Report on

Police Operations

Grants Pass, Oregon

September 2014

POLICE OPERATIONS   POLICE OPERATIONS

CENTER FOR PUBLIC SAFETY MANAGEMENT

ICMA

Leaders at the Core of Better Communities

Background

About ICMA

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill & Melinda Gates Foundation and we are providing community policing training in El Salvador, Mexico, and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

ICMA *Center for Public Safety Management*

The ICMA *Center for Public Safety Management (*ICMA/CPSM*)* is one of four Centers within the ICMA's U.S. Programs Division, providing support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research and the identification of core competencies of police and fire managers and also by providing assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs, and identifying best practices. We have conducted approximately 150 such studies in 100 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Indiana).

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development for the Center.

Methodology

The ICMA Center for Public Safety Management team follows a standardized approach to conducting analyses of police operations. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team for this project has more than one hundred years of technical and operational experience, working in various policing capacities ranging from officer to chief, and brings considerable experience to conducting research in these areas for cities in and beyond the United States.

The reports generated by the operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations and by special interest groups such as the International Association of Chiefs of Police (IACP), International Police Association, and the Association of Public-Safety Communication Officials International, as well as through ICMA's Center for Performance Measurement. These performance measures have been developed following decades of research and are applicable in all communities. For this reason, the data yield similar reporting formats, but each community's data are analyzed on an individual basis by the ICMA specialists and represent the unique information for that community.

The Public Safety Management team begins most projects by extracting calls for service and raw data from a public safety agency's computer-aided dispatch system. The data are sorted and analyzed for comparison to nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple-unit dispatching) are valuable measures of agency performance regardless of departmental size. The findings are shown in tables and graphs organized in a logistical format. Due to the size and complexity of the documents, a consistent approach to structuring the findings allows for simple, clean reporting. While the categories for the performance indicators and the overall structure of the data and documents follow a standard format, the data and recommendations are unique to the organization under scrutiny.

The team conducts an operational review in conjunction with the data analysis. The performance indicators serve as the basis for the operational review. The review process follows a standardized approach comparable to that of national accreditation agencies. Prior to the arrival of an on-site team, agencies are asked to provide the team with key operational documents (e.g., policies and procedures, asset lists, etc.). The team visits each city on-site to interview agency management and supervisory personnel, rank-and-file officers, and local government staff.

The information collected during the site visits and through data analysis results in a set of observations and recommendations that highlight strengths, weaknesses, opportunities, and threats of the organizations and operations under review. To generate recommendations, the team reviews operational documents; interviews key stakeholders and observes physical facilities; and reviews relevant literature, statutes and regulations, industry standards, and other information and/or materials specifically included in a project's scope of work.

The standardized approach ensures that the ICMA Center for Public Safety Management measures and observes all of the critical components of an agency, which in turn provides substance to

benchmark against localities with similar profiles. Although agencies may vary in size, priorities, and challenges, there are basic commonalities that enable comparison. The approach also enables the team to identify best practices and innovative approaches.

In general, the standardized approach adopts the principles of the scientific method: We ask questions and request documentation upon project start up; confirm accuracy of information received; deploy operations and data analysis teams to research each unique environment; perform data modeling; share preliminary findings with the jurisdiction; assess inconsistencies reported by client jurisdictions; follow up on areas of concern; and communicate our results in a formal, written report.

Center for Public Safety Management Project Contributors

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Executive Summary

ICMA was commissioned to review the operations of the Police Bureau of the Grants Pass, Oregon, Department of Public Safety (GPDPS). While our analysis covered all aspects of the Bureau's operations, a particular focus of our study was on identifying the appropriate staffing of the agency given its workload, community demographics, and crime levels.

We analyzed departmental workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators, which allowed us to understand the implications of service demand on current staffing. We reviewed the GPDPS's organizational design to determine if the many functions required of a modern police agency are staffed appropriately.

Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, employee survey, data analysis, comparative analyses, and development of alternatives and recommendations. Our principal recommendations follow and are described in detail throughout the report. The recommendations are categorized as Critical (high priority), Necessary (medium priority), and Desirable (low priority).

Major Recommendations

- Create a working group to examine calls for service handled by the GPDPS and which should be charged with identifying and recommending ways to minimize response to nonemergency calls. **Critical**

- Staff each patrol team with a minimum of one sergeant, one corporal, and eight officers. **Critical**

- Create a working group of patrol supervisors and officers to more closely examine the use of "out-of-service" time used by officers on patrol. **Critical**

- Develop site-specific strategic plans to combat incidents of crime and disorder at "hot-spot" locations. **Critical**

- Implement a policy that shifts the burden for follow-up criminal investigations from patrol officers to the Detective Bureau. **Critical**

- Incorporate the use of data management (caseload, clearances, etc.) into the operations of the detective bureau. **Critical**

- Develop an integrated intelligence and crime analysis function. **Necessary**

- Staff a specialized enforcement team with one sergeant and two officers to conduct proactive enforcement in the community. **Critical**

- Consider quarterly mini-audits of sensitive property items secured in the property facility. **Critical**

- Reorganize units as follows: **Necessary** for all

- ○ Create two major divisions: (1) Field Operations Division (FOD), and (2) Investigative and Support Division (ISD).

- ○ Transfer the Detective Bureau from the Operations Division to the newly created ISD.

- ○ Transfer the Traffic Unit from the Support Division to the newly created FOD.

- ○ Transfer the community service officers from the Support Division to the newly created FOD.

- Develop organizational capacity in the following specific areas: **Desirable** for all

  - ○ Internal Affairs and its functions should be identified as a unit of the ISD. Duties presently conducted as Internal Affairs/Procedural Inquiries would fall under the direction of the ISD Lieutenant with support from assigned sergeants.

  - ○ Training and its functions should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants.

  - ○ Research and Development should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants.

  - ○ Employment Services and its functions should be identified as a unit of the ISD. Recruitment and background activities would be administered under the direction of the ISD Lieutenant with support from assigned sergeants.

  - ○ The sergeant position presently assigned to the Support Division should remain in the Investigative and Support Division to assist in oversight of the newly assigned duties. An additional sergeant position should be created to assist with the newly assigned duties. Clerical support should be identified to assist in appropriate duties associated with these additional functions.

- Train auxiliary personnel in the use of hand-held radar devices to assist traffic/patrol officers. **Desirable**

- Provide additional training to staff to ensure that crime data are reported accurately. **Necessary**

- Redesign the scope and breadth of public information distributed to the local media. **Necessary**

- Reduce the intake of non-essential calls received by the Records Division. **Necessary**

- Increase staffing in the new ISD by one sergeant and one civilian administrative assistant. **Desirable**

- Develop and implement training for first-line supervisors in processing complaints made by the public against GPDPS officers. **Desirable**

- Amend General Order 4.35 to eliminate providing of formal complaint documents and other investigative reports to subjects of internal affairs investigations or procedural inquiries except as required by law. **Desirable**

- Develop a monthly IA report directed to the public safety chief. **Desirable**

- Implement IA case management software to develop a robust early warning system for personnel management. **Necessary**

- Leverage the deployment of temporary modified duty assignments. **Desirable**

- Continue to work with the JCSO to provide available jail beds at the current levels or perhaps even higher levels as conditions dictate. **Critical**

- Incorporate a leadership team made up of a cross-section of the workforce and which can provide meaningful information and reasonable advisory input to decisions regarding important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks. The leadership team should be involved in an advisory capacity in planning and implementing a wide array of policy and process issues. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation. **Necessary**

Incorporating these recommendations produces the following personnel complement for the Police Bureau:

TABLE 1: Proposed Personnel and Organization Based on Recommendations

GPDPS – Police Bureau	Chief	Dep. Chief	Lt.	Sgt.	Cpl.	PO	Civ.	PT Civ.
Executive	1	1					1	
Communications							18	
Records							7	
Investigative and Support Div.			1	1			1 (+1)	
Detective Section				1		5	2	
RADE						1		
Special Enforcement Team				1 (+1)		2 (+2)		
Professional Standards				1 (+1)				
Crime Prevention						1		
School Resource Officer						1		
Field Operations Div.			1					
1st Shift				1	1	8 (+2)		
2nd Shift				1	1	8 (+3)		
3rd Shift				1	1	8 (+2)		
4th Shift				1	1	8 (+2)		
Community Service Officers							3	3
Traffic						2		
	1	1	2	8 (+2)	4	44 (+11)	32 (+1)	3
Total Sworn: 60								
Total Civilian (FTE): 33.5								

ICMA staff thanks the city and police administrations of Grants Pass for their assistance in completing this project. In particular, ICMA commends City Finance Director Jay Meredith and GPDPS Interim Chief Bill Landis for their enthusiasm and cooperation with ICMA staff regarding documentation requests and the overall project.

Methodology

Data Analysis

We used numerous sources of data to support our conclusions and recommendations for the Grants Pass Police Bureau. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of department internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with Grants Pass police personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations. We interviewed representatives of the operational, administrative, and staff positions to get an understanding of the department and how it functions.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with representatives of the department.

Employee Survey

A self-administered, web-based, written survey was distributed to all department employees. The survey explored general work climate, communications, relationships, and workplace satisfaction.

Document Review

ICMA consultants were furnished with numerous reports and summary documents by the Grants Pass Department of Public Safety. Information on strategic plans, personnel staffing and deployment, evaluations, training records, and performance statistics were provided.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. ICMA representatives engaged all facets of department operations from a "participant observation" perspective.

Community and Crime Background

Grants Pass Demographics

When determining the appropriateness of deployed resources—both current and future—a key factor for consideration is the demographics of the community.

Grants Pass is the seat of Josephine County, and is a major commercial and retail center for the entire county. In 2013, Grants Pass had an estimated 35,076 residents. The racial makeup of the city is estimated to be 90.9 percent white, 0.5 percent African-American, 1.1 percent Asian, and 7.5 percent other, with 8.5 percent of the total population reported as Hispanic.

The median household income in Grants Pass is $32,991, which is about 34.1 percent lower than the median Oregon household income. Similarly, on average between the years 2008-2012, 20.7 percent of the Grants Pass population was below the poverty level, which is more than the statewide rate of 15.5 percent. Additionally, 50.2 percent of residents are "homeowners," which is less than the 62.5 percent state rate for this category. The median value of an owner-occupied home is $196,900, which is lower than the Oregon value of $246,000. Similarly, 80.4 percent of residents are living in the same house since last year, compared to the 82.1 percent Oregon rate.

Uniform Crime Report/Crime Trends

As defined by the Uniform Crime Reporting (UCR) Program, the seven major Part I offenses are used to measure the extent, fluctuation, and distribution of serious crime in a defined geographic area. Part I crimes are the seven most serious offenses in two categories (violent and property crime). Serious violent crime is defined as murder, rape, robbery, and aggravated assault. Serious property crime is defined as burglary, larceny, and motor vehicle theft.

As can be seen in Table 2, in 2012 Grants Pass reported a UCR Part I violent crime rate of 215 violent crimes per 100,000 residents. For UCR Part 1 property crimes, the rate in Grants Pass was 5,282 property crimes per 100,000 residents. The violent crime rate in Grants Pass is 50 percent lower than the state rate and 45 percent lower than the national rate. The rate of property crime is 50 percent higher than the state rate and 85 percent higher than the national rate. Clearly, property crime is problematic in Grants Pass and the department should develop and implement a comprehensive property crime reduction strategy that involves the entire department.

TABLE 2: 2012[1] UCR Crime Comparisons

Agency	Population	Violent Crime Rate*	Property Crime Rate*
U.S.	313,914,040	387	2,859
Oregon	6,553,255	429	3,539
Population Comparison			
Medford	76,037	559	5,810
Albany	51,084	86	3,093
Grants Pass	34,892	215	5,282
McMinnville	32,681	196	2,840
Redmond	26,835	343	4,718
Klamath Falls	20,968	377	4,850
Ashland	20,376	172	3,038
Central Point	17,431	149	3,494

Note: * = per 100,000 population

We compared Grants Pass's crime rate to other communities in Oregon. To do this, we took information from the FBI UCR Program on *Crime in the United States* and compared Grants Pass with other jurisdictions of similar population. For this analysis Medford, Albany, McMinnville, Redmond, Klamath Falls, Ashland, and Central Point were used. It should be noted that the demographics of these communities encompass a wide range and the analysis is not intended to compare Grants Pass with Medford or Central Point, for example. These communities were selected because they are in the same region of the state as Grants Pass and have similar demographics, and provide a useful illustration of communities in Oregon and how they compare with respect to rates of crime.

Examination of the comparisons presented in Table 2 shows that Grants Pass has a slightly higher crime rate compared to these jurisdictions. Out of the eight jurisdictions presented, Grants Pass is the third largest in population and has the fourth highest violent crime rate and second highest property crime rate.

Over the past ten years, the rate of crime in Grants Pass has been a mixed experience. Figure 1 shows the rates of both violent and property crime between 2002 and 2012. During this time Grants Pass experienced a steady decrease in property crime between 2002 and 2012. The violent crime rate fluctuated, but was as high in 2011 as it was at the start of the ten-year period. Overall, it can be concluded that Grants Pass has a relatively low violent crime rate that has remained unchanged over the ten-year period of observation. The property crime rate has decreased substantially over the ten-year period and is still trending downward. Undoubtedly, these numbers are skewed somewhat due to the population influxes experienced in Grants Pass. While the ratio of crime to residential population is seemingly high, this number is artificially high due to the influx of visitors that flock to Grants Pass for retail, nightlife, vacation, and other purposes.

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[1] At the time of this report only 2012 UCR data were available on comparison jurisdictions.

FIGURE 1: Grants Pass Crime Rates 2003-2012
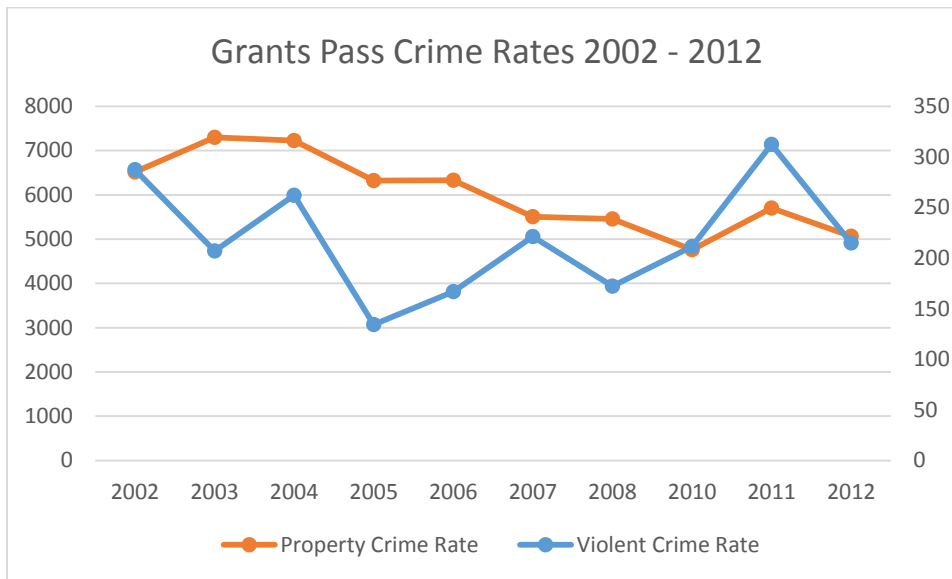
Comparisons/Benchmarks

In order to put the Grants Pass Police Department into perspective on a wider scale, it is important to compare it with police department benchmarks. In a 2011 study, IBM looked at several financial, organizational, and demographic variables to assess the relative efficiency of local governments. The resulting report, *Smarter, Faster, Cheaper*, presents data from the 100 largest U.S. cities in various regions.[2] In addition, the Overland Park, Kansas, Police Department conducts an annual survey of 26 small- to medium-sized police departments each year on, among other measures, the same measures reported in the IBM report. This Overland Park report, entitled "Benchmark Cities Survey,"[3] is also useful for comparative evaluation. Furthermore, the Bureau of Justice Statistics publishes periodic reports on the administrative and managerial characteristics of police departments in the United States.[4] Keeping in mind that each community has characteristics that govern the style and size of its police department, these characteristics and comparisons can help assess the relative performance of the Grants Pass Police Bureau.

These documents are useful in benchmarking the department on several key variables, including per-capita spending on police services, spending per crime, number of sworn personnel per crime, overtime expense, and sworn officers per capita (see Table 3).

The city's fiscal year 2014 budget for the department indicates that $9.3 million is budgeted for police services. This means that, on average, Grants Pass budgets approximately $267 per capita on

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[2] David Edwards, *Smarter, Faster, Cheaper: An Operational Efficiency Benchmarking Study of 100 US Cities* (Somers, NY: IBM, 2011), available at
http://icma.org/en/icma/knowledge_network/documents/kn/Document/303182/Smarter_Faster_Cheaper.
[3] http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/
[4] Bureau of Justice Statistics, *Law Enforcement Management and Administrative Statistics* (2007).

police services, which is less than the average of $323 per capita presented in the IBM report and higher than the $217 per capita presented in the Benchmark Cities Survey. Grants Pass's 2012 crime rate of 5,497 serious crimes per 100,000 residents is 10 percent higher than the average crime rate of 5,000 crimes per 100,000 among the cities in the IBM report and 68 percent higher than the average crime rate reported in the Benchmark Cities Survey.

Also, according to the GPDPS 2013 Annual Budget Expense documents, the department will spend approximately $469,000 on overtime out of an operating budget of approximately $9.3 million. This represents approximately 5.0 percent of the total budget. This overtime-to-budget ratio is on par with the IBM report, and higher than the Benchmark Cities Survey. ICMA contends that an overtime-to-budget ratio of less than 5 percent is indicative of appropriate overtime controls in an agency; thus, the department spends more money on overtime than expected. It appears that there were high levels of overtime budgeted in patrol, dispatch, and records in 2013.

Lastly, according to the department records, there were 50 budgeted sworn officers. At the time of the site visit on June 24, 2014, 48 positions were filled, and there were two vacancies. This results in a ratio of 143 officers per 100,000. This ratio is lower than the average of 190 officers per 100,000 residents from the IBM study, and slightly lower than the 144 officers per 100,000 residents from the Benchmark Cities Survey.

TABLE 3: Grants Pass Police Department in Perspective

Benchmark Area	GPDPS	IBM Benchmark	Vs. IBM Benchmark	Benchmark Cities Survey	Vs. Benchmark Cities Survey
Per capita police spending	$267	$323	LOWER	$217	HIGHER
Crime rate	5,497	5,000	HIGHER	3,277	HIGHER
Overtime	5.0%	5%	EQUAL	3.4%	HIGHER
Officers per capita	143	190	LOWER	144	LOWER

Overall, the Grants Pass Department of Public Safety earns mixed marks for financial benchmarks. The cost of operations is lower than the IBM study's benchmark, but higher than the Benchmark Cities Survey. The overall crime rate is higher in Grants Pass than the two benchmark reports. Overtime usage is on par with the IBM study and higher than the Benchmark Cities Survey. Lastly, the officers per capita figure in Grants Pass is lower than in both the Benchmark Cities Survey and the IBM study.

The key to operational efficiency, however, is not found exclusively in financial austerity. The size and style of a police department and the types of services that it provides are a reflection of the character and demands of the community. The challenge is to determine how many police officers are necessary to meet that demand, and how to deploy those personnel in an effective and efficient manner. The above analysis demonstrates that Grants Pass is financially efficient in its police personnel deployment. The analysis that follows is an attempt to build upon this discussion and answer the "how many" and "how to deploy" questions that are the essence of police operational and personnel resource decisions.

Our report now turns to the various elements of the department and an assessment of those elements in context with prevailing industry standards and best practices.

Patrol Division

The Grants Pass Police Bureau provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

Demand

It was reported to the ICMA team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The result of this policing philosophy is the delivery of comprehensive policing services to the Grants Pass community. The Bureau has the hallmark of a small-town approach to policing, in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach, as the Patrol Division must be staffed with enough officers to respond to these calls.

When examining options for the Bureau's direction, the city and the GPDPS face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Grants Pass community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Grants Pass Police Bureau to continue its full-service model of policing yet run the agency more efficiently.

TABLE 4: Calls for Service

Category	Police-initiated			Other-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	20	2.3	35.5	756	2.5	45.1
Alarm	5	1.8	17.9	1,632	2.0	15.5
Animal calls	36	1.2	18.0	528	1.3	21.5
Assist other agency	61	1.5	32.7	536	2.0	36.0
Check/investigation	4,832	1.4	16.4	3,019	1.7	25.4
Crime–persons	69	1.4	44.6	2,350	1.9	34.6
Crime–property	159	1.3	30.9	5,425	1.7	33.6
Disturbance	41	2.3	17.2	2,961	2.0	23.2
Juvenile	6	1.0	42.4	205	1.8	36.4
Medical assist	46	2.6	78.5	732	2.4	46.8
Miscellaneous	1,150	1.1	8.3	1,432	1.4	20.7
Prisoner–arrest	46	2.1	41.4	144	1.7	39.3
Suspicious person/vehicle	35	1.3	21.0	2,791	1.7	20.5
Traffic enforcement	6,440	1.3	10.7	1,714	1.3	15.7
Total	**12,946**	**1.3**	**13.6**	**24,225**	**1.8**	**27.3**

Note: We removed four calls with inaccurate busy times.

Table 4 presents information on the main categories of calls for service received from the public that the department handled between the period January 1, 2013 and December 31, 2013. In total, department officers were dispatched to 37,175 calls during that twelve-month period, or approximately 102 calls per day.

In general, CFS volume in Grants Pass is high. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population size. With a population estimated to be approximately 35,000, the total of 37,175 CFS translates to about 1,062 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, ICMA studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 1,062 CFS/per thousand/year would suggest a policy that is fairly nondiscriminating in accepting CFS from the public and could be translating to the police responding to many nonemergency CFS. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. This high ratio of CFS to population is also confirmed by anecdotal accounts from officers on patrol. It is their contention that they are assigned an inordinate number of frivolous CFS that are not police emergencies. It is recommended that the Grants Pass DPS consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn

police officer. Responding to false or faulty burglar alarms, or to motor vehicle accidents involving only property damage, the police role is largely administrative: preparing and filing reports. Also, the indiscriminate assignment of police officers to medical calls results in officers doing nothing more than observing a patient being loaded into an ambulance and being transported to the hospital. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential.

Alarm Reduction Program

The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any law enforcement agency that wishes to explore this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. For example, a double-call verification protocol is becoming the norm across the country. Alarm reduction needs to be addressed aggressively in Grants Pass. Adopting an alarm callback program has the potential to reduce calls for service by more than 1,500 calls, or roughly 6 percent of CFS received from the public. Similarly, communities across the country have implemented effective alarm reduction programs. These programs combine licensing and regulation of alarm installations, fees for false alarms after an initial grace period, and education programs to inform alarm owners and alarm companies; such a program also provides revenues that allow the program to pay for itself. Adopting a program in this area has the potential to reduce and/or recover costs for unnecessary police responses and free up time to dedicate to public safety initiatives.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the GPDPS responded to 776 motor vehicle accidents. Most accidents involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response.

Police departments around the country have discontinued assigning police officers to handle property damage-only accidents. ICMA supports this development and contends that dispatching police officers to all vehicle crashes is a policy that could be revisited. Dispatching officers to vehicle crashes is the least efficient use of their time and resources. Examination of Table 3 indicates that 3.1 percent of citizen-initiated CFS during the study period were traffic accidents. Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

According to Oregon law, if a motorist is involved in a motor vehicle accident in which a person is injured or there is property damage in excess of $1,500, the motorist must report the accident to the state. Police departments across the state have interpreted this regulation as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol

officers responding to and documenting traffic crashes. ICMA contends that this approach is not an efficient use of patrol officer time. ICMA recommends that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorist should be advised to prepare the required Oregon forms and submit them to the state: no response by the police is necessary.

Miscellaneous

Table 4 also shows that Grants Pass officers handled 1,432 "miscellaneous" CFS (5.9 percent of all citizen-initiated CFS). This category of CFS is generally used to label calls that are not criminal in nature and have a limited relationship to police responsibilities. This category essentially becomes a catch-all for calls that are dispatched to patrol units, but that are not police-related.

Medical Calls

Table 4 also shows that Grants Pass officers handled 732 "medical assist" (3.0 percent of all citizen-initiated CFS). The assignment of police officers to non-life threatening medical calls results in officers doing nothing more than observing a patient being loaded into an ambulance to be transported to the hospital. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not needed.

Combined, four categories of CFS (756 automobile accidents, 1,632 alarms, 1,432 miscellaneous calls, and 732 medical assist calls) amount to approximately 19 percent of all citizen-initiated CFS in the study period. Essentially, one-fifth the CFS handled by the GPDPS are nonemergency, and possibly nonpolice-related activities. These categories of CFS must be examined carefully. It is recommended, therefore, that the GPDPS establish a committee that includes all the principal stakeholders in this process and which has the responsibility of evaluating the CFS workload with an eye toward recommendations for ways to reduce response to nonemergency CFS. This committee should begin with these categories of CFS response and formulate additional protocols for these assignments.

ICMA recommends that from a policy perspective the responses to major categories of CFS be reduced, including responses to traffic accidents involving only property damage; that the alarm reduction program be continued; and that 911 call takers and dispatchers be trained to trigger a police response in cases only when warranted. Again, the ICMA recommendations presented here do not call for an immediate cessation of responding to these types of CFS. However, best practices in American policing indicate that by working in collaboration with stakeholders in the community a dialogue can begin and a critical evaluation of appropriate responses to these types of calls can be started. With community input and approval a decision can be made about the necessity of a police response to these CFS. If the community maintains that a police response is necessary, then the funds need to be committed to ensure sufficient police personnel are available. Good government and efficient management, however, require that scarce resources be committed only when and where they are absolutely necessary, and this is an area that is ripe for evaluation.

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Grants Pass. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure D2, Percentage Events per Day by Category; Table D6, Primary Unit's Average Occupied Time; Table D7, Number of Responding Units; and Table D12, Average Response Time Components. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table D6, Grants Pass patrol units on average take 27.3 minutes to handle a call for service. This figure is lower than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table D7, dispatches 1.8 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly higher in the GPDPS than policing norms of about 1.6 officers per CFS. In other words, the GPDPS uses more officers to handle a CFS, but it takes less time to complete the call than the average police response of similar-size agencies.[5] The difference here is very small and the combination of these data indicate a well-run and properly deployed patrol function.

Similarly, according to Table D12, response time for CFS in Grants Pass averages 20.8 minutes per call in the winter, and 20.9 minutes per call during the summer. This is higher than many communities of similar size and above the generally accepted target response time of fifteen minutes per call. These high response times appear to be driven by long dispatch delays. The communications section is subject to another part of the ICMA study of the GPDPS and discussed in a separate report, however, this is an issue that should be explored as soon as possible. Similarly, response time to "high-priority" CFS, however, is 8.0 minutes, which is higher than the five-minute benchmark for this category of CFS.

TABLE 5: CFS Efficiency

Benchmark Area	CPD	ICMA Benchmark	Vs. ICMA Benchmark
CFS to Population Ratio	1,062	400-1000	HIGHER
Out of Service	46.7%	14%	HIGHER
Average Service Time, "Other-initiated" CFS	27.3	30.0	LOWER
Average Units Assigned, "Other-initiated" CFS	1.8	1.6	HIGHER
Response Time	20.8	15	HIGHER

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[5] ICMA benchmarks are derived from data analyses of police agencies similar to the GPDPS.

Patrol Deployment and Staffing

Uniformed patrol is considered the "backbone" of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Grants Pass Police Bureau provide uniformed patrol. Officers assigned to this important function are the most visible members of the Bureau and command the largest share of resources committed by the Bureau. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Deployment

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."[6]

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The Grants Pass Police Bureau is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand *actual workload* (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through

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[6] John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type allows for identification of activities that are really "calls" from those activities that are some other event.

Understanding the difference between the various types of police events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the patrol force in Grants Pass with a comparison to current time spent to provide services.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to GPDPS personnel data available at the time of the site visit (June 24, 2014), patrol is staffed by four sergeants, four corporals, and 22 police officers (including two K-9 officers, and two officers in field training) assigned to a CFS response capacity. These 30 of the 48 sworn officers represent 62.5[7] percent of the sworn officers in the Grants Pass Police Bureau.

Accordingly, the Bureau has slightly more officers in the patrol division compared to the remainder of the department. The patrol function is slightly out of balance indicating that either too many officers are assigned to patrol, or not enough officers are assigned to other units in the department.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, ICMA suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time

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[7] At the time of this report the GPDPS was budgeted for 50 officers, but had an actual strength of 48. There are eight officers in the police academy undergoing their entry-level training. Filling these vacant positions to patrol assignments will result in 33 officers on patrol out of 50 total sworn, or 66 percent, which drives the department toward greater imbalance.

is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the "Saturation Index" (SI). It is ICMA's contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions.

The ICMA data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by Grants Pass. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the Bureau to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 2 through 9 represent workload, staffing, and the "saturation" of patrol resources in the Grants Pass Police Bureau during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected.

The figures represent the manpower and demand during weekdays and weekends during the months of August 2013 and February 2013. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

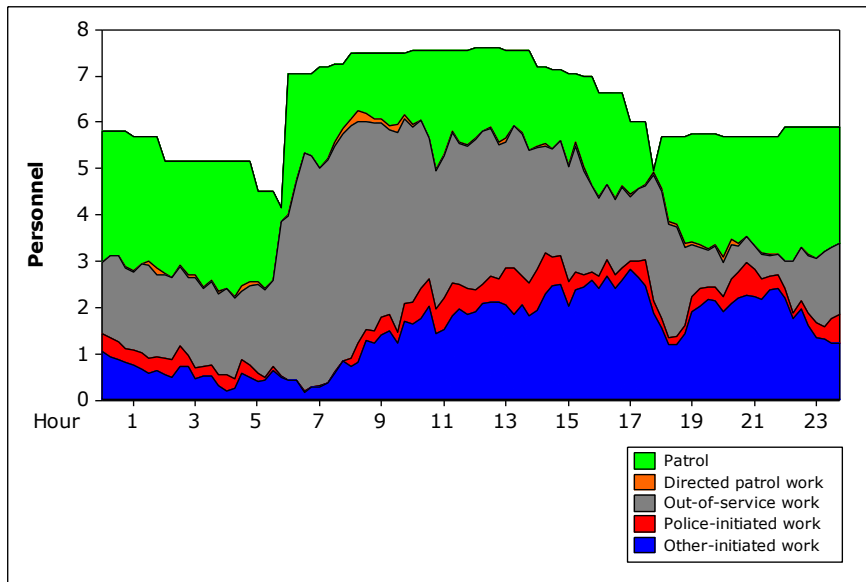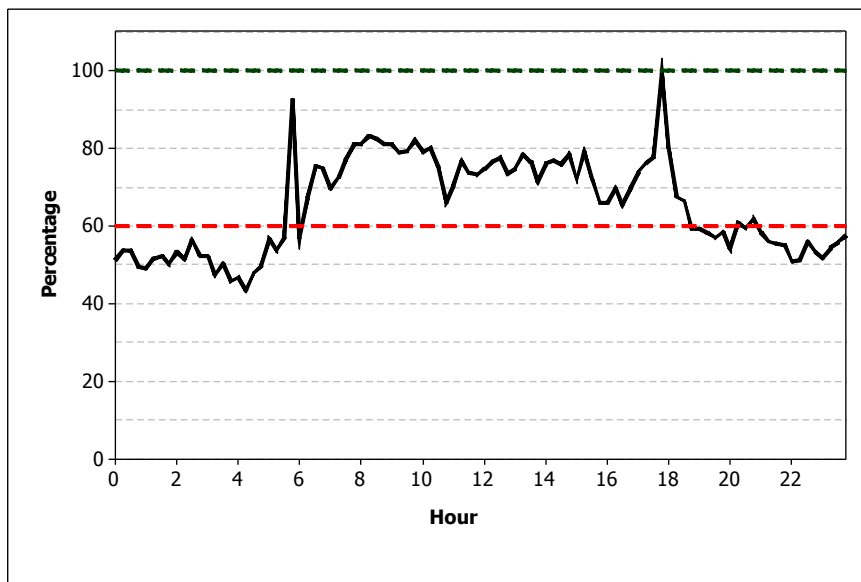## FIGURE 2: Deployment and Main Workload, Weekdays, Winter

FIGURE 3: Workload Percentage by Hour, Weekdays, Winter

Workload vs. Deployment – Weekdays, Winter

Avg. Workload:	4.2 officers per hour
Avg. % Deployed (SI):	67 percent
Peak SI:	100 percent
Peak SI Time:	5:45 p.m. to 6:00 p.m.

Figures 2 and 3 present the patrol workload demands and SI for weekdays in winter 2013. As the figures indicate, the SI exceeds the 60 percent threshold for the majority of the day. Closer examination of Figures 2 and 3 permit the following observations:

- Workload demands faced by officers on patrol in the GPDPS are very high. Average deployment (saturation index) is 67 percent. This is higher than desirable levels and measures should be taken to alleviate this high demand. Examination of the other periods studied (winter weekends and summer weekdays and weekends) indicate a similar pattern. Workload demands are high across the board and the patrol function in Grants Pass is under considerable stress. These data are supported by anecdotal accounts from the officers as well as data obtained from the employee survey.

- Between the hours of 5:00 a.m. and 9:00 p.m., the workload for patrol officers in the GPDPS averages nearly 80 percent of available units.

- During the times of shift change (6:00 a.m. and 6:00 p.m.) the saturation index averages nearly 100 percent for the entire period. Essentially all units are unavailable to handle CFS and no units are on patrol during these periods. In other communities studied by ICMA, the practice of going out-of-service as the end of shift approaches is discouraged. Officers understand that shift change is approaching and that there needs to be a patrol presence even while shifts change. Although officers are preparing to end their shifts, they are still available for CFS. The current practice in Grants Pass should be revisited. Officers should not be "wholesale" going out of service at the end of shift. A patrol presence must be maintained at all times. Similarly, at the start of the next shift, the GPDPS conducts a "split-shift" briefing. According to this practice, part of the shift is briefed at one location (headquarters) and the other part of the shift is briefed at another location (Parkway substation). Since one individual (sergeant or corporal) conducts both briefings, it appears that officers remain out of service until the briefing occurs. This would account for the high levels of out-of-service administrative time that appear in the figures, which is discussed below.

- Administrative time accounts for the largest contributor to workload. Even in the early hours of the morning (3:00 a.m. to 5:00 a.m.) numerous hours are committed to administrative activities. The bulk of the administrative time appears to occur between 6:00 a.m. and 2:00 p.m. Anecdotal accounts from GPDPS officers indicate that the implementation of several new technologies has overwhelmed them. Officers report that it takes an inordinately long time to complete paperwork with the new systems, the systems are not user friendly, and the officers must prepare paperwork and reports in the headquarters or other police facility. This is undoubtedly contributing to the high administrative time. Examination of the discrete CFS listed as administrative duties indicates that report preparation is just one of many reasons behind the high out-of-service time. Officers attend training, appear in court, provide security, foot patrols, etc. and not just report preparation. Additionally, there are numerous occasions in the CFS log that lists "administrative activity" where officers are out of service for an extended period of time (six hours or more). These extended periods warrant closer examination by GPDPS command

staff. Officers out of service for extended periods are clearly not available for handling CFS, but including these data into the patrol workload calculations may not reflect the actual workload placed on the patrol function. While these officers are not available for work, they should most likely not be included in the staffing levels either. Including officers that are out of service for extended periods of time artificially inflates the administrative times as well as the personnel available for patrol. A more accurate assessment would be to eliminate both the supply and demand aspects of these assignments. Nonetheless, the officers are not available because of administrative responsibilities, and while not presenting an accurate display of the workload demands, it does not diminish the conclusion that the workload for the remaining officers is still very high.

- Self-initiated work (red shaded area) appears to be inversely related to administrative time. In other words, the less administrative time recorded, the more time spent on self-initiated activity. This can be seen between 9:00 a.m. and 2:00 p.m. as well as between 7:00 p.m. and 9:00 p.m.

- There is very little directed patrol work occurring during the period. Anecdotal accounts from GPDPS officers indicates that this has changed with the new police division administration and officers are performing substantially more directed patrol work in target areas. In all likelihood much more directed patrol work is being performed currently.

FIGURE 4: Deployment and Main Workload, Weekends, Winter
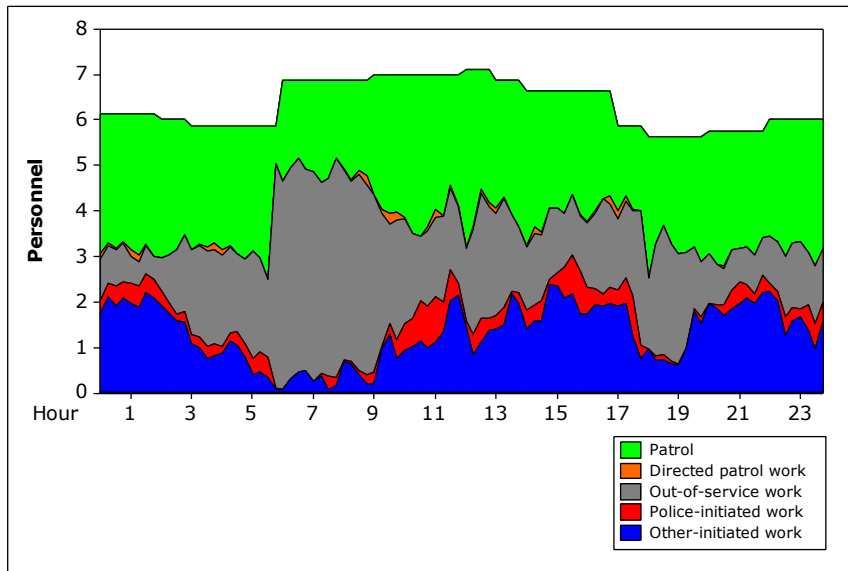
FIGURE 5: Workload Percentage by Hour, Weekends, Winter
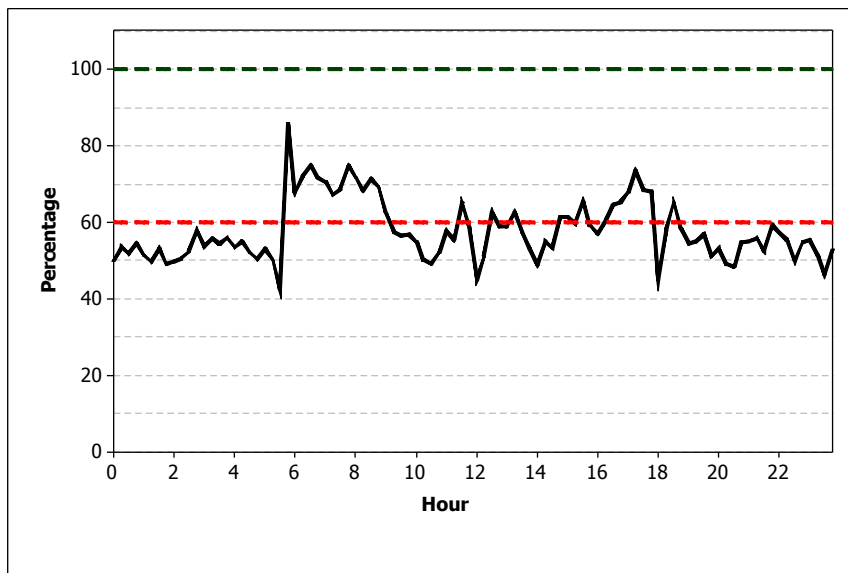
Workload v. Deployment – Weekends, Winter
Avg. Workload: 3.7 officers per hour
Avg. % Deployed (SI):   58 percent
Peak SI: 86 percent
Peak SI Time: 5:45 a.m. to 6:00 a.m.

Figures 4 and 5 present the patrol workload demands and SI for weekends in winter 2013. As the figures indicate, the SI exceeds the 60 percent threshold numerous times during the day. The SI ranges from a low of approximately 40 percent at 5:45 a.m. to a high of 86 percent at 6:00 a.m., with a daily average of 58 percent.

FIGURE 6: Deployment and Main Workload, Weekdays, Summer
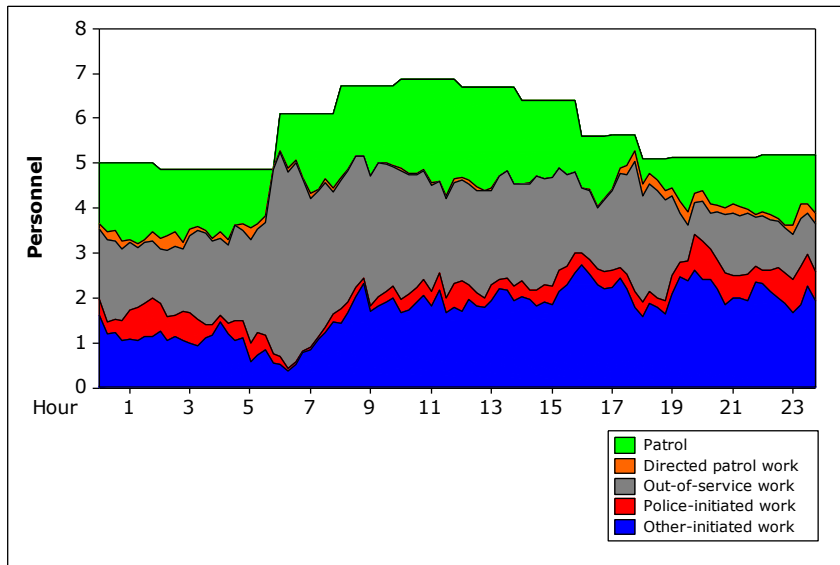
FIGURE 7: Workload Percentage by Hour, Weekdays, Summer
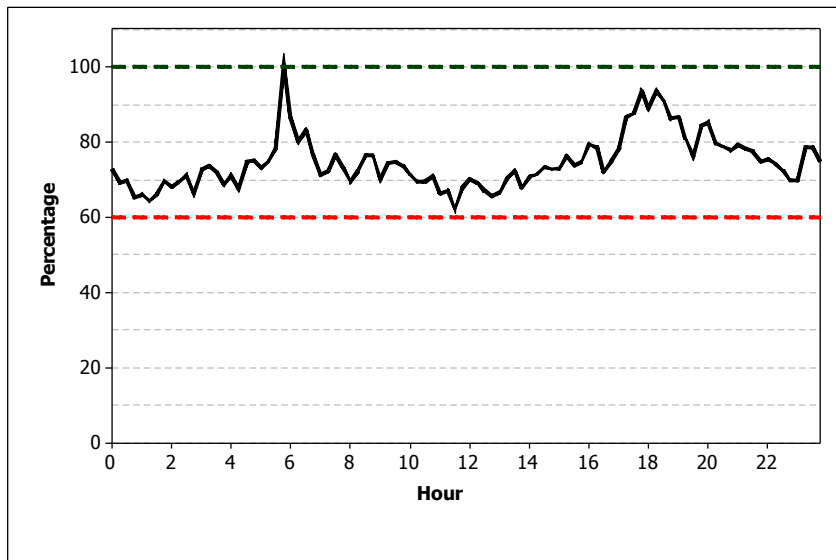
Workload v. Deployment – Weekdays, Summer
Avg. Workload: 4.3 officers per hour
Avg. % Deployed (SI):   74 percent
Peak SI: 101 percent
Peak SI Time: 5:45 a.m. to 6:00 a.m.

Figures 6 and 7 present the patrol workload demands and SI for weekdays in summer 2013. As the figures indicate, the SI never goes below the 60 percent threshold. The SI ranges from a low of approximately 60 percent at 11:45 a.m. to a high of 101 percent at 6:00 p.m., with a daily average of 74 percent.

FIGURE 8: Deployment and Main Workload, Weekends, Summer
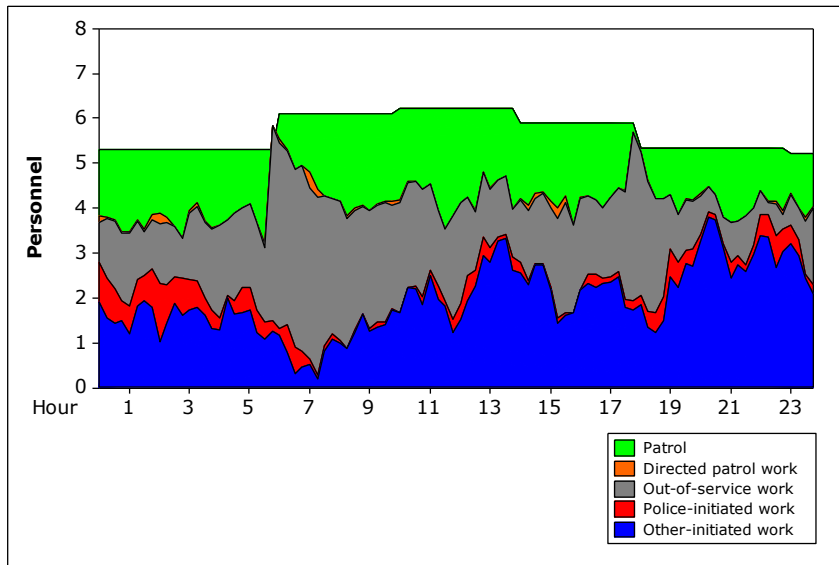
FIGURE 9: Workload Percentage by Hour, Weekends, Summer
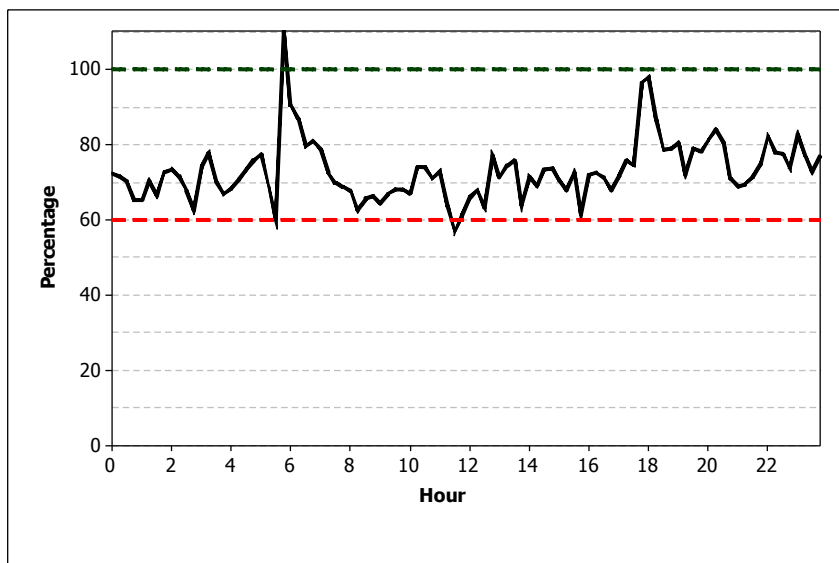
Workload v. Deployment – Weekends, Summer
Avg. Workload: 4.2 officers per hour
Avg. % Deployed (SI):   73 percent
Peak SI: 110 percent
Peak SI Time: 5:45 a.m. to 6:00 a.m.

Figures 8 and 9 present the patrol workload demands and SI for weekends in summer 2013. The workload almost never drops below the 60 percent threshold. The SI ranges from a low of below 59 percent at 11:45 a.m. to a high of 110 percent at 5:45 a.m., with a daily average of 73 percent.

In Figures 3, 5, 7, and 9, the patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time. The solid black line represents total workload experienced by the GPDPS.

Looking at the comparisons of the green, red, and black lines in the SI figures, comparing workload to available staffing, the data indicate that workload demands in Grants Pass are not easily met by the resources available. It appears that the patrol function in the department is under stress and more resources, or less workload, is needed to meet service demands.

Under ordinary circumstances, the needed personnel resources depicted in these figures would warrant an increase in staff assigned to patrol. However, the very high administrative time must be more closely examined to determine if efficiencies can be gained in this area. This issue likely revolves around shortcomings with technology, supervision, scheduling, demand management, and staffing. Each one of these issues should be addressed in the order listed above. A working group should be created inside the GPDPS to explore these issues and develop plans and policies to address the problems in these areas. At a minimum, the working group should examine the mix of technology employed on patrol (and elsewhere in the department), supervisor practices (in particular at shift change and monitoring out-of-service time), scheduling to ensure sufficient resources are on patrol at all times, and demand management to triage nuisance CFS more aggressively. Once these issues are addressed, staffing levels should be reevaluated with an eye toward increasing staffing levels on patrol.

Recommendations:

- Create a working group to examine calls for service handled by the GPDPS and which should be charged with identifying and recommending ways to minimize response to nonemergency calls.

- Create a working group of patrol supervisors and officers to more closely examine the use of "out-of-service" time used by officers on patrol.

Schedule and Staffing

General patrol operations in the Bureau are staffed using two 12-hour shifts. There are four patrol teams with sergeants in charge of each team. Each shift is supervised by a sergeant and is also staffed with a corporal. Table 6 illustrates the various personnel combinations on each team. Officers work steady shifts and start their tours of duty at either 6:00 a.m. or 6:00 p.m. Each year in October, for the following year, officers bid in seniority order for assignment to shifts in four month cycles (January to April, May to August, September to December) and select the start times for the entire year. Thus, officers are given the opportunity to select the shift they desire (day or night), and this selection is done on a seniority basis. The day shift works 6:00 a.m. to 6:00 p.m. and the night shift works 6:00 p.m. to 6:00 a.m.

Sergeants cannot select more than two of any one start time out of the three periods. In other words, police officers can select the same start time for the entire year, but sergeants must change start time at least once during the year. This policy was implemented to prohibit sergeants from selecting any given team for an extended period of time.

In addition, the Bureau has a day-off rotation that gives officers every other Friday, Saturday, and Sunday off. Using what is known in police management as the "Pittman Schedule" the GPDPS uses a combination of days off and days on to structure the two-week pay period to include every other weekend off. The department also relies on what is called "flex time." Because the officers work seven, 12-hour shifts every two weeks (84 hours), and are only compensated for 80 hours, officers must take off four hours each pay period. This "flex time" is used at the officer's discretion with the approval of the department.

The 12-hour shift schedule used by the department offers both advantages and disadvantages. The advantage of this shift is that it separates the patrol function into evenly staffed platoons. As the platoons rotate in and out of their schedule, the department has a uniform and predictable deployment of officers on patrol at all times. The 12-hour configuration also works evenly into the 24-hour day and there are not excessive overlaps in staffing. This, however, is the extent of the advantages of the 12-hour shift as deployed by the department.

One of the disadvantages of this schedule is rotation from day to night. If a shift maintains consistent start and end times it is less disruptive on the lives of the officers working it. However, rotating start times from day to night and back on a regular basis has been found to be the most counterproductive arrangement and the one with the most negative personal side effects to the officers working the rotation. The damaging part of shift work, therefore, is not length of shift, but the rotation from night to day and vice versa. The use of annual shift bids, with four-month change cycles (if at all), and a discretionary selection method, is a policy that mitigates the negative repercussions of switching from day to night. Officers, under the current system, can maintain their existing schedule or change it to meet their individual needs. This builds in not only flexibility, but makes it less disruptive on the lives of the officers.

Another disadvantage to the current schedule is the uniform staffing level present throughout the day. Under the current schedule, with each platoon equally staffed, there are equal numbers of officers assigned throughout the day. Demand for police services fluctuates during the 24-hour daily cycle, thus it is likely that there are parts of the day when not enough officers are assigned to handle the workload and other times when there are too many officers assigned. Staggering shifts to meet this demand is recommended, but often difficult to accomplish with available personnel.

Lastly, a schedule like the one in use in the GPDPS creates four separate patrol units that almost never interact. This can create a "silo" effect that inhibits communication and creates competition for scarce resources. This issue is even further exacerbated by the department's use of "split briefings" during the start of each shift. Split-briefing describes the policy in place where officers "turn-out" from two different locations on the same shift. For example, if six officers are scheduled to work, three could turn out of the Parkway station, and three could turn out of the Headquarters station. This policy was put into effect to ensure that there would be officers on patrol at all times in the community and that there would never be a time when the entire patrol force was off the street attending a shift-briefing at the start of the shift. This well-intentioned policy, while addressing one problem, has created another problem. Communication and interaction between the various patrol teams is already hampered by the four-team, 12-hour, rotation. The split-briefing takes this "silo" effect even further, and artificially creates a divide among teams. ICMA contends that the department should revisit the split-briefing policy and explore ways to ensure continuous patrol coverage while simultaneously promoting inter-team communication and contact

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.[8] ICMA contends that the length of the shift is secondary to the application of that shift to meet service demands.

In its totality, however, the patrol shift schedule in the GPDPS is sound. Officers enjoy the extended periods of time off each cycle, and given the availability of resources, the current plan appears to meet the needs of the department.

However, the absence of officers on patrol during shift change is problematic. Steps need to be taken to minimize out-of-service times during shift change and ensure that officers are available on patrol. The practice of "split-briefing" should be discontinued. Furthermore, the GPDPS should consider allotting time at the beginning of each shift to allow patrol briefings to occur while resources remain available on patrol. Adding 15 minutes to each shift and adding this time to the "flex" time already built into the schedule could accomplish this goal.

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[8] Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Washington, DC: Police Foundation, 2012).

TABLE 6: Current Patrol Shift Schedule/Staffing

Team	Sgt.	Cpl.	PO
1	1	1	6
2	1	1	5
3	1	1	6
4	1	1	5
TOTAL	4	4	22

While the use of 12-hour shifts under the current rotation meets the needs of the department, the staffing levels on patrol appear insufficient to meet service demands. As discussed, the GPDPS should consider a series of interventions designed to lower workload demands and increase the supply of officers available for patrol. Even as these measures are implemented, it is likely that additional resources will be required for patrol. The current patrol deployment plan in Grants Pass calls for one supervisor, either a sergeant or corporal, and a minimum of four patrol zones, to be covered. As more resources are available, "rover" units are assigned to provide patrol support and perform directed patrols. The GPDPS also instituted "foot patrol" coverage to the downtown area in two-hour increments, three times each day shift, to meet the needs of the downtown community. It is recommended that the downtown "foot patrol" be converted to an additional patrol zone, thus creating a deployment plan requiring five units.

Based on the workload demands, consideration should be given to adding an additional patrol unit for deployment each shift. In other words, at least one "rover" unit should be assigned each shift. This would bring the minimum number of patrol units to six, plus at least one supervisor. To ensure that six officers are available for patrol each shift, a minimum of eight officers should be assigned to that shift. Having a cushion of two officers to commit to vacation, sick, training, etc. would allow the department to ensure that the six officer minimum could be maintained. ICMA does not contend that the six officer minimum become a "hard" minimum that MUST be maintained at all times, but a recommended deployment minimum that can be breached if necessary, even being reduced to four patrol zones if necessary. Dropping below four patrol zones is not recommended. Supervisory staffing should remain the same. Combining these recommendations results in patrol staffing as follows:

TABLE 7: Recommended Patrol Staffing

Team	Sgt.	Cpl.	PO
1	1	1	8
2	1	1	8
3	1	1	8
4	1	1	8
TOTAL	4	4	32

Recommendation:

- Staff each patrol team with one sergeant, one corporal, and eight officers.

Spatial Representation of CFS Demand

The figures presented previously (Figures 2 through 9) provided a thorough examination of the service demands placed on Grants Pass police during different times of the day and week. In addition to these "temporal" demands, it is also possible to illustrate the "spatial" demands on the GPDPS. Examining the spatial demands permits the exploration of where incidents are occurring.

As can be seen in Figures 10 and 11, there are distinct incident "hot spots" in Grants Pass. From a crime perspective, it appears that the Walmart and Safeway shopping centers are most problematic. Considering the high rate of property crime in Grants Pass, it seems understandable that commercial/retail locations would predominate with respect to crime-related CFS. Examination of the crime hot spot map also indicates several other shopping centers that have high frequency crime CFS volume.

From a citizen initiated CFS perspective, it is clear that the downtown area commands a large amount of attention from the GPDPS. The 6th and 7th Street corridor from the Rogue River north to the city limit is an area of high CFS volume.

Recently, the department initiated a program where officers working the day shift would be required to perform foot patrols in the downtown area. One officer is required to conduct foot patrol for two hours, and this must be done at least three times each day. Therefore, the downtown area receives six hours of foot patrol coverage each day. This program has positives and negatives. On the positive side, having officers patrol downtown on foot allows them to interact with the community (residents and businesses) in a much closer fashion. Police research has shown that positive police community relations are created during one-on-one police-citizen encounters and foot patrol undoubtedly fosters that interaction. It also allows the police and community members to become more familiar with each other. Again, this promotes positive relationships, but it also reduces fear and permits the officers to get more familiar with neighborhood patterns. On the negative side, foot patrol limits the ability of an officer to respond to incidents quickly, and in most cases takes the officer away from their originally assigned beat, thus depriving that beat of their attention. Overall, this is a valuable approach and should be continued. Additionally, consideration should be given to establishing a even greater police presence in the downtown area. The department should explore the expansion of the patrol beat configuration to include a fifth beat, the downtown beat, and deploy an officer specifically to this location. Also, this assignment should include the use of alternative patrol methods, such as bike patrol, scooter, or Segway patrol.

Each one of the actual "hot spots" in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion. Patrol deployment in the community relies on the assignment of

"area checks" for officers during their shifts. Also, patrol teams are encouraged to identify the hot spots and problem areas on their shifts and develop and implement plans to combat these conditions. This is an excellent use of resources and it appears that the department is beginning to employ contemporary practices with respect to crime and quality of life conditions. Consideration should be given to formalizing this approach and making it a more rigorous and prominent part of patrol operations. Essentially, the department needs to create a "Retail Shopping Center" plan, or a "Downtown Plan" that relies on accurate and current data, relies on all units in the department to implement, and is evaluated frequently (see below).

Conversely, many areas of the community see low levels of CFS volume. Indeed, the areas of the community that are NOT along major arteries or part of the downtown or commercial locations show very low call volume. On the plus side, the argument can be made that there are no problems in these areas in general, thus a police presence is not required. On the other hand, officers are initiating a small amount of calls in these "other" areas, which compromises a community policing philosophy that should be central to the department's approach to policing the community.

FIGURE 10: Spatial Representation of Other-Initiated CFS (Red=100 CFS)
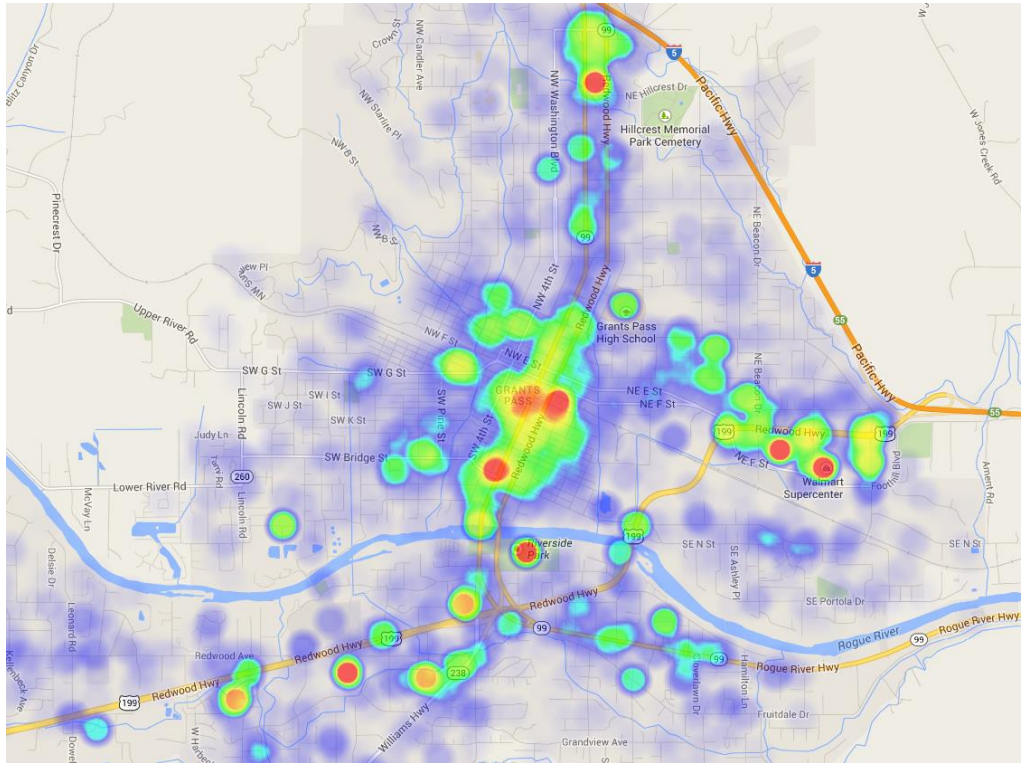
Calls	Address	Place
581	135 NE TERRY LN	Walmart Supercenter
260	115 SE 7TH ST	Safeway Food & Drug
201	1800 NE 7TH ST	Motel 6
165	1101 GRANTS PASS PKWY	Fred Meyer Fuel Center
158	304 E PARK ST	Riverside Park
151	101 NW A ST	Municipal Bldg.
143	790 SW 6TH ST	7 eleven
135	500 SW RAMSEY AVE	Medical center
95	1690 ALLEN CREEK RD	Albertsons/shopping
95	230 REDWOOD HWY	
94	1640 WILLIAMS HWY	
82	190 NE TERRY LN	
80	GRANTS PASS PKWY / NE F ST	
79	1690 WEBSTER RD	
78	350 NE AGNESS AVE	
72	830 NE 9TH ST	High School

FIGURE 11: Spatial Representation of Crime–CFS (Red =100 Crime CFS)
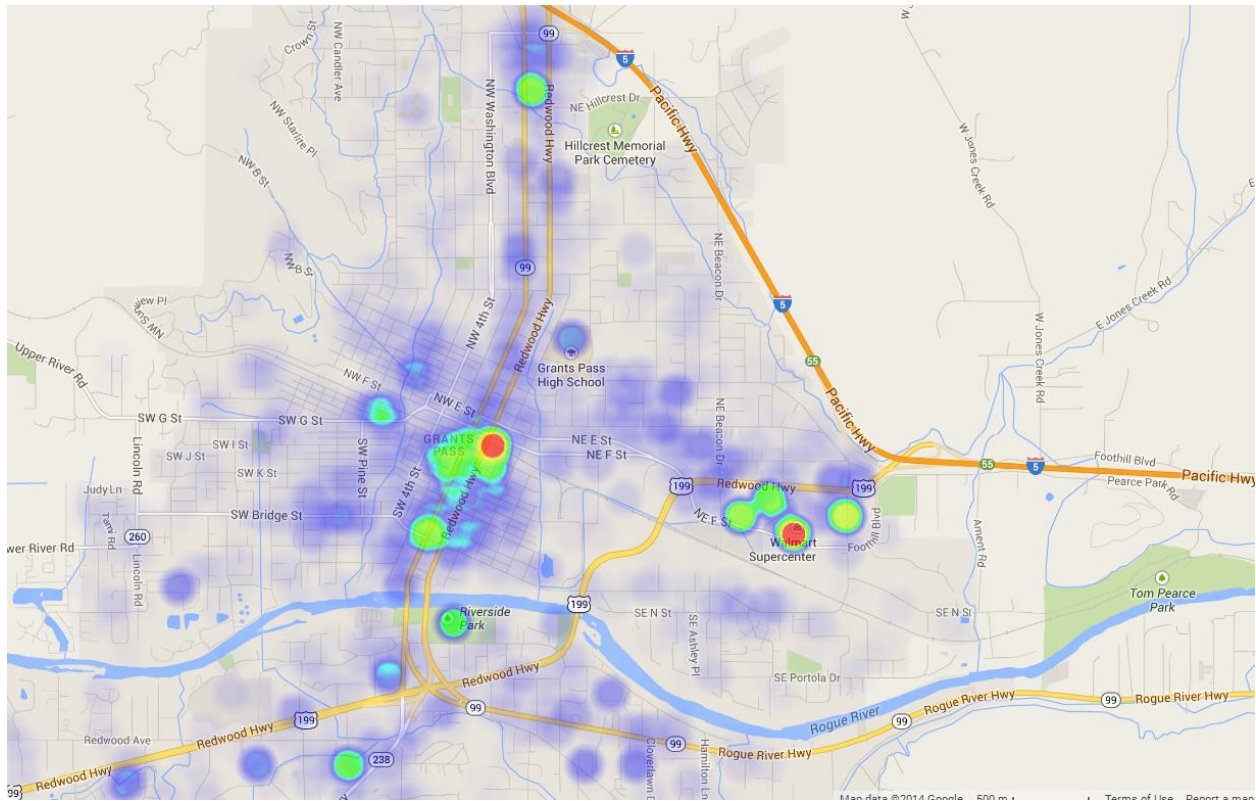
Calls	Address	Place
352	135 NE TERRY LN	Walmart Supercenter
169	115 SE 7TH ST	Safeway Food & Drug
78	1101 GRANTS PASS PKWY	Fred Meyer Fuel Center
68	1800 NE 7TH ST	Motel 6
67	350 NE AGNESS AVE	Dollar Tree
64	304 E PARK ST	Riverside Park
56	790 SW 6TH ST	7 eleven
55	190 NE TERRY LN	Taco bell area
48	1640 WILLIAMS HWY	Safeway/Rite-aid
47	830 NE 9TH ST	High School
45	1710 W SCHUTZWOHL LN	
45	500 SW RAMSEY AVE	Medical center
44	230 REDWOOD HWY	Bi-Mart
39	101 NW A ST	Municipal Bldg

Recommendation:

- Develop site-specific strategic plans to combat incidents of crime and disorder at "hot-spot" locations.

Patrol Investigations

It is the current practice of the GPDPS to assign criminal cases to patrol officers to conduct follow-up investigations. For example, if an officer on patrol is dispatched to a CFS during their shift and prepares a criminal complaint related to that call, it is that patrol officer's responsibility to conduct the investigation into that incident. In serious cases, where a detective is required to respond, or required to conduct the investigation, the case follow-up will be assigned to a detective. In all other incidents, the burden of conducting follow-up investigations rests with the patrol officer initially preparing the report. It is not uncommon for patrol officers to be investigating fraud cases, burglaries, assaults, and a whole assortment of criminal offenses.

Criminal investigations is a specialty that requires the attention of a trained and experienced investigator. It also requires the luxury of time, attention, and resources that officers on patrol simply cannot dedicate in order to provide effective investigations. ICMA contends that this practice is an inefficient use of police resources and consideration should be given to revisiting this practice and developing a different approach to criminal investigative follow-up.

In addition, cases assigned to officers on patrol are not subjected to any supervisory review or any case management procedures. Officers assigned a CFS where a crime complaint is taken are given the authority to keep that case opened or closed, and are given the authority to conduct the investigation into that incident and can close the case, or continue to investigate indefinitely, without supervisory oversight. There was no evidence uncovered by the ICMA evaluation team that would indicate malfeasance or misconduct on the part of any officers; however, a system like this without supervisory oversight invites inefficiency at best and corruption at worst. Crime victims in Grants Pass are not well-served by this practice and a more rigorous, methodical, and supervised process should be designed to use police resources efficiently and provide better service to the Grants Pass community.

Recommendation:

- Implement a policy that shifts the burden of follow-up criminal investigations from patrol officers to the detective bureau.

Technology on Patrol

Officers on patrol in Grants Pass have an outstanding assortment of technology at their disposal. GPDPS is one of the most technologically advanced departments that ICMA has evaluated with regards to patrol technology. Each marked patrol vehicle is equipped with a Mobile Digital Terminal capable of accessing the GPDPS CAD and RMS systems, as well as department email, Internet, and a host of state databases. Vehicles are also equipped with radar, electronic ticket readers and writers, as well as in-car audio-video systems. In addition to the car-mounted AV systems, officers wear body cameras for use outside or away from the vehicle. Each car is also equipped with an Android PDA for photographs and which can be synced to the AV system, with images uploaded to a cloud-based storage server called evidence.com. Each vehicle is also equipped with an automated external

defibrillator (AED). Each vehicle is also equipped with an AR-15 assault rifle and a less-than-lethal soft-impact shotgun.

The only piece of advanced technology not deployed in the GPDPS patrol vehicles is an automatic license plate reader (LPR). Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. An LPR costs around $20,000 to $25,000 per device, but can check license plates about ten times faster than an officer manually checking license plates. Their use can result in double the number of arrests and recoveries of stolen vehicles. Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of LPRs to equip approximately 25 percent of their patrol cars. It is strongly recommended that the GPDPS implement this technology and install an LPR in at least one marked patrol car.

The department should be commended for the purchase and deployment of such a wide range of technology for officers on patrol. This technology undoubtedly assists the department in being more effective at reducing crime, improving the quality of life, and reducing traffic problems in the community, as well as making the jobs of police officers on patrol more efficient.

Detective Bureau

The Detective Bureau is staffed by one sergeant, six detectives, one investigative specialist, and one property specialist. Five detectives are assigned to investigating major criminal complaints received by the GPDPS, and one detective is assigned to the Rogue Area Drug Enforcement (RADE) team. In addition, the bureau is responsible for property management and crime analysis. The sergeant is responsible for reviewing cases referred to the detectives for assignment.

Personnel are generally assigned to work Monday through Friday from 8:00 a.m. to 4:00 p.m., and the detective assigned to RADE has flexible days off and hours. Every day one of the six detectives is assigned to be "on-call" and responsible for responding to criminal investigations after normal hours. Saturday is rotated among the detectives every seven weeks, so a detective will have one "on-call" day every week, and every seventh week will have two "on-call" days. GPDPS General Order 7.02, entitled "Detective/Drug Recognition Evaluator Call-Out Procedures" provides the policy governing call-outs. GO 7.02 requires that a detective be called-out or notified for a homicide or suspicious death, rape and any related sex crimes, arson, robbery involving a weapon or serious injury, major burglary, abduction or kidnapping, hostage situation, assaults where the victim is likely to die, and fatal auto crashes. According to detective bureau personnel, the call-out process is generally how detectives get assigned cases for investigation. In other words, detectives "catch" investigations during the times they are on call. Additionally, police officers on patrol are then responsible for investigating all other cases not assigned to the Detective Bureau.

Examination of Detective Bureau records indicates that 347 cases were assigned for follow-up investigation in 2013. According to Table 8, a combination of nine investigators were assigned to the bureau at some time during 2013 (including the detective sergeant). Assuming that there are only six detectives assigned to investigations at any one time during the year, the average caseload of an individual investigator was approximately 58 cases for the year, or about five cases each month. This is an extremely low number.

Unlike workload models for patrol allocation and deployment, appropriate caseload levels for criminal investigations have not been empirically validated. ICMA generally uses a benchmark of approximately 120 to 180 cases per year, per investigator, as a manageable case load. Under this model, the GPDPS detectives could handle a substantially greater number of cases each year. Similarly, the International Association of Chiefs of Police often uses index crime levels to calculate appropriate case load. The IACP estimates that one investigator can reasonably manage between 300 and 500 index crime complaints each year. The more property crime a community experiences in a given year, the more the caseload would trend toward the higher end of this benchmark. In 2013, Grants Pass recorded 384 violent crimes and 3,113 property crimes, for a total of 3,497 UCR Part 1 Index Crimes. Based upon the IACP benchmark, the Detective Bureau should be staffed in a range between 7 and 12 investigators in order to investigate close to 3,500 crimes, which would indicate that the bureau is understaffed.

Without an appropriate case management system in place it is impossible to determine the exact number of investigators needed to effectively handle follow-up criminal investigations. Based upon

current benchmarks, that number for the GPDPS would likely be between 7 and 12 general case investigators. The higher the violent crime rate would require investigative capacity on the higher end of this scale. Grants Pass has a low violent crime rate, therefore, the likely number of investigators is closer to the lower end of this scale.

Currently, the GPDPS has six sworn officers assigned to the detective bureau (one sergeant and five detectives). Based upon the benchmarks presented above, it is feasible that two additional detectives should be assigned to handle the current level of crimes recorded in Grants Pass. Again, without an appropriate case management system, adding personnel resources is not recommended at this time. The GPDPS should develop and implement a robust case management system. First employing solvability factors to triage case assignments, track clearance rates for the department as a whole and for individual detectives, slowly eliminate follow-up criminal investigations from patrol officers, and then evaluate the need for adding additional resources to the detective bureau. The current allocation of personnel could be sufficient, or additional detectives may be necessary.

TABLE 8: GPDPS Investigators and Cases Assigned to Each, 2013

Detective	Assigned
1	39
2	20
3	62
4	1
5	106
6	29
7	75
8	12
9	3
Total	**347**

Examining the types of cases assigned for follow-up investigation is also revealing. In 2013, detectives were assigned to the cases as shown in Table 9. This table lists nine investigators and accounts for any sworn officer that was assigned cases in 2013, including the supervisor and detectives only assigned to the unit for part of the year. The current staffing level of the unit is one sergeant and five detectives.

TABLE 9: Cases Assigned to Detectives in 2013, by Category

Category/Type	No.
911 Investigation	1
Accident Private Property	1
Accident Property Damage	1
Accident w/Injuries	2
All Other Offense	7
Arson	8
Assault	11
Assist	3
Assist Police	3
Burglary	24
Child Abuse	12
Damage to Property	1
Death Investigation	26
Domestic Disturbance	3
Drug Investigation	23
Forgery	23
Found Property	2
Fraud	12
Harassment	2
Hit and Run	2
Homicide	7
Hostage Incident	1
Identity Theft	2
Intoxicated Driver	6
Medical Call	1
Missing Person	3
Motor Vehicle Theft	15
Robbery - Armed	10
Robbery - Strong Arm	9
Routine Investigation	1
Sex Offense	55
Shots Fired	4
Special Investigation	1
Suspicious Activity	6
Suspicious Person	1
Theft	35
Warrant Service	12
Weapons Violations	1

For example, in 2013 the Detective Bureau was assigned 11 assaults for follow-up investigation out of the 345 assault complaints recorded. Assault, because of its close interpersonal dynamic, is the type of crime where the identity of the offender is typically known. However, more than 96 percent of these cases were assigned to patrol for follow-up. Similarly, as discussed earlier, Grants Pass has a very high property crime rate, with more than 3,100 of these crimes recorded in 2013 (burglary 590, auto theft 306, theft 2,217), but only 74 (2.4 percent) of them were assigned to detectives for follow-up investigation. It is understood that property crimes will have the lowest degree of solvability and have a low clearance rate (see discussion below), but the absence of follow-up investigations by the Detective Bureau should be revisited and examined more carefully. Leaving this responsibility to patrol officers to conduct follow-up investigations of these crimes will not produce the desired results. Furthermore, once a case is assigned to a patrol officer to investigate there is no system in place to monitor or manage that investigation. In other words, it is the officer's responsibility to conduct the investigation and close the case as he or she deems appropriate, with no supervisory oversight. There was nothing uncovered during the ICMA evaluation of the investigative process to indicate that misconduct or malfeasance was occurring within this process; however, the absence of managerial controls over patrol investigations should be revisited and changed as soon as possible.

Additionally, several of the cases assigned to detectives do not seem to be appropriate for investigation. For example, assignments in the categories motor vehicle accidents property damage, assist, found property, damage to property, hostage incident, intoxicated driver, suspicious activity, etc. account for approximately 10 percent of all case assignments, and are likely not even workable investigations.

ICMA contends that the case management system used in the GPDPS should be reevaluated. The current process of assigning cases to patrol officers for follow-up should be eliminated almost completely, and a more rigorous process of case management, employing solvability factors, criminal intelligence, and crime analysis should be instituted in the Detective Bureau.

As discussed, detectives primarily receive cases for investigation during their call-out days. In addition, officers on patrol conducting investigations can request a case get referred to the Detective Bureau if there is a belief that the investigative responsibilities supersede the abilities of the officer on patrol. The combination of these two methods of case assignment create a hodgepodge of criminal investigations, underutilize the investigative resources of the detectives, and overburden the resources and capabilities of patrol officers. A more rigorous case management system should replace the current system, and the detective sergeant should be the steward of this system.

Patrol officers should conduct rigorous and thorough preliminary investigations at crime scenes and make summary arrests where possible. Patrol supervisors should respond to the scene of serious crimes and all Index crimes to ensure thorough preliminary investigations are conducted. Once all of the initial information is obtained at the incident by the patrol officer, and if an arrest cannot be made, the cases should be forwarded to the Detective Bureau for follow-up.

All criminal complaints recorded by the GPDPS should be reviewed by the detective sergeant for solvability. Cases with solvability potential should then be assigned to a detective for follow-up investigation. "Solvability factors" are elements of an incident that indicate further investigation is necessary, not possible at the time when the initial complaint was made, and would lead to the arrest of the offender. In general, cases have solvability potential when any of the follow factors are present: a reliable witness is available; a suspect has been named; a full description, or a distinctive partial description, of the suspect has been recorded; substantial information has been recorded about the suspect location; a victim or witness can possibly identify the suspect; there is a suspect vehicle description; property stolen or otherwise associated with the crime is traceable to the owner; there is an unusual, unique, or significant M.O.; usable physical evidence has been collected; or any other significant reason exists, in the judgment of the police officer or supervisor, to believe the crime may be solved with a reasonable amount of investigative effort. Once the sergeant reviews each crime complaint for these factors a determination can be made whether or not to assign the cases for follow-up investigation, or close the case outright. In addition, all cases become the source of criminal intelligence and crime analysis to direct future patrol and investigative operations, and are amenable to being reopened in the event new information is revealed that might lead to the case being solved. Under this system, only cases that have the potential to be solved are assigned, thus preserving scarce detective resources for the incidents that can be solved

With solvability criteria established, case assignments can be made and should be tracked carefully. Currently, detective case assignments are not tracked effectively. The records management system in place in the GPDPS has tremendous capacity to track case assignments and detective effectiveness. A simple query by the investigative specialist assigned to the bureau produced informative reports on case assignments and clearances; however, the department is not leveraging this information in an efficient manner. This is an improvement opportunity for the GPDPS and steps should be taken to harness this information for case management purposes. For example, once a case is determined to have solvability potential by the sergeant and assigned to an investigator, this case must be tracked/managed. Benchmarks could be included with each case (number of days until initial contact, number of days to interview witnesses, number of days until evidence returned from lab, etc.) and these benchmarks used in evaluating case progress.

In addition, the records management system allows the department to track clearance rates. Clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, or 3) the person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest

of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2013, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense *exceptionally*. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: The agency must have identified the offender; gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; or encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

Case clearance rates could also be tracked by the Detective Bureau in general, and by each individual detective to evaluate on how successful they are at clearing cases. Clearance rate is also a useful measure to gauge the overall effectiveness of the unit. If clearance rates are high, it can be concluded that operations are sound. If clearance rates are low, then steps could be taken to provide more resources, more training, more supervision, etc. to support investigative operations. Essentially, clearance rates become the relevant performance measure to evaluate Detective Bureau operations. The GPDPS does not rely on this measure now to track performance and consideration should be given to incorporating it into the overall performance management of the department.

To support criminal investigations, and crime reduction initiatives in general, the GPDPS should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering. Currently, this function is being performed by the investigation specialist assigned to the Detective Bureau. The investigative specialist has a number of administrative and analytical functions including managing the forfeiture program, preparing "hot sheets" on wanted persons, conducting criminal histories for personnel background investigations, scanning case files, maintaining the Detective Bureau schedule and calendar, processing reports, conducts research and investigative support, as well as numerous other administrative functions that are too numerous to mention. She is in the process of developing several useful crime analysis and criminal intelligence tools and should be commended for her efforts and supported in the continued development of these processes. However, the dual administrative/analytical nature of the investigative specialist position makes the development of intelligence and crime analysis difficult. The records management system in place now offers the tools to support this process, but the manpower levels and workload make this process difficult to implement. The crime level and nature of the community in Grants Pass are such that the absence of criminal intelligence is not critical. The relative safety and homogeneity of the community make it possible for the officers to know and understand crime trends without the support of sophisticated analysis. However, this is an area of importance for the Detective Bureau, and consideration should be given to establishing an effective crime analysis and criminal intelligence function. In order to properly support this function, ICMA recommends that an additional investigative specialist be assigned to the detective bureau.

Three conclusions can be drawn from this discussion. First, follow-up criminal investigations should not be the responsibility of officers on patrol. Furthermore, caseloads appear to be low, but there is no discernable method available to properly determine appropriate staffing levels for the Detective Bureau. More rigorous case management needs to be implemented and then a better and more accurate assessment can be made to evaluate staffing. Second, the Detective Bureau should consider using case clearances more deliberately and more rigorously to track the effectiveness of the department as a whole as well as the effectiveness of each detective. Understanding clearance rates in a frequent and ongoing fashion would allow the department to manage the investigative function even more effectively. It is recommended that a process be established whereby clearance rates are calculated for each major category of crime and for each detective in order to monitor investigative outcomes. Third, in order to support Investigative Services and the Bureau in general, a more robust criminal intelligence capacity should be developed. Integrating these recommendations will transform the Detective Bureau from its overly reactive posture to one with greater efficiency and effectiveness.

Recommendations:

- Eliminate the responsibility of criminal investigative follow-up from patrol officers and assign this responsibility to the Detective Bureau.

- Incorporate the use of data management (caseload, clearances, etc.) into the operations of the Detective Bureau, and create a more rigorous process of managing/supervising cases.

- Develop an integrated intelligence and crime analysis function.

Specialized Enforcement

The GPDPS assigns one detective to the Rogue Area Drug Enforcement (RADE) Task Force. The task force is made up of representatives from the Oregon State Police and the GPDPS (Josephine County is also a party to the agreement but has withdrawn personnel assigned to the task force). The RADE mission is to enforce the laws pertaining to illegal drug activity, gather and disseminate narcotics-related intelligence information, and engage in the seizure and forfeiture of assets used or derived from illegal drug activity in the city of Grants Pass and Josephine County. Assignment of personnel to these initiatives is an excellent use of personnel resources and undoubtedly contributes to the overall effectiveness of the organization.

Consideration should be given to staffing a specialized enforcement team that could provide "all-purpose" proactive enforcement services for the department. Having a cadre of officers available to conduct specialized operations, directed patrol pursuant to community complaints, plainclothes surveillance, etc. would be a valuable addition to the department. While involvement in RADE is important, having a cadre of personnel specifically charged with street-level enforcement in Grants Pass could be an important addition to these efforts. This team would work in collaboration with the detectives, RADE, and other operational units in the GPDPS to target crime-prone, drug-prone, and other problematic locations in the community. This specialized enforcement team should be

staffed with one sergeant and two officers, and be responsible for proactive enforcement in the city. Their efforts would be driven by crime trends and criminal intelligence and they would work closely with all operational units in the GPDPS (patrol, investigations, code enforcement, etc.) to combat crime and community disorder.

Recommendation:

- Staff a specialized enforcement team with one sergeant and two officers to conduct proactive enforcement in the community.

Identification and Property

The Identification and Property Unit is staffed by one property specialist, and assisted by part-time administrative support. The main property storage facility is located in a confidential location and has over 8,000 square feet of space and houses over 30,000 pieces of evidence and other property. The facility has administrative space that officers can use to catalogue and deposit property for storage. The entry to the property room is appropriately secured and controlled. Access can only be obtained by the unit personnel and an alarm system link to the communications center is in place. As visitors, the ICMA team was required to sign in and out of the facility, which is appropriate. Inside the secured main area is another level of security that houses guns, drugs, and jewelry. The unit relies on the CAD system for property management, with bar codes to label and track property stored through the New World records management system.

This unit is responsible for the management of physical, photographic, digital, and forensic property and evidence that comes into custody of the GPDPS. This includes intake, transport, storage, destruction, and disbursement of thousands of items each year. The GPDPS conducts semi-annual and annual inspections of the property facility. During the semi-annual inspections an independent supervisor inspects the security of the facility and randomly selected property to ensure that invoiced property is accounted for. The annual inspection involves a larger random sample of property (1,000 items according to the 2013 inspection) and is conducted by a separate supervisor. The regular, unannounced inspections of the property are commendable. Consideration could also be given to even more frequent inspections of a more limited scope. Quarterly audits of sensitive material (drugs, guns, currency, and jewelry) could be conducted with a random sample of 10 items in each category selected for review by an independent supervisor. The additional quarterly audit would strengthen an already strong property management system.

Recommendation:

- Consider quarterly mini-audits of sensitive property items secured in the property facility.

Support Division

Administration/Organization of the Bureau

The Grants Pass Department of Public Safety (DPS) is undergoing a significant change in leadership as the result of the retirement of the former Director at the end of last year. This has had a dramatic impact on the top management of the police function. In fact, three of four top managers, including the Director and Deputy Police Chief, are serving in an interim capacity.

Interviews conducted with both the Director and Deputy Chief revealed both to be committed to the organization and clearly in command of the functions of the department. While some in that role would be inclined to serve as "caretakers," that is not the case in Grants Pass. It is clear that many initiatives, especially around issues of technology and community engagement, are being pushed forward. At the same time, issues of organization/structure within the department need to be addressed. Those issues are appropriately on hold pending the City's determination as to the organization/structure of the DPS as a whole.

While interim positions are a necessity at times, the uncertainty associated with that status reverberates throughout the organization. Over time, this can erode organizational commitment, especially at the line level where unpopular directives often face a lack of buy-in from some who feel that the next administration will change course. Careful consideration should be given to ensuring that this situation is not allowed to develop to the point that it is detrimental to the city of Grants Pass and the Department of Public Safety.

The executive team consists of the Director of Public Safety and a Deputy Police Chief. There are two major operating divisions; Support Division and Operations Division. Each is headed by a sworn lieutenant who report to the Deputy Police Chief. Additionally, two sections, Records and 911/Dispatch, are headed by civilian public safety Supervisors. These civilian managers report directly to the Deputy Police Chief as well.

The department has been accredited by the Commission on Accreditation of Law Enforcement Agencies (CALEA) since 1993. Though the rigorous standards of CALEA are both costly and time-consuming, they help ensure that the department meets contemporary standards of professional policing and also limit liability exposure. It is worthwhile to continue.

General Observations
- As it relates to overall operation of the Grants Pass Police Bureau, an impressive list of accomplishments including CALEA accreditation, technological innovation, and equipment and training provided in support of its personnel reflect a progressive department. Two areas of concern are noted specific to the broader operations (individual section operations will be addressed in reporting specific to each). Those concerns are that the simultaneous introduction of a significant number of new technologies has overwhelmed the ability of many personnel to master and therefore make effective use of the technology. As a result, the collection and dissemination of information has not been as effective as desired and has

had a negative impact on the workload and the effectiveness of operations. Secondly, as previously mentioned, the interim status of 75 percent of the top leadership of the organization is inherently disruptive and should be addressed as soon as practical.

- Maintaining CALEA accreditation is labor intensive. Among the most time-consuming of duties is the maintenance of the Policy/General Orders Manual. The research associated with this task includes legal interpretations of current case law that are ever changing. Due to the workload associated with this task, it is divided among several personnel. Those personnel are expected to keep abreast of and properly interpret required changes in policies. This is no small task, and one that many departments find themselves struggling with. Such was the case with Grants Pass last year as it frantically worked to bring itself up to date pending the CALEA audit. A variety of vendors such as LEXIPOL provide services that dramatically reduce the impact of policy maintenance. These programs include a comprehensive policy manual that can be tailored to a specific agency, and is constantly evaluated to ensure currency with case law. Updates are generally provided quarterly. As well, they offer daily training bulletins to assist in managing employee performance and exposure to liability. Utilization of these types of services should be explored and that recommendation is offered.

- The Grants Pass DPS has a comprehensive performance evaluation and early intervention program for potentially problematic behaviors deserving of attention. These areas are regulated by General Order (GO) 4.33. The evaluation program is specific as to ratings, required comments for defined performance, and includes a self-assessment component. The self-assessment component not only aides an employee in considering strengths, weaknesses, and career objectives, but allows supervisors to assess the employee's thought processes. Linked to this evaluation process is a database referred to as "Guardian," which allows for ongoing input of performance measures, both positive and negative. Complementing that is an automatic link to an "Early Intervention Program," which alerts supervisors to potentially problematic behaviors.

- The current financial condition of Josephine County has put a tremendous strain on the operations of the Grants Pass DPS. While Grants Pass DPS deploys patrol officers 24/7, the Sheriff's Department patrols during less than 25 percent of the work week. This allows for illegal activities to flourish in some areas, and incursion of that activity into the Grants Pass city limits can be expected. As well, due to staffing limitations, the capacity of the District Attorney to prosecute all crimes has been impacted. It is reported that in many cases, arrests do not result in prosecution unless the suspect has been rearrested as many as five times. As it relates to driving under the influence, Oregon law establishes .08 BAC (blood alcohol content) as the threshold, yet the District Attorney sometimes is only able to prosecute cases with slightly higher BAC. Grants Pass police officers report a revolving door of criminal activity.

As previously noted, a major reorganization of the Bureau's division alignment is warranted. Additional information and recommendations are addressed by Division/Section/Unit in the reporting on each that will follow these reorganization recommendations. The recommendations

are offered here to assist readers in considering the alignment of Divisions/Sections/Units as the report is reviewed. Following are our recommendations.

Recommendations:

- The Police Bureau should operate under two major divisions: (1) Field Operations Division (FOD), and (2) Investigative and Support Division (ISD).

- Transfer the Detective Section from the Operations Division to the newly created AID.

- Transfer the Traffic Unit from the Support Division to the newly created FOD.

- Transfer the Community Service Officers from the Support Division to the newly created FOD.

- Internal Affairs and its functions should be identified as a unit of the ISD. Duties presently conducted as Internal Affairs/Procedural Inquiries would fall under the direction of the ISD Lieutenant with support from assigned sergeants.

- Training and its functions should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants.

- Research and Development should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants.

- Workers' compensation claims should be tracked internally (complementing work performed by the city's Human Resource Department) by the ISD under the direction of the ISD Lieutenant with support from assigned sergeants.

- Employment Services and its functions should be identified as a unit of the ISD. Recruitment and background activities would be administered under the direction of the ISD Lieutenant with support from assigned sergeants.

- The sergeant position presently assigned to the Support Division should remain in the Investigative and Support Division to assist in oversight of the newly assigned duties. An additional sergeant position should be created to assist with the newly assigned duties. Clerical support should be identified to assist in appropriate duties associated with these additional functions.

As previously stated, additional information and recommendations are provided by Division/Section/Unit in the following pages.

Support Division Operations

The Support Division is administered by a sworn lieutenant. As is the case with many of the executive level positions in the department, this position is currently filled with an interim lieutenant. This position is a direct report to the Deputy Chief of Police.

The Support Division includes the Traffic Team, Community Service Officers (CSO), School Resource Officer (SRO) Program, and Crime Prevention Unit including chaplains and auxiliary personnel.

The work schedule is a hybrid model, with staffing as follows:

- 1 lieutenant: 5/8, Monday through Friday.

- 1 sergeant: Currently on maternity leave.

- 2 traffic officers: 4/10, (1) Monday through Thursday, (1) Wednesday through Saturday.

- 1 school resource officer: 5/8, Monday through Friday.

- 3 community service officers (FT): 5/8, Monday through Friday.

- 3 community service officers (PT): Varies.

- 1 crime prevention officer: 5/8, Monday through Friday.

This division is also charged with planning/coordinating a variety of community events including those along the river, car shows, and downtown events. Research and development ideas are often sent to this division for exploration as well.

One area of concern noted was the absence of clerical support. If the departmental reorganization recommendations stated previously are adopted, clerical support would be essential to avoid having higher cost sworn personnel performing a multitude of clerical duties such as maintaining files on personnel complaints, workers' compensation claim status, recording training hours, etc., that are inherent in those assignments.

Traffic

The traffic officers are deployed on motorcycles as weather permits. In inclement weather they deploy in a patrol unit. Their primary function is traffic enforcement, and are reportedly assigned to the Support Division rather than Operations so as to insulate their activities from patrol call-load demands. They do handle traffic collision investigations. Based upon statistics provided and averaged for 2013, each officer wrote approximately 5.4 citations and investigated .61 traffic collisions per 10 hour shift. These figures are based upon the assumption that they worked 47 weeks per year, with 5 weeks off due to vacation, training, and sick leave.

The following recommendation is offered:

- Transfer the Traffic Unit from the Support Division to the Operations Division under the direction of Patrol Supervision with the direction that they are not to be encumbered by

patrol duties except in emergencies. Simple tracking of their statistical data will easily determine if their time is being used effectively.

Community Service Officers (CSO)

There are three full-time CSOs, with additional support from three part-time personnel. They perform several primary functions, with CSOs rotating duties daily. Those are: code enforcement, parking enforcement, and downtown patrol; support to the patrol function to include crime scene investigation, evidence collection, and traffic direction; and investigation of low-grade crime incidents where no suspect information is available. All are cross-trained to both ensure that should one position be down, the duties could be performed by the remaining personnel, and to allow for a variation of duties to prevent stagnation.

The patrol CSOs provide a variety of support through handling of very minor crime reports, traffic direction, and crime scene control at specific incidents, and collection of physical evidence at crime scenes. In 2013, the CSOs were involved in 6,084 incidents.

The following recommendation is offered:

- Transfer supervision of the Community Service Officers from the Support Division to the Field Operations Division.

Crime Prevention/Chaplains/Auxiliary

The Crime Prevention Unit falls under the direction of the Support Division lieutenant. This unit is overseen by one police officer. The functions of this unit include management and oversight of the chaplain program and auxiliary volunteers. As well, this officer serves as a liaison to the reserve officers during the absence of their operations supervisor.

There are presently three chaplains on staff, with a fourth set to begin soon. Chaplains provide counseling support to some victims, assist with death notifications, and provide continued support through the funeral and beyond, and other similar duties. The auxiliary personnel perform an extensive list of duties including handicap parking enforcement, radar surveys, neighborhood checks, assistance to patrol officers in traffic-related matters, downtown deployments, etc.

The crime prevention officer also coordinates Neighborhood Watch. There are 117 registered Neighborhood Watch groups, about one-third of which are active. As well, she attends most community events including neighborhood watch meetings and block parties. Additionally, she is on a variety of committees/advisory groups throughout the city. Though her title is as the crime prevention officer, she serves the department admirably in the area of community relations in general.

The following recommendation is made:

- Auxiliary personnel should be trained in the utilization of hand-held radar devices to assist traffic/patrol officers, not through enforcement, but in identifying areas where additional traffic speed enforcement is warranted. This will serve a dual role of responding to neighborhood complaints about traffic issues by enhancing not only enforcement and education efforts, but improving community relations as well.

School Resource Officers

One police officer serves as the SRO. Most of his time is spent at the high school, though responsibility extends to all schools. Funding for this position, which serves the schools nine months per year, is supported by the school district. During the vacation period, the officer reports for patrol deployment. Duties include education and training support to the district as well as conducting investigations at the school sites, or those with a close nexus to school activities. In 2013, he handled 194 investigations.

Records

The Records Section staff currently includes a civilian public safety supervisor and six public safety clerks. At the time of this assessment a vacancy had existed for much of the year to date; however, a new clerk was to begin employment soon. All employees in the Records Section work a five-day, eight-hour schedule. The section is open to public access from 8:00 a.m. to 11:00 p.m. daily and serves as the reception counter for all persons visiting the police department.

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, there is an extensive list of duties, including mandated reporting. Among these duties are processing subpoenas, arrest warrants, stalking orders, vehicle impound notifications, vehicle releases, registering sex offenders, conducting criminal history checks, data input for citations and reports, receiving sorting and internal delivery of mail, ordering and stocking of a wide variety of report and citation forms, handling all walk-in customers at the front desk, preparing statistical reports including those for the state of Oregon and the FBI, conducting background criminal history checks as necessary for non-Grants Pass employees, auditing of internal cash accounts, preparing files for delivery to prosecutors and the court for trials, and more.

In the case of Grants Pass, far more duties than those listed above are placed with the Records Section. With the exception of 911 and the emergency line, nearly all other calls into the Grants Pass Police Bureau are initially answered by Records Section staff during their work hours. This includes nonemergency calls requiring a police officer response. In these cases, Records personnel enter the calls into the computer-aided dispatch (CAD) system for assignment to a field unit. As well, Records personnel, in some instances, write the police report in lieu of sending an officer. These are exceptional duties for a police records unit. In fact, for 2013, the records clerks received an estimated 25,000 to 30,000 telephone calls and input 11,996 of those calls into CAD for dispatch to a patrol unit. Conversely, of the calls received by Communications, 17,444 resulted in a patrol unit response. This means the Records Section is inputting 40 percent of the CAD entries for police calls for service. Keep in mind that far more calls coming into the DPS are answered by Records than by

Communications. The 25,000 to 30,000 figure used above is simply a best estimate by the telephone vendor. They were not able to provide exact numbers.

While the scope of the ICMA contract did not include an assessment of the Grants Pass 911/Dispatch Section, the supervisor of that unit was briefly interviewed to better understand the need for phone and dispatch duties to be performed by the Records Section. It was reported that the Dispatch Section receives between 8,000 and 11,000 calls per month on the 911 and/or emergency line. Again, these numbers are estimates only. These include calls from officers and fire/EMS personnel that call into the Communications Section from time to time to get additional information, often related to reported times of calls. It is not clear why those personnel do not have access to that information via computerized call history, a question that may be addressed by the group that conducted the assessment of this section. Nonetheless, of the estimated 8,000 to 11,000 calls per month received in the 911/Dispatch Section, only 1,453 (17,444 /12) resulted in the dispatch of a police unit.

It is recognized that the 911/Dispatch Section handles incoming calls for not only the city of Grants Pass, but Josephine County and its fire districts as a whole. ICMA did not examine the workload for this section and makes no assertion as to its overall workload. This information is provided solely to reflect that the Records Section is carrying a heavy burden of work outside of its normal scope of duties.

As previously mentioned, the Records Section answers all business lines during their work hours. This includes callers seeking to speak with a specific police officer or detective and who may or may not be working at present. In these cases, the records clerk simply transfers the call to the appropriate officers' voice mailbox. While the telephone call volume did not include a breakdown of these types of calls, staff felt that the number was not significant. Each officer has a personal voice mailbox. A simple way to reduce call volume into the Records Section is to set up dedicated outside lines allowing for callers to call in and leave a message with a specific officer after entering the officer's mailbox number. In the case of detectives, they have direct dial availability as well.

The Records Section additionally interfaces with local media. Daily, a Records clerk reviews the call history of the past 24 hours, redacts the report of confidential information, and provides the information to the media outlet. It is estimated that this activity consumes about 1.5 hours of the workday.

New records management system (RMS) software was imported for use in 2012. As is common with these large-scale imports, several glitches developed. The department worked diligently to overcome the problems and has been largely successful in doing so. However, during the problematic period, recordkeeping suffered and data such as collision and citation information was not kept current. A significant backlog exists that the section is trying to catch up on. Some files are as much as one year behind in entry.

Among the typical duties of a Records Section is the compilation of crime occurrence and case clearance rates. The FBI tracks this and other data and annually produces a Uniform Crime Report

(UCR) on all reported crime in the United States. It is broken down by region, state, and local agency. Specific guidelines are provided for reporting both crimes and clearances. In reviewing the 2012 report (the latest publication available), it was noted that Grants Pass was not listed as a reporting agency. It was learned that, in part, the RMS startup problems prevented the Records Section from providing the data prior to the publication cutoff date. That information is now available and the records are current. However, in a discussion with a data input clerk, it was reported that an arrest is sufficient to "clear" a case for UCR reporting. This is not accurate. To "clear" a case, the offender must be apprehended, the case filed for prosecution, AND the offender delivered to the court. Information on UCR clearance criteria was also addressed under the discussion on the detective bureau. Grants Pass is in a uniquely difficult situation given that the District Attorney reportedly routinely rejects solid cases that would normally be filed, due to a lack of prosecutorial staff. The UCR provides for an exceptional clearance opportunity in situations such as this which exists at Grants Pass. Nonetheless, an arrest alone is not sufficient to "clear" a case. Reporting such cases as "cleared" without due diligence in determining if it would be filed but for the DA policy, impacts the integrity of the data and must be avoided.

The Records supervisor was assigned to serve as the CALEA manager during the period of reaccreditation. This is a labor-intensive process, and significantly detracts from normal duties. That project now accomplished, the supervisor can focus more time on the records function. Also complicating the work effort in Records was its new records management system (RMS) software problems. It is common that these programs have "rough starts," and Grants Pass was no exception. Many of the issues have been or are being resolved.

An area of note related to budget expenditures was the overage in the overtime lines. While Records was budgeted for $14,000 in overtime, actual expenses were $52,000. This reflects a 350 percent overage and would be a cause for concern except that vacancies and other savings allowed the section as a whole to come in slightly under budget. Given the workload for 2013, that is commendable.

The following recommendations are offered for consideration:

- A review of the workload in the Communications Section should be conducted with the objective of identifying staffing levels adequate to handle all of their traditional duties. When adequate staffing exists, transfer call taking and CAD entry functions from the Records Section to Communications. This may result in the ability to reduce staffing in the Records Section, albeit through a personnel transfer to Communications. Nonetheless, Records staff will be able to concentrate on their traditional duties without the disruption of answering calls for police service.

- Training should be provided to data input staff to ensure that crime data is accurately reported.

- Staff should consult with the local media outlet that receives call history information in an effort to identify the scope of desired call types. Providing information on those call types alone will reduce the unnecessary time taken in preparing the entire document for delivery.

- In order to reduce the intake of nonessential calls into the Records Section, two steps should be taken. Detectives and other in-station staff with a dedicated telephone line should provide their numbers to appropriate parties for direct contact or receipt of voice mail, and a new telephone line with voice mail links to field personnel should be set up. This will allow outside callers to leave a message without the need to be transferred by Records. A telephone protocol should be created whereby employees provide the contact telephone number, and extension to the person's voice mailbox where applicable, when handing out business cards or directing individuals to contact them via a police department telephone line.

Functions/Activities to Place within ISD

Following is a discussion on several functions/activities of the department that do not presently fall under the direction of a specific division and/or are not defined as a duty of a division. The functions/activities are Internal Affairs, Training, Research and Development, Recruitment and Background Investigations, and Workers' Compensation.

With respect to each of these functions/activities, the following recommendations are made. Additional recommendations are provided under the heading of each function/activity.

- It is recommended that each of these functions be transferred to the proposed Investigations and Support Division under the direction of the Support Lieutenant.

- Department staffing should be increased by one sergeant position to be assigned to the ISD to assist in managing these functions.

- An administrative assistant/clerk should be assigned to the Investigations and Support Division either through reassignment or increased department staffing. These functions/activities require considerable tracking/filing, and it is not prudent from a financial standpoint for these to be carried out by sworn personnel. There are presently no civilian personnel assigned to the Support Division; civilians could appropriately handle these duties. If recommendations made for reassignment of duties in the Records Section are implemented, staffing could be reduced in that section and a position transferred to the Support Division. This may be contingent upon the assessment of staffing needs for the 911/Dispatch Section, if one exists, which is not presently available to ICMA.

Internal Affairs

Grants Pass DPS has no dedicated Internal Affairs Unit. Many of the duties related to internal affairs procedures presently fall under the direction of the Deputy Police Chief. To minimize organizational disruption, he retained these duties after transferring from the Support Division when promoted to his current position (interim).

Upon receipt of a complaint by a first-line supervisor, the complaint is forwarded to the Deputy Chief and ultimately the Director of Public Safety for review. The Deputy Chief then assigns the appropriate tracking number and assigns the case for investigation. Oftentimes, patrol sergeants or

other first-line supervisors are called upon to conduct the investigation. General Order 4.35 governs the processing of complaints. Complaint files are secured in the office of the Deputy Police Chief.

Personnel complaints can be received by a variety of means including *in person, by telephone, on line, or by mail.* For purposes of tracking, complaints are recorded in one of two ways:

1. Procedural inquiry.
2. Allegation of misconduct.

Procedural Inquiries involve areas of operations and DPS personnel actions that do not appear to involve allegations of misconduct and are not likely to result in disciplinary action based upon initial reports/review.

Allegations of misconduct involve complaints that may lead to disciplinary action being taken against an involved employee.

The complaints, whether a procedural inquiry or allegation of misconduct, are assigned a number based upon the year received and the order in which it is received in that year. For instance, the fourth complaint received in 2014 would be assigned as 14-004. Separate reports are maintained for procedural inquiries and allegations of misconduct. Traffic collisions involving on-duty police department employees, or off-duty employees when operating a city vehicle, are recorded as procedural inquiries, as are accidental discharges of firearms.

For purposes of disposition classification, five primary findings are possible:

Sustained – Following an investigation, an allegation of misconduct is determined to be true.

Non-Sustained – Following an investigation there is insufficient evidence to prove or disprove the allegation.

Unfounded – Following an investigation it is proven that the alleged activity did not occur.

Exonerated – Following an investigation, it is established that the employee's actions were justified, lawful, and proper.

Proper Conduct – Actions of the department/employee were consistent with agency policy.

Policy Failure – Actions of the department/employee were consistent with agency policy; however, the investigation revealed a need for review and modification of department policy.

Misconduct not Based on Complaint-Sustained – Misconduct was not alleged in the complaint, but sustained and supported by facts disclosed during the investigation.

Investigative files for complaints resulting in termination are maintained for a period of ten years. All other files are purged after a three-year period. These retention periods are established by Oregon law.

A review of 2012, 2013, and 2014 YTD complaint numbers was conducted. The review was limited to this period as incomplete data exist for the period prior to 2012 based upon the above purge schedule.

The following tables summarize pertinent information about internal affairs activity during the period 2012-2014. As a reminder, IA represents an allegation of misconduct, while PI represents a procedural inquiry.

TABLE 10: Complaints Received

Year	Total Complaints	IA	PI
2012	26	11	15
2013	32	14	18
2014 YTD	16	7	9

TABLE 11: Complaints Generated Internally vs. Citizen Complaints

Year	Total Complaints	Internal/Citizen IA	Internal/Citizen PI
2012	26	4/7	9/6
2013	32	9/5	8/10
2014 YTD	16	2/5	5/4

TABLE 12: IA Complaints Sustained vs. PI Complaints Sustained

Year	Sustained Complaints Total	Sustained Complaints IA	Sustained Complaints PI
2012	10 of 26	2 of 11	8 of 15
2013	13 of 32	4 of 14	9 of 18
2014 YTD	4 of 16	1 of 3	3 of 6 (7 open)

TABLE 13: Sustained Complaints: Internal vs. Citizen Initiated

Year	Internal Complaints Sustained	Citizen Complaints Sustained
2012	9 of 13	1 of 13
2013	10 of 17	3 of 15
2014 YTD	4 of 4	0 of 5 (7 open)

The outcomes shown in Table 13 reflect a significant disparity between outcomes of complaints generated internally vs. those received from a citizen. However, this disparity is not uncommon since police supervisors, based upon training and experience not available to citizens, have a better understanding of the basis for which a complaint should be generated and an investigation initiated. Individual PI/IA investigations were not reviewed as part of this assessment, due to privacy regulations. It is the responsibility of the Grants Pass DPS command staff to ensure that the investigations and findings are appropriate.

Given that 88 percent of the complaints filed by citizens are closed with a finding other than *Sustained*, ICMA looked at whether the department could more effectively intervene early in the process when the complainant requests a complainant form. This by no means infers that a complainant should be dissuaded from filing a formal complaint, but rather an acknowledgement that oftentimes a lack of understanding about police practices and policies leads to a complaint. A supervisor meeting personally with a complainant will generally be well received and will create an opportunity for both parties to be enlightened about the facts surrounding the complaint. In many cases, once the actions of an employee are explained, the complainant is satisfied and chooses not to file a formal complaint. In others, the supervisor may elicit valuable information that the complainant might omit from the form and which could provide the basis for a more thorough investigation. In either case, the interaction is an opportunity to build a positive relationship between the department and the citizens it serves.

While there are no statistics recorded that reflect the numbers of complaints that are handled *informally* at the front desk or on the telephone, anecdotal information provided through interviews suggests that trying to bring resolution in such a manner is not commonly practiced by newer supervisors, who make up the majority of patrol supervision. It was asserted that CALEA encourages accepting all complaints in a formal manner, and that some former management personnel encouraged that as well. ICMA asserts that this practice does not serve the best interest of the complainant nor the department.

As mentioned previously, the assessment did not include a review of any individual complaints or resulting investigations. Therefore, ICMA draws no conclusion as to the reasonableness of the findings which resulted in this number of complaints being not sustained.

ICMA examined the nature of complaints filed looking for trends which may provide for an opportunity to better train and/or manage personnel and operations. No specific areas of concern

were noted. In other words, the nature of complaints were consistent with those generally filed against police departments and in numbers consistent with the agency size. In fact, 50 percent (37 of 74) of the complaints filed since January 1, 2012 were internally generated. This reflects a commitment to professionalism on the part of the Grants Pass DPS.

With respect to the investigation of complaints, one area of concern was noted. General Order 4.35 governs the handling of administrative complaints (IA/PI). On Page 5, paragraph 3, it states that "Prior to being interviewed, an employee will be informed of the nature of the investigation and, *if it will not jeopardize any aspect of the investigation, the employee will be given copies of any existing reports concerning the investigation and the written complaint or inquiry that has been received*………". ICMA concurs that an employee is entitled to know the general nature of the complaint against them. This is prudent, and gives the employee the opportunity to reasonably prepare for the investigation. However, this paragraph further states that the employee will be provided with the written complaint itself, as well as any other existing (investigative) reports. While there is a provision that states that should this material jeopardize any aspect of the investigation, this disclosure is not required, ICMA concludes that this type of disclosure should never occur except as required by law. Whether conducting administrative or criminal investigations, the objective should be to fairly and impartially investigate the allegations, and providing subjects/witnesses/or suspects with the facts known prior to the interview compromises the ability to do so.

Documents reviewed included reports on the numbers of complaints by year as well as the policy for handling administrative complaints. Additional materials included an investigation flow chart as well as a training matrix that was recently used in departmentwide training provided to relevant personnel to enhance their understanding of the IA process.

There is no internal affairs case management software in use at present. An Excel spreadsheet is utilized for tracking complaints. Such IA software exists and can be tailored to individual agency needs. *IA Pro* is such a vendor, among others. At virtually the push of a button, these software packages can generate monthly reports, EWS alerts, statistics, etc.

The internal affairs policies and procedures appear to be compliant with legal mandates, and with a few minor opportunities for fine tuning, consistent with best practices.

The following recommendations are made:

- A formal Internal Affairs Unit should be created, albeit a collateral duty given the size of the organization and the number of complaints investigated. Duties should include, at a minimum, intake of all formal complaints, assigning tracking numbers, assigning investigative responsibility, coordination of any disciplinary action, preparation of monthly/annual reports, and maintenance of all related records. The Support Division lieutenant should be responsible for management of these duties. If the recommendations of this report are adopted, the Internal Affairs Unit (lieutenant or sergeant) should

investigate all IAs. Procedural inquiries could be assigned throughout the department as is current practice.

- Given the relatively high percentage of citizen initiated formal complaints (about 88 percent +/-) that are found to *not* be sustained, evaluation of the effectiveness of the *Informal* resolution opportunity should be regularly considered, including training of first-line supervisors in interacting with complaining parties. As previously mentioned, this can be beneficial in a multitude of ways, including resolution without costs associated in conducting a formal investigation, enhanced public relations through immediate response to concerns of citizens, and increased collection of relevant information in cases in which a formal complaint is warranted.

- General Order 4.35 should be amended to eliminate the providing of formal complaint documents and other investigative reports to subjects of internal affairs investigations or procedural inquiries, except as required by law.

- Develop a monthly IA report directed to the Director. The report should list all cases initiated in the month, open cases carried over from prior months, and cases closed, including disposition. The report should reflect, at a minimum, the date opened and the nature of the complaint, progress status, the involved personnel, and any supplemental information which would be a value to the Director concerning any specific case. This report should be reviewed with the command staff in a closed session of a regularly scheduled command meeting.

- IA case management software should be acquired to assist the department in better managing and tracking issues related to complaints. Thresholds should be developed that trigger reporting of troubling trends both for individuals as well as the department as a whole. This software will also lessen the workload by providing automated reports. NOTE: It is further recommended that should it be the decision of the department to acquire such software, that it not be pursued until other software issues facing the department are resolved.

Training

As is the case with internal affairs, there is no formal Training Unit for the Grants Pass Police Bureau. Training courses are coordinated between the involved employee and first-line supervisors. Requests for training are then forwarded to the Deputy Chief and Director of Public Safety for approval.

The Oregon Department of Public Safety Standards and Training (DPSST) establishes minimum training mandates for all law enforcement agencies. For sworn personnel, a minimum of 84 hours of training are required over a three-year period. Additional requirements are in place for supervision and management. Grants Pass emergency dispatchers are required to have 16 hours of training per year.

Grants Pass provides training above and beyond the minimum required. While Oregon DPSST requires an average of 28 hours per year over a three-year period, substantially more is desirable

given the complexity of policing. Sworn personnel in Grants Pass receive an average of 71 hours of training per year. Civilian personnel receive an average of 21 hours of training per year. Unless this amount of training impacts operational effectiveness, and there is no evidence that it does so, this should not be considered excessive. Rather, it is an investment in the continued professionalization of the Grants Pass DPS.

The DPSST also provides executive and supervisory training through the Oregon Executive Development Institute and the Supervisory Academy. Grants Pass participates in both training opportunities. There has not been, to date, a concerted effort to provide lieutenants and above with other available executive level training such as the FBI National Academy or the Senior Management Institute for Police.

A training committee made up of the DPS Director, Deputy Chief, and Operations and Support lieutenants meet to review training needs. A yearly training schedule has been created for perishable skills and mandated recurring training that is offered in house. Examples of courses listed include firearms, defensive tactics, emergency vehicle operation, and dealing with the mentally ill. This is a vitally important document to ensure that necessary and appropriate recurring training is provided and it should be evaluated regularly to ensure that it meets today's needs. As training priorities shift, it is too easy to neglect to include vital training without such a guiding document. Some additional detail should be included in the document. For instance, firearms training is listed, but there is no indication as to whether that includes duty weapons, shotguns, patrol rifles, etc.

To reduce the amount of off-site training, the DPS sends personnel to *Train the Trainer* courses in order to develop a cadre of in-house training experts in a variety of disciplines. Such areas include firearms, less lethal munitions, and defensive tactics. Not only does this enhance the opportunity for regular training, it is done so at a significant cost savings.

The department recently began using "Skills Manager" training software to assist in managing/tracking training. The administrative assistant for the office of the Director of Public Safety is responsible for recording all training provided and is also responsible for updating "Skills Manager" with past training records.

Anecdotal information received from patrol officers on up to the command staff indicates that training provided is one of the department's strengths.

The following recommendations are made:

- A formal Training Unit should be created. This unit should operate under the direction of the ISD lieutenant. As is the case with the recommendation for the creation of an Internal Affairs Unit, it is recognized that this would be a collateral duty.

- ICMA recommends that the training calendar be expanded to include additional specifics. As an example, firearms training should reflect the schedule for duty weapons, patrol rifles, and less lethal munitions fired from shotguns. A calendar-based format is recommended.

Research and Development

Research and development are essential components of a progressive police department such as Grants Pass. At present, when related projects/events are being considered by the department, the R&D duties are oftentimes assigned to the Support Division. These are collateral duties in addition to their defined areas of work. Recommendations contained elsewhere in this report regarding a broad reorganization, if implemented, will allow for these duties to be more effectively assumed by existing staff.

The following recommendation is made:

- Create a Research and Development Unit within the Support Division.

Workers' Compensation/Occupational Injuries

Injuries and exposure to health hazards resulting in workers compensation claims are inherent in policing. While workplace safety training is necessary and helpful in some circumstances, the unpredictable and volatile nature of policing make it impossible to prevent claims. Grants Pass DPS is not alone in coping with this disruptive and costly reality. As well, the state of the law as it relates to occupational injuries results in significant cost exposure.

All Grants Pass occupational injury claims are submitted to the city's Department of Human Resources. Staff from the HR department log and track those claims. Grants Pass, like many agencies, contracts with a third-party administrator (TPA) to manage the handling of claims. CCMSI, located in Salem, is the TPA for Grants Pass. The HR department transmits claims to CCMSI and coordinates treatment plans with the firm.

The Grants Pass HR representative responsible for managing workers compensation claims as well as the TPA supervisor for CCMSI were interviewed to assist in determining the claims rate and practices for the DPS. Both individuals were exceptionally helpful in providing insight. In addition to the CCMSI supervisor overseeing the Grants Pass workload, there are two additional staff. One handles lost time claims, and one handles medical-only claims where no time is lost.

As it relates to patterns of injuries, both the TPA supervisor and the Grants Pass HR claims manager indicated that the only pattern of injuries manifested itself last year. There were several reported injuries resulting from the department's defensive tactics training exercises. Some of these were significant and resulted in surgeries and lost time. They brought those concerns to the department administration and modifications to the training were made. No other patterns have been identified. The TPA supervisor indicated that in their experience, the claims rate, with the exception of 2013, is relatively low, an opinion shared by ICMA.

TABLE 14: Police Bureau Workers' Compensation Claims, 2012-2014

Year	Indemnity Claims (Lost Time)	Medical-Only Claims (No Lost Time)
2012	2	12
2013	9	9
2014	0	3

Table 14 shows that one claim is filed about every 3.7 weeks. Of those claims filed, 31 percent (11) resulted in lost time. Of the lost time claims, 55 percent (6) totaled more than one week off duty per occurrence, with a high of 114 working days. In 2 of the 11 lost time claims, the employees were able to work, but only with modified duty restrictions (light duty). In one of those cases, the employee worked in a light duty capacity for 143 work days. The TPA supervisor was questioned about the rate of occurrence and was of the opinion that the Grants Pass rate is consistent with other law enforcement agencies, an opinion shared by ICMA.

As it relates to treatment costs, the average lost time claim amounted to $23,663. The average cost for medical only claims amounted to $1,941. It is important to note that these costs reflect claims administration costs, including medical treatment. These costs do not include salaries/benefits for injured workers nor costs associated with backfill of a vacated position if necessary.

Of concern is that the percentage of injury claims resulting in significant time off (more than one week) appears to be inordinately high. As well, in several of the claims, the employee was taken off duty for extended periods (40 days, 44 days, and 62 days) only to return directly to full, unrestricted duty. It seems illogical that at some point during the treatment process they could not have returned to a modified duty position. The scope of our assessment did not allow for a detailed study of the 11 lost-time claims; nonetheless, this is an area that should be reviewed between the department, Human Resources, and the TPA.

While workers' compensation claims are inevitable, and present laws and medical standards add to the complexity of efforts to reduce lost time and costs, there are actions that can be taken to reduce costs associated with claims as well as the disruptive nature of lost time.

The following recommendations are made:

- Temporary modified duty assignments should be identified and a detailed written description of the duties of each assignment should be completed, including the environmental conditions where the work is to be performed. This will assist a treating physician in determining if the condition of the employee will allow for such assignment. Once completed, outreach to the treating facilities should be conducted on an annual basis to affirm the availability and desirability of these temporary assignments. However, it must also be recognized that the need for temporary duty assignments might not be available if other positions throughout the organization are fully staffed and other duties are being handled by regular staff.

- Supervisors should accompany employees seeking initial medical treatment/evaluation to the treating facility when such treatment is provided at a city contracted facility. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments defined above to assist in determining if such work can be performed where available.

- A "working list" of all employees who are temporarily totally disabled or working in a modified duty capacity should be created and provided to the command staff for review on a monthly basis. That list should include the employee name, date of injury, nature of injury, work status, anticipated return date, etc. The report should be reviewed monthly with command staff members in a closed session as was recommended for IA matters above.

- These functions should be overseen by the Support Division.

Recruitment/Background Investigations

Recruitment and retention is not reported to be a significant problem for the Grants Pass DPS. While it is reported that the volume of qualified applicants for the position of police officer has declined over recent years, Grants Pass DPS has been able to fill vacant positions with qualified candidates and with minimal effort. This is indeed fortunate, as this is not the case in a great many law enforcement agencies. One of the traditionally difficult positions to fill is that of dispatcher. Grants Pass presently reports two vacancies in this position. That is significant, as it represents nearly 20 percent of the authorized staffing level for that classification.

Responsibility for recruitment for vacant positions falls to the section where the vacancy exists. That section is responsible for working with the Human Resources Department to coordinate testing to establish an eligibility list. Once a list of qualified candidates is established, the candidates must undergo a background investigation. The DPS conducts background investigations for all city departments, though the depth of the investigations vary based upon the position to be filled. Background investigations are conducted under the direction of a detective sergeant. Retirees, hired on a part-time basis, serve as the background investigators. This is a prudent, cost-effective way in which to do this sporadic work, and one which is utilized by most progressive police agencies.

Vacancies associated with the categories of police officer and dispatcher are especially challenging, given the extensive training period required for both to become proficient. Dispatchers undergo nine months of training before becoming proficient, and officer training can be double that period. For that reason, it is highly desirable to begin the recruitment process as soon as an anticipated vacancy is identified.

The following recommendation is offered:

- An Employment Services Unit should be created within the ISD. All recruitment and background duties should be transferred from the Operations Division/Investigations Section to the ISD.

- In anticipation of vacancies at the position of police officer or dispatcher, the city should move to begin testing to fill those vacancies to allow for appointment no later than the day following the anticipated departure. If financially feasible, appointment should be made earlier to reduce the productive time lost during the training period.

Jail Services

In July 2013, the City of Grants Pass entered into an Agreement with the Josephine County Sheriff's Office (JCSO) to contract for jail services that the Sheriff under normal operations was not inclined to provide. Because of reduced personnel resources the JCSO was unable to provide an unlimited number jail beds for individuals arrest by the GPDPS. With the County unable to provide jail capacity to the City according to its needs, the City took the unusual step of "renting" up to 30 beds in the County adult jail. The original agreement called for the City to pay $100 per day, per inmate, for jail space, for up to 20 inmates each day, with the ability to increase this inmate amount up to 30 inmates per day. The agreement was renewed this year for another year and the City agreed to pay the JCSO $972,000 for these services.

This is money well spent.

Examination of the monthly jail census data indicate that the GPDPS is making full use of the services available taking full use of this Agreement. In the six months after the Agreement was signed the average number of Grants Pass beds used per day ranged from a low of 18 to a high of 25. Clearly, the added jail bed capacity was used regularly by GPDPS personnel.

Anecdotal and empirical data indicate that the GPDPS was relying heavily on citations in lieu of custodial arrests. Figure 12 and Table 15 illustrate the number of arrests and the number of citations during the six months before and after the jail services were contract for with the JCSO. According to these illustrations the number of citations issued after the agreement was put in place declined dramatically. In July 2013, the GPDPS issued 103 citations and only 16 in the following month. Clearly, the ability to lodge inmates in the JCSO jail facility reduced the need to "cite and release" potentially dangerous offenders.

Interestingly, the number of persons arrested by the GPDPS dropped in the six months after the jail services were retained. In the six months before the Agreement, the GPDPS made 1536 arrests, or approximately 256 per month, to 1466 arrests in the six months after the Agreement, or 244 per month. The reduction of 12 arrests per month is statistically non-significant and the differences between the periods are likely due to variables other than the availability of jail services. In all likelihood the small decrease in arrest could be associated with a decrease in recidivism. If individuals know they are going to be arrested for an offense as opposed to "cite and release" there will be a deterrent effect of reducing future offending, which would translate into fewer arrests.

FIGURE 12: GPDPS Arrest and Citation Data

GPDPS Arrest and Citation Data
February 2013 - January 2014
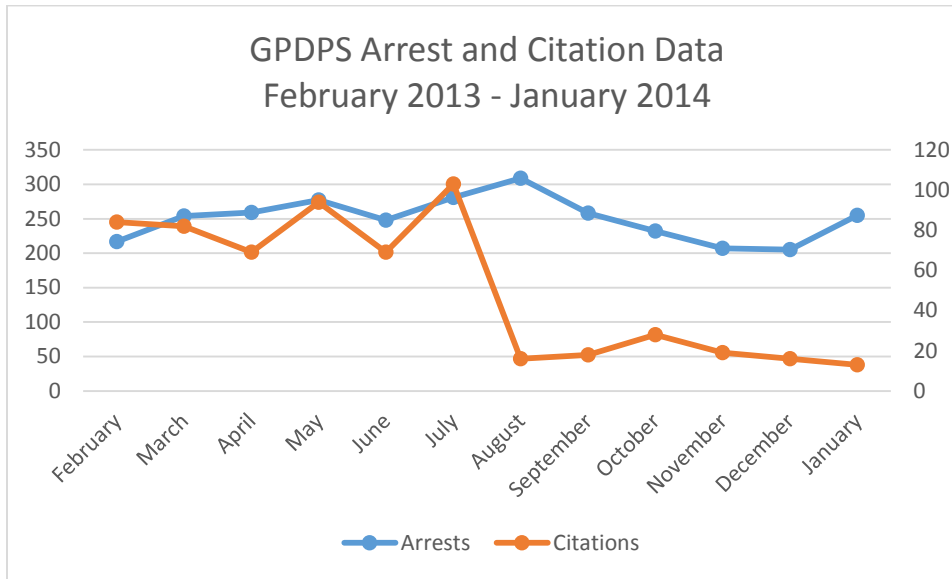
TABLE 15: GPDPS Arrests and Citations, February 2013 to January 2014

Month	Arrests	Citations
February	217	84
March	254	82
April	259	69
May	277	94
June	248	69
July	281	103
August	309	16
September	258	18
October	232	28
November	207	19
December	205	16
January	255	13

According to the Partnership for Safety and Justice Report entitled "Oregon Inmate Cost-Per-Day Fact Sheet" from June 2013, the Oregon Department of Correction's direct cost per day, per inmate is $84.81, which includes security, health care, food, recidivism programs. This figure does not include booking services and the logistics of transporting inmates from the jail to court. The Agreement between the City of Grants Pass and the JCSO requires payments of $100 per day per

inmate, and in the renewed agreement, approximately $95 per day per inmate. Based upon these data it appears that the GPDPS is pay slightly more for jail services than the Oregon Department of Corrections average. However, considering the scope of services provided, which is greater than that provided by the state, the amount incurred per inmate appears appropriate.

Similarly, the cost to the City to construct and staff its own jail facility would be far greater than the amount paid under the Agreement. The economies of scale associated with the Agreement are favorable to Grants Pass and the renewal, and "renting" of jail beds from the JCSP should be continued.

The following recommendation is made:

- Based upon all of these factors, ICMA strongly recommends that the City and the GPDPS should continue to work with the JCSO to provide available jail beds at the current levels or perhaps even higher levels as conditions dictate.

Employee Survey

As part of the operational assessment of the department, ICMA conducted a written survey of all employees in the GPDPS. The survey was administered by the online survey website Survey Monkey and was conducted over a two-week period between July 2, 2014 and July 14, 2014. Respondents were asked demographic questions about age, gender, and position, along with a series of questions related to workplace climate, organizational communications, the meaning and purpose of their work, as well as the degree of supportive relationships in the department.

Job characteristics were rated using a 5-point Likert scale ranging from "strongly agree" to "disagree." Respondents were asked to rate their level of agreement to numerous facets of work-life in the GPDPS. Responses were scored from 1 to 5, with 5 representing "strongly agree" and 1 representing "strongly disagree." The rating average is a summation of the actual scores for each response, and then divided by the total number of responses in that category. In some cases the number of responses in each category does not match the total number of respondents because some respondents failed to provide a response in a category. A rating average of more than 3.5 indicates an overall agreement with the statement. A rating average of less than 2.5 is trending toward disagreement. Employees could also submit open-ended comments if they desired.

For the survey, 69 responses were received. This represents an 85 percent return rate with a margin of error of +/- 4.5 percent.[9] From a practical perspective this means that the survey results are representative of the GPDPS within 4.5 percentage points. What does this mean? For example, the response average to the first statement "I believe the Grants Pass PD provides excellent service to the community" was 4.58. Due to the margin of error and confidence level, we are 95 percent certain that this rating could range from 4.37 to 4.79, or 4.5 percent below and above 4.58.

Considering that survey responses were supported by personal observations and reports from the officers themselves, ICMA has a high degree of confidence in the survey results as accurately describing the attitudes and perceptions of the responding officers.

What follows is a discussion of the strengths and weakness of the GPDPS that the survey reveals. To understand a general trend revealed from the survey, it is important to keep in mind the scoring of the statements. Each statement received a score from 1 to 5, with "1" representing strong disagreement, and "5" representing strong agreement. A score of 3 would indicate a neutral position. Scores above 4 would indicate agreement and scores below 2 would indicate disagreement, with scores above 3.5 trending toward agreement, and scores below 2.5 trending toward disagreement. Scores above 3.5 and below 2.5 are highlighted in Table 15 in green and red, respectively.

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[9] Margin of error, or confidence interval, was calculated by the website http://www.surveysystem.com/sscalc.htm. The variables under consideration are confidence level (95%), population size (81), and a probability of diversity (.50).

Strengths/Positives

Survey results indicate numerous positive indicators of work conditions in the GPDPS. There is a great sense of satisfaction with the work done in the community. The statement "I believe the GPDPS provides excellent service to the community" received the highest positive score, with a rating average of 4.58 out of 5, which indicates very high agreement. The next highest scores were to the statements "My work is important" (at 4.52), and "My work makes a positive contribution to the community" (4.38). In general, the survey indicates a positive work environment, with clear expectations, supervisory support, and broad-based satisfaction with the GPDPS as a place of employment and policing as a career. Similarly, there are no general deficiencies noted with the equipment. The following statements were found to have general agreement from the survey respondents:

- I believe the GPDPS provides an excellent service to the community.
- My work conditions are acceptable.
- The vehicles we use are appropriate.
- I have adequate supplies/equipment.
- I am satisfied with my work schedule.
- I am proud to be a member of the GPDPS.
- In general, I am satisfied with my career.
- There need to be more officers on patrol to handle the workload.
- I would recommend the Grants Pass PD to anyone interested in a career.
- The GPDPS is innovative when it comes to fighting crime.
- The GPDPS is innovative when it comes to dealing with the community.
- I know what is expected of me at work.
- I have clear information about how to do my job.
- I feel comfortable with what I am asked to do in meeting my job requirements.
- My supervisor and I maintain a clear understanding about what is expected of me.
- My supervisor does a good job communicating information to people in my unit.
- My immediate supervisor listens to my ideas about improving the department.
- My immediate supervisor is properly trained for the position he/she holds.
- Selections to specialized assignments in the department are done fairly.
- My work is important.
- My work makes a positive contribution to the community.

- My supervisor takes personal interest in me.

- My supervisor supports my professional development.

- My supervisor is an effective leader.

- My coworkers are competent at doing their job.

- I have confidence in the chief to lead the department.

Weaknesses/Negatives

The survey did reveal several weaknesses. The following statements were found to be trending toward disagreement from the survey respondents:

- Morale is high in the department.

- Patrol Units have plenty of time to interact with the community.

- Patrol Units have plenty of time to address crime and traffic conditions.

With an average score of 1.87, respondents report that, in general, there is not enough time for officers on patrol to address crime and traffic conditions. The score on this statement was even lower for sworn respondents, with an average of 1.74. This low score provides support to the anecdotal information received from police officers, as well as the demand analysis discussed at the beginning of the report. In addition, the second lowest score from the survey was in response to the statement "patrol units have plenty of time to interact with the community." The combination of these data indicate that there is a shortage of officers on patrol and provides further support to the conclusions and staffing recommendations offered in the report.

The next lowest indicator was at 2.3, "Morale is high in the department." The reported low morale presents a phenomenon that appears to be common in police attitudes. One very interesting result from the survey can be found within the statements that explore career satisfaction. On the positive side, respondents indicate fairly strong satisfaction with their own careers. The statement "In general, I am satisfied with my career" scored a 4.05, which indicates overall agreement. This is a very high mark and indicates robust satisfaction among employees. However, the statement "my **_coworkers_** are satisfied with their jobs" received a score of 2.78, which was one of the lowest scoring statements in the survey. This is paradoxical. If there is general career satisfaction, how is it possible that the perception exists that "other" employees are dissatisfied? It seems that the prevailing perception is that "I am satisfied with my career, but people around me are unhappy with their career."

The negative indicators from this survey are related to patrol workload and employee morale. Despite what appears to be a very positive work environment, morale scored as one the lowest of all the indicators measured. Morale is a difficult concept to quantify. Similar to the statement of Supreme Court Justice Potter Stewart describing the test for obscenity in the case *Jacobellis v. Ohio* (1964), "I know it when I see it," the concept of "morale" often defies description, but you "know it"

when it's bad. This seems to be the case in the GPDPS. Survey respondents seem to indicate that morale is low, but contradict this assessment by offering glowing praise of the internal climate and conditions in the department. The open-ended responses point to workload, technology, and communications issues confronting the department. These are important issues for employees and directly impact their day-to-day attitudes. The department would be well-served by addressing these issues in a collaborative manner, engaging employees in the very solutions to these problems.

These conditions could also influence the paradox observed above related to the difference in reported satisfaction between an individual and coworkers. Negative work issues appear to be overshadowing the positive attributes of the work environment in the GPDPS. The "water-cooler" effect (interpersonal communications among employees) is dominated by discussions about workload and technology and this topic becomes THE topic for discussion, displacing others over an extended period of time. Hearing and articulating dissatisfaction about this issue over an extended period of time leads to the false perception that people are dissatisfied and morale is low. A vicious cycle is created where negative discussions reinforce negative perceptions and the outcome is a belief that people are unhappy. The reality is that people are satisfied with their work, take extreme pride in their department, and show little interest in resigning. The irony here is that the solution to changing this vicious cycle is the very thing that makes the GPDPS a terrific place to work: communication, relationships, and most importantly, leadership.

The leaders of the GPDPS must seize the positives disclosed by this survey and use them to shift the negative tide that is seemingly drowning morale. It is time to be visible, to recognize outstanding work, to engage all employees in fostering meaningful work and positive contributions to the community and each other. The positive work conditions are clearly present, and the department needs to leverage these conditions to change morale for the better.

Another statement that indicated general disagreement was "I often think of resigning," which scored a 2.47. This is actually a positive finding from the survey, in that respondents generally disagree with this statement. Thus, employees generally do not "often think of resigning from the department" and appear to be committed to working in the organization in which they clearly take pride.

Table 15 shows the rating average of statements on the survey taken by sworn and civilian personnel. Several interesting observations and inferences can be made by examining the data in the table. It should be noted that, on each major subsection of the survey (climate, communications, meaningful work, support/relationships), civilian employees report more positive results. Also, in the subsections of "meaningful work" and "support/relationships" the difference in scores between sworn and civilian respondents is statistically significant. In other words, the differences in scores is not due to a random variation in the instrument or sampling, there is a meaningful difference in the way these two groups of employees are answering the questions, and therefore, a meaningful difference in their perceptions of their work and the relationships they have at work. This is both a good thing and a bad thing. On one hand, it is a credit to the supervisors and managers in the civilian positions for fostering a positive work environment. Looking at each of the statements individually indicates that civilian employees report higher scores on just about every element of

work life. On the other hand, sworn employees report lower scores and show significantly lower scores on meaningful work and support/relationships. The overall sworn scores in these areas are 3.29 and 3.46, respectively, trending towards the middle ground, neither in a positive or negative direction. Therefore, there is not a great cause for alarm in this area, but the department should seek to explore this disparity to a greater extent by encouraging continued successes with civilian employees and working with sworn employees to improve in these areas.

TABLE 16: Rating Average of Survey Statements, Sworn and Civilian Personnel

Statement	Rating Average	Sworn	Civilian
Climate/Work Conditions			
OVERALL CLIMATE/WORK CONDITIONS	3.36	3.40	3.25
I believe the GPDPS provides an excellent service to the community	4.58	4.63	4.48
My work conditions are acceptable	3.62	3.70	3.48
The vehicles we use are appropriate	3.75	3.74	3.78
The technology we employ is effective	3.11	3.14	3.05
I have adequate supplies/equipment	3.77	3.79	3.71
I have adequate space to do my job	3.33	3.28	3.43
I am satisfied with my work schedule*	3.64	3.93	3.05
The GPDPS would be better off with a different patrol schedule*	2.65	2.33	3.11
I am proud to be a member of the GPDPS	4.28	4.35	4.14
I often think of resigning	2.47	2.51	2.37
In general, I am satisfied with my career	4.05	4.14	3.86
Morale is high in the department	2.30	2.30	2.29
The GPDPS has a clear sense of its mission	3.27	3.35	3.10
Patrol units have plenty of time to interact with the community	2.21	2.14	2.37
Patrol units have plenty of time to address crime and traffic conditions	1.87	1.74	2.16
There needs to be more officers on patrol to handle the workload*	4.53	4.77	4.00
Whenever I have a concern at work I can always have my concerns resolved	3.06	3.12	2.95
I would recommend the Grants Pass PD to anyone interested in a career	3.52	3.44	3.67
The GPDPS is innovative when it comes to fighting crime	3.55	3.65	3.33
The GPDPS is innovative when it comes to dealing with the community*	3.70	3.88	3.33
Communication			
OVERALL COMMUNICATION	3.40	3.41	3.36
I know what is expected of me at work	3.91	3.88	3.95
I have clear information about how to do my job	3.61	3.63	3.57
I feel comfortable with what I am asked to do in meeting my job requirements	3.72	3.72	3.71
My supervisor and I maintain a clear understanding about what is expected of me	3.86	3.88	3.80
My supervisor does a good job communicating information to people in my unit	3.69	3.81	3.43
Oftentimes I hear about changes in the department from the press*	2.34	2.09	2.86
In general, I believe there is good communication between the department and city hall	3.06	3.21	2.76
My immediate supervisor listens to my ideas about improving the department	3.62	3.70	3.45
In general, the communication process in the department is excellent	2.67	2.81	2.38

Statement	Rating Average	Sworn	Civilian
I wish there was a better way where my ideas could be heard	3.41	3.37	3.48
Meaningful Work			
OVERALL MEANINGFUL WORK*	3.54	3.71	3.17
I receive timely feedback that my work contributes to the overall success of the department	2.67	2.91	2.42
I receive necessary training to maintain/ improve my skill and competency levels*	3.41	3.77	2.71
My immediate supervisor is properly trained for the position he/she holds	3.70	3.81	3.48
Training opportunities are readily available in the department*	3.05	3.47	2.19
Training opportunities are distributed fairly in the department*	3.17	3.63	2.24
Selections to specialized assignments in the department are done fairly	3.56	3.70	3.29
Promotions in the department are done fairly	3.48	3.60	3.24
In the department discipline is applied fairly	3.23	3.35	3.00
My work is important	4.52	4.49	4.57
My work makes a positive contribution to the community	4.38	4.35	4.43
Support/Relationships			
OVERALL SUPPORT/RELATIONSHIPS	3.47	3.47	3.46
My supervisor takes personal interest in me	3.72	3.70	3.76
My supervisor supports my professional development	3.77	3.86	3.57
My supervisor is an effective leader	3.75	3.76	3.71
My coworkers are competent at doing their job*	4.09	4.28	3.71
My coworkers are satisfied with their jobs	2.78	2.88	2.57
I have confidence in the chief to lead the department	3.69	3.60	3.86
I have confidence in the command staff to lead the department	3.47	3.40	3.62
Oftentimes is seems like no one is in charge	2.51	2.35	2.85

Note: Responses highlighted in red indicate general disagreement with the statement, and responses highlighted in green indicate general agreement with the statement.

*Statements show a significant difference between responses made by sworn and civilian employees

Open-Ended Comments

In addition to the forced-choice response categories, survey respondents were invited to write comments about the GPDPS. Twenty-two respondents provided comments in this area. Close examination of the comments that were provided reveal three themes. Employees were most concerned with the technology implementation, workload, and intradepartment communication. These themes also emerged during focus group and individual interviews with GPDPS employees.

Technology Implementation

The overwhelming majority of comments received from survey respondents focused on technology. From ICMA's perspective, the GPDPS is technologically advanced. Employees at all levels and positions enjoy the latest technological applications present in law enforcement. From advanced audio/video capture, to records management, to weapons, the department has made a substantial investment in this area. Technology appears, however, to be implemented and deployed too quickly. Employees are not able to keep up with the new applications. There were numerous anecdotes reported where systems are cumbersome, redundant, confusing, and in general, adding to the time and effort necessary to complete even the simplest of tasks. Thus, where technology should be making jobs more efficient, its rapid implementation is actually make work less efficient. Compounding this problem, is that when there are "glitches" in the system they are not fixed adequately, which exacerbates the issue to an even greater extent. The combination of these forces leaves the line-worker to conclude that the technology is inferior and "work-arounds" are developed in order to get the job done.

The following statements were taken from the employee survey to highlight the problems in this area:

> The new CAD system has created more work than it has eliminated with no extra time to complete the work.

> There are a lot of new changes which are happening all at once. I would like them not to be used until they work properly.

> Far and away the current bottleneck to productivity in the department is the very technology that is supposed to be making our jobs easier. We are constantly being tasked with learning new technologies associated with new systems. Some of these systems are fairly simple and effective, however, many are ponderous and yet another thing to consume my effective work hours.

> Technology is good and if implemented properly can help streamline processes. The way technology has been implemented, nothing is streamlined and there are still problems with the technology. New World does not work as "promised" and has increased report writing times. New World also has some of the "bugs" it originally had and there does not seem to be a fix in sight.

The department has numerous high-powered technological tools, but is not maximizing its ability to harness them. In addition, the age of survey respondents is evenly split with half the respondents over 40 years old and the other half under 40 years old. Understandably, embracing new technology is easier for younger generations. Therefore, when new systems and new platforms, and new devices emerge, older employees struggle to use them effectively. Multiply the implementation of these devices and systems and dysfunction is sure to occur, particularly with older employees.

It is clear that the department is only using the "tip of the iceberg" when it comes to their available technology. Also, the glitches in implementation, which are sure to occur, are not fixed in a timely fashion. The result is that technology is contributing to inefficiency and workplace dissatisfaction.

Workload

After technology, the next theme that emerged was "workload." Undoubtedly, these two themes are interrelated. The inefficient implementation of technology is making work harder and generating workplace dissatisfaction.

The workload analysis conducted in the beginning of this report points to the same conclusion. Similarly, the data from the forced-choice responses demonstrate quantitatively that workload is the most negative part of the job in the GPDPS. Employees throughout the department are overworked and many units in the division are understaffed. In addition, the new administration is implementing new policies, procedures, and performance expectations that are aggravating an already difficult and demanding job. ICMA agrees with the new management philosophy being developed and implemented under the new administration, but it is necessary to point out the impact it is having on the employees. They are under considerable stress and the implementation of new technologies and new ideas are adding to this stress.

The following statements were taken from the employee survey to highlight the problems in this area:

> In the last couple of years, there seems to be a steady decline in employee morale. Everyone is overworked and time off is not readily available to certain divisions within the organization. This is leading to extreme burn out and there doesn't seem to be a huge push from admin to rectify this problem.

> There are not enough staff members to support the Records Division creating an overwhelming workload which contributes to errors.

> The totality of issues in our community and department requirements of the officers now does not make for a very happy officer who has been overwhelmed. Being a copper for over 20 years and a supervisor, I am used to never having enough cops. But our crime rate is higher here and we have been tasked by Admin and Council to increase workload by implementing new concepts like foot patrols, target locations, and have become stat driven. I like these concepts for sure, but to make it more effective and comfortable give us about five more coppers on each shift and we'll show ya stats and an officer that is excited to come to work knowing he's gonna be caught up on reports, able to spend adequate time with investigations and has the desire to hunt on foot patrol and late night target areas. The guys are maxed and gettin burnt out.

> Due to the heavy call load it is hard to have positive interactions with the community.

> Hours are long. Morale is low. Not enough people to do a lot of stressful work. Employees that need to step up their game get away with a lot. Employees that work hard just get

asked to work harder and not worry about the coworkers, which is hard to do when their mistakes reflect on you and the department as a whole.

Morale deflated due to volume of work.

Based upon these comments, and others in the survey, there is a perception among GPDPS employees that they are overworked and this workload demands are contributing to low morale and low employee satisfaction.

Communication and Support

The last theme identified from the open-ended comments is that of "communications and support." Interestingly, numerous written comments were received indicating that there is a need for a more supportive relationship between the administration and the rank-and-file. This is interesting because the forced-choice responses reported above show that the areas of communication and support/relationship with high scores and a relatively healthy environment in these areas. Nonetheless, the theme emerged strongly in the open-ended segment of the survey and is worthy of discussion.

It is important to put the timing of the survey into context with this discussion. At the time the survey was administered, three of the four executive positions in the department held "interim" status. The perceived lack of communications and support could be an artifact of the prior administration, and it could be an emerging reality, or a combination of both. However, a plausible conclusion can be offered that the new GPDPS administration, and its "interim" distinction, is experiencing new challenges and opportunities, among them is the need to engage and motivate the workforce.

The following statements were taken from the employee survey to highlight the issue in this area:

Also we need to work to support our troops better to improve moral. If you are an officer here, you are the cream of the crop and we need to trust our people to do their job. The majority are young officers and need more positive feedback instead of only hearing when they make a mistake. We are family and we need to know we are a "thin blue line." I love my job and this agency and it hurts when I see my brothers and sisters down. It is a tough battle we face and we need to let them know how much they really are appreciated, that would really go a long way. This means more personal interaction and not an email as we have become too email heavy. A pat on the back, handshake or a high five would inspire the troops more than an email. We have great leaders who are adjusting to change as we all are.

I feel like no one in admin listens to the concerns of the civilian staff. Admin can no longer relate to what it is like to be a civilian staff member. Also Admin makes changes that they think are for the better regardless of what the employee think and regardless of if there is any research to back up their changes. It's all about what admin wants regardless of how it affects the employees.

It would be nice to have command staff brief with the teams when changes are made.

Morale is deflated due to volume of work and rarity of positive feedback from Command Staff.

Lots of second guessing from the top down. Immediate, line-level supervision is acceptable. The overall mission is unclear and chain of command is regularly ignored by command staff

The survey points to numerous positive workplace and worker qualities in the department. Essentially, it is a positive environment filled with committed and energetic people. As the new administration "gets its feet wet" it is likely that the department will respond positively to greater engagement, participation, and communication. This area is one of great opportunity and has the potential to solve the other issues raised in the survey. The following discussion offers

Leadership Team

Consideration should be given to forming a working group made up of a representative group of employees (sworn and civilian of various ranks and titles) to explore the important issues raised in this study. This working group would be responsible for examining the issues, identifying potential solutions, and making recommendations to the Director. The committee would act in an advisory role only and could be instrumental in developing policies in these areas, being informed about current issues, identifying shortcomings in existing policies, and helping to communicate policy changes to the rank-and-file in a more effective manner. Creating such an entity would enable the department to leverage an already positive work environment and establish greater communication within the department and greater ownership of problems that are likely to arise. Clearly, there are no "magic bullets" that will solve the workload and technology issues confronting the department. However, with an open dialogue and a collaborative effort between the employees and the administration, the best possible solution can be achieved.

Police departments around the county have used this approach to improve many facets of organizational life. Departments have attempted to increase employee participation and organizational communication by instituting employee advisory groups that augment the traditional chain of command.[10]

Employee advisory groups have been around for a long time, but too often they receive little attention or support. However, some agencies have taken employee involvement well beyond the employee advisory stage by devolving significant decision-making authority to frontline employees through the use of leadership teams. Involving employees in tactical level decision making concerning their everyday work lives can contribute to higher morale, process improvement, and organizational innovation. Such arrangements effectively tap street-level knowledge and inherent

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[10] See Todd Wuestewald and Brigitte Steinheider, "Shared Leadership: Can Empowerment Work in Police Organizations?" *The Police Chief,* 73:1 (January 2006), 48–55; see also Todd Wuestewald and Brigitte Steinheider, "How to Implement Shared Leadership: Advice from the BAPD Leadership Team," *The Police Chief,* 73:4 (April 2006), 34-37.

workforce creativity, teaches team skills, and grooms future leaders for the organization. Use of employee advisory groups can also help engage the workforce and build "ownership" in the department.

In general, the GPDPS should be commended for fostering a positive work environment for its officers. The survey results here point to many positive dimensions of organizational life in the GPDPS. The negative elements of the department highlighted by the survey pertain to a cluster of morale, workload, and technology issues. These negative indicators are not uncommon in police departments in the U.S., and there are many creative and innovative ways of addressing these concerns.

Recommendation:

- Incorporate a leadership team made up of a cross-section of the workforce and which can provide meaningful information and reasonable advisory input to decisions regarding important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks. The leadership team should be involved in an advisory capacity in planning and implementing a wide array of policy and process issues. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation.

Summary

The GPDPS is a professional police agency that provides excellent service to the community. Personnel resources are necessary to meet the workload demands experienced by the department, and technology needs to be implemented more efficiently. There are several areas where modifying the personnel allocation could produce better outcomes and improve the overall function of the department and allow it to provide improved services to the community.

It is recommended that the GPDPS embrace a collaborative approach to confront problematic issues it faces. In general, there are several improvement opportunities present in the department that would benefit from this approach. Workload redesign, process and procedure management, as well as issues of leadership, communication, and training can be approached from this perspective.

The GPDPS is an outstanding organization. The recommendations provided in this report should be viewed not as criticisms of the department, but as improvement opportunities that will allow the department to bring its overall performance to even higher levels.

Summary of CPSM Recommendations

Recommendation	Report Page	Priority Timeline
Create a working group to examine calls for service handled by the GPDPS and which should be charged with identifying and recommending ways to minimize response to nonemergency calls.	Page 25	Critical
Staff each patrol team with a minimum of one sergeant, one corporal, and eight officers.	Page 29	Critical
Create a working group of patrol supervisors and officers to more closely examine the use of "out-of-service" time used by officers on patrol.	Page 25	Critical
Develop site-specific strategic plans to combat incidents of crime and disorder at "hot-spot" locations.	Page 33	Critical
Implement a policy that shifts the burden for follow-up criminal investigations from patrol officers to the Detective Bureau.	Page 34 and 42	Critical
Incorporate the use of data management (caseload, clearances, etc.) into the operations of the detective bureau.	Page 42	Critical

Staff a specialized enforcement team with one sergeant and two officers to conduct proactive enforcement in the community.	Page 43	Critical
Consider quarterly mini-audits of sensitive property items secured in the property facility.	Page 43	Critical
Continue to work with the JCSO to provide available jail beds at the current levels or perhaps even higher levels as conditions dictate.	Page 64	Critical
Develop an integrated intelligence and crime analysis function.	Page 42	Necessary
Reorganize units as follows: - Create two major divisions: (1) Field Operations Division (FOD), and (2) Investigative and Support Division (ISD). - Transfer the Detective Bureau from the Operations Division to the newly created ISD. - Transfer the Traffic Unit from the Support Division to the newly created FOD. - Transfer the community service officers from the Support Division to the newly created FO	Page 46	Necessary
Provide additional training to staff to ensure that crime data are reported accurately.	Page 51	Necessary
Redesign the scope and breadth of public information distributed to the local media.	Page 51	Necessary
Reduce the intake of non-essential calls received by the Records Division.	Page 52	Necessary
Implement IA case management software to develop a robust early warning system for personnel management.	Page 57	Necessary
Incorporate a leadership team made up of a cross-section of the workforce and which can provide meaningful information and reasonable advisory input to decisions regarding important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks. The leadership team should be involved in an advisory capacity in planning and implementing a wide array of policy and process issues. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation.	Page 76	Necessary

Develop organizational capacity in the following specific areas: - Internal Affairs and its functions should be identified as a unit of the ISD. Duties presently conducted as Internal Affairs/Procedural Inquiries would fall under the direction of the ISD Lieutenant with support from assigned sergeants. - Training and its functions should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants. - Research and Development should be identified as a unit of the ISD under the direction of the ISD Lieutenant with support from assigned sergeants. - Employment Services and its functions should be identified as a unit of the ISD. Recruitment and background activities would be administered under the direction of the ISD Lieutenant with support from assigned sergeants. - The sergeant position presently assigned to the Support Division should remain in the Investigative and Support Division to assist in oversight of the newly assigned duties. An additional sergeant position should be created to assist with the newly assigned duties. Clerical support should be identified to assist in appropriate duties associated with these additional functions.	Page 46	Desirable
Train auxiliary personnel in the use of hand-held radar devices to assist traffic/patrol officers.	Page 49	Desirable
Increase staffing in the new ISD by one sergeant and one civilian administrative assistant.	Page 52	Desirable
Develop and implement training for first-line supervisors in processing complaints made by the public against GPDPS officers.	Page 57	Desirable
Amend General Order 4.35 to eliminate providing of formal complaint documents and other investigative reports to subjects of internal affairs investigations or procedural inquiries except as required by law.	Page 57	Desirable
Develop a monthly IA report directed to the public safety chief.	Page 57	Desirable
Leverage the deployment of temporary modified duty assignments.	Page 60	Desirable