitation.

#### **4. Shared Equipment**

The Park Police have entered into agreements with other law enforcement agencies to share certain types of police equipment. The Park Police have memoranda of understanding with the Gaithersburg, Rockville, and Takoma Park Police Departments to share the use of undercover vehicles, surveillance tools, and other equipment.

#### **5. Coordination of Emergency Communications System**

The County’s 911 emergency communications and response system includes the Park Police. The County’s Emergency Communications Center (ECC) receives all 911 calls. Incidents identified as occurring on park property are transferred from the County’s ECC to the Park Police’s Communications Center. Using its own computer-aided dispatch (CAD) system, Park Police Communications Center personnel then notify a Park Police officer of the incident.

Park Police officers have radios in their vehicles and frequently scan the 800 MHz communications of the County Police. Officers on patrol also use their 800 MHz radios to communicate directly with County Police officers and with the ECC. In addition, Park Police Communications Center personnel are able to monitor County Police radio transmissions.

#### **C. Dispatch and Communications Procedures**

According to a memorandum of understanding (signed in 1998) between the Park Police and the County Police, County ECC call takers must immediately notify the Park Police of all requests for assistance on park property. When a person calls the ECC, the call taker enters information from the caller about the location of the incident. Based on this information, the County CAD generates a location record for the incident. If the location has been identified as park property, then the location record includes a “PP” marking.

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<sup>1</sup> The term “riding a contract” refers to the practice of procuring goods or services under terms of a completed contract negotiated between a vendor and another agency.

A caller may refer to a park location in various ways: by the name of the park, by address, by type of recreational facility, or by other descriptive terms. For example, a caller may identify his/her location as being “in South Germantown Recreational Park”, “at the Discovery Sports Center,” “at Soccerplex,” “at the park off of Schaeffer Road in Boyds,” or one of several other descriptions of the same area. The County CAD is designed to pull up a location record based on multiple descriptive terms. Therefore, multiple location records may exist for the same park.

While working on this study with the Park Police and the County Police, OLO learned that many park property location records are not labeled with a “PP” in the County CAD. In some cases, a park property simply has no location record with a “PP” marking. In other cases, some of a park property’s multiple location records are marked “PP” while others are not. As a result of these unintentional omissions, an indeterminate number of requests for service on park property received by the County ECC are not forwarded to the Park Police.

When the CAD does not identify an incident as occurring on park property, the ECC dispatchers send a County Police officer to respond to the request for service. In some instances, the County Police officer identifies the call as coming from park property and notifies the Park Police. In other cases, the County Police officer takes the call, handles the response, and the Park Police may or may not be notified about the incident. Using current location references, the existing County CAD is not able to identify the number of requests for service or the number of crimes on park property for which a County Police officer was the sole responder.

OLO conducted a sample review of 250 911-system requests for service from 2005 that were associated with a location labeled as “park property”. OLO found that approximately 25 percent of events at locations tagged with a “PP” were not transferred to the Park Police.

*OLO found no evidence of any delays in emergency responses to incidents occurring in parks.* Nonetheless, the combination of incomplete CAD labeling of park properties and the inconsistent forwarding of calls to Park Police renders it impossible to calculate how many requests for service on park property were handled by the County Police instead of by the Park Police. Park Police crime statistics only include crimes reported to the Park Police. County Police records cannot isolate those incidents occurring on park property for which the County Police were the sole responder. As a result, OLO is unable to calculate the total number of reported crimes that occur on park property.



## **CHAPTER V: PARK POLICE BUDGET**

This chapter details the personnel cost and operating expense components of the Park Police budget.

### **A. Budget Overview**

The Department of Parks tax-supported “Park Fund” provides for the development, operation, and maintenance of the County’s park system. The Council approves an expenditure amount for the Park Police as a Park Fund line item within the Department’s annual operating budget.<sup>2</sup> In FY06, the Council appropriated \$9.6 million for the Park Police operating budget. This \$9.6 million represented 16 percent of the total FY06 Park Fund budget and 11 percent of the total FY06 appropriation to the Montgomery County portion of M-NCPPC.

The Planning Board’s approved FY06 operating budget document shows how the Park Police allocated the \$9.6 million appropriation among its six sections. Table 2 summarizes the division of funds in FY06, as published in the budget book.

**TABLE 2: FY06 PARK POLICE OPERATING BUDGET BY SECTION**

<b>Section</b>	<b>FY 06 Budget</b>	<b>Percent of Total</b>
Patrol	\$4,162,400	43%
Special Operations	\$1,357,400	14%
Investigative Services	\$856,600	9%
Special Services	\$354,000	4%
Administration	\$829,500	9%
Management and Technology	\$2,066,000	21%
<b>Total</b>	<b>\$9,625,900</b>	<b>100%</b>

Source: M-NCPPC Park Police

Detailed descriptions of the major responsibilities of each Park Police section appear in Chapters VI through IX of this report.

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<sup>2</sup> The Council approves an annual operating budget appropriation for M-NCPPC after considering the recommendations of the Council’s Public Safety and Planning, Housing, and Economic Development Committees.

## **B. Personnel Costs**

### **1. Budgeted Workyears**

Personnel costs constitute nearly 92 percent of the approved FY06 Park Police operating budget. The FY06 operating budget includes 119.5 workyears -- 116 full-time career positions and 3.5 workyears for seasonal workers.

The budget process takes into account that some approved positions will remain unfilled for a portion of a fiscal year. The term "lapse" refers to the assumed amount of time (measured in workyears) that positions within a personnel complement will be vacant during the year. The approved FY06 Park Police budget assumes a lapse rate of 6.3 workyears. Table 3 shows workyears and lapse amounts budgeted for FY04 through FY06; it also includes the workyears and lapse amounts proposed in the Planning Board's FY07 budget request.

The Park Police budgets for FY05 and FY06 each included two workyears of "imposed lapse." These workyears appear as two positions in the budget but were subject to a year-long hiring freeze. Table 3 identifies these two workyears as part of the Park Police personnel complement but also includes two additional workyears of lapse to indicate that the positions were not funded. The FY07 Park Police budget does not include any "imposed lapse" workyears.

**TABLE 3: PARK POLICE WORKYEARS BY SECTION**

<b>Section</b>	<b>Approved</b>			<b>Budget Request FY 07</b>
	<b>FY 04</b>	<b>FY 05</b>	<b>FY 06</b>	
Patrol	57.0	54.0	59.0	59.0
Special Operations	18.5	15.5	16.0	16.0
Investigative Services	12.0	13.0	10.0	10.0
Special Services	6.0	5.0	4.0	4.0
Management and Technology	19.0	23.0	20.0	20.0
Administration	7.0	7.0	8.5	9.5
Park Rangers	--	--	--	6.0
Imposed Lapse Workyears	--	2.0	2.0	--
<b>Sub-Total</b>	<b>119.5</b>	<b>119.5</b>	<b>119.5</b>	<b>124.5</b>
Budgeted Lapse	-4.0	-5.0	-6.3	-12.7
Imposed Lapse	--	-2.0	-2.0	--
<b>Totals</b>	<b>115.5</b>	<b>112.2</b>	<b>111.2</b>	<b>111.8</b>

Source: M-NCPPC Park Police

### **2. Major Recent Changes in the Park Police Personnel Complement**

The Park Police personnel complement has changed little in recent years. The reduction of three workyears from FY04 to FY05 reflected the discontinuation of the mounted patrol in the Silver Spring Central Business District. In FY06, the Park Police transferred five officer positions to the Patrol Section from other sections. For FY07, the Planning Board recommends abolishing

the two frozen officer positions. The Board further recommends adding 6.0 new workyears<sup>3</sup> to create a Park Ranger program. The Board proposes offsetting the FY07 cost of the Ranger program through an increase in budgeted lapse. (See Chapter X, page 61 for further discussion of the FY07 Park Ranger proposal).

### 3. Actual Lapse

Many public agencies (including the County Government) set budgeted lapse based on calculations of actual past year lapse rates. The Department of Parks, including the Park Police, does not routinely calculate or report actual lapse rates. The Department estimates lapse for budgeting purposes but does not use actual vacancy information to predict future year lapse rates.

### 4. FY06 Personnel Complement - Sworn Officer and Civilian Positions

Of the total 116 full-time Park Police positions, 95 are sworn officer positions and 21 are civilian positions. Twenty-one of the sworn officer positions are supervisory (Chief, Captains, Lieutenants, and Sergeants) positions while 74 are Police Officer and Police Officer candidate positions. Two sworn officer positions are subject to a year-long hiring freeze. Sworn officers serve in each section of the Park Police. Most sworn officers perform or supervise field duties such as patrolling parks and investigating crimes. Several Park Police officers perform supportive and administrative services based out of the Saddlebrook Headquarters. Table 4 shows the number of sworn officer and civilian positions in the approved FY06 operating budget, listed by section.

**TABLE 4: PARK POLICE POSITIONS BY SECTION – FY06**

Section	Sworn Officers		Civilians		Total
	Supervisors	Officers	Career	Seasonal	
Patrol	9	50	0	0	59
Special Operations	3	10	2	1	16
Investigative Services	2	6	2	0	10
Special Services	0	4	0	0	4
Management and Technology	2	1	15	2	20
Administration	5	1	2	0.5	8.5
Imposed Lapse Positions	0	2	0	0	2
<b>Division Total</b>	<b>21</b>	<b>74</b>	<b>21</b>	<b>3.5</b>	<b>119.5</b>

Source: M-NCPPC Park Police

In recent years, there have commonly been between five and seven vacant Park Police officer positions at any given time. At the end of Calendar Year 2005, the Park Police had seven vacant sworn officer positions (including two frozen positions) and four vacant civilian positions. The Park Police expects to fill four officer and three civilian positions by the end of FY06.

<sup>3</sup> The Planning Board recommends creating eight new positions beginning in the second quarter of FY07. The budget request assumes that each position would be filled for three-quarters of a workyear.

## 5. Overtime

The approved FY06 Park Police operating budget includes \$411,300 for overtime; \$221,300 (54 percent) of the total amount is budgeted for Patrol Section overtime. The most common reasons for Park Police patrol officer overtime are court appearances and arrests that continue after the end of a shift. The Park Police do not pay officers overtime to cover for other officers who are on leave or in training. Some Park Police officers and civilian employees earn overtime by working additional hours at the Park Police Communications Center.

The Park Police project that actual overtime for FY06 will come within the budget amount. The proposed FY07 Park Police budget includes the same overtime amount as in the approved FY06 budget. Table 5 lists the FY06 approved overtime budgets for each Park Police section.

**TABLE 5: PARK POLICE BUDGETED OVERTIME BY SECTION**

<b>Section</b>	<b>FY06 Approved</b>
Patrol	\$221,300
Special Operations	\$75,000
Investigative Services	\$45,000
Special Services	\$11,000
Management & Technology	\$51,000
Administration	\$8,000
<b>Totals</b>	<b>\$411,300</b>

Source: M-NCPPC Park Police

## C. Operating Expenses

The approved FY06 Park Police budget includes \$789,300 for operating expenses. Operating expenses comprise about eight percent of the approved FY06 operating budget.

### 1. Major Operating Cost Categories

The largest operating expense categories in the FY06 Park Police budget are:

**Police Supplies and Equipment (\$309,000):** The Park Police budget includes \$309,000 to purchase equipment and supplies for 93 sworn officer positions. Purchases in this category include firearms, ammunition, uniforms, badges, handcuffs, batons, pepper spray, traffic vests, first aid kits, and other police equipment. The Park Police estimate the cost to outfit a new officer at about \$16,500. This operating expense category also includes other general supplies and equipment to support Park Police operations.

**Technology Maintenance (\$145,000):** The Park Police budget includes \$145,000 for maintenance of technology software. These expenditures primarily cover the annual software licensing costs for the computer-aided dispatch, records management, mobile data, and other Park Police computer systems.

**Police Vehicle Equipment (\$77,000):** The Park Police equip their vehicles with specialized equipment such as mobile data terminals, 800 MHz radios, and light bars. The Park Police budgeted \$77,000 in FY06 for purchase of this type of equipment.

**Special Operations Supplies (\$66,000):** The Park Police Special Operations Section purchase goods and services to support their activities. Veterinarian, dentist, farrier, food, and supplies cost associated with the care of 16 horses account for about \$60,000 of budgeted Special Operations operating expenses.

**Training (\$32,000):** The Park Police budget includes \$32,000 for in-service training. This operating expense category includes the cost of sending sworn officers and civilians to workshops and conferences. This line item also covers the cost for officers' mandatory Command Spanish lessons. In addition, the training budget pays for supplies used at inter-agency training sessions hosted by the Park Police.

Park Police officers serve as the instructors for most in-service training sessions. Park Police officers teach in-house sessions on a variety of topics including horseback and motorcycle riding, boating, administering breath tests, and defensive tactics. When an officer serves as a training instructor, the cost of that instruction does not appear as an operating expense. Rather, the officer's salary covers the cost of the instruction.

The Park Police do not pay directly to train officer candidates at the County's Police Academy. Instead, the Park Police provide instructors to teach at the Academy in exchange for candidate slots.

## **2. Park Police Operating Expenses Not Included in the Park Police Budget**

The Department of Parks does not have a cost accounting system that reports expenses paid by one division for the direct benefit of another division. As a result, the actual cost of operating the Park Police is greater than the amount indicated in the Park Police section of the Department's budget.

During the course of conducting this study, OLO learned that other divisions within the Department pay for expenses incurred by the Park Police. For example, the Central Maintenance Division pays the cost of maintaining Park Police vehicles. Central Maintenance staff reported that it spent \$214,000 in FY05 to maintain Park Police Vehicles. Central Maintenance also spent \$133,000 in FY05 to supply gasoline at the Saddlebrook Headquarters fueling station.<sup>4</sup>

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<sup>4</sup> Drivers of both Park Police and other Commission vehicles have access to the Saddlebrook fueling station. In addition, Park Police officers may fuel their vehicles at any of the several Department fueling stations around the County. No records exist documenting the amount or cost of fuel pumped into Park Police vehicles.

When the Park Police receive approval to create a new sworn officer position, they also budget for the cost of purchasing a new vehicle for that officer. However, the Park Police do not incur any cost for purchasing replacement vehicles for existing positions. When a need arises to replace a vehicle, the cost is charged to the Planning Board's Internal Service Fund.

OLO identified several other operating expenses (such as telephone charges, building maintenance, and some computer hardware purchases) that are borne by the Department of Parks but not allocated to the Park Police budget.

## **CHAPTER VI: PATROL**

The primary activity of the Park Police is to patrol County parks. This chapter examines the structure, duties, work load, and staffing strategies of the Park Police Patrol Section. It is organized into five parts:

- A. Structure of Command and Patrol Officer Deployment
- B. Patrol Section Activities and Duties
- C. Staffing of Patrol Shifts – Actual Coverage
- D. Time and Geographic Based Variations in Park Police Work Load
- E. Park System Size/Use and Park Police Work Load

### **A. Structure of Command and Patrol Officer Deployment**

The Field Operations Captain oversees the Patrol Section, which consists of 60 sworn officer positions. Three lieutenants supervise six sergeants; six sergeants supervise 51 patrol officers.<sup>5</sup>

The Patrol Section is organized into three platoons, two squads, and six shifts to provide coverage 24 hours a day, seven days a week. The table below summarizes the overall structure of the Patrol Section, including the assignments of each shift by time of day and days of the week.

**TABLE 6: PARK POLICE SHIFTS - CALENDAR YEAR 2005**

	<b>Platoon A</b> (9:30 pm - 7:30 am)	<b>Platoon B</b> (7:00 am – 5:00 pm)	<b>Platoon C</b> (4:00 pm – 2:00 am)
<b>Squad One</b> (Sun. – Wed.)	Shift 1	Shift 3	Shift 5
<b>Squad Two</b> (Wed. – Sat.)	Shift 2	Shift 4	Shift 6

A lieutenant oversees each of the three Park Police platoons. Each lieutenant supervises two sergeants and is responsible for assuring that officers in their platoon comply with all Park Police policies and procedures. One sergeant directly supervises each of the six patrol shifts. Sergeants provide supervision in the field and perform administrative functions. Both lieutenants and sergeants monitor Park Police radio communications and are available to provide backup for an officer requiring assistance.

As stipulated in the Fraternal Order of Police contract, Park Police patrol officers work four 10-hour days per week. Each patrol officer serves in one of six shifts. Shifts 1, 3, and 5 constitute Squad One and work Sunday through Wednesday; shifts 2, 4, and 6 constitute Squad Two and work Wednesday through Saturday.

<sup>5</sup> The approved FY06 Park Police personnel complement lists 59 sworn officers including 50 patrol officer positions in the Patrol Section. The Division internally transferred one officer position to the Patrol Section during the first half of FY06.

A Park Police platoon consists of two shifts. During most of Calendar Year 2005, Platoon A (Shifts 1 and 2) began its 10-hour shift at 9:30 pm; Platoon B (Shifts 3 and 4) began its 10-hour shift at 7:00 am; and Platoon C (Shifts 5 and 6) began its 10-hour shift at 4:00 pm.<sup>6</sup>

The respective four-day work weeks of the two squads overlap on Wednesdays. The Park Police schedule most of their training activities on Wednesdays when there is double patrol coverage. Within each day, patrol shifts overlap a total of six hours (between 7:00 am and 7:30 am; 4:00 pm and 5:00 pm; and 9:30 pm and 2:00 am).

Park Police officers patrol within one of seven geographic sectors of the County known as “beats.” The map on the next page depicts the seven Park Police beats. Officers patrol the same beat each shift to become familiar with the characteristics of the parks and the park users in that portion of the County. The Park Police try to assign one officer to a beat during each shift. As will be discussed later in this chapter, there are usually not seven officers available to patrol each beat every shift.

## **B. Patrol Section Activities and Duties**

The activities and duties of the Park Police Patrol Section fall into five major categories.

1. Park Checks
2. Law Enforcement and Crime Reporting
3. Emergency and Non-Emergency Response
4. Enforcement of State Laws and Commission Regulations
5. Incident Reporting

This section describes the major categories of Patrol Section duties and reviews work load and activity data that are available for each of these categories.

### **1. Park Checks**

Park Police patrol officers routinely conduct site visits to inspect parks and other M-NCPPC property. During these so-called “park checks”, officers identify and respond to public safety needs. Officers intervene upon discovery of criminal or suspected criminal activity, violations of park regulations, dangerous activity, or unsafe park conditions.

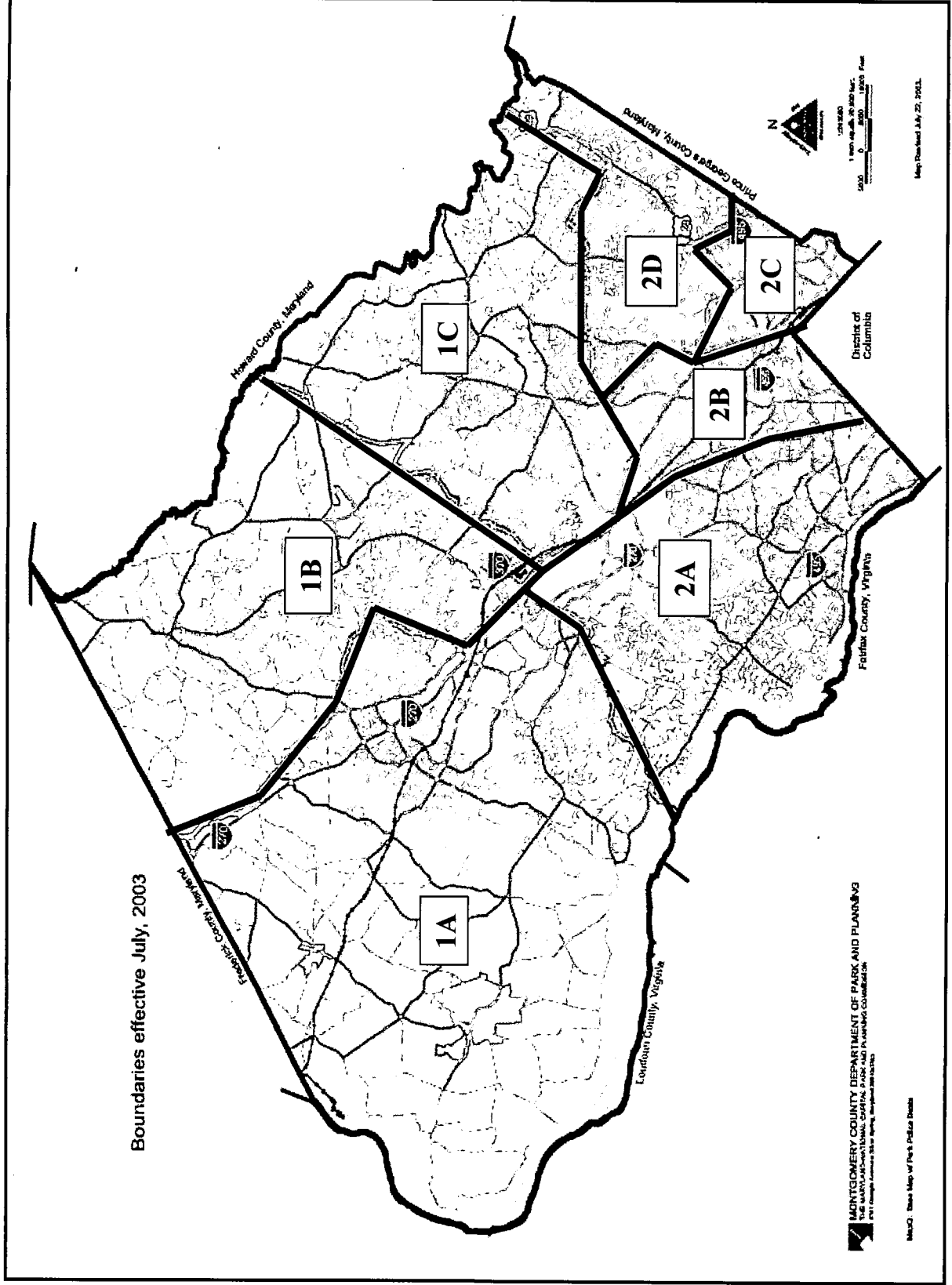
As part of their routine patrols, Park Police officers interact with law-abiding park users. Officers, for example, offer park users information about park rules, facilities, and programs and provide advice about personal safety and crime prevention.

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<sup>6</sup> Over the past year, the Park Police have made minor adjustments to the platoon schedule. For the purpose of this report, OLO refers to the platoon schedule that existed for most of Calendar Year 2005.



EXHIBIT 5: PARK POLICE BEATS



Patrol officers conduct park checks both during hours when facilities are open for use and when facilities are closed (most commonly during nighttime hours). Patrol officers generally ride alone while performing park checks. Patrol officers also inspect parks by foot and occasionally on bicycle.

There is no written Park Police directive that establishes a minimum frequency for checking specific parks or categories of park property. On occasion, Park Police commanders order “directed patrols” of particular areas. Directed patrols involve more frequent checks of areas experiencing unusually high numbers of incidents or community complaints.

Officers generally use their own discretion in determining which parks to check and how often. Officers report that they decide how frequently to inspect a park based on: (1) their own knowledge of the types of activities that occur in particular parks; (2) information from other Park Police officers; (3) information about incident trends identified by the Park Police crime analyst; and (4) input from the community.

While Park Police supervisors encourage patrol officers to report every park check, there is no written policy that requires officers to do so. In practice, Park Police acknowledge that patrol officers do not consistently report all park checks that they conduct. As a result, the number of park checks recorded in the Park Police computer-aided dispatch (CAD) system represents only a subset of the total number of parks actually visited by patrol officers. Interviews with command staff and patrol officers indicate general agreement that officers report an estimated one-half of the total number of park checks they conduct.

During 2005, Park Police patrol officers radioed in almost 48,000 park checks. This number equates to an average of 1,200 documented park checks per patrol officer for the year.<sup>7</sup> Based on the Park Police’s own estimate of under-reporting, it is probably more accurate to report that the total number of park checks was closer to 96,000 or an average of 2,400 per patrol officer in 2005.

Based on the number of park checks recorded in the Park Police’s CAD during 2005, Table 7 (page 26) summarizes the number of checks conducted by type of park; Table 8 (page 26) then identifies the most and least frequently checked park within each category. According to the Park Police, this pattern of park checks reflects officers’ decisions to conduct more frequent inspections of parks with the largest numbers of users and reported incidents.

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<sup>7</sup> This calculation assumes an average of 40 officers performing patrol duties over the course of the year.

**TABLE 7: NUMBER OF CHECKS BY PARK – CALENDAR YEAR 2005**

<b>Type of Park</b>	<b>Number of Park Checks*</b>	<b>Number of Parks</b>	<b>Average Annual Checks</b>	<b>Average Weekly Checks**</b>
Regional Parks	5,823	5	1,165	22.4
Recreational Parks	3,212	11	292	5.6
Golf Courses	1,025	4	256	4.9
Local Parks	22,973	144	160	3.1
Urban Parks	1,677	24	70	1.3
Neighborhood Parks	4,181	93	45	0.9
Stream Valley Park Sections	3,268	108	30	0.6

\* Data based on the number of reported park checks recorded in the Park Police's computer-aided dispatch system.

\*\* Average Annual Checks divided by 52.

Source: OLO and M-NCPPC

**TABLE 8: RANGE OF CHECKS BY TYPE OF PARK – CALENDAR YEAR 2005\***

<b>Type of Park</b>	<b>Number</b>	<b>Most Frequently Checked Park</b>	<b>Least Frequently Checked Park</b>
Regional Parks	5	Wheaton Regional Park (1,952 checks)	Little Bennett Regional Park (643 checks)
Recreational Parks	11	South Germantown Rec. Park (712 checks)	Gude Drive Recreational Park (10 checks)
Golf Courses	4	Sligo Golf Course (385 checks)	Little Bennett Golf Course (175 checks)
Local Parks	144	Long Branch Local Park (626 checks)	Concord Local Park (2 checks)
Urban Parks	24	Woodside Urban Park (252 checks)	Takoma Urban Park (2 checks)
Neighborhood Parks	93	Norbeck-Muncaster Mill N. P. (331 checks)	2 neighborhood parks (0 checks)
Stream Valley Park Sections	108	Sligo Creek S.V. Park #1 (297 checks)	11 stream valley sections (0 checks)

\* Data based on the number of reported park checks recorded in the Park Police's computer-aided dispatch system.

Source: OLO and M-NCPPC

The data show that during 2005, Park Police reported almost 6,000 checks of regional parks, an average of about 1,200 checks for each of the five regional parks. A further calculation indicates that, on average, each regional park was checked 22 times each week. The data also indicate a notable range across the different regional parks. For example, during 2005, there were 1,952 checks called in for Wheaton Regional Park compared to only 643 checks for Little Bennett Regional Park.

In contrast to the frequent checks of regional parks, patrol officers checked the 108 stream valley park sections, on average, less than once a week.<sup>8</sup> Great variation also exists in the frequency of visits to stream valley parks. Sligo Creek Stream Valley Park Section #1 received almost 300 checks in 2005, equal to almost 10 percent of all documented stream valley park checks. This section of park includes high-use recreational facilities and a parkway that serves as a commuter route. At the other end of the spectrum, 11 stream valley park sections received no reported park checks in 2005. Most of the parks that received no checks are undeveloped.

Exhibit 6 (page 28) depicts the total number of park checks reported in 2005 for each of the seven Park Police beats. The beat-by-beat break down of park checks shows a variation across the seven beats. The largest number of annual checks was reported in Beat 1C (8,651 checks) and the fewest number of checks was reported in Beat 2A (3,950 checks). According to the Park Police, the explanation for the lower number of park checks in Beat 2A relates to deployment practices that are further explained later in this chapter (see page 41).

## **2. Law Enforcement and Crime Reporting**

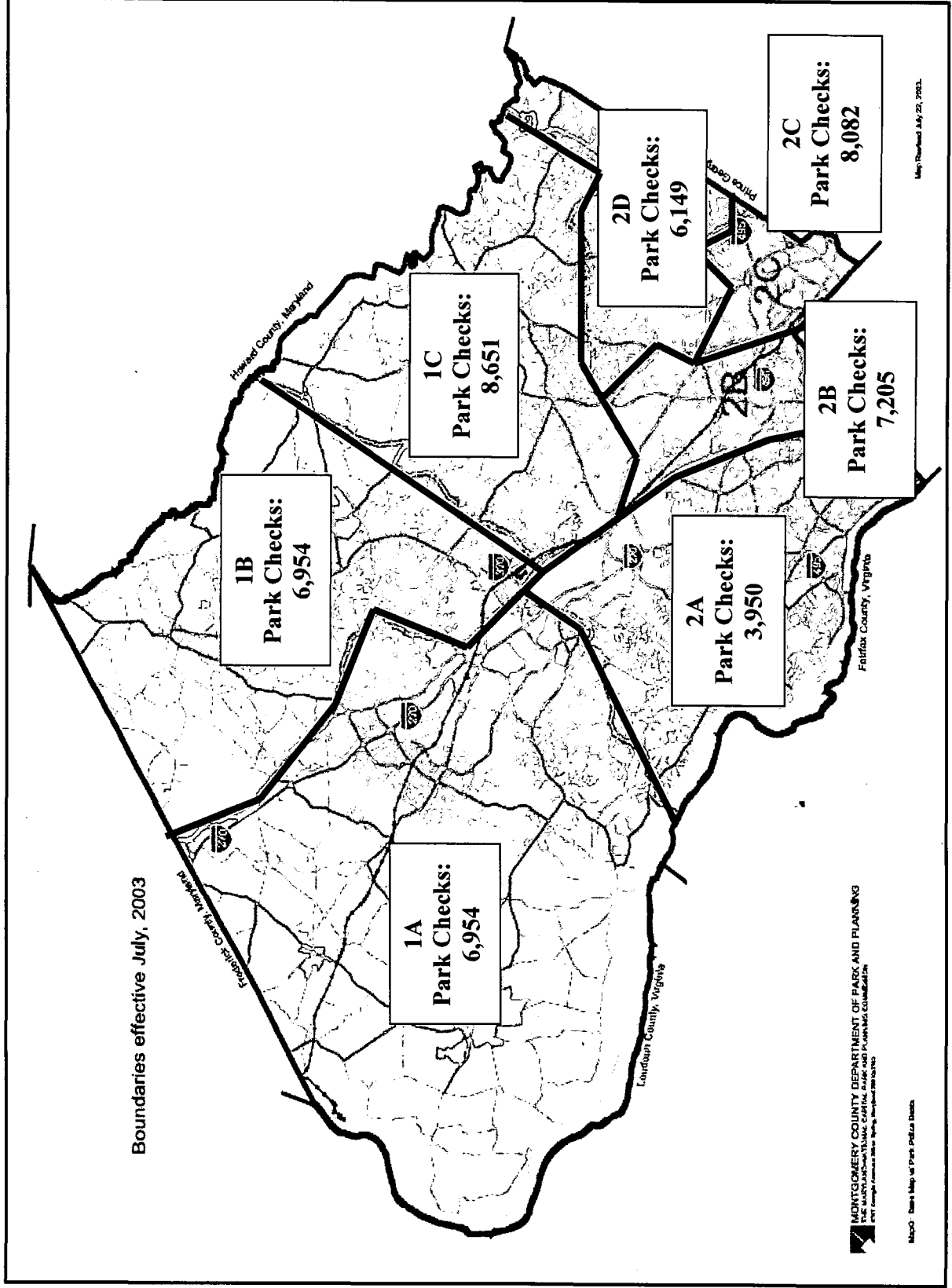
Park Police patrol officers enforce State criminal laws. Park Police make the largest number of arrests for drug related crimes, including possession and distribution of controlled dangerous substances. During 2005, Park Police patrol officers also made arrests for assault, burglary, weapons possession, theft, possession of stolen property, destruction of property, and indecent exposure.

In addition, Park Police officers document crimes that have occurred on park property. The most common criminal offense reported in the park system is destruction of property (e.g., vandalism, graffiti). As destruction of property incidents often are reported after the fact, the Park Police make relatively few on-scene arrests for this offense.

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<sup>8</sup> The Department of Parks segments long, linear stream valley parks into different sections. The Department categorizes each section as a different park unit for management purposes including for the recording of park checks.

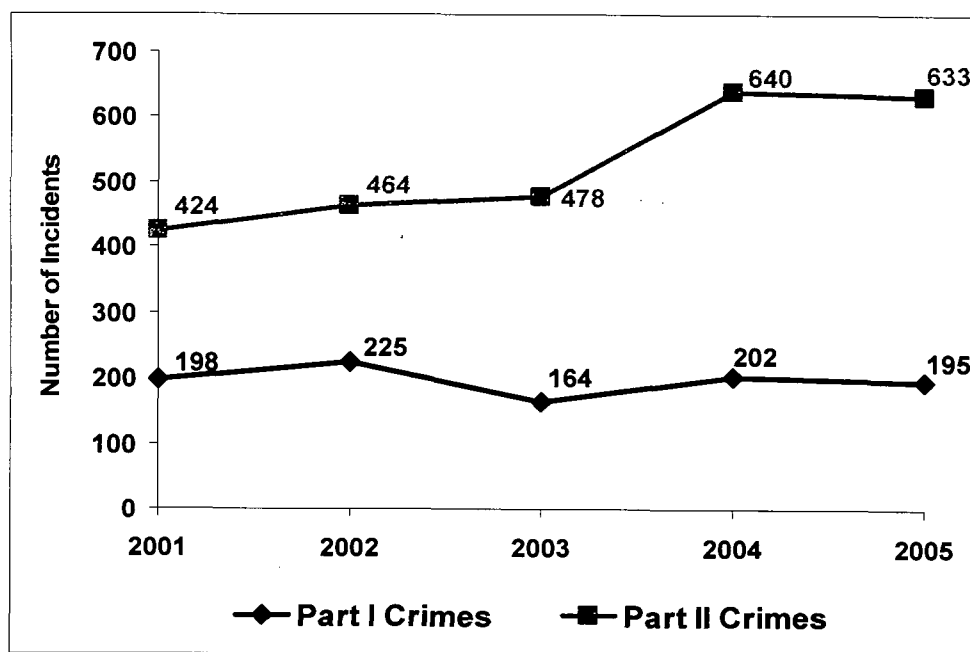
EXHIBIT 6: PARK CHECKS BY PARK POLICE BEAT – CALENDAR YEAR 2005



**Reported Crimes:** The Park Police maintain data on reported Part I and Part II crimes.<sup>9</sup> In 2005, the Park Police responded to a total of 828 criminal incidents, which included 195 Part I crimes and 633 Part II crimes. Exhibit 7 illustrates the number of Part I and Part II crimes reported annually by Park Police between 2001 and 2005.

In some cases, the County Police are the first and sole responders to incidents reported on park property. As explained in Chapter IV, Park Police crime statistics exclude crimes that occurred on park property for which a Montgomery County Police officer was the sole responder.

**EXHIBIT 7: CRIMES REPORTED BY THE PARK POLICE – CALENDAR YEARS 2001 TO 2005**



Source: M-NCPPC Park Police

Tables 9 and 10 (page 30) contain data on the number and type of Part I and Part II crimes reported by the Park Police each year between 2001 and 2005. The data indicate that:

- Theft is by far the most common Part I crime reported by the Park Police. In 2005, thefts accounted for 82 percent of the Part I crimes reported to the Park Police.
- Vandalism and destruction of property are the most common Part II crimes reported by Park Police. In 2005, vandalism and destruction of property incidents accounted for nearly 40 percent of Part II crimes. The Park Police attribute the notable increase in the number of reported Part II incidents during the past two years to the heightened attention being paid to graffiti incidents stemming from gang recognition efforts.

<sup>9</sup> The Federal Bureau of Investigation established the Uniform Crime Reporting Program that classifies crime into two categories. Part I offense consist of serious violent and property crimes including murder, rape, robbery, aggravated assault, burglary, motor vehicle theft, and arson. Part II crimes include non-aggravated assaults, vandalism, weapons possession, possession of stolen property, driving under the influence, and disorderly conduct.

**TABLE 9: PART I CRIMES REPORTED BY PARK POLICE – CALENDAR YEARS 2001 TO 2005**

<b>Part I Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Murder	1	1*	0	0	1
Rape	0	0	1	1*	2
Assault	4	5	12	12	5
Burglary	15	16	16	18	16
Robbery	6	9	3	9	7
Auto Thefts	2	2	5	6	5
Thefts	170	193	127	157	159
<b>Totals</b>	<b>198</b>	<b>225</b>	<b>164</b>	<b>202</b>	<b>195</b>

\*Report taken by MCPD, not included in total.

Source: M-NCPPC Park Police

**TABLE 10: PART II CRIMES REPORTED BY PARK POLICE – CALENDAR YEARS 2001 TO 2005**

<b>Part II Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Destruction of Property/Vandalism	117	123	144	203	238
Narcotic Drug Laws	88	97	67	111	110
2 <sup>nd</sup> Degree Assaults	33	32	45	48	45
Dumping/Littering	19	27	37	31	35
Weapons	7	15	5	5	7
Sex Offenses*	26	25	7	10	9
Other**	134	145	173	232	189
<b>Totals</b>	<b>424</b>	<b>464</b>	<b>478</b>	<b>640</b>	<b>633</b>

\* Sex offenses include indecent exposure, and third and fourth degree sex offenses.

\*\* Other Part II crimes primarily consists of fireworks, trespassing, loitering, and disorderly conduct violations.

Source: M-NCPPC Park Police

**Arrests:** In 2005, Park Police officers arrested 249 adults and 74 juveniles. For certain offenses (such as possession of drug paraphernalia, minor theft, trespassing, and public intoxication), an officer has the discretion to issue a criminal citation. A criminal citation is not an arrest but requires the individual charged to appear in District Court. Table 11 (page 31) shows the number of adult arrests, juvenile arrests, and criminal citations issued by the Park Police between 2001 and 2005.

**TABLE 11: NUMBER OF ARRESTS AND CRIMINAL CITATIONS –  
CALENDAR YEARS 2001 TO 2005**

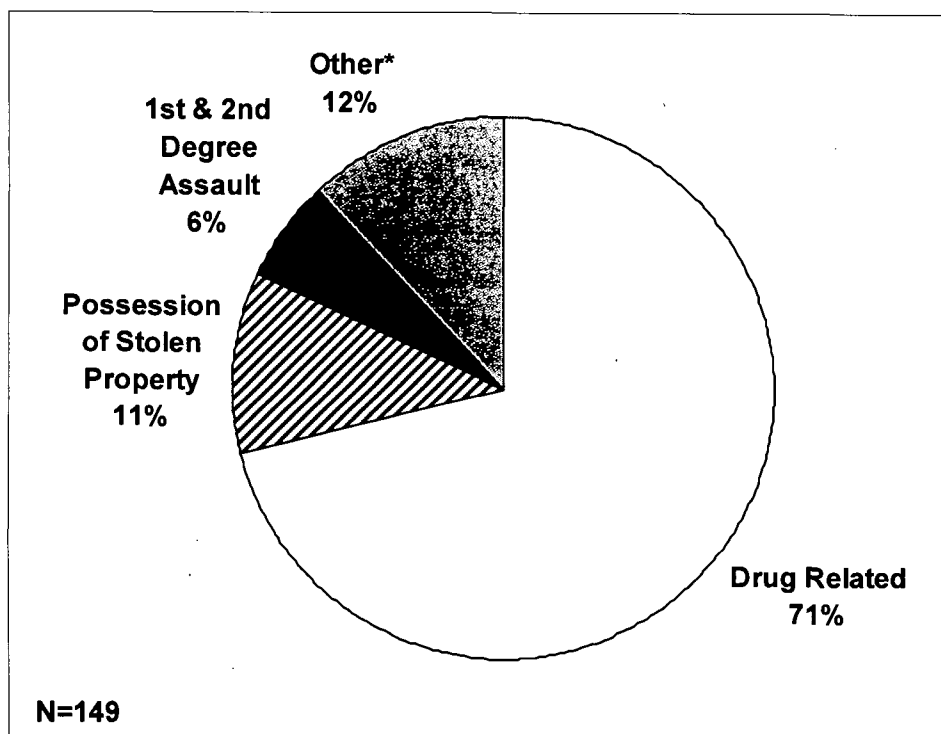
<b>Type of Arrest/ Citations</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Adult Arrests	346	288	218	344	249
Juvenile Arrests	51	84	80	65	74
Criminal Citations*	67	185	141	159	166
<b>Totals</b>	<b>464</b>	<b>557</b>	<b>439</b>	<b>568</b>	<b>489</b>

\* Includes citations issued for trespassing, minor theft, public intoxication, and possession of fireworks.

Source: M-NCPPC Park Police

Drug related incidents account for the largest share of Park Police arrests. In 2005, over 71 percent of Park Police arrest incidents involved possession or distribution of controlled dangerous substances or possession of drug paraphernalia. Exhibit 8 shows the relative distribution of incidents that involved arrests by type of crime for 2005.<sup>10</sup>

**EXHIBIT 8: ARREST INCIDENTS BY TYPE OF CRIME - CALENDAR YEAR 2005**



\* Includes arrests for weapons possession, second degree burglary, theft, destruction of property, malicious burning, indecent exposure, and making a false statement regarding a carjacking.

Source: OLO and M-NCPPC Park Police

<sup>10</sup> Some incidents resulted in more than one arrest. The 149 arrest incidents produced a total of 323 arrests.



### 3. Emergency and Non-Emergency Response

As one of their responsibilities, Park Police patrol officers respond to calls for emergency and non-emergency assistance for incidents on park property. Table 12 lists the sources of requests for service between 2002 and 2005. The data show that approximately 70 percent of requests for service originate from telephone calls made directly to the Park Police. The Park Police also receive requests for service through the County's Emergency Communications Center (ECC), through electronic alarm systems in M-NCPPC facilities, and from park maintenance personnel. In addition, Park Police patrol officers respond to calls by monitoring the County Police's radio system.

**TABLE 12: SOURCE OF PARK POLICE REQUESTS FOR SERVICE –  
CALENDAR YEARS 2002 TO 2005**

<b>Source of Requests for Police Service</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Telephone calls directly placed to Park Police	3,742	3,328	3,529	3,391
Alarms from M-NCPPC facilities	839	804	720	881
County's 911 System	657	463	560	590
In-person at Saddlebrook	37	38	42	36
Park maintenance staff	27	26	12	13
<b>Total</b>	<b>5,302</b>	<b>4,659</b>	<b>4,863</b>	<b>4,911</b>

Source: OLO and M-NCPPC Park Police

The Park Police categorize requests for service as either requiring "priority" or "routine" responses. Officers respond to priority requests for service with the use of lights and sirens. Incidents that warrant a priority response include situations where a life is in danger or serious injury is likely; a felony is in progress or occurred within the previous five minutes; an officer is in trouble; a domestic assault is in progress; or, a personal injury or vehicle collision occurred and no other public safety personnel are on the scene.

Routine requests for service receive immediate response without the use of lights and sirens. For example, a call from a parks maintenance employee to report graffiti or an abandoned vehicle would constitute a routine request for Park Police service.

Table 13 shows the total number of priority and routine requests for service for 2002 through 2005. The data indicate that priority responses consistently accounted for approximately 28 percent of the Park Police's total requests for services.

**TABLE 13: PARK POLICE REQUESTS FOR SERVICE – CALENDAR YEARS 2002 TO 2005\***

<b>Type of Request</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Priority Responses	1,585	1,394	1,329	1,378
Routine Responses	3,717	3,265	3,534	3,533
<b>Totals</b>	<b>5,302</b>	<b>4,659</b>	<b>4,863</b>	<b>4,911</b>

\* As the Park Police CAD became operational in October 2001, Calendar Year 2002 is the first full year for which request for service is available.

Source: M-NCPPC Park Police

#### **4. Enforcement of State Laws and Commission Regulations**

Patrol officers enforce State traffic laws and Commission regulations on roadways within park property (such as Beach Drive and Sligo Creek Parkway). Commission regulations establish speed limits, vehicle restrictions, and other rules governing the use of these roadways. Patrol officers may issue citations for violation of State traffic laws and Commission traffic regulations occurring on park property.

Commission regulations also establish rules for parking on park property. Park Police issue tickets for violations of Commission parking regulations.

Commission regulations restrict public access to most parks to daylight hours. Some park facilities remain open until a specified closing time. Commission regulations authorize the Park Police to issue a civil citation to individuals who trespass on park property after hours. Park Police also have civil citation authority to enforce a series of other park regulations including those relating to:

- Permit requirements for certain athletic fields, buildings, or shelters;
- Possession or consumption of alcohol;
- Littering and illegal dumping;
- Swimming, ice skating, and boating on lakes and ponds or in streams;
- Use of horses and motorized vehicles on park trails;
- Use of bicycles, roller skates, and skateboards;
- Use of fire;
- Indecent conduct (exposure and sexual conduct); and
- Protection of plants and wildlife.

Maryland law authorizes the Park Police to issue citations to juveniles found in violation of State laws regarding underage use of alcohol and tobacco. The Park Police may also issue citations for violations of State game laws and regulations. Park Police officers frequently issue written warnings rather than citations. From 2001 to 2005 approximately 28 percent of all citations have been warnings.

Table 14 shows the number of civil citations and warnings issued by Park Police officers during Calendar Years 2001 through 2005.

**TABLE 14: CIVIL CITATIONS AND WRITTEN WARNINGS ISSUED BY PARK POLICE –  
CALENDAR YEARS 2001 TO 2005**

Type	2001	2002	2003	2004	2005
Adult Civil Citations	1,294	1,150	1,021	1,353	823
Parking Citations	1,612	1,856	1,640	1,281	1,504
Game Law Citations (State)	13	47	60	91	125
Juvenile Citations (State)	134	179	119	130	181
Automobile Safety Equipment Repair Order (State)	445	650	521	436	529
Traffic Citations (State)	6,140	7,414	6,482	6,339	5,145
Written Warnings	3,335	3,629	3,711	3,714	4,254
<b>Totals</b>	<b>12,973</b>	<b>14,925</b>	<b>13,554</b>	<b>13,344</b>	<b>12,561</b>

Source: M-NCPPC Park Police

## **5. Incident Reporting**

Park Police officers document a variety of incident types that take place in the parks. Patrol officers file reports for crimes that occurred on park property. In addition, officers must write “non-criminal incident reports” for events such as traffic offenses, automobile collisions, driving under the influence (DUI) stops, abandoned vehicles, non-arson fires, dangerous or injured animals, and activated alarms. The number of criminal and non-criminal incident reports prepared by Park Police officers during Calendar Years 2001 through 2005 appears in Table 15.

**TABLE 15: INCIDENT REPORTS WRITTEN BY PARK POLICE -  
CALENDAR YEARS 2001 TO 2005**

Reports Written	2001	2002	2003	2004	2005
Criminal Incident Reports*	622	689	642	842	828
Non-Criminal Incident Reports	776	1,108	953	953	897
<b>Totals</b>	<b>1,398</b>	<b>1,797</b>	<b>1,595</b>	<b>1,795</b>	<b>1,725</b>

\* Criminal Reports include Part I and II crimes. See Tables 9 and 10 (page 30).

Source: M-NCPPC Park Police

## 6. "A Month in the Life of a Park Police Patrol Officer"

To better understand the work of Park Police patrol officers, OLO consolidated activity data from several sources. Table 16 quantifies the typical activities performed by a Park Police patrol officer each month. The frequency of each activity is calculated based on an assumed availability of 40 patrol officers. The specific numbers for each activity are based on annual work load data reported for 2005 divided by 12 (the number of months in the year).

The purpose of calculating these data is to help paint a picture of the primary activities of the Park Police. OLO recognizes that the specific activities of individual patrol officers will vary from the averages shown, depending on factors such as: the month of the year, the day of the week, the time of the day, the portion of the County patrolled, and the individual practices of each officer.

**TABLE 16: SELECT PARK POLICE PATROL WORK LOAD INDICATORS - CALENDAR YEAR 2005**

<b>Type of Activity</b>	<b>Total Number Reported</b>	<b>Average Number Per Patrol Officer Per Month*</b>
Number of Park Checks Conducted	47,945**	100
Civil Citations (Adult and Juvenile), Parking Violations, Traffic Citations, Game Laws, and Warnings Written	12,533	26
<i>Routine</i> Request for Service Responses	3,533	7
<i>Priority</i> Request for Service Responses	1,378	3
Non-Criminal Reports Written	897	2
Crime Reports Written	828	2
Arrests Made or Criminal Citations Issued	489	1

\* Calculations are rounded to the nearest whole.

\*\*According to the Park Police, the number of park checks reported represents an estimated one-half of the total number actually conducted. Based on this estimate, the total recorded would total 95,890 and the average number per patrol officer per month would be 200.

The frequency in which a Park Police patrol officer responds to an emergency (a "priority" request for service) and the number of park checks he or she performs underscore a major difference between the Park Police and the Montgomery County Police. On average, a Park Police officer performs 100 to 200 park checks but responds to only three emergency calls per month. In comparison to Montgomery County Police patrol officers who spend much of their time responding to 911 calls for emergency police assistance, the job of the Park Police is centered more on proactive patrolling to preserve a safe and enjoyable environment in the County's parks.

### **C. Staffing of Patrol Shifts – Actual Coverage**

The Park Police Division reports that having 42 patrol officers *available for patrol* is the minimum staffing needed to patrol the County's seven beats, twenty four hours a day, seven days a week. OLO's analysis of actual staffing levels found that, in practice, the Division rarely has 42 officers available for patrol.

This section delves into this complex issue of Park Police patrol staffing levels:

- The first part compares the Park Police Division's ideal and "on-paper" deployment versus the actual number of patrol officers routinely available for patrol. In sum, OLO found that while "on-paper" the Commission's personnel complement assigns the Patrol Section 60 officers, on average, the Park Police Patrol Section only has 28 officers available for patrol. The reasons for this include: the inclusion of supervisors who perform limited patrol duties, position vacancies, and officer time spent on leave, in training, on special assignments, and on other non-patrol activities.
- The second part reviews how the Park Police approached the deployment of available patrol officers during 2005, by examining actual staffing levels across all shifts, by season, by day of the week, and time of the day. In sum, OLO found little seasonal variation, but some variation of actual deployment levels by time of day and day of the week.

#### **1. Minimum Staffing Levels Established by Park Police**

With seven beats and six shifts, the Park Police need to maintain a pool of 42 available officers to assure coverage of each beat during each shift (see Table 17). To provide this level coverage, the Park Police would need to assign seven officers to each of its seven beats. When seven officers are available, each officer is assigned to patrol a single beat.

**TABLE 17: NUMBER OF PARK POLICE OFFICERS NEEDED FOR IDEAL DEPLOYMENT**

<b>Number of Park Police Beats</b>	<b>Number of Park Police Shifts</b>	<b>Number of Officers Needed to Cover Every Beat – 24 / 7</b>
<b>7</b>	<b>6</b>	<b>42</b>

Source: OLO and M-NCPPC

During 2005, the Patrol Section had 40 to 42 officers available to staff the six patrol shifts during most weeks. Therefore, *on paper*, the Park Police had a near sufficient supply of patrol officers to cover all beats during all shifts.

As will be discussed throughout this section, in practice, the number of officers actually available for patrol during a given shift is frequently fewer than seven. When there are insufficient officers to patrol each of the seven beats during a single shift, some officers assume responsibility for patrolling two beats. The Park Police have established minimum staffing levels governing the number of officers that must be on patrol during a shift. Park Police minimum staffing levels appear in Table 18.

**TABLE 18: PARK POLICE MINIMUM STAFFING LEVELS**

<b>Shifts</b>	<b>Shift Hours</b>	<b>Minimum Staffing Level</b>
1 and 2	9:30 pm - 7:30 am	1 Sergeant; 3 Officers
3 and 4	7:00 am – 5:00 pm	1 Sergeant; 4 Officers
5 and 6	4:00 pm – 2:00 am	1 Sergeant; 4 Officers

Source: M-NCPPC

When insufficient officers are available from the Patrol Section to meet the minimum staffing level for a shift, officers from Special Operations or another Park Police section provide supplemental support as necessary to meet these minimum staffing levels.

## **2. “On-Paper” vs. Actual Patrol Officer Availability**

The Patrol Section personnel complement currently shows 60 officer positions. However, in practice, the actual number of officers available for patrol is fewer than 60 for multiple reasons. One reason is that not all positions are filled. In addition, some positions are held by supervisors (lieutenants and sergeants), some positions are held by new officers in training, and some positions are held by officers on extended medical leave.

Using data from December 2005, Table 19 on the next page illustrates the actual number of officers available for patrol. Specifically, in December 2005, there were nine supervisors, four new candidates who had yet to complete their training, two officers on extended medical leave, and five vacant positions. Therefore, in December 2005, the Patrol Section had an available pool of 40 officers.

**TABLE 19: “ON PAPER” VS. ACTUAL NUMBER OF OFFICERS AVAILABLE FOR PATROL –  
DECEMBER 2005**

	<b>Full -Time Positions</b>
<b>Patrol <u>Section</u> Personnel Complement (including supervisors)</b>	<b>60</b>
• Lieutenants	3
• Sergeants	6
<b>Patrol <u>Officers</u> Personnel Complement (excluding supervisors)</b>	<b>51</b>
• Patrol officer candidates in training	4
• Patrol officers on extended medical leave	2
• Patrol officers vacant positions	5
<b>Patrol Officers <u>Available for Assignment</u></b>	<b>40</b>

Source: OLO and M-NCPPC

### 3. Calculation of Net Annual Work Hours

Within the pool of 40 available officers, a certain amount of time must be set aside for non-patrol purposes. Park Police officers work four ten-hour shifts per week which equates to a total of 2,080 hours over the 52 weeks of a year. Not all of these hours can be spent on patrol.

To measure the amount of time a Park Police officer spent on patrol, OLO analyzed a seasonally representative sample of Patrol Section “daily line-ups” from Calendar Year 2005.<sup>11</sup> Daily line up reports indicate which officers were sent out on patrol. The logs specify the reasons why a patrol officer assigned to work on a particular shift spent some or their entire shift engaged in non-patrol activities. OLO identified five categories of non-patrol activities: earned leave, light or temporary duty, training, special detail, and officer in charge.

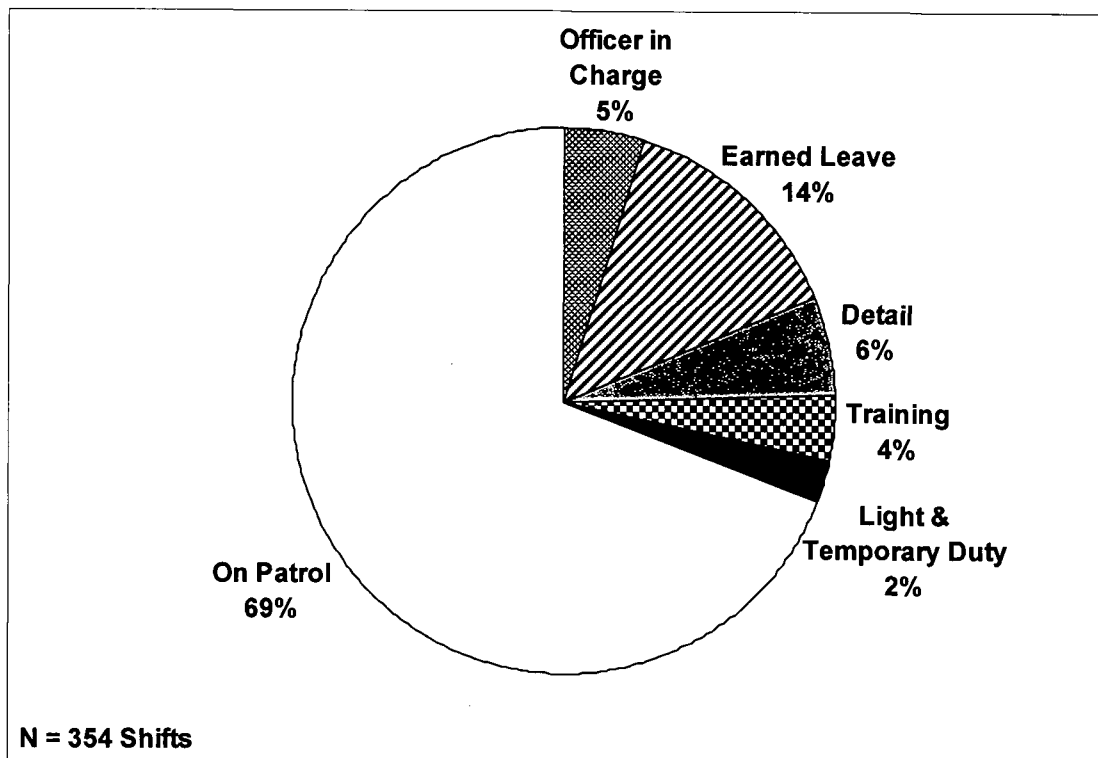
- *Earned Leave* – As stipulated in the Fraternal Order of Police contract, Park Police officers earn from 120 and 208 hours of annual leave per year (depending on the officer’s years of service). Officers also earn 120 hours per year of sick leave.
- *Light & Temporary Duty* – Officers who sustain minor injuries or are unable to carry out patrol duties for a limited period of time are temporarily assigned to non-patrol functions.
- *Training* – The Park Police require officers to successfully complete training and maintain their proficiency for a series of skills including defensive tactics, firearms use, emergency vehicle operations, evasive maneuvers, first aid, and Command Spanish. The Park Police also provides opportunity for officers to take specialized training in areas such as supervisory skills and techniques, radar operation, motorcycle operation, and criminal investigations.

<sup>11</sup> OLO reviewed every daily line up report for each of the three Platoons for the months of January, April, July, and October 2005. OLO selected these months to account for seasonal differences. In total, OLO reviewed 354 daily reports, an amount equal to one-third of the annual total. Given the large sample size and the minimal variation among the findings for each month, OLO believes the sample to be highly representative of the entire year.

- *Special Detail* – On occasion, the Park Police detail a patrol officer to a special assignment during their regular shift. During 2005, detail assignments included appearing in court, working on the Division’s re-accreditation, filling in for vacancies at the Communications Center, working at large special events (such as the Iranian festival and Oktoberfest), participating in managed deer hunts, conducting plain clothes investigations, assisting in directed patrols, participating in inter-departmental task forces, and attending medical examinations.
- *Officer in Charge* – A sergeant supervises each patrol shift. When a sergeant is away because of leave, training, or other reasons, the Park Police assign one of the senior shift patrol officers to perform the supervisory duties of the sergeant for that shift. During this temporary assignment, the “Officer in Charge” oversees the activities of the other officers on the shift and performs limited patrol duty.<sup>12</sup>

Exhibit 9 displays the results of this calculation. The data show that Park Police patrol officers were actually on patrol about 69 percent of their total shift hours during 2005.

**EXHIBIT 9: RELATIVE DISTRIBUTION OF PATROL OFFICER SHIFT HOURS**



Source: OLO and M-NCPPC Park Police

<sup>12</sup> Park Police daily line-ups reveal that Patrol Section officers on average spent five percent of their 2005 work hours serving as an Officer in Charge. An Officer in Charge patrols the entire County, however his/her primary responsibility is overseeing the activities of other officers and fulfilling administrative duties. Therefore, this report categorizes Officer in Charge time as a “non-patrol” activity. The Park Police report that Officers in Charge may spend a portion of their time conducting park checks in addition to performing their supervisory responsibilities.



Expressed in terms of total hours for an individual officer, a 69 percent on-patrol rate, translates into 1,441 hours out of 2,080 shift hours during 2005 spent on patrol.

Table 20 illustrates that in December of 2005 the Patrol Section had 40 officers available to perform patrol duties. As explained above, officers in this group spend about 69 percent of their time on patrol. A pool of 40 officers combined with a 31 percent non-patrol rate, nets 28 workyears of actual patrol coverage.

**TABLE 20: ACTUAL NUMBER OF OFFICERS AVAILABLE FOR PATROL – DECEMBER 2005**

	<b>Full-Time Positions</b>
<b>Patrol Officers <u>Available for Assignment</u></b>	<b>40</b>
Reduction in time available for patrol due to leave, special detail, training, light and temporary duty, and service as Officer In Charge. (Full-time position equivalent)	12
<b>Patrol Officers <u>Available for Patrol</u></b>	<b>28</b>

Source: OLO and M-NCPPC

Other public safety departments have conducted similar calculations of the number of work hours actually spent performing core duties. This type of analysis is known as a “net annual work hour” (NAWH) assessment. Recent net annual work hour calculations for the United States Park Police, the County’s Department of Correction and Rehabilitation, and the County Police Department found their NAWH ranged between 74% and 88%. (See Table 21)

OLO cautions against making strict comparisons across organizations because the overall work load demands on each organization are different and the specific methodology used to calculate the NAWH varies.

**TABLE 21: NET ANNUAL WORK HOUR (NAWH) CALCULATIONS OF OTHER PUBLIC SAFETY ORGANIZATIONS**

<b>Organization</b>	<b>Net Annual Work Hours (NAWH)</b>	<b>NAWH as percent of 2,080 hours</b>
Montgomery County Police*	1,840	88%
United States Park Police**	1,656	80%
Montgomery County Dept. of Correction and Rehabilitation***	1,546	74%

\* The County Police estimates net annual work hours for long-term planning purposes. This estimate of 1,840 hours represents the assumed availability of a police officer after deducting the average amount of hours taken for leave and training. The County Police calculation does not include time spent in court.

\*\* *The U.S. Park Police: Aligning Missions, Priorities, and Resources*; National Academy of Public Administration, August 2004.

\*\*\* *Updating and Refining “Net Annual Work Hours” for Montgomery County, MD*; Montgomery County Department of Correction and Rehabilitation; September 2005.

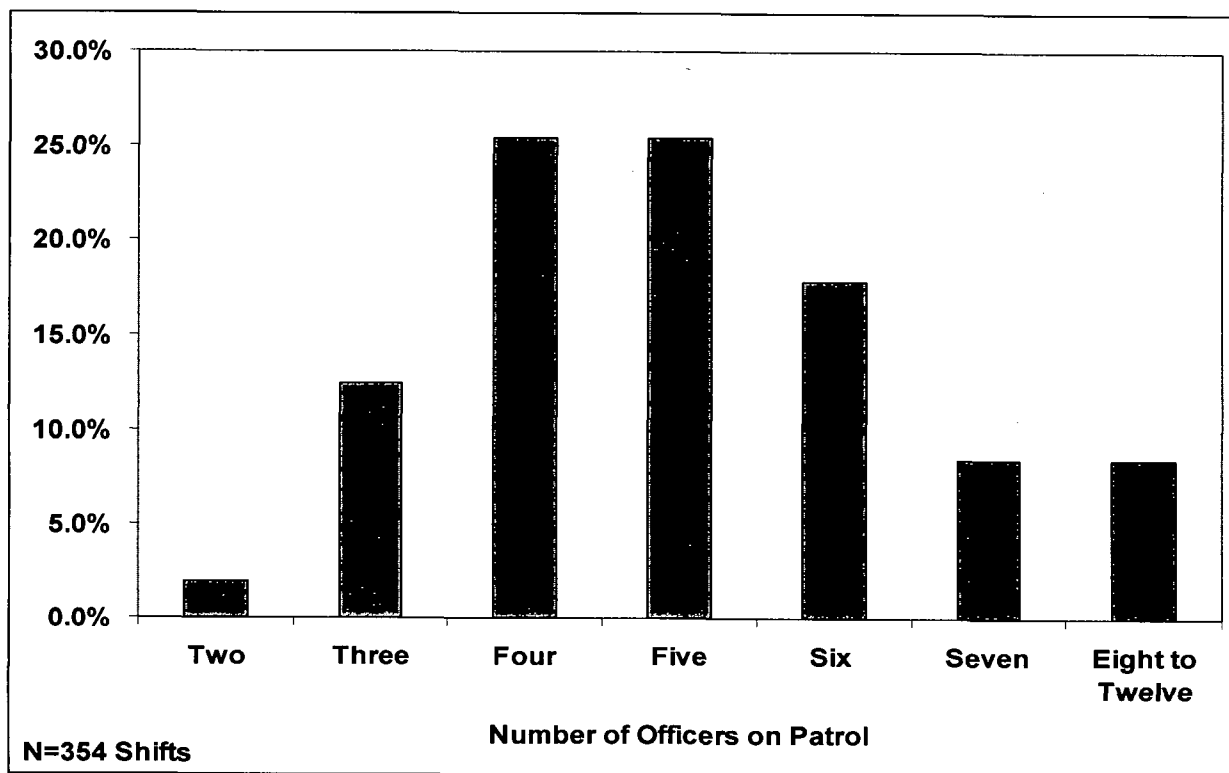
#### **4. Actual Patrol Officer Deployment**

The remainder of this section presents information on the actual deployment of Patrol Section officers by season, by day of the week, and by time of day. OLO's analysis is based on the four-month sample from 2005 of the Park Police's "daily log reports", which include data on actual deployment levels for 354 shifts.

##### **(a) Actual Deployment Levels Across all Shifts**

Exhibit 10 shows the relative frequency of actual patrol deployment levels across all shifts. The data show that, for the four months sampled in 2005, the Park Police deployed seven or more officers on patrol for only 17 percent of all shifts. Over half of the time, the Park Police deployed either four or five officers on a shift.

**EXHIBIT 10: RELATIVE DISTRIBUTION OF NUMBER OF PARK POLICE OFFICERS ON PATROL PER SHIFT**



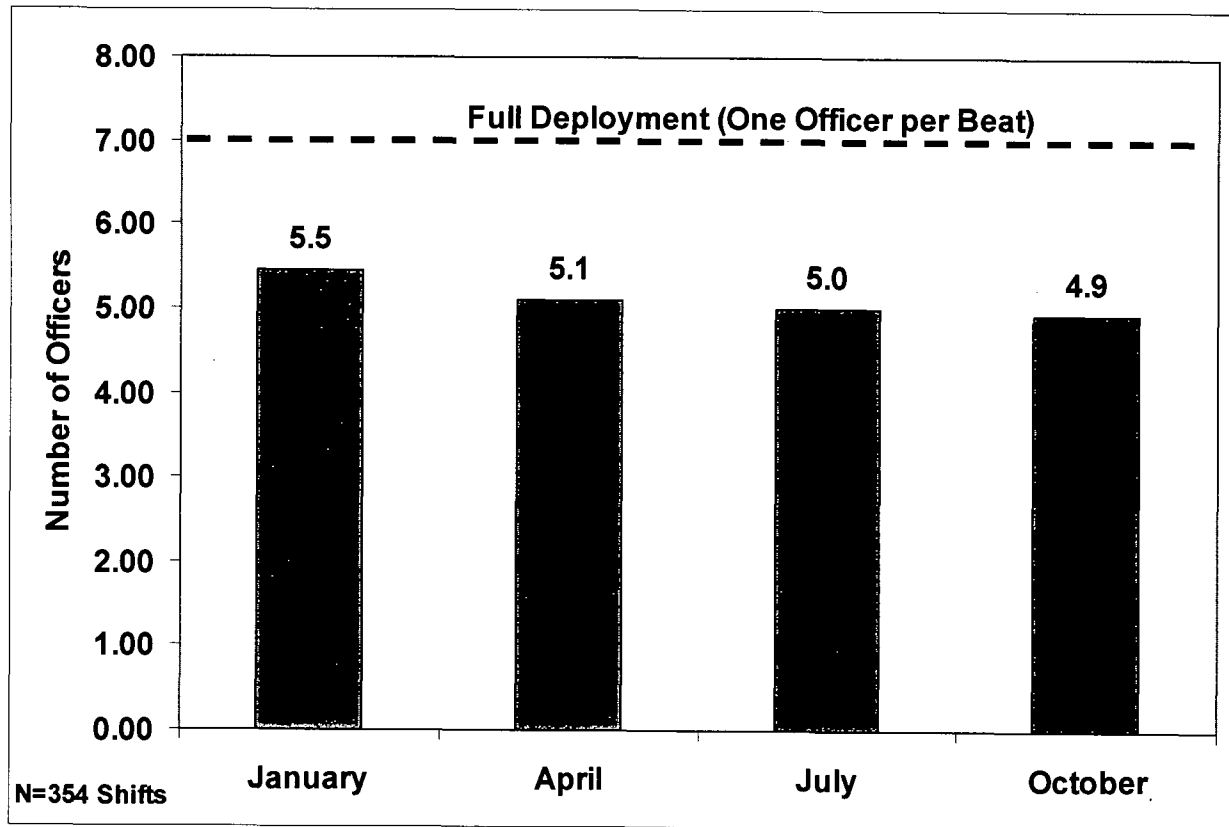
Source: OLO and M-NCPPC Park Police

The analysis of actual deployment levels explains an oddity found in park check data for 2005. As is evident from Exhibit 6 (page 28) the number of recorded park checks for Beat 2A (Bethesda/Potomac) fell significantly below the level for every other beat. The Park Police reported that when shifts had fewer than seven officers, they most commonly combined Beat 2A with another beat. As a result, this area received significantly fewer patrol visits from Park Police officers than other areas of the County.

**(b) Actual Patrol Office Deployment by Season**

OLO's sample examined data on actual patrol officer deployment for the months of January, April, July, and October 2005. The data show no significant seasonal variation in the number of officers deployed per shift. As illustrated in Exhibit 11, average deployment levels for these months ranged between 4.9 and 5.5 officers per shift.

**EXHIBIT 11: AVERAGE NUMBER OF PATROL OFFICERS DEPLOYED PER SHIFT  
DURING FOUR MONTHS OF CALENDAR YEAR 2005**



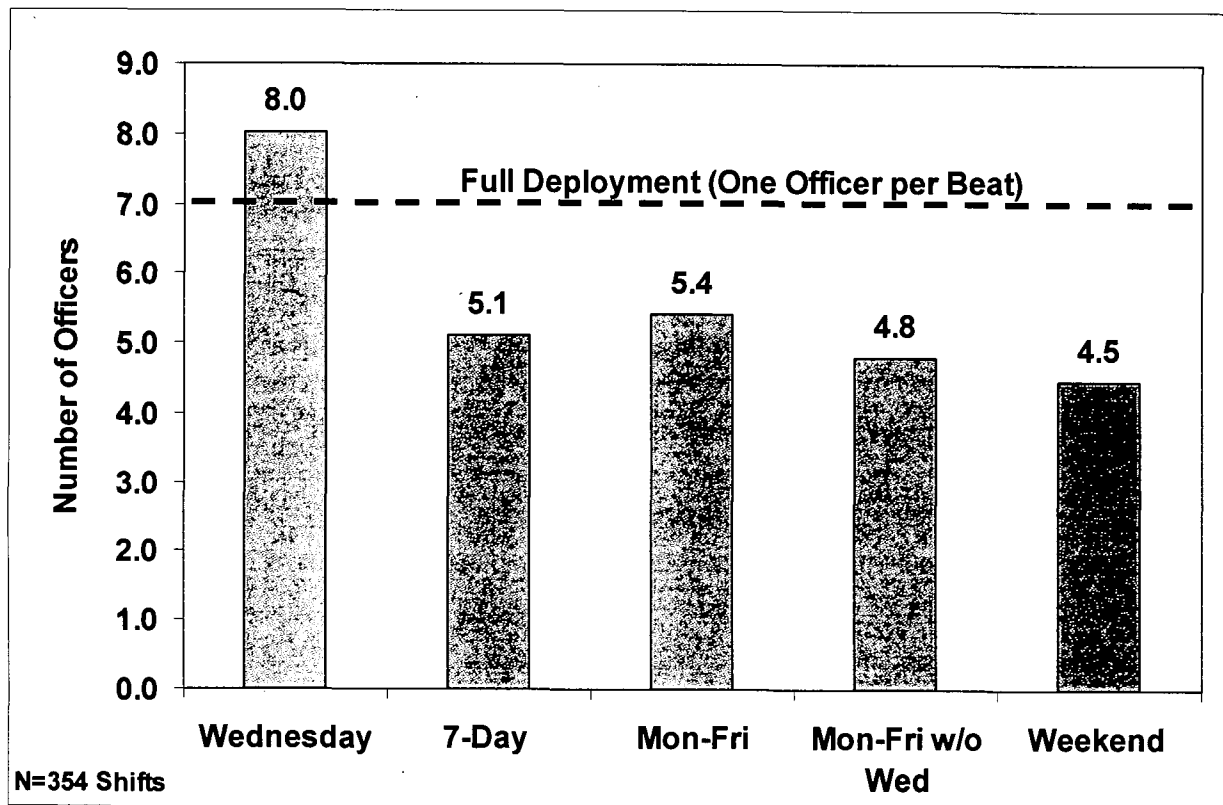
Source: OLO and M-NCPPC Park Police

**(c) Actual Patrol Office Deployment by Day of the Week**

The data on actual patrol deployment show a greater variation of patrol coverage by day of the week. For the four months examined in 2005, the highest actual deployment level consistently occurred on Wednesday, and the lowest on Saturdays and Sundays. Specifically, as shown in Exhibit 12:

- The average Wednesday deployment level was eight officers on patrol per shift, which exceeded the average for every day of the week by about three officers. Park Police explain that the reason for this is that Wednesday is when shifts from both squads overlap.
- The average weekend (Saturday and Sunday) deployment level was 4.5 patrol officers per shift. Park Police explain that the reason for this is that officers tend to take more leave days on weekends than on weekdays. This is particularly true because Sunday is the first day of the work week for Squad One while Saturday is the last day of the work week for Squad Two.

**EXHIBIT 12: AVERAGE NUMBER OF PATROL OFFICERS DEPLOYED PER SHIFT  
BY DAY OF THE WEEK – CALENDAR YEAR 2005**



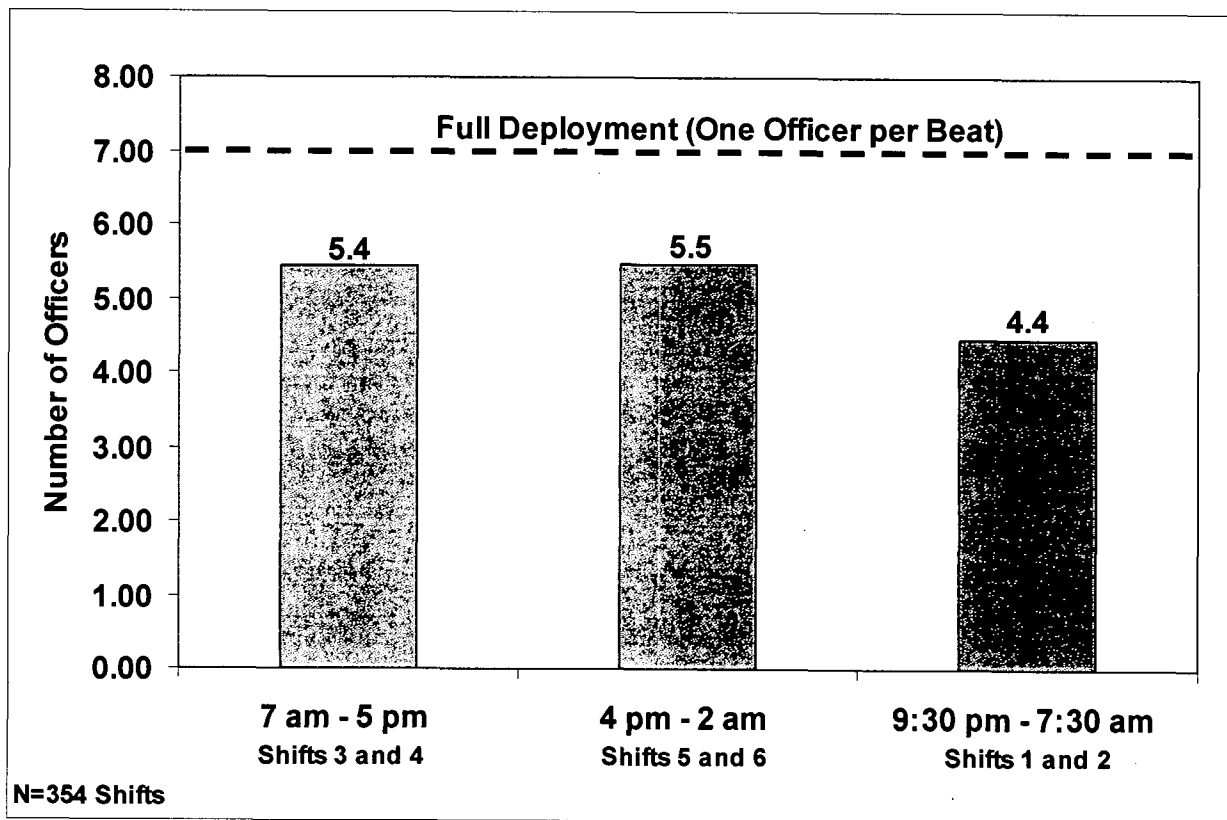
Source: OLO and M-NCPPC Park Police

**(d) Actual Patrol Deployment by Time of Day**

Exhibit 13 shows the average number of officers deployed for each of the three shifts. For the four months examined in 2005, the data indicate that the deployment was consistently higher (by about one officer) for the 7 am-5 pm and 4 pm-2 am shifts, compared to the 9:30 pm to 7:30 am shift.

According to the Park Police, this pattern reflects their practice of reallocating patrol officers to the day (7:00 am – 5:00 pm, Shifts 3 and 4) and evening shifts (4:00 pm – 2:00 am, Shifts 5 and 6) when the available pool of patrol officers is fewer than 42.

**EXHIBIT 13: AVERAGE NUMBER OF OFFICERS DEPLOYED PER SHIFT – CALENDAR YEAR 2005**



Source: OLO and M-NCPPC Park Police

## **D. Time and Geographic Based Variations in Park Police Work Load**

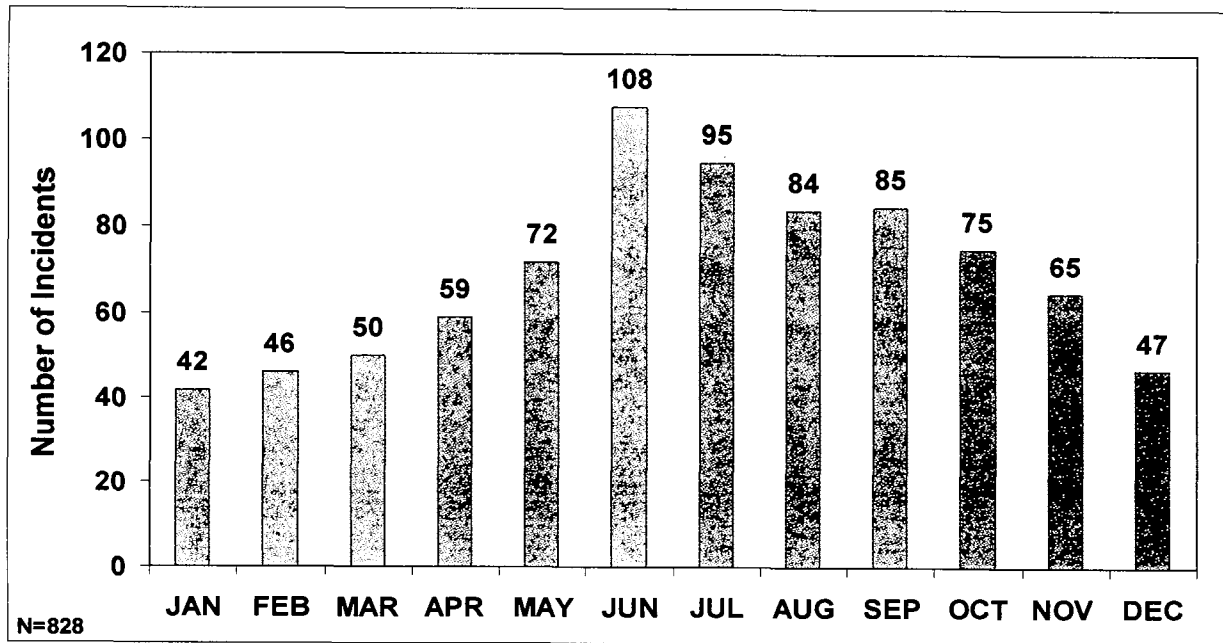
Park Police work varies by season, day of the week, time of the day, and location. OLO examined Park Police's crime reports to determine trends by season, day of week, time of day, and location.

### **1. Seasonal Variations**

Park usage in Montgomery County varies considerably by season. Permitted athletic fields in many parks are completely booked during the spring and fall league seasons. The summer school vacation period sparks a marked increase in the use of playgrounds and other recreational facilities. More generally, warm weather draws people outside and into the parks. In contrast, the park system attracts fewer users in the winter months when the weather is cold, school is in session, and organized outdoor sports leagues are not active.

The number of reported crime incidents in the parks also follows a seasonal pattern. Exhibit 14 displays monthly total crimes reported by the Park Police during 2005. The data indicate a wide monthly range from 42 to 108 crimes reported per month. Reported crimes in the parks were highest from June through September and lowest from December through February.

**EXHIBIT 14: CRIME INCIDENTS REPORTED BY PARK POLICE – CALENDAR YEAR 2005**



Source: OLO and M-NCPPC Park Police

According to the Park Police, patrol officers generally conduct park checks at constant rates year round. Therefore, the seasonal variations in reported crimes likely reflect actual occurrence of crimes and not uneven levels of staffing and enforcement.

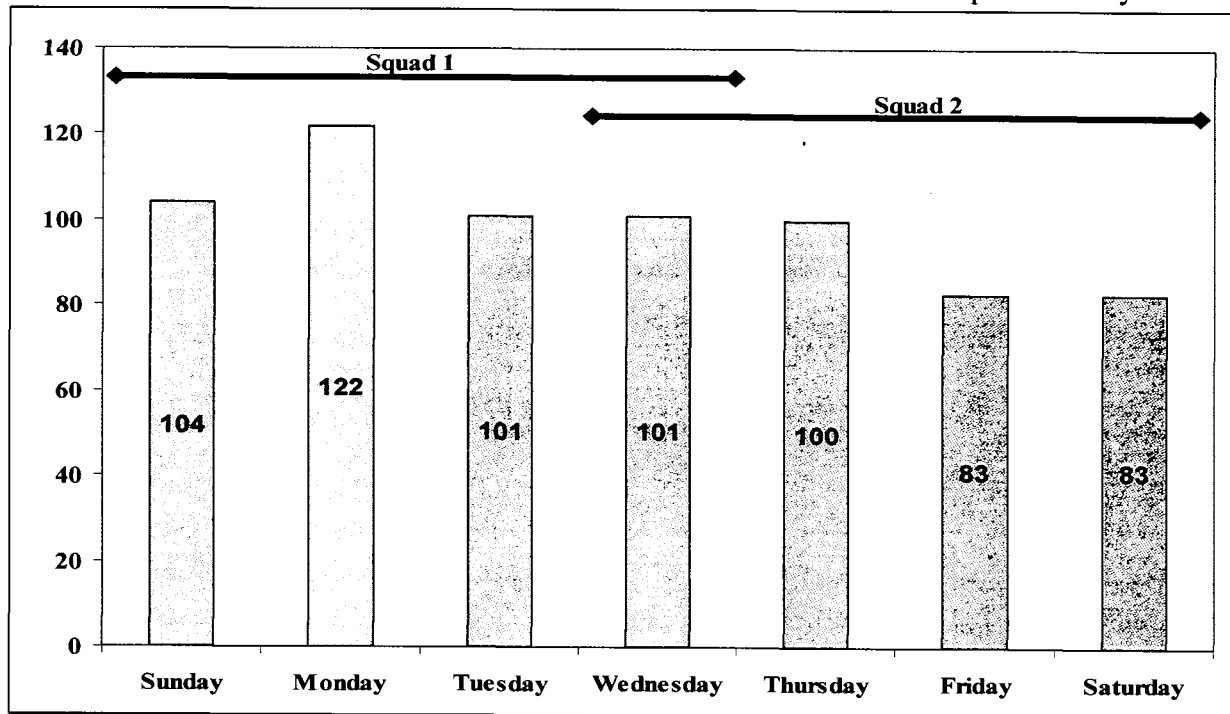
## 2. Day of the Week Variations in Park Police Activity

Park Police activity also varies by day of the week. The available data on the distribution of crimes by day of the week reflect either when an incident is reported or when an arrest was made.

Reported Crimes: As illustrated in Exhibit 15, data from 2005 show that the Park Police received more reports of crime on Mondays than on any other day of the week. The larger number in reported crimes on Mondays likely reflects events (e.g., vandalism) that occurred over a weekend but were noticed by a park user or by park maintenance personnel at the beginning of their work week.

### **EXHIBIT 15: REPORTED CRIME BY DAY OF THE WEEK: CALENDAR YEAR 2005**

Note: Incidents that occur between 12am and 2am recorded for the previous day.



Source: OLO and M-NCPPC Park Police

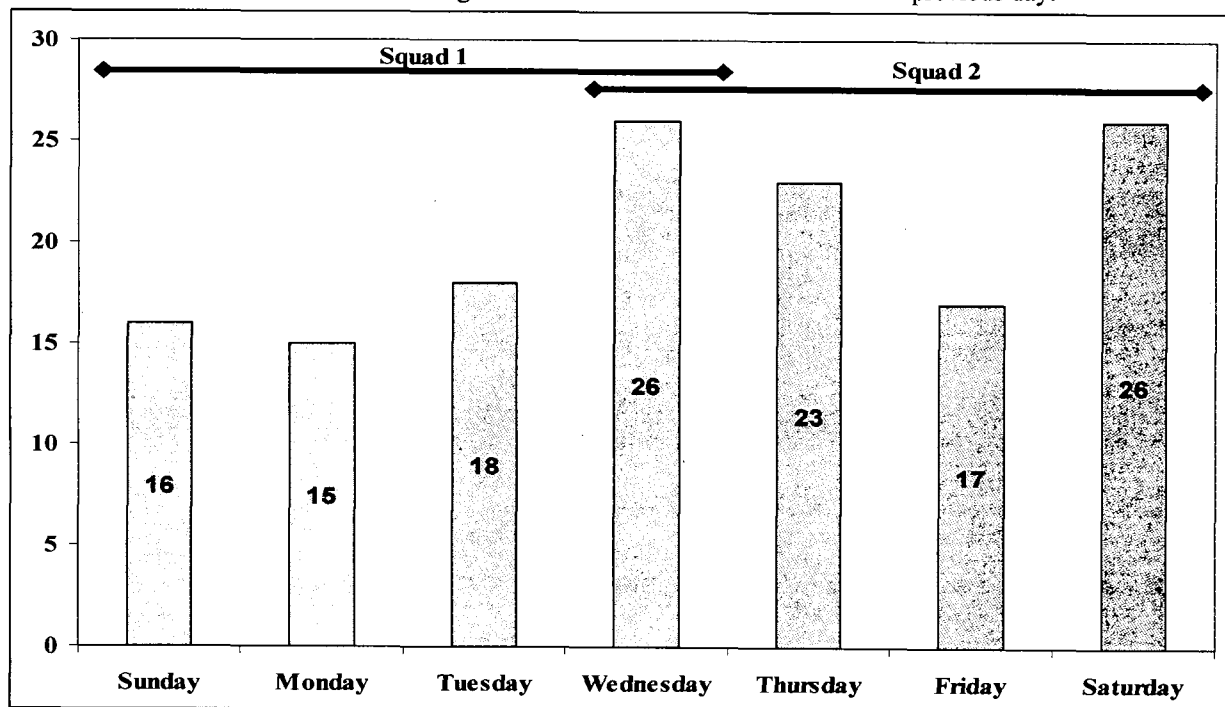
Arrests: An arrest involves a face-to-face encounter between a patrol officer and an alleged perpetrator of a criminal act. As a result, data on the distribution of arrest incidents by day of the week indicate when an event actually occurred.<sup>13</sup>

Exhibit 16 on the next page shows 2005 data on the number of arrest incidents by day of the week. The data indicate that relatively more arrests occurred on Saturday and Wednesday. The higher arrest activity on Saturdays likely reflects the increased use of parks on this day. However, the higher numbers of arrests on Wednesdays, the day of the week when shifts overlap, likely is a result of the increased numbers of officer on patrol.

<sup>13</sup> The Park Police also make some arrests as a result of investigative work after a crime has occurred. For the purpose of determining when a crime occurred, OLO tallied arrests exclusively for crimes discovered in progress.

### EXHIBIT 16: ARREST INCIDENTS BY DAY OF THE WEEK: CALENDAR YEAR 2005

Note: Incidents occurring between 12am and 2am recorded for the previous day.



Source: OLO and M-NCPPC Park Police

### 3. Time of Day Variations in Park Police Activity

Activity in the parks varies by the time of day. Because most parks close at sunset, the very presence of people in a park after dark is reason to prompt a patrol officer to investigate.

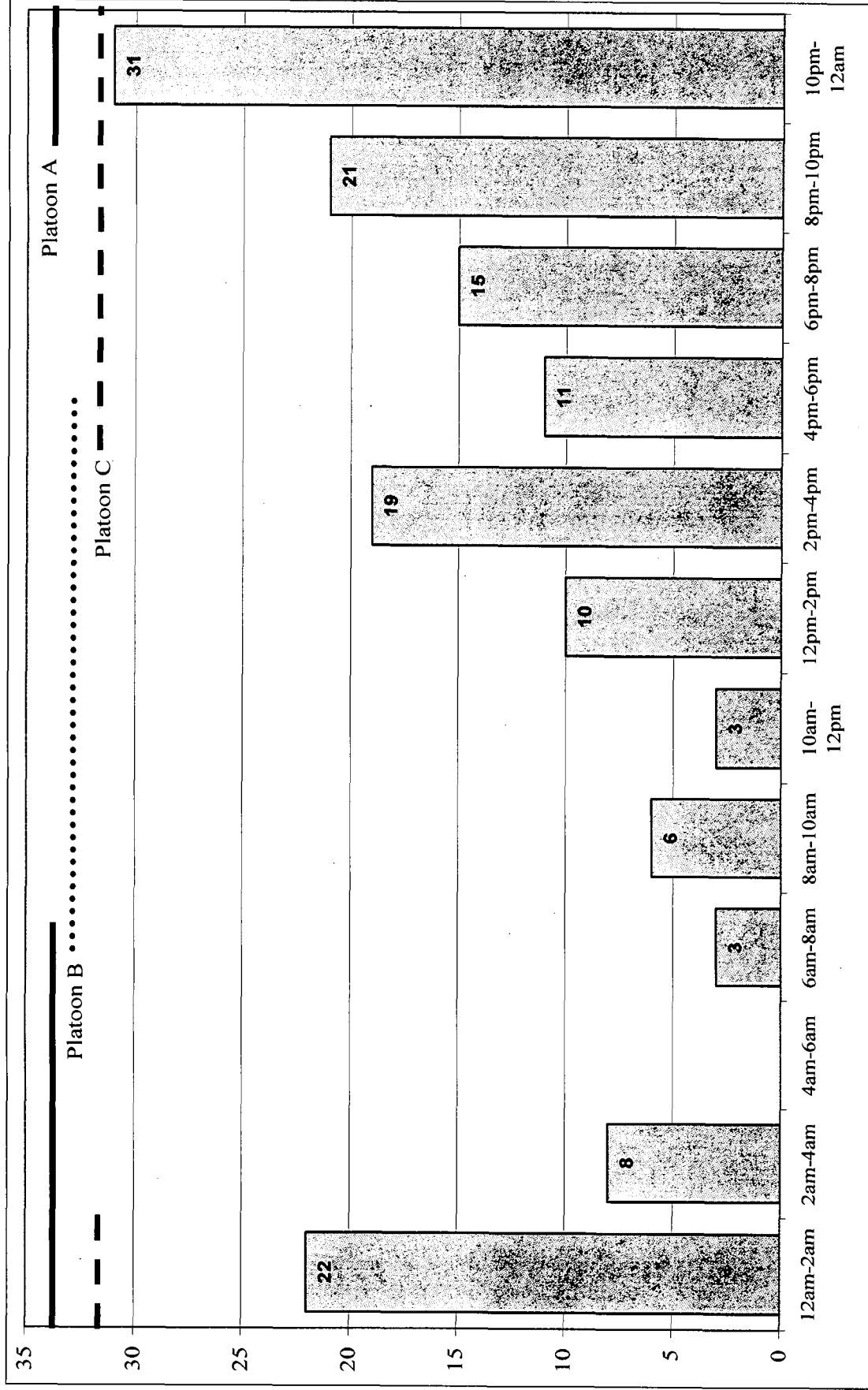
Exhibit 17 on the next page displays the distribution of Park Police patrol *arrest* incidents by time of day for 2005. The data show that the number of arrests in the parks steadily increases beginning in the late afternoon, continues upward through the evening hours, and peaks near midnight. About 60 percent of Park Police patrol arrests during 2005 occurred between 6:00 pm and 2:00 am.

In 2005, the most concentrated arrest activity occurred between 10:00 pm through 2:00 am. During this four-hour window, Park Police made almost 36 percent of their arrests for 2005. Several factors likely explain the relatively higher number of arrests during these hours. In addition to the fact that criminal activity tends to increase after dark, these hours reflect a block of time where two shifts overlap (the 9:30 pm to 7:30 am shift and the 4:00 pm to 2:00 am shift), which means that more Park Police officers are on patrol than during most other hours of the day.

A relatively larger number of Park Police arrests during 2005 also occurred between 2:00 pm to 4:00 pm. The Park Police suggest the arrest activity during this part of the day is related to juvenile behavior immediately following dismissal from school.



**EXHIBIT 17: PARK POLICE ARREST INCIDENTS WHILE ON PATROL BY TIME OF DAY – CALENDAR YEAR 2005\***



\* Excludes arrest made after investigation.

Source: OLO and M-NCPPC Park Police

Morning hours produced the fewest arrests in 2005. The Park Police made only 11 arrests during the year between the hours of 2:00 am and 8:00 am. In fact, the Park Police did not make a single arrest all year during the two-hour period between 4:00 am and 6:00 am.

#### **4. Geographic Distribution of Reported Crimes**

Crime statistics show a larger number of crime incidents occur in the more densely populated areas of the County such as Long Branch, Silver Spring, and Wheaton. The crime statistics also reflect higher numbers of incidents in parks with high-use recreational facilities such as swimming pools.

According to the Park Police, beat boundaries take into account the size of the patrol area, the number and use of the parks, and the geographic distribution of reported crimes. In 2003, the Park Police assigned additional patrol officers to Beat 2C in the Long Branch/Silver Spring area where reported crimes are the most highly concentrated.

Table 22 shows the number of reported Part I and Part II crimes by Park Police beat for Calendar Year 2005.

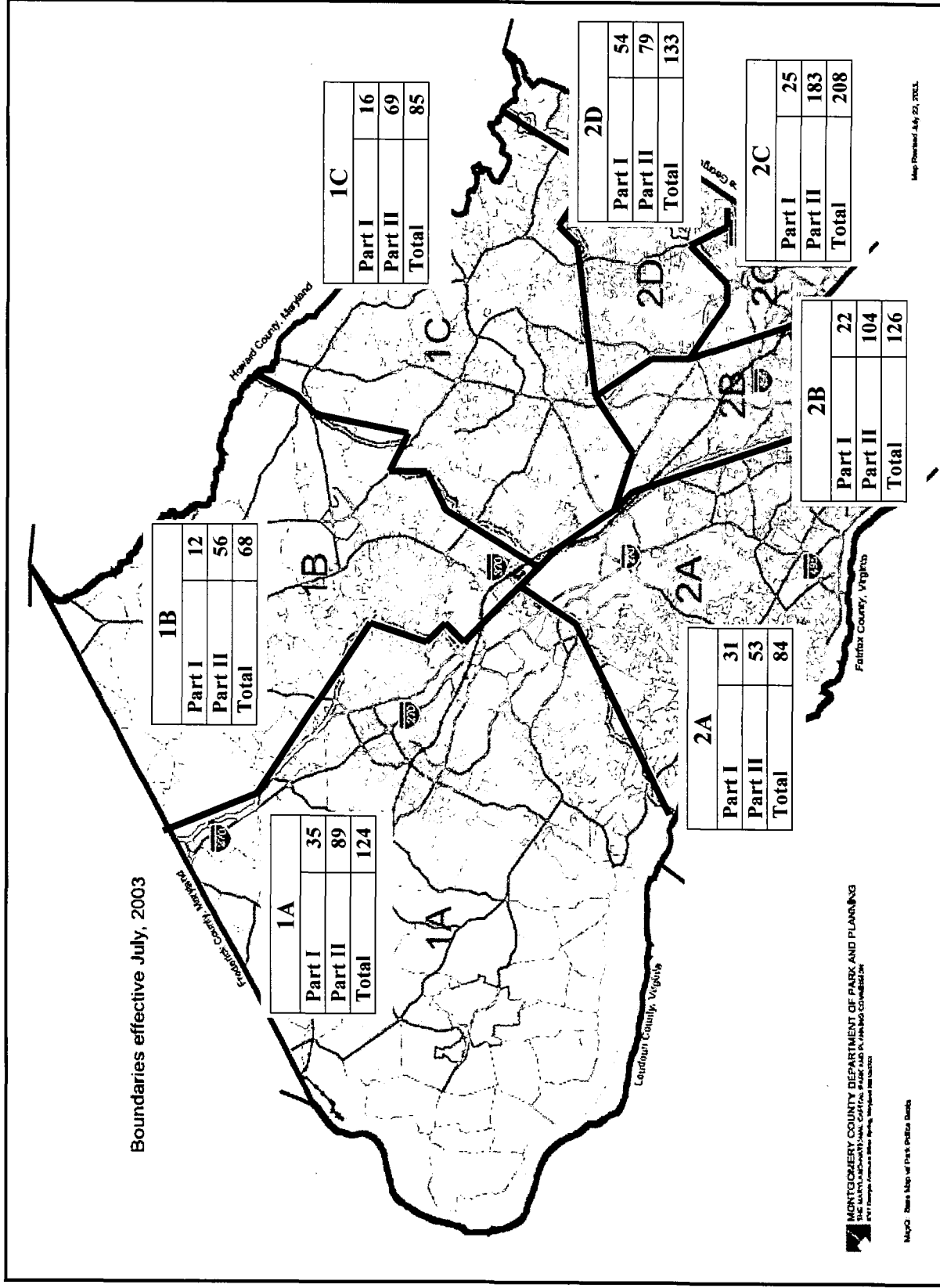
**TABLE 22: CRIMES REPORTED BY PARK POLICE BEAT - CALENDAR YEAR 2005**

<b>Park Police Beat</b>	<b>Part I Crimes</b>	<b>Part II Crimes</b>	<b>Total</b>
<b>2C</b>	25	183	208
<b>2D</b>	54	79	133
<b>2B</b>	22	104	126
<b>1A</b>	35	89	124
<b>1C</b>	16	69	85
<b>2A</b>	31	53	84
<b>1B</b>	12	56	68
<b>Totals</b>	<b>195</b>	<b>633</b>	<b>828</b>

Source: M-NCPPC Park Police

Exhibit 18 on the next page maps (by Park Police beat) the Part I and Part II crimes reported by the Park Police during 2005. Thefts and assaults were the most commonly reported Part I crimes in 2005.

EXHIBIT 18: CRIMES REPORTED BY PARK POLICE BEATS – CALENDAR YEAR 2005



### **E. Park System Size/Use and Park Police Work Load**

Since FY01, the Commission added 20 new parks and about 3,600 acres of property to the Montgomery County park system. In addition, the Department of Parks estimates that the number of park users increased from 12.8 million in FY01 to 14.3 million in FY05, an increase of about 1.5 million users.

**TABLE 23: MONTGOMERY COUNTY PARK SYSTEM  
NUMBERS OF PARKS, ACREAGE, AND USERS – FY 01 TO FY 07**

<b>Fiscal Year</b>	<b>Number of Parks</b>	<b>Park Acreage</b>	<b>Park Users*</b>
FY01	375	29,083	12,750,165
FY02	382	30,410	13,030,800
FY03	382	30,703	13,734,639
FY04	383	31,445	14,068,501
FY05	389	31,881	14,280,610
FY06	390	32,165	N/A
FY07 (projected)	395	32,725	N/A
<b>Net Increase</b>	<b>20</b>	<b>3,642</b>	<b>1,530,445</b>

\* At the completion of each year, the Department of Parks estimates park usage rates for the previous year. Therefore, park user projections are not available for FY06 or FY07.

Source: M-NCPPC

Most new parks added to the system in recent years are located in the northern half of the County within Park Police beats 1A, 1B, and 1C. An increase in the number of parks seemingly should affect Park Police work load to the extent that there are more parks to check and additional travel time required to reach the new parks. However, since the Park Police do not have a policy establishing a minimum required frequency for checking parks, it is difficult to quantify how the addition of new parks increases the work load of the Park Police.

As patrol of parks may require officers to leave their vehicles and traverse parks by foot or by bicycle, facility acreage also could affect the amount of time needed to thoroughly check a park. In general, parks added since FY01 are larger than those previously included in the system. The 375 park units that existed in FY01 had an average size of 78 acres. In contrast, the 20 parks added since FY01 have an average size of 182 acres. Nonetheless, park size is only one of several factors that affect the amount of time needed to perform park checks.

The Department of Parks estimates that the annual number of park users increased by 12 percent from FY01 through FY05. As patrol officers frequently interact with people using the parks, the number of users also influences the Park Police work load. Newer parks often include many facilities that attract a high number of users; a good example of this is South Germantown Recreational Park that includes the Soccerplex, an adventure playground, splash playground, swimming pool, driving range, and miniature golf course. Nonetheless, it is difficult to establish a direct mathematical relationship between park usage and the amount of time needed to patrol any particular park.

## **CHAPTER VII: SPECIAL OPERATIONS**

The Park Police Special Operations Section (Special Operations) is based at Woodlawn Manor Park and Black Hill Regional Park. All members of Special Operations must demonstrate and maintain proficiency in horseback riding, motorcycle riding, and boating. The Section conducts its specialized patrol of the County's regional parks and trails using patrol cars, horses, motorcycles, and a boat.

Special Operations consists of 13 sworn officers (one lieutenant, two sergeants, and 10 officers) and three civilians. One sergeant and five officers work Sundays through Wednesdays; the other sergeant and five officers work Wednesdays through Saturdays. During the winter months, Special Operations officers work from 7:00 am to 5:00 pm (except when detailed to special assignment). In the summer months, half of the Special Operations officers work a 7:00 am to 5:00 pm shift while the other half work the 2:00 pm to midnight shift.

### **A. Major Duties - Special Operations**

The major duties of the Special Operations Section are:

**Horse and Motorcycle Patrol:** Special Operations officers patrol regional parks and areas of the park system that are not accessible by car or truck; this includes the County's approximately 93 miles of natural surface trails that are only accessible by foot, horse, or motorcycle. Special Operations officers also perform traffic and speed enforcement on County parkways and search for missing persons in isolated areas of the park system.

The Park Police currently own 16 horses and maintain 13 motorcycles. In FY01, the Park Police instituted mounted patrols of the Silver Spring Central Business District. The Park Police discontinued the Silver Spring mounted patrol in FY05.

**Marine Patrol:** Special Operations officers use a boat to patrol and provide emergency rescue services on Little Seneca Lake in Black Hill Regional Park. According to Special Operations, a marine patrol is needed for Little Seneca Lake because of its size and depth. Specifically, Little Seneca Lake covers 505 acres with an average depth of almost 25 feet and a maximum depth of 68 feet. In contrast, Lake Needwood in Rock Creek Regional Park covers 75 acres with an average depth of about eight feet. Special Operations Officers suspend routine patrols of Little Seneca Lake from November through March.

**Support of Patrol Section:** Special Operations officers provide back-up support for the Patrol Section. Special Operations officers patrol beats by automobile when the Patrol Section does not have sufficient officers available to meet its minimum staffing level (see page 37 for description of Patrol Sections minimum staffing levels). Special Operations officers also patrol by automobile when the weather is not conducive to riding a horse or motorcycle. Special Operations officers who patrol on a motorcycle or in an automobile are available to respond to requests for service in the nearby area.

**Special Events Security and Logistics:** Special Operations coordinates and provides security, crowd control, and traffic management for all special events held in County parks such as ethnic festivals (e.g., annual Iranian-American, Turkish-American, and Indian-American festivals) and large athletic events (e.g., the Marathon in the Parks, Tour of Hope, and Maccabbi Games).

The Special Operations Section also provides security and crowd control for some special events outside of County parks. Horse-mounted Park Police officers have assisted area police forces with their special events, such as the Presidential inauguration, International Monetary Fund protests, and student celebrations following sporting events at the University of Maryland. Under current practices, the only agencies that reimburse the Montgomery County Park Police for Special Operations services are the U.S. Park Police and the Metropolitan (District of Columbia) Police Department.

**Ceremonial and Educational Events:** Special Operations officers participate in ceremonial events such as community parades and regional motorcades. Horse-mounted officers also travel to County schools for educational presentations.

**Special Projects:** Special Operations officers participate in special projects as requested by other agencies. This winter, for example, Special Operations officers conducted managed hunts to reduce the deer population in the County. Special Operations officers also participated with the County Police in setting up DUI (driving under the influence) checkpoints on County roadways.

## **B. Special Operations Officer Deployment**

OLO reviewed Special Operations Section daily line-up reports in an effort to estimate the amount of time officers spend on patrol, on leave, in training, and in other activities. Specifically, OLO attempted to use these reports to calculate the relative amount of time Special Operations officers spent patrolling trails and regional parks by horse or motorcycle, patrolling Little Seneca Lake by boat, assisting the Patrol Section, providing security at special events, and participating in ceremonial events. However, Special Operations logs were incomplete and lacked sufficient specificity to allow OLO to conduct a reliable analysis.

## **CHAPTER VIII: INVESTIGATIVE SERVICES AND SPECIAL SERVICES**

### **A. Investigative Services Section**

The Investigative Services Section (Investigative Services) is based at the Saddlebrook Headquarters of Park Police. Investigative Services consists of seven detectives (one sergeant and six officers) and is managed by a lieutenant who is also responsible for the Special Services Section. The major duties of the Investigative Services Section are:

**Crime Investigation:** Investigative Services is responsible for the investigation of crimes against persons and property that occur in County parks. The mutual aid agreement currently being negotiated between the Park Police and the County Police will address lead responsibility for the investigation of homicides and rapes that occur on park property.

Park Police detectives secure crime scenes to recover evidence, seek out and interview witnesses, execute search warrants, and question suspects. Park Police investigations focus on the types of crimes most common in park setting such as assaults and drug-related activity. Park Police detectives also work with prosecutors when an investigation leads to charges against a suspect. Park Police detectives frequently confer with County Police detectives regarding crime investigations of mutual interest.

In Calendar Year 2004, Investigative Services detectives closed 50 of the 227 criminal cases they investigated. In Calendar Year 2005, detectives closed 44 of the 187 criminal cases they investigated.

**Surveillance Plainclothes Investigations:** Investigative Services conducts surveillance to gather intelligence, monitor activity of suspects, and collect evidence. Park Police detectives perform plainclothes patrols of parks and use unmarked vehicles to investigate criminal activity. Occasionally, detectives use concealed video taping devices to gather information and evidence. Surveillance and undercover work performed by the Park Police most often relates to investigations of alleged drug activity, gang activity, and recurring thefts.

In previous years, Investigative Services included a Special Assignments Team (SAT) that was dedicated to routine surveillance of crime “hot spots” on park property. In FY03, the Park Police disbanded the SAT and relocated the team’s three officers to the Patrol Section. In the absence of a dedicated surveillance team, a combination of Park Police detectives and patrol officers perform surveillance activities on an as-needed basis.

**Investigative Response Team:** Investigative Services manages the Park Police Investigative Response Team (IRT), which consists of Patrol, Special Operations, and Investigative Services officers that are specially trained in interview and interrogation techniques, statement taking, crime scene processing, evidence collection, and crime scene security. An IRT member is on duty during each patrol shift.

**Inter-Jurisdictional Police Programs:** Detectives from Investigative Services represent the Park Police on a number of multi-jurisdictional police task forces. Examples of this are: the Baltimore and Washington High Intensity Drug Trafficking Area Task Force, the Montgomery



County Gang Task Force, the Bureau of Alcohol, Tobacco, and Firearms Regional Gang Task Force, and the U. S. Secret Service Regional Fraud Task Force.

**Recruitment and Background Investigations:** Investigative Services is responsible for Park Police recruitment. As part of this effort, Investigative Services detectives conduct background investigations for all Montgomery County Park Police officer and civilian positions. These background checks involve fingerprinting, interviewing candidates, and conducting computer voice stress analysis and other required tests. In 2004, Park Police detectives processed background checks for 53 sworn officer applicants and five civilian job applicants.

## **B. Special Services Section**

The Special Services Section (Special Services) is based at the Saddlebrook Headquarters of Park Police. Special Services consists of four officers, managed by the lieutenant, who as indicated above, is also responsible for the Investigative Services Section. The major duties of the Special Services Section are:

**Crime Prevention Activities:** Special Services is responsible for conducting a variety of crime prevention efforts. The Park Police produce and distribute educational brochures on topics such as parking lot security and trail safety. Special Services also develops and runs park-based public safety programs primarily targeted to educate children and senior citizens. Programs include drug awareness, bicycle safety, and water safety. The Park Police website includes a page with trail safety information.

In previous years, the Park Police regularly participated in Police Activities League (PAL) at the Good Hope Community Center. PAL is a crime prevention program that offers educational, recreational, and social activities for youth. Four years ago, the Park Police re-assigned officers from the PAL program to the Patrol Section. Special Services officers currently provide occasional support to PAL. This year, Special Services officers coached a PAL basketball team and participated in a PAL camping trip.

The Park Police have also developed expertise in Crime Prevention through Environmental Design (CPTED) which examines how the design of facilities (such as recreational facilities within a park setting) affects the incidence of crime. The Special Services Section works with planners and architects in County agencies to identify and resolve design issues as they relate to crime prevention and safety during the rehabilitation of existing facilities and in the development of new facilities. Additionally, Special Services officers assist Department of Parks, Department of Planning, and Department of Recreation staffs to conduct security surveys at facilities on M-NCPPC properties.

**Victim and Witness Services:** For crimes committed on park property, Special Services assists victims and witnesses access support services. Both Montgomery County and the State of Maryland offer programs for crime victims and witnesses, including financial assistance, counseling, and guidance about the criminal justice process.

**Permit and Special Event Coordination and Analysis:** Special Services works with permit applicants to clarify the rules and regulations for park use and identify security, parking, or other needs that may arise from the event. When needed, Special Services officers arrange for a directed Park Police patrol or volunteer support during a special event.

**Volunteer Program Coordination:** Special Services is responsible for the Park Police's volunteer program and Volunteer Academy. A Park Police officer manages the recruitment, screening, training, deployment, and assessment of volunteers. Park Police volunteers must complete an 18-hour training academy before starting their service and must also attend monthly meetings. Park Police volunteers have uniforms, specially marked vehicles, and radios to communicate with Park Police dispatchers.

Park Police volunteers patrol County parks by car, bicycle, and horse to identify and report inappropriate behavior, safety concerns, vandalism, facility maintenance problems, and violations of park rules and regulations. Volunteers also direct traffic at large events, distribute brochures, and assist with various administrative tasks.

During 2005, approximately 35 active<sup>14</sup> Park Police volunteers provided the Park Police with 2,145 hours of service. Three volunteers accounted for two-thirds of the total hours. Volunteers spent 60 percent of their time on patrol, 22 percent staffing special events, and 18 percent assisting with administrative tasks and training. From FY03 through FY05, the Park Police volunteer program provided an average of 2,718 hours of support per year.

The Park Police characterize the volunteers as an additional set of eyes and ears in the parks. Moreover, the Park Police suggest that activities performed by volunteers – for example, traffic management at special events or conducting winter pond checks – free up officers to perform other public safety functions.

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<sup>14</sup> Park Police volunteers must provide 24 hours of service per year to remain active.

## **CHAPTER IX: ADMINISTRATION AND MANAGEMENT AND TECHNOLOGY**

### **A. Administration Section**

The Administration Section is responsible for the overall management of the Park Police Division. The office staff consists of the Chief of Police, two captains, one lieutenant, one sergeant, one officer, and three civilians. The Administration Section is based at the Saddlebrook Headquarters of Park Police

#### **1. Major Duties – Administration Section**

The major duties of the Administration Section are:

**Overall Direction and Management:** The Park Police Chief directs the operations and practices of the Park Police. The Chief approves all Park Police directives. Park Police directives establish Division policies and procedures.

**Professional Standards:** The Office of Professional Standards within the Administration Section is responsible for assuring that Park Police officers comply with Federal and State laws as well as Division directives. The Office of Professional Standards receives and investigates complaints about officers' actions and behavior.

**Training:** The Administration Section manages the Park Police training program. The program provides training and testing for officers to remain compliant with State requirements for firearm proficiency, emergency vehicle operations, and other police officer skills. The Park Police also offer training to develop and enhance specialized skills such as interviewing and interrogation, criminal investigations, and all terrain vehicle operations. In Calendar Year 2005, the Park Police offered its officers and civilians approximately 15,000 hours of training, continuing education, and (re-)certification instruction.

**Labor Relations:** The Administration Section oversees implementation of the contract with the Fraternal Order of Police including provisions relating to work schedules, training, grievances, physical examinations, and drug testing.

**Court Liaison:** The Administration Section schedules Park Police court appearances and oversees Division compliance with subpoenas and other court mandated requirements.

**Academy Liaison:** As detailed in Chapter IV, Park Police recruits train at the County's Police Academy. The Administration Section manages the placement of officer candidates in the County's Police Academy.

**Budget Preparation and Financial Management:** Administration Section civilian staff prepares the annual operating budget and manage finances for the Park Police.

## **B. Management & Technology Section**

The Management and Technology (Management and Technology) Section is based at the Saddlebrook Headquarters of Park Police. Management and Technology consists of three sworn officers (one lieutenant, one sergeant, and one officer), 15 full-time civilians, and two seasonal civilians.

The major duties of Management and Technology are summarized below:

**Communications and Dispatch:** Management and Technology operates the Park Police Communications Center, which receives all requests for services and dispatches officers. The Communications Center operates 24 hours a day, seven days a week, and is staffed by ten civilians (one communications supervisor and nine dispatchers).

Dispatchers receive and record into the Park Police Computer-Aided Dispatch (CAD) system radio communications from officers, calls received from the County's Emergency Communications Center, park facility alarms, and telephone requests for police service and general information. In Calendar Year 2005, the Communications Center conducted 79,732 CAD transactions, an average of 218 per day. Included in these transactions are the 47,945 park checks conducted by Park Police Patrol officers, 4,911 routine and priority requests for service, and 26,876 general information calls.

Park Police vehicles are equipped with 800 MHz radios that allow Park Police officers to communicate among themselves as well as with the County Police. Communications Center personnel maintain radio contact with all officers in the field. Park Police dispatchers track the location of on-duty Park Police officers by means of a real-time global positioning map. Dispatchers also monitor the County CAD to alert Park Police officers of other significant public safety incidents occurring in the County.

**Crime Analysis:** The Management and Technology staff includes a Crime Analyst who tracks criminal and non-criminal incidents in parks to identify trends that merit further investigation or attention. The Crime Analyst extracts a variety of information from patrol officers' crime reports, incident reports, field contact reports and other sources; and shares selected information with Division supervisors. The Crime Analyst exchanges and compares information with her counterparts at the County, State and other police departments.

Crime data collection, analysis, and interpretation help focus the activities of Park Police field personnel. Patrol officers may decide which parks to visit based on information of the time, location, and types of criminal activity. Detectives also use the crime statistics to decide when to conduct undercover surveillance.

**Records Management:** Management and Technology is responsible for managing a database of written reports and citations issued by Park Police officers. Staff review citations for accuracy and completeness, enters information into the automated Records Management System, and forwards citations to the District Court. Management and Technology staff submit crime information to the Federal Bureau of Investigation. This unit also receives payment of tickets,

prepares daily cash reports, issues citation and ticket books to officers, and processes expungements.

**Property and Property Management:** Management and Technology secures and maintains custody of evidence and property retrieved by Park Police officers and detectives. Management and Technology staff track, store, maintain, and distribute Park Police equipment and supplies. This section also coordinates Park Police facility maintenance and fleet maintenance requirements including requests for building repairs and vehicle service, repair, and replacement.

**Accreditation:** Management and Technology is responsible for the Division's compliance with the Commission on the Accreditation for Law Enforcement Agencies (CALEA). CALEA accreditation extends for a three-year period. The Division successfully received CALEA re-accreditation in March 2005.

**Purchasing:** The Management and Technology Section purchases supplies and equipment for the Park Police. The Park Police conduct their purchasing under Commission procurement rules. As mentioned in Chapter IV, the Park Police frequently ride contracts of other agencies for large purchases.

**Technology:** Management and Technology is responsible for the installation and maintenance of technology both at Park Police facilities and in patrol vehicles. For example, this section oversees the installation and maintenance of radios and mobile data terminals in officers' vehicles. Management and Technology maintains and periodically upgrades the Park Police CAD and other Communications Center technology. Management and Technology staff also manages the Park Police computer training program and evaluates opportunities to improve Division operations through automation.

## **CHAPTER X: THE PLANNING BOARD'S FY07 PROPOSAL TO CREATE A PARK RANGER PROGRAM**

This chapter provides an overview of the Planning Board's proposal to create a Montgomery County Park Ranger program and describes similar programs in nearby jurisdictions.

### **A. OVERVIEW OF THE PARK RANGER PROPOSAL**

The Planning Board's FY07 operating budget includes a proposal to create a Montgomery County Park Ranger program. Modeled after an existing program in Prince's George's County, Montgomery County Rangers would provide direct face-to-face service to park patrons.

As proposed, the Park Police would manage the Park Ranger Program. The Park Rangers would:

- Provide information and other visitor services to park users;
- Inspect parks and reporting unsafe conditions to the Park Police and to parks maintenance staff;
- Educate park users about park rules and regulations;
- Enforce parking violations;
- Resolve facility permit disputes;
- Manage traffic and perform other services at large special events, and,
- Conduct nature education and conservation programs.

The Park Rangers would have vehicles and travel to different parks concentrating their work in high-use parks. Park Rangers would wear uniforms but would not be armed. They would be equipped with portable radios with direct channels to the Park Police and park maintenance staff. In addition, Park Rangers would interact with staff and patrons at community centers and swimming pools located on park property and operated by the County Department of Recreation.

The M-NCPPC Executive Director prepared a "white paper" describing the Park Ranger proposal. Appendix B contains a copy of the "white paper" dated January 1, 2006 in its entirety.

### **B. PROGRAM COST AND PROPOSED SOURCE OF FUNDING**

The attached "white paper" characterizes the Montgomery County Park Ranger program as a "...cost effective supplement to the public safety program with a supportive community relations' mission." The Park Police FY07 recommended budget includes \$360,000 to fund eight full-time Park Ranger positions beginning in the second quarter of the fiscal year. The attached "white paper" estimates the average cost of a fully equipped Park Ranger at \$65,000 per year; this compares to the average cost of \$94,000 for a fully equipped Park Police officer.

The Planning Board proposes funding the Park Ranger program in FY07 “by capturing lapse in the Park Fund that accrued from the timing of police hires, turnover, and retirements.” For FY07, the Park Police budget includes 12.7 workyears of lapse, a 6.4 workyear increase over the amount in the approved FY06 budget. The Planning Board plans to use lapse to offset the cost of the Park Ranger program in FY07 but not in future years.

### **C. PARK RANGER PROGRAMS IN NEARBY JURISDICTIONS**

Three local jurisdictions have Park Ranger programs: Prince George’s County, Howard County, and Arlington County. Table 24 (page 64) summarizes OLO’s research into how the Park Ranger programs operate in these three other places. The data indicate:

- A primary responsibility of Park Rangers in all three jurisdictions is to provide information and assistance to park users.
- The range of Park Ranger responsibilities differs among the three jurisdictions. For example, Rangers in Prince George’s County conduct educational outreach programs in local schools and community centers, Howard County and Prince George’s County Rangers inspect open space for illegal dumping, while Rangers in Arlington County secure park facilities.
- Park Rangers in Prince George’s and Howard Counties enforce parking regulations; Rangers in Howard County enforce other park regulations; Rangers in Arlington County have no law enforcement authority.
- In the winter, Prince George’s County and Howard County Park Rangers spend less time patrolling parks and interacting with park users and perform other functions such as conducting educational outreach programs, working in recreational centers, performing open space inspections, responding to nuisance wildlife calls, and conducting managed deer hunts. Arlington County maintains similar Park Ranger responsibilities throughout the year but employs additional seasonal Rangers from April through September in response to increased park usage.

#### **1. Prince George’s County**

The Prince George’s County Park Ranger program began in 1995. The eight full-time Park Rangers provide public safety and visitor services, enforce park rules and regulations, assist and educate park users, conduct outreach programs in local schools and community centers, patrol County parks and trails, provide support for special events and overall park operations, lead conservation programs, respond to wildlife issues, manage deer hunts, and oversee two Natural Area Parks. Rangers have the authority to enforce parking violations<sup>15</sup> and to issue facility permits in the field.

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<sup>15</sup> Prince George’s Park Rangers received authority to issue parking citation in 2003.

Prince George's County has a combined Park and Recreation Department; Park Rangers spend a significant portion of their time patrolling in and around County recreation centers. Prince George's Park Rangers routinely enforce parking rules and interact with patrons at large recreational facilities such as the Sports and Learning Complex in Landover. In winter months, Rangers provide support services at indoor facilities, conduct educational outreach programs at local schools, lead conservation efforts, respond to wildlife management issues, research and write public educational materials such as newsletters and brochures, and manage annual deer hunts.

Prince George's County provides its Rangers with marked vehicles, uniforms, and badges. Rangers are unarmed but carry pepper spray for personal protection. Rangers have radios to communicate with the Prince George's Park Police and park maintenance staff.

## **2. Howard County**

The Howard County Park Ranger program was created in 2000 and currently consists of two full-time rangers. The Rangers' primary responsibility is to enforce parkland rules and regulations. Their secondary responsibilities are to provide public information and assistance to park patrons, protect natural resources, monitor open space property, conduct wildlife management, and perform managed deer hunts.

In the winter, Howard County Rangers patrol parks on weekends, inspect open space for illegal dumping and other misuse, and conduct wildlife management activities and deer hunts. Howard County Rangers have marked vehicles and uniforms, radios to communicate with the Howard County Police Department and park maintenance staff, and pepper spray for personal protection.

## **3. Arlington County**

The Arlington County Park Ranger program was created in 1988 and currently consists of four full-time and six seasonal rangers. The Park Ranger's primary responsibilities are to ensure the personal safety of park users, educate users as to parkland rules and regulations, environmental protection, secure park facilities, and conduct environmental and interpretive programs.

Arlington reports that its ranger's responsibilities *do not* vary by season and they spend a significant portion of their time year-round patrolling the County's trail system for user safety. Arlington County Rangers have no law enforcement authority. However, working in conjunction with the Arlington County Police, Rangers can ban people from park property and have them arrested for trespassing. Arlington County Rangers have marked vehicles and uniforms, and radios to communicate with the Arlington County Police Department and park maintenance staff.



**TABLE 24: SUMMARY OF PARK RANGER PROGRAMS – PRINCE GEORGE’S, HOWARD, ARLINGTON, AND MONTGOMERY COUNTIES**

	M-NCPPC/ Prince George’s County	Howard County	Arlington County	M-NCPPC/ Montgomery Co. (Proposed)
Number of Full-Time Rangers	8	2	4	8
Number of Seasonal Rangers	None	None	6 (that work April to Sept.)	None
Primary Responsibilities	<ol style="list-style-type: none"> <li>1. Support for park events and facilities support, including traffic direction and parking regulation</li> <li>2. Educational Outreach</li> <li>3. Wildlife related activities</li> <li>4. Patrol and enforce park regulations</li> </ol>	<ol style="list-style-type: none"> <li>1. Enforce parkland rules and regulations.</li> <li>2. Provide info, public assistance and education for park patrons</li> <li>3. Natural resource protection, open space enforcement</li> </ol>	<ol style="list-style-type: none"> <li>1. Ensure compliance of park regulations, personal safety of users, and environmental protection</li> <li>2. Security lock-up of park facilities</li> <li>3. Environmental and interpretive programs</li> </ol>	<ol style="list-style-type: none"> <li>1. Increase presence and visibility of park staff, become the “eyes and ears” of the parks, and interact with park users</li> <li>2. Parking Enforcement and Traffic Management</li> <li>3. Reduce Police Overtime</li> </ol>
Winter Responsibilities	<ul style="list-style-type: none"> <li>• Provide event support,</li> <li>• Enforce parking regulations at the Sports and Learning Complex and Public Playhouse</li> <li>• Educational Programs</li> <li>• Conservation Projects</li> <li>• Wildlife management</li> <li>• Research and write educational newsletters and brochures</li> </ul>	<ul style="list-style-type: none"> <li>• Open space site inspections</li> <li>• Wildlife management</li> <li>• Patrol parks on weekends</li> </ul>	Same as Primary Responsibilities	<ul style="list-style-type: none"> <li>• Interact and help out at recreational centers and other indoor park facilities</li> <li>• Work with Park Police at Special Events</li> <li>• Patrol parks on weekends</li> </ul>
Authority to issue citations?	Yes, for parking violations	Yes, Parking and Park Rules	No	Yes, for parking violations
Authority to carry weapons?	No	No	No	No
Is there a Park Police force?	Yes	No	No	Yes
Is there a Park Police volunteer/auxiliary program?	Yes	N/A	N/A	Yes
Location of Rangers	Natural and Historical Resources Division	Natural Resources Division	Dept. of Parks, Rec., and Community Resources	Park Police
Pay Scale	PR \$33,719-53,864 Sr.PR \$38,188-61,000	PR \$29,869-44,283	PR1 \$29,796-49,267 PR2 \$35,902-59,359 \$12.83 Hour (Seasonal)	PR \$33,719-53,864 Sr.PR \$38,188-61,000

## **CHAPTER XI: FINDINGS**

County parks offer users many opportunities for active and passive recreational activities. The Park Police's reports of crime on park property include few incidents of serious crime.<sup>16</sup> The data on the number and types of crimes reported on park property further indicate that residents are able to enjoy the many amenities of the County's large and diverse park system without encountering much illegal activity.

This chapter summarizes the findings of the OLO base budget review of the Park Police. OLO's findings are presented in the following subject categories:

- The overall Park Police budget
- Requests for service and inter-agency coordination
- The Park Police Patrol Section
- Patterns of crime on park property reported by Park Police
- "On paper" vs. actual patrol section coverage
- Park Police patrol staffing practices
- Opportunities to increase patrol officer availability
- The Special Operations Section
- The Investigative Services and Special Services Sections
- Administration and the Management and Technology Section
- The Planning Board's FY07 budget proposal to create a Park Rangers program

### **PARK POLICE BUDGET**

**Finding #1: The Council approved a FY06 operating budget of \$9.6 million for the Montgomery County Park Police.**

Personnel costs constitute 92 percent of the approved FY06 Park Police operating budget. The FY06 budget for the Park Police funds 95 sworn officer positions and 21 full-time civilian positions. A review of Park Police staffing levels since FY01 indicate no significant change in the total number of funded positions.

Table 25 (next page) summarizes the allocation of funds in FY06 by the six Park Police sections.

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<sup>16</sup> Park Police crime reports exclude incidents on property for which the County Police were the sole responder. Nonetheless, the Park Police generally learn about the rare instances of violent crime on park property and add these data to their crime statistics. See Finding #7.

**TABLE 25: FY06 PARK POLICE OPERATING BUDGET BY SECTION**

<b>Section</b>	<b>FY 06 Budget</b>	<b>Percent of Total</b>
Patrol	\$4,162,400	43
Special Operations	\$1,357,400	14
Investigative Services	\$856,600	9
Special Services	\$354,000	4
Management and Technology	\$2,066,000	21
Administration	\$829,500	9
<b>Total</b>	<b>\$9,625,900</b>	<b>100%</b>

Source M-NCPPC Park Police

**Finding #2: The full cost of operating the Park Police is greater than the amount indicated in the Park Police budget.**

Some operating expenses incurred by the Park Police are budgeted in other divisions within the Department of Parks. For example, the Central Maintenance Division pays for maintaining and fueling Park Police vehicles, and the Commission's Internal Service Fund pays for purchasing replacement vehicles.

The Department does not currently employ a cost accounting system that tracks operating expenses paid by one division for the direct benefit of another division. As a result, the Department is unable to calculate the full cost of Park Police activities.

**Finding #3: Under current practices, the Department of Parks does not calculate actual year-end lapse rates for any activity, including the Park Police.**

Most organizations experience some level of employee turnover that results in temporary position vacancies. So as not to over-allocate resources, County agency budgets assume that some approved positions will remain unfilled (or "lapsed") for a portion of a fiscal year. The term "lapse" refers to the assumed amount of time (measured in workyears) that positions within a personnel complement will be vacant during the year. Many public agencies (including the County Government) set budgeted lapse based on calculations of actual past year lapse rates.

The Department of Parks does not prepare year-end calculations that report the actual workyears positions remained vacant during the year. Without actual information about recent vacancy trends, the Department lacks the ability to reasonably predict lapse rates in future year budgets.

## **REQUESTS FOR POLICE SERVICES AND INTER-AGENCY COORDINATION**

**Finding #4: While the County's park system has continued to grow in terms of acres and use, the number of requests for emergency and non-emergency police services has remained essentially the same.**

Between FY01 and FY07, the Commission added 20 new parks and 3,600 acres of property to the inventory of park property located in Montgomery County. During this time, the Commission estimates that park use grew by an estimated 1.5 million users. Nonetheless, the annual number of requests for Park Police service did not vary significantly during the last four calendar years.

The Park Police received 5,302 requests for service in 2002 and 4,911 requests in 2005. This data suggests that no direct correlation exists between the growth in park system size and usage and the number of requests for service received by the Park Police.

**Finding #5: In 2005, the Park Police received approximately 5,000 emergency and non-emergency requests for service.**

The Park Police categorize requests for service as either requiring a "priority" or "routine" response. Officers respond to "priority" requests for service with lights and sirens. Routine request for services receive an immediate response but without lights and sirens.

Of the 4,900 requests for service received by the Park Police during 2005, priority responses accounted for 28 percent of the total. A report of a felony in progress or a vehicle collision with personal injury would trigger a priority response. The other 72 percent of calls were considered routine requests for service, e.g., a call from a parks maintenance employee to report graffiti or an abandoned vehicle.

**Finding #6: The Park Police receive requests for emergency and non-emergency service from multiple sources, with the largest percent (69%) coming from calls placed directly to the Park Police.**

Out of the 4,900 requests for Park Police service during 2005, about 3,400 (69%) represented requests from individuals who called the Park Police directly, as opposed to calling 911. In addition, the Park Police receive requests for service through the County's 911-system (12%), from electronic alarm systems in Commission facilities (18%), and from park maintenance personnel (1%).

**Finding #7: The County's Emergency Communications Center does not notify Park Police of all incidents that occur on park property.**

The County's Emergency Communications Center (ECC) receives all 911 calls. A memorandum of understanding between the County Police and the Park Police (signed in 1998), requires County ECC call takers to immediately refer calls for assistance on park property to the Park Police. In 2005, the Park Police received 590 requests for service from the ECC.

During the course of conducting this study, OLO learned that these 590 calls referred to the Park Police is not the universe of incidents that occurred on park property during 2005. Individual calls for assistance on park property are not always referred to the Park Police because: (1) the County's computer-aided dispatch (CAD) system does not label all sites or facilities as park property; and (2) ECC dispatchers sometimes send a Montgomery County Police officer to incidents marked as occurring on "Park Property" (PP) instead of referring the incident to the Park Police.

**OLO found no evidence of any delays in emergency responses provided to incidents occurring on park property.** Nonetheless, the gaps in the coding and referral systems make it impossible at this time to report the total requests for police service concerning park property.

**Finding #8: On April 10, 2006, the County Executive submitted a resolution and proposed Mutual Aid Agreement between the M-NCPPC and Montgomery County Government.**

State law authorizes the Park Police to enter into a mutual aid agreements with the County Police. A mutual aid agreement would define the Park Police's jurisdiction outside of park property, and clarify the roles of each police department in areas of concurrent jurisdiction. At present time, there is no executed mutual aid agreement between the Montgomery County Park Police and the Montgomery County Police.

In the absence of a mutual aid agreement, the authority of the Park Police to take enforcement action outside of park property and the responsibilities of each police department in areas of concurrent jurisdiction remains subject to interpretation. Last year, for example, a judge dismissed arrests made by Park Police officers who, at the request of the County Police, participated in a task force that conducted DUI checkpoints on County roads. The judge dismissed the charges filed by the Park Police, citing the lack of an agreement providing the Park Police jurisdiction to make arrests outside of park property.

**PARK POLICE PATROL - GENERAL**

**Finding #9: Park Police patrol officers' primary activity is crime prevention on park property, not emergency response.**

The role of the Park Police patrol officer is primarily performed through proactive preventative patrol to ensure park user safety with less frequent responses for emergency services. This is substantially different from the role of the Montgomery County Police officers who primarily respond to emergencies.

**Finding #10: Because park checks are not consistently radioed in to the Park Police Communications Center, the actual frequency and distribution of park checks can be estimated but not precisely reported.**

Park Police commanders strongly encourage officers to call in a park check for every park visited. However, the Park Police do not have a written policy or procedure that explicitly defines what a park check is or that requires officers to notify dispatch every time they inspect a park.

During 2005, Park Police patrol officers radioed in almost 48,000 park checks. Interviews with command staff and patrol officers indicate general agreement that this number likely represents an estimated one-half of the total number of park checks conducted.

**Finding #11: The Park Police inspect park properties at different frequencies.**

The Park Police do not have a policy that mandates the frequency of park checks for different properties or facilities. Patrol officers generally use their training, experience, and beat knowledge to determine which parks to check during a particular shift. Officers decide how frequently to visit a park based on their knowledge of the park system, information from other officers and the Park Police crime analyst, and requests from the community.

During 2005, Park Police officers reported almost 6,000 checks of the five regional parks, an average of about 22 checks per regional park per week. In contrast, patrol officers reported no checks the entire year for two neighborhood parks and 11 stream valley park sections.

**PATTERNS OF CRIME ON PARK PROPERTY REPORTED BY PARK POLICE**

OLO examined Park Police crime reports to determine seasonal, weekly, daily, and geographical variations in the occurrence of reported crimes and arrests on park property.

**Finding #12: Thefts and vandalism are the most common crimes reported by the Park Police. Most arrests made by the Park Police are for drug related offenses.**

In 2005, Park Police filed reports for 195 Part I crimes and 633 Part II crimes, for a total of 828 criminal incidents. Thefts accounted for 82 percent of the Part I crimes reported by the Park Police. Vandalism and destruction of property incidents accounted for nearly 40 percent of Part II crimes.

In 2005, Park Police made arrests during 149 incidents. Of these, 71 percent involved charges of possession or distribution of controlled dangerous substances or possession of drug paraphernalia.

**Finding #13: The number of crimes reported and arrests made by the Park Police vary by season.**

The crime reports filed by the Park Police peak in June, a month when the weather is warm, spring sports leagues are active, and schools let out for summer vacation. Monthly crime totals stay above average in July, August, and September when park usage remains high. Crime in the parks reaches its monthly lows in the winter months of December, January, and February.

During 2005, the Park Police reported an average of 69 crimes per month. The 108 reported crimes that occurred in June were the highest monthly total for the year. The 42 reported crimes that occurred in December were the lowest monthly total for the year.

**Finding #14: The number of crimes reported and arrests made by the Park Police vary by day of the week.**

In 2005, the Park Police filed more crime reports on Mondays than on any other day of the week. The Park Police recorded 122 crimes on Mondays in 2005, compared to 83 crimes each on Saturdays and Sundays. The higher number of reported crimes on Mondays likely reflects acts of vandalism that occurred over a weekend that are noticed by park users and park maintenance personnel at the beginning of the work week.

The two days of the week with the highest number of arrests in 2005 were Saturday and Wednesday. The Park Police made 26 arrests on Saturdays and 26 arrests on Wednesdays in 2005. The relatively high level of arrest activity on Saturdays likely reflects the higher use of parks that occurs on this day of the week. The higher arrests numbers on Wednesdays probably reflect the fact that Park Police shifts currently overlap on that day.

**Finding #15: More than half of all arrests made by the Park Police during 2005 occurred between 6:00 pm and 2:00 am.**

Approximately 60 percent of all Park Police arrests in 2005 took place during the period extending from 6:00 pm through 2:00 am. The most concentrated arrest activity occurred during the four-hour period from 10:00 pm through 2:00 am when Park Police made almost 36 percent of their arrests. The Park Police made only 11 arrests in 2005 between the hours of 2:00 am and 8:00 am, and did not make a single arrest all year between 4:00 am and 6:00 am.

**Finding #16: The number of crimes reported by the Park Police varies by geography.**

Park Police crime statistics show a larger number of reported incidents of crime on park property located in the more densely populated areas of the County such as Long Branch, Silver Spring, and Wheaton. One-quarter of all reported crimes in 2005 took place in Beat 2C in the southeastern corner of the County. Parks with high-use recreational facilities such as swimming pools are also locations associated with higher numbers of reported crime.

**“ON PAPER” VS ACTUAL PATROL SECTION COVERAGE**

The following four findings discuss the difference between the number of positions assigned “on paper” to the Patrol Section and the actual number of workyears available for patrol. In sum, OLO found that the 60 positions assigned to the Patrol Section, in practice, yielded only 28 workyears of actual patrol time.

**Finding #17: In order to cover all seven beats on a 24/7 basis, the Park Police need 42 patrol officer workyears.**

The Park Police divide the County into seven geographical beats. To achieve 24/7 coverage of these seven beats, the Park Police have six shifts of patrol officers. Therefore, based on the current beat and shift assignments, the Park Police need 42 workyears to have an officer patrol each beat during each shift.

**Finding #18: The Park Police Patrol Section personnel complement contains 60 full-time officers. During 2005 the Park Police Patrol Section had, on average, 40 to 42 officers available for patrol assignment.**

Table 26 shows the actual Patrol Section position numbers, based on data from December 2005. Specifically, the data show that the Patrol Section personnel complement contained 60 sworn officer positions. However, nine of these positions are supervisory (three lieutenants and six sergeants), which leaves 51 patrol officer positions. Of the 51 patrol officer positions, there were four new officers in training, two officers on extended medical leave, and five patrol officer vacancies. This left the Patrol Section with 40 officers available for assignment.



**TABLE 26: "ON PAPER" NUMBER OF OFFICERS AVAILABLE FOR PATROL ASSIGNMENT**

DECEMBER 2005	Full-Time Positions
<b>Patrol Section Personnel Complement</b>	<b>60</b>
• Lieutenants	3
• Sergeants	6
<b>Patrol Officers Personnel Complement</b>	<b>51</b>
• Patrol officer candidates in training	4
• Patrol officers on extended medical leave	2
• Patrol officers vacant positions	5
<b>Patrol Officers <u>Available</u> for Assignment</b>	<b>40</b>

Source: OLO

**Finding #19: A four month sample from 2005 indicated that patrol officers available for assignment spent 69 percent of their shift hours on patrol.**

Similar to most other full-time employees, a Park Police officer's workyear includes 2,080 hours. A certain amount of an officer's time is spent on leave and on performing functions that are not his/her primary assignment. Based on an analysis of data from four sample months during 2005, OLO found that a patrol officer, on average, spent 69 percent (1,441 out of 2,080 total hours) of his/her time on patrol, with the balance of time allocated as follows:

**TABLE 27: BREAKDOWN OF PATROL SECTION OFFICERS NON-PATROL TIME**

Percent of Time	Activity	Explanation
14%	Earned Leave	Earned leave includes annual, sick, compensatory, injury, and personal leave.
6%	Special Detail	Special detail includes court appearances, plain clothes investigations, managed deer hunts, and other assignments.
5%	Officer-in-Charge	When a shift sergeant is unavailable, a patrol officer supervises shift officers in addition to performing limited patrol duty.
4%	In-Service Training	In-service training includes firearms, first aid, Command Spanish, other training.
2%	Light/Temporary Duty	During light or temporary duty, an injured officer who is unable to perform patrol duties performs other responsibilities.

Table 28 below illustrates that in December of 2005 the Park Police patrol section had 40 officers available to perform patrol duties. As explained above, officers in this group spend about 69 percent of their time on patrol. A pool of 40 officers combined with a 31 percent non-patrol rate, nets 28 workyears of patrol coverage.

**TABLE 28: ACTUAL NUMBER OF OFFICERS AVAILABLE FOR PATROL – DECEMBER 2005**

	<b>Full-Time Positions</b>
<b>Patrol Officers <u>Available for Assignment</u></b>	<b>40</b>
Reduction in time available for patrol due to leave, special details, service as officer-in-charge, training, court time. (Full-time position equivalent)	12
<b>Patrol Officers <u>Available for Patrol</u></b>	<b>28</b>

Source: OLO and M-NCPPC

Sample data show that during 2005, on average, there were 5.1 officers on patrol in the County during any given shift. This is nearly two officers less than the actual number of officers needed for “full deployment”, which is defined as at least one patrol officer for each of seven beats. The sample data showed that during the course of the year the Park Police deployed seven or more officers on patrol during only 17 percent of their shifts. Specifically during 2005:

- Shifts 3 and 4 (7:00 am to 5:00 pm) and Shifts 5 and 6 (4:00 pm to 2:00 am) each averaged 5.5 officers per shift; and
- Shifts 1 and 2 (9:30 pm to 7:30 am) averaged 4.5 officers per shift.

**Finding #20: When an officer is not available for patrol assignment, the Park Police routinely assign one of the on-duty officers to cover two beats instead of finding a replacement for the absent officer.**

When a patrol officer is not available for patrol duty, the routine practice of the Park Police is to assign another officer, who is working on the same shift, responsibility for patrolling both his/her own beat and the beat of the absent officer. As a result of this practice, Park Police patrol certain parks less frequently than others. For example, during 2005 Beat 2A (Bethesda / Potomac) received significantly fewer park checks than the other six Park Police beats. (See Exhibit 6 on page 28).

## **PARK POLICE PATROL STAFFING PRACTICES**

OLO reviewed Park Police crime reports, computer-aided dispatch system reports, and a four-month sample of patrol officer deployment logs during 2005 to identify seasonal, weekly, daily, and geographic patterns in the deployment of patrol officers. Findings 21 and 22 summarize what this data analysis showed.

### **Finding #21: The Park Police have adjusted their deployment strategy to account for variations in crime by geography and time of day.**

As indicated earlier (Finding 16), the numbers of crimes reported and arrests made by the Park Police vary by geography. The beat boundaries, as drawn and periodically adjusted by the Park Police, reflect the geographic variations in reported crime. In 2003, the Park Police assigned additional patrol officers to Beat 2C in the Long Branch/Silver Spring area where reported crimes are the most highly concentrated.

Similarly, the Park Police's practice of scheduling overlap shifts between 9:30 pm and 2:00 am corresponds to the time of day when the largest number of arrest incidents occurs. The decision to schedule overlap during these hours has resulted in more officers on patrol during the hours with the highest number of criminal incidents (see Finding 15). Specifically, the data show that:

- Between 9:30 pm and 2:00 am when Shifts 5 and 6 (4:00 pm to 2:00 am) and Shift 1 and 2 (9:30 pm to 7:30 am) overlap, there are on average ten Park Police officers on patrol throughout the County.
- The Park Police deployed an average of 4.5 officers from 2:00 a.m. to 7:00 am, the time of day when the fewest amount of arrests are made.

### **Finding #22: The Park Police's deployment strategy does not reflect variations in park use and reported crime by season or day of the week.**

As indicated earlier (Findings 13 and 14), both park use and reported crimes vary by season of the year and day of the week. The Park Police, however, do not adjust scheduling to maximize actual deployment levels during either seasonal or day-of-the-week peak periods of park use and reported crime.

OLO found that Park Police shift staffing levels remained mostly constant throughout the year. The number of documented park checks performed also did not vary significantly by season.

A sample of 2005 data show that patrol staffing levels vary by day of the week, and that the lowest actual patrol deployment levels occur on Saturdays and Sundays when park use is at its highest. The four-day work weeks of the two Park Police patrol squads overlap on Wednesdays. The Park Police schedule most of their training activities on Wednesdays when there is double patrol coverage. Nonetheless, the average Wednesday deployment level of about eight officers on patrol per shift exceeds the average for every day of the week by about three officers.

The lowest actual deployment levels occurred on Saturdays and Sundays. Another factor contributing to low weekend deployment is that officers use more of their annual leave days on weekends than on weekdays.

### **OPPORTUNITIES TO INCREASE PATROL OFFICER AVAILABILITY**

As detailed above, in 2005 the Park Police frequently had only 28 available workyears of patrol officer time to cover its seven beats. To deploy one officer per beat for each shift, the Park Police would require 42 officer workyears. The next finding presents a method to evaluate staffing needs and identifies some possible opportunities to use existing resources to increase the number of officers on patrol and to deploy more officers during peak periods of park use.

**Finding #23: Opportunities exist for the Park Police to use existing resources to increase the number of officers on patrol and to deploy more officers during peak periods of park use.**

In 2005, Park Police patrol officers performed patrol duties about 69 percent of an annual workyear. At this rate, a pool of 61 officers would be needed to cover each beat during each shift.

<b>Pool of Officers Needed to Cover each Beat during each Shift =</b>				
<b>Number of Beats (7)</b>	<b>x</b>	<b>Number of Shifts (6)</b>	<b>=</b>	<b>42</b>
<b>Percent Work Year on Patrol per Position (0.69)</b>			<b>=</b>	<b>61</b>

Opportunities exist for the Park Police to increase its patrol coverage above the current rate of 69 percent of a workyear. For example, when a sergeant is unavailable to supervise a shift, the Park Police routinely reassign a patrol officer to perform the supervisory function. During this temporary assignment, the “Officer in Charge” oversees the activities of the other officers on the shift but performs only limited patrol duty.<sup>17</sup> On average in 2005, patrol officers spent five percent of their time as the “Officer in Charge.” If the Park Police kept these officers on patrol, they could increase the overall patrol coverage rate to 74 percent. Attaining a 74 percent patrol rate would reduce to 57 the number of officers needed to cover each beat during each shift.

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<sup>17</sup> Park Police daily line-ups reveal that Patrol Section officers on average spent five percent of their 2005 work hours serving as an Officer in Charge. An Officer in Charge patrols the entire County, however his/her primary responsibility is overseeing the activities of other officers and fulfilling administrative duties. Therefore, this report categorizes Officer in Charge time as a “non-patrol” activity. The Park Police report that Officers in Charge may spend a portion of their time conducting park checks in addition to performing their supervisory responsibilities.

The table below illustrates the relationship between the average percent of time spent on patrol and the number of officers that would be needed to cover each beat during each shift.

**TABLE 29: RELATIONSHIP BETWEEN PERCENT OF TIME SPENT ON PATROL AND THE NUMBER OF OFFICERS NEEDED TO COVER EACH BEAT DURING EACH SHIFT**

Patrol Rate*		Number of Officers Needed for Full Coverage per Week (42 workyears)
Current Rate	69%	$42 \times 69\% = 61$
Higher Rates	72%	$42 \times 72\% = 58$
	75%	$42 \times 75\% = 56$
	78%	$42 \times 78\% = 54$

\*This is defined as the percent of a full-time workyear (2,080 hrs.) that Park Police officers spend "on-patrol."

Source: OLO

Currently, a gap exists between the numbers of patrol officers needed to cover every beat during every shift and the number of Patrol Section officers currently available to Park Police at any given time. **The strategy to close this gap does not necessarily require creating new positions.** The following tables summarize a list of possible actions aimed at either increasing the number of annual work hours officers spend on patrol or expanding the number of officers available to serve on patrol.

- Table 30 lists possible ways of deploying more Park Police officers to conduct patrols;
- Table 31 lists possible *policy* changes to deploy more patrol officers during peak periods of park use.

**TABLE 30: POTENTIAL METHODS OF DEPLOYING MORE OFFICERS ON PATROL USING EXISTING RESOURCES**

Option	Description	Comments
1	Expand recruitment efforts to minimize the length of time positions remain vacant.	Recruiting and training a new officer takes up to eight months.
2	When beats are uncovered due to a lack of available Patrol Section officers, temporarily assign officers from other sections to replace patrol officers	A total of 22 Park Police officers work outside of the Patrol Section.
3	Permanently reassign some officers from other sections to the Patrol Section	A total of 22 Park Police officers work outside of the Patrol Section.
4	Hire civilians to perform certain non-patrol functions currently performed by officers. Assign the current officers in these positions to the Patrol Section.	Some duties currently performed by sworn officers in the Special Services and Management and Technology sections may be suitable for civilian employees.
5	When a Patrol Section officer is on temporary or light duty, attempt to have him/her temporarily switch positions with an officer in another section that performs non-patrol duties.	Under current practice, officers on temporary or light duty frequently assist with duties performed by civilians.
6	Explore the feasibility of shift supervisors (sergeant or "officer in charge") performing more routine patrol duties concurrent with their supervisory responsibilities.	In 2005, assigning patrol officers to act as the "officer in charge" resulted in a reduction of about two workyears of patrol time.
7	When a Patrol Section sergeant is on leave, in training, or otherwise unavailable, assign a platoon lieutenant or sergeant from a non-patrol section to fill in as a shift supervisor instead of taking an officer off patrol to act as the "officer in charge".	In 2005, assigning patrol officers to act as the "officer in charge" resulted in a reduction of about two workyears of patrol time.
8	Review all special detail assignments and assess which are higher priorities than keeping an officer on patrol.	In 2005, some patrol officers were assigned to deer management during shifts that did not have enough officers available to patrol all seven beats.
9	Consider reducing patrol coverage during early morning hours to enhance officer availability during peak hours.	Most parks close at dark; reported crimes drop to very low levels in the early morning hours.

**TABLE 31: POLICY CHANGES TO DEPLOY MORE OFFICERS DURING PEAK HOURS USING EXISTING RESOURCES**

Option	Description	Comments
<b>TO INCREASE OFFICER AVAILABILITY ON WEEKENDS:</b>		
10	Adjust shift schedules to make Saturday, instead of Wednesday the overlap day (either year-round or in the summer months).	Weekends are a peak period for park use. In 2005, the Park Police deployed fewer officers on weekends than on weekdays.
11	Adjust shift schedules to have overlap days rotate from week to week.	Other local police departments have adopted rotating overlap days.
12	Create a new squad that would work primarily weekends during the summer months and weekdays in the winter months.	Currently, Park Police shift schedules remain the same during all seasons of the year.
<b>TO INCREASE OFFICER AVAILABILITY DURING ALL PEAK PARK USE PERIODS:</b>		
13	Review detail and training schedules as well as leave approval policies to assure highest patrol coverage during peak park use periods.	Supervisors could try to avoid over-concentration of detail, training, and annual leave during peak periods.

## **SPECIAL OPERATIONS**

**Finding #24: The Special Operations Section increases the presence of the Park Police in the parks and supplements the patrol duties performed by the Patrol Section.**

Special Operations consists of 13 sworn officers (one lieutenant, two sergeants, and 10 officers) and three civilians. All Special Operations sworn officers must demonstrate and maintain proficiency in horseback riding, motorcycle riding, and boating.

Officers from the Special Operations Section patrol trails and regional parks by car, horse and motorcycle. Special Operations officers who patrol by car or motorcycle are available to respond to requests for service in the nearby area. Special Operations officers also patrol beats by car when the Patrol Section does not have sufficient officers available to meet its minimum staffing level. While on both trail and beat patrol, Special Operations officers increase the presence of the Park Police in the parks.

The Special Operations Section also conducts marine patrols and provides emergency rescue services on Little Seneca Lake in Black Hill Regional Park.

**Finding #25: While the primary activities of the Special Operations officers are easily identified, insufficient data exist to measure the allocation of time spent among them.**

Special Operations records do not contain sufficient information to estimate the amount of time officers spend, for example, patrolling trails and regional parks, patrolling Little Seneca Lake, assisting the Patrol Section, providing crowd control at special events, and participating in ceremonial events. Information of this type could be helpful in assessing staffing needs and evaluating alternative deployment strategies.

**Finding #26: The Special Operations Section is not reimbursed for some special event duties performed outside of the County park system.**

The Special Operations Section provides security and crowd control for some special events outside of County parks. The U.S. Park Police and the Metropolitan (District of Columbia) Police Department reimburse the Montgomery County Park Police for Special Operations services. However, at the present time, no other agency reimburses the County's Park Police for the cost of deploying Special Operations officers to a special event.

## **INVESTIGATIVE SERVICES AND SPECIAL SERVICES**

**Finding #27: The Investigative Services Section investigates crimes against persons and property that occur in County parks, conducts plainclothes investigations, and performs background investigations for all Park Police job applicants.**

Investigative Services consists of seven detectives (one sergeant and six officers) and is managed by a lieutenant who is also responsible for the Special Services Section. Investigative Services is responsible for the investigation of crimes against persons and property that occur in County parks. Park Police detectives secure crime scenes to recover evidence, seek out and interview witnesses, execute search warrants, and question suspects. Investigative Services also conducts surveillance and plainclothes investigations. The pending mutual aid agreement between the Commission and the County Government will address lead responsibility for the investigation of homicides and rapes that occur on park property.

Investigative Services is responsible for Park Police recruitment. Investigative Services detectives perform background investigations for all Montgomery County Park Police officer and civilian positions. In Calendar Year 2004, detectives investigated 227 criminal cases and processed background checks for 53 sworn officer applicants and five civilian job applicants.

**Finding #28: The Special Services Section manages a variety of programs designed to prevent crime and assist victims and witnesses.**

The Special Services Section consists of four officers, managed by a lieutenant who is also responsible for the Investigative Services Section. Special Services officers produce and distribute educational brochures, run park-based public safety programs, participate in the Police Activities League, advise planners on how the design of facilities affects the incidence of crime, and assist victims and witnesses to access support services.

**Finding #29: Under the management of the Special Services Section, Park Police volunteers provided 2,145 hours of service in 2005.**

Park Police volunteers patrol County parks by car, bicycle, and horse to identify and report inappropriate behavior, safety concerns, vandalism, facility maintenance problems, and violations of park rules and regulations. Volunteers also direct traffic at selected events, distribute informational materials, and assist with various administrative tasks.



**ADMINISTRATION AND MANAGEMENT AND TECHNOLOGY**

**Finding #30: The Administration Section is responsible for the overall management and mission of the Park Police.**

The Administration Section is responsible for the overall management and mission of the Park Police Division. The Administration Section consists of the Chief of Police, two captains, one lieutenant, one sergeant, one officer, and three civilians.

The Park Police Chief directs all operations of the Park Police Division. The Administration Section is responsible for assuring that Park Police officers comply with Federal and State laws as well as Division policies. The Administration Section also manages the in-service training program, oversees implementation of the contract with the Fraternal Order of Police, schedules Park Police court appearances, manages the placement of officer candidates in the Police Academy, prepares the annual operating budget, and manage finances for the Park Police.

**Finding #31: The Management and Technology Section manages the Park Police Communications Center along with other support function necessary for the operation of the Park Police.**

The Management and Technology Section consists of three sworn officers (one lieutenant, one sergeant, and one officer), 15 full-time civilians, and two seasonal civilians. Management and Technology operates the Park Police Communications Center.

The Communications Center receives and dispatches requests for emergency and non-emergency service. The Communications Center is operational 24 hours a day. In Calendar Year 2005, the Communications Center received almost 80,000 communications, an average of 218 per day or nine per hour. The Communications Center transmits requests for service to officers in the field. (See Findings 5 and 6 for more information about the quantity and types of requests for service.)

The Management and Technology Section also analyzes crime statistics, conducts records and evidence management, and oversees the use of technology for the Park Police.

**THE PLANNING BOARD'S FY07 BUDGET PROPOSAL TO CREATE A PARK RANGER PROGRAM**

**Finding #32: The Planning Board proposes creating a Park Ranger program as a unit within the Park Police. The array of services that would be performed by the Park Rangers would support the entire park program not just the mission of the Park Police.**

The Planning Board recommends creating eight full-time Park Ranger positions in FY07 at an estimated cost of about \$65,000 (including salary and supplies) per position per year. The Board's budget assumes that the eight positions would be created in the second quarter of the year with a total FY07 cost of \$360,000. The Board proposes funding the Park Ranger program through a 6.4 workyear increase in Park Police lapse.

The Planning Board envisions Park Rangers' primary responsibilities to include the following:

- Provide information and other visitor services to park users;
- Inspect parks and reporting unsafe conditions to the Park Police and to park maintenance staff;
- Educate park users about park rules and regulations;
- Enforce parking violations;
- Resolve facility permit disputes;
- Manage traffic and perform other services at large special events, and,
- Conduct nature education and conservation programs.

**Finding #33: Some of the duties proposed for Montgomery County Park Rangers would be similar to duties currently performed by Park Police volunteers.**

Proposed Park Ranger responsibilities include reporting unsafe conditions in parks, educating park users about park rules and regulations, and directing traffic at large events. Park Police volunteers currently perform similar functions.

**Finding #34: Park Ranger programs in nearby jurisdictions perform many non-public safety functions in support of the local park system.**

Park Ranger programs in Prince George's, Howard, and Arlington Counties provide visitor services, work at recreational facilities, teach educational and conservation programs, assist at special events, manage wildlife, and participate in deer hunts. These functions serve park users and the community in a manner beyond the typical duties of a park or municipal police department.

**Finding #35: Nearby communities change their use of Park Rangers by season.**

In the winter, Prince George's County and Howard County Park Rangers spend less time patrolling parks and interacting with park users and perform other functions such as conducting educational programs, working in recreational centers, performing open space inspections, and conducting deer hunts. Arlington County maintains similar Park Ranger responsibilities throughout the year but employs additional seasonal Rangers from April through September in response to increased park usage.

## **CHAPTER XII: RECOMMENDATIONS**

Based on the findings of this report, the Office of Legislative Oversight offers a series of recommendations for Council action intended to address budgeting practices, inter-agency coordination, and overall efficient use and allocation of existing Montgomery County Park Police resources.

This chapter outlines nine specific recommendations for Council action, organized into four subject categories:

- Budgeting Practices
- Coordination with the Montgomery County Police Department and Prince George's County Park Police
- Park Police Patrol: Staffing Standards and Park Check Protocols
- FY07 Budget Proposal to Create a Park Rangers Program

### **BUDGETING PRACTICES**

**Recommendation #1: Request the Planning Board to develop a program budgeting system that allows for more complete cost accounting of individual programs and other activities, including the Park Police.**

In the course of conducting this study, OLO learned that the Department of Parks' current accounting and budgeting systems do not allow for easy calculation of the total cost of Park Police operations. The Park Police budget includes only some of the Park Police's total operating expenses. Specifically, the Park Police operating budget excludes the cost of maintaining, fueling, and replacing vehicles, as well as other overhead costs such as telephone charges.

OLO recommends that the Council request the Planning Board establish an internal fiscal tracking system that allows for a more complete calculation of the various personnel and operating costs incurred by specific programs or activities. Over time, this should provide the Council, the Planning Board, senior Park and Planning managers, and other decision-makers with more accurate information about what it costs to operate individual programs and other activities under their jurisdiction, including the Park Police.

**Recommendation #2: Request the Planning Board to include data on actual position lapse rates in the Department of Parks' annual budget submission to the Council.**

Every organization experiences some level of employee turnover that results in temporary position vacancies. So as not to over-allocate resources, County agency budgets assume that some approved positions will remain unfilled (or "lapsed") for a portion of a fiscal year. The term "lapse" refers to the assumed amount of time (measured in workyears) that positions within a personnel complement will be vacant during the year. Many public agencies (including the County Government) set budgeted lapse based on calculations of actual past year lapse rates.

The Planning Board does not prepare year-end calculations that report the actual workyears that positions remained vacant during the year. Information on past year actual lapse rates is an important tool needed to properly budget lapse for future years. OLO recommends that the Planning Board annually calculate actual lapse rates in order to improve the accuracy of its budget assumptions.

**Recommendation #3: Request the Planning Board to adopt a reimbursement policy for services provided by the Park Police Special Operations Section to other agencies.**

Horse and motorcycle mounted Special Operations officers periodically assist other law enforcement agencies for special events, such as the Presidential inauguration, International Monetary Fund protests, and student celebrations following sporting events at the University of Maryland. Under current practices, the U.S. Park Police and the Metropolitan (District of Columbia) Police Department reimburse the Montgomery County Park Police for Special Operations support. Other agencies do not provide funding for use of Park Police resources. For example, neither the State of Maryland nor Prince George's County reimburse the County Park Police for sending horse-mounted officers to assist with crowd control following sporting events at the University of Maryland.

In order to protect the interests of Montgomery County ratepayers, OLO recommends that Planning Board develop a policy to ensure that outside agencies reimburse the Park Police as permitted for assistance provided by the Special Operation Section.

**COORDINATION WITH MONTGOMERY COUNTY POLICE AND  
PRINCE GEORGE'S COUNTY PARK POLICE**

**Recommendation #4: Establish a clear Council expectation that the Planning Board and the County Government will expeditiously address data entry and training issues with respect to forwarding 911-system requests for service concerning park property to the Park Police.**

As stipulated in a 1998 memorandum of understanding between the County Police and the Park Police, County Emergency Communications Center (ECC) call takers must immediately refer 911-system calls for assistance on park property to the Park Police.

As reviewed in previous chapters, calls for assistance on park property are not always referred to the Park Police because: (1) the County's computer-aided dispatch (CAD) system does not label all sites or facilities as park property; and (2) ECC dispatchers sometimes send a Montgomery County Police officer to incidents marked as occurring on "Park Property" (PP) instead of referring the incident to the Park Police. While OLO found no evidence of any delays in emergency responses provided, the gaps in the coding and referral systems make it impossible at this time to report the total requests for police service from park property locations.

OLO recommends that the Park Police and the County Police work together to update CAD location records for park properties and to improve training of ECC call takers regarding notification of the Park Police for requests for service concerning park property.

**Recommendation: #5: Direct the Planning Board to explore whether the Montgomery and Prince George's sides of the bi-County Park Police could consolidate certain functions that currently are performed separately.**

As a relatively small law enforcement agency, the Park Police have achieved efficiencies by sharing resources with other police agencies. For example, the Park Police do not operate their own police academy but instead send their recruits to the Police Academy run by the County Police. Other opportunities may exist for the Park Police to combine resources with other agencies.

Both the Montgomery County Park Police and the Prince George's County Park Police operate as units within the Maryland National-Capital Park and Planning Commission and both perform similar functions. The similarities between the two organizations offer further opportunities to create efficiencies through the sharing of resources. OLO recommends that the bi-County Park Police consider whether some economies of scale could be achieved by combining resources dedicated by each County for functions such as background check investigations and administration of professional standards.

## **PARK POLICE PATROL: STAFFING STANDARDS AND PARK CHECKS PROTOCOL**

**Background to Establishing Patrol Staffing Standards.** Patrol staffing standards should be predicated on an agreed-upon definition of the Park Police's primary mission. At present, the Park Police function chiefly as a proactive police force. Patrol officers inspect parks and interact with park users to identify and address safety concerns and illegal activity. While Park Police officers respond to requests for emergency service on park property, most of their time is spent patrolling park property for the purpose of preserving a safe and enjoyable environment for park users.

OLO recommends the Council approach the issue of Park Police patrol staffing with the view that Park Police patrol officers primarily perform a specialized law enforcement function that is focused on preventing crime rather than responding to crime in progress. OLO also recommends the Council keep in mind three other significant factors:

- The Park Police must patrol property that is widely dispersed throughout the County;
- There are low levels of documented crime in the County's park system; and
- When there is a request for emergency police services on park property, the Montgomery County Police Department is able to, on an as-needed basis, provide either the initial response and/or back-up support to the Park Police.

OLO recommends that the Council establish the seven Park Police patrol beats as the basic building blocks for Division staffing. Park Police have sized and configured the current beats to allow a single officer to become familiar with the characteristics of the parks and the park users in that portion of the County. Further, variations exist in the current beat configuration to account for the number of parks, the types and intensity of park use, and the geographic distribution of crime.

In summary, the following OLO recommendation on Patrol Section staffing are predicated on the following two assumptions:

- Park Police officers will continue to spend most of their patrol time performing park checks and interacting with park; and,
- The Park Police will maintain seven patrol beats.

**Recommendation #6: Request the Planning Board to develop a new Park Police staffing plan that makes optimum use of existing resources to meet the following two core staffing objectives:**

**Objective #1: Maximize the number of shifts with at least one officer on patrol in each beat; and**

**Objective #2: Maximize the total number of officers on patrol during peak park use periods of the year, of the week, and of the time of day.**

During the course of conducting this study, OLO identified a series of possible deployment and policy changes that, using existing Park Police resources, have the potential to: increase annual work hours on patrol; expand the number of officers available to serve on patrol; and/or increase patrol coverage during peak periods. Tables 30 and 31 (next page) summarize these potential strategies.

Based on a review of these options (plus any additional options not identified by OLO), the Planning Board should develop a new Park Police staffing plan that makes optimum use of existing resources to meet the two core staffing objectives stated above. OLO acknowledges that some staffing changes may involve consultation with representatives of the Fraternal Order of Police. OLO recommends that the Council ask for the results of the Planning Board's review no later than **September 15, 2006**.

As an extension of this base budget project, the Council should consider assigning OLO a follow-up project to assist the Planning Board with implementing this recommendation. Especially given the work performed on the Park Police budget during the past several months, OLO staff could, for example, provide technical help with quantifying how different staffing options affect the actual number of officers available for patrol.

**TABLE 30: POTENTIAL METHODS OF DEPLOYING MORE OFFICERS ON PATROL USING EXISTING RESOURCES**

Option	Description	Comments
1	Expand recruitment efforts to minimize the length of time positions remain vacant.	Recruiting and training a new officer takes up to eight months.
2	When beats are uncovered due to a lack of available Patrol Section officers, temporarily assign officers from other sections to replace patrol officers	A total of 22 Park Police officers work outside of the Patrol Section.
3	Permanently reassign some officers from other sections to the Patrol Section	A total of 22 Park Police officers work outside of the Patrol Section.
4	Hire civilians to perform certain non-patrol functions currently performed by officers. Assign the current officers in these positions to the Patrol Section.	Some duties performed by sworn officers in the Special Services and Management and Technology sections may be suitable for civilian employees.
5	When a Patrol Section officer is on temporary or light duty, attempt to have him/her temporarily switch positions with an officer in another section that performs non-patrol duties.	Under current practice, officers on temporary or light duty frequently assist with duties performed by civilians.
6	Explore the feasibility of shift supervisors (sergeant or "officer in charge") performing more routine patrol duties concurrent with their supervisory responsibilities.	In 2005, assigning patrol officers to act as the "officer in charge" resulted in a reduction of about two workyears of patrol time.
7	When a Patrol Section sergeant is on leave, in training, or otherwise unavailable, assign a platoon lieutenant or sergeant from a non-patrol section to fill in as a shift supervisor instead of taking an officer off patrol to act as the "officer in charge".	In 2005, assigning patrol officers to act as the "officer in charge" resulted in a reduction of about two workyears of patrol time.
8	Review all special detail assignments and assess which are higher priorities than keeping an officer on patrol.	In 2005, some patrol officers were assigned to deer management during shifts that did not have enough officers available to patrol all seven beats.
9	Consider reducing patrol coverage during early morning hours to enhance officer availability during peak hours.	Most parks close at dark; reported crimes drop to very low levels in the early morning hours.

**TABLE 31: POLICY CHANGES TO DEPLOY MORE OFFICERS DURING PEAK HOURS USING EXISTING RESOURCES**

Option	Description	Comments
<b>TO INCREASE OFFICER AVAILABILITY ON WEEKENDS:</b>		
10	Adjust shift schedules to make Saturday, instead of Wednesday the overlap day (either year-round or in the summer months).	Weekends are park use peak periods. In 2005, the Park Police deployed fewer officers on weekends than on weekdays.
11	Adjust shift schedules to have overlap days rotate from week to week.	Other local police departments have adopted rotating overlap days.
12	Create a new squad that would work primarily weekends during the summer months and weekdays in the winter months.	Currently, Park Police shift schedules remain the same during all seasons of the year.
<b>TO INCREASE OFFICER AVAILABILITY DURING ALL PEAK PARK USE PERIODS:</b>		
13	Review detail and training schedules as well as leave approval policies to assure highest patrol coverage during peak park use periods.	Supervisors could try to avoid over-concentration of detail, training, and annual leave during peak periods.



**Recommendation #7: Request the Planning Board to oversee the development of a Park Police directive that defines the park check procedures.**

The Park Police are a law enforcement organization that more commonly search out crime than respond to crime. As such, Park Police patrol officers routinely conduct site visits to inspect parks. During these so-called “park checks”, officers identify public safety needs and intervene upon discovery of suspected criminal activity, violations of park regulations, dangerous activity, or unsafe park conditions. There is no written Park Police directive that defines park check protocols, requires officers to report park checks, or establishes a minimum frequency for checking specific types of parks.

OLO recommends creation of a new Park Police directive that defines the manner of performing park checks, establishes procedures for recording park checks, and sets minimum frequency for checking different types of parks. A directive of this sort would establish procedures and generate information that could help Park Police supervisors better deploy officers to parks with known concerns and to parks that have gone unchecked for extended periods.

**FY07 BUDGET PROPOSAL TO CREATE A PARK RANGERS PROGRAM**

**Recommendation #8: Consider the merits and funding source for the Park Ranger proposal within the context of all park operations, and not just the Park Police.**

As proposed by the Planning Board, Park Rangers would perform many non-public safety responsibilities to serve the park system and its users in a variety of ways. When considering funding for the Park Ranger program, the Council should assess how this proposal would benefit the overall experience of park users not just the level of safety in the parks. The Council should consider the possible range of Park Rangers responsibilities including providing visitor services, reporting unsafe conditions, enforcing parking and other park regulations, resolving facility permit disputes, managing traffic, and teaching nature and conservation programs.

If the Council approves creation of the Park Ranger program, the entire Park Fund rather than the Park Police alone should provide funding for this program. If the Council decides to approve the Park Ranger program and chooses to fund the program through lapse, the lapse charge should apply to the entire Park Fund. Applying the cost of the Park Ranger program to the Park Police budget alone may hamper its ability to reduce its current vacancy rate.

**Recommendation #9: If the Council decides to fund the Park Ranger program beginning in FY07, require the Planning Board to take an incremental approach to implementation.**

If it supports the Park Ranger program, the Council should initially approve funding to hire a small core of Park Rangers to develop a detailed work plan for the program. OLO suggests that the Council direct the Planning Board to detail the specific activities that will be performed by Park Rangers. The work plan should identify the types of parks and facilities to be served by Park Rangers. In addition, the work plan should address how Park Rangers would be deployed during different seasons, different days of the week, and different hours of the day.

OLO further recommends that the work plan include strategies for coordinating the work of the Park Rangers with the Park Police, the Park Police volunteer program, parks maintenance and natural resources staffs, and the County Department of Recreation. Upon completion of the plan, the Planning Board should report back to the Council regarding the number of Park Rangers needed and the feasibility of hiring seasonal Rangers.

### **CHAPTER XIII: AGENCY COMMENTS ON FINAL DRAFT**

The Office of Legislative Oversight circulated a final draft of this report to members of the Montgomery County Planning Board, the Chief Administrative Officer for Montgomery County, and appropriate M-NCPPC and County Government staff. OLO appreciates the time taken by agency representatives to review the draft report and provide feedback.

OLO's final report incorporates technical comments and corrections provided by April 10, 2006. The written comments from the Chief Administrative Officer on the final draft report are attached (page 91).

The Planning Board's agenda for April 20, 2006 includes a discussion of OLO's report. The Planning Board's comments will be provided at the Council Committee's briefing and worksession on the report, scheduled for April 21. The Planning Board's comments will also be made available as a report addendum.

**Note on Changed Status of Proposed Mutual Aid Agreement.** When OLO's final draft report was sent out for agency comment in March, M-NCPPC and Montgomery County Government representatives had not yet finalized a proposed Mutual Aid Agreement between the Park Police and the Montgomery County Police Department.

On April 10, 2006, the County Executive submitted to the Council a final version of a proposed Mutual Aid Agreement. OLO's final report was edited to reflect the changed status of the Mutual Aid Agreement. In sum, since the proposed Mutual Aid Agreement has now been transmitted from the County Executive, a Council Resolution to approve it will be scheduled for introduction, public hearing, review, and action.



OFFICES OF THE COUNTY EXECUTIVE


Douglas M. Duncan  
*County Executive*

Bruce Romer  
*Chief Administrative Officer*

MEMORANDUM

April 5, 2006

TO: Karen Orlansky, Director  
Office of Legislative Oversight

FROM: Bruce Romer, Chief Administrative Officer 

SUBJECT: Office of Legislative Oversight Report 2006-5  
Base Budget Review of the Montgomery County Park Police

Thank you for the opportunity to comment on OLO Report 2006-5, Base Budget Review of the Montgomery County Park Police. This report, as it pertains to the County's Police Department, provides a very thorough and accurate account of the County Police Department's interaction with the Park Police. We wish to thank Aron Trombka for this thorough analysis and excellent report.

We look forward to working with Council in its review of this report.

**copies:**

J. Thomas Manger, Chief, Montgomery County Police  
John King, Assistant Chief, Montgomery County Police  
William O'Toole, Assistant Chief, Montgomery County Police  
Aron Trombka, Senior Legislative Analyst  
Joseph Beach, Offices of the County Executive



**APPENDIX A:  
DEFINITION OF TERMS USED IN THIS REPORT**

**Commission:** The bi-County Maryland-National Capital Park and Planning Commission (M-NCPPC).

**County Parks:** M-NCPPC parks within Montgomery County (excluding Federal, State, and municipal owned parkland).

**County Police:** The Montgomery County Police Department.

**Department:** The Montgomery County Department of Parks.

**Division:** The Park Police Division of the Montgomery County Department of Parks.

**FY:** Fiscal Year (July 1 through June 30).

**Officer:** A member of the Park Police with the rank of Police Officer Candidate, Police Officer II, Police Officer III, or Police Officer IV.

**Park Police:** The Park Police Division of the Montgomery County Department of Park and Planning.

**Park Property:** Property within Montgomery County that is owned by the Maryland-National Capital Park and Planning Commission.

**Planning Board:** The five-member Montgomery County Planning Board. The Montgomery County Planning Board together with the Prince George's County Planning Board constitute the Maryland-National Capital Park and Planning Commission.

**Sworn Officer:** A Park Police officer of any rank (including command supervisors and officers) that has taken an oath to support the constitution of the United States and the State Maryland and has the authority to make arrests and carry firearms.



January 6, 2005

TO: Derick Berlage, Chair  
Montgomery County Planning Board

Via: Nathaniel Barber, Chief  
Park Police

FROM: Trudye Morgan Johnson, Executive Director

RE: Park Rangers and FY07 Operating Budget

Eight Park Ranger positions are included in our proposed FY07 Operating Budget to help us improve service to many of our 15 million annual park users. The Park Rangers will be foot soldier "ambassadors" who are skilled in park rules and regulations interpretation, assist with public safety, support special events and provide various community service programs. Per your request during the fall budget preparations, a brief "white paper" has been prepared to help budget staff and other stakeholders understand the importance of park rangers and park police officers.

Our absolute goal is to retain Park Police Officers - law enforcement presence in our park system. The Park Ranger program is a cost effective supplement to the public safety program with a supportive community relations' mission. Funding for the Park Rangers was gained by capturing lapse in the Park Fund that accrued from the timing of police hires, turnover and retirements.

As promised, when your schedule permits, a tour and visit with Marye Wells-Harley, Director, Prince George's Parks and Recreation Department, will be arranged so you can experience first-hand the effectiveness of the ranger program in Prince George's County.

Attachment

cc: Faroll Hamer, Acting Director  
William Mooney, Acting Deputy Director  
Linda McMillian, Senior Legislative Aide  
Marye Wells-Harley  
Marlene Michaelson

**Maryland National Capital Park and Planning Commission**  
Montgomery County Department of Park and Planning  
**Park Rangers**

**Park Ranger Purpose:** Under general supervision, performs a variety of park management support work involving some responsibility and complexity. **Patrols and inspects park properties, enforces rules and regulations to ensure compliance, and performs some conservation work as required. Assists with ensuring public safety, including issuing parking citations. Provides assistance in performing and developing day-to-day operations that include participation in the maintenance and development of facilities.**

- **Example of Duties:** Patrols and inspects park properties and facilities to ensure safety of public, natural/historical resources, and park property. Reports unsafe, hazardous, unsanitary, or inappropriate conditions to proper authorities.
- Provide general assistance to park visitors including interpreting park rules and regulations to visitors and encourage compliance. Provide on-site evaluation of wildlife complaints and respond to calls concerning injured wildlife on park property.
- Answers questions concerning nature, conservation issues, wildlife, park regulations. Provide support to the Park Police for special events and festivals.
- Encourage compliance with Commission rules and regulations. Checks and issues special use permits and required licenses for activities within parks. Patrols parks and trails in automobiles, boats, bicycles, or on foot. Locks and secure gates and facilities.
- Cooperates and assists Park Police and other law enforcement agencies and units of local, state and federal governments in crime prevention, search and rescue, natural resources law enforcement, accident prevention, and public safety. Appears in District Court to defend citations issued.
- Assists in the design, development and implementation of special interpretive programs associated with park safety and operations, and natural resources management.
- Supervise youth workers in conservation projects and park management activities.

**Background**

The Park Ranger has existed since the creation of the National Park Service in the early 1900's to support the federal park system. Rangers may serve in a sworn and non-sworn capacity to include lead interpreters, protective services, law enforcement and supervisory rangers. At the Park and Planning Commission, the Prince George's Department of Parks and Recreation introduced non-sworn Park Rangers in 1994 to their 24,000-acre park system. They are assigned to the Natural Resources and Historical Division, to expand visitor programs and to support the public safety function performed by the Park Police. They could have been assigned to the Park Police Division, but since they have other roles separate from enforcement, management chose to integrate them into the system under the leadership of a deputy director who supervises the Natural Resources and Historical and Park Police Divisions in Prince George's County. There are eight (8) rangers and one supervisor. In addition, there are also 88 sworn police officers and 14 command staff serving Parks and Recreation parks and programs.

One of the areas that need significant strengthening in our park systems is community outreach and more face-to-face interaction with the park users. Rangers are more apt to move among the users and have as one of their primary duties customer assistance in addition to the specific programmatic functions they may provide. Attachment "D" provides an illustrative example of several monthly park ranger calendars to indicate program placement and support. Park systems in Anne Arundel County, Arlington County, Calvert County, City of Bowie, Howard County and the State of Maryland also deploy park rangers. The State of Maryland also has sworn police officers and rangers similar to the National Park Service and the Commission.

### **Why Park Rangers**

Montgomery County has over 33,000 acres of parkland spread across 600 miles of county land. The parks and facilities are very diverse in type and purpose and they receive more than 15 million visitors annually. Most parkland is not staffed and is patrolled by an officer assigned to one of seven park police patrol beats. Enterprise facilities are staffed, as are some of the regional and special parks, and some require a significant amount of Park Police attention. Most of the scheduled activities in the parks - classes, special events, leagues and tournaments are provided by the Recreation Department, community and civic groups. However, by far, the largest group of users is individuals and families who often drop in for unscheduled recreational and leisure opportunities.

The Park Ranger's role is to encourage and support successful use of the parks in a "face-to-face" capacity through enhanced park and community relations, patrolling, interpretation of the rules, special events support, solving of day-to-day problems without immediate supervision and, as required, ticketing parking violators. An illustrative list of duties is found on the first page of this memo. Rangers would be assigned to a park circuit or region based on the parks' utilization patterns to assist the public or support special events throughout the park system. Park Rangers may relieve police officers of some of their non-law enforcement duties such as traffic control, parking enforcement and monitoring routine park user activity, but they will not perform the beat patrol or policing function. Rangers are often found on the trails, in regional parks, in facilities and at special events. Some of the successful programs provided by Park Rangers in Prince George's County, supported largely through volunteers, include the Adopt a Trail Program, Bike Safety, Youth Mentoring, and Wild Life Management in addition to their park and facility assignment. There are also many other outstanding programs such as the National Park Service Junior Ranger Service.

The Park Police's primary role is prevention and detection of criminal activity and ensuring public safety. A secondary objective is building positive community outreach and public relations. This mission is accomplished largely through interaction while conducting patrol activities and select community programs. Park Police staffing is designed around problem-oriented policing, geography, calls for service, and analysis of the annual crime statistics. The growth of the park system, officer injuries and unforeseen lengthy absences often impact Park Police deployment and require consideration to effectively meet the community's needs.

Park Police workload is measured to a large extent by the number of events, incidents and crime statistics similar to the county officers. (Attachment "A") While Park Police Officers are



working to change this approach to performance measure and to gain recognition for their community policing services, the latter part of their mission often comes at a price to the public safety function. Calls for service and the time required for Park Police to travel between parks minimize the available time for officers to focus on important, but less critical duties. The Department of Parks and Planning, and the Park Police in particular, would benefit from staff specifically responsible for interacting with park visitors. A park system as large as Montgomery County's needs Park Police and Park Rangers and they are complementary systems that maximize the unique service strengths of the respective units at the most advantageous costs to the taxpayers.

The Park Ranger programs should not be used to diminish Park Police, nor the reverse action. Maintaining our Park Police strength and increasing officers based on calls for service, response times and other public safety performance measures would best serve the Commission.

### **FY07 Operating Budget Implication**

The FY07 Montgomery County Operating Budget will provide for 85 sworn Park Police and 10 command staff, the same complement in FY06, along with necessary civilian support, at a cost of \$10.8 million. Officers are assigned to patrol, administration, special operations, investigations, management and technology and special services duties. Eight Park Rangers are included in this proposed budget at a cost of \$360,000, based on the assumption the positions would not be filled until the second quarter of FY07.

Funding for the Park Rangers was gained by capturing lapse in the Park Fund that accrued from the timing of police hires, turnover and retirements. Currently the Park Police have six vacancies of which four will be filled by May 2006. From recruitment to actual placement in an academy training program, it may take as long as 8 months to fill a police vacancy because candidates must successfully complete an extensive background process. There are also significant differences in qualifications, compensation, promotional programs and retirement policies. The average cost for a police officer fully equipped with vehicle is projected at roughly \$94,000/year. The cost to place a Park Ranger, with vehicular support, in the system is estimated at about \$65,000. Attachment "B" provides an overview of qualifications and compensation matrix for rangers and park police officers.

## Attachments

- A. Summary of Crime Statistics – 2004 MC Park Police
- B. Qualification and Compensation Matrix of Park Rangers and Park Police Officers
- C. Police Ticketing Guidelines (Prince Georges)
- D. Sample of Park Ranger Schedules

## Select documents available upon request:

Adopt Trail Guidelines  
Bike Safety Handbook  
Youth Mentoring – A Park Ranger Experience  
Wild Life Management

# 2004 ANNUAL REPORT

## ATTACHMENT A

PARK POLICE  
STATISTICS

ARRESTS	2003	2004	CHANGE
ADULTS	218	344	126
JUVENILES	80	65	-15
CRIMINAL CITATIONS/DCS	141	159	18
<b>TOTAL ARRESTS</b>	<b>439</b>	<b>568</b>	<b>129</b>

CITATIONS	2003	2004	CHANGE
Civil	1021	1353	332
Parking	1640	1281	-359
Juveniles	119	130	11
State	6482	6339	-143
DNR	60	91	31
Warnings/S.E.R.O.	4141	4134	-7
<b>TOTAL CITATIONS</b>	<b>13,463</b>	<b>13,328</b>	<b>-135</b>

ACCIDENTS	2003	2004	CHANGE
Fatal	1*	0	0
Injury	17	21	4
Property Damage	35	60	25
<b>TOTAL ACCIDENTS</b>	<b>52</b>	<b>81</b>	<b>29</b>

POLICE ACTIVITIES	2003	2004	CHANGE
Self Initiated	60,959	66,414	5455
Total Calls for Service	65,829	71,459	5630
<b>REPORTS WRITTEN</b>	<b>1595</b>	<b>1785</b>	<b>200</b>

\*REPORT TAKEN BY MCP; NOT INCLUDED IN TOTAL

# 2004 ANNUAL REPORT

## 2004 Crime Reports

PART I OFFENSES			
CRIME	2003	2004	CHANGE
MURDER	0	0	0
RAPE	1	1*	0
ROBBERY	3	9	6
ASSAULTS	57	60	3
Gun	2	2	0
Knife	5	3	-2
Other	5	7	2
Simple	45	48	3
BURGLARY	16	18	2
Force	14	16	2
No Force	1	0	-1
Attempts	1	2	1
THEFTS	127	157	30
AUTO THEFTS	5	6	1
<b>PART I TOTALS</b>	<b>209</b>	<b>250</b>	<b>41</b>
PART II OFFENSES			
OFFENSE	2003	2004	CHANGE
DESTRUCTION/VANDALISM	144	203	59
Vandalism	77	90	13
Hate/Violence	4	11	7
Graffiti	63	102	39
WEAPONS	5	5	0
SEX OFFENSES	7	10	3
NARCOTIC DRUG LAWS	67	111	44
DISORDERLY CONDUCT	4	4	0
LITTERING/DUMPING	37	31	-6
OTHER PART II	169	228	59
<b>PART II TOTAL</b>	<b>433</b>	<b>592</b>	<b>159</b>
<b>TOTAL OFFENSES</b>	<b>642</b>	<b>842</b>	<b>200</b>

\*REPORT TAKEN BY MCP; NOT INCLUDED IN TOTAL

Protecting Our Parks  
The Maryland-National Capital Park Police

## Qualifications and Illustrative Compensation matrix comparison

	Park Ranger	Park Police Officer (wages only)
M-NCPPC	Bachelor's degree in Recreation, Park Administration, Park Management, Natural Sciences, Public administration, or related subject Associate degree in related discipline and 2 years of progressively responsive experience in of these areas or; An equivalent of education and experience Valid driver's license Pass Commission's medical examination	Graduation from high school or high school equivalency certificate. Experience: No previous experience in law enforcement is required. Park Police Candidates must be able to successfully pass a medical examination. Be a U.S. citizen and not less than 21 years old as of the first day of employment. Examination: Pass the written Police Officer Candidate examination, oral interview, background investigation and successfully complete the Police Academy training and field training.
M-NCPPC	Park Ranger \$33,719 - \$53,864 Sr. Park Ranger \$38,188 - \$61,000	Police Candidate \$39,487 Police Officer II \$39,487 - \$61,760 Police Officer III \$41,464 - \$64,849 Police Officer IV \$43,535 - \$68,092 Sergeant \$48,002 - \$76,945 Average time between promotions 2 years; Command staff not included
Anne Arundel County	Park Ranger \$35,686 - \$54,734	No Park Police
Arlington County	Park Ranger I \$29,796 - \$49,267 Park Ranger II \$35,902 - \$59,359	No Park Police
Calvert County	Park Ranger \$37,874 - \$56,183	No Park Police
City of Bowie	Park Ranger I \$25,459 - \$40,747 Park Ranger II \$27,617 - \$44,184 Park Ranger III \$29,444 - \$47,909	No Park Police
Howard County	Park Ranger \$29,869 - \$44,283	No Park Police
Maryland State*	Sworn Park Rangers	Ranger Trainee \$34,273 - \$56,059 Park Ranger I \$36,558 - \$59,983 Park Ranger II \$39,013 - \$64,223 Ranger Supervisor \$44,679 - \$73,693
National Park Service	Park Ranger (Interpreter) \$30,731 (GS 06) Park Ranger (Protective) \$24,677 - 32,084 Supervisory Ranger \$62,886 - \$81,747	Park Ranger \$36,066 - \$59,067
Phoenix Parks	Park Ranger I \$29,494 - \$38,147 Park Ranger II \$31,346 - \$46,613 Park Ranger III \$34,549 - \$51,542	NA
East Bay Regional Parks, Calif.	Park Ranger I \$37,856 - 40,476 Park Ranger II \$45,989 - \$50,064 Park Ranger III \$34,549 - \$51,542	NA

### M-NCPPC Park Ranger Ticketing Guidelines

The issuing of parking tickets should be used as a last resort or in the event of a blatant disregard of the law. The Park Rangers overall philosophy has always been to educate park visitors when a violation is taking place and then explaining the reason why such actions are not permitted. With the addition of parking citation we will still approach violation with an effort to educate, and not just simply punish with a ticket and leave the scene. There will be times when you will be unable to contact an individual parking illegally and in those circumstances the guidelines will be:

- (1) Is the violation endangering others or self?
- (2) Is the violation a blatant disregard of rules posted or known laws (i.e. illegally parked in handicap spot, fire lane or creating ones own parking spot while causing damage to Commission property, etc)?
- (3) Has the violator already been given a written or verbal warning?
- (4) Will the citation serve as a deterrent to self and others?

**These guidelines stand alone and therefore if any are in effect a parking citation would be appropriate.**

When issuing a ticket it will be your responsibility for an accurate and complete citation. All information should be legible, and a detailed description of the violation should be included on the back of the pink ticket that remains in

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your ticket book. When you appear in court this description will serve as a reminder of the incident. The citation book has three copies, the first page is for Park Police records, the second pink page is your copy and the last page is for the violator. The ticket books should be locked in your vehicles or secured at your desk at all times. Under no circumstances should your ticket book be left freely out for anyone to touch or read. Your name and identification number will be posted at the top of your ticket book. At the end of each work day you are required to hand-in all written tickets. If I am not available you should give the tickets to Deborah who will secure them in the safe. Over the weekend you will secure the ticket books in the glove box of your vehicle and leave me a note if you wrote any tickets. I need to drop off written tickets to Park Police records office within 24 hours except over the weekend, so it is imperative you turn in written citations daily. When I am on leave the Ranger in charge will be responsible for dropping off written tickets to Park Police Headquarters. I will be the contact person when you need more ticket books or if you have any questions for Park Police. Also, the tickets have a tracking number and you are responsible for each ticket. If you need to void out a ticket mark a line from bottom left hand corner to top right hand corner and note "VOID" across the page. A voided ticket should be completed before you issue the ticket and all three copies of the ticket should remain in your book.

You will receive a six- month schedule for your possible court dates. These dates will be part of your work schedule and should be considered when planning activities or taking leave. Only if someone appeals his or her ticket will

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you need show up at Hyattsville, District Court for a hearing. When testifying in court wear Class A uniform and be clear and precise of incident.

The ability of the Park Ranger to issue parking citations will be a valuable tool in our support of park and facility operations. It is important that we follow the stated guidelines when executing this authority. Never should emotion be a motivation to issue a citation and we should always be professional when interacting with the public. You should also remember your personal safety is the most important factor when issuing a parking ticket. As with all parts of our job you will need to use good judgment when executing this authority. If at anytime you feel unsafe you should contact Park Police for assistance and if necessary leave the scene if you feel the situation is getting out of hand. You should also continue to use the "Warnings" for violation of less serious nature. I have attached a completed ticket and a voided ticket for your information. I appreciate your cooperation and understanding in this effort.



# PARKING VIOLATION NOTICE

HB 59950

MARYLAND NATIONAL CAPITAL PARK POLICE  
(PRINCE GEORGES COUNTY DIVISION)  
6700 RIVERDALE ROAD  
RIVERDALE, MD 20737 PHONE (301) 459-9088

TO THE OWNER/OPERATOR OF THE:

VEHICLE MAKE <u>FORD</u>	VEH. MODEL <u>F250</u>	YEAR <u>1</u>	VEH. COLOR <u>Green</u>
TAG NUMBER <u>ADC 150</u>	STATE <u>MD</u>	TAG EXP. DATE MO. <u>10</u> YR. <u>13</u>	

PARKED IN VIOLATION OF PARK REGULATION(S):		FINE AMT. \$ <u>50.00</u>
<input type="checkbox"/>	28/45A1 - obstruct public driveway	
<input type="checkbox"/>	28/45A2 - obstruct intersection	
<input type="checkbox"/>	28/45A3 - obstruct crosswalk	
<input type="checkbox"/>	28/45A5 - prohibited by sign ( )	
<input type="checkbox"/>	28/45A6 - traveled portion of roadway	
<input type="checkbox"/>	28/45A7 - obstruct hiker/biker path	
<input type="checkbox"/>	28/45A9 - pk. space/lines	
<input type="checkbox"/>	28/45A10 - park closed/after hours	
<input checked="" type="checkbox"/>	28/45A11 - on grass	
<input type="checkbox"/>	28/45A12 - fire lane	
<input type="checkbox"/>	28/45A13 - designated spot	
<input type="checkbox"/>	other <u>4</u> chapt. <u>5</u> sec. <u>A</u> subsec. <u>11</u> charge:	

(SEE INSTRUCTIONS ON BACK COPY)

ON: <u>6/11/03</u> (MM/DD/YY)	AT (TIME): <u>10:15</u> <u>AM</u> PM
LOCATION: <u>Antler Key Park</u>	PARK#RD <u>002 44</u>

I, the undersigned, attest and certify, under penalty of perjury, that the matters herein set forth are to the best of my knowledge, true.

STAR JONES 11/9/20  
OFFICER'S PRINTED NAME/I.D.# I.D. NO.  
Star Jones  
OFFICER'S SIGNATURE

NAME \_\_\_\_\_  
ADDRESS \_\_\_\_\_  
CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP CODE \_\_\_\_\_

RACE	SEX	D.O.B.	LICENSE NO.	STATE
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PLEA	VERDICT	FINE	COSTS	TRIAL DATE
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FINE POSTED	RECEIVED BY
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RECEIPT \_\_\_\_\_

OTHER DISPOSITIONS \_\_\_\_\_

HB 59950

# PARKING VIOLATION NOTICE

HB 59950

MARYLAND NATIONAL CAPITAL PARK POLICE  
(PRINCE GEORGES COUNTY DIVISION)  
6700 RIVERDALE ROAD  
RIVERDALE, MD 20737 PHONE (301) 459-9088

TO THE OWNER/OPERATOR OF THE:

VEHICLE MAKE <u>FORD</u>	VEH. MODEL <u>F250</u>	YEAR <u>1</u>	VEH. COLOR <u>Green</u>
TAG NUMBER <u>ADC 150</u>	STATE <u>MD</u>	TAG EXP. DATE MO. <u>10</u> YR. <u>1991</u>	

PARKED IN VIOLATION OF PARK REGULATION(S):	FINE AMT. \$ <u>50.00</u>
<input type="checkbox"/> 28/45A1 - obstruct public driveway <input type="checkbox"/> 28/45A2 - obstruct intersection <input type="checkbox"/> 28/45A3 - obstruct crosswalk <input type="checkbox"/> 28/45A5 - prohibited by sign <input type="checkbox"/> 28/45A6 - traveled portion of roadway <input type="checkbox"/> 28/45A7 - obstruct hiker/biker path <input type="checkbox"/> 28/45A9 - pk. space/lines <input type="checkbox"/> 28/45A10 - park closed/after hours <input checked="" type="checkbox"/> 28/45A11 - on grass <input type="checkbox"/> 28/45A12 - fire lane <input type="checkbox"/> 28/45A13 - designated spot <input type="checkbox"/> other <u>4</u> chapt <u>5</u> sec <u>A</u> subsec <u>111</u> charge:	
(SEE INSTRUCTIONS ON BACK COPY)	

ON: <u>10/11/03</u> (MM/DD/YY)	AT (TIME): <u>10:15</u> <u>AM</u> PM
LOCATION: <u>Waterloo Park</u>	PARK#IRD <u>082144</u>

I, the undersigned, attest and certify, under penalty of perjury, that the matters herein set forth are to the best of my knowledge, true.

Star Jones  
OFFICER'S PRINTED NAME/I.D.#

111920  
I.D. NO.

Star Jones  
OFFICER'S SIGNATURE

NAME

ADDRESS

CITY STATE ZIP CODE

RACE	SEX	D.O.B.	LICENSE NO.	STATE
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PLEA	VERDICT	FINE	COSTS	TRIAL DATE
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FINE POSTED	RECEIVED BY
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RECEIPT

OTHER DISPOSITIONS

HB 59950

## C6

Name Of Ranger &amp; Id #

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.

Date \_\_\_\_\_

Date \_\_\_\_\_

**PARK RANGER OFFICE  
2005 SCHEDULE  
11/03/05**

Date	Time	Program	Location	Staff
Nov 9 Wed	8:30 am – 5:00 pm	Emergency Preparedness Disaster Response Workshop	University of Maryland	Kyle/Ben/Jill
Nov 11 Fri	4:00 pm – 10:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Sara
Nov 12 Sat	7:30 am – 11:30 am 11:30 am – 3:00 pm 3:00 pm – 10:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Chris Sara Ben
Nov 13 Sun	11:00 am – 5:00 pm 5:00 pm – 8:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Jill/John Jill
Nov 14 Mon	8:00 am – 3:00 pm 3:00 pm – 5:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Jill/John Jill
Nov 14 Mon	10:30 am	WRP Meeting	CAO	Kyle
Nov 14 Mon	1:00 pm	FOL Meeting	WNC	Kyle
Nov 15 Tues	8:30 am – 11:30 am	Command Spanish	WNC	Kyle/Chris/Jill
Nov 15 Tues	9:00 am 10:00 am	NOH Program ( <b>CONTACT BEVERLY RAYNOR 301-925-2840</b> )	Judge S. Woods E.S.	Sara
Nov 15 Tues	1:30 pm	Facility Directors Meeting	MRNRC	Kyle
Nov 15 Tues	3:00 pm – 11:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Sara
Nov 16 Wed	8:00 am – 11:30 am 11:30 am – 3:00 pm 3:00 pm – 9:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Ben/John Jill Sara
Nov 16 Wed	TBA	District Court of Maryland (District Five) <b>(IF NOTIFIED)</b>	TBA	Jill
Nov 17 Thurs	9:00 am – 12:30 pm 12:30 pm – 3:00 pm 3:00 pm – 9:30 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	John Kyle Sara
Nov 17 Thurs	11:00 am – 12:00 pm	NOH Program ( <b>SAFETY CONFERENCE</b> )	University of Maryland	Chris
Nov 17 Thurs	1:30 pm	Central Area Staffing Meeting	WNC	Kyle
Nov 17 Thurs	TBA	District Court of Maryland (District Five) <b>(IF NOTIFIED)</b>	TBA	Ben
Nov 18 Fri	8:30 am – 11:30 am	Career Day	Mellwood E.S.	Chris

**PARK RANGER OFFICE**  
**2005 SCHEDULE**  
**11/03/05**

<b>Date</b>	<b>Time</b>	<b>Program</b>	<b>Location</b>	<b>Staff</b>
Nov 18 Fri	8:30 am – 12:00 pm	Career Day (CONTACT KAREN BALMA 301-499-7098)	North Forestville E.S.	Sara
Nov 18 Fri	3:00 pm – 7:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Sara
Nov 19 Sat	7:00 am – 12:00 pm	Firearms Scout Day	Billingsley	Chris
Nov 19 Sat	8:00 am – 1:00 pm 1:00 pm – 7:00 pm	Prince George's Sports and Learning Complex Monitoring	SPLEX	Ben Sara
Nov 21 Mon		Yearly Performance Evaluation – Jill	PRO	Kyle
Nov 21 Mon	TBA	FOL Grand Opening	WRP	Kyle/Jill/John
Nov 22 Tues	9:00 am	NOH Program (CONTACT YOLANDA NELSON 301-702-3852)	J. Frank Dent E.S.	Jill
Nov 23 Wed	1 Day	Annual Leave		Jill
Nov 24 Thurs	1 Day	Annual Leave	Annual Leave	Kyle
Nov 25 Fri	2:00 pm – 10:30 pm	Festival of Lights	WRP	Ben
Nov 26 Sat	5:30 am – 1:00 pm	Shotgun Hunt	Billingsley	Chris
Nov 26 Sat	2:00 pm – 10:30 pm	Festival of Lights	WRP	Ben
Nov 26 Sat	1 Day	Annual Leave		Sara
Nov 27 Sun	2:00 pm – 10:30 pm	Festival of Lights	WRP	John
Nov 28 Mon	2 Day	Flex for November 27th and 28th		Jill
Nov 28 Mon	2:00 pm – 10:30 pm	Festival of Lights	WRP	Kyle
Nov 29 Tues	2:00 pm – 10:30 pm	Festival of Lights	WRP	Sara
Nov 29 – 30 Tues – Wed	9:00 am – 4:00 pm	Successful Public Speaking	TBA	Chris/Jill
Nov 30 Wed	1:00 pm – Dusk	Shotgun Hunt	Billingsley	Sara
Nov 30 Wed	TBA	District Court of Maryland (District Five) (IF NOTIFIED)	TBA	Kyle
Nov 30 Wed		Check Fire Extinguisher	PRO	Sara
Nov 30 Wed	2:00 pm – 10:30 pm	Festival of Lights	WRP	Jill
Dec 1 Thurs	TBA	District Court of Maryland (District Five) (IF NOTIFIED)	TBA	Sara
Dec 1 Thurs	2:00 pm – 10:30 pm	Festival of Lights	WRP	Kyle

**OFFICE OF LEGISLATIVE OVERSIGHT REPORT 2006-5:**  
**A BASE BUDGET REVIEW OF THE MONTGOMERY COUNTY PARK POLICE**  
**SUMMARY OF FINDINGS AND RECOMMENDATIONS**

**THE ASSIGNMENT**

This report is a base budget review of the Montgomery County Park Police. A primary focus of the assignment was to analyze Park Police patrol staffing. The Office of Legislative Oversight's methodology included informational interviews, comparative research, and detailed review/analysis of budget documents, staffing logs, crime reports, computer-aided dispatch system reports, and other records.

This base budget review is part of a broader initiative of the Montgomery County Council to explore ways of enhancing the Council's annual budget decision-making. The Council is interested in fiscal and program information and analysis, which extend beyond review of the marginal budget changes that occur from one year to the next.

**OVERVIEW OF THE MONTGOMERY COUNTY PARK POLICE**

The Montgomery County Park Police is a division of the Department of Parks, housed within the Montgomery County portion of the Maryland-National Capital Park and Planning Commission (M-NCPPC). The Police Chief reports to the Parks Director, who in turn reports directly to the Montgomery County Planning Board.

In FY06, the Council appropriated \$9.6 million for the Montgomery County Park Police; personnel costs account for 92% of the approved budget. The FY06 budget funds positions for 95 sworn officer and 21 civilians.

The Park Police have primary law enforcement jurisdiction on property owned by M-NCPPC. The work of Park Police patrol officers is structured around preventing crime. Patrol officers routinely check parks to identify and intervene on public safety issues, e.g., criminal activity, suspected criminal activity, violations of park regulations, potentially dangerous activity, and unsafe park conditions. Patrol officers decide how often to visit specific parks and related facilities based on their knowledge of the park system, information from other officers, data from the Park Police crime analyst, and input from the community.

**PATTERNS OF CRIME ON PARK PROPERTY**

Park Police crime statistics evidence that few serious crimes occur on park property. Data on the number and types of crimes indicate that Montgomery County residents are able to enjoy the many amenities of our large and diverse park system without encountering much illegal activity.

The Park Police filed 828 reports of crime during 2005, of which 633 or 76% were classified as Part II offenses, such as non-aggravated assaults, vandalism, weapons possession, disorderly conduct, and possession of stolen property. The other 195 reports of crime during 2005 were classified as Part I offenses (more serious violent and property crimes); however, it is noteworthy that 159 or 82% of these Part I offenses were thefts.

The number of crimes reported by the Park Police varies by season, geography, day of the week, and time of the day. The number of crimes reported on park property is highest during the summer months when park use is heaviest, and relatively higher in the more densely populated areas of the County, e.g., Long Branch, Silver Spring, and Wheaton. The Park Police reported more crimes on Monday than on any other day of the week, a pattern which likely reflects acts of vandalism that occurred over a weekend being reported by park users and maintenance staff at the beginning of the work week.

Last year, Park Police patrol officers made arrests at 149 incidents. The number of arrest incidents varies by day of the week and time of day. The largest number of arrests by Park Police occurred on Saturdays when parks are most heavily used, and on Wednesdays when Park Police shifts overlap. Relatively more arrests occurred between 6:00 pm and 2:00 am; the smallest number of arrests occurred between 2:00 am to 8:00 am.

## **BUDGETING**

The Department of Parks does not have a cost accounting system that reports expenses paid by one division for the direct benefit of another division. As a result, the actual cost of operating the Park Police is greater than the \$9.6 million indicated in the Park Police section of the approved budget. For example, the Central Maintenance Division pays the cost of the maintenance and fuel for Park Police vehicles; and the cost of replacement vehicles is charged to a general Internal Service Fund. Other operating expenses, such as telephone charges and building maintenance, are charged to other sections in the Department, with no chargeback allocated to the Park Police budget.

## **COORDINATION WITH THE EMERGENCY COMMUNICATIONS CENTER**

The County's Emergency Communications Center (ECC) receives all 911 calls. A 1998 memorandum of understanding between the County Police and the Park Police requires the County ECC call takers to refer calls for assistance on park property to the Park Police.

While conducting this study, OLO learned that an indeterminate number of calls for assistance on park property are not referred to the Park Police because: (1) the County's computer-aided dispatch (CAD) system does not label all M-NCPPC sites as park property; and (2) there are times when an ECC dispatcher sends a County Police officer to an incident marked as occurring on park property instead of referring the call to the Park Police.

There is no evidence of any delays in emergency responses provided to incidents occurring on park property. However, the gaps in CAD labeling and ECC dispatch make it currently impossible to calculate the total requests for police service that emanate from park property.

## **MUTUAL AID AGREEMENT**

State law authorizes the Park Police and County Police to enter into a mutual aid agreement to define the Park Police's jurisdiction outside of park property and clarify the roles of each police department in areas of concurrent jurisdiction. As of this writing, representatives of the M-NCPPC and County Government are in the process of finalizing a mutual aid agreement. In the absence of a signed mutual aid agreement, the authority of the Park Police to take enforcement action outside of park property remains subject to interpretation. For example, last year, a judge dismissed a number of DUI charges filed by Park Police officers based on the lack of clarity about the officers' jurisdiction outside of park property.

## **PARK RANGER PROPOSAL**

The Planning Board's FY07 budget includes a proposal to create a Park Ranger program as a unit within the Park Police. The Board proposes funding the Park Ranger program by increasing Park Police lapse. The proposal describes the Park Rangers' primary responsibilities to include: providing information to park users; inspecting parks and reporting unsafe conditions; educating park users about park regulations; enforcing parking violations; resolving facility permit disputes; managing traffic at special events, and conducting nature education and conservation programs.

There are Park Ranger programs in nearby jurisdictions that are funded and supervised in the Parks Department. Common practices in other places include assigning Park Rangers to perform non-public safety functions, and changing the number of Park Rangers and assignments by season.

## ACTUAL PATROL COVERAGE

The Park Police divide the County into seven geographical beats. To achieve 24/7 coverage of seven beats, the Park Police need seven officers on patrol per shift. Staffing records from 2005 show that, on average, there were only 5.1 officers on patrol during each shift. The Park Police deployed seven or more officers during 17% of all shifts. On average, patrol officers spend 69% of their shift hours on patrol, with the balance of their time spent on leave, in training, or occupied with other non-patrol functions. This percent is somewhat higher when the shift supervisor also performs patrol duties.

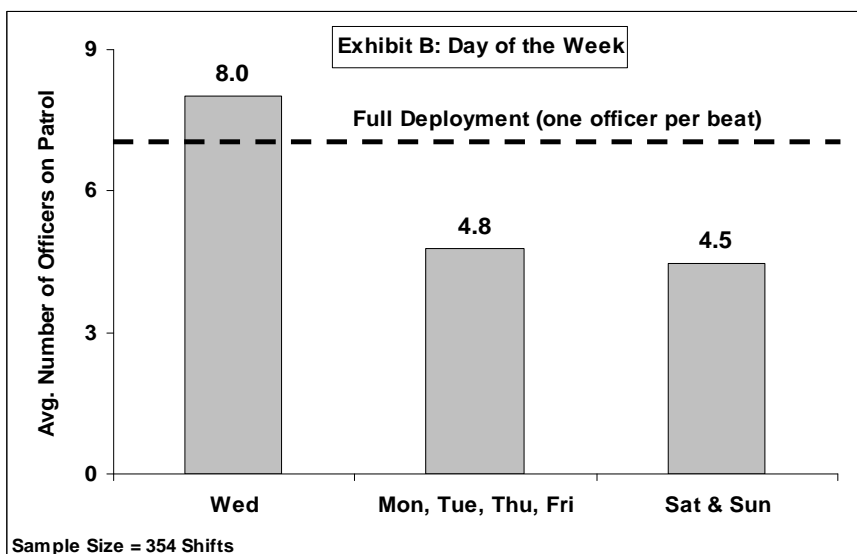
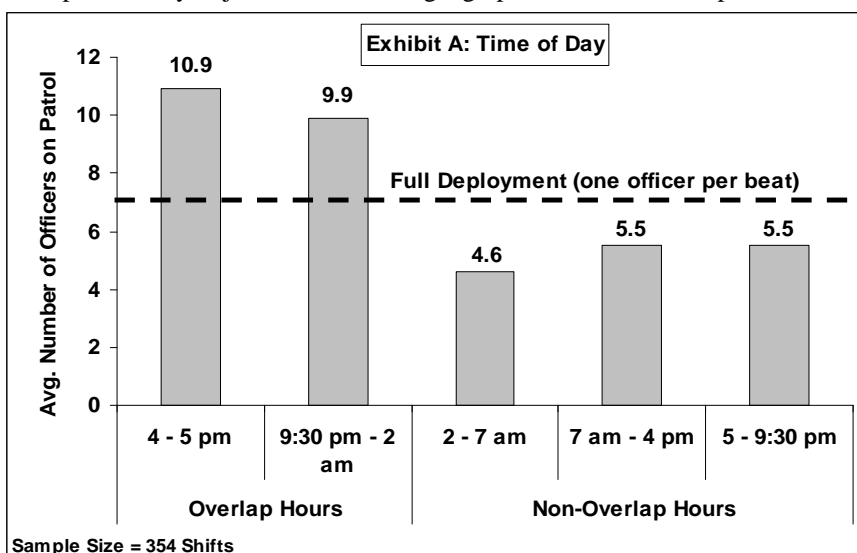
## PATROL SECTION STAFFING

The Park Police have adjusted their deployment strategy to account for variations in crime by geography and time of day. The beat boundaries, as drawn and periodically adjusted, reflect the geographic variations in reported crime. For example, in 2003, the Park Police assigned more patrol officers to the Long Branch/Silver Spring area, where reported crimes are more highly concentrated.

The Park Police currently schedule two overlap time periods every 24 hours. (Exhibit A) One of these (9:30pm-2:00am) corresponds to the time of day when the largest number of arrest incidents occurs.

Park use and reported crimes on park property also vary by day of the week and season. As might be expected, there are more park users and more crime reported on weekends and during warmer weather months.

The Park Police have not adjusted their patrol officer deployment to reflect these variations. In fact, during 2005, there were relatively more officers on patrol on Wednesdays, and relatively fewer on weekends. (Exhibit B) With respect to seasonality, Park Police shift staffing levels remain essentially constant each month, with a similar number of officers on patrol per shift throughout the year.





## OPPORTUNITIES TO INCREASE PATROL OFFICER AVAILABILITY

A gap exists between the number of Park Police patrol officers needed for 24/7 beat coverage and the number of Patrol Section officers currently available. OLO identified potential options for using existing resources to increase the number of officers on patrol duty during peak period of park use. Exhibit C lists possible actions to increase the amount of time officers spend on patrol or to expand the number of officers available to serve on patrol. The actions focus on modifying current patrol shift schedules and the reassignment of officers from non-patrol sections.

### Exhibit C: Patrol Deployment Options

Temporarily or permanently assign officers from other sections to the Patrol Section.	Expand recruitment efforts to fill funded positions.
Hire civilians to perform certain non-patrol functions, and assign the officers currently in these positions to the Patrol Section.	Review all special detail assignments and assess which are higher priorities than keeping an officer on patrol.
When a Patrol Section officer is placed on light duty, temporarily switch his/her position with an officer who performs non-patrol duties.	Consider reducing patrol coverage during early morning hours to enhance officer availability during peak hours.
Require shift supervisors to perform more routine patrol duties concurrent with their supervisory responsibilities.	Make Saturday instead of Wednesday the permanent shift overlap day.
When a Patrol Section shift supervisor is unavailable, assign a platoon lieutenant or sergeant from a non-patrol section to serve as a substitute.	Adjust shift schedules to rotate overlap days from week to week.
	Create a new squad to work weekends during the summer and weekdays in the winter.
	Adjust special detail, training, and leave schedules to maximize patrol coverage during peak park use periods.

## OFFICE OF LEGISLATIVE OVERSIGHT RECOMMENDATIONS

### OLO recommends the Council ask the Planning Board to:

1. Review the options listed in Exhibit C, and develop by September 15, 2006 a new Park Police staffing plan that uses existing resources to meet the following two core staffing objectives:
  - Maximize the number of shifts with at least one officer on patrol in each beat.
  - Maximize the total number of officers on patrol during peak periods of park use.
2. Work with County Government officials to expeditiously: (1) complete a mutual aid agreement; and (2) address data entry and training issues to assure that the ECC more consistently notifies the Park Police of all 911 requests for service on park property.
3. Develop a Park Police directive that defines procedures for conducting park checks.
4. Implement a program budgeting system that allows for more complete cost accounting of individual programs and other activities in the Department of Parks and Department of Planning, to include the Park Police.

### OLO recommends that the Council:

5. Consider the merits and funding for the Planning Board's FY 07 Park Ranger Proposal within the context of all park operations, including but not limited to the Park Police. If the Council decides to fund the Park Ranger program, OLO recommends an incremental approach to introducing the program, with funding contingent on development of a detailed multi-year work plan. Issues for the work plan to address include Park Rangers' deployment, authority, and specific activities; and strategies for coordinating Park Rangers with other Parks Department staff.

