

GRAND RAPIDS POLICE DEPARTMENT

A Strategic Review of the Department's Staffing

FINAL REPORT

April 5, 2019

GRAND RAPIDS
POLICE

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April 5, 2019

Chief David Kiddle
Grand Rapids Police Department
1 Monroe Center
Grand Rapids, Michigan 49503

Dear Chief Kiddle:

We are pleased to submit our assessment on the staffing of the Grand Rapids Police Department (GRPD). The commitment and professionalism of the GRPD personnel was evident during this assessment. We thank you and your team for your engagement during this process and appreciate the insight, time and experience that you shared with us. It is evident that your officers work hard to serve the residents of Grand Rapids.

The GRPD is at an important juncture as your City continues its search for a new Chief. The budget and staffing decisions of the past continue to impact the department's ongoing success, particularly as it seeks to address succession planning and effective allocation of resources. Our analysis has found that while sworn staffing is sufficient to meet current demand, limited administrative support and the absence of usable data to direct resource allocation contributes to the pressures felt by officers and managers within the GRPD. Our observations and analysis identify that providing more support through increased administrative staffing will allow officers to engage in the proactive policing activities.

We believe that our analysis, discussions and recommendations will provide an opportunity for the continued growth and excellence of the Department going forward and establishes a foundation for the new Chief, when selected.

Sincerely,
HILLARD HEINTZE LLC

A handwritten signature in black ink that reads "Arnette Heintze". The signature is written in a cursive, flowing style.

Arnette F. Heintze
Chief Executive Officer



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Executive Summary

The Grand Rapids Police Department (GRPD) is comprised of individuals who seek to deliver a professional police service to the residents of Grand Rapids. GRPD management strongly advocates for a full-service police department predicated on community policing principles. The GRPD officers have an overall strong community ethos and seek to serve the residents of Grand Rapids in a full and appropriate manner.

We have seen a national increased pressure on policing, as communities demand an increasing variety of services provided by law enforcement. These pressures, particularly in delivering a full-service police response, have been felt by the officers and management of the GRPD. The level of interaction between GRPD officers and the community has been affected by demand for services, and both community members and officers indicated that the time officers take to engage with the community has grown increasingly limited.

Our review, which includes a staffing assessment based on the data provided by the GRPD, finds that the GRPD should be able to manage the demand for daily patrol services with its existing staffing. That said, we identified several areas for potential improvement. The Detective Unit is sufficiently staffed; however, decreasing administrative burdens with civilian staff would greatly reduce workloads. Our observations identified inefficiencies within the organization, both as a matter of strategy and resource allocation, that contribute to pressure points in the delivery of police services to Grand Rapids residents. Finally, data is not routinely validated and used to inform management decisions, and getting some basic data was a challenge, while other data were not available. A more robust approach to data management will help the GRPD develop efficiencies and knowledge about how to best manage and allocate resources.

Police staffing levels are a blend of science and organizational strategy. The GRPD is response-focused and addresses demand as it comes in, generally through calls for service and police reports. Scientifically validated research can identify the basic staffing levels needed to meet identified demand. At a base level, police departments require sufficient staffing levels to ensure coverage for public safety response and emergency operations. Such planning can be challenging for a city like Grand Rapids, where most calls for service are not emergencies, but rather are service oriented. As such, these non-emergency calls for service drive resource utilization rather than strategic deployment.

Optimal staffing levels are based on organizational strategy – how a department wants to police – with input from government and community. Optimizing unallocated patrol time is inextricably linked to effective staffing strategies that allow the department to effectively meet established operational goals using available resources. Our staffing analysis identified that for patrol, the existing resources are sufficient to address the calls for service and still have time to address other priorities as identified by management. For other units, including the Detective Unit, policy decisions have contributed to the ineffective use of resources, and bringing in more administrative support will free up officers' time for other assignments. Across the GRPD, officers are not tasked in alignment with a strategic vision, which



results in inefficient use as officers are tasked based on demand inflows, rather than a guided strategic vision that outlines how and when resources are allocated.

Further exacerbating the staffing pressures felt by the GRPD is the fact that the organization has minimal administrative support. In any large data-driven organization, the need for administrative support is a given. The operational side of the house is staffed with two, full-time civilian staff, including the administrative aide to the Chief and a community organizer. The Department had 297 sworn personnel and 27 full-time civilian personnel who support the operations of the Department.¹ It also employs 30 part-time interns, who are local college students and may apply to become a GRPD officer. They support the Department either at the walk-in desk or in a few other positions.

Law enforcement agencies average 23 percent civilian staff out of their overall staff positions.² The GRPD is at an average of nine percent, excluding the interns. As a result, in the GRPD, many administrative duties, those which do not require sworn powers, are frequently performed by sworn officers, including the downloading of data, citation review, reporting and record filing in units. Time spent on administrative tasks contributes to the pressures felt by officers and the Department.

The Department and its community were vocal in their belief that more officers are needed in Grand Rapids. Our analysis has demonstrated that staffing is sufficient. By way of support, calls for service have remained fairly consistent for the last 10 years and reported crime has in fact decreased by 25 percent in that same time frame.³ However, we note that the types of service demands have shifted, as well as expectations for service delivery. Internally, the use of technology and the need for data to inform decisions has changed how services are delivered. The GRPD would be well supported in analyzing its determination of what are the skills requirements for each of its positions, specifically whether they require sworn powers, and establishing a staffing plan to meet the skills requirements.

The GRPD has an opportunity to increase civilian support and release officers to perform duties that require sworn powers. In that the City of Grand Rapids is currently searching for a new Chief of Police, this report will help guide the new Chief's decisions on how to best allocate resources and engage in a strategic vision predicated on the optimal use of sworn resources and appropriate administrative staffing. Setting an organizational vision and strategy, coupled with specific roles and tasks for personnel, will help the Department maintain an excellent police service and allow officers to better address the issues that require sworn powers with appropriate support and time.

¹ The GRPD employs 105 civilians overall, but 48 are assigned to the Communications Unit, which was not part of this assessment. These civilians are not consistently counted in staffing numbers for law enforcement operations.

² <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/topic-pages/tables/table-75>

³ <https://crime-data-explorer.fr.cloud.gov/explorer/agency/MI4143600/crime/2007/2017>



01 Introduction

STRATEGIC CONTEXT: THE GRAND RAPIDS POLICE DEPARTMENT TODAY

The GRPD has pride in its delivery of public service. To this end, it has undergone several reviews and assessments based on a variety of factors. The culmination of these have led to its policing today. Regarding this report, the GRPD sought a staffing study to determine its staffing requirements and how it can continue to deliver excellence in service into the future.

The City of Grand Rapids has seen a slight growth in population within the last decade, but the demand for police services has remained fairly consistent. Notably, most calls are not for emergency police services, such as immediate physical danger, but rather are service oriented. Seventy percent of calls for service in 2018 were categorized as "low priority." For example, the most common calls for service included 4,982 for property damage-only traffic crashes and 4,050 calls for burglar alarms, most of which are false. On average, officers spend almost an hour on scene resolving calls for service, so a significant amount of patrol time is spent addressing non-emergency calls. This evolving demand for a variety of services from law enforcement is a trend that we see nationally, and many communities continue to struggle with identifying what, when and how they want police services delivered. This is of concern for many municipalities as police budgets are often the largest component of municipal expenditures.

The GRPD is in a time of change, as it is currently engaged in a search for a new Chief. One of the key functions of a Chief is to set the goals, vision and strategy that provide the foundation and framework for the services delivered. A definitive link exists between strategy and staffing, as both require knowledge of how and where resources are required to fulfill organizational goals and thoroughly develop an appropriate and responsive staffing plan.

Our analysis examined the service demand that the Department currently faces and whether existing resources are effectively used. However, a staffing plan should be part of an overall deployment strategy in conjunction with a fully developed vision and operational plan to deliver policing services as effective staffing determinations are based not just on calls for service, but other factors as well. We believe that this assessment will help inform the new Chief in establishing the future roadmap for the delivery of policing services in Grand Rapids.

ASSIGNMENT: WHAT YOU ASKED US TO DO

Hillard Heintze was contracted to review and assess the following.

- 1 Current operational, administrative and investigative components to ensure alignment, efficiency and effectiveness.
- 2 Current civilian staffing assignments, including classifications for appropriate personnel allocation, excluding dispatch assignments.



- 3 Current patrol assignments for appropriate staffing levels as based on relevant computer-aided dispatch (CAD) data and other organizational priorities.
- 4 Current policies and practices regarding employee stress, fatigue, overtime and succession planning.

METHODOLOGY AND APPROACH: A HIGHLY INTEGRATED PROCESS

Six Key Principles

Emerging from our experiences as leaders in a variety of law enforcement-related fields, the Hillard Heintze methodology is based on the following six strategic principles.

- 1 Independent and objective analysis
- 2 Solicitation of multiple perspectives and viewpoints
- 3 An acute focus on collaboration and partnership
- 4 An information-driven, decision-making mindset
- 5 A structured and highly disciplined engagement approach
- 6 Clear and open lines of communication

An Intensive Approach

During this engagement, the Hillard Heintze assessment team performed the following tasks.

- Conducted two site visits in which an array of sworn officers, civilian staff and community members were interviewed, observed and assessed.
- Interviewed numerous parties, including elected officials, community members and members of the GRPD, which provided insight and detail to round out the staffing study.
- Surveyed GRPD personnel regarding their opinions on their role and the GRPD.
- Requested, reviewed and analyzed numerous documents and data.
- Reviewed standard and best practice in law enforcement in support of the findings and observations provided by the Hillard Heintze team.

THE HILLARD HEINTZE ASSESSMENT TEAM

Hillard Heintze is one of this nation's foremost privately held strategic advisory firms specializing in independent ethics, integrity and oversight services – with a special focus on federal, state and local law enforcement agencies, including police departments, sheriff's departments and internal affairs bureaus. We provide strategic thought leadership, trusted counsel and implementation services that help leading organizations target and achieve strategic and transformational levels of excellence in law enforcement, security and investigations. Many of our team members have been responsible for leading the significant transformation of many major city police departments and law enforcement agencies.

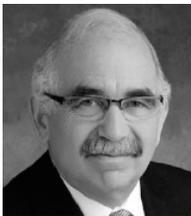


Debra Kirby, Esq., Chief Legal Officer



Debra Kirby has been a lifelong champion for change and improved policing practices in the U.S. and in Ireland. She served as Deputy Chief Inspector of the Garda Síochana Inspectorate, an agency tasked with making policy and practice recommendations for An Garda Síochana, the national police force of Ireland. At the time of her retirement, she was the highest-ranking woman in the Chicago Police Department, having developed expertise in labor management; officer-involved shooting investigations and policies; criminal investigations; large-scale demonstrations and emergency preparedness; and internal affairs and accountability. Kirby was a change agent in critical organizational change programs including district reduction; independent civilian police review of officer use of force; and protocols and policies around issues such as prisoner treatment, stop and frisk and officer-involved shootings. She currently serves as the Project Director for Hillard Heintze's collaborative reform efforts in addition to leading other law enforcement consulting engagements. Kirby holds a master's degree in homeland security from the Naval Postgraduate School and a J.D. from the John Marshall Law School.

Dr. Alexander Weiss, Lead Researcher



Dr. Alexander Weiss (Ph.D., Northwestern University) has over 30 years' experience as a public safety practitioner, researcher, trainer, and consultant. For nine years he was director of the Northwestern University Center for Public Safety and Professor of Management and Strategy at the J.L. Kellogg Graduate School of Management at Northwestern. He currently is adjunct professor of criminal justice at Michigan State University.

Prior to his appointment at Northwestern, Alex was a member of the faculty of the department of criminal justice at Indiana University, Bloomington. During that time, he also served as a senior advisor to the Indianapolis Police Department. Dr. Weiss has 12 years of experience with law enforcement agencies in Colorado. During his tenure with the Colorado Springs Police Department, he served as a field supervisor and directed the then newly created operations analysis unit.

Dr. Weiss is the co-author (with Dr. Jeremy Wilson) of **A Performance-Based Approach to Police Staffing and Allocation**, published by the COPS Office, U.S. Department of Justice.

Dr. Weiss has conducted staffing analyses for a number of small, medium and large communities including the following.

- Indianapolis Police
- Peoria, Illinois Police
- Cook County, Illinois Sheriff's Police
- Delaware, Ohio Police
- Rockford, Illinois Police
- Holland, Michigan Police
- Chicago, Illinois Police
- Traverse City, Michigan Police
- Lansing, Michigan Police
- Buffalo Grove, Illinois Police
- Chicago Metra Railroad Police
- New Orleans, Louisiana Police
- Louisville Metro Police
- Seattle Police
- Denver Sheriff
- Albuquerque Police
- Dona Ana County, New Mexico Sheriff
- Joliet, Illinois Police



- University of Notre Dame Police
- Evanston, Illinois Police
- Schaumburg, Illinois Police
- National Park Service
- U.S. Park Police
- Puerto Rico Police Bureau

Weiss earned a Doctorate in Political Science from Northwestern University in 1992, a Master of Public Administration from the University of Colorado in 1984 and a Bachelor of Arts from Colorado Technical College in 1978.

Wes Stought, Associate Director, Security Risk Management



Law enforcement official and public safety expert Wesley "Wes" Stought brings more than two decades of strategic leadership, security and project management and experience to Hillard Heintze in his role as Associate Director of Security Risk Management.

Before joining Hillard Heintze, Wes served in the Ohio State Highway Patrol for more than 20 years. In this role, he rose in the ranks to sergeant, serving as an assistance post commander at three different post assignments before transferring to the training academy. Wes served as an instructor and a course director in multiple training disciplines, training several hundred officers from agencies across Ohio and neighboring states.

While assigned to the training academy, Wes began his work in the Drug Recognition Program, where he developed relationships with federal, state, county and local law enforcement throughout the State of Ohio and the country. He also instituted technology solutions to increase the effectiveness of the program in reporting and communication. He initiated, planned and designed drug recognition training for hundreds of municipal and county law enforcement departments, one of the leading such programs in the nation.



02 Key Findings

Key Finding #1: Patrol staffing supports current demand.

Our analysis suggests that an adequate number of officers are assigned to the Patrol Division to respond to calls for service and perform a wide range of other activities, including proactive activity and community engagement.

Key Finding #2: The work schedule contributes to staffing challenges and perceptions regarding sufficiency of staffing, particularly in the Detective Unit.

The Patrol Division work schedule is efficient, but the work schedule for some support units, particularly Investigations, is both inefficient and unproductive. For example, because the Detective Unit is off on the weekend, Mondays present a heavy workload as the weekends are normally busy and two days' worth of reports and arrests await the detectives on Monday morning.

Key Finding #3: Policy improvements and improved administrative resourcing would lessen staffing pressures within the Detectives Unit and Patrol.

Officers are tasked without consideration of the overall impact on resources and the prioritization of services. Officers are assigned to most calls for service, regardless of whether sworn powers are required, and they complete a report for every assignment regardless of investigative need. Approximately only one-third of the reports generated are subsequently reviewed in support of any police action.

Detectives perform a supervisory function in reviewing and correcting preliminary reports generated by patrol officers instead of this task being done by a supervisor. Detectives and officers in the Traffic Unit perform clerical functions in the review and processing of citations, which consume a significant amount of time that could be better focused elsewhere.

Key Finding #4: Effective use of the CAD system with records management system (RMS) integration would eliminate redundancies and decrease administrative time spent by officers.

The CAD is not fully used to ensure consistent and accurate data tracking for calls for service and response by the patrol units. Documentation of calls for service like public assistance and low priority calls can be captured through the CAD system more efficiently than by using the RMS. In addition, officer status and daily activity is currently captured with the Duty Log that requires manual entry by officers and often contains duplicate information that could be automatically captured in the CAD.



Key Finding #5: Improving case management practices would ensure better use of investigative personnel.

An effective review process – solidified in policy for the Investigations Unit – that identifies and assigns cases for follow-up investigations based on established solvability factors will allow the Department to be more efficient in its mission of solving crime. It would also enable it to promote transparency in crime solving both internally and externally.

Key Finding #6: Hiring additional civilian staff would free up officers' time for assignments that require sworn powers of enforcement and arrest.

The GRPD has limited civilian staff, which results in officers becoming engaged in a variety of tasks that do not require sworn powers. For example, Operations and the Detective Unit only have one civilian full-time staffer. Interns provide some administrative support, but the limited use of civilian staff means that all work is conducted by sworn officers, from filing reports to carrying evidence and paperwork to the court. Providing civilian staff support in the Records Unit, Detective Unit and Crime Analysis would increase the number of officers available for response needs. Conducting a review of officers in positions that do not require sworn powers, such as digital analysis and property services, and staffing those positions with civilians would release more officers to perform police work.

Key Finding #7: We commend the strong officer morale evident within the GRPD.

Both our personal experiences with staff and survey results indicated that GRPD officers are committed to the Department and their community. While some fatigue was mentioned by survey respondents and others commented on a previous lack of support from City and Department officials, we noted a strong morale overall.

Key Finding #8: Alternative response strategies and technological resources would help the GRPD more effectively manage the demand for police services.

The Department spends a great deal of time and resources on calls that could be handled by others including parking enforcement, false alarms and minor traffic crashes. In part, the lack of civilian staff to provide support services and to help analyze the data and provide intelligence contributes to inefficiencies. In addition, the GRPD should explore the use of web-based reporting for minor crimes and other public reporting.

Key Finding #9: The GRPD needs to establish a focused, data-driven policing strategy.

Strategy drives effective resource allocation. The GRPD has a solid foundation of technology and software capturing a large amount of statistical data. However, much of the data collected is not analyzed in a cohesive manner or used to its full potential. Data-led tasking will ensure the optimal use of police resources. Moreover, providing data analysis to all levels of the Department promotes and develops awareness, engagement and responsibility and can assist in identifying operational and administrative issues to allow for a more effective policing plan and strategy.



03 Overview of the Grand Rapids Police Department

MISSION AND STRATEGY

The Grand Rapids Police Department (GRPD) is the second largest municipal police department in the State of Michigan, behind Detroit. It is headed by a Chief and employs 297 officers and 105 civilians⁴ as of December 31, 2018. The GRPD's mission statement is, "To provide professional, progressive, and responsive police services, in collaboration with the community, to ensure a safer Grand Rapids."

A primary focus of the GRPD is community service, and it further identifies that it is "Responsive – We will listen to the community's wants and needs and not restrict our thinking to traditional paradigms. The concerns of our community will help shape the priorities of our agency." In recent years, the department has created a structure intended to better support community policing. The department is broken down into five sectors – North, South, West, East and Central – to which Community Policing Specialists (CPS) are assigned to establish an ongoing and direct link with the community. The GRPD is accredited through the law enforcement accreditation committee, CALEA, which is evident of a desire to continuously improve and maintain standards.

ORGANIZATION AND COMMAND

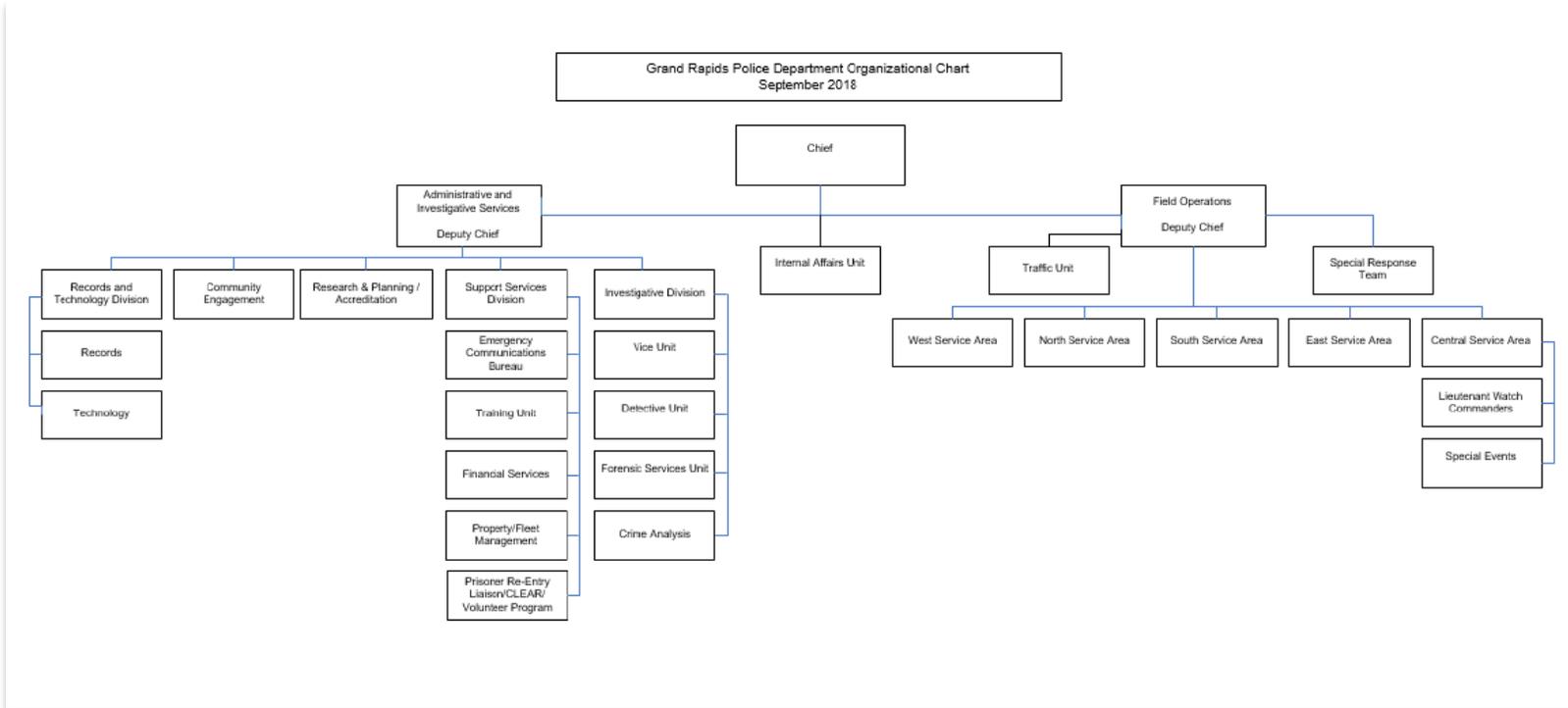
The GRPD has a fairly traditional law enforcement structure and approach to organization and command. The Chief reports to the City Manager and has an overall command of the organization. The Chief is responsible for the command and strategic vision of the Department. He has three direct reports, the Bureau of Field Operations (Operations), the Bureau of Administrative and Investigative Services (Administrative) and Internal Affairs. Also reporting to the Chief is an administrative assistant, whose tasking is shared with the Deputy Chiefs. The GRPD's two bureaus are headed by a Deputy Chief. Operations accounts for 193 personnel within the organization, and Administrative accounts for 167, inclusive of Communications Unit.⁵ See the following page for the Department's **Organizational Chart**.

⁴ This assessment does not include Communications, which is entirely civilian staffed.

⁵ Throughout our report, we identify and use the number of positions in place at the time of the analysis, unless otherwise identified.



GRAND RAPIDS POLICE DEPARTMENT
A Strategic Review of the Department's Staffing





The GRPD has eight captains, 13 lieutenants and 36 sergeants; these are the current and future leaders of the organization. Overall, the GRPD relies heavily on captains and sergeants, with limited roles for the lieutenants. Under a basic supervision ratio, the supervisory span of control in Operations is as follows.

- 1 captain to 1.6 lieutenants
- 1 captain to 4.6 sergeants⁶
- 1 lieutenant to 2.8 sergeants
- 1 sergeant to 7 officers

Captains supervise sectors and sergeants directly. Six of the lieutenants do not report through a chain of command but rather operate as watch commanders, the lead supervisor for the patrol shift and direct operations from within headquarters. These lieutenants are not embedded in the sector structure, but captains, sergeants and CPS officers are within the service area chain of command in Patrol.

FIELD OPERATIONS

Operations is commanded by a Deputy Chief. The Operations Deputy Chief is responsible for management and oversight of field operations. The direct reports include the five Patrol service areas, Traffic, CPS and the Special Response Team (SRT). Managing direct reports accounts for the majority of the day-to-day tasks of the Operations Deputy Chief. In all, the five captains out of the eight directly report to the Operations Deputy Chief. One sergeant commands the Traffic Unit, who also reports directly to the Operations Deputy Chief. In all, this position has seven direct reports based on the organizational chart. The six watch commanders work primarily through the Central service area captain for administrative matters. The utilization of resources rests with the service area captains, with the Deputy Chief having final authority. The captain for the Central area manages the schedule for the watch commanders, but the captain does not direct their work; that is the role of the Operations Deputy Chief.

Captains in Patrol direct service area activities and are responsible for the overall management of their patrol service area, including CPS officers. As identified above, those lieutenants who do not command units are watch commanders. While their schedule is managed by the captain in Central, they are a direct report to the Operations Deputy Chief, as indicated above. Watch commanders drive the daily tasking of patrol shift operations; however, they are not assigned to the identified service areas, but rather ensure the delivery of patrol services on the watches across the city. Watch commanders are not included in the crime review meetings; they do not directly coordinate with the command over the service areas; and they are not used to drive patrol strategies.

⁶ The span of control for captains to sergeants is not a common practice in law enforcement.



The span of command and control for the Deputy Chief is essentially the whole of operations as all Patrol Division leads report directly to him. Captains identified that they had authority to manage their service areas, but they did not select and move personnel. The assignment of personnel was a group discussion on an annual basis over which the Deputy Chief makes the final determination.

The structure of field operations is different from that of many law enforcement agencies, which often have a command structure that devolves responsibilities through layers of command with increasing spans of control and responsibility over operations and administration. For example, sergeants usually report to a lieutenant who reports to a captain, with each rank having specific operational and administrative tasks. Normally in law enforcement, the higher the rank, the higher the administrative tasks associated with the rank, including management decision and control. Positions equivalent to that of the Deputy Chief are normally tasked with larger strategic and organizational issues rather than day-to-day management.

Patrol

Patrol is the largest resource allocation within the GRPD and is the first point of contact for Grand Rapids residents who call the police. As indicated above, captains command the five service areas and six lieutenants staff the position of watch commander. Eighteen sergeants and 124 officers are assigned to field response. Patrol works two, 12-hour shifts four days per week with one eight-hour day in the two-week reporting period.⁷

Patrol deployment is broken down into five service areas with specific areas of coverage for officers. While as a matter of policy officers are expected to cover their service area, this does not always occur in practice. Moreover, most of the officers with whom we spoke identified their primary concerns and tasks as answering calls for service and providing good service to the community, rather than a specific focus on service or problem-solving within their assigned area. We cover the details of patrol allocation and the challenges faced by the GRPD in allocation resources in our staffing analysis section later in this report.

Most officers surveyed or interviewed indicated that they can manage the demands of patrol but that they are busy at times during their shift, especially in the summer. They feel that they are not able to provide the level of service they would like because they are busy responding to service demands. They identified a need for more officers based on the level of work currently and historical staffing levels. We note that officer activity is measured through a daily report the officers themselves fill out and submit for subsequent entry into a data system. This is not aligned with computer-aided dispatch (CAD) or another records management system (RMS).

Sergeants were equally consistent in their viewpoint that while they felt pressure, they were able to manage their responsibilities. We note that the ratio of one supervisor to seven officers is consistent

⁷ The staffing report, Section 4, details the schedule of Patrol in further detail.



with national averages, but the GRPD's issue is specifically how sergeants are used from a strategic perspective. Sergeants are the only Patrol field supervisors under the GRPD command structure, and their critical value rests with field engagement and supervision. Sergeants in the GRPD do not routinely review submitted case reports or body-worn camera video, which are tasks performed by sergeant in other agencies, nor are sergeants specifically tasked with assignments daily. Sergeants identified their primary role as supporting their officers and ensuring that calls for service get answered. Administrative work, particularly that involving technology and oversight, is a standard task for sergeants and should be calculated into the deployment of supervisory resources.

Community Policing Specialists

The field response in Patrol is supplement by the CPS Unit. This unit is tasked with direct community engagement and two light-duty sergeants command it. The unit is budgeted for 19 officers, but it is currently staffed with 17 officers. These officers work a day shift and are off weekends, with half off Saturday through Monday, and the other half off Friday through Sunday. At full strength, the CPS officer staffing is equivalent to roughly 15 percent of the overall officers in patrol. CPS officers are tasked directly by the service area captains, not the watch commanders. However, watch commanders staff the roll calls for the CPS officers.

The overall mission for the CPS Unit is to support community policing within the service areas of the GRPD. The CPS officers are direct points of contact for the community and are in place to solve problems as identified by commanders. The CPS Unit does not use any formal strategies, and the focus and level of engagement with community groups, community members and types of contacts vary by service area. Officers are often left to their own determination of how to approach their role, with minimal oversight. While each service area has a variety of unique tasks, we noted a lot of engagement regarding quality of life, particularly landlord-tenant issues. Within some service areas, CPS officers interact with organized community groups, while other areas are not as active.

A formal review, discussion and evaluation of the CPS Unit's work by management was not evident during our assessment. Community members like the CPS officers, and the service area commanders identified that they provided a good service to the community. But overall, no indication of strategic use or deployment to help resolve chronic issues was apparent, other than a generalized approach to community engagement.

The CPS officers do not engage directly with the patrol officers assigned to the service areas. No formal communications exist between the CPS and patrol officers, including around issues identified and being addressed by the CPS unit. CPS officers do not routinely take assignments from dispatch, although they can volunteer to take an assignment if in the field. They do not routinely engage with the patrol watch and hold a separate roll call.

Specialized Units

The GRPD follows the model of many other law enforcement agencies and uses specialized support services for patrol operations. Such units are used in law enforcement to allow for specific focus on skilled areas or to ensure consistency in service demands that transfer across watches. Ideally, these



units exist to decrease some of the demand on patrol officers through delivery of specialist services, such as targeted enforcement of criminal hotspots or traffic problems.

Within the GRPD, specialized units include the SRT and the Traffic Unit. These units are under Operations and report directly to the Deputy Chief. The GRPD's specialized units support patrol functions but do not routinely take dispatch assignments. They also provide expert support for events, such as the SRT responding to critical incidents requiring specialist tactical response. While officers from specialized units are not dispatched assignments, we observed officers volunteering for some dispatch assignments, which alleviates some of the patrol workload.

Traffic Unit

The Traffic Unit consists of a sergeant and five officers. This unit does not engage in traffic enforcement, rather that is the responsibility of the patrol officers. Officers in this unit manage citations and court interaction for traffic citations. A significant portion of their time on a daily basis is spent reviewing and checking all issued citations for accuracy. They liaise with the court and are responsible for forwarding traffic citations.

Additional tasks performed by the unit include accident reconstruction for crashes and support services for protective details, including officers driving vehicles and motorcycles for such details. In 2017, the Traffic Unit conducted 19 traffic reconstructions. This unit also manages a grant-funded program aimed at impaired driving, which is generally an overtime program rather than one that is involved in daily tasking.

When a call for service regarding a traffic issue is received, a patrol officer is dispatched. Calls for service regarding traffic issues and traffic crashes are assigned to patrol officers, not the officer in the Traffic Unit. All traffic crashes receive a dispatched officer. Crashes accounted for a total of 7,115 of all calls assigned to Patrol, and none of these are handled directly by the Traffic Unit. Unlike many other police departments, the Traffic Unit does not engage in daily patrols related to traffic safety and enforcement. The unit does not routinely interact with Patrol.

Special Response Team

The SRT is used for those incidents where a heavy weapons tactical response is required, such as search warrant support or an active shooter response. This unit is commanded by a lieutenant who oversees two sergeants and 14 officers, which accounts for 15 percent of patrol staffing. They work Monday through Friday, with alternating weekends – some team members are off on Friday while others are off on Monday – and are grouped into two teams. They are requested to work some weekend duties as overtime.

Given the nature and risk associated with their mission, the SRT spends a significant amount of time training. The SRT does conduct patrol activities but is not tasked through the service area commanders or the watch commanders, nor are they dispatched assignments. However, SRT officers can and do volunteer for assignments, notably at shift change time or when officers are off training. These officers, when patrolling, are tasked to chronic criminal issues within their command. Little formal communication or interaction with Patrol occurs.



ADMINISTRATIVE AND INVESTIGATIVE SERVICES

Administrative and Investigative Services (Administrative) is also commanded by a deputy chief. As of now, this position is staffed with an acting Deputy Chief, as the appointed Deputy Chief is currently acting as Chief. The Deputy Chief of Administrative has a direct report from the Records and Technology Division, Community Engagement, Research & Planning and Accreditation, Support Services Division and Investigative Division. Unlike Operations, Administrative is staffed with 28 civilian positions, 15 intern positions and 88 sworn positions. Administrative operates as the Department's support function.

Investigations Unit

The Investigations Unit is commanded by a captain and comprised of the Vice Unit, Detective Unit, Forensic Services Unit and Crime Analysis. The Vice and Detective Units are commanded by lieutenants. In the GRPD, as with most other law enforcement agencies, these types of resources are used to address investigative activities that consume time and resources to conduct, as well as specialized policing services for narcotics and domestic violence investigations and other such crimes. These units are not tied to public demands for service through dispatch and are assumed to have sufficient time to provide investigations. The primary role of the Investigations Unit is to perform follow-on investigations and solve reported crime.

Detective Unit

The Detective Unit (DU) is led by a lieutenant who supervises five sergeants and 42 detectives, a supervisory span of control of one sergeant to eight detectives. The unit has five teams, including two Major Case Teams, each with one sergeant and six detectives. The Family Services Team (FST) has one sergeant and seven detectives. One FST detective is assigned to Internet Crimes Against Children (ICAC) and three FST detectives are assigned to Child Advocacy Center. The General Case Team has one sergeant and eight detectives who are aligned with the patrol service areas, with two to each service area except Central.

One sergeant supervises the two detectives who serve on the Auto Theft Task Force and Financial Crimes. One detective is assigned to the City Attorney's Office and one to Subpoenas. This DU also uses two interns to conduct certain activities, including follow up for missing persons, as assigned on a part-time basis. Our interviews with detectives and supervisors demonstrated a committed, knowledgeable unit dedicated to providing service to the residents of Grand Rapids.

Schedule

The DU personnel work a four-day, 10-hour work schedule over a two-week duty cycle. Most officers in the unit work from 7:30 a.m. to 5:30 p.m. The schedule is illustrated below.



	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Week One	Off	On	On	Off	On	On	Off
Week Two	Off	On	On	On	On	Off	Off
Percent on Duty		100	100	50	100	50	

While this schedule does not align with peak times for investigative need as based on patrol activity, it aligns with a core responsibility of the DU, which is court engagement and attendance. A call-out schedule for off-hours events exists, an approach that is consistent with other jurisdictions who seek to use detectives most effectively for court demands.

One issue identified by the detectives was the influx of assignments on Monday mornings. This is an outcome of the DU schedule and how work is assigned in the GRPD. The DU processes all in-custody arrests. Felonies and domestic violence arrests are addressed by detectives on a weekend arraignment team who volunteer to work an overtime schedule to address these arrests. The remainder of the in-custody arrests, misdemeanors, are processed by detectives on Monday. Additionally, weekends are often the busiest time for patrol, which means two days of reports are in queue for the DU to review on Monday. Use of overtime alleviates some of the pressure points; however, without weekend staffing to address weekend activity, Mondays will continue to be a pressure point for the DU and some incidents wait for days for a response if it occurs on a Friday evening.

Workload Analysis

Defining the actual workload within the DU was complicated. Obtaining data for analysis was challenging, in part because of the way data is retained within the GRPD. The Department has an automated system with minimal oversight as to the quality of the data and overall management practices, as no personnel are specifically tasked with ensuring the integrity of the data collected. Most municipalities define cases by classification, crime or otherwise, including the specific category break-down. Within GRPD, the term “case” includes additional assignments that are not Part I or Part II crime investigations and include a range of investigative activity.

A review of crimes reported in 2017 and the DU records of “cases assigned” do not match, with cases assigned numbering far more than crimes reported. However, this additional data does not have the consistency and clarity in reporting as crime data. Overall, the data used by the department and the DU is not developed in a manner that is consistent or structured to inform management decision; rather, data is compartmentalized with little cross-over with intake, investigation and outcome. Given this, our analysis focused on published 2017 crime data and other published sources from the Federal Bureau of Investigation (FBI) and the State of Michigan to analyze the DU workload.

Investigating Part I- and Part II-reported crimes is not the total workload of the DU and other assignments fall to detectives, but crime solving is the primary role and responsibility for the unit. In 2017, the GRPD reported 7,133 Part I offenses and 9,641 Part II offenses for a total of 16,744



reported offenses.⁸ The Vice Unit retains jurisdiction over at least 836 of those reported offenses. Disorderly conduct accounted for 597 reports, which normally constitutes an in-custody arrest or low-level resource demand from the DU but would still likely be assigned. Larceny was the highest category of reported crimes with 2,524 reports, of which 1,461 are "larceny, other." Additional work streams for detectives include missing persons reports, death investigations and other administrative investigations including municipal ordinances, warrant processing and report review.

Criminal reports and others are automatically routed to the detective division by the GRPD records system, often without any prior review. The sergeant in the appropriate unit within the DU reviews the report and tasks it as appropriate or files it without further action. Discussions with DU command identified that not all criminal reports are assigned for follow-up investigation. These standards are not formalized in policy but are instead known by unit members. The DU identified that minor retail theft and other low-level cases are not routinely assigned. Most law enforcement agencies have published standards and assign cases to the field based upon solvability factors. This also ensures consistency in review and assignment.

In 2017, the GRPD reported that the DU assigned 22,015 "cases," a high number in comparison to reported crime, the identified practices for assignment and additional workstreams. Even using this number, it averages to almost 10.5 cases per week per detective, allowing for two weeks off. This is a high, rough order number and includes every assigned detective, as assignments within the DU are determined based on management's decision. The case breakdown does not include the two part-time civilian interns who provide assistance, particularly through support for missing persons. If only criminal investigations were included, the assigned investigations would equal almost eight cases per week, with two weeks off.⁹ Other factors affect these numbers, but this is a clearly defined approach, recognizing that not all cases are equal in terms of effort.

Additional Workload Factors

Detectives are responsible for review and reconciliation of all in-custody arrests. According to State of Michigan records, the GRPD reported 4,383 arrests for all Part I and Part II arrests in 2017.¹⁰ While the GRPD reported 9,373 arrests in the annual report, this number includes citations and therefore more support.

Detectives must conduct administrative reviews to determine reports generated by patrol officers are accurate. Additional steps to this process include drafting the warrant and hand-carrying it to the prosecutor's office for review and approval of the warrant. Detectives are also responsible for closing out these investigations with a report, which are then classified an "03," meaning arrest.

⁸ This number is higher than that reported by the State of Michigan, which was 16,705 for 2017.

⁹ This number does not include those that fall under the jurisdiction of the Vice Unit.

¹⁰ State of Michigan – 2017 Michigan Incident Crime Reporting



The GRPD has a unique process under which victims are requested to report in-person to the headquarters building to engage their investigation. They come to the building during specified hours only, fill out a victim statement form and then a detective is called to come to speak with the victim. Domestic violence cases and those cases with serious injury are normally followed up by a detective whether or not the victim responds in person. For most assault and battery cases, if the victim does not report in person, these cases generally do not get assigned for further investigation. This is a very inefficient process, in that the detective “on call” may not be the detective to investigate the case being filed. Furthermore, it places an additional burden on a crime victim who must go to the building – often during work hours – to share information that could be conveyed in a phone call or at the time of reporting.

Case Closure Status

In part, unit effectiveness is reflected in how many investigations are cleared or the overall solve rate. The GRPD had an overall clearance rate of 31 percent for 2017, as reported to the State of Michigan. Murders were reported with a clearance rate of eight percent in the 2017 data, but as of this report, of the 13 murders in 2017, seven of those murders have been solved, with six by arrest. Aggravated assaults had a clearance rate of 32 percent and larceny crimes had the lowest overall solve rate for crimes, reportedly ranging from zero percent to 13 percent. Juvenile runaway reports accounted for a clearance rate of 57 percent. Michigan law is unique in this regard, as it is not standard practice in other states to include statistics on juvenile runaways as part of the overall crime clearance rate.

The same system used to assign the cases is used to track the case progression. Nine categories exist for closing an investigation.

- | | |
|----------------------------------|--------------------|
| 1 Closed with warrant authorized | 6 No leads |
| 2 Exceptional closure | 7 No cooperation |
| 3 Arrest | 8 Completed |
| 4 Unfounded | 9 No investigation |
| 5 Warrant denied | |

The definitions for closure categories are defined within the policy. The outcome classification data was not readily available to the team, and it is unlikely that management reviews this type of data on a routine basis. However, data can be gleaned relative to individual and agency performance, particularly as it relates to closures for no cooperation, no investigation and no leads.

Detective Unit Process

Processes within the DU are overly burdensome, and the detectives undertake a variety of administrative tasks. As with Patrol, the DU has limited administrative support, which has a direct impact on workload capacity. For example, the DU is tasked with reviewing initial crime reports generated by patrol officers to ensure they are accurate. This is a responsibility normally owned by patrol supervisors within other law enforcement organizations as it allows them to directly interact with officers reporting and initial crime investigation. The detectives are also responsible for processing the reports and then beginning any required investigative action.



Moreover, they engage in a significant amount of administrative work in logging and retrieving evidence, including video and body-worn camera footage. They are responsible for hand-carrying documents to the courts for approval and final closure of all reports under their jurisdiction within the department. Finally, court testimony takes a considerable amount of time as detectives are frequently subpoenaed into court, even if they do not provide testimony.

Certain sub-units within the DU take on significant administrative tasks. For example, the detective assigned to the City Attorney operates essentially as a citation clerk. This detective prints out the citations issued the prior day and connects the citation to the police report within the GRPD's system. The detective then reconciles the information, prints copies and reconciles the status in the GRPD system. This detective is also responsible for tracking down and linking body-worn camera video for citations. The use of investigators to essentially perform a records clerk's duties is highly inefficient, in that detectives are engaging in tasks that do not require sworn powers.

The Investigations Support Unit uses three detectives to provide technical support for phones and video evidence. Such tasks could be supported by skilled civilian staff and thereby release detectives for investigative work that requires sworn powers.

Vice Unit

The Vice Unit is tasked with suppressing targeted offenses, including narcotics and controlled substance violations, prostitution and commercial sex offenses, gambling and organized criminal activity. The unit is also tasked with liquor control and other duties as tasked by the Chief. The unit is staffed with one lieutenant, three sergeants and 12 officers, one of who is assigned to the Drug Enforcement Agency (DEA) task force. The Vice Unit also has a civilian staff member to assist in the management of the asset forfeiture funds and other record keeping in support of this and the grant within the unit.

Over 90 percent of their work is estimated to be narcotics related, with prostitution and liquor enforcement equally divided between the two. The Vice Unit works two shifts, days and nights, with a sergeant on each team and four officers on days and six officers on nights. The Vice Unit primarily focuses on long-term and undercover investigations. This is a specialty unit with skilled officers working in support of its goals.

Forensic Services Unit

This unit is tasked with supporting crime scene processing and other evidentiary review as required by the GRPD. This is an all-civilian unit headed by a civilian manager. It has two fingerprint examiners and eight crime scene technicians. This is a specialty skill, and the unit collects and manages crime scene photographs, all evidence and expert testimony in court. It does not directly support phone or external video evidence.

Crime Analysis

The data collected by a department can assist in determining crime trends, identifying emerging patterns and guiding overall operational and administrative strategies. Currently, the GRPD has one full-time criminal analyst. The GRPD criminal analyst's primary function is to directly support the



detective unit with digital forensics, social media profile research and any other assistance its officers may need. Other duties include data queries, mapping, data retrieval for the annual report and the compilation of crime analysis for weekly command briefings. The GRPD officers create documentation for every call for service, which generates a large amount of data. The GRPD requires additional criminal analysts to provide the information and statistical data needed to develop strong operational strategies.

An opportunity exists to build upon the current section to improve its efficiency and effectiveness. Most staff in the GRPD indicated little formal information exchange regarding crime and intelligence. Minimal intelligence drives policing practices, as the organization is focused on day-to-day response to incoming demands, both in Patrol and the DU. From a staffing perspective, the GRPD is large enough to require more than one analyst, but as with any staffing decision, it should be driven by strategic use of the resource.

Task Forces

As with other law enforcement agencies, the GRPD has officers serving on various task forces. The GRPD has two officers assigned to the United States Marshals Service, two officers assigned to the FBI Task Force and one to the Bureau of Alcohol, Tobacco and Firearms (ATF). The GRPD also deploys two local task forces. Auto Theft is staffed by two detectives and one sergeant, and the Metropolitan Enforcement Team (MET), a drug task force staffed by one sergeant and one officer, is multijurisdictional and serves all of Kent County.

Task force working arrangements for federal teams often cover the cost of the personnel assigned to the task force and result in sharing asset recovery. Both the MET and the Auto Theft team are partially funded by grant. Such assignments also provide for employee development, such as fostering a national and regional perspective that can assist in solving and analyzing crime issues faced by the GRPD. However, task officers tend to stay with these teams. The GRPD has officers grandfathered onto the existing task force teams; however, as with other assignments, the GRPD has initiated a rotation schedule of five years. This will allow new officers assignment to the task force teams to develop skills and those officers who learned new skills on the task force to return and implement them on local investigations.

Community Engagement Unit

The Community Engagement Unit (CEU) reports directly to the Deputy Chief of Administrative. It is staffed by a commander and a sergeant who also serves as the Department's Public Information Officer (PIO). The primary job of this unit is to assist in the recruitment and hiring of sworn and civilian personnel. This unit is also tasked with managing the officers assigned to the Boys & Girls Clubs, all interns, the parole reintegration program, the explorer program and all community events.

Recruiting new officers continues to be a challenge for many departments across the country. The GRPD will soon be facing increased retirements, which will place more demand on the recruitment process. The current hiring process handled by the CEU includes the civil service examination, interviews and backgrounds. The CEU uses many of the community events and CPS officers as additional recruiters.



Three officers are assigned to the Boys & Girls Clubs and serve approximately 300 to 500 children per day. In addition, they act as the primary school liaison for the City of Grand Rapids, with assistance from the CPS officers when needed. Their primary responsibility is to positively engage with youth in an effort to strengthen the Department's relationship with the community.

Support Services

Records Unit

The Records Unit is supported by five civilian staff. However, this unit does not perform records management in a manner consistent with many other law enforcement agencies. The unit spends a significant amount of time addressing public requests for information. The process for reporting and advancing information through the Department is highly automated and based on classification codes.

However, data quality is a challenge as officers directly input data into the RMS and a supervisor is not required to review the information. No single case manager exists for Department information nor is one tasked with review of the reports and data accuracy. Rather, this is tasked to operational personnel, such as the detectives. Closure of records also falls to operational personnel with little to no external supervisory oversight.

Technology Unit

The Technology Unit, staffed with one GRPD civilian staff member and four contractor staff, who address all the IT issues for the Department, including any project rollout, the CAD and RMS, and digital forensics. These positions are increasingly important as law enforcement moves to greater reliance on technology in day-to-day efforts. The level of knowledge and detail required is usually the basis for retaining such personnel in-house rather than maintaining an external support resource.

Training Unit

The Training Unit is tasked under policy with formulating and implementing the training needs for all Department personnel. The unit is headed by a lieutenant who oversees one sergeant and four officers. In order to meet the training demands, the unit supplements its staff with certified instructors from Patrol, the SRT, Traffic and Investigations, when needed.

The GRPD has a strong focus on training, and on average, officers receive 26 hours of training per year despite the state training board – the Michigan Commission on Law Enforcement Standards (MCOLES) – only mandating annual firearms training. Firearms qualifications occur four times per year in two-hour blocks, which is a good practice. The Training Unit also runs all in-service, promotional and recruit training. The recruit training program is eight weeks and scheduled to run three times per year.

The Training Unit reviews all use of force reports to identify any deficiencies and training opportunities. In addition, the training staff meets with command staff for suggestions on identified issues that need to be addressed in future training curriculums. Philosophies are centered on scenario-based training and maximizing time for active participation rather than classroom instruction. Based on interviews and responses to the survey, the GRPD prioritizes training and takes great pride in its training program. Dedication to training often translates to a reduced risk profile for a department and city.



Fiscal Support

Both the Property Management Unit and Financial Services provide support for the GRPD and serve as specialized functions. Neither unit requires personnel with sworn powers.

Financial Services

Four civilian staff members operate within Financial Services, which is tasked with the financial transactions of the Department, including payroll. Whether this function could be shared with the larger City financial unit is a matter of strategic vision. Sufficient complexity to the management of officer payroll and benefits, as well as the management of the large operational budget, often justifies internal financial services.

Property Management Unit

The Property Management Unit is responsible for receiving, securing and storing custodial property and securing, maintaining and disposing of evidence. It is staffed by a sergeant, three officers and a civilian staff member, who maintains the GRPD fleet. Most of the work in this unit does not require sworn powers.

OPERATIONAL INEFFICIENCIES

The GRPD is staffed with hard-working, dedicated personnel. They strive to provide a good service to the residents of Grand Rapids. A significant number of staff members with whom we spoke identified that they needed more officers. Some of the community members that we met held this same opinion. Our analysis determined that the Department has sufficient sworn staff to meet demand, but they are not used effectively, and the administrative support required of a modern police department is lacking.

Linking Strategy to Staffing

Tasking is a key component of strategy and drives the effective use of resources. We found that Patrol has a sufficient number of personnel to address the workload and to still have 60 percent of officers' time available to address what would normally be driven by organizational strategy. However, we did not identify an evident strategy in Patrol that would task units in using their unallocated time. All Patrol efforts were tied to demand, namely calls for service.

This is not to say that officers are not busy, as they certainly are at times. Moreover, we confirmed across the organization that officers go without meal breaks at certain periods due to volume of work. But when they are not answering a call for service, minimal guidance exists as to what officers should do to advance the organization's policing goals. While we identified evidence of occasional tasking based on near-term issues or needs within specific service areas, organizational strategic guidance is limited for the day-to-day tasking of officers. Even the tasking that does occur is not subject to in-depth or strategic review of outcomes and success.

The subsequent strategic issue then is how officers fill the 60 percent of unallocated time and why they feel the pressures they described to us. Our observations indicate that some of this can be



attributed to practices and the culture within the organization. This issue is covered further in this report, but basic clerking, accuracy and document transfer forms are filled out by police officers, which consumes working time that could be better used responding to tasks that require sworn powers.

Culture also creates work pressures. For example, officers often provide back-up to another officer even where not assigned. This may be justified, but in the context of calls for service, this is a resource drain. However, the policy is not clear regarding when back-up occurs. In addition, the CAD system does not accurately track when and how officers provide back-up beyond dispatch, nor how long a back-up unit should be on scene. The data necessary to make an informed management decision about the sufficiency and value of back-up policies and practices is not available.

We found that the DU is report driven, rather than informed by a strategic plan that identifies the goals of the unit, including how and when the use of investigative resources are best allocated. Unclear policies as to solvability factors have the hardworking members of this unit under pressure to move cases with little opportunity to engage in long-term crime solving. Detectives are also tasked with a significant number of duties not specifically related to crime investigation, in part because of the lack of support resources to enter and validate reports, citations and other data required by the courts and other external stakeholders.

The GRPD does not have a data-led management approach to crime solving. Without a consistent case review and management process, detectives are left to manage their own case load. The lack of robust data for crime analysis, crime patterns and other criminal identification creates another job that detracts from investigations. One crime analyst for a department the size of GRPD is not an effective allocation of resourcing given the overall volume of data. Furthermore, this data is not used in a constructive or consistent way to inform management decisions as to case assignments and resourcing, or the effectiveness of resource allocation and ability to solve crime.

Finally, the DU staffing brings its own pressures to the overall job of crime solving. Grand Rapids is the second largest municipality in Michigan, but it has no evening investigative support, absent call outs for specific types of crimes. No detectives work weekends when volume increases in patrol. Half the unit is off on Friday, creating pressures ahead of the weekend. On Mondays, two days' worth of arrests and reports greet the officers as they start their work week.

Reporting

Some of the challenges in time pressure on officers is attributable to a policy and culture that has officers writing reports in support of every dispatched assignment. GRPD officers, on average, spend 56 minutes on a call for service. Our ability to identify what reports are subsequently used for police investigation was limited. However, in 2018, 74,746 FileMaker entries were generated, as compared to 60,185 dispatched calls for service. Interviews with supervisors in both Patrol and Investigations indicated that approximately two-thirds of the reports written by patrol officers are never subsequently reviewed. In the broadest context, these are reports that serve little to no value for policing practices and investigations. If one considers that officers spend on average 56 minutes at a call, this is a significant inefficiency in the use of patrol resources.



Reporting is electronic in the GRPD, a practice consistent with most law enforcement agencies. Supervisors may elect to review a report; however, the majority of reports are not reviewed for accuracy or sufficiency. Rather, patrol reports are automatically routed to the appropriate follow-up unit, based on the specific responsibilities assigned to that unit. Therefore, the follow-up units, primarily the DU, are tasked with reviewing to ensure appropriate classification and proper entry of information by the officers, including key numeric identifiers, as required in auto theft reports.

The follow-up units, particularly the Auto Theft task force, are tasked with ensuring key information is entered into the various databases. This occurs at the time of assignment and at the time of case closure. The GRPD does not have a tasked data manager responsible for accuracy and sufficiency of these records.

Allocation of Personnel

When an organization assesses its staffing for the factors identified by the GRPD, we often see two areas of potential inefficiency: organizational structure and use of civilian personnel. Usually efficiencies can be gained by consolidating functions or units which, in turn, reallocates redundant personnel to other areas in need of resources. Within the GRPD, because it has so little administrative support, the consolidation of command would not generate significant savings in terms of reducing administrative overhead.

However, an organization structure that is heavily staffed with command personnel creates another inefficiency as there is often a lack of support for strategy development, continuous improvement and the use of data-led management and operational strategies. The Deputy Chief operates without administrative support, including data analysis. Each commander in patrol ostensibly has command over the service area, yet the day-to-day tasking of patrol officers and operations falls to the watch commander. None of these command positions have support personnel to assist in the management of data, development of analytics and intelligence, or the management of the workload and reporting requirements of modern police organizations. While we recommend considering consolidating command over the service areas, little administrative savings will come out of this move. Rather, it would free positions and their associated costs to help inform and drive data-led policing and management decisions.

However, the GRPD is inefficient in how it uses sworn personnel and excludes civilian staff. Low-level clerical functions are performed by sworn staff. Where the Department has attempted an efficiency, collective bargaining has reduced its overall impact. For example, the CEU is tasked with conducting all background investigations for GRPD hiring and personnel who access the GRPD building. Consistent with other law enforcement organizations, the unit engaged retired officers to help address this workflow, allowing officers to remain on patrol or conducting. However, this efficiency was offset by an agreement to use one police officer for every retiree, even though the retiree is limited to 700 hours of work per year. Such work does not require sworn powers, yet sworn officers who could support calls for service and investigations are assigned to conduct background investigations.



Alternative Services

Dispatch is a critical component of modern law enforcement services and data management. Dispatch practices were not part of this review; however, inefficiencies contribute to allocation and staffing issues. Data categories for calls for service are overly broad and limit robust data collection to inform management regarding resource allocation. For example, the CAD measures overall response time rather than time of dispatch, time of arrival and closure of the call. Two categories of calls, "Suspicious condition/noise/subject" and "disorderly," account for 4,039 and 6,255 calls respectively.

We were not immediately able to ascertain the cause of this, as noise and a person are distinct in terms of assigning police resources. However, given that officers expend 56 minutes on average for a call for service, these two categories alone account for 9,608 hours of response time, or over 800 12-hour shifts. Better data collection will help the Department identify ongoing inefficiencies and ensure more effective resource allocation.

Alternative Dispatch Strategies

Many agencies have identified alternative responses to calls for service that are not emergency-related or require sworn powers. For example, most of the top calls for the GRPD, as demonstrated in the chart below, are not emergency-related and account for over 70 percent of all dispatched assignments. Police responded to 3,657 calls for service for parking complaints and 4,982 calls for service for property damage traffic crashes. These two categories, using the average response time of 56 minutes, account for 8,063 hours of patrol service or the equivalent of almost 672 12-hour shifts.

Most Common Calls for Service by Category	
Incident Type Description	Citywide
Disorderly	6,255
Domestic Argument - No Assault	4,616
Alarm	4,050
Suspicious Condition/Noise/Subject	4,039
Parking Violation	3,657
Welfare Check	3,449
Traffic Crash - Property Damage	3,215
Assist	2,962
Assault	2,099
Domestic Assault	1,844
Traffic Crash - Property Damage Hit & Run	1,767
Noise Complaint - Music, Construction, Other	1,727
Larceny	1,265
Suicide - Threat with No Injury	1,088



In the GRPD, alternative response strategies centered on keeping police officers on the street to address emergency calls that require sworn powers and allowing officers to more proactively engage with the community are not used. Rather, GRPD deployment is driven by calls for service, rather than a strategic vision. Command members of the GRPD stated they have a strong core value for community service and that they seek additional personnel to support it. In interviews with command officers, questions about what services should be provided by other agencies or opportunities for alternate service options were met with a strongly held belief that if a Grand Rapids resident calls for the police that the police should respond.

Many other agencies, nationally and within Michigan, have identified strategies for alternate workstreams to meet service demands and still allow for visible, effective policing strategies. For example, property damage-only traffic crashes are often reported in a police station rather than having a police officer respond to the location in many agencies, while other agencies have effective online reporting systems for low-level crimes. Many law enforcement agencies and municipalities have more robust civilian staffing support, including parking aides and community service officers, for activities such as parking complaints, community complaints and other requests for service that do not require sworn powers to perform.

The City of Grand Rapids already uses parking aides who cover a certain portion of the City. If a parking aide was dispatched to parking complaints in 2018 rather than a police officer, it would have saved 3,413 hours in patrol or over 284 shifts, based upon the 56-minute response average on calls for service. The GRPD uses interns to complete reports for walk-in reporters. The interns also complete reports based on phone calls received, but this practice is not consistent. Some agencies use technology for automated reports, particularly lower-level reporting. The goal of alternative reporting methodologies is to keep officers on the street providing front-line emergency services while allowing residents the convenience of determining where and when they will report, rather than waiting for a dispatched response.

Furthermore, GRPD's focus on calls for service has resulted in inconsistent responses to crime. For example, police officers are dispatched to calls for service regarding a parking complaint, while crime victims are ordered into the station during business hours to meet with a detective to ensure that their cases progress toward investigation.

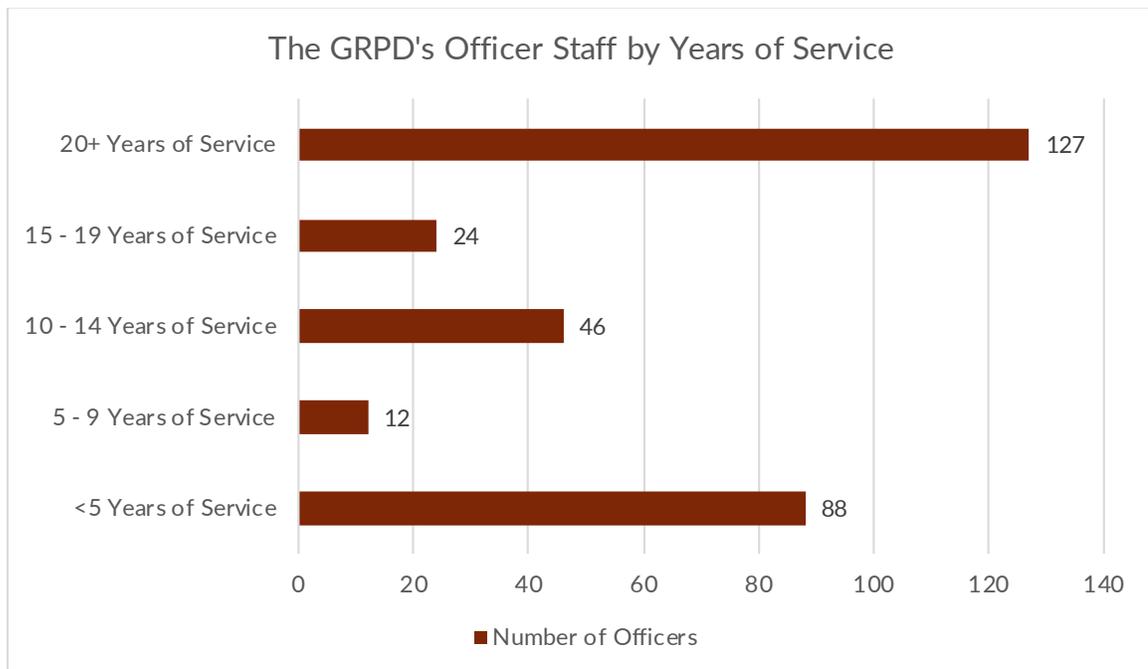
SUCCESSION PLANNING

Succession planning is an area where many law enforcement agencies face challenges, as the day-to-day response pressure consumes most of the organization's focus and resources. The GRPD faces the results of surge recruitment coupled with long periods of not hiring, a struggle shared with many other law enforcement agencies in the Midwest and Michigan. Hiring is a particular challenge for law enforcement, as leadership requires well-rounded experience and knowledge. Given that past practices have generated significant gaps in hiring, the GRPD faces future challenges in developing skills and leadership growth within the Department.



Future Staffing Needs

The GRPD has 46 officers (15.5 percent of the total sworn staff) over the age of 50, the earliest retirement date, and 127 officers (43 percent of the total sworn staff) with more than 20 years of service, the least amount of service years allowed before retirement. Forty-two officers are eligible to retire now and another 40 will be eligible within the next two years. This means that 27.6 percent of the sworn population will qualify for retirement within the next two years. Without a good succession plan, the GRPD may face the loss of significant skills and leadership capacity.



The GRPD identified that it has plans to host three recruit academies per year – with an average of eight officers each – to keep ranks at an acceptable level. This will result in approximately 24 annual hires. This places it short of the identified pool eligible for retirement. To maintain current sworn staffing levels, the Department needs a recruiting and staffing plan to address the 82 officers eligible to retire within the next two years. This is not achievable under this current staffing plan, which will deliver approximately 48 recruits over the next two years. The fact that not all officers eligible to retire will do so reduces the risk, but a looming number of officers will be able to leave the Department within the next five years, and a formal staffing and recruitment plan is needed.

The outliers in staffing for the GRPD are the 88 officers with less than five years and the 127 officers with more than 20 years of service, accounting for 72 percent of the Department. The officers in between these two ends are the officers who should be ready to lead the Department within the next two years, as those on the extremes will either be retired or still learning their job. Without a solid development plan, the GRPD will face difficulty in ensuring strong leadership and command with internal candidates.



Strong leaders require knowledge of both the administrative and operational aspects of the organization to be effective. This type of background is present in many of the current leaders of the Department. The GRPD has established a good practice around establishing term limits for certain assignments and should continue this practice in order to ensure holistic leadership development. A training needs assessment should evaluate the skills needed in future leaders and advance career development opportunities, both through in-service training and position rotation that fosters improvement of administrative and operational skills. Exposing future leaders to diverse skills will help ensure that they can manage and allocate resources in an informed manner.

The GRPD has undertaken good practices around recruiting personnel and has recruited 30 percent of the Department in the last four years. The CEU, which is responsible for recruiting, is focused on creating links with communities in an effort to recruit across all communities in Grand Rapids and other locations within the region. However, recruiting continues to be a challenge and one that requires ongoing resource investment. The GRPD has instituted innovations including the intern program, which helps familiarize the students with the GRPD and serves as a recruiting tool. The innovation that sought to bring in retired officers to conduct background investigations has been less effective as a result of the negotiated agreement that one active officer be assigned for every retired officer. In that the retired officers are limited to 700 hours per year, this is even more inefficient, as full-time officers work, on average, 1,696 hours per year.

GRPD Command Structure

The limited ranks in the GRPD equates to limited exposure to the cumulative responsibility and decision-making that is a key skill for effective leaders. Captains essentially assume all command responsibility within Patrol, with little shared or devolved responsibilities. Patrol lieutenants serve as watch commanders and are the highest-ranking authority until a senior leader responds. They are tasked with supporting the watches, including managing and granting time off, absences and other staffing needs.

However, lieutenants in Patrol are not routinely included in the conversations among captains and sergeants. While the lieutenants oversee the day-to-day operations of the GRPD, they are not directly linked or tasked with GRPD planning and intelligence, or the tasking of officers. Patrol lieutenants are not part of the weekly management meeting that discusses deployment strategies and intelligence and are not routinely included in management decision and discussions without a direct link to Patrol watch staffing. Furthermore, they are subordinate to the decisions of commanders, including personnel and granting of time off, which creates an inefficient chain of command for patrol operations.

Sergeants maintain a focus on operations, particularly within patrol. Given the daily workload, very little leadership development occurs at the sergeant level, and the sergeants are not generally tasked with larger projects or engage in assignments beyond their direct command.



OFFICER WELLNESS

The issue of officer wellness is a growing concern nationally in law enforcement. Issues surrounding vicarious trauma, mental clarity and health, and officer depression and suicide are all part of the overall awareness regarding supporting officers.¹¹ Within the GRPD, we noted an organizational focus on the overall wellness of officers. All supervisors and command spoke with genuine concern for the officers in the Department and under their command. However, a defined structural approach to ensuring officer wellness is not evident. GRPD policy has a good practice and requires officer participation in critical incident stress debriefing events, including line-of-duty deaths, officer-involved shooting incidents, civilian death caused by police action and other incidents as determined by the Chief of Police. Officers can elect to engage such services and notify of events for other incidents that may have an impact on officer wellness.

The GRPD has invested in peer support, and many supervisors are peer-support trained as well. Overall, according to the survey and the members of the Department with whom we spoke, most feel they are supported by command and the City, with some indicating this changed for the better last year. Officers as a whole indicated that the GRPD was a good place to work and that they felt supported for the most part by the Department.

Benefit Time Off

GRPD officers average 208 hours of benefit time off annually, which has an impact on staffing. All officers indicated it may be hard to get time off on certain dates and, in particular, in the summer months given demands. Across the organization, the officers spoke to the seasonal spike of the summer months, as demonstrated by the calls for service. Seasonal shifts in calls for service are exacerbated by the need to staff more events, such as public athletic events and festivals, which impact patrol staffing.

Officers indicated, both in survey and in discussion, that for the most part they can take time off, a key component of ensuring sufficient rest.

Overtime

The GRPD's overtime policies tend to vary. In 2018, the Department spent just over \$68,000 in overtime, of which about \$18,486 was deferred as compensatory time for future use. This category includes mandatory court appearances, late arrest and work that extends a shift, and voluntary overtime to extend a tour or supplement a shift. We were informed that prior to voluntary overtime, officers were required to work mandatory overtime and officers were able to decline most of it on a seniority basis, meaning an officer could decline the mandatory overtime as long as a less senior officer was willing to work overtime. We noted discussion that indicated mandatory overtime might be re-instated, but as of the time of this assessment, it was not.

¹¹ <https://www.theiacp.org/projects/mental-wellness-of-police-officers>



Recently, the Department restructured its approach to the officers working overtime on the equalization days, known as “Kelly” days. Because of the schedule, officers work eight hours, rather than a 12-hour day, every two weeks. Officers were being allowed to work a full 12-hour day to increase staffing on the shift. However, this practice has been limited on some watches in an attempt to ensure staffing supports service demands or another strategic use of the officers.

The GRPD’s policies do not address the maximum number of hours an officer can work within any given period, outside of those hours mandated under the collective bargaining agreement. Controls over the maximum amount of allowable overtime should be considered, particularly within a 24-hour period, to ensure appropriate rest for officers. Many agencies provide limits on the overall overtime an officer can earn, particularly for overtime managed by the department. The goal of such limitations is to ensure that officers receive appropriate rest periods in order to support wellness and sound decision capacity.

Special Events Overtime Employment

The Department schedules officers on overtime for local businesses and event staffing. Many GRPD officers work overtime for such events. The Department does not limit who can work overtime or how much. As a result, officers are able to schedule as much overtime as they can manage with minimal restraints. This may contribute to fatigue.

Survey responses identified some concerns about fatigue related to working special events and overtime needed to cover shifts at times. At a minimum, officers should be required to have appropriate time off in every 14-day period, excluding exigent circumstances. Given that the Department schedules most of the special event overtime, these standards should be identified as both within a 24-hour period and within a 14-day working period, for both exigent circumstances and voluntary overtime assignments.

Morale

We observed a department that demonstrated pride in the service provided. Officers demonstrated commitment and awareness of their community and their responsibilities. Command and supervisory members spoke of ensuring a good service delivery to the community and the need to provide officer support that will result in good morale. Observations and discussions from ride-alongs and focus groups demonstrated that for the most part, officers are satisfied with their assignments and recognize the challenges of their jobs with a balanced perspective.

As with law enforcement nationally, officers spoke of concerns regarding what is perceived as overly negative media reporting. Some officers were concerned that public perceptions regarding the service they provide were formed without any personal experience with the individual officers or the GRPD. Some officers noted that the Department could take steps to improve media relations and communication with the city, including outreach to all media stations. However, overall officers were engaged and positive about working for the City of Grand Rapids.



SURVEY RESULTS

As part of our engagement, we conducted a survey of all GRPD personnel. While this study is skewed toward sworn officers, it was open to all staff within the GRPD. We collected 268 responses, equating to participation by 89 percent the GRPD staff. Only 20 percent of the responses were from civilian staff and 60 percent were sworn officers. Of all respondents, 45 percent were from Patrol.

Working Conditions and Supervision

Over 76 percent of the survey respondents like coming to work, and three-quarters of the respondents feel the GRPD provides an outstanding work environment with clearly defined department and community expectations. This holds true for officer satisfaction, with over three-quarters identifying that they were satisfied in their current assignments. Over 86 percent rated the overall GRPD performance positively, and this same percentage of respondents identified that they knew what was expected from them in terms of performance.

A large percentage of respondents (85 percent) believed their supervisors valued their work, while only 70 percent believed this was true for the command staff. A large percentage of the respondents agreed that the GRPD provides policies, skills and training to meet the needs of the Department and community. Over 94 percent of the respondents noted that the GRPD training provided them with the skills needed to perform their job, and over 70 percent indicated that they had training opportunities available to them.

Respondents were mixed in whether they were empowered to implement community policing strategies, with over 43 percent neutral and over 38 percent agreeing that they could. Most respondents were neutral, 38 percent, or disagreed, 32 percent, as to whether they had time to actively engage with the community during their shift. However, almost 58 percent of the respondents believed they had time to provide a good service to the community during their shift. Respondents were mostly negative regarding whether they had sufficient back-up, with almost 33 percent neutral and 38 percent disagreeing that back-up is sufficient.

The highest percentage of respondents identified that they work for the GRPD to help the community, with pay and benefits and the ability to work in a variety of roles as the second and third reasons, respectively. Most respondents, almost 75 percent, identified that a broad range of competencies were included in performance evaluations, and almost two-thirds agreed that the process was fair. Only a slight majority of respondents indicated that the promotional processes included a broad range of competencies. Many of the respondents believe they have a future with the GRPD and feel the promotional process is fair.

A majority of the respondents, 68 percent, identified that they received enough overtime, and 67 percent of the respondents noted they had sufficient time off.

Community Engagement

A majority of the respondents (59 percent) believed the relationship between the Department and community was positive. Over two-thirds of the respondents indicated that GRPD training helped them to meet community expectations for service. When addressing workload, slightly less than half noted they had sufficient time to address supervisory expectations during a shift. Only 38 percent of



the respondents believed they had time to address crime issues, while 36 percent were neutral and over 26 percent disagreed.

Interestingly, while over 50 percent of the respondents stated they spend the majority of the shift responding to calls for service, 37 percent were neutral, and 11 percent noted they did not. Respondents were mixed as to whether the community values their work, with 47 percent agreeing they do but 28 percent remaining neutral. However, the majority of the respondents agreed that helping the community was the primary reason they work for the GRPD.

Comments

Many of the respondents took the opportunity to make additional comments on the survey. Nearly half of the written comments addressed the need for additional staffing so officers could proactively enforce laws, spend more time on investigations, engage the community more effectively and reduce the fatigue and stress of the officers.

Many indicated in their comments that elected City officials and prior Chiefs have not supported the officers. Some of the respondents criticized the number of command positions for a department of their size. Other comments spoke to the types of calls being handled by officers. Some respondents alleged that officers spend too much time handling civil matters and calls in which police should not be involved.

Overall, the survey showed that the personnel who responded are pleased with the work environment provided by the GRPD and enjoy the work they do. Most of the comments stated they would be able to provide a better service if staffing was increased.



04 Grand Rapid Police Department's Civilian Staffing

Most other law enforcement agencies and municipalities have identified the need for professional civilian staff to address tasks that do not require sworn powers to conduct. These practices have been implemented nationally to ensure the best use of officers in their communities and as a means of fiscal responsibility. Within the GRPD, civilian staff are often used for communications, records, technology, financial services and forensic services. This is a good practice as skilled, professional and civilian staff bring expertise and training that may not be readily available within the sworn population.

CIVILIAN STAFFING STRATEGY

The GRPD does not have an organizational vision or strategy regarding how to optimize civilian staffing to support the need for greater officer visibility and response to calls for service that require the sworn powers. Civilian staffing is essentially non-existent in Operations and limited in Administrative. Over the years, as the result of layoffs and other attrition, the Department has addressed reductions in staff through a process that eliminated most of the civilian positions. This contributed to the current pressures in that the administrative tasks these staff performed are now the work of officers, even though they do not require sworn powers to perform.

Defining the specific skills required for all positions, including civilian positions, is the first step in developing a strategy. The initial question should be whether the position requires sworn powers, and if not, it should be a civilian position. Subsequent skills required for the position should then be developed. Assessing whether officers serving in positions that do not require sworn powers are required would provide a more effective and efficient approach to resource allocation. Basically, administrative positions, such as property management, special events and investigative support functions such as digital forensics, should be staffed with civilians rather than sworn officers as they do not require sworn powers. These officers should be redeployed to serve in positions that require the use of their sworn powers and expertise. Defining skill sets by position would also be more efficient, as the Department can recruit a specific skill set rather than try to train to develop the necessary skills in an existing employee.

CIVILIAN DATA SUPPORT

The GRPD's leaders do not have the day-to-day and long-term data necessary to make effective, efficient decisions. The GRPD has a multi-million-dollar budget and is tasked day-to-day operations to further public safety. However, GRPD supervisors essentially perform all functions in support of ongoing operations including generating and tracking their own data, managing resources and meeting continuous service demands, including the collection and review of data, the filing of cases and citations, and the general administrative work that is generated by operations.

Minimal data exists to support management's decision-making as the GRPD has limited IT support and policies, and risk and strategy planning capacity. The lack of robust data limits the ability of managers to engage in a strategic review and planning for the organization's growth, improvement and efficiency. Civilian staff could assist in collecting, analyzing and disseminating this data. Currently,



limited staff provide this support and management of data, such as projections on overtime. Utilization and other factors are not routinely shared or discussed.

CIVILIAN ADMINISTRATIVE SUPPORT

Support for administration is not a luxury – it is critical to ensure ongoing efficiencies and effectiveness. Effective resource allocation requires using the appropriate skills and level of personnel that provide optimal value – and as a means of return on investment. The GRPD has not effectively integrated civilian staff into the organization in a way that provides the added value seen in other law enforcement agencies. The GRPD has invested in civilian staffing through the intern program, which is a good practice. However, interns are part-time employees and provide minimal professional support for the GRPD as most are students with limited schedules and are unlikely to see long-term growth within the organization.

An increased need for staffing has occurred, given the growing volume of administrative records resulting from the increased use of technology, such as in-car cameras, body-worn cameras and other automation. As with many other law enforcement agencies, the growth of such data has placed a significant burden on the GRPD. However, this demand has not been addressed through a civilian staffing strategy. Rather the Records Unit is tasked with providing these records. However, this limits its ability to manage crime records. This has shifted the responsibility for managing crime reports and data to sworn staff within the Investigations Unit. This is an inefficient use of highly skilled sworn officers and affects the overall level of service provided to the residents of Grand Rapids, as fewer investigators are spending time investigating their cases.

Civilian staffing within the GRPD needs to be holistic and developed as part of the overall staffing strategy. It should be a key component of the future vision and strategy for the Department, and it should be prioritized to support efficiency and effectiveness in the delivery of police services. We recommend that the Department prioritize additional staffing the Records Unit and the Crime Analysis Unit, to allow for the reallocation of non-sworn duties from sworn officers and to better inform resource deployment and management decision. Staffing these two units will have a significant, positive impact on the deployment and availability of field resources.



04 Analysis of Patrol Data

In the face of increasing costs and shrinking revenues, many communities are asking how many police officers are required to ensure public safety. Put another way, what number of officers would help an agency most cost effectively meet the demands placed on it? This is a fundamentally different question than how many officers does a community want or can a community support. Yet answering this question effectively frames a discussion about want and affordability.

Unfortunately, law enforcement administrators have few resources to guide them in determining the number of officers they need. Multiple approaches can be used to answer this question, ranging from the simple to the complex, each with a range of advantages, disadvantages and assumptions.

The sections that follow¹² highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time. Where possible, workload-based approaches are superior to others because they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Traditionally, four basic approaches are used to determine workforce levels: per capita, minimum staffing, authorized level and workload-based. Each differs in its assumptions, ease of calculation, usefulness, validity and efficiency. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

THE PER CAPITA APPROACH

Many police agencies have used their resident population to estimate the number of officers needed by a community. The per capita method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population – that is, an optimum officer rate – an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of or justification for the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, is readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method is that it addresses only the relative quantity of police officers per population, not how officers spend

¹² Wilson, Jeremy M., and Alexander Weiss. 2014. A Performance-Based Approach to Police Staffing and Allocation. Washington, DC: Office of Community Oriented Policing Services.



their time; the quality of their efforts; or community conditions, needs and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Agencies using the per capita method may risk a biased determination of their policing needs for several reasons. First, a generally accepted benchmark for the optimum-staffing rate does not exist. Rather, considerable variation exists in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above, as well as others, experts have strongly advised against using population rates for police staffing. The International Association of Chiefs of Police (IACP) warns, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions ... Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."

THE MINIMUM STAFFING APPROACH

The minimum staffing approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

A jurisdiction may use a minimum staffing approach for two principal reasons. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where relatively few citizen-generated demands exist for police service, yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

No objective standards exist for setting the minimum staffing level. Agencies may consider population, call load, crime rate and other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by perceived need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. The minimum staffing level is often higher than what would be warranted by the agency workload. Ironically, even when the minimum staffing is not workload based, it is not uncommon to hear police officers suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.



Minimum staffing levels are sometimes set so high that it results in increasing demands for police overtime. When staffing falls below the minimum standard, police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though a number of other officers are on the street, including those in traffic, school resource units and supervisors. Inefficiency increases when minimum staffing levels are on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand.

Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others. Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

Finally, in some agencies, the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

THE AUTHORIZED LEVEL APPROACH

The authorized level approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision-making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations or efficiency analyses, but may instead reflect an incremental budgeting process.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training and attrition may lead to the actual staffing levels falling below authorized levels.

Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the perception of being understaffed, resulting when officials bemoan the Department operating below authorized strength, can diminish morale and productivity and make it appear that the community is not adequately funding public safety.



THE WORKLOAD-BASED APPROACH

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. Workload-based approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand, while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions.

Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others. The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: "The agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years."

Learning how to conduct a workload-based assessment may be challenging for police administrators. Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make — such as how frequently streets should be patrolled — and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency's staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

A step-by-step approach for conducting a workload-based assessment should include the following.

- 1 Examining the distribution of calls for service by hour, day and month. Calls for service can differ by the hour of the day, the day of the week and the month of the year. Peak call times can also differ by agency. Knowing when peak call times occur can help agencies determine when they must have their highest levels of staff on duty.
- 2 Examining the nature of calls for service. Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.
- 3 Estimating time consumed on calls for service. Determining how long a call takes, from initial response to final paper work, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.



- 4 Calculating agency shift-relief factor. The shift-relief factor shows the relationship between the maximum number of days that an officer can work and actually works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.
- 5 Establishing performance objectives. This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.
- 6 Providing staffing estimates. Staffing needs will, as noted earlier, vary by time of day, day of week and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls and the time and officers they require in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

In order to estimate the appropriate level of officers required for the Patrol Division, we begin by examining "Community Generated Calls for Service." A call for service in this context is one in which someone requests the police (typically by phone) and one or more officers are dispatched. It is important to distinguish community-generated calls for service from other data. First, many dispatch systems record "events" like traffic stops or building checks. They often classify these events as calls for service. However, it is clear these are officer-initiated activities.

GRAND RAPIDS PATROL DIVISION STAFFING

The Grand Rapids Patrol Division is a part of the Operations Bureau. The bureau also includes the traffic division, SRT and Community Policing Specialists. The Patrol Division is organized around two, 12-hour shifts starting at 6 a.m. and 6 p.m. On each shift, two platoons have alternating days off.

For the purpose of operations, the city is divided into five service areas or districts. Each service area is managed by a captain as illustrated below. The Department employs a hybrid system for chain of command. That is, patrol officers and sergeants are assigned to a service area. However, they are also assigned to either the day or night shift. The shifts are managed by lieutenants that do not report directly to the service area captains.

EXAMINING CALLS FOR SERVICE

The first step in building a staffing model is to examine "community-generated" calls for service. This is the category of calls in which someone requests police service, and an officer or officers are dispatched. These are distinguished from officer-initiated activities such as traffic stops.

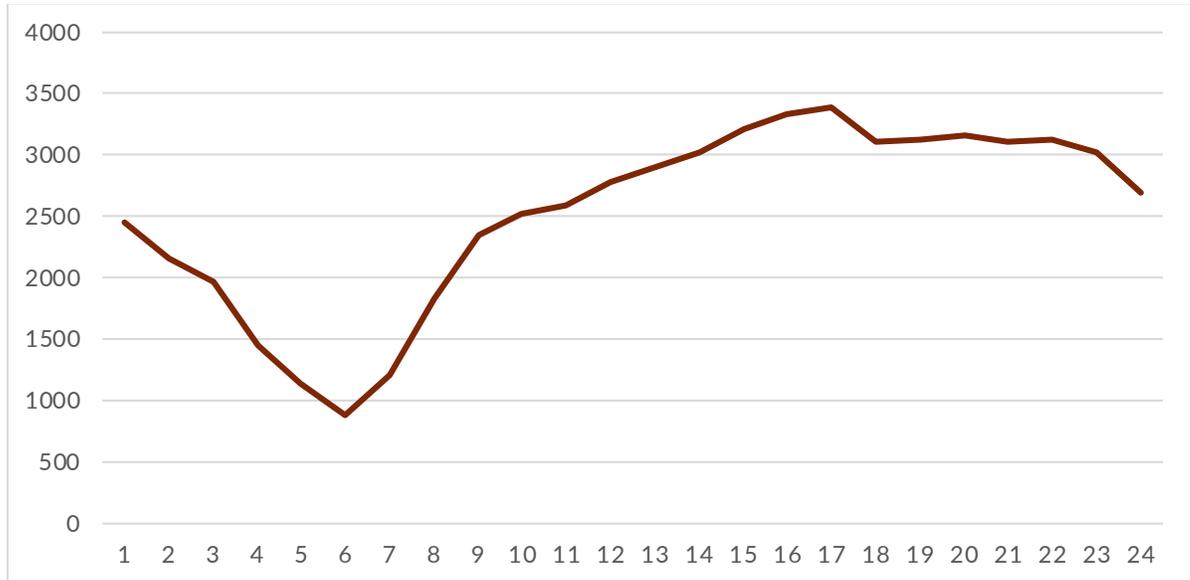
We examined one year of data (2018). Using one year of data allows us to examine the effects of seasonal variation. During this period, 60,185 calls for service were received or about 165 per day on



average. If the GRPD staffs 30 officers per day (two 12-hour shifts), it equates to about six calls per officer per shift, assuming that all of these calls are handled by patrol.

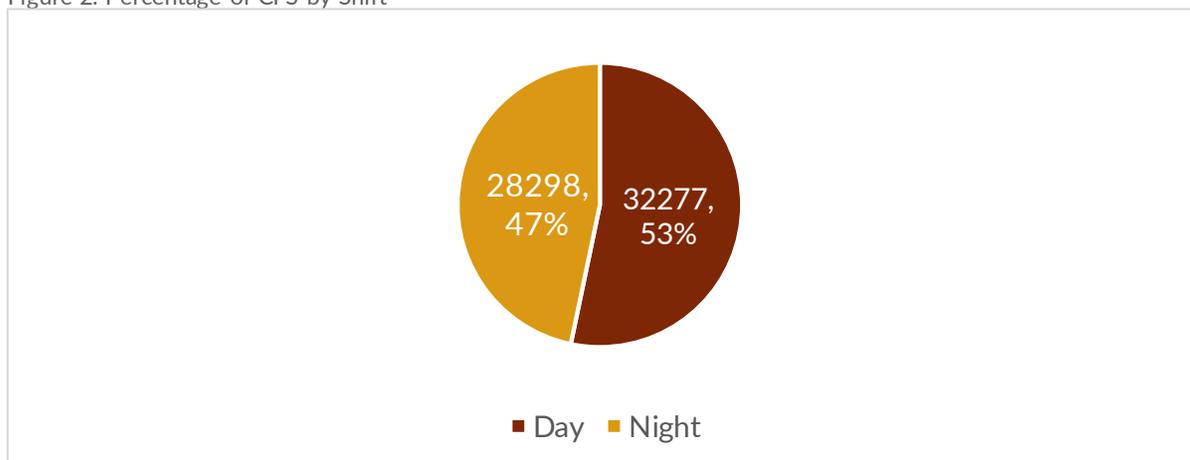
The following figure illustrates the distribution of calls for service by hour of day. This is a typical pattern for a law enforcement agency with peak demand occurring in the late afternoon.

Figure 1: CFS by Hour of the Day



The GRPD begins its patrol shifts at 6 p.m. and 6 a.m. Based on these start times, we can calculate the percentage of calls during each shift. This result is illustrated in Figure 2.

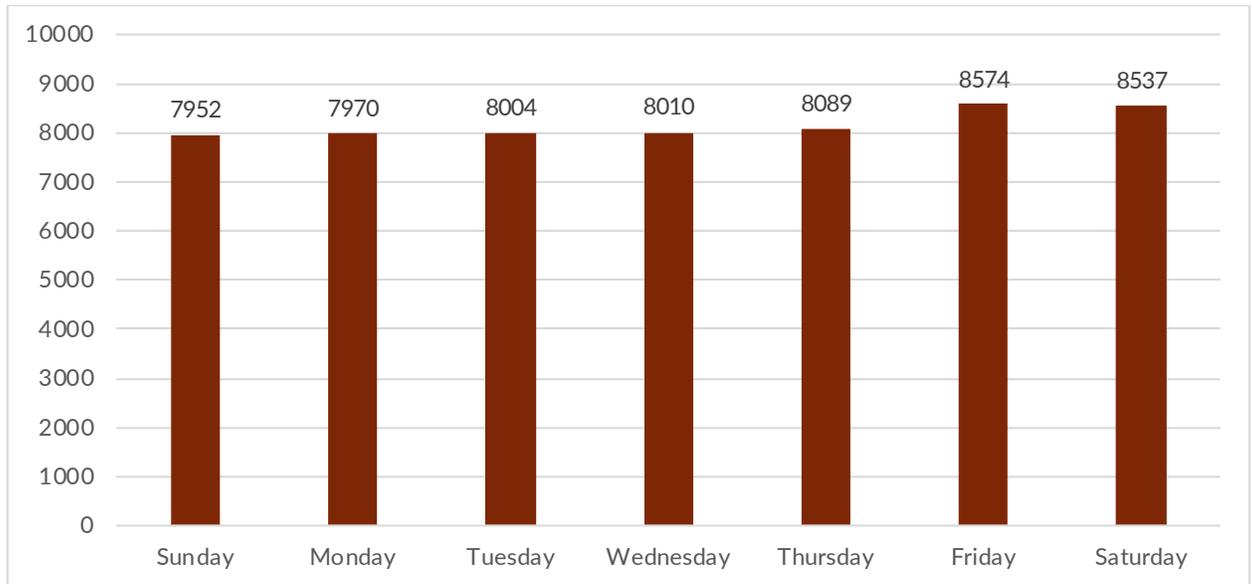
Figure 2: Percentage of CFS by Shift



Next, we examine the distribution of calls for service by day of week. An increase in calls occurs on the weekend.

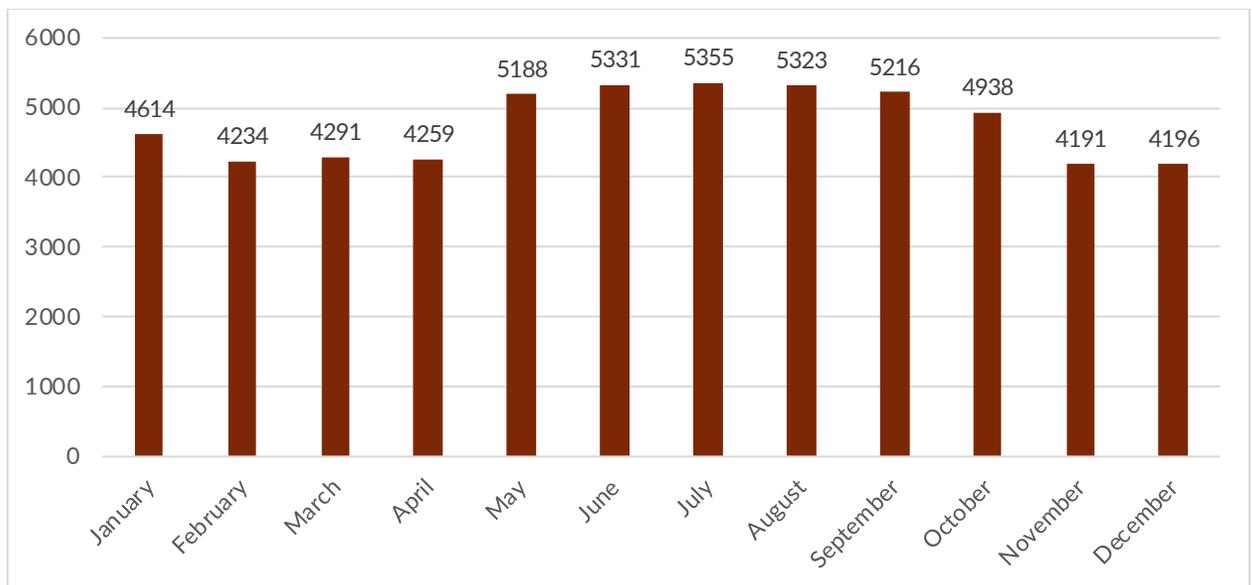


Figure 3: CFS by Day of Week



In Figure 4, we illustrate calls for service by month. Like most agencies, the GRPD experiences increased call volume during the summer.

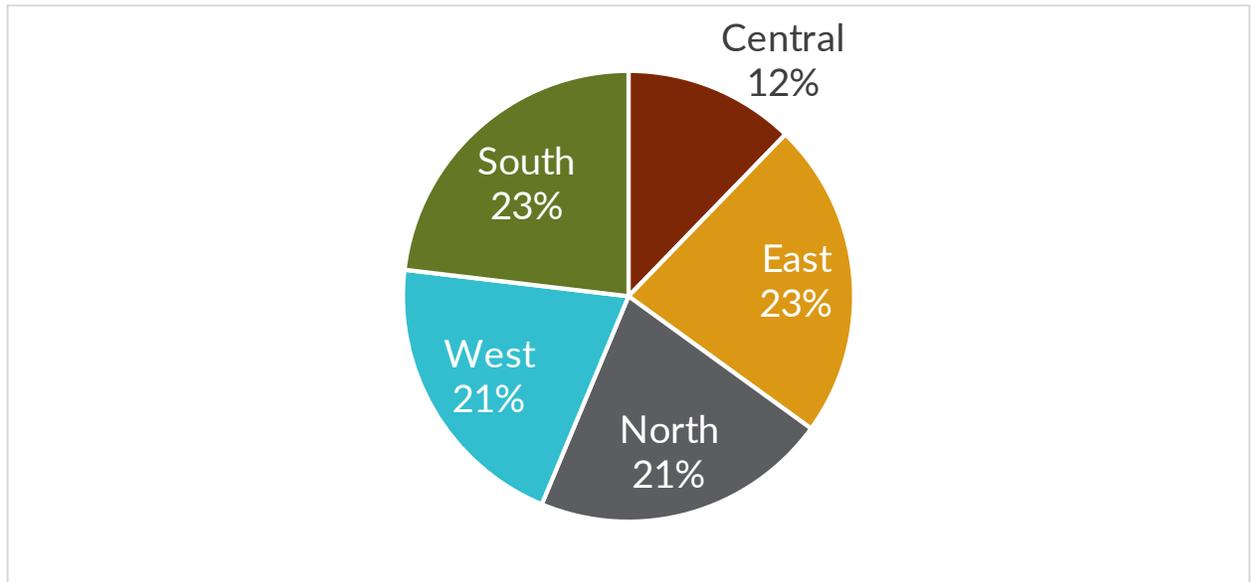
Figure 4: CFS by Month





In Grand Rapids, little variation occurs in the number of calls occurring in each district, save for the central district. This is illustrated in Figure 5.

Figure 5: CFS by District



Next, we turn our attention to the nature of calls for service. Table 3 illustrates the most frequent call types, which are calls that occurred at least 1,000 times in the study year. These calls represent about 70 percent of all calls for service. It is important to point out that alarms, property damage crashes and parking complaints together represent 18 percent of all calls for service. These are the types of calls that can lend themselves to alternative methods of service delivery.



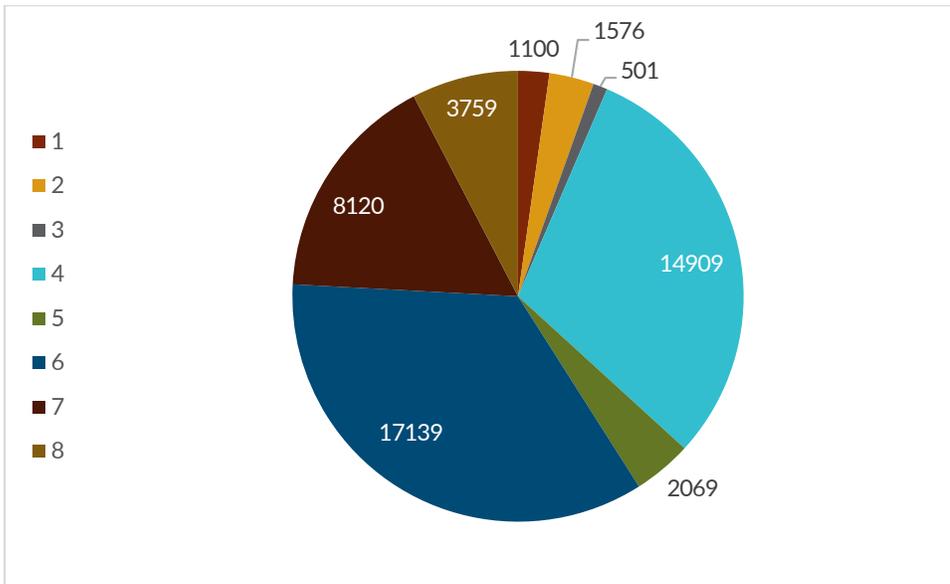
Table 1: Most Common CFS Types

INCIDENT TYPE DESCRIPTION	CITYWIDE
Disorderly	6255
Domestic Argument - No Assault	4616
Alarm	4050
Suspicious Condition/Noise/Subject	4039
Parking Violation	3657
Welfare Check	3449
Traffic Crash - Property Damage	3215
Assist	2962
Assault	2099
Domestic Assault	1844
Traffic Crash - Property Damage Hit & Run	1767
Noise Complaint - Music, Construction, Other	1727
Larceny	1265
Suicide - Threat with No Injury	1088

The GRPD uses a priority scheme to classify calls for service. Priority One calls are considered the most critical. The distribution of calls by priority is illustrated in Figure 6.

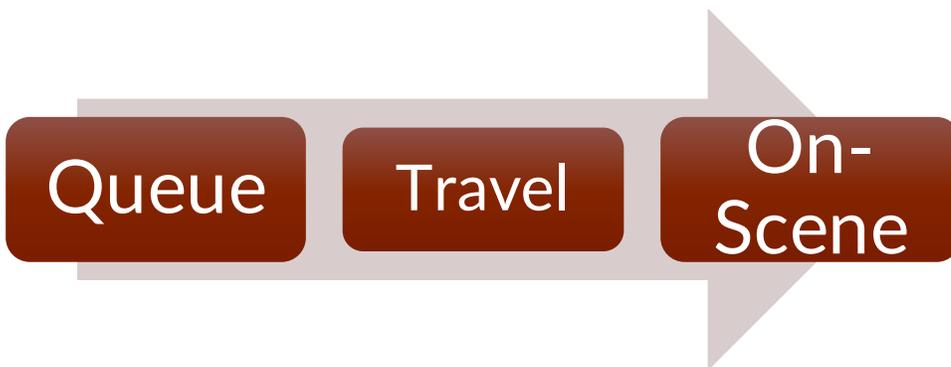


Figure 6: CFS by Priority



Next, we examine agency performance with response to time. The following figure illustrates how we consider time in the context of a call for service.

Figure 7: Model of CFS Time



These results are illustrated in Table 2.

Table 2: CFS Average Time Performance

	All Calls	Priority One Calls
Queue Time	12:37	1:31
Travel	6:30	5:05



In this table, we observe performance for all calls and for high priority calls. The queue time reflects the time from when the phone is answered in the communication center until a police unit is dispatched. For all calls, that time is about 12.5 minutes, but for critical calls it is only one minute and 30 seconds. This suggests that urgent calls are processed quickly and that resources are available for emergency calls when needed. In Grand Rapids, the average call time is 56.5 minutes (50 minutes on scene and 6.5 minutes travel time).

SHIFT RELIEF FACTOR

When conducting a staffing analysis, it necessary to calculate a shift relief factor. The shift relief factor tells us the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers are on duty given average benefit time off, regular days off and other scheduling factors that affect availability for patrol duty. The formula for the shift relief factor is:

$$\text{SRF} = \text{Maximum Hours That Could be Worked} / \text{The Actual Number of Hours Worked.}$$

Table 3 illustrates the shift relief factor for Patrol Division officers in the GRPD.

Table 3: Calculation of Shift Relief Factor

Element	Data (in hours)
Average BTO	208
Training	26
Meals/Exercise (3 hours per week)	156
Regular Days Off	2,190
42 Hour Work Week Adjustment	104
Total Time Off	2,685
Maximum Available	4,380
Total Worked (4,380 - 2,684)	1,696
Shift Relief Factor	2.6

The table describes the following:

- Average benefit time off reflects use of vacation, sick, compensatory time, etc.
- Training time working time not spent on patrol activities due to training.
- We adjust for a 40-hour work week because the 12-hour schedule results in officers working 84 hours every two weeks. The agency adjusts for this by shortening one shift during the period to eight hours.



- With regular days off and average benefit time off, we observe that each year, on average, an officer is off-duty for 2,685 hours.
- The maximum work hours an officer can be scheduled is 365 X 12, or 4,380. The total average time off is 2,685 hours. Thus, each officer works, on average, 1,695 hours per year.
- The shift relief factor is 2.6 (4380/1696)

Finally, we turn to the staffing estimate for patrol. The model is based on the following assumptions:

- Average CFS Time 56.5 Minutes (6.5-minute travel time and 50-minute on scene time)
- SRF 2.6
- All calls for service are handled by patrol
- Backup required 35 percent of the time¹³

Table 4: Patrol Staffing Estimate

1	2	3	4	5	6	7	8	9	10	11	12
Shift	CFS	35%	Adj. CFS	Hours	Units	40% CFS	X2.6	50%CFS	X2.6	60% CFS	X2.6
6 a.m.	32,277	11,297	4,3574	4,1831	9.6	24	63	19.2	50	16.3	43
6 p.m.	28,298	9,904	38,202	36,673	8.4	21	55	16.8	44	14.3	38
Total							118		94		81

In the first column of Table 4, we have divided the day into two 12-hour shifts. The number of calls during each shift is in column 2. In the third column, we make the backup unit adjustments (adding 35 percent). Column 4, which includes the backup unit adjustment, is the basis for our analysis. In Column 5, we estimate the total time consumed on calls in hours by shift, based on an average time of 56.5 minutes per call. In the next column, we identify the number of units required to handle these calls if a unit worked every day and did nothing other than handle calls for service. This calculation is based on the total time consumed divided by 4,380, the number of hours that an officer would work if they worked twelve-hour shifts every day.

Next in column 7, we multiply the unit value times the performance objective. In this case, the model is based on providing enough officers to permit them to spend 40 percent of their time on calls for service and 60 percent on other activity.

¹³ The GRPD uses an algorithm to identify calls that require a two-officer dispatch. It is based on the call priority and other mitigating facts related to the call. We applied this model to our data and determined that 35 percent included a two-officer response.



In column 8, we multiply the number of required to be on duty officers by the appropriate shift relief factor. This tells us the number to assign to the shift in order to ensure that the appropriate number of units is on duty.¹⁴ Columns 11 to 14 follow the same protocol, except the model allows for officers to spend 50 percent of their time on calls for service and 50 percent on other activities, and 60 percent on CFS and 40 percent on other.

As we can see, the recommended staffing under the assumption of 40 percent of time on calls for service is similar to the current staffing level; however, the model recommends that more officers be assigned to the day shift than the night shift.

When using the workload-based approach, it is important to consider some of the potential limitations. First, this model relies heavily on averages in producing the estimates. To the extent that workload demands exceed averages, relying on averages for scheduling may affect agency performance. An example of where this might occur is during substantial emergencies, concurrent major calls or some unplanned event. In these sorts of unpredictable situations, the workload-based model, like other approaches, may not provide for an adequate number of officers. The main effect of this shortfall will be to reduce the availability of discretionary time.

Second, the models do not differentiate about the job functions of the police units. That is, we assume that calls are handled by police officers. To the extent that calls are handled by supervisors or by non-sworn staff, officer-staffing requirements will diminish. Finally, our model is based on citywide deployment. To the extent that there are variations in demand by sector, this approach may not adequately capture those differences.

WORK SCHEDULES

GRPD patrol officers work a 12-hour schedule. It consists of six 12-hour shifts and one eight-hour shift during a two-week period. This is a generally efficient approach to scheduling. However, because some units work other schedules and some members have expressed an interest in adopting a 10-hour schedule, it will be instructive to examine work scheduling more broadly.

While this is one schedule, many other variations exist. Police work schedules come in all shapes and sizes. Although each seems unique, a methodology can be applied so that we can compare work schedules. Among the important components of a work schedule are:

- Average work week
- Shift length
- Number of consecutive work days
- Weekend time off
- Staffing by day of week
- Percentage of officers on duty each day

¹⁴ The convention is to round up at this point.



For example, consider the following figure that illustrates a common work schedule.

Table 5: 5/2 Work Schedule

Officer	S	M	T	W	T	F	S
1	Off	Off					Off
2		Off	Off				
3			Off	Off			
4				Off	Off		
5					Off	Off	
6						Off	Off
7	Off						Off
% On	71	71	71	71	71	71	71

Table 5 illustrates a work schedule in which officers work a five-day on/two-day off schedule with eight-hour days. We observe that the shift has unique properties:

- Fixed days off
- Three groups of officers have either a full or partial weekend day off
- Equal staffing by day of week
- Longest on duty cycle is five days

Importantly, we observe that on every day, 71 percent of the officers are assigned to be on duty, and that the number of officers on duty each day is the same.

Table 6 shows how we can build a 5/2 schedule that increases staffing on weekends. For example, we have a workgroup with nine officers, and we wish to provide staffing proportional to the daily workload. Each officer is assigned a day-off group, but groups two and three each have two officers. This allows the reduction of staffing on some days, and the increase on others. This schedule is particularly attractive to employees that want fixed days off. It works well for officers that are going to school and may be beneficial for those that assist in childcare. The disadvantage is that a substantial portion of employees never gets a weekend off.



Table 6: Work Schedule with variable staffing by day of week (5/2)

Officer	S	M	T	W	T	F	S
1	Off						Off
2 (2)		Off	Off				
3 (2)			Off	Off			
4				Off	Off		
5					Off	Off	
6						Off	Off
7	Off	Off					
On	7	6	5	6	7	7	7
Off	2	3	4	3	2	2	2
% On	77%	66%	55%	66%	77%	77%	77%

Another schedule that is based on an eight-hour day is commonly described as a “six and two” schedule. Over the course of the seven-week duty cycle each officer will work the following pattern:

- 6 on 3 off
- 5 on 3 off
- 6 on 2 off

It is illustrated below.



Table 7: Eight-Hour schedules with rotating days off

Week	S	M	T	W	TH	F	S
1			Off	Off			
2				Off	Off		
3					Off	Off	
4						Off	Off
5	Off						Off
6	Off	Off					
7		Off	Off				
% On	71	71	71	71	71	71	71

This schedule has several interesting attributes.

- The percentage of officers assigned each day is the same as a 5/2 schedule
- Rotating days off
- Each officer gets two three-day weekends during each duty cycle

TEN-HOUR SHIFTS

More than 30 years ago, several law enforcement agencies began adopting the “4-10” plan. Under this plan, officers work four 10-hour shifts and have three days off each week. The plan appeals to officers because it reduces the number of days worked each week, the likelihood of working on a holiday and commuting time. The plan can also appeal to agencies. Because the work schedules have an “overlap” period between shifts, when officers on two shifts are working simultaneously, the agency can double staffing during peak demand times. The following figure illustrates a typical 4-10 plan that is based on a seven-week duty cycle.



Table 8: "4-10" plan with rotating days off

Officer	S	M	T	W	T	F	S
1	Off	Off					Off
2	Off	Off	Off				
3		Off	Off	Off			
4			Off	Off	Off		
5				Off	Off	Off	
6					Off	Off	Off
7	Off					Off	Off
%	57	57	57	57	57	57	57

Compared to eight-hour shifts, the above 10-hour schedule significantly reduces the proportion of officers assigned to be on duty; dropping from 71 percent to 57 percent. This happens because the agency must use the same number of officers that are used to provide 24-hour staffing to provide 30 hours of staffing. In many agencies, those additional six hours of coverage are unnecessary. Moreover, 10-hour shifts require additional police vehicles to cover overlap times, which may reduce productivity for some officers.

Consider the following example. A department has 66 officers assigned to patrol (22 officers are assigned to each eight-hour shift). On each shift we would expect about 16 officers (71 percent) to be assigned to duty.

The department decides to implement a 4-10 plan with shift times of 6 a.m. to 4 p.m., noon to midnight, and 10 p.m. to 8 a.m. If we continue to assign 22 officers to each shift, we would expect that on each shift 13 officers (57 percent) would be assigned to work. This means that except during the hours of the overlap, the agency will have fewer officers assigned to duty under the 10-hour schedule. Importantly, it may be the case that an agency can use the additional capacity that comes from the ten-hour plan to its advantage, but they must understand that any advantage it experiences may be at the expense of another goal.

Another way to approach this work schedule issue is to consider 12-hour schedules.

The 12-hour schedule is relatively straightforward. It is a 14-day duty cycle. In the schedule pictured below, the pattern consists of two days on/three days off, two days on/two days off and three days on/two days off. This schedule results in a 42-hour average workweek.¹⁵ Over the two-week cycle,

¹⁵ Can be modified to reduce average workweek to 40 hours.



officers would earn four additional hours. All officers are assigned to one of two groups. This schedule makes it easier for supervisors and officers to work on the same schedule. A typical work schedule, like the one used in Grand Rapids, is illustrated below.

Table 9: 12-hour schedule

	Su	M	T	W	T	F	Sa
Week One			Off	Off	Off		
Week Two	Off	Off				Off	Off
Percentage On	50	50	50	50	50	50	50

As can be seen, officers have rotating days off during the duty cycle, but the pattern is repeated every two weeks. Thus, an officer could expect, for example, to have every other Sunday, Monday and Tuesday off. Officers assigned to this pattern would have every other weekend off.

At first glance, it looks like 12-hour shifts actually reduce resource availability but recall that the agency needs only staff two shifts per day. Staffing seven officers on 12-hour shifts is equivalent to staffing 10 officers assigned to eight-hour shifts.

An alternative 12-hour work schedule may more closely conform to a schedule with fixed days off as pictured below.

Table 10: 12-hour, 14-day duty cycle

Platoon	S	M	T	W	T	F	S	S	M	T	W	T	F	S
1	On	On	On	Off	Off	Off	Off	On	On	On	On	Off	Off	Off
2	Off	Off	Off	On	On	On	On	Off	Off	Off	Off	On	On	On

This schedule has two platoons and a 14-day duty cycle. Officers in the first platoon work on Sunday, Monday and Tuesday of the first week and then have four days off. During the second week of the cycle, officers work on Sunday, Monday, Tuesday and Wednesday and then have three days off. The second platoon has what is nominally the opposite on and off pattern.

This work schedule results in a 42-hour workweek (84 hours over two weeks). This can be adjusted to a 40-hour workweek by permitting officers to take two hours off each week, or four hours during the two-week period. The department will have to manage this time off to ensure that it does not adversely affect deployment.



Recommendations

Recommendations	
1.1	<p>Develop a formal policing strategy that aligns resources to organizational vision. Task officers to help drive strategic goals and measure the progress towards goals under the strategic vision.</p> <p>Identify core processes, such as traffic, community policing, community engagement and crime prevention, and align resources to meet the strategy. Evaluate outcomes through ongoing data analysis and process improvement to drive the best allocation of resources for service delivery.</p>
1.2	<p>Formalize the tasking and expectations for officers on a daily basis to maximize use of unallocated time. The GRPD is response ready, meaning that officers prioritize dispatch assignments over other tasking. Creating formal tasking plans will help to maximize officer allocation.</p>
1.3	<p>Review calls for service to ensure that officers are being sent to calls where their response supports strategic vision. The GRPD should evaluate whether assigning officers to traffic crashes that are property damage only is an effective use of police officers' time.</p>
1.4	<p>Provide civilian support staff to process traffic citations, City violation citations and other administrative records to allow sworn officers currently doing this work the time to address situations that require sworn powers. This will have significant benefit in both the Traffic Unit and the Detective Unit.</p>
1.5	<p>Align civilian support staff with service areas to provide appropriate data management and analysis to inform management's decision making on resource allocation, implementation of crime strategies and other administrative and operational needs.</p>
1.6	<p>Consider implementing a continuous improvement approach to policing that identifies objectives and key results for the units under Operations and ensures shared responsibility for success, particularly around community engagement and community policing.</p> <p>Use management meetings to develop shared strategies and tasks and define measurements for success.</p>
1.7	<p>Expand the use of civilian parking enforcement aides, consistent with other similar police departments, to issue parking citations and to accept parking citation assignments, as this type of professional staff can manage such actions effectively and allow officers to engage in direct traffic enforcement.</p>
1.8	<p>Develop a staffing plan for the Records Unit to establish a Department data manager responsible for ensuring the accuracy, sufficiency and consistency of data reporting across the Department.</p>



1.9	Create a Crime Analysis Unit that is staffed with sufficient resources, starting with a minimum of two to three individuals who can supply crime intelligence and analytics products across the department on a regular basis. Use this unit to help inform management regarding trends, resource allocation and effectiveness of strategy.
1.10	Review the Detective Unit schedule to ensure that it aligns with organizational needs relative to demand for investigative services.
1.11	Revise policy and procedures to ensure that patrol officers are not writing unnecessary reports that do not provide any policing or other value. If a report is not reviewed by anyone, that is a good indicator that it is not a necessary action for an officer to take.
1.12	Determine whether the assignment of an officer to every call for service is a strategic goal. If it is, establish the resources and tasking to support this goal. If it is not, establish parameters for officer assignment and educate the community and the officers on how these services will be supplied.
1.13	Establish a staffing plan that accounts for the upcoming gaps in existing staff . Work to expand the current hiring goals to match the anticipated retirements. Consider an incentive by which officers announce a year in advance that they will retire to facilitate a hiring plan.
1.14	Conduct a skills gap analysis to ensure that officers positioned to be future leaders are trained and receive professional development.
1.15	Establish clear policies on overtime and officer rest .
1.16	Provide routine command engagement with Patrol and Investigations through roll calls, appearance in the field and other opportunities to engage with officers.
1.17	Develop a civilian staffing plan that prioritizes staffing in units that have direct impact on optimal field resource allocation. Identify strategic data-led policing goals and recruit civilian staff in support of those goals.
1.18	Hire additional civilian staff for the Records Unit, as the current staffing level is insufficient to ensure a professional, integrated approach to records management and the data that attaches.
1.19	Develop a position catalogue with job descriptions and specific skills for each position in the GRPD. Those that do not require sworn powers should be staffed by civilians.
1.20	Develop an organizational strategy that seeks to transition officers out of positions and tasks that are administrative and do not require sworn powers.
1.21	Adopt a workload-based model for allocating Patrol Division resources.
1.22	Closely examine use of the 4-10 work schedule , and when possible, adopt a more efficient work schedule.