BerryDunn

City of Sandy, OR

Staffing and Key Operations Review

SANDY OREGON

Submitted by:

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Introduction and Summary

The need for police agencies to deliver high-quality professional police services is at an all-time high. Communities and government officials have significant, but reasonable, expectations related to the efficient and effective use of the resources they have committed to the public safety mission. In turn, police officials have a responsibility to monitor and examine operational processes to help ensure they are optimally configured and are consistent with contemporary police standards and industry best practices.

In July of 2023, BerryDunn began working with the City of Sandy Oregon (City) to conduct a Staffing Review of the Sandy Police Department (SPD). This project included the following elements:

› A workload-based analysis on staffing levels for patrol

› A workload-based analysis on staffing levels for investigations

› A review of other sworn and non-sworn positions and staffing needs

› Future staffing projections

› A review of response times, patrol zone layouts, and response efficiency

› A review of targeted operational aspects of the department, assessed independently for the agency and in comparison, to prior police agencies studied and industry best practices:

» Personnel allocations by rank and unit

» Staff diversity

» Hiring, recruiting, and attrition rates

» Serious crime rates

» 21st Century Policing benchmarks

» Examination of the patrol work schedule in relation to service needs and demands

» A report on possible patrol work schedule design changes

» A review of the organizational leadership and culture

This report outlines the process and methodology BerryDunn used to conduct this study. The analysis provided by BerryDunn is balanced and fairly represents the conditions, expectations, and desired outcomes studied and the factors that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work without fully acknowledging

and highlighting positive aspects of an organization. This report follows a similar progression. Although this report contains several areas for improvement, and the SPD has faced some challenges in recent years particularly related to staffing, BerryDunn made many positive observations of the SPD, and staff conveyed many positive aspects of the SPD.

Positive Comments

BerryDunn had an opportunity to interview several staff members of the SPD from various ranks and assignments. As part of that process, BerryDunn asked staff to identify positive aspects of the organization, as well as areas requiring some attention. Staff provided BerryDunn with many positive comments. Those mentioned multiple times included:

- The quality of police services provided to the community by the department is very good.

- Members of the department feel the culture of the department is very strong and provides employees with a strong sense of pride and camaraderie.

- The department is invested in and engaged with the community.

Generally, when police staff are asked to identify positive or negative aspects of their jobs, the length of the negative items typically exceeds the positive ones, and often substantially. For the SPD, the opposite occurred. Although staff provided some information on areas that could use some improvement, most were minor, and all staff had more positive comments than suggestions for improvements. Although there are opportunities for improvement within the SPD, and this report will highlight several of them, BerryDunn is encouraged by the positive comments from those interviewed, and notes that this is a somewhat unusual—but encouraging—pattern within the department.

This assessment examined several primary areas of department operation (distributed throughout the sections of this report), as well as several sub-areas and specialized positions. BerryDunn's analysis determined that several areas within the police department require adjustment to assist the SPD in meeting service demands, improving operational efficiency, and meeting staffing demands. Overall, this study provides nine formal recommendations.

This report has been organized into five sections, each of which corresponds to a section of police organizational and/or operational function. Although each section is distinct, there is some repetition of information due to the overlapping nature of police operations and the value in refreshing certain data for the reader. This report has been written for three different but important audiences: government officials, police officials and staff, and community members. Accordingly, BerryDunn has worked to provide sufficient details so that anyone reading this report can readily understand each aspect. This report contains numerous acronyms. BerryDunn will introduce each acronym in the body of this report, and a full list of acronyms used is also available in Appendix B.

In conducting this assessment, BerryDunn utilized several varied strategies, including collection of historical data (e.g., computer records, dispatch, and crime data), creation of new data through surveys and worksheets, and on-site interviews. Following the collection of this

information, BerryDunn engaged a thorough analysis of the data, which resulted in various recommendations for the SPD. These recommendations, and this report, were subjected to significant review by subject matter experts, the study team, and BerryDunn staff, with an emphasis on working to ensure a quality product that provided recommendations that conform to industry standards and best practices. Once BerryDunn completed its review, the draft report was reviewed by the client to help ensure accuracy and relevance, and that all aspects of the project scope were addressed.

Within this final report and its appendices, BerryDunn has provided various tables and figures as visual aids and to validate and substantiate the observations of the team, as well as the associated recommendations.

The formal recommendations from this project can be found in three locations:

- First, a summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment.

- Second, recommendations are included at the end of each section to which they apply. Each recommendation is the result of the topical analysis from that section, and each includes a summary of the basis for the recommendation.

- Third, for ease of review, each of the full recommendations is included sequentially within Appendix A.

BerryDunn has separated formal recommendations into three prioritized categories in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 0.1 provides a description of the priority levels used for the recommendations.

Table 0.1: Priority Descriptions

Overall Priorities for Findings and Recommendations	
	Critical/Priority – These recommendations are very important and/or critical and the agency should prioritize these for action.
	High/Primary – These recommendations are less critical, but they are important and should be prioritized for implementation.
	Medium/Non-Urgent – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 0.2.

Table 0.2: Short Recommendation Format

No.	Finding	Recommendation
[Section and Title]		
1-1	**Brief Finding Statement**	**Succinct Recommendation Statement**

This format provides readers with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 0.3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the body of the report and in Appendix A.

Table 0.3: Full Recommendation Format

No.	Issue and Opportunity Description	Overall Priority
[Section and Title]		
Section and Subsection:		
1-1	**Finding Area: (Finding Statement)** Supporting information regarding the finding.	
	Recommendation: (Succinct Recommendation Statement) Additional details concerning the recommendation, including items for consideration.	

Department Involvement

The SPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. Based on BerryDunn's interactions with the command staff at the SPD throughout this project, it was evident that they want what is best for the agency and the community and are willing to take the necessary steps to help ensure positive and appropriate change takes place. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City and the SPD on this important project.

Project Limitations

The scope of this project was limited to the areas identified above. In essence, this project involved a staffing study along with a review of certain operational elements, most notably those that affect staffing and operational efficiencies. During the project, BerryDunn made numerous observations related to operational conditions, and, where relevant, those observations have

been included within this report. This project, however, did not study the entirety of the SPD's operations, and accordingly, there are some operational areas that BerryDunn did not review.

Changing Conditions

The SPD is a dynamic and ever-changing organization. BerryDunn recognizes that changes might have taken place since the start of this review in July 2023. Understandably, it has been necessary to freeze conditions to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

Principal Findings and Recommendations

Critical/Priority Findings and Recommendations

BerryDunn has no Critical/Priority findings and recommendations to report.

High/Primary Findings and Recommendations

Section 2: Patrol Services		
No.	**Finding**	**Recommendation**
2-1	SPD does not have sufficient patrol staff to efficiently meet the patrol workload or the needs of the community. The Sandy community values the police department and in turn expects officers to be present at community events and engaged in community policing and proactive policing strategies.	SPD should add three additional sworn staff members.

Section 2: Patrol Services		
No.	**Finding**	**Recommendation**
2-2	The SPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation.	The SPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports.

Section 3: Investigations Services		
No.	**Finding**	**Recommendation**
3-1	The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	The SPD should revise its schedule for investigators so that the investigator is routinely scheduled during normal business hours.

Medium/Non-Urgent Findings and Recommendations

Section 1: The Policing Environment		
No.	**Finding**	**Recommendation**
1-1	Although the SPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or "pillars" that may benefit from focused attention from the SPD.	The SPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.

Section 1: Policing Environment		
No.	**Finding**	**Recommendation**
1-2	SPD stopped reporting UCR data to the FBI in 2014 and has not reported NIBRS data.	NIBRS is an important tool for tracking crime trends nationally and on a regional and local level. SPD should commit to submitting NIBRS data to the FBI. BerryDunn notes that this is a stated goal of SPD's.

Section 3: Investigations Services		
No.	**Finding**	**Recommendation**
3-2	The records management system (RMS) of the SPD can track and monitor case assignments and progress for investigations. The SPD is not maximizing the use of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews.	The SPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.

Section 3: Investigations Services		
No.	**Finding**	**Recommendation**
3-3	The current supervisory structure of the Investigations Division is not optimal as patrol supervisors have several collateral duties.	BerryDunn recommends SPD revise the supervisory structure of the Investigations Division and assign the lieutenant as the division supervisor.

Section 4: Personnel and Hiring		
No.	**Finding**	**Recommendation**
4-1	The SPD has taken some steps to address their recent elevated attrition rates including take home vehicles, education stipend, and a retention bonus. SPD has not developed a formal retention plan to work toward reduced attrition.	SPD should develop a formal retention plan that leverages the talent and experience of the personnel within SPD.

Section 4: Personnel and Hiring		
No.	**Finding**	**Recommendation**
5-1	Authorized hiring levels at the SPD do not account for attrition rates.	To maintain optimal staffing levels, hiring should occur at the rate of allocated personnel *plus* the anticipated attrition rate.

1.0: The Policing Environment

This section includes an overview of the police setting, the service community, the structure of the government and police agency, personnel data, and crime and service data.

1.1 Service Population

The City of Sandy is in northwestern Oregon and approximately 27 miles east of Portland. Figure 1.1 depicts a map of the City:

Figure 1.1: Community Map
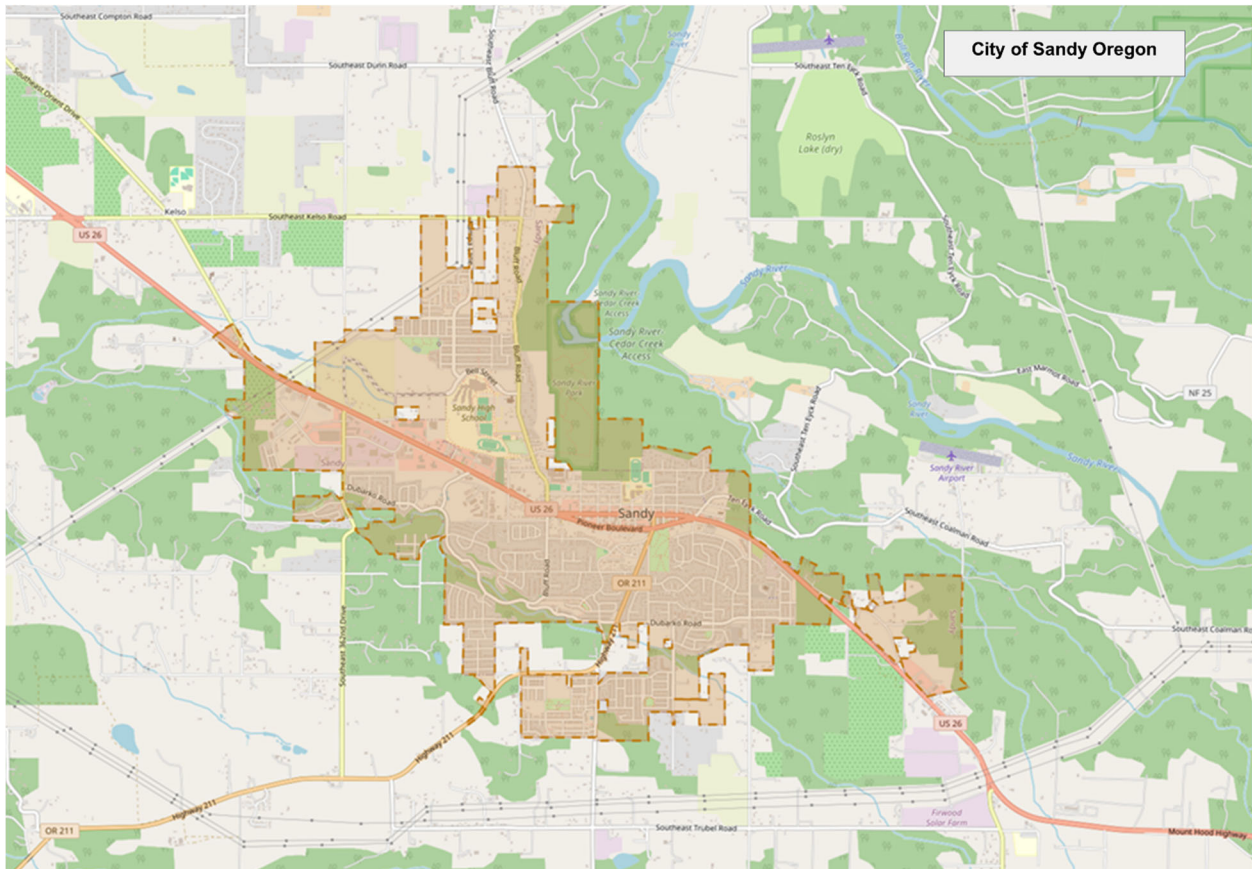
Source: City of Sandy.maps.arcgis.com

The City is located in Clackamas County and is approximately 3.1 square miles in size as shown in Figure 1.1. The population of the City has increased by almost half since 2010, and as of 2021, the U.S. census estimated Sandy's population at 12,953. Sandy is also projected to continue its growth with a population of 14,317 projected in 2030. Although population growth itself does not directly create the need for additional police staff or resources, workloads that result from population increases can have this effect.

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Table 1.1: City of Sandy (OR) Population Trends

Population	2010 Census	2020 Census	2021 ACS Est.	2030 Projected*
Population	9,570	12,612	12,953	14,317
Increase		3,042	341	1,364
% Change		31.79%	2.70%	10.53%

Source: U.S. Census Bureau

Based on projected growth, BerryDunn performed a series of calculations to determine the effect of the community growth on operational workloads for the SPD. The result of that analysis was that although workloads will undoubtedly increase with community growth, the staffing levels BerryDunn has recommended for the SPD are sufficient to absorb predicted growth through 2030, see Table 2.22 in Section 2. Based on BerryDunn's calculations, population levels, and more importantly, the associated workload with that population, would need to exceed 15,000 persons before additional staffing beyond what BerryDunn is recommending, would need additional consideration. Of course, if workload demands were to increase dramatically, the additional workload could alter this prediction.

Table 1.2 shows the demographic breakdown of the City based on the 2020 census. This table shows that the population of Sandy is predominantly white, with those of multiple races making up the largest non-white segment of the population, at 9.18%.

Table 1.2: Community Demographics

Community Demographics (2020)	Total	Percent
White	10,553	83.67%
African American	87	0.69%
American Indian and Alaska Native	163	1.29%
Asian	174	1.38%
Navie Hawaiian or Pacific Islander	35	0.28%
Other	442	3.50%
Multiple Races	1,158	9.18%
Total	**12,612**	

Hispanic or Latino	1,226	9.72%
Not Hispanic or Latino	11,386	90.28%

Source: U.S. Census Bureau

Those of Asian descent comprise the next largest demographic, at 1.38%. African Americans make up 0.69% of the overall population. Table 1.2 also shows the breakdown of the American

Indian or Alaskan Native and the Native Hawaiian or Pacific Islander population in Sandy. These groups make up 1.29% and .28% respectively of the population in Sandy. Although not considered a separate race, Table 1.2 also shows the breakdown of the Hispanic or Latino population in Sandy. Those who identify as Hispanic or Latino make up 9.72% of the diversity of the population within Sandy.

1.2 Police Department Staffing and Organization

This next section reflects the organizational structure and staffing levels of the police department, including historical staffing levels and current personnel allocations. Figure 1.2 reflects the current structure of the police department, which is split into two main divisions: patrol/investigations and administration. The Administration Division encompasses records and evidence management.

Figure 1.2: Sandy PD Organizational Chart
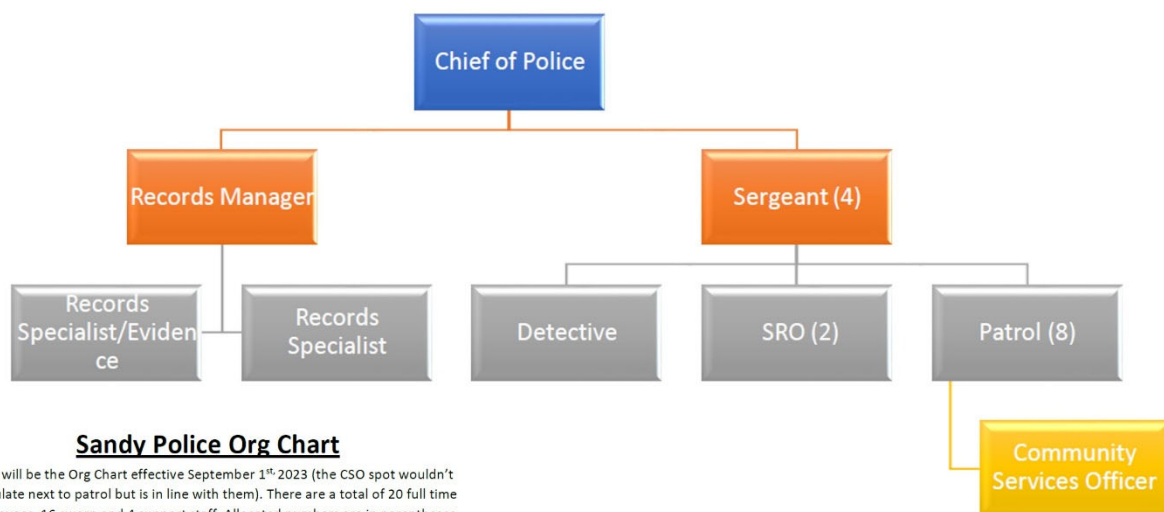
Source: Agency Provided

Based on BerryDunn's review, the current organizational structure provides a functional distribution and grouping of duties and responsibilities for the divisions. Overall, spans of control are appropriate; however, BerryDunn notes the supervisory structure within SPD is relatively fluid. A position that was previously allocated as a lieutenant was recently re-allocated as a sergeant, making four sergeants, and removing a clearly defined second in command. BerryDunn understands SPD's desire to have four first line supervisors and 24/7 supervisory coverage. BerryDunn also recognizes that the removal of this middle management position adds additional administrative duties to the sergeant's role which inherently takes away from their time supervising employees and answering Calls for Service (CFS). (BerryDunn will expand on this later in the report).

The historical staffing levels of the police department for the past five years are presented in Table 1.3. This table reflects actual staffing levels at the time the SPD reported this data to the

FBI UCR for each of those years (2018 – 2022). BerryDunn elaborates further on the patrol staffing numbers in Section 3 of this report.

Table 1.3: Historical Staffing Levels

Year	Population	# of Sworn	# of Non-Sworn
2018	10,834	15	3
2019	11,070	15	3
2020	12,612	15	4
2021	12,383	14	4
2022	12,592	16	4

Source: FBI Uniform Crime Reports

Table 1.4 shows the current number of allocated sworn positions for the SPD for 2023, broken out by major unit of assignment. The data in Table 1.4 presents an important distinction from the data in Table 1.3 because it helps to illustrate the allocated staffing levels of the police department over these periods, not the number of actual positions filled at the time that data was reported. This is important because optimal workload models are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize these fluctuations to achieve the best results.

Table 1.4: Staffing Level Allocations by Unit

Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
Command Staff	1			
Operations/Patrol	4	8		
Investigations		1		
School Resource Officer (SRO)		2		
Code Enforcement				1
*Records and Property/Evidence			1	2
Subtotals	5	11	1	3
Totals	16		4	

*Records and Property/Evidence are separate units. One supervisor, two employees, one spends 50% in Records and 50% in property and evidence.
**Includes Vacancies
Source: Agency Provided Data

Table 1.5 shows the current number of allocated sworn positions for the SPD for 2023, broken out by rank. Similar to Table 1.4, Table 1.5 provides staffing allocations, not necessarily the number of positions filled.

Table 1.5: Personnel Allocations – Most Recent Year

Section	*Total Number
Executive (Chief, Assistant/Deputy Chief)	1
Mid-Rank (Below Chief – Above Sergeant)	0
Sergeants (All – Regardless of Assignment)	4
Patrol Officers (Excludes Supervisors Above)	8
Investigations (Excludes Supervisors Above)	1
Other Sworn Personnel	
SROs	2
Total Sworn	**16**
Non-Sworn Personnel	
Community Service Officer	1
Records and Property/Evidence	3
Total Non-Sworn (four personnel, three FTE's)	**4**
***Totals**	**20**

*Includes Vacancies

Source: Agency Provided Data

Table 1.6 shows the percentage of personnel allocated within the organizational structure for the benchmark cities and several prior study cities, and the comparison to the personnel allocations within the SPD.

Table 1.6: Personnel Allocation Comparisons

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages	172,795	236	3.19%	3.49%	11.75%	81.57%
Prior Studies – 100+ Officers	221,256	327	2.63%	5.38%	11.82%	80.17%
Prior Studies – Under 100 Officers	27,012	43	2.75%	7.06%	16.86%	73.33%
Sandy PD	12,592	16	1	0	4	11
Percentages			6.25%	0.0%	25.00%	68.75%

*Table includes data from prior studies conducted by the IACP.
Note: Executive includes the Chief of Police and two steps below.
Mid-Level includes three steps below the Chief, to one step above line-level supervisor

SPD's comparison data in table 1.6 deviates from the prior study averages in departments of less than 100 sworn officers. First (based on the organizational configuration at the time of this study) BerryDunn notes that SPD does not have a mid-level supervisor, the average percentage of mid-level supervisors from prior studies is 7.06%. If SPD allocated just one person to this role it would account for 6.25% of their staff and still fall below the prior studies average. Secondly, first-line supervisors at SPD account for 25% of the staff while the prior studies average for departments of under 100 officers is 16.86%. As noted above BerryDunn acknowledges the SPD's desire for continuity of supervision across patrol shifts but also points out the lack of mid-level supervision is creating additional administrative work for the first-line supervisors. BerryDunn notes that with an authorized strength of just 16 sworn officers the reallocation of just one position can significantly change percentages.

Although there is no definitive standard, a general rule regarding span of control is one supervisor for every five followers (those supervised by someone else), although some have suggested this ratio could be higher, at one supervisor for every 8 to 10 followers.[1] To a certain extent, the span of control number is fluid, based on the personnel being supervised, their relative capabilities, and the deployment of personnel. Based on the data provided in Table 1.6, the overall span of control for patrol staff is one to three. The sworn ratio seems low; however, it is reasonable when considered against the organizational structure, shift disbursements, and the expressed desire to maintain continuity of supervision across the patrol schedule. As

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[1] http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

indicated, BerryDunn is recommending the SPD examine the current patrol schedule and consider making minor adjustments that may more efficiently staff shifts.

In Table 1.7, BerryDunn has provided comparisons regarding the distribution of personnel to patrol and investigations. The SPD currently allocates 70.58% of its sworn officers to the Patrol Division, and 6.25% are allocated to the Investigations Division.

Table 1.7: Patrol and Investigations Comparisons

Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark City Averages	236	132	55.93%	30	12.71%
Prior Studies – Under 100 Officers	269	161	59.85%	38	14.13%
Prior Studies – 100+ Officers	3270	1657	50.67%	642	11.11%
Sandy PD	16	12	70.58%	1	6.25%

*Table includes data from prior studies conducted by the IACP.
Note: Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenants) and above. Investigations includes intelligence, task forces, narcotics, and general investigations.

The personnel distribution for patrol is higher than the benchmark averages and the average of the other studies; that is a good thing. Having a high percentage of officers allocated to patrol suggests an appropriate focus on primary CFS response, and the high percentage reflected for the SPD indicates a commitment to this. It is worth noting that despite the high percentage of officers assigned to patrol other sworn staff, including the chief often respond to CFS to fill gaps, manage patrol workloads, and help ensure responsible response times. The allocation of investigators at the SPD is lower than the comparisons; however, as BerryDunn will point out later in this report, the number of personnel assigned for criminal investigations is sufficient given the workload.

1.3 Non–Sworn Personnel

Records

The purpose of the Records Division is to process all police reports, perform data entry, update case dispositions, and to provide customer service to the public. Evidence and property management is also managed by the Records Division. At SPD, records needs are handled by the non-sworn administrative staff. They manage records, evidence, public disclosures, and records requests, as well as managing EFORCE, the RMS. BerryDunn notes that, in addition to EFORCE, SPD is using e-citation, Report Beam, and Class Web. None of these systems are integrated, creating regular challenges in communication and redundant data entry. The Records Division acts as the primary point of contact for the prosecutor's office and are the

initial point of contact for walk-in customers who visit the police department. Records also take and route phone calls.

The Records Division is currently staffed with one records division manager who oversees the unit, one records and evidence specialist, and one records specialist.

1.4 Operations

Community Services Officer

Communities around the country have been utilizing Community Service Officer (CSO) programs for decades. These programs have grown in popularity in recent years with the community's expressed desire for alternatives to traditional police response and have become an industry best practice. In addition, increasing budgetary constraints have forced government and law enforcement leaders to develop programs that enhance their organizations relationship with the community. CSO's help in this goal by responding to calls and providing service that may have previously been handled by a sworn police officer.

SPD employs one CSO. The CSO is a non-sworn position with limited law enforcement authority. The CSO's job duties include parking enforcement, animal control, traffic control, minor traffic crash investigations, evidence collection, and assisting police officers at crime scenes. BerryDunn notes that this is a very appropriate use of this resource. CSO's are directly supervised by the chief of police or their designee and may receive direction from senior law enforcement officials.

1.5 Crime Rates

Within the policing industry, the UCR categories established by the FBI have been the standard for decades. Under those standards, crimes were separated into two categories: part one crimes (more serious) and part two crimes (all others). The crimes classified as part one crimes under UCR included murder, rape, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson. In recent years, the FBI has adopted NIBRS, a new standard for crime reporting by police agencies. The NIBRS standard includes several sub-categories and allows for more comprehensive evaluation of certain crime data, particularly on a national scale.

SPD stopped submitting UCR data to the FBI in 2014 and has not submitted NIBRS data. Because this data was not available, UCR and NIBRS data were not analyzed as part of this project. BerryDunn notes that SPD expressed their intent to report NIBRS data to the FBI beginning in 2023 (since drafting this report, BerryDunn has been made aware that SPD is now submitting NIBRS data).

The SPD provided BerryDunn with a CAD dataset that included multiple department responses and activities, including part one and part two crimes, as well as other non-criminal activity. BerryDunn separated the non-criminal data from the dataset and produced Table 1.8. As Table 1.8 reflects, like many other police agencies, the SPD is primarily a service-driven organization, with most of its CFS volume associated with non-criminal activity.

Table 1.8: Call for Service Totals

CFS Category	Total
OUT WITH SUSPICIOUS VEHICLE	593
SUBJECT STOP	451
SUSPICIOUS PERSON	208
WELFARE CHECK	203
ALARM AUDIBLE	162
SUSPICIOUS VEHICLE	162
ASSIST PERSON	138
SUSPICIOUS CIRCUMSTANCES	131
COMMUNITY CONTACT	116
PARKING COMPLAINT	93
HAZARD	90
WARRANT SERVICE	86
HIT / RUN NON-INJURY	72
ANIMAL COMPLAINT	69
TRAFFIC COMP	57
PROPERTY LOST/FOUND	51
NOISE COMPLAINT	49
TRAFFIC ACCIDENT UNKNOWN INJURY	49
MOTORIST ASSIST	48
BEHAVIORAL HEALTH	46
CIVIL	46
TRAFFIC DETAIL	45
JUVENILE PROBLEM	41
UNWANTED	41
TRAFFIC ACCIDENT NON-INJURY	40
All Others	310
Service Total	**3397**
Grand Total (including Criminal)	**4295**

*All Others includes CFS <40 events
Source: Agency Provided CAD Data

1.4 Contemporary Policing Practices

In 2015, the U.S. Government convened a task force to determine the best and most contemporary industry standards and practices and "*ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect.*"[2] The report produced provided six pillars for 21st Century Policing. As part of this project, BerryDunn asked command staff at the SPD to complete a 21st Century Policing survey, which provides a mechanism for assessing the operational alignment of the agency against the six primary pillars the task force identified. The survey BerryDunn provided consisted of 60 questions, separated within the six pillar areas. For each question, command staff were asked to independently assess whether the department regularly engages in practices that are consistent with the task force recommendation area or whether the department inconsistently does so or not at all. The results from the survey are provided in Table 1.9

Table 1.9: 21st Century Policing

Area	Max. Possible	Average Score	Pct. of Max.
Building Trust and Legitimacy	18	14.67	81.48%
Policy and Oversight	30	11.67	38.89%
Technology and Social Media	10	7.33	73.33%
Community Policing and Crime Reduction	36	18.00	50.00%
Training and Education	18	13.67	75.93%
Officer Wellness and Safety	12	10.00	83.33%
Totals	**124**	**75.33**	**60.75%**

Source: 21st Century Policing Survey

Within the context of this survey, it is important to understand that not all the task force recommendations apply equally to each agency. Further, the surveys for this study were completed independently by command staff based on their interpretation of the task force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area (which for some, may be limited). Lastly, there is no specific standard or expected score for any of the pillar areas or the overall rating. Instead, BerryDunn provides this survey as one mechanism for examining and assessing various aspects of the agency, with the intent of encouraging additional discussion and consideration in any areas in which command staff scored the agency low. Accordingly, BerryDunn suggests that the SPD engage a conversation about the 21st Century Policing report, recommendations, and the

[2] Final Report of The President's Task Force on 21st Century Policing – http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

assessment above to determine any appropriate actions to engage efforts that correspond to any of those areas.

1.5 Workforce Survey

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of any organization. This information assists in diagnosing opportunities for constructive change and managing organizational transformation. BerryDunn surveyed the SPD workforce to capture such information and to broaden staff involvement in the study.

Survey Structure

The electronic survey offered to all staff consisted of a respondent profile (current assignment), 51 content items (opinion/perception), seven organizational climate items, and an open comments option that solicited feedback on what the department does well, what is in need of improvement, and any other comments the respondent wished to provide. The content items section elicited employee responses in ten different dimensions. Each of the dimension sections of the survey consisted of five or six forced-choice questions. At the request of BerryDunn, the SPD distributed the survey electronically via a link provided through the SPD email system, to every member of the agency, sworn and non-sworn, and the chief of police promoted participation. Survey protocols promoted anonymity of the respondents.

Survey Response

BerryDunn received 11 responses to the survey, out of 21 possible, representing a 52.38% return rate (assuming all positions were staffed, which BerryDunn is aware was not the case). The return rates are statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement. Table 1.10 below provides a breakdown of the survey respondents and their rank and unit within SPD.

Table 1.10: Respondent Profile

Unit Assignment	Total
Executive and Command Staff, Sworn	3
Non-Sworn Supervisor or Manager	1
Other Non-Sworn Personnel	2
Patrol – Sworn Officer	4
Investigations Division – Sworn	0
Specialty Division or Assignment – Sworn	1

Source: Organizational Climate Survey

Survey Analysis – Content Section

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. BerryDunn assigned numeric values of 1 – 5 (with 1 being low or never, and 5 being high or always) respectively. In some cases, if the question did not apply, respondents could also choose an N/A response. For each of the ten dimensions, BerryDunn calculated the weighted average of the responses. Table 1.11 provides these data.

Table 1.11: Survey Response Categories

Survey Category	Average	Study Comparisons	
		Range	Average
Leadership	3.80	2.54 – 3.76	3.01
Communication	3.36	2.40 – 3.66	2.86
Accountability and Fairness	3.22	2.49 – 3.85	2.98
Job Satisfaction	3.80	2.81 – 4.10	3.31
Training	3.39	2.24 – 3.77	3.07
Equipment and Technology	3.06	1.95 – 3.95	3.03
Patrol Staffing and Deployment	2.81	1.78 – 2.69	2.22
Investigations Staffing and Assignments	3.10	1.43 – 2.67	2.04
Community Policing/Engagement	4.21	2.76 – 3.82	3.30

Source: Organizational Climate Survey

The scores for the dimensions in Table 1.11 represent the weighted aggregate score from the respondents from multiple questions within the survey. In none of the dimensions, was the average response below 2.5 (assessed as a pivotal threshold for responses). It is noteworthy that eight of the nine categories from the survey registered an aggregate score over 3.0. The one category that fell below 3.0 relates to patrol staffing and deployment, an area of stated concern. These response numbers are comparatively high in relation to prior studies.

Organizational Climate

The second portion of the survey involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. By their construction, these questions provide a different vantage point from typical quantitative questions, and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high. BerryDunn has provided the response data in Table 1.12.

Table 1.12: Organizational Climate Assessment

CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization	**Current**	**7.45**
Conformity should be a characteristic of the organization	**Desired**	**6.09**
RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organization's goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization	**Current**	**8.09**
There should be great emphasis on personal responsibility in the organization	**Desired**	**9.27**
STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization	**Current**	**6.91**
High challenging standards should be set/expected in the organization	**Desired**	**9.00**
REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization	**Current**	**6.45**
Members should be recognized and rewarded positively within the organization	**Desired**	**9.36**
ORGANIZATIONAL CLARITY: The feeling among members that things are well organized, and goals are clearly defined rather than being disorderly or confused.		
The organization is well organized with clearly defined goals	**Current**	**6.73**
The organization should be well organized and have clearly defined goals	**Desired**	**9.27**
WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization	**Current**	**8.18**
Warmth and support should be very characteristic of the organization	**Desired**	**9.27**
LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on, one or two people.		
Members accept and are rewarded for leadership based on expertise	**Current**	**6.64**
Members should accept and be rewarded for leadership based on expertise	**Desired**	**9.00**

Source: Organizational Climate Survey

Because there is no correct or incorrect response, BerryDunn will not provide an analysis here with regard to any specific question or category of the information in Table 1.12. Instead, the department is encouraged to examine the responses below, and to consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey.

In that analysis, BerryDunn recommends the SPD look closely at the difference between the current rating and the desired rating. A larger delta (or variance) indicates a more significant area of concern and/or need for deeper exploration.

There are three important aspects of the organizational climate survey from Table 1.12 that make this a versatile tool.

1. There is no *correct* or *right* response. The responses reflect the collective desires of the staff at the SPD, and as such, they are representative of the current and desired culture of the SPD, as opposed to an arbitrary standard that is set elsewhere.

2. This tool has tremendous utility. The categories in this questionnaire are clear, and the agency can easily identify, based on the responses, which areas require focused attention.

3. This tool is brief and easily replicable. The agency can re-administer this survey at various intervals and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas and whether they are successful.

Survey Analysis – Qualitative Responses

Within the climate survey, staff were afforded the opportunity to provide open-ended feedback regarding what the department does well, what is in need of improvement, and any other comments they wanted to provide.

Unlike quantitative analysis—which can be easily broken down into numeric representations, ratios, or percentages—qualitative data can be much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data and grouping them into a manageable number (usually four to six) of overarching *themes*. Data within these themed areas may be positive, negative, neither, or both—including comments that merely make suggestions. The analysis provided here engages a contemplative process of considering each of the data elements (narrative responses) to determine within which themed area it may be most appropriately categorized, and then to consider the substance of each response in relation to the theme area and the other data within that category. Topics within each theme can certainly impact topics in other themes, and those connections, when significant, have been highlighted in this analysis.

Qualitative Response Analysis

BerryDunn received 24 separate and distinct narrative responses from this survey (in response to one or more questions). The responses included positive feedback, critical observations, and comments regarding opportunities for improvement. Not unexpectedly, responses and feedback were mixed or even conflicting. Respondents provided several specific examples of what is

being done well, along with specific recommendations about how areas could be improved, and many responses were detailed. The response rate and the detailed level of responses suggests a climate in which employees are aware of the challenges facing SPD and are invested in making improvements.

Notably, of the 24 responses, BerryDunn observed that 13 described areas in need of improvement while 11 provided positive feedback concerning the department and its leadership. BerryDunn notes that negative comments generally out way positive ones and often by a significant number. This did not happen for SPD as the numbers of positive and negative comments are nearly equal. Despite some growth opportunity comments from staff, BerryDunn observed that the responses appeared honest, specific, and useful, and they embodied a solution-based perspective, as opposed to simply an expression of complaints.

BerryDunn conducted a thorough qualitative review of the survey responses and has summarized the responses into several primary themes, which are provided below.

Community Engagement

Survey respondents were very complimentary of the way SPD officers and staff interact and engage with the community. It is clear SPD takes great pride in providing the Sandy community with a high level of service and that engaging with the community is of the highest priority for SPD staff.

Staffing

The need to increase department sworn staffing levels was a frequent response. Survey respondents feel that low authorized staffing levels and attrition inhibit their ability to participate in quality training opportunities and engage in officer wellness activities. Respondents also believe that the lack of staffing has a negative impact on their ability to participate in pro-active policing practices and to be present at community events and to be interact with the community overall.

SPD Culture

Respondents describe a very positive culture within the SPD. Many describe this as a recent change and credit this to the retirement of the previous chief and the promotion of the lieutenant to interim chief. Respondents describe the culture as feeling like a family where everyone looks out for and takes care of one another. This feeling of camaraderie is important in any organization and helps to improve the service provided to the community. SPD should be proud of the culture they have created.

External Support

Survey respondents describe feeling supported by the Sandy community and SPD leadership and expressed their appreciation of that relationship.

SPD staff did express concerns over a lack of support from City leadership outside of the SPD to include the City Manager, Mayor, and members of the City Council. Respondents expressed

a feeling that although city leadership expresses appreciation and support verbally it is not reflected in staffing allocations, pay or benefits. This is an important factor because even though city leadership may express their support and appreciation of SPD staff verbally, the perception that they are not truly being supported in practice can negatively impact SPD morale and ultimately service provided to the community. Given the positive relationship SPD has with the community this does is not currently an issue but is a subject to be noted.

Conclusion

The level of sincerity, detail, and sophistication included in the survey responses indicate an organization whose members care deeply about the organization and its success. Similarly, the inclusion of observations about positive aspects of the department reveals honesty and frankness about participation in the survey. This survey produced meaningful information that helps illuminate several themes that affect department performance, including both positive attributes, areas for improvement, and areas that combine some aspects of both. Respondents also provided specific observations and suggestions that can contribute to a meaningful overall agency assessment and assist in the production of effective recommendations for performance enhancement.

Summary

The City of Sandy is in northwestern Oregon, approximately 27 miles east of Portland. The City is about 3.1 square miles in size and has a population of approximately 12,612, according to the 2020 census.

For 2023, the SPD has authorization for 16 sworn positions and four non-sworn positions, for a total of 21 authorized positions. In pursuing its public safety mission, the SPD allocates personnel to various positions and roles. There is one detective assigned as an investigator. The SPD also has two SRO's who are supervised by a patrol sergeant. There are 12 officers assigned to patrol. Within this total, eight officers are assigned the primary responsibility of responding to CFS. There are four sergeants also assigned to patrol, who answer CFS as needed. In addition, these sergeants have supervisory and administrative duties. The chief is currently the sole sworn administrative staff member (as noted previously in this report the lieutenant position is currently vacant). Three non-sworn employees round out the remaining positions.

Of the four non-sworn personnel for the SPD, three are part of the Records Division. This includes records division manager. Based on a review of assignments, and in discussions with records personnel, the Records Division is appropriately staffed and is managing work demands. The other non-sworn staff member is a Community Services Officer (CSO/code enforcement officer.)

Command staff from the SPD completed a questionnaire on contemporary policing practices, as outlined in the 21st Century Policing Task Force Report. Based on the responses from the command staff, there is an opportunity for the SPD to explore additional efforts toward incorporating 21st Century policing standards into its operational practices.

Recommendations

This section provides two formal recommendations from this section. The recommendation table below includes the section and subsection, recommendation number, and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 1.13: Section 1 Recommendations

The Policing Environment		
No.	**21st Century Policing**	**Overall Priority**
Section I, Subsection VI: Contemporary Policing Practices		
1-1	**Finding Area:** Although the SPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or "pillars" that may benefit from focused attention from the SPD.	
	Recommendation: The SPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.	

The Policing Environment		
No.	**NIBRS Reporting**	**Overall Priority**
Section I, Subsection VI: Contemporary Policing Practices		
1-2	**Finding Area:** SPD stopped reporting UCR data to the FBI in 2014 and has not reported NIBRS data.	
	Recommendation: NIBRS is an important tool for tracking crime trends nationally and on a regional and local level. SPD should commit to submitting NIBRS data to the FBI. BerryDunn notes that this is a stated goal of SPD's, and reportedly, SPD has submitted its 2023 NIBRS data, and is continuing to do so in 2024	

2.0 Patrol Services

This section includes an analysis of patrol staffing, patrol work schedule and personnel deployments, and response to calls for service.

The purpose of the Patrol Division is to identify and hold criminals accountable, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Sandy. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The Patrol Division responds to emergency and nonemergency CFS. When not responding to these calls, officers in this section use non-obligated time to actively patrol the City. This section of the report provides substantive details concerning the structure of the Patrol Division, along with data and analysis regarding workloads and personnel deployments.

2.1   Patrol Personnel and Deployment

The authorized staffing levels for the Patrol Division are provided in Table 2.1. BerryDunn notes that the workload and staffing model for patrol relies upon calculating the actual time available for those officers who routinely respond to CFS. For the SPD, only patrol officers are assigned primary CFS response. Sergeants will step in at times of increased call volume however their time is largely split between administrative functions and supervision. This translates into eight officers who are assigned to primary CFS response.

Table 2.1: Authorized Police Sworn Staffing – Police Operations Bureau

Section	Total Number
Patrol Sergeants	4
Patrol Officers	8
Other Units Assigned to Patrol	
*Totals	**12**

*Includes Vacancies
Source: Agency Provided Data

Staffing levels within police departments are frequently in flux, as are position assignments and unit allocations. BerryDunn recognizes that some of the numbers in Table 2.1 reflect *authorized* staffing levels and not *actual* staffing levels, so actual staffing numbers might be slightly out of alignment with respect to the current conditions within the report. The workload calculations BerryDunn uses in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs are discussed later in this section, but it is BerryDunn's assessment that the Patrol Division for the SPD is not adequately staffed.

The geography of the City can be an important factor in understanding staffing demands and personnel allocations. The land area of Sandy is roughly 3.1 square miles. The SPD has

separated the city into 15 designated police response districts, however patrol officers are not assigned to a specific patrol district. See Figure 2.1 below.

Figure 2.1: Sandy PD Response District Map
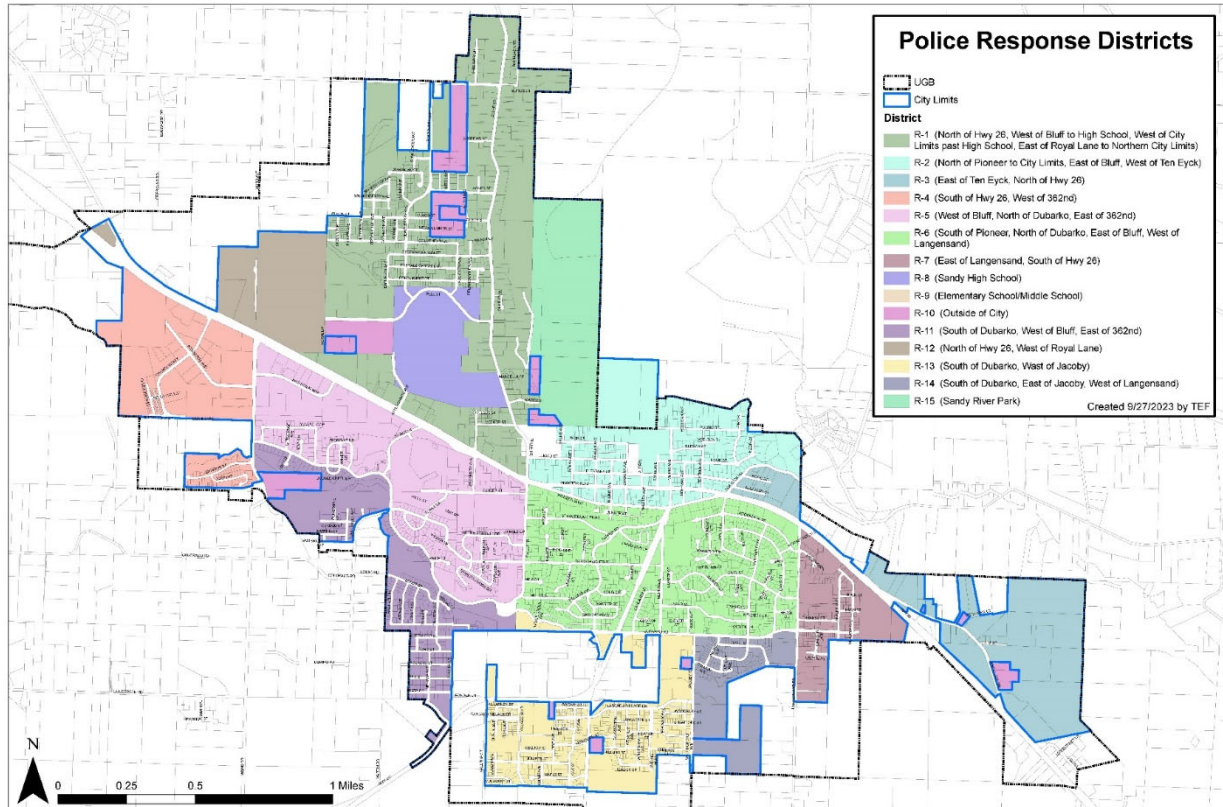
Source: Agency Provided Data

The City is relatively small with a geographical area of just 3.1 Square miles. There are no geographic obstacles within the City that negatively impact patrol coverage. The Clackamas County Jail (CCJ) is the only available holding facility when an SPD officer makes an arrest. BerryDunn notes that the CCJ is 23.3 miles and approximately 35 minutes from the City. With only one officer coverage the City could be left without police coverage for more than an hour and a half when travel and arrest processing time is accounted for. This is not optimal as it will increase response times for routine CFS and require mutual aid for emergency CFS.

2.2   Patrol Call Load and Distribution of Calls for Service

BerryDunn examines workload data in several places throughout this report, most notably those that relate to patrol/field staffing requirements and follow-up investigations demand. BerryDunn uses CFS as a primary means to calculate obligated workload within the Patrol Division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, BerryDunn provides numerous tables and figures that outline various aspects related to CFS. Table 2.2 shows a list of allocated work captured by CAD for calendar year 2022.

Table 2.2: Patrol and Supplemental Patrol Unit Hours

Patrol	Community	Officer	Unknown	Total
Sandy Patrol	2445:43:59	2446:43:59	2447:43:59	2448:43:59
Subtotal	**2445:43:59**	**2446:43:59**	**2447:43:59**	**2448:43:59**
Supplemental Patrol	**Community**	**Officer**	**Unknown**	**Total**
Chief of Police	9:39:51	6:45:52	0:34:02	16:59:45
Sandy Lieutenant	87:59:20	26:37:22	0:05:47	114:42:29
Sandy Detective	28:46:50	48:28:11	0:16:47	77:31:48
Sandy Sergeant	264:34:08	113:36:42	0:46:35	378:57:25
School Resource Officer	207:41:11	177:42:04	0:46:52	386:10:07
Specialty Unit (SRO, Training, etc.)	34:04:48	26:55:36	5:24:03	66:24:27
Reserve Patrol Officer	8:01:43	35:51:00		43:52:43
Reserve Patrol Sergeant	1:04:34	2:42:15		3:46:49
Subtotal	**641:52:25**	**438:39:02**	**7:54:06**	**1088:25:33**
Non-Patrol	**Community**	**Officer**	**Unknown**	**Total**
Records Manager	3:37:06			3:37:06
Records Specialist	15:44:03	0:20:49		16:04:52
Code Enforcement (non-sworn)	220:34:24	61:36:57	1:41:44	283:53:05
Subtotal	**239:55:33**	**61:57:46**	**1:41:44**	**303:35:03**
Sandy PD Total	**3327:31:57**	**2947:20:47**	**2457:19:49**	**3840:44:35**

Other Police Departments	Community	Officer	Unknown	Grand Total
Broadcasted County Area	0:25:57			0:25:57
Broadcasted Sandy Area	83:37:04	10:07:54	15:30:13	109:15:11
Canby PD	0:05:22	0:42:59		0:48:21
Clackamas County Sheriff's Office (CCSO)	301:23:52	177:03:20	0:56:44	479:23:56
CCSO Parole and Probation		27:00:26		27:00:26
Clackamas County Medical Examiner	15:01:13			15:01:13
CCSO		0:05:32		0:05:32
Estacada PD (Contract CCSO city)	0:33:56	5:38:13		6:12:09
Gladstone PD	1:08:37	1:48:34		2:57:11
Happy Valley PD (Contract CCSO city)	5:56:42	2:55:00		8:51:42

Other Police Departments	Community	Officer	Unknown	Grand Total
Lake Oswego Communications	155:47:48	34:03:16		189:51:04
Lake Oswego PD	0:00:04			0:00:04
Milwaukie PD	14:53:19			14:53:19
Molalla PD	14:06:16	2:45:37		16:51:53
Oregon City PD	1:48:33	5:23:35		7:12:08
Oregon Department of Transportation	0:10:00			0:10:00
Oregon State Police	21:26:14	2:54:19	0:25:37	24:46:10
Other Agency	1:01:11			1:01:11
Portland Area Dispatch	0:15:56			0:15:56
Portland General Electric	2:23:47			2:23:47
Portland Police Bureau	0:42:22	0:00:03		0:42:25
Tow Desk 1	0:44:53	0:25:27		1:10:20
Tow Desk 2	0:15:14			0:15:14
United States Marshal's Service	3:04:33	0:41:29		3:46:02
Unknown Agency	0:00:00	0:00:00	0:00:00	0:00:00
Wilsonville PD (Contract CCSO city)		0:00:06		0:00:06
Subtotal	**624:52:53**	**271:35:50**	**16:52:34**	**913:21:17**
Information Only	**Community**	**Officer**	**Unknown**	**Total**
Info Call	0:51:24	0:37:49	8:12:56	9:42:09
Information C District	0:08:17			0:08:17
Information D District		0:00:29		0:00:29
Information Molalla District	0:02:47			0:02:47
Information Oregon City District	0:15:33			0:15:33
Information Sandy District	444:14:46	44:02:38	70:46:43	559:04:07
Subtotal	**445:32:47**	**44:40:56**	**78:59:39**	**569:13:22**
Grand Total	**4397:57:37**	**3263:37:33**	**2553:12:02**	**5323:19:14**

Source: Agency Provided Data

There are a few important aspects of Table 2.2 to point out. First, BerryDunn has separated the workload provided in this table into categories that indicate patrol, supplemental patrol, and non-patrol, and it is important to understand the distinction between the different categories shown. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental patrol refers to those officers who support the patrol function and who might occasionally answer CFS, but for whom CFS response is not a primary responsibility. Non-patrol relates to

workload volume captured by CAD for non-sworn employees for the SPD, but which is not CFS related, in this case, code enforcement.

The second point to understand is that the totals in Table 2.2 include both community- and officer-initiated activity. This is noteworthy because the BerryDunn workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls. Community-initiated work effort by patrol represents approximately 2,445 hours of the obligated workload shown in Table 2.2. Although other units support the patrol officers and engage in a certain amount of community-initiated CFS it is evident that patrol officers are responsible for the bulk of the obligated time associated with community-initiated CFS.

BerryDunn identified non-CFS response and self-initiated data from the dataset. After processing the CAD data, the data reflected 2,445 hours of community-initiated patrol CFS workload. After making these reductions, certain hours (self-initiated criminal activity, supplanting) were added back into the totals, as these hours represented part of the obligated workload. Generally, data within the *supplemental patrol* and *non-patrol* categories are not considered part of the workload for patrol. Units in this area typically include CSOs, Animal Control, task force units, light duty officers, and special traffic units. However, on examination, a significant amount of the data in these categories is likely the result of *supplanting*. In this context, supplanting refers to officers or supervisors who act as primary CFS officers even though this is not part of their general work duties. When this occurs, it reduces the workload burden for patrol, artificially reducing their obligated workload total.

BerryDunn knows supplanting is occurring at the SPD based on conversations with staff and a review of the CAD data. Several individuals interviewed said there are times when staffing in patrol is low, and employees from other units have had to assist by taking CFS. BerryDunn notes that this is commonplace in law enforcement agencies; however, when this occurs, it makes calculating the obligated workload for patrol more difficult. For the SPD, the amount of estimated supplanting is substantial, accounting for 17.62% of the obligated workload volume. This is likely due, at least in part, to staffing vacancies.

As part of this assessment, BerryDunn asked the SPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Table 2.3 provides one section of data from that survey.

Table 2.3: Officer Workload Survey – Reports

	Sandy	*Prior Studies
Number of Responses	2	111
Number of Written Reports	9	255
Average Reports per Shift	4.50	2
Average Minutes per Report	10	35

*Table includes data from prior studies conducted by the IACP.

Source: Data from Patrol Workforce Survey

Based on the self-reported survey provided, patrol officers reported an average of 4.50 narrative reports per shift, with the average duration of approximately 10 minutes. Note that the time per report is in addition to the on-scene time for each CFS. This self-reported data is a deviation from prior studies as the time to complete a incident report for SPD is less than a third of the time reported in previous studies. This can be attributed to any number of factors such as, complexity of the report, experience level of the officer, or the quality of the RMS. For SPD it is unclear why the self-reported time for report writing is so much lower than prior studies and would require additional data collection and analysis.

Within the same survey referenced for Table 2.3, officers reported data related to their workload and type of activity. The results, shown in Table 2.4, indicate that in total, officers handled 23 CFS, with an average of 11.50 CFS per shift, each averaging 23.17 minutes. This self-reported data does not include report writing time, but only the on-scene time associated with handling the CFS, including backup responses. BerryDunn notes that this is self-reported data, and the collection period was limited.

Within the same survey, officers self-reported data related to their workload and type of activity. The data reported from the 2 responses indicate that, in total, officers handled 399 CFS, with an average of 7.82 CFS per shift and each CFS averaging 29.33 minutes, see Table 2.30. This self-reported data does not include report-writing time but only the on-scene time associated with handling the CFS, including backup responses. BerryDunn notes that, based on several prior studies, the average self-reported number of CFS handled per shift was nine, with an average CFS duration of 40 minutes. The amount of time per CFS for the SPD is significantly lower than in the prior study averages, although the number of CFS per shift at the SPD is very similar to prior study averages. This means that SPD is spending less time overall on response to CFS than the prior studies with 266 minutes total (11.50 CFS times 23.17 minutes per call) at SPD versus 360 minutes total (9.0 CFS times 40 minutes per call) for departments in the prior studies average. As with Table 2.29, the above data is self-reported, and it may not be completely accurate.

Table 2.4: Officer Workload Survey – Calls for Service

	Sandy	*Prior Studies Avg.
Number of Responses	2	114
Number of CFS Reported	23	910
Average CFS Responses per Shift	11.50	9
Average Minutes per CFS	23.17	40

*Table includes data from prior studies conducted by the IACP.
Source: Data from Patrol Workforce Survey

BerryDunn notes that based on several prior studies, the average self-reported number of CFS handled per shift was nine, with an average CFS duration of 40 minutes. The amount of time per CFS for the SPD is lower than the prior study averages. This is common in smaller departments, because the availability of backup is lower, and cumulative on-scene totals are

reduced when the number of backup units is also reduced. The data totals in this table also suggest an efficient approach to each CFS from a time-use perspective.

Methodology

The BerryDunn project team obtained a comprehensive CAD dataset from the SPD for the calendar year 2022. The dataset contained nearly 16,000 entries. The CAD data related to 11,677 incidents, reflecting nearly 5,323 hours of work effort. This total number of hours reflected the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they related to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department, including code enforcement, for example. As part of the analysis process, BerryDunn separated and removed these data.

The second issue involved officer-initiated, as opposed to community-initiated, activity. As noted above, the BerryDunn workload model relies upon a separation of these activities, and accordingly, it was necessary to split these data as part of the analysis. The total number of obligated community-initiated workload hours in the patrol category was approximately 2,445. The number of officer-initiated workload hours for patrol was approximately 705. Again, these data were split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. These data include both community- and officer-initiated data, which is reflected in Table 2.2 in the supplemental patrol and non-patrol unit categories. As part of the analysis process, BerryDunn separates these data so that only the obligated workload data remains, and this number is used for calculating patrol staffing needs.

As is typical in these types of studies, there were challenges and limitations within the CAD dataset that the SPD provided to BerryDunn. There were empty cells within the dataset, including missing times associated with unit response, and in some cases, response data was inverted, meaning the arrival time preceded the dispatch time. This condition is explainable but required the exclusion of these CFS when calculating unit response times.

Although there were challenges within the dataset, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data. In some cases, this meant that some parts of the dataset were excluded from certain calculations. For example, cases of inverted CFS response times were removed so they did not unduly skew response averages. In these instances, the data represented were used to determine averages and percentages of occurrences. So, despite the removal of certain data, it is highly likely that the averages and percentages would be consistent, even if all the data were represented.

To be clear, BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Division must manage. Additionally, it is common for CAD datasets to contain these types of challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so the data can be used for the required

calculations. BerryDunn exercised this experience and applied a proven methodology to prepare the data for final analysis.

2.3 Calls for Service Analysis

In this section, BerryDunn examines the data related to the response to CFS by the SPD, both community- and officer-initiated, and provides a detailed analysis of this information. CFS response represents the core function of policing, and responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether big or small; however, in America, despite the current challenges facing the profession of law enforcement, those in need of help will call the police (generally), regardless of how serious or simple the incident might be. This is a fact that distinguishes American policing from many other countries. Figure 2.2 includes a graphical depiction of community- and officer-initiated activity within the City for 2022, separated by category.

Figure 2.2: Community- vs. Officer-Initiated CFS
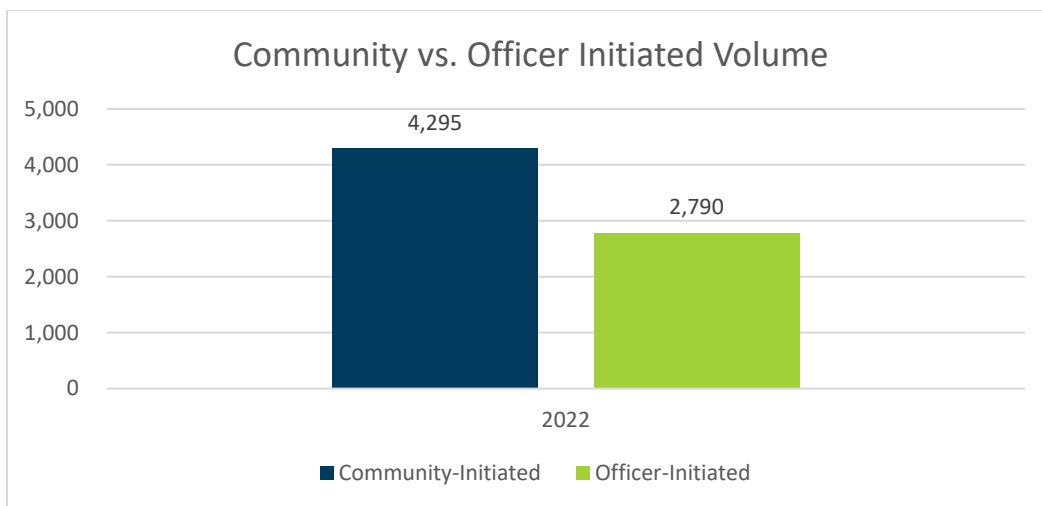
Source: Agency Provided CAD Data

The data in Figure 2.2 reflects activity only for patrol officers and it excludes activity from all other SPD personnel. The total volume of activity shown in Figure 2.2 is 7,085 incidents. Based on the data in Figure 2.2, 60.63% of patrol officer volume relates to community-initiated activity. Based on data from prior studies, the percentage of community-initiated activity can vary greatly. In seven recent studies, the range of community-initiated volume was from 40.77% to 89.45%. Based on the data from Figure 2.2, the SPD is in the average range of this. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly. For the SPD, this ratio likely related to staffing. Like many police departments across the country, SPD has experienced staffing challenges in recent years. One patrol officer is generally staffed during day shift and two patrol officers are staffed during the overnight shift. This has created an environment where officers are reluctant to engage in proactive policing

strategies such as traffic enforcement or building checks for fear of becoming engaged in an incident that keeps them from answering community generated CFS.

In Table 2.5, BerryDunn examines the percentage of distribution of CFS between crime, service, and traffic-related volume. BerryDunn notes that these data represent Community generated CFS. The percentages include the percentage of total CFS, and the percentage of time spent in each CFS category. Additionally, Table 2.5 provides data on the average cumulative time associated with each CFS in each category.

Table 2.5: Time per Call for Service – Comparisons

Sandy PD			
Category	**% of Total Calls**	**% of Call Time**	**Minutes/CFS**
Crime	20.91%	33.39%	58.15
Service	69.66%	59.94%	31.84
Traffic	9.43%	6.67%	24.57

*Prior Study Averages			
Category	**% of Total Calls**	**% of Total Call Time**	**Minutes per CFS**
Crime	38.87%	46.40%	57.02
Service	47.95%	40.19%	40.04
Traffic	13.18%	13.41%	48.61

*Table includes data from prior studies conducted by the IACP.
Source: Agency Provided CAD Data

In reviewing Table 2.5, SPD's data is consistent with prior studies in some areas and deviates from prior studies in other areas. SPD's average minutes per CFS for crimes is just over a minute more than the prior studies average for the same category. In contrast to this SPD's average time spent on a traffic CFS is 24.57 minutes. The prior study average is nearly double that of SPD at 48.61 minutes per CFS. Time spent on CFS dealing specifically with crimes is nearly double the self-reported CFS data. This is understandable as CFS involving crimes take significantly longer and involve more resources than a service call. It is also important to note that these data includes responses from all sworn SPD personnel and not just primary CFS takers.

In Table 2.6, an analysis is provided regarding the total number of CFS handled on average by SPD officers based on CFS and staffing totals. In looking at the totals for the benchmark cities, the data suggests that each patrol officer handles an average of 547 CFS per year. When looking at the numbers for the SPD, the average number of CFS per year, per officer is 624. It is important to understand that for Sandy the overnight CFS volume is low. So, even though the average CFS per officer per year is slightly higher, these numbers vary greatly between the different shifts in Sandy. These data also include responses from all sworn SPD personnel and not only primary CFS takers.

Table 2.6: Call for Service – Comparison Data

Benchmark City	Population	Total Calls for Service	*First Responders	CFS Per First Responder
Overland Park Study				
Average Totals (29 Cities)	172,795	76,406	140	547
Prior Study Cities				
Prior Studies – Under 100 Officers	47,256	26,320	44	600
Prior Studies – 100+ Officers	251,839	83,911	171	474
Sandy PD	**12,592**	**4,988**	**8**	**624**

*Includes patrol officer allocations, not actual numbers of officers working.
Note: Includes all officers below rank of first-line supervisor, assigned to the following duties: Community-Oriented Policing, Emergency Response, K-9, Patrol, SRO, or Traffic
**Table includes data from prior studies conducted by the IACP.
Source: Agency Provided Data

Table 2.7 below provides the top five types of community-initiated activities handled by the SPD patrol staff, based on time spent and separated by incident type. The data in Table 2.7 uses the same data as Table 2.5, although service CFS and motor vehicle crashes are reflected separately in Table 2.7.

Table 2.7: Most Frequent Agency Activity by Time Spent and Category

Community Initiated	Hours on CFS	Pct. of Total
Crime		
DOMESTIC	197:14:50	8.06%
TRESPASS	87:07:00	3.56%
THEFT COLD	62:46:59	2.57%
HARASSMENT/THREAT	47:41:40	1.95%
DISTURBANCE FIGHT	41:47:24	1.71%
Crime – Total Annual Hours	**816:41:36**	**33.39%**
Service		
WELFARE CHECK	153:41:53	6.28%
SUBJECT STOP	126:55:20	5.19%
SUSPICIOUS PERS	112:19:06	4.59%
WARRANT SERVICE	92:31:51	3.78%

Community Initiated	Hours on CFS	Pct. of Total
OUT WITH SUSP VEH	77:41:46	3.18%
Service – Total Annual Hours	**1254:01:35**	51.27%
Traffic (Motor Vehicles Crashes Only)		
TRF ACC UNK INJ	76:23:18	3.12%
HIT / RUN NON-INJ	48:21:59	1.98%
TRF ACC NON-INJURY	48:05:53	1.97%
TRF ACC INJURY	22:32:11	0.92%
HIT / RUN INJURY	7:59:11	0.33%
Traffic Subtotal – Total Annual Hours (M/V Crashes Only)	**211:54:18**	**8.66%**
Traffic (No M/V Crashes)		
SUSPICIOUS VEH	83:05:55	3.40%
PARKING COMPLAINT	32:59:26	1.35%
TRAFFIC COMP	24:46:49	1.01%
TRAFFIC DETAIL	14:13:52	0.58%
MOTORIST ASSIST	8:00:28	0.33%
Traffic Subtotal – Total Annual Hours (No M/V Crashes)	**163:06:30**	**6.67%**
Traffic – Total Annual Hours	**375:00:48**	**15.33%**
***Community Initiated Total Hours**	**2445:43:59**	100.00%

Source: Agency Provided CAD Data

Table 2.8 provides the 25 most frequent activities based on volume of incidents. As the data in 2.8 shows, service-related volume dominates the SPD's workload, with seven of the most frequent top ten CFS types being service related.

Table 2.8: Most Frequent Activity by Volume

2022 Sandy PD CAD Event	Event Type	Count	Percent
OUT WITH SUSP VEH	Service	593	13.81%
SUBJECT STOP	Service	451	10.50%
SUSPICIOUS PERS	Service	208	4.84%
WELFARE CHECK	Service	203	4.73%
ALARM AUDIBLE	Service	162	3.77%
SUSPICIOUS VEH	Traffic	162	3.77%
DOMESTIC	Criminal	151	3.52%
ASSIST PERSON	Service	138	3.21%
SUSPICIOUS CIRC	Service	131	3.05%
TRESPASS	Criminal	118	2.75%
COMMUNITY CONTACT	Service	116	2.70%
THEFT COLD	Criminal	99	2.31%
PARKING COMPLAINT	Traffic	93	2.17%
HARASSMENT/THREAT	Criminal	90	2.10%
HAZARD	Service	90	2.10%
WARRANT SERVICE	Service	86	2.00%
HIT / RUN NON-INJ	Motor Vehicle	72	1.68%
ANIMAL COMPLAINT	Service	69	1.61%
CRIM MISCHIEF	Criminal	61	1.42%
TRAFFIC COMP	Traffic	57	1.33%
PROPERTY LST/FND	Service	51	1.19%
NOISE COMPLAINT	Service	49	1.14%
TRF ACC UNK INJ	Motor Vehicle	49	1.14%
MOTORIST ASSIST	Traffic	48	1.12%
BEHAVIORAL HEALTH	Service	46	1.07%
CIVIL	Service	46	1.07%
TRAFFIC DETAIL	Traffic	45	1.05%
DISTURBANCE FIGHT	Criminal	44	1.02%
Grand Total		4295	100.00%

*Top events by frequency with a minimum of 1% of the overall volume.
Source: Agency Provided CAD Data

To analyze the cyclical patterns of obligated work volumes, BerryDunn also split CFS data by month, and Figure 2.3 below reflects this data. As expected, CFS activity is generally higher through the summer months, when more people are out enjoying the resources of the City and the surrounding area. The cyclical pattern of CFS during the time of year is an important consideration, similar to examining CFS patterns by day of the week and hour of the day. When CFS volumes and patterns vary significantly, it can be helpful to modify personnel deployments to account for those variations. Although Figure 2.3 shows a shift in CFS volumes across the months, with February being the low point and August reflecting the high point, these variations average about five CFS per day and are not substantive enough to warrant varied scheduling to accommodate them.

Figure 2.3: Call Volume by Month and Type
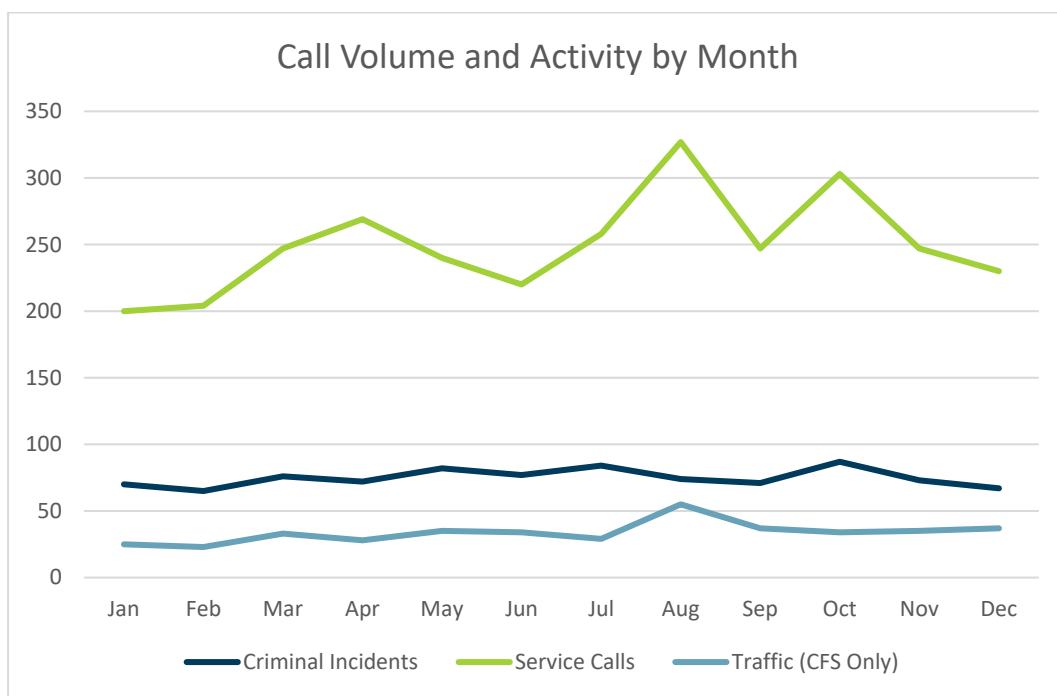
Source: Agency Provided CAD Data

Figure 2.4 shows community-initiated call volume by day of the week. As shown, Monday, Tuesday, and Friday consistently see the highest volume of CFS. The variation is not significant enough to warrant a reallocation of resources.

Figure 2.4: Call Volume by Day

Community Initiated Calls
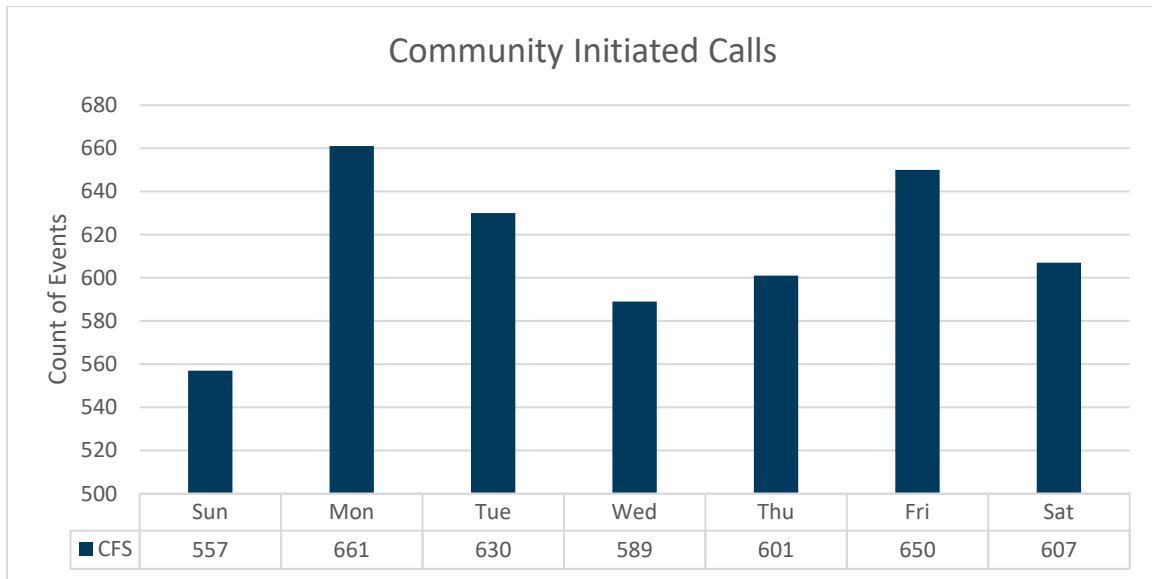
Day	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	**Total**
Percent	13%	15%	15%	14%	14%	15%	14%	100%

Source: Agency Provided CAD Data

In addition to looking at the distribution of CFS, BerryDunn also examined response times to CFS by the SPD. Table 2.9 provides the breakdown of CFS by priority, as assigned by the CAD system and dispatchers. There are seven priority codes (1 – 7), with one as the highest priority and seven as the lowest. Six priority codes are reflected in Table 2.9; there were no priority six calls in the data analyzed. Although there are six priority codes reflected in Table 2.9, nearly all the CFS for the SPD fall into categories 2 – 5.

Table 2.9: Response Times by Dispatch Priority

	All Events		
Incident Priority*	**Count of Incidents**	**Total Hours Disp. To Arrive**	**Average Time Disp. To Arrive**
1	16	1:12:43	4.54
2	575	52:41:24	5.50
3	2299	113:19:14	2.96
4	899	90:29:37	6.04
5	505	43:34:02	5.18
7	1	0:00:00	0.00
Grand Total	**4,295**	**301:17:00**	**4.21**

Source: Agency Provided CAD Data

In Table 2.10, BerryDunn has provided average response times from prior studies of agencies with less than 100 officer and agencies with more than 100 officers. SPD's Priority 1 response times are lower but in line with national standards and the comparisons provided. The SPD's Priority 2 response times are lower than overall response averages from the comparisons, as is their total average response time. In fact, SPD's all priority response time average is less than half of the time presented for departments of less than 100 officers. Notably, the information provided in Tables 2.9 and 2.10 reflect the time from when an officer was dispatched to an incident by emergency communications.

Table 2.10: Response Time Comparisons

Comparisons	Priority 1	Priority 2	All Priorities
Prior Studies – Under 100 Officers	0:07:17	0:08:35	0:09:36
Prior Studies – 100 + Officers	0:06:09	0:10:30	0:13:58
Sandy Police Department	**0:04:33**	**0:05:30**	**0:04:13**
Total Average	0:06:30	0:09:54	0:12:36

Source: Agency Provided CAD Data, Prior Study Data

Cover Cars

Part of the data analysis BerryDunn conducted included looking at the amount of time spent on calls by the primary unit and the cumulative amount of time spent on the call by additional units. This data has been presented in Table 2.11 in two sections. The top portion of the table provides data for primary responding patrol units. The bottom portion of the table provides the data for secondary responding patrol units. It is important to note that Table 2.11 identifies the number of incidents and the number of backup units, but it cannot identify how many backup units responded to each CFS.

Looking only at the response data in Table 2.11, there were 4,295 distinct CFS. Within the total number of CFS, there were 2,520 backup responses. Based on these numbers, 63.02% of the data in CAD related to primary officers, and 36.98% was for backup response. If backup were distributed equally across the CFS, these numbers would indicate that, on average, a backup unit responds to 58.67% of all CFS. As mentioned previously, however, these numbers do not indicate how many units responded per CFS, and backup is not distributed equally across all CFS.

Table 2.11: Backup Response

Call Origin and Unit	Count of Events	% of Events
Primary Units		
Crime	898	13.18%
Service	2,813	41.28%
Traffic (MV crashes only)	179	2.63%
Traffic (No MV Crashes)	405	5.94%
Subtotal	**4,295**	**63.02%**
Backup		
Crime	710	10.42%
Service	1,473	21.61%
Traffic (MV crashes only)	139	2.04%
Traffic (No MV Crashes)	198	2.91%
Subtotal	**2,520**	**36.98%**
Totals	**6,815**	

Source: Agency Provided CAD Data

BerryDunn also examined the percentage of backup units by the SPD against prior studies. This data is represented in Table 2.12. The range of the percentage of primary response to CFS from the comparison studies is from 46% to 72%, and the range of backup response is from 28% to 54%. The average from these studies is 55% primary response to 45% backup. At 63.02%, the SPD is on the higher end of the range for primary response, which places them on the lower range for backup, at 36.98%.

Table 2.12: Backup Response – Comparisons

Prior Studies	Community-Initiated Primary Response	Community-Initiated Backup Response
Averages	55%	45%
Range	72% to 46%	28% to 54%
Sandy PD	63.02%	36.98%

*Table includes data from prior studies conducted by the IACP.
Source: Agency Provided CAD Data

In some agencies, the number of backup units on CFS suggests some over-response by patrol units. This is not a noted pattern for the SPD. The higher percentage of primary CFS events suggests a reasonable ratio of primary versus backup units responding to CFS.

2.4 Patrol Staffing Calculations

As noted previously, BerryDunn patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol leave data from the SPD.

Patrol Availability

Table 2.13 demonstrates the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year. To have a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. Table 2.13 shows that after subtracting leave categories from the total, the average patrol officer is available to work 1,588 hours per year (rounded down), not 2,080 hours as is often thought (understanding that this represents the cumulative average and individual officer availability can vary greatly).

Table 2.13: Patrol Availability

Annual Paid Hours	2080	*Study Averages
Leave Category		
Vacation	137	140
Illness/Sick	90	54
COMP Used	55	43
Holiday	65	75
Family Care	3	
Bereavement	11	
Training	131	76
Subtotal (minus)	492	
Average Annual Availability (Hours)	1,588	1,668

Source: Agency Provided Data

The data in Table 2.13 also reflects average leave times by category from several prior studies. The overall totals for the SPD are roughly 80 hours higher than the comparisons leaving SPD with 80 hours less of availability.

Understanding the actual amount of work time available for officers is central to building a work schedule and for working to ensure that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands based on an examination

of workload against worker capacity. In addition to understanding how much time officers have available to them for scheduling purposes, it is also important to understand when they are not available because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule.

In Figure 2.5 below, the patterns of annual leave for patrol officers are broken down by month.

Figure 2.5: Annual Leave Hours By Month – Patrol
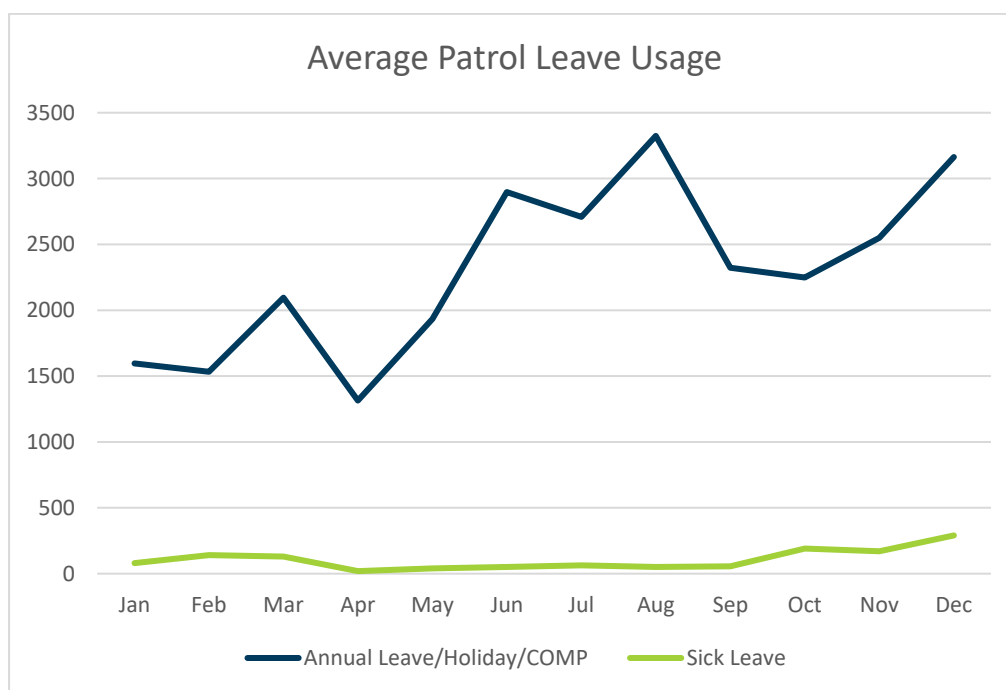
Source: Agency Provided Data

As is expected, the use of vacation, comp, and holiday leave time peaks during the summer months and rises again during the holiday season in November and December. Sick time usage at SPD remains low and relatively consistent throughout the year. Due to the variations in the use of vacation, comp, and holiday time, the work schedule should have the flexibility to be adjusted to these patterns so that staffing resources are used efficiently.

As part of this evaluation, BerryDunn asked the SPD to provide data on average annual training hours for patrol and investigations. A list of the annual required in-service training is provided in Table 2.14. This table also shows the average total training hours for patrol and investigations. The average total for patrol is 131, and this number has been used as part of Table 2.14.

Table 2.14: Required Training Hours

Required In-Service Training	Hours	Frequency
Use of Force	8	Annual
Firearms	8	Annual
Emergency Driving	10	Every two years
First Aid	2	Every two years
Ethics	1	Annual
Equity	3	Every three years
Airway Circulatory Anatomy	2	Every three years
Mental Health/Crisis Intervention	3	Every three years
Communicable Disease	0.5	Every two years
Communications with Disabled People	0.5	Every two years
Taser	2	Annual
LEP Services	0.5	Every two years
PREA	0.5	Annual
Avg. Patrol Training Hours	**131**	**Annual**
Avg. Investigations Training Hours	**175**	**Annual**

Source: Agency Provided Data

Shift Relief Factor

Another mechanism for understanding the number of officers required to staff a schedule is through determining the *shift relief factor.* The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, the average availability for each officer, as displayed in Table 2.5, is used. For the SPD, one position requires 4,380 hours per year to staff (12 hours x 365 days = 4,380 hours). Therefore, the shift relief factor is calculated to be 2.76 (4,388/1,588 = 2.76). At SPD, patrol officers and sergeants work 12-hour shifts Monday through Saturday and eight-hour shifts on Sunday. To determine the shift relief factor for eight-hour shifts, the same formula is followed, and the shift relief factor is 1.84. To determine the shift relief factor for a 24-hour period, this number is multiplied by the number of expected shifts. For the purposes of the study BerryDunn used 12-hour shifts throughout the week.

Table 2.15: Patrol Watch Shift Hours

Shift	Begin	End	# of Hours	Maximum No. Scheduled per Day	Shift Minimum (formal/ informal)	Corporal or Sergeant Y or N	Other Supervisor Y or N
Dayshift (Mon. to Sat.)	0600	1800	12	2	1	N	N
Dayshift Sgt. (Mon. to Sat.)	0600	1800	12	1	0	Y	N
Nightshift (Mon. to Sat.)	1800	600	12	2	1	N	N
Nightshift Sgt. (Mon. to Sat.)	1800	600	12	1	0	Y	N
Dayshift (Sunday)	0600	1400	8	1	1	N	N
Dayshift 2 (Sunday)	1000	1800	8	1	1	N	N
Dayshift Sgt (Sunday)	0800	1600	8	1	1	Y	N
Nightshift (Sunday)	1600	0000	8	1	1	N	N
Nightshift 2 (Sunday)	2200	0600	8	1	1	Y	N
Nightshift Sgt (Sunday)	2000	0400	8	1	1	N	N

Source: Agency Provided Data

Table D-3 above shows the start and finish times for the various patrol shifts in use by the SPD. This table also shows the minimum staffing levels and personnel allocations for each shift and includes data on supervisor staffing. SPD patrol staffing is separated into two teams: Team 1 weekdays/nights and Team 2 weekdays/nights. Both teams work on Sundays. Patrol works on a two-week rotation of 80 hours scheduled over the two-week period. Each Sunday shift is an eight-hour shift.

BerryDunn also asked the SPD to manually calculate the actual work shifts for each month for 2021 and 2022, an average of these data are reflected in Figure 2.6. This figure includes staffing of all positions in patrol, including supervisors. Based on the data in Table 2.15, desired/maximum daily staffing for patrol should be four shifts, and the desired/maximum daily staffing for supervisors is two shifts. Although the total number of daily patrol shifts filled fluctuates from month to month, the total average across the year was approximately 3.25 per day. The desired supervisor shifts are set at two, and averages across the calendar year met that mark. The data in Figure 2.6 are important because they help to illustrate actual staffing, as opposed to officer allocations. Based on these data, the SPD has not operated at optimal staffing levels. Instead, the SPD is often operating at or below desired staffing levels.

Figure 2.6: Actual Versus Desired Shifts
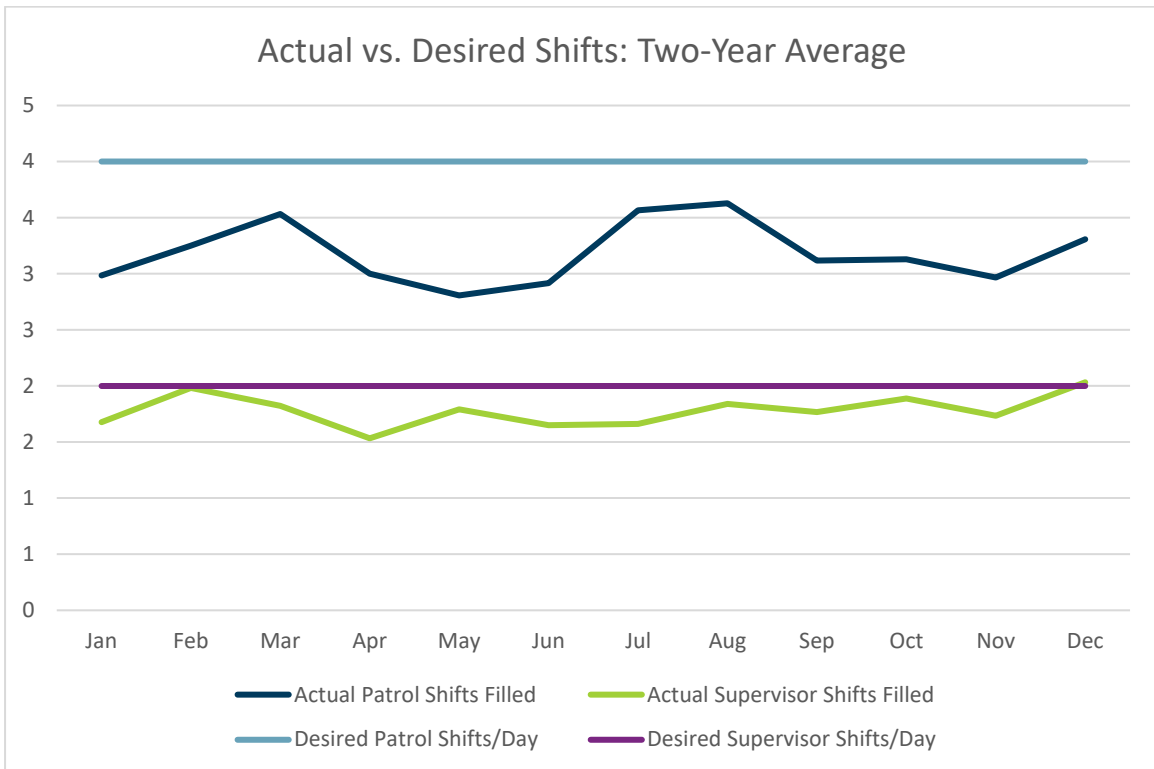
Source: Agency Provided Data

In Table 2.16, BerryDunn reflects the number of personnel needed to staff the current stated daily shift minimums.

Table 2.16: Shift Relief Factor Calculations

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
12	4380	2.76	4	11

Source: Calculations from Agency Provided Data

The stated number of personnel in Table 2.16 is 11, the current allocation of personnel to patrol primary CFS response for the SPD is eight. Given scheduling demands, and the communities desire to have officers at community events and employing proactive policing strategies, BerryDunn recommends an increase of three personnel in patrol.

Workload Model and Analysis

As mentioned previously in this report, BerryDunn relies heavily on understanding the patrol workload to understand staffing needs. Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and BerryDunn uses a specific model for doing this. The primary standards employed for the SPD assessment include:

- Operational labor

- Administrative labor

- Uncommitted time

In the workload model used by BerryDunn, 30% is allocated to each of the labor areas, with a 10% buffer available to allow for daily variances.

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer CFS generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public or an incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%. As previously indicated, to quantify the amount of workload volume, the BerryDunn team conducted a thorough examination of CAD data provided by the SPD. Table 2.17 reflects the aggregate data for all sworn staff in the CAD dataset provided to BerryDunn (this is a more detailed version of Table 2.2). All sworn staff is an important distinction in these data. In many cases only patrol primary CFS takers data is included; however, at SPD, when call volume increases or calls are holding with no available patrol officer to respond other sworn staff respond, this is known as *supplanting*. In Table 2.11 above, only patrol hours were calculated.

As noted previously, BerryDunn took the original CAD dataset and separated the data into categories for different work assignments (e.g., patrol, supplemental patrol, and investigations). The data was also separated to reflect community- and officer-initiated activity. After making these adjustments, the obligated workload for patrol was determined to be 3,079 hours. Through this analysis, BerryDunn determined that staffing across the 24-hour period is not sufficient to meet obligated workload totals. BerryDunn will elaborate later in this section.

Table 2.17: Obligated Workload

Patrol Workload Calculation	Count of Incidents	Time per Incident	Hours
Primary CFS (Patrol Only)			
Crime	1,109	32.03	591.99
Service	3,219	2.88	154.25
Traffic (M/V Crashes Only)	207	292.36	1,008.65
Traffic (No MV Crashes)	453	17.41	131.41
Primary CFS Totals	**4,988**	**22.69**	**1,886.30**
Backup (Patrol Only)			
Crime	937	30.92	482.81
Service	1,832	3.22	98.24
Traffic (MV Crashes Only)	181	184.66	557.07
Traffic (No MV Crashes)	241	13.46	54.08
Backup Totals	**3,191**	**22.42**	**1,192.20**
Patrol Workload Total	**8,179**	**22.58**	**3,078.50**

Source: Calculations from Agency Provided Data

Table 2.18 outlines the daily workload volume for the SPD. The SPD works a combination of 12-hour shifts and 8-hour shifts. BerryDunn provided analysis of both; however, it should be noted the calculations do not account for the combination of both shift durations. The calculations below represent 8- or 12-hour shifts for all seven days of the week. From a purely numeric perspective, this data suggests that two daily shifts for twelves and four daily shifts for eights can manage the workload volume. Although Table 2.18 suggests that the workload volume can be managed using two or four daily shifts, this presumes an equal distribution of CFS throughout the day. Additionally, this does not account for backup or double coverage across each shift on a 24/7 basis. This table also includes data from all sworn SPD staff and not just primary CFS takers.

Table 2.18: Daily Shift Needs

Daily Shift Needs					
	Primary	**Backup**	**Total**	**Officer Available**	**Daily Officers**
Shift	**Min/Day**	**Min/Day**	**Min/Day**	**Min/Day**	**Required**
12	310	196	506	216	2
8	310	196	506	144	4

Source: Calculations from Agency Provided CAD Data

Figure 2.7 reflects that the hourly CFS distribution for the SPD is not equal. The distribution of CFS for the SPD deviates from other studies BerryDunn has conducted. The low point of volume for the SPD occurs at around 5:00 a.m., and the peak volume occurs around 10:00 p.m. As BerryDunn will show later in this section, the peak volume, and the need to provide double coverage across all hours, requires staffing that exceeds strict numeric calculations.

Figure 2.7: CFS by Hour of the Day
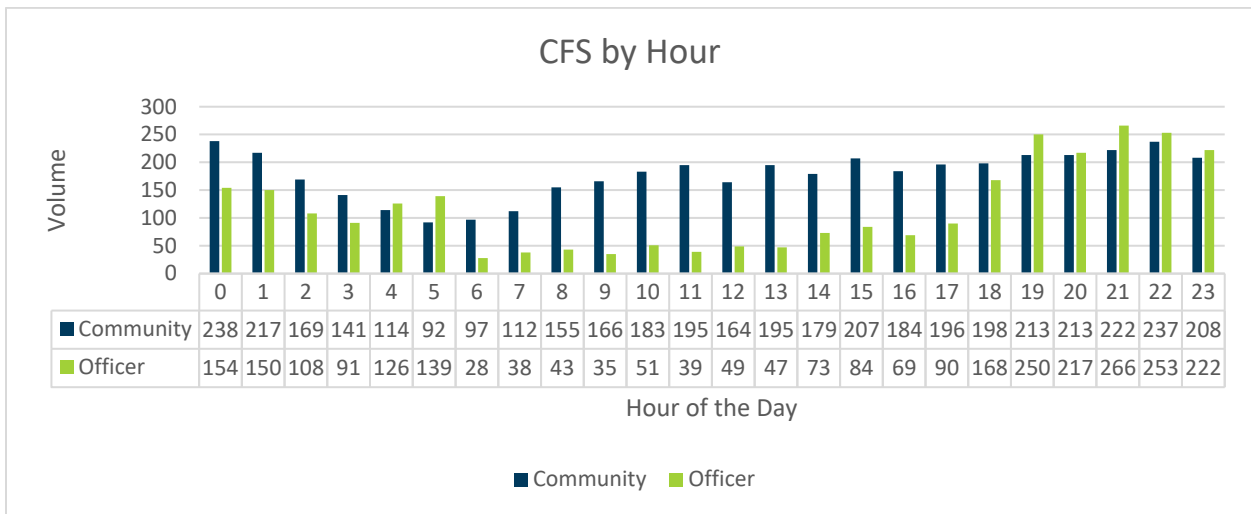
Source: Agency Provided CAD Data

In Table 2.19, the data from Figure 2.7 is displayed, based on the percentage of overall CFS volume by hour of the day. The CFS data in Table 2.19 has been separated into three segments (and color-coded), which cover the hours of 0600 – 1700, 1300 – 0100, and 1800 – 0600. These time frames were used because they most closely resemble the shift hours used by police departments and the SPD.

Table 2.19: CFS by Hour – Shift Configuration

Hour	Community CFS Total	Percent		Officer Activity	Percent			
0700	138	2.77%		43	1.42%		**0700 – 1500**	**34.72%**
0800	183	3.67%		48	1.58%		**1500 –2300**	**39.17%**
0900	211	4.23%		43	1.42%		**2300 –0700**	**26.10%**
1000	229	4.59%		57	1.88%			
1100	243	4.87%	51.96%	52	1.71%	25.07%		
1200	218	4.37%		57	1.88%			
1300	254	5.09%		56	1.85%			
1400	256	5.13%		87	2.87%			
1500	285	5.71%		103	3.39%			
1600	234	4.69%		83	2.73%			
1700	241	4.83%		103	3.39%			
1800	233	4.67%		189	6.23%			
1900	241	4.83%	58.62%	266	8.76%	71.80%		
2000	236	4.73%		249	8.20%			
2100	242	4.85%		288	9.49%			
2200	242	4.85%		269	8.86%			
2300	219	4.39%		235	7.74%			
0000	241	4.83%		156	5.14%			
0100	218	4.37%	48.04%	151	4.98%	74.93%		
0200	171	3.43%		108	3.56%			
0300	143	2.87%		92	3.03%			
0400	115	2.31%		128	4.22%			
0500	95	1.90%		143	4.71%			
0600	100	2.00%		29	0.96%			
Total	4988	100.00%		3035	100.00%			

Source: Agency Provided CAD Data

The data in Table 2.19 is important because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As shown in this table, the bulk of community-initiated CFS, more than 39.17%, occurs between 3 p.m. and 11 p.m. (1500 – 2300). In addition, the data in Table 2.19 shows 34.72% of CFS volume

occurring between 7 a.m. and 3 p.m. (0700 – 1500), and 26.10% of the CFS activity occurring between 11 p.m. and 7 a.m. (2300 – 0700). Again, this is a very typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in Table 2.19, one might consider scheduling only 19% of the patrol staff from 11 p.m. to 7 a.m. However, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. In addition, this type of personnel allocation would not sufficiently support the City's public safety needs.

In Table 2.20, BerryDunn provides the average number of CFS SPD officers should be managing daily. Because the SPD's time per CFS is lower than other studies, this increases the number of CFS they can reasonably manage.

Table 2.20: CFS Capacity by Shift Length

Shift Length	Total Minutes	Total CFS Time	SPD Number of CFS/Shift	Prior Studies Number of CFS/Shift
12	720	216	5.83	4.45
10.5	630	189	5.10	3.89
10	600	180	4.86	3.71
8	480	144	3.89	2.97
SPD Total Minutes per CFS				37.03
Prior Studies Minutes per CFS				48.56

Source: Calculations from Agency Provided CAD Data

In the top portion of Table 2.21, BerryDunn outlines staffing needs for the SPD based on a 12-hour shift structure. This data seems to suggest that three officers per day and a total of eight officers assigned to patrol as primary CFS takers would be sufficient to manage workload demands; however, BerryDunn will explore this data further in the tables below. This data includes all SPD sworn staff and not just primary CFS takers.

Table 2.21: Officers Required by Shift

Current Daily Events	0600 – 1800	1800 – 0600	Total	Shift Relief Factor	Total Officers
Total Annual Hours	1763.69	1314.82			
Minutes/Day	289.92	216.13			
Officers	1.34	1.00			
Officers Required	**2**	**1**	**3**	**2.76**	**8.28**

Current Daily Events	0600 – 1300	1300 – 0100	0100 – 0600	Total	Shift Relief Factor	Total Officers
Total Annual Hours	841.42	1950.94	286.14			
Minutes/Day	138.32	320.70	47.04			
Officers	0.64	1.48	0.22			
Officers Required	**1**	**2**	**1**	**4**	**2.76**	**11.04**

Staffing Needs	0600 – 1800	1300 – 0100	1800 – 0600	Total	Shift Relief Factor	Total Officers
Recommended	**2**	*****	**2**	**4**	**2.76**	**11.04**

Source: calculations from data provided

*Should help ensure minimum of two officers staffed during this period.

In the bottom section of Table 2.21, BerryDunn has split the data from Table 2.20 into smaller segments that respond to peak CFS volumes. Based on this layout, the number of personnel required changes. The section highlighted in light blue reflects a requirement for four daily shifts requiring four officers; however, that configuration would leave a single officer working during much of the day and overnight, neither of which are appropriate given the workloads and service demands within the City. When shifts are moved to provide dual officer coverage 24/7, the total is four shifts per day, requiring a total of 11 officers (rounded). As noted previously, the SPD has eight officers allocated to CFS response. It is BerryDunn's position that this is not the appropriate number of personnel, and three additional staff are needed to support patrol operations.

Administrative Labor

Precise information is typically not available in CAD for many administrative activities due to variances in the way agencies and officers record these activities. The interviews and field observations by BerryDunn suggest that administrative time for the SPD appears to be at the norm. Industrywide, administrative time generally accounts for approximately 25% – 30% of an officer's average day, which appears to be the case at the SPD. This percentage can seem high to those not acquainted with the patrol function; however, a review of typical patrol activities supports this average.

- Report writing and case follow-up (variable)

- Patrol briefings (15 minutes)

- Administrative preparation/report checkout (30 minutes)

- Meal and personal care breaks (30 minutes)

- Court attendance (day shift)

- On-duty training, not otherwise captured (variable)

- Vehicle maintenance and fueling (15 minutes)

- Meetings with supervisors (variable)

- Special administrative assignments (variable)

- Personnel/payroll activities (health fairs, paperwork review, and paperwork)

- Field Training Officer (FTO) time for both trainee and trainer (variable)

- Equipment maintenance (computer, weapons, radio) (variable)

To attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts. Officers were asked to record time spent on certain activities and to report this back via an online survey. Figure 2.8 below provides the breakdown of the information received from the shift responses:

Figure 2.8: Self-Reported Supplemental Workload
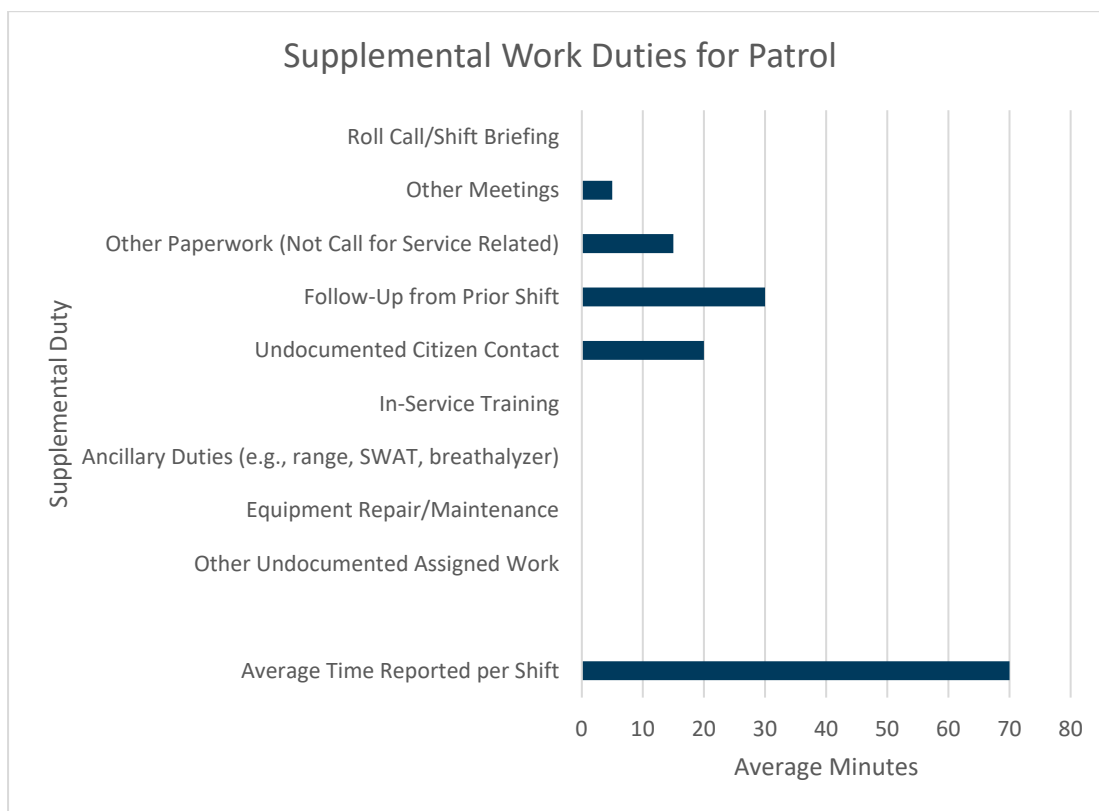
Source: SPD Patrol Workforce Survey

The average time reported for supplemental work by each officer for each shift was approximately 70 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned two of the officers' normal shifts (BerryDunn did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered.

Uncommitted Time

The cumulative operational and administrative labor that officers must engage in should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A portion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- Have and initiate public-service contacts

- Participate in elective activities selected by the agency, such as community policing and problem-solving

- Make pedestrian and business contacts

- To conduct field interviews

- To engage proactive traffic stops and proactive patrol efforts

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time.

Staffing Projections

One of the key deliverable items of this report involves determining current staffing needs, and then projecting those needs out to the year 2030. These projects are a critical element in developing a long-range staffing plan for the SPD.

Table 2.22 below provides a snapshot of our calculation for determining staffing needs. This table reflects *current staffing*, and projects staffing increases based on our mode of calculations. It is important to understand how we constructed this table and these figures, so that we can have a meaningful discussion regarding the structure of the organization. We will explain the various sections of the table before explaining the numbers.

First, the area in orange in the table above reflects the population estimates from the U.S. census. As it has already been mentioned, these numbers are very difficult to predict, but we consider the estimates from the US Census an accurate, if not conservative estimate of the future population for the City. The population number is the baseline of what drives the remaining calculations in this model. If the population numbers were to change, either up or down, it could ultimately affect the entire projection model.

The next numbers that require explanation, which are shown in orange, include the following:

- Base CFS Hours: This number represents the total obligated workload for those officers assigned to handling CFS as a primary duty. It includes all citizen-initiated CFS, as well as other non-discretionary workload managed by patrol officers assigned to manage CFS.

- Base Officer Hours: This is the average number of hours available to patrol staff responsible for CFS. Although the cost of employees typically involves calculating their hourly rate times 2,080 hours (plus benefits), the actual number of hours each employee works is reduced by several factors, including vacation, sick leave, holidays, training, and other *non-productive* time. The Base Officer Hours total is a reflection of the 2,080 hour total, minus the average number of non-productive hours.

- Total Sworn: This is the total number of authorized sworn positions for the agency (regardless of vacancies), as reported by the department. In instances in which this number is below our recommended level, we will adjust the number to reflect our recommendation.

- Total Non-Sworn: This is the total number of non-sworn personnel authorized for the agency for all positions (regardless of vacancies), as reported by the department.

Our projection model uses a workload factor that is calculated against the population in order to project future staffing needs. This projection model assumes that the make-up of the population (demographic) will remain relatively constant as it grows. This is important because different demographics demand different levels of police service. The first calculation of the model involves

creating a ratio of service demand per person in the community. This is done by dividing the number of CFS hours against the current population. Using this ratio, we can project how much service need there will be, as the population grows.

Table 2.22: Future Workload Projections

	Base Population	Base CFS Hours	Base Ratio CFS Hours per Person	Base Officer Hours	Base Officer 30% Hours	Staffing Patrol	Patrol % of Total Sworn
2022	12,953	3,079	0.24	1587.64	476.29	8	47.06%
2024	13,294	3,160				11	55.00%
2026	13,635	3,241				11	55.00%
2028	13,976	3,322				11	55.00%
2030	14,317	3,403				11	55.00%

	Base Invest.	Base Ratio Inv./Patrol	Staffing Invest.	Total Sworn	Non-Patrol Sworn*	Total Sworn Ratio to Population	Total Non-Sworn	Total Non-Sworn Ratio to Population
2022	1	0.13	1	16	8	809.56	3	4317.67
2024			1	19	8		3	
2026			1	19	8		3	
2028			1	19	8		3	
2030			1	19	8		3	

*Includes four patrol sergeants

Source: Calculations from Agency Data Provided

For SPD staffing needs are driven by not only obligated workloads but by community demands and officer safety. As stated above SPD is supported by the community and community members want and expect SPD officers to be present at community events and generally engaging with the community. This includes participating in proactive policing strategies such as traffic enforcement. Additionally, the location of the Clackamas County Jail some 23.1 miles away takes officers out of the City should an arrest be made. If only one officer is working when an arrest is made the City could be left without police services or forced to rely on mutual aid from surrounding agencies. Based on BerryDunn's staffing recommendations, the SPD should be able to manage obligated workload volumes, across all hours of the day, irrespective of the predicted population growth (at least through 2030), and the additional CFS that would accompany such growth.

Patrol Staffing Summary

Based on the data provided and the overall analysis, it is BerryDunn's assessment that staffing within the Patrol Division should be increased to manage obligated workload volumes and to accommodate the appropriate distribution of personnel. This would increase the allocation of personnel for patrol to 11 officers, plus four sergeants. As mentioned previously, this number will be sufficient to maintain appropriate staffing of the Patrol Division.

Importantly, BerryDunn's recommendation of increasing staffing to 11 officers reflects the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to work to ensure staffing at the *operational minimum* level. Currently the Patrol Division has one vacancy. Notably, the SRO's are not a primary CFS taker nor are the sergeants assigned to patrol.

To maintain minimum operational staffing levels, some agencies discuss using *over-hires* in order to cover the lag time associated with hiring and training personnel. Rather than discussing over-hires, BerryDunn suggests that agencies should establish a *minimum operational level*, which help ensure maximum operational efficiency, and then setting a new *authorized staffing level*, which offsets agency attrition levels and the vacancies that occur because of non-operational personnel.

2.5 Patrol Work Schedule

Many law enforcement agencies struggle with designing work schedules that efficiently and optimally deploy available patrol resources. As an element of this project, BerryDunn evaluated the layout, structure, effectiveness, and efficiency of the patrol schedule for the SPD against best practices standards and against available workload data. Based on the scope of our work, BerryDunn's evaluation was expected to produce one of three possible findings:

- The patrol schedule is generally meeting operational objectives.

- Making adjustments to certain schedule components within the current structure could contribute to greater effectiveness and efficiency.

- Several areas of patrol schedule effectiveness or efficiency are not being met, and it is likely that a full redesign of the schedule will be necessary to optimize effectiveness.

As part of this project, BerryDunn asked the SPD to complete a self-assessment of its patrol work schedule against a set of prescribed standards. The instructions for completing the self-assessment tool are provided below.

Instructions and Instrument Scoring

25 – 22:   If the patrol schedule scored in this range, it is likely relatively efficient and generally meeting operational objectives; however, if there are any components within Section 1 that were scored as a 1 or 0, adjustments may be required.

21 – 18:   If the patrol schedule scored in this range, it is likely that adjusting the components of the schedule would improve its effectiveness and efficiency. Priority consideration should be given to any component in Section 1 that was scored as a 1 or 0.

17 or below: If the patrol schedule scored in this range, there are several areas of effectiveness or efficiency that are not being met by the current design. It is likely that a full schedule redesign will be necessary to optimize effectiveness.

Based on the self-assessment outlined in Table 2.23, the SPD scored 19 on this instrument. This suggests that some modifications to the schedule might be appropriate. It is noteworthy that all the reduced point values occurred in Section 1 of the evaluation tool. These areas relate to operational efficiency and flexibility.

Table 2.23: Patrol Schedule Analysis

Schedule Components	Rating
SECTION 1	
Maximized shift coverage during the periods of greatest need for services (assessed by hour, day, month, and/or season)	1
Providing overlaps in coverage across all shift changes	1
Flexibility to accommodate vacations, individual training, holidays, and predictable sick leave	1
Minimized use of overtime to manage predictable leave (e.g., vacation, training)	1
Reduction of significant peaks and valleys in daily personnel allocations that occur due to leave patterns	1
Ensuring appropriate staffing levels in all patrol beats/zones	1
Availability of supplemental staff to manage multiple and priority CFS in patrol beats/zones	2
An allocation or allowance of time for in-service training and internal meetings	2
Integration of first-line supervisors into the overall schedule in a manner that includes consistent supervision of personnel groups or teams	2
Subtotal Section 1 (maximum of 18)	**12**
SECTION 2	
Using a single shift duration	1
Substantial consistency and continuity of shift rotations	1
Limiting scheduled work hours to no more than 2,080, inclusive of leave time or holiday time (unless budgets or labor practices provide otherwise)	1
Reducing available scheduled work time for each patrol officer, based on holiday hours allocated as leave time (reducing work time from 2,080 hours)	1
Conformity with labor contracts, or Fair Labor Standards Act (FLSA) allowances for public safety employees, which prescribe the maximum hours allowed within a work cycle or year	1
A plan for easy and consistent inclusion of additional work shifts as the workforce grows on a temporary or a permanent basis (e.g., SROs who are available during summer months)	1
A mechanism for adjusting patrol personnel deployments, without significant service disruption, following a temporary or permanent reduction in force	1
Subtotal Section 2 (maximum of 7)	**7**
OVERALL TOTAL SCORE (maximum score – 25)	**19**

As indicated in Table 2.15, the SPD has a single supervisor position allocated to each day shift and each overnight team providing for adequate staffing coverage.

Due to staffing shortages the second patrol officer position frequently goes unfilled. This has limited the ability of staff to use the one hour of resilience time that is built into the schedule. It has also created an environment where officers are reluctant to engage in proactive policing for fear of not being available for a CFS.

BerryDunn assesses that although the patrol schedule is generally meeting operational objectives some modifications to the work schedule could improve overall efficiency and effectiveness.

The path to developing an efficient work schedule that optimizes the effective deployment of patrol personnel requires thoughtful consideration of several overarching goals:

- Reducing or eliminating predictable overtime

- Eliminating peaks and valleys in staffing due to scheduled leave

- Providing sufficient staff to manage multiple and priority calls

- Satisfying both operational and staff needs, including helping to ensure a proper work/life balance and equitable workloads for patrol staff

- Working to ensure appropriate supervision on all shifts

Designing a schedule that accomplishes these goals requires an intentional approach that is customized to each agency's characteristics (e.g., staffing levels, geographic factors, crime rates, zone/beat design, contract/labor rules), and there are several key components that bear consideration in that process.

The sergeants, and officers assigned to patrol, work 8- and 12-hour shifts and follow a two-week rotation, allowing for each officer to be off every other weekend. Table 2.24 depicts the number of officers working in patrol based on the hour of the day. Table 2.24 assumes full staffing across the shift.

Table 2.24: Patrol Allocations by Hour

Monday to Saturday

Hour	Dayshift	Dayshift Sgt.	Nightshift	Nightshift Sgt.	Patrol Officer Total	Patrol Sgt. Total	Total
0600	2	1			2	1	3
0700	2	1			2	1	3
0800	2	1			2	1	3
0900	2	1			2	1	3
1000	2	1			2	1	3
1100	2	1			2	1	3
1200	2	1			2	1	3
1300	2	1			2	1	3
1400	2	1			2	1	3
1500	2	1			2	1	3
1600	2	1			2	1	3
1700	2	1			2	1	3
1800			2	1	2	1	3
1900			2	1	2	1	3
2000			2	1	2	1	3
2100			2	1	2	1	3
2200			2	1	2	1	3
2300			2	1	2	1	3
0000			2	1	2	1	3
0100			2	1	2	1	3
0200			2	1	2	1	3
0300			2	1	2	1	3
0400			2	1	2	1	3
0500			2	1	2	1	3

Sunday

Hour	Dayshift	Dayshift 2	Dayshift Sgt.	Nightshift	Nightshift 2	Nightshift Sgt.	Patrol Officer Total	Patrol Sgt. Total	Total
0600	1						1		1
0700	1						1		1
0800	1		1				1	1	2
0900	1		1				1	1	2
1000	1	1	1				2	1	3
1100	1	1	1				2	1	3
1200	1	1	1				2	1	3
1300	1	1	1				2	1	3
1400		1	1				1	1	2
1500		1	1				1	1	2
1600		1		1			2		2
1700		1		1			2		2
1800				1			1		1
1900				1			1		1
2000				1		1	1	1	2
2100				1		1	1	1	2
2200				1	1	1	2	1	3
2300				1	1	1	2	1	3
0000					1	1	1	1	2
0100					1	1	1	1	2
0200					1	1	1	1	2
0300					1	1	1	1	2
0400					1		1		1
0500					1		1		1

Source: Agency Provided Data

The hourly allocations in Table 2.24 provide the maximum staffing levels outlined in Table 2.15. Generally speaking, the coverage layout provided in Table 2.24 responds well to peak CFS volumes; however, the SPD has had difficulty maintaining full staffing, and there are inefficiencies in the current patrol schedule. These factors have resulted in the SPD regularly operating at shift minimums.

Field Technology Assessment

As part of this assessment, BerryDunn asked the SPD to complete a technology survey. This instrument is designed to capture the field-reporting capacity of the law enforcement agency. The results of the SPD survey are included in Table 2.25.

Table 2.25: Technology Scorecard

Description	Main Score	Bonus	Total
Field Technology: Primary Score	89		
Bonus Score:		5	
Agency Totals:			94

Source: Agency Provided Data

The maximum score for this instrument is 100, or 115 when all possible bonus points are included. The SPD scored 94, which is higher than many other departments; however, there are opportunities to improve the use of technology within the agency, particularly in the field. Based on the survey, there are a few technology improvement areas worth mentioning:

- Not all patrol vehicles are equipped with in-car camera systems

- When creating custom reports the RMS does not have the capability to retrieve all the required data for analysis

2.6 Patrol Operations

Solvability Factors

The SPD should review and revise how criminal cases are reviewed and assigned for follow-up. The case review and assignment process currently utilized by SPD is inefficient. One critical element of case review and assignment involves the use of solvability factors. The SPD does not formally or consistently engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation. This means that patrol and investigations supervisors spend a great deal of time reviewing reports which are not likely going to be assigned for follow-up investigation.

The reality of modern policing is that many CFS that include crimes reported to the police do not have actionable leads or those that would make investigation likely to produce a suspect. A great deal of research has been performed on what leads or evidence make a case likely to produce results and when the absence of such leads makes follow-up likely to be unproductive. These conditions are generally called solvability factors, and a weighted algorithmic scale of

these factors can provide guidance on the anticipated effectiveness or efficiency of investigative follow-up.

There are numerous variations of this assessment model, but most emanate from the foundational work done by the Rochester, NY, Police Department in the late 1970s. In that study, researchers isolated the common elements present in cases reported to the police that were successfully investigated. From that research, a series of common factors (solvability factors) were identified.[3] By considering whether one or more of these factors is present on any given case, police departments can focus their efforts on cases that have a reasonable opportunity for a successful resolution, and they can close those that are unlikely to be solved even with reasonable investigative effort.

Forwarding a case to investigations consumes time and energy from both patrol and investigations personnel who each must review and dispose of the case. Automated solvability factors deployed within RMS utilize software to make this process more efficient. The reporting officer documents the known factors about the incident, and the RMS automatically classifies and routes the case without investigations personnel having to spend time and energy to receive, review, assess, and dispose of the case.

Solvability factors include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete.

By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. BerryDunn is unclear whether the RMS in use by the SPD has the capability to collect solvability factors. Regardless of how it occurs, BerryDunn recommends the SPD revise the report writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.

Data Collection

Best practices for impartial policing suggest that police agencies should collect specific contact data to support ongoing monitoring of equitable policing practices. BerryDunn has learned the SPD does collect and record subject and incident data in its RMS on all police-related contacts (including calls for service), which is an industry best practice. This data is searchable, it supports monitoring of police-subject contacts in furtherance of impartial policing practices, it

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[3] Managing Criminal Investigations in Rochester, New York – A Case Study
https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=92744

also supports intelligence-led-policing (ILP) or criminal investigation efforts, and it assists in compliance with Freedom of Information Act (FOIA) requests.

Summary

Staffing within SPD is not sufficient to meet the needs of SPD or the community. SPD should consider allocating three additional positions.

The patrol work schedule for the SPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. SPD should review the patrol schedule and possible options for a more efficient distribution of resources.

The SPD does not currently use solvability factors to determine whether a reported crime should be activated for investigation. The lack of use of solvability factors creates inefficiency, resulting in unnecessary time spent by patrol and investigative personnel reviewing reports that do not require follow-up.

Recommendations

This section provides the two formal recommendations from this section, presented chronologically as they appear within the section. Each recommendation table below includes the section subsection, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 2.26: Section 2 Recommendations

Patrol Services		
No.	**Staffing**	**Overall Priority**
Section 2, Subsection I: Personnel and Deployment		
2-1	**Finding Area:** SPD does not have sufficient patrol staff to efficiently meet the patrol workload or the needs of the community. The Sandy community values the police department and in turn expects officers to be present at community events and engaged in community policing and proactive policing strategies.	
	Recommendation: SPD should add three additional sworn staff members.	

Patrol Services		
No.	**Solvability Factors**	**Overall Priority**
	Section 2, Subsection VI: Patrol Operations	
2-2	**Finding:** The SPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation. The use of solvability factors helps increase the quality of preliminary investigations and can assist decision-makers in determining which cases should receive additional investigation.	
	Recommendation: The SPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports. Solvability factors should be reviewed by patrol supervisors as a part of the incident report approval process and used to assist with the case activation and assignment process. Solvability factors should include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete. By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. It is possible, but unclear, whether the RMS at SPD has the capability to collect solvability factors. Regardless of that capability, BerryDunn recommends their collection as part of the preliminary investigation process. Additionally, BerryDunn recommends the SPD revise the report writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.	

3.0 Investigations Services

This section includes an overview of the Investigations Division, examining staffing, case assignments, closure, routing, and supervision.

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The purpose of the Investigations Division is to investigate major crimes, narcotics cases, and to keep schools safe through SRO programs. The Investigations Division is tasked with investigating sexual assaults, white collar crime, felony property crime, child abuse, child pornography, aggravated and felony assaults, and death incidents. At SPD, the Investigations Division participates in several multi-agency teams to include the Clackamus County Human Trafficking Team, the Vehicular Major Crime Team, and they work with the Department of Health and Human Services (DHHS) and the Child Advocacy Center (CAC).

3.1   Investigations Staffing

This section provides BerryDunn's assessment of the staffing needs for the investigations function within the SPD. The details of this assessment are outlined in this Section.

Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case. Time spent on cases is not consistent among investigators; in some cases, multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated and which should be suspended or inactivated.

The SPD uses a general investigations format, meaning that those assigned as investigators are expected to investigate all crime types. The current organizational structure for the SPD includes one general investigator who reports to a patrol sergeant. At SPD, the sergeant was assigned supervision of the investigator because he served as the investigator prior to being promoted to sergeant. The detective works four 10-hour shifts Monday through Thursday.

Table 3.1: Investigations Division Staffing

Investigations Unit	Sergeant	Det.	Totals
Investigations Unit	0	1	1
*Total	0	1	1

*Includes Vacancies
Source: Agency Provided Data

There are many conditions that require immediate response by an on-duty investigator during normal business hours. Having only one detective creates challenges and the SPD lacks continuity of allocation of its investigator due to the current schedule configuration. The SPD

should adjust the investigations schedule such that the detective is persistently scheduled during normal business hours. This would require moving the detective off the current 10-hour shift Monday to Thursday and into an eight-hour shift Monday through Friday.

3.2   Workloads and Caseloads

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year; however, like patrol officers, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that investigators are only available to conduct work assignments for about 1,641 hours per year. This is a significant discrepancy between total hours charged to the department and the actual availability for investigators to conduct investigations; see Table 3.2.

Table 3.2: Investigations Availability

Annual Paid Hours	2080	*Study Averages
Leave Category	**Hours**	**Hours**
Annual Leave	164.5	162.03
Holiday	8	39.91
Sick Leave	67	20.29
Military Leave	███	50.93
Workers Compensation/Injury	███	7.02
Compensatory Time	24.75	12.42
Other (Includes FMLA and Funeral)	███	
Training	175.00	80.74
Subtotal (minus)	439.25	
Average Annual Availability (Hours)	**1640.75**	1,700

*Table includes data from prior studies conducted by the IACP.
Source: Agency Provided Data

The number of hours available for the investigator for the SPD is comparatively low based on data from other organizations, and this variation appears to be primarily isolated to the number of annual training hours. The training hours reflected in Table 3.2 are likely elevated due to supplemental duty assignments for the detective. The average available investigator hours from recent studies were 1,700, while the time available for the SPD investigator is 1,640.75. As noted, regarding patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs.

Table 3.3 identifies the average number of cases assigned to investigations for 2021 and 2022. The number of annual case assignments is low based on typical case allocations and is typical of a single investigator position.

Table 3.3: Cases Assigned by Type and Year

Assignments by Unit*	2021	2022	Two-Year Avg.	% Change
Investigations Unit	43	37	40	-13.95%
Totals	43	37	40	-13.95%

Source: Agency Provided Data

3.3 Investigations Staffing Discussion

Based on experience, observations, and interviews with investigators and supervisory personnel, BerryDunn knows that other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, BerryDunn provided an internet-based survey to the investigator. Within the survey, the investigator was asked to quantify the percentage of time they spent conducting various activities.

Table 3.4 shows the results of the workload questions from the survey. In addition to providing the data in Table 3.4 from the self-reported survey that relates to the SPD, BerryDunn has provided supplemental data from additional sources. Self-reported data from several recent studies have been averaged and included in the table below. The data in Table 3.4 also includes data from a national survey of police investigators, conducted by the IACP, using the same survey completed by the SPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and this data has been included.

The comparative data in this table are very useful, particularly because there is a lack of standardized data relating to investigations units. When examining the SPD data against the comparisons, BerryDunn notes that some of the totals vary, whether compared to the prior study averages or the nationwide survey averages. One category in Table 3.4 stands out in particular. The SPD investigator reports spending 50% of his time handling investigations. This is more than double the comparisons. BerryDunn notes that SPD met with challenges in extracting this data and for fully accurate numbers the supervisor would have had to go through each case individually.

Table 3.4: Investigations Workload Survey

Category Options	Sandy PD		Prior Study	National Survey Averages		
	Detectives	Supervisors	Averages*	Det.'s	Supervisors	Total
Administrative/Other	1.00	0.00	8.48	5	8	7
Arrest	0.00	0.00	2.67	3	3	3
Community Contact	0.00	0.00	2.66	3	3	3
Crime Lab	0.00	0.00	1.23	3	1	1
Crime Scene Processing	0.00	0.00	2.31	4	4	3
Court/Trial Prep	1.00	0.00	2.04	2	2	2
District Attorney Follow-Up	1.00	0.00	2.97	2	1	1
Evidence Views/Disposition	1.00	0.00	2.11	2	1	1
Interviews	5.00	0.00	6.67	9	8	8
Investigations	50.00	0.00	23.08	21	14	14
Legal (e.g., Search/Arrest Warrant)	5.00	0.00	5.99	3	3	3
Meetings	3.00	0.00	4.61	4	4	5
Phone Calls/Emails	10.00	0.00	9.09	8	8	7
Report Writing	20.00	0.00	15.17	22	16	16
Supervisory Duties	0.00	0.00	5.01	0	14	15
Surveillance	0.00	0.00	2.56	4	4	4
Teaching	1.00	0.00	1.29	1	1	1
Threat Assessment	0.00	0.00	1.29	1	1	1
Training	1.00	0.00	2.21	2	2	2
Travel/Driving	1.00	0.00	3.54	3	2	3
Total	**100.00**	**0.00**	**99.92**	**102**	**100**	**100**

*Table includes data from prior studies conducted by the IACP.
Source: SPD Investigations Workload Survey

Although they have comparative value, the numbers in Table 3.4 are somewhat subjective and limited based on how investigators understood the question categories and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts and whether there are opportunities to add efficiencies to those processes.

Using the data from Table 3.4, BerryDunn calculates that the sections highlighted in grey account for 15% of the time of the investigator. Assuming that none of this time contributes to investigations work, this would reduce their availability by an additional 246.11 hours. These self-reported supplemental duty figures (non-investigative duties) from the SPD are low but

relatively consistent with prior studies, which range from 20% – 25%, and the national survey, which suggests investigators across the United States spend about 18% of their time on the same activities.

The SPD Investigations Division consists of one full-time investigator. Based on the data in Table 3.5 and looking strictly at averages, the Investigations Division, when fully staffed with one investigator who carries a full caseload, would average approximately four cases per month and would have about 38.16 hours of available investigation time per case.

Table 3.5: Investigations Capacity per Detective

Investigative Capacity	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Investigations Unit	43	1	43	4	1640.75	136.73	38.16

*Current year data.
**Reflects personnel assigned who carry a full caseload.
Source: Calculations from Agency Provided Data.

There are two assumptions in Table 3.5 that are worth noting. First, this table assumes full and ongoing staffing of the Investigations Division. If there are any shortages, the averages would be affected. Second, this table assumes that each case is disposed of monthly. Because that does not typically occur, the monthly average of four is the number added each month, not the number the investigator might have open or be investigating. This is one reason it is important for supervisors to monitor case progress and to work toward clearing cases as promptly as possible.

In analyzing this data BerryDunn does not recommend adding additional staff to the Investigations Division. BerryDunn does recommend changing the supervisory structure of the Investigations Division and this will be explored further later in this section.

The last item of significance in reference to Table 3.5 concerns the amount of time it takes to investigate certain cases. Based on the data available, SPD investigators currently have roughly 38.16 hours available to dedicate to each case investigation. To illustrate how this compares to other agencies from prior studies, BerryDunn has provided Table 3.6. Although some cases require substantially more time to investigate (e.g., homicide, robbery), many cases are resolved with 20 – 30 hours (or less) of investigative effort.

Table 3.6: Investigations Capacity per Detective

Investigation Unit	Agency Hours	*Average Study Hours
People Crimes/Major Crimes		
Crime Against Children		35.13
Child Crimes and Vulnerable Adults		43.27
Crimes Against People		25.63
Domestic Violence		9.21
Homicide		549.23
Major Crimes		244.12
Robbery		82.43
Sexual Offenses		39.08
Special Victims		47.20
Violent Crime		23.48
Average Hours		**90.37**
Property Crimes		
Auto Theft		27.10
**District/General Investigations	**38.16**	**25.52**
Fraud/Financial Crimes		20.63
Homeland Security/Intelligence		32.56
Property		24.32
Average Hours		**19.81**
Narcotics		
Narcotics and Organized Crime		125.85
Average Hours		**125.85**

*Table includes data from prior studies conducted by the IACP.
**Sandy PD does not separate data by investigation units.
Source: Calculations from Agency Provided Data

In the same survey in which investigators were asked to quantify and self-report their non-investigative time, BerryDunn also asked them to provide data related to their current and preferred caseloads; their responses are reflected in Table 3.7. As the SPD uses a general investigations format, the comparison categories from other studies and surveys in Table 3.7 do not neatly align with the SPD; however, it is notable that, based on investigators' self-categorization, the SPD caseloads and preferred caseloads are substantially lower than the comparisons provided.

Table 3.7: Self-Reported Current and Preferred Caseloads

Investigations Caseload	Sandy PD Current	*Prior Studies Current Avg.	National Current Avg.	Sandy PD Preferred	Prior Studies Preferred Avg.	National Preferred Avg.
Fraud/Financial Crimes		13	18		12	11
Homicide/Violent Crime		13	15		8	9
Other Crimes Against People		16	18		9	12
Property Crimes		20	18		11	11
General Investigations		11	14		7	9
Other Specialized Unit		12	13		9	9
Task Force		23	10		8	7
Vice/Narcotics		16	11		14	7
Sandy Case Data	9			7		

*Table includes data from prior studies conducted by the IACP.
Source: Calculations from Investigations Workforce Survey

Table 3.8 provides additional survey data from the SPD, prior studies, and the national survey of investigators. The top portion of Table 3.8 reflects responses investigators gave when asked to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. The bottom portion of Table 3.8 reflects responses investigators gave when asked to identify what they felt would be an optimal timeline for case closures in the same categories.

The SPD does not have a policy that guides case closure expectations. Case assignment and case management are done ad hoc through office conversations. As a result, any responses by SPD staff are either based on subjective thoughts and beliefs or, perhaps, based on anecdotal discussions with supervisors. Also, the SPD has only one investigator and because of this, moving one or two responses into another column would have a substantial effect on the results. With these caveats, BerryDunn notes that the responses from the SPD are generally higher than those reported in other studies and in the national survey.

Table 3.8: Self-Reported Case Closure Expectations in Days Active

Current and Reported Case Closure Timelines	SPD 0-30	SPD Pct.	Prior Cities 0-30	Natl. Pct.	SPD 31-60	SPD Pct.	Prior Cities 31-60	Natl. Pct.
Serious People Crimes	0	0.00%	42.42%	54.95%	1	100.00%	20.94%	17.77%
Other People Crimes	0	0.00%	33.88%	38.16%	1	100.00%	38.76%	40.32%
Property Crimes	1	100.00%	41.89%	30.04%	0	0.00%	26.69%	35.72%
Fraud/Financial Crimes	0	0.00%	25.00%	17.98%	0	0.00%	26.15%	25.17%

Current and Reported Case Closure Timelines	SPD 61-90	SPD Pct.	Prior Cities 61-90	Natl. Pct	SPD Over 90	SPD Pct.	Prior Cities Over 90	Natl. Pct.
Serious People Crimes	0	0.00%	14.88%	11.68%	0	0.00%	21.76%	15.61%
Other People Crimes	0	0.00%	18.57%	14.61%	0	0.00%	8.79%	6.90%
Property Crimes	0	0.00%	19.93%	19.76%	0	0.00%	11.49%	14.48%
Fraud/Financial Crimes	1	100.00%	21.15%	27.39%	0	0.00%	27.69%	29.46%

Optimal Case Closure Timeline	SPD 0-30	SPD Pct.	Prior Cities 0-30	Natl. Pct.	SPD 31-60	SPD Pct.	Prior Cities 31-60	Natl. Pct.
Serious People	1	100.00%	51.61%	52.02%	0	0.00%	31.50%	21.41%
Other People	1	100.00%	45.57%	37.78%	0	0.00%	50.75%	39.52%
Property Crimes	1	100.00%	38.67%	28.08%	0	0.00%	50.29%	40.00%
Fraud/Financial	0	0.00%	31.44%	17.16%	1	100.00%	39.38%	31.35%

Optimal Case Closure Timeline	SPD 61-90	SPD Pct.	Prior Cities 61-90	Natl. Pct	SPD Over 90	SPD Pct.	Prior Cities Over 90	Natl. Pct.
Serious People	0	0.00%	22.38%	12.47%	0	0.00%	19.38%	14.11%
Other People	0	0.00%	20.67%	15.35%	0	0.00%	7.54%	7.34%
Property Crimes	0	0.00%	26.87%	21.32%	0	0.00%	10.79%	10.60%
Fraud/Financial	0	0.00%	35.92%	27.84%	0	0.00%	21.24%	23.65%

*Table includes data from prior studies conducted by the IACP.
Source: SPD Investigations Workforce Survey

Investigations Staffing Summary

One element of this project involved an assessment of staffing within the investigation's unit. As stated previously, SPD has one investigator assigned to the Investigations Division. The investigator is supervised by a patrol sergeant who held the investigators position prior to being promoted.

The sole investigator is a member of several teams made up of investigators from multiple agencies who respond to incidents throughout Clackamus County. Although this collateral duty takes time away from investigating cases that originate in Sandy BerryDunn notes that these task force style teams are important in the law enforcement culture and promote cross agency communication ultimately enhancing public safety operations throughout the area.

At SPD, the investigator has 38.16 hours per month to dedicate to each case. BerryDunn does not recommend additional staffing in the Investigations Division.

3.4 Investigations Operations

During discussions with SPD staff, BerryDunn learned the RMS of the SPD has the ability to track and monitor case assignments and progress for investigations through EFORCE. Generally speaking high-end misdemeanors and felony crimes are assigned to the investigator however, staff at SPD are not aware of specific criteria for assigning a case to an investigator.

Case assignment is handled by two sergeants. When a case is assigned, it will appear in the RMS dashboard of the investigator. Interviews with staff indicate an informal method of case monitoring, which does not clearly track case assignments, status, and updates. The investigator is responsible for keeping the sergeant apprised. Not using tracking cases consistently creates a condition where workloads, work effort, and case statuses are not clear, and the possibility of cases growing stale and/or not being updated or closed. BerryDunn recommends the SPD review its use of the RMS for tracking investigations and establish practices to consistently use it to document case assignments and reviews, and for identifying active versus suspended cases.

As noted above, the investigator is supervised by a patrol sergeant. First-line supervisors have many primary duties that can detract from their ability to supervise an investigator effectively and efficiently. BerryDunn recognizes that the lieutenant's position is currently vacant; however, when it is filled, BerryDunn recommends the lieutenant assume supervision of the investigator and take an active role in case management.

Summary

The SPD Investigations Division is allocated one general investigator who is supervised by a patrol sergeant. The investigator has multiple collateral duties that take away from time spent investigating cases. Despite these collateral duties, the investigator is able to manage the current caseload. It is reported and likely that some cases that should or could be assigned to the Investigations Division are not based on the lack of capacity. It would benefit the SPD to

increase case assignments to investigations, as this would reduce the reliance on patrol staff to conduct secondary investigations, freeing them up to perform other functions.

Recommendations

Table 3.9: Section 3 Recommendations

Investigations Services		
No.	**Investigations Schedule**	**Overall Priority**
Section 3, Subsection I: Investigations Staffing		
3-1	**Finding Area:** The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	
	Recommendation: The SPD should revise its schedule for their investigator so that the investigator is routinely scheduled during normal business hours Monday through Friday.	

Investigations Services		
No.	**Case Management**	**Overall Priority**
Section 3, Subsection IV: Investigations Operations		
3-2	**Finding Area:** The RMS of the SPD is able to track and monitor case assignments and progress for investigations. The SPD is not maximizing the use of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews.	
	Recommendation: The SPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.	

Investigations Services		
No.	**Investigations Supervision**	**Overall Priority**
Section 3, Subsection I: Investigations Staffing		
3-3	**Finding Area:** The current supervisory structure of the Investigations Division is not optimal as patrol supervisors have several collateral duties.	
	Recommendation: BerryDunn recommends SPD assign the lieutenant as the supervisor of the investigator and take an active role in case management.	

4.0: Personnel and Hiring

This section includes a review of agency practices related to recruiting, hiring, and retention of personnel.

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers who are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today. As the 21st Century Policing Task Force Report noted:

> *To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.[4]*

The importance of attracting and hiring quality personnel is critical in today's law enforcement climate. Many police agencies contribute significant resources to their recruiting and hiring processes. This section outlines the processes in use by the SPD, and BerryDunn offers insights and recommendations from some of the more recent study work done on this subject.

As a part of this study, BerryDunn asked staff at the SPD to complete a recruiting survey designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. The survey, developed by the IACP, has been used to collect data from other agencies studied and from several agencies around the country that are demonstrating best practices in hiring. Throughout this section, BerryDunn references data from this survey, and in particular, how this data relates to the practices of the SPD.

4.1 Personnel Allocations and Diversity

In Table 4.1, the breakdown of the racial diversity within the SPD is provided, with these data also separated by rank. The sworn staff at the SPD are predominately white at 75%. The SPD has three Hispanic officers, one Hispanic sergeant, and one officer who identifies as Other Race, meaning they do not identify as Asian, African American, Hispanic, Native American, or white.

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[4] Final Report of The President's Task Force on 21st Century Policing – http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Table 4.1: Diversity Profile – SPD

Section	Race					
	Asian	African American	*Hispanic	Other	Native American	White
Executive (Chief, Assistant/Deputy Chief)	0	0	0	0	0	1
Mid-Rank (Below Chief – Above Sergeant)	0	0	0	0	0	0
Sergeants (All – Regardless of Assignment)	0	0	1	0	0	3
Patrol Officers (Excludes Supervisors Above)	0	0	3	0	0	5
Investigations (Excludes Supervisors Above)	0	0	0	0	0	1
Other Sworn Personnel						
SROs	0	0	0	1	0	1
Non-Sworn Personnel						
Community Services Officer	0	0	0	0	0	1
Records/Evidence Department	0	0	0	0	0	3
Totals	**0**	**0**	**4**	**1**	**0**	**15**
Percentages	**0.00%**	**0.00%**	**20.00%**	**5.00%**	**0.00%**	**75.00%**

*Hispanic is not a race; Included here for diversity comparison purposes
Source: Agency Provided Data

The population in the City of Sandy is primarily white, at 83.67%. The largest non-white population in Sandy are those of multiple races, which comprise 9.18% of the community. As indicated above, building a diverse workforce is an important aspect of contemporary policing. Based on discussions with staff and in examining data for the SPD, there is a need and desire to continue to build diversity within the department. BerryDunn is aware that the SPD has been working on this issue and applauds those efforts.

BerryDunn has examined the diversity issue extensively, and Table 4.2 below provides aggregate data from seven prior studies. Within the same table, BerryDunn has included national data, based on police departments that provide services to communities with a population between 100,000 and 249,999 people. Although national data involves communities that are much larger than Sandy, this data provides some context regarding diversity percentages across a large portion of the policing industry.

Table 4.2: Diversity Profile – Prior Study Comparisons

Position	Asian	African American	Hispanic	Other	Native American	White
Command/Executive	2.20%	18.68%	0.00%	0.00%	0.00%	79.12%
Mid-Rank (Lt. and Below)	1.72%	13.98%	3.26%	0.00%	0.38%	80.65%
Police Officer*	1.32%	15.43%	5.80%	0.33%	0.21%	76.91%
Totals All Ranks	1.41%	15.28%	5.19%	0.26%	0.23%	77.62%
**Prior Study Pct. Totals	1.41%	15.28%	5.19%	0.26%	0.23%	77.62%

*Includes all officers below Sergeant, which includes Detectives, Corporals, and
Trainees.

National Percentages	**2.50%**	**12.30%**	**10.70%**	**0.30%**	**0.30%**	**73.90%**
***Benchmark Cities Averages**	**2.51%**	**5.50%**	**0.00%**	**1.86%**	**0.00%**	**90.49%**

**Table includes data from prior studies conducted by the IACP.
***Hispanic is not a race and was separated from the Benchmark totals; row will not total to 100%
Source: http://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf, http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/

The percentages of diversity for the SPD are varied in comparison to Table 4.2. In some instances, they are higher, and in others, they are lower. Organizations should reflect the diversity makeup of the community they serve, and community demographics can vary greatly. Additionally, BerryDunn notes that although it is valuable for departments to reflect the communities they serve, staff diversity is not simply about hitting a mark or checking a box regarding a percentage. Achieving diversity is about building a workforce that understands the differences of people within the community, whether racial, ethnic, or cultural, and applying that understanding in practice.

Table 4.3 displays the gender profile of the SPD. It is common within the police industry for males to dominate the workforce, and at 80%, the percentage of males employed with the SPD is similar what BerryDunn has experienced in other studies. Still, it is important to recognize that the percentages reflected for the SPD involve small numbers, and even small changes could significantly affect the percentage totals. For example, if the SPD replaced one sworn position with a female officer, the percentage of female officers would shift from 20% to 31.25%. If two women were added, the percentage would jump to 37.50%.

Table 4.3: Gender Profile – SPD

Section	Gender	
	Male	Female
Executive (Chief, Assistant/Deputy Chief)	1	0
Mid-Rank (Below Chief – Above Sergeant)	0	0
Sergeants (All – Regardless of Assignment)	4	0
Patrol Officers (Excludes Supervisors Above)	7	1
Investigations (Excludes Supervisors Above)	1	0
Other Sworn Personnel		
SRO	2	0
Non-Sworn Personnel		
Community Services Officer	1	0
Records/Evidence Department	0	3
Totals	**16**	**4**
Percentages	**80.00%**	**20.00%**

Source: Agency Provided Data

Table 4.4 provides the gender breakdown by rank from several recent studies. Based on the data in Table 4.4 from several prior studies, the average number of males is 88.36%, while the number of women is 11.64%. Data from the benchmark cities studies is slightly more varied, with males at 87.51% and women at 12.49%.

Table 4.4: Gender Profile – Prior Study Comparisons

Position	Male	Female
Command/Executive	88.17%	11.83%
Mid-Rank	90.69%	9.31%
Police Officer*	87.84%	12.16%
**Percentage	**88.36%**	**11.64%**
Benchmark Cities Avg.	**87.51%**	**12.49%**

*Includes all officers below sergeant, which includes detectives, corporals, and trainees.
**Table includes data from prior studies conducted by the IACP.
Source: Prior Study Data

To provide additional context to the gender numbers provided in Table 4.4, in a 2016 study that examined best practices in recruiting and hiring, the top 10 agencies identified had an average of 80.78% male officers and 19.22% women. These numbers represent some of the best percentages in the law enforcement industry, yet even these top agencies have not achieved gender balance. So, as indicated, a small change for the SPD would place the department in a

better position than the comparisons and some of the most gender-balanced departments in the industry.

The SPD has four people of color in the department (Asian-American, Hispanic/Latino, and African American), and one individual is in a supervisory role. Again, the low numbers of people of color within the agency are likely a contributing factor. As indicated throughout this section, the SPD needs to continue to work on targeted recruiting, with a focus on building racial, ethnic, and gender equity throughout the agency.

It is also worth noting that BerryDunn did not study potential barriers to the hiring or advancement of minorities or women within the SPD ranks; however, the numbers reflected in this section suggest the need for the SPD to examine what issues might be contributing to the relatively low representation of women and minorities within the department.

It is important to add here that BerryDunn favors the hiring and promotion of quality candidates, regardless of gender, ethnicity, or other status. Traditionally, various groups of individuals have been underrepresented within the law enforcement industry, and there is significant evidence to show that improving organizational diversity benefits the department and the community. There is also evidence to suggest that when organizations focus their efforts on improving organizational diversity, they get results. Accordingly, the SPD should continue to focus on building diversity within the department and within the supervisory ranks.

4.2 Recruitment

Unlike many police organizations across the country, the SPD has not experienced a drop in applications over the last several years. In fact, SPD reports that applications have remained consistent. SPD currently engages in active and passive recruiting. Job openings are posted to sites such as, City of Sandy – Government Jobs, and SPD's Facebook page. SPD engages in active recruiting through attending job fairs at colleges, career day events at the high schools and Chamber of Commerce events. One staff member manages a "Skills USA Law enforcement" group where he engages with high school students interested in pursuing a career in law enforcement.

4.3 Selection

In addition to reviewing the recruitment efforts of the SPD, BerryDunn also examined the hiring process for the department. At BerryDunn's request, the SPD completed a survey related to several hiring aspects. The following list summarizes the applicable points:

- SPD does not use a written exam

- 10% of applicants pass the oral board process

- 50% pass the background process

- SPD does not use a pre-polygraph questionnaire

- SPD does not use a polygraph examination

In instances where a concern is raised during the background process that does not rise to the level of an automatic disqualifier, the background investigator will draft a report detailing their concerns based on several job-related factors including decision-making, attention to detail, moral character, work habits, and conscientiousness. This report is forwarded to the chief of police for review and a final employment decision.

4.4 Retention

For many United States police departments, and for the SPD, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. As a practical matter, however, BerryDunn recognizes that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the average calculation rate. Of course, BerryDunn also knows that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as a myriad of factors could affect officers leaving; however, data can be compared from other sources to assess the level of attrition in different agencies. In Table 4.5, the attrition rates from 10 recent studies are shown. These rates include all separations combined, including voluntary resignation, retirement, and discharge.

The overall range of attrition for these agencies was between 5.15% and 7.61%; the average rate was 6.26%. Table 4.5 also includes attrition data for the SPD. The average percentage of separations for the SPD is 10.53%. The rate of attrition for the SPD has fluctuated in recent years, going from 0.0% in 2019, to 6.67% in 2020, to 14.29% in 2021, and to 12.50% in 2022.

In looking at the attrition rates in Table 4.5, BerryDunn notes that the five-year voluntary resignation rate for the SPD is 5.26%. This number (5.26%) is about 1.92% higher than the comparisons, and the 2022 voluntary attrition rate for SPD was 6.25%, which is 1.92% higher than the comparisons. This number is potentially deceiving, however, because of the small number of officers within the SPD. For the SPD, a 12.50% attrition rate equates to 1.6 separations per year for the past four years, and while departments strive to retain personnel, it is an unavoidable aspect of doing business. While the percentages may appear significant, in context they are less concerning. Even though some attrition will occur, departments can reduce the likelihood of attrition by having an active strategy and plan. BerryDunn recommends that the SPD consider developing a formal retention plan in collaboration with City leaders.

Table 4.5: Annual Separations and Comparison Data

Reason	Year 1	Year 2	Year 3	Year 4	Average
Voluntary Resignation	2.39%	3.05%	3.65%	4.29%	3.34%
Retirement	1.92%	2.14%	1.87%	2.41%	2.09%
Discharged	0.84%	0.84%	0.74%	0.91%	0.83%
Grand Total Percentages*	**5.15%**	**6.04%**	**6.26%**	**7.61%**	**6.26%**
Sandy PD	**2019**	**2020**	**2021**	**2022**	**Average**
Voluntary Resignation	0.00%	0.00%	14.29%	6.25%	5.26%
Retirement	0.00%	6.67%	0.00%	0.00%	2.63%
Discharged	0.00%	0.00%	0.00%	6.25%	2.63%
Grand Total Percentages**	**0.00%**	**6.67%**	**14.29%**	**12.50%**	**10.53%**

*Table includes data from prior studies conducted by the IACP.
**Separation rates shown as a percentage of the current sworn workforce. Totals reflect all sworn separations, including recruits. Discharged includes medical (death) and forced separations.
Source: Agency Provided Data

Summary

Unlike many U.S. police departments, SPD has not seen a decrease in applications from qualified candidates; however, given the recent separations from SPD, it is important they engage in active recruiting. A robust active recruiting program will assist SPD in realizing their goals of increasing diversity within their ranks and provide them the most qualified candidates.

It is important that the SPD focus significant effort on retention, as attrition is very costly both operationally and from a fiscal perspective, especially in a smaller agency like the SPD. SPD has already taken some steps to aide in their retention efforts. Of note, SPD has a take home vehicle program, shift differential, education incentives, and retention bonuses.

Arguably, some attrition will occur; however, if the SPD could positively affect the attrition rate, this could represent a substantial savings to the city, and reduce operational challenges that occur from losing personnel. For those reasons, BerryDunn notes that it is in the best interest of the SPD to have a firm understanding of what is causing the voluntary separations so that the SPD and the City can take additional steps to reduce these rates. To accomplish this, BerryDunn recommends that the SPD monitor any voluntary departures from the department, including any possible reasons cited. SPD should engage their staff in both exit interviews and stay interviews. Stay interviews can provide SPD executives with an understanding of factors impacting officers and improve communication at all levels of the department. Exit interviews can provide insight into an employee's decision to leave the organization. Understanding these issues may serve as a platform for the SPD to make changes to reduce future attrition.

Recommendations

This section provides the one formal recommendations from this section, presented chronologically as they appear within the section. The recommendation table below includes the section and subsection, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 4.6: Section 4 Recommendations

PERSONNEL AND HIRING		
No.	**Retention Plan**	**Overall Priority**
	Section and Subsection:	
4-1	**Finding Area:** The SPD has taken some steps to address their recent elevated attrition rates including a take home vehicle program, shift differential, education incentives, and retention bonuses. SPD has not developed a formal retention plan to work toward reduced attrition.	
	Recommendation: SPD should develop a formal retention plan that leverages the talent and experience of the personnel within SPD. This program should include not only exit interviews but also stay interviews. Stay interviews are a valuable tool for supervisors and executives in determining the goals of employees while providing insights into the morale and general welfare of employees. Stay interviews also provide employees an opportunity to provide input on factors impacting the organization. BerryDunn has provided additional retention strategies in Appendix C.	

5.0 Conclusions and Recommendations

5.1 Overall Summary

BerryDunn's analysis of the SPD suggests that leaders are consciously engaged in running the department in a progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing service to the public. Irrespective of the recommendations provided, BerryDunn found the SPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands, despite staffing challenges.

As BerryDunn expressed early in this report the SPD is engaging in many best practices and police department staff should be commended for their professionalism and the positive work of the organization.

Despite the positive aspects of the work environment observed at the SPD, there are opportunities for improvement, as the recommendations in this report suggest. The four most notable categories of recommendations involve:

- Staffing
- Patrol Schedule
- Technology
- Investigations, Case Management

Each of the nine recommendations in this report fall into one or more of these primary categories. BerryDunn notes that these categories are typical of such projects, and the number of formal recommendations in this report are one of the fewest BerryDunn has encountered.

One pressing need identified involves retaining personnel after they are hired. With a sworn staff of just 16, vacancies in the SPD will reduce efficiency and increase workloads.

As indicated in the beginning of this report, it was necessary for BerryDunn to freeze certain conditions to conduct this assessment; however, this does not mean that the SPD has been constrained from making various changes during this process. SPD staff have operated in a process of continuous improvement during this process. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the SPD, and some others are in queue.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that this report is viewed as a valuable resource, not only for the SPD, but also for the government officials for the City of Sandy, who work together on behalf of the public to provide policing excellence for the community.

5.2 Staffing Summary

Based on the overall review of SPD staffing, BerryDunn concluded the following:

- The Records Division has sufficient allocated staff.

- The Patrol Division is not allocated sufficient staff. The SPD will benefit from adding three additional sworn staff members to the Patrol Division.

- BerryDunn recommends the lieutenant take an active role in investigations case assignment and management.

- The Investigations Division is sufficiently staffed with one investigator.

Table 5.1: Authorized Sworn Hiring Level

Description	Totals
Current Authorized Staffing Level	16
Additional Sworn Staffing	3
Minimum Operational Level	19
*Estimated Attrition Rate	1
Authorized Hiring Level	20

*Estimated numbers

Recommendations

This section provides the single formal recommendation from this section. The recommendation table below includes the section and subsection, recommendation number, and priority as assessed by BerryDunn and details concerning the findings and recommendations.

Table 5.2: Section 5 Recommendations

No.	Optimal Staffing and Authorized Hiring Levels	Overall Priority
Conclusions and Recommendations		
	Section 5, Subsection III: Staffing Summary	
5-1	**Finding:** Authorized hiring levels at the SPD do not account for attrition rates. Hiring for officers at the SPD occurs when there are vacancies, and despite a recent increase in attrition, annual voluntary separations are generally knowable and predictable. Because of the lag time associated with hiring and providing initial training for officers, the SPD could find itself constantly working without its full complement of personnel.	
	Recommendation: To maintain optimal staffing levels, hiring should occur at the rate of allocated personnel *plus* the anticipated attrition rate. In collaboration with City management, the SPD should establish a minimum operational level *and* a new authorized hiring level (consistent with the findings of this report) that helps ensure continuity of staffing.	

Appendix A: Findings and Recommendations

The Policing Environment		
No.	21st Century Policing	Overall Priority
	Section I, Subsection VI: Contemporary Policing Practices	
1-1	**Finding Area:** Although the SPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or "pillars" that may benefit from focused attention from the SPD.	
	Recommendation: The SPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.	

The Policing Environment		
No.	21st Century Policing	Overall Priority
	Section I, Subsection VI: Contemporary Policing Practices	
1-2	**Finding Area:** SPD stopped reporting UCR data to the FBI in 2014 and has not reported NIBRS data to the FBI.	
	Recommendation: NIBRS is an important tool for tracking crime trends nationally and on a regional and local level. SPD should commit to submitting NIBRS data to the FBI. BerryDunn notes that this is a stated goal of SPD's.	

Patrol Services		
No.	Staffing	Overall Priority
	Section 2, Subsection I: Personnel and Deployment	
2-1	**Finding Area:** SPD does not have sufficient patrol staff to efficiently meet the patrol workload or the needs of the community. The Sandy community values the police department and in turn expects officers to be present at community events, engaged in community policing and proactive policing strategies.	
	Recommendation: SPD should add three additional sworn staff members to the Patrol Division.	

Patrol Services		
No.	**Solvability Factors**	**Overall Priority**
Section 2, Subsection VI: Patrol Operations		
2-2	**Finding:** The SPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation. The use of solvability factors helps increase the quality of preliminary investigations and can assist decision-makers in determining which cases should receive additional investigation.	
	Recommendation: The SPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports. Solvability factors should be reviewed by patrol supervisors as a part of the incident report approval process and used to assist with the case activation and assignment process. Solvability factors should include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete. By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. It is possible, but unclear, whether the RMS at SPD has the capability to collect solvability factors. Regardless of that capability, BerryDunn recommends their collection as part of the preliminary investigation process. Additionally, BerryDunn recommends the SPD revise the report writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.	

Investigations Services		
No.	**Investigations Schedule**	**Overall Priority**
Section 3, Subsection I: Investigations Staffing		
3-1	**Finding Area:** The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	
	Recommendation: The SPD should revise its schedule for their investigator so that the investigator is routinely scheduled during normal business hours Monday through Friday.	

Investigations Services		
No.	**Case Management**	**Overall Priority**
	Section 3, Subsection IV: Investigations Operations	
3-2	**Finding Area:** The RMS of the SPD is able to track and monitor case assignments and progress for investigations. The SPD is not maximizing the use of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews. **Recommendation:** The SPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.	🟠

Investigations Services		
No.	**Investigations Supervision**	**Overall Priority**
	Section 3, Subsection I: Investigations Staffing	
3-3	**Finding Area:** The current supervisory structure of the Investigations Division is not optimal as patrol supervisors have several collateral duties. **Recommendation:** BerryDunn recommends SPD assign the lieutenant as the supervisor of the investigator and take an active role in case management.	🟠

PERSONNEL AND HIRING		
No.	**Retention Plan**	**Overall Priority**
	Section 4, Subsection 4: Retention	
4-1	**Finding Area:** The SPD has taken some steps to address their recent elevated attrition rates including a take home vehicle program, shift differential, education incentives, and retention bonuses. SPD has not developed a formal retention plan to work toward reduced attrition. **Recommendation:** SPD should develop a formal retention plan that leverages the talent and experience of the personnel within SPD. This program should include not only exit interviews but also stay interviews. Stay interviews are a valuable tool for supervisors and executives in determining the goals of employees while providing insights into the morale and general welfare of employees. Stay interviews also provide employees an opportunity to provide input on factors impacting the organization. BerryDunn has provided additional retention strategies in Appendix C.	🟠

Conclusions and Recommendations		
No.	**Optimal Staffing and Authorized Hiring Levels**	**Overall Priority**
	Section 5, Subsection III: Staffing Summary	
5-1	**Finding:** Authorized hiring levels at the SPD do not account for attrition rates. Hiring for officers at the SPD occurs when there are vacancies, and, despite a recent increase in attrition, annual voluntary separations are generally knowable and predictable. Because of the lag time associated with hiring and providing initial training for officers, the SPD could find itself constantly working without its full complement of personnel.	
	Recommendation: To maintain optimal staffing levels, hiring should occur at the rate of allocated personnel *plus* the anticipated attrition rate. In collaboration with City management, the SPD should establish a minimum operational level *and* a new authorized hiring level (consistent with the findings of this report) that helps ensure continuity of staffing.	

Appendix B: List of Acronyms

Appendix Table B.1: Acronyms

Full Name	Acronym
American Community Survey	ACS
Bureau of Justice Statistics	BJS
Call for Service	CFS
City of Sandy	City
Clackamas County Jail	CCJ
Community Service Officer	CSO
Computer Aided Dispatch	CAD
Federal Bureau of Investigations	FBI
Fair Labor Standards Act	FLSA
Intelligence-Led-Policing	ILP
International Association of Chiefs of Police	IACP
Master Name Index	MNI
Sandy Police Department	SPD
National Incident-Based Reporting System	NIBRS
Records Management System	RMS
School Resource Officer	SRO
Uniform Crime Reports	UCR

Appendix C: Recruiting and Retention

Recruiting Strategies

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their recruiting and hiring practices. For this information to have the best value, departments should evaluate their current practices against those listed here in consideration of the need for possible adjustments.

Institute a continuous hiring program, or alternatively, a more frequent process that reduces lag time for applicants.

In today's competitive environment, having open hiring processes only one or two times per year may not be sufficient. Qualified applicants who are eager to enter the profession may not be willing to wait for the next opening, and they may take their talents elsewhere. To guard against this, departments need to reduce the lag time between hiring processes. This could occur either through a continuous process, or through adding additional hiring cycles, if they are currently limited to a small number annually. Most modern hiring systems have the capability to accept applications on a continuous or more frequent basis, and this is preferred over hiring processes that occur sporadically.

While moving to an ongoing hiring process or increasing the frequency of the hiring process may be difficult from a logistics standpoint, the establishment of a more rapid or frequent process is essential to expanding the pool of quality applicants available to the department. In addition, once these candidates are identified, the department needs to act swiftly to secure their employment in advance of other opportunities they may have available.

Along with receiving continuous applications, law enforcement agencies should institute a written exam schedule that makes it more convenient for applicants, for example, on weekends or in the evening. This scheduling will provide candidates more flexibility and improve the numbers of candidates appearing for this part of the process.

Implement a mentor program for new officer candidates

Law enforcement candidates want to feel they are important and that the department values their application. The overall process can be daunting for many candidates, and they often have a sense of uncertainty throughout. Tending to their needs and answering their questions can provide applicants with a sense of care and belonging early in the process, which will reduce the likelihood that they will continue seeking employment elsewhere.

To meet these needs for candidates, departments should develop a cadre of carefully selected, highly motivated, and trained mentors to guide new recruits through the application process, and ultimately, their transition into law enforcement for the department. These mentors need to be selected based on their ability to train, guide, and empathize with new recruits. They should be assigned to priority candidates immediately after they are identified within the hiring process to help ensure that the candidate stays in the process and ultimately is hired.

Establish an early hire program

One method to overcome the negative impact that time has on the hiring process is to establish an early hire program. Once a candidate is fully qualified (successfully clears all the steps), the department should consider hiring him or her immediately, particularly if the start of the academy is not imminent. Today's candidates have oftentimes applied to multiple agencies, and although they may have a preference of which agency they want, they tend to go with the first job offer. By hiring candidates early, departments will keep quality candidates and not lose them to other agencies who may have faster processes. The early hire candidate can be brought on at a full or reduced salary rate and assigned to assistance-type work in non-sworn areas. While similar to a cadet program, these positions involve vacant officer slots rather than new positions, so they are effectively budget neutral or budget positive (depending upon the rate paid during the early hire period). Hiring these candidates early rather than waiting until sufficient numbers of applicants are hired to fill an academy class will help ensure a higher percentage of hires of quality applicants.

Provide a career fit tool, or day in the life training for applicants, to clarify work conditions and expectations

In some cases, officer candidates have an unclear picture of what law enforcement work involves, and this can lead to lackluster performance, or candidates who choose to resign as they gain more understanding of what the job involves. To reduce this possibility, the department should include some type of unscored career fit tool at a very early stage of the process, describing real working conditions and tasks often performed. This could include things such as: a drunk person vomits in patrol car, trying to talk with an uncooperative witness, picking up the same person repeatedly for nuisance crimes. The candidates can then be asked about their willingness to do this kind of work. This would not be a scored tool, but it might help some applicants self-select out, as opposed to doing so after they are hired.

One way to orient candidates to the nature of the job is to create a video, similar to the IACPs Virtual Ride Along, which can be found on the Discover Policing website.[5] Again, the intent here is to help candidates understand the nature of the job as it truly exists within the department, as opposed to what they think it involves, based on information they might obtain from various sources.

Develop a brand that reflects the department commitment to the community, and its desire to protect and serve

Having a strong brand can help create organizational pride, industry recognition, and enthusiasm for potential applicants. The brand should be concise, emotive, and simple, such as the longstanding slogan of the Marines: "The Few, The Proud" or Verizon's "Can you hear me now*?"* The brand should address community expectations and perceptions as well the reasons

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[5] http://discoverpolicing.org/whats_like/?fa=virtual-ride-along

officers have identified for choosing a career with department. Additionally, it should set the department apart from other law enforcement agencies.

Multiple tools are available to use in developing a brand, such as a mission statement, organizational values, and community expectations and perceptions. To assist with developing these tools, the department may wish to conduct a community survey to determine what the community expects from its law enforcement department and what qualities it desires in its officers. This survey can also be used to measure community perceptions. In addition, surveying first-line supervisors can be an effective way to identify what qualities the best officers of the department possess, and this can help inform the branding process.

Conduct an internal assessment of employee benefits and job conditions, to help ensure a competitive hiring environment

The department should conduct an internal assessment of the benefits of working for the agency. Law enforcement leaders should ask themselves, and a core focus group of employees, what the department possesses that will attract the best possible officers. Effectively, the question to be answered is, "Why would I want to work for this department?" Conducting this inventory of benefits is a necessary first step in assessing what strategies will best succeed in attracting candidates. This inventory can also provide valuable tools to assist recruiters as well as potentially positively influencing turnover.

Establish a department philosophy that everyone is a recruiter

Having a department-wide philosophy that emphasizes a recruitment potential in all public interactions can help overcome negative or unrealistic impressions of what law enforcement work entails and contribute to a larger strategic recruitment plan. Recruiting must become a part of everyday interactions between officers and the public. Establishing this mindset within the department to support recruitment can enhance community outreach efforts by making recruitment an overall philosophy for all rather than a task to be performed solely by a specialized unit.

Create an inviting atmosphere within the department for potential applicants

Outreach to potential applicants must be meaningful, genuine, and reflect a departmental desire to build true relationships with them. Making these contacts real requires going beyond traditional public appearances, and might require imaginative or creative techniques, such as citizen academies, open houses, facility tours, and ride-alongs. To enhance the personal touch, the department should routinely schedule open houses at their various facilities. Additionally, every officer should be equipped with a business card that on the back, has the department's brand as well as specific information on who to call to schedule a ride along. This personal touch and referral will go a long way in opening the department to new applicants, and it will solidify the commitment of the department to a proactive and ongoing recruitment strategy.

It is also important to note that when prospective candidates inquire about a ride along, the department should work to ensure that the officer assigned to the task is genuinely interested in serving the best interests of the agency through this process. This means that the department

should seek volunteers for these assignments and equip those officers with the information they need to help aspiring officers navigate their way through the hiring process.

Utilize youth outreach programs to enhance the department image and recruiting efforts

The department should consider using youth outreach programs to enhance its recruiting and image among the youth of the community. These programs can range from a paid cadet/internship program to other less costly programs, such as an explorer program and/or partnership/mentor programs with local colleges and high schools. Because many high school students are already thinking about and starting preparation for future careers, high school age students should be a primary focus for long-term results. A series of youth leadership academies offered during the summer months, emphasizing self-discipline and core values, such as service to the community, can build a strong cadre of potential recruits and advocates in the community.

Use community liaisons for increased contact with underrepresented communities

The department should use their community liaisons to spread the word about recruiting efforts. Recruiting notices should be placed in community-specific newspapers to include specific community and/or neighborhood newsletters. Department recruiting information and links should be on the web pages of professional, academic, and fraternal organizations throughout the city. The chief law enforcement executive and other members of the command staff should make direct appeals to community organizations for help in recruiting, especially from diverse communities.

A complaint that is often heard nationwide is that recruiting information is not getting to members of minority communities. By having a direct solicitation from members of the department command staff, the likelihood for better community communications increases significantly. The department should partner with community leaders and organizations to garner their support in referring applicants to the department. This partnership should include seeking a presence on the website of these organizations, as well as direct referrals to the department's recruiting website. The department should also consider holding separate recruiting meetings for members of specialty groups, including providing assistance and support in understanding the application and testing processes.

Develop a strategy to maximize opportunities with second-career applicants

For many agencies, second-career applicants are a largely untapped market, and today's volatile economic situation has many people seeking career changes later in life. With the economic downturn of the late 2000s, many departments noted an increase in applicants seeking a second career in policing, coming from fields as diverse as automobile manufacturing, construction, marketing, and business administration. Second-career applicants present opportunities for departments to expand their workforce to include individuals with prior experience in diverse careers.

Career military personnel are also a logical source of second-career applicants. The department should establish partnerships with the local military installations to provide presentations to service members who are within two years of retirement. Many service members retire at a

young enough age that law enforcement is a viable choice as a second career. To maximize the potential for gaining the interest of these applicants, the department should make these connections and establish regular dialogue with military command personnel.

Expand personnel assigned to career days/job fairs, develop a recruiting speech

In many law enforcement agencies, shortfalls in staff resources often affect critical areas, such as backgrounds, attendance at recruiting events, recruit testing, and other functions. While career fairs do not typically produce numerous applicants, they are an effective marketing tool for the department by providing the opportunity to boost departmental visibility and recruit targeting. To expand the recruiting pool of personnel, the department should assign selected patrol officers or selected staff from other units to attend these events. With a department-wide *everyone is a recruiter* philosophy; more events can be targeted. The department also needs to develop a specific recruitment information packet, or *recruiting speech,* that all personnel are familiar with and can use.

Establish an employee referral incentive program

Employee referrals provide applicants with realistic and trustworthy answers to their questions, as well as a realistic portrayal of how a law enforcement career affects family life. Employee referral strategies will both increase applicant pools and provide balance to other recruitment strategies, such as online processes, that lack human interaction. To boost referrals, the department should establish an organization-wide recruitment/referral incentive program offering an incentive (monetary compensation or some other type of incentive, such as annual leave) for critical positions such as law enforcement officer. Human resources, along with appropriate government leadership, should identify critical positions where vacancies have a severe negative impact on services. Employees who recruit a qualified applicant would receive an incentive when the applicant is hired.

Develop a new more customer-friendly web page, and an enhanced social media presence for recruiting

The department should examine and update their recruiting webpage, to emphasize ease of use and to provide more information, focusing on why a person should become an officer for the agency. Certainly, benefits, job security, and job challenges are important factors, but to have a successful strategy, the department must develop a brand for itself. Social media, such as Facebook and X formerly known as Twitter, should incorporate those changes as well as the new brand.

The new website should also incorporate various materials and information concerning the hiring and testing processes. If appropriate, this should include any areas or materials applicants should study to prepare themselves for the written exam. Ideally, those seeking information should be connected with a hiring mentor within the department to maximize the information provided to the candidate and to develop an early relationship between the applicant and the department.

Develop a recruitment video

With the prevalence and popularity of online videos, such as on YouTube and other sites, effective recruiting videos are a requirement. Recruiting videos can be widely distributed and used by all members of the department to assist in recruiting and community engagement. Care should be taken to incorporate realistic information about job requirements, without over- or under-emphasizing the negative aspects of law enforcement work. There is little to be gained by attracting applicants who might have the necessary abilities and skills to become an officer but lack the interest or will to do all of the duties the job requires. Accordingly, the recruitment video should highlight the positive aspects of law enforcement work, without ignoring those elements that might be detractors, for some people.

Establish an effective and measurable yearly recruiting plan

Just as with any law enforcement operation, successful planning is key to success. The department should develop and implement an effective and measurable yearly recruiting plan. This plan should identify specific goals/benchmarks, task assignments, and tools to use to achieve the goals. The plan should include accountability measures, and a senior commander should be responsible for implementation and plan success.

Prioritize top applicants, based on agency criteria

In many departments, candidates are moved through the hiring process indiscriminately, without regard to their potential for successfully making it through the hiring process. In this sense, highly qualified candidates are treated the same as those who are clearly less qualified. Because of the competitive hiring market, this can lead to losing good candidates to other departments that act more swiftly, or who provide a greater level of focused attention to those candidates who are most likely to be hired.

The department should consider identifying a point within the hiring process at which they are able to distinguish those candidates the department would be most interested in hiring. Once this occurs, the department should assign them a mentor. In addition, the department should prioritize the background and other hiring processes for these applicants, to help ensure they remain highly engaged in the hiring process with the agency. This is not to say that the department should ignore or discard the other candidates. The idea here is to maximize the resources of the department with those who are the most likely to succeed. Focused attention should be afforded to as many applicants as the department can manage.

Reevaluate the disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community value

It is important to note that while standards comprise an important part of a hiring process, certain steps, such as background investigations that impose unrealistic standards, can have a significantly negative effect on hiring the right people. Criteria that consider all criminal activity the same, regardless of type of offense or how recent the occurrence, or processes that screen out those who make voluntary admissions of drug use or other crimes (without any conviction), may impede an agency from hiring the diverse officers it needs for 21st century policing. The department should be aware of the potential for extenuating factors and reevaluate their disqualification factors (both singular and combination) to more holistically evaluate the

attributes they and their community want in their officers. This assessment should include evaluating the applicant's overall life experience and skills in a broader context.

As part of this process, the department should evaluate all discretionary disqualification factors in use to determine whether they represent the standards the department and community prefer. This exercise is not about reducing standards, but instead it is about clarifying which standards the department and community want to prioritize and maintain.

Establish a review committee to review questionable background information on candidates which are non-disqualifying in nature

Some applicants have items in their history which may not immediately disqualify them as candidates but which, from a subjective view, may reflect poorly on the candidate overall. In the past, many departments have dismissed these applicants without further review or consideration. This can lead to the elimination of candidates who may have been a positive addition to the agency. The department should establish a secondary review committee to evaluate the details of any non-mandatory disqualification factors that may arise from the background investigation. This process could even involve an additional interview with the candidate. These processes often provide additional insight for the department about the candidate, and they can also provide an opportunity to provide feedback to the applicant.

Caution does need to be used to help ensure; that privacy laws are followed and with regard to the committee makeup, especially if non-department members are used. To help ensure compliance with these areas, the department should involve its labor attorney and human resources personnel at the outset of the development of this process, to establish a very clear and definitive policy on which cases will get a secondary review.

It is also important to note that it is likely impractical and counterproductive to offer to use this secondary review in every case. As a result, the department may wish to consider establishing specific standards for using secondary review. For example, secondary review might be restricted to cases that involve singular disqualification factors, as opposed to those that involve combination factors.

Retention Strategies

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their retention practices. For this information to have the best value, departments should evaluate their current practices against those listed here, in consideration of the need for possible adjustments.

Consider providing subsidies for city utilities for staff who live within the city

Most cities provide utility services to residents, including electric, water, sewer, garbage, or other non-traditional services such as internet and cable. To incentivize staff to live within the community, and to create a retention incentive, the city could offer a monthly reduction on city utility expenses (e.g., $100 per month).

Provide down payment assistance for purchasing a home

For many new officers, purchasing a home can be a financial burden. One way to encourage new officers to live and stay within the community is to provide down payment assistance toward purchasing a new home. This can come in the form of a forgivable loan (e.g., $10,000). As an example, the money is loaned to the officer interest and payment free, and for each year of service, 10% of the loan is forgiven. At the end of the ten-year period, the debt is eliminated. If the officer separates employment during that period, the remaining balance is owed to the city.

Consider tax incentives for staff who live within the city

To incentivize staff to live within the community, and to create a retention incentive, the city could offer a level of tax exemption or rebate for staff who live in the community. This incentive could be established permanently for a limited term or on a declining scale over a specified period.

Create or expand educational incentives and tuition reimbursement plans

Many cities have tuition reimbursement programs, however, most do not cover the full cost of education programs. The city could partner with area colleges and negotiate specialized rates, and establish full tuition reimbursement for certain degree tracks. In addition, the city could revise their compensation plans to include additional monthly salaries to staff, based on educational levels (e.g., associate's, bachelor's, or master's degrees).

Establish longevity pay at prescribed intervals

For most cities, there is a prescribed pay scale for each position that has a specific cap. Once that cap is reached, staff can only expect cost of living adjustments. In addition, once staff reach the salary cap, pay among peers is equal regardless of whether one person has six years of experience and another has twenty. Adding longevity pay at specific intervals, (e.g., three- to five-year intervals following achieving the salary cap) recognizes the tenure of staff and helps them feel valued as their years of experience grow.

Adopt longevity-based prioritization for certain operational decisions

Experienced officers want to feel that their tenure is recognized by the city and the department, and that it is valued in various decisions affecting them. The city should consider revising is practices to capture longevity as a factor in different operational decisions. Those areas could include the following:

- Overtime details
- Leave requests
- Shift selection, or beat assignments
- Vehicle assignments
- Voluntary training requests
- Promotions

- Specialty assignments

This list is not all-inclusive but provides a framework for understanding which areas might be added to longevity-based decision-making.

Assign a permanent/long-term mentor to all new officers

New officers have a desire to fit in, and they tend to have lots of questions. Many times, officers are reluctant to ask questions of their supervisors, or even their FTO, because they do not want to be viewed negatively. Mentors provide a safe haven for new officers to ask questions, and to develop a sense of comfort with their new surroundings. The right mentor can help a new officer understand the organizational culture and make them feel welcome and valued. These sentiments can contribute to an officer's job satisfaction, and their retention.

Appendix D: Supplemental Tables and Figures

Sandy Police Department Organizational Chart