

Police Operations and Data Analysis Report

Hamtramck, Michigan



CPSM[®]

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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, etc.

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CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 269 such studies in 37 states and 204 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

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EXECUTIVE SUMMARY OF RECOMMENDATIONS

The following is a summary of the major recommendations contained in this report:

- In light of the significant liability issues associated with the operation of the jail facility, it is strongly recommended that the department discontinue the practice of housing prisoners overnight. This would alleviate a significant liability and safety threat and would also enable the department to redirect staffing for patrol operations.
- Rather than immediately discontinue operation of the HPD's jail facility, it is recommended that a study be conducted to determine whether Wayne County has the capabilities required to properly process and house prisoners (that is, traditional jail operations).
- It is not necessary to assign a uniformed supervisor to the front desk. If the department discontinues the operations of the jail, sworn personnel (supervisors) will be freed up to backfill patrol positions.
- Hire, train, and support nonsworn personnel to staff the front window operations during normal business hours. After hours, the front window and doors to the building can be secured and citizens who 'walk up' and require assistance can be assisted by the patrol supervisor or a patrol unit.
- The department is far too reliant upon informal meetings and the chain of command. More highly structured management meetings must be conducted regularly. A more comprehensive method of strategic planning and performance assessment is necessary.
- Work with internal and external stakeholders to develop and publish a multiyear strategic plan.
- Review the performance information that is currently being compiled and referred to during staff meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a [single] usable performance measurement system or template.
- The City Manager must make it a priority to meet individually with the Chief and/or senior staff to discuss the department's monthly performance.
- Identify one individual to search the department's data systems to regularly produce internal performance data to be used at the monthly meetings between the Chief and the City Manager.
- Establish a Chief's Advisory Group.
- Create a calls for service (CFS) working group to explore the potential of eliminating workload demands and nonemergency CFS from patrol workload.
- Reconfigure patrol staffing and implement a 12-hour shift plan with six patrol teams.
- Seek (via ongoing and upcoming contractual negotiations) to eliminate the contractual provision that provides for promotion to the rank of corporal for the two most senior police officers assigned per patrol shift.
- Seek (via ongoing and upcoming contractual negotiations) to acquire the ability to laterally hire supervisors.

- Assign a full-time sergeant to supervise detective, special assignment, and CRT operations.
- Move the detective bureau organizationally into the Patrol Division, which should then become the Operations Division. Add one sergeant to the Administrative Division.
- Implement a more rigorous case management system for criminal investigations and incorporate data management (caseload, clearances, etc.) into the operations of the detective bureau.
- Establish and deploy a Community Response Team (CRT). Two sworn officers, along with code and parking enforcement personnel, at the direction of the detective sergeant and operations division commander, should be employed to address crime, traffic, and disorder conditions in the community.
- Continue the assignment of personnel to the DEA and FBI task forces.
- Discontinue the assignment of personnel to commercial truck enforcement and reassign to patrol.
- Develop a community policing plan.
- Merge the current CPO/K-9 operations into a patrol swing shift.
- Designate one uniformed member of the department to serve as criminal intelligence officer (CIO).
- If the department chooses not to designate a sworn CIO, it is nevertheless imperative to designate one sworn or nonsworn member of the department to serve in the traditional role of crime analyst.
- Designate one sworn or nonsworn member of the department to perform traffic analysis. (Note: This could certainly be the newly appointed crime analyst.)
- Consider suspending the overtime-based traffic safety program until such time as a detailed, multiyear cost-benefit analysis of this program can be conducted. It must be determined whether this program is having any impact in terms of accomplishing its stated goals.
- Convene a group to develop a multiyear public information strategy.
- The duties and responsibilities associated with the position of "training officer" should be substantially enhanced.
- Develop a multiyear training plan.
- Create a technology task force.
- Designate one supervisor to serve as professional standards officer (PSO).
- Consider establishing a school resource officer (SRO) program.
- Schedule a complete audit of all firearms and narcotics in the department's possession.

SECTION 1. DEPARTMENT RESOURCES

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Hamtramck Police Department (HPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study included identifying appropriate staffing of the department given the workload and crime levels; the effectiveness of the organizational structure; and efficiency of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, and the development of alternatives and recommendations.

Recommendations provided throughout the report are offered to enhance the operation of the Hamtramck Police Department. The recommendations provided are intended to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and the services that are delivered are cost-effective, all while maintaining a high level of police services.

STAFFING

At the time of the CPSM site visit, the department was staffed as follows

- One chief.
- Two lieutenants (one commanding patrol, one commanding administrative/ investigations).
- Four sergeants (three assigned to patrol and one detective sergeant who is also responsible for traffic and property management).
- Four detectives (one is assigned to FBI violent crimes).
- Thirteen police officers (One K-9 police officer is assigned to a regional narcotics task force and reports to the drug enforcement administration (DEA); another K-9 officer is assigned as the department's "community police officer;" one police officer is designated "weights and measures traffic commercial enforcement" officer).
- Six corporals.
- One part-time police officer.
- Three full-time dispatchers (nonsworn).
- Three part-time dispatchers (nonsworn).
- Approximately 30 reserve officers.

Code enforcement and parking enforcement are performed by city employees.

There had been two collective bargaining agreements in place, but both contracts expired on June 30, 2016. One contract was with the Ranking Officers Association (ROA, which represents sergeants and lieutenants) and one was with the Fraternal Order of Police (FOP, which represents police officers detectives and corporals).

The city of Hamtramck has experienced significant ongoing financial problems in recent years. At the time of the CPSM site visit, the city was being managed by a city manager under the oversight of a receivership transition advisory board (RTAB).

PHYSICAL PLANT AND RESOURCES

The police headquarters is located in an older structure that is shared with other city offices and the local criminal court. The building was constructed in 1927 and was initially designed and used (through 1968) as a hospital. It was clearly not designed to serve as a modern police department headquarters facility. The facility is, nevertheless, presently functional.

During the CPSM site visit, we found the front lobby was properly secured. The door to city hall is secured at 4:00 p.m. Bullet-resistant glass is installed at the front desk and a secure med-return box is located nearby for receipt of unused or on wanted prescription medications.

Access and movement throughout the headquarters building is controlled by an electronic (Identicard) key card system. Several video cameras provide surveillance of certain interior areas and the external areas around the building. There are panic alarms installed in the upstairs courtroom and office areas.

State police assets are available to the department, such as a special response unit (SRT), hostage negotiators, bomb squad, etc. The state police provide investigative support for serious and large-scale crimes such as arson, fatal vehicle crashes, etc. The department utilizes the state police crime laboratory in Detroit for the examination of evidence, ballistics and narcotics.

The department operates a jail facility at the headquarters building.

There are four holding cells located at the headquarters building; these are used to house both male and female prisoners. These cells are equipped with video recording equipment. There is no sound recording capability in the cells. Prisoners are routinely housed overnight. Uniformed officers are required to be physically present in the building in order to provide supervision to prisoners.

The operation of a jail facility at a police headquarters is generally viewed to be a high-risk, high-liability enterprise. If the department were to discontinue operation of its jail facility, additional uniformed personnel would be made available to supplement or backfill patrol positions.

The headquarters building has separate rooms for the processing of prisoners and for conducting roll call. Officers who are processing arrests are prohibited from bringing weapons into the arrest processing (i.e., 'booking') room. This room is equipped with video and sound recording equipment.

There are two desktop computers in the roll call room that are available to patrol officers. There is no cafeteria room or designated dining area in the building. Property and evidence storage lockers are located in the main hallway of the first floor, near the arrest processing area and roll call room. It should be noted that, during our site visit, a prisoner was observed seated approximately six feet from the property/evidence lockers, which may very well have contained weapons and or narcotics. This highlights a significant issue. While officers who process prisoners are prohibited from bringing weapons into the processing area due to the awkward layout of the headquarters building, administrative and processing areas are comingled or are in very close proximity to one another. The consultants observed several instances where prisoners were physically in very close proximity to armed officers performing other duties. This should be considered to be a significant safety and liability issue.

A computer server room and the female locker room are located on the second floor. An exercise room is available for off-duty use by uniformed personnel. This is generally recommended and is consistent with the officer wellness recommendations contained in the Final Report of the President's Task Force on 21st Century Policing.

Two detectives' offices house two detectives each on the second floor. Separate offices are provided on the second floor for the administrative lieutenant and the narcotics officer. There is also a union office on the second floor. The SRT's locker and equipment room is located on the second floor. Detectives' lockers are located in the monitoring room adjacent to the interview room.

A second floor supply room was found to have peeling paint and an open drop ceiling that should be corrected.

The department does not have a vehicle take-home policy.

There is no designated parking area for the personal vehicles of department personnel.

The department does not have any motorcycles.

A patrol sergeant is assigned to manage fleet maintenance. An Excel spreadsheet is used to record and schedule routine service. Service is performed by contracted private vendors. Older, high-mileage vehicles are repurposed for special assignments, such as traffic details. The department's overall fleet management practices were found to be appropriate.

The department has two bicycles for bicycle patrol. We were informed that these bicycles have not been frequently used in recent years.

Recommendations:

- In light of the significant liability issues associated with the operation of the jail facility, it is strongly recommended that the department discontinue the practice of housing prisoners overnight. This would alleviate a significant liability and safety threat and would also enable the department to redirect staffing for patrol operations.
- The operation of the jail at the headquarters building is also a significant driver for the department's personnel costs. As stated elsewhere in this report, most American police departments the size of the HPD do not regularly assign sworn personnel to a front desk position. Rather, today, it is far more common for a patrol supervisor to share his/her time on shift performing patrol and entering the headquarters building only periodically to perform discrete administrative tasks (i.e., both 'in and out'). Many departments have found that properly trained nonsworn personnel can effectively perform the front desk function during normal business hours. It is far more efficient and cost-effective to have the police supervisor primarily assigned to the field and to have a nonsworn employee assigned to the desk. Traditionally, the HPD has assigned sworn personnel to the front desk primarily for the purpose of overseeing the security of housed prisoners (and to perform front desk duties that could otherwise be performed by nonsworn personnel).
- CPSM believes that it is not necessary to assign a uniformed supervisor to the front desk. If the department discontinues the operations of the jail, sworn personnel (i.e., supervisors) will be freed up to backfill patrol positions. This should yield considerable cost savings to the department and to the city.
- The department should hire, train, and support nonsworn personnel to staff the front window operations during normal business hours. After hours, the front window and doors to the

building can be secured and citizens who 'walk up' and require assistance can be assisted by the dispatcher assigned to the shift, the patrol supervisor, or a patrol unit.

- The department should install an intercom outside the front door of the headquarters building for after-hours use by 'walk-ups' who require assistance.
- It is recommended that the department contract with the Wayne County Sheriff's Office for the processing of arrestees (that is, traditional jail operations). Of course, it must be determined whether or not the Sheriff's Office is able to provide an appropriate facility within reasonable proximity to the department's headquarters for the processing and detention of both males and females charged with felony and misdemeanor offenses. It must also be determined if the Sheriff's office has access to the appropriate information systems (such as CLEMIS) as well as the ability to train and support qualified personnel to process prisoners expeditiously and/or accept immediate custody for the department's prisoners. If it is determined that the Sheriff's office has these capabilities, CPSM recommends that such an agreement be entered into as soon as is practical and that the department's jail facility be closed.
- Several members of the department indicated a preference for continuing jail operations at the headquarters building, as this enables detectives to audio and videotape interrogations of prisoners in the building over an extended period of time. This is an issue that can easily be addressed by the installation of recording equipment at another facility and the granting of access to housed prisoners, as necessary, to investigate serious cases. Note: Prisoners can certainly be detained at HPD headquarters during initial debrief and investigation. Our recommendation is simply not to routinely house prisoners at the headquarters building overnight.
- Rather than immediately discontinuing operation of the HPD's jail facility, it is recommended that a study be conducted to determine whether Wayne County has the above capabilities and can provide adequate services in this regard.

STRATEGIC PLANNING / PERFORMANCE MEASUREMENT

The department does not have a multiyear strategic plan that drives department-wide and unit goals and performance measurement.

The department does not regularly produce comprehensive annual reports to the community in which it reports upon its relative degree of success in achieving organizational goals and assesses the performance of its various units.

Over the past several years, the department has periodically conducted staff meetings. These meetings have not, however, been held consistently (i.e., on a monthly basis) and have been quite sporadic in nature. During the tenure of the present chief, the department has conducted approximately three or four staff meetings. These meetings were attended by personnel at and above the rank of sergeant and were conducted for the purpose of "discussing current issues." A detailed agenda was not circulated in advance and minutes were not taken. Over the past several years, the department has gone extended periods without having conducted such a meeting. CPSM was advised that the chief frequently meets with sergeants and lieutenants in a less formal venue (for example, during lunch). The department should be commended for these efforts to open the internal channels of communication. Nevertheless, it is imperative that more formal structured meetings be held. The absence of such meetings severely limits organizational learning and ongoing performance improvement.

Staff meetings have been held in the department's interview room. This is not a suitable location for these meetings.

It should be noted that the consultants did not attend a staff meeting. Nevertheless, based upon our document review and interviews with members of the department, it appears that staff meetings have been somewhat limited in terms of open communication and detailed analysis of the performance of all units. The format of staff meetings has clearly evolved in recent years. For example, a monthly report is prepared, circulated and addressed at these meetings. These reports include performance data concerning the detective bureau and the patrol division. These reports include such information as the number of cases assigned to detectives, the number of cases closed, the number of warrants requested, etc. Such information is clearly helpful. The department also tracks the number of calls for service (8,549 for the calendar year as of October 3, 2016), but no attempt is made to analyze what type of calls are received, their place of origin, etc. Aggregate retrospective data are presented in these reports, but this information is not necessarily openly analyzed and discussed for purposes of planning future operations and interventions. Collective problem solving, personal accountability, and follow-up are apparently not emphasized or reinforced during the meetings.

The department's lack of a full-time crime analyst is quite apparent. We view this as a missed opportunity for making these meetings more substantive and more effective. The department must develop an ability to search for chronic crime or quality-of-life problems in the community, to identify patterns or 'hot spots' as well as 'hot persons,' and to make intelligent choices for targeting and aggressively addressing these problems.

Other than "monthly reports," the department does not utilize a standard template of performance information for internal management purposes. The lieutenant commanders of Patrol and Investigations were found to be intimately familiar with the activities of their personnel; however, a standard template of monthly activity (such as the number of open cases per investigator, closure rate per investigator, or the number of arrests per patrol officer) is not prepared. The department's records management system (CLEMIS) currently has a feature that serves as an electronic activity log for patrol officers. This feature is not, however, used by the department.

It is the conclusion of CPSM that the department's lack of a designated crime analyst severely restricts the effectiveness of staff meetings and ongoing performance assessment. One member of the department indicated, "We are primarily reactive." Recent efforts at culling and aggregating data from the department's RMS and CAD systems are certainly laudable, but the critical questions are: "Is this information actively being used?"; "Is it being used proactively?"; and "Is it the department's practice to openly share and actually use timely and accurate data for supporting decisions?" CPSM looks for answers to questions such as: "How effectively does the department use data to guide its decisions?" and "How can the department demonstrate success?" Designating, training, and supporting a full-time crime analyst would certainly go a long way toward building the department's capacity in this regard and in establishing a culture of performance assessment and personal accountability.

The consultants were advised that the department's current collection of general orders likely contains "expired" and or "contradictory" orders. If this is accurate, we consider this to be a significant liability threat to the department, its employees, and to the city.

The department utilizes a comprehensive set of rules and regulations. These were published January 1, 2015. They were thoroughly reviewed by CPSM and were found to be generally appropriate and consistent with those promulgated by similarly sized American police

departments. It should be noted, however, that the department does not presently have a procedure for the periodic (that is, annual) review of these rules and regulations.

The city has an ordinance for addressing chronic false alarms at commercial and residential premises (Rules and Regulations Sec. 3.36).

The department has experienced a relatively high level of employee turnover in recent years. Specifically, the department has lost two relatively senior sergeants. Such a loss can be quite disruptive to a department of this size in terms of lost expertise, less supervision, less discipline, and less informal training and mentorship.

It should be noted that a study of the department was conducted by the Southeastern Michigan Coalition of Governments in 2012. That study also identified several of the operational deficiencies noted in this CPSM report (lack of meaningful data analysis, no supervisors' meetings, etc.).

The department frequently assists neighboring police departments (such as the Michigan State Police, Detroit Metro, and Highland Park Police) but has not entered into any formal memoranda of understanding regarding mutual aid.

Recommendations:

- It is the opinion of the consultants that the department is far too reliant upon informal meetings and the chain of command and that more highly structured management meetings must be conducted regularly.
- The consultants commend the department for its recent efforts to monitor and report on its performance via monthly reports. Nevertheless, a more comprehensive method of strategic planning and performance assessment is necessary.
- The department should work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). In light of the continuing financial challenges experienced by the department, it is imperative that the department develop reasonable and obtainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. The development of a functional strategic plan should be considered a necessity. Plan development should be a thoughtful and inclusive process.
- It has been CPSM's experience that most American police departments of the HPD's size do not currently have multiyear strategic plans as described above. Nevertheless, as this department will no doubt continue to be faced with financial challenges, and as continued calls for transparency and accountability by American police departments (see, for example, [Final Report of the President's Task Force on 21st Century Policing](#)) will only become louder in coming years, it is recommended that the department begin the process of formulating such a plan now.
- The department currently has some pockets of analytics dispersed throughout its various units. These analytics can assist managers in terms of providing decision support. However, these pockets of analytics are not properly linked and leveraged. They are not yet being used in a strategic manner. In essence, the units are not talking to each other in an open forum. The HPD must advance to the point where it is routinely using timely and accurate data to inform the majority of its management decisions (both crime-fighting and administrative decisions). In this way, the department's leadership can view the entire organizational landscape; that is, obtain an accurate view of subtle changes in the internal and external work environments and actively engage in 'systems thinking' as the ordinary course of business.

- Monthly staff meetings must be held and must be more structured and considerably more substantive.
- Staff meetings should be conducted in the large conference room located outside the City Manager's office.
- Staff meetings should frequently reference the multiyear department strategic plan, as well as individual unit goals, as a means of checking overall progress toward these stated goals.
- All police departments of the HPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department continue to schedule and hold senior command staff meetings (i.e., meetings between the chief and the two lieutenants) as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced staff meetings (for corporals, sergeants, and above), as described below.
- All of the department's operational and support units should be represented at all staff meetings. This would include patrol, detectives, IT, dispatch, training, etc. This will ensure more open channels of communication and foster organizational learning.
- An agenda should be published in advance of all staff meetings. All supervisors should be encouraged to suggest agenda items, as necessary.
- A review of patrol operations, detective investigations and case updates, traffic analysis and enforcement operations, 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 the purpose of appropriate follow-up at subsequent meetings. Minutes should be distributed to all participants via the department's e-mail system.
- As each serious crime is discussed, field commanders and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary.
- The department has already taken steps to assemble useful performance metrics, but far more must be done. It is recommended that the department review the performance information that is currently being compiled and referred to during staff meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information 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 regularly consulted/retrieved by managers and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. It is critical to have a central source of key performance data. Multiple sources and locations of information hinder the department's ability to engage in proactive management. It is critical that the department task one member of the service to obtain timely and accurate data to be used in this manner and incorporate it into the "monthly stat reports" that are currently being prepared.
- The "monthly stats report" that are currently being prepared can form the basis of a data dashboard system that can record and track any or all of the following performance indicators:

- The total number of training hours performed, and the 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 (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisk) performed, as well as a description of all individuals involved and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President's Task Force on 21st Century Policing.
- Response times to calls for service should be actively monitored.
- The department is currently tracking some of the above areas, but not in a uniform fashion. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard.
- An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
- It is likely that a variety of administrative issues will be raised during staff meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into staff meetings any relevant administrative issues as they arise.
- The specific performance measures to be tracked and reported at staff meetings and/or included in the data dashboard is entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Additionally, Hamtramck is a unique community. 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.

- 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. 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 and resource levels.
- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "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 staff meetings.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at staff meetings. It is recommended that the department's newly appointed crime analyst focus on the production of crime data and draw useful administrative data from its internal systems (such as overtime expenditures by unit, training and budget data) to be presented at 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.
- The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their future plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences.
- Open discussions of this type challenge managers and enhance organizational learning opportunities. Staff meetings should be used to reflect upon the following questions: What is happening (in the community)?; How do we know this?; What should be done?; Are our efforts having any effect?; and, How can we tell?
- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a city-wide reduction in the number of domestic violence incidents" or "a 20 percent reduction in motor vehicle accidents with personal injuries."
- It must be mentioned again that the training unit must be represented and must actively participate at all staff meetings. The training officer must be intimately involved in reviewing current police practices and policies, use of force reports, etc., in order to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions.
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, 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.

- Staff meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Staff meetings have great potential for encouraging brainstorming and innovative problem solving.
- The department's newly designated crime analyst should be present at all staff meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether or not desired results were obtained. Results would then be shared openly during staff meetings.
- Regardless of whether the staff meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data. Clearly, the department must enhance both the quality and quantity of information that it routinely provides to the City Manager.
- A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for the purpose of managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to city officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for purposes of public reporting. City officials must be engaged in the process of selecting performance categories that are most useful. Once this decision is made, a template or "dashboard" could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information.
- It is therefore recommended that the department utilize a standard template to convey pertinent performance information to city 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 City Manager agree to include.
- The Chief must meet with the City Manager on a monthly basis to discuss the ongoing management of the department.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the City Manager. This could certainly be the newly-designated crime analyst. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why?
- CPSM recognizes that both the city and the department do have this information in their possession. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions between the Chief and the City Manager about organizational performance and effectiveness. In this way, future meetings between the Chief and the City Manager will become far more substantive.
- The exact list of performance indicators discussed at these enhanced monthly meetings should be determined by the Chief and city 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 city officials, and 3) that performance discussions follow a uniform/standardized template or format.

- The City Manager must make it a priority to meet individually with the Chief and or her senior staff to discuss the department's monthly performance.
- The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the city's human resource director, and the city attorney's office. These meetings should take place quarterly and should be used as an opportunity to review the department's past safety, use-of-force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale.
- CPSM finds that the department does plan certain operations strategically. However, we cannot overstate the importance of having a formal (i.e., written and approved) multiyear strategic planning document that has been developed openly and collaboratively. Therefore, we highly recommended that the department develop a comprehensive written strategic planning document that includes specific goals and objectives for the department as a whole, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.
- The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of success the department has had in achieving each of these goals.
- Unit goals and individual performance targets and goals for members of the service should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan.
- CPSM recommends that the Chief establish a Chief's Advisory Group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law.
- Senior staff should look to the accreditation guidelines of such bodies as the Commission for the Accreditation of Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and designing its new performance measurement and system. The department should not, however look to undertake or apply for such accreditation at this time, as a number of corrective actions must be taken beforehand.

SECTION 2. PATROL DIVISION

The Hamtramck 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 CPSM 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 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 these calls.

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

TABLE 2-1: Calls for Service

Category	Police-initiated			Other-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	76	1.2	20.4	485	1.4	23.7
Alarm	31	1.3	4.6	796	1.3	9.1
Animal calls	11	1.1	17.7	90	1.2	15.1
Assist citizen	74	1.1	16.8	242	1.2	20.7
Assist other agency	30	1.3	16.8	208	1.5	19.1
Check/investigation	61	1.1	20.0	372	1.2	22.6
Crime—persons	72	1.6	19.0	897	1.6	17.8
Crime—property	99	1.1	12.4	829	1.3	17.1
Disturbance	72	1.6	13.3	1,068	1.6	15.7
Juvenile	5	1.4	4.8	57	1.4	14.3
Miscellaneous	444	1.0	8.3	382	1.2	15.8
Suspicious person/vehicle	220	1.5	13.2	1,348	1.4	13.7
Traffic enforcement	1,300	1.3	12.5	1,113	1.2	16.1
Weighted Average/Total Calls	2,495	1.3	12.5	7,887	1.4	16.2

Table 2-1 presents information on the main categories of calls for service received from the public that the department handled during the study period of July 1, 2015 to June 30, 2016. In total, department officers were dispatched to approximately 10,300 calls during this 12-month period, or approximately 28 calls per day.

In general, CFS volume in Hamtramck 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 service population estimated to be approximately 22,000, the total of 10,300 CFS translates to about 468 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM 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 468 CFS/per thousand/year would suggest an appropriate policy is in place for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. Considering the HPD does not have a process of screening out nonemergency police CFS, it would appear that the Hamtramck community (residents, businesses, and visitors) generate fewer CFS than expected for a community of this size.

It also appears, however, that the Hamtramck Police Department should consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. Responding to false alarms is one category, and motor vehicle accidents involving only property damage at which the police role is largely administrative, that is, preparing and filing reports, is another category. 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 essential. This is particularly important given the small number of

officers assigned on patrol during any given shift. Sparing these officers from responding to nonemergency CFS allows them to remain available and on patrol in the community.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. 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 agency exploring 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. During the study period the HPD responded to more than 800 alarm calls, or about 10 percent of all other-initiated CFS. The response to the overwhelming majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

Currently, Hamtramck has a robust alarm reduction program on the books. Hamtramck Code of Ordinances Chapter 94: Alarm Systems, governs alarm systems and regulates residential and commercial alarms. According to this code, all alarms require a permit and alarm installers must be properly licensed. In addition, the code calls for monetary penalties for repeated false alarms. The first two false alarms in a calendar year for residential and business alarm users do not have a penalty. Each successive false alarm, however, carries a penalty, starting with \$50 for the third residential alarm and reaching \$250 for the fifth and successive false alarm at a place of business. In 2015, there were 100 reported false alarms that resulted in five citations and which generated \$456 in fines. As of December 2016, there have been 155 reported false alarms that resulted in eight citations and which generated \$986 in fines.

The city and HPD should be commended for enacting this code and the administration of the program. However, false alarm calls continue to require a substantial commitment of resources by the HPD and additional steps could be taken to further reduce unnecessary responses and strengthen an already sound program.

During the period under examination by CPSM, there were over 800 alarm CFS. The period studied by CPSM (July 1, 2015 to June 30, 2016) straddles both time periods cited above, but it is clear that only a fraction of the alarm calls are being recorded as false. Based on industry standards that indicate about 98 percent of all alarm CFS are false, the HPD should have logged more than five to seven times more false alarms calls than shown by the records. It is recommended that patrol officers approach these assignments more rigorously in order to properly record false alarms.

For example, a double-call verification protocol is becoming the norm across the country. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms. In addition, consideration should be given to raising fees associated with false commercial alarms. It appears that false alarms might be viewed as a cost of doing business. If these costs were increased alarm owners might take them more seriously and the deployment of unnecessary police resources could be avoided. The HPD has done an excellent job minimizing these unnecessary CFS and more focused attention to this area could have an even greater impact.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the HPD responded to more than 500 motor

vehicle accidents. Examination of Table 2-1 indicates that 6.1 percent of citizen-initiated CFS during the study period were traffic accidents. Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

According to Michigan law, if a motorist is involved in a motor vehicle accident in which a person is injured or the vehicle cannot be driven from the scene safely, the police must respond, conduct an investigation, and prepare a report. In all other types of vehicle accidents there is no duty to respond and the HPD officers simply facilitate the exchange of motorist information and keep the peace. In the pursuit of good customer service and community relations the HPD policy is to respond to all reported accidents when called by a motorist. During the period studied, the HPD responded to hundreds of "nonreport" accidents. In other words, for a substantial share of the traffic accident CFS handled by the HPD, a response was not necessary.

The department should consider modifying its approach to vehicle traffic accidents in Hamtramck. Similar to the alarm reduction program, the HPD should take a more aggressive stance towards responding to "property damage only" accidents. Adopting a more aggressive stance towards minor traffic accidents will minimize the number of accidents dispatched to patrol officers. The combination of these approaches will result in a more efficient use of personnel resources that can be devoted to improving traffic safety in Hamtramck.

Combined, the two categories of CFS discussed above (485 automobile accidents and 796 alarms) amount to more than 16 percent of all citizen-initiated CFS in the study period. Essentially, one out of every six CFS handled by the HPD is nonemergency, and possibly nonpolice-related activity. These categories of CFS must be examined carefully. It is recommended, therefore, that the HPD establish a committee that includes all the principal stakeholders in this process and which has the responsibility of evaluating the CFS workload with an eye toward recommendations for ways to reduce response to nonemergency CFS. This committee should begin with these categories of CFS response and formulate additional protocols for these assignments.

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

CFS Efficiency

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 Hamtramck. Several key pieces of information can be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 6-2, Percentage Calls per Day, by Category; Table 6-5, Primary Unit's Average Occupied Time; Table 6-7, Number of Responding Units, by Initiator and Category; and Table 6-13, Average Response Time

Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 6-5, Hamtramck patrol units on average take 16.2 minutes to handle a call for service. This figure is much lower than the benchmark time of about 28.7 minutes for a CFS, based on CPSM's experience. Also, the department, according to Table 6-7, dispatches 1.4 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly lower in the HPD than policing norms of about 1.6 officers per CFS. In other words, the HPD uses less time and fewer officers to handle a CFS than the average police response of other agencies studied by CPSM.¹

Similarly, according to Table 6-13, response time for CFS in Hamtramck averages 7.1 minutes per call in the winter, and 7.4 minutes per call during the summer. This is a very low response time and undoubtedly a function of the small geographic size of the community and the low workload. Generally, an acceptable average response should be about fifteen minutes per call. The HPD patrol should be commended for prompt response to CFS. Response time to "high-priority" CFS is also low. The HPD averaged 3.7 minutes to respond to a high-priority CFS and this is one of the lowest response times CPSM has observed in this category of all the agencies CPSM has studied.

¹ CPSM benchmarks are derived from data analyses of police agencies similar to the HPD.

TABLE 2-2: CFS Efficiency

Variable	Mean	Minimum	Maximum	Hamtramck	HPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	22,403	
Officers per 100,000 Population	201.2	35.3	465.1	133.8	LOWER
Patrol Percent	66.1	32.4	96.8	66.7	AVERAGE
CFS Rate	1,004.8	2.2	6,894.2	468	LOWER
Avg. Service Time Police CFS	17.7	8.1	47.3	12.5	HIGHER
Avg. Service Time Public CFS	28.7	16.0	42.9	16.2	HIGHER
Avg. # of Responding Units Police CFS	1.2	1.0	1.6	1.3	LOWER
Avg. # of Responding Units Public CFS	1.6	1.2	2.2	1.4	LOWER
Total Service Time Police CFS (officer-min.)	22.1	9.7	75.7	16.3	HIGHER
Total Service Time Public CFS (officer-min.)	48.0	23.6	84.0	22.7	HIGHER
Workload Percent, Weekdays, Winter	26.6	5.0	65.0	16	LOWER
Workload Percent, Weekends, Winter	28.4	4.0	68.0	16	LOWER
Workload Percent, Weekdays, Summer	28.7	6.0	67.0	18	LOWER
Workload Percent, Weekends, Summer	31.8	5.0	69.0	18	LOWER
Average Response Time Winter	11.0	3.1	32.2	7.1	LOWER
Average Response Time Summer	11.2	2.4	33.3	7.4	LOWER
High-priority Response Time	5.0	3.2	13.9	3.7	LOWER

Web-based or Deferred Response

The department website could feature a list of incidents for which the public can prepare a report online and thus forego the response of an officer. Communities around the country have had success with this additional feature for citizens to report minor offenses. Adding a web-based police reporting platform could enable citizens to make reports for harassing phone calls, lost property, thefts, vandalism, and identity theft. The use of this reporting mechanism is an excellent use of available technology. However, industry experience suggests that citizens still prefer the response of a "live" officer to lodge their complaints. Web-based reporting is not a panacea for reducing nonemergency responses, but an excellent tool to consider nonetheless.

In addition to the web-based reporting, the HPD could consider staffing a telephone response program to various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the HPD, thus eliminating the response of a sworn officer. Nonemergency calls, such as past crimes, minor property damage, and harassment (all of the categories of web-based reporting options) can be handled by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a staff member becomes available to respond to the call. Dispatchers can record reports for certain categories of nonemergency incidents over the telephone. This

process could divert nonemergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendations:

- Create a CFS working group to explore the potential of eliminating workload demands and nonemergency CFS from patrol workload.
- Explore the low amount of time spent on handling CFS. Generally, a quick response and fast CFS processing would indicate an efficient work flows. However, the average time spent by HPD on CFS appears lower than normal. This could be a sign of efficient work flow, or it could be that CFS are not being handled rigorously enough. Exploring this issue is beyond the scope of this report, but follow-up review by patrol commanders and supervisors is recommended.

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 Hamtramck 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.

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.”²

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.

² John Campbell, Joseph Brann, and David Williams, “Officer-per-Thousand Formulas and Other Policy Myths,” *Public Management* 86 (March 2004): 22–27.

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 HPD 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. Analysis of this type allows for identification of activities that are really "calls" from those activities that are some other event.

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

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does *not* mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

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, community policing, and emergency response. Patrol is generally the most visible and 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 personnel data available at the time of the site visit (December 8, 2016), patrol is staffed by 20 sworn officers (one lieutenant, three sergeants, six corporals and ten police officers). These 20 of the 30 sworn officers represent 66.7 percent of the sworn officers in the HPD.

Accordingly, the department has a higher than expected percentage of sworn officers dedicated to the patrol function. This part of the “rule” is not hard-and-fast. Smaller agencies tend to have more officers on patrol as a function of the entire department. Taken on its face, a value of 66.7 percent is not problematic. However, the HPD is under-resourced in many areas, and this part of the “rule” will be reevaluated when other staffing recommendations are taken into consideration.

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, CPSM 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 CPSM’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. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does *not* mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

The CPSM data analysis that is part of this report provides a rich overview of CFS and staffing demands experienced by the Hamtramck 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 2-1 through 2-8 represent workload, staffing, and the “saturation” of patrol resources in the HPD 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 2015 and February 2016. 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 2-1: Deployment and Workload, Weekdays, Summer

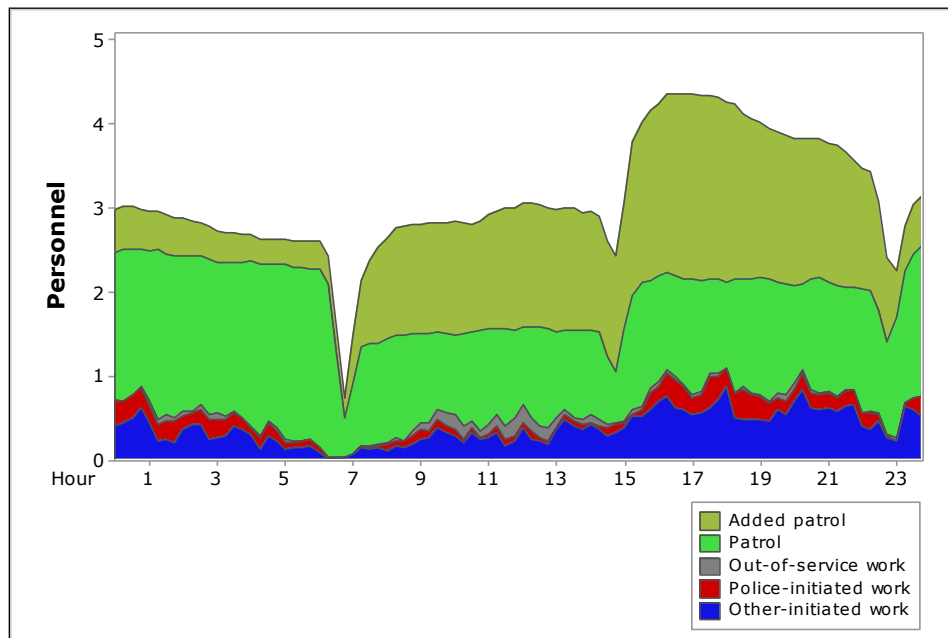


FIGURE 2-2: Workload Percentage by Hour, Weekdays, Summer



Workload v. Deployment – Weekdays, Summer

Avg. Workload: 0.6 officers per hour
Avg. % Deployed (SI): 18 percent
Peak SI: 29 percent
Peak SI Time: 12:45 a.m.

Figures 2-1 and 2-2 present the patrol workload demands and SI for weekdays in summer. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 0 percent at 6:30 a.m. to a high of 29 percent at 12:45 a.m., with a daily average of 18 percent.

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, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

The above figures indicate an efficient deployment of personnel accompanied by low levels of workload throughout most of the day. As Figure 2-2 illustrates, with the exception of the early morning hours (between about 1:00 a.m. and 6:00 a.m.) the workload-to-staffing-ratio is fairly uniform and in the neighborhood of about 20 percent. A 20 percent SI is an easily manageable workload and the patrol function in Hamtramck has ample resources to meet this demand. The uniformity, or stability, of the SI line demonstrates that the right amount of personnel are available during the times they are needed. Large swings, or spikes, in this figure would illustrate an inefficient deployment of personnel. That is not the case, however, and the conclusion can be drawn that the shifts are staffed appropriately. Considering that the shifts are balanced from a personnel perspective will have important bearing on potential staffing decisions that face the department.

The main concern — from a staffing perspective — facing the HPD patrol division is not having enough resources to meet the demand. Even under a policy of responding to every CFS

received from the public, the HPD has enough resources on patrol to meet that demand. The problem is that there are currently too few officers on patrol to properly respond to crime and disorderly conditions while maintaining public and officer safety.

Using the workload (0.6 officer/hours) and SI percentages (18 percent workload) as shown in Figure 2-2, leads to the conclusion that on average the HPD patrol function, during weekdays in the summer, deploys 3.33 officers. Closer inspection of Figure 2-1 indicates that for most of the weekdays in the summer there are on average fewer than three officers assigned during the day. The exception is after 3:00 p.m. when "added patrol" surges staffing to 4.5 officers on average until about 7:00 p.m. This is undoubtedly related to the traffic safety overtime provided to HPD officers (this is discussed separately in this report). With three or fewer officers assigned to patrol the posture of the patrol function is entirely reactive. In general, the saturation index is a mathematical interpretation of when patrol resources shift to a primarily reactive posture, but in the HPD's case, with so few officers on patrol, the posture is entirely reactive at most times.

Officers on patrol understand the low level of deployment and are inhibited from engaging in proactive policing. They must remain available to back each other up and respond to emergencies. For example, officers will be hesitant to investigate suspicious circumstances if they know they are only one of two officers/units on patrol. What if they get tied up? What if they make an arrest? Then the other units on patrol have no support. Therefore, officers will be reluctant to engage crime, disorder, and traffic situations unless directed to do so by a CFS. Problem solving, community engagement, proactive policing, etc. are all stifled under these low staffing levels. This is a problematic situation for Hamtramck.

In addition, with so few officers on patrol officer safety becomes an issue. Under the current deployment model used by HPD patrol, when only two officers are assigned to work they are assigned together in one unit. This is a sound policy. The research on one-officer vs. two-officer patrol units indicates that there is no clear advantage of staffing two-officer units when it comes to reducing crime, increasing arrests, improving response time, or citizen satisfaction. There is, however, a perception of officer safety held by the officers themselves. This perception gets accentuated in high-crime areas, and under circumstances where patrol staffing is low. When there are only two officers assigned to patrol, they should be assigned together. If they are assigned separately in one-officer units, the reality is they would follow each other around from CFS to CFS anyway. Assigning them separately, therefore, would not improve service delivery, but assigning them together will improve the perception of safety. The assignment of two-officer patrol units has a place in the deployment of HPD units and will be discussed later under patrol staffing.

FIGURE 2-3: Deployment and Workload, Weekends, Summer

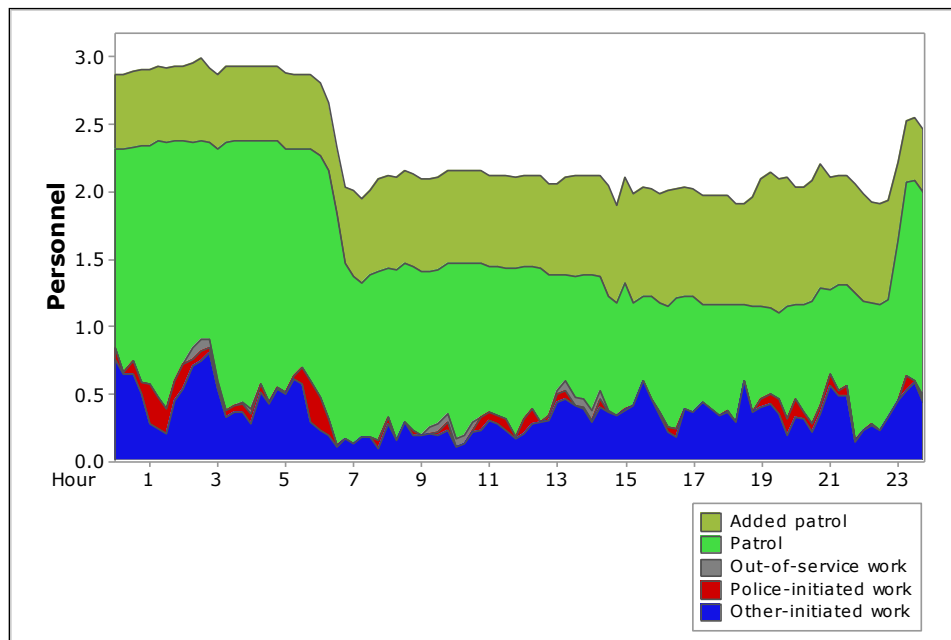


FIGURE 2-4: Workload Percentage by Hour, Weekends, Summer



Workload v. Deployment – Weekends, Summer

Avg. Workload: 0.4 officers per hour
 Avg. % Deployed (SI): 18 percent
 Peak SI: 30 percent
 Peak SI Time: 2:15 a.m. as well as 6:30 p.m.

Figures 2-3 and 2-4 present the patrol workload demands and SI for weekends in summer. The workload never exceeds the 60 percent threshold. The SI ranges from a low of just below

7 percent in the early morning hours to a high of 30 percent at 2:15 a.m. and 6:30 p.m., with a daily average of 18 percent.

FIGURE 2-5: Deployment and Workload, Weekdays, Winter

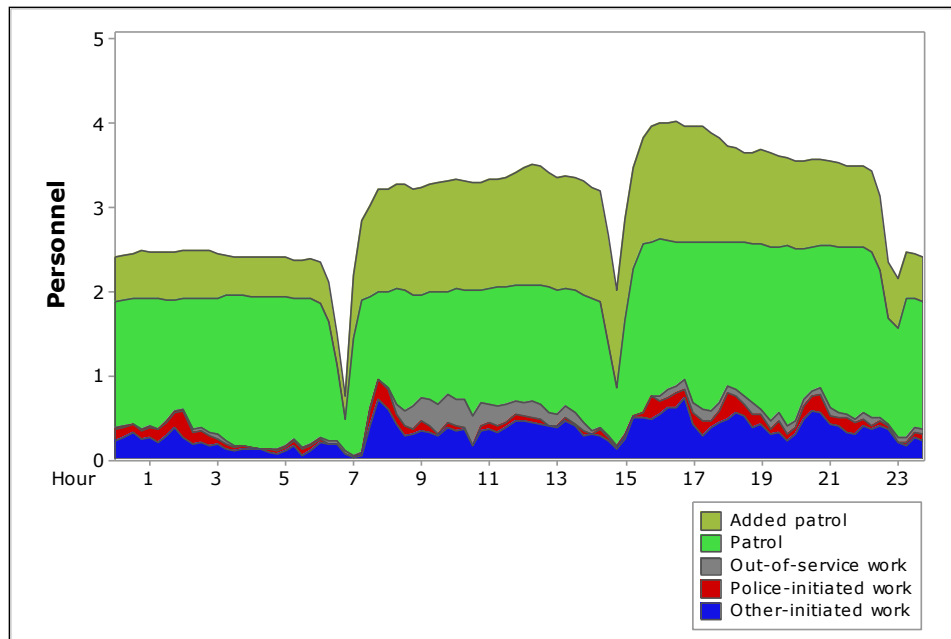


FIGURE 2-6: Workload Percentage by Hour, Weekdays, Winter



Workload vs. Deployment – Weekdays, Winter

Avg. Workload: 0.5 officers per hour
 Avg. % Deployed (SI): 16 percent
 Peak SI: 30 percent
 Peak SI Time: 7:45 a.m.

Figures 2-5 and 2-6 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The SI ranges from a low of just below 0 percent at 7:00 a.m. to a high of 30 percent at 7:45 a.m., with a daily average of 16 percent.

FIGURE 2-7: Deployment and Workload, Weekends, Winter

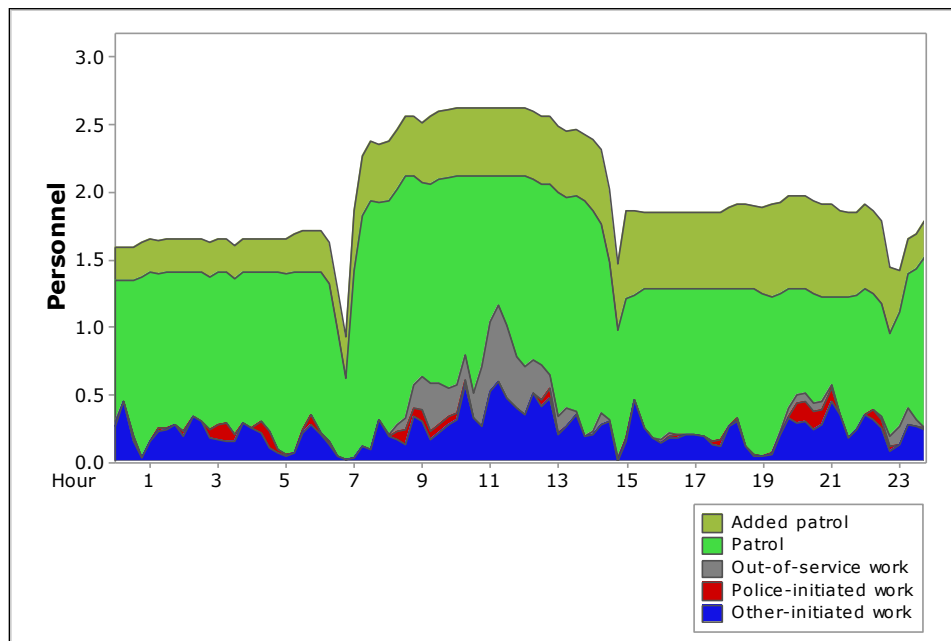


FIGURE 2-8: Workload Percentage by Hour, Weekends, Winter



Workload v. Deployment – Weekends, Winter

Avg. Workload:	0.3 officers per hour
Avg. % Deployed (SI):	16 percent
Peak SI:	44 percent
Peak SI Time:	11:15 a.m.

Figures 2-7 and 2-8 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The SI ranges from a low of below 5 percent numerous times during the day to a high of 44 percent at 11:15 a.m., with a daily average of 18 percent.

Appropriate Patrol Staffing

Taking into consideration the demand for police services and the concept of saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The HPD's main patrol force is scheduled in 8-hour shifts starting at 7:00 a.m., 3:00 p.m., and 11:00 p.m. Each shift is supervised by a sergeant, and has two corporals. The number of officers assigned to each shift varies. At the time of the site visit, there were three officers assigned to the 7x3 shift, three officers assigned to the 3x11 shift, and four officers assigned to the 11x7 shift. Shift sergeants have fixed days off each week. Corporals and officers also have two fixed days off each week, but these days off move forward every four weeks. For example, if an officer has Monday and Tuesday off for the period November 19, 2016 through December 16, 2016, the officer will then have Tuesday and Wednesday off for the next four-week period and so on.

Table 2-3 presents the combination of personnel assignments and days off that lead to various levels of patrol strength. During a recent assignment period (11/19/2016 to 12/16/2016), patrol strength varied from a low of three officers to a high of six officers assigned. In addition to the main patrol force, officers are assigned to special assignments, but are available during the day to respond to CFS. The CPO/K-9 officer and traffic officer are on patrol and routinely handle CFS. According to the table, the day shift averages 3.6 officers scheduled each shift, the afternoon shift schedules 4.3 officers per shift, and the midnight shift schedules 5.0 officers per shift.

Scheduled assignments and actual assignments usually differ. Furlough, sick time, court attendance, etc. all direct officers away from their assigned duties and leave the patrol force with fewer officers for patrol than assigned. While the HPD has between three and six officers scheduled, the actual number of officers working will be lower.

CPSM calculated that the police department's main patrol force deployed an average of 1.8 units per hour during the 24-hour day in summer 2015 and 1.9 units per hour during the 24-hour day in winter 2016. When additional units are included (front desk, K-9 units, and traffic officers), the department averaged 2.9 units per hour during the 24-hour day in summer 2015 and 2.7 units per hour during the 24-hour day in winter 2016.

These data indicate that at times there is only one unit on patrol in Hamtramck. This is problematic from both a safety and service delivery perspective. The HPD must take immediate steps to increase the number of officers on patrol.

TABLE 2-3: Patrol Strength by Shift, Recent Assignment Period

	#	Mon.	Tues.	Wed.	Thur.	Fri.	Sat.	Sun.
Day								
Sgt.		x	x	1	1	1	1	1
Cpl.	33	1	1	1	x	x	1	1
Cpl.	60	x	1	1	1	1	1	x
PO	69	1	x	x	1	1	1	1
PO	15	1	1	1	1	x	X	1
PO	7	x	1	1	1	1	1	x
		3	4	4	4	3	4	3
Shift Average: 3.6								
Afternoon								
Sgt.		1	1	1	1	1	X	x
Cpl.	46	1	x	x	1	1	1	1
Cpl.	8	1	1	1	1	x	X	1
PO	57	x	1	1	1	1	1	x
PO	42	1	1	1	1	x	X	1
PO	64	1	x	x	1	1	1	1
		5	4	4	6	4	3	4
Shift Average: 4.3								
Midnight								
Sgt.		1	1	1	1	1	x	x
Cpl.	26	x	1	1	1	1	1	x
Cpl.	48	1	1	x	x	1	1	1
PO	17	1	1	1	x	x	1	1
PO	38	1	x	x	1	1	1	1
PO	22	1	1	1	1	x	x	1
PO	45	X	x	1	1	1	1	1
		5	5	5	5	5	5	5
Shift Average: 5.0								
Overall Average: 4.3g.								

Supervisory Issues: Corporals and Sergeants

Corporal Designation Should be Eliminated

CPSM was advised that patrol officers advance to the rank of corporal by virtue of seniority, rather than aptitude, skill, or knowledge. This is a practice that CPSM has not encountered in any of the many police departments that we have studied. The current collective bargaining agreement provides that promotion to the rank of corporal must be offered to the two (2) most senior officers per patrol shift. A former requirement that officers have a minimum of five years seniority prior to promotion to the rank of corporal has been abandoned. CPSM was advised that it is also apparently possible for a patrol officer to decline this promotion, resulting in the offer of promotion to the person who has the third most seniority on the shift.

Corporals are members of the same bargaining unit as the police officers. The designation of corporal can be removed any time a more senior member of the department is assigned to the shift. In addition, corporals (and sergeants for that matter) receive no training in supervision, management, or leadership. Members in this rank are simply given the designation and expected to supervise their peers without formal support or guidance.

CPSM recommends this practice be abandoned immediately and the HPD make provisions to have a sergeant on duty at all times to provide patrol supervision. If a sergeant is unavailable for any reason, one should be called in on overtime, or the lieutenant should be responsible for supervising the shift. In addition, the HPD should immediately identify an appropriate training program for supervisory development for all patrol supervisors.

A system of promotions not based on merit can severely undermine general supervision, discipline, and morale in any police department. Additionally, this contractual provision severely limits management's ability to transfer personnel among patrol shifts. Under the current practice, individuals can lose their rank of corporal if they are reassigned to a shift with more senior personnel. Such a practice undermines the authority and respect associated with the rank of corporal. Corporals are responsible for "the efficiency and discipline of all members of the department under their control." (Rules and Regulations Se. 1.14 A) As such, they should be selected and promoted based upon merit.

Sergeant Selection Process

Promotion to the rank of sergeant is not based upon written examination. Rather, the department uses an assessment center process. A private vendor (EMPCO) has been engaged to administer the assessment center and to conduct oral interviews. The assessment center process is also used for selecting those who will be assigned as detectives, as well as promotions to the rank of lieutenant. The consultants generally view written examinations as one of several effective means of identifying qualified personnel for promotion. In the absence of a written examination, the department must make every effort to ensure that the current assessment center practice conforms with those used by similarly sized American police departments. A detailed review of the assessment center process currently being used was beyond the scope of the present report. Nevertheless, the consultants are available to provide guidance concerning best practices in this regard.

The consultants were advised that the department is unable to perform a lateral hire of a trained supervisor (i.e., sergeant) due to restrictions imposed by the current collective bargaining agreements. This is unfortunate, as the department would certainly benefit from such a hire.

Desk Officer/Public Access Window

The department currently provides continuous operation of a public access window in the lobby of the station house. This position is staffed by the shift supervisor (sergeant or corporal) and civilian dispatcher. In the past, this position was staffed by two sworn personnel. In an attempt to reduce expenses, the dispatcher position was civilianized. Continued operation in this current manner should be revisited.

The police dispatcher is responsible for answering emergency CFS through 911 and dispatching these CFS to units on patrol. In addition, the dispatcher is situated at the public access window of the department and expected to field inquiries from the public. Dispatching emergency CFS is a critical position in the department and distraction from outside influences should be minimized. Exposing personnel assigned to this position to direct contact with the public should be discontinued.

Assigning sergeants to a position of desk officer should be discontinued. Patrol supervisors should be on patrol and directly engaged in the operations as they occur. Patrol cannot be supervised from inside the police facility. The HPD should immediately discontinue this practice and ensure that shift sergeants are mobile and assigned outside the facility. Returning to or remaining inside the police facility by sergeants should only be to supervise officers there or to oversee arrest processing or other critical incidents that occur at the facility.

CPSM recommends that the HPD 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. To aid in the discontinuation of 24-hour, seven-day coverage of the public access window, the department should install an emergency phone in the lobby that connects directly to the dispatcher. 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. To support the administrative responsibilities associated with the public access window, the HPD should assign additional civilian personnel to this position. The HPD should assign two dispatchers during business hours, 9:00 a.m. to 5:00 p.m., Monday to Friday, for example (one dispatching CFS and the other fielding inquiries from the public at the window). Ideally, civilian dispatchers will be embedded in the newly configured patrol shifts (see discussion below) and work regularly with patrol personnel assigned to the shift. The 9:00 a.m. to 5:00 p.m. position would be an overlay on the dispatchers assigned to the shifts. Therefore, a cadre of civilian dispatchers would be assigned to rotating shifts with patrol personnel and additional civilian dispatchers can be identified to work administrative hours at the public access window as well as providing backfill for other dispatchers assigned to the shifts.

Patrol Reconfiguration: 12-hour Shifts

The combination of low patrol staffing, and inefficient personnel assigned to supervisory and administrative positions, presents substantial improvement opportunities for the HPD. These opportunities involve eliminating the corporal position, ensuring a sergeant is assigned at all times, and a departure from the 8-hour shift configuration to a 12-hour shift, and a realignment of personnel to maximize coverage and reallocate resources to where they are most needed.

CPSM recommends the implementation of 12-hour shifts for patrol operations. To accomplish this, the current patrol force, along with additional sworn personnel, would be divided into four primary and two secondary shifts that rotate around and against each other so as to provide enhanced coverage for patrol.

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.³ The length of the shift is secondary to the application of that shift to meet service demands.

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus there are more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

³ 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).

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. Service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services there will be a daily variation of a surplus and a shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration will create four separate squads that do not interact often, thus creating personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the department.

In its totality, however, the patrol shift schedule in the HPD is inefficient. The best possible alternative shift configuration appears to be the 12-hour shift model, utilizing six squads: four equally staffed teams to provide a constant supply of officers and supervisors, with two additional "power" squads of officers covering the busiest times. The six-squad, 12-hour shift alternative appears to overcome the negative elements of the current shift plan and also addresses operational needs more effectively. This shift plan maximizes coverage when it is needed most and minimizes coverage when it is needed the least. It also provides for all officers to experience weekends off every other week. This type of schedule is the "norm" in numerous police departments in the United States. Experience with this schedule indicates that it addresses both operational needs and employee quality-of-life concerns.

TABLE 2-4: Recommended 12-Hour Shifts and Overall Operational Staffing

Patrol			
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
Total		6	20
Detectives			
Investigations		1	4
Specialized		-	2
Community Response Team		-	2
Detectives Total		1	8

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 problems in 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 Hamtramck. 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. With four 12-hour shifts, 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 long and 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 between shifts by three hours, which is manageable. 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.

Under this model, 12-hours each day will have one sergeant and three officers assigned. During these times CPSM recommends that no fewer than two units be assigned to patrol, with one of them being a two-officer unit. The second unit could be the patrol supervisor, or the patrol supervisor could be part of the two-officer unit and be the primary response auto. When all four officers are assigned, the deployment should be one two-officer unit, and two one-officer units. The one-officer unit(s) must be deployed with heavy weapons (as per the HPD policy directive “Part 9 – Firearms and Gear”) and provide support to the two-officer unit. In the event staffing falls to only two officers, an additional officer, or sergeant as appropriate, should be called in on overtime to work patrol. The other 12 hours will have two sergeants and five officers assigned. During these times CPSM recommends the continuation of the two-officer unit, with the remaining units all staffed as one-officer response autos with heavy weapon deployment as appropriate.

(Note that it would also be feasible to have shifts of one sergeant and three officers, rather than the one sergeant/four officer arrangement shown in Table 2-4. This is a choice the city must make. Using the one/three team design for the shifts would reduce the required number of positions by four.)

Technology on Patrol

The HPD equips each patrol vehicle with a wide array of technology and surpasses industry standards in this regard. Each marked patrol vehicle is equipped with a mobile data terminal (MDT) capable of accessing the CAD and RMS systems. Vehicles are also equipped with radar, electronic ticket printers, as well as in-car audio-video systems. Each car is also equipped with a heavy-weapons rack and officers can have such weapons mounted inside the vehicle.

Two pieces of widely used technology are not present in patrol units: automatic license plate readers and automated external defibrillators. Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. They cost around \$20,000 to \$25,000 per device, and can check license plates almost ten times faster than an officer manually checking license plates, and can result in double the number of arrests and recoveries of stolen vehicles.⁴ Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of these devices to equip

⁴ Police Executive Research Forum study of LPR effectiveness in the Mesa, Ariz., police department.

approximately 25 percent of their patrol cars. It is strongly recommended that the HPD implement this technology and install an LPR in at least one marked patrol car in the city.

Patrol vehicles are not equipped with automated external defibrillators (AEDs). AEDs are designed to be simple to use for first responders, and their use is taught in many first aid, first responder, and basic life support (BLS)-level CPR classes. The deployment of AEDs in marked police vehicles would greatly enhance the life-saving capabilities of the department. These inexpensive (less than \$2,000 each unit) and easy-to-use devices would be a tremendous asset to the HPD and their purchase and deployment is strongly recommended in at least one vehicle on patrol at all times.

Recommendations:

- Reconfigure patrol staffing and implement a 12-hour shift plan with six patrol teams.
- It is strongly recommended that the department seek (via ongoing and upcoming contractual negotiations) to eliminate the contractual provision that provides for promotion to the rank of corporal for the two most senior police officers assigned per patrol shift.
- It is recommended that the department seek (via ongoing and upcoming contractual negotiations) to acquire the ability to laterally hire supervisors.
- Ensure that a sergeant is on patrol at all times.
- Discontinue the position of desk officer and repurpose this position to be a patrol supervisor.
- Discontinue the 24x7 public access window. Restrict public access to normal business hours and staff this post accordingly.
- Deploy one LPR and one AED on patrol at all times.

SPATIAL REPRESENTATION OF DEMAND

The figures presented previously (Figures 2-1 through 2-8) provide a thorough examination of the service demands placed on the HPD 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 HPD. Examining the spatial demands permits the exploration of where incidents are occurring.

As can be seen in Figures 2-9 and 2-10, there are several distinct incident “hot spots” in the community. It is clear that retail, commercial, and traffic conditions command a great deal of attention from the HPD. There are numerous discernable hotspots in this area, as well as sizeable concentrations of CFS in other retail and commercial locations throughout the city. This comes as no surprise as these areas are vibrant and well-traveled part of the community and presumably would demand a large share of attention from the police department.

Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion’s share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion. For example, the HPD could work with private security at the shopping centers to minimize theft, which would reduce the demands placed on patrol resources. Patrol officers could also work in collaboration with property managers to

minimize problems caused by disorderly tenants at housing complexes. Similarly, the department could work with the commercial establishments in the community to regulate activities more aggressively.

Later in this report CPSM recommends staffing a Community Response Team (CRT). This would be a team of two officers that would be assigned in the context of supporting general patrol operations and handling CFS. Those additional officers could be leveraged to address community hot spots. With the other patrol officers assigned specifically to handle CFS, the team can be tasked with identifying the underlying problems in these hot spots and then work with the community stakeholders to address those problems. With geographic accountability and the freedom of time away from handling CFS, the additional resources directed in this way could have an enormous positive impact on crime, disorder, and traffic conditions in the community.

To support this effort, the HPD should consider creating a nonemergency call system. Calls not requiring an immediate response of the police could be routed to the nonemergency system and a message could be left by the caller for the CRT to handle at the appropriate time and day. This system would have the added benefit of removing these types of CFS from patrol officers and keep them available to handle emergencies and provide back-up for one another. Social media can be leveraged for this process as well. Members of the community could be encouraged to communicate their nonemergency issues via social media, which would be monitored by the HPD, and the CRT could respond accordingly.

FIGURE 2-9: Spatial Representation of Other-initiated CFS (Red=75 CFS)

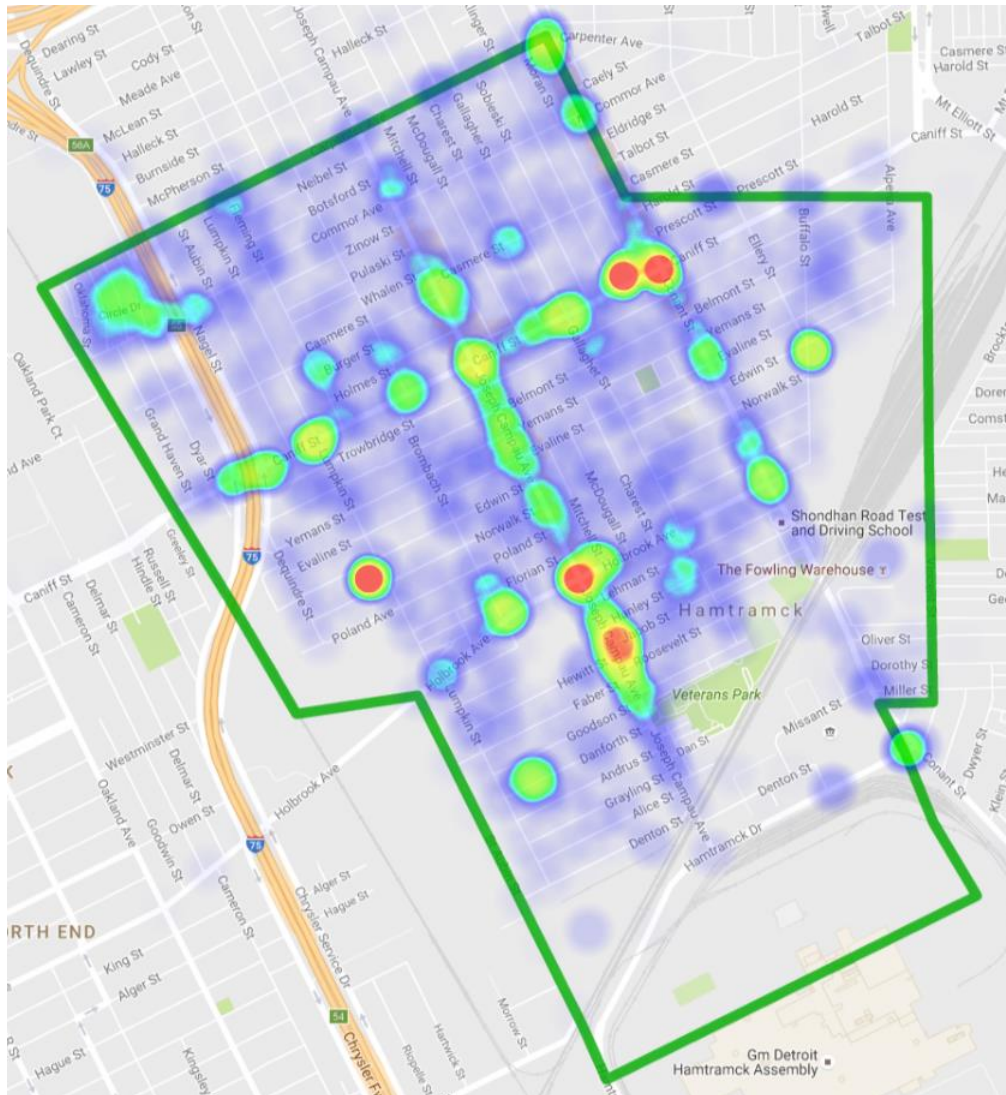


FIGURE 2-9 KEY: Top Locations for Other-initiated CFS

Runs	Location	Place Near
137	PULASKI PARK	Pulaski Park
104	HOLBROOK ST & JOSEPH CAMPAU ST	Downtown (CVS)
88	CONANT & CANIFF	Conant & Caniff
79	3521 CANIFF ST	Rotana Apts
67	9006 JOSEPH CAMPAU ST	A & C Supermarket
62	CANIFF ST & LUMPKIN ST	Caniff & Lumpkin
62	JOSEPH CAMPAU ST & CANIFF	Jos Campau & Caniff
61	9600 BUFFALO ST	Bridge Academy
51	JOSEPH CAMPAU & ROOSEVELT	Jos Campau & Roosevelt
50	9300 JOSEPH CAMPAU ST	CVS (near Holbrook)
50	2620 HOLBROOK ST	Hamtramck Housing Commission
47	12197 CONANT ST	Pizza Marvelous
46	CARPENTER ST & CONANT ST	Carpenter & Conant
46	HOLBROOK ST & CONANT ST	Holbrook & Conant
46	GALLAGHER ST & CANIFF ST	Gallagher & Caniff
45	3401 HAMTRAMCK DR	Dickerson Jail
42	DEQUINDRE & CANIFF	Dequindre & Caniff
41	JOSEPH CAMPAU ST & CASMERE ST	Jos Campau & Casmere
38	2000 CANIFF ST	Mobil Gas
34	LUMPKIN ST & HOLBROOK ST	Lumpkin & Holbrook
34	2333 BURGER ST	Kosciuszko Middle School
33	JOSEPH CAMPAU & JACOB	Jos Campau & Jacob
33	CANIFF ST & MACKAY ST	Caniff & McKay
31	YEMANS ST & JOSEPH CAMPAU ST	Yemans & Jos Campau
30	11444 JOSEPH CAMPAU ST	L George's Coney Island
30	9028 JOSEPH CAMPAU ST	Family Dollar

FIGURE 2-10: Spatial Representation of Crime—CFS (Red=20 Crime CFS)

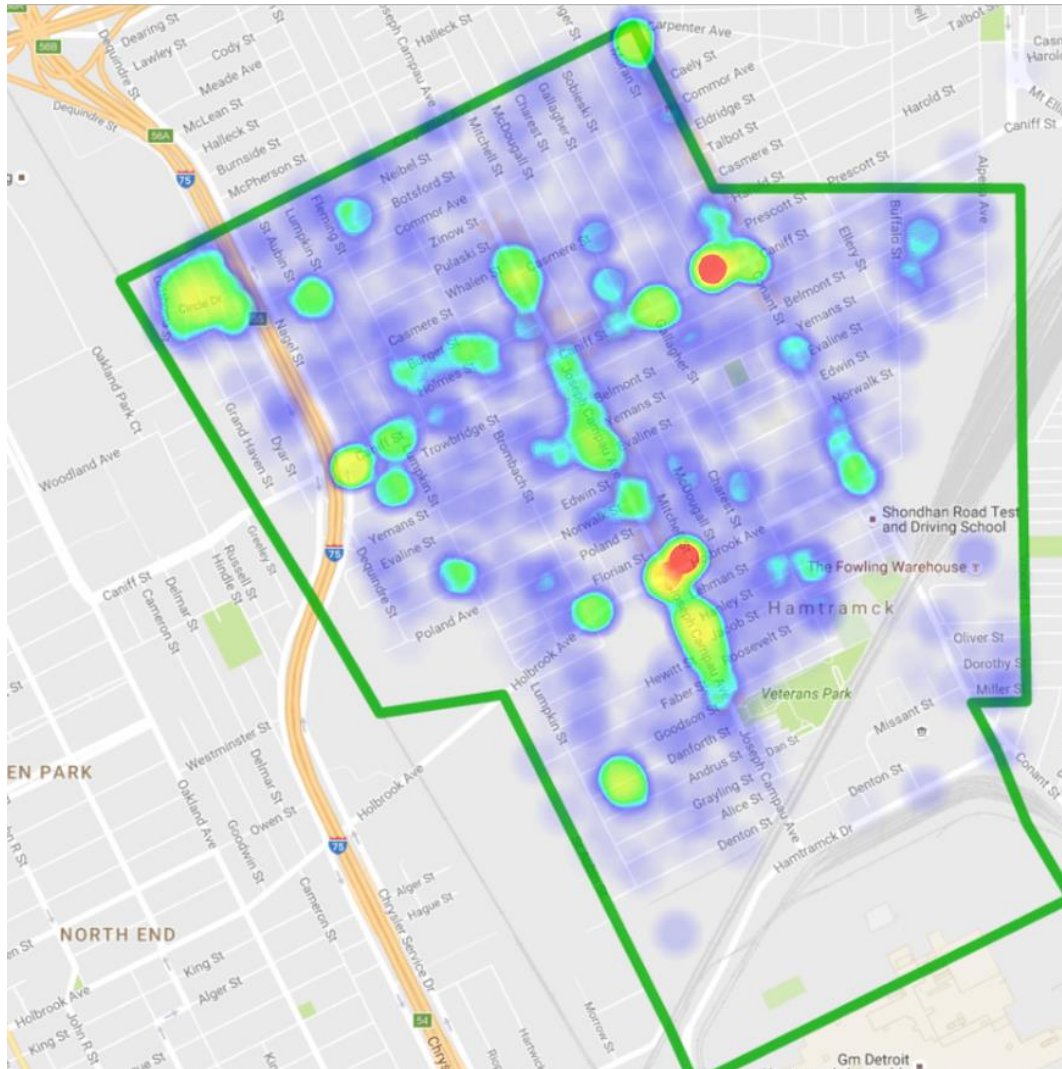


FIGURE 2-10 KEY: Top Locations for Crime—CFS

Runs	Location	Near Place
25	9300 JOSEPH CAMPAU ST	CVS (near Holbrook)
24	3521 CANIFF ST	Rotana Apts
18	2000 CANIFF ST	Mobil Gas
18	HOLBROOK ST & JOSEPH CAMPAU ST	Downtown
15	12197 CONANT ST	Pizza Marvelous
14	9028 JOSEPH CAMPAU ST	Family Dollar
14	CONANT & CANIFF	Conant & Caniff
12	2620 HOLBROOK ST	Hamtramck Housing Comm.
12	JOSEPH CAMPAU & CASMERE ST	Jos Campau & Casmere
11	12036 GRAND HAVEN	Colonel Hamtramck Homes
11	2007 BELMONT ST	Residential
10	3306 CANIFF ST	Al Halamain
9	2272 DANFORTH AVE	Residential
9	11664 ST AUBIN	Residential
9	9101 JOSEPH CAMPAU ST	Downtown (Family Dollar)
9	PULASKI PARK	Pulaski Park
9	CANIFF & GALLAGHER	Caniff & Gallagher
9	11350 CHAREST ST	High School-Community Center
9	2353 BOTSFORD ST	Residential
8	11410 CHAREST ST	High School
8	CANIFF & LUMPKIN	Caniff & Lumpkin
7	WHALEN ST & JOSEPH CAMPAU ST	Whalen & Jos Campau
7	HOLMES ST & MACKAY ST	Holmes & McKay
7	5246 BELMONT ST	Residential
7	HOLBROOK ST & CONANT ST	Holbrook & Conant
7	CONANT ST & CARPENTER ST	Conant & Carpenter
7	2273 DANFORTH AVE	Residential

SECTION 3. ADMINISTRATIVE DIVISION

The Administrative Division is managed by a lieutenant and a sergeant and is responsible for a wide variety of functions, including criminal investigations, special assignment detectives, the community policing officer (also K-9), commercial motor vehicle enforcement, and traffic records. Essentially, this division is a “catch-all” for all nonpatrol related functions of the department. Each section of this division will be examined.

Both supervisors work an administrative schedule, generally business hours with weekends off. The scope and breadth of the type of work accomplished by this division is impressive. With a “skeleton” staff the management and line personnel should be commended for providing such a wide array of services and being responsible for such a diverse set of tasks and activities. Simply stated, the current operation of this division requires additional personnel resources and an organizational restructuring to accomplish the department’s mission. Following is a discussion of the subunits of this division and recommendations to improve both efficiency and effectiveness.

DETECTIVE BUREAU

The detective bureau is charged with the investigation of major crime as well as other cases as determined by their specialization. Personnel assigned to this bureau do an excellent job and should be commended for their efforts. Several opportunities for improvement are offered to improve the function of this unit.

The bureau is supervised by one sergeant and staffed with four detectives. One of the detectives has a collateral assignment with the FBI Violent Crimes Task Force. Personnel are assigned to work from Monday to Friday and have flexible work hours. Two detectives generally report for duty at 6:00 a.m. to handling any in-custody arrests and assign new cases for investigation. Another detective reports for duty at approximately 9:00 a.m. to ensure coverage for most of the “business hours” of the day.

Having the detectives work as a group has advantages and disadvantages. The size of the community and the familiarity the detectives have with the crime conditions and prolific offenders lends itself to collaboration and the sharing of collective experiences. Structuring their work time to be present as a group is valuable and not only aids in the solving of criminal investigations but also builds camaraderie within the bureau. In addition, having steady days off improves the quality of life for personnel. Shift work is inherently disruptive to peoples’ lives, and where opportunities exist to minimize that disruption, they should be taken.

Having an investigative function that does not work 24x7 presents disadvantages as well. Ideally, investigative personnel should be available at all times to immediately respond to crime scenes. The size of the unit, however, limits this ability. The HPD does not have enough personnel resources to staff the detective bureau around-the-clock. Not doing so limits the department’s ability to respond quickly to crime scenes. Oftentimes, the difference between making an arrest and solving a crime is the timeliness of the response by an investigator. To address the absence of detectives working during the weekends, patrol supervisors have the authority to “call out” personnel to investigate serious crime. Each weekend one of the four general investigators is on-call to respond to major crimes when required.

In light of the number of detectives assigned, HPD does not appear hampered by the lack of around-the-clock investigative coverage. The current deployment of personnel appears sound.

Each working day one detective is responsible for assigning cases that occurred on the previous day. This process does not consider the potential for the crime to be "solved," which leads to all crime complaints being assigned to a detective for follow-up. Table 3-1 shows the caseloads for the individual investigators in the detective bureau over the past two years.

TABLE 3-1: HPD Caseloads, 2015 and 2016

Position	2015	2015 Monthly Average	2016 ⁵	2016 Monthly Average ⁶	Current Open Caseload
DET #71	469	39.1	403	36.6	42
DET #72	424	35.3	390	35.5	107
DET #75	364	30.3	247	22.5	205
DET #79	158	13.2	128	11.6	40

Efficient case management processes rely on evaluating solvability factors. Criminal complaints eligible for follow-up investigation by detectives should be subject to a supervisory review to determine if there are workable leads (whether or not there is potential for the case to be solved) before being assigned to a detective. Cases that are reviewed and determined not to be solvable should be closed.

The HPD assign all criminal complaints to investigators for follow-up. The result of this policy is an extremely high caseload per investigator. Table 3-1 indicates that full-time detectives in the HPD get about 30 cases assigned every month. Det#71 has the highest case assignment with about 38 cases each month since January 2015. Det#75 has the lowest case assignment with about 27 cases per month. Even the detective assigned to the FBI Violent Crimes Task Force has a caseload of about 12 new cases each month, in addition to his responsibilities with the Task Force.

In addition, the current case management process results in a high open caseload. Table 3-1 indicates, for example, that the average detective in the HPD has 99 open cases. Det#75 has the highest with 205 and Det#71 the lowest with 40.

Assigning every criminal complaint for investigation creates a system that is not conducive to solving crimes. The detectives are overburdened with responsibilities, some of which could and should be assigned elsewhere. It is just not possible to investigate 35 or more cases every month. If a detective is assigned to work 20 days each month (not including vacation, training, court, etc.), he or she would be responsible for investigating about 1.5 cases EACH DAY. This is unworkable.

There are no absolute standards for determining an appropriate caseload for a police detective. One murder investigation could occupy the time of several detectives for months; on the other hand, one detective could handle hundreds of theft cases in a similar period. The International Association of Chiefs of Police suggests, however, that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources

⁵ 2016 case totals were tabulated at the time of the CPSM site visit on December 8, 2016

⁶ Monthly averages are calculated using 11 months as the base.

suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded every year. In 2015, Hamtramck recorded 892 Index Crimes (227 violent crimes and 665 property crimes). According to both these benchmarks, the HPD either needs more resources or needs to manage follow-up criminal investigations more efficiently.

One area of opportunity for the detective bureau is in the area of case management. Assigning every criminal complaint to a detective is not an efficient use of resources. According to the HPD, the cases that cannot be solved only require a phone call back to the complainant notifying them that the case is closed. While this is an excellent idea from a customer service perspective, it is an inefficient use of a detective's time. Another process should be put in place in lieu of tying up a detective's time to make routine calls on cases that will never be investigated.

The detective sergeant should get more involved in the case management process. Relieving the detectives from reviewing each case will give them additional time to actually investigate crimes. The detective sergeant should review the cases and determine which ones have the potential to be solved. The ones that have the potential to be solved should be assigned to a detective. The ones that cannot be solved should be closed and forwarded to the patrol division. The officer that initially took the crime complaint would then be responsible for notifying the complainant that the case is closed.

Furthermore, there are very few mechanisms in place to manage investigations after they are assigned. The bureau is close-knit and personnel interact daily, therefore there is no indication that cases are "falling through the cracks." However, more rigorous oversight of the progress of investigations would make things even more efficient. For example, benchmarks relative to investigations could be set and tracked. Limits could be set on the amount of time to contact the complainant, file the first follow-up report, interview victims/witnesses, close a case, etc. Currently, there are no standards in place, which means, among other things, a case could remain open for a long time after investigative leads have been exhausted. Again, there is no indication this is occurring, but no way of knowing either. A more rigorous approach in this area would improve efficiency.

One opportunity to improve the case management process is to assign a full-time dedicated sergeant to supervise the investigative function. The position currently called the "detective sergeant" is a misnomer. The detective sergeant is responsible for a myriad of critical administrative functions (evidence and property control, traffic and records, special assignment officers, CPO/K-9, and the commercial motor vehicle enforcement) and she does not have time to adequately oversee investigations. This is not a criticism, but a statement of fact. The investigative process is essentially unmanaged. The detectives are doing double-duty by both managing and conducting investigations. They should be commended for this effort, but they need help. Dedicating a full-time sergeant to this function will alleviate some of the burden as well as open up opportunities for other investigative needs that are not being met.

The HPD has lower than expected clearance rates for reported crimes. The 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, and 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 2016, 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; and encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

TABLE 3-2: HPD Clearance Rates 2015

Crime	Hamtramck			Comparable Population Group (10,000 to 24,000)	Hamtramck Comparison
	Crimes	Clearances	Rate	Rate	
Murder	0	0	NA	62.9%	NA
Rape	7	1	14%	39%	LOWER
Aggravated Assault	137	88	64%	60.4%	HIGHER
Robbery	83	16	19%	36.2%	LOWER
Violent Crime Total	227	105	46.3%	52.8%	LOWER
Burglary	217	17	8%	15.3%	LOWER
Larceny	274	47	17%	29.6%	LOWER
Vehicle Theft	174	5	3%	18.5%	LOWER
Property Crime Total	665	69	10.4%	26.5%	LOWER

Table 3-2 shows that the HPD clearance rate for violent crime in 2015 was 46.3 percent, which is lower than the 52.8% clearance rate of other departments for communities of similar size. Additionally, the HPD clearance rate for property crimes is 10.4 percent, which is also lower than the comparable rate for communities of similar size. In fact, the HPD clearance rate is lower in all but one category of recorded crime.

Crime clearances are not the sole responsibility of the investigative function. Research has shown that effective preliminary investigations by officers on patrol during the initial report of the crime are critical to the success of clearing that crime. Inspection of Table 2-1 shows that officers on patrol spent on average 17.8 minutes on a person-crime (assault, robbery, etc.) and 17.1 minutes on a property-crime (burglary, larceny, etc.). These times include the time to respond to the call, so it can be concluded that, on average, a reported crime in Hamtramck is investigated for fewer than 15 minutes by officers on patrol. The discussion on patrol workload revealed that there are ample resources to meet demand through CFS and there is ample discretionary time for officers on patrol. It is recommended that the response and preliminary investigations of crime complaints be scrutinized by patrol supervisors. It appears that more time

could be spent on these types of CFS and a more rigorous and thorough preliminary investigation could be conducted. This would alleviate some of the workload faced by detectives and undoubtedly result in greater clearance rates.

Clearance rate is the most important outcome measure used to evaluate the effectiveness of investigations. The performance of the HPD reveals an area for opportunity. A more rigorous approach to criminal investigations using a mix of patrol and detective resources is required.

In order to improve its criminal investigations process the HPD should establish a more rigorous case management system. The sergeant (dedicated sergeant) should have a frequent report (weekly) of all the cases assigned to each investigator, the status of each case, as well as a running account of the number of cases cleared by type of crime and by individual investigator.

COMMUNITY RESPONSE TEAM (CRT)

It is recommended that to support criminal investigations and crime reduction initiatives in general, the HPD deploy a Community Response Team (CRT). This team would be supervised by the detective bureau sergeant (full-time dedicated position and not the hybrid position staffed currently). These officers would work in uniform and on patrol and have flexible working hours and days off to respond to crime, disorder, and traffic problems identified by the HPD. This team would not be responsible for conducting drug investigations or long-term follow-up criminal investigations, but would be a resource for the department to use to conduct proactive enforcement activity. This team would work hand-in-hand with the detectives assigned to specialty squads, case investigators, and patrol officers to combat community problems. They would also be responsible for acting on intelligence and crime information to address patterns and trends emerging in the community. As discussed above, this team would be a resource to deploy at "hot spots" and to track and address "hot people" as identified by spatial crime analysis and recidivist monitoring.

The CRT would also act as the crime analysis and criminal intelligence arm of the HPD (see the section later in this report on crime analysis and criminal intelligence). In addition, this team could conduct fugitive enforcement efforts to locate and arrest people wanted or who have outstanding warrants. Clearly, a two-person team is limited in the scope of this effort, and it is not recommended that their responsibility be to execute high-risk warrants or make tactical entries. However, there are hundreds of outstanding warrants and persons wanted for past crimes and who currently are not being pursued. The CRT would be responsible for coordinating the enforcement of these warrants, which would undoubtedly improve crime reduction efforts in the community.

The newly created CRT could also benefit from a closer working relationship with both code and parking enforcement personnel. Often times, the biggest concerns of the community involve code and parking violations. In addition, from a criminological perspective, disorder is thought to be linked to crime. Minor disorderly conditions, such as abandoned or dilapidated property, graffiti, littering, abandoned vehicles, etc. are thought to be the breeding ground of serious criminal offending. Therefore, correcting disorderly conditions not only addresses complaints from the community, it has the added impact of reducing serious crime. To coordinate these efforts, it is recommended that the CRT also be staffed with code enforcement and traffic enforcement personnel.

In order to align the activities of the CRT more appropriately, it is recommended that this team, as well as the detective bureau, be relocated organizationally from its current position under the Administrative lieutenant to the Patrol lieutenant. The Patrol Division would then be renamed as

the Operations Division and all the operational elements would fall under the Operations Division lieutenant. All other administrative and support elements of the department would remain under the Administrative lieutenant, who would be supported by a sergeant.

SPECIAL ASSIGNMENTS

The HPD staffs several specialized assignments. Sworn personnel are assigned to a DEA Task Force, an FBI Violent Crimes Task Force, commercial truck enforcement, and community policing (also K-9). These positions are supervised by the detective bureau sergeant.

Drug Enforcement Administration Task Force

The HPD details one investigator to the Drug Enforcement Administration Task Force (DEA-TF) in Detroit. This investigator is assigned on a permanent basis and produces value for the HPD far greater than the commitment of resources that the HPD bears. The task force is comprised of representatives from the DEA as well as police officers from several local departments. The mission of the DEA-TF is to target mid-level to upper-level drug organizations in the county. Occasionally, the DTF will make street-level arrests to gather intelligence, but the general operational force is focused on long-term, higher-level investigations coordinating with other state and federal counterparts to eradicate drugs in the county. The HPD is reimbursed for salary, training, travel, overtime, and benefits costs.

Since federal fiscal year 2015 this task force has made more than 50 arrests and seized nearly five kilograms of heroin and more than \$2 million in cash/assets. As important, this task force provides operational and tactical support of enforcement efforts in Hamtramck. The ability to leverage resources in this fashion is a huge added value to the HPD. The breadth and scope of operations is impressive. The HPD should be commended for participating in this effort and continued involvement is strongly recommended.

F.B.I. Violent Crimes Task Force

The HPD also assigns a detective to the FBI Violent Crimes Task Force (FBI-TF). The FBI-TF is staffed by FBI agents, as well as representatives from the Detroit Police Department, the Michigan State Police, Detroit Public Schools, Wayne County Sheriff, and other local police departments. This assignment, like the DEA-TF, provides an enormous benefit to Hamtramck and provides resources that the department cannot provide on its own. The FBI-TF provides both operational and tactical support to the HPD and undoubtedly has both a direct and indirect impact on reducing crime in Hamtramck. The HPD is reimbursed for salary, training, travel, overtime, and benefits costs. An added benefit of this assignment is that the detective also carries a caseload of Hamtramck investigations. Therefore, not only does this assignment allow the HPD tap into a broader array of resources, but the detective assigned is also engaged in casework originating directly from Hamtramck. Here again, the HPD should be commended for participating in this effort and continued involvement is strongly recommended.

Commercial Motor Vehicle Enforcement

The HPD details one officer to commercial motor vehicle enforcement. This officer generally performs duty from 6:00 a.m. to 2:00 p.m. from Monday to Friday and is responsible for conducting truck enforcement. The officer assigned is highly trained and skilled for this position. While no data could be provided about the level of activity, it appears that this position conducts rigorous enforcement in Hamtramck.

Notwithstanding the training, skill, and enforcement provided by officer, continuation in this assignment should be revisited. As noted, there is no specific data illustrating performance, and anecdotal accounts indicate that a substantial amount of time is dedicated to truck enforcement on Interstate 75 ('The Ditch'). Truck enforcement in the broader Hamtramck community is limited, and there was no evidence provided that truck traffic and truck safety is an issue for the community. With staffing levels on patrol at very low levels the assignment of one officer to truck enforcement that is not even directed at truck traffic in the city should be discontinued. This position should be redeployed into one of the 12-hour patrol teams recommended in a previous section of this report.

In lieu of a dedicated commercial motor vehicle enforcement position, each patrol team should be responsible for identifying the locations with recurring traffic problems and those with a high level of accidents, and then address these locations on a continuous basis. It is recognized that the entire patrol division could never be trained to develop the expertise of the commercial motor vehicle enforcement officer. However, given both the staffing needs on patrol and the utility of a more generalist approach to traffic safety, CPSM recommends discontinuing this assignment and redeploying this officer into a patrol team.

Community Policing / K-9

The department's Rules and Regulations set forth specific goals, procedures, and suggested operations for its community policing efforts. These provisions are quite specific and are consistent with those of other similarly-sized American police departments (Sec. 1.21 – 1.217). Nevertheless, when asked by the consultants to provide data or documentary proof that the stated goals were in fact being accomplished (e.g., "Increasing effectiveness by attacking problems which give rise to the incidents that consume police resources." Sec. 1.212 C), the department was unable to do so. Community policing goals are not clearly articulated or evaluated.

Failure to have an articulated and measurable community policing plan makes it difficult to direct and assess the department's various efforts to establish and maintain productive partnerships with the community. A robust community policing program with clearly defined and measurable initiatives should be a prominent feature of a multiyear departmental strategic plan.

Once per month a 'citizens' patrol meeting' takes place. No one member of the department is assigned to regularly attend these meetings.

Despite the lack of a clearly articulated comprehensive community policing plan or strategy, it is clear that the department does frequently engage in this type of policing and has experienced success with various initiatives. For example, in order to dissuade youth from engaging in property damage and criminal mischief associated with the night before Halloween ('hell night'), the department worked with members of the citizens patrol and neighborhood watch groups to arrange a community 'pot luck' dinner. Officers apparently expend their own funds to participate in this event. The detective sergeant coordinated the department's efforts this year.

The HPD details one officer to the Hamtramck Housing complex on a full-time basis. This officer also has the added responsibility of being a K-9 handler with his partner "Flash." The salary and benefits of this position are fully funded by the U.S. Department of Housing and Urban Development (HUD), and this officer is assigned specifically to the housing complex and acts as the liaison between the property management and the residents to address crime and quality of life issues. The officer assigned to this position works from 7:00 p.m. to 3:00 a.m. with Mondays and Tuesdays off in the summer, and 4:00 p.m. to 12:00 a.m. with Sundays and Mondays off in the winter. The consultants were advised that the K-9 officer attends block club meetings. The chief, patrol lieutenant and detective sergeant have also attended these meetings.

Considering this position bears no cost to the city, and patrols a critical part of the community, continued staffing of this assignment is strongly recommended. However, in order to streamline patrol staffing and balance the patrol teams, as discussed previously, it is recommended that this position be subsumed by the Patrol Division. Specifically, this position should be assigned to one of the "swing" shifts identified in Table 2-4. As discussed, personnel assigned to the swing shifts would have the responsibility to adjust the start times of the shift according to crime and disorder conditions. This approach could also be applied to the CPO/K-9 officer, maintaining the flexibility of his hours to be responsive to the housing complex, while also benefiting from closer supervision and direction from patrol commanders. Integrating this position into the patrol division, therefore, would maintain the current services provided as well as using patrol personnel to be a force-multiplier to address concerns in the housing complex as well as the community at-large.

Recommendations:

- Assign a full-time sergeant to supervise detective, special assignment, and CRT operations.
- Move the detective bureau organizationally into the Patrol Division, which should then become the Operations Division. Add one sergeant to the Administrative Division.
- Implement a more rigorous case management system for criminal investigations and incorporate data management (caseload, clearances, etc.) into the operations of the detective bureau.
- Deploy a Community Response Team. Two sworn officers, along with code and parking enforcement personnel, at the direction of the detective sergeant and operations division commander, should be employed to address crime, traffic, and disorder conditions in the community.
- Continue the assignment of personnel to the DEA and FBI task forces.
- Discontinue the assignment of personnel to commercial truck enforcement and reassign to patrol.
- As the department works to develop a multiyear strategic plan, it should strive for collaborative development of a specific community policing plan. This plan would include measurable goals and objectives for the department as well as for specific units. Members of the general public should be engaged during the development of this plan; members of the newly designated Chief's advisory council (mentioned elsewhere in this report) should certainly take an active role.
- Recent research strongly suggests that effective community policing strategies require an overarching strategic planning framework or platform in order to be effective. As Gill, et al., (2016) note, "Community policing requires change at more than just the ground level. A 'true' implementation of community policing requires full organizational commitment and changes to leadership, structures, information sharing, and decision making." (p. 5) In other words, effective community policing requires a departmental strategic plan (p. 6) and monthly staff meetings.
- The department should give strong consideration to establishing a park, walk, and talk program whereby, during certain periods in identified areas, patrol officers (using handheld radios) exit their vehicles and patrol on foot for the purpose of citizen engagement and visibility.
- Merge the current CPO/K-9 operations into a patrol swing shift.

SECTION 4. DEPARTMENT-WIDE ISSUES

CRIME ANALYSIS / CRIMINAL INTELLIGENCE

The HPD should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering in order to support criminal investigations and crime reduction initiatives in general. Currently, this function is largely absent on a planned, organized basis. Crime analysis is performed on an ad hoc basis. One member of the department noted, "Crime analysis is happening all the time, just not in a structured or formal way." CPSM was advised that both lieutenants routinely engage in crime analysis. An example was provided whereby members of the department recently identified and addressed a pattern of 'smash and grab' burglaries.

Crime analysis and criminal intelligence are often conflated and thought to be the same thing. To put it in economic terms, crime analysis is analogous to counting your money, and criminal intelligence is how you spend it. Combining the two disciplines can provide a more accurate picture about where and when crime is occurring, and what to do about it. A police department needs to do both and there is an opportunity in the HPD to improve in this area.

The crime level and nature of the community are such that the absence of criminal intelligence is not critical. The size of the community makes it possible for the officers to know and understand crime trends without the support of sophisticated analysis. However, the HPD coverage area borders Detroit and the problems of Detroit often spill over into Hamtramck. Anecdotal accounts from HPD personnel indicate that most of the prolific offenders that commit crimes in the city come from Detroit. Although this cannot be verified by CPSM, it stands to reason that the close proximity would generate criminal activity.

A daily crime log listing all crime reports is forwarded to all uniformed members of the department via e-mail. CPSM was advised that the department does not regularly create and analyze crime maps, but that the department's RMS and CAD systems have mapping capability. One supervisor stated, "We do maps, as needed." Another member of the department explained that crime maps were unnecessary as Hamtramck's "crime hot spots are always the same."

Additionally, the Patrol lieutenant attends weekly intelligence meetings conducted by the FBI in Detroit. Intelligence is shared at these meetings. The lieutenant is also a member of a Joint Terrorist Task Force. The detective assigned to the Violent Crimes Task Force works with the FBI and officers from other agencies to perform investigations and enforcement operations in the region as well as in the city of Hamtramck.

The Patrol lieutenant also attends 'Compstat' meetings conducted by Detroit's 11th Precinct. These precinct-level meetings address crime hot spots and the department's enforcement efforts (i.e., arrests and proactive stops) in that command (which is adjacent to Hamtramck and is the source of much property and violent crime). Detailed crime maps and data analyses are prepared with the assistance of the Wayne State University Center for Urban Studies.

One member of the department summarized the situation, stating, "We are performing crime analysis, just not in a structured or coordinated way." The CLEMIS system provides, for no additional cost, a crime analysis and mapping program. The department has not availed itself of this program.

There is no designated crime prevention officer.

The department does not have any personnel assigned to perform traffic analysis (That is, to routinely review and analyze crash reports to identify geographic and temporal patterns that would guide enforcement efforts.)

In order to leverage the information processed by the department, the department should create a sworn position (Criminal Intelligence Officer, or CIO), and which should be a part of the CRT. The position should be responsible for crime analysis and criminal intelligence. This position is part of a three-prong approach to crime reduction. The first is rigorous criminal investigations, the second is proactive patrol and investigations, and the third is criminal intelligence. These elements are like three legs of a tripod, with each one only as effective as the others. Intelligence can drive enforcement and vice versa.

The CIO position would be responsible for preparing strategic crime analyses and trend reports, monitoring and tracking high-propensity offenders, developing and managing crime prevention programs, securing search warrants, training department personnel, making community and media presentations, exchanging crime information with surrounding agencies, and initiating proactive crime-solving strategies.

An additional area of responsibility for this position, as well as all detectives processing prisoners, would be prisoner debriefings. Every day, people are arrested, booked, and processed in the HPD headquarters facility. These individuals are potentially an enormous source of information about the criminal activities in the community. Yet no one in the HPD speaks to them in a focused way to elicit this information. The detectives recognize the potential of this approach, but do not have the time to spend cultivating this information in a rigorous way, and more importantly, have no one or no unit to hand off for analysis any intelligence that is gathered. The HPD is under-resourced to the extent that actionable intelligence would not be pursued. The CIO should have primary responsibility of not only interviewing (debriefing) prisoners processed by the HPD, but also teaching other officers how to conduct an effective prisoner debriefing. Additionally, it would be the CIO's job to develop the questions and areas of inquiry to be broached with the arrested individuals. Keep in mind, the debriefing is not an interrogation about the particular crime for which the person was arrested, but about other information they might know. For example, Who is selling drugs?; Where is stolen property "fenced?"; Who is responsible for the most recent robbery or assault?; Do you know anyone that steals cars?; etc. Asking these types of questions can produce valuable information, but if they are never asked, nothing can be learned.

Recommendations:

(Regarding administrative positions, CPSM believes that all recommended improvements in this and the previous section could be made with current staff, with the exception of the crime analyst position. To fill that role, one route the department could take is to backfill the records clerk position by hiring a full-time [or perhaps part-time] records clerk so that the current records clerk can perform the duties and responsibilities associated with the role of the department crime analyst.)

- The department should consider designating one uniformed member of the department to serve as criminal intelligence officer (CIO). The duties of this position would include debriefing prisoners, tracking recidivists, developing informants, securing search warrants, developing crime strategies, etc. This position must therefore be filled by a sworn member of the department. One of the department's current cohort of detectives could be appointed CIO.

- If the department chooses not to designate a sworn CIO, it is nevertheless imperative to designate one sworn or nonsworn member of the department to serve in the traditional role of crime analyst.
- The department should also designate one sworn or nonsworn member of the department to perform traffic analysis. (Note: This could certainly be the newly appointed crime analyst.)
- The newly designated crime analyst (or CIO) would be charged with the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hotspots; and 'hot persons.' The crime analyst would be directed to perform 'actionable' analysis. That is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. The department should adopt and use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated analyst dedicate at least ten hours per week to the analysis of crime data.
- The crime analyst must become an active participant in all staff meetings and a partner in all planned investigative and tactical operations. It is imperative that the analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides.
- In order to become operationally efficient, the department must clearly articulate the duties and responsibilities of both the crime analyst and the traffic analyst.
- The crime analyst should work closely with the proposed technology task force to accurately assess the capabilities of the department's current RMS and CAD. If it is determined that the current system is unable to produce the quantity and quality of data reports discussed above, it is highly recommended that new capabilities be developed.
- The newly designated crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills.
- The department should consider utilizing COMPASS or an equivalent program to provide timely and accurate crime data to the community via crime maps to replace current methods. The provision of timely and accurate crime maps to the community should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the Final Report of the President's Commission on 21st Century Policing (2016), as well as open communications with all segments of the community.

TRAFFIC SAFETY PROGRAM

For many years, the department has had a "traffic safety program," which is outlined in the collective bargaining agreement (DGO #2010-03) and the department's Rules and Regulations (Sec. 3.31). The collective bargaining agreement provides that "members of each bargaining unit be provided be opportunity to work 32 additional hours per pay period IN ADDITION to their regularly scheduled shifts" (emphasis supplied). This agreement provides that the parties must perform a "twice yearly analysis of the program to determine that it is financially self-sustaining,

meaning that the cost to the city of the program must be completely offset by the revenue generated by the program" (p. 5).

The agreement further states that data concerning the costs of the program and revenue generated must be exchanged on a monthly basis in order to determine "self-sustainability" (p. 5). Notwithstanding this provision, the consultants were advised that a detailed cost-benefit analysis of this program has not been conducted. More specifically, no attempt has been made to examine whether this program has any impact whatsoever upon public safety. The latter point calls into question the underlying purpose for the program; that is, whether and to what extent it was ever intended to actually enhance traffic safety throughout the community. The lack of detailed analysis via a comprehensive analytical tool, such as The National Institute of Justice's (NIJ's) data-driven approach to crime and traffic safety (DDACTS), as well as the absence of a permanently assigned traffic analyst suggest that the relative effectiveness of the department's traffic enforcement efforts (such as the issuance of citations by officers engaged in the "traffic safety program" or the efforts of the "weights and measures" officer) are not being properly evaluated.

The stated purpose of the traffic safety program is to "help control the flow of traffic through the city of Hamtramck by specifically targeting enforcement of traffic laws"(section 3.31 A). During CPSM's site visit, the department was unable to provide the consultants with any quantitative data to suggest that this goal has been or is being accomplished.

In exchange for the overtime, which can be worked in 4 or 8 hour allotments, officers must have one "contact" per hour. A contact is regarded as a car stop that results in either a citation or warning to the motorist for a traffic infraction.

This program has several positive and negative attributes. In its totality, however, the current operations of this program should be revisited and redirected to a more focused and more general approach.

Deployment of additional officers on patrol is an important feature of this program. On many occasions patrol is staffed with only one patrol car. As discussed elsewhere in this report, such low staffing is problematic, therefore, any program that provides added uniformed officers on patrol is welcome. Additionally, the financial impact of this program on the incomes of the officers cannot be dismissed. Officers in the HPD have experienced challenges in their compensation package over the years, and this program permits officers to recoup wages. Although the HPD does not conduct any rigorous analysis of traffic safety, it stands to reason that enforcement of this intensity is contributing to safer roads and less property damage and injuries from motor vehicle accidents.

However, there are negative attributes of the program that give CPSM cause for concern. Primarily, the structure of the program is built upon a quota system. Officers are expected to make a certain number of contacts during the overtime. While there are no negative repercussions for NOT meeting this quota, this quota system should be discontinued. Placing quotas on enforcement creates the conditions, either real or perceived, that enforcement is being conducted to meet that quota and not necessarily to address any underlying traffic conditions. This opens up the HPD to allegations of enforcement bias and racial profiling. Structuring officer discretion in this manner should not be continued and the quota system involved in the overtime enforcement should end immediately.

The distribution of overtime is at the officer's discretion (generally at the beginning or end of a shift). While this is convenient for the officers, enforcement may occur at times that might not have an impact on traffic safety. For example, if there is a traffic condition that is occurring at

noon on Saturday or Sunday and which needs to be addressed, there is no guarantee that overtime enforcement will be deployed at this time. A preferred approach would be to conduct an analysis and identify specific problematic locations, times, and specific contributing causes of issues or accidents at those locations. Then, overtime would be offered to address those specific locations/behaviors at the times they are occurring (for example, speeding at noon on Saturday at Holbrook and Joseph Campau Streets).

Without a rigorous analysis of traffic conditions in Hamtramck, it is difficult to assess the impact of this program and even the need for such a program in the first place. With a violent crime rate of more than 1,000 incidents per 100,000 population (more than three times the state and national averages), added enforcement could have an impact in this area. Officers assigned to overtime aimed at crime reduction could address crime and disorder conditions as well as community complaints. Again, however, without appropriate crime analysis and criminal intelligence, assigning officers to crime reduction overtime would be extremely inefficient.

Recommendation:

- It is recommended that the department suspend the overtime-based traffic safety program until such time as a detailed, multiyear cost-benefit analysis of this program can be conducted. It must be determined whether this program is having any impact in terms of accomplishing its stated goals. Please note, this recommendation is based upon a fair reading of section 3.31 G of the labor agreement and Rules and Regulations Sec. 3.31 G, which state that the program may be suspended "at the discretion of the Chief of Police at any time without prior notice." CPSM's recommendation should not be construed, however, as the provision or offering of a legal opinion on this point. The consultants strongly suggest that the city consult counsel before taking action in this regard.
- If the overtime program is reinstituted, it should be redesigned to incorporate a broader enforcement mandate, including traffic, crime, and disorder, with deployment based on rigorous analysis.

SCHOOL ENFORCEMENT

The department does not have any designated school resource officers (SROs). The department does not have a distinct strategy for addressing crime and disorder in the city's schools.

Hamtramck has one public high school, one public middle school, three public elementary schools, a number of charter schools (grades K-12), and several charter high schools. CPSM was informed that the department generally enjoys a "good relationship with the schools," and that members of the department "are ... there (i.e., the schools) a lot." The department has worked with the schools and other agencies to perform "traditional lockdown drills."

At present, because of the lack of a designated crime analyst, the department is unable to determine with any degree of certainty what proportion of its work derives from the city's schools. Nevertheless, it would be a relatively straightforward matter for the department to determine how many calls have originated at these locations over the past several years. Based upon that analysis, the department would be in a position to make an intelligent decision as to whether or not to assign an officer to serve as SRO. This analysis would also suggest when and where that officer should be assigned.

Recommendations:

- The department should undertake the above-referenced analysis to determine the number and type of calls originating from the city's several schools over the past several years. It is likely that such an analysis would indicate the need to assign one of the department's officers to serve as SRO during the school year.
- As part of the department's efforts to develop a multiyear strategic plan, the newly-designated SRO(s) must work to develop a specific school enforcement plan with measurable goals and objectives.
- If one or more SROs are assigned, the SROs must attend and actively participate in all monthly staff meetings.
- If the department decides not to create an SRO program, at the very least patrol officers, should be directed to perform 'walk throughs' at city schools. These directed patrols should be documented and evaluated.

RESERVE PROGRAM

The HPD has a cohort of approximately 30 reserve police officers who are trained (nonsworn) volunteers that provide support staff to the department and assist with a large variety of special events in the city (Rules and Regulations Sec. 6.1). They assist uniformed officers at public events such as festivals and sporting events. There is a system in place for "billing out" their services to third parties who sponsor special events. Reserve officers are Taser certified, carry firearms, and attend a separate reserve academy. Reserve officers are under the direction of a nonsworn Reserve Chief and have a command structure and platoon system.

PUBLIC INFORMATION

The department does not have a robust public information plan.

In recent years, efforts have been made to make the department's website an effective communication portal. The department has a Facebook page and a Twitter account.

The Chief is a member of the Wayne County Chiefs' Association and the Southeast Michigan Chiefs' Association.

There is no formal Chief's advisory council.

Recommendations:

- CPSM recommends that the department convene a group to develop a multiyear public information strategy. This group should consist of three to five individuals of various ranks who would meet periodically to plan, develop, and implement a clear public information strategy for the department.
- The department should have a designated public information officer (PIO), who must be properly trained and supported. The PIO should serve as chair of the above referenced group.
- This group should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern

police agency with a sophisticated public information strategy and as a potential source of information and support.

- The resulting public information strategy should be incorporated into the department's overall strategic plan.
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective use of social media.
- In an effort to communicate the overall strategic plan and to solicit feedback from personnel, the chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department.
- CPSM recommends that the department undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community.). Such a survey should be conducted every few years.
- CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings.

TRAINING

The Administrative lieutenant 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, however, have one sworn member who is designated as primary training officer. The lieutenant 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.

The department does not have a formal, multiyear training plan. The department's training budget has remained relatively stable in recent years.

The collective bargaining agreement with the FOP provides that departmental training days shall be "mutually agreed upon" (Sec. 8 (a) p. 24).

The department does not have a room suitable for the delivery of in-service (i.e., in-house) training to its employees.

The department utilizes a private entity (EMPCO) for the administration of a police officer candidate examination. Candidates who pass this examination are able to indicate which police departments they wish to apply to. The HPD does not engage in any specific recruitment

activities on its own. Rather, the Administrative lieutenant simply uses the EMPCO list of successful applicants in order to identify suitable candidates. Candidates are then invited to an oral examination/interview that is conducted by the Chief, the two lieutenants, a sergeant, and one or more detectives. Background investigations are then commenced for individuals who pass the oral examination/interview. The department's detectives conduct the background investigations. Candidates are also scheduled for a one-on-one interview with the Chief. Psychological and physical examinations are also conducted prior to an offer of employment. Since 1998, the department has required that applicants possess a minimum of an associate's degree.

Guidelines and procedures for candidate investigation, selection, and appointment (Rules and Regulations Sec. 10.1, 10.2) were reviewed and found to be appropriate.

Recruit Training

The department hires candidates after they have completed an approved course of recruit training from an accredited police academy in the region, such as Oakland Community College, Wayne County Regional Police Academy, and the Law Enforcement Academy operated by Ferris State University. Recruit training lasts approximately 18 weeks. A standardized recruit training curriculum is promulgated by The Michigan Commission on Law Enforcement Standards (MCOLES). Candidates are expected to pay for their own training. It should be noted that the HPD has historically provided certified instructors to teach at area police academies.

Field Training

Upon completion of academy training, probationary officers are assigned to field training. The probationary period lasts for a period of one year.

The Patrol lieutenant is designated as the "Field Training Unit Coordinator" and is responsible for the operation and oversight of the department's field training program. The current day shift sergeant is designated as "Field Training Supervisor" and serves as the "FTO Coordinator." Guidelines for conducting the field training program are described in Sec. 10.3 of the department's rules and regulations and GO-2012-07.

The department has few certified field training officers (FTOs). The field training program for probationary officers lasts for approximately four months. At the time of the consultants' initial site visit, there were five probationary officers in the field training program. Four were in their first month of training and one was in the final phase of training. As noted elsewhere in this report, the department has undergone a particularly high degree of turnover in recent years. It is quite unusual for a department of this size to have five persons in its field training program at one time. The department should undertake a detailed study to determine the various reason(s) for this turnover (i.e., conduct and analyze exit interviews to determine whether departure is related to current salaries, benefits, personal reasons, lack of a career path, etc.), prepare specific recommendations and action steps for retention, and present the results to the City Manager.

The field training program calls for FTOs to prepare daily observation reports (DORs) for each probationary officer after every shift. These reports are used to evaluate probationary officers with regard to certain acquired knowledge and demonstrated skills, such as vehicle operation, knowledge of law and department rules and procedures, tactics, community relations, etc. Evaluation forms and progress reports were found to be well-structured and appropriate for their intended use. An evaluation guide is provided to establish standards and performance expectations. DORs are discussed by supervisors at 'evaluation meetings.' Termination procedures are clearly outlined.

CPSM was advised that, due to the low number of certified FTOs currently in the department, DORs are often prepared by officers who are not FTO certified but are nevertheless “the senior officer” assigned to the shift. This is a practice that deviates from standard practice in similarly sized American police departments. Failure to have properly certified FTOs guiding the probationary officers’ work and preparing these reports could be considered a liability threat to the city, the department, and its employees. Members of the department indicated that they were dissatisfied with the current situation but that it is impossible to “shut the program down or delay it for lack of FTOs.”

The department currently makes an effort to have every probationary officer in its FTO program be seen and evaluated by at least two certified FTOs prior to completion of the program. The FTO sergeant prepares weekly evaluations for each person in the program.

Evaluation meetings are held among FTOs, the field training coordinator, and the Patrol lieutenant after each phase of officer training in order to determine whether a particular officer will advance to the next step of training. The training may be shortened for officers with prior law enforcement experience. A probationary officer’s field training can also be extended as necessary. The department’s field training manual, which is provided to all probationary police officers, was reviewed and found to be clearly written, comprehensive, well indexed, and appropriate for its intended purpose.

The department’s field training materials and related policies and practices concerning field training generally meet those of similarly sized American police agencies.

The program itself is sound. It is not, however, properly staffed at present.

In-service Training

MCOLES sets standards for annual firearms recertification; however, it does not mandate a minimum number of in-service (that is, ongoing or continuing) training hours to be delivered to officers each year.

CPSM 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 (i.e., mandatory, annual recertifications). The city did, however, recently authorize an in-service training course for all members of the department (a course on conflict resolution which was offered to all city employees). Nevertheless, the vast majority of continuing education occurs off site. Regional police academies offer a catalog of in-service offerings. At the time of the initial CPSM site visit, the consultants were advised that the department did not have the capacity to provide in-service training to its personnel. Officers who request training do, however, generally receive approval. Upon further inquiry the CPSM consultants were advised that it is possible for an officer to go for many years without undergoing any training whatsoever other than mandatory recertification in areas such as firearms training. Additional training is obtained “on a voluntary basis.” Officers can seek training that is offered by regional police training centers or private vendors.

CPSM views the failure to have a robust in-service training program as a significant liability risk to the city, the department, and its personnel. This lack of training also represents a significant threat to morale and limits internal communications.

Patrol officers receive their assignments at the beginning of each shift as needed from their patrol supervisor. CPSM 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.

Firearms training takes place at the Sumpter Township Outdoor Range.

Executive Development / Supervisory Training

Other than a 'first-line supervisors' course, no other supervisory training is required. Individuals seeking such training must identify an appropriate course and request permission to attend.

Other

The department does not have a formal training committee.

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

Recommendations:

- The duties and responsibilities associated with the position of "training officer" should be substantially enhanced. Rather than merely coordinating and recording training that is delivered off site, the training officer should take an active role in ensuring both the quantity and quality of training received by members of the department.
- The training officer must attend and actively participate in all command staff meetings. The primary purpose of his/her participation will be to identify training opportunities and to report on current training efforts.
- The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's training officer would be chiefly responsible for developing, reviewing, and revising the training plan as necessary.
- The department should create a training committee. This would be a body of sworn and nonsworn employees of various ranks, chaired by the department's training officer. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department.
- The department should include nonsworn personnel in the training committee, such as representatives from the communications section, records unit, etc. The training committee should consider and address the training needs of all members of the department.
- The training committee should assist the training officer in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised continually as necessary.
- The department must immediately identify qualified and interested officers to undergo training and become certified FTOs. The newly created training committee should assist in the selection process.
- The department must immediately begin to identify appropriate topics for in-service training of its employees. The department should invite the local prosecutor's office to periodically

deliver a 'legal update' lesson to uniformed members of the department. Local colleges, hospitals or advocacy groups can be used to supply instructors for such courses as 'How to deal with an emotionally disturbed person,' or 'Communicating and dealing with a youth suffering from autism.' The training officer should be chiefly responsible for coordinating such training.

- The department must be provided with a suitable space for the delivery of in-service training. It is suggested that the department utilize the large conference room located in the city hall/headquarters building (outside the City Manager's office) for this purpose.
- All instructional materials (i.e., documents and PowerPoint slides) that are used in connection with "in-house" training must be permanently maintained by the training officer. Lesson plans should be paginated as follows: Page 1 of 5, Page 2 of 5, etc.
- The training officer and the training committee should be charged with performing and presenting the above-referenced retention study.
- The department should critically review its hiring and selection processes with an eye towards increasing diversity within the department.
- The department should consider establishing a requirement that police officer applicants possess a minimum of 60 college credits or a period of military service at the time of appointment.
- The department should encourage and actively support members of the department to apply to the FBI National Academy.

COMMUNICATIONS/DISPATCH

The department provides for its own dispatch operations. Historically, the department has always performed its own dispatch with sworn personnel. In September 2012, the department began to hire nonsworn personnel to perform this function.

There are two fully functional dispatch positions located at the front desk.

One dispatcher is assigned per shift. The HPD is the primary answering point for police, fire, and emergency medical services. The HPD provides dispatch for police and medical, fire is dispatched by Detroit. Incoming medical calls are transferred to a private company for response. An incoming fire call results in a telephone call between the HPD dispatcher and Detroit fire dispatch. If the fire is located in Hamtramck, Detroit fire dispatch radios the call to the Hamtramck fire department.

The HPD does not have the ability to establish a mobile command center in the event that the main dispatch goes down. If the telephone lines fail, calls are immediately rerouted to the Hamtramck fire department.

There is no nonsworn designated dispatch supervisor or trainer. A patrol sergeant serves as dispatch supervisor. The department's records clerk (who formerly served as a civilian dispatcher) performs dispatcher training on an ad hoc basis. The consultants were informed that there is a high turnover rate for police dispatchers.

There are three incoming 911 telephone lines at the dispatch location.

Dispatchers are trained to book prisoners.

The consultants were advised that the city previously considered discontinuing the dispatch operations and instead enter into a shared services agreement with another agency or entity. Police departments across the country have done so and have reduced costs with no decrease in efficiency. The key issue for consideration is always whether a qualified agency or entity exists within a reasonable distance from Hamtramck. (In this regard, it is very similar to the question of whether or not to discontinue jail operations.)

During the overnight shift, police dispatchers perform a variety of data entry functions, such as entering warrants from the courts. Dispatchers assist the records clerk in performing LIEN system 'validations.' This entails responding to a monthly request to ensure that the state system's data matches the department's data. The department is regularly provided with a list of records to validate. The midnight shift dispatcher is the department's Terminal Agency Coordinator (TAC).

Members of the department generally reported satisfaction with the quality of the department's radios.

Recommendations:

- It is recommended that the department reexamine the possibility of discontinuing its dispatch operations and enter into a shared services agreement with a competent law enforcement agency (for example, Wayne County Airport Police or a nearby police department). The department should work closely with city officials to identify and examine (in terms of a cost-benefit analysis) agencies that could potentially assume this function. The department's newly created technology task force should be actively engaged in this review.

RECORDS / INFORMATION TECHNOLOGY (IT)

A nonsworn member of the department (who had previously served as a police dispatcher) is assigned as records clerk. The records clerk reports to the Administrative lieutenant. Staffing in the records unit has been reduced in recent years. The records clerk also performs routine IT maintenance and troubleshooting.

The records clerk's primary duties and responsibilities relate to the operation of the records office during normal business hours. As such, he responds to routine document requests, responds to freedom of information (FOI) requests, records gun registrations, impounds and performs fingerprinting services, and maintains the department's sex offender registry. The records clerk also sends vehicle crash reports to CarFax and bills noncity residents \$100 to partially recover costs for vehicle crashes if an officer was dispatched to the scene.

Until recently (approximately two months before the consultants' site visit) the department did not adhere to a uniform record retention and destruction policy. The department now follows a document retention schedule published by the state of Michigan, General Schedule 11, Local Law Enforcement Agencies law

Members of the department generally reported satisfaction with the 911 operating system that is currently being used (a Cassidian product).

The department's computer-aided dispatch (CAD) system is part of the CLEMIS system. CLEMIS is widely used by departments across the state of Michigan. They include: Oakland County; Gross Point; East Point; Warren; Clinton Township; Ann Arbor; Dearborn, etc. It is a Motorola product. It was generally described to be 'functional' and sufficient for its intended purposes. CLEMIS is scheduled to introduce a new CAD system in the spring/summer of 2017.

The CAD system has the ability to provide a great deal of performance information to managers by means of detailed entries in the "CAD notes." Unfortunately, a large number of calls are labelled 'miscellaneous' calls and simply contain information regarding the time that the officer received the call, arrived on scene, and cleared the call. It is impossible for the department to perform a meaningful calls for service analysis without additional information for each call, such as a brief statement like "lost dog." A detailed analysis of calls is provided elsewhere in this report.

CLEMIS is also used as the department's records management system (RMS). CLEMIS was described as "a seamless, integrated system." CLEMIS interfaces with the department's report writing, booking, and management systems. Impounds, citations, and crash reports are also prepared in CLEMIS. The entire CLEMIS system can be easily searched by any agency that is, or was, in the CLEMIS system. One department may not obtain another department's report, but can see that a report was made, including 'base data' such as pedigree and date, as well as booking photographs. Narrative sections of reports are not searchable.

Incident reports are prepared in the field via MDTs and forwarded to a supervisor for review. Patrol supervisors may access the report in the field by opening the administrative window and reading the report. Once approved, the report is placed in a queue. Detectives then open and read the report, for the purpose of determining whether the incident needs to be assigned out for further investigation. If it does not, it is closed with no further investigation. An audit trail is automatically created for all reports. This is a process whereby the RMS indicates who viewed or altered each report, noting the date and time of such action. Redaction software is also built in. The CLEMIS system will identify any incomplete or inaccurate records. The records clerk has the ability to correct or complete reports as necessary, or send a report back to the supervisor and/or officer for correction. The records clerk will write the supervisor an email if he detects a pattern with a certain officer.

A citywide information system is used for managing purchasing, payroll, building permits, and accounts payable.

A digital database (LeadsOnLine) is used for monitoring property in the possession of the city's five pawn brokerages. Items are barcoded and scanned to enable investigators to search for stolen property. The costs of this monitoring system are offset by a \$1 transaction fee charged to the pawn shops per transaction. The department's records clerk maintains this database.

The department's second floor server room was inspected and found to be functional and generally appropriate for its intended purposes, though certainly not ideal. It is not equipped, however, with a halon fire suppression/extinguisher system. This should be considered a liability issue as any water damage to this room and its contents (via a burst pipe or fire suppression efforts) could result in the loss of extremely expensive equipment. The room is also not properly temperature controlled. Two window mounted air conditioners have been installed but appear to be rather old and inappropriate for use in this room. Extreme heat or cold could similarly result in considerable loss of equipment.

The building has a backup generator in case of power loss, but several members of the department described it as "unreliable." Battery backups are available in case of generator failure. In case of power failure, the department can move its dispatch operations to the fire department.

Clear procedures for operation and the limiting of access to the Law Enforcement Information (LIEN) system are set forth in the department's Rules and Regulations (Sec. 4.1-4.4). Dispatchers perform data entry into the LIEN and CLEMIS systems.

The consultants were informed that it is unnecessary for the department to perform internal audits to ensure the completeness and accuracy of records, as LIEN validations are regularly made and the quality of information in the CLEMIS system is generally so high. Quarterly 'MICR corrections' are also made, whereby the state will "pull cases that they think or know have errors in them." We were informed that it is quite rare for MICR errors to be made.

IT support is provided by a private entity (SYO) via a service contract. Pursuant to the terms of this contract, one technician is assigned on site three days per week. When technicians are not physically present, remote support is also available for all computers in the headquarters building. Emergency on-site technical support is also available. Technicians perform such services as loading software on personal computers and ensuring that antivirus programs are kept up to date. This is a necessary function, as is evidenced by the fact that the department's server was infected with ransom ware and locked within the past year. This issue was effectively resolved.

Members of the department who were interviewed generally reported a high level of satisfaction with the quantity and quality of service provided by SYO. The radio and telephone systems are maintained via other service contracts.

The department operates its own (i.e., standalone) network. The fire department, library system, courts, and other city services operate on their own networks.

The department's records management system (RMS) is housed on its own server. The RMS (CLEMIS) is used for recording citations, vehicle crashes, motor vehicle impounds, report writing, and property and evidence management. Members of the department generally expressed satisfaction with this system.

Detectives utilize the case management module of the RMS, but still generate a considerable quantity of hard-copy documents. The CLR report writing system currently has administrative tabulating functions that are not being used. The Crime View Dashboard is a separate program that is already loaded on the CLEMIS system. It is a useful analytical tool that entails no additional fee, but is not being used. We were advised that "there are several functions [available in the RMS] that are not being used to their full potential." This is likely a training issue. We were advised that CLEMIS offers support and training, apparently for a fee.

The department's records clerk has recently begun creating "monthly stat reports" that have proven to be useful. These are tabulations of crime that report aggregate numbers without geographic coding, therefore the time and place of occurrence is not indicated. This significantly reduces the utility of these reports as an analytical tool.

A biweekly overtime analysis report is also being prepared.

At the time of the site visit, the department was in the process of purchasing and installing new laptop computers (Dell Toughbooks) and in-car video cameras. The new camera system will have an automatic electronic upload capability whereby video data will automatically be stored on the system whenever patrol vehicles approach the headquarters building. This is a particularly useful feature that saves a considerable amount of time and resources when compared to older systems.

Patrol vehicles are gradually being equipped with the new mobile data terminals (MDTs). CPSM was advised that the older MDT units are approximately eight years old and "go down frequently." When this happens, patrol officers are unable to issue citations or perform license checks. At the time of our site visit, we observed three patrol vehicles with less than 10,000 miles of service that were unavailable for patrol use due to the fact that they were not properly

equipped with new MDTs. These vehicles were apparently wired improperly, resulting in an inability to use the MDTs for issuing summonses and 'running plates.' These type of issues generally restrict the department's efficiency in performing patrol operations.

Section 8.11 and 8.2 of the Rules and Regulations set forth "guidelines for the operation, and use and management of in-car mobile video and/or audio recording equipment/system installed in department vehicles(s)." In-car video systems are required to "remain on 'record' for all patrol activities" (Sec. 8.13 A 1). Microphones automatically starts to record "when the overhead lights are activated, and/or the vehicle reaches 65 MPH"(8.13 A3).

There are four external police cameras located in public places throughout the city. These cameras are on a separate system (PELCO) and are monitored by personnel assigned to the front desk. It should be noted that the maintenance contract for these cameras has expired and that the overall quality and continuing usefulness of these cameras is in question. One member of the department described this camera system as "functional now, but antiquated." No decision has been made internally as to what to do with the system (i.e., update or discontinue it) going forward.

The proposed technology task force (see recommendations below) should be tasked with immediately reviewing this situation and making recommendations, as appropriate.

The department's website is quite deficient in terms of content, format, and functionality. The consultants were advised that the website has not been regularly updated. CPSM was advised that plans for updating the website are underway.

Recommendations:

- In order to facilitate meaningful internal analysis of calls for service going forward, patrol officers should be directed and held accountable to provide more detailed CAD notes. Calls that initially come over as "suspicious circumstances" or "miscellaneous complaint" require further details to be entered in the CAD notes before being cleared. Patrol officers who routinely fail to make such entries should be disciplined.
- The department should immediately create a technology task force. This would be a group of sworn and nonsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs as well as any steps needed to ensure that the department remains current with regard to technological advancements. The panel should meet on a regular schedule, and should: 1) identify the department's current technology needs; 2) identify any deficiencies of the department's current communications (i.e., CAD) and records management system (RMS); 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvement, where necessary.
- The civilian records clerk and one representative of SYO (or current service provider) should serve on the technology task force.
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should also be charged with field testing, evaluating and reporting on any new technologies adopted or tested.

- The task force should develop a formal replacement plan for the department's IT equipment and software.
- Equipment upgrades should be completed in a more structured way. For example, in-car video systems should have been phased in systematically by means of a structured plan, rather than doing so "as budget allows."
- It is recommended that the department make a further effort to consolidate hard-copy records whenever possible. Those files associated with significant criminal investigations and prosecutions may continue to be stored in the property room.
- The technology task force should address the question of what to do with the PELCO external camera system by performing a detailed cost-benefit analysis and making a final recommendation.
- The department should install a halon (or equivalent waterless) fire suppression system in its server room.

PROFESSIONAL RESPONSIBILITY / INTERNAL AFFAIRS

The department does not have anyone permanently assigned as internal affairs or professional responsibility officer.

The department's Rules and Regulations regarding the discipline of employees were reviewed and were found to be clear, comprehensive, and consistent with those of similarly sized police departments (Sec. 2.1).

Annual performance reviews for personnel are not regularly performed.

The department's procedures for the receipt, investigation, and disposition of complaints against members of the department are clearly outlined and are reported to have been consistent (in terms of content and practice) for many years (Rules and Regulations Sec. 2.5 C). Complaints against members of the department are forwarded to the Chief, who will make a determination as to whether to refer the complaint to either the Patrol or Administrative lieutenant. If the complaint requires investigation, the lieutenant will assign the case to a sergeant for investigation. The sergeant will investigate, determine a disposition, and make a recommendation regarding discipline, if appropriate. The case is then forwarded back to the Chief for final determination.

The department has a clear policy regarding use of force and the recording and review of such incidents. Use-of-force reports are prepared by officers in hard copy. These forms are reviewed and approved by the patrol supervisor (a corporal or sergeant) and forwarded to the Patrol lieutenant for further review and approval. The department's policies and practices in this regard are appropriate.

The department does not routinely administer community surveys.

The department has never been accredited.

Recommendations:

- 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, accreditation, and inspection duties. Specifically, the PSO would be responsible

for receiving, reviewing, and investigating internal and external complaints against members of the service. The practice of rotating the investigative responsibility should be discontinued.

- The PSO should also supervise the training, hiring, accreditation, and internal audit and 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 general orders and manual of rules and regulations 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 attend and actively participate in all monthly staff meetings.
- The PSO should engage in a series of scheduled and random audits and inspections of equipment, records, practices, etc. This would include but would not be limited to a process whereby a small number of the department's records and forms are selected at random and reviewed by the PSO for completeness, accuracy, and compliance with the department's rules and regulations. (Note: This would be in addition to the various measures that are currently taken to ensure the completeness and accuracy of information contained in the CLEMIS RMS system.) 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 (calls 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 coordinate the periodic administration of citizen satisfaction surveys and telephone "follow-up" surveys.
- The PSO should track and report the number and type of referrals made by supervisors or the records clerk for incomplete or inaccurate record entries and should perform regular checks or audits for proper case/call dispositions and accurate CAD notes.
- 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 regulations manual.
- The PSO 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 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 should actively track all department vehicle accidents (not just “officer at fault” incidents), if only for retraining purposes.
- The PSO should prepare and periodically deliver both roll call training and in-service training lessons to uniformed members of the department. These lessons should reinforce existing policies and procedures and should be used to reinforce what is considered to be professional and ethical conduct for police officers. The professional standards officer should work with patrol and detective supervisors to continually reinforce the type of professional conduct that is expected of all sworn personnel.
- It is recommended that the department review the forms that are used for the evaluation of the performance of its personnel and revise as necessary. These forms should be specifically tailored for personnel assigned to particular ranks. The form should be modified to provide additional space for detailed narrative responses and specific annual goals. Annual goals must be articulated for all personnel (for example, the K-9 officer). The PSO would be chiefly responsible for this task.
- The PSO should be identified as the member of the service responsible for coordinating and implementing this report's recommendations.
- We believe that the department should neither seek nor consider accreditation at this time.

PROPERTY / EVIDENCE MANAGEMENT

A detective sergeant performs the functions of property/evidence custodian. Among other duties, she is charged with intake and maintenance of property and evidence.

Procedures for the intake, safeguarding, and disposition of property, and maintaining chain of custody for evidence, etc., are set forth in the department's Rules and Regulations (Sec. 24.2). They were reviewed and found to be appropriate.

The property room was inspected and found to be properly secured by an exterior deadbolt lock and an interior electronic key pad lock. Adequate measures are taken to control entry and egress. Key security and access control for all areas were found to be appropriate. Hallway doors are controlled with keypads and an electronic record is made of all activity throughout the building. All locked areas were found to be properly secured at the time of the site visit. Property room access is limited to three supervisors. Narcotics and firearms were found to be segregated, properly secured, and accounted for. A separate 'gun room' is located off the main property room.

A second property room is located on the second floor of the headquarters building, down the hall from the police department (it is technically not within the perimeter of the police department). This room is used to store bulk evidence and hard-copy records and case files associated with significant (e.g., homicide) cases. This room was inspected and found to be secured. The door was secured by an electronic key pad, but was not alarmed. A video camera in the hallway provides surveillance of the front door to this room. Firearms were located in this room at the time of our inspection. It is not believed that narcotics are stored in this room. Again, only the property/evidence custodian (the detective sergeant) and the department's two lieutenants have access to this room.

An electronic program is used to track and manage property and evidence. This system utilizes bar code scanning to track items and is interfaced with the department's RMS (the CLEMIS system). Several members of the department expressed satisfaction with this system's capabilities. The property management system has been used since 2009. Prior to its use, the department did not have an electronic system and utilized hard-copy vouchers to track the intake and transmission of items.

The evidence/property custodian has not been certified by the International Association for Property and Evidence (IAPE).

The department does not have a dedicated crime scene unit.

Property lockers are used to secure items prior to intake by the property/evidence custodian. These lockers were inspected and were found to be properly secured and appropriate for their intended purposes. They are not 'pass-through' lockers. The property/evidence custodian is charged with emptying out property lockers on a daily basis, and recording and properly storing all items. Officers 'bag and tag' items in the report writing room. The evidence and property processing area was inspected and found to be properly equipped for the bagging and tagging of items. Narcotics are weighed and tested by detectives on the second floor, but are not photographed. The department has a policy for double-counting currency. The CLEMIS property management system is used for all intake, transfer, and destruction/return of property and evidence. Bar coding and scanning are now used for all items. It is a virtually paperless process. The electronic property/management system was described as "very functional."

Narcotics, firearms, and currency were stored separately and properly secured. Currency is kept in a locked safe. The property/evidence sergeant has the combination and key for this safe.

Narcotics and firearms are periodically destroyed. Adequate steps are taken to ensure the integrity of the process, and distinct staging areas are established for items to be destroyed. A 'narcotics burn' is conducted annually whereby the evidence/property custodian and one other uniformed member of the department bring items that are no longer required for evidentiary purposes to a local incinerator (US Steel) for destruction. Destruction of firearms takes place every few years. Firearms are also incinerated, a process that is conducted with another law enforcement agency (such as the state police). Similar measures are taken to ensure the integrity of the firearms destruction process.

Periodic quality control audits are conducted internally, whereby the property/evidence custodian will randomly "pull cases" to ensure that all items are properly stored and accounted for and that all accompanying paperwork is complete and accurate. Audits of narcotics in the department's possession are conducted more frequently. The consultants were advised that a complete inventory and audit of all items in the department's possession has never been performed.

All of the department's procedures for property and evidence intake, storage, transport, and destruction were reviewed and were found to conform to or exceed all requirements of similarly sized American police agencies.

Unwanted prescription drugs that are dropped into the secured container located in the lobby of the headquarters building are collected regularly, properly secured and accounted for, and are regularly disposed of.

An area in the basement of the headquarters building is used for the storage of bicycles. Two sheds outside the headquarters building are used for bulk storage of property.

The detective sergeant oversees the auctioning of abandoned vehicles at the tow yard. An annual forfeiture auction is also conducted.

Recommendations:

- Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as evidence/property custodian.
- The department should schedule a complete audit of all firearms and narcotics in its possession. The consultants recognize that this is typically a time-consuming and costly undertaking. Nevertheless, in order to ensure the integrity of the department's property management system and processes and to conform more fully to the practices of similarly sized American police agencies, it is recommended that such an audit be conducted every few years. Audits of this type foster transparency and accountability. It is recommended that the audit be performed by a trained property and evidence custodian who is not presently associated with the department (such as a current or former member of the state police).
- In addition to the audits performed by the department's property/evidence custodian, the newly designated PSO should periodically perform spot audits for narcotics, firearms, currency and other items in the department's possession.
- The department should consider closing the second property room on the second floor which is used for the storage of old case files and materials. This material should be relocated to the main property room. Although the second property room was found to be properly secured at the time of our site visit, it is quite unusual for such a room to be located outside the perimeter of the police department, and be off a hallway that is accessible to the public. It is recommended that all firearms be secured in gun lockers.
- Suspected illegal narcotics that come into the possession of the department via patrol or investigations should be photographed while being processed.

SECTION 5. SUMMARY

In light of the many fiscal challenges faced by the city of Hamtramck and the HPD over the years, the department and its members have been continually challenged to continue to provide quality police services to the community.

In our view, there are several areas where modifying the scheduling and allocation of personnel could produce better outcomes and improve the overall function of the department and allow it to provide improved services to the community. In addition, there are several areas where modification of current management approaches, enhanced training, and the addition of resources and personnel could lead to greater efficiency.

The recommendations provided in this report should be viewed not as criticisms of the department, but rather as improvement opportunities that will allow the HPD to institutionalize a performance-based management structure and approach to its work and to bring its overall performance to higher levels.

SECTION 6. DATA ANALYSIS

This data analysis on police patrol operations for the Hamtramck Police Department 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 analysis was developed directly from the Hamtramck Police Department's dispatch data recorded within Oakland County's Courts and Law Enforcement Management Information System (CLEMIS).

CPSM collected data for the one-year period of July 1, 2015 through June 30, 2016. The majority of the first section of the analysis, concluding with Table 6-7, uses call data for this one-year period. For the detailed workload analysis and the response-time analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2015, or summer, and the second period is from January 5 through February 29, 2016, or winter.

WORKLOAD ANALYSIS

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

1. We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event and records that do not indicate an actual activity. We also remove incomplete data, as found in 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" (i.e., patrol units spent less than a minute on scene), "police-initiated," or "other-initiated."
3. We then 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.

In this way, we first identify a total number of records, 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 from Hamtramck. We made assumptions and decisions to address these issues.

- About 2,270 events (18 percent) involved patrol units spending zero time on scene.
- Approximately 9 percent of other-initiated calls lacked any recorded arrival time. We used the remaining calls when measuring the department's overall response times.
- The computer-aided dispatch (CAD) system used approximately 90 different event descriptions, which we condensed to 13 categories for our tables and 6 categories for our figures (shown in Chart 6-1). Table 6-16 in the appendix shows how each call description was categorized.

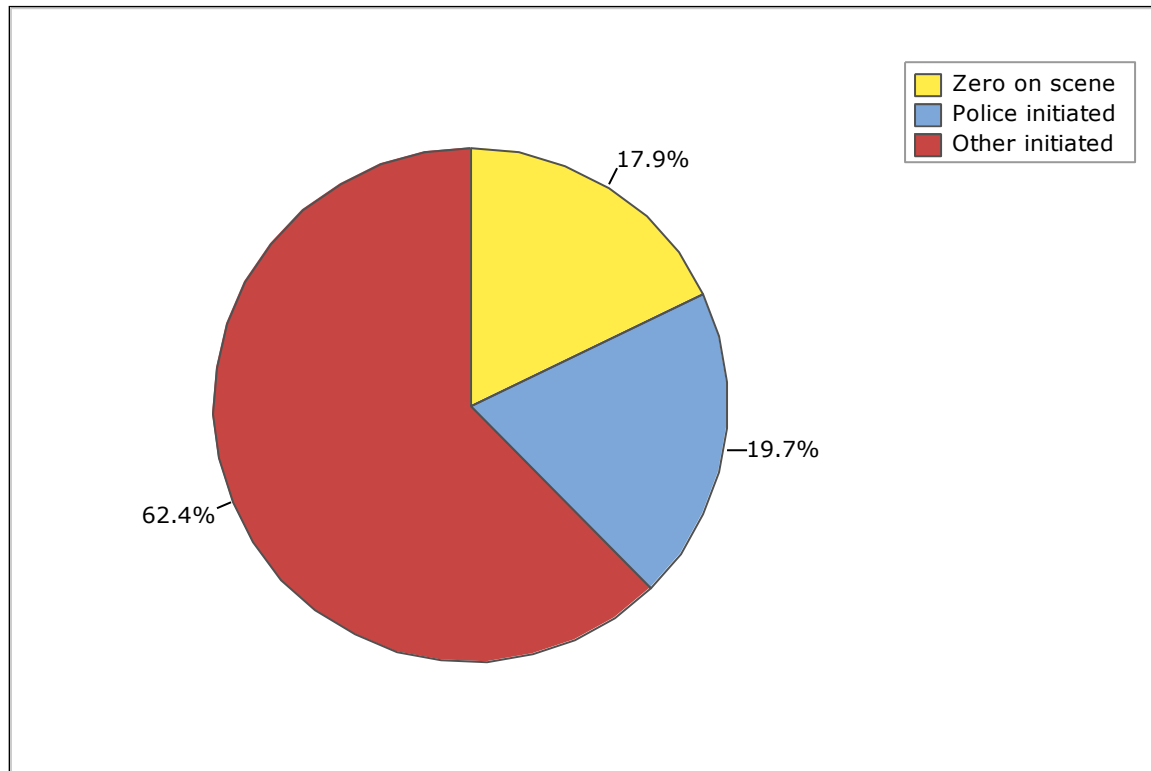
Between July 1, 2015, and June 30, 2016, the communications center recorded approximately 12,650 events that were assigned call numbers and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 35 patrol-related events per day, approximately 18 percent of which (6.2 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.

CHART 6-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Assist citizen	Assist
Assist other agency	
Crime—persons	Crime
Crime—property	
Animal calls	General noncriminal
Juvenile	
Miscellaneous	
Alarm	Investigations
Check/investigation	
Disturbance	Suspicious incident
Suspicious person/vehicle	
Accident	Traffic
Traffic enforcement	

FIGURE 6-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 12,649 events.

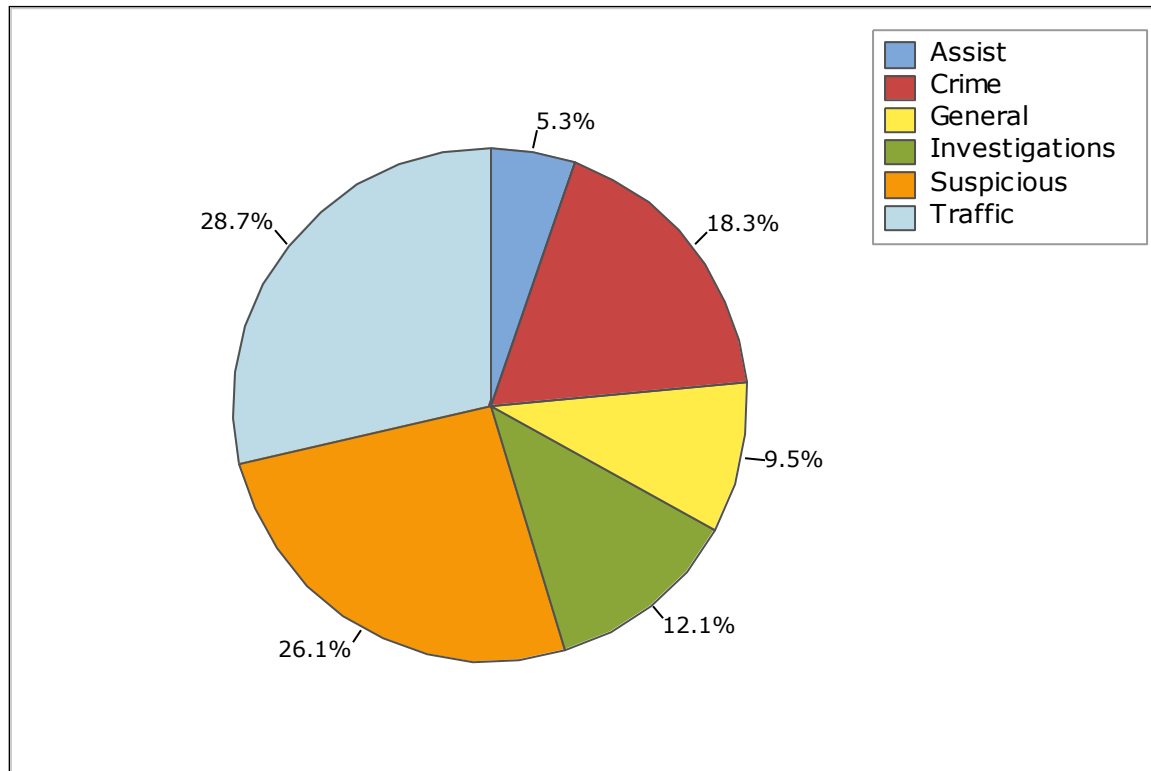
TABLE 6-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Zero on scene	2,266	6.2
Police-initiated	2,496	6.8
Other-initiated	7,887	21.5
Total	12,649	34.6

Observations:

- 18 percent of the events had zero time on scene. Approximately half of these calls (1,127) were described as "L4599 Misc Complaint."
- 20 percent of all events were police-initiated.
- 62 percent of all events were other-initiated.
- On average, there were 35 events per day, or 1.4 per hour.

FIGURE 6-2: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 6-1.

TABLE 6-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accidents	561	1.5
Alarm	827	2.3
Animal calls	101	0.3
Assist citizen	316	0.9
Assist other agency	238	0.7
Check/investigation	433	1.2
Crime—persons	969	2.6
Crime—property	928	2.5
Disturbance	1,140	3.1
Juvenile	62	0.2
Miscellaneous	826	2.3
Suspicious person/vehicle	1,568	4.3
Traffic enforcement	2,414	6.6
Total	10,383	28.4

Note: The focus here is on recorded calls rather than recorded events. We removed events with zero time on scene.

Observations:

- On average, there were 28 calls per day, or 1.2 per hour.
- The top three categories accounted for 73 percent of calls:
 - 29 percent of calls were traffic-related.
 - 26 percent of calls were suspicious incidents.
 - 18 percent of calls were crimes.

FIGURE 6-3: Calls per Day, by Initiator and Months

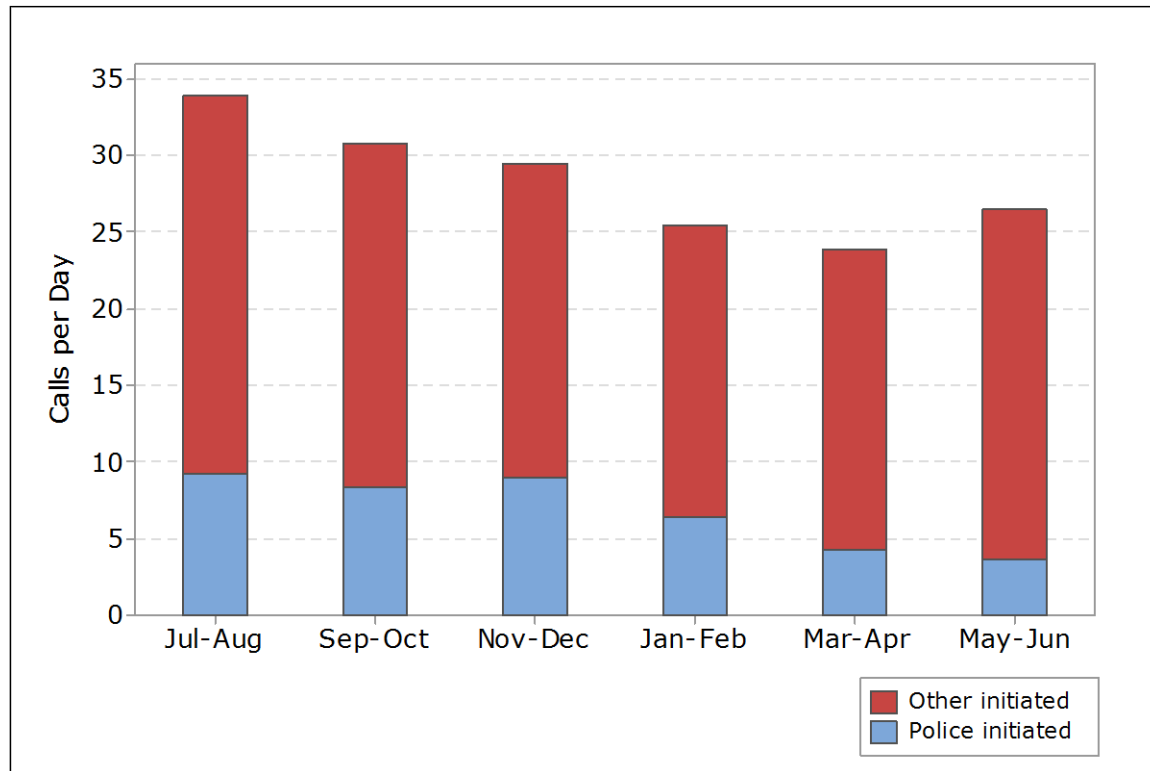


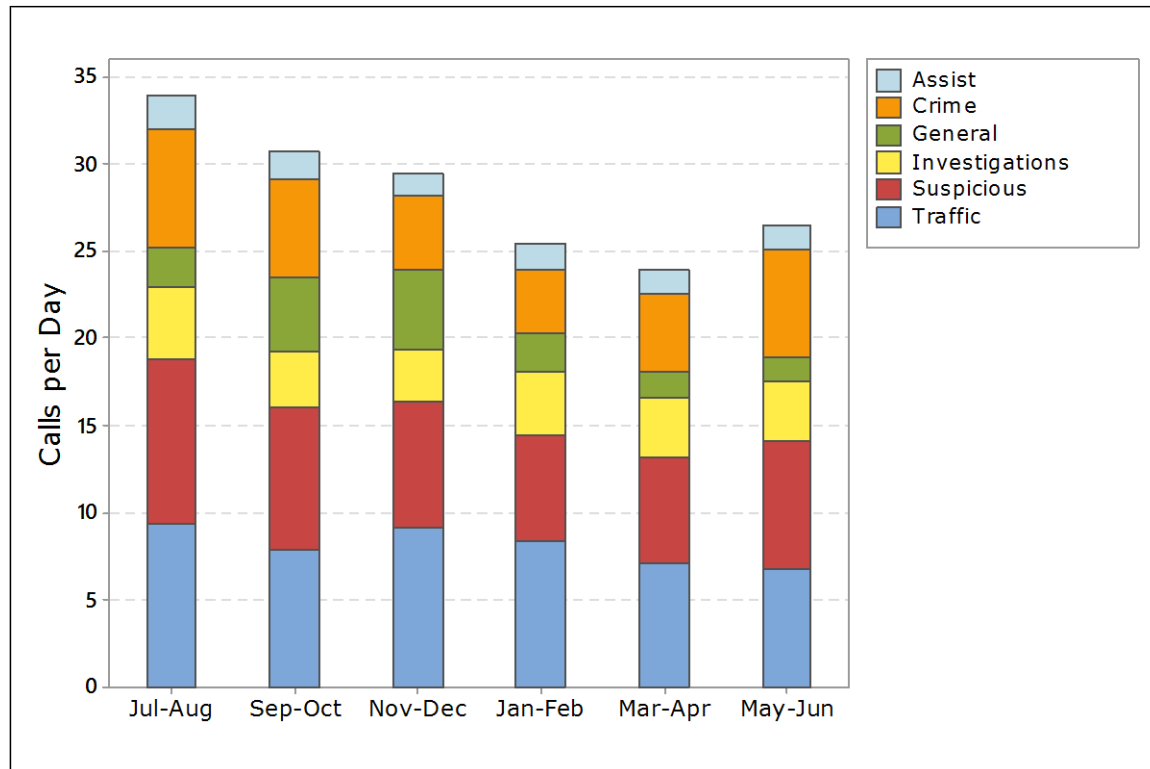
TABLE 6-3: Calls per Day, by Initiator and Months

Initiator	July-Aug	Sept-Oct	Nov-Dec	Jan-Feb	Mar-Apr	May-June
Other-initiated	24.7	22.4	20.5	19.1	19.7	22.8
Police-initiated	9.3	8.3	9.0	6.4	4.3	3.7
Total	34.0	30.7	29.5	25.5	23.9	26.5

Observations:

- The number of calls per day was lowest in March–April.
- The number of calls per day was highest in July–August.
- The months with the most calls had 42 percent more calls than the months with the fewest calls.
- July–August 2015 had the most other-initiated calls, with 30 percent more than the period of January–February 2016, which had the fewest.
- July–August 2015 had the most police-initiated calls, with 152 percent more than the period of May–June 2016, which had the fewest.

FIGURE 6-4: Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description in Chart 6-1.

TABLE 6-4: Calls per Day, by Category and Months

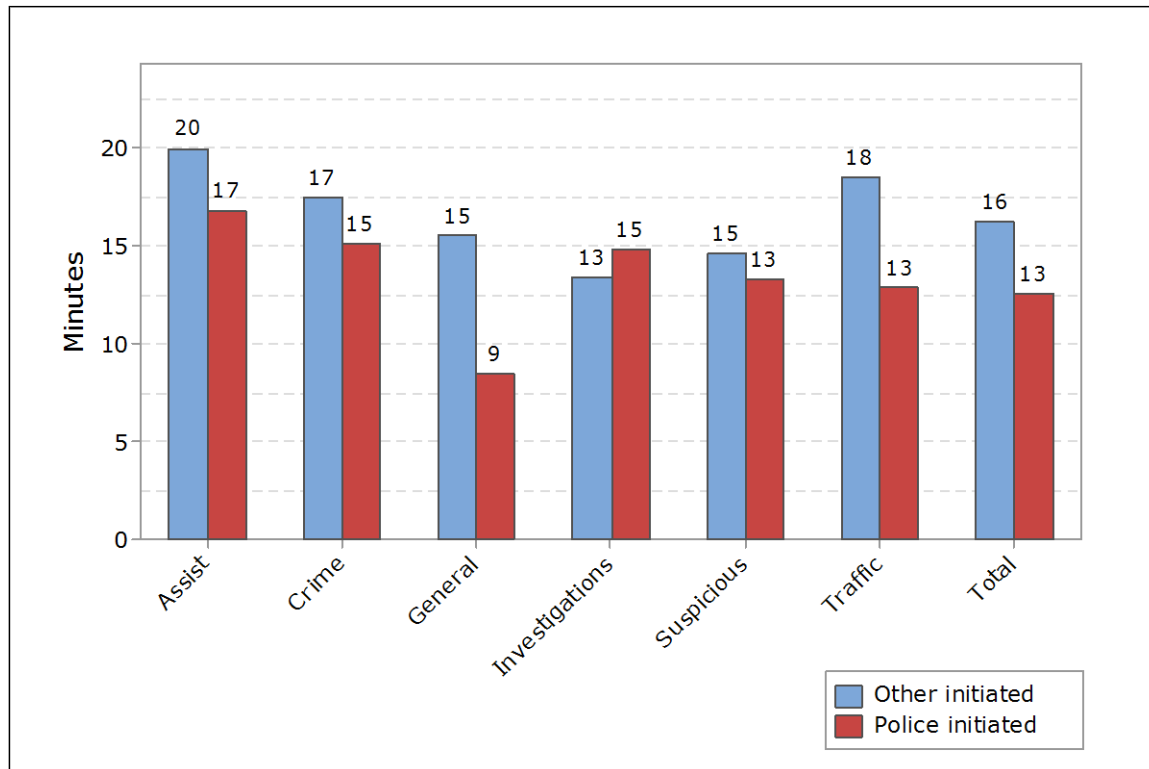
Category	Jan-Feb	Mar-Apr	May-June	July-Aug	Sept-Oct	Nov-Dec
Accidents	1.3	1.3	1.7	1.6	1.5	1.7
Alarm	2.2	2.0	1.9	2.5	2.6	2.3
Animal calls	0.2	0.3	0.2	0.2	0.3	0.3
Assist citizen	1.1	1.1	0.6	0.8	0.8	0.7
Assist other agency	0.9	0.4	0.7	0.7	0.5	0.7
Check/investigation	1.9	1.1	1.0	1.1	0.9	1.1
Crime—persons	3.4	3.1	2.3	2.1	1.7	3.3
Crime—property	3.5	2.5	2.0	1.6	2.8	2.9
Disturbance	4.4	3.5	2.6	2.5	2.2	3.4
Juvenile	0.3	0.2	<0.1	0.1	0.1	0.3
Miscellaneous	1.8	3.7	4.3	1.8	1.0	0.8
Suspicious person/vehicle	4.9	4.7	4.7	3.6	3.8	4.0
Traffic enforcement	8.1	6.6	7.4	6.8	5.6	5.1
Total	34.0	30.7	29.5	25.5	23.9	26.5

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 70 and 77 percent of calls throughout the year:
 - Traffic calls averaged between 6.8 and 9.5 calls per day throughout the year.
 - Suspicious incidents averaged between 6.0 and 9.3 calls per day throughout the year.
 - Crimes averaged between 3.7 and 6.8 calls per day throughout the year and accounted for 14 to 23 percent of total calls .

FIGURE 6-5: Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 6-1. For this graph, we removed one call with an inaccurate busy time.

TABLE 6-5: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Other-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accidents	23.7	485	20.4	76
Alarm	9.1	796	4.6	31
Animal calls	15.1	90	17.7	11
Assist citizen	20.7	242	16.8	74
Assist other agency	19.1	208	16.8	30
Check/investigation	22.6	372	20.0	61
Crime–persons	17.8	897	19.0	72
Crime–property	17.1	829	12.4	99
Disturbance	15.7	1,068	13.3	72
Juvenile	14.3	57	4.8	5
Miscellaneous	15.8	382	8.3	444
Suspicious person/vehicle	13.7	1,348	13.2	220
Traffic enforcement	16.1	1,113	12.5	1,300
Weighted Average/Total Calls	16.2	7,887	12.5	2,495

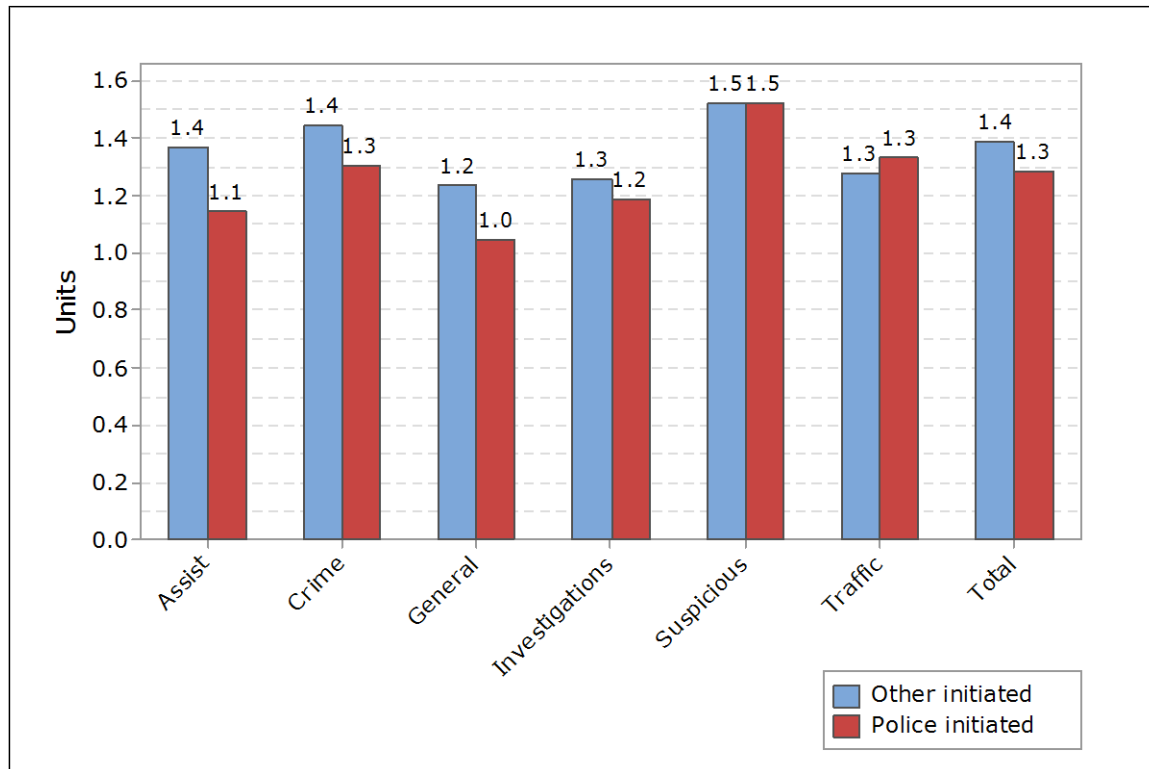
Note: The information in Figure 6-5 and Table 6-5 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the call was received until the

unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes 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 9 to 20 minutes overall.
- The longest average times were for other-initiated assist calls.
- The average time spent on crime calls was 17 minutes for other-initiated calls and 15 minutes for police-initiated calls.

FIGURE 6-6: Number of Responding Units, by Initiator and Category

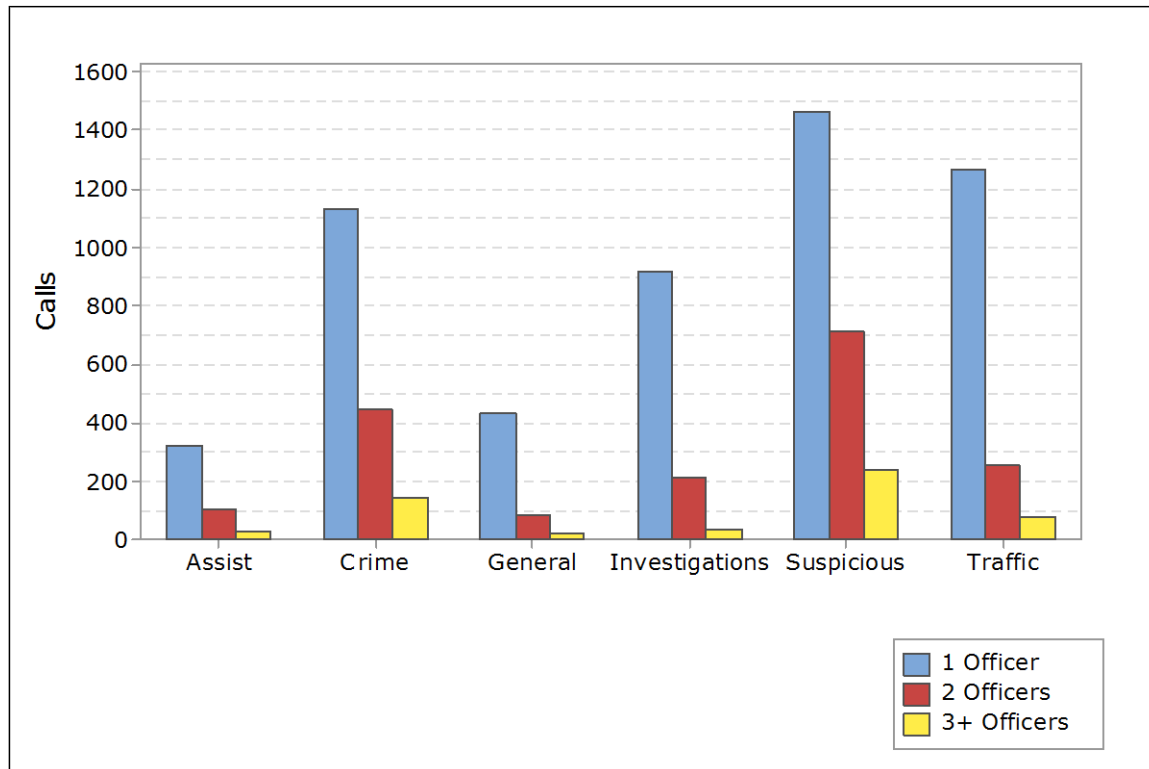


Note: The figure combines categories using weighted averages from the following table according to the description in Chart 6-1.

TABLE 6-6: Average Number of Responding Units, by Initiator and Category

Category	Other-Initiated		Police-Initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.4	485	1.2	76
Alarm	1.3	796	1.3	31
Animal calls	1.2	90	1.1	11
Assist citizen	1.2	242	1.1	74
Assist other agency	1.5	208	1.3	30
Check/investigation	1.2	372	1.1	61
Crime—persons	1.6	897	1.6	72
Crime—property	1.3	829	1.1	99
Disturbance	1.6	1,068	1.6	72
Juvenile	1.4	57	1.4	5
Miscellaneous	1.2	382	1.0	444
Suspicious person/vehicle	1.4	1,348	1.5	220
Traffic enforcement	1.2	1,113	1.3	1,301
Weighted Average/Total Calls	1.4	7,887	1.3	2,496

FIGURE 6-7: Number of Responding Units, by Category, Other-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 6-1.

TABLE 6-7: Number of Responding Units, by Category, Other-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	368	81	36
Alarm	614	164	18
Animal calls	76	13	1
Assist citizen	191	43	8
Assist other agency	128	62	18
Check/investigation	303	51	18
Crime—persons	493	305	99
Crime—property	639	142	48
Disturbance	586	338	144
Juvenile	39	15	3
Miscellaneous	313	53	16
Suspicious person/vehicle	876	377	95
Traffic enforcement	898	173	42
Total	5,524	1,817	546

Observations:

- The overall mean number of responding units was 1.4 for other-initiated calls and 1.3 for police-initiated calls.
- The mean number of responding units was as high as 1.5 for suspicious incidents that were police-initiated.
- 70 percent of other-initiated calls involved one responding unit.
- 23 percent of other-initiated calls involved two responding units.
- 7 percent of other-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE 6-8: Percentage Calls and Work Hours, by Category, Summer 2015

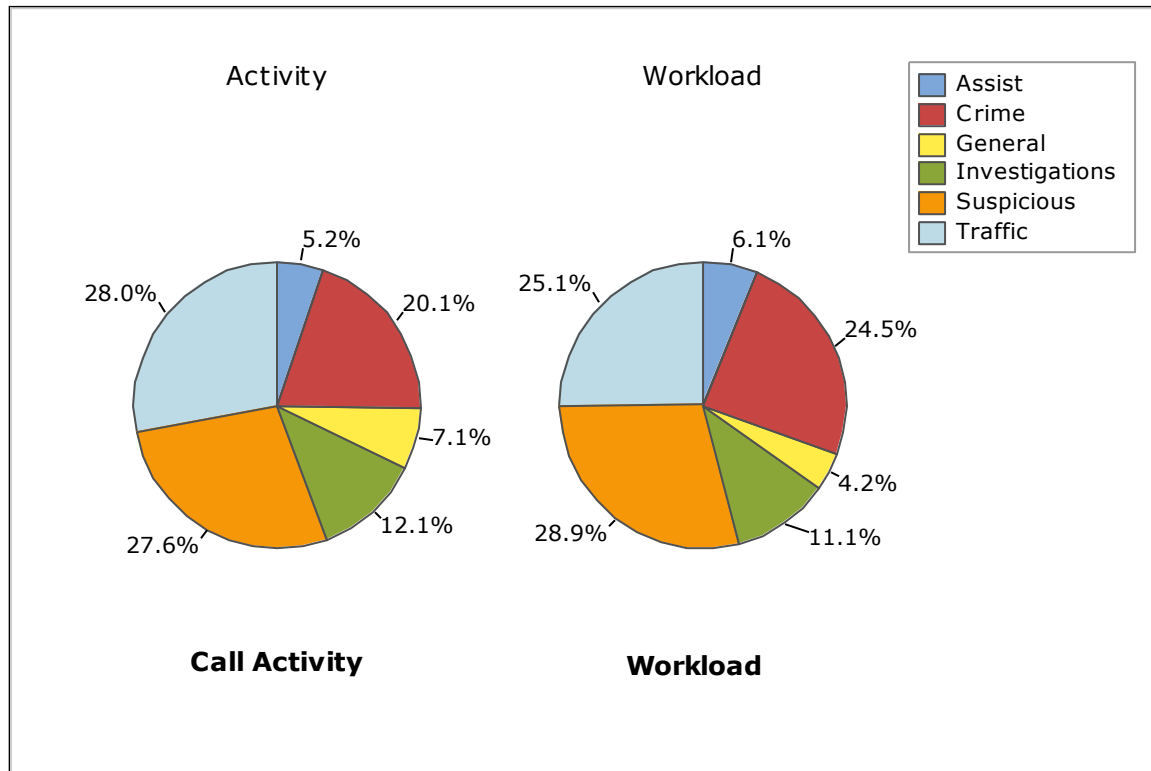


TABLE 6-8: Calls and Work Hours per Day, by Category, Summer 2015

Category	Per Day	
	Calls	Work Hours
Assist	1.8	0.7
Crime	6.9	2.8
General noncriminal	2.4	0.5
Investigations	4.1	1.3
Suspicious incident	9.5	3.3
Traffic	9.6	2.9
Total	34.4	11.3

Observations, Summer:

- The average number of calls per day and average daily workload was higher in winter than in summer.
- On average, there were 34 calls per day, or 1.4 per hour.
- Total workload averaged 11 hours per day, meaning that on average 0.5 officers per hour were busy responding to calls.
- Traffic calls constituted 28 percent of calls and 25 percent of workload.
- Suspicious incidents constituted 28 percent of calls and 29 percent of workload.
- Crimes constituted 20 percent of calls and 25 percent of workload.

FIGURE 6-9: Percentage Calls and Work Hours, by Category, Winter 2016

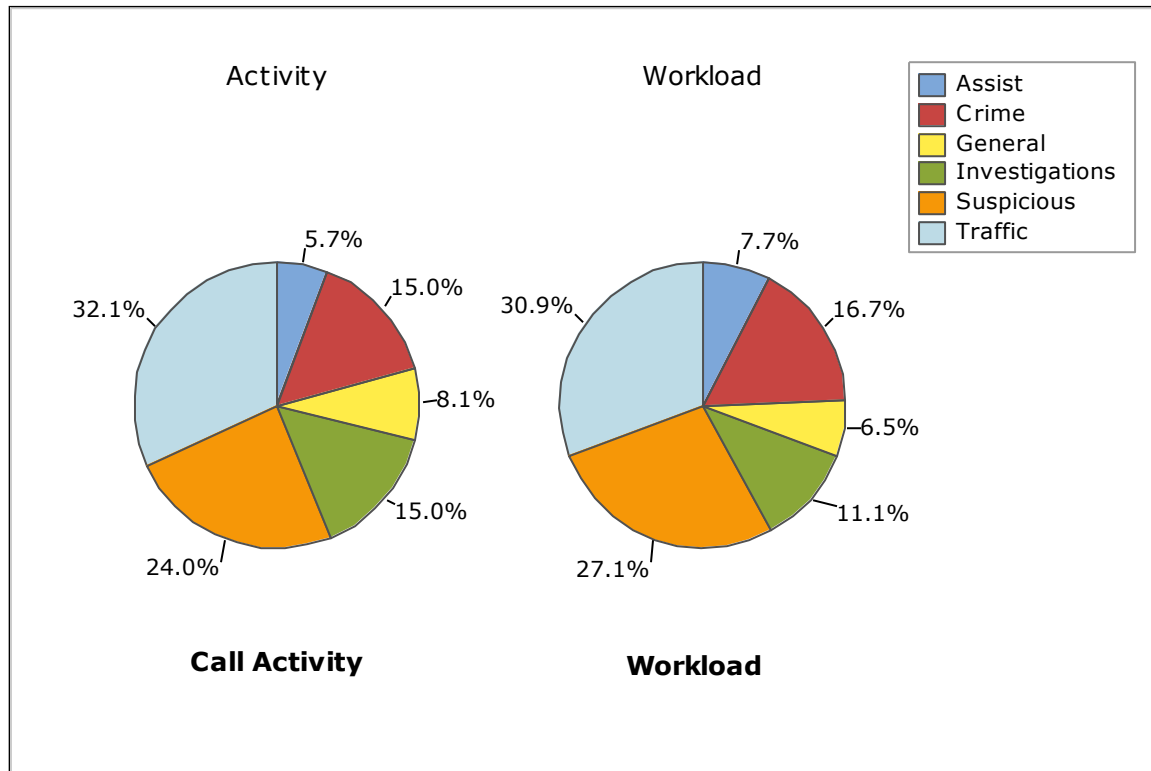


TABLE 6-9: Calls and Work Hours per Day, by Category, Winter 2016

Category	Per Day	
	Calls	Work Hours
Assist	1.5	0.7
Crime	3.7	1.4
General noncriminal	2.0	0.6
Investigations	3.8	1.0
Suspicious incident	6.0	2.4
Traffic	8.1	2.7
Total	25.0	8.7

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- On average, there were 25 calls per day, or 1.0 per hour.
- Total workload averaged 9 hours per day, meaning that on average 0.4 officers per hour were busy responding to calls.
- Traffic calls constituted 33 percent of calls and 31 percent of workload.
- Suspicious incidents constituted 24 percent of calls and 27 percent of workload.
- Crimes constituted 15 percent of calls and 16 percent of workload.

NONCALL ACTIVITIES

In the period from July 2015 to June 2016, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 695 activities remained. These activities had an average duration of 37 minutes.

In this section, we report on the variation of noncall activities by month and day of week. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 6-10: Activities and Occupied Times by Type

Category	Description	Occupied Time	Count
RD	Radar	40.6	23
USAS	At station	25.7	143
USCP	Community policing	31.9	4
USCT	Court	117.9	9
USDT	Detail	43.8	68
USFW	Follow up	26.8	54
USJT	Jail transport	33.0	33
USOS	Out of service	22.0	10
USPB	Prisoner booking	51.4	70
USRW	Report writing	65.2	50
USSD	Station detail	37.3	4
USVM	Vehicle maintenance	8.5	26
UTAS	At station	42.2	90
Administrative - Weighted Average/Total Calls		38.6	584
USBR	Break	56.4	10
USMB	Meal break	28.0	58
UTMB	Meal break	23.2	43
Personal -Weighted Average/Total Calls		28.7	111
Weighted Average/Total Calls		37.0	695

Observations:

- The most common administrative activity was "At station."
- The longest average time spent on administrative activities was for "Court" activities.
- The average time spent on administrative activities was 39 minutes and for personal activities was 29 minutes.

FIGURE 6-10: Activities per Day, by Month

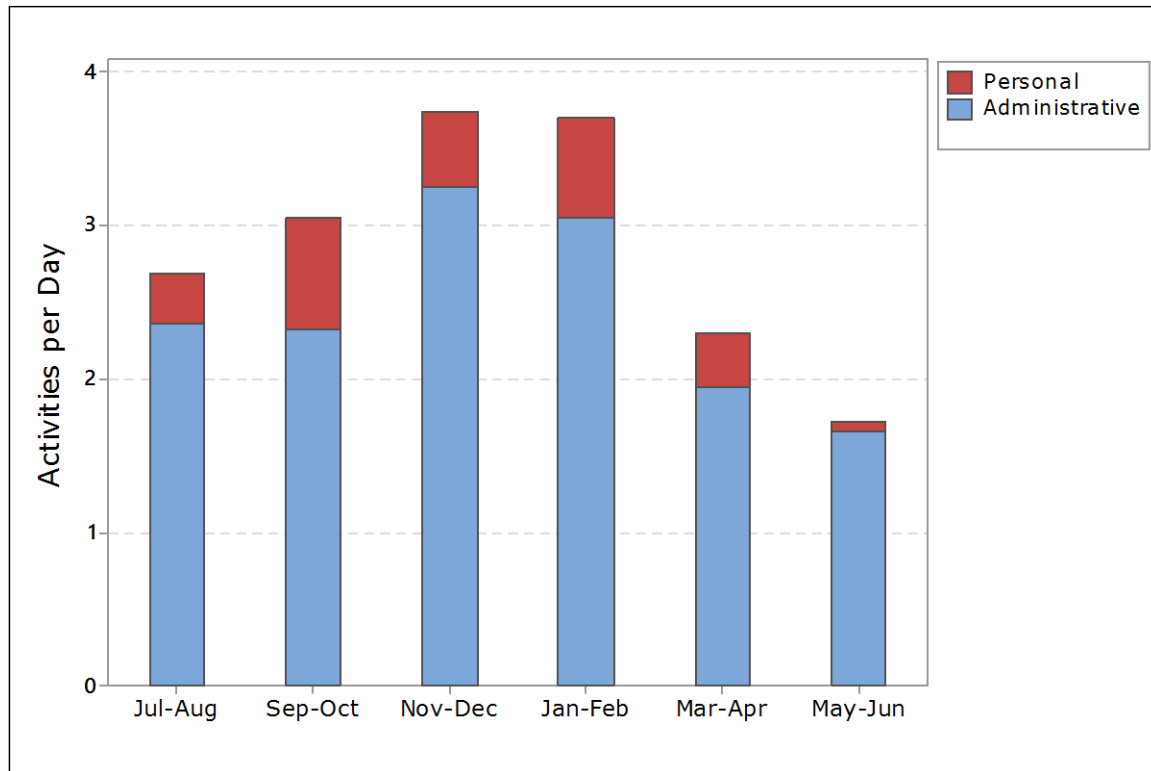


TABLE 6-11: Activities per Day, by Month

Months	Administrative	Personal	Activities per Day
July–August	2.4	0.3	2.7
September–October	2.3	0.7	3.1
November–December	3.2	0.5	3.7
January–February	3.0	0.7	3.7
March–April	1.9	1.4	2.3
May–June	1.7	0.1	1.7
Yearly Average	2.4	0.4	2.9

Observations:

- The number of noncall activities per day was lowest in May–June.
- The number of noncall activities per day was highest in November–December 2015 and January–February 2016.
- November–December 2015 had the highest number of administrative activities per day and March–April 2016 had the highest number of personal activities per day.

FIGURE 6-11: Activities per Day, by Day of Week

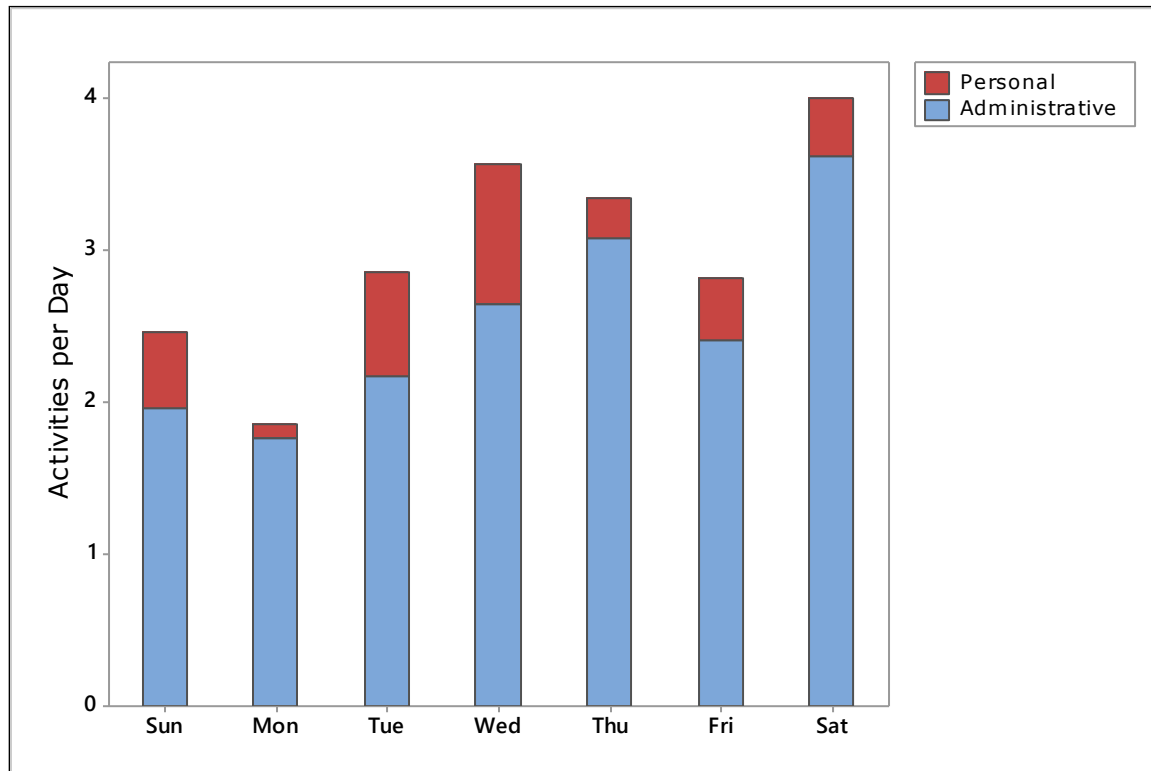


TABLE 6-12: Activities per Day, by Day of Week

Day of Week	Administrative	Personal	Activities per Day
Sunday	2.0	0.5	2.5
Monday	1.8	0.1	1.9
Tuesday	2.2	0.7	2.9
Wednesday	2.6	0.9	3.6
Thursday	3.1	0.3	3.3
Friday	2.4	0.4	2.8
Saturday	3.6	0.4	4.0
Weekly Average	2.5	0.5	2.9

Observations:

- The number of noncall activities per day was lower on Mondays.
- The number of noncall activities per day was higher on Saturdays.
- Saturdays had the highest number of administrative activities and Wednesdays had the highest number of personal activities.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2015) and eight weeks in winter (January 5 through February 29, 2016). The department's main patrol force consists of patrol officers and sergeants and operates on 8-hour shifts starting at 7:00 a.m., 3:00 p.m., and 11:00 p.m. For this study, we treated sergeants as if they were available to respond to calls for service 50 percent of the time. The police department's main patrol force deployed an average of 1.8 officers per hour during the 24-hour day in summer 2015 and 1.9 officers per hour during the 24-hour day in winter 2016. When additional units are included (front desk, K-9 units, and traffic officers), the department averaged 2.9 officers per hour during the 24-hour day in summer 2015 and 2.7 officers per hour during the 24-hour day in winter 2016.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare deployment against workload based on other-initiated calls for service.
- Finally, we compare "all" workload, which includes police-initiated calls and out of service patrol activities.

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

FIGURE 6-12: Deployed Officers, Weekdays, Summer 2015

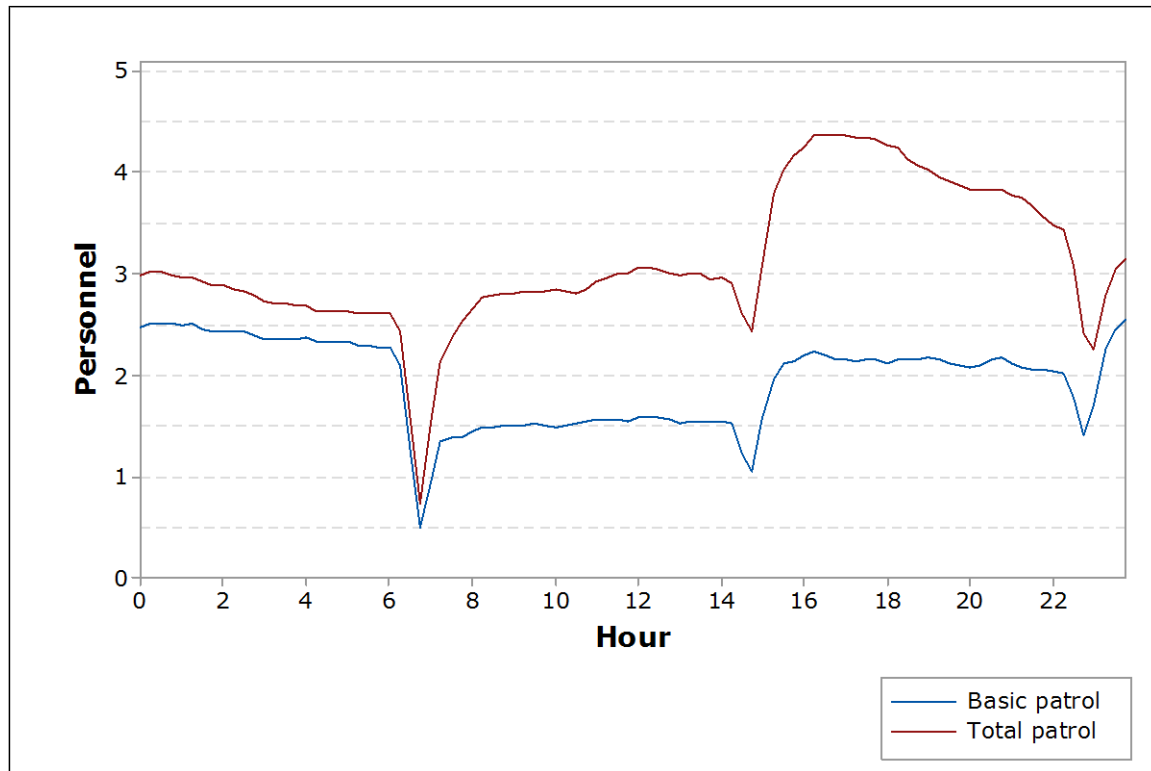


FIGURE 6-13: Deployed Officers, Weekends, Summer 2015

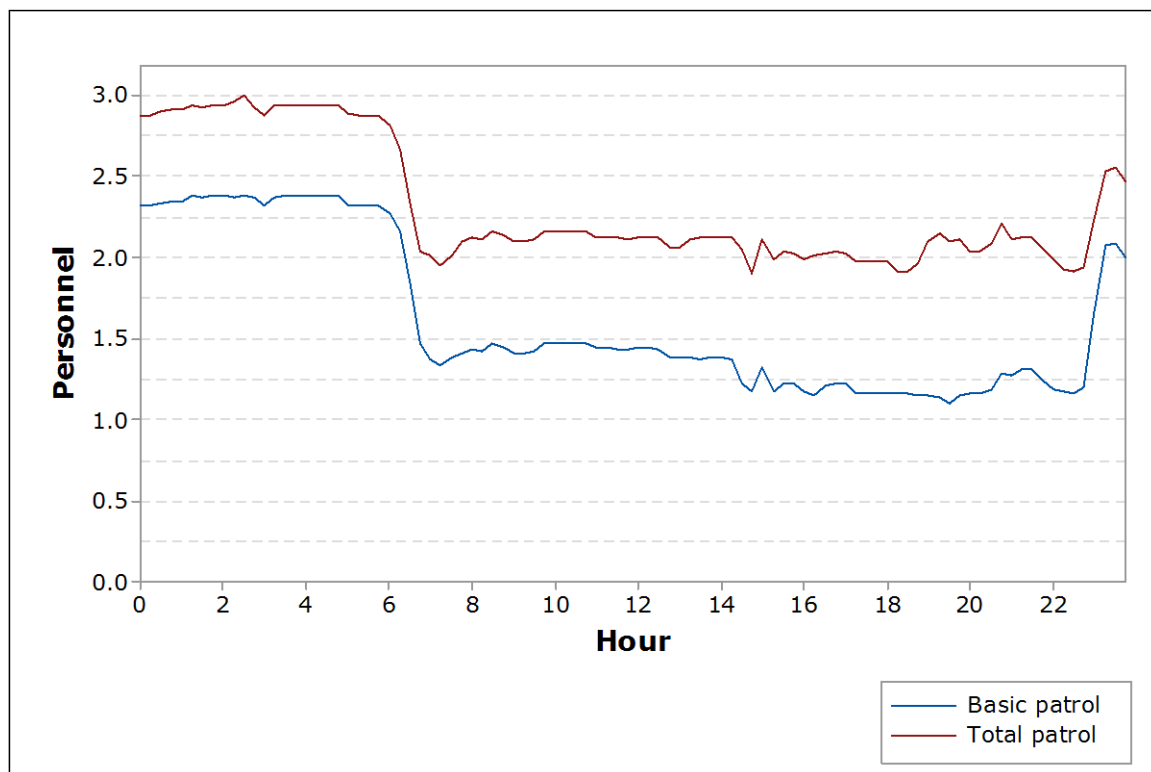


FIGURE 6-14: Deployed Officers, Weekdays, Winter 2016

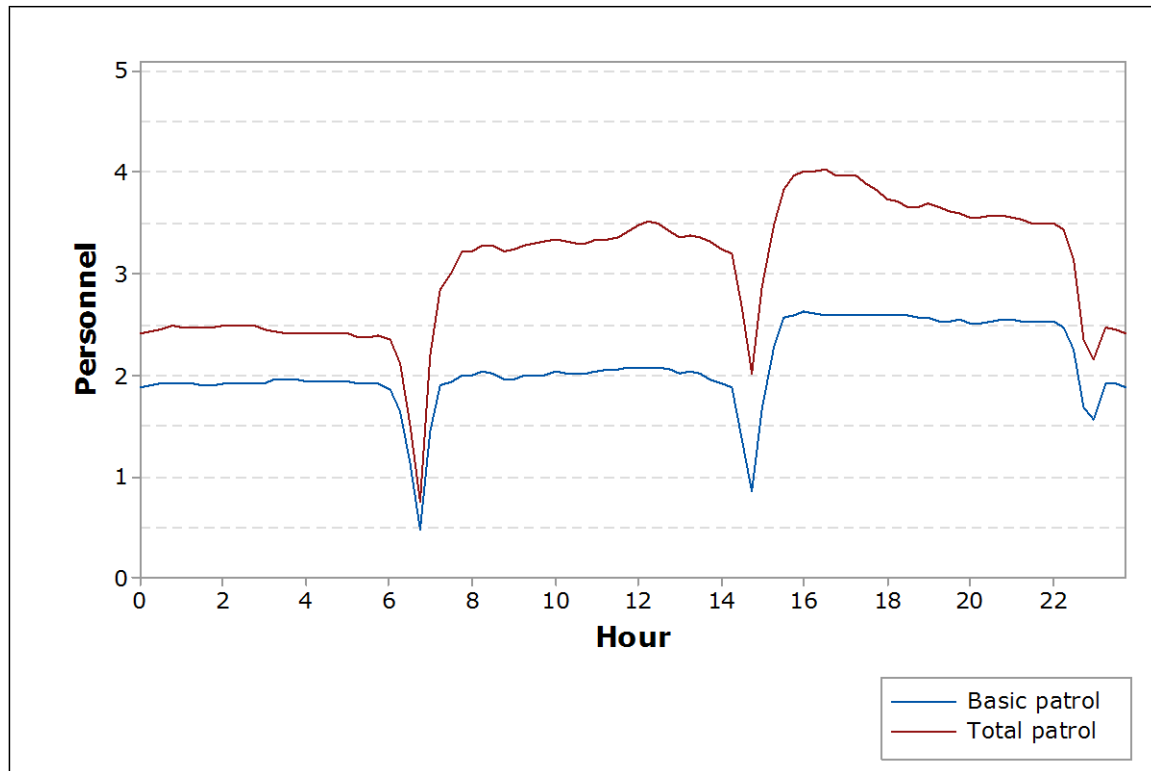
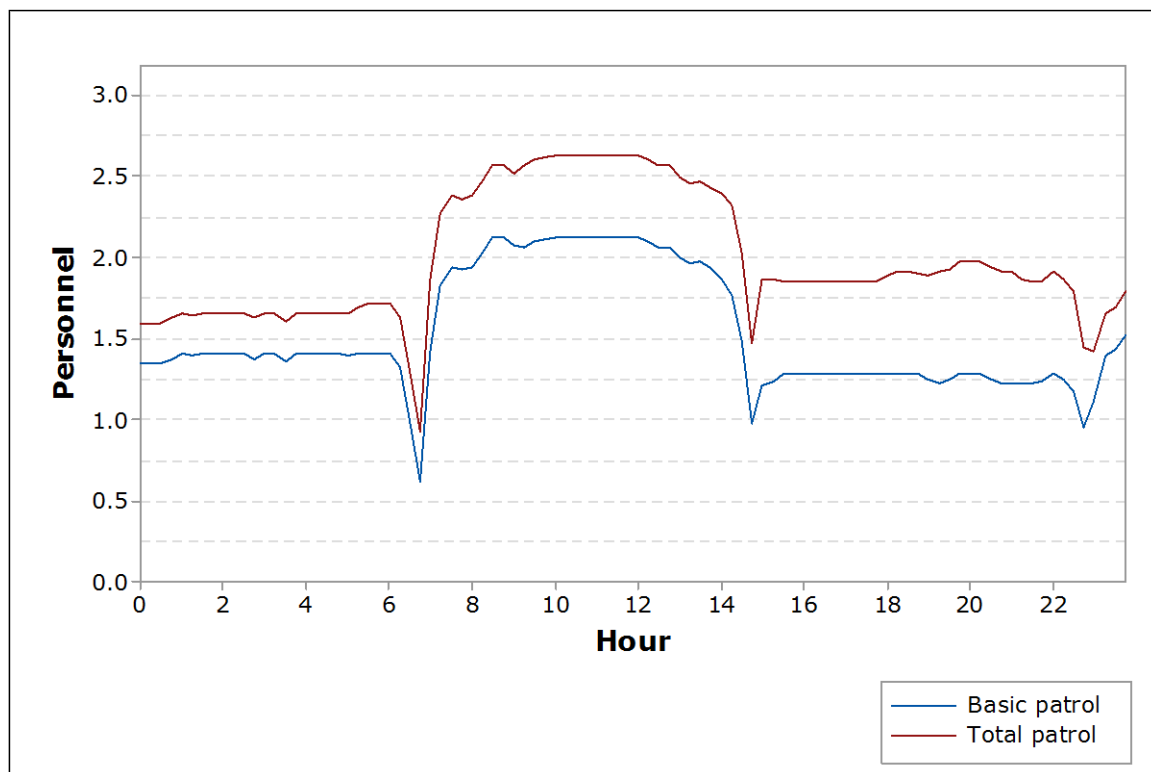


FIGURE 6-15: Deployed Officers, Weekends, Winter 2016



Observations:

- For summer (July 7 through August 31, 2015):
 - The average deployment was 3.1 officers per hour during the week and 2.3 officers per hour on the weekend.
 - Average deployment varied from 0.7 to 4.4 officers per hour on weekdays and 1.9 to 3.0 officers per hour on weekends.
- For winter (January 5 through February 29, 2016):
 - The average deployment was 3.1 officers per hour during the week and 2.0 officers per hour on the weekend.
 - Average deployment varied from 0.8 to 4.0 officers per hour on weekdays and 0.9 to 2.6 officers per hour on weekends.

FIGURE 6-16: Deployment and Other-Initiated Workload, Weekdays, Summer 2015

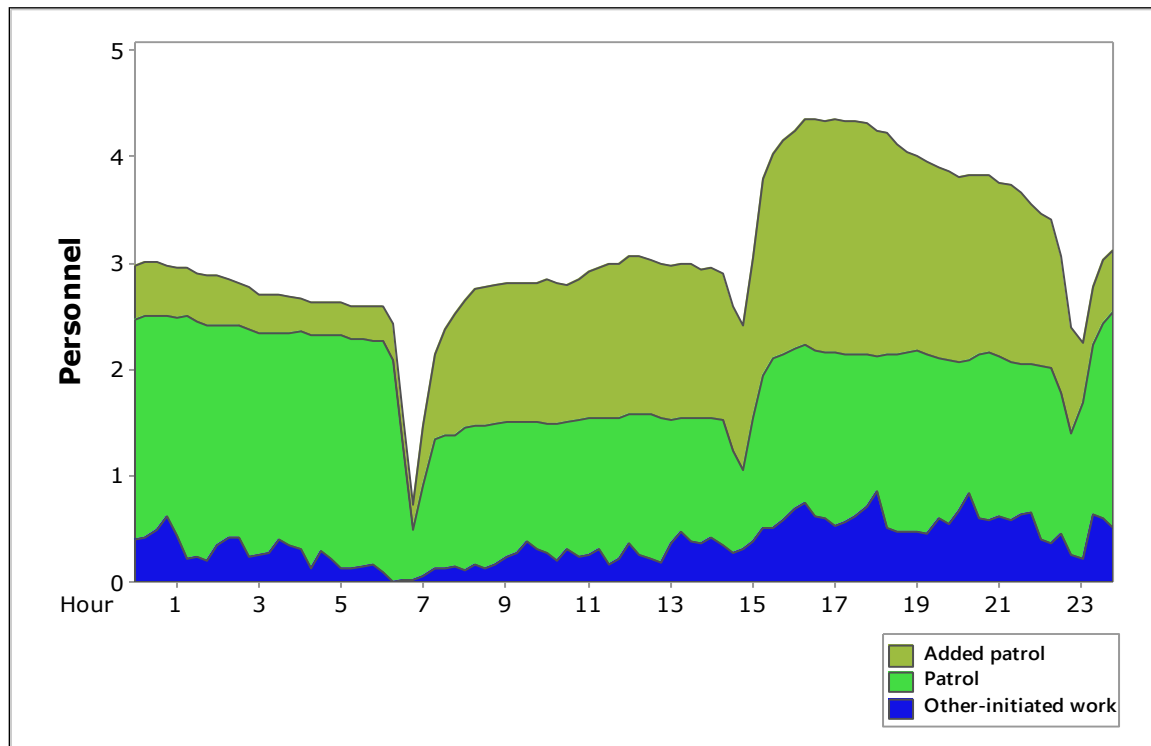


FIGURE 6-17: Deployment and Other-Initiated Workload, Weekends, Summer 2015

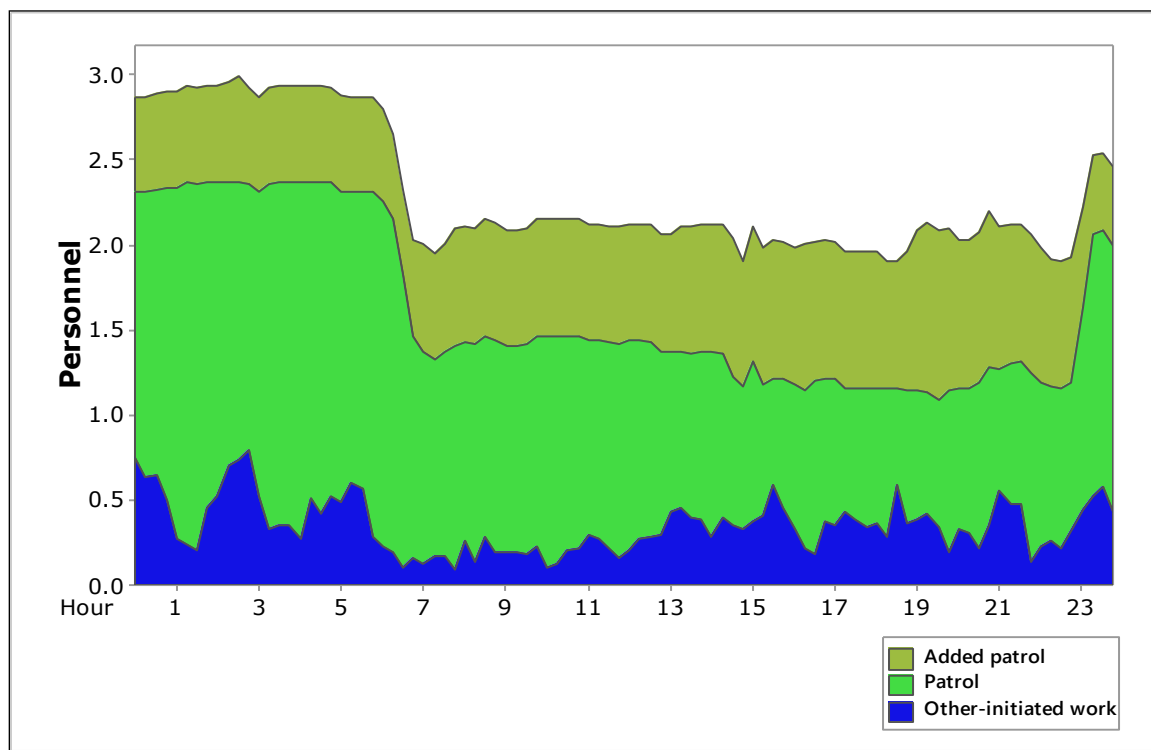


FIGURE 6-18: Deployment and Other-Initiated Workload, Weekdays, Winter 2016

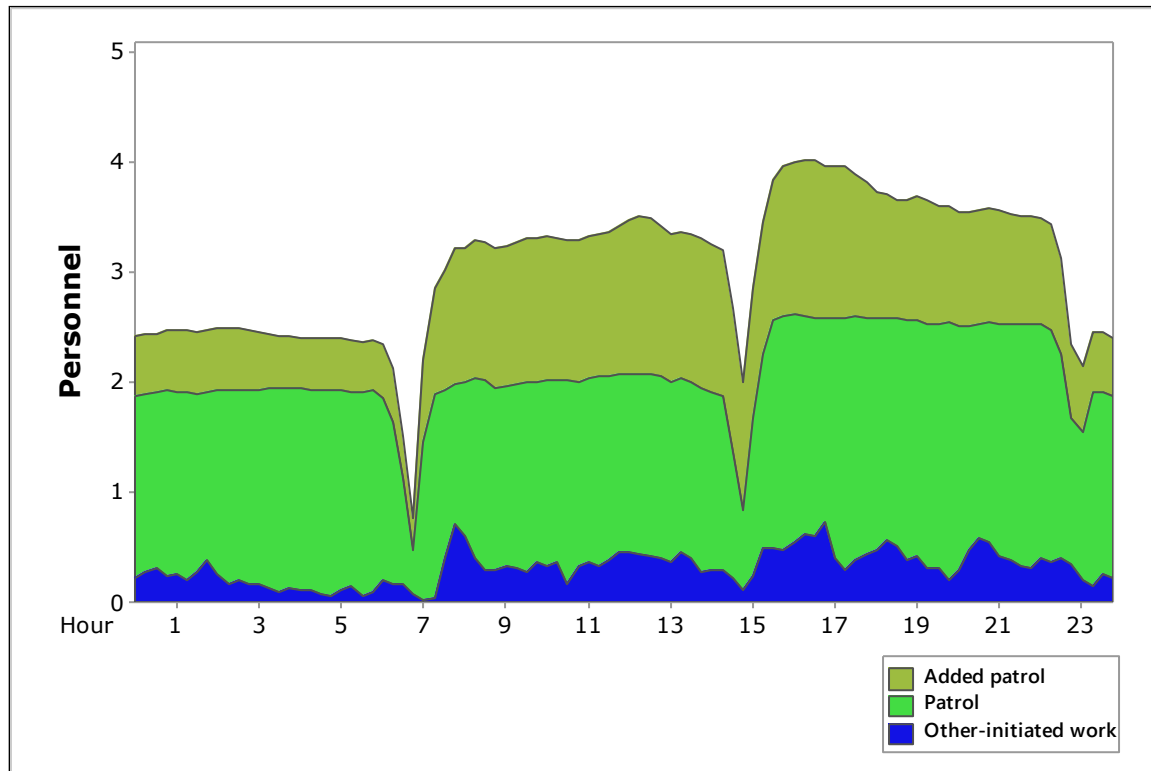
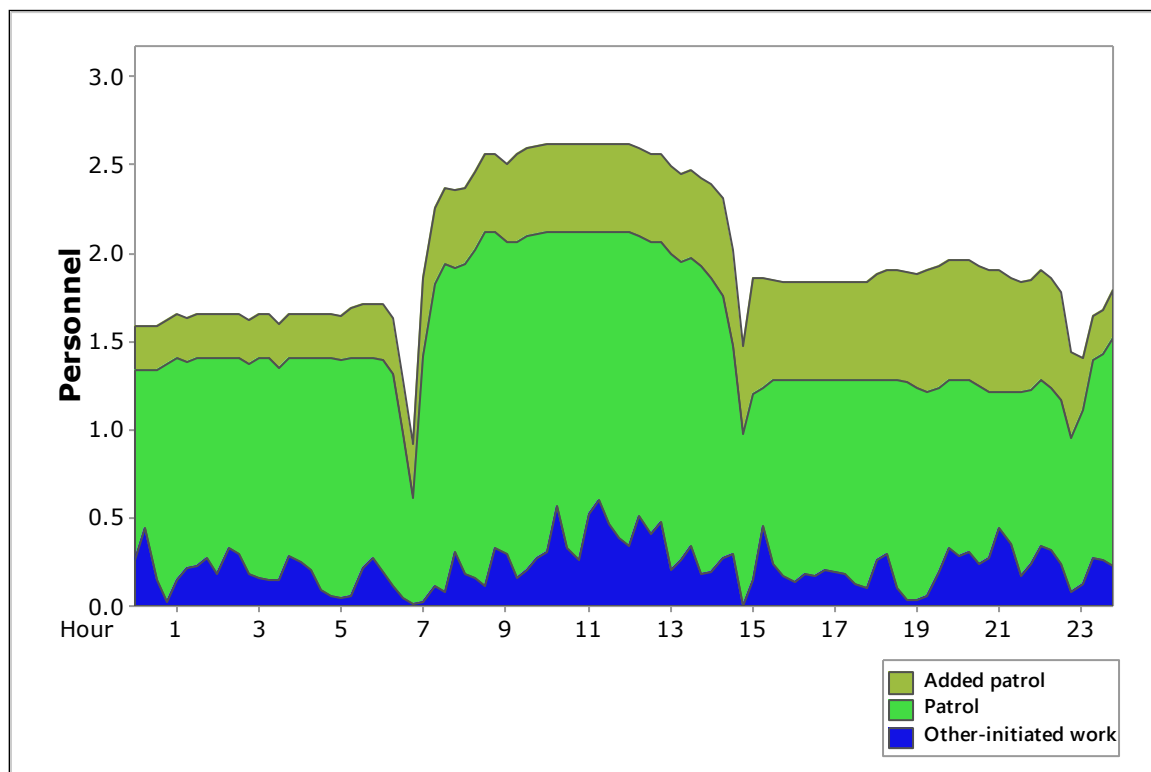


FIGURE 6-19: Deployment and Other-Initiated Workload, Weekends, Winter 2016



Observations:

- For summer:
 - Average other-initiated workload was 0.4 officers per hour during the week and 0.3 officers per hour on weekends.
 - This was approximately 12 percent of hourly deployment during the week and 15 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 23 percent of deployment between 11:15 p.m. and 11:30 p.m.
 - On weekends, workload reached a maximum of 31 percent of deployment between 6:30 p.m. and 6:45 p.m.
- For winter:
 - Average other-initiated workload was 0.3 officers per hour during the week and 0.2 officers per hour on weekends.
 - This was approximately 10 percent of hourly deployment during the week and 12 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 22 percent of deployment between 7:45 a.m. and 8:00 a.m.
 - On weekends, workload reached a maximum of 28 percent of deployment between 12:15 a.m. and 12:30 a.m.

FIGURE 6-20: Deployment and All Workload, Weekdays, Summer 2015

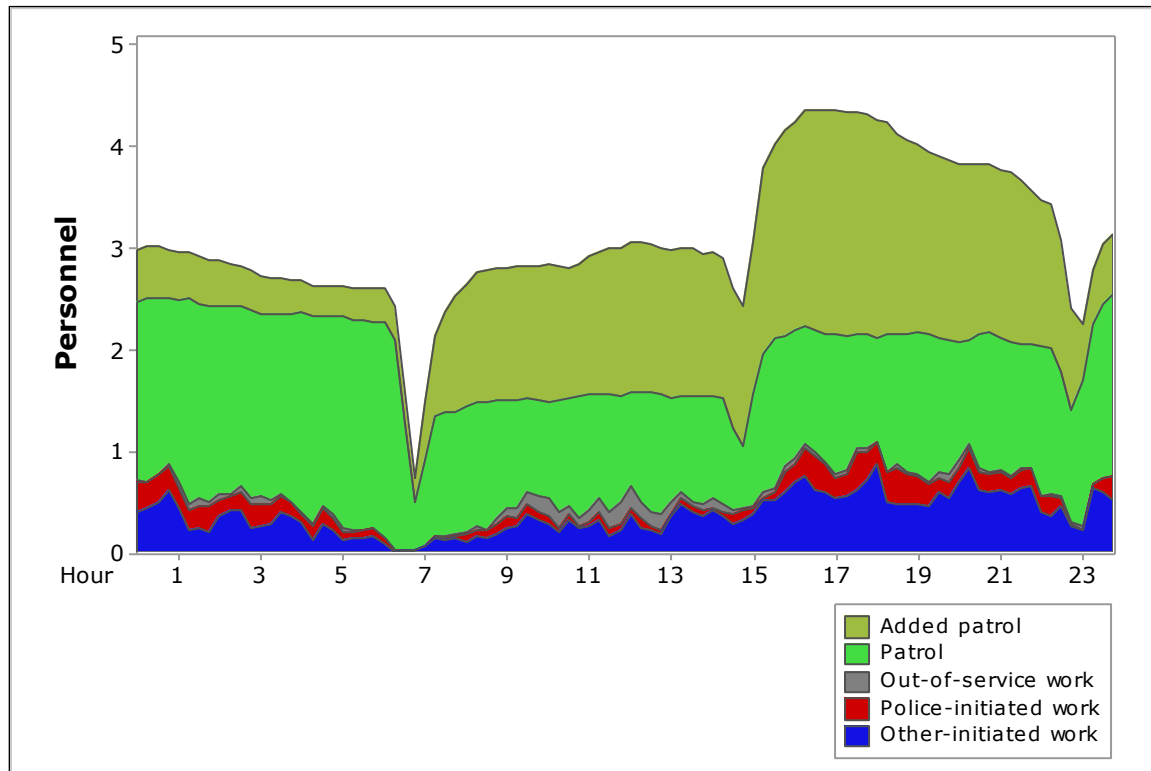


FIGURE 6-21: Deployment and All Workload, Weekends, Summer 2015

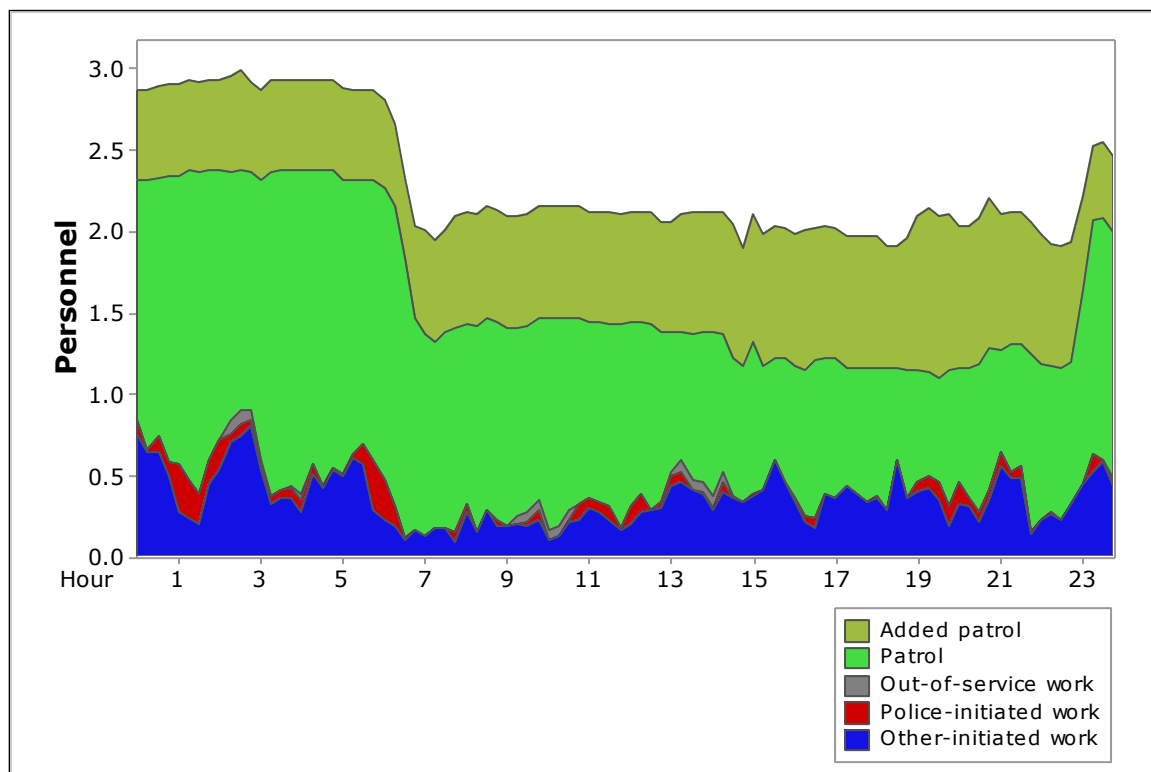


FIGURE 6-22: Deployment and All Workload, Weekdays, Winter 2016

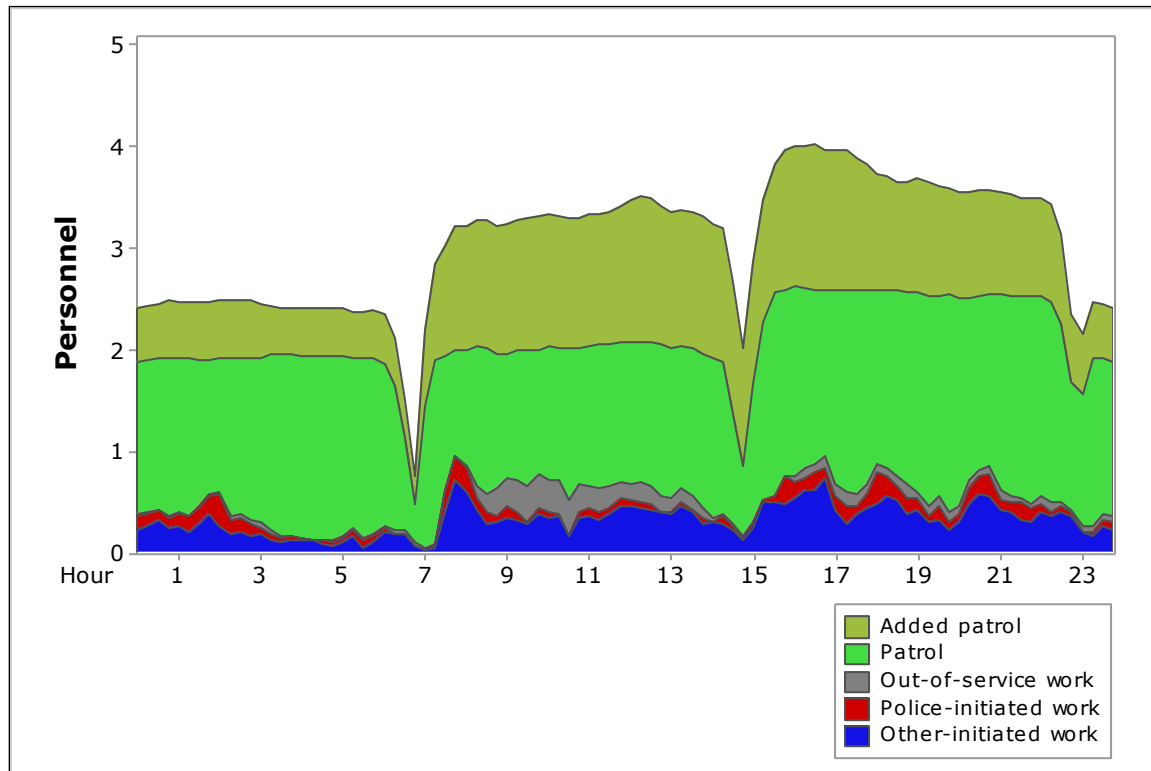
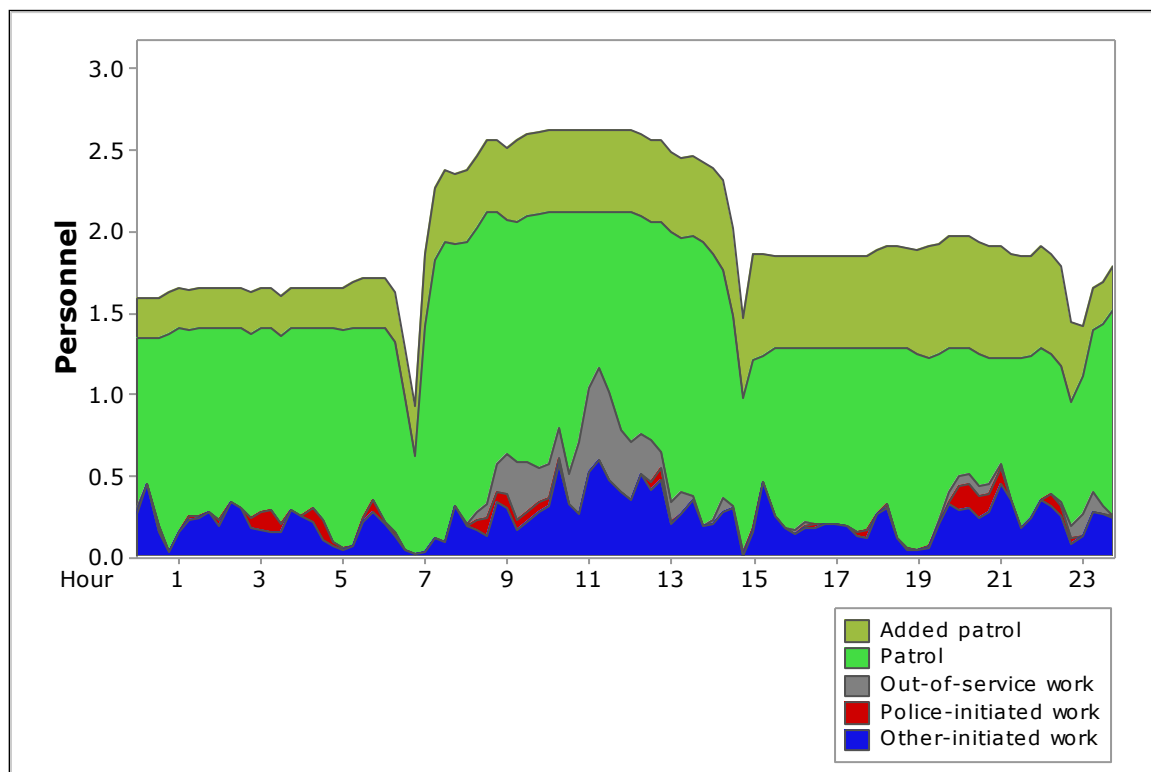


FIGURE 6-23: Deployment and All Workload, Weekends, Winter 2016



Note: Figures 6-20 to 6-23 show deployment along with all workload from other-initiated calls, police-initiated calls, and out-of-service activities

Observations:

- For summer:
 - Average workload was 0.6 officers per hour during the week and 0.4 officers per hour on weekends.
 - This was approximately 18 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 29 percent of deployment between 12:45 a.m. and 1:00 a.m.
 - On weekends, workload reached a maximum of 31 percent of deployment between 2:45 a.m. and 3:00 a.m. and between 6:30 p.m. and 6:45 p.m.
- For winter:
 - Average workload was 0.5 officers per hour during the week and 0.3 officers per hour on weekends.
 - This was approximately 16 percent of hourly deployment during the week and 16 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 30 percent of deployment between 7:45 a.m. and 8:00 a.m.
 - On weekends, workload reached a maximum of 44 percent of deployment between 11:15 a.m. and 11:30 a.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch and travel time, to determine whether response times varied by call type. 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.

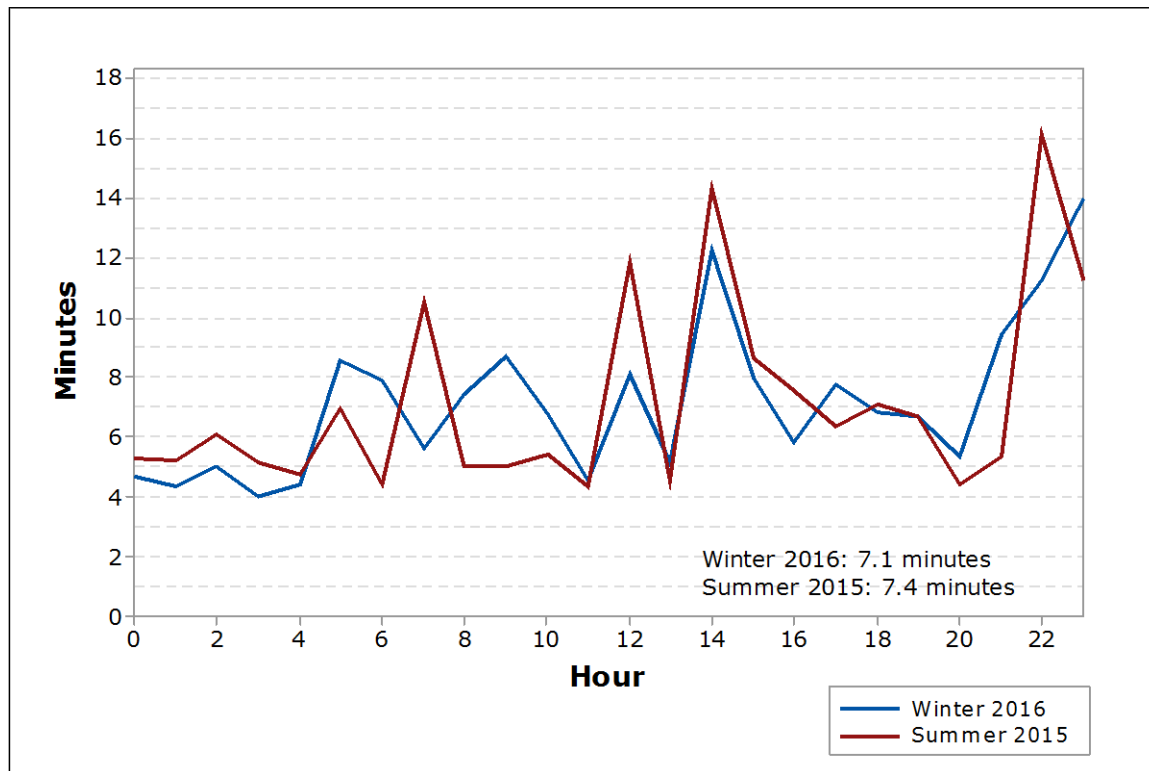
We begin the discussion with statistics that include all calls combined. We started with 2,193 events for summer and 1,665 events for winter. We limited our analysis to 1,395 other-initiated calls for summer and 1,056 calls for winter. After excluding calls without valid arrival times, we were left with 1,295 calls in summer and 981 calls in winter for our analysis. For the entire year, we began with 12,649 calls, limited our analysis to 7,887 other-initiated calls, and further focused our analysis on 7,207 calls after excluding those lacking valid arrival times.

Our initial analysis does not distinguish calls on the basis of their priority; instead, it examines the difference in response for all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (summer versus winter), we show differences in response times by category.

FIGURE 6-24: Average Response Time, by Hour of Day, Summer 2015 and Winter 2016



Observations:

- Average response times varied significantly by hour of day.
- In summer, the longest response times were between 10:00 p.m. and 11:00 p.m., with an average of 16.1 minutes.
- In summer, the shortest response times were between 11:00 a.m. and noon, with an average of 4.3 minutes.
- In winter, the longest response times were between 11:00 p.m. and midnight, with an average of 14.0 minutes.
- In winter, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 4.0 minutes.

FIGURE 6-25: Average Response Time by Category, Summer 2015

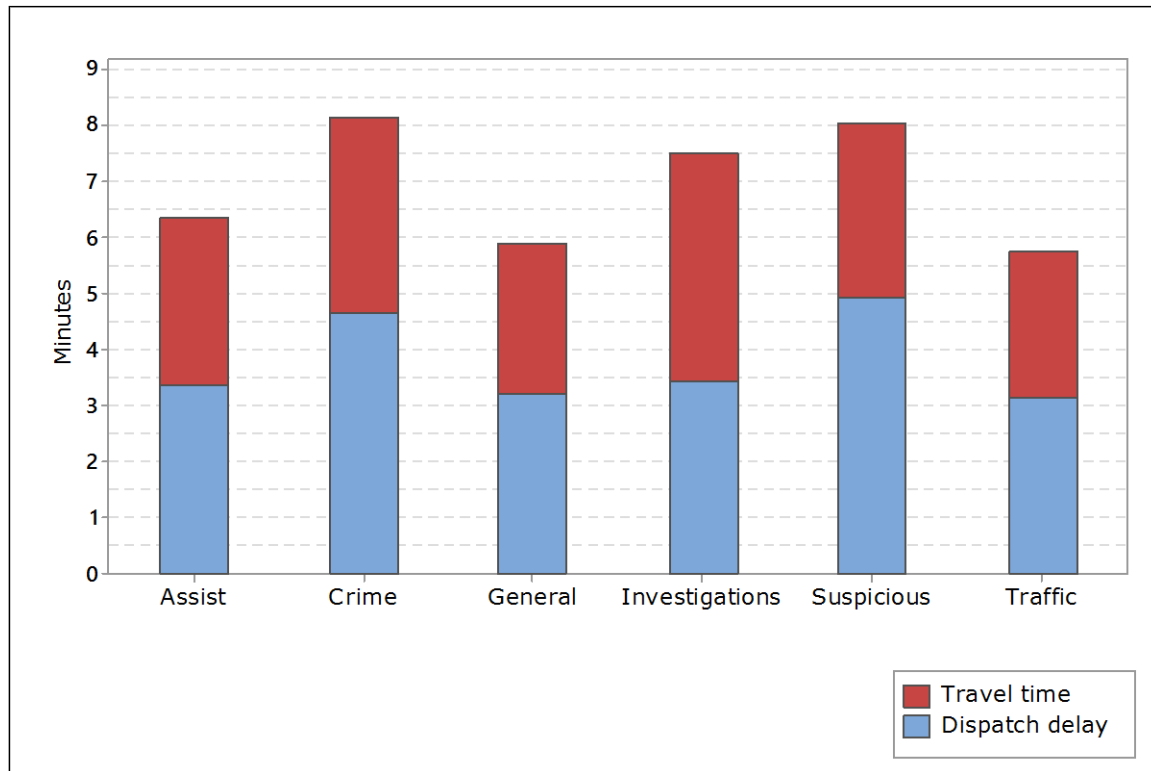


FIGURE 6-26: Average Response Time by Category, Winter 2016

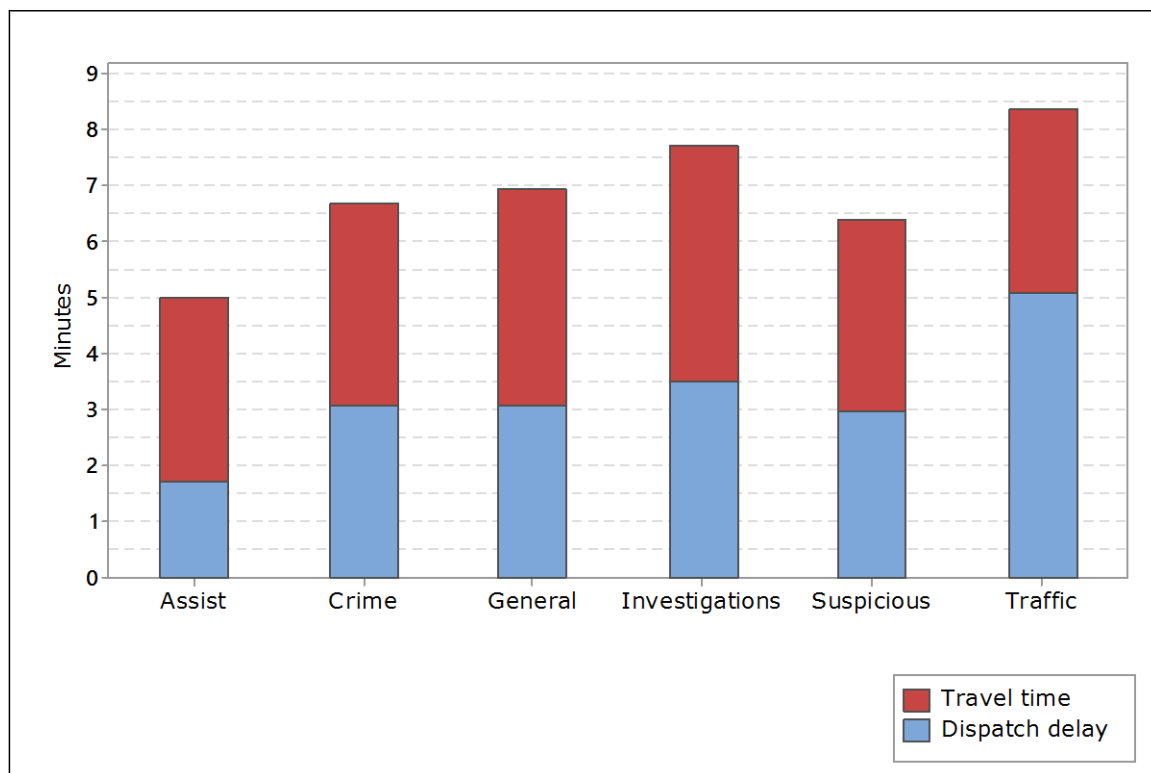


TABLE 6-13: Average Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Assist	3.3	3.0	6.4	1.7	3.3	5.0
Crime	4.6	3.5	8.1	3.1	3.6	6.7
General noncriminal	3.2	2.7	5.9	3.1	3.8	6.9
Investigations	3.4	4.1	7.5	3.5	4.2	7.7
Suspicious incident	4.9	3.1	8.0	3.0	3.5	6.4
Traffic	3.1	2.6	5.7	5.1	3.3	8.3
Total Average	4.2	3.2	7.4	3.6	3.6	7.1

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

Observations:

- In summer, the average response time for most categories was between 6 minutes and 8 minutes.
- The average response time was as short as 6 minutes (for traffic calls) and as long as 8 minutes (for crimes).
- In winter, the average response time for most categories was between 5 minutes and 8 minutes.
- The average response time was as short as 5 minutes (for assists) and as long as 8 minutes (for traffic calls).
- The average response time for crimes was 8 minutes in summer and 7 minutes in winter.

TABLE 6-14: 90th Percentiles for Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Assist	9.0	7.8	15.0	5.3	8.6	12.4
Crime	14.5	7.2	21.8	10.2	8.1	16.3
General noncriminal	7.3	7.4	13.2	9.4	8.8	19.1
Investigations	9.1	7.5	14.6	12.1	7.1	18.5
Suspicious incident	12.4	6.4	18.2	8.3	7.1	14.6
Traffic	6.5	6.7	12.2	14.1	6.9	24.8
Total Average	10.5	6.8	16.9	10.1	7.2	17.2

Note: A 90th percentile value of 17 minutes means that 90 percent of all calls are responded to in fewer than 17 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In summer, the 90th percentile value for response time was as short as 12 minutes (for traffic calls) and as long as 22 minutes (for crimes).
- In winter, the 90th percentile value for response time was as short as 12 minutes (for assists) and as long as 25 minutes (for traffic calls).

High-Priority Calls

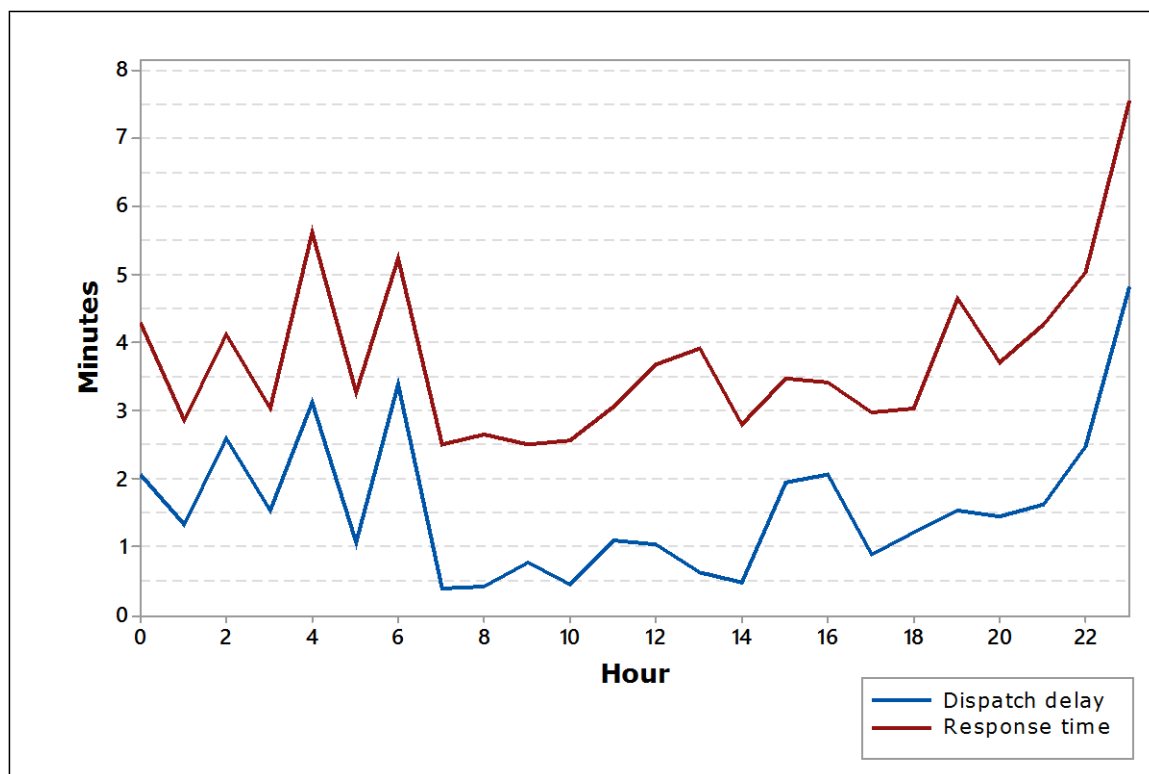
The department assigned priorities to calls with Priority 0 as the highest priority. Table 6-15 shows average response times by priority. Figure 6-27 focuses on Priority 1 calls.

TABLE 6-15: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
0	1.6	2.2	3.7	896
1	3.6	3.6	7.2	924
2	2.0	3.2	5.3	512
3	4.3	3.6	7.9	1,927
4	4.1	3.4	7.5	1,788
5	8.6	5.2	13.8	621
6	0.7	10.1	10.8	3
8	8.1	3.6	11.8	85
9	3.7	3.2	6.9	451
Weighted Average/ Total	4.0	3.4	7.5	7,207

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

FIGURE 6-27: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 3.7 minutes, lower than the overall average of 7.5 minutes for all calls.
- Average dispatch delay was 1.6 minutes for high-priority calls, compared to 4.0 minutes overall.
- For high-priority calls, the longest response times were between 11:00 p.m. and midnight, with an average of 7.6 minutes.
- For high-priority calls, the shortest response times were between 7:00 a.m. and 8:00 a.m. and between 9:00 a.m. and 10:00 a.m., with an average of 2.5 minutes.
- Average dispatch delay for high-priority calls was consistently 3.4 minutes or less, except between 11:00 p.m. and midnight.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from July 1, 2015, to June 30, 2016, were classified within the following categories. The descriptions below are a combination of two separate fields within the CAD system.

TABLE 6-16: Call Type, by Category

Call Type	Table Category	Figure Category
C3336 ASSIST CITIZEN : ACI	Assist citizen	Assist
C3336 ASSIST CITIZEN : ASSIST		
2099 ARSON FIRE (LAW : ARSON	Assist other agency	
C3330 ASSIST OTHER L : AOD		
C3331 ASSIST AMBULAN : OSAMB		
C3332 ASSIST FIRE DE : AFD		
C3344 RECOVER STOLEN : RECOVE		
L3503 DPW CALL IN : DPW		
L3510 FIREWORKS COMP : FIREWK		
1099 KIDNAPPING : KIDNAP	Crime—persons	Crime
1270 CARJACKING : JACK		
1299 ROBBERY : ROB		
1313 ASSAULT & BATTE : AB		
1313 DOMESTIC VIOLEN : DOMESV		
1399 ASSAULT DANGERO : FA		
1399 ASSAULT WITH DE : ADW		
3699 ANY CSC COMPLAI : CSCIP		
3699 SEXUAL ASSAULT : CSC		
3802 CHILD ABUSE : CHILDA		
3806 CHILD NEGLECT : CHILDN		
5311 DISORDERLY COND : DISO		
5311 DISORDERLY COND : DISORD		
5372 HARASSMENT CALL : HARASS		
2202 B&E : BE	Crime—property	
2305 LFA : LFA		
2399 LARCENY : LARC		
2404 UNAUTHORIZED DR : UDAA		
2503 COUNTERFEITING : COUNT		
2699 FRAUD : FRAUD		
2799 EMBEZZLEMENT : EMBEZ		
2999 MALICIOUS DESTR : MDOP		
3550 NARCOTICS CRIME : DRUG		
3999 GAMBLING : GAMBLE		
7408 MAIL TAMPERING : MAIL		

Call Type	Table Category	Figure Category
C3804 ANIMAL COMPLAI : ANIMAL	Animal calls	General noncriminal
C3808 ANIMAL BITE : BITE		
5313 CURFEW VIOLATIO : CURFEW	Juvenile	
C2899 JUVENILE COMPL : JUV		
L4599 MISC COMPLAINT : MISC	Miscellaneous	Investigations
C3902 ALARM INTRUSIO : ALARM	Alarm	
3318 FOUND PROPERTY : FOUN	Check/investigation	
7070 RUNAWAY : RUN		
7399 OTHER LOCAL ORD : LOCAL		
C2768 DUMPING COMPLA : DUMP		
C3010 WARRANT ARREST : WAF		
C3208 DOA - DECEASED : DOA		
C3299 WELFARE CHECK : WELL		
C3314 MISSING PERSON : MISS		
C3318 FOUND PROPERTY : FOUNDP		
C3399 FUGITIVE ARRES : FUGI		
L3501 911 HANG-UP CA : HANGUP		
L3598 E-911 : 911		
L6335 K-9 ACTIVITY A : K9		
L6605 SEARCH WARRANT : SEARCH		
1316 FIGHT : FIGHT	Disturbance	Suspicious incident
3605 INDECENT EXPOSU : INDEXP		
4199 LIQUOR VIOLATIO : LIQUOR		
4898 OBSTRUCT POLICE : OBSTRU		
5215 BOMB THREAT : BOMB		
5299 GUN CALL : GUN		
5299 WEAPONS VIOLATI : WEAPON		
5312 DISTURBING THE : DISTUR		
5314 LOITERING : LOIT		
5393 LOUD PARTY COMP : PARTY		
5399 NOISE COMPLAINT : NOISE		
C3250 MENTAL : MENTAL		
C3310 FAMILY TROUBLE : FAMTRO		
C3311 CUSTOMER TROUB : CUSTOM		
C3312 NEIGHBOR PROBL : NEIGH		
C3336 ONE DOWN : MANDNW		
C3351 LANDLORD / TEN : LNDTNT		
C3999 HOLDUP ALARM : HOLDUP		
L3599 LITTER VIOLATI : LITTER		
C3320 OPEN DOOR TO H : DOOR	Suspicious	

Call Type	Table Category	Figure Category
	person/vehicle	
C3324 SUSPICIOUS CIR : SUSC	Suspicious person/vehicle	Suspicious incident
C3328 SUSPICIOUS PER : SUSP		
C3145 PROPERTY DAMAG : PDA	Accidents	Traffic
C3155 PERSONAL INJUR : PIA		
C3160 HIT AND RUN : HITRUN		
C3165 ACCIDENT FATAL : ACF		
L3599 OFFICER NEEDS : HELP		
1316 INTIMIDATION TH : INTIM	Traffic enforcement	
3509 MISCELLANEOUS L : TR		
3730 MISC TRAFFIC : 3730		
8041 DRIVING UNDER T : OUIL		
C2999 MIS TRAFFIC OF : MTO		
C3704 ABANDONED AUTO : ABA		
C3704 ABANDONED AUTO : ABAN		
C3728 PARKING COMPLA : PARK		
C3730 TRAFFIC STOP : TSTOP		
C3799 MISC TRAFFIC C : MISCT		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2005 through 2014, along with clearance rates for 2014. Crime rates are expressed as number of incidents per 100,000 population.

TABLE 6-17: Reported Crime Rates in 2014, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Adrian	MI	20,789	236	2,107	2,343
Allen Park	MI	27,549	189	2,025	2,214
Auburn Hills	MI	21,859	252	3,083	3,335
Berkley	MI	15,323	46	894	940
Birmingham	MI	20,606	58	995	1,053
Burton	MI	28,996	476	4,214	4,690
Clawson	MI	12,103	66	719	785
Farmington	MI	10,603	85	905	990
Ferndale	MI	20,346	251	2,708	2,959
Fraser	MI	14,632	219	2,324	2,542
Garden City	MI	27,035	215	1,424	1,639
Hazel Park	MI	16,668	414	2,208	2,622
Inkster	MI	24,745	1,229	3,096	4,324
Milford	MI	16,470	24	553	577
Monroe	MI	20,327	472	2,307	2,780
Oak Park	MI	29,971	337	1,848	2,185
Port Huron	MI	29,145	762	2,896	3,658
Riverview	MI	12,205	98	1,483	1,581
Rochester	MI	13,057	92	827	919
Romulus	MI	23,415	572	2,336	2,908
Southgate	MI	29,365	310	3,092	3,402
Trenton	MI	18,404	201	1,141	1,342
Wayne	MI	17,067	703	2,273	2,977
Wixom	MI	13,804	116	1,978	2,094
Woodhaven	MI	12,583	103	1,883	1,987
Ypsilanti	MI	19,901	829	3,437	4,266
Hamtramck	MI	22,036	1,030	3,018	4,048
Michigan		10,410,762	406	1,922	2,327
United States		324,699,246	357	2,464	2,821

FIGURE 6-28: Reported Violent and Property Crime Rates in Hamtramck, by Year



FIGURE 6-29: Reported City and State Crime Rates, by Year

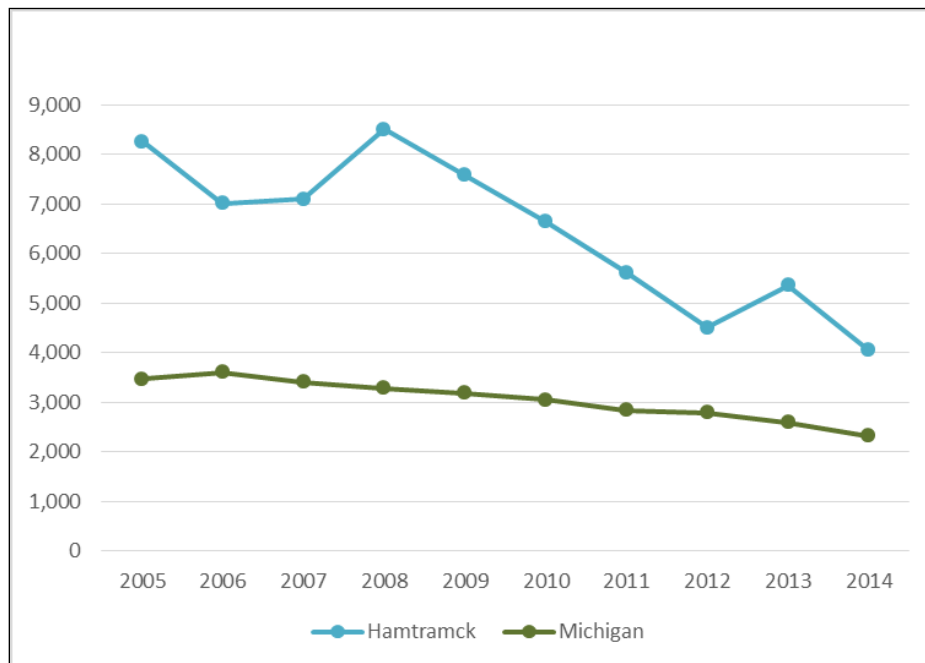


TABLE 6-18: Reported Municipal, State, and National Crime Rates, by Year

Year	Hamtramck				Michigan				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2005	22,259	1388	6,874	8,262	10,503,531	530	2,940	3,470	301,501,908	443	3,200	3,642
2006	21,939	1367	5,643	7,010	10,472,927	540	3,068	3,608	304,567,337	448	3,103	3,551
2007	21,448	1497	5,600	7,096	10,451,398	510	2,899	3,409	306,799,884	442	3,045	3,487
2008	20,722	1848	6,664	8,513	10,376,520	491	2,798	3,289	309,327,055	438	3,055	3,493
2009	20,255	1866	5,717	7,583	10,345,739	478	2,705	3,183	312,367,926	416	2,906	3,322
2010	22,423	1565	5,075	6,641	10,307,062	468	2,579	3,046	314,170,775	393	2,833	3,225
2011	22,406	1370	4,253	5,623	10,359,533	421	2,416	2,837	317,186,963	376	2,800	3,176
2012	22,214	1062	3,439	4,502	10,366,035	429	2,363	2,792	319,697,368	377	2,758	3,135
2013	22,017	1658	3,697	5,355	10,384,874	424	2,164	2,589	321,947,240	362	2,627	2,989
2014	22,036	1030	3,018	4,048	10,410,762	406	1,922	2,327	324,699,246	357	2,464	2,821

TABLE 6-19: Reported Hamtramck, State, and National Clearance Rates in 2014

Crime	Hamtramck			Michigan			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Aggravated Assault	137	88	64%	27,400	11,110	41%	718,857	387,980	54%
Burglary	217	17	8%	43,938	4,180	10%	1,670,138	219,339	13%
Larceny	274	47	17%	135,025	25,507	19%	5,654,125	1,255,387	22%
Murder Manslaughter	0	0	NA	573	275	48%	14,590	9,025	62%
Rape	7	1	14%	6,248	1,751	28%	108,388	39,675	37%
Robbery	83	16	19%	8,004	1,372	17%	318,768	89,962	28%
Vehicle Theft	174	5	3%	21,110	1,513	7%	674,711	83,820	12%