



# **City of Grand Island**

**Tuesday, July 17, 2012**

**Study Session**

## **Item -2**

### **Presentation of Grand Island Police Department Implementation Plan for the ICMA Public Safety Study**

**Staff Contact: Steve Lamken - Police Chief**

# **Council Agenda Memo**

**From:** Steven Lamken, Police Chief

**Meeting:** July 17, 2012

**Subject:** Grand Island Police Department Implementation Plan for the ICMA Public Safety Study

**Item #'s:** 2

**Presenter(s):** Steven Lamken, Police Chief

## **Background**

The International City Managers Association, ICMA, was contracted to conduct a study on the operations of the Grand Island Police Department in 2011. The report received in 2012 provides a comprehensive and empirical analysis of the current state of the Police Department and where the Department needs to progress. The “End Game” or bottom line of the ICMA report was that the Police Department must do more to reduce crime and the fear of crime in Grand Island. The ICMA made multiple recommendations that should be implemented to reach our end goal.

The Police Department leadership was tasked in May of 2012 with developing an implementation plan for the recommendations for police services presented in the ICMA Public Safety Study. The following document and implementation chart are an explanation of our recommendations for implementation.

Attached with this report is a document entitled ICMA Recommendations. It incorporates the recommendations presented throughout the study into a summary document. The ICMA consultants presented sixteen recommendations as part of the study. (pages 13-15). They also proposed the Department report progress in implementation using six performance measures (page 27). There were also several additional recommendations included in the study that were part of implementation. These additional recommendations are noted on the ICMA Recommendations summary with the page number reference for your convenience.

You have also been provided reports that provide greater detail for the following:

- Summary Report of Implementation Costs.
- Personnel Costs Detail.

- Operational and Vehicle Costs for Police Officer and Community Service Officer.
- Mobile Field Reporting Cost Estimate for Patrol and Code Enforcement.

The Department would like to express our thanks for the support of the Finance Department for their ready help and in preparing personnel cost projections. We would like to thank the City IT Department for their staff support in developing cost estimates for Mobile Field Reporting. We also thank the City Public Safety Committee members for their input into and support of the Implementation Plan.

## **Discussion**

### **Implementation Plan**

#### **Benchmarks**

The ultimate goal or end game of the ICMA Police Department Study is to reduce crime and the fear of crime in Grand Island. ICMA recommended that the Police Department adopt six Performance Measures that can be used to demonstrate progress towards the end goal. (Page 27)

The Department will adopt the performance measures as benchmarks of our efforts to reduce crime and the fear of crime. We will work with the Public Works Department and the Nebraska Department of Roads to establish a traffic safety performance measure. We will also incorporate two additional performance measures that were recommendations of the ICMA. We will track and report clearance rates for investigators in the Criminal Investigations Division and we propose to measure the Saturation Index on Patrol Services to determine if resources needed for strategic policing are being lost to patrol services due to demand.

Some performance measures can and will be reported on a monthly basis to the Council and community. Some can be reported annually with the release of the State Uniform Crime Report and traffic accident data. Other performance measures will be done on a periodical basis. We propose to measure the Patrol Saturation Index in 2015/2016. The Fear of Crime will require a survey of citizens in the City. We believe that it should be conducted in the 2015/2016 fiscal year after the plan has been fully implemented.

#### **Resources**

ICMA uses data to determine the current status of an agency. ICMA found that the Police Department has more resources dedicated to Patrol than should be to provide for other policing functions that support Patrol. In addition, the ICMA study found that the Saturation Index of the Police Department Patrol was consistently above 50% where stress is placed on Patrol to effectively perform in a proactive manner and regularly exceeded 60% which is the threshold where Patrol loses the ability to perform proactively

in an effective manner. This is occurring even with the high percentage of officers committed to Patrol services.

ICMA analyzes and recommends better utilization and redeployment of personnel before making any recommendation for increased staffing. ICMA recommended significant increases in personnel resources for the Police Department to be able to have an impact on the recommended performance measures. We believe that given the recommended resources, we will accomplish the performance measures and achieve the goal of reduced crime and fear of crime.

ICMA recommended the Police Department sworn officer ranks be increased by ten positions to eighty seven officers. The Police Department agrees with this need and the implementation plan calls for an increase in sworn officers from the current strength of seventy seven to eighty seven officers over a two fiscal year period. The majority of these new officers will be committed to the Patrol Division but with an emphasis on providing additional resources to implement strategic policing. They will provide Patrol additional resources that are above the Saturation Index threshold.

ICMA further recommended that the Police Department add six full time CSOs and assign them to Patrol to be used as a resource in strategic policing. The Police Department is recommending an increase of five full time CSOs. Four of the full time CSOs and four of our current part time CSO positions (equivalent of six FTE) will be assigned to Patrol. One full time CSO will serve in Administration and allow us to reassign a Sergeant to Patrol. One part time CSO will remain in Administration. The CSOs in administration will be responsible for administrative duties such as the service and repair of fleet vehicles, maintaining found property and bicycles and operation of the impound lot.

ICMA recommends an increase of four support staff positions. These are a Crime Analyst, a Police Records Clerk in Criminal Investigations, a Police Records Clerk at the Service Desk to allow the Service Desk Officer to be reassigned to Patrol and an Evidence Technician to allow the Evidence Officer to be reassigned. The Police Department is recommending an increase of three positions, the Crime Analyst, one Police Records Clerk at the Service Desk and the Evidence Technician. The Department will review the workload demand on Police Records Clerks after implementation to determine if additional resources are needed in the future.

## **Strategic Policing**

### **Definition**

The ICMA study references the need for the Department to evolve from Problem Oriented Policing to Strategic Policing. The basic concept of strategic policing is:

A well planned and coordinated initiative using multiple resources in cooperation with community resources, with the goal of creating a sustainable impact on crime.

This is a simplified explanation in my words of the concept but will provide further explanation as to how it applies to the ICMA recommendations.

### **A well planned and coordinated initiative -**

Strategic Policing is data driven. Sometimes it is referred to as intelligence led policing. It requires the tracking of criminal or traffic activity and analysis of data to identify problem areas or targets. Strategic Policing expands problem oriented policing from the observations of individual personnel on specific problems to ongoing analysis of data to identify and link crime and activity and emerging criminal trends. This makes the Crime Analyst position an important component of the implementation plan. The Police Department lacks the capacity to do the in depth analysis for strategic policing. The Police Department does not have anyone with the skills set and training much less the time needed to provide adequate crime analysis. As the consultant Mr. McCabe said, when everyone is responsible, no one is responsible and it doesn't get done. This describes the current status of crime analysis with the Police Department.

Once we have the data to identify problems and targets, the Department needs to have a well coordinated action plan. This will be the responsibility of the Special Operations Sergeants under the leadership of the Patrol Captain.

Currently, our Patrol Sergeants are committed to supervising their shifts which encompass specific hours of the day. They are temporal or time oriented. They are supervising shifts that are often under stress or beyond capacity to provide meaningful proactive police services. They do not have supervisory responsibility over other units or resources other than their Patrol shift officers. While they have been responsive to problems with the use of problem oriented policing, it is normally tied to addressing a specific problem within their time frame of responsibility. At the same time, the Patrol Captain is responsible for the total operation of the Patrol Division and lacks time to plan and then carry out strategic policing activities. He cannot cover strategic operations 24 hours per day.

The Special Operations Sergeants are the second key link in the implementation of strategic policing. The Special Operations Sergeants will be provided training to prepare them for their new duties in developing strategies to attack crime and traffic problems. Working as a team, they will develop plans to attack identified targets. They will be able to access a variety of resources to carry out the work once the plan is approved by the Patrol Captain. Again, working as a team, the Sergeants will oversee the operations to ensure that activities and work are completed as planned. The Special Operations Sergeants and the Crime Analyst will conduct after action review and measurements of data to determine if there has been an impact and also determine if further action is needed.

### **Using multiple resources –**

Many of the Department's problem oriented policing efforts have been conducted in a silo manner. We have not been able to incorporate or coordinate our resources when attempting to address problems. The lack of resources is still the most significant obstacle, yet there are others. For example, lack of relevant crime analysis data and assigned responsibility for planning, coordination and oversight of strategic policing initiatives is another that was discussed above. Another barrier is the organizational plan for the Department. ICMA recommends that many units or special operations be consolidated under the Special Operations Sergeants in the Patrol Division. The Department leadership recognizes the value in this and has planned to consolidate the Code Enforcement Unit, (CSOs), School Resource Officer Unit, (SROs) and our Housing Authority Officer under the supervision and leadership of the Strategic Policing Sergeants. ICMA also calls for the creation of a Crime Prevention Unit from new resources and these officers will also be assigned to the Special Operations Sergeants.

The Special Operations Sergeants would also be able to access Police Officer resources from the Swing or Impact Shift and the regular patrol shifts once a plan has been approved by the Patrol Captain. The Patrol Captain can obtain support from Investigations and the Drug and Violent Crime task force by working with the Criminal Investigations Division Captain.

This increase and realignment of resources will provide the Strategic Policing Sergeants multiple resources or tools within the Department to use to implement and carry out a strategic policing operation. Currently, our resources, whether Patrol, CSO, or others are consumed in providing responsive policing. It is important to understand that the reorganization of the Department without additional resources will not accomplish our goal or end game. It will result in placing four Sergeants in positions of responsibility without adequate data and analysis and without resources or tools in their toolbox to get the job done.

### **In cooperation with community resources –**

The Police Department has many valued partnerships with the community in working to improve the quality of life in Grand Island. We cannot succeed without the support of the community. We will continue to work closely with our community partners and hopefully expand our cooperation under strategic policing as we have in some problem oriented policing efforts.

It is also vital to recognize that the safety of our community and success of the Police Department rests in the hands of our citizens. The Police Department enjoys good police/citizen cooperation and relationships. We are excited about the opportunities with strategic policing to strengthen and expand these relationships.

## **Implementation Plan Schedule**

The Police Department proposal is a four year implementation plan. We recognize that it is aggressive but have chosen this schedule for the following reasons:

Timely – ICMA recommends that we implement the plan in a timely manner. The key to our ability to develop successful strategic policing initiatives is to have the resources or tools in place. We believe that front loading the implementation will provide the resources to fully implement strategic policing and hopefully allow us to impact the demand for responsive policing. Even with the proposed implementation, it will be late in 2015 before we have completed a full year of strategic policing with the recommended resources. It will be January of 2016 before we could assess our progress on some of the performance measures. Protracting the implementation over a longer period of time risks losing strategic policing resources and delaying attainment of performance objectives. Grand Island is continuing to grow and expand. Spreading implementation over a longer period of time will run the risk of new resources being absorbed into responsive policing as demand for services increases.

PD Logistical Capacity – The implementation plan calls for significant new resources and many substantial changes in the Department. Change takes time and energy to absorb and adjust. The hiring and assimilation of new employees takes time and resources within the Department. The Department is committed to the training and preparation of new Police Officers to serve our community. We believe that we can add five new Police Officer positions to the Department and also cover the hiring and training of replacement positions in one year with our resources and still ensure quality.

Officer Deployment Time – New Police Officer training takes approximately thirty two weeks to complete before the officer can be assigned to a Patrol shift. The State Academy offers three law enforcement certification courses per year further delaying our ability to hire new officers. Implementation of any sworn officers for strategic policing must take into consideration the limited classes at the State Academy and the time it takes for academy and field training an officer. The time required is typically ten to eleven months. Any delay or extension of adding Police Officers to the Department will extend deployment accordingly. An easy rule of thumb is to add one year onto implementation and performance measure attainment.

## **Operational Support**

The Police Department has been consistently reviewing practices for several years and will continue. We have begun the review of department responses to alarms and traffic accidents in the City in cooperation with the City Public Safety Committee. We will continue to seek efficiencies in our work while ensuring quality service to the community.

We have prepared a cost estimate for the implementation of Field Reporting technology for the Department. Our fleet of patrol vehicle have in-car computer systems. These allow the officers to perform a variety of tasks and data searches, including the completion of some reports. Spillman has developed a Field Reports software module that allows officer to take formatted offense reports in the field. The software provides for the field report to be transferred to the Police Department records system automatically without further data entry.

There are four options the Department can use at this time for getting offense data into our records system without a Field Reports program. None of the current options is as efficient as the new Field Reporting program.

- An officer can take a report in a notebook. The officer can then return to his/her car and type the report on the car computer. This requires officers who are not expedient at data entry to do their own typing. The car computers are not ergonomically set up for entering large amounts of data. It also creates officer safety concerns when an officer is focused on typing while sitting in his/her patrol car on the street or in a parking lot, especially at night. The officer would be using multiple data entry screens in the Spillman records system that are not formatted that will result in more errors in what information is inputted.
- An officer can have the victim of the crime come to the patrol car and sit in the car while the officer types the information on the in-car computer. This has the same disadvantages as the above in typing ergonomics, accuracy, and officer safety. In addition, it can be highly inconvenient or often not feasible for every victim to come to sit in the patrol car.
- The officer can take the report in a notebook. The Officer would then have to travel to the Police Department or one of our two substations. The officer would use a desktop computer to enter the offense report. This uses more time in that the officer must drive to a location to data enter the report. The officer would still be using multiple data entry screens in the Spillman records system that are not formatted that will result in more errors in what information is inputted.
- The officer can take the report on a standardized report form. This form is then turned in and data entry is completed by a records clerk. This method reduces errors; however it still requires that the information be processed by multiple people and also creates a lag time from when the report is taken and when it is entered into the records system. This can create case investigation problems when other officers do not have access to the information. This is the current system being used by the Department.

Each of the four current options has significant problems and none are as efficient as a field reporting program. Field reporting can create efficiencies for the Department. We



would not have officers taking information on paper and then having to have that information entered into our records system either by an officer or records clerk. The information would be transferred directly into the system. The offense reports are custom formatted and use drop down tables that the officer follows which reduce errors to a minimum. The custom formatting and use of drop down tables reduces the amount of typing required to complete a report.

Field reporting requires the use of lightweight, mobile hardware to be user friendly. Officers do not take reports in their cars. They take them at residences, businesses, on the street, in parking lots and many other locations. Seldom is the victim of an offense sitting in a patrol car while the officer takes a report. Officers need hardware that allows them to take a report where the victim is located to be practical.

There are two current hardware options that are lightweight and mobile enough for field reporting; smart cell phones and tablets. Smart cell phones require cellular service with a data plan for each device. This option appears cost prohibitive for the Department as the cell and data plans would cost hundreds of dollars per year per device.

Tablets can be used with a wireless hotspot to provide the same service. The Department cost estimate of implementing Field Reporting is using the option of hand held tablets and the patrol cars cellular modems serving as wireless hotspots for the tablets. Spillman software operates on Windows so the Department would be required to purchase Windows 7 compatible tablets.

The Department recommendations are cost estimates. We worked with staff from the City IT Department to develop our estimates of cost. We believe that the estimates are reasonably accurate. We have also included an option to provide Field Reporting to our CSOs. Once again, there would be significant efficiencies gained by having the data being directly entered by the CSOs in the field. CSO vehicles would not need in-car computers to implement Field Reporting.

We have addressed the ICMA recommendations for training in the Department. We take pride in the level and quality of training we provide our employees with the resources provided. At the same time we recognize that there are areas we need to improve.

A critical area of concern is that the training function is supervised by one Sergeant. This Sergeant also has many other responsibilities that need to be done yet distract from the Sergeant's ability to devote time to training. The ICMA consultants felt that this position was critically overextended. This will be compounded with growth in the Department. We are following the ICMA recommendation to add a Police Officer position to the training function to ensure that we maintain and improve the quality of our in-service training.

The other significant area is leadership development. The Department has curtailed our training for our all of our supervisory and leadership as resources have been reduced. We recognize the value and need for supervisor leadership development. We are

recommending funding to create a supervisory leadership training track. We believe the Northwestern University's two week school of Police Supervision could be a key component of our leadership development plan. It is an outstanding program and reasonably available for scheduling new Sergeants to attend.

## **Implementation Cost Summary**

We have provided a cover page that gives the cost summary of implementing the ICMA recommendations over the Department four year plan. We have also provided explanation summaries for the following:

- Operational Support Costs per Police Officer – The costs are derived from the department's program budget for the 2012/2013 fiscal year.
- Operational Support Costs per Community Service Officer – The costs are derived from the department's program budget for the 2012/2013 fiscal year.
- Police Patrol Fleet Costs for Expanded Officers
- CSO Fleet Costs for Expanded CSOs
- Police Mobile Field Report System Costs
- CSO Mobile Field Report System Costs

The cost summaries do not include recommended Operational costs that we are recommending for the following:

- Crime Prevention Unit – The Police Department does not have or support a crime prevention function. The Crime Prevention Unit will need operational support for printing and materials.
- Community Service Officer – The Department discontinued the nuisance abatement funds for cutting weeds and grass. This funding will allow CSOs to abate these nuisance complaints in a more timely and efficient manner.
- Crime Analyst Support – The new position of Crime Analyst will require the equipping of a workspace and also the investment in software used for crime analysis. The crime analyst will be required to complete initial certification training and continuing education training.

The cost summaries do not include the impacts upon other departments in the City. The Implementation Chart attempts to identify other departments that will be impacted; however, we are unable to assess the scope or cost of the impact.

## **Conclusion**

The Police Department leadership believes that the ICMA study provides direction and opportunity for the Department to reach the End Game, reduced crime and fear of crime in Grand Island. We have prepared an implementation plan based upon the ICMA study that will allow us to move forward towards that goal. We recognize that this requires significant new resources. We also recognize that this creates a difficult challenge for the

City Council. We ensure you that whatever the course of action, the members of the Grand Island Police Department will remain committed to our spirit of service to our community.

## MEMORANDUM

TO: The Honorable Jay Vavricek, Mayor of the City of Grand Island and Members of the Grand Island City Council  
FROM: Members of the Special Committee on Public Safety  
RE: Final Report of the Special Committee on Public Safety  
DATE: July 17, 2012

### I. INTRODUCTION

On August 11, 2011 the Grand Island City Council (Council) approved Resolution 2012-212 which authorized the International City/County Managers Association (ICMA) to perform a public safety study of the City of Grand Island (City). On April 28, 2012 representatives from ICMA presented the completed study to the Council.

In May, 2012 former City Administrator Mary Lou Brown formed the Special Committee for Public Safety to review the ICMA study and make recommendations to the Administration and Council as to what changes should be made to the City's public safety departments. The members of that committee are:

Bob Sivick, City Attorney (Chairperson)  
Steve Lamken, Police Chief  
Tim Hiemer, Fire Division Chief  
Jon Rosenlund, Emergency Management Director  
Brenda Sutherland, Human Resources Director  
Jaye Monter, Finance Director  
John Collins, Public Works Director

Carla Englund, Secretary to the City Attorney  
(Committee Staff)

### II. COMMITTEE DISCUSSIONS

The Committee met regularly and thoroughly discussed a number of issues including:

#### A. Police

1. Strategic Approach to Managing Operations
2. Call for Service Committee
3. Swing Shift
4. Special Operations Sergeants
5. Increase Number of CSOs
6. Crime Prevention Program and Crime Prevention

Officer

7. Case Management System to Track Data
8. Civilian Administrator in CID
9. Civilian in CID for Intelligence and Crime Analysis
10. Review Crime Scene Investigations Protocols
11. Merging Administration into CID and Eliminating Captain Position
12. In Car System for Producing Reports
13. Leadership Development Program
14. Coordinating Internal Investigations
15. Assign Personnel For:
  - a. Training
  - b. Intelligence
  - c. Community Policing

B. Fire

1. Integrated Risk Management Planning
  - a. Quantify Risks and Hazards
  - b. Rigorous Fire Prevention Program
  - c. Training Residents as to Fire Prevention
  - d. Structure Inspections
    - (1) Industrial
    - (2) Commercial
    - (3) Residential
2. Software to Indentify Risks
  - a. Fire
  - b. EMS Calls
3. Paramedic Training and Staffing
4. Smaller Vehicles for EMS Calls
5. Leadership Succession
6. Leadership Organizational Structure
7. Community Risk Analysis for Fire
  - a. Assignments
  - b. Staffing
8. Private Staffing of Ambulance Services
9. Reducing Staffing in Stations 3 & 4
10. Develop Quality/Time Review System for EMS
11. Achieve Accreditation from Fire Accreditation International
12. Review and Revise Strategic Plan
13. Evaluate CAFS for Fire Suppression Apparatus
14. Multipurpose Apparatus for Stations 3 & 4

15. Public Access Defibrillation Program
16. Mobile Data Terminals for Emergency Response Vehicles

C. Emergency Management

1. Joint Committee on Communications to Review:
  - a. Staffing
  - b. Call Taking
  - c. Response Times
2. All Hazard Mitigation and Response Plan
  - a. Public Works
  - b. Utilities
  - c. City Administration
3. Medical Priority Dispatch System
4. Customer Response Information
5. Meet NFPA Standards for Dispatch and Turnout Times
6. Automatic Vehicle Locator System for Computer Aided Dispatch System

The Committee considered all the above topics worthy of thorough discussion. However, given the short timetable to complete its assigned task and the City's limited resources to implement all recommended changes, the Committee focused on three recommendations to be implemented during the 2012-13 fiscal year.

III. COMMITTEE RECOMMENDATIONS

The Committee does hereby make the following recommendations for the 2012-13 fiscal year:

A. Increase Police Department Staffing

Like all City Departments, the Grand Island Police Department (GIPD) has been under budgetary pressure for the last several years. The findings of the ICMA study reinforced and confirmed Police leadership's belief the GIPD needed additional staff to carry out its mission of protecting the people of Grand Island and their property. Accordingly, the Committee recommends the City's elected leadership take the necessary steps to implement staffing increases for the GIPD pursuant to the plan presented by Chief Lamken.

B. Implement a Fire Department Equipment Replacement Program

Presently the Grand Island Fire Department is operating with an equipment fleet that has aged to the point whereby the expense due to increased maintenance exceeds what would have been necessary if the equipment had been replaced in a more timely fashion. This lack of an equipment replacement program has also led to increased downtime of vital fire fighting and emergency rescue equipment. In addition, this necessitates the sudden increased expense of having to replace equipment when it is no longer serviceable. This impairs the ability of the City to effectively plan future budgets with steady consistent equipment replacement expenses. The Committee recommends the City's elected leadership implement an equipment replacement program for the GIFD.

C. Contract with a Private Firm for Ambulance Billing Collections

Presently the City handles ambulance service collections in-house with a collection rate of 53%. Research by the Committee indicated other cities that contract privately for ambulance collections have a higher rate of collections. For instance, the City of Lincoln, which contracts its ambulance collection services, has a collection rate of approximately 80%. The Committee recommends the City's elected leadership direct City staff to begin taking the necessary steps to ultimately contract out its ambulance collections.

Respectfully Submitted,

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Robert J. Sivick - Chairperson  
City Attorney

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Steven Lamken  
Police Chief

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Tim Hiemer  
Fire Division Chief

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Jon Rosenlund  
Emergency Management Director

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Brenda Sutherland  
Human Resources Director

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Jaye Monter  
Finance Director

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John Collins  
Public Works Director



## ICMA Recommendations

### Summary of Major Recommendations (pages 13 – 15)

- **Adopt a strategic approach to managing police operations.**

Track PD performance measurements as indicators of department progress. (Page 27)

1. Performance Domain – Crime Reduction  
Measure – UCR Part 1 crime rate  
Benchmark – NE top 9 City average  
Target – 3.773 serious crimes per 100,000. Violent Crime Rate – 265, Property Crime 3,508
2. Performance Domain – Holding Offenders Accountable  
Measure – Crime Clearance Rate  
Benchmark – UCR Part 1 average group IV (25 – 50 thousand) cities percent of cases cleared.  
Target – Violent Crime 49.9%, Property Crime – 21.3 %
3. Performance Domain – Fear of Crime  
Measure – ICMA National Cities Survey  
Benchmark – IMCA Nation Cities Survey  
Target – Average
4. Performance Domain – Public Centered Crime Defense  
Measure – Crime Prevention Programs  
Benchmark – Baseline  
Target – Increase overall baseline
5. Performance Domain – Traffic Safety  
Measure – Traffic Accidents and Injuries  
Benchmark – Traffic Injury Rate of injuries per population  
Target – Baseline to be determined
6. Performance Domain - Providing Emergency Services  
Measure – Calls for service response time and Saturation Index.  
Benchmark – Calls for service response time. Saturation index.  
Target – Less than 5.0 min for priority 1 calls. Less than 60% saturation index.

GIPD adopt strategic policing approach with each major category of crime, traffic crashes, and quality of life violations. Plans addressing each – should be written and disseminated throughout the department and ultimately integrated into an overall strategic plan. (Page 35)

- **Empanel a “calls for service” committee with relevant stakeholders to identify calls of service that can be eliminated from a sworn police response.**

ICMA recommends from a policy perspective, the responses to major categories of calls for service be reduced; including responses to traffic accidents involving only property damage, an alarm call back system be instituted; and 911 call takers and dispatchers be trained to trigger a police response in cases only when there is an emergency situation. (Page 40)

- **Create a third shift of officers (called a swing shift or impact team) and staff it with an appropriate number of officers and supervisors. This shift would supplement the current patrol deployment and would also engage in proactive enforcement to address crime and quality of life issues in the community.**

Patrol Shift Staffing Model (Page 53)

Shift	Team	Sergeants	Officers
Days	A	2 (1 –patrol, 1 spec. ops)	8
Days	B	2 (1 –patrol, 1 spec. ops)	8
Nights	A	2 (1 –patrol, 1 spec. ops)	8
Nights	B	2 (1 –patrol, 1 spec. ops)	8
Swing	A	1(patrol)	5
Swing	B	1(patrol)	5

Recommended that consideration be given to increasing sworn officer strength from current level of 77 sworn officers to an appropriate balance. Recommended strength based on data is 87. (Page 54)

- **Create a supervisory position on each shift called the special operations sergeant who will coordinate crime, traffic, and quality of life enforcement activities pursuant to the strategic management approach.**

Grand Island and PD enact and execute civil nuisance laws available to use in Strategic Policing. (Page 57)

- **Increase the number of community service officers to six full-time positions and assign two CSOs to each tour to assist the special operations sergeants in implementing strategic policing.**
- **Create a robust crime prevention program and staff a dedicated, sworn position of crime prevention officer.**

- **Take immediate steps to implement a case management system that allows GIPD investigative supervisors to track investigations by individual investigator as well as monitor the clearance rates of the unit as a whole. These are essential pieces of information to evaluate the effectiveness on investigative efforts.**
- **Staff the criminal investigations division with one permanent civilian staff member to assist in the administration and management of the division.**
- **Staff the criminal investigations division with one permanent civilian staff member assigned to criminal intelligence and crime analysis.**

Consideration should be given to civilianizing the sworn officer in Evidence and staffing the function with two civilian evidence technicians. (Page 67)

- **Review protocols for crime scene investigations.**
- **Consideration should be given to folding the administration division and criminal investigation division into thus transferring oversight of both functions to one captain and eliminating a captain position from the agency.**

Recommend transfer of SROs to Patrol Special Operations Sergeants instead of the Training Sergeant. (Page 71)

Recommend that CSOs conducting code enforcement should be reassigned to Patrol under the Special Operations Sergeants. (Page 71)

Recommend that Service Desk Officer be civilianized and the officer be reassigned to an operational assignment in the department.(Page 72)

- **Empanel a joint committee on communications comprised of representatives from all agencies to discuss staffing, call taking, response, and emergency management issues.**
- **The PD and City should take immediate steps to determine what is needed to implement a filed reporting system for the department. A portable, in-car system is needed to obtain higher quality reports in a more efficient and timely manner.**
- **Institute a formal leadership development program for midlevel supervisors to ensure future leadership excellence within the PD.**
- **The department should consider designating investigative capacity to coordinate all internal investigations.**

- **Add sworn personnel to positions responsible for the areas of training, criminal intelligence, and community policing.**

#### **Ancillary Recommendations**

- **It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations . This person should be given the authority and responsibility to effectuate the changes recommended – to ensure recommendations are executed in a timely fashion. (Page 17)**
- **All of the ICMA recommendations - - should be implemented by the police administration with a reasonable period of time. (Page 17)**

# ICMA POLICE STUDY

1.01 1.01 1.01

	Job Title	Start Date	FTE	2012-2013 Estimate	2013-2014 Estimate	2014-2015 Estimate	2015-2016 Estimate
<b>Salary &amp; Benefits:</b>	Police Officers	12/1/2012	1.0000	53,358	69,088	71,021	73,325
	Police Officers	12/1/2012	4.0000	213,432	276,352	284,084	293,300
	Police Officers	12/1/2013	1.0000	0	54,732	71,021	73,325
	Police Officers	12/1/2013	4.0000	0	218,928	284,084	293,300
	Sub-total:			266,790	619,100	710,210	733,250
<b>Operating Expense:</b>	See detail						
\$12,200 per officer with 1% increase per year				61,000	123,220	124,452	125,697
<b>Vehicle Expense:</b>							
1 per 2.5 Officers	See detail			95,800	47,900	0	27,500
<b>Mobile Field Equip</b>	See detail			138,100	30,000	27,200	34,600
	Police Officers Personnel Cost:			266,790	619,100	710,210	733,250
	Police Officers Operating Cost:			294,900	201,120	151,652	187,797
<b>TOTAL POLICE OFFICERS:</b>				<b>561,690</b>	<b>820,220</b>	<b>861,862</b>	<b>921,047</b>
<b>Salary &amp; Benefits:</b>	Administrative CSO	5/1/2013	1.0000	17,171	48,039	48,718	49,078
<b>Salary &amp; Benefits:</b>	CSO - Patrol Division	5/1/2013	1.0000	17,171	48,039	48,718	49,428
	CSO - Patrol Division	5/1/2013	1.0000	17,171	48,039	48,718	49,428
	CSO - Patrol Division	6/1/2014	1.0000	0	13,461	48,718	49,428
	CSO - Patrol Division	6/1/2004	1.0000	0	13,461	48,718	49,428
	Sub-total:			34,342	123,000	194,872	197,712
<b>Operating Expense:</b>	See detail						
\$7,670 per CSO with 1% increase per year				23,010	38,580	38,966	39,356
<b>Vehicle Expense:</b>							
1 per 2 CSO's	See detail			21,000	0	0	18,500
<b>Mobile Field Equip</b>	See detail			42,200	4,000	4,000	9,000
	CSO's Personnel Cost:			51,513	171,039	243,590	246,790
	CSO's Operating Cost:			86,210	42,580	42,966	66,856
<b>TOTAL CSO's:</b>				<b>137,723</b>	<b>213,619</b>	<b>286,556</b>	<b>313,646</b>
<b>Salary &amp; Benefits:</b>	Police Records Clerk	2/1/2013	1.0000	29,813	49,793	51,363	53,024
<b>Salary &amp; Benefits:</b>	Crime Analysis	1/1/2013	1.0000	40,770	58,948	60,218	61,518
<b>Salary &amp; Benefits:</b>	Evidence Technician	1/1/2016	1.0000	0	0	0	38,778
	Personnel Cost:			70,583	108,741	111,581	153,320
<b>GRAND TOTAL:</b>				<b>18.0000</b>	<b>769,996</b>	<b>1,142,580</b>	<b>1,259,999</b>
<b>Additional FTE's By Year:</b>				<b>10</b>	<b>7</b>	<b>0</b>	<b>1</b>

**Police Officers:** Start at Step 1 - \$17,8037 per hour  
4.2% Step Increase between Steps  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$3,611 for premium Pay (OT) per FTE  
\$1,598 for Other Additional Pay (Holiday, etc) per FTE  
6.5% Pension effective 10-1-2013  
7% Pension effective 10-1-2015

**Administrative CSO:** Start at Step 1 - \$12.3118 per hour  
2.2181% Step Increase between Steps  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$300 for premium Pay (OT) per FTE  
Eligible for Non-Union Benefits

**CSO's:** Start at Step 1 - \$12.3118 per hour  
2.2181% Step Increase between Steps  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$300 for premium Pay (OT) per FTE  
Eligible for Non-Union Benefits

**Police Records Clerk:** Start at Step 1 - \$12.8769 per hour  
4.8406% Step Increase between Steps  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$800 for premium Pay (OT) per FTE  
Eligible for Clerical/Service Union Benefits

**Crime Analysis:** Start at Step 1- \$16.93 per hour  
3% Step Increase between Steps  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$500 for premium Pay (OT) per FTE  
Eligible for Clerical/Service Union Benefits

**Evidence Technician:** Start at Step 1- \$15.5009 per hour  
2% Contract Salary Adjustment each year  
Family Insurance level budgeted  
\$800 for premium Pay (OT)  
\$75 for Other Additional Pay (Holiday, etc)  
Eligible for Clerical/Service Union Benefits

## Officer Support Costs Per Officer 2012 Budget

### Operational Accounts

Account	Account #	Costs	Explanation
Contractual Services	85213	\$1,400	Payment to County IT for support of Spillman Records Management and Moblie
Computer Support Svs.	85241	\$90	Payment to City IT for City computer services support
Other Professional Svs.	85290	\$900	Payment for testing of blood in DUI arrest cases
R & M Vehicles	85335	\$2,560	Repair and Maintenance of Patrol Vehicles
Towing	85390	\$1,230	Towing costs for the towing of DUI, Suspended Drivers and other vehicles
Insurance	85405	\$600	Department Liability Insurance Costs
Telephone	85410	\$150	Funds for cellular and long distance use in Patrol
Training and Travel	85428	\$380	Funds for basic certification, mandated training, in-service and continuing education training
Office Supplies	85505	\$260	Paper and other supplies used to support work
Gasoline *	85515	\$2,570	Gasoline use in Patrol duties - *based on 2012 actual costs
			Purchase of firearms, emergency vehicle equipment and lights, radios, computers, radar units and other operational
Misc. Operating Equipment	85540	\$1,090	equipment
Protective Vests/Uniforms	85546	\$110	Purchase of initial and replacement protective vests
Ammunition	85550	\$200	Purchase of practice and duty ammo for handguns and rifles, targets and cleaning supplies
			Prurchase of department issued uiforms, reports, ticket books, traffic safety equipment, batteries, misc. small
Other General Supplies	85590	\$150	equipment
Copier Lease	85760	\$10	Use of Patrol copier/fax/scanner
Pre-employment psychological eval		\$500	Pre-employment screening.
Total Operational Costs Per Officer		\$12,200	

**Community Service Officer Support Costs Per CSO 2012 Budget**

Account	Account #	Costs	Explanation
Computer Support Svs.	85241	\$90	Payment to City IT for City computer services support
R & M Vehicles	85335	\$2,450	Repair and Maintenance of CSO Vehicles
Towing	85390	\$1,000	Towing costs for the towing of abandoned vehicles, parking violators, etc.
Other Professional Services	85290	\$300	Auctioneer fees and legal notices in newspapers
Training and Travel	85428	\$100	Funds for in-service and continuing education training
Office Supplies	85505	\$370	Paper and other supplies used to support work
Gasoline *	85515	\$2,750	Gasoline use in enforcement duties - *based on 2012 actual costs
Misc. Operating Equipment	85540	\$500	Purchase of emergency vehicle lights, radios, computers, and operational equipment
			Purchase of department issued uniforms, reports, ticket books, traffic safety equipment, batteries, misc. small
Other General Supplies	85590	\$200	equipment
Total Costs		\$7,670	



## Fleet Costs for Increase in Patrol Strength

Item	Costs	Explanation
Vehicle	\$27,000	The Department will need to add one additional vehicle to the Patrol fleet for each 2.5 additional officers assigned in Patrol. This reflects the purchase price of a new vehicle. Cost may increase by \$1000 if Mobile Field Reporting is implemented.
Misc. Operating Equipment		Equipment needed for a new vehicle in the Patrol fleet. Represents a one time cost to increase the fleet size. The following is an explanation of costs.
	\$10,000	Mobile computing system and in-car video/audio recording system.
	\$2,500	Emergency lights, and control console
	\$3,500	Radio/antenna
	\$2,500	Radar Unit
	\$1,200	Patrol rifle and equipment
	\$1,200	Protective cage and rear seat
	\$29,000	Total Misc. Equipment Costs
	\$47,900	Total cost to add one vehicle to Patrol fleet

## Vehicle Purchase Schedule

Year	Number of Vehicles Added	
2012/2013	2	\$95,800
2013/2014	1	\$47,900
<b>Reoccurring Costs Each Year - Starting in 2015/2016</b>		\$27,500 Increase of one replacement vehicle per year.

#### Fleet Costs for Increase in Community Service Officer Strength

Item	Costs	Explanation
		The Department will need to add one additional vehicle to the Patrol fleet for each 2 additional CSOs. This reflects the purchase price of a new vehicle. Cost may increase by \$1000 if Mobile Field Reporting is implemented with CSOs.
Vehicle	\$18,500	
Misc. Operating Equipment	\$2,500	Emergency lights and equipment
	\$21,000	Total cost to add one vehicle to Patrol fleet

#### Vehicle Purchase Schedule

Year	Number of Vehicles Added	
2012/2013	1	\$21,000
Reoccurring Costs Each Year - Starting in 2013/2014		\$18,500 Replacement of one CSO vehicle per year

### Mobile Field Reporting Cost Estimates

Fiscal Year	Item	Explanation	Cost calculation information	Cost Summary
2012/2013	Spillman Field Reporting Licenses	Spillman licenses are cost based on the number of vehicles in the fleet	Current fleet is 26 vehicles	\$42,500
2012/2013	Verizon 3G Wireless Modems	Each car's modem will need to serve as a wireless access for the field tablets. Our current modems do not have the wireless capability.	\$800 per modem - 26 modems	\$20,800
2012/2013	Windows 7 Tablets - Year One 2012/2013	Proposal to issue each officer a tablet over a three year phase in process. Costs include hardware and software	\$1400 per table - 20 tablets	\$28,000
2012/2013	Thermal Printers	Each car will need a thermal printer to provide a report summary to property crime victims and allow officer to print other reports	\$800 per printer & paper - 26 printers	\$20,800
2012/2013	Electrical Upgrade to Patrol Fleet Vehicles	The electrical systems in the patrol cars is currently overtaxed to support the electtical and electronics in the cars. The wireless modenms will overload the current systems. Each car will need either a high capacity alternator and or dual batteries.	\$1000 per vehicle - 26 vehicles	\$26,000
			Cost estimate 2012/2013	\$138,100
2013/2014	Windows 7 Tablets - Year Two 2013/2014	Proposal to issue each officer a tablet over a three year phase in process. Costs include hardware and software	\$1400 per table - 20 tablets	\$28,000
	Spillman Software Maintenance Agreement	Provides for maintenance and upgrades to software.		\$2,000
			Cost estimate 2013/2014	\$30,000
2014/2015	Windows 7 Tablets - Year Three 2014/2015	Proposal to issue each officer a tablet over a three year phase in process. Cost includes hardware and software	\$1400 per tablet - 18 tablets	\$25,200
	Spillman Software Maintenance Agreement	Provides for maintenance and upgrades to software		\$2,000
			Cost estimate 2014/2015	\$27,200
	<b>Annual Operating Costs After Three Year Implementation</b>			
2015/2016	Windows 7 tablets - Annual Replacement	Replacement of 1/3 of tablets each year after implementation	\$1400 per tablet - 18 tablets	\$25,200
	Thermal printers	Replacement of 1/3 of the thermal printers each year after implementation	\$600 per printer - 9 printers	\$5,400
	Thermal Paper	Purchase of thermal paper and supplies for patrol fleet		\$2,000
	Spillman Software Maintenance Agreement	Provides for maintenance and upgrades to software		\$2,000
			Annual Operating Costs	\$34,600

**Mobile Field Reporting Cost Estimates**

Fiscal Year	Item	Explanation	Cost calculation Information	Cost Summary
<b>Cost for Each Additional Patrol Vehicle Above the Current 26 Cars</b>				
	Spillman Field Reporting License	Cost of Spillman License per Vehicle	\$1,700	\$1,700
	Verizon 3G Wireless Modems		\$800	\$800
	Therma Printer and Supplies		\$800	\$800
	Upgraded Electrical System	Cost to Purchase Upgraded Electrical System on New Cars Added to the Fleet	\$1,000	\$1,000
			Cost for Each Additional Patrol Car	\$4,300
<b>Cost for Each Additional Patrol Officer/Supervisor for Field Reports</b>				
	Windows 7 tablet	Personal issue & Replacement Rotation Costs		\$1,900
			Cost for Each Additional User	\$1,900

**Mobile Field Reporting Option for Community Service Officers**  
**Vehicle Costs Per Vehicle**

Item	Cost	Explanation
Spillman Mobile Field Reporting License	\$1,700	Cost per each vehicle license
Verizon 3G Wireless Modem	\$800	Modem for wireless connection
Thermal Printer and Supplies	\$800	Ability to print forms and reports
Cost of upgrade of electrical system	\$1,000	Wireless modems will draw down the current system
Keyboard and docking station	\$300	for use with tablet in vehicles
Total Cost per CSO Vehicle	\$4,600	
Total CSO Fleet Costs	\$23,000	Based upon a fleet of 5 vehicles

**Individual Costs Per CSO**

Spillman Mobile License	\$1,000	Cost to have CSO licensed to use Mobile
Windows 7 Tablet	\$1,400	Cost per CSO
Total Cost per CSO	\$2,400	
Total Individual costs for CSO Program	\$19,200	Costs based upon 4 FTE and 4 PTE CSOs meeting ICMA staffing recommendations
Total Costs to Implement Field Reporting	\$42,200	

**Annual Operating Costs**

County Interlocal Costs for CSOs on Mobile	\$4,000	Annual license fee - Starting the year after implementation
Spillman software Maintenance Agreement	\$0	Covered in Patrol
Windows 7 Tablet	\$2,800	Two tablets per year - starting in the 3rd year
Thermal Printers	\$1,600	Two thermal printers per year - starting in the third year
Docking station and keyboard	\$300	One replacement every year - starting in the third year
thermal paper	\$300	Supplies - starting the year after implementation
Total annual operating costs	\$9,000	







Grand Island Police Department  
Implementation Plan  
for the  
ICMA Public Safety Study

# End Game

## Reduce Crime and the Fear of Crime in Grand Island

## Benchmarks

### Performance Objectives

-  Crime Reduction – 3773/100,000 population
-  Crime Clearance – Violent 50%, Property 21.3%
-  Fear of Crime – City Survey
-  Crime Defense – Crime Prevention Programs
-  Traffic Safety – to be determined
-  Emergency Services – 5 min. Response Time to Priority 1 Calls. Less than 60% Saturation Index.



## Resources

- 🌊 Saturation Index – Above 60% - Upper Threshold

- 🌊 Police Officers

  - 🌊 Ten Additional Officers

  - 🌊 Replacement and Reassignment of Two Officers

- 🌊 CSOs – 5 FTE Positions

- 🌊 Support Staff – 3 FTE Positions

## Strategic Policing

A well planned and coordinated initiative, using multiple resources in cooperation with community resources, with the goal of creating a sustainable impact on crime.

# Strategic Policing

“A well planned and coordinated initiative” –

Crime Analysis and Targeting

Special Operations Sergeants

## Strategic Policing

- 🚓 “using multiple resources” –
  - 🚓 Swing/Impact Shift
  - 🚓 Patrol Shifts
  - 🚓 Crime Prevention Unit
  - 🚓 Code Enforcement Unit
  - 🚓 Investigations
  - 🚓 Drug and Violent Crime Task Force
  - 🚓 School Resource Officers
  - 🚓 Housing Authority Officer

## Strategic Policing

“in cooperation with community resources” –

- ☞ Citizens
- ☞ Law Enforcement
- ☞ County and City Attorneys
- ☞ Schools
- ☞ Housing Authority
- ☞ Probation & Juvenile Services
- ☞ Service Providers

# Implementation Plan

- Four Year Schedule

- Timely – (ICMA, page 17)

- PD Logistical Capacity

- Officer Deployment Time

# Operational Support

- Review of Current Practices

- Field Reporting Technology

- Training

- Leadership Development

## Implementation Costs Summary

<u>Program</u>	<u>2012/13</u>	<u>2013/14</u>	<u>2014/15</u>	<u>2015/16</u>
Police Officers	\$561,690	\$820,220	\$861,862	\$921,047
CSOs	\$137,723	\$213,619	\$286,556	\$313,649
Support Staff	\$70,583	\$108,741	\$111,581	\$153,320
Totals	\$769,996	\$1,142,580	\$1,259,999	\$1,388,012