



City of Grand Island

Thursday, August 11, 2011
Special Meeting

Item I1

#2011-212 - Consideration of Approving Contract for Police and Fire Consultant

Staff Contact: Mary Lou Brown

Council Agenda Memo

From: Mary Lou Brown, City Administrator
Meeting: August 11, 2011
Subject: Approval of Public Safety Consultant Contract
Item #'s: I-1
Presenter(s): Mary Lou Brown, City Administrator

Background

The City's Police and Fire Departments comprise nearly fifty percent of the annual general fund budget. As administration has explored new ways to deliver meaningful services to the citizens in our community at a reduced funding level, the need to bring in outside expertise to present ideas and best practices from other communities seemed beneficial. A request for proposals was advertised. The City received ten proposals from vendors specializing in public safety consulting.

A committee was formed to review the request for proposals and narrow down the applicants to a number that would be brought in for final interviews. The committee consisted of Police Chief, Steve Lamken, Fire Chief, Troy Hughes, Human Resources Director, Brenda Sutherland, and Attorney/Purchasing, Jason Eley. Four finalists were chosen for interviews. The interview committee consisted of the aforementioned group as well as the addition of City Administrator Mary Lou Brown and City Council President, Peg Gilbert. All finalists were scored based on the same criteria which included; staff credentials, data collection process, breadth of analytical data, references, compliance with the RFP, and cost.

Discussion

Through the process of determining why this might be beneficial to the City as well as choosing a consulting group that was capable of providing the City with high quality implementable solutions, it quickly became very clear to the committee which proposal stood out above all others. ICMA provided the proposal as well as the presentation that instilled confidence that the City of Grand Island would be working with an association that has the expertise, resources, and stability to provide the City with quality information and recommendations that will be implementable and acknowledged as best practices in the field. Their references spoke of how they were around long after the study was completed to assist with further questions and advice through implementation. The credentials of their staff and the breadth of data analysis was by far the most impressive.

A study of this nature is not a short term answer but instead gives the City empirical data from which it can start to develop long range strategic planning for two of its largest and most critical departments. As the Emergency Management/911 Department is an integral part of the public safety process, it will be the starting point at which the study will begin and information will be extracted. As the three departments are interdependent, the study will analyze how they function as a team and interact with each other.

The cost of ICMA's original proposal was \$90,000 plus travel expenses of \$7,500 for a total not to exceed \$97,500. After it was determined that ICMA was the consultant of choice by the committee, negotiations ensued and the final cost being brought forward in the contract is \$85,000 which includes travel. While this amount was not budgeted for in the current City budget, there has been ample savings in positions that have not been filled which will be available to cover the cost. The contract requires payment be made in three installments: the first one being \$33,000 within 14 days of the contract signing, the second being \$29,000 at the time of the draft analysis report and the final payment of \$23,000 to be paid with the presentation of the final report. The payment of \$33,000 would be paid in the current budget year with the remaining \$52,000 to be paid in the 2011/2012 budget year. ICMA estimates the study to take anywhere from three to six months depending on the CAD data received.

It is my recommendation that Council invest in this comprehensive study of the City's public safety departments. This is an investment that will span beyond this or the next budget and will be a tool that can be used well into the future to strategically plan for public safety in Grand Island.

Alternatives

It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

1. Move to approve
2. Refer the issue to a Committee
3. Postpone the issue to future date
4. Take no action on the issue

Recommendation

City Administration recommends that the Council approve the contract with International City/County Management Association referred to as ICMA for consulting/professional services to complete a study for the City's Public Safety Departments.

Sample Motion

Move to approve the contract with International City/County Management Association referred to as ICMA for consulting/professional services.



Jason Eley, Purchasing Agent

*Working Together for a
Better Tomorrow, Today*

**REQUEST FOR PROPOSAL
FOR
POLICE & FIRE CONSULTANT**

RFP DUE DATE: May 20, 2011 at 4:00 p.m.

DEPARTMENT: Administration

PUBLICATION DATE: April 26, 2011

NO. POTENTIAL BIDDERS: 6

SUMMARY OF PROPOSALS RECEIVED

APB Organization Consultant, L & D
Hyde Park, NY

Criterion Associates, LLC
Andover, MA

Matrix Consulting Group
Palo Alto, CA

MGT of America, Inc.
Austin, TX

Alexander Weiss Consulting, LLC
Evanston, IL

RW Management Group, Inc.
Menasha, WI

Etico Solutions
Macomb, IL

ICMA
Washington, DC

RFG Fire Rescue Consulting
Canton, GA

Berkshire Advisors, Inc.
Bay Village, OH

cc: Mary Lou Brown, City Administrator
Jason Eley, Purchasing Agent

Steve Lamken, Police Chief
Troy Hughes, Fire Chief

CONTRACT FOR CONSULTING/PROFESSIONAL SERVICES

This Contract is made as of the ____day of August, 2011 by and between the City of Grand Island, Nebraska, a municipal corporation of the State of Nebraska, (hereinafter "the City"), and the International City/County Management Association, a not-for-profit corporation incorporated under the laws of the State of Illinois, whose principal office is located in Washington, D.C. (hereinafter "the CONSULTANT") and whose Federal I.D. number is 36-2167755.

WHEREAS, the City desires to retain the CONSULTANT, and the CONSULTANT desires to be retained, pursuant to the scope of services attached hereto as Exhibit "B" and incorporated herein in its entirety;

NOW, THEREFORE, in consideration of the mutual promises contained herein, the City and the CONSULTANT agree as follows:

ARTICLE 1 - SERVICES

The services to be rendered by CONSULTANT under this Contract are set forth in Exhibit "B" attached hereto.

ARTICLE 2 - SCHEDULE

The schedule for services to be rendered by CONSULTANT is set forth in Exhibit "B" attached hereto. The project and final deliverables shall be completed per the schedule in Exhibit "B", which is approximately one hundred twenty (120) days after this Agreement is fully executed, subject to a mutually agreeable extension if necessary.

ARTICLE 3 - PAYMENTS TO CONSULTANT

Payment by the City under this Contract shall be governed by Exhibit "A".

ARTICLE 4 - TERMINATION

Unless the CONSULTANT is in breach of the Contract, the CONSULTANT shall be paid for services rendered to the City's satisfaction through the date of termination. This is a legal-binding contract and cannot be terminated without cause. After receipt of a termination notice and except as otherwise directed by the City, the CONSULTANT shall:

- A. Stop work on the date and to the extent specified;
- B. Transfer all work in process, completed work, and other materials related to the terminated work to the City; and
- C. Continue and complete all parts of the work that have not been terminated.

ARTICLE 5 - PERSONNEL

The CONSULTANT is, and shall be, in the performance of all work, services and activities under this Contract, an independent contractor, and not an employee, or agent of the City. All persons engaged in any of the work or services performed pursuant to this Contract shall at all times, and in all places, be subject to the CONSULTANT's sole direction, supervision, and control. The CONSULTANT shall exercise control over the means and manner in which it and its employees perform the work, and in all respects the CONSULTANT's relationship and the relationship of its employees to the City shall be that of an independent contractor and not as employees or agents of the City.

The CONSULTANT represents that it has, or will secure at its own expense, all necessary personnel required to perform the services under this Contract. Such personnel shall not be employees of or have any contractual relationship with the City, nor shall such personnel be entitled to any benefits of the City including, but not limited to, pension, health and workers' compensation benefits.

The CONSULTANT warrants that all services shall be performed by skilled and competent personnel consistent with applicable technical and professional standards in the field.

ARTICLE 6 - AVAILABILITY OF FUNDS

The City's elected body has appropriated sufficient funds in the operating budget(s) for which the work to be performed will occur and until the contract has been fully executed.

ARTICLE 7 - INSURANCE REQUIREMENTS

The CONSULTANT will be required to provide certificates of insurance showing that it carries, or has in force, automobile liability insurance, general liability insurance and professional liability insurance. Limits of liability for automobile liability insurance shall be, at a minimum, \$1,000,000.00 combined single limit. Limits of liability for general liability insurance shall be, at a minimum, \$1,000,000.00 per occurrence, \$1,000,000.00 personal and advertising injury, \$1,000,000.00 general aggregate and \$1,000,000.00 products/completed operations aggregate. General liability insurance will include coverage for contractually assumed liability. Limits of liability for professional liability insurance shall be, at a minimum, \$1,000,000.00 per occurrence/claim and \$1,000,000.00 aggregate. If the general liability insurance coverage and/or the professional liability insurance coverage is on a claims-made basis, the CONSULTANT will maintain coverage in force for a period of two (2) years following the termination of the contract at the limits specified in this paragraph. The CONSULTANT is responsible for the payment of any deductibles or self-insured retentions.

The City will be named as additional insured under the CONSULTANT's general liability insurance and automobile liability insurance policies.

The CONSULTANT agrees to indemnify, hold harmless, and defend the City, its officials, representatives, agents, servants, and employees from and against any and all claims, actions, lawsuits, damages, judgments, liability and expense, including attorneys fees and litigation expenses, in whole or in part arising out of, connected with, or in any way associated with the activities of the CONSULTANT, its employees, or its sub-contractors in connection with the work to be performed under this contract.

ARTICLE 8 - SUCCESSORS AND ASSIGNS

The City and the CONSULTANT each binds itself and its partners, successors, executors, administrators and assigns to the other party and to the partners, successors, executors, administrators and assigns of such other party, in respect to all covenants of this Contract. Except as stated above, neither the City nor the CONSULTANT shall assign, sublet, convey or transfer its interest in this Contract without the written consent of the other. Nothing herein shall be construed as giving any rights or benefits hereunder to anyone other than the City and the CONSULTANT.

ARTICLE 9 – LAW GOVERNING THIS CONTRACT

The Contract shall be governed by the laws of the State of Nebraska. Any and all legal action necessary to enforce the Contract will be held in Hall County. No remedy herein conferred upon any party is intended to be exclusive of any other remedy, and each and every such remedy shall be cumulative and shall be in addition to every other remedy given hereunder or now or hereafter existing at law, in equity, by statute or otherwise. No single or partial exercise by any party of any right, power, or remedy hereunder shall preclude any other or further exercise thereof.

Dispute Resolution

In case of a dispute regarding the interpretation of any part of this Contract, the Parties shall use their best efforts to arrive at a mutually acceptable resolution. The Consultant shall proceed diligently with its performance of the work under this Contract pending the final resolution of any dispute arising or relating to this Contract. The Client shall continue to pay the Consultant for its performance under the Contract except for those items related to the dispute.

ARTICLE 10 - CONFLICT OF INTEREST

The CONSULTANT represents that it has no interest and shall acquire no interest, either direct or indirect, which would conflict in any manner with the performance of services required.

Consultant employees, consultants, or subcontractors may undertake outside professional activities provided such activity and involvement does not conflict or interfere with this Contract. In addition, employees, consultants, or subcontractors will not directly or indirectly, alone or with others, engage in or have any interest in any person, firm, or entity that engages in any business activity that is competitive with the business performed under this Contract.

ARTICLE 11 - EXCUSABLE DELAYS

The PARTIES shall not be considered in default by reason of any failure in performance if such failure arises out of causes reasonably beyond the control of the PARTIES and without their fault or negligence. Such causes include, but are not limited to: acts of God; natural or public health emergencies; and abnormally severe and unusual weather conditions.

Upon either PARTY'S request, the other PARTY shall consider the facts and extent of any failure to perform the work and, if the PARTY'S failure to perform was without its fault or negligence, the Contract Schedule and/or any other affected provision of this Contract shall be

revised accordingly to a newly agreed upon timeline. It shall be the responsibility of the PARTIES to notify the other PARTY promptly in writing whenever a delay is anticipated or experienced, and to inform the other PARTY of all facts and details related to the delay.

ARTICLE 12 - DISCLOSURE AND OWNERSHIP OF DOCUMENTS

All written and oral information not in the public domain or not previously known, and all information and data obtained, developed, or supplied by the City or at its expense will be kept confidential by the CONSULTANT and will not be disclosed to any other party, directly or indirectly, without the City's prior written consent unless required by a lawful order. All drawings, maps, sketches, programs, data base, reports and other data developed, or purchased, under this Contract for or at the City's expense shall be and remain the City property and may be reproduced and reused at the discretion of the City.

All covenants, agreements, representations and warranties made herein, or otherwise made in writing by any party pursuant hereto, including but not limited to any representations made herein relating to disclosure or ownership of documents, shall survive the execution and delivery of this Contract and the consummation of the transactions contemplated hereby.

ARTICLE 13 - NONDISCRIMINATION

The CONSULTANT warrants and represents that all of its employees are treated equally during employment without regard to race, color, religion, disability, sex, age, national origin, ancestry, marital status, and sexual orientation.

ARTICLE 14 - ENFORCEMENT COSTS

If any legal action or other proceeding is brought for the enforcement of this Contract, or because of an alleged dispute, breach, default or misrepresentation in connection with any provision of this Contract, the successful or prevailing party will be entitled to recover reasonable attorney's fees, court costs and all expenses (including taxes) even if not taxable as court costs (including, without limitation, all such fees, costs and expenses incident to appeals), incurred in that action or proceeding, in addition to any other relief to which such party may be entitled.

ARTICLE 15 - SEVERABILITY

If any term or provision of this Contract, or the application thereof to any person or circumstances shall, to any extent, be held invalid or unenforceable, the remainder of this Contract, or the application of such terms or provision, to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be affected, and every other term and provision of this Contract shall be deemed valid and enforceable to the extent permitted by law.

ARTICLE 16 - ENTIRETY OF CONTRACTUAL AGREEMENT

The City and the CONSULTANT agree that this Contract together with the Exhibits hereto, sets forth the entire agreement between the parties, and that there are no promises or understandings other than those stated herein. None of the provisions, terms and conditions contained in this Contract may be added to, modified, superseded or otherwise altered, except by written instrument executed by the Parties hereto in accordance with Article 17 - Modification and Changes. In the event of any conflict or inconsistency between this Contract and the provisions in the incorporated Exhibits, the terms of this contract will supersede and prevail over the terms in the incorporated Exhibits.

ARTICLE 17 – MODIFICATIONS AND CHANGES

Only the **City's Contracting Officer** or his/her representative has authority to issue modifications to this Contract that materially change or modify any of the specifications, terms, or conditions of this Contract.

Only the **City's Contracting Officer** may, by written order, make changes within the scope of work of this contract including but not limited to any one or more of the following: (a) description of services to be performed; and (b) period of performance.

No change order shall be binding unless so issued by the **City's Contracting Officer** in writing and, until approved by the **CONSULTANT'S** Contracting Administrator or their designated representative unless they are of an administrative matter.

ARTICLE 18 - NOTICE

All notices given under this Contract shall be sent by certified mail, return receipt requested, and if sent to the (name of client) shall be mailed to:

and if sent to the CONSULTANT shall be mailed to:

Director
Grants & Contract Administration
International City/County Management Association (ICMA)
777 North Capitol Street, Suite 500
Washington, DC 20002

IN WITNESS WHEREOF, the Parties hereto agreed to all that is written herein and included within Exhibit "A" and Exhibit "B".

CITY OF GRAND ISLAND, NEBRASKA

BY: _____
SIGNATURE

Print Name: _____

Date: _____

ATTEST:

SIGNATURE

Print Name: _____

Date: _____

WITNESSES:

INTERNATIONAL CITY/COUNTY
MANAGEMENT ASSOCIATION (ICMA)

BY: _____
SIGNATURE

Print Name: _____

Date: _____

BY: _____
SIGNATURE

Print Name _____

Title: _____

Date: _____

EXHIBIT A

Payment and Fees Schedule

ICMA agrees to conduct the project for the sum of \$85,000, which includes travel. The project would be billed in three installments: the first within 14 days after contract signing for \$33,000; the second billed at the time of the draft data analysis report for \$29,000 and the third at presentation of the final report for \$23,000. Payments would be made out to the International City/County Management Association upon invoicing as according to the aforementioned payment schedule. If some other arrangement is deemed more appropriate by the city, ICMA will work cooperatively for an agreement on the payment terms.

Following the data and operational analysis, ICMA proposes to have a strategic planning session for fire/EMS and one for police which will create the separate strategic plan. ICMA agrees to work cooperatively with the client in order to reduce such costs to the greatest extent possible while still meeting the expectations of the city.

Payments would be made out to the International City/County Management Association upon invoicing as according to the aforementioned payment schedule. If some other arrangement is deemed more appropriate by the County, ICMA will work cooperatively for an agreement on the payment terms.

All payment installments shall be remitted to the International City/County Management Association, and are due and payable upon receipt of invoice. All other project costs, plus actual reimbursements for travel and other direct expenses approved or provided will be paid within 45 days of the delivery of invoice.

**Proposal for Comprehensive Analysis and
Development of Strategic Plan for Police and Fire Services
for Grand Island, Nebraska**



POLICE AND FIRE/EMS OPERATIONS

POLICE AND FIRE/EMS OPERATIONS

C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

Submitted by and reply to:
ICMA Center for Public Safety Management
International City/County Management Association
777 North Capitol Street NE, Suite 500
Washington, DC 20002
ConsultingServices@icma.org
202-962-3607



Leaders at the Core of Better Communities

March 20, 2011

Mary Lou Brown
City Administrator
City of Grand Island
100 East First Street
Grand Island, Nebraska 68801

Dear Ms. Brown;

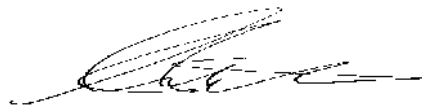
The Public Safety Services team of ICMA *Center for Public Safety* is pleased to submit this proposal for a comprehensive analysis of police and fire services for the City of Grand Island.

This proposal is specifically designed to provide the City of Grand Island with a thorough and unbiased solution to the questions regarding the delivery of police and fire services in Grand Island. Because this issue will have a significant impact on the community and because the city must have complete confidence in the outcome of our report, we have assembled a premier team of subject matter experts with nationally recognized expertise in a wide range of public safety services. We understand the critical role the study will play for ensuring the next candidate for Chief of Police is a good fit for Grand Island. We also understand the critical role the information will provide to assisting the fire service.

Each of our project consultants have decades of experience in the local government, specifically addressing the issues facing the City of Grand Island. Please note that the cost of conducting the analysis of each agency is considerably less than the cost of one officer or firefighter for one year.

As you know, ICMA has provided direct services to local governments nationwide for nearly one hundred years, which have helped to improve the quality of life for millions of residents in the United States and abroad. From an enterprise-wide perspective, we guarantee an honest-broker solution for your jurisdiction's challenge. I, along with my colleagues at ICMA, greatly appreciate this opportunity and would be pleased to address any comments you may have. You may contact me at 716.969.1360 or via email at lmatarese@icma.org.

Sincerely,



Leonard A. Matarese
Director, Research and Project Development
ICMA Center for Public Safety Management

Description of Association

International City/County Management Association (ICMA)

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and fostering professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, and training and professional development to more than 9,100 chief appointed administrators, assistant administrators, and other individuals throughout the world. The organization's resources and services reach thousands of local, state, and federal government personnel, academics, private sector professionals, citizens, and other individuals with an interest in effective management at the local government level.

ICMA's members represent the administrative center of professional municipal, county, and regional services that affect millions of urban and rural citizens on a daily basis. They are responsible for the leadership that ensures strategic economic growth and management of public services and infrastructure planning, investment, and development. Every day, local government managers determine policy, programming, funding, and strategic decisions that impact the ability of local resources to deal with the management and operations of public safety and legal departments. Local government managers serve as the "hub of the wheel," coordinating efforts and implementing strategies for maximum effectiveness and efficiency.

ICMA Center for Public Safety Management

ICMA Center for Public Safety Management helps communities solve critical problems by providing management consulting support to local governments. ICMA's public safety expertise includes: organizational development, leadership and ethics, training, assessments of calls for service workload, staffing requirements analysis, designing standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community oriented policing, and city/county/regional mergers.

ICMA's team is led by Director Thomas Wieczorek. He is assisted by Leonard Matarese, Director of Research and Project Development. Leonard, along with a team of highly experienced practitioners and consultants, support a number of public safety services projects for jurisdictions nationwide.

Size of Firm

ICMA Center for Public Safety Management approaches projects using a combination of full-time ICMA staff and subject matter experts who are renowned in the field of public safety. Subject matter experts are assigned to a project to specifically analyze and provide recommendations on client concerns.

In addition to the Center for Public Safety Management, ICMA provides a wide range of services to clients both domestic and international. ICMA has developed affiliate relationships with many other groups such as the National Citizen Survey, National League of Cities, U.S. Cap and Gown Association, and Center for State and Local Government Excellence. This unique relationship provides our clients access to a large array of experts and services not normally found in a regular consultant group.

The Center for Public Safety Management deals specifically with police, fire, EMS, and Homeland Security Issues within five key areas: Technical Assistance, Research, Education and Training, Chief Selection, and Publications.

Contacts

The Program Manager or specific area team leads will report project status to the identified city contacts at identified intervals using an acceptable and agreed upon reporting template. Beyond this however, communication will be maintained and coordinated through the Team Leader with these contacts and other identified relevant personnel on a regular basis.

Principal-in-Charge – Thomas J. Wiczorek

twiczorek@icma.org

202-962-3607

Project Manager – Leonard Matarese

lmatarese@icma.org

716-969-1360

Fire Operations Team Lead – Donald James

djames@icma.org

Police Operations Team Lead – James McCabe

jemccabe1@earthlink.net

Data Analysis Lead – Dr. Kenneth Chelst

kchelst@wayne.edu

313-577-3857

Data Analysis Support – Dr. Dov Chelst

dchelst@icma.org

202.309.8281

Data Analysis Team

Our data analysis team has participated in numerous major projects involving emergency services. One of the most notable was work done by Dr. Kenneth Chelst in Israel's Emergency Medical Services. Dr. Chelst is a professor of Industrial Engineering at Wayne State University and has authored a number of publications on the use of operations research techniques for public safety systems.

The data team has worked on a wide range of projects for ICMA having conducted studies for cities and counties ranging in population from 8,000 to 800,000. The ICMA approach to data analysis is unique in the use of raw data from Computer Aided Dispatch systems. By using the raw data, rather than CAD generated reports, a wide range of analysis is possible with less chance of error. The data analysis will serve as the foundation for subsequent operational review and recommendations for police, fire, and EMS.

Police Agency Analysis

Dr. James McCabe will head the ICMA team which will study police operations.

The ICMA approach to analyzing police operations is two-fold. First, our team of Operations Research experts will conduct a comprehensive analysis of data extracted from the Computer Aided Dispatch System as well as other data bases to develop a detailed analysis of calls for service workload (both citizen and officer initiated). We then develop a thorough review of actual deployment. This information is analyzed at numerous levels to determine seasonal and weekday variability. Then the two data sets (workload and deployment) are merged to provide a clear review of scheduling and deployment patterns contrasted with actual workload.

Second, our team of experienced law enforcement subject matter experts will conduct an intensive on-site review of police operations to determine if current approaches meet

“best practices” and if data are being properly utilized to drive decision making, particularly with regard to scheduling and staffing. Other issues that will be studied during the operational analysis will be the use of civilians versus sworn police officers and proper staffing and tactics of the investigations unit for improvement of its clearance rate.

Fire Operations

Under the direction of Donald James, the project team will look at the deployment of the fire department to determine the appropriateness of current staffing levels in context to calls for service, response times and employee safety standards. We will provide an objective analysis of the call center data an overall operation assessment. The deployment benchmarks will be reviewed and compared to national standards such as the 2010 National Fire Protection 1710 standard as well as the recently proposed amendments to the Insurance Standards Office (ISO) Public Protection Classifications. Evaluation tools created by the ICMA and International Association of Fire Chiefs to accredit departments will be applied for the existing level of services as well as future deployment. Using the data analysis, operational research methodology, and Geographic Information System (GIS) analysis, alternative strategies will be reviewed and recommendations developed.

Within the first 30 days upon contract execution, a request for documents needed to conduct the study will be requested from each of the areas to be assessed. All documents requested should be available to the study team. In addition to review of documents, a project launch strategy session will be conducted with the parties involved. Such an approach has been beneficial in establishing the relationships necessary to complete this type of comprehensive project. Expectations on the part of ICMA as well as the affected agencies will be clarified.

Project Staffing

City officials indicated a comprehensive analysis of the police and fire departments was anticipated. The Grand Island Police Department has experienced a frequent turnover at the Chief's position. The loss of leadership impacts an organization on many fronts and the proposed project will help identify the critical strategies that should be addressed to prevent re-occurring vacancies. The analysis and evaluation will also provide useful information for the new city manager as he begins his tenure with the city.

The City also looks to maximizing the efficiency, effectiveness and safety both for responders and the public through its fire department.

For this project, the ICMA has assembled a premier team of experts from a variety of disciplines and from across the United States. The goal is to develop recommendations for Grand Island that will enable it to produce the outcomes necessary to provide critical emergency services consistent with the community's financial capabilities. The team will consist of a project team leader, two Operations Leaders and several senior public safety consultants selected from our team specifically to meet the needs of the city.

Project Manager

Director of Research and Project Development, ICMA Center for Public Safety

Leonard Matarese, MPA, ICMA-CM, IPMA-CP, SPHR

- **Background**

Mr. Matarese is a specialist in public sector administration with particular expertise in public safety issues. He has 41 years experience as a law enforcement officer, police chief, public safety director, city manager and major city Human Resources Commissioner. He was one of the original advisory board members and trainer for the first NIJ/ICMA Community Oriented Policing Project which has subsequently trained thousands of municipal practitioners on the techniques of the community policing philosophy over the past 18 years. He has conducted numerous studies of emergency services agencies with particular attention to matching staffing issues with calls for service workload. In addition to his police activities, Mr. Matarese has managed an ALS first responder and transport fire department.

Recognized as an innovator by his law enforcement colleagues he served as the Chairman of the SE Quadrant, Florida, Blue Lighting Strike Force, a 71 agency, U.S. Customs Service anti-terrorist and narcotics task force and also as president of the Miami-Dade County Police Chief's Association – one of America's largest regional police associations. He represents ICMA on national projects involving the United States Department of Homeland Security, The Department of Justice, Office of Community Policing and the Department of Justice, Office Bureau of Justice Assistance. He has also served as a project reviewer for National Institute of Justice. He is the subject matter expert on several ICMA / USAID police projects in Central America.

He has a Master's degree in Public Administration and a Bachelor's degree in Political Science. He is a member of two national honor societies and has served as an adjunct faculty member for several universities. He holds the ICMA Credentialed Manager designation, as well as Certified Professional designation from the International Public

Management Association- Human Resources and the Senior Professional in Human Resources from the Society for Human Resources Management. He also has extensive experience in labor management issues, particularly in police and fire departments and is currently editing an ICMA book on the selection of police chiefs.

Data Assessment Team

Senior Public Safety Consultants

Kenneth R. Chelst, Ph.D., Professor of Industrial and Manufacturing Engineering at Wayne State University

- **Background**

Dr. Chelst is an expert in the application of advanced mathematical models for all emergency resources planning, especially police. He lead a demonstration project for the City of Detroit Police Department which cut response times by 40% using continuous improvement and data driven decision making. Over the past two decades he has studied many dozens emergency services operations using data driven techniques to determine the most efficient organizational structures to provide public safety services. He holds a Ph.D. degree in operations research from M.I.T. where his dissertation topic was Mathematical Models of Police Patrol Deployment. His research interests include operations research models applied to emergency services and structured decision making.

David Martin, Ph.D., Senior Researcher in the Center for Urban Studies, Wayne State University

- **Background**

Dr. Martin specializes in public policy analysis and program evaluation. He has worked with several police departments to develop crime mapping and statistical analysis tools. In these projects he has developed automated crime analysis tools and real-time, dashboard-style performance indicator systems for police executive and command staff. Dr. Martin teaches statistics at Wayne State University. He is also the program evaluator for four Department of Justice Weed and Seed sites. He is an expert in the use of mapping technology to analyze calls for service workload and deployments.

Gang Wang, Ph.D., Industrial Engineering

- **Background**

Gang Wang received the dual bachelor degrees in industrial design and management science, and the M.S. in information system from Chongqing University in China and the Ph.D. degree in industrial engineering from Wayne State University. He has five years experience in enterprise information system and six years experience in data analysis and applied mathematical modeling. He has rich experience in areas of automotive, travel and public safety with particular emphasis in fire / EMS analysis. He has published a book chapter and several journal articles.

ICMA Center for Public Safety Management Staff

Dov Chelst, Ph.D., Director of Quantitative Analysis

- **Background**
Dr. Chelst manages the analysis of public safety data for the Center. He specializes in data and statistical analysis. He has taught the subject matter for nearly 10 years at the university level and has a Ph.D. in Mathematics from Rutgers University and a B.A. Summa Cum Laude in Mathematics and Physics from Yeshiva University. Dr. Chelst has managed the data collection and analysis of over 40 city and county public safety agencies within the past two years. He is an expert in extracting CAD data and developing useful statistics from that information.

Malhar Kale, BE., MS., MS., Quantitative Analyst,

- **Background**
Mr. Kale is an expert in the use of GIS based software tools for public safety agencies. He holds a Master of Science in Statistics from Sam Houston State University, a Master of Science in Industrial Engineering from the University of Nebraska and a Bachelors of Mechanical Engineering from Sardar Patel University, India.

Operations Assessment Teams

Director, ICMA Center for Public Safety

Thomas Wieczorek, Retired City Manager Ionia, MI; former Executive Director Center for Public Safety Excellence

- **Background**
Thomas Wieczorek is an expert in fire and emergency medical services operations. He has served as a police officer, fire chief, director of public safety and city manager and is former Executive Director of the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International, Inc.) and was an author on the most recent "Standards of Response" book printed by the CPSE. He has taught a number of programs at Grand Valley State University, the National Highway Traffic Safety Administration (NHTSA), and Grand Rapids Junior College. He has testified frequently for the Michigan Municipal League before the legislature and in several courts as an expert in the field of accident reconstruction and fire department management. He is the past-president of the Michigan Local Government Manager's Association; served as the vice-chairperson of the Commission on Fire Officer Designation; and serves as a representative of ICMA on the NFPA 1710 career committee.

He most recently worked with the National League of Cities and the Department of Homeland Security to create and deliver a program on emergency management for local officials titled, "Crisis Leadership for Local Government Officials." It has been presented in 50 states and has been assigned a course number by the DHS.

He received the Mark E. Keane "Award for Excellence" in 2000 from the ICMA, the Association's highest award and was honored as City Manager of the Year (1999) and Person of the Year (2003) by the Rural Water Association of Michigan, and distinguished service by the Michigan Municipal League in 2005.

Police Unit

ICMA Senior Public Safety Consultants – Police Operations

James E. McCabe, Ph.D., M. Phil., M.A., B.A., Assistant Professor of Criminal Justice, Sacred Heart University, Retired NYPD Inspector

- **Background**

Dr. McCabe retired as an Inspector with the New York City Police Department after 20 years of service. As Inspector his assignments included Commanding Officer of the NYPD Office of Labor Relations and Commanding Officer of the Training Bureau. As a Deputy Inspector he was the Commanding Officer of the Police Academy with direct supervision of over 750 staff officers and 2,000 recruits. As Executive Officer, Police Commissioner's Office. His field experience includes, Commanding Officer, 110th Precinct, Executive Officer, 113th Precinct, assignment to the Operations Division/Office of Emergency Management and uniform patrol as an officer and Sergeant in Manhattan. He has published extensively and presented to numerous conference including Academy of Criminal Justice Sciences:

He holds a Ph.D. and M. Phil, in Criminal Justice, from CUNY Graduate Center, an M.A. in Criminal Justice, from John Jay College, an M.A. in Labor and Policy Studies, SUNY Empire State College, and B.A. in Psychology, CUNY Queens College, June, 1989. He is a graduate of the Executive Management Program, Harvard University's John F. Kennedy School of Government, and the FBI National Academy.

James Gabbard, B.A., City of Vero Beach, Florida – Retired Chief of Police, Retired City Manager, Former Commander, West Palm Beach Police, Former President of Florida Police Chiefs Association.

- **Background**

James M. Gabbard is the retired City Manager of Vero Beach, Florida, appointed in 2005. Prior to his appointment as City Manager he completed 37 years of law enforcement service in a series of increasingly responsible positions. Mr. Gabbard formerly served as the Police Chief of the Vero Beach Police Department. During his tenure as chief he served as interim city manager on several occasions. Prior to his service with Vero Beach he was a member of the West Palm Beach Police Department, serving in all divisions of the Department and in many assignments including Detective Lieutenant of Homicide. Upon his promotion to Captain he was placed in command of organized crime and organized drug crime investigations. He retired from West Palm Beach in 1986 to accept the chief's position in Vero Beach.

Mr. Gabbard has received numerous professional recognitions and was elected President of the Florida Police Chiefs Association, one of the largest organizations of senior police managers in the United States. He was cited for bravery by Governor Jeb Bush before a joint session of the Florida Legislature for his actions during several hurricanes which struck Vero Beach. Upon his recent retirement from Vero Beach he was recognized by the Governor and Attorney General of Florida for his numerous contributions to law enforcement in the state.

Paul E. O'Connell, Ph.D., J.D. , Chair of Criminal Justice Department, Iona College, New Rochelle, New York, former NYPD Officer.

- **Background**

Dr. O'Connell is a leading expert on the application of Compstat model Police Management principles to public administration organizations. He has been a full time member of the Criminal Justice faculty at Iona College in New Rochelle since 1994. He received his Ph.D. from CUNY

where his doctoral thesis was the history and development of the Compstat model of Police Management. Dr. O'Connell began his professional career in criminal justice in 1981, serving the New York City Police Department first as a police officer, and then as a Police Academy instructor, in-service trainer and curriculum developer. After receiving an MPA in 1984 and J.D. in 1989, he worked as a trial attorney with the firm of Cummings & Lockwood in Grand Island, CT. Presently, he is the chair of Iona College's Criminal Justice department, where he also conducts funded research, publishes scholarly papers and lectures widely on the topics of police performance measurement, integrity management and law enforcement training systems.

Dr. O'Connell has provided consulting services to a variety of government agencies, including assessment of existing policing policies and practices and development of proactive management strategies. Over the years, he has collaborated with the Center for Technology in Government (Albany, NY), Giuliani Partners (New York, NY) and the Center for Society, Law and Justice (University of New Orleans). Dr. O'Connell recently was awarded a Fulbright Grant.

Fire Unit

ICMA Senior Public Safety Consultants – Fire Operations

Donald James, MPA, Retired Assistant Chief, Miami-Dade Fire Rescue

- **Background**

During a career spanning 30 years, Donald C. James retired in 2005 as an Assistant Fire Chief with the Miami Dade Fire Rescue Department. In that capacity he assumed oversight of various functional areas to include Fire Prevention, Facilities Management and Construction, Communications, Emergency Medical Services and Training Divisions. As a Division Director, he was responsible for multimillion dollar budgets for Community Relations, Emergency Medical Services, Communications and Fire Prevention.

In 1996 he was honored by the National Fire Protection Association as the "Learn Not To Burn Champion" with a Safe Cities Award Grant. Working in conjunction with Miami Dade Public Schools, the grant provides for the teaching of a fire safety curriculum at the elementary grade levels. Among other accomplishments, he was also instrumental in the development of the department's Infectious Disease Control Policy and Procedure – one of the first of its kind in the fire service nationwide.

Mr. James received his Associates degree in Fire Science Technology from Miami Dade College. He holds a Bachelor's degree in Public Administration from Barry University in Miami Shores, and Master's degree in Public Administration from Florida International University, Miami.

Dan Kleman, MGA, Former Chief, City of Jacksonville Fire & Rescue Department, Former City Manager of Tallahassee, County Manager of Hillsborough County, CAO of Jacksonville Florida

- **Background**

Dan Kleman is the Director and Fire Chief of the Jacksonville Fire and Rescue Department and is responsible for 1,300 employees. Since arriving at JFRD in 2006, Chief Kleman, working with his management team, he has expanded management training and professional development for JFRD's officers, opened a new fire station and three replacement stations, identified more than \$1 million in overtime cost savings and enhanced

JFRD's recruitment program. Kleman recently developed a 10-year plan, unanimously adopted by City Council, which charts the department's expansion so it can continue to meet Jacksonville's rapidly growing demand for fire and emergency medical services.

Mr. Kleman came to Jacksonville in 2004 to serve as Chief Administrative Officer. In October 2006, he moved from City Hall to JFRD to lead the department. He was appointed City Manager in Tallahassee 1974. After 20-plus years as City Manager, Kleman headed to Tampa where he served as County Manager of Hillsborough County for nearly a decade.

Mr. Kleman has been named Outstanding Public Administrator of the Year by both the Tallahassee and Tampa Bay chapters of the American Society of Public Administration. He is Past President of the 9,000-member International City-County Management Association and the Florida City and County Managers Association. He also was an adjunct professor in Florida State University's Masters of Public Administration program. He holds a bachelor's degree in political science from Bowling Green State University in Ohio and his master's degree in governmental administration from the Wharton Graduate School at the University of Pennsylvania. He is also a graduate of the senior executive program at the John F. Kennedy School of Government at Harvard University.

Timelines

Similar projects of this magnitude that ICMA has managed were completed from between 100 to 180 days. A key factor to the final delivery date is the quality of the Computer Assisted Dispatch (CAD) data received from dispatch. The quality of the data and ability to transfer its information to ICMA impacts the final completion date because ICMA bases its conclusions on the raw, collected data of the agency and not solely on the opinion of subject matter experts (SME's).

	Month I	Month II	Month III	Month IV	Month V
Part I					
1. Project Launch					
2. Data Extraction					
Document Review, Analysis					
Part II Data Analysis					
1. Data Verification					
2. Data Certification					
3. System Data Analysis					
Part III Police					
1. Field/Operational Analysis					
Reporting to Agency					
Final Report					
Travel					

*NOTE: Travel is contingent upon the project schedule having been met for each milestone. The shaded month includes an optional travel date. In month five, travel is shown for purposes of assisting the department with implementation of recommendations.

Project Understanding

ICMA believes that the most effective way to manage operations, including public safety, is to make management decisions based upon the interpretation and analysis of data and information. In order to accurately project future workload, staffing, and levels of service, establishment of baseline data is critical. When deciding organizational structure and staffing levels it is critical that those decisions be based upon a detailed, objective analysis. Failing to do so can result in a local government's to commitment of millions of dollars unnecessarily and without meaningful enhancement of public safety. We understand that the City of Grand Island is facing important decisions regarding the delivery of emergency services and seeks expert assistance in developing an objective review of the City's public safety needs.

A data analysis of police and fire department workload, staffing and deployment will be conducted. By objectively looking at the availability of deployed hours and comparing those to the hours necessary to conduct operations, staffing expansion and/or reductions can be determined and projected. Additionally the time necessary to conduct proactive police activities (such as directed patrol, community policing and selected traffic enforcement) will be reviewed to provide the city with a meaningful methodology to determine appropriate staffing levels. This data analysis forms the basis for establishing the baseline performance of the police department.

Further, we will review existing deployment, particularly of the patrol force, to determine appropriate staffing levels throughout the day with particular attention to the size and number of patrol zones or beats. We will review the staffing and tactics being utilized by the investigations unit to determine if they might be more effective in clearance of cases.

ICMA will:

- Utilize mapping technologies which will allow us to present graphics showing the locations and time of various types of calls for service;
- Use these computer generated maps to help determine the appropriate configuration of any patrol zones, which may be altered and reconfigured as workload changes;
- Review the department's use of data analysis to address assignments and deployment to determine if best practices are being implemented to make full use of existing resources within the agency; and
- Review all phases of the department's operations to determine opportunities for cost savings / avoidance.
- Review specialized units and provide strategy recommendations for improving the Grand Island Police Department. These recommendations can also form the basis for selection of the next police chief.

We will pay particular attention to the opportunity to use civilian employees wherever possible in lieu of sworn personnel.

We understand that Grand Island, like so many other American cities, is currently facing economic challenges requiring the community to insure that all aspects of municipal government are operating at the highest levels of efficiency and effectiveness. This is particularly critical in public safety agencies since they often constitute the bulk of

organizational expenses. At the same time these agencies require a special level of review and analysis given their importance in maintaining the community's safety.

Determining Police Staffing & Deployment

Police agencies routinely speak about:

- “Recommended officers per 1,000 population” or
- “National Standard” for staffing or
- Comparisons to other municipalities

There are no such standards. Nor are there “recommended numbers of officer per thousand”. It is not useful to make comparisons with other communities.

The International Association of Chiefs of Police (IACP) states; “Ready-made, universally applicable patrol staffing standards do not exist. Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions.”

Joseph Brann, the first Director of the Community Oriented Police Service (COPS) Office and retired chief of police in Haywood, California wrote in “Officer’s per Thousand and other Urban Myths” appearing in *ICMA’s PM Magazine*,

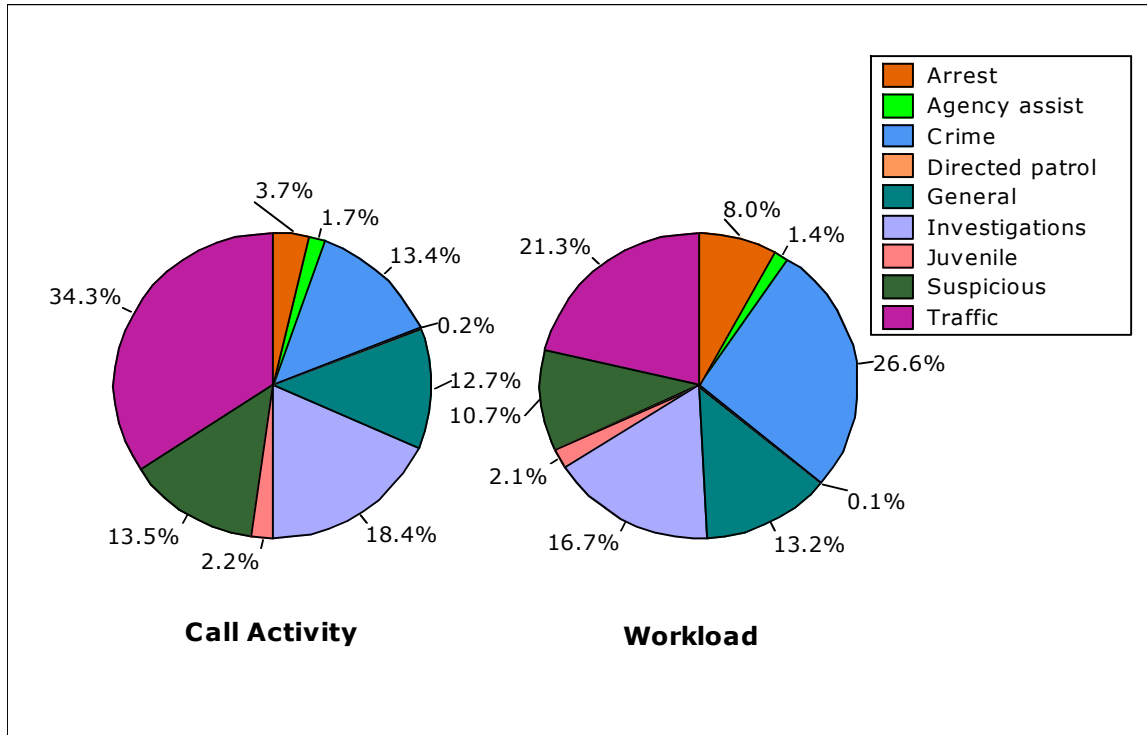
“A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most 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.”

Staffing decisions, particularly in patrol, must be made based upon actual workload and very few police agencies have the capability of conducting that analysis. Once an analysis of the actual workload is made, then a determination can be made as to the amount of discretionary patrol time should exist, consistent with the community’s ability to fund.

ICMA’s team of doctoral level experts in Operations Research in Public Safety have created in **The ICMA Patrol Workload & Deployment Analysis System** the ability to produce detailed information on workload even in those agencies without sophisticated management information systems. Using the raw data extracted from the police department’s CAD system our team converts calls for service into police services workload and then effectively graphs workload reflecting seasonally, weekday / weekend and time of day variables. Using this information the police department can contrast actual workload with deployment and identify the amount of discretionary patrol time available (as well as time commitments to other police activities).

Police service workload differentiates from calls for service in that calls for service are a number reflecting the incidents recorded. Workload is a time measurement recording the actual amount of police time required to handle calls for service from inception to completion. Various types of police service calls require differing amounts of time (and thus affect staffing requirements). As such, call volume (number of calls) as a percentage of total number of calls could be significantly different than workload in a specific area as a percentage of total workload. The graph following sample graph demonstrates this difference in units.

Calls for Service vs. Workload

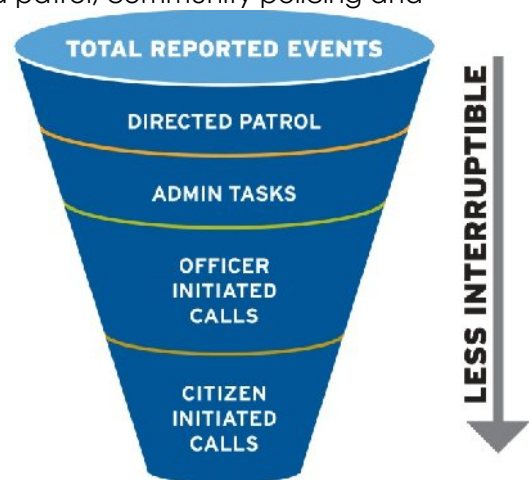


ICMA has found that the most effective way to manage operations, including public safety, is to decisions based upon the interpretation and analysis of data and information.

To achieve this, a data analysis of police department workload, staffing and deployment will be conducted. By objectively looking at the availability of deployed hours and comparing those to the hours necessary to conduct operations, staffing expansion and/or reductions can be determined and projected. Additionally the time necessary to conduct proactive police activities (such as directed patrol, community policing and selected traffic enforcement) will be reviewed to provide the city with a meaningful methodology to determine appropriate costing allocation models.

Further, we will review existing deployment, particularly of the patrol force, to determine appropriate staffing levels throughout the day with particular attention to the size and number of patrol zones or beats.

Understanding the difference between the various types of police department events and the staffing implications is critical to determining actual deployment needs.



Data Analysis

This portion of the study will look at the total deployed hours of the police department with a comparison to the time being spent to currently provide services. The analysis will review response times both cumulative as well as average for all services. In addition, a documentation request will be issued to the police department outlining information needed for a full operational review.

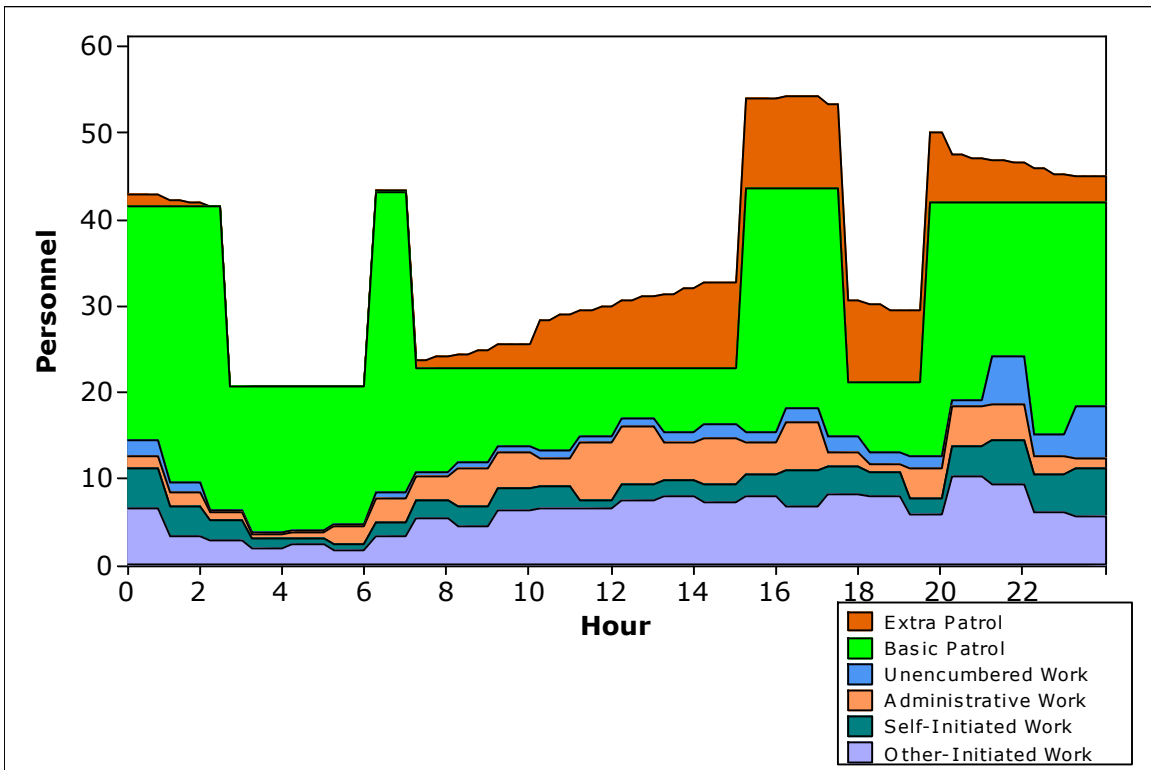
The ICMA has assembled a team of experts that are uniquely qualified to extract raw data from Computer Aided Dispatch Systems and conduct comprehensive analysis. The Team will utilize operations research methods in conducting the analysis. This approach is unique in the consulting field and was developed specifically by ICMA.

Workload vs. deployment analysis sample

This is one of the ways we show the amount of available, non-committed patrol time compared to workload. As you can see we break out the various activities, convert them to time and then compare to available manpower. The deployment is based upon actual hours worked.

So in this example, at noon there are approximately 17 hours of work (including citizen initiated & officer initiated calls for services, including traffic) and administrative activities (meals, vehicle, reports, etc.). There are approximately 30 man hours of available resources meaning that at that hour, on average, of the 30 officers on duty 16 are busy on activities.

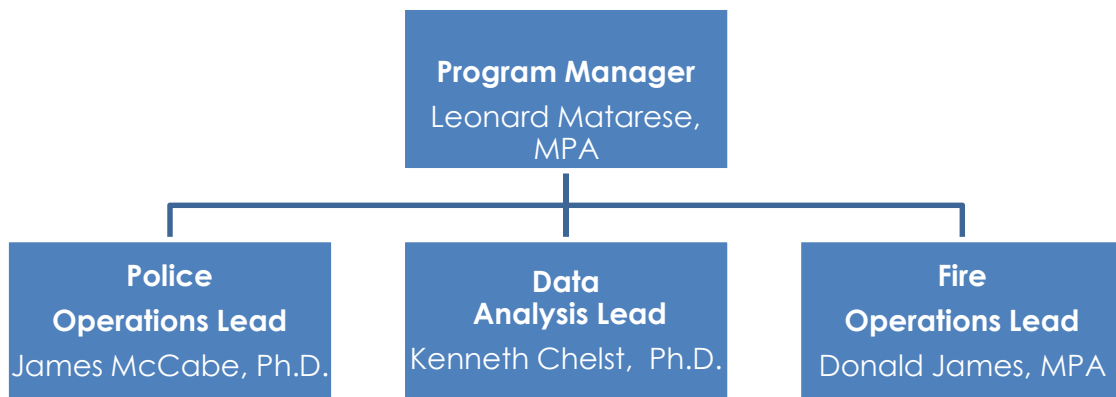
The area shown in green and brown is uncommitted time. This is the area where staffing decisions impact – it becomes a policy issue as to how much uncommitted time a city wants, and is willing to pay for.



Project Overview

1. Project Launch

The project team will be assembled and conduct a review of documents related to emergency services in the City of Grand Island.



In addition to review of documents, a project launch strategy session will be conducted with the parties involved. Such an approach has been beneficial in establishing the relationships necessary to complete this type of comprehensive project. Expectations on the part of ICMA as well as the affected agencies will be clarified.

Program Manager: Leonard Matarese. He will be supported by the Director of the Center for Public Safety, Thomas Wiczorek.

Timeline: Within 30 days of contract award

2. Data Analysis

This portion of the study will look at the total deployed hours of the police and fire departments with a comparison to the time being spent to currently provide services. The analysis will review response times both cumulative as well as average for all services. In addition, a documentation request will be issued to the police department outlining information needed for a full operational review.

ICMA has assembled a team of experts that are uniquely qualified to extract raw data from Computer Aided Dispatch Systems and conduct comprehensive analysis. The Team will utilize operations research methods in conducting the analysis. This approach is unique in the consulting field and was developed specifically for ICMA.

Based on quality of data, deliverable for the draft data analysis will be 100 days or less from project initiation.

Data Analysis Team leader: Dr. Kenneth Chelst assisted by David Martin and Dr. Dov Chelst.

3. Operations Analysis

In order to evaluate the effectiveness, efficiency and performance of the police and fire department the data analysis will be augmented by an on-scene review of operations.

The data analysis will determine the existing workload and hours available while the on-scene operations analysis will look at developing recommendations for improving specific service delivery.

ICMA will develop a comprehensive series of recommendations based on best practices and processes used throughout the United States. The recommendations will include opportunities to make the current deployment more productive and safe both for the officer as well as the public.

Operations analysis will begin within 90 days of project initiation with draft operations analysis delivered in conjunction with data analysis. A final report combining both projects will be delivered 120 days from signing of contracts.

Police Team Leader: James Gabbard (police) and Donald James (fire)

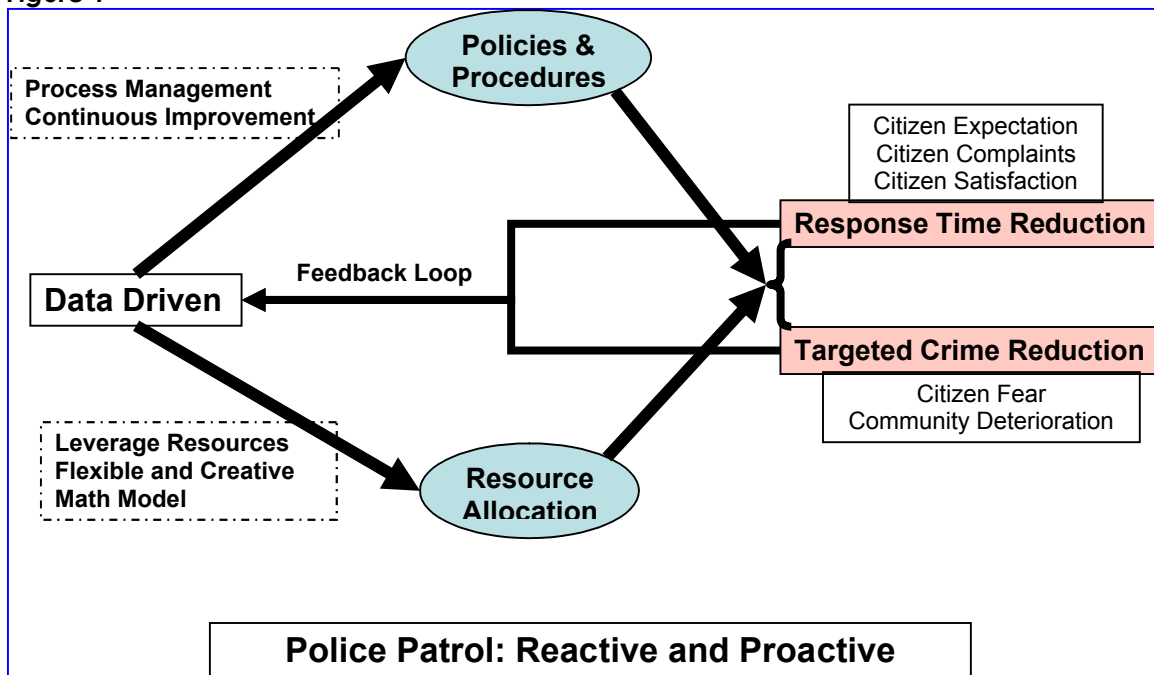
Police Operations

Background – Police

The City of Grand Island is preparing for limited future revenue and the need to maintain quality police services. In order to meet these challenges, an extensive analysis and benchmark of the current deployment and workload must be conducted. The ICMA approach is two-fold: conducting a comprehensive analysis of data extracted from the Computer Aided Dispatch System to answer the questions related to deployment issues as well as an on-scene operational assessment by the ICMA team.

Police departments utilize their patrol forces in two modes: reactively to respond to calls for service and proactively to address crime problems as well ongoing nuisance issues. (See Figure 1) Detectives provide another element of a primarily reactive force, seeking to solve crimes that have already been committed. The effectiveness of these units affects the clearance rates for the department.

Figure 1



Reactive – Citizen initiated calls

- High priority calls – citizens expect extremely rapid response
- Moderate Priority calls – Best practice departments manage citizens' expectation by letting them know a realistic response time and then meeting or surpassing their expectation. If there is an unexpected further delay, the citizen is contacted with up-to-date information
- Low priority calls – Best practice departments find creative strategies such as a telephone crime reporting so as to free up the patrol force for either rapid response to a high priority call or to continue with crime-directed activities
- On-Scene handling: The manner in which a police officer handles himself or herself on-scene plays a critical role in developing or discouraging citizen support for the department

Rapid response to the highest priority calls can sometimes mean the difference between life and death but is unlikely to broadly influence the crime rate. Meeting or exceeding citizen expectations reduces the number of citizen complaints and increases community

support for the police department. Community support is a critical element in developing a proactive crime directed patrol force. With accurate and timely data, a police department can reduce response time by adopting a philosophy of data driven continuous improvement. This usually entails first finding the multiple root causes of slow response and then changing operating policies that contribute to the problem. Police departments can also reduce response time by making data driven strategic decisions that better match patrol force levels with patrol workloads.

Proactive – Officer initiated in cooperation with citizenry

- Police use detailed crime data to develop both short-term targeted activities and long lasting strategic initiatives
- Departments can use specially assigned units in conjunction with the in-between call time of the patrol force
- Performance measures and accountability of management is a critical element of this strategy
- Activities need to be tracked to determine their effectiveness and to continually evolve to respond to changing crime patterns

Center for Public Safety Management Studies

- a) Document current patrol performance and workload levels
- b) Establish an existing benchmark and long range performance goals and objectives for the Police Department
- c) Identify opportunities to improve on performance with existing resources
- d) Estimate the manpower requirements and associated costs that would be needed to achieve management specified performance objectives
- e) Provide guidance on routine standard reports that should be used to track performance

Current Performance

We conduct an in-depth analysis of four weeks of summer data and four weeks of winter data and assess variations by time of day, day of week, season and district. The analysis will include all of the following:

- a) Patrol deployment levels
- b) Average response time to different call priorities
- c) Proportion of calls in each category for which response times are unacceptably long. For example, we will determine the proportion of high priority calls that experience response times of longer than 10 minutes
- d) Document time periods during the week in which response times seem excessive
- e) Average and median time spent on calls with different priorities
- f) Proportion of calls with unusually long time spent on-scene
- g) Proportion of calls requiring more than one patrol unit
- h) Resources allocated to proactive patrol
- i) Resources consumed on non-value added activities

Opportunities for Improvement

To examine whether or not patrol resources are efficiently deployed over 24-7 time period, we will graph deployment levels against workloads by time of day, day of week, and by patrol areas. We will analyze and graph officer response time by call priority level and shift to identify significant patterns/differences in officer response. These response time analyses will delineate and analyze between the components of officer response -- call queue time, travel time, and time on scene. Consequently, a series of trend charts,

maps and data tables will describe officer response time in detail and will provide the variables needed for developing a plan based on Operations Research methods.

We will observe and meet with dispatch operations to determine the extent of best practices employed to efficiently dispatch patrol units. We will discuss and document the extent that the patrol management is applying principles of performance based management and continuous improvement to efficiently utilize resources. We will then employ Operations Research models of patrol to determine how much response time and proactive patrol might be improved with better alignment of resources and workloads.

We will pay special attention to the CAD / RMS system currently being used and its ability to support the department's future needs based upon ICMA's recommendations at the conclusion of this study.

Police – Operational Analysis

Using the analyzed data from the department, the project team will conduct a comprehensive review of the services of the department, comparing the delivery with other best practices. The focus of the analysis will also include the following areas:

- A. Administration, Policy and Procedures, Planning, and Utilization of various best practice models in the department.
- B. Deployment of resources, particularly the use of civilian employees in lieu of sworn officers. The team will look at identifying opportunities to civilianize positions to allow more sworn personnel to perform police duties.
- C. Review of the investigations division to determine if the effectiveness of staff.
- D. Crime Fighting Strategies -- Provide crime fighting strategies to strengthen the police environment. An example would be the development of Computerized Statistics (COMPSTAT) which is a tool capable of assisting the department's middle and upper management.
- E. Communications – How the computerized aided dispatch/records management system provides real time information to the department and ways that it may be improved.

ICMA was one of the leaders in identifying the critical importance of the police department partnering with the public it serves. Since 1990 ICMA has been integrally involved in assisting communities in advancing the community policing philosophy. In partnership with the Department of Justice, Office of Community Oriented Policing (COPS) we have produced numerous publications addressing the implementation of the philosophy in departments throughout the county. Additionally, we have conducted hundreds of workshops training managers and law enforcement professionals on the implementation of the COP philosophy. A critical part of our evaluation will include the effectiveness of existing programs in partnering with the citizens of Grand Island.

Workload and Deployment Data Analysis Report

ICMA commits to delivering a draft data analysis report for police services four months after signing contract. A draft data analysis report for police services will be delivered in three and one half months.

To accomplish these deadlines require the city to perform certain activities.

- 1) The city commits to providing within four weeks of signing contract a full set of requested data
- 2) ICMA will work with city officials to review this data set for completeness and obvious problems with preliminary certification scheduled for 6 weeks after signing the contract. This is contingent on prompt response to data questions that arise.

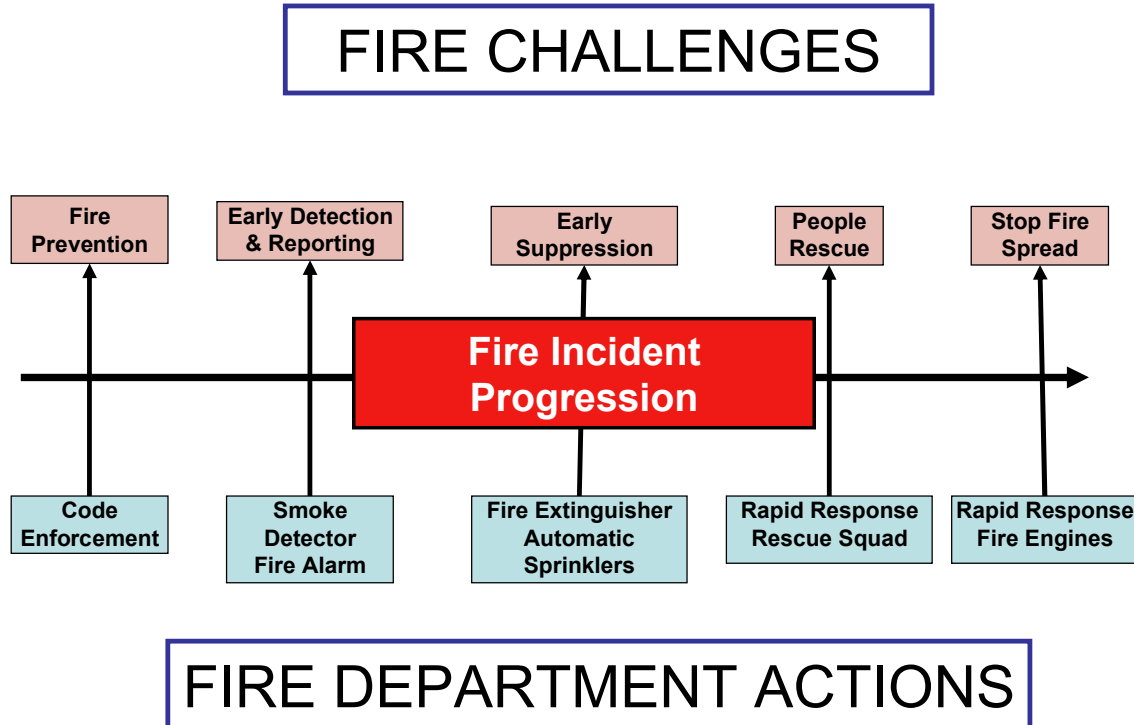
- 3) Seven weeks before the data analysis report is due, ICMA will work with city officials to certify the complete data set with regard
 - a) The accuracy of the data
 - b) Irresolvable gaps in the data record and how these gaps will be handled in the analysis and preliminary report. (E.g. an irresolvable gap might be no record of backup units sent to police calls or no priority categorization of calls.)

During the week long process of final certification, it is critical that officials respond to questions and request for clarification within 48 hours in order to keep the project on schedule. Any significant delays in addressing problems ICMA uncovers could delay delivery of the data analysis report.

Fire Operations

ICMA Center for Public Safety Management utilizes two methods for evaluating and identifying solutions. The first component is a data analysis with applied operations research principles.

Fire departments staff their stations and train their personnel to respond to a wide array of fire and vehicular accident emergencies. In addition, many departments use the long intervals between calls for service for a variety of prevention activities. Research in the United Kingdom as well as by FEMA has shown that the most cost-effective approach to fire deployment is the elimination of calls. If a call is received, eliminating hazards decreases the risk faced by first responders and may result in a more positive outcome. These preventive strategies should include building code enforcement and quality of life enforcement issues. The effort may also include fire extinguishers and automatic sprinkler systems. All of these prevention and rapid response activities are laid out below.



The resulting data study will gather and analyze data on the number of personnel on duty, as well as the efficiency and effectiveness of the current deployment on the fire runs. Resources utilization will be quantified for concentration, location, and drawdown.

The study will also analyze fire call data to provide a comprehensive review of fire services including a detailed analysis of workloads and response times. The analysis of the workloads should begin with an in-depth study of the types of calls handled and their severity. The goal of this data gathering would be to explicate the fundamental nature of the fire challenge faced by the Fire Department.

The study will pay special attention to fires reported in residences or building and will require the use a number of measures of severity to categorize these reported building

fires. Some examples of questions to be answered as a part of the study include: Did the fire spread beyond local source? What was the extent of the damage? How long did the engine companies work at the scene?

For each call type, we will determine the time spent on-scene and the manpower personnel who worked the scene. This data will be aggregated to determine an overall average total time spent on fire calls per 24-hour period and by shift for each engine company. It will document any dramatic variations by time of day and day of week as well as seasonal variations. It will also require the review the department's fire prevention activities that fire personnel carry out between emergency calls. The study will also analyze data to determine the proportion of calls and the associated workload that arise within the city's borders compared to mutual aid calls.

Response time is an important statistic in emergency service systems. We will determine:

- Average response time
- Distribution of response times for different call categories
- Response time for the second arriving engine company, where possible

We will also identify and review calls that experienced unusually long response times.

Operations Review

Using information analyzed by the data team, an operational assessment by ICMA will be conducted to evaluate the deployment of emergency resources.

The ICMA team will evaluate equipment, maintenance, records, policies, procedures, and stations to create recommendations for future service delivery. The following are some of the questions that will be answered by the team:

- What are calls for service? What are the trends for calls for service?
- What is the response time and pattern delivered by the department? How can it be improved?
- Does the department have a strategic plan for deployment or is it using a tactical approach?
- Is the organization using current resources efficiently and effectively?
- What are the processes in place to decide the effectiveness of community education? In-house education? Fire prevention? Building and code enforcement?
- Is the recruiting and training process effective? Efficient? How can it be improved?

The team will meet with elected and appointed officials as well as identified community leaders to determine the outcome they are seeking from deployment of resources.

Observations and recommendations will be developed around ten key areas:

- Governance and Administration
- Assessment and Planning
- Goals and Objectives
- Financial Resources
- Programs (To include fire suppression, fire prevention, public education, fire investigation, rescue, hazardous materials, medical, homeland security, marine services, and other programs)
- Physical resources
- Human Resources
- Training and Competency
- Essential Resources (Water, Communications, Administrative support)
- External System Relationships

Using GIS technology we will review the current locations of deployed equipment and stations with recommendations developed for the future. Key to making these determinations will be response time for dispatched units.

The ICMA data team has created a methodology for determining resource utilization that quantifies the maximum and minimum deployment of personnel and equipment. It is unlike any other approach currently used by consultants and is indicative of the desire by ICMA to deliver the right resources at the right time.

References



<u>Municipality & Population</u>	<u>Contact Person</u>	<u>Address</u>	<u>Phone</u>	<u>Email</u>
City of Novi, Michigan Pop. 54,100	Clay Pearson, CM	45175 W. 10 Mile Road Novi, MI 48375	(248) 347-0450	cpearson@cityofnovi.org
City of Annapolis, Maryland Pop. 36,525 (State Capitol)	Robert Agee Former City Adm.	617 Giddings Ave., Ste 41 Annapolis, MD 21401	(443) 306-1036	robertagee@comcast.net
Village of Glenview, IL Pop. 46,100	Christopher Clark Deputy CM	118 Parkview Glenview, IL 60025	(847) 904-4375	cclark@glenview.il.us
City of East Providence, Rhode Island Pop. 46,680	Richard Brown Former CM	145 Taunton Ave East Providence, RI 02914-4530	(401) 435-7520	rbrown@cityofeastprov.com
City of Alameda, California Pop. 72,300	Ann Marie Gallant CM	2263 Santa Clara Avenue Alameda, CA 94501	(510) 747-4881	amgallant@ci.alameda.ca.us
City of Huron, Ohio Pop. 8,000	Andy White, CM	417 Main Street Huron, OH 44839	(419) 433-5000	awhite@cityofhuron.org
Wyoming, Michigan Pop. 70,122	Curtis Holt CM	1155 W. 28th St. Wyoming, MI 49509	(616) 530-7265	holtc@ci.wyoming.mi.us
Palo Alto, CA Pop. 64,460	Pamela Antil ACM	250 Hamilton Ave, Palo Alto, CA 94301	(650)- 329-2533	pamela.antil@cityofpalocalto.org
Indianapolis, IN Pop. 829,718 (State Capitol)	Frank Straub, Ph.D. Dir. Of Public Safety	200 E. Washington St. Indianapolis, IN 46204	(317)- 327-5090	FSTRAUB@indy.gov
Belton, TX. Pop. 15,200	Sam Listi, CM	333 Water Street, Belton, TX 76513	(254) 933-5819	slisti@ci.belton.tx.us

Reporting



The Program Manager or specific area team leads will report project status to the identified city contacts at identified intervals.

Contact Info

Principal-in-Charge – Thomas J. Wieczorek

twieczorek@icma.org

202-962-3607

Project Manager – Leonard Matarese

lmatarese@icma.org

716-969-1360

Police Operations Team Lead – James McCabe

jmccabe@icma.org

646-322-7507

Police Data Analysis Lead – Dr. Kenneth Chelst

kchelst@wayne.edu

313-577-3857

Fire Operations Team Lead – Donald James

djames@icma.org

954-704-3973

Data Analysis Support – Dr. Dov Chelst

dchelst@icma.org

202-309-8281

Proposed Fees



The quotation of fees and compensation shall remain firm for a period of 90 days from this proposal submission.

ICMA agrees to conduct the project for the sum of \$90,000 exclusive of travel. The project would be billed in three installments: the first within 14 days after contract signing for \$40,000; the second billed at the time of the draft data analysis report for \$40,000 and the third at presentation of the final report for \$10,000. Payments would be made out to the International City/County Management Association upon invoicing as according to the aforementioned payment schedule. If some other arrangement is deemed more appropriate by the city, ICMA will work cooperatively for an agreement on the payment terms.

A travel budget of \$7,500 is proposed. All travel costs will be billed separately on an occurrence bases, or upon final project completion. ICMA agrees to work cooperatively with the client in order to reduce such costs to the greatest extent possible while still meeting the expectations of the city.

Contract Administration



Contract Administrator

The individual who can make final decisions regarding the contract and has the authority to contract for ICMA is:

Krishna Sob
Director, Grants & Contract Administration
International City/County Management Association (ICMA)
777 North Capitol Street, Suite 500
Washington, DC 20002

Primary Point of Contact

The primary point of contact regarding this contract and that has the authority to speak with all involved parties for ICMA is:

Thomas Wieczorek
Director
ICMA Center for Public Safety Management
International City/County Management Association (ICMA)
777 North Capitol Street, Suite 500
Washington, DC 20002

Conclusion



Part of ICMA's mission is to assist local governments in achieving excellence through information and assistance. Following this mission, ICMA *Center for Public Safety Management* acts as a trusted advisor, assisting local governments in an objective manner. In particular, ICMA's experience in dealing with public safety issues combined with its background in performance measurement, achievement of efficiencies, and genuine community engagement, makes ICMA a unique and beneficial partner in dealing with issues such as those being presented in this proposal. We look forward to working with you further and wish you success.

RESOLUTION 2011-212

WHEREAS, the City of Grand advertised a Request for Proposal for professional services for a public safety consultant; and

WHEREAS, the City received proposals which were reviewed by a committee and scored to identify finalists for interviews; and

WHEREAS, the International City/County Association referred to as ICMA was selected as the winning proposal to conduct a public safety study for the City of Grand Island; and

WHEREAS, the cost of the contract is \$85,000 which will be paid in three installments of \$33,000, \$29,000, and \$23,000 as outlined in the contract,

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the contract with the International City/County Managers Association (ICMA) to provide a Public Safety Study is hereby approved.

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Adopted by the City Council of the City of Grand Island, Nebraska, August 11, 2011.

Jay Vavricek, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	☐ _____
August 8, 2011	☐ City Attorney