



# **City of Grand Island**

**Tuesday, January 17, 2017**

**Study Session**

## **Item -2**

### **Presentation and Discussion Concerning the Grand Island Police Department**

**Staff Contact: Robert Falldorf, Police Chief**

# **Council Agenda Memo**

**From:** Marlan Ferguson, City Administrator

**Meeting:** January 17, 2017

**Subject:** Review Grand Island Police Department Operations  
Review Grand Island Library

**Presenter(s):** Police Chief Robert Falldorf  
Library Director Steve Fosselman

## **Background**

During the budget process for the 2017 Fiscal Year Budget much discussion was held concerning future budgets and sustainability. The Mayor and City Council have determined to have a balanced budget for Fiscal Year 2018. In order to accomplish that goal there will need to be some tough decisions made. Currently the City's expenditures in the general fund are growing at a faster rate than the revenues in the General Fund. This is the result of a number of events, including becoming an MSA community which causes salaries to increase substantially by way of comparing to a different array of Cities. At the same time the City made the decision after a recommendation from a Public Safety Study completed by the ICMA; to increase the number of police officers and support staff in the police department by 17 FTE since 2012. In the FY 2017 Budget 62% of the expenditures in the General Fund is for the Public Safety Departments. In addition 77% of the expenditures are for personnel costs. It is the administrations intent to review each department's operational activities to determine the level of service provided versus the cost of service.

We will also have a presentation on the Grand Island Library.

## **Discussion**

Tonight's study session is for the purpose of discussing and reviewing the Grand Island Police Department. We want the City Council to have a good understanding of the current operating procedures in order to identify potential cost savings and what level of service is most desirable and at what cost. Chief Falldorf will provide details on the history, crime rates, department structure, operating budget, and future demands.

The Grand Island Library Director Steve Fosselman will make a presentation on a proposed renovation project as well as operations and current events at the Library.

## **Conclusion**

This item is presented to the City Council in a Study Session to allow for any questions to be answered and to create a greater understanding of the GIPD and Library.

# Grand Island Police Department

## History of GIPD

<b>April 1877</b>	Grand Island Police Department was formed.
<b>June 1969</b>	Police Department moved from City Hall to Old Central Chevrolet Company on E. 2nd Street.
<b>July 1978</b>	Police Department moved from Old Central Chevrolet Company to Public Safety Center on S. Locust Street.
<b>January 2008</b>	Police Department moved from Public Safety Center to Law Enforcement Center on Public Safety Drive.

## Personnel (109 Total, 107.96 FTE authorized)

Chief of Police (1)	
Administration Division (sworn):	Captain (1), Sergeants (2), Officers (1)
Administration Division (civilian):	Custodian (1FT, 2PT), Office Manager (1), Records Clerk (6), Victim Witness (2)
Patrol Division (sworn):	Captain (1), Sergeants (10), Officers (55)*
Patrol Division (civilian):	Crime Analyst (1), Community Service Officers (4FT, 4PT)*
Criminal Division (sworn):	Captain (1), Sergeants (2), Officers (11)
Criminal Division (civilian):	Evidence Tech (2), Records Clerk (1)

*\*2 Police Officer positions froze FY 2017 and 1 part time Community Service Officer position froze FY 2017*

## Historical FTE'S

	<u>Sworn</u>	<u>Civilian</u>	
<u>2003</u>	75	16.41	
<u>2004</u>	75	17.04	Add 1.0 Victim Assistance Coordinator, Subtract .37 Community Service Officer
<u>2005</u>	75	18.09	Add 2.006 Community Service Officer, Subtract .96 School Crossing Guard
<u>2006</u>	75	18.09	
<u>2007</u>	75	18.34	Add 1.0 Evidence Tech, Subtract .75 Community Service Officer
<u>2008</u>	75	19.69	Add 1.0 Custodian and .35 School Crossing Guard
<u>2009</u>	75	20.94	Add 1.25 Custodian
<u>2010</u>	79	20.94	Add 4.0 Police Officers, 3 of the 4 were funded under 3 year Federal COPS Grant
<u>2011</u>	77	14.38	Subtract 2.0 Police Officers, .63 Community Service Officers, 1.38 Records Clerks, and 4.55 School Crossing Guard). <i>Program Prioritization.</i>
<u>2012</u>	77	13.76	Subtract .625 Police Records Clerk. ICMA Study presented.
<u>2013</u>	82	17.76	Add 5.0 Police Officers, 2.0 Community Service Officers, 1.0 Crime Analyst,

			and 1.0 Records Clerk, 3 of the 5 Police Officers were funded under 3 year Federal COPS Grant. ICMA Study.
<u>2014</u>	87	19.76	Add 5.0 Police Officers and 2.0 Community Service Officers. ICMA Study.
<u>2015</u>	87	20.96	
<u>2016</u>	87	20.46	Add 1.0 Evidence Tech and .20 Victim Witness Advocate. ICMA Study.
<u>2017</u>	86	20.46	Subtract 1.0 Police Officer and .50 Community Service Officer.
<u>2017*</u>	85	20.46	We currently have one additional vacant Police Officer position that we are leaving unfilled at this time

*\*As of December, 2016.*

### **Officers Per 1,000 Residents**

United States	2.3
Nebraska	1.96
Grand Island	1.68
Sioux City, IA	1.5
St Joseph, MO	1.62
Lawrence, KS	1.53
Ames, IA	0.81
Cheyenne, WY	1.62
Iowa City, IA	1.10
Jefferson City, MO	2.06
Rapid City, SD	1.67

*Source: Crime in the United States 2015 <https://ucr.fbi.gov> and individual agencies.*

### **Grand Island Population**

2000 42,940\*  
2010 48,520\*  
2015 51,440\*\*  
2025 57,173\*\*\*  
2030 60,387\*\*\*  
2035 63,782\*\*\*  
2040 67,368\*\*\*

\*Actual U.S. Census numbers.

\*\*U.S. Census estimate.

\*\*\*Journey 2040 estimates.

## Budget

### **Budget – Salaries (Does not include benefits)**

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$4,619,056	\$4,559,238	\$59,818
2013	\$4,972,338	\$4,720,565	\$251,773
2014	\$5,646,915	\$5,425,155	\$221,760
2015	\$5,926,129	\$5,781,561	\$144,568
2016	\$6,386,478	\$6,186,717	\$199,761
2017	\$6,696,433	-----	-----

### **Budget – Health Insurance**

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$1,002,932	\$991,462	\$11,470
2013	\$1,089,394	\$1,115,014	\$-25,620
2014	\$1,552,247	\$1,409,418	\$142,829
2015	\$1,487,272	\$1,341,317	\$145,955
2016	\$1,384,951	\$1,285,486	\$99,465
2017	\$1,409,418	-----	-----

### **Budget – Total Personnel**

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$6,752,652	\$6,623,655	\$127,997
2013	\$7,267,804	\$6,998,968	\$268,836
2014	\$8,622,901	\$8,235,016	\$387,885
2015	\$8,885,366	\$8,555,313	\$330,052
2016	\$9,423,059	\$8,963,953	\$459,107
2017	\$9,861,873	-----	-----

## Budget – Total Operating

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$1,311,184	\$1,242,326	\$68,858
2013	\$1,657,949	\$1,482,309	\$175,640
2014	\$1,514,717	\$1,453,814	\$60,903
2015	\$1,514,634	\$1,377,751	\$136,883
2016	\$1,421,192	\$1,292,277	\$128,915
2017	\$939,895	-----	-----

## Budget – Capital Outlay Vehicles

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$151,000	\$123,457	\$27,543
2013	\$337,740	\$332,520	\$5,220
2014	\$293,000	\$317,785	\$-24,785
2015	\$281,500	\$280,581	\$919
2016	\$267,615	\$265,985	\$1,630
2017	\$133,000	-----	-----

## Budget – Total Police

	<u>Budgeted</u>	<u>Actual</u>	<u>Unspent</u>
2012	\$8,219,281	\$7,992,676	\$226,605
2013	\$9,268,938	\$8,814,612	\$454,326
2014	\$10,430,618	\$10,006,616	\$424,002
2015	\$10,681,500	\$10,213,646	\$467,854
2016	\$11,111,866	\$10,522,215	\$589,651
2017	\$10,995,023	-----	-----

### Patrol Division

Patrol Captain (1)

Special Operations Sergeants – one each day and night shifts (4)

Patrol Sergeants – one per shift (6)

Officers – sworn personnel currently assigned (42)

2 Day Shifts – each with 8 officers & 2 sergeants <<short 2 officers>>

2 Overlap shifts – each with 6 officers & 1 sergeant (includes K9s) <<short 1 officer>>  
2 Night shifts – each with 8 officers & 2 sergeants <<short 3 officers, 2 are unfilled positions  
FY2017>>

Community Service Officers (CSOs)

Civilian employees

4 – full time CSOs & 3 – part time CSOs

1 – part time civilian (runs the impound & found property)

Vehicles towed to impound – department wide

2016 – 859; 2015 – 839; 2014 – 845; 2013 – 732

Code violation reports started by CSOs

2016 – 4461; 2015- 5247; 2014 – 6082; 2013 – 3586

5 - School Resource Officers – sworn officers

50% funded by Grand Island Public Schools

2 – Grand Island Senior High & Success Academy

1 – Walnut Middle School

1 – Barr Middle School

1 – Westridge Middle School & Skills Academy

They also work with all GIPS Elementary Schools.

4 work with patrol and 1 works with CID during the summer

New Officers in training (FTO program or at NLETC); (4)

Housing and Urban Development (HUD) Officer; (1) = \$50,000 funded by HUD annually

Crime Prevention Officers – sworn officers; (2)

Cyber Crime Investigator – sworn officer (1)

Crime Analyst – civilian position (1)

K9 Units - 1 assigned to each overlap road patrol shift (2)

254 Dog deployments since Jan. 1, 2014 (average 1.6 deployments per week)

Officers have specialty training related to patrol.

-Intermediate & Advanced Accident Investigations

-Bike patrol

-Child Abuse Investigations

-Drug Recognition Experts (DREs)

-Gangs

-Emergency Vehicle Operator Instructors

-Radar / Lidar Instructors

-Numerous other specialty trainings, certifications, or are instructors

## Patrol Division – breakdown (continued)

	Month	Hours billed	Flights covered
Central NE Regional Airport Coverage  Supported by on duty Personnel – not an OT assignment	April	114	77
	May	143	99
	June	126	84
	July	156	83
	August	102	64
	September	94	65
	October	91	67
	November	104	79
	December	<u>124</u>	<u>88</u>
	Totals:	<b>1054</b>	<b>539</b>
	Average hours per month	117	

### Administration Division

- Administration and support of police functions
- Budgeting and grants
- Records and Service Desk
- Training, Recruiting, Hiring, and Retention
- Victim / Witness Services
- Building Maintenance
- Fleet Services

#### Administrative Division Staff:

Administrative Captain

2 - Sergeants- Fleet and Training

1 - Training Officer

1 - Office Manager

6 - Records Clerks (ICMA recommended 1 additional FTE-requested & denied.)

2 - Victim / Witness Advocates

1 - Full-time Building Maintenance employee

2 - Part-time custodians

#### Training and Hiring Division:

Sergeant (1) and Training Officer (1)

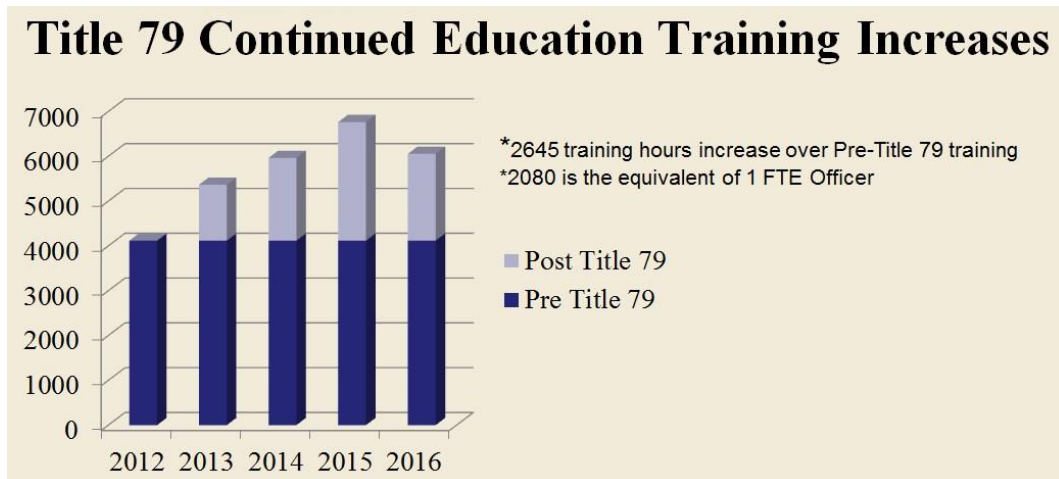
Hiring = Recruiting; Testing and Interviews; Background Investigations (30-50 hours per candidate); Civil Service, State Statute, and Title 79 Hiring Compliance; Orientation, Field Training, and Oversight; 21 Officers hired since the start of 2013

Training = \$42,000 budget (\$388.88 per employee)



State Law Title 79 Training Requirements = \*20 Hours of Continue Education annual requirement (1740 hours away from operations annually training received; 406 Instructional hours away from operations annually); Annual Firearms recertification

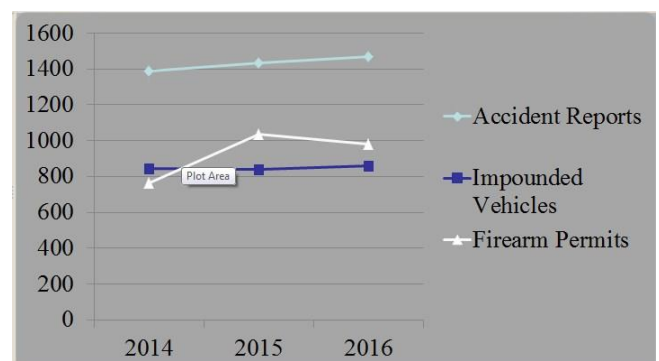
§1983 Liability issues



Records Division: Separation of duties; The Records Division is divided in to two (2) areas, One Office/Records Manager, Front Desk Clerks, Records Management Clerks

Office Manager: Responsibility to hire, train & supervise six (6) Full Time Record Clerk Positions; Provides administrative support to the Police Chief and command staff; Accounts Payable and Receivable; Purchasing and Procurement; Grant account balancing; Payroll entry, review and approvals.

Front Desk Clerks: Customer Service; Currently staffed with three (3) Record Clerks; Handle all walk in traffic at Law Enforcement Center; Responsible for answering 12 line phone system; Effectively relay messages to GIPD staff; All public record report requests; Input and tracking of all impounded vehicles, records, letters and titles; Input Parking and Traffic Records; Firearm application requests and background checks, solicitor permits, code enforcement letters, real estate liens, and Scoff Law violations.



Records Management: Three (3) Record Clerks; Enter all traffic warnings & citations in to the RMS; Prepare Police Reports & Traffic Citations for prosecution to City or County Attorney; Review & audit Police Reports for accurate UCR / NIBRS coding; Maintain records and case files as required by State Statute; 34,000 to 39,000 incident reports annually

Fleet Services: Fleet Sergeant (also supervises Community Service Officers); 65 Vehicle Fleet; 18 total alternately funded fleet vehicles (3 Units Asset Reallocation; 3 Units Impound Forfeiture; 1 Unit Drug

Seizure; 8 Units retained after patrol rotation (trickle down); 3 Federal Funded Leases); 13 Specialty vehicles or assigned to satellite locations

#### Fleet Cost and Rotation:

Patrol Units "hot seated":

- Less than 1 year: \$ .10 per mile average cost
- Year 1: \$.18 per mile average cost
- Year 2: \$.19 per mile average cost
- Year 3: \$.51 per mile average cost
- More than 3 years: \$1.14 per mile average cost

Building Maintenance: Responsible for approximately 44,000 square foot building; Building and Sanitary Supplies; Landscaping and rear yard maintenance; HVAC, Water, Security, Electrical Maintenance and Repair; Equipment and Furniture Purchase and Installation; General Cleaning Duties; Supervision of 2 Part-time Custodians

Victim Witness Unit: 1 Victim Witness Coordinator; 1 Victim Witness Advocate (VOCA Grant Funded \$95,907 w/City Match \$23,977)

Responsibilities include: Review reports to identify victims; Liaison between victims and criminal justice system; Track case status, provide court support, notify victims, and refer services throughout the process; Maintain statistical data and submit funding requests; Promote victims' rights and services

Benefit to Community = 854 individuals received services in 2015; 233 were victims of more than 1 crime

### **Criminal Investigation Division (CID)**

Criminal Division Duties:

- General Investigations
- Child Abuse Investigations
- Drug Task Force
- Evidence Section
- Pawn and 2nd Hand Good Stores Investigations
- Law Enforcement Center Surveillance System
- Social Media
- Liaison with outside agencies
- South Central Alliance for Law Enforcement Services (SCALES)
- Hall County Inmate Messages
- Liquor License Investigations
- Adult Abuse Investigations
- Cell Phone Account Management

Criminal Division Personnel:

CID Captain

- 2 - Sergeants- General Investigations & Drug Task Force
- 5 - General Investigators
- 3 - Drug Task Force Investigators
- 2 - Child Abuse Investigators
- 1 - Evidence and Property Investigator
- 2 - Civilian Evidence Technicians
- 1 - Records Clerk shared between CID & Drug Task Force

General Investigations:

-Criminal Investigations outside of the Uniformed Patrol Division which generally work major or high profile cases or crimes which involve extended time requirements or where specialized work is needed.

-Cases are assigned based upon severity and existence of some avenue of investigation, no matter how small. 518 cases assigned in 2016, 397 were cleared. Clearance rate of 77%

Child Abuse Investigations:

Criminal investigations of child abuse cases generated within the department or from the State Child Abuse Hotline.

-Investigations required by statute.

-Multi-Disciplinary Protocol from LB1184

-Work extensively with outside agencies – Department of Health and Human Services, Child Advocacy Center, and Grand Island Public Schools.

-GIPD had 845 child abuse intakes in 2016.

-288 child abuse investigations. 118 of those investigations were by CID.

Central Nebraska Drug & Safe Streets Task Force:

FBI sponsored Task Force consisting of several State, Municipal, County, and Federal Agencies in Central Nebraska. NSP / GIPD are major contributors of manpower to this Task Force.

Crimes involving controlled substances, weapons, and gang activity.

-50 federal drug related indictments

-115 drug related state arrests

-88 non drug arrests

- \$62,000 of property seized

-\$73,739.11 money seized

-31 lbs. of methamphetamine seized

Evidence: Handles the receipt, processing, storing and purging of all evidence brought in by the Police Department and Task force.

Process, store, disseminate and purge all photographic and video evidence for the department including surveillance video, evidence photographs, officer's dash camera footage and recorded audio and video from our 8 interview rooms.

- 6,423 items of evidence processed in 2016 (3,376 incoming, 3,047 outgoing)

- 1,787 requests for still photos/video

#### Pawn & 2nd Hand Goods Stores:

Leads Online used to monitor property sold to our pawn shops and second hand goods stores.

Transactions must be monitored for accuracy and stolen items. When a stolen item is pawned or sold the investigation is assigned to a General Investigator.

- Of the thousands of items sold in 2016, 469 were flagged as possibly stolen.

- 21 criminal investigations were started as a result.

#### LEC Surveillance System:

The 32 camera system inside and outside of the Law Enforcement Center is maintained by the Criminal Investigations Division.

- Includes 8 interview rooms.

- 342 interviews were conducted in 2016.

#### Social Media Management:

Supervises several Social Media Administrators and handles all criminal intelligence surveys that go out; 162 Facebook posts made in 2016; 174 private messages received in 2016; currently, more than 10,500 people have "liked" the GIPD Facebook page.

Liaison with Outside Agencies: The Criminal Division is the contact point for outside agencies that have investigations that overlap or involve the City of Grand Island. These investigations typically involve suspects who travel outside the jurisdiction to commit crimes.

SCALES - South Central Alliance for Law Enforcement Services: Members of the Criminal Division are also members of SCALES. This group is comprised of numerous agencies around south central Nebraska who share intelligence and investigative manpower when the need arises.

Inmate Messages: Unofficially known as "kites" by inmates.

They are made up of a variety of grievances, filing criminal complaints, inquiring about property or evidence that might belong to them, and offering intelligence about other crimes.

Filtered by a Criminal Division Supervisor and assigned to an investigator as needed. 134 Kites handled in 2016

Liquor License Investigations: The general Criminal Division Sergeant handles liquor license background investigations but can, if needed, assign them to an investigator. Particularly time consuming. Twenty-four liquor license investigations conducted in 2016.

Adult Abuse Investigations: Investigations of criminal complaints of adult abuse.

Generally generated through the Abuse Hotline and are done in conjunction with the State DHHS.

These investigations are increasing substantially with the aging baby boomer population.

Cell Phone Account Management: The department issues several cell phones to key officers. The management of these phones includes number porting, phone replacement, and activating and deactivating lines. There are 21 phones currently on the GIPD account.

Additional Duties:

- Nation Crime Information Center (NCIC) Validations; average 60 per month
- Department subpoenas; average 40 per month
- Nebraska Fusion Information Network (NFIN) entries
- Crime Stoppers tips; 80 Crime Stoppers tips received in 2016

## **The National Citizen Survey 2011-Revisited**

\*Survey conducted by International City/County Management Association (ICMA)

- Overall image or reputation of Grand Island: 39% responded fair and 28% responded poor.
- To what degree are run-down buildings, weed lots, or junk vehicles a problem in Grand Island: 43% responded moderate problem and 28% responded major problem.
- Rate how safe or unsafe you feel from violent crime in Grand Island: 24% responded somewhat unsafe and 17% responded very unsafe.
- Rate how safe or unsafe you feel from property crime in Grand Island: 40% responded somewhat unsafe and 19% responded very unsafe.
- Rate how safe or unsafe you feel in your neighborhood after dark: 21% responded somewhat unsafe and 4% responded very unsafe.
- Rate how safe or unsafe you feel in downtown area after dark: 38% responded somewhat unsafe and 26% responded very unsafe.

## **Police Operations and Data Analysis 2012-Revisited**

\* A review of the operations of the Grand Island Police Department by the ICMA with a particular focus on workload and appropriate staffing.

**Crime Rate in Grand Island is high:** Violent Crime Rate is 25.4% higher than state rate. Property Crime Rate is 79% higher than state rate.

**FBI UCR Crime Program:** 9 top populated cities in Nebraska reviewed (Grand Island 4th largest). Grand Island ranks 3rd in Violent Crime Rate and 1st in Property Crime Rate. Combining these two

classifications is called the Serious Crime Rate, of which Grand Island again ranks 1st. Grand Island's rate of serious crime is 79% higher than the state and 63% higher than the national rate.

**Consultants:** Grand Island has indicators of Social Disorder. Several criminal gangs exist and their activity is a concern. Grand Island has a prime geographic location for moving drugs through. Grand Island has a rapidly diversifying population, with energy and culture to community being tremendous but this can also lead to cultures not always comporting to existing laws and norms of the community. The Grand Island Police Department is a highly professional, well-managed police agency.

### Workload Analysis-Rule of 60

The ratio of dedicated time compared to discretionary time is referred to as the "Saturation Index (SI)". Patrol staffing is optimally deployed when the SI is below 60%. At or in excess of 60% then patrol is largely reactive and overburdened with calls for service.

Months of February 2011 and August 2011 were studied: At critical and extended times during the day the 60 % SI is passed and in all likelihood proactive patrol ceases. This is not desirable from a police personnel deployment perspective, and it is recommended that steps be taken to alleviate this condition.

ICMA recommendation to increase from forty-two officers assigned to patrol to fifty-two officers assigned to patrol to appropriately balance the department in order to have sufficient staffing for both patrol and other enforcement purposes.

### Other Impacts of the ICMA Study

#### **Calls for Service (CFS)**

	Total CFS	Code Calls	Accidents
2009	36,286	3361	2247
2010	34,258	3235	2230
2011	34,129	2092	2194
2012	35,367	2404	2015
2013	33,599	3586	2115
2014	37,236	6082	2235
2015	36,673	5247	2344
2016	37,262	4455	2442

## 2009 – 2016 Offenses

	2009	2010	2011	2012	2013	2014	2015	2016	% Change 2009-2016
Violent Crime	224	168	149	162	136	130	121	175	-22%
Property Crime	2264	2297	2448	2305	2389	2224	1497	1620	-28%
All UCR Crime	2488	2465	2597	2467	2525	2354	1618	1795	-28%
Murder	1	2	1	0	1	1	0	1	0%
Rape	22	31	28	40	36	34	36	36	64%
Robbery	31	22	29	21	8	9	11	20	-35%
Agg. Assault	170	113	91	101	91	86	74	118	-31%
Burglary	376	373	399	367	526	404	214	236	-37%
Larceny	1779	1829	1958	1859	1759	1719	1201	1297	-27%
MV Theft	109	95	91	79	104	101	82	87	-20%

### Concerns Moving Forward:

- ICMA set recommended minimum staffing.
- Property Crime Rates and Violent Crime Rates may continue to rise if we move back to reactive policing.
- Increasing population/diversity.
- Grand Island Area Metropolitan Planning Organization (GIAMPO) Goals include: Increasing the safety of the Transportation System (ranked #2 goal). Increasing the security of the Transportation System (ranked #3 goal).

### Cost Recovery Issues and Options:

- Police Departments don't generally provide many revenue generating services.
- Fees are pretty much set at comparable standards across the profession.
- Grants/Interlocal Agreements.
- Airport Security.

