Final Report

Police Operations and Data Analysis

Chesterfield Township, Michigan

March 2014

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 140 such studies in 90 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 fire and other departments involved in providing services to the public. 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 has more than one hundred years of 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 Fire Chiefs (IAFC), the International Association of Fire Fighters (IAFF), the International Association of Chiefs of Police (IACP), International Police Association, ,and the Association of Public-Safety Communication Officials International, and 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 fire 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.

ICMA Center for Public Safety Project Contributors

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Executive Summary

ICMA was commissioned to review the operations of the Chesterfield Township Police Department. While our analysis covered all aspects of the department'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 department'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, data analysis, comparative analyses, and development of alternatives and recommendations. The general recommendations appear below and are described in detail throughout the report.

Major Recommendations:

In general, ICMA concludes that the CHTP is an organization in crisis. The department is understaffed and struggling to deal with the current financial and political situation. Providing more services with fewer resources is not possible and the township and the department must make critical decisions to modify service demands within the existing personnel complement. These service modifications will lead to more efficient operations and are consistent with the best practices of law enforcement.

- Empanel a calls for service (CFS) committee to evaluate service demands and attempt to reduce and/or eliminate nonemergency responses. Several recommendations in the report discuss altering the current demand model in Chesterfield. ICMA contends that the police respond to a large number of CFS that are not necessary. The report recommends eliminating a response, or at a minimum changing the response, to several categories of calls. It is not intended that the department immediately cease CFS response, but the department should begin a dialogue with the community to evaluate the necessity of the police responding to certain calls.

- Staff the patrol division with six squads of officers: four patrol teams of one sergeant and four officers and two impact teams of one sergeant and two officers.

- Incorporate data management (caseload, clearances, etc.) into the operations of the detective division.

- Develop an integrated intelligence and crime analysis function.

- Create a special enforcement team to supplement investigations and patrol deployment and to develop a crime prevention and community engagement strategy.

- Improve the physical structure of the property room (reinforcing the door and lockers), and implement a system of regular and frequent property audits.

- Train and support one uniformed officer to serve as the primary training officer.

- Explore the possibility of either discontinuing the practice of administering preliminary breath tests on demand or limit the practice to normal business hours when uniformed personnel are already physically present in the building.

- The department should designate one supervisor to serve as the professional standards officer (PSO).

- ICMA recommends that the department explore the feasibility of discontinuing its dispatch operations and partner instead with Macomb County's Communications and Technology Center (COMTEC) dispatch services.

- The department should close the records room and secure this area after normal business hours.

- Incorporate a leadership team concept that involves a cross-section of the workforce in important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks, as well as union representatives. The leadership team should be involved in planning and implementing any cost-saving measures, as well as reorganization efforts. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation.

- The department must develop a performance management approach to all operational and administrative elements in the department. This approach would feature systematic and regular reporting on activities and outputs, as well as a critical discussion of the outcomes associated with these efforts.

Implementing these recommendations would culminate in an organizational structure shown in Table 1.

TABLE 1: Recommended Organization Structure and Personnel

	Chief	Lt.	Sgt.	PO/Det.	Civilian
Executive	1				1
Administration		1	1	2	3
Operations		1			
Patrol			6	20	
CID			1	5	2
SIU			1	2	
Total	1	2	9	29	6
				Total Sworn: 41	
				Total All: 47	

This report is intended to be an operational analysis of the Chesterfield Township Police Department. The ability to fund these recommendations is considered; however, the approach to the analysis is grounded in determining the fundamental and basic needs to support police operations in the township of Chesterfield. ICMA does not discuss mechanisms to fund this operation, but does identify operational efficiencies and staffing levels that potentially translate into cost savings. Decisions pertaining to these recommendations are inherently political and are difficult. Services would be altered (eliminated or changed), but the high quality of life in the township and its professional police services would be maintained. In addition, the reduction in employee headcount, coupled with the shifting of services delivered, would undoubtedly lead to substantial cost savings for the department and for the township. The exact amount of costs that could be saved has not been determined by ICMA, and it is recommended that the full measure of the recommendations of this study be analyzed to determine the financial impact to the community.

ICMA staff thanks the township and police administrations of Chesterfield Township for their assistance in completing this project. In particular, ICMA commends Township Supervisor Michael Lovelock and Police Chief Bruce Smith 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 Chesterfield Township Police Department. 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 Chesterfield 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.

Document Review

ICMA consultants were furnished with numerous reports and summary documents by the Chesterfield Township Police Department. 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.

Implementing the Report's Recommendations

ICMA's conclusions and recommendations are a blueprint for both the town and police administrations. The township supervisor should have periodic meetings with the police chief to ensure that ICMA's recommendations are implemented. It is strongly recommended that the chief of police identify and task one individual with lead responsibility for implementing these recommendations. This person should be given the authority and responsibility to effectuate the

changes recommended. The recommendations should be executed in a timely fashion and the department's progress in meeting the recommendations should be evaluated every six months for efficiency, effectiveness, and performance.

All of ICMA's recommendations are practical and sensible and should be implemented by the police administration within a reasonable period of time. If the township desires, ICMA can provide a service to review, monitor, and evaluate the department's progress and ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, ICMA can assist with implementation.

Background

Policing involves a complex set of activities. Police officers are not simply crime fighters whose responsibilities are to protect people's safety and property and to enhance the public's sense of security. The police have myriad other basic responsibilities on a daily basis, including preserving order in the community, guaranteeing the movement of pedestrian and vehicular traffic, protecting and extending the rights of persons to speak and assemble freely, and providing assistance for those who cannot assist themselves.

The Chesterfield Township Police Department provides a full range of police services, including responding to emergencies and calls for service, performing directed activities, and solving problems. Both the township and the police department are dedicated to the principles of community policing, and the department strives to provide a high level of service to the Chesterfield community.

In the last quarter of 2007, the real estate and banking markets across the country crashed and property values plummeted. The main source of revenue to the department, property taxes, fell drastically. The department eventually lost over $2 million in budget revenue out of an $8.5 million budget. Fortunately, a fund balance had been built up to $6 million during the preceding good years and the budget has been supplemented using these 'rainy day' funds. By the summer of 2012, the township board realized the need for additional revenue and a millage increase was proposed in the November election, but rejected by the voters. While there is a sufficient fund balance to sustain operations through 2014, continued operations cannot be sustained without identifying additional revenue sources or cost savings. As the community struggles to find answers to this financial situation, there appears to be some interest in contracting for police services with the Macomb County Sheriff's Department. This study does not specifically explore this issue; however, the operational requirements of the Chesterfield Police Department are examined in order to provide a framework for this discussion. Similarly, this study by ICMA was authorized to assist the department in understanding the operational realities of providing police services in the township, perhaps suggesting a better structure the department, and making recommendations to increase efficiency if possible.

After the defeat of the millage proposal, a call for a reduction in personnel was mandated by the township supervisor and layoff notices were given to fourteen employees in the spring of 2013. These notices were rescinded prior to any reduction; however, there is a perception that employee morale has suffered with the action, along with the knowledge that revenue will not increase without a positive vote of the community. The financial crisis facing the department, in the context of rumored transfer of policing services to the Macomb County Sheriff, is creating an adverse work environment in the department. Also, the political struggles surrounding these issues is leaving the rank-and-file employees with the feeling of being "stuck in the middle" as the issues move towards resolution. There is an African expression that states "when elephants battle, the grass loses," and this expression is relevant to the organizational climate present in the Chesterfield Police Department.

The community of Chesterfield Township should resolve these issues as soon as possible. It is strongly recommended that decisions be made quickly to settle the issues facing the department for the long-term future. The continued discussion of layoffs and consolidation is having a negative impact on the personnel in the department and putting an unnecessary strain on their already difficult jobs.

In the modern policing landscape, progressive police leaders are always searching for opportunities to collaborate. Collaboration in law enforcement is limited only by the imagination within the agencies. Collaboration not only fosters better working relationships but brings new stakeholders—and thus new ideas—to the table. ICMA believes that the situation facing the Chesterfield Police Department offers several of opportunities for collaboration.

Potential Consolidation with the Macomb County Sheriff's Office (MCSO)

Consolidation of police services is a fairly common practice in U. S. police organizations. In 1845, the New York Police Department (NYPD) was formed through the consolidation of several smaller police departments, thus becoming the first major metropolitan police department in the United States. Over the next fifty years, twenty-three more town and village police services were consolidated into what is now known as the NYPD. There are many more recent examples of local governments utilizing consolidation to cope with population growth, revenue changes, or legislative and regulatory acts.

During the 1960s and 1970s several major commissions—including the 1967 President's Commission on Law Enforcement and Administration of Justice, the Advisory Commission on Intergovernmental Relations (1971), the Committee for Economic Development (1972), and the National Advisory Commission on Criminal Justice Standards and Goals (1973)—shared views on police consolidation. These reports summarized the importance of shared or pooled services to accomplish some or all of the following goals: (1) reducing duplicate efforts, specifically in neighboring communities with similar crime problems; (2) providing services that smaller jurisdictions lack the resources to provide; (3) enabling specialized training, career development, lower attrition rate, and improved morale for personnel; and (4) providing departments and the communities they serve with enhanced technical capabilities based on shared equipment. These same reports acknowledged the political challenges associated with shared services, particularly the loss of autonomy at the local level.

Local control of the police in the United States is common, with more than 17,000 police departments across the country. While the most common form of department is the city police department, there is a growing trend in which municipalities have chosen to disband their local departments in favor of contracting with the local sheriff's office instead.

The first instance of a municipality contracting with a county sheriff was in Lakewood, Calif., in 1954. During a period of post-World War II growth, the newly incorporated city of Lakewood in Los Angeles County contracted with the L.A. County Sheriff for police services instead of establishing its

own department. Since Lakewood's experience in 1954 numerous communities around the country have contracted for police services. These communities are either newly incorporated and seeking first-time police services, or communities with established police departments and which are looking for financial and service efficiencies. This phenomenon is most prevalent in California, and is also gaining popularity in Washington and Florida.

The existing research on contracting (or consolidating police departments) does not paint a clear picture of the advantages and/or disadvantages of contracting. Generally thought of as part of the "public choice" theory from public administration, efficiency and effectiveness in government are achieved by small units close to the public competing for support, approval, and resources. The potential success of contracting police services, compared to a separate police department, is the community's ability to maximize service delivery through competition. Furthermore, the closer the police entity can be to the community and reflect its character, the more effective that organization will be in delivering police services.

Many studies have explored the impact of contracting police services. Studies show advantages in contracting for efficiencies of service (Chapman, Hirsch, and Sonenblum, 1975; Skogan, 1976), and others demonstrate either no efficiencies gained or a neutral impact on contracting (Walzer, 1972; Ostrom and Parks, 1973; Gyapong and Gyimah-Brampong, 1988; Gyimah-Brampong, 1989; Finney, 1997; Staley, 2005). The general consensus on contracting police services is that contracting labor-intensive activities, such as patrol and investigations, offer little in the way of gaining efficiencies, while contracting capital-intensive activities, such as police academies, labs, and communications centers, have been shown to provide efficiencies. Essentially, economies of scale can be achieved through contracting by creating a larger organization that can produce capital-intensive services, with an underlying tension created by public choice theory which states that small, responsive units close to the community create the competition necessary to achieve effectiveness.

This issue is not settled. Communities experience different things through contracting police services. Some gain, but others lose, efficiency. The key variables seem to be community engagement in the resulting police organization(s), and the ability to pool resources to create economies of scale in whatever organizational mix is desired in the contracting and host organization.

The Chesterfield Police Department currently enjoys an excellent working relationship with the Macomb County Sheriff's Office. The department assigns one police officer to the joint enforcement team (County of Macomb Enforcement Team, or C.O.M.E.T.) and participates regularly in joint operations with the Sheriff's Office. Building upon this relationship, ICMA contends that several services provided by the CHTP could be out-sourced to the MCSO, which would save money and make processes more efficient. Communications (911 dispatch), jail operations, and training are areas that the Chesterfield Police Department should consider shifting to the MCSO. Transferring these services to the MCSO would likely be a more cost effective and more efficient approach for the department. In the short-term, shifting communications and jail operations to the MCSO is not viable. The MCSO would not be prepared to accept emergency communications from the Chesterfield PD for at least two years, and the MCSO contends that prisoners cannot be accepted

because of overcrowding issues. Nonetheless, these are two areas that present substantial potential cost savings for the township and it is recommended that these issues be explored.

Chesterfield Township Demographics

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

Chesterfield Township is located in Macomb County, and is northeast of Detroit. In 2010, Chesterfield Township had an estimated 43,381 residents, which is a 16 percent increase from 2000. The population growth is undoubtedly associated with the high quality of life that residents of the township enjoy. The racial makeup of the city is estimated to be 92 percent white, 2.9 percent African-American, 0.8 percent Asian, and 1.9 percent other, with 2.5 percent of the total population reported as Hispanic.

The median household income in Chesterfield Township is $68,004, which is about 40.3 percent higher than the median Michigan household income. Similarly, on average between the years 2005-2010, 8.1 percent of the Chesterfield Township population was below the poverty level, which is substantially less than the statewide rate of 16.3 percent. Additionally, 83.2 percent of township residents live in "owner occupied" housing, which is higher than the 72.8 percent statewide rate, and 90 percent of Township residents occupied the same house one year ago compared to 85.4 percent in Michigan.

The combination of these measures indicate that Chesterfield Township is a homogenous and stable community, with high income levels compared to the state. Furthermore, the population of Chesterfield Township during the day grows considerably due to the influx of workers, shoppers, and commuters. This has important implications for the style and size of the police department.

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 2011 Chesterfield Township reported a UCR Part I violent crime rate of 278 violent crimes per 100,000 residents. For UCR Part 1 property crimes, the rate in Chesterfield Township was 2,045 property crimes per 100,000 residents. The violent crime rate in Chesterfield Township is 44.8 percent lower than the state rate and 28.2 percent lower than the national rate. The rate of property crime is 69.2 percent lower than the state rate and 28.5 percent lower than the national rate.

TABLE 2: 2011[1] UCR Crime Comparisons

Agency	Population	Violent Crime Rate*	Property Crime Rate*
U.S.	311,591,917	387	2,859
Michigan	8,069,120	504	6,639
Population Comparison			
Novi	55,623	67	1,884
East Lansing	48,701	238	2,039
Roseville	47,400	479	4,082
Portage	46,658	163	3,521
Chesterfield Township	43,474	278	2,045
Midland	42,106	90	1,085
Bloomfield Township	41,367	53	1,093
Saginaw Township	40,642	209	2,018
Meridian Township	39,824	161	2,328
Lincoln Park	37,779	588	4,100

Note: * = per 100,000.

We compared Chesterfield Township's crime rate to other communities in Michigan. To do this, we took information from the FBI UCR Program on *Crime in the United States* and compared Chesterfield Township with other jurisdictions of similar population. For this analysis Novi, East Lansing, Roseville, Portage, Midland, Bloomfield Township, Saginaw Township, Meridian Township, and Lincoln Park were selected. It should be noted that the demographics of these communities encompass a wide range and the analysis is not intended to compare Chesterfield Township with Novi or Lincoln Park, for example. It is meant as an illustration of communities in Michigan and how they compare with respect to rates of crime.

Examination of the comparisons presented in Table 2 shows that Chesterfield Township has a crime rate that compares favorably with these jurisdictions. Out of the ten jurisdictions presented, Chesterfield Township is the fifth largest in population and has the third highest violent crime rate and fifth highest property crime rate.

Over the past ten years, the rate of crime in Chesterfield Township has remained relatively stable, even in the context of a population increase. Figure 1 shows the rates of both violent and property crime between 2003 and 2012. During this time Chesterfield Township experienced an increase in violent crime between 2003 and 2006, and then since 2006 the violent crime rate has been on a steady decline. The property crime rate experienced wide fluctuations over the period, peaking in 2008 and hitting a low in 2011, with the 2012 rate at about the same level as the start of the ten-

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[1] At the time of this report only 2011 UCR data were available on comparison jurisdictions.

year period. Overall, it can be concluded that Chesterfield Township enjoys a relatively low and stable crime rate and the department does a commendable job managing crime in the community.

FIGURE 1: Chesterfield Township Crime Rates 2003-2012

Historical Performance Indicators

In addition to the rate of crime in the community, the Chesterfield Police Department can also be examined in relation to certain key performance indicators. Table 3 illustrates departmental data on motor vehicle accidents, use-of-force incidents, personnel complaints, and personnel headcounts for the years 2008-2012.

The number of non-injury traffic accidents in the township has fluctuated over the years from a high of 1,379 in 2008 to 833 in 2011, and a similar trend is noticeable for traffic fatalities and traffic injuries as well. The traffic injury rate for the state of Michigan is approximately 523 injuries per 100,000 residents. The rate of accident injuries in Chesterfield in 2012 was 558 injuries/100,000, and the five-year rate is approximately 526 per 100,000. Both rates, considering the presence of major traffic arteries in Chesterfield, is acceptable.

The number of complaints made by the public against Chesterfield officers has decreased dramatically over the five-year period shown. Also, the use of force incidents logged by the department is very small. Considering that the department handles more than 11,000 CFS each year, physical force was used in fewer than 20 instances (0.18 percent), and weapons were used in even fewer instances. This shows a remarkably restrained and professional department.

The personnel headcount has dropped slightly over the five-year period. Also, 2013 figures indicate that this headcount has decreased even further. The body of this report addresses personnel staffing in each of the units of the department.

In summary, these data illustrate a well-managed and professional department.

TABLE 3: Chesterfield Police Department Performance Indicators, 2008-2012

	2012	2011	2010	2009	2008
Accidents					
No Injury (PDA)	1,140	833	999	1,041	1,379
Injury (PIA)	243	252	185	182	281
Fatal	4	6	2	2	6
Total	1,387	1,090	1,296	1,596	2,022
Tickets Issued	2,616	3,293	3,130	2,966	3,389
Per Mile	19	18	16	16	17
Use of Force					
Physical Force	19	13	10	14	21
Taser Displayed	6	10	5	9	7
Taser Used	9	8	9	6	5
Weapon Drawn	12	17	5	12	7
Lethal	0	0	0	0	0
Personnel Complaints					
Inconclusive	2	1	6	8	8
Unfounded	4	0	6	7	21
Proper Conduct	4	2	7	9	6
Improper Conduct	12	14	9	36	38
Personnel Headcount					
Sworn Headcount	44	47	47	48	47
Civilian Headcount	14	14	13	15	15

Comparisons/Benchmarks

In order to put the Chesterfield 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

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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/

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 Chesterfield Police Department.

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 4).

The township's 2013 Revenue and Expenditure Report for the period ending 12/31/2013 (100 percent complete) for the department indicates that $7,824,280 was incurred on police services (police and dispatch). This means that, on average, the Chesterfield Police Department spent approximately $180 per capita on police services, which is lower than the average of $323 per capita presented in the IBM report and lower than the $217 per capita presented in the Benchmark Cities Survey. Chesterfield Township's 2012 crime rate of 2,323 serious crimes per 100,000 residents is 54 percent lower than the average crime rate of 5,000 crimes per 100,000 among the cities in the IBM report and 29 percent lower than the average crime rate reported in the Benchmark Cities Survey.

Also, according to the Revenue and Expenditure Report, the department spent approximately $340,000 on overtime expenditures out of an operating budget of approximately $7.8 million. This represents approximately 4.3 percent of the total budget. This overtime-to-budget ratio is lower than IBM report, but 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 is within the accepted level of overtime expense. However, closer analysis of the overtime expenses reveals that $100,000 of the $340,000 (29 percent) were spent on department dispatch operations. The department was required to use overtime to backfill two personnel vacancies in communications, which was the cause of the bulk of these overtime expenses. Thus, the $100,000 is approximately 15 percent of the entire amount of expenditures incurred on dispatch services.

Lastly, according to the department's organizational chart dated August 2013, there were 46 sworn officers, or a ratio of 106 officers per 100,000. This ratio is substantially lower than the average of 190 officers per 100,000 residents from the IBM study, and also lower than the 144 officers per 100,000 residents from the Benchmark Cities Survey.

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[4] Bureau of Justice Statistics, *Law Enforcement Management and Administrative Statistics* (2007).

TABLE 4: Chesterfield Township Police Department in Perspective

Benchmark Area	CHTP	IBM Benchmark	Vs. IBM Benchmark	Benchmark Cities Survey	Vs. Benchmark Cities Survey
Per capita police spending	$168	$323	LOWER	$217	LOWER
Crime rate	2,323	5,000	LOWER	3,277	LOWER
Overtime	4.3%	5%	LOWER	3.4%	HIGHER
Officers per capita	106	190	LOWER	144	LOWER

Overall, the Chesterfield Police Department earns excellent marks for financial benchmarks. The cost of operations is substantially lower compared to available benchmarks, while the crime rate is also substantially lower than the posted benchmarks. This is related to many factors that will be discussed in the body of the report. In brief, the department has fewer officers per capita, has a lower level of spending per capita on police services, a lower crime rate, and has a comparable experience with the use of overtime funds with the benchmark cities.

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 that 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 the Chesterfield Police Department is financially efficient in its 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 Chesterfield Police Department 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 Chesterfield Township community. The department 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. The patrol division must be staffed with enough officers to respond to virtually every call placed to the department.

When examining options for the department's direction, the town and the department face the choices of a) continuing to police the community in a full-service mode, or b) taking steps to restructure demand and still promote order and safety. 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 Chesterfield Township community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Chesterfield Police Department to continue its full-service model of policing yet run the agency more efficiently.

Recommendation:

- Empanel a calls for service (CFS) committee to evaluate service demands and attempt to reduce and/or eliminate nonemergency responses.

TABLE 5: Calls for Service

	Police-initiated			Other-initiated		
Category	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	35	1.7	38.0	1,198	1.5	44.5
Alarm	10	1.6	8.1	1,124	2.2	12.0
Animal calls	10	1.0	14.8	377	1.2	24.9
Assist other agency	58	1.3	23.4	2,202	1.6	24.4
Check/investigation	651	1.0	12.9	775	2.2	48.7
Crime–persons	65	2.1	94.5	559	1.7	55.0
Crime–property	71	1.8	55.8	1,505	1.7	52.6
Disturbance	9	1.9	13.0	711	2.1	17.4
Juvenile	8	1.8	44.3	202	1.7	32.9
Miscellaneous	308	1.1	11.2	2,220	1.6	26.4
Prisoner–arrest	158	1.3	54.9	0	N/A	N/A
Suspicious person/vehicle	279	1.5	10.0	1,707	2.0	20.1
Traffic Enforcement	2,927	1.2	13.6	1,230	1.4	31.5
Total	**4,589**	1.2	**16.7**	**13,810**	**1.7**	**31.0**

Table 5 presents information on the main categories of calls for service received from the public that the department handled between the period November 1, 2012 to October 31, 2013. In total, department officers were dispatched to 18,399 calls during that twelve-month period, or approximately 50 calls per day.

In general, CFS volume in Chesterfield Township is within acceptable bounds. 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 43,000, the total of 18,399 CFS translates to about 428 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 428 CFS/per thousand/year would suggest a fairly aggressive policy for accepting CFS. A well-managed dispatch system would include a system where CFS are screened and nuisance calls eliminated before they are dispatched.

It also appears, however, that the Chesterfield Police Department can be more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. For example, at motor vehicle accidents involving only property damage, the police role is largely administrative: preparing and filing reports. Similarly, industry experience also tells us that greater than 98 percent of all burglar alarms are false alarms. 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 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.

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 Chesterfield Township. Adopting an alarm callback program has the potential to reduce calls for service by more than 1,134 calls, or roughly 6 percent of all CFS.

Currently, the Chesterfield Police Department has an alarm reduction program. This program calls for certain classes of alarm owners to be fined for continued occurrences of false alarms. Although the policy exists, and may be practiced by officers responding to false alarms, apparently the department does not recoup any fines associated with the program. Examination of the department's "cash register" for the calendar years 2012 and 2013 reveals that no payments were received in conjunction with this program. Undoubtedly, the large majority of alarm CFS are false alarms, and the CHTP should be aggressively executing this policy. The department stands to gain increased revenue, as well as a more efficient patrol operation.

Automobile accidents are another category for which the response by a sworn officer is questionable. 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. Dispatching police officers to all vehicle crashes is not recommended. Examination of Table 5 indicates that 6.7 percent of all 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 Michigan 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 $1,000, the motorist must report the accident to the state and notify the police. 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 Michigan forms and submit them to the state: no response by the police is necessary. The 911 call by the motorist satisfies the

state regulation to notify the police, and the simple exchange of information between motorists documents the incident and satisfies any insurance requirements involved. This process also spares the need for an officer to respond to the scene and keeps them free to perform other, more critical functions.

Table 5 also indicates that Chesterfield officers handled 2,600 "miscellaneous" CFS (14 percent of all 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-basin for calls that are dispatched to patrol units, but that are not police-related. In addition, the department recorded 2,260 "assist other agency" CFS, which include medical calls. These "assist" CFS account for more than 12 percent of all CFS.

Combined, four categories of CFS (1,233 automobile accidents, 1,134 alarms, 2,600 miscellaneous calls, and 2,260 assist calls) amount to 39.2 percent of total CFS in the study period. Essentially, 40 percent of all CFS handled by the CHTP are nonemergency, and possibly nonpolice-related activities. These categories of CFS must be examined carefully. It is strongly recommended, therefore, that the CHTP 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 reducing nonemergency CFS response. This committee should begin with these four categories of CFS response and formulate the response (or nonresponse) 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; an alarm callback system be instituted; and 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 be started and a critical evaluation of 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 Chesterfield Township. Four key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the township. These three statistics are found in the data analysis section under Figure D2, Events per Day by Category; Table D6, Primary Unit's 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 Table D2, the department commits 11 percent of patrol time to administrative and out-of-service functions. This time is on par with other agencies of similar size. ICMA uses a benchmark of 14 percent of total time dedicated to out-of-service activities. These activities include administrative work, meal and personal periods, etc., and the Chesterfield department's time devoted to these activities is less than other agencies examined by ICMA. According to the data in Table D6, Chesterfield patrol units on average take 31.0 minutes to handle a call for service. This figure is slightly higher than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table D7, dispatches 1.7 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly higher in the CHTP than policing norms of about 1.6 officers per CFS. In other words, the CHTP uses more officers to handle a CFS, and it takes longer than the average police response of similar size agencies.[5]

Similarly, according to Table D12, response time for CFS in Chesterfield Township averages 13.1 minutes per call. This is lower than many communities of similar size and well below the generally accepted target response time of fifteen minutes per call. Response time to "high-priority" CFS, however, is 10.7 minutes, which is substantially higher than the five-minute benchmark for this category of CFS. Determining the reasons behind this lengthier response time to high-priority CFS is beyond the scope of this report; however, the department must examine this very closely with an eye towards reducing the time it takes to respond to high-priority calls.

Taken together, our analysis of occupied time, number of officers per call, and response time shows an efficient deployment of patrol officers to CFS in Chesterfield Township.

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 Chesterfield Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. 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.

Schedule and Staffing

General patrol operations in the department are staffed using two 12-hour shifts. There are four platoons with sergeants in charge of each platoon. Each shift is supervised by a sergeant and if the assigned sergeant(s) is on vacation, or not present for any reason, another sergeant is assigned on overtime. The contractual minimum staffing for patrol in the Chesterfield department is one sergeant and three police officers. Officers work steady shifts. Every six months the department

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

"bids" shift changes by seniority. In other words, officers are given the opportunity to select the shift they desire (day or night), and this selection is done on a seniority basis, with the most senior officers selecting first. 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.

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 semi-annual shift bids 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 CHTP creates four separate patrol units that almost never interact. This can create a "silo" effect that inhibits communication and creates competition for scarce resources.

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.[6] ICMA contends that the length of the shift is secondary to the application of that shift to meet service demands.

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[6] 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).

In its totality, however, the patrol shift schedule in the CHTP 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. No change in schedule is recommended.

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."[7]

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 Chesterfield Police Department 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 directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities.

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

Doing this analysis allows identification of activities that are really "calls" from those activities that are some other event.

Understanding the difference between the various types of police department events and the staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to the time being spent to currently 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 the department organizational chart dated August 2013, patrol is staffed by seven sergeants, and twenty-one police officers assigned to a CFS response capacity. These 28 of the 40 sworn officers represent 70 percent of the sworn officers in the Chesterfield Police Department.

Accordingly, the department does not adhere to the first component of the "Rule of 60," that is, about 60 percent of the total sworn force should be dedicated to patrol operations. The patrol function is not balanced appropriately compared to the entire department, and more than the expected amount of resources is dedicated to patrol. For the Chesterfield Police Department, this likely points to a situation where not enough officers are assigned to other, nonpatrol functions 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 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 the Chesterfield department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department 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 Chesterfield Police Department 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 2012 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:	1.4 officers per hour
Avg. % Deployed (SI):	24 percent
Peak SI:	44 percent
Peak SI Time:	2:00 p.m.

Figures 2 and 3 present the patrol workload demands and SI for weekdays in winter 2013. As the figures indicate, the SI never exceeded the 60 percent threshold. The SI ranges from a low of approximately 5 percent at 6:00 a.m. to a high of 44 percent at 2:00 p.m., with a daily average of 24 percent.

FIGURE 4: Deployment and Main Workload, Weekends, Winter
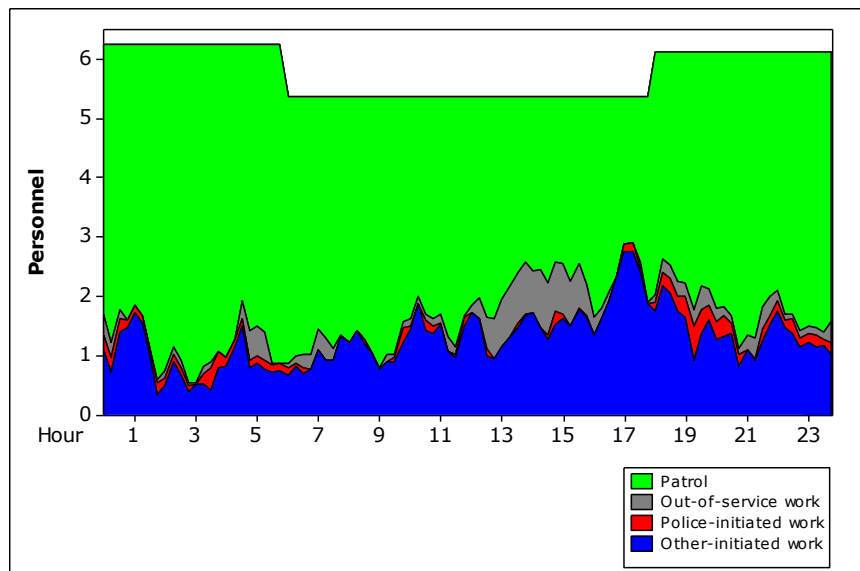
FIGURE 5: Workload Percentage by Hour, Weekends, Winter
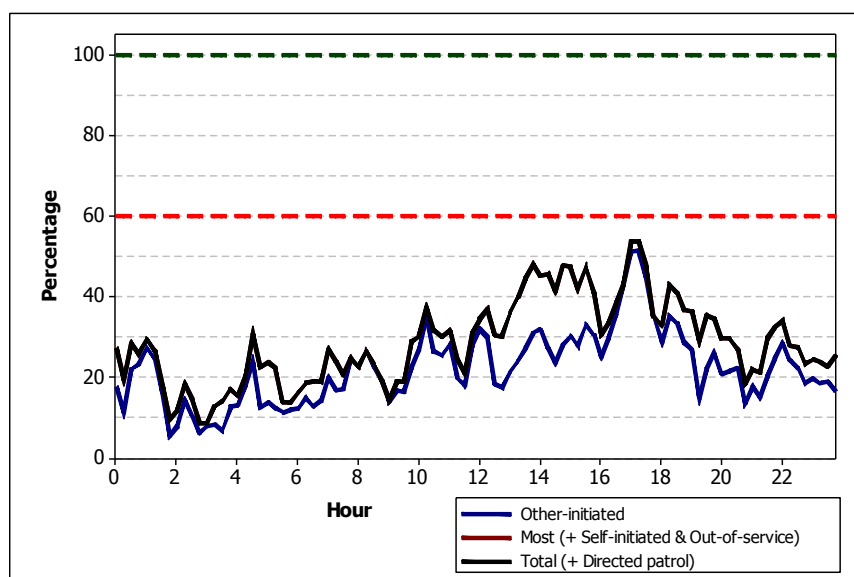
Workload v. Deployment – Weekends, Winter

Avg. Workload: 1.6 officers per hour
Avg. % Deployed (SI): 28 percent
Peak SI: 54 percent
Peak SI Time: 5:15 p.m.

Figures 4 and 5 present the patrol workload demands and SI for weekends in winter 2013. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 12 percent at 2:00 a.m. to a high of 54 percent at 5:15 p.m., with a daily average of 28 percent.

FIGURE 6: Deployment and Main Workload, Weekdays, Summer
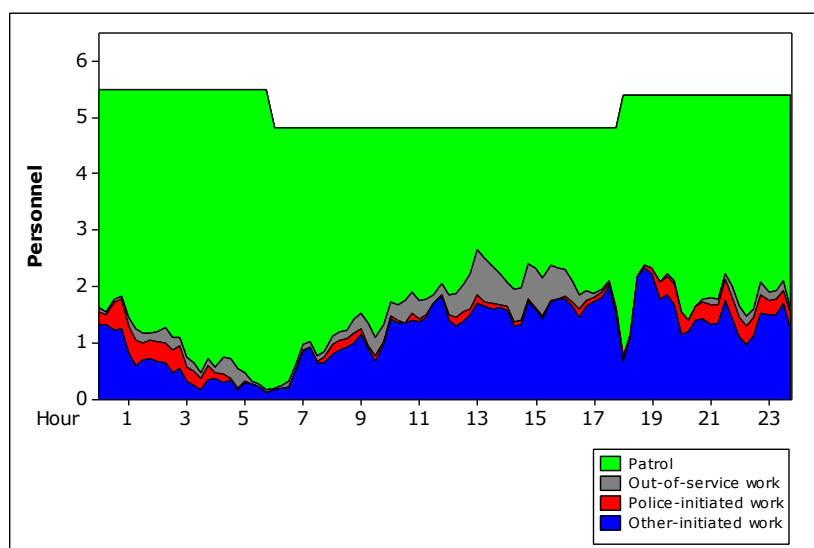
FIGURE 7: Workload Percentage by Hour, Weekdays, Summer
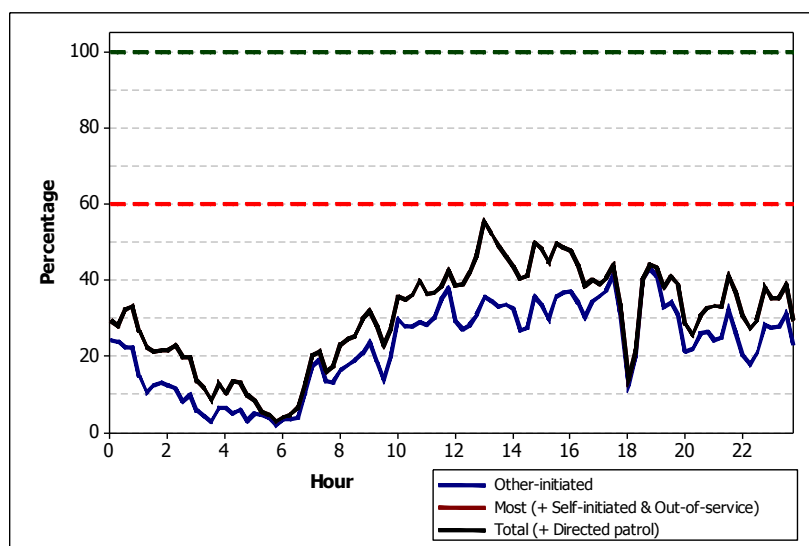
Workload v. Deployment – Weekdays, Summer

Avg. Workload: 1.5 officers per hour
Avg. % Deployed (SI): 30 percent
Peak SI: 55 percent
Peak SI Time: 1:00 p.m.

Figures 6 and 7 present the patrol workload demands and SI for weekdays in summer 2013. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 5 percent at 6:00 a.m. to a high of 55 percent at 1:00 p.m., with a daily average of 30 percent.

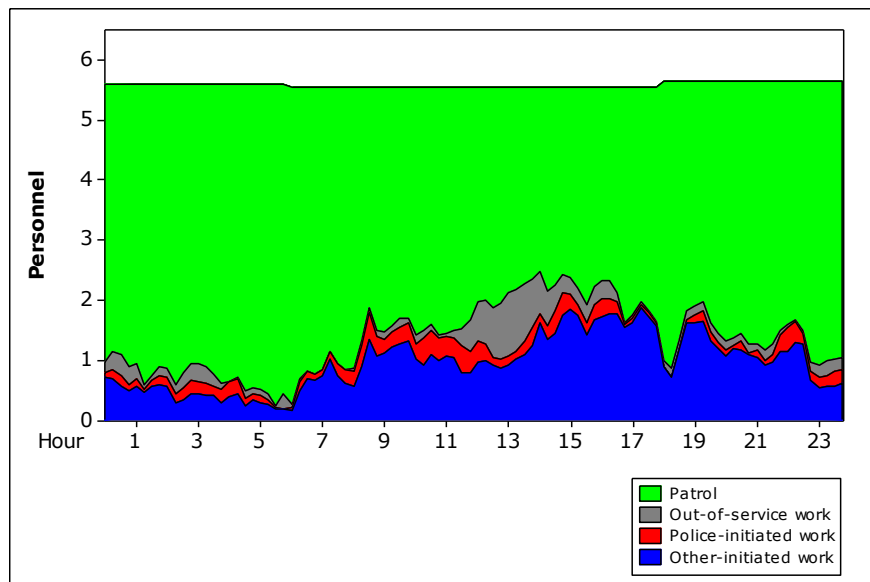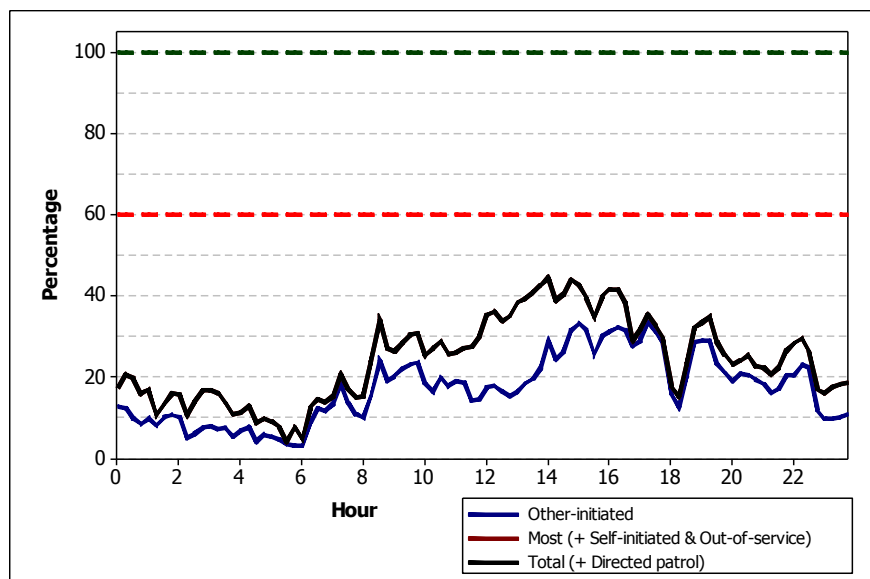**FIGURE 8: Deployment and Main Workload, Weekends, Summer**
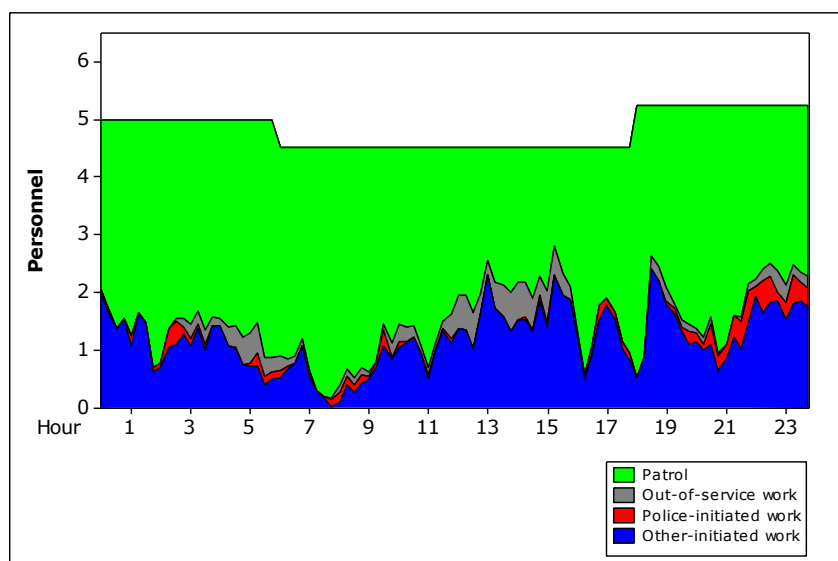
FIGURE 9: Workload Percentage by Hour, Weekends, Summer
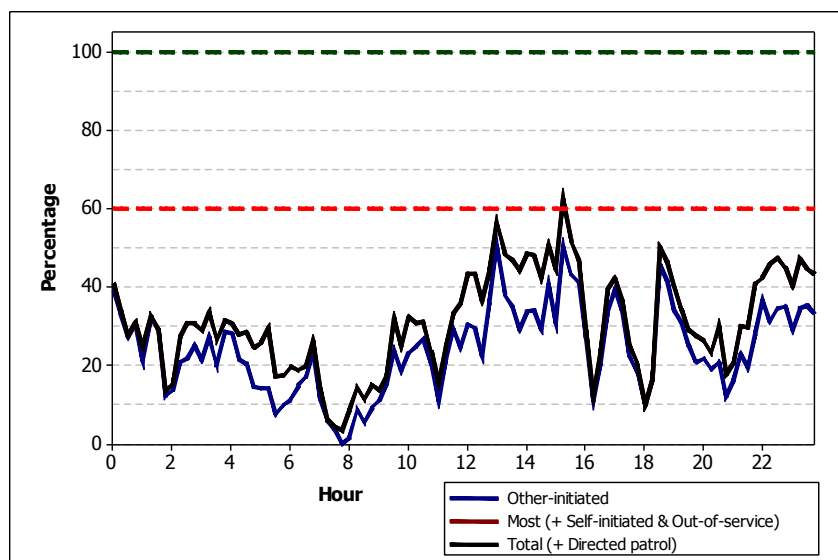
Workload v. Deployment – Weekends, Summer

Avg. Workload: 1.5 officers per hour
Avg. % Deployed (SI):   31 percent
Peak SI: 62 percent
Peak SI Time: 3:15 p.m.

Figures 8 and 9 present the patrol workload demands and SI for weekends in summer 2013. The workload exceeds the 60 percent threshold briefly at around 2:45 p.m. The SI ranges from a low of below 5 percent at 7:45 a.m. to a high of 62 percent at 2:45 p.m., with a daily average of 31 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 blue line represents workload generated by calls for service from the public and the solid black line represents total workload experienced by the CHTP.

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 Chesterfield Township are easily met by the resources available. It appears that the patrol function in the department is staffed appropriately. The busiest times of the day are between 10:00 a.m. and 6:00 p.m., with another spike after midnight on the weekends. The staffing of the four shifts, and the rotation of these shifts from day to night, indicate that the current staffing levels are appropriate to meet the demand. If the shifts did not rotate from day to night and vice versa, slightly fewer officers would be required on the later shift to meet demand. However, given the current patrol work plan, the resources are appropriate.

Spatial Representation of CFS Demand

The figures presented above provide a thorough examination of the service demands placed on the Chesterfield Police Department 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 CHTP. Examining the spatial demands permits the exploration of where incidents are occurring.

According to Figures 10 and 11, there are several distinct "hot spots" in Chesterfield. The first and largest is the police station house. Apparently, when members of the public appear at the Chesterfield station to prepare a report the department logs it as an incident, which gets included in the CFS count and workload. While tracking this activity is appropriate for workload and staffing considerations, it is not appropriate to consider in calls for service calculations. The first "hot spot" map includes all of the CFS, including the CFS generated at the station. The second "hot spot" map shows the locations in the community that generate the most demand for services from the Chesterfield Police Department.

From the second map, it appears that at the most critical response areas in Chesterfield are the 23 Mile Road Corridor from Gratiot Ave, including the Aspen Creek complex of apartments. Also, the 21 Mile road corridor and the Rosso Highway corridor present areas of high demand as well.

These observations point to issues raised during the site visit. First, the police facility is a source of high demand. Consideration should be given to minimizing the focus of patrol on the police facility by reducing the need for officers to disrupt patrol to handle administrative matters that occur there. Additional administrative support, as well as restricting the public hours of operation of the

station house, should be strongly considered as a means to reduce this burden on patrol. Additionally, 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, but a deliberate plan of attack must be formulated to deal with these locations in a proactive fashion.

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 Aspen Creek show almost no 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 negative side, officers are initiating a small amount of calls in these "other" areas, which undermines a community policing philosophy that should be central to the department's approach to policing the community.

FIGURE 10: Spatial Representation of CFS Demand by Grid Count

FIGURE 11: Spatial Representation of CFS Demand by Hot Spot
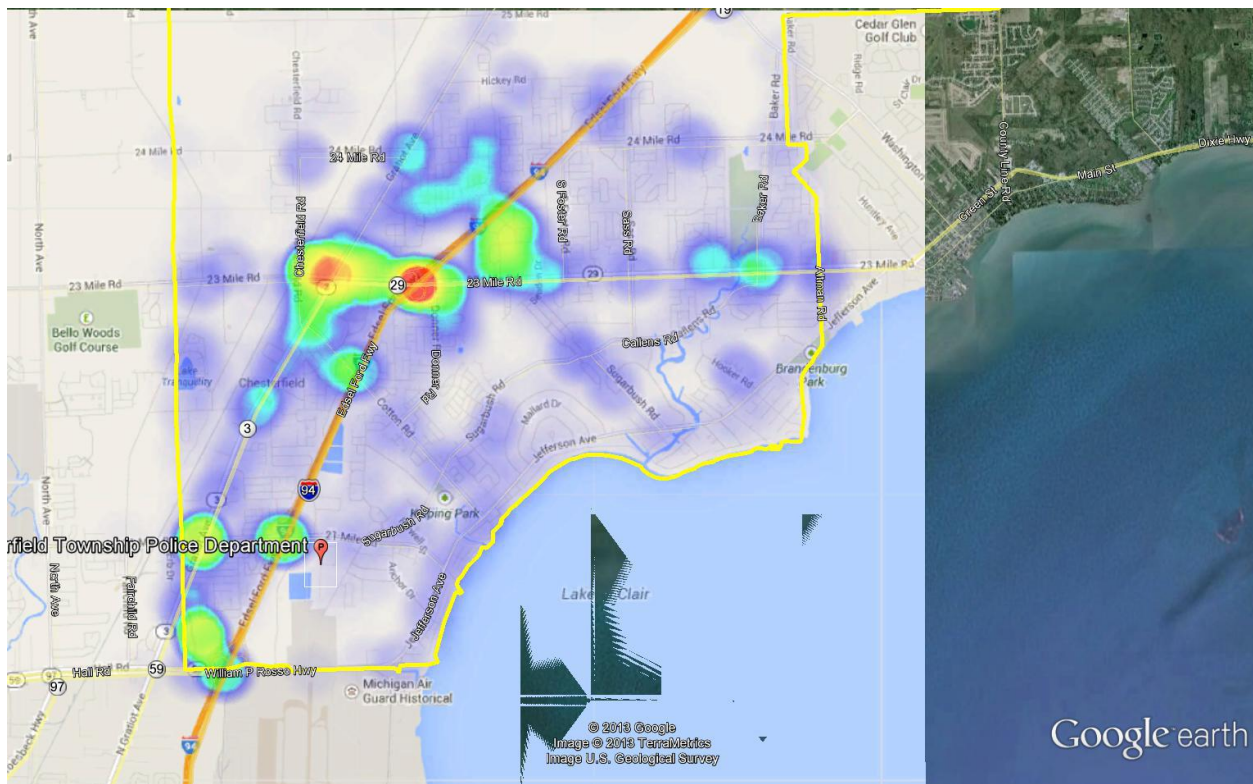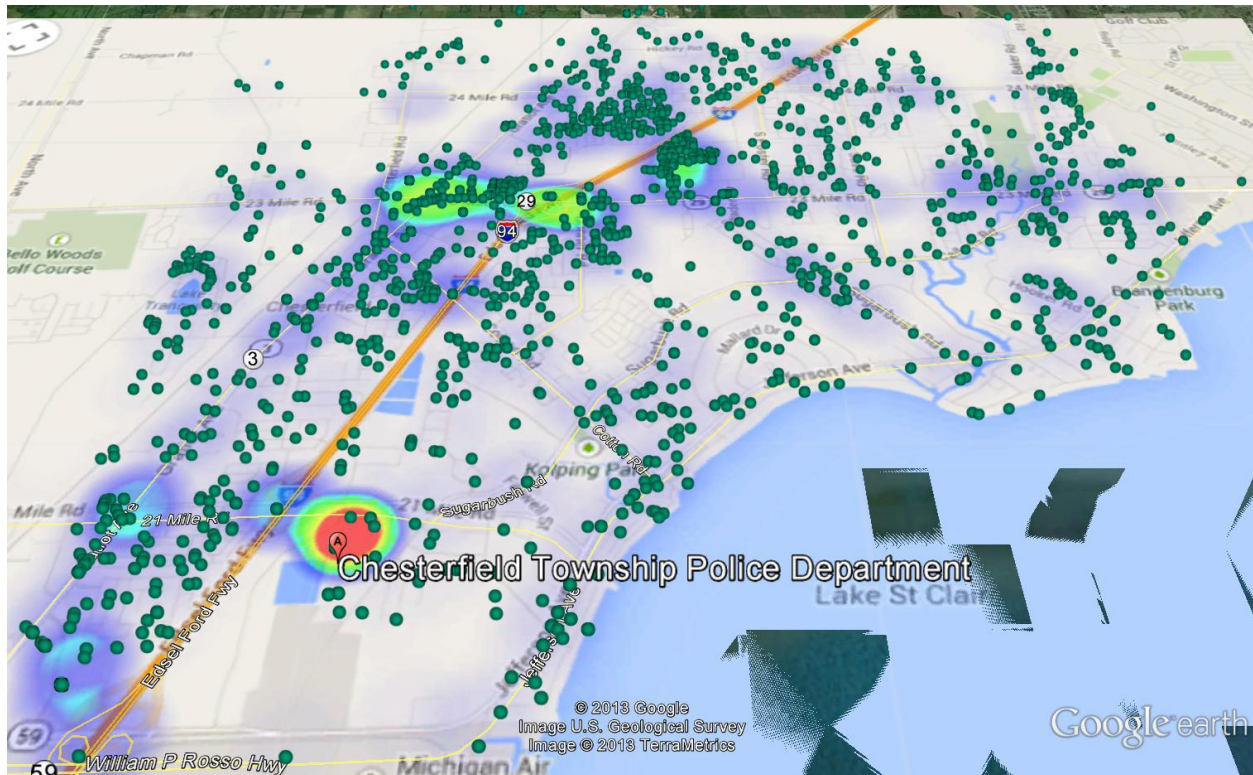
Sergeant Staffing

The Chesterfield Police Department seeks to assign two sergeants to each patrol squad. With two sergeants on duty there is invariably a supervisor available to ensure coverage on patrol. Normal operations dictate that personnel will be absent for various reasons and the ability to have another supervisor available without incurring overtime is advantageous.

When only one sergeant is working, that sergeant is assigned to patrol supervision. When two sergeants are working, one is assigned to patrol supervision, and the other is assigned to the station house for supervisory coverage of communications and to staff the public window in the lobby of the facility.

ICMA recommends revisiting this deployment system and reconfiguring supervision of the patrol function in the CHTP.

Public Access Window

The department currently provides continuous operation of a public access window in the lobby of the station house. During normal business hours, this window is manned by personnel assigned to the records unit. Between the hours of 8:00 a.m. and 1:30 p.m. on Tuesdays and Thursdays, a sergeant or police officer is assigned to the window to relieve record unit staff so that they may perform their functions without disruption from public inquiries.

ICMA recommends that the CHTP restrict the hours of the public access window to weekdays from 9:00 a.m. to 5:00 p.m. and exempt all sworn officers from staffing this position. The policy of backfilling an administrative position with a police sergeant is not efficient and should be discontinued immediately. Instead of 24-hour, seven-day coverage of this position, the department should install an emergency phone in the lobby that connects directly to the communications unit. Dispatchers could then triage calls, screen out administrative and nonemergency calls and direct the caller to return during business hours (or take a message), or summon a patrol unit in the event of a true emergency.

The Chesterfield department routinely administers preliminary breath tests (PBT) at the police facility. A PBT is a tool to measure blood-alcohol content. It is used routinely by the police to test for "driving while intoxicated" at the scenes of car-stops and traffic crashes. It is also used to ensure adjudicated offenders are refraining from alcohol as part of their court-mandated sentence. The courts are regularly requiring defendants to pass frequent PBTs to demonstrate compliance with their sentences. The department offers this test free of charge for Chesterfield Township residents and for a fee of $5 for non-Chesterfield residents. According to the department's "cash register" for 2012 and 2013, the department received $1,205 and $1,700, respectively, for administering PBTs in those years. This amounts to 581 PBTs administered to non-Chesterfield residents over the two-year period. ICMA recommends that the department revisit this policy and either eliminate the administration of these exams altogether or substantially raise the fees associated with the test, and restrict the administration of these tests to only the times and days the public access window is open. This would eliminate the need for an officer to respond back to the police facility to conduct the test.

Patrol Reorganization

The recommendation ICMA is offering for patrol deployment is to create a third squad (commonly referred to as a "swing" or "impact" squad) that can bolster patrol deployment at critical times during the day. This third shift would commit personnel resources to respond to CFS **and** engage in proactive enforcement and community policing initiatives. These officers would have the same duties and responsibilities as the other platoons and be used as a resource during the times needed most when serious crime and traffic accidents are at their highest. The data analysis presented here gives a very accurate indication of the times and days of these occurrences, but a thorough and deliberate strategic analysis must be undertaken to properly identify these time periods and staff patrol resources accordingly.

The start and end times for this platoon can be determined by taking the data analysis presented here and putting it into context with the crime and traffic crash occurrences, along with the times and days of the week most conducive to proactive patrol and community problem solving. The start time of this platoon, considering all of these variables, would likely be 12:00 p.m. and the end time would then be 12:00 a.m. Furthermore, flexibility could be built into this shift by incorporating a periodic analysis of community conditions (monthly for example), to reevaluate the appropriate start/end times that optimizes all of these conditions.

Priority should be given to deploying this swing/impact shift into the regular patrol operations seven days per week. This shift should be staffed by two sergeants and four officers by realigning existing resources. The patrol division would be configured as shown in Table 6.

TABLE 6: Recommended Patrol Division Configuration

Shift	Team	Sergeant	Officers
DAYS	A	1	4
DAYS	B	1	4
NIGHTS	A	1	4
NIGHTS	B	1	4
SWING	A	1	2
SWING	B	1	2
		6	20

This swing shift would be responsible for coverage seven days per week, and would be used to address community crime, traffic, and disorder issues from a proactive perspective as well as lend support to strained CFS resources during peak hours. Having a dedicated cadre of personnel has the potential to address many of the concerns for the department.

Communities around the country are implementing what are known as "impact" teams of officers to address community problems. These teams work with the community and other units of the police department and city/state/federal officials to identify and solve community problems. These problems can range from crime, to traffic, to disorder, to schools, etc. Essentially, this approach

incorporates the "S.A.R.A" process of community policing (scanning, analysis, response, and assessment) with problem-oriented policing to eliminate community problems.

Strong consideration must be given by the department toward adopting this approach. Realigning existing officers and deploying them at the appropriate time, while directing their duties through a strategic plan, will have a substantial impact on the quality of life in Chesterfield. This swing shift or "impact team" can be used as a resource to assist the CFS function of patrol and to target community problems simultaneously.

With seven-day staffing of sergeants working noon to midnight, the adverse impact of absences can be minimized as well. Currently, when there is a supervisor vacancy, twelve hours of coverage must be filled. This generally requires sergeants already working to add six hours to their shifts, which makes for an eighteen-hour day with a six hour break until the next twelve-hour shift. This is a difficult shift and puts a tremendous strain on the people working it. With a sergeant working noon to midnight this burden can be eased somewhat, essentially cutting in half the overtime required to cover the vacancy in half. Fifteen hours is still a very long shift, but it is less than eighteen and increases the time in-between shifts by three hours, which is much more manageable than the current system in place. Additionally, sergeants in this new rotation could be flexible, covering for one another during periods of planned leave. For example, the vacation selections and training schedule of each shift supervisor are known well in advance, and the department could use this information to have the special operations sergeants temporarily backfill the patrol positions when necessary.

Revisiting Part 1 of the "Rule of 60"

According to our analyses, bolstering patrol resources and reconfiguring the patrol schedules would result in staffing of sworn officers on patrol to 26. In the context of the Rule of 60, and the previous standard discussed above, 26 officers on patrol representing 60 percent of the total uniform staffing would result in an agency with as many as 44 sworn officers. While ICMA recommends that 26 officers are necessary for patrol operations, we feel the entire department is staffed appropriately with 41 sworn officers (the nonpatrol positions are discussed in other areas of the report).

Recommendations:

- Staff the patrol division with six squads of officers: four patrol teams of one sergeant and four officers and two impact teams of one sergeant and two officers.

- Discontinue the administration of preliminary breath tests (PBTs), except at specifically designated times.

- Discontinue the practice of assigning sergeants to administrative duty in the police station house.

Criminal Investigations

The Detective Bureau is charged with the investigation of major crime generally consisting of Part I Index Offenses (murder, rape, robbery, aggravated assault, larceny, burglary, vehicle theft, and arson) as well as other cases as determined by the bureau sergeant. The detective bureau does an excellent job and should be commended for its efforts. Several opportunities for improvement are offered to improve an already high performing unit.

The unit is staffed with one sergeant and four investigators. All personnel are assigned to work Monday through Friday from 8:00 a.m. to 4:00 p.m. and each week one of the investigators is assigned "on-call" status to respond to criminal investigations after normal hours. Given the small number of personnel and the scope of crime in Chesterfield, this appears to be an appropriate work schedule for this unit. The bureau also has two civilian staff members assigned. One civilian is the administrative assistant for the bureau and the other is assigned as the property clerk. Both positions are essential for the efficient operation of the bureau. In addition to supervising investigations and personnel, the detective sergeant is the public information officer for the department, the property manager, and is responsible for crime analysis and "CrimeDar.com."

Case intake to the unit is determined by the sergeant generally using the reports prepared by patrol officers and entered in the "New World" RMS. After patrol sergeants approve the initial reports prepared by officers, the reports are "merged" in New World and a daily crime/incident report is generated. The sergeant then evaluates all reports and assigns them accordingly. Cases with "no-leads" are assigned to detectives for informational purposes. These cases are generally closed immediately, and the complainant/victim is notified in writing of the cases status. Cases that have investigative leads are assigned to a detective for investigation. Cases are assigned on a case-by-case basis by the sergeant and consideration is given to the experience, expertise, preference, and caseload of the detective. There is no formal method of evaluating "solvability" factors, and no formal mechanism to track cases once they are assigned. Detectives are given wide latitude to investigate their cases and use discretion in continuing or closing investigations.

Detectives are administratively assigned to every case. In other words, essentially every crime/incident recorded by the department is assigned to an investigator. Department Annual reports for the previous three years indicate that the bureau assigned over 3,500 cases for investigation. It is impossible for four detectives to investigate such a large caseload, and ICMA generally recommends that sound case management would entail assigning between 120 and 180 investigations per year per investigator (10 to 15 per month per person).

This high number of cases is driven by the administrative assignment of all cases to detectives. This process has been very instrumental in saving overtime associated with court appearances. Since the detectives are assigned to every case, if an appearance is necessary in court, which is only open during business hours, the assigned detective can appear so as to avoid the necessity of calling in the officer of record (who could be off duty). While this process is effective in reducing overtime costs and preserving patrol manpower levels, for which the department should be commended, it

makes it impossible to gauge the effectiveness of the detective bureau or any individual detective on investigative outcomes.

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.

Looking at two crime categories highlights the discussion in this area. According to a manual run of the RMS, in 2013 the department recorded eighteen aggravated assaults with sixteen of these assaults closed with warrants authorized. This translates into an 88.9 percent clearance rate (16/18 = 88.9 percent). The national average for clearance rates for an agency the size of Chesterfield Police Department in the crime of aggravated assault is 56.9 percent. Chesterfield has a 56 percent higher clearance rate in this category. Similarly, RMS records show that the department logged 91 burglaries year-to-date, with 19 of these crimes resulting in warrants authorized. This translates into a clearance rate for burglary of 20.9 percent. Again, the Chesterfield department is far ahead of the national average of 12.7 percent for this crime.

Three conclusions can be drawn from this discussion. First, the detective bureau, and the department in general, does an excellent job apprehending offenders after they commit crimes. A simple calculation of the crime clearances indicate tremendous success in this area. Second, the detective bureau should use this information 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 this effort, a distinction must be drawn between cases assigned to detectives for administrative purposes and cases assigned for actual investigation. Understanding the actual cases being worked, along with the success of these investigations, would give the department a measure of performance and the information necessary to make operational decisions.

To support criminal investigations, and crime reduction initiatives in general, the CHTP should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering. Currently, this function is largely absent in the organization. The RMS 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 Chesterfield Township 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 the 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 addition, a special investigations team needs to be staffed in order to make the intelligence and crime information actionable. This team would support both the investigative and patrol efforts dealing with crime and community issues on a long-term and proactive basis. The department currently lacks any capacity in this area and strong consideration should be given to staffing this proactive enforcement team. Officers assigned to this team would be responsible for both crime prevention strategies by working closely with the community AND would target the "hot spots" and "hot people" identified through a robust intelligence function.

While the detective bureau continues to perform at a high level, the department and the citizens of Chesterfield Township could be well served by focusing on crime reduction efforts that target Group A offenses with a high frequency of occurrence, such as shoplifting, burglary, and theft from motor vehicles. Public education campaigns encouraging locking of vehicles and basic security measures around the home can assist in bringing offenses down in these areas. Partnerships with store owners and the local Chamber of Commerce can facilitate strategies to reduce incidents of shoplifting and the related drain on police resources.

Recommendations:

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

- Develop an integrated intelligence and crime analysis function.

- Create a special enforcement team to supplement investigations and patrol deployment and to develop a crime prevention and community engagement strategy.

C.O.M.E.T. (County of Macomb Enforcement Team)

The Chesterfield Police Department assigns one detective to C.O.M.E.T. This team is a multijurisdictional team made up of federal, state, and local law enforcement agencies and is focused on drug activity in Macomb County. The unit is managed by the Michigan State Police and staffed with two lieutenants, one sergeant, and two troopers from the Michigan State Police; one sergeant and one deputy from the Macomb County Sheriff's Office; one officer each from St. Clare Shores, Warren, and Chesterfield police departments; and agents from the Drug Enforcement Agency, ATF, and Department of Homeland Security.

The activity of this unit is impressive. In fiscal year 2013, C.O.M.E.T. was responsible for executing 80 search warrants, making 316 arrests, seizing 19 firearms, 78 vehicles, $3,475,000 worth of drugs, and almost $1,000,000 in property. Undoubtedly, the efforts of this unit are contributing in a substantial way to the relative safety of Chesterfield Township and the high quality of life residents enjoy. The department should be commended for its support of this team; the continued assignment of a detective is strongly recommended.

Specialized Enforcement

The department does not assign any officers to specialized enforcement activities except the one detective assigned to C.O.M.E.T. This is a shortcoming of the department providing police services to a community the size of Chesterfield Township. 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 traffic operation, directed patrol pursuant to community complaints, plainclothes surveillance, etc. would be a valuable addition to the department.

Property and Evidence

The property and evidence function in the Chesterfield Department is coordinated by one civilian member of the department (property clerk) who reports to the detective unit supervisor. In addition to the property and evidence function, this individual has numerous other administrative responsibilities. This function has been performed by a nonsworn civilian since 2007.

The property and evidence room is located in the second floor of the police facility. Property and evidence taken into custody by the department is initially processed by the invoicing officer and secured in lockers outside the property room. Each day, the property is removed from the lockers and transferred to the property storage room. The room used to secure property and evidence is approximately 900 square feet of cool, dry, storage space. The room itself is constructed of standard interior office wall materials, which offer limited security protection and can be breached easily.

In 2007 when the department decided to implement the New World system a decision was made to transfer the property and evidence management function to the New World system. At that time all items stored in the property and evidence room were inspected and catalogued. The property management system that is currently used utilizes a bar code scanning system. ICMA reviewed the department's written policies and procedures for the receipt maintenance and release of property and evidence and found them to be consistent with those of similarly sized American police departments. The department has clear procedures for the packaging and labeling of property that comes into its possession. Hard copies are not prepared as reports are entered directly into the electronic property management system (a distinct module in the New World system). The consultants physically inspected the property and found that items were properly catalogued and stored in bins, refrigerators (for biologicals), and on shelving. An attempt has been made to separate items into specific zones by type. Bulk property was properly segregated and secured. Only the detective sergeant and the property manager have access to the property and evidence room. The door to the property room is protected by an electronic locking system. Access is recorded via the property management system.

It should be noted that the property lockers that are being used (repurposed file cabinets versus "pass through" lockers) were only minimally secured and can be easily defeated. Failure to properly secure these lockers could jeopardize the chain of evidence that is required in court cases and this represents a potential liability to the department and its personnel.

The property management system has the ability to respond to queries, such as a search for all firearms (handguns versus long arms) in the department's possession or any rape evidence kits that are either being stored in-house or have been transported to either the laboratory or court. There is a staging area and proper storage space for items that will be forwarded to the laboratory for analysis. The property manager is certified by the International Association of Property and Evidence (IAPE) and appears to be quite knowledgeable of all of that body's guidelines standards and recommendations.

ICMA was informed that there is no schedule for performing comprehensive audits of the property and evidence function.

Narcotics and firearms that are no longer required for evidence or safekeeping purposes are properly disposed of. Narcotics are incinerated and firearms are melted at a facility in Lansing, Michigan.

Recommendations:

- The department should replace and/or properly secure its property and evidence lockers. Secured pass-through lockers are preferred from a risk management standpoint. ICMA recommends that weapons and narcotics in particular be placed into a more secure location.

- It is recommended that a supervisor oversee the process of weighing and packaging seized narcotics. In the absence of such supervision it is recommended that the video camera

located outside of the property room be positioned in such a way as to cover the locker/weighing area.

- At a minimum, semi-annual administrative random audits should be conducted by a supervisor designated by the chief (not the sergeant responsible for the property room), where invoices for guns, drugs, jewelry, and currency are inspected for accuracy and completeness.

Administrative Division

Training

The department is guided by training recommendations promulgated by the Michigan Commission on Law Enforcement Standards (MCOLES). This body provides guidelines for recruitment and hiring; recruit and in-service training; licensing; license revocation, etc. The Michigan Council on Law Enforcement and Reinvention (CLEAR) also provides guidance regarding professional development and recommended standards.

Individuals seeking employment as a police officer within the state of Michigan are directed to obtain their own recruit training prior to appointment. In other words, individuals must pay for their own police academy training at a properly accredited training facility such as a local community college. A police academy program operates through the Macomb County Community College. Police recruits must pass the MCOLES licensing examination upon completion of basic training. An oral interview is also conducted "to determine the applicant's acceptability for a law enforcement officer position and to assess appearance, background, and the ability to communicate."

The department is working to promulgate a clear policy with regard to the field training of probationary police officers (S.O.P. #4-3.702). Under this policy, the department's operations commander or designee are responsible for the general operation and evaluation of the department's field training and evaluation program. A training unit coordinator is responsible for assisting the operations commander with the general administration and evaluation of the field training program. A field training board consisting of the chief, the operations commander, a field training officer, and other designees must approve advancement from the field training stage to solo. The field training guidelines provide for comprehensive evaluation of each probationary officer by means of daily and weekly observation reports. Field training may continue beyond the predetermined time should an officer be in need of further training or evaluation. Based upon the consultant's review of this draft policy and related practices and guidelines (e.g., S.O.P. #04-3.006), it appears that the department's field training program is consistent with that of similarly sized American police departments. The department has not hired new officers in the past four to five years.

Several members of the department have been certified as field training officers; however, it was unclear at the time of the initial site visit whether each had maintained their certification. It did not appear that any member of the department was certified as a general topics instructor.

The chief's administrative assistant is responsible for scheduling and recording officer training. The consultants reviewed the department's policy for the maintenance of training records and found that it is appropriate and consistent with those of other American police departments. The department has the ability to provide a breakdown by officer of how many hours of training have been received.

The department does not have one sworn member who is designated as primary training officer. This position was eliminated in 2013 due to budget cuts. In other words, the administrative assistant schedules and records training, but there is no sworn member of the department who develops, plans, or delivers training to members of the service. Ideally, the department would designate one individual to review the department's internal documents and to participate in command staff meetings in order to identify opportunities for training or retraining.

ICMA was advised that most of the department's police officers receive little to no in-service training (that is training delivered by department personnel at department headquarters) beyond that amount required by the state. The vast majority of continuing education occurs off site, and the department spent more than $24,000 on such training last year. At the time of the initial ICMA site visit, the consultants were advised that the department did not have the capacity to provide in-service training to its personnel. Upon further inquiry the ICMA consultants were advised that an officer can go for many years without any training whatsoever (other than mandatory recertification in areas such as firearms training). ICMA views this as a significant liability risk to the township, the department, and its personnel.

ICMA was advised that MCOLES has not promulgated a standard with regard to the minimum amount of in-service (that is, ongoing or continuing) training hours that police officers should receive.

Additional training is obtained "on a voluntary basis." Officers can seek training that is offered by regional police training centers (such as the Macomb County police training facility) or private vendors. Officers who wish to take relevant college courses receive 100 percent educational reimbursement up to $2,000 per year. Additionally, the department maintains membership in a training consortium with a local community college, which allows officers to enroll in courses at discounted rates. This is an excellent use of funds to supplement training opportunities for department personnel.

The department does not have a formal annual or multiyear training plan. ICMA views this as a deficiency that must be corrected.

Failure to have a robust in-service training program represents a significant threat to morale, limits internal communications, and represents a significant liability risk to the township, the department, and its officers.

The department does not have a formal training committee.

The department does not sponsor a citizen's police academy.

Patrol officers receive their assignments at the beginning of each shift as needed from their patrol supervisor. ICMA was informed that information concerning recent events and activities is informally transferred during these periods. In addition, impromptu informal incident debriefing occurs after high-profile events. Such debriefing, however, is not documented.

Recommendations:

- The department should immediately train and support one uniformed officer to serve as the primary training officer. This officer would be chiefly responsible for the development and delivery of in-service (internal) training and the scheduling of both in-service and external training. The position of training officer has considerable responsibilities associated with it, but can be filled by a sergeant, detective, or police officer who is properly trained and supported.

- The training officer should attend and participate in command staff meetings and should be chiefly responsible for identifying possible training or retraining needs and opportunities.

- The training officer should be charged with the periodic review of department records concerning vehicle pursuits, use of force, weapons discharge, department vehicle accidents, arrest reports, etc. to determine whether any training, retraining, or equipment issues need to be addressed. This review should be documented.

- The department should develop an annual or multiyear training plan that identifies training needs, as well as the quantity and quality of training delivered to its officers. This plan should have clear training goals and objectives and should be actively monitored. Semiannual training reports should be prepared and submitted to the chief. The department should utilize these reports to track and report the relative level of accomplishment of stated training goals (in terms of topics, training hours performed, and total number of personnel trained). It should also include a mechanism for incorporating feedback from field personnel, trainers, supervisors, and perhaps the public.

- The department must develop and document a formalized process for selecting, planning, developing, and delivering in-service training. ICMA recognizes the considerable expense associated with police training, as well as the fact that the department's current staffing level is relatively low. Nevertheless, such training cannot be viewed as a "luxury;" it is an essential part of police work and it is an investment. At minimum, the department should periodically review procedures related to the proper handling of emotionally disturbed persons, field interrogations/stop and frisks, vehicle pursuits, integrity management, and similar situations. The topics for training should be selected in advance via the annual department training plan/report.

- ICMA recommends that the department explore training relationships with faculty of local colleges, universities, and hospitals. This has proven to be a rich source of training resources for many police departments in the United States. For example, when addressing the issue of handling of emotionally disturbed persons, a properly qualified person such as a clinical psychologist, clinical psychology professor, or psychiatric healthcare worker can be invaluable.

- The training officer should solicit potential topics from civilian and uniformed members of the department. It is recommended that the department establish a training committee made up of sworn members of the department's various ranks.

- All lessons delivered should utilize a lesson plan with distinct learning goals and objectives. All lesson plans and instructional materials should be maintained permanently.

- The department should provide executive development opportunities (i.e., supervisors' training) to personnel assigned at or above the rank of sergeant. This is particularly necessary for newly appointed first-line supervisors. This training can be delivered via an external police training facility (such as a regional training center or police academy) or in conjunction with civilian supervisory training programs offered in the region.

- The department must formally schedule time at the beginning of each shift for patrol officers to log onto their e-mail accounts, review the prior shift's activity (notable incidents or persistent problems and conditions), review recent job-wide communications and directives, and briefly meet with their supervisors. This period (perhaps only ten minutes) can be invaluable in terms of reminding officers of rules and regulations and conveying personal direction and organizational expectations. In light of the department's limited use of in-service training for general topics, this is a valuable training opportunity.

- The department should encourage its supervisory personnel to apply to, and attend the FBI National Academy.

- The department should develop and periodically offer a citizens' police academy. Such a program serves a valuable community relations function, particularly in light of the fact that the department does not have a distinct community policing unit. If it is determined that the department does not have the personnel or resources available to sponsor such a program then it should look to jointly sponsor one with another department in the region.

- The department should work to expand and complete the field training manual and ensure that field training is only provided by members of the department who have received field training officer certification. Probationary officers should rotate among a number of field training officers during the training. The manual should include clear performance expectations for both probationary officers and field training officers.

Physical Plant and Resources

The department first occupied its present headquarters facility in 2000. Renovations on the building, which had previously been used as a warehouse, were completed in 2007.

A squad of the Michigan state police (one supervisor and approximately six troopers) also occupies the headquarters building.

The front window public reception area was found to be properly secured. An intercom system is available for members of the public requiring service after normal hours of operation. Video cameras are positioned around the perimeter of the headquarters building.

There is a sergeant's office located behind the front desk area.

The department operates a temporary detention facility. This is not a regional lockup facility, rather it is used for the temporary detention of prisoners prior to their transfer to the county jail. Prisoners are typically housed for limited periods of time, except for those who are too intoxicated to be processed further. Some prisoners are housed overnight. Under such circumstances, a sworn member of the department must be assigned to monitor the prisoner. Department guidelines dictate that prisoners be physically checked every thirty minutes. In the event that a sworn member of the department is not available the dispatchers are required to physically check upon housed prisoners. There are four adult detention cells and one juvenile detention cell. All cells are monitored by video as is the booking area.

The offices and work areas used by the detective division are spacious. This includes one interrogation room that is equipped with both video and sound recording devices and three other rooms that can be used for interviews as necessary. There is a separate booking room that contains equipment for taking photographs, fingerprints (via LiveScan), etc. The department has the capability for video arraignments. Paperwork can be passed through a window from the booking area into the sergeant's office.

Although the department does not employ non-sworn evidence technicians there is an evidence tech room that is occasionally used by officers conducting basic investigations.

The headquarters building includes a large and a smaller conference room, both of which can be used for in-service training. Projection equipment is available.

The mezzanine level of the headquarters building contains an open area that has been utilized for physical/tactical training. A separate area contains several desktop computers and has been used in the past for administrative and computer training purposes.

There is an equipment room that is used to secure weapons such as rifles and Tasers, as well as radios and personal equipment bags that the officer's carry in their patrol vehicles when on patrol.

There is a squad room used for roll calls and formal briefings at the commencement of each patrol shift. During these briefings officers are provided with a call sheet indicating the most significant calls for service that have occurred within the past 24 to 48 hours. The sergeant conducts the roll call briefing and prepares, distributes, and discusses these reports with patrol officers. The department apparently has the capability to prepare GIS crime maps; however, no such maps were distributed at the time of the ICMA site visit nor were any maps displayed in the squad room.

The locker room facilities in the headquarters building are spacious.

The garage facility is extremely large and provides ample space for all department vehicles as well as secured areas for the storage or search of vehicles that come into the possession of the Department. At the time of the site visit the Macomb County Sheriff's Department mobile command center was stored in the garage. The garage was properly secured via key card access.

The rear seats of patrol vehicles are equipped with PROGARD protectors that make it particularly difficult for prisoners to discard evidence or destroy or damage the rear seating area of the vehicle. Each patrol vehicle is equipped with an AR-15 rifle and a shotgun, both of which were found to be properly secured.

The department's fleet of vehicles includes six detective's vehicles; 10 patrol vehicles; four specialty vehicles; and one chief's vehicle.

One patrol vehicle is equipped with a license plate reader (LPR). Four patrol vehicles are equipped with AEDs. The department has a policy of assigning at least two Tasers to patrol each shift.

The department has received a number of grants in recent years. For example, in 2013 it received a Bureau of Justice assistance grant that was used to purchase equipment such as the ToughBook laptop computers that are used in the patrol vehicles. Grant money was also used to purchase an electronic license plate reader (LPR).

Recommendation:

- In light of the fact that the detention of prisoners represents such a significant liability risk and a drain on department resources during the overnight shift, ICMA recommends that the department explore the possibility of either discontinuing this practice outright or limiting it to normal business hours when uniformed personnel are already physically present in the building. Considering the limitations imposed by the MCSO with regards to prisoner processing, it is understood that this recommendation is not achievable in the short-term. However, it should be part of an ongoing effort by the department to shift the responsibility of prisoner detention to the MCSO.

Professional Standards

The department is not accredited by the Commission on Accreditation of Law Enforcement Agencies (CALEA).

The department utilizes a comprehensive policy manual that is published in hardcopy and electronically. The consultants were advised that the electronic version of the policy manual is "100 percent consistent" (in terms of structure and content) with the hardcopy manual and is loaded on the desktop of every department computer. It should be noted that the electronic copy of the policy manual does not indicate the date of issuance, review, or revision for each of the policies and procedures contained therein.

The department's standard operating procedures are reviewed annually by a supervisor at or above the rank of sergeant.

The Chesterfield Police Department has clear procedures for the receipt, investigation, and disposition of civilian complaints, as well as internal complaints made by supervisors (S.O.P. #04-

4.701). The police chief is responsible for the internal affairs function. Complaints are initially categorized for formal investigation (as an internal affairs function) or informal investigation (by an immediate supervisor). The policy mandates that all complaints against the department or its members will be investigated including anonymous complaints. The policy contains detailed instructions for investigating claims in the signing dispositions. The department's guidelines for internal discipline are set forth in S.O.P. #04-3.400.The consultants reviewed these policies as well as related forms and found them to be comprehensive and appropriate.

ICMA was advised that the department typically addresses between fifteen and twenty internal affairs matters each year. These include both internal and external (i.e., civilian) complaints. In recent years some of these matters have resulted in disciplinary charges and/or dismissal. In certain circumstances an external law enforcement agency will be called in to conduct investigations.

Chesterfield has a clear policy for the preparation, receipt, and review of use–of-force reports. This policy was revised in September 2012 and appears to be consistent with those of other American police agencies. Use-of-force reports are prepared in hard copy and include a narrative description of underlying facts and circumstances.

ICMA reviewed the department's vehicle pursuit policy and found it to be appropriate and consistent with those of other American police agencies.

The department does not utilize a separate report for documenting field investigations (i.e. *Terry* stops) that are performed by sworn personnel. Such events are documented by means of a police incident report. The lieutenant executive commander is responsible for reviewing statistics regarding use-of-force reports.

Prior to 2003 the department experienced difficulty in connection with promotions, as there were apparently no objective criteria articulated for promotion in rank. Beginning in 2003 the department required that applicants take a written examination and participate in interviews with an oral exam board. Seniority points were awarded based upon the applicant's length of service. The criteria for promotion to the rank of lieutenant also includes psychological testing of applicants.

In-car videos can be accessed from any of the department's computers. Patrol sergeants can view in-car videos for members of their squads. ICMA was advised that this ensures personal accountability and allows for the identification of training opportunities.

The property manager is charged with reviewing electronic reports for coding (for UCR reporting purposes), accuracy, and completeness and makes corrections as necessary. The number and type of corrections that are made are not recorded.

Police officers are not trained as EMTs, although one member of the department assigned to the patrol division is a trained paramedic.

Recommendations:

- As stated previously, the department should immediately develop a program of performing annual personnel evaluations for all members of the department. Failure to have such a system in place represents a significant risk of liability to the township, the department, and its employees.

- The department should designate one supervisor to serve as professional standards officer (PSO). This supervisor would report directly to the chief and would perform a variety of integrity control, audit, and inspections duties. Specifically, the PSO would be responsible for receiving, reviewing, and investigating internal and external complaints against members of the service. The PSO would also supervise the training, hiring, accreditation, and internal review functions. In recent years, many American police departments of various sizes have combined traditional internal affairs functions into a comprehensive, more proactive unit charged with ensuring that proper procedures are followed and that professional standards are met in all phases of police work.

- The PSO would personally review and revise the department's manual of rules and procedures on an annual basis. This review should be documented.

- The PSO should be charged with reviewing all use of force reports that are prepared by sworn members of the department. This review should be documented and a report of this review should be made annually.

- The PSO should engage in a series of scheduled and random audits and inspections of equipment, department records, etc. This would include but would not be limited to a process whereby a small number of the department's records and forms were randomly selected and reviewed by the PS0 for completeness, accuracy, and compliance with the department's rules policies and procedures. The PSO should determine on a random basis whether officers are checking their voice mail and e-mail accounts each shift. The department should develop, follow, and document a program of systematic and random audits and inspections of critical operations (call for service response and dispositions, property receipt and safeguarding, line of duty and sick leave, etc.). The PSO should be directed to plan, conduct, and regularly report the results of such audits and inspections. The PSO should develop and follow a formal system for monitoring sick time and electronically detecting and responding to sick leave abuse.

- The PSO should track and report the number and type of referrals made by supervisors for incomplete or inaccurate record entries and would perform regular checks or audits for proper case/call dispositions.

- The PSO should develop and monitor a formalized employee suggestion program, whereby all uniformed and civilian members of the department would be able to offer suggestions for the purpose of increasing operational efficiency.

- All duties and responsibilities of this officer should be clearly articulated in the department's rules and procedures manual.

- The PSO officer must prepare annual and semiannual reports that convey meaningful data. At a minimum, these reports should actively track incidents and issues that may be related

to police misconduct, such as: the type and relative number of use of force reports, civilian and internal complaints (and dispositions), department vehicle accidents, weapons discharges and use, arrest and summons activity (particularly charges relating to disorderly conduct and resisting/obstructing arrest), line of duty injuries, etc. that originate within the department. Rather than simply presenting aggregate numbers of such things as use of force reports or complaints, the reports should include a breakdown of type, place of occurrence/origin, etc. These reports should utilize a standard template and be used as a primary means of establishing baseline data and tracking progress towards stated organizational goals. The PSO should report these figures at monthly command staff meetings. Such a proactive analysis can also be utilized as an early warning system to identify members of the department who might be violating department policies or might require some other form of employee intervention.

- The PSO officer should actively track all department vehicle accidents (not just "officer at fault" incidents), if only for retraining purposes.

- The PSO should be identified as the member of the service responsible for coordinating and implementing this report's recommendations.

- The PSO should critically examine all policies and procedures currently pertaining to the property and evidence function and make recommendations, as necessary.

- The PSO should acquaint him/herself with the standards promulgated by CALEA, which can be used as a benchmark when reviewing such functions as property and evidence, training, etc.

- The property manager or PSO should record the number and type of corrections that are made to department reports prepared by officers and detectives and forward this information to the appropriate supervisor.

Communications

The department operates a dispatch center that is responsible for dispatching police, fire, and emergency medical services to Chesterfield. The dispatch center also services the new Baltimore Police Department (a department with 14 sworn officers). The Chesterfield department has used an New World product for its dispatch (CAD) needs since 2006. The dispatch center is under the direct supervision of the administrative sergeant.

At the time of the ICMA site visit, six of the eight funded dispatcher positions were filled. During each patrol shift, the patrol supervisor is responsible for the supervision of the dispatchers. Two dispatch positions are normally staffed during each shift. In certain circumstances police sergeants can fill in and perform dispatching operations. Dispatchers work 12 hour shifts and rotate with specific platoons. Dispatchers are not designated as either police or fire dispatchers. All dispatchers dispatch all calls for service. Dispatchers are occasionally called upon to physically check on prisoners who are housed in the holding cells; perform data entry for such records as accident reports, summonses/citations, etc.; and to respond to the front window if no other member of the department is available and a citizen requires service.

ICMA reviewed the curriculum of the 32-hour training course for communications officers sponsored by the criminal justice training center of the public service Institute of Macomb County Community College and found it to be comprehensive and appropriate. It should be noted that the minimum educational requirement required for appointment as a police dispatcher is a high school diploma. A field training program is clearly articulated for dispatchers. Daily observation reports are prepared for newly hired dispatchers. There is apparently no requirement for continuing or in-service training for dispatchers after initial appointment.

The dispatch center has six incoming 911 telephone lines; three nonemergency telephone lines for Chesterfield; two intercom lines; one line for outside transferred telephone calls; two telephone lines for the New Baltimore police department; two nonemergency lines for New Baltimore; and one direct line to MEDSTAR medical company.

The dispatch system connects with the same servers as the rest of the department.

If necessary the dispatch operation can be moved to a backup facility at the fire station. The department also has the ability to perform dispatch operations by means of handheld radios and cell phones.

A new countywide communications technology center (COMTEC) has recently opened (December, 2013). It is operated by the Macomb County Sheriff's Office, is said to be equipped with state-of-the-art equipment, and utilizes a New World communications system. A detailed review of this facility's equipment and operations was beyond the scope of this study.

Recommendations:

- The department should make every effort to limit the number of instances when dispatchers are called away from their consoles to perform routine administrative or clerical tasks.

- ICMA recommends that the department explore the feasibility of discontinuing its dispatch operations and partner with COMTEC. This is an important question that requires a detailed cost-benefit analysis and much deliberation and is beyond the scope of this report. Nevertheless, ICMA strongly recommends that the department explore such a possibility in a thoughtful manner. There is a trend today in American policing to regionalized dispatch operations and these efforts have proven to be economically beneficial to the parties involved. The department should develop a committee to explore all possibilities and carefully consider its options in this regard.

Records Management

The records unit is presently staffed by two nonsworn clerks. At one time the department employed four records clerks. The records unit reports directly to the administrative sergeant. The records office and work area are spacious and provide ample physical space for the unit's operations. The records unit is open to the public Monday, Wednesday, and Friday from 8:00 a.m. until 4:30 p.m. and on Tuesday and Thursday from 1:30 p.m. until 4:30 p.m. Archived records are maintained on the upper floor of the headquarters building. The records clerks frequently interact with members of the public who are requesting copies of police reports, fingerprints, etc.

Records clerks perform a variety of data entry and clerical functions, such as maintenance of the department's pistol registry, sex offender registry, and alarm abatement program. There is a window from the public area to the records office that is open and unsecured. The department has not traditionally employed police cadets, auxiliary officers, or college interns to assist with administrative functions. (The department typically does sponsor two to three college interns every summer) The department has recently developed a light-duty policy whereby sworn officers who are unable to perform their normal patrol duties can assist as necessary with administrative tasks.

Chesterfield utilizes a New World records management system (RMS). The system (both hardware and software) was implemented in October 2005 and is accessed by all computer workstations in the headquarters building as well as through the mobile data terminals in all police vehicles. The system is known as AEGIS. The administration portal (IYETEK) is used to manage motor vehicle accident reports. The system's three major operating modules are: the records management system (RMS); computer assisted dispatch system (CAD); and the mobile field reporting and data analysis system. The RMS has various modules for different functions such as the booking of prisoners, data analysis, case management, etc. Some modules are not presently used, such as the module for processing and executing warrants. Chesterfield was apparently one of the first jurisdictions to utilize this system, which is now being widely used throughout the region. Members of the department uniformly indicated satisfaction with the capabilities of the system. New World

provided initial user training at the time of purchase and implementation and provides assistance with the computers that are used in the department's call center.

The department also has access to the statewide law enforcement information network (LEIN), which provides information regarding criminal histories, firearms missing persons, violent gangs, motor vehicles, warrants, judicial records, and the like.

The property manager is also charged with merging electronic records that have been prepared overnight into the RMS and responding to freedom of information requests received by the department.

ICMA reviewed the department's website and found it to be appropriate. The website provides electronic copies of forms that can be completed by citizens, thereby reducing the administrative demands placed upon patrol officers.

The consultants reviewed the department's records storage area and found it to be clean, organized, and secure. Archived hardcopy records are maintained from 1985. The department does not utilize any off-site records storage facility, and is not currently scanning hardcopy, archived records.

The headquarters building also includes a report writing room that is used by patrol officers. This room is shared state troopers who utilize one portion for their own purposes.

Patrol vehicles are equipped with mobile data terminals (MDTs). All patrol vehicles are also equipped with in-car video systems that capture images and audio from outside and inside the vehicle. Recording begins when the patrol vehicle reaches a certain speed or when the system is turned on manually. The department has promulgated a clear policy regarding the review and storage of in-car videos. All videos are automatically downloaded to the department's server every time a vehicle pulls into the garage. In -car videos since 2008 have been archived on DVDs.

Patrol supervisors who perform duties within the headquarters building can see a map that indicates patrol unit status and location. Status checks of this type can also be performed by supervisors on MDTs in their vehicles. Patrol supervisors can also see when calls for service are being held or stacked. Patrol vehicles are equipped with GPS transmitters. GPS data have been stored since the New World system was implemented in 2006.

The Chesterfield Police Department has contracted with a private company XFXStudio to provide for the department's information technology (IT) needs. This company has been providing IT services on an hourly basis since 2004. For the past three years the department has entered into an annual IT service contract with XFXStudio. XFX contracts to provide similar services to the New Baltimore police department. Several informants within the department indicated that the XFX consultants are continually on call and that the department's needs are being adequately addressed under this arrangement. ICMA concludes that the department's IT capabilities are rather sophisticated. The department apparently upgrades hardware and software as needed depending upon available funding. IT needs are identified by police officers and/or the consultants. The laptop

computers and docking stations located in patrol vehicles are presently being upgraded due to grant funding. At the time of the ICMA site visit the department was also pricing and exploring its options with regard to the possible purchase of a new telephone and 911system.

The department operates a self-contained email server and a wireless cellular network (VPN). The department also has generator backup to supply an uninterruptible power supply. The department has a primary server plus a backup, redundant server; however, both servers are located in the same building. The department's server room is located on the second floor and contains equipment for the operation of the New World system, network storage, in-car video storage, phone recordings etc. The server room was inspected and found to be clean, secure, and properly cooled/ventilated. This room is also protected with state-of-the-art fire suppression equipment.

The department operates an intranet that is used, among other things, for access to the department's rules, regulations and policies; internal communications from the chief to members of the department; training videos; and an on-line vehicle maintenance system that was developed by the XFX consultants.

Police radios are maintained via a service contract with the vendor.

Recommendations:

- The department should either provide the resources necessary to properly secure the front window/reception area of the records room or close and secure this area after normal business hours.

- The department should explore the possibility of hiring police cadets, police auxiliaries/volunteers, or college interns. It should be noted that most criminal justice programs at American colleges and universities require students to perform internships. This might prove to be a significant source of clerical support for the department. In light of the fact that the department does not presently have a formal community policing program, all members of the department must be encouraged to actively use and regularly check their voice mail and e-mail accounts.

- Sergeants must be required to record the number of referrals or rejections made for incomplete or inaccurate record entries. This is important performance information that can be used for quality control and to detect patterns that suggest a need for retraining.

- The records management system currently in place continues to meet the basic needs of the department. Nevertheless, the department should prepare a five-year plan that outlines future information management and technology needs. Technology advances in the field of policing are rapidly outpacing the ability of most departments to react and adequately respond.

Crime Analysis

At the time of the ICMA site visits the detective sergeant and the civilian property clerk were performing the crime analysis function for the department.

Daily crime reports essentially list notable events during a 24-hour period; they are distributed to all uniformed members of the department. Daily crime reports are prepared by patrol supervisors for their respective platoons and generally serve a BOLO function (for example, alerting a platoon to a series of retail frauds or identifying individuals suspected of criminal activity). Data maps can be prepared by request.

Based upon numerous discussions with members of the department, the IT consultants, as well as a detailed review of the department's IT capabilities, it appears that the department has the capability to perform sophisticated analyses of crime. Despite this capability, comprehensive analyses of this type are not being prepared. As one informant indicated, "the data is [however] there." For example, the CAD system can flag certain calls for service such as domestic violence calls or identify chronic or high-risk locations. However, much of the department's crime analysis is reactive in nature. In other words, specific queries can be made as necessary when a trend or pattern is suspected. One informant stated, "Somebody makes a request and the property clerk will do the query." It is unclear whether patrol supervisors are routinely performing such queries. Proactive analyses and reports are not being prepared on a regular basis.

This lack of proactive crime analysis has been attributed to the department's loss of manpower in recent years. ICMA notes that the community of Chesterfield has changed significantly in recent years from a primarily rural community to one with a growing commercial/ retail area. Such development significantly alters demographics, traffic flow, and crime patterns. The department must develop a means of detecting subtle changes created by the community's evolution.

Recommendation:

- One sworn or nonsworn member of the department should be designated as its primary crime analyst. This person should be properly trained and supported.

Miscellaneous

The department maintains a comprehensive list of homeowners associations within Chesterfield and the surrounding areas.

Police officers are represented by a collective bargaining unit known as the Police Officers Labor Council (POLC). Sergeants and lieutenants are represented by the commanding officers unit of the POLC. Nonsworn employees such as the detective bureau secretary, the chief's administrative assistant, records clerks, and the property manager are represented by a clerical employees unit of the POLC.

Organizational Culture and Communications

Organizational culture is typically defined as the behavioral regularities of a group, including the norms, values, formal philosophies, and shared mental models that underlie behavior, as well as all the symbols and rituals that display these cultural assumptions.[8] It consists of all the structures, processes, and shared expectations that influence the thinking and behavior of organizational members and helps determine how they interact with each other and outsiders.[9] ICMA assessed the organizational culture of the Chesterfield Police Department via employee focus groups, individual meetings with employees and agency administrators, and observational assessments of departmental activities.

Focus Groups and Interviews

Focus groups are typically informal meetings that are facilitated by a moderator and involve a general theme of discussion. ICMA conducted a series of focus groups with sworn personnel at the officer rank and sworn first-line supervisors from various units. ICMA also met with representatives from the Police Officers Labor Council. All of these meetings could be characterized as open and free-flowing discussions. ICMA placed no bounds on discussions and only offered prompting questions as needed. In addition, several interviews were conducted with individual employees at various ranks, as well as informal discussions with agency administrators, in order to surface issues that employees might have been reluctant to bring up in a group setting.

Understandably, issues that cut across all groups involved the economic picture and consequent staffing and workload concerns. Employees indicated that this had predictably created morale problems. In addition to issues relating to the economic situation, a number of themes emerged during our discussions, including issues related to communication, accountability, respect and trust, leadership, and uncertainty about the future. These and other issues are discussed below. In discussing these, it is important to note that these are all areas in which police organizations typically have challenges.

Communications

Employees expressed concerns about a general lack of communication between the top and bottom of the organization. Many interviewees felt that information was frequently filtered somewhere in-between so that decisions were not always made with the best information or with input from those most affected. Related to this, some employees said that their expertise was not solicited nor was it always used when offered. In general, the various focus groups seemed to agree that departmental communication has historically tended to be top-down and that there are inadequate mechanisms for feedback or "meaningful participation" from all levels of the organization. Union

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[8] Edgar H. Schein, *Organizational Culture and Leadership* (San Francisco: Jossey-Bass, 2010).
[9] Neal M. Ashkanasy, Celeste P. M. Wilderom, and Mark F. Peterson (eds.), *The Handbook of Organizational Culture and Climate* (Thousand Oaks, CA: Sage, 2000).

representatives also expressed this concern, and also indicated that formal relations with the administration have been challenging.

There appear to be a lack of regular departmental meetings at all levels. Also, with the loss of two command-level positions, the organization has flattened considerably with the rank-and-file, and the command staff operating in isolation. The structure of the patrol shift schedule also creates the condition of isolation of the night shift personnel from the rest of the department.

Accountability

Many of the employee comments expressed during interviews and focus groups related to a need for greater accountability, both individually and systemically. Some personnel indicated that favoritism has been a problem at times, while others said that some supervisors may be reluctant to hold employees accountable or surface problems due to concerns about how it might impact their career.

Respect/Trust

The issue of respect is a common problem within many police departments due in part to the hierarchical paramilitary structure of policing as well as a schism that often tends to develop between sworn and nonsworn ranks. Chesterfield employees felt these issues were significant in their agency. The economic issues facing the department and the steps taken to deal with these issues have created an atmosphere of distrust among officers of all ranks. There appeared to be "camps" of officers: those in favor with the administration and those out of favor. There was even a perception that the individuals permitted to speak with ICMA consultants were in the "favorable" camps in order to provide the most positive view of the organization.

Uncertainty

It is apparent that there is a great deal of uncertainty in the agency at present; there is uncertainty about the economic picture, and uncertainty about the general direction of the agency. Employees perceive this uncertainty as a negative factor, and believe it is impacting the workplace negatively. There is a great deal of pride, knowledge, and initiative among the Chesterfield staff that is essentially waiting to be unleashed. Members of the department are repressing some of this because they are unsure about how to express and direct their energy or are insecure about how their efforts will be received by their colleagues and the department as a whole.

It is noteworthy that no major issues involving integrity, discrimination, or misconduct were reported. There was no hint of hesitancy on anyone's part to answer questions or offer opinions on any topic.

ICMA representatives observed routine employee interactions, as well as formal meetings. Everyone was professional and open. Information was provided quickly and completely, without reservation. No request was turned down. Aside from some initial apprehension about the role of ICMA, employees talked freely, and everyone with whom we interacted was engaged, courteous, and helpful. Employees at all levels of the organization appeared genuinely interested in the report's conclusions and anticipated that the findings would be useful.

Union Relations

Employees in the Chesterfield department are represented by the Police Officers Labor Council. ICMA met with representatives in conjunction with this study. There is an acrimonious relationship between the labor council and the chief and the Township Board. The economic issues confronting the department, combined with the management style present in the department, have created a rift between these three groups. It was alleged that the rift grew dramatically in the recent past after the attempt at a millage increase failed, a new POLC Board was elected, and layoffs were announced.

In the two years before the millage attempt, the POLC filed six grievances on behalf of its members, which appeared to have been resolved satisfactorily. Since then, however, the negative relationship that has evolved is not in the best interests of the department, is damaging to the organizational climate, and is undoubtedly impacting morale negatively. It must be mentioned that ICMA is not affixing blame on one side or another in this relationship. All parties involved presented themselves as passionate, committed, and interested in doing the best for the police officers, the department, and the community. The purpose of this discussion is to highlight the reality that the battle being waged between these groups is inflicting collateral damage on the employees in the department and contributing in a negative way to the delivery of service to the community.

Leadership Team

Some police departments across the country have attempted to increase employee participation and organizational communication by instituting employee decision-making bodies 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 and degenerate into picnic planning committees. 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 contributes to higher morale, process improvement, and organizational innovation. Such arrangements effectively tap street-level knowledge and inherent workforce creativity, teaches team skills, and grooms future leaders for the organization. Use of employee decision-making teams can also help engage the workforce and build the "ownership" in the department.

Despite the tough economic realities, we see great potential for this agency to flourish with the right direction and with collaboration, not divisiveness. With that in mind, it is important for the chief to improve, expand, and coordinate internal communications; create additional feedback loops;

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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.

encourage empowerment at all levels; and better incorporate the labor council into the lifeblood of the Chesterfield department.

Recommendations:

- Incorporate a leadership team concept that involves a cross-section of the workforce in important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks, as well as union representatives. The leadership team should be involved in planning and implementing any cost-saving measures, as well as reorganization efforts. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation.

- Decision-making authority generally should be pushed to the lowest appropriate level, and command-level support for all supervisory ranks should be reinforced. A "failing-forward" mindset should be emphasized that views honest mistakes as opportunities for personal and organizational learning. A level of psychological safety should be created in which supervisors and employees feel supported and comfortable making decisions, offering ideas, and questioning practices. In support of this objective, the Chesterfield Police Department should engage in ongoing human resource development through aggressive in-house training, external training, and formal education. Many agencies have established ongoing training partnerships with external resources, such as the International Association of Chiefs of Police or with training centers housed within universities.

- Continue and expand the practice of the dissemination of information regarding the city's financial picture to keep employees abreast of the situation and ways that they can contribute to its successful resolution.

Building a Culture of Performance

This section of the report provides an overview of the approach required to develop a culture of performance in the Chesterfield police Department. This approach builds upon the foundation in place, seeks to leverage these departmental resources, and offers alternatives to manage the crime and disorder that occur in Chesterfield Township. A performance-based approach integrates measures and accountability into the existing organizational culture, and redeploys resources in the department in order to position it more effectively to confront the challenges of crime, traffic, and disorder present in the community.

Performance-based policing approaches police management from three perspectives: philosophical, strategic, and tactical.

Philosophical Approaches to Policing

Over the last several decades, the police profession has been struggling to define the appropriate response to crime, disorder, and public safety issues.

In the 1960s, it became clear that the traditional approach to crime control (rapid response to CFS, random patrol, and reactive investigations) was not sufficient for dealing with crime. In response, and in the wake of community dissatisfaction with the police, community policing emerged as the dominant philosophy. Community policing was built upon the notion that the police and the community would work in partnership to deal with important issues. Integrated in this approach was problem-oriented policing, in which the police/community team would collaboratively identify and solve problems together. However, with the dramatic increase in crime in the 1970s and 1980s, and the inability of community policing to adequately deal with crime, departments began experimenting with alternative approaches. Most notably, in 1994 (and continuing today) the New York Police Department (NYPD) implemented Compstat. Compstat is a crime management process of systematic problem-solving with geographic accountability at the precinct level. The NYPD devolved responsibility and accountability to precinct-level commanders and used crime statistics to rigorously track commanders' performance.

Emerging out of these efforts, police departments across the country began using data in creative ways to address crime. The policing philosophies called "Intelligence-Led Policing," "Predictive-Policing," and D.D.A.C.T.S. (Data Driven Approach to Crime and Traffic Safety) have been embraced as approaches to crime, traffic, and public safety. All of them rely on the use of data for decision making and to structure police operations.

There are numerous flaws in all of these approaches and caution must be exercised in relying too heavily on one approach over another. For example, the predictive-policing philosophy suggests that the police can "predict" criminal behavior based upon past statistical data. Even the most expert forensic psychologists will explain that the ability to predict future behavior is not much

greater than chance, even with validated assessment tools and clinical observations. The ability of a police department to predict behavior, therefore, would be very limited.

Additionally, these approaches have the competing problems of being both too broad and too narrow. D.D.A.C.T.S. posits that both crime and traffic can be addressed by aggressive traffic enforcement. Ambitious in its approach, this assumes that crime and traffic are related somehow and that enforcing traffic laws will somehow impact the incidence of serious violent and property crime. Undoubtedly, police presence in crime-prone areas can have a deterrent effect on crime, but unless the root causes of that crime are addressed, the police efforts will only have minimal impact. Also, a police philosophy centered only on crime reduction is too narrow. The police have a broad-based mission, with the reduction of crime being one important part of that mission. Basing a management philosophy narrowly on crime reduction ignores the other critical elements of police operations. Any management philosophy needs to integrate several other important police organizational goals.

ICMA recommends a performance-based approach to management. A performance-based approach demands that appropriate measures be developed and tracked to ensure that plans, policies, and programs are effective in achieving the goals of the department. Mark Moore and Anthony Braga (2004) in their article "Police Performance Measures" argue that six general measures are appropriate to evaluate the performance of a police agency. According to Moore and Braga, a police department should 1) reduce crime, 2) hold offenders accountable, 3) reduce the fear of crime and promote security, 4) encourage public-centered crime defense programs, 5) improve traffic safety, and 6) provide essential emergency services. Inspection of the "Mission Statement" of the department indicates that all six of these performance domains are present.

The Chesterfield Township charter states the township will train and equip a police force sufficient to protect the health, welfare, and property of the citizens of Chesterfield Township. The following goals have been established to reflect the mission of the Chesterfield Township Police Department:

- To identify criminal offenders and criminal activity and when appropriate, to apprehend offenders, and participate in subsequent court proceedings.

- To prevent the commission of crimes through proactive techniques by reducing the opportunities for such crimes.

- To create and maintain a feeling of security in the community.

- To ensure safe and expeditious movement of vehicle traffic on public roadways.

- To reduce traffic deaths through engineering, education, and enforcement.

- To provide citizens with educational information regarding the police function and crime prevention.

From a performance-based perspective, each of these six broad areas of police responsibility should be part of the police mandate. Each of these measures should be measured, and plans and tactics should be created to achieve success in each area.

It is recommended that measures be established for each one of these six categories and that the police department be held accountable for achieving improvements in each area. While there is no exact measure for each area, it is suggested that the following data be used to track performance:

Performance Domain	Measure
1. Reduce crime	UCR Part I Crime
2. Holding Offenders Accountable	Clearance Rates
3. Reducing fear	ICMA – National Citizen Survey
4. Public-centered crime defense	Crime Prevention Program Usage
5. Traffic Safety	Traffic Accidents and Injuries
6. Providing Emergency Services	CFS Response Time and Saturation Index

These areas of performance, with the appropriate measures, become the focus of the police department. All programs, plans, strategies, tactics, and efforts are directed at improving measures in performance domains. Frequent and regular reporting of the information, planning/strategy meetings, and organizational accountability are all critical for achieving the desired results.

Strategic Planning

The department does not currently have a multiyear strategic plan. Strategic plans must be created to address problem crime, disorder, and community problems. Strategic planning begins with a thorough analysis of the issues. Times, days, locations, types of property stolen, hot spots, frequent offenders/known recidivists, wanted persons, and so on, must all be identified at frequent and regular intervals. Armed with this information, a coordinated and integrated plan must be created that involves all elements of the Chesterfield department. For example, the role of patrol officers and detectives must be clearly established. And these roles, tasks, and responsibilities must be driven by the information presented.

More thorough, quicker, and deliberate analysis of information and the creation of actionable intelligence leading to an immediate deployment of resources will shorten the cycle between crime and arrest. A shorter cycle leads to greater efficiency and fewer instances of crime. It also lessens the possibility that good police work is left up to the motivation of individual officers, or worse, chance. Rather, results are driven by deliberate actions of the entire department. The outcome of a strategic planning approach will be a more robust response and fewer police incidents in Chesterfield Township.

The unique elements of the Chesterfield Township community need to be considered in developing such a plan. The common denominators, however, are that such a plan must be based on a thorough analysis of the problem and must involve all facets of the department (in other words, it is not a patrol plan or an investigative plan). A plan must include measures developed to evaluate

performance, and the department must regularly track progress and alter tactics in response to changing conditions. The plan must also be written and distributed to all personnel involved.[11]

In addition to being in writing and widely distributed, the plans must be continuously monitored to ensure compliance, to track results, and to make adjustments to the plans in areas that are not working. This is a continuous process. In other words, the plan is not just a document that sits on the shelf, or something that is written at the end of each year, it is a performance-based document that is used to measure past results as well as direct future efforts. The timing of when performance is reviewed varies. In the NYPD for example, Compstat meetings are held weekly or more frequently if necessary. Smaller agencies with more localized issues might consider a longer time in between strategy sessions. For beginning programs, ICMA recommends weekly strategy sessions until the process becomes formalized. At these sessions performance data is analyzed, problems are identified, and plans developed in conjunction with the entire leadership of the department.

Tactics

Currently, the operations of the Chesterfield department are almost entirely reactive. The department, however, recognizes this reactive posture and is making strides to change to a more proactive approach. The department needs to develop a more proactive approach to achieve its mission, integrate timely data that represent the six areas of policing identified above, integrate all of the operational elements of the department, and hold the appropriate members of the department accountable for executing the strategic plans.

From a tactical perspective, the strategies need to be broken down into concrete actions that operational members of the department can perform on a day-to-day basis. These actions, or tactics, should be driven by the data and evaluated continuously. It is impossible to recommend specific tactics to implement, but they should involve the primary operational elements of the Chesterfield Police Department (patrol and investigations), entail both reactive and proactive approaches, and be centered on crime-prone places and crime-prone people.

Research has shown that crime is generally not a random occurrence. There is a large body of work that demonstrates that the police can be very effective when they concentrate enforcement activities in crime-prone locations, known as "hot spots." The calls-for-service maps provided earlier in this report illustrate specific "hot spots" in the township. Performing target enforcement at the hot spot is just one part of the approach. The physical location needs to be targeted as well.

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[11] Elements of a strategic plan regarding thefts might include the following: Deployment and activity of patrol and specialized units in hot spots; monitoring of repeat/known offenders; interrogating all persons arrested for any form of theft to learn motives, tactics, associates, etc.; identifying and monitoring pawn shop/fencing locations; public education and programs, public service announcements; performing sting operations; establishing heightened prosecution programs for shoplifting and other theft offenses; working closely with private security; working with building and property managers to provide greater physical security measures; and pickpocket or other training.

What is it about the "spot" that is generating crime? Is it a lack of lighting, or an absent landlord, or graffiti, or an unruly nightclub, etc.? What is it about the location that is causing crime, and how can the department use the law to reestablish order to that location? The tactics defy description because each location is unique with a unique set of circumstances. However, the department needs to consider these circumstances, and bring its efforts to bear on the location.

Also, research has shown that a large amount of crime in a community is committed by a small number of individuals. While the exact percentage is unclear, some studies have shown that upwards of 60 percent of all crime is committed by as few as 6 percent of all people. Essentially, very small numbers of people in a community are responsible for the large majority of criminal offending. The department needs to establish tactics focused on these "hot people" in order to more effectively address crimes. For example, recidivist criminals, gang members, drug dealers, etc. can have a very negative impact on a community. Research also indicates that prolific offenders do not discriminate in their offending and will commit hundreds of crimes in all categories until apprehended. In other words, one person will commit burglary, robbery, shoplifting, and other crime several times each day in order to meet his or her needs and they will not stop until caught. Identifying these individuals and tracking and monitoring them aggressively is the necessary approach.

With these elements in mind, tactics should be created that focus on "hot spots" and "hot people," and that involve reactive and proactive patrol and investigative units. Therefore, the police department needs to develop the data-gathering process that properly identifies the hot spots and hot people. Once the targets are identified, the department must then create the appropriate tactics involving both patrol and investigations in both proactive and reactive ways. In addition, authority and responsibility must be assigned for executing these tactics and a lead individual or individuals must be held accountable for their execution. And lastly, the department must establish a regular forum in which to discuss the success or failure of these efforts.

With the software technology that is now available, crime, traffic, and quality-of-life conditions can be mapped and tracked in order to better manage the conditions and ensure that they are being addressed. The concept of putting "cops-on-the-dots," meaning deploying resources where and when the problems exist and then aggressively tracking the conditions to make sure they are ameliorated, is part of contemporary police management. Inspection of the station house facility reveals that mapping technology is not used to any great extent and crime analysis and intelligence is not being disseminated in a coordinated manner to officers in the agency. In fairness to the department, the community is small enough and the issues predictable enough that officers formulate a common working knowledge of the community, which may make sophisticated planning methods unnecessary. However, perhaps it is time to replace the intuitive approach with an approach based upon the contemporary principles of strategic planning.

The strategic planning process, including the use of MIS and GIS software, proper planning, deployment, and follow-up, is a circular process that uses feedback from enforcement and deployment efforts to readjust future operations and deployment. This creates feedback loops and the organization learns from its successes and failures and more effectively uses enforcement

resources. Incident analysis, intelligence, mapping, and strategy development are critical components of this process and the Chesterfield department could benefit substantially from employing these efforts more deliberately and more universally in the department.

In the past, the department has prepared annual reports, but these reports have not been regularly prepared. The consultants reviewed these reports and found that they are essentially compilations of aggregate data. Prior annual reports contain such information as a department roster and staffing profile, a description of the department's divisions and special units, budgetary information, and an overview of reported crimes.

Police officers and detectives are not required to prepare and submit monthly activity reports. Information concerning arrest and citation activity is certainly available to supervisors, but it must be queried and accessed retrospectively by supervisors.

The detective bureau does not routinely develop, track, and report annual goals. Nor does it utilize a comprehensive system for recording and monitoring all productivity within the bureau. A standardized template is not used for conveying data to the chief.

The department's information systems have the ability to perform sophisticated analyses of a variety of police functions, including individual and organizational performance assessment. However, such reports are not regularly prepared. The consultants were informed that "once a problem is noted, we can get the data. . . . We have all the data we need in the system, we just don't have the personnel to put on it right now." Proactive analyses and performance reports are not routinely being prepared. Patrol supervisors are not routinely provided with performance data for their platoon, vis-à-vis other platoons. Data reports concerning the productivity of a particular platoon or unit are prepared, but only when requested.

ICMA was advised that the department attempts to schedule monthly command staff meetings. At the time of the initial site visit the ICMA consultants were advised that command staff meetings had not taken place over the previous five months. In the past these meetings were held in the large conference room and were attended by personnel at or above the rank of sergeant. Agendas were apparently not circulated in advance of these meetings.

The chief attends biweekly meetings with the township's board of trustees. On the day after each meeting all department heads meet at the township offices to discuss the prior night's meeting. ICMA was informed that the chief is not required to regularly provide performance data at these meetings.

Police officers and detectives are not required to prepare daily, weekly, or monthly activity reports that would indicate their relative amount of productivity (in terms of summonses/citations issued, accident reports prepared, arrests by type etc.).

Annual performance evaluations are not prepared for sworn members of the department. ICMA views this as a significant liability risk for the township, the department, and its employees.

The department previously had a traffic unit that was staffed by two officers. This unit has been discontinued and has been "folded into patrol operations." One of two officers presently serves as the department's primary traffic officer. Several members of the department are trained in accident reconstruction and can perform investigations. Proactive analysis of traffic conditions or the planning of traffic enforcement operations and initiatives is no longer occurring.

One police officer who is assigned to patrol is also responsible for performing a variety of administrative tasks regarding abandoned or impounded vehicles, towing, vehicle auctions, and the like. The department contracts annually with a local towing company.

Chesterfield no longer operates a canine unit as the last canine retired in 2012 and is not scheduled to be replaced.

Several years ago the department had a school resource officer (SRO) program. Since that time the high school in Chesterfield has closed (though there are two middle schools) and the department no longer has an SRO program.

No member of the department is currently assigned to perform the crime prevention or community relations functions.

Approximately six members of the department are certified as evidence technicians. It was unclear how many of these officers have maintained their certification. These officers perform crime scene investigations in the field, such as the taking of fingerprints, photographing the scene, and collection of DNA samples. The consultants were advised that the department will request the services of the state police for large-scale or complicated investigations.

Culture of Performance - Summary

The performance-based approach to policing relies on accurate and timely data that measure the six critical areas of operation. Armed with these data the department can make strategic and tactical decisions that involve all units in the department. In addition, the results of these efforts need to be monitored continuously and responsibility and accountability must be assigned to the appropriate person(s) in the department and who will be able to execute these strategies and tactics effectively. The integration of these many components will create a culture of performance that builds upon the current success of the Chesterfield department and leverages the existing technology and personnel in a more deliberate fashion.

Recommendations:

- The department must immediately develop a comprehensive program for performing annual performance appraisals for all members of the department. Failure to have such a program represents a significant deviation from standard practices in American policing. It

also diminishes personal accountability, damages morale, and represents a significant risk of liability to the township, the department, and its employees.

- For a thorough discussion of the necessary components of such a performance appraisal system see Gul, S. K and P. E. O'Connell. (2012). *Police Performance Appraisals: A Comparative Approach*. CRC Press; Boca Raton, FL. Performance evaluation forms must be carefully crafted and adapted to the specific duties and responsibilities of the each rank.

- All supervisors who are charged with preparing performance evaluations of their subordinates must receive ongoing training in an evaluator's responsibilities and proper evaluation procedures. From both a supervisory and morale standpoint, all members of the department must understand that performance evaluations are an important and necessary part of police operations. Any alterations to the forms used or current practices must be clearly communicated to all members of the department

- The department must develop and implement a multiyear strategic plan. ICMA appreciates the fact the department has not experienced an appreciable increase in staffing, funding, and/or resources over the past several years. Nevertheless, it is imperative that the department jointly develop reasonable and obtainable performance goals and a mechanism for tracking its relative degree of progress in achieving stated goals.

- The department must hold regular meetings for all supervisory staff to discuss the performance and operations of the department and its personnel. These command staff meetings should be scheduled monthly and should include a detailed discussion of crime and performance data (such as arrest and summons activity, sick time and overtime expenditures, the number of medical calls responded to, response times, individual case review, etc.) for the purpose of collaboration, accountability, and the development of effective strategies. Particular focus should be placed upon identifying the results of directed patrol operations (for example, to determine whether enhanced enforcement in an area known for speeding has resulted in any decrease in reported vehicle accidents).

- These meetings should be chaired by the chief and should follow a standardized agenda. Meetings should normally not be cancelled or rescheduled. A lieutenant or sergeant should occasionally chair the meeting.

- Command staff meetings should take place in the smaller of the department's two conference rooms. The larger conference room can be utilized if the department ultimately decides to expand the number of participants or invitees (such as representatives from other police departments or the department of parole).

- Review of patrol operations, detective division investigations and case updates, traffic enforcement operations, budgetary and overtime data, and training updates should always be included on the agenda and be presented in the same order at every meeting. Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. These command staff meetings should also include a post-meeting recap in the form of a memorandum that is distributed throughout the department (via its intranet). This ensures accountability and follow-up and helps to clearly convey and reinforce goals and strategies.

- Command staff meetings need to focus particularly upon monthly overtime expenditures. The department needs to: a) analyze when and why overtime costs are incurred; and b) develop a specific overtime management/reduction plan. Results of these analyses should be regularly shared with the township supervisor and trustees.

- The department needs to use these meetings for proactive and strategic planning. In addition to reflecting upon what was done and what is currently being done, the department needs to clearly plan what will be done and establish a clear process for measuring the relative degree of progress made towards stated goals.

- The department should be able to continually monitor and plan for the differing rate of reported crime and calls for service in each of its patrol areas. Patrol supervisors and public officials should continually be made aware of any such difference

- In order to optimize the discussions and analysis that take place at command staff meetings and meetings with township officials, the department needs a comprehensive and effective system for recording and tracking performance information. It is recommended that all such information be combined into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be consulted/retrieved and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment device for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management.

- A data dashboard system can record and track any or all of the following performance indicators:

  ○ The total number of training hours performed, type and total number of personnel trained.

  ○ The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.

  ○ The geographic location (i.e., zone) and time of all arrests.

  ○ The geographic location and time of citations issued.

  ○ The type and number of civilian and internal complaints (and dispositions).

  ○ The type, number, location, and time of civilian vehicle accidents.

  ○ The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.

  ○ The type, number, location, and nature of all firearm discharges.

  ○ The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).

- The type, location, and number of any *Terry* stops (field interrogations otherwise known as 'stop and frisks') performed, as well as a description of all individuals involved and a description of all actions taken.

- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.

- The specific performance measures to be tracked and reported at command staff meetings is entirely up to the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department—they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed by the department. Certain tasks, such as 'residence checks' or traffic duty, are likely performed frequently enough that they should appear as regular (i.e., monthly) entries.

- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the department (e.g., extreme weather events). Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.

- Personal accountability by supervisors is of critical importance. Patrol supervisors should generally be accountable for work being performed during their particular shifts. They obviously cannot be held accountable for the crimes themselves, but for using best efforts to respond to them, to identify patterns, and to formulate plans and solutions to address continuing problems and conditions.

- The department should be vigilant in identifying new performance indicators. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.

- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.

- ICMA recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, monthly command staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational

challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.

- Command staff meetings should utilize simple data visualization tools, such as graphs and maps. The department obviously has the ability to prepare such materials.

- The reports that are submitted by the chief to township officials each month should be enhanced and substantially revised. It is recommended that the department utilize a standard template to convey pertinent performance information to the commission and officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and public officials agree to include.

- It is imperative that these monthly reports convey sufficient information to determine the relative amount of time and resources that are being expended by department personnel.

- Timely and accurate performance information must be shared, analyzed, and used as the basis of substantive discussions about performance between the chief and township officials.

- The exact list of performance indicators should be determined by the chief and public officials. The important thing is that: 1) regular (i.e., monthly) meetings take place; 2) that timely and accurate performance information be conveyed on a regular basis to public officials; and 3) that performance discussions follow a uniform/standardized template or format.

- The township supervisor must make it a priority to meet individually with the chief to discuss the department's monthly performance.

- The department must develop weekly or monthly activity sheets for patrol officers and detectives. All police officers and detectives must prepare these activity sheets to summarize their personal patrol and investigative activities. It is important for personnel to self-report personal activity, as it enhances an overall sense of supervision and personal accountability. This also serves as a redundant system of checks and balances for important performance measures. Supervisors should monitor on a continuous basis the personal performance of all members of the department.

- The department should periodically perform citizen satisfaction surveys. ICMA recognizes that the department might not have the available resources to perform such a study. It is recommended that the department look to the faculty of local colleges or universities to assist in this regard.

Summary

The Chesterfield Township Police Department is a professional police agency that provides outstanding service to the community. Recent economic challenges, however, have created s difficult work environment in the department. The perception of uncertainty and divisiveness seem to be having a negative impact on employee morale, which potentially impacts service delivery.

The community has a manageable crime rate, the department has an outstanding clearance rate, and saturation indexes on patrol point toward a restructuring of personnel staffing to meet demand more efficiently. Also, 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 Chesterfield department embrace a rigorous process of strategic planning for major elements of operations. At a minimum, strategic plans should be created to address traffic safety, serious crime, and crime prevention. These plans should be comprehensive and engage all levels of the organization from patrol, to criminal investigations, to administration.

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 meet service demands from the community in the most efficient and effective ways.

Appendix A: Data Analysis

Introduction

This is the data analysis report on police patrol operations for Chesterfield, Michigan, which was conducted by the ICMA Center for Public Safety Management. This analysis focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this report was developed directly from the data collected by the Chesterfield Police Department.

The majority of the first section of the report, concluding with Table D8, uses call and activity data for the entire year, from November 1, 2012, to October 31, 2013. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is February 2013 (February 1 to February 28), or winter, and the second period is August 2013 (August 1 to August 28), or summer.

Workload Analysis

When we analyze a set of dispatch records, we go through a series of steps:

1. We first process the data to improve its accuracy. For example, we remove duplicate units recorded on a single event. In addition, we remove records that do not indicate an actual activity. We also remove incomplete data. This includes situations where there is not enough time information to evaluate the record.

2. At this point, we have a series of records that we call "events." We identify these events in three ways.

   ○ We distinguish between patrol and nonpatrol units.

   ○ We assign a category to each event based upon its description.

   ○ We indicate whether the call is "zero time on scene," "police initiated," or "other initiated." The CAD system did not contain a field that would allow us to distinguish self-initiated calls.

3. Then, we remove all records that do not involve a patrol unit to get a total number of patrol-related **events**.

4. At important points during our analysis, we focus on a smaller group of events designed to represent actual **calls** for service. This excludes events with no officer time spent on scene and out-of-service activities.

In this way, we first identify a total number of records, and then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered a number of issues when analyzing the dispatch data. We made assumptions and decisions to address these issues.

- A small number (1 percent or approximately 200) of events involving patrol units showed less than thirty seconds of time spent on scene. We call this zero time on scene. We assumed zero time on scene to account for a significant portion of calls canceled en route.

- The computer-aided dispatch system used approximately 77 different event descriptions, which we reduced to fifteen categories for our tables and nine categories for our figures, (shown in the chart on the following page).

In the period from November 1, 2012, to October 31, 2013, there were approximately 18,900 events recorded by the communications center. Of those events, about 18,400 calls included an adequate record of a patrol unit as either the primary or secondary unit. We also included approximately 160 calls from earlier dates that were revisited during the study period. Finally, approximately 2,300 activities were recorded by the CAD system but were not assigned incident numbers.

In the period from November 1, 2012, to October 31, 2013, the police department reported an average of 57 events per day. As mentioned, approximately 1 percent of these events (less than one per day) had fewer than 30 seconds spent on the call.

In the following pages we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work-hours per day.

We routinely used fifteen call categories for tables and nine categories for graphs, as shown in the chart.

CHART D1: Event Descriptions for Tables and Figures

Table Categories	Figure Categories
Prisoner–arrest	Arrest
Assist other agency	Assist other agency
Crime–persons	Crime
Crime–property	
Animal calls	General noncriminal
Miscellaneous	
Alarm	Investigations
Check/investigation	
Juvenile	Juvenile
Out of service–administrative	Out of service
Out of service–personal	
Disturbance	Suspicious incidents
Suspicious person/vehicle	
Accidents	Traffic
Traffic service	

FIGURE D1: Percentage Events per Day, by Initiator
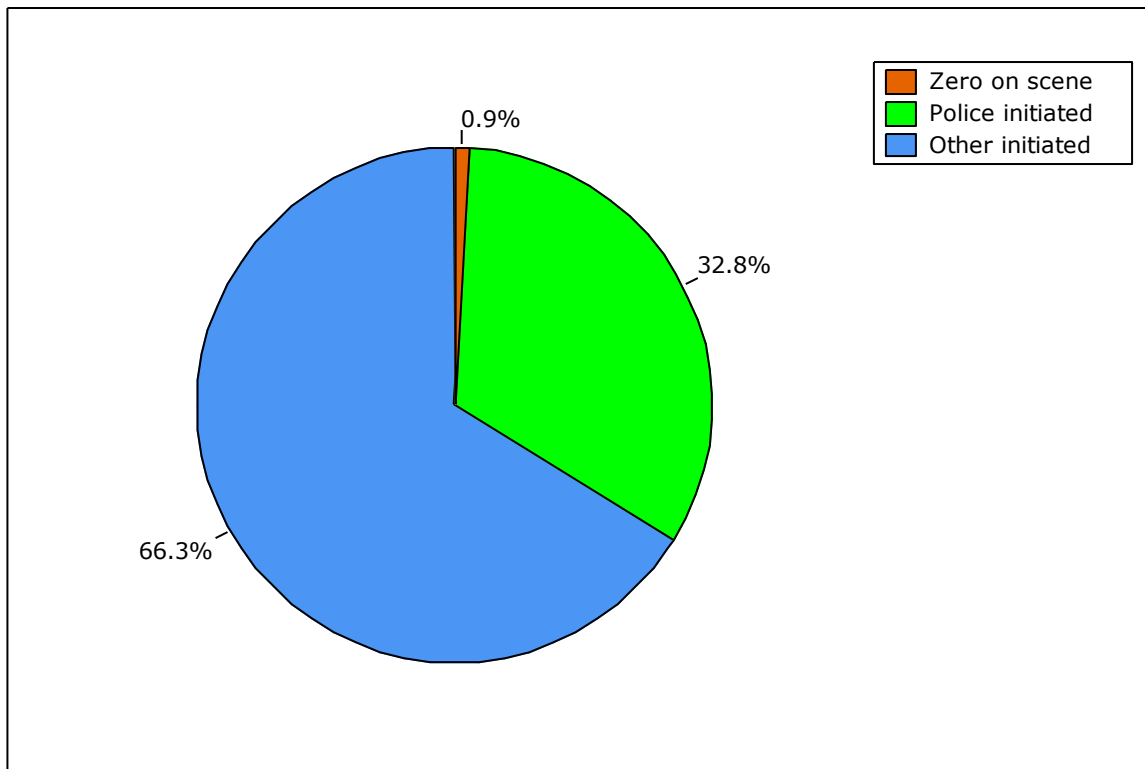
**Note:** Percentages are based on a total of 20,845 events.

TABLE D1: Events per Day, by Initiator

Initiator	Total Events	Events per Day
Zero on scene	196	0.5
Police initiated	6,839	18.7
Other initiated	13,810	37.8
Total	**20,845**	**57.1**

Observations:

- 1 percent of the events had zero time on scene.

- 33 percent of all events were police initiated.

- 66 percent of all events were other initiated.

- There was an average of 57 events per day, or 2.4 per hour.

FIGURE D2: Percentage Events per Day, by Category
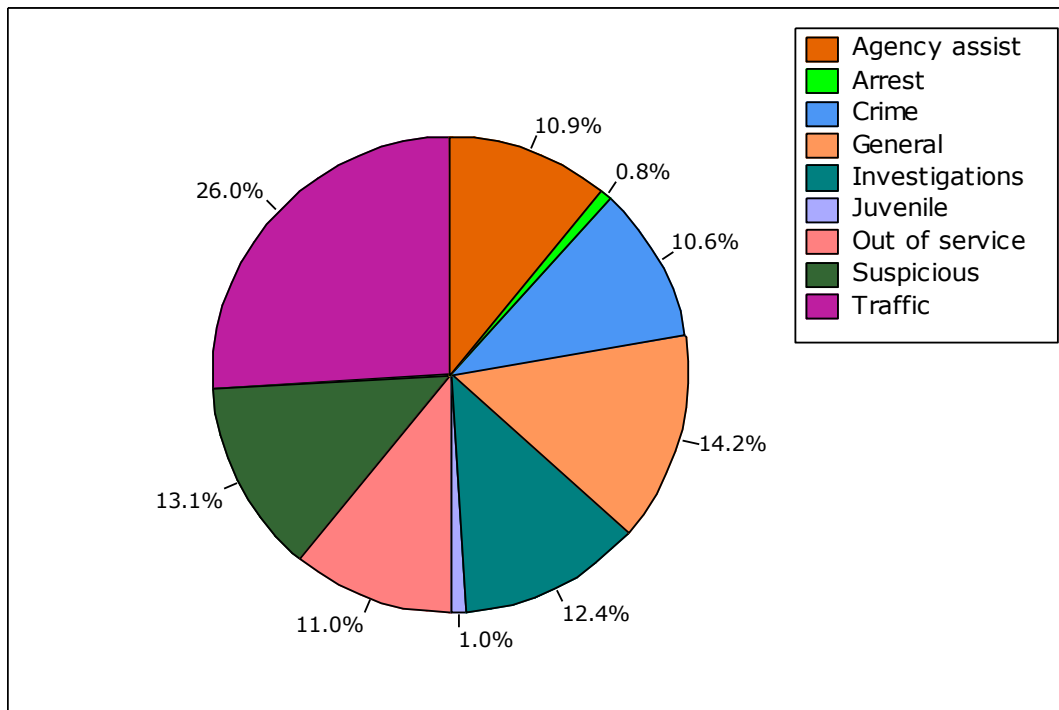
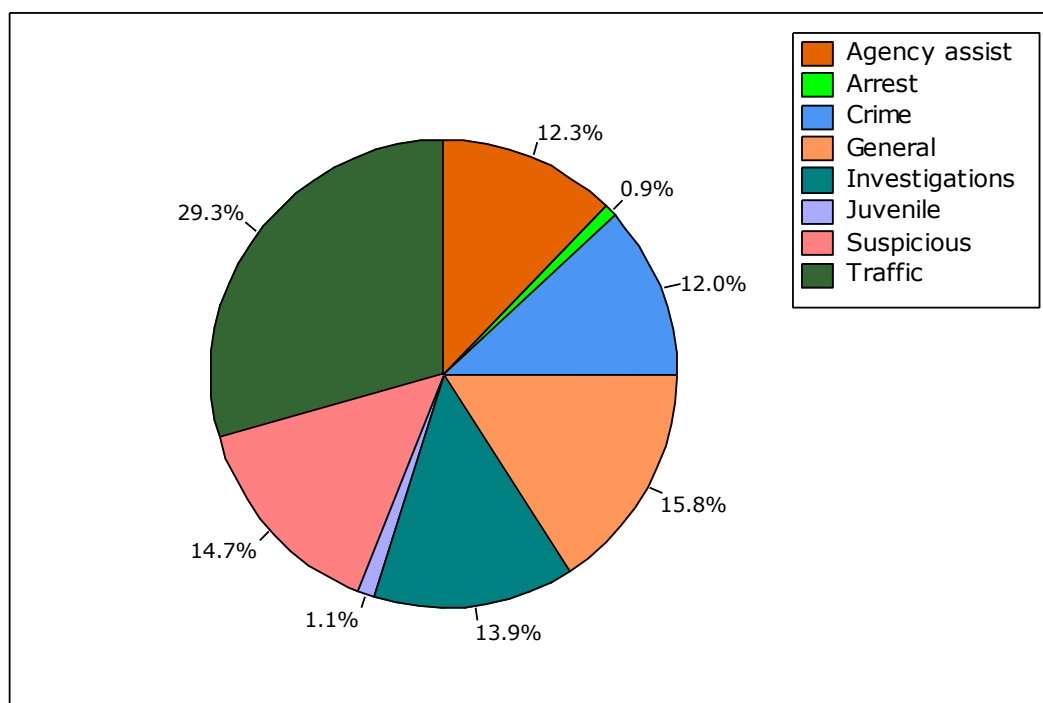**Note:** The figure combines categories in the following table according to Chart D1.

TABLE D2: Events per Day, by Category

Category	Total Events	Events per Day
Accidents	1,240	3.4
Alarm	1,151	3.2
Animal calls	391	1.1
Assist other agency	2,280	6.2
Check/investigation	1,435	3.9
Crime–persons	627	1.7
Crime–property	1,577	4.3
Disturbance	725	2.0
Juvenile	213	0.6
Miscellaneous	2,577	7.1
Out of service–administrative	938	2.6
Out of service–personal	1,354	3.7
Prisoner–arrest	165	0.5
Suspicious person/vehicle	2,000	5.5
Traffic enforcement	4,172	11.4
Total	**20,845**	**57.1**

Observations:

- The top four categories (traffic, general noncriminal, suspicious incident, and investigations) accounted for 66 percent of events.

- 26 percent of events were traffic-related (accidents and traffic enforcement).

- 14 percent of events were general noncriminal calls (animal and miscellaneous).

- 13 percent of events were suspicious incidents (suspicious person/vehicle and disturbance).

- 12 percent of events were investigations (alarm and check/investigation).

- 11 percent of events were crime-related.

FIGURE D3: Percentage Calls per Day, by Category

Note: The figure combines categories in the following table according to Chart D1.

TABLE D3: Calls per Day, by Category

Category	Total Calls	Calls per Day
Accidents	1,233	3.4
Alarm	1,134	3.1
Animal calls	387	1.1
Assist other agency	2,260	6.2
Check/investigation	1,426	3.9
Crime–persons	624	1.7
Crime–property	1,576	4.3
Disturbance	720	2.0
Juvenile	210	0.6
Miscellaneous	2,528	6.9
Prisoner–arrest	158	0.4
Suspicious person/vehicle	1,986	5.4
Traffic enforcement	4,157	11.4
Total	**18,399**	**50.4**

Note: The focus here is on recorded calls rather than recorded events. We removed events with zero time on scene and out-of-service activities.

Observations:

- There was an average of 50.4 calls per day, or 2.1 per hour.
- The top four categories (traffic, general noncriminal, suspicious incident, and investigations) accounted for 74 percent of calls.
- 29 percent of calls were traffic-related.
- 16 percent of calls were general noncriminal activities.
- 15 percent of calls were suspicious incidents.
- 14 percent of calls were investigations.
- 12 percent of calls were crime-related.
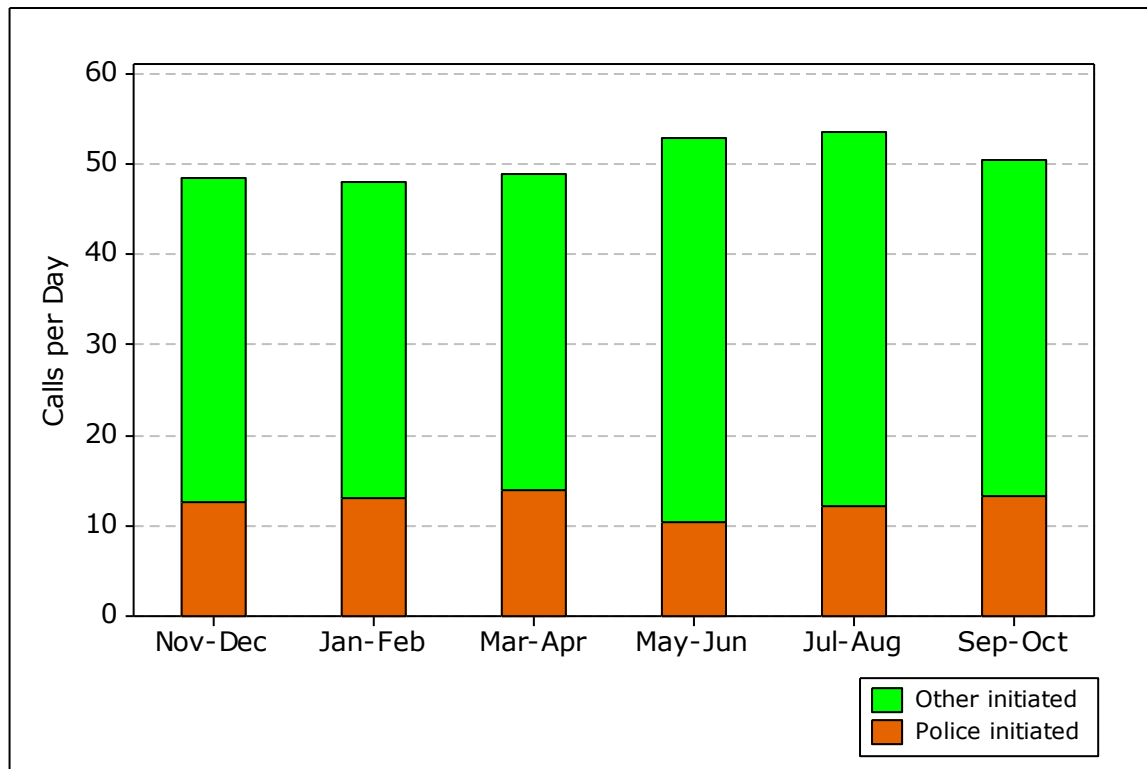
FIGURE D4: Calls per Day, by Initiator and Months

TABLE D4: Calls per Day, by Initiator and Months

Initiator	Nov.–Dec.	Jan.–Feb.	Mar.–Apr.	May–June	July–Aug.	Sept.–Oct.
Police initiated	12.6	13.1	13.9	10.4	12.2	13.4
Other initiated	35.9	34.9	35.1	42.6	41.3	37.1
Total	**48.4**	**48.0**	**48.9**	**53.0**	**53.5**	**50.5**

Observations:

- The number of calls per day was lowest in November-December and January-February.

- The number of calls per day was highest in July-August.

- The months with the most calls had 11 percent more calls than the months with the fewest calls.

- March-April had the most police-initiated calls, with 33 percent more than the period of May-June, which had the fewest.

- May-June had the most other-initiated calls, with 22 percent more than the period of January-February and March-April, which had the fewest.

FIGURE D5: Calls per Day, by Category and Months
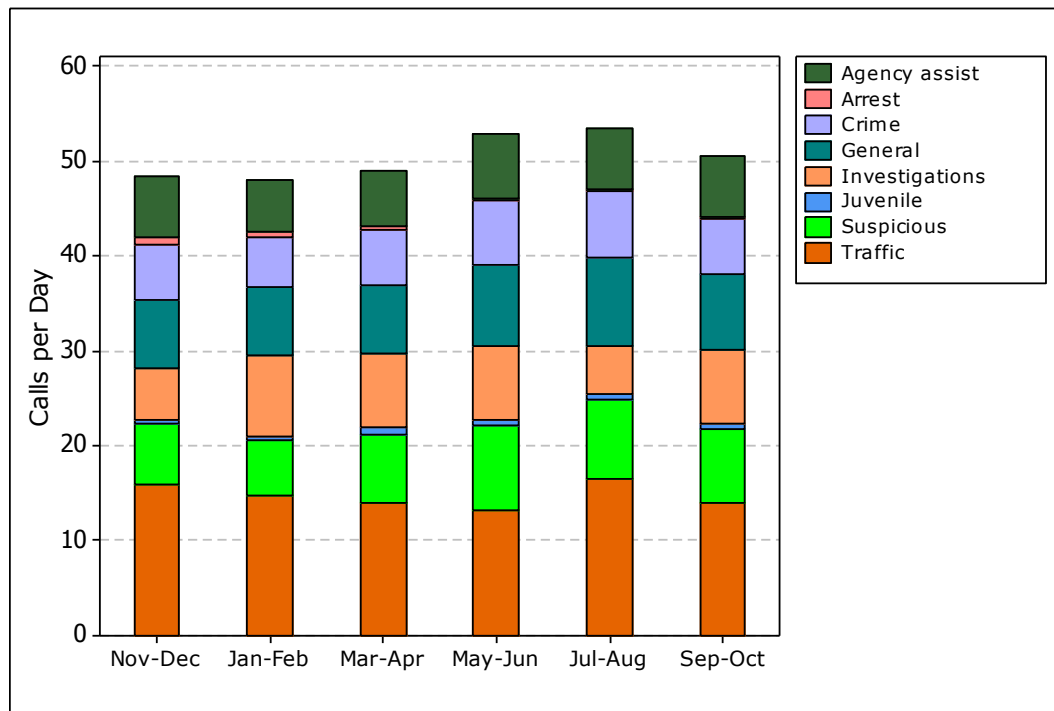
Note: The figure combines categories in the following table according to the description in Chart 1.

TABLE D5: Calls per Day, by Category and Months

Category	Nov.–Dec.	Jan.–Feb.	Mar.–Apr.	May–June	July–Aug.	Sept.–Oct.
Accidents	3.7	3.6	3.0	3.7	3.1	3.2
Alarm	3.0	4.1	2.7	3.3	3.0	2.7
Animal calls	0.8	0.7	0.9	1.4	1.6	1.0
Assist other agency	6.4	5.4	5.7	6.8	6.5	6.4
Check/investigation	2.4	4.5	5.2	4.3	2.1	5.1
Crime–persons	1.7	1.2	1.9	1.9	2.0	1.6
Crime–property	4.2	3.9	3.9	4.9	4.9	4.2
Disturbance	1.5	1.0	1.6	3.0	2.8	2.0
Juvenile	0.4	0.4	0.7	0.8	0.6	0.6
Miscellaneous	6.5	6.5	6.4	7.3	7.8	7.0
Prisoner–arrest	0.8	0.7	0.5	0.3	0.2	0.1
Suspicious person/vehicle	5.0	4.8	5.7	5.8	5.5	5.8
Traffic enforcement	12.2	11.2	10.9	9.6	13.5	10.9
Total	**48.4**	**48.0**	**48.9**	**53.0**	**53.5**	**50.5**

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories (traffic, general noncriminal, suspicious incident, and investigations) averaged between 72 and 76 percent of calls throughout the year.

- Traffic calls averaged between 13.3 and 16.5 calls per day throughout the year.

- General noncriminal calls averaged between 7.2 and 9.4 calls per day throughout the year.

- Suspicious incident calls averaged between 5.8 and 8.8 calls per day throughout the year.

- Investigations calls averaged between 5.0 and 8.6 calls per day throughout the year.

- Crime calls averaged between 5.1 and 6.9 calls per day throughout the year.

- Crime calls accounted for 11 to 13 percent of total calls.

FIGURE D6: Average Occupied Times, by Category and Initiator
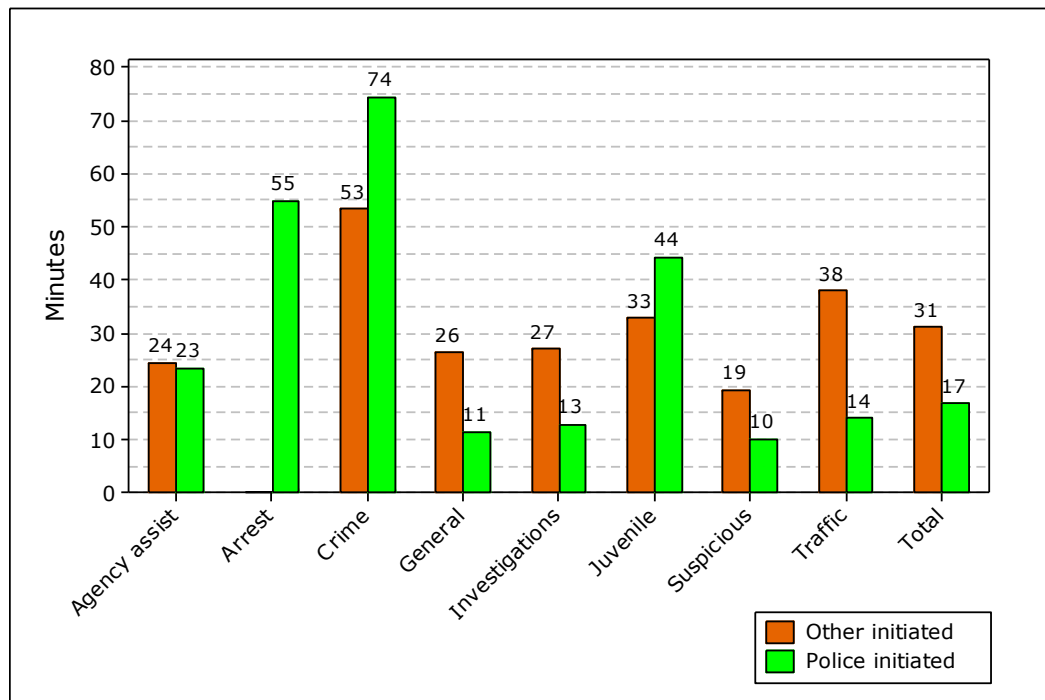
TABLE D6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Police Initiated		Other Initiated	
	Minutes	Total Calls	Minutes	Total Calls
Accidents	38.0	35	44.5	1,197
Alarm	8.1	10	12.0	1,124
Animal calls	14.8	10	24.9	377
Assist other agency	23.4	58	24.4	2,201
Check/investigation	12.9	650	48.7	775
Crime–persons	94.5	65	55.0	559
Crime–property	55.8	70	52.6	1,505
Disturbance	13.0	8	17.4	711
Juvenile	44.3	8	32.9	202
Miscellaneous	11.2	308	26.4	2,220
Prisoner–arrest	54.9	158	N/A	0
Suspicious person/vehicle	10.0	279	20.1	1,707
Traffic enforcement	13.6	2,927	31.5	1,230
Total	**16.7**	**4,586**	**31.0**	**13,808**

Note: We removed 5 calls with inaccurate busy times.

The information in Figure D6 and Table D6 is limited to calls and excludes all events that show zero time on scene.

A unit's occupied time is measured as the time from when the call was received until the unit becomes available.

The times shown are the average occupied times per call for the primary unit, rather than the total occupied time for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 10 to 74 minutes overall.

- The longest average times were for police-initiated crime calls.

- The average time spent on crime calls was 53 minutes for other-initiated calls and 74 minutes for police-initiated calls.

FIGURE D7: Number of Responding Units, by Initiator and Category
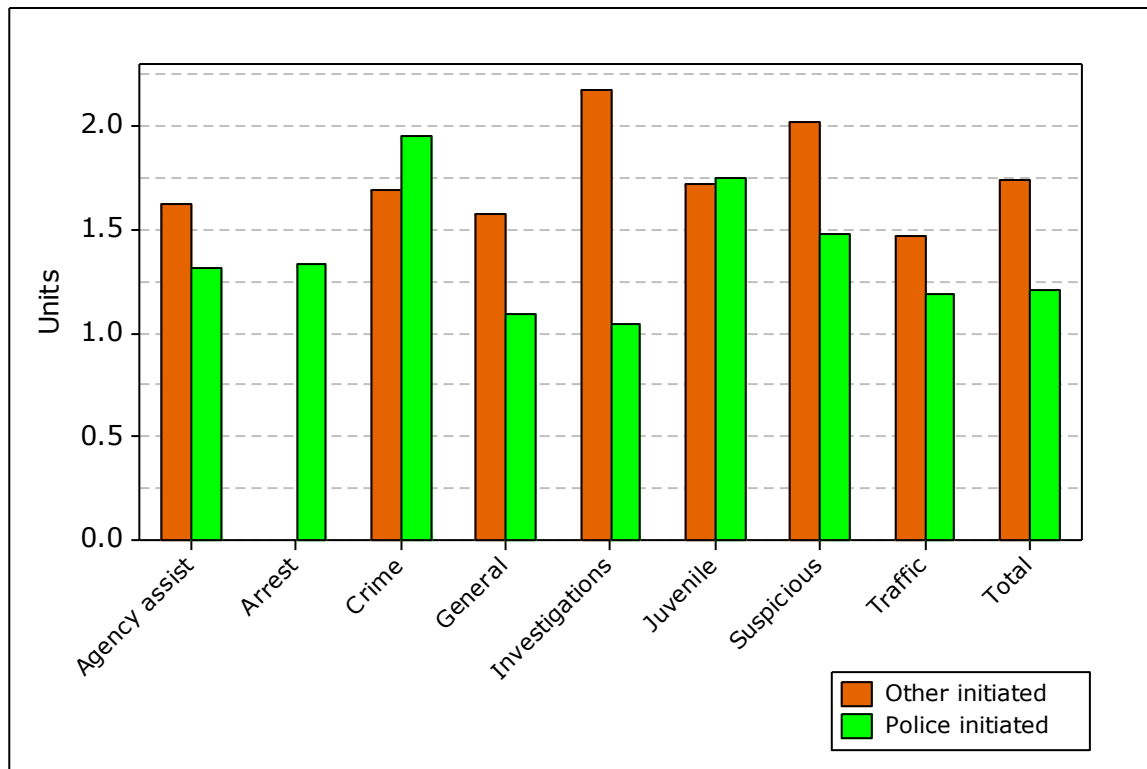
Note: The categories in this figure use weighted averages to combine those of the following table according to the description in Chart D1.

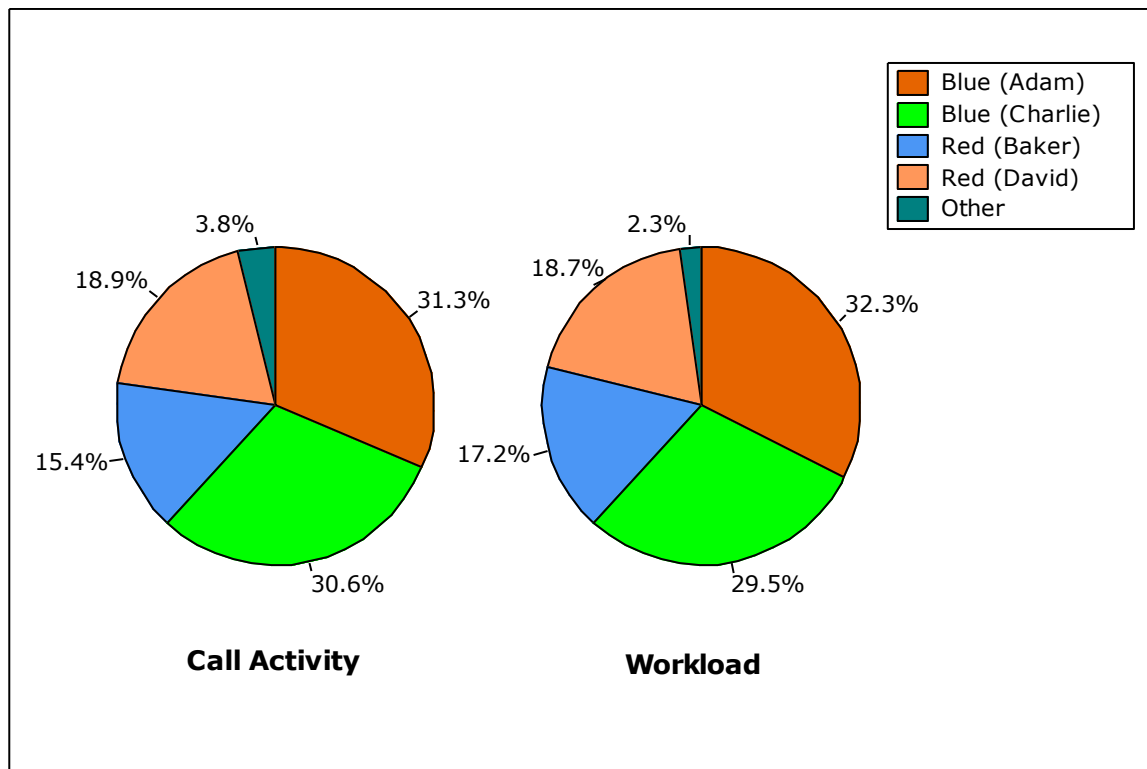**TABLE D7: Number of Responding Units, by Initiator and Category**

Category	Police-Initiated		Other-Initiated	
	Average	Total Calls	Average	Total Calls
Accidents	1.7	35	1.5	1,198
Alarm	1.6	10	2.2	1,124
Animal calls	1.0	10	1.2	377
Assist other agency	1.3	58	1.6	2,202
Check/investigation	1.0	651	2.2	775
Crime–persons	2.1	65	1.7	559
Crime–property	1.8	71	1.7	1,505
Disturbance	1.9	9	2.1	711
Juvenile	1.8	8	1.7	202
Miscellaneous	1.1	308	1.6	2,220
Prisoner–arrest	1.3	158	N/A	0
Suspicious person/vehicle	1.5	279	2.0	1,707
Traffic enforcement	1.2	2,927	1.4	1,230
Total	1.2	**4,589**	**1.7**	**13,810**

FIGURE D8: Number of Responding Units, by Category, Other-Initiated Calls
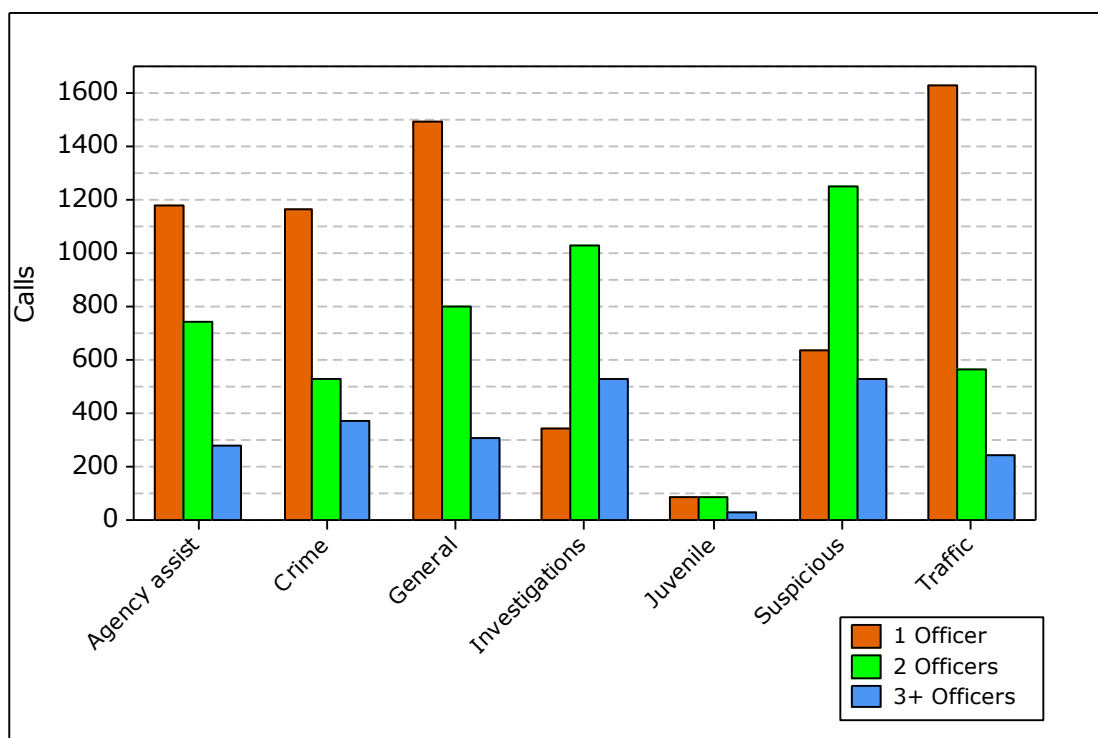
Note: The categories in this figure use weighted averages to combine those of the following table according to the description in Chart D1.

TABLE D8: Number of Responding Units, by Category, Other-Initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	749	310	139
Alarm	125	732	267
Animal calls	295	74	8
Assist other agency	1,180	746	276
Check/investigation	216	300	259
Crime–persons	302	149	108
Crime–property	861	382	262
Disturbance	164	374	173
Juvenile	89	87	26
Miscellaneous	1,200	723	297
Suspicious person/vehicle	470	878	359
Traffic enforcement	877	252	101
Total	**6,528**	**5,007**	**2,275**

Observations:

- The overall mean number of responding units was 1.2 for police-initiated calls and 1.7 for other-initiated calls.

- The mean number of responding units was as high as 2.2 for investigations that were other-initiated.

- 47 percent of other-initiated calls involved one responding unit.

- 36 percent of other-initiated calls involved two responding units.

- 16 percent of other-initiated calls involved three or more units.

- The largest group of other-initiated calls with three or more responding units involved suspicious incidents.

FIGURE D9: Percentage Calls and Work Hours, by Zone

Call Activity

Workload

Legend:
- Blue (Adam)
- Blue (Charlie)
- Red (Baker)
- Red (David)
- Other

Call Activity: 31.3%, 30.6%, 15.4%, 18.9%, 3.8%

Workload: 32.3%, 29.5%, 17.2%, 18.7%, 2.3%

Note: The department divides the township into two color-coded zones. These are further subdivided into letter-coded densely-populated and sparsely-populated areas.

TABLE D9: Calls and Work Hours per Zone

Zone	Per day	
	Calls	**Work Hours**
Blue (Adam)	15.8	10.2
Blue (Charlie)	15.4	9.3
Red (Baker)	7.7	5.4
Red (David)	9.5	5.9
Other	1.9	0.7
Total	**50.4**	**31.5**

Observations:

- More calls and work occurred within the blue zones than in the red zones.
- The blue zones accounted for 62 percent of calls and of total workload.
- The red zones accounted for 34 percent of calls and 36 percent of total workload.

FIGURE D10: Percentage Calls and Work Hours, by Category, Winter 2013

Call Activity / Workload
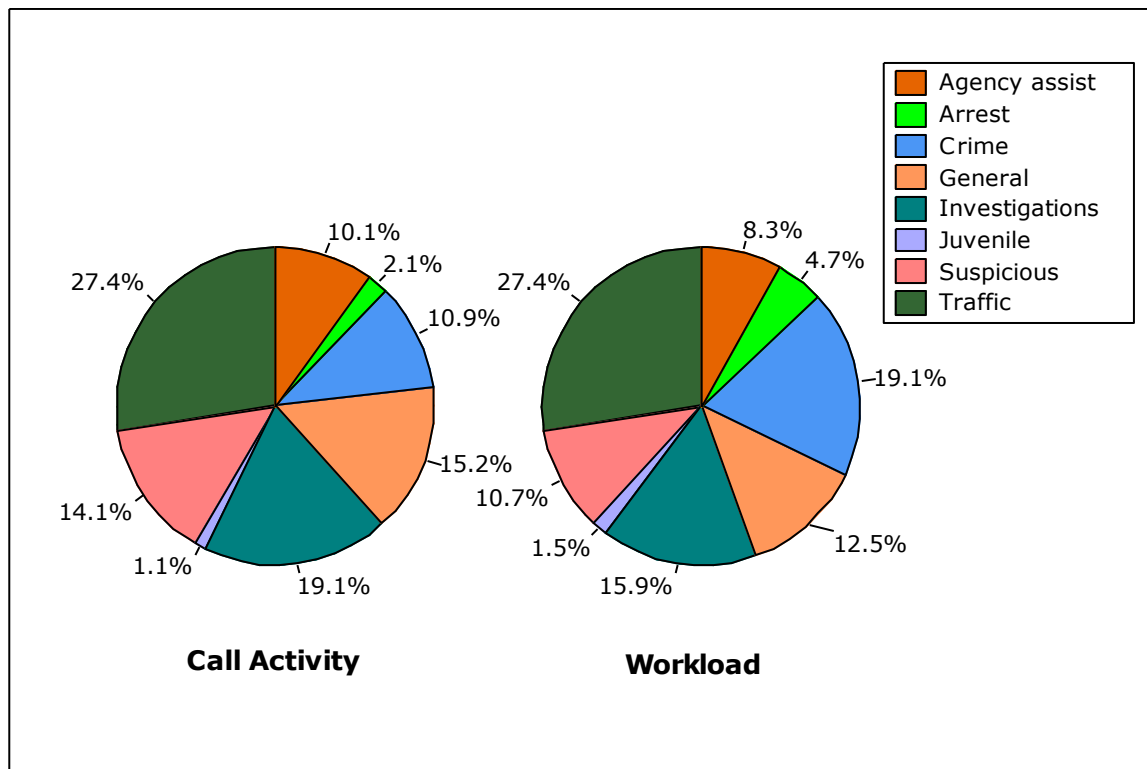
TABLE D10: Calls and Work Hours per Day, by Category, Winter 2013

Category	Per Day	
	Calls	**Work Hours**
Arrest	0.9	1.4
Assist other agency	4.5	2.5
Crime	4.9	5.7
General noncriminal	6.8	3.7
Investigations	8.5	4.7
Juvenile	0.5	0.4
Suspicious incidents	6.3	3.2
Traffic	12.2	8.1
Total	**44.4**	**29.7**

Observations:

- Total calls averaged 44 per day, or 1.8 per hour.

- Total workload averaged 30 hours per day, meaning that on average 1.2 officers per hour were busy responding to calls.

- Traffic-related incidents constituted 27 percent of calls and 27 percent of workload.

- Investigations constituted 19 percent of calls and 16 percent of workload.

- General noncriminal calls constituted 15 percent of calls and 12 percent of workload.

- Suspicious incidents constituted 14 percent of calls and 11 percent of workload.

- These top four categories constituted 76 percent of calls and 66 percent of workload.

- Crimes constituted 11 percent of calls and 19 percent of workload.

FIGURE D11: Percentage Calls and Work Hours, by Category, Summer 2013

Call Activity — Workload
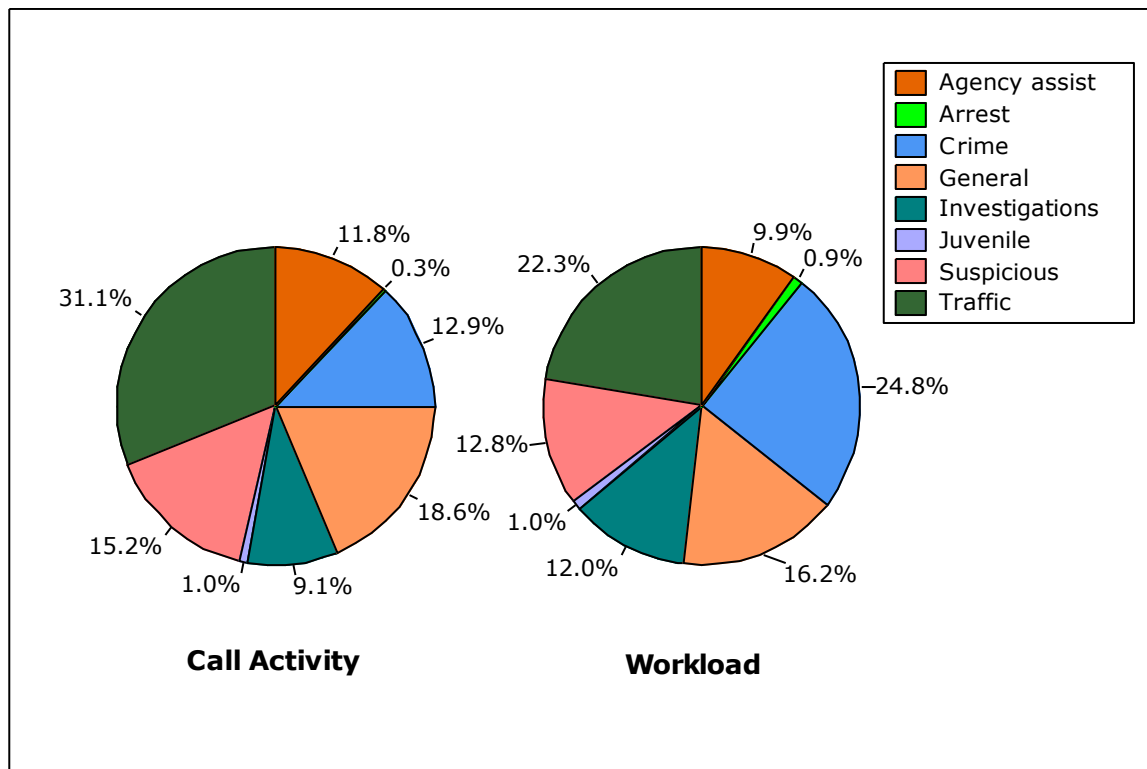
TABLE D11: Calls and Work Hours per Day, by Category, Summer 2013

Category	Per Day	
	Calls	Work Hours
Arrest	0.2	0.3
Assist other agency	6.1	3.1
Crime	6.7	7.8
General noncriminal	9.6	5.1
Investigations	4.8	3.8
Juvenile	0.5	0.3
Suspicious incidents	7.9	4.0
Traffic	16.1	7.0
Total	**51.9**	**31.3**

Note: Workload calculations focused on calls rather than events.

Observations:

- The average number of calls and workload per day was higher in the summer than in the winter.

- Total calls averaged 52 per day, or 2.2 per hour.

- Total workload averaged 31 hours per day, meaning that on average 1.3 officers per hour were busy responding to calls.

- Traffic-related incidents constituted 31 percent of calls and 22 percent of workload.

- General noncriminal calls constituted 19 percent of calls and 16 percent of workload.

- Suspicious incidents constituted 15 percent of calls and 13 percent of workload.

- Investigations constituted 9 percent of calls and 12 percent of workload.

- These top four categories constituted 74 percent of calls and 63 percent of workload.

- Crimes constituted 13 percent of calls and 25 percent of workload.

Deployment

For this study, we examined deployment information for four weeks in winter (February 2013) and four weeks in summer (August 2013). The police department's main patrol force is scheduled on two 12-hour shifts that start at 6:00 a.m. and 6:00 p.m.

The Chesterfield Police Department's main patrol force includes patrol officers and supervisors. The police department's main patrol force deployed an average of 4.6 officers per hour during the 24-hour day in winter 2013 and 4.0 officers per hour during the 24-hour day in summer 2013.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter, and between weekdays and weekends:

- First, we focus on patrol deployment alone.

- Next, we compare the deployment against workload based upon other-initiated calls for service.

- Finally, we draw a comparison based upon "all" workload, which includes police-initiated calls and directed patrol activities.

Comments follow each set of four figures, with separate discussions for summer and winter.

FIGURE D12: Deployed Officers, Weekdays, Winter 2013
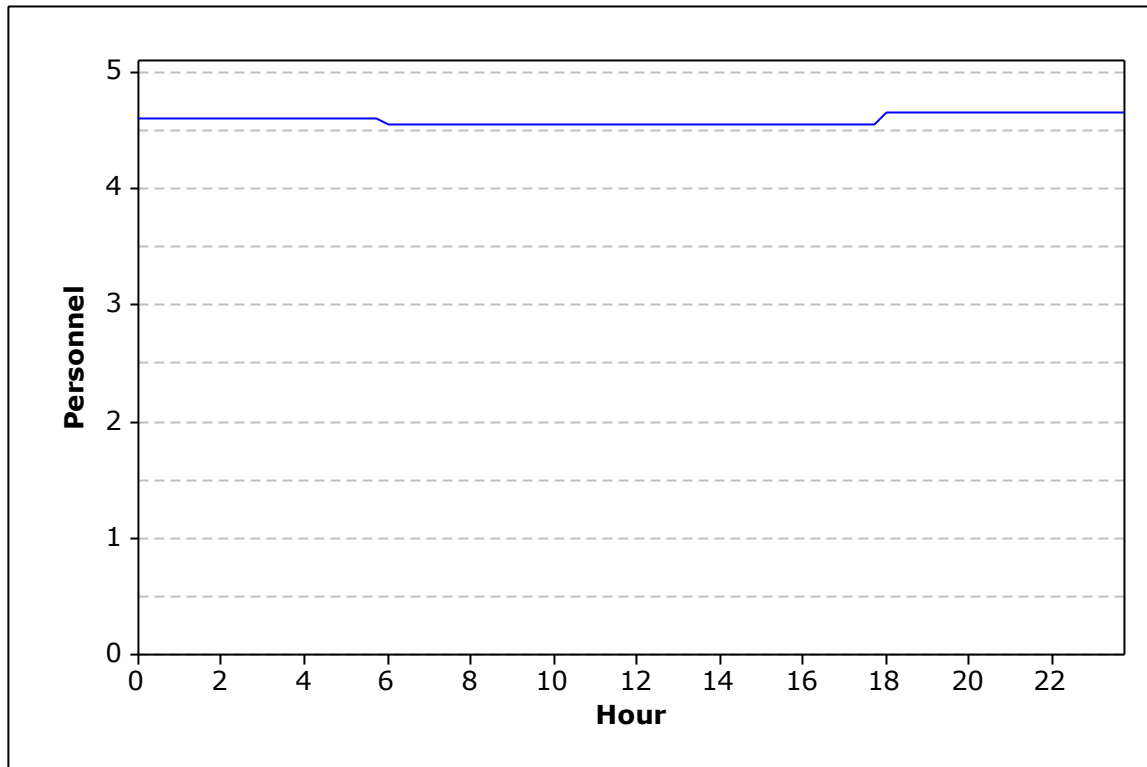
FIGURE D13: Deployed Officers, Weekends, Winter 2013
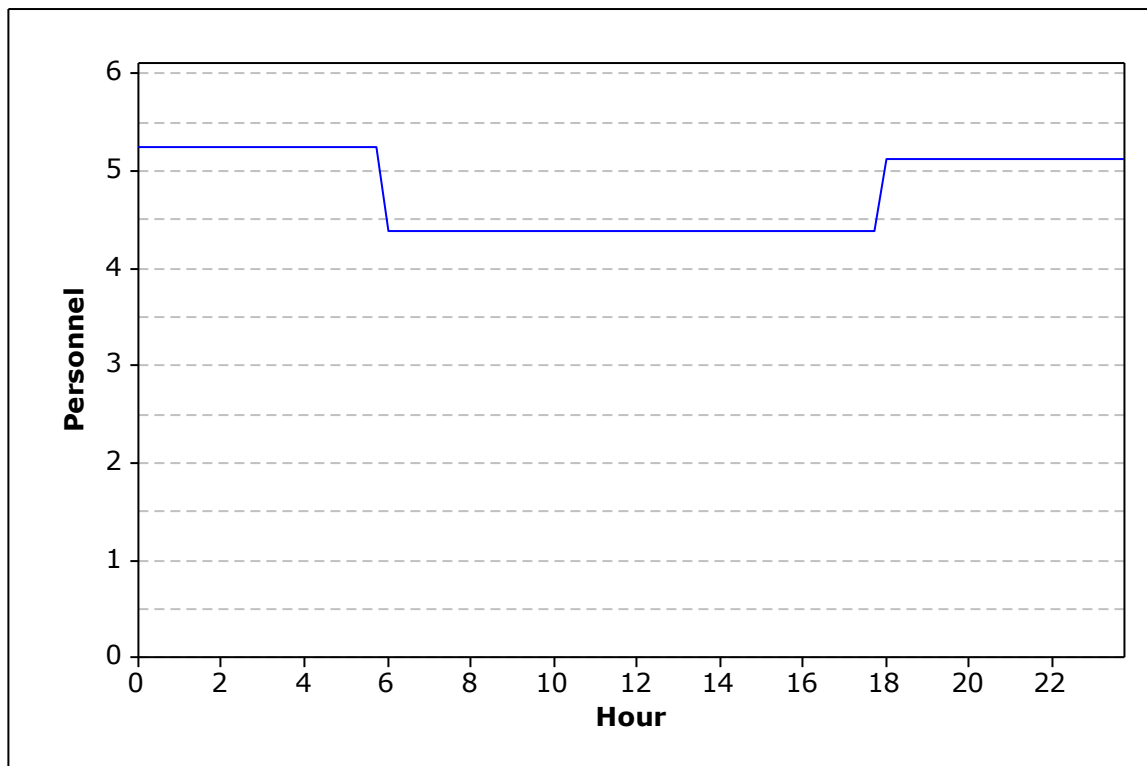
FIGURE D14: Deployed Officers, Weekdays, Summer 2013
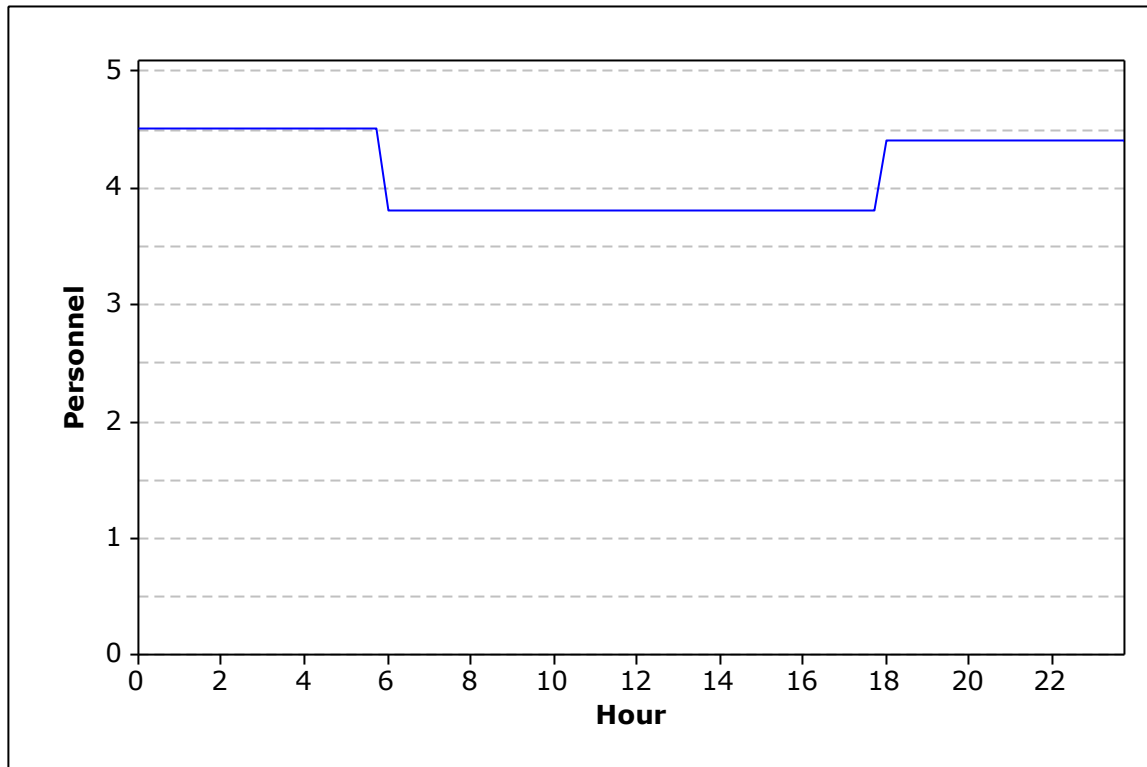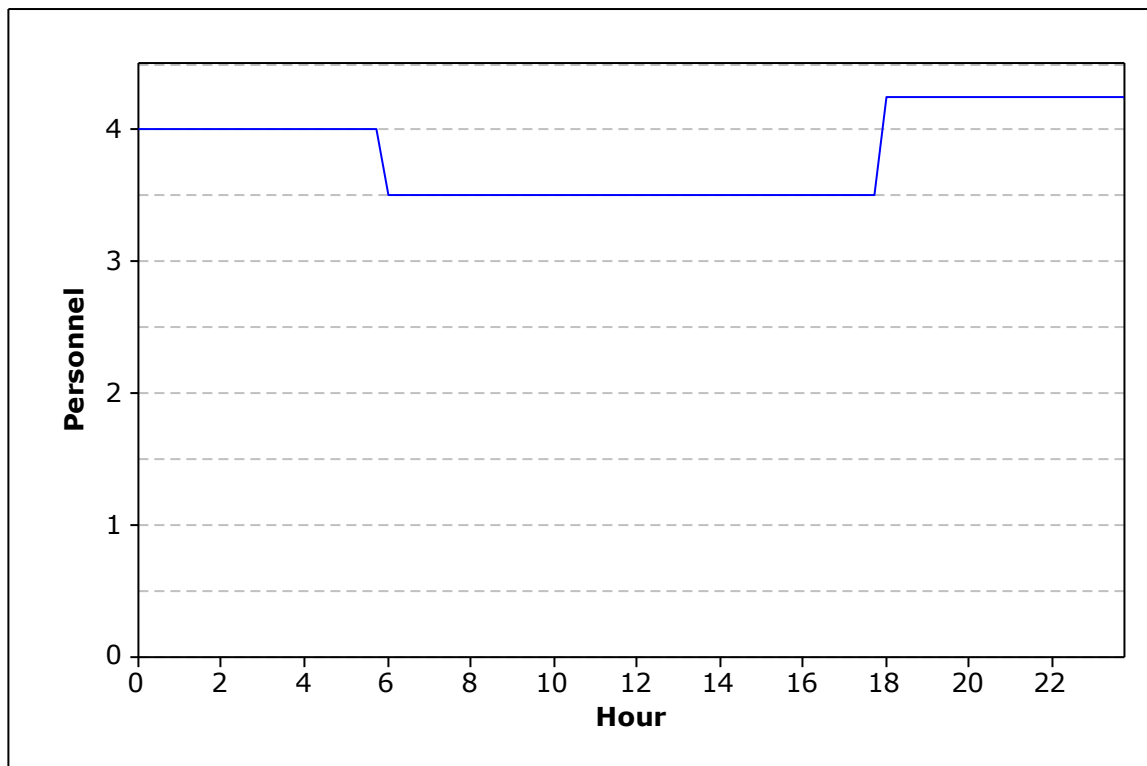

FIGURE D15: Deployed Officers, Weekends, Summer 2013

Observations:

- For winter 2013:

  - The average deployment was 4.6 officers per hour during the week and 5.8 officers per hour on weekend.

  - Average deployment varied from 4.5 to 4.7 officers per hour on weekdays and 4.4 to 5.3 officers per hour on weekends.

- For summer 2013:

  - The average deployment was 5.1 officers per hour during the week and 4.8 officers per hour on weekends.

  - Average deployment varied from 3.8 to 4.5 officers per hour on weekdays and 3.5 to 4.2 officers per hour on weekends.

FIGURE D16: Deployment and Other-Initiated Workload, Weekdays, Winter 2013
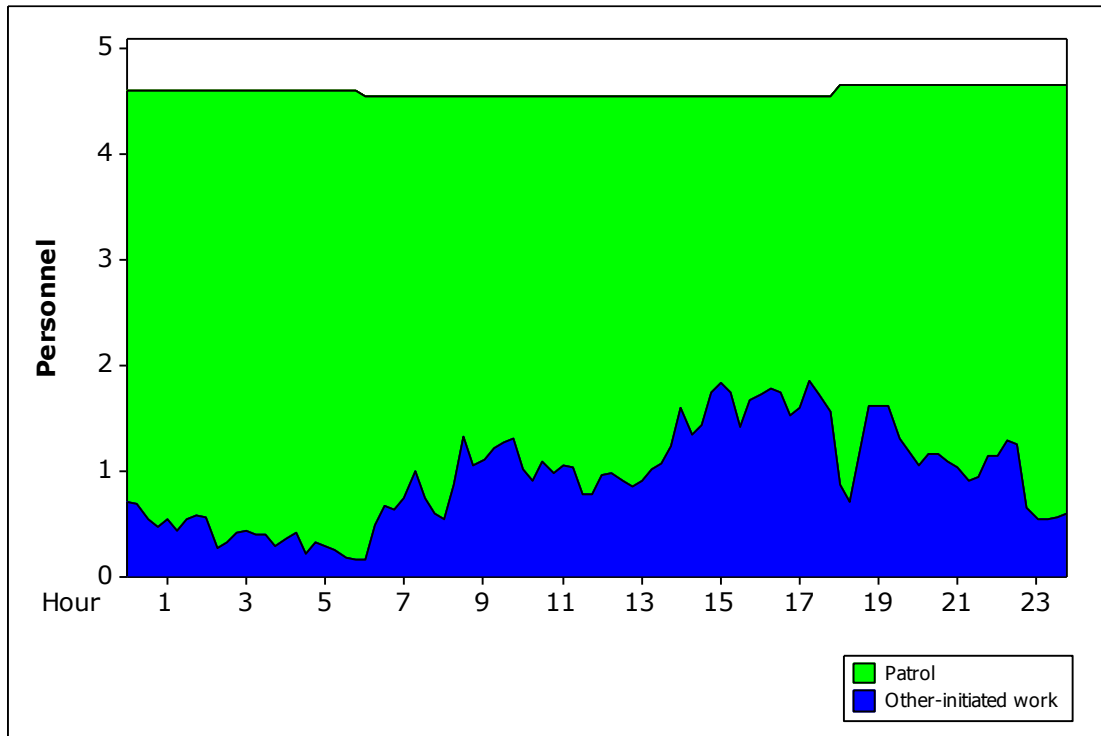
FIGURE D17: Deployment and Other-Initiated Workload, Weekends, Winter 2013
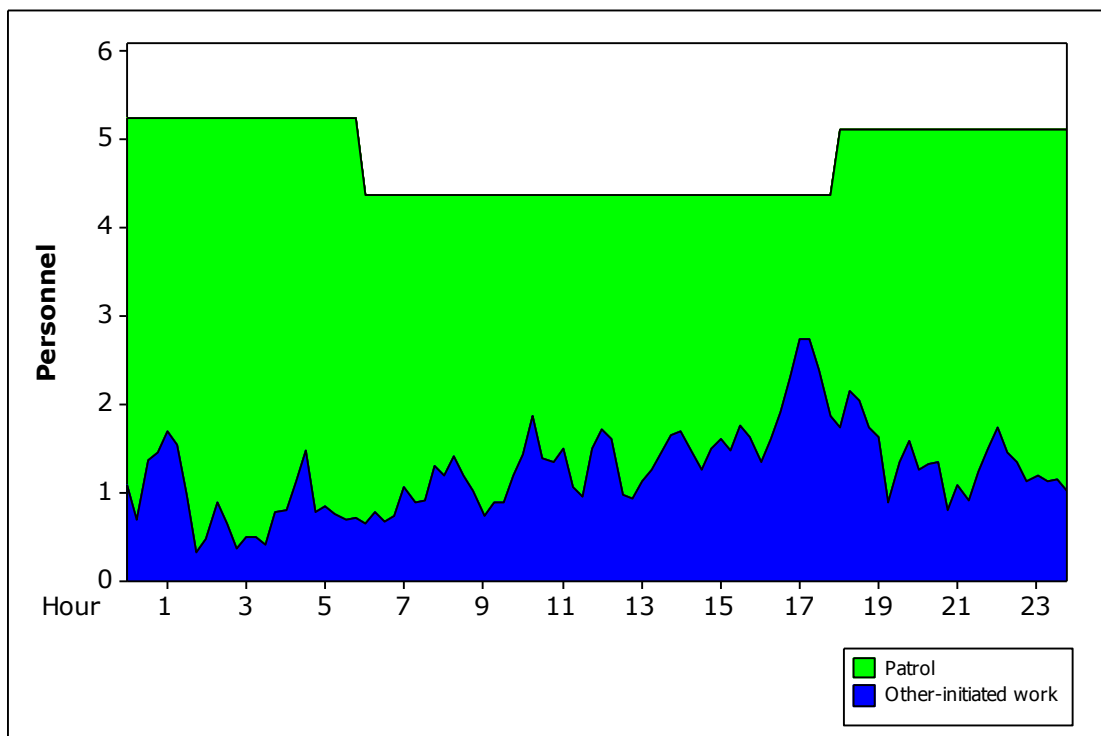
FIGURE D18: Deployment and Other-Initiated Workload, Weekdays, Summer 2013
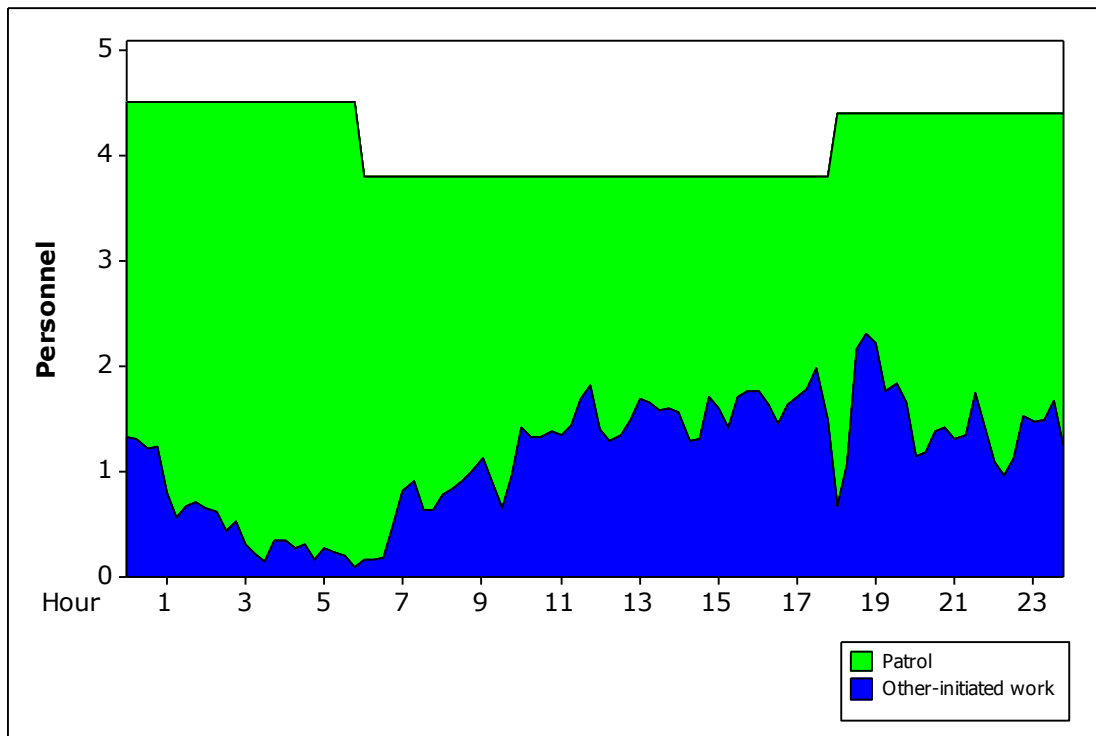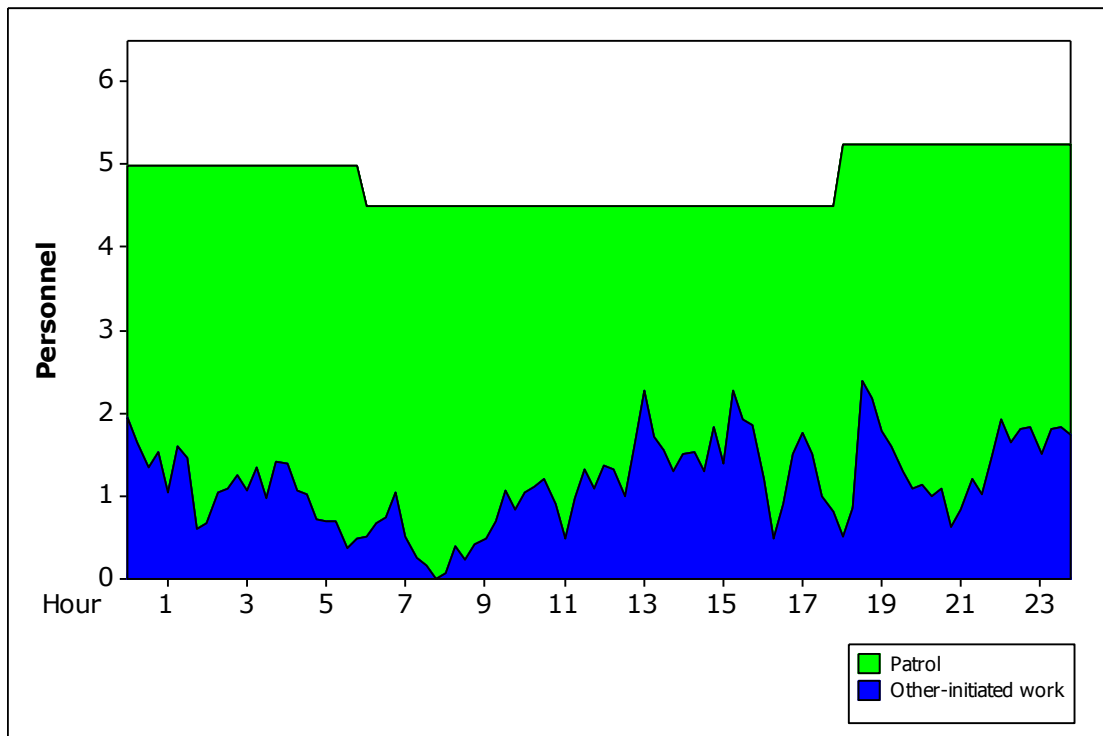

FIGURE D19: Deployment and Other-Initiated Workload, Weekends, Summer 2013

Observations:

- For winter 2013:

  ○ Average other-initiated workload was 0.9 officers per hour during the week and 1.3 officers per hour on weekends.

  ○ This was approximately 21 percent of hourly deployment during the week and 26 percent of hourly deployment on weekends.

  ○ During the week, workload reached a maximum of 41 percent of deployment between 3:00 p.m. and 3:15 p.m. and between 5:15 p.m. and 5:30 p.m.

  ○ On weekends, workload reached a maximum of 63 percent of deployment between 5:00 p.m. and 5:30 p.m.

- For summer 2013:

  ○ Average other-initiated workload was 1.1 officers per hour during the week and 1.2 officers per hour on weekends.

  ○ This was approximately 28 percent of hourly deployment during the week and 31 percent of hourly deployment on weekends.

  ○ During the week, workload reached a maximum of 53 percent of deployment between 6:45 p.m. and 7:00 p.m.

  ○ On weekends, workload reached a maximum of 65 percent of deployment between 1:00 p.m. and 1:15 p.m. and between 3:15 p.m. and 3:30 p.m.

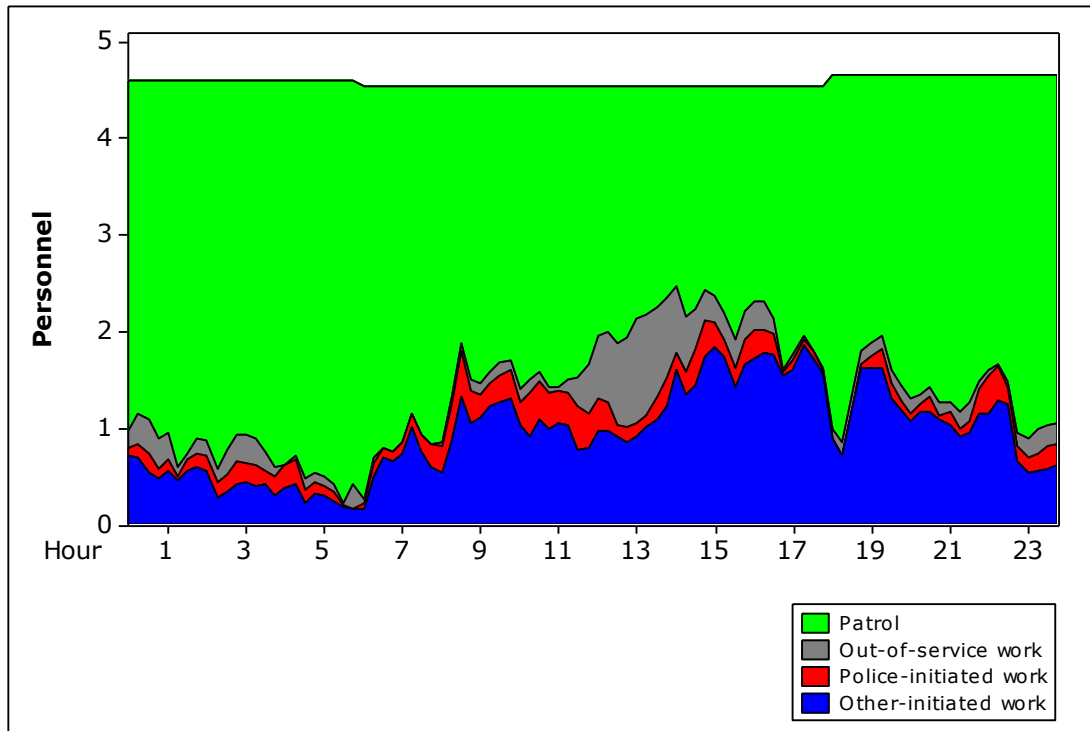**FIGURE D20: Deployment and All Workload, Weekdays, Winter 2013**

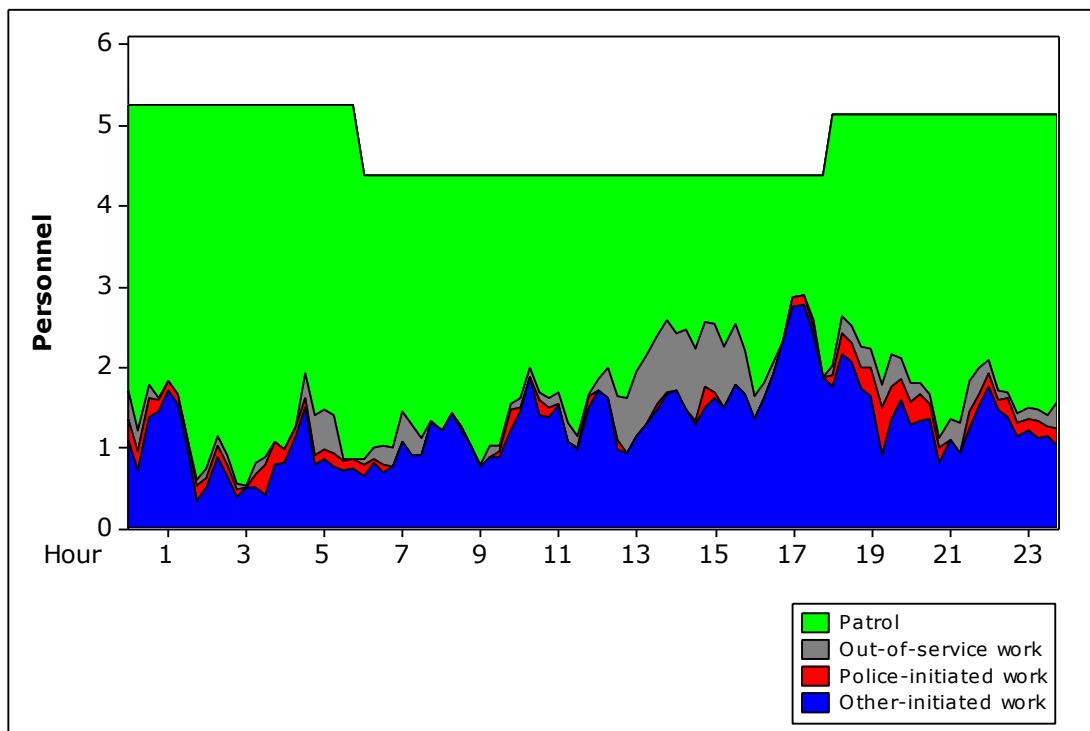**FIGURE D21: Deployment and All Workload, Weekends, Winter 2013**

FIGURE D22: Deployment and All Workload, Weekdays, Summer 2013
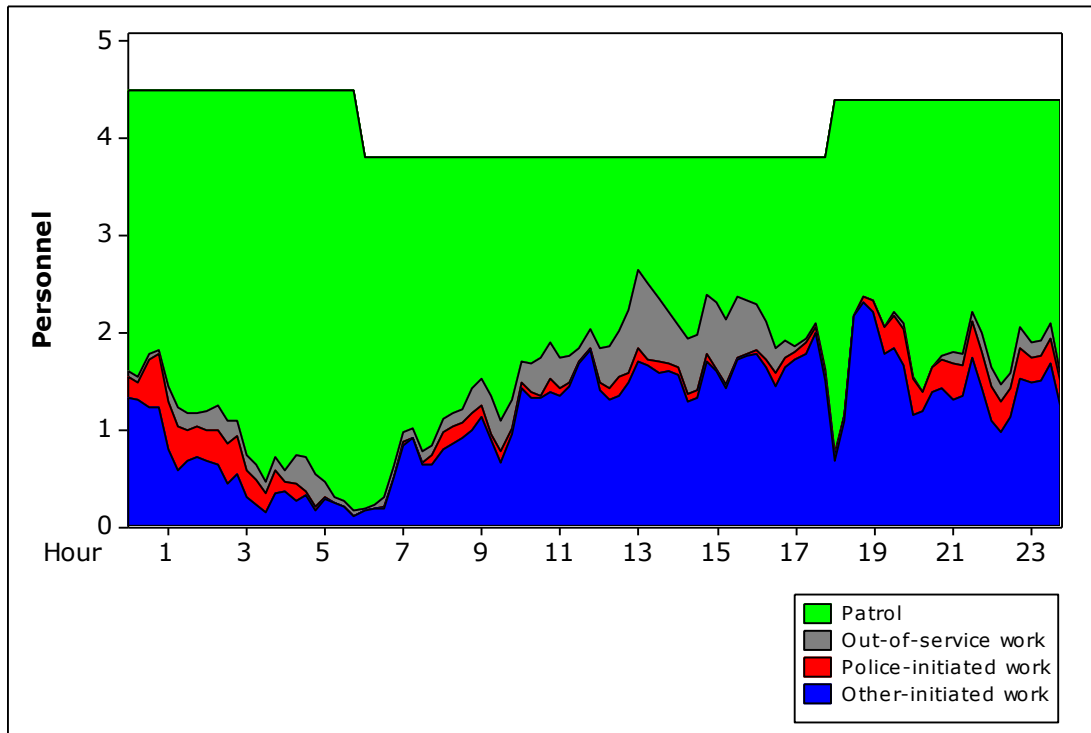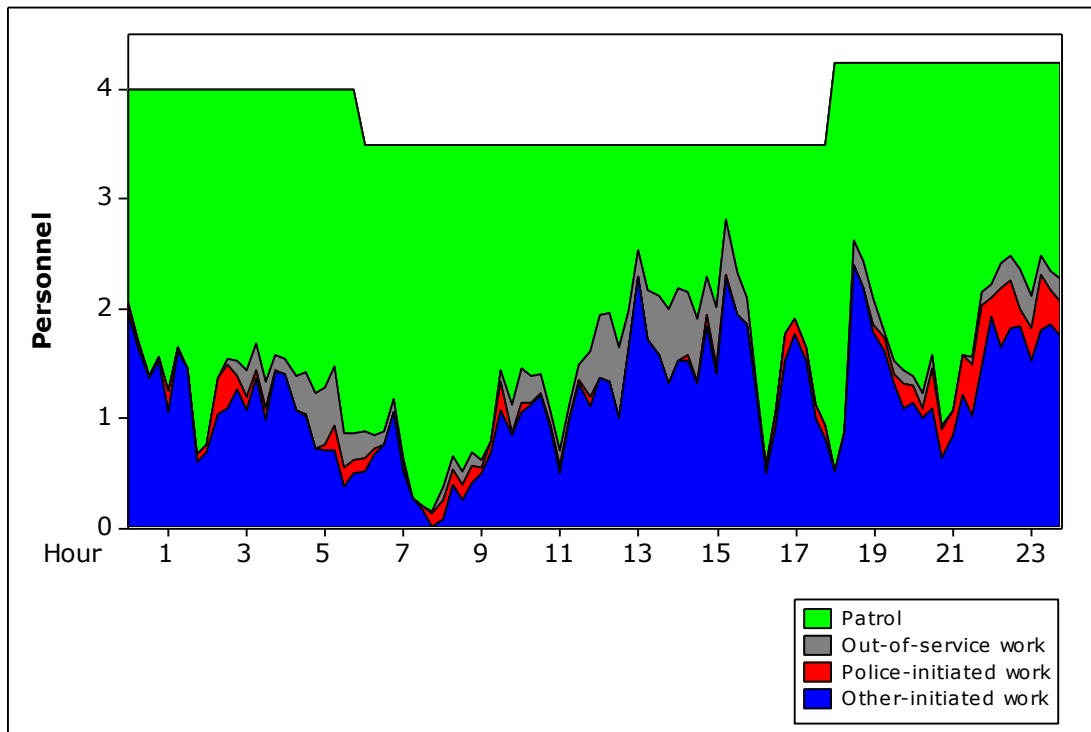

FIGURE D23: Deployment and All Workload, Weekends, Summer 2013

Note: Figures D20 to D23 include deployment along with all workload from other-initiated, police-initiated, and out-of-service activities.

Observations:

- For winter 2013:

  ○ Average workload was 1.4 officers per hour during the week and 1.6 officers per hour on weekends.

  ○ This was approximately 29 percent of hourly deployment during the week and 34 percent of hourly deployment on weekends.

  ○ During the week, workload reached a maximum of 54 percent of deployment between 2:00 p.m. and 2:15 p.m. and between 2:45 p.m. and 3:00 p.m.

  ○ On weekends, workload reached a maximum of 66 percent of deployment between 5:00 p.m. and 5:30 p.m.

- For summer 2013:

  ○ Average workload was 1.5 officers per hour during the week and 1.5 officers per hour on weekends.

  ○ This was approximately 37 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.

  ○ During the week, workload reached a maximum of 70 percent of deployment between 1:00 p.m. and 1:15 p.m.

  ○ On weekends, workload reached a maximum of 80 percent of deployment between 3:15 p.m. and 3:30 p.m.

Response Times

We analyzed the response times to various types of calls, separating the duration into dispatch and travel times. We begin the discussion with statistics that include all calls combined. We analyzed several types of calls to determine whether response times varied by call type.

Before presenting the specific figures and tables, we summarize our observations. We started with 1,430 events for winter 2013 and 1,610 events for summer 2013. We limited our analysis to other-initiated calls. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 769 calls in winter and 953 calls in summer for our analysis.

Our initial analysis does not distinguish calls based on their priority. Instead, it examines the difference in response by time of day and compares summer and winter periods. After the overall statistics, we present a brief analysis of response time for high-priority calls.

Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

All Calls

This section looks at all calls without considering their priorities. We examine the differences in response by both time of day and season (summer versus winter). We also show differences in response times by category.

FIGURE D24: Average Response Time, by Hour of Day, Winter 2013 and Summer 2013
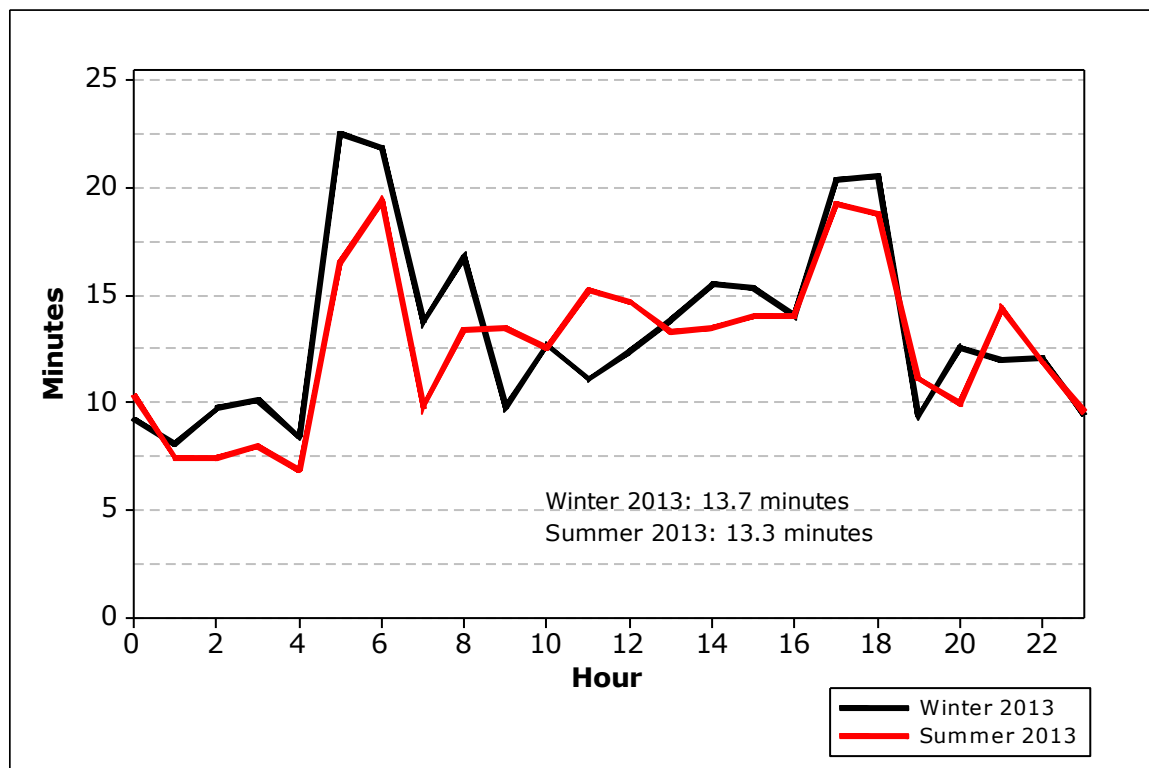
Observations:

- Average response times varied significantly by hour of day.

- In winter, the longest average response time was between 5:00 a.m. and 6:00 a.m. with an average of 22.5 minutes.

- In winter, the shortest average response time was between 1:00 a.m. and 2:00 a.m. with an average of 8.1 minutes.

- In summer, the longest average response time was between 6:00 a.m. and 7:00 a.m. with an average of 19.4 minutes.

- In summer, the shortest average response time was between 4:00 a.m. and 5:00 a.m. with an average of 6.9 minutes.

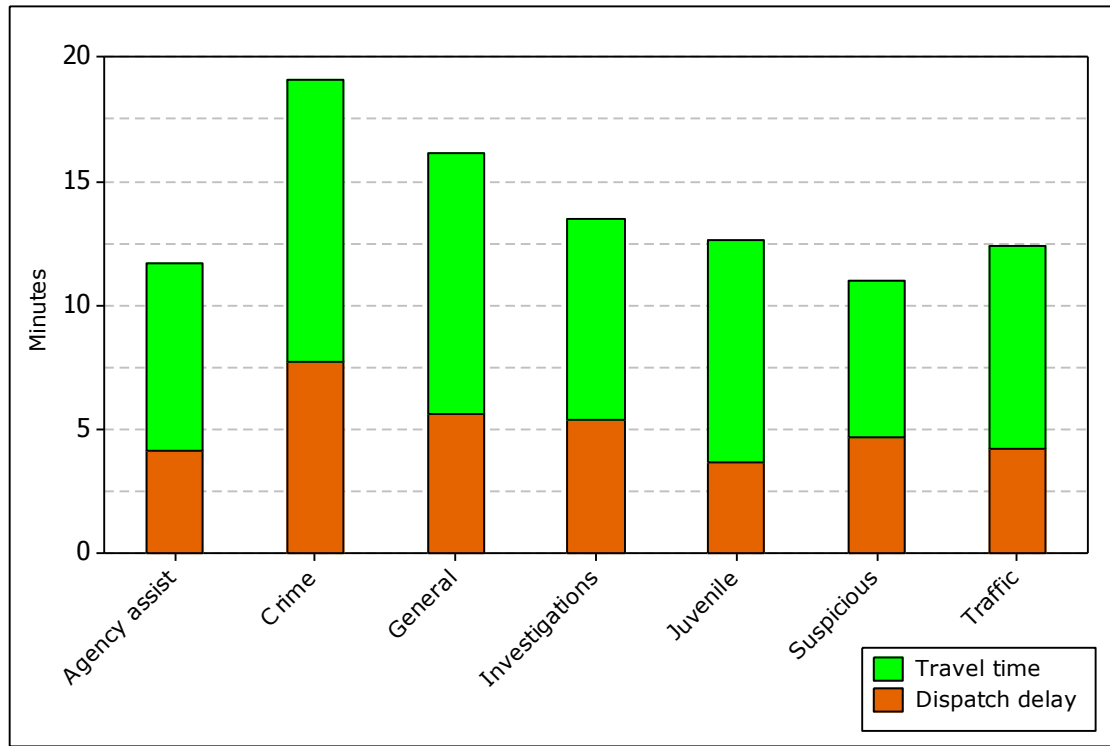**FIGURE D25: Average Response Time by Category, Winter 2013**
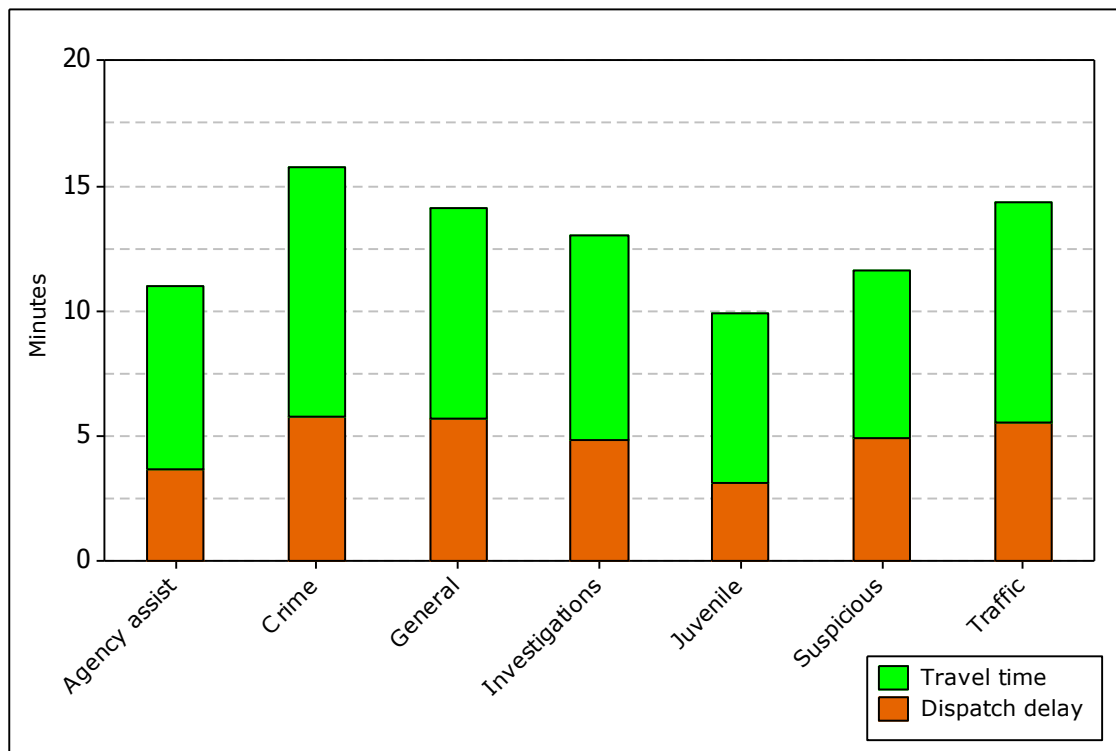

FIGURE D26: Average Response Time by Category, Summer 2013

TABLE D12: Average Response Time Components, by Category

Category	Winter 2013			Summer 2013		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Assist other agency	4.1	7.5	11.7	3.6	7.4	11.0
Crime	7.7	11.4	19.1	5.7	10.0	15.7
General noncriminal	5.6	10.4	16.1	5.6	8.4	14.1
Investigations	5.3	8.1	13.4	4.8	8.2	13.0
Juvenile	3.7	8.9	12.6	3.1	6.8	9.9
Suspicious incidents	4.7	6.3	11.0	4.9	6.7	11.6
Traffic	4.2	8.2	12.4	5.6	8.8	14.3
Total	**5.2**	**8.6**	**13.7**	**5.1**	**8.2**	**13.3**

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time was as short as 11 minutes (for suspicious incidents) and as long as 19 minutes (for crime calls).

- In summer, the average response time was as short as 10 minutes (for juvenile calls) and as long as 16 minutes (for crime calls).

TABLE D13: 90th Percentiles for Response Time Components, by Category

Category	Winter 2013			Summer 2013		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Assist other agency	8.0	12.4	18.2	8.1	13.6	19.4
Crime	25.5	20.4	43.6	16.5	20.3	33.8
General noncriminal	17.2	21.0	35.3	15.6	16.3	27.8
Investigations	14.9	15.1	30.3	13.4	13.0	23.2
Juvenile	14.6	15.4	29.8	7.8	13.2	18.7
Suspicious incidents	13.3	10.9	21.9	13.9	10.9	26.1
Traffic	10.2	15.8	23.9	13.4	18.9	35.8
Total	**14.7**	**15.7**	**28.2**	**13.2**	**15.2**	**26.8**

Note: A 90th percentile value of 28 minutes means that 90 percent of all calls are responded to in fewer than 28 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, 90th percentile values for response times were as short as 18 minutes (for agency assists) and as long as 44 minutes (for crime calls).

- In summer, 90th percentile values for response times were as short as 19 minutes (for juvenile calls) and as long as 36 minutes (for traffic calls).
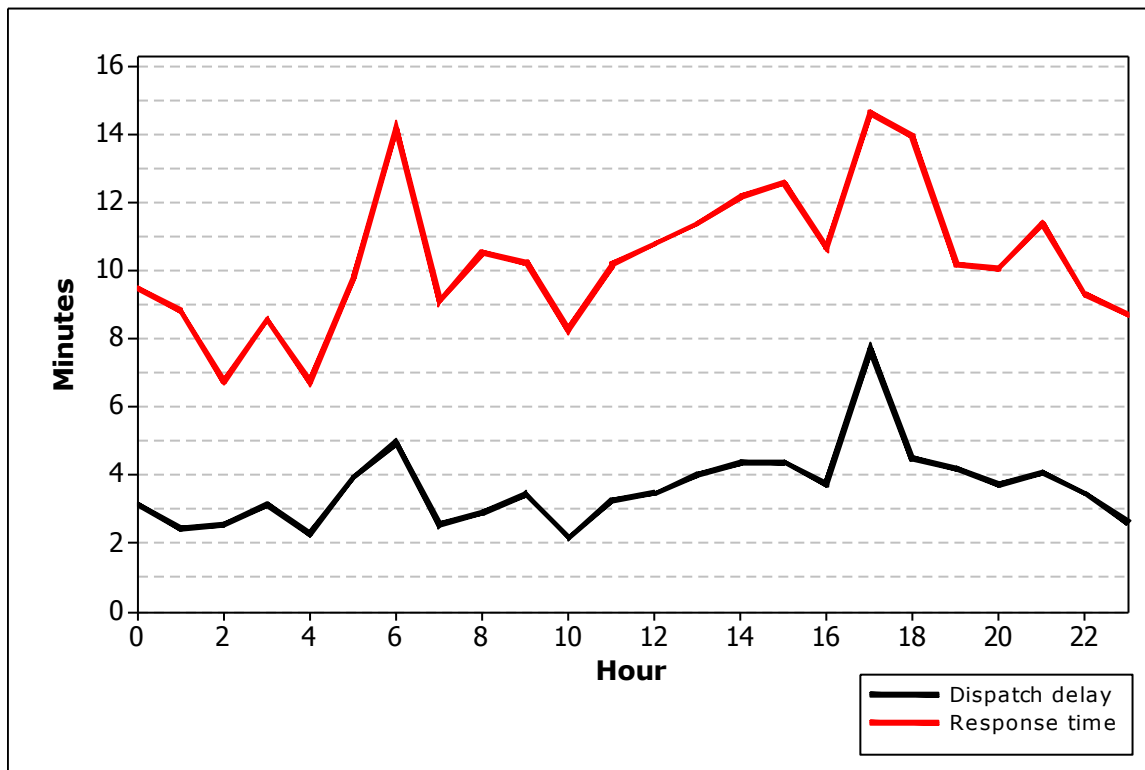
High-Priority Calls

A priority code is assigned to each call by the dispatch center, with 1 as the highest priority and 3 as the lowest priority. Table D14 shows average response times, separated by priority, with an additional line for injury accidents. These averages include nonzero-time-on-scene, other-initiated calls throughout the year from November, 1 2012 to October, 31 2013. There were approximately 11,350 other-initiated calls with valid response times.

TABLE D14: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Total Calls
1	3.8	6.9	10.7	2,200
2	4.9	7.6	12.4	4,802
3	6.6	10.3	16.9	3,194
Fire 1	2.4	7.4	9.8	1,139
Fire 2	2.9	4.3	7.1	10
Total	**4.9**	**8.2**	**13.1**	**11,345**
Injury accidents	1.6	6.4	8.0	199

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE D27: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour

Observations:

- High-priority calls had an average response time of 10.7 minutes, lower than the overall average of 13.1 minutes for all calls.

- Average dispatch delay was 3.8 minutes for high-priority calls, compared to 4.9 minutes overall.

- Average response time for injury accidents was 8.0 minutes, with a dispatch delay of 1.6 minutes.

- For high-priority calls, the longest response times were between 5:00 p.m. and 6:00 p.m. with an average of 14.6 minutes.

- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m. and between 4:00 a.m. and 5:00 a.m. with an average of 6.7 minutes.

- For injury accidents, the longest response times were between 6:00 a.m. and 7:00 a.m. with an average of 14.8 minutes.

- For injury accidents, the shortest response times were between 10:00 p.m. and 11:00 p.m. with an average of 3.7 minutes.

- Average dispatch delay for high-priority calls was consistently 4.9 minutes or less, except between 5:00 p.m. and 6:00 p.m.

END