

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF OHIO
EASTERN DIVISION

UNITED STATES OF AMERICA,)	CASE NO.: 1:15-CV-01046
)	
Plaintiff,)	
)	JUDGE SOLOMON OLIVER, JR.
vs.)	
)	<u>MOTION TO APPROVE CLEVELAND</u>
CITY OF CLEVELAND)	<u>DIVISION OF POLICE STAFFING PLAN</u>
)	
Defendant.)	
)	
)	

Pursuant to Paragraphs 319 through 321 of the Consent Decree and the Revised Third-Year Monitoring Plan in the above-captioned matter, the City of Cleveland (the “City”), on behalf of the Cleveland Division of Police (“CDP” or “Division”), submitted a proposed Staffing Plan, attached hereto as Exhibit A.

The Monitoring Team has carefully reviewed the proposed Staffing Plan. The Team has determined that the Staffing Plan identifies important changes to CDP’s patrol operations—particularly in its deployment of patrol officers—that will allow the Division to more effectively meet its longstanding mission to promote public safety and its newly formalized mission to deliver community and problem-oriented policing. The Monitoring Team therefore recommends that the Court approve CDP’s Staffing Plan.

I. SUMMARY OF CONSENT DECREE REQUIREMENTS REGARDING STAFFING

The Consent Decree required that the Division “complete a comprehensive staffing study to assess the appropriate number of sworn and civilian personnel to perform the functions necessary for CDP to fulfill its mission, and satisfy the requirements of this Agreement.” Dkt. 7-1 at ¶ 319. Subsequently, CDP needed to “develop an effective, comprehensive Staffing Plan that is consistent with its mission, including community and problem-oriented policing, and that will allow CDP to meet the requirements of this Agreement.” *Id.*

Specifically, the Staffing Plan must “address and provide for each of the following:

- “personnel deployment to ensure effective community and problem-oriented policing;
- “a sufficient number of well-trained staff and resources to conduct timely misconduct investigations;
- “to the extent feasible, Unity of Command; and
- “a sufficient number of supervisors.” *Id.* at ¶ 320.

Along with those specific requirements, the Staffing Plan must also “allow CDP to meet the [other] requirements of this Agreement[,]” including, but not limited to, rigorous investigations and reviews of force incidents; specialized crisis intervention officers; supervisors that can competently supervise officers and review stops, searches, and arrests; the implementation of an Early Intervention System. *Id.* at ¶¶ 93-130, 151, 168, 322, 326-36. These various provisions necessarily require changes to the way that CDP deploys its existing personnel and to the overall number of sworn and civilian personnel.

II. PROCEDURAL HISTORY

On June 17, 2016, CDP submitted to the Parties and Monitoring Team a Resource Study and Deployment Proposal that provided an estimate of staffing levels necessary to do all that the

Division must do to ensure safe, effective, and constitutional policing. While the document helped the Monitoring Team to understand the Division's current personnel and deployment methods, it was not yet the type of plan contemplated by Paragraph 320 of the Decree. Subsequently, the Parties agreed to postpone active work relating to the creation of a staffing plan in order for the Division to focus on the Republican National Convention in 2016, finalize the use of force policies, and implement other core processes and policies that might significantly impact necessary or desired staffing levels.

Following CDP's major accomplishments relating to use of force and crisis intervention, as well as the work to finalize the Division's CPOP Plan, the Parties renewed their focus on the Staffing Plan in late 2017, seeking to construct a plan around the appropriate number of personnel that would permit CDP to fulfill its mission and to satisfy the various requirements of the Decree outlined above.

After continued drafting, the Staffing Plan was released to the public for community comment and input on May 15, 2018. The community input period closed on September 28, 2018. During this time, the Cleveland Community Police Commission ("CPC" or "Commission"), led by its Staffing Work Group, held community meetings and distributed paper and online surveys to solicit residents' thoughts on the Staffing Plan. The City similarly held meetings and surveyed residents through the District Policing Committees and other community partnerships.

On February 17, 2019, CDP incorporated the final round of feedback from the Department of Justice and Monitoring Team and submitted the final draft of the Staffing Plan.

III. STANDARD OF REVIEW

The Monitoring Team's role is to "assess and report whether the requirements" of the Consent Decree "have been implemented." Dkt. 7-1 at ¶ 351; *accord id.* ¶ at 352 (requiring the Monitor to "review . . . policies, procedures, practices, training curricula, and programs developed

and implemented under” the Decree). The task of the Monitoring Team here is to determine whether the submitted Staffing Plan complies with the Consent Decree’s requirements.

IV. ANALYSIS OF THE STAFFING PLAN

The proposed Staffing Plan largely, and understandably, focuses on CDP’s Patrol Section, which is tasked with “crime reduction, coupled with community engagement and problem-solving with community members[,]” and hence is “considered the backbone of the Division[.]” Ex. A. at 17. The major change contemplated in the proposed Staffing Plan is the shift to a “workload-based model” for CDP’s Patrol Section. A workload-based model derives staffing decisions from current calls for service. In short, it estimates future staffing needs and deployment strategies by modeling current police activity. This kind of analysis allows a department to determine where it needs additional resources or where it can reallocate existing resources (by location or by time).

In developing its Staffing Plan, CDP analyzed citizen-initiated calls for service in 2016, including analysis by location and across time (time of day, day of the week, month, and patrol shift). *Id.* at 20-23. Calls also were analyzed by the type of call, identifying the top 10 calls across Cleveland. *Id.* at 24. The Division estimated the amount of officer time spent on calls for service, broken down by priority codes (four categories of calls based on how immediate an officer response is required). The Staffing Plan then considers the shift relief factor, or the “relationship between the maximum numbers of days that an officer can work and actually works.” *Id.* at 29. This number allows a better estimate of the appropriate number of officers that should be assigned to a shift. It considers scheduled days off, vacation time taken off, personal holidays, requested days off, and required time spent training in the Police Academy.

This method of analysis allowed the Division to develop a recommended staffing level. *Id.* at 32. These staffing levels were then adjusted based on practical estimates that 25% of all calls require a backup car and that 40% of officers’ time is not dedicated strictly to answering calls for

service. Specifically, “CDP’s model includes time for those other activities set at 20% community engagement and 20% for administrative duties (total of 40% of time). Officers’ administrative time can include the completion of criminal and crash reports, completion of duty reports, lunch breaks and categorizing body cameras footage to name a few functions. The new staffing plan allocates 20% of officer’s time on community engagement and problem-oriented policing, which can include bicycle patrols, community meetings, safety fairs and business and residential safety audits.” *Id.* at 33.

Ultimately, Figure 15 in the Staffing Plan indicates the Division’s recommended staffing levels for each CDP District. *Id.* at 35-37.

Although the Staffing Plan primarily focuses on the staffing of the Division’s Patrol Section, the Plan also includes recommended staffing levels for CDP’s investigative units, factoring in the average caseload, the average time it takes to investigate types of crime ordered by “solvability,” and the number of investigators needed to conduct thorough investigations. *Id.* at 37-38 (Tables 7 and 8).

The Staffing Plan also addresses ways for CDP to manage demand for police services. A decrease in demand for services naturally results in CDP members who are less burdened and can focus their efforts in areas that are more productive for the individual officer and the Division altogether. One significant aspect explored by the Staffing Plan is calls for service that result from alarms. As part of the Plan, CDP analyzed the alarm calls it received in 2015. CDP officers responded to 23,659 residential and business alarms, of which 98% were false. *Id.* at 42. The frequency of false alarms wastes substantial time for officers who respond to those alarms, with a median response time of 40 minutes per call and an estimated total of “nearly 28,542 officer hours on alarm calls.” *Id.* at 43. Under the Plan, CDP will look to “control and reduce the frequency of false alarms through legislation and increasing the capacity of the Web-based Crime Reporting [an

online reporting system CDP currently uses for certain no-suspect or minor crime reports for which officers need not physically respond to the scene][.]” *Id.* at 44.

Altogether, the Staffing Plan is a thorough examination of CDP’s current resources that appropriately looks to various models, such as the workload-based model, as a way to better align CDP staffing with real-world demands. The Plan also considers alternative ways to free up time such that CDP officers are better positioned to meet the new Division-wide expectations, such as 20% of patrol officers’ time spent engaging the community, as part of the Division’s expressed commitment to community and problem-oriented policing. The Monitoring Team will be closely auditing and assessing whether the Staffing Plan’s contemplated changes, and the overall shift to a workload-based model, in fact permits officers a sufficient amount of time to meet the Division’s new expectations and its ability to best promote public and officer safety.

VI. CONCLUSION

The Monitoring Team’s recommendation that the Court approve the Staffing Plan is limited to the extent that the Plan was intended to primarily address the overall staffing of CDP’s patrol and core investigative functions. It does not address, nor does it try to address, the levels of staffing that various specialty units – such as Internal Affairs or Training – may need as CDP goes forward with implementing various new policies, procedures, and required training initiatives. Thus, the Parties and Monitoring Team have agreed that additional discussions about long-term levels of staffing for various specialty units – especially those implicated by the Decree – will need to occur in the coming months. Nevertheless, the Plan’s primary scope of patrol and core investigative functions is sufficiently covered for purposes of the Decree’s core Staffing Plan requirements.

The task of the Monitoring Team is to duly consider whether the City’s submitted Staffing Plan satisfies the terms of the Consent Decree. The Monitoring Team concludes that the Plan

meets the terms of the Consent Decree. Accordingly, the Monitor approves the Staffing Plan in its entirety and requests that this Court order it effective immediately.

Respectfully submitted,

/s/ Matthew Barge _____

MATTHEW BARGE

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CERTIFICATE OF SERVICE

I hereby certify that on February 21, 2019, I served the foregoing document entitled Motion to Approve Cleveland Division of Police Staffing Plan via the court's ECF system to all counsel of record.

/s/ Matthew Barge
MATTHEW BARGE

EXHIBIT A

CLEVELAND DIVISION OF POLICE STAFFING REPORT



Frank G. Jackson, mayor

Michael McGrath, safety director

Calvin D. Williams, chief

Mission Statement

The mission of the Cleveland Division of Police is to serve as guardians of the Cleveland community. Guided by the Constitution, we shall enforce the law, maintain order, and protect the lives, property, and rights of all people. We shall carry out our duties with a reverence for human life and in partnership with members of the community through professionalism, respect, integrity, dedication and excellence in policing.

The highest priority of the Division of Police is providing basic police services to the community. The Division is organized into three main functional operations, overseen by three Deputy Chief's in order to deliver these services in the most efficient and cost effective manner possible.

Administrative Operations provides the necessary support services that enable Field Operations and Homeland Special Operations to function as effectively as possible. Administrative Operations provides warrant, subpoena, and property processing; radio and telephone communications; management of information and human resources. Additional functions include the reporting and recording of crimes and incidents and the continued development of the Division through planning and training of all personnel.

Field Operations provides response to citizen calls for assistance through uniformed patrol activities in five districts and interacts with citizens via community programs, Community Relations, and the Auxiliary Police. The District support sections assist uniformed patrol efforts through the investigation of major offenses, concentrated enforcement action on specific complaints and crime pattern analysis. The Bureau of Traffic provides crowd control and traffic control at major events and investigates serious traffic accidents. Quality of life issues are addressed by the Community Services Unit.

Homeland Special Operations is composed of three main sections which provide a variety of investigative, technical, and preventative services along with establishing security initiatives. Investigations are completed by detective bureaus that specialize in specific crimes such as homicides, sex crimes, and domestic violence. Support units such as SWAT handle volatile situations where specialized training is required. Technical support provides forensic and crime scene analysis as well as photographic and lab services. Homeland Services prevents, responds, and investigates terror activities in the City of Cleveland and the Greater Cleveland area by securing our airports, analyzing crime data for future preventive crime and terrorist trends. Homeland Services coordinates and shares law enforcement intelligence with local, state, and federal law enforcement agencies.

I. Background

CDP Staffing Report introduction.....4
 Table 1A Number of Members by Rank..... 6
 Table 1B Cleveland Police Departures 2001-2017.....7
 Figure 1 CDP Organization8
 Figure 2 CDP Distribution of officers by rank.....9
 Figure 3 CDP Division Map16
 Patrol Operations and Staffing Approaches.....17

II. Application of Workload-based Model

CDP Workload-Based Approach.....19
 Examination of Calls for Service (CFS).....20
 Figure 4 CFS by Districts..... 20
 Figure 5 CFS by Hour (city-wide)..... 21
 Figure 6 CFS by Hour by District21
 Figure 7 CFS by Day of Week (city-wide).....22
 Figure 8 CFS by Month (city-wide)..... 22
 Figure 9 CFS by Shift (city-wide)23
 Figure 10 CFS by Command23
 Table 2 CFS by Type (city-wide)24
 Figure 11 CFS resulting in a report.....25
 Table 3 Components of CFS Time (city-wide)26
 Table 3A Components of CFS Time by District26
 Staffing Investigative Units.....27
 Table 4 PERF Table (Cleveland).29
 Shift Relief Factor29
 Table 5 Calculation of Shift Relief Factor30
 Work Schedule30
 Figure 12 8hr Schedule31
 Figure 13 10hr Schedule31

III. Recommended Staffing

CDP Patrol Section Staffing Estimates.....32
 Table 6 Staffing Estimates (25% Backup)32
 Figure 14a CFS Priority 1 (city-wide).....34
 Figure 14b CFS Priority 1 by Shift.....34
 CDP Patrol and Support Section Recommendations.....35
 Figure 15 CDP Patrol Section Staffing Numbers..... 35
 CDP Investigative Section Recommended Staffing.....37
 Table 7 Investigative units (Homicide, Sex Crimes, DV Unit)37
 Table 8 Investigative Units (District Detective Bureau).....38
 Proposed Organizational Chart.....39
 Proposed Future Needs of CDP.....40

IV. Managing the Demand for Police Services

CDP Deployment Council Events and Special Details41
 Alarm Calls for Service.....42
 Table 9 Responses to alarms43
 Web-Based Crime Reporting.....44
 Specialized Response Units.....44
 Conclusion.....46
 Appendix.....47

I. Background

Cleveland Division of Police Department Staffing Report

The Cleveland Division of Police (CDP) was tasked with conducting a staffing report. The CDP staffing report is based on online research, an evaluation of current staffing levels, industry best practices, budgetary considerations, crime reduction strategies and community engagement and problem oriented policing. Additionally, CDP utilized the staffing studies from the following, Louisville Metro Police Department, Albuquerque Police Department and the COPS/MSU publication (2012) titled "Performance-Based approach to police staffing and allocation", for the formulation of this plan.

This report will focus on the following three (3) components that will enable CDP to better manage and deploy resources to achieve the following:

1. Violent crime reduction
2. Community and Problem-Oriented Policing Plan (CPOP)
3. Compliance with the Settlement Agreement

Violent Crime Reduction:

Throughout the staffing report, emphasis was placed on violent crime reduction and how best to accomplish this goal. To this end, the Division will deploy Neighborhood Impact Community Engagement Unit Officers (NICE) and Gang Impact Unit Detectives (GIU). These two units, along with district detectives, will target areas within the five districts by conducting fugitive sweeps, directed patrols, social media monitoring and real time crime information to reduce the amount of violent crime in the targeted areas.

The Community Response Officers' (CRO) will attend monthly community meetings, conduct foot patrols and engage residents in conversations about problems in the neighborhoods. This intelligence gathering will then be given to the above units for action and the results given back to the resident.

Community and Problem-Oriented Policing (CPOP):

The Cleveland Division of Police uses the "Wellness Model" or community policing philosophy as the foundation by which police services are built. The Community and Problem-Oriented Policing Plan or CPOP will outline how CDP will engage with the community. CPOP is a combination of the core principles of community policing and the methodology of collaborative problem solving (also referred as problem-oriented policing). Community policing principles refer to the manner in which the Division and its officers routinely and proactively engage the community to create partnerships and co-produce public safety. It also applies to the aligning of organizational structure to reflect and support partnerships and community needs/wants throughout the Division. Collaborative problem-solving describes the practice of routine collaboration between police and community members/stakeholders to identify problems, co-produce a solution, and assess the outcome.

CPOP is an organizational strategy that promotes community partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. It is the responsibility of all members of the Division beginning with the Chief of Police. CDP and the City of Cleveland are committed to building and maintaining partnerships with all community stakeholders within the city and working with those partners to find sustainable methods to prevent and solve crimes.

Compliance to the Settlement Agreement:

The Settlement Agreement requires the Cleveland Division of Police to conduct a comprehensive staffing study to assess the appropriate number of sworn and civilian personnel to perform the functions necessary for the Division to fulfill its mission. The Settlement Agreement also requires that within 180 days of the completion of the study, the Division will develop an effective, comprehensive staffing report that is consistent with its mission including community and problem-oriented policing.

The staffing report is designed to show where the Cleveland Division of Police is currently staffed, where it would like staffing goals to be in both the patrol section and specialized units as well as how to attain those staffing numbers. The goal is to provide the foundation for staffing CDP with sufficient number of officers that allow for more efficient police response for calls for service coupled with greater emphasis on community engagement, problem-oriented policing and a reduction in violent crimes. Moreover, this staffing report provides projections from present through fiscal year 2020. The staffing projections are contingent upon the approval of both the Mayor and City Council.

Current staffing levels

The Cleveland Division of Police is a full service law enforcement agency that is charged with providing service to a population of approximately 385,805 (2010 census), covering 82.47 miles. CDP currently has 1,521 sworn officers as shown in table 1A (page 6). The Cleveland Division of Police's staffing levels, like other similarly sized agencies, fluctuates annually. The attrition rate of CDP was reviewed and evaluated so it may be factored into the staffing needs of the CDP. Likewise, how increasing the number of sworn officers would impact the overall budget of the Division and the city as a whole. To this end, CDP's current budget is broken down as follows:

The FY 2017 budget for the agency was \$95,837,581 (salaries only) with an overtime additional budget of \$12,000,000. FY 2018 budget for the agency is \$97,637,580 (salaries only) with an overtime additional budget of \$12,750,000.

Table 1A illustrates staffing numbers as of April 2, 2018.

	Budget	Total
Chief	1	1
Deputy Chief	4	4
Commander	12	9
Traffic Comm.	1	1
Captain	18	17
Lieutenant	57	55
Sergeant	213	192
Patrol Officer	1304	1174
Training Class		68
TOTAL	1610	1521

TABLE 1A

Table 1B (on page 7) illustrates the average attrition for the Cleveland Division of Police, based on the years of 2001-2017. The average rate of attrition for the past 16 yrs is 80 officers per year. The first quarter of the year yields the highest amount of retirements. Attrition is one of many factors taken into consideration when evaluating the need to recruit and hire qualified candidates to the position of a patrol officer. The Division of Police understands the importance of keeping pace with attrition and have created a full time Public Safety Recruitment Team. The Public Safety Recruitment Team is staffed by a sergeant, two detectives, a firefighter and an emergency medical services technician. The Public Safety Recruitment Team is tasked with finding and recruiting the most qualified candidates for the safety forces. CDP has a goal of hiring 250 or more patrol officers in 2018 and anticipates conducting six (6) academies. Five (5) academies are scheduled for 2018 and one (1) for the 1st quarter of 2019 to handle attrition of retiring officers. The Public Safety Recruitment Team's plan will take into account the average attrition each year and make sure hiring is either equal to or above that number. Please refer to the in-depth CDP Recruitment Team Plan for further details.

Cleveland Division of Police Departures from 2001 to 2017

01'	97
02'	80
03'	69
04'	60
05'	60
06'	86
07'	63
08'	96
09'	77
10'	66
11'	75
12'	81
13'	64
14'	109
15'	85
16'	104
17'	84
Total	1356

***WITHOUT LAYOFFS**

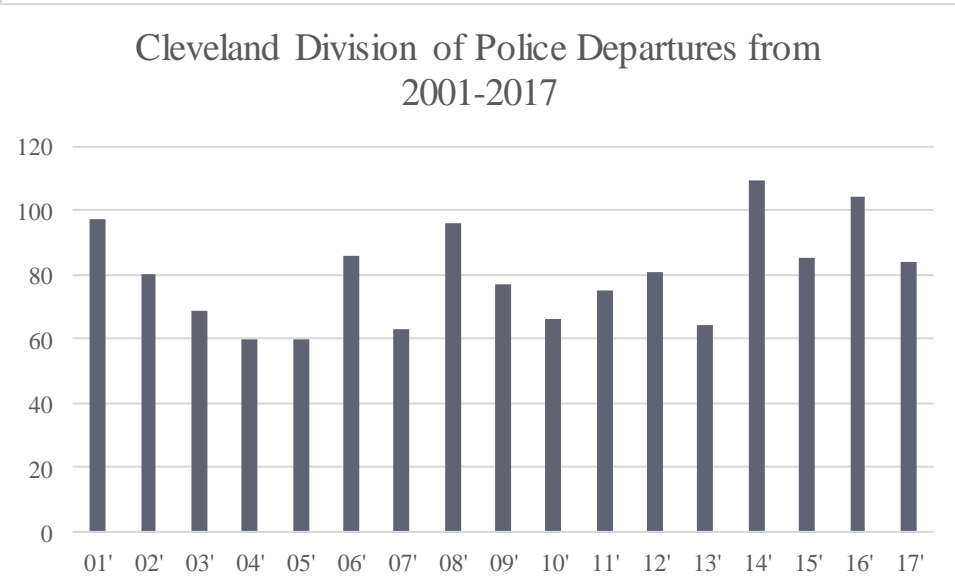
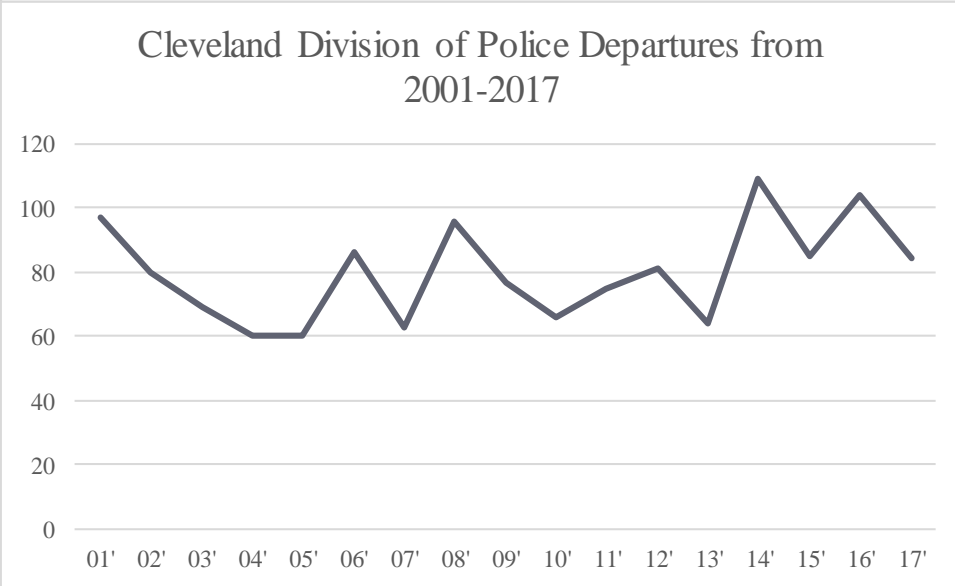
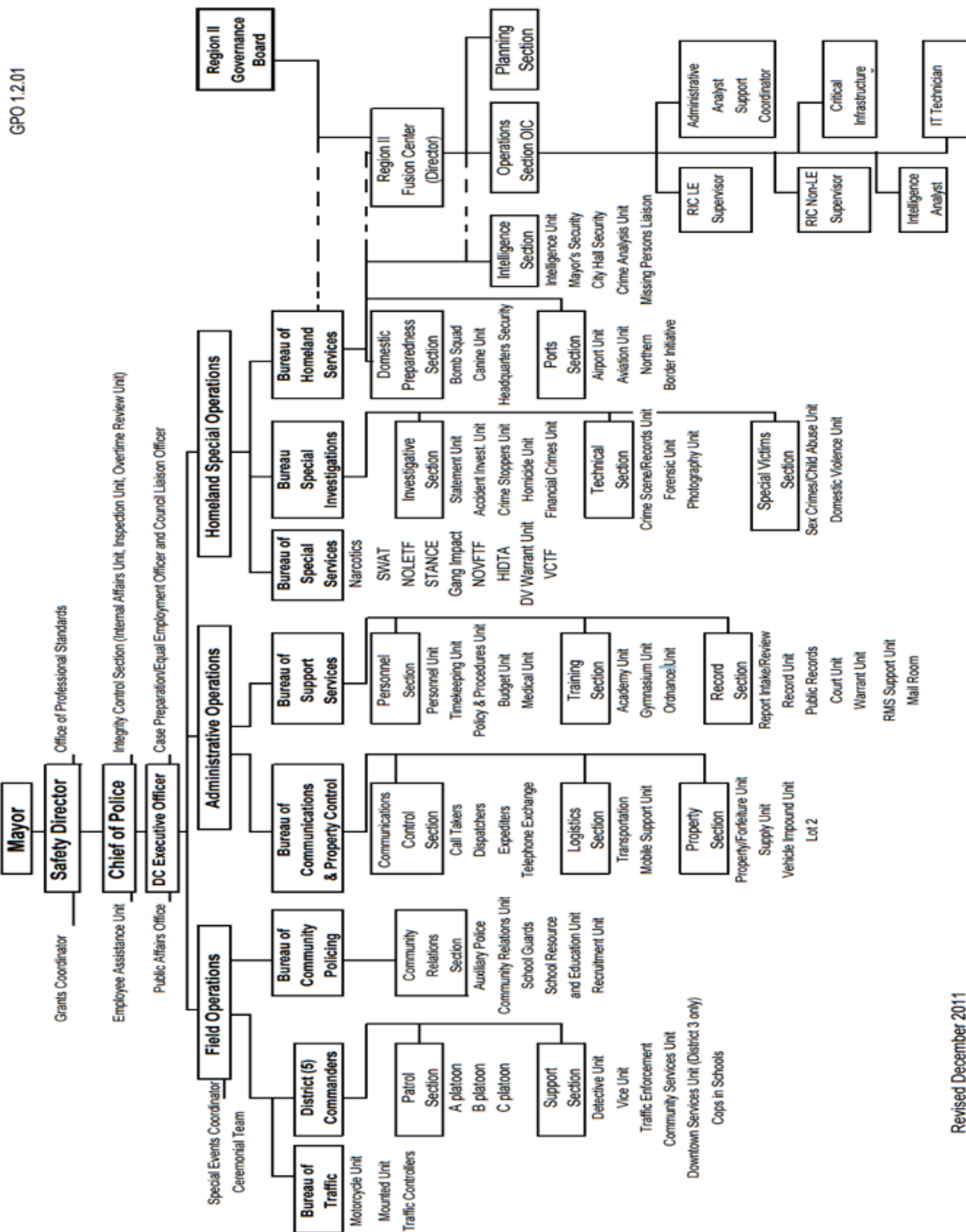


TABLE 1B

Current Cleveland Division of Police Department Organizational Chart



Revised December 2011

FIGURE 1

Figure 1 (page 8) illustrates the current Organizational Chart. Figure 2 illustrates how CDP distributes officers by rank, officers budgeted for each unit and officers assigned to that unit as of January 15, 2018. Budgeted numbers are those officers the City of Cleveland approved through legislation. The budgeted numbers can also be viewed as the actual officers approved based on the staffing report. The assigned column in the chart are those sworn officers currently assigned to the units and or positions.

FIGURE 2

PATROL OFFICER ASSIGNMENTS	BUDGET	ASSIGN	DESCRIPTION OF DUTIES
ACADEMY UNIT	10	9	new and continuing education for the Division
ACCIDENT INVESTIGATIVE UNIT	8	6	detectives assigned to serious auto crashes
ADMINISTRATIVE OPERATIONS	0	0	
AIRPORT UNIT	50	45	patrol of CLE Hopkins Airport
AIRPORT UNIT-CANINE	3	3	canine officers assigned to CLE Hopkins Airport
AIU/HIT SKIP	4	4	detectives assigned to AIU and handle hit skips
AVIATION UNIT	2	1	officers assigned to the helicopter
BUDGET UNIT	2	1	officer assigned to assist the Budget Unit Sergeant
BUREAU OF COMM.AND PROPERTY	0	1	admin officer
BUREAU OF INTEGRITY CONTROL	0	2	officers handling research for consent decree
BUREAU OF SPECIAL INVESTS	3	3	
BUREAU OF SPECIAL SERVICES	1	0	
BUREAU OF SUPPORT SERVICES	0	0	
CANINE UNIT	5	4	patrol and bomb dog handlers assigned to patrol duties
CHIEF'S OFFICE	3	3	office staff for Chief and Case Prep Lieutenant
CITY COUNCIL SECURITY	1	1	driver for City Council President
CITY HALL SECURITY	11	8	officers assigned to secure City Hall
COMMUNICATIONS CONTROL SECTION	0	0	
COMMUNITY RELATIONS SECTION	15	7	community policing officers
COMMUNITY RELATIONS/DARE	2	0	
CRIME ANALYSIS UNIT	2	2	detectives assigned to gather Intel for the Division of Police
CRIME SCENE & RECORDS UNIT	21	13	detectives assigned to gather crime scene evidence and photos
DISTRICT 1	153	136	all officers and detectives assigned to a specific district

DISTRICT 2	180	164	all officers and detectives assigned to a specific district
DISTRICT 3	213	172	all officers and detectives assigned to a specific district
DISTRICT 4	190	173	all officers and detectives assigned to a specific district
DISTRICT 5	160	135	all officers and detectives assigned to a specific district
DOMESTIC VIOLENCE UNIT	15	12	detectives assigned only D.V. cases
EMPLOYEE ASSISTANCE UNIT	5	5	detectives who help officers handle personal issues
ENVIRONMENTAL CRIME TASK FORCE	2	2	detectives assigned to a larger county task force for dumping
EXTENDED ILLNESS	0	44	officers off on extended illness due to injury or other causes
FIELD OPERATIONS	1	0	
FINANCIAL CRIMES UNIT	5	2	detectives assigned to financial crimes
FORENSIC UNIT	2	3	
FUGITIVE UNIT	2	2	detectives assigned to locate wanted felons
GANG IMPACT UNIT	23	14	detectives who primarily focus on gang crimes
GYMNASIUM UNIT	5	5	new and continuing education for the division
HOMICIDE UNIT	23	14	detectives assigned to investigate deaths
INSPECTIONS UNIT	0	0	
INTELLIGENCE UNIT	9	4	detectives assigned to Homeland Security
LOGISTICS SECTION	2	0	admin officer at E.55 Garage
MAYORS DRIVER	2	3	Mayors drivers
MEDICAL UNIT	0	0	
MILITARY DUTY	0	1	officers deployed in the military
MOBILE SUPPORT UNIT	6	5	responsible for computers in cars and camera systems
MOTORCYCLE UNIT	38	27	Bureau of Traffic officers
MOUNTED UNIT	8	8	Bureau of traffic officers, horses
NARCOTICS UNIT	22	15	detectives to investigate drug crimes
NICE UNIT	30	16	officers and detectives who target violent crime
N.O.V.F.T.F.	2	0	Northern Ohio Violent Task Force
ORDANCE UNIT	10	8	new and continuing education for the division
PERSONNEL UNIT	10	18	detectives assigned to handle hiring
PERSONNEL UNIT (BSCA)	2	0	contractual officer position for Black Shield
PERSONNEL UNIT (CPPA)	3	3	contractual officer position for Patrolmen Assoc.
PHOTO UNIT	1	1	detective for photo lab
POLICE ACADEMY	0	3	
POLICE ACADEMY-RECRUITS	0	68	new officers in the Academy

POLICY & PROCEDURE UNIT	3	1	admin officer
PROPERTY/FORFEITURE UNIT	7	7	officers that manage the property unit
RECORDS SECTION	2	2	admin officer
S.W.A.T. UNIT	16	12	full time officers for Special Weapons and Tactics
SEX CRIME/CHILD ABUSE UNIT	23	14	detectives who only handle Sex crimes/Child Abuse
SUSPENDED	0	1	
TECHNOLOGY INTEGRATION UNIT	4	8	officers who handle online reporting and other duties
TIMEKEEPING UNIT	3	2	officers who handle timekeeping
TRAINING SECTION	0	0	
TRANSPORT UNIT	0	1	admin officer
VEHICLE CUSTODIAL UNIT/LOT 2	6	4	admin officers
VEHICLE CUSTODIAL UNIT/LOT 6	0	0	
VEHICLE IMPOUND UNIT	6	9	admin Officers
VIOLENT CRIME TASK FORCE (FBI)	0	1	detective assigned to Task force
	1340	1242	

SERGEANTS ASSIGNMENTS	BUDGE T	ASSIG N	DESCRIPTION OF DUTIES
ACADEMY UNIT	3	2	supervisors that oversee training in the Academy
ACCIDENT INVESTIGTIVE UNIT	1	0	supervisors that oversee detectives
AIRPORT UNIT	5	3	supervisors that oversee operations of patrol officers
BUDGET UNIT	1	1	responsible for all budget items for Division
BUREAU OF HOMELAND SERVICES	1	1	supervisors that oversee operations of patrol officers
BUREAU OF INTEGRITY CONTROL	0	1	admin supervisor
BUREAU OF SPECIAL INVESTS	1	1	admin supervisor
BUREAU OF SPECIAL SERVICES	0	0	
BUREAU OF SUPPORT SERVICES	1	0	
CANINE UNIT	1	1	supervisors that oversee operations of canine officers
CHIEF'S OFFICE	1	1	PIO
CITY HALL SECURITY	1	1	supervisors that oversee city hall operations

COMMUNICATIONS CONTROL SECTION	1	0	supervisor assigned to police radio
COMMUNITY RELATIONS SECTION	2	1	supervisors that oversee DARE and community events
COUNCIL LIASON	1	0	works directly with City Council members
CRIME ANALYSIS UNIT	1	0	supervisors that oversee operations of patrol Officers and analysts
CRIME SCENE & RECORDS UNIT	2	3	supervisors that oversee operations of detectives
DISTRICT 1	23	21	supervisors that oversee operations of patrol officers/detectives
DISTRICT 2	23	22	supervisors that oversee operations of patrol officers/detectives
DISTRICT 3	29	23	supervisors that oversee operations of patrol officers/detectives
DISTRICT 4	23	24	supervisors that oversee operations of patrol officers/detectives
DISTRICT 5	23	19	supervisors that oversee operations of patrol officers/detectives
DOMESTIC VIOLENCE UNIT	2	2	supervisors that oversee operations of detectives
EMPLOYEE ASSISTANCE UNIT	1	2	supervisors that oversee operations of detectives
ENVIRONMENTAL CRIME TASK FORCE	1	1	supervisors that oversee operations of detectives
EXTENDED ILLNESS	0	4	supervisors on injury or sick leave
FIELD OPERATIONS	2	1	admin supervisor
FINANCIAL CRIMES UNIT	1	0	supervisors that oversee operations of detectives
FORENSIC UNIT	0	1	supervisors that oversee operations of detectives
GANG IMPACT UNIT	2	2	supervisors that oversee operations of detectives
GYMNASIUM UNIT	1	1	supervisors that oversee training in the gym
H.I.D.T.A. (OIC)	1	1	part of a task force
HOMELAND/SPECIAL OPERATIONS	1	0	
HOMICIDE UNIT	3	2	supervisors that oversee operations of detectives
INSPECTIONS UNIT	6	6	supervisors who are responsible for policy compliance
INTELLIGENCE UNIT	2	1	supervisors that oversee operations of detectives
INTERNAL AFFAIRS UNIT	10	7	supervisors who invest police corruption
MAYORS SECURITY	1	0	
MEDICAL UNIT	1	1	supervisor who assists the Medical Unit
MILITARY DUTY	0	0	supervisor deployed in the military

MOBILE SUPPORT UNIT	1	1	supervisors that oversee operations of patrol officers
MOUNTED UNIT	1	2	supervisors that oversee operations of patrol officers
NARCOTICS UNIT	2	2	supervisors that oversee operations of detectives
NICE UNIT	3	2	supervisors that oversee operations of patrol officers/detectives
N.O.V.F.T.F.	1	0	
OFFICE OF PROFESSIONAL STANDARDS	0	0	
ORDANCE UNIT	1	1	Supervisors that oversee training at the range
PERSONNEL UNIT	2	3	Supervisors that oversee operations of Detectives
PERSONNEL UNIT (BSCA)	0	1	Supervisor contractual for Black Shield
PERSONNEL UNIT (FOP)	0	0	
POLICY & PROCEDURE UNIT	1	1	supervisors that oversee operations of patrol officers
POLICE ACADEMY-PROMO	0	0	supervisors in training after promotional
PROPERTY/FORFEITURE UNIT	1	1	supervisors that oversee operations of patrol officers
RECORDS SECTION	5	6	supervisors that oversee operations of patrol officers
S.W.A.T. UNIT	2	2	supervisors that oversee operations of patrol officers
SEX CRIME/CHILD ABUSE UNIT	2	2	supervisors that oversee operations of detectives
SAFETY DIRECTOR OFFICE	1	1	
TECHNOLOGY INTEGRATION UNIT	1	1	supervisors that oversee operations of patrol officers
TIMEKEEPING UNIT	1	1	supervisors that oversee operations of patrol officers
TRAFFIC ENFORCEMENT SECTION	4	4	supervisors that oversee operations of patrol officers
TRAINING SECTION	0	1	supervisors that oversee training of recruits at districts
VEHICLE CUSTODIAL UNIT/LOT 2	1	1	supervisors that oversee operations of patrol officers
VEHICLE IMPOUND UNIT	1	1	supervisors that oversee operations of patrol officers
VIOLENT CRIME TASK FORCE (FBI)	0	1	Supervisor attached to task force
	211	192	
LIEUTENANTS ASSIGNMENTS	BUDGE T	ASSIG N	DESCRIPTION OF DUTIES

ACCIDENT INVESTIGATIVE UNIT	1	1	supervisor that oversee operations of patrol officers/sergeants
AIRPORT UNIT	1	1	supervisor that oversee operations of patrol officers/sergeants
AVIATION UNIT	0	0	
CHIEF'S OFFICE	2	2	Admin supervisors for a DC and Case Prep
COMMUNICATIONS CONTROL SECTION	1	0	supervisor that oversee operations of patrol officers/sergeants
COMMUNITY RELATIONS SECTION	1	0	supervisor that oversee operations of patrol officers/sergeants
CRIME SCENE & RECORDS UNIT	1	1	supervisor that oversee operations of patrol officers/sergeants
DISTRICT 1	6	6	supervisor that oversee operations of patrol officers/sergeants
DISTRICT 2	6	7	supervisor that oversee operations of patrol officers/sergeants
DISTRICT 3	7	6	supervisor that oversee operations of patrol officers/sergeants
DISTRICT 4	7	7	supervisor that oversee operations of patrol officers/sergeants
DISTRICT 5	6	6	supervisor that oversee operations of patrol officers/sergeants
EXTENDED ILLNESS	0	0	
FIELD OPERATIONS	1	0	
HOMELAND/SPECIAL OPERATIONS	1	1	Admin Supervisor
HOMICIDE UNIT	1	1	supervisor that oversee operations of detectives/sergeants
INSPECTIONS UNIT	1	1	supervisor that oversee operations of sergeants
INTELLIGENCE UNIT	1	1	supervisor that oversee operations of detectives/sergeants
INTERNAL AFFAIRS UNIT	1	0	supervisor that oversee operations of sergeants
JAIL LIASON	1	1	supervisor that oversees the Jail Unit
LOGISTICS SECTION	1	1	supervisor that oversee operations of patrol officers/sergeants
N.O.L.E.T.F. (OIC)	1	1	supervisor that oversee operations of detectives/sergeants
NARCOTICS UNIT	2	0	
NICE UNIT	1	1	supervisor that oversee operations of detectives/sergeants
PERSONNEL UNIT	1	1	
PERSONNEL UNIT (FOP)	0	1	contractual position
POLICE ACADEMY-PROMO	0	0	supervisors in training after promotional
POLICY & PRODEDURE UNIT	0	0	

PROPERTY SECTION	1	1	supervisor that oversee operations of patrol officers/sergeants
RECORDS SECTION	1	2	supervisor that oversee operations of patrol officers/sergeants
S.W.A.T. UNIT	1	1	supervisor that oversee operations of patrol officers/sergeants
SAFETY DIRECTOR OFFICE	0	1	admin supervisor
SPECIAL VICTIMS SECTION	1	1	supervisor that oversee operations of detectives/sergeants
TRAFFIC ENFORCEMENT SECTION	1	1	supervisor that oversee operations of patrol officers/sergeants
TRAINING SECTION	1	1	supervisor in charge of training section
	58	55	
CAPTAINS ASSIGNMENTS			
	BUDGE T	ASSIG N	DESCRIPTION OF DUTIES
AVIATION UNIT	0	0	
BUREAU OF COMMUNITY POLICING	1	1	supervisor that oversee operations of patrol officers/sergeants
BUREAU OF HOMELAND SERVICES	1	1	XO to a Commander
BUREAU OF INTEGRITY CONTROL	0	1	special detail for consent decree
BUREAU OF SPECIAL INVESTIGATIONS	0	0	
BUREAU OF SUPPORT SERVICES	1	0	XO to a Commander
CIT COORDINATOR	1	1	crisis intervention training coordinator
DISTRICT 1	2	2	supervisor that oversee operations of all units and ranks
DISTRICT 2	2	2	supervisor that oversee operations of all units and ranks
DISTRICT 3	2	2	supervisor that oversee operations of all units and ranks
DISTRICT 4	2	2	supervisor that oversee operations of all units and ranks
DISTRICT 5	2	2	supervisor that oversee operations of all units and ranks
EXTENDED ILLNESS	0	1	supervisor on injury or illness
FIELD OPERATIONS	1	1	special events coordinator
PERSONNEL UNIT (FOP)	1	1	contractual position
POLICE ACADEMY - PROMO TRAINING	0	0	
TECHNOLOGY AND PROPERTY SECTION	1	0	
	17	17	

The Cleveland Division of Police is a decentralized organization. Most of the agency's personnel are assigned to the five police districts, each district is directed by a commander. Figure 1 (Page 8) illustrates the current organizational structure of the Cleveland Division of Police. Figure 3 illustrates the geographical boundaries of each police district within the City of Cleveland.

Cleveland Division of Police Districts

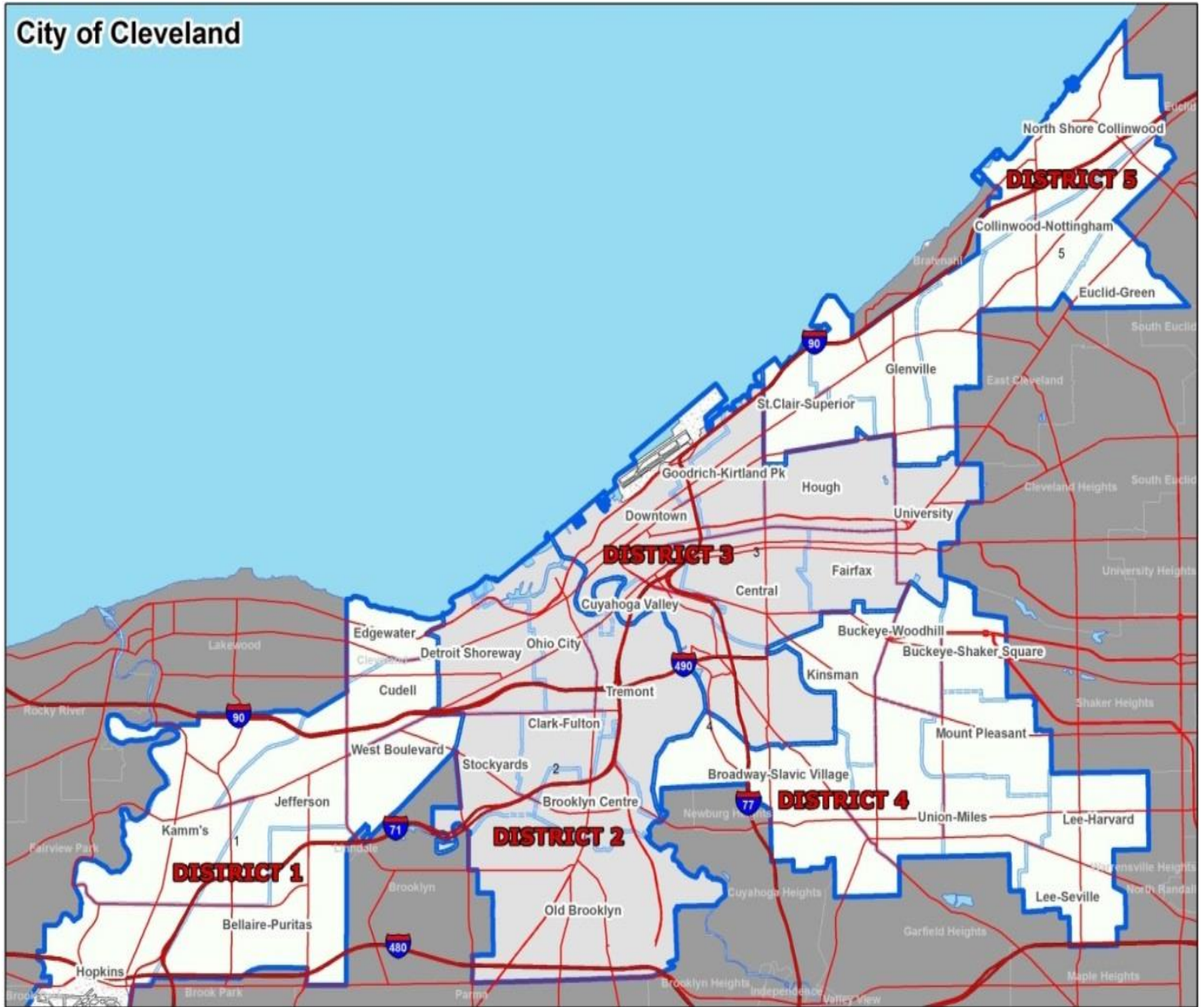


FIGURE 3

Each district provides a number of services including:

- Patrol
- Investigations
- Narcotics/Vice
- Traffic
- Community Services Unit

Patrol Operations

The Patrol Section is one of the most critical commands of CDP as they are responsible for calls for service. The main focus is crime reduction, coupled with community engagement and problem solving with community members. The Patrol Section is considered the backbone of the Division and the most visible to the community.

The sections that follow highlight common staffing approaches that were evaluated to determine which would work best for the needs of the City of Cleveland, Department of Public Safety, and Division of Police.

Typical Approaches to Staffing Allocation

Traditionally, there have been four basic approaches to determining workforce levels: per capita, minimum staffing, authorized level, and workload-based.

The Per Capita Approach

Many police agencies have used their resident population to estimate the number of officers a community needs (Adams 1994; Orrick 2008). The per capita method requires determining an optimum number of officers per person and then calculating the number of officers needed for the population of a jurisdiction (Orrick 2008). The appendix on page 46 is how CDP per capita compares to other large cities based on 2016 data.

There are advantages to the per capita method such as its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations (Edwards 2011). The disadvantage of this method is that it only addresses the quantity of police officers needed per population and not how officers spend their time, the quality of their efforts, or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Per capita ratios also do not account for changes in population characteristics (such as seasonal fluctuations in tourist communities), or long-term trajectories of population growth and shrinkage. The per capita method does not account for variations in policing style, service delivery, or response to crime (i.e., how police officers spend their time).

The International Association of Chiefs of Police (IACP) has strongly advised against using population rates for police staffing. The IACP (2004, 2) notes, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions.... Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."

The Minimum Staffing Approach

The minimum staffing approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public (Demers, Palmer, and Griffiths 2007; Orrick 2008). The use of minimum staffing approaches is fairly common (Kotsur 2006; National Sheriffs' Association 2007) and is generally reinforced through organizational policy and practice and collective bargaining agreements.

Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

The Authorized Level Approach

The authorized level approach uses budget allocations to specify a number of officers that may be allocated. The authorize level does not typically reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may instead be reflective of budgetary constraints and other external factors.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level (Baker and Harmon 2006). The authorized level approach was reviewed and evaluated by CDP extensively. Based on this evaluation, it was determined the authorized level approach to staffing was not best suited for CDP.

The Workload-Based Approach

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. Workload-based approaches derive staffing indicators from demand for service (Lumb 1996). What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand while accounting for service-style preferences and other agency features and characteristics.

Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions (Glendale Police Department 2009; Hale 1994; Orrick 2008; Shane 2007). Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others (Hale 1994).

The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies (2006).

Through research, no universally-accepted standard method for conducting a workload-based assessment exists and typical workload models are complicated and require intensive calculations.

A step-by-step approach for conducting a workload-based assessment should include the following:

1. **Examining the distribution of calls for service by hour, day, and month.** Calls for service can differ by the hour of the day, the day of the week, and the month of the year. Peak call times can also differ by agency. Knowing when peak call times occur can help agencies determine when they must have their highest levels of staff on duty.
2. **Examining the nature of calls for service.** Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.
3. **Estimating time consumed on calls for service.** Determining how long a call takes, from initial response to final paper work, is crucial to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.
4. **Calculating agency shift-relief factor.** The shift-relief factor shows the relationship between the maximum numbers of days that an officer can work and *actually* works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.
5. **Establishing performance objectives.** This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.
6. **Providing staffing estimates.** Staffing needs will, as noted earlier, vary by time of day, day of week, and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls, and the time and officers they require, in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

II. Application of Workload Based Model

CDP Workload-Based Approach

After careful consideration and deliberation, CDP has determined the Workload-Based Approach will best serve the needs of the Division of Police and the City of Cleveland. The following sections will go into detail using CDP data and applying the data to the Workload-Based Assessment.

Examination of Calls for Service by Hour of Day, Day of Week and Month

The principal metric used to assess workload is citizen-initiated calls for service. A call for service occurs when a resident contacts the police, typically by phone, and a police officer is dispatched to handle the call. While key to the workload-based approach, it can be difficult to reliably measure the number of calls in a community. Law enforcement executives may use information from a Computer-Aided Dispatch (CAD) system to determine the number of calls for service in a given time period, but such information can be very misleading. Most organize their CAD systems around “events” or “incidents.” Yet these events are not necessarily calls for service. In some communities, every traffic stop is an event, as is, in Chicago, even an officer’s meal, and an officer’s visit to a station is an incident (Weiss 2010). In others, an event may be generated or initiated by an officer, yet appear in a statistical system as a call for service. Traffic stops in particular may appear to be calls for service, particularly if an arrest is made. Using CAD data without scrutiny may grossly exaggerate, perhaps by three- or four-fold, the number of citizen-generated calls, although some systems permit users to identify records by the source of the call. Emerging CAD/RMS technologies may make it easier to obtain reliable workload data.

Following this model, data was examined from the CDP for the period of **January 1, 2016 – December 31, 2016**. During that period the Division of Police handled 301,755 citizen-generated calls for service (CFS). Calls were defined as those in which a citizen contacts the police and officer or officers are dispatched. This category of calls does not include officer initiated activity like traffic or officer stops or Divisional initiated activity like directed patrol.

To provide some sense of the magnitude of call demand, consider that 301,755 calls equate to about 827 CFS per day or the equivalent of 35 calls per hour. Figure 4 illustrates CFS by district. The unknown column in figure 4 are calls for service that were assigned outside of the patrol section.

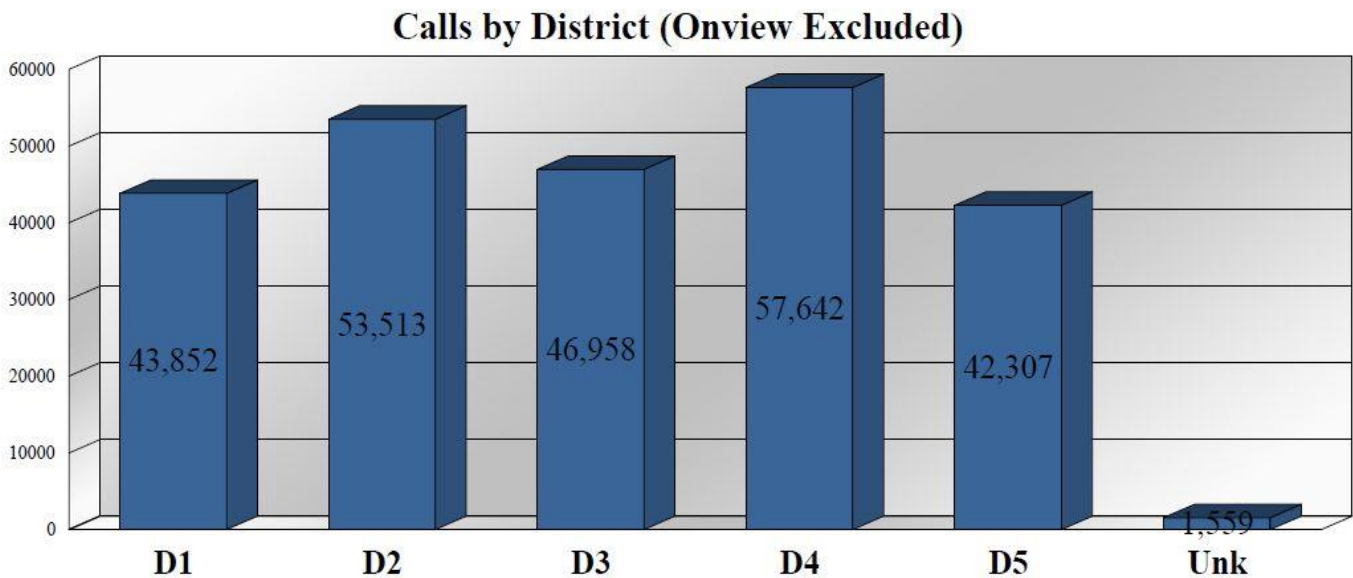


FIGURE 4- YR 2016

Figure 5 illustrates the distribution of citizen-generated calls for service by hours of the day for the Division. Like most police agencies the peak demand for service occurs in the late afternoon hours. Note that after that time demand remains relatively stable until midnight, when calls begin to drop off.

CFS by Hour of Day City-wide

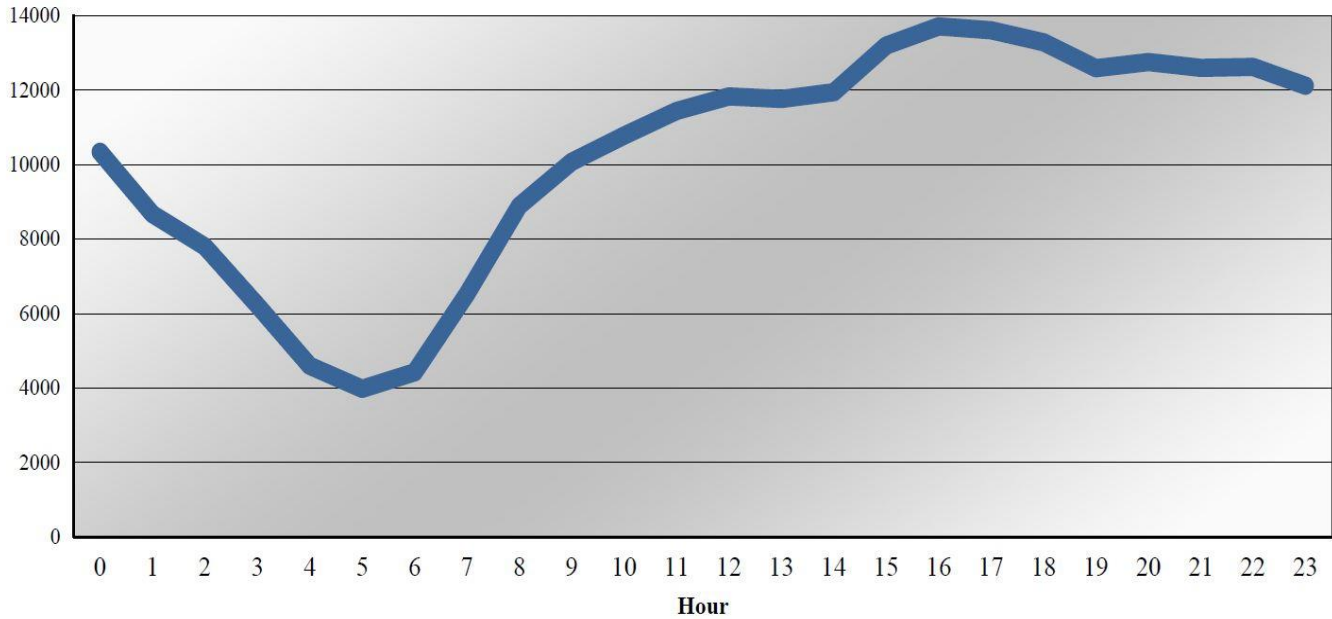


FIGURE 5- YR 2016

Figure 6 illustrates the distribution of calls by hour of day in each of the five police districts. Although the number of calls varies by hour, the hourly patterns are similar in each district.

CFS by Hour: Districts

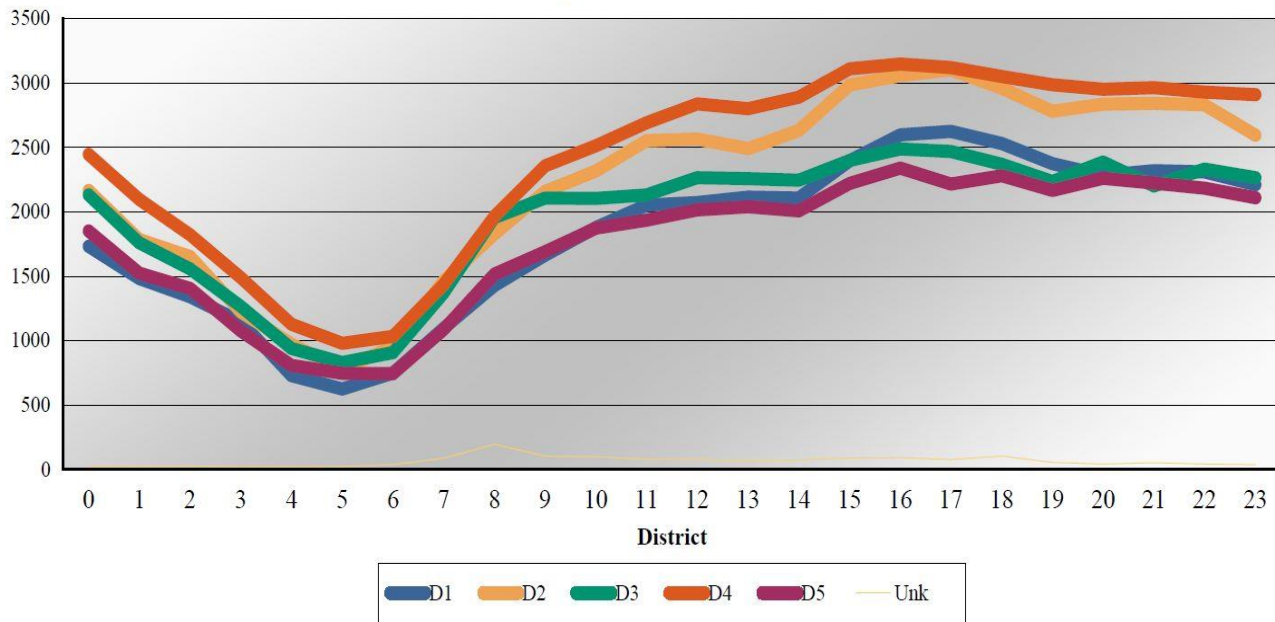


FIGURE 6- YR 2016

Figure 7 illustrates the distribution of calls by day of week. There is relatively little variation by day of week. This is particularly important because the work schedule currently in use by CPD patrol results in nominally equal numbers of officers working each day.

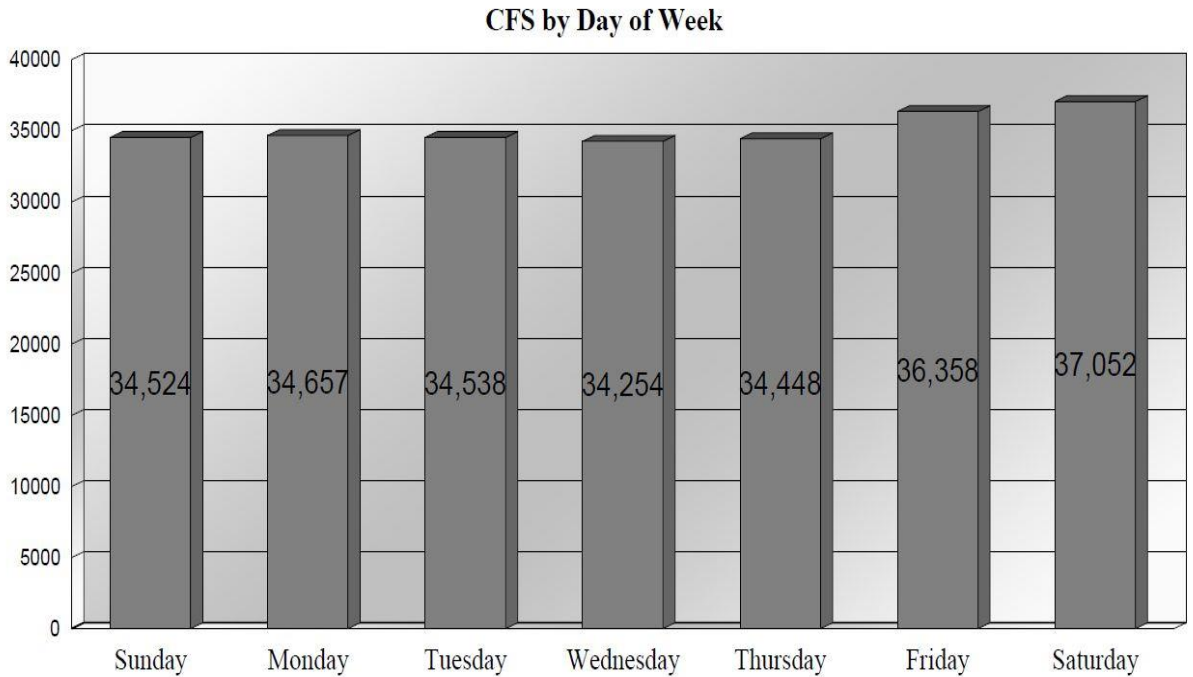


FIGURE 7- YR 2016

Figure 8 illustrates the distribution of calls by month. This is what CDP expected based on experience with similar agencies that were researched.

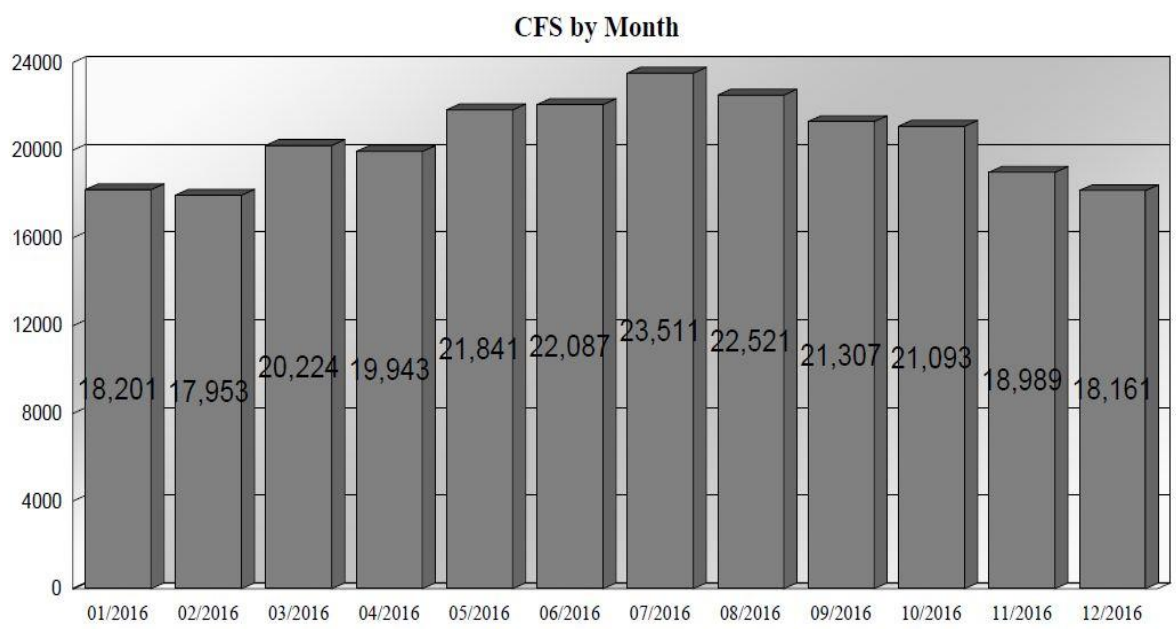


FIGURE 8- YR 2016

Figure 9 illustrates the distribution of calls by shift citywide. This is what CDP expected based on experience with similar agencies that were researched.

Calls by Shift Citywide

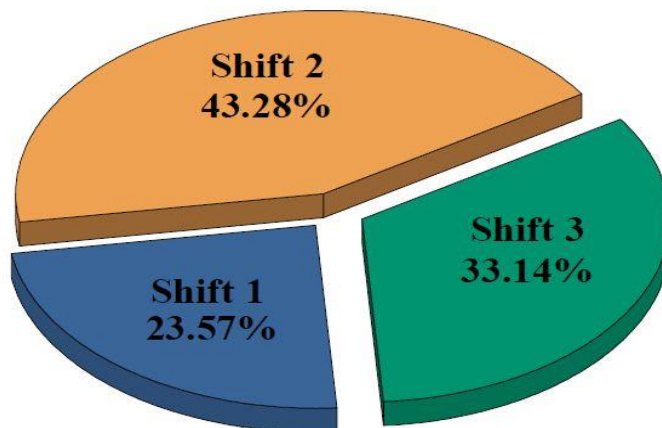


FIGURE 9- YR 2016

Finally, Figure 10 illustrates the percentage of calls for service by area of command.

Percentage of CFS by Area Command

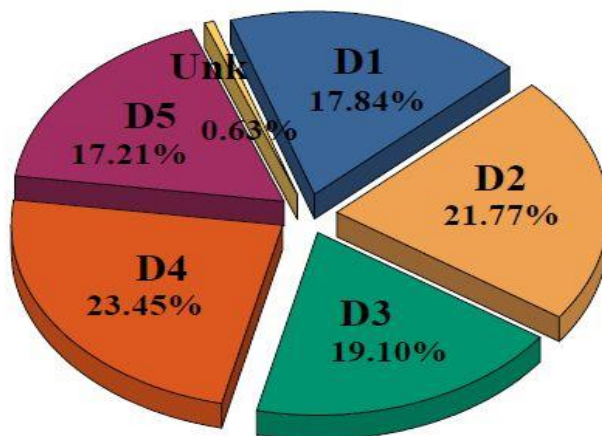


FIGURE 10- YR 2016

Examine Nature of Calls for Service

In addition to analyzing the distribution of calls for service by hour, weekday, and month, administrators should examine the nature of calls. This will serve two purposes. First, it will help to determine whether the data reliably reflects citizen generated calls. If, for example, the list of call types includes categories such as traffic stops or officer meals, then the data are likely not reflecting resident needs. Second, such a review will help in better understanding the work that the agency's officers are doing.

CDP examined the nature of calls for service. Table 2 illustrates the top CDP calls for service categories. These call types represent 81.5 % of all calls for service. There are a few interesting items to consider while examining this list:

- There are category types (e.g. Trouble- Unknown, Suspicious Activity) that do not adequately describe the nature of the call
- CDP investigated 26,492 Alarm calls, of which the majorities (21,407 CFS or 80.8%) are false
- CDP responds to over 9,575 silent 911, most of these are unfounded

Top 10 Calls Citywide (Excluding Officer Calls)	Total
Total	245831
DOM VIOL ASLT/THREATS SUSP ON SCENE/IN AREA	14685
TROUBLE - UNKNOWN CAUSE	13741
ALARM - RESIDENTIAL	11453
ALARM - BURGLAR	11062
SUSPICIOUS ACTIVITY	10386
SILENT 911 CALL	9575
GENERAL DISTURBANCE	8083
CIVIL DISPUTE	7943
SHOTS FIRED	6604
THREATS - SUSP ON SCENE/IN AREA	6595

TABLE 2- YR 2016

Estimate Time Consumed on Calls for Service

An important component of the analysis is the amount of time consumed on calls for service, specifically the time from when an officer is dispatched to answer the call until the last officer clears the scene. How this time is recorded will vary by community. It is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it. Information on time consumed by calls for service should be readily available in the CAD database.

In some cases, measuring time consumed on calls for service is more problematic. In some organizations an officer may respond to a call and report the call is completed upon finishing the on-scene work. In other cases the officer may complete the report for that call later in the shift, perhaps at the station. In some agencies, the use of computer-based report systems may increase the time required for report preparation, or may prompt officers to return to the police facility to complete reports. As a result, report preparation may not appear as call-for-service

(CFS) time. This potential problem can be addressed in two ways. First, an agency can determine the number of calls that require a report, and estimate the amount of time required. Second, if report writing will normally not be part of CFS time, it may be necessary to adjust for this when establishing performance standards. Figure 11 illustrates reports generated by the Cleveland Division of Police in 2016 as compared to overall calls for service.

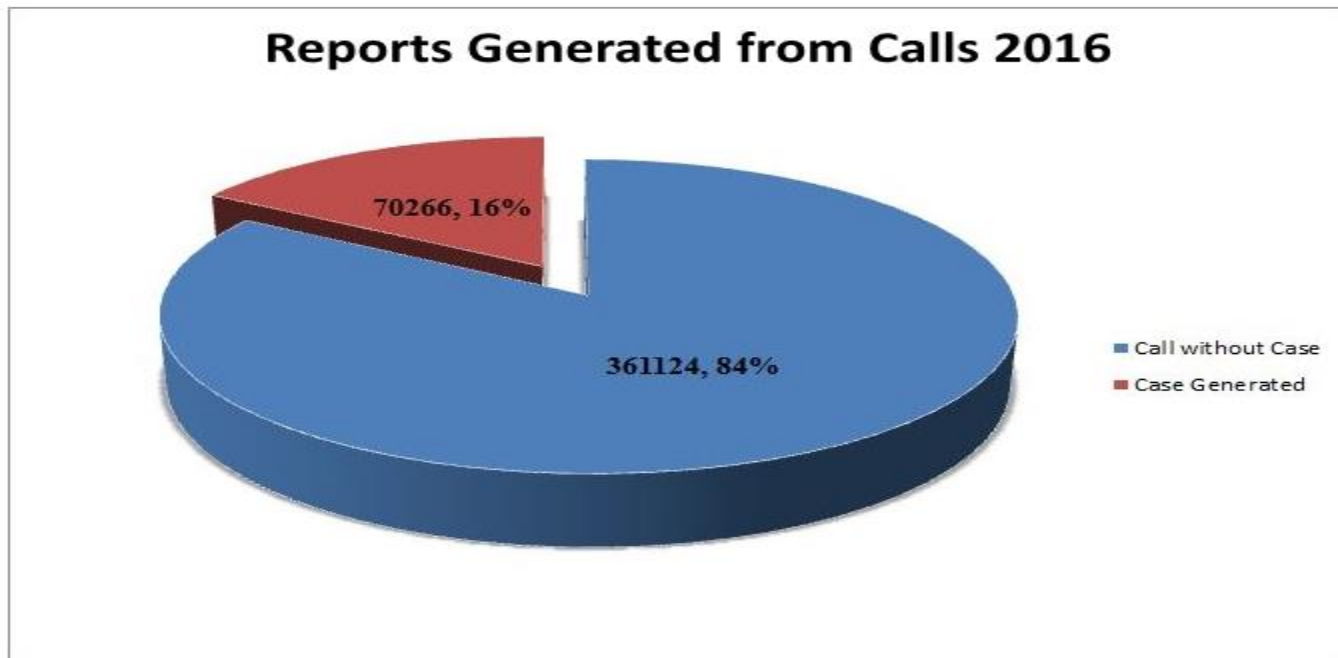


FIGURE 11

Table 3 (page 26) illustrates how Time is considered in the context of a call for service. Additionally, the CFS were broken down by priority codes and a description for each is provided below. A more detailed description is in the Appendix.

Priority 1: Requires an immediate response due to serious physical harm, serious property damage, or a serious crime in progress.

Priority 2: Requires a minimum delay response to incidents that have the potential for serious physical harm, serious property damage or a crime that has just occurred.

Priority 3: Requires an intermediate response to incidents that have the potential for minor harm, minor property damage or for a crime of this nature that has just occurred.

Priority 4: Incidents that are considered "cold" and that require a report or to check on information.

The **Queue Time** is awaiting dispatch. **Travel time** is the time from when the call is dispatched until the first officer arrives on scene. In the CDP analysis, the **time consumed** on the call is reflected by the time of dispatch until the time the call is cleared.

TABLE 3 CITY WIDE CFS

Queue Time = Call Time to Dispatch Time
 Travel Time = Dispatch Time to Arrive Time
 On Scene Time = Arrive Time to Clear Time
 Total Time = Call Time to Clear Time

1/1/2016 to 12/31/2016
 Only Calls with a Valid Arrive Time
 Call Source is Not Radio, Officer, RC,
 EMS or Blank

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.32	5.30	38.95	50.38	44,235
Priority 2	8.30	6.53	22.62	47.03	92,781
Priority 3	47.64	5.85	19.12	93.12	51,911
Priority 4	88.00	7.48	28.55	146.72	24,837

Table 3A illustrates the time components for each District and how that performance is relatively similar across all districts.

TABLE 3A CFS by Districts

Queue Time = Call Time to Dispatch Time
 Travel Time = Dispatch Time to Arrive Time
 On Scene Time = Arrive Time to Clear Time
 Total Time = Call Time to Clear Time

1/1/2016 to 12/31/2016
 Only Calls with a Valid Arrive Time
 Call Source is Not Radio, Officer, RC,
 EMS or Blank

District 1

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.33	6.28	36.42	48.23	7,641
Priority 2	7.18	6.97	24.68	46.72	16,770
Priority 3	45.65	6.47	20.78	89.98	9,889
Priority 4	84.63	7.63	25.52	134.35	5,194

District 2

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.35	5.43	43.37	54.25	9,018
Priority 2	9.03	6.75	24.22	50.03	20,472
Priority 3	58.11	6.05	19.40	105.08	10,636
Priority 4	96.35	7.60	29.05	158.07	5,996

District 3

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.18	4.58	38.13	48.95	7,365
Priority 2	7.09	5.87	20.08	42.54	19,371
Priority 3	32.92	5.65	18.22	77.96	9,467
Priority 4	75.00	7.23	28.05	131.17	4,299

District 4

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.40	5.33	39.14	51.33	11,710
Priority 2	10.65	6.70	22.80	50.92	20,900
Priority 3	63.88	5.53	18.93	110.13	12,003
Priority 4	108.51	7.58	31.74	177.31	5,131

District 5

	Queue Time	Travel Time	On Scene Time	Total Time	Call Count
Priority 1	2.28	4.93	37.08	47.88	8,458
Priority 2	7.75	6.32	20.60	44.05	15,107
Priority 3	40.87	5.55	17.70	82.05	9,813
Priority 4	76.58	7.35	29.25	136.18	4,172

A final issue related to measuring time consumed is multiple-officer dispatching. Most CAD systems do not accurately capture the number of “back-up” officers dispatched to a call, nor do they capture the amount of time that the back-up officers spend on the call. In some communities officers “self-dispatch” to calls. That is, they respond to a call even though they have not been instructed to do so. There may not be a record of their time on scene. Later described, on page 32, is how CDP factored in the back-up officers into the staffing report.

Staffing Investigative Units

PERF states from the Austin Police Department Study (2012) that no matter how much investigative effort is put forth by police officers and investigators, not all crimes can be solved. The volume of crime in most cities in America is beyond the investigative resources of police departments. Large urban police departments in the United States, such as Austin’s, find that the best use of limited investigative resources is to assign cases based upon two basic criteria: the seriousness of the incident, and the potential to solve the case (often referred to as “solvability factors”).

The series of crimes that make up the FBI Uniform Crime Report’s Part I offenses (homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft and arson) are often assigned for follow-up investigation. These types of crimes are assigned to investigative follow-up based on the severity of the crime, injuries caused to victims, a danger of continuing violence associated with the crime, the threat to the community at large, and a higher potential for solving the case and arresting criminals than is often found in lower-level crimes. Significant property loss, as defined by the police agency, may also be justification for an offense to receive immediate follow-up investigation.

Solvability factors are the leads, clues and pieces of information present at a crime scene which may be useful in bringing a case to a successful disposition. The success of a follow-up investigation, if one is initiated, depends heavily on how the preliminary investigation was conducted by the first responder and investigator along with the information uncovered during the initial review.

Useful solvability factors include:

- Witnesses to the crime – individuals or “electronic witnesses” in the form of video/audio recordings
- Knowledge of suspect's name
- Knowledge of where the suspect may be located
- Description of the suspect
- Description of the suspect's vehicle
- Traceable property
- Specific method of operation (MO)
- Presence of usable physical evidence
- Assistance of the public and/or the news media

The CDP does not use a formal solvability formula. Its case assignment process depends on the current caseload, the type and complexity of a case and the general impression of the case's solvability.

When considering staffing levels, it is important to understand the actual availability of employees' time to address casework is quite different from the hours they are assigned to work. Members of police departments have 2,080 hours available to work per year (an average of 40 hours per week). However, not all these hours will be available to apply to an investigative workload. From the 2,080 annual hours to be had, one must deduct holidays, various categories of leave (Sick and Vacation time), training time, and court time to determine the amount of time available to investigate cases. The CDP has established from the earlier staffing factor in this document that officers work on average **1240 hours per year**.

Staffing Methodology

Next, PERF sought to identify the time necessary for members of investigative units to complete a thorough investigation. A case has been thoroughly investigated when it is ready to be submitted for prosecution or when all leads have been exhausted.

As mentioned earlier, solvability factors are often used to assign cases for investigation. To determine staffing levels, PERF separates criminal investigations into four distinct solvability categories: Contact Only (cases that result in no follow-up or in simply re-contacting the victim); Less-Complicated Cases (substantial solvability factors are present that require relatively little further investigation to close the case); Typical Cases (those with a moderate level of solvability factors); and More Complex Cases (limited solvability factors present that require substantial effort and are difficult to close).

Because the CDP investigation units had no hard data on the solvability factors for their cases or of the time required for thorough investigations, an estimate of the average time it takes to investigate each type of crime in each solvability category was established. This methodological approach is most useful for units whose cases come from outside the unit, as opposed to units that have significant discretionary workloads.

Gang Impact, vice and narcotics units have some outside cases sent for investigation, but most of their work is self-generated, based on leads, intelligence, community complaints and daily enforcement operations.

Table 4 illustrates the percentage of cases in each unit that fall into various levels of solvability, and the time required to complete a thorough investigation in each type of crime at each level of solvability.

As an example, in the cases investigated by the District Detective units for a Robbery, “Contact Only” cases typically consume one hour for each investigation; “Less Complicated” cases were allocated 10 hours each; “Typical Cases” consume on average 30 hours and “Complicated” cases average 60 hours per investigation. Comparing these figures to burglary—a less serious crime type but one that involves a significantly greater volume of cases—burglaries were assigned a half-hour for “Contact Only” cases, 3 hours for “Less Complicated” cases, 10 hours for “Typical Cases” and 40 hours for “Complicated Cases.” Again, these are average times for thorough investigations in each category.

2016	Contact Only	Less Complicated	Typical	More Complex
Violent Crimes				
Homicide	10% 20	40% 50	40% 110	10% 220
Sex Crimes	15% 1	40% 12	25% 32	20% 80
Robbery	30% 1	35% 10	25% 30	10% 60
Felonious Asslt	30% 1	35% 10	25% 30	10% 60
Burglary	40% 0.5	30% 3	20% 10	10% 40
Felony Theft	40% 1	25% 4	25% 8	10% 40
Domestic Violence	20% 1	30% 3	35% 6	15% 24

TABLE 4

Calculating Shift-Relief Factor

The next step in the CDP staffing estimate is to calculate the shift relief factor. The shift-relief factor shows the relationship between the maximum numbers of days that an officer can work and actually works. Knowing the relief factor is necessary to estimate the number of officers that should be assigned to a shift in order to ensure that the appropriate number is working each day. The shift-relief factor will vary by whether officers work 8 or 10-hour shifts.

The shift relief factor defines the number of officers needed in order to ensure a sufficient number of officers are on duty to meet the community needs. Table 5 (page 30) illustrates the

shift relief factor using 2018 data for the study period concerning time off for 1161 Patrol Officers. The below items are factored in the Shift Relief equation:

- V-Days: scheduled days off
- Furlough: vacation time taken off
- PH Days: personal holidays off with prior approval
- Compensatory Time: requested days off connection with furlough, V-days, etc.
- In-service: required training days in the Police Academy

8 Hr. Staffing Factor		2018
Hours Required		2920
V-days hours		832
Furlough hours avg		92.5
PH Days Avg.		16
Sick Time Hour avg.		108
In-Service Hours		48
Comp Time Hours avg.		118.5
Hours Available		1215
Staffing Factor		1.71

10 Hr. Staffing Factor		2018
Hours Required		3650
V-day hours		1560
Furlough Hours avg.		92.5
PH Days Avg.		20
Sick Time Hour avg.		108
In-Service Hours		60
Comp Time Hours avg.		118.5
Hours Available		1959
		158
Staffing Factor		2.16

TABLE 5-YR 2018

The shift relief factor tells CDP how many officers are needed to assign to a shift in order to ensure that a sufficient number is working. For example, if 10 officers are needed on duty during the day shift, then 18 officers should be assigned on that shift (10 X 1.71). The above tables reflect the Cleveland Model of an 8 hr. dayshift and 10 hr. shifts for 2nd and 3rd platoons.

Work Schedule

8 Hour Shift

Figure 12 (page 31) illustrates how CDP uses an 8hr work schedule with a Six-day on/ two-day off schedule.

- Rotating days off
- Each officer gets two three day weekends during a 6 week cycle
- Seven different V-Day groups
- Equal staffing by day of week
- Longest on duty cycle is six days

8hr	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
G		v	v						v	v							v	v							v	v					
H			v	v							v	v							v	v							v	v	v		
I				v	v							v	v							v	v	v						v	v	v	
J					v	v							v	v	v						v	v	v						v	v	
K						v	v	v	v					v	v	v								v	v						v
L	v						v	v	v							v	v	v						v	v						
M	v	v							v	v							v	v								v	v				

FIGURE 12

Importantly, Every day 71 percent of the officers are assigned to be on duty, and that the number of officers on duty each day is the same. These are two very important criteria that can be used in evaluating a work schedule.

Ten- Hour Shifts

CDP also employs a rotating 10 hr. shift. Under this plan, officers work five 10-hour shifts and have 3 days off each week. Beginning the fourth week officers' work a 5/4, 4/4 and 4/4 week. The plan appeals to officers because it reduces the number of days worked, the likelihood of working on a holiday, and decreased commuting time. The plan also appeals to agencies because the work schedules have an overlap period between shifts, when officers on two shifts are working, the agency can double staffing during peak demand times. The CDP ten hour plan is illustrated below, Figure 13.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
N	v	v	v						v	v	v						v	v	v						v	v	v				
O	v	v					v	v	v	v						v	v	v						v	v	v					
P	v					v	v	v	v					v	v	v	v							v	v	v					v
Q					v	v	v	v					v	v	v	v						v	v	v	v	v				v	v
R				v	v	v						v	v	v	v													v	v	v	v
S			v	v	v						v	v	v							v	v	v	v				v	v	v	v	
T		v	v	v						v	v	v							v	v	v					v	v	v	v		

FIGURE 13

Establish Performance Objectives

The fifth component, the performance objective, is to determine what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. While there is no accepted standard for this allocation it can be instructive to explore how agencies have faced this challenge. This is due to staffing and resource shortages but is being addressed with increased hiring and the new proposed staffing plan to include time for CPOP. Currently, CDP does not have built in time for community policing engagement. Officers currently answer calls for service as a primary function and will engage in community policing efforts as time permits.

III. Recommending Staffing

CDP Patrol Section Staffing recommendations

CDP has described the preferred method for staffing the Patrol Section and through this method will adequately staff the Division to address violent crime, CPOP and the settlement agreement.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	Recommended
0700-1400	CFS	25%	25%	AD/CFS	(1 & 45 min)	UNITS (/2920)	units	units	60%	60%	XSRF 1.71	XSRF	OFFICE	Combined	District
D1 (SR)	6393	1598.25	1599	7992	7992.0	2.74	3.0	3.0	5.0	5	8.55	9	4	13	District 1
D1 (ZC)	9928	2482	2482	12410	9307.5	3.19	4.0	8.0	13.4	14	23.94	24		24	116
D2 (SR)	9991	2497.75	2498	12489	12489.0	4.28	5.0	8.4	9	9	15.39	16	4	20	District 2
D2 (ZC)	12451	3112.75	3113	15564	11673.0	4.00	4.0	8.0	13.4	14	23.94	24		24	138
D3 (SR)	8075	2018.75	2019	10094	10094.0	3.46	4.0	6.7	7	7	11.97	12	4	16	District 3
D3 (ZC)	11536	2884	2884	14420	10815.0	3.70	4.0	8.0	13.4	14	23.94	24		24	134
D4 (SR)	8155	2038.75	2039	10194	10194.0	3.49	4.0	6.7	7	7	11.97	12	4	16	District 4
D4 (ZC)	14632	3658	3658	18290	13717.5	4.70	5.0	10.0	16.7	17	29.07	30		30	151
D5 (SR)	6775	1693.75	1694	8469	8469.0	2.90	3.0	5.0	5	5	8.55	9	4	13	District 5
D5 (ZC)	10455	2613.75	2614	13069	9801.8	3.36	4.0	8.0	13.4	14	23.94	24		24	116
1500-2200	CFS	25%	25%	AD/CFS	(1 & 45 min)	UNITS (/3650)	units	units	60%	60%	XSRF 2.16	XSRF	OFFICE	Combined	
D1 (SR)	7415	1853.75	1854	9269	9269.0	2.54	3.0	3.0	5.0	5	10.80	11	5	16	47
D1 (ZC)	15708	3927	3927	19635	14726.3	4.03	4.0	8.0	13.4	14	30.24	31		31	
D2 (SR)	9439	2359.75	2360	11799	11799.0	3.23	4.0	6.7	7	7	15.12	16	5	21	58
D2 (ZC)	19322	4830.5	4831	24153	18114.8	4.96	5.0	10.0	16.7	17	36.72	37		37	
D3 (SR)	8877	2219.25	2220	11097	11097.0	3.04	4.0	6.7	7	7	15.12	16	5	21	58
D3 (ZC)	16125	4031.25	4032	20157	15117.8	4.14	5.0	10.0	16.7	17	36.72	37		37	
D4 (SR)	8595	2148.75	2149	10744	10744.0	2.94	3.0	5.0	5	5	10.80	11	5	16	60
D4 (ZC)	20862	5215.5	5216	26078	19558.5	5.36	6.0	12.0	20.0	20	43.20	44		44	
D5 (SR)	6389	1597.25	1598	7987	7987.0	2.19	3.0	5.0	5	5	10.80	11	5	16	47
D5 (ZC)	15437	3859.25	3860	19297	14472.8	3.97	4.0	8.0	13.4	14	30.24	31		31	
2300-0600	CFS	25%	25%	AD/CFS	(1 & 45 min)	UNITS (/3650)	units	units	60%	60%	XSRF 2.16	XSRF	OFFICE	Combined	
D1 (SR)	2074	518.5	519	2593	2593.0	0.71	1.0	1.7	2	2	4.32	5	5	10	32
D1 (ZC)	9220	2305	2305	11525	8643.8	2.37	3.0	6.0	10.0	10	21.60	22		22	
D2 (SR)	3080	770	770	3850	3850.0	1.05	2.0	3.3	4	4	8.64	9	5	14	36
D2 (ZC)	11160	2790	2790	13950	10462.5	2.87	3.0	6.0	10.0	10	21.60	22		22	
D3 (SR)	4817	1204.25	1205	6022	6022.0	1.65	2.0	3.3	4	4	8.64	9	5	14	36
D3 (ZC)	11038	2759.5	2760	13798	10348.5	2.84	3.0	6.0	10.0	10	21.60	22		22	
D4 (SR)	3212	803	803	4015	4015.0	1.10	2.0	3.3	4	4	8.64	9	5	14	45
D4 (ZC)	13058	3264.5	3265	16323	12242.3	3.35	4.0	8.0	13.4	14	30.24	31		31	
D5 (SR)	2341	585.25	586	2927	2927.0	0.80	1.0	1.7	2	2	4.32	5	5	10	32
D5 (ZC)	9624	2406	2406	12030	9022.5	2.47	3.0	6.0	10.0	10	21.60	22		22	

TABLE 6 8hr and 10 hr., 25% back up and 60% CFS/admin time

Table 6 (page 32) illustrates the recommended staffing level using the current hours of operation by CDP. **All calls for service were broken down into 8 hr. shifts to include 2nd and 3rd shift which are on 10 hr shifts. The additional 2 hours on 2nd and 3rd shift (10hr day) will be used as Community engagement time for calculation purposes.

The Cleveland Division of Police determined that it was more appropriate to assume that 25% of all calls require a backup car. CDP took into consideration that many calls for service require backup units; these include Violent Felonies, Burglaries, CIT calls and many traffic crashes. The incidence of calls that require backup will vary significantly by neighborhood and time of day.

CDP then focused on the allocation of an officer's time. Police officers do many things other than answer citizen calls for service. CDP's model includes time for those other activities set at 20% community engagement and 20% for administrative duties (total of 40% of time). Officers' administrative time can include the completion of criminal and crash reports, completion of duty reports, lunch breaks and categorizing body cameras footage to name a few functions. The new staffing plan allocates 20% of officer's time on community engagement and problem-oriented policing, which can include bicycle patrols, community meetings, safety fairs and business and residential safety audits.

Next is a step by step description of how CDP applied the workload based assessment with 25% of all calls for service requiring backup unit.

0700-1400	CFS	25%	25%	ADJCFS	(1 & 45 min)	UNITS (/2920)	units	units	60%	60%	XSRF 1.71	XSRF	OFFICE		Combined	Recommenc
D1 (SR)	6393	1598.25	1599	7992	7992.0	2.74	3.0	5.0	5	8.55	9	4	13	37	District 1	
D1 (ZC)	9928	2482	2482	12410	9307.5	3.19	4.0	8.0	13.4	14	23.94	24	24		116	

- Column 2: number of CFS based one or two officer cars for a specific time frame
- Column 3: back up cars (25%) multiplied by CFS in column 2
- Column 4: adjusted CFS to include the backup officer
- Column 5: column 4 multiplied by 1 hr. or 45 min to get the total minutes on a CFS
- Column 6: column 5 divided by 2920 (total days in a year multiplied by 8 hrs.)
- Column 8: column 6 multiplied by percentage of time dedicated to CFS
- Column 9: column 8 officers needed per day multiplied by the shift relief factor
- Column 10: office staff set at 4 officers
- Column 11: total officers needed to staff one shift

CDP was able to take all priority one calls for service, which traditionally are multi-car dispatched, then used these calls for service to find the appropriate percentage to use for their staffing formula. The Figure 14A and 14B represents city wide priority 1 calls for service broken down by city-wide and shift. Figure 14A also notes calls not dispatched, this is due to duplicate CFS, callers cancelling the CFS, etc.

Priority 1 Citywide

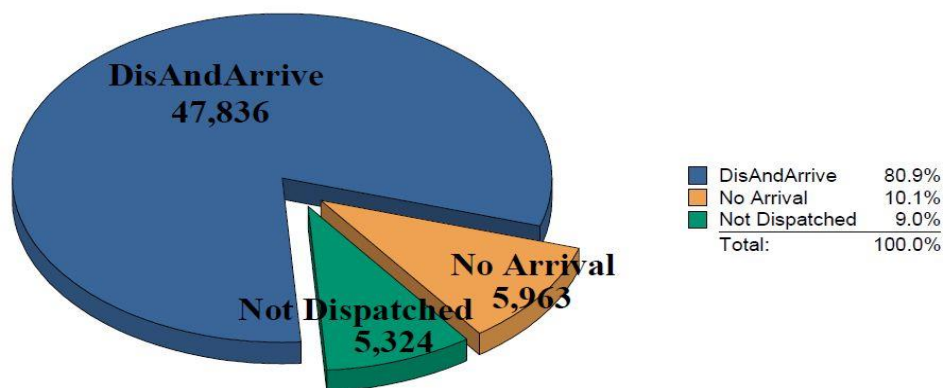


FIGURE 14A

Priority 1 by Shift Citywide Dispatched

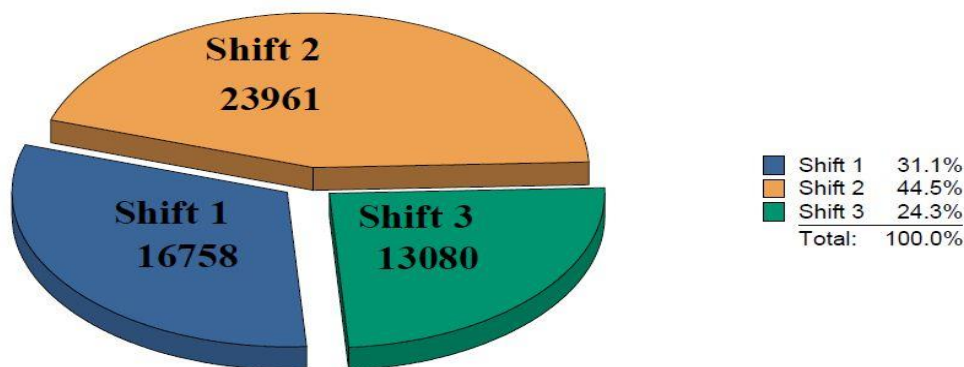


FIGURE 14B

Limitations of the Workload-Based Model

When using the workload-based approach it is important to consider some of the potential limitations. First, this model relies heavily on averages in producing the estimates. To the extent that workload demands exceed averages, relying on averages for scheduling may affect agency performance. An example of where this might occur is during substantial emergencies, concurrent major calls, or some unplanned event. In these sorts of unpredictable situations, the workload-based model, like other approaches, may not provide for an adequate number of officers. The main effect of this shortfall will be to reduce the availability of discretionary time. Second, the models do not differentiate among the various job functions of the police units. Lastly, included is the response time as a component of the call for service time, which is reliable in most communities. In communities with large geographical patrol zones, agencies may find that even when officers are available for calls

for service, travel time to answer calls exceeds that needed to provide acceptable performance. In these agencies it is important to consider re-designing patrol zones to ensure that officers can respond to calls appropriately.

Finally, it is important to note that the workload-based approach works best when a community responds to at least 15,000 citizen-generated calls per year. Otherwise, the time required for calls for service is so low that the number of officers recommended is far fewer than is thought reasonable.

Police staffing is typically determined through a “coverage,” or minimum staffing approach. That is, the community makes a subjective judgment about the appropriate level of policing required for deterrence, rapid response, and to ensure officer safety. Of course, there are typically varied views about these objectives. For example, research suggests that as few as 5 percent of police calls for service require a rapid response (McEwen, Connors, and Cohen 1986), and yet most police departments are organized and staffed to respond rapidly to every call. Sometimes the number of officers is a function of citizen willingness to pay for those services. For example, the City of Holland, Michigan, employs about 60 sworn police officers, but Holland Township, which is about the same size and similar in nature, contracts for service with the county sheriff who covers the township with 16 sworn officers.

CDP Patrol and Support Section Recommended Staffing

Figure 15 illustrates the application of the above recommendations and applied them to the CDP model for the district patrol section. Below is the recommended staffing levels for all five districts based on the above recommendations. Included is the 2018 budgeted numbers along with current staffing as of Dec 31, 2018.

When comparing the proposed staffing levels to the current staffing levels one can determine that there is a subtle increase. However, when analyzed at a deeper level, the proposed staffing numbers allow for the actual number of officers needed to answer calls for service and provide dedicated time for community engagement. Conversely, the current plan does not account for community engagement. These staffing numbers will be re-evaluated on a yearly basis to make sure there is proper staffing throughout the Division.

FIGURE 15

UNIT	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DISTRICT 1				1	1	1				1	1	5
<i>DISTRICT TRAINING COORDINATORS</i>										1	1	1
PATROL SECTION	1	1	1									
<i>A PLATOON</i>				1	1	0	7	6	6	37	29	27
<i>B PLATOON</i>				2	2	1	8	7	6	47	52	38
<i>C PLATOON</i>				2	1	1	7	7	6	32	29	29
SUPPORT SECTION	1	1	1	1	1							
<i>COMMUNITY RESPONSE UNIT</i>						1	1	1	2	10	10	10
<i>COMMUNITY ENGAGEMENT OFFICERS (GRANT)</i>										3	3	3
<i>DETECTIVE UNIT</i>						1	2	1	1	18	18	14
<i>TRAFFIC UNIT</i>										2	2	3
<i>VICE UNIT</i>							1	1	1	10	10	8
DISTRICT 1 TOTALS	2	2	2	7	6	5	26	23	22	161	155	138

UNIT	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DISTRICT 2				1	1	1				1	1	4
<i>DISTRICT TRAINING COORDINATORS</i>										1	1	1
PATROL SECTION	1	1	1									
<i>A PLATOON</i>				1	1	1	7	6	6	44	35	33
<i>B PLATOON</i>				2	2	1	8	7	7	58	63	55
<i>C PLATOON</i>				2	2	1	7	7	7	36	37	37
SUPPORT SECTION	1	1	1	1	1	0						
<i>COMMUNITY RESPONSE UNIT</i>							1	1	1	2	10	10
<i>COMMUNITY ENGAGEMENT OFFICERS (GRANT)</i>										3	3	2
<i>DETECTIVE UNIT</i>							1	2	1	1	17	16
<i>TRAFFIC UNIT</i>										2	2	2
<i>VICE UNIT</i>							1	1	1	10	10	6
DISTRICT 2 TOTALS	2	2	2	7	7	6	26	23	24	182	179	166

UNIT	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DISTRICT 3				1	1	0				1	1	3
<i>DISTRICT TRAINING COORDINATORS</i>										1	1	1
PATROL SECTION	1	1	1									
<i>A PLATOON</i>				1	1	1	7	6	6	40	31	31
<i>B PLATOON</i>				2	2	1	8	7	7	58	52	43
<i>C PLATOON</i>				2	2	1	7	7	6	36	39	36
SUPPORT SECTION	1	1	1	1	1	0						
<i>COMMUNITY RESPONSE UNIT</i>							1	1	1	2	10	10
<i>COMMUNITY ENGAGEMENT OFFICERS (GRANT)</i>										3	3	3
<i>DETECTIVE UNIT</i>							1	2	1	1	19	16
<i>DOWNTOWN SERVICES UNIT</i>				1	1	1	6	6	5	35	35	26
<i>TRAFFIC UNIT</i>										2	2	3
<i>VICE UNIT</i>							1	1	1	10	10	8
DISTRICT 3 TOTALS	2	2	2	8	8	6	32	29	28	215	203	180

UNIT	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DISTRICT 4				1	1	1				1	1	6
<i>DISTRICT TRAINING COORDINATORS</i>										1	1	1
PATROL SECTION	1	1	1									
<i>A PLATOON</i>				1	1	1	7	6	6	46	47	37
<i>B PLATOON</i>				2	2	1	8	7	7	60	58	55
<i>C PLATOON</i>				2	2	1	7	7	6	45	40	40
SUPPORT SECTION	1	1	1	1	1	0						
<i>COMMUNITY RESPONSE UNIT</i>							1	1	1	2	10	10
<i>COMMUNITY ENGAGEMENT OFFICERS (GRANT)</i>										3	3	3
<i>DETECTIVE UNIT</i>							1	2	1	2	27	21
<i>TRAFFIC UNIT</i>										2	2	2
<i>VICE UNIT</i>							1	1	1	10	10	7
DISTRICT 4 TOTALS	2	2	2	7	7	6	26	23	24	205	192	182

UNIT	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DISTRICT 5				1	1	1				1	1	3
<i>DISTRICT TRAINING COORDINATORS</i>										1	1	1
PATROL SECTION	1	1	1									
<i>A PLATOON</i>				1	1	1	7	6	6	37	29	29
<i>B PLATOON</i>				2	2	1	8	7	7	47	46	45
<i>C PLATOON</i>				2	1	1	7	7	6	32	34	33
SUPPORT SECTION	1	1	1	1	1	0						
<i>COMMUNITY RESPONSE UNIT</i>							1	1	2	10	10	10
<i>COMMUNITY ENGAGEMENT OFFICERS (GRANT)</i>										3	3	3
<i>DETECTIVE UNIT</i>							1	2	1	22	22	13
<i>TRAFFIC UNIT</i>										2	2	2
<i>VICE UNIT</i>							1	1	1	10	10	8
DISTRICT 5 TOTALS	2	2	2	7	6	5	26	23	23	165	158	147

CDP Investigative Section Recommended Staffing

2016	Total Cases	Contact Only	Less Complicated	Typical	More Complex	Total Hours	Investigators needed	Investigators assigned
Homicide	229	458	4580	10076	5038	20152	16.3	19
Sex Crimes	1284	193	6163	10272	20544	37172	30	18
Domestic Violence Unit	2988	598	2689	6275	10756.8	20318	16.4	10

TABLE 7

Tables 7 illustrates the expected average caseload, the total number of hours, the number of investigators needed to conduct thorough investigations at 1240 hours per year. The 1240 hours is based on CDP staffing factor. Table 7 illustrates the following units; Homicide, Sex Crimes and Domestic Violence Unit.

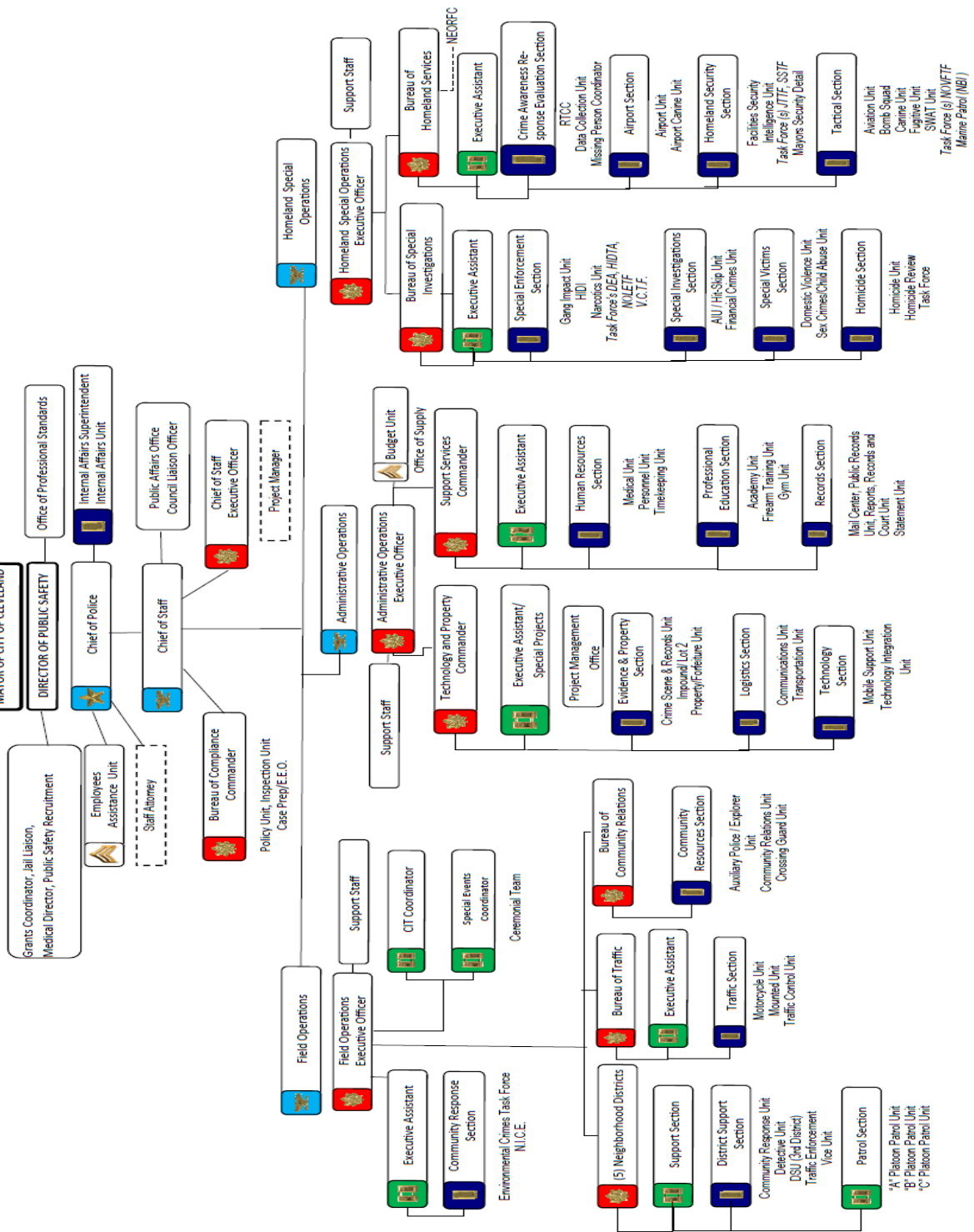
District	Total Cases	Contact Only	Less Complicated	Typical	More Complex	Total Hours	Investigators needed for thorough investigation	Investigators needed for 90% of all cases	Investigators currently assigned
District 1									
Robbery	470	141	1645	3525	2820	8131	7	5	
Felonious Asslt	306	92	1071	2295	1836	5294	5	3	10
Burglary	1037	207	933	2074	4148	7363	6	3	
Felony Theft	1414	566	1414	2828	5656	10464	9	4	
Domestic Violence	1140	228	1026	2394	4104	7752	7	3	Recommended 22
							34	18	
District 2									
Robbery	602	181	2107	4515	3612	10415	9	6	
Felonious Asslt	443	133	1551	3323	2658	7664	7	4	
Burglary	1557	311	1401	3114	6228	11055	9	4	11
Felony Theft	197	79	197	394	788	1458	2	1	
Domestic Violence	494	99	445	1037	1778	3359	3	2	Recommended 23
							30	17	
District 3									
Robbery	642	96	2247	4815	3852	11010	9	6	
Felonious Asslt	608	182	2128	4560	3648	10518	9	6	
Burglary	809	121	728	1618	3236	5703	5	2	14
Felony Theft	1303	521	1303	2606	5212	9642	8	4	
Domestic Violence	91	36	82	191	328	637	1	1	Recommended 25
							32	19	
District 4									
Robbery	809	121	2832	6068	4854	13874	12	8	
Felonious Asslt	739	222	2587	5543	4434	12785	11	7	
Burglary	1915	287	1724	3830	7660	13501	11	5	21
Felony Theft	2052	821	2052	4104	8208	15185	13	6	
Domestic Violence	215	86	194	452	774	1505	2	1	Recommended 35
							49	27	
District 5									
Robbery	530	80	1855	3975	3180	9090	8	5	
Felonious Asslt	627	188	2195	4703	3762	10847	9	6	
Burglary	1167	175	1050	2334	4668	8227	7	3	14
Felony Theft	1243	497	1243	2486	4972	9198	8	4	
Domestic Violence	1416	566	1274	2974	5098	9912	8	4	Recommended 28
							40	22	

TABLE 8

Table 8 illustrates each district detective unit and the amount of investigators recommended based on the PERF formula. CDP has taken this information and recommend a hybrid amount of detectives it believes will accomplish the CDP mission. These staffing numbers will be re-evaluated on a yearly basis to make sure there is proper staffing throughout the Division.

Proposed Organizational Chart

CLEVELAND DIVISION OF POLICE



1/31/19

30 in

Notable changes from current organizational chart to the proposed chart

- Homeland Special Operations
 1. Moved all tactical operations to Bureau of Homeland Special Operations
 2. Streamlined investigative units under Bureau of Special Investigations
 3. Mayor’s detail moved from district operations to the Mayor’s City Hall Detail
 4. New Unit of Crime Awareness and Response Evaluation (CARE)
 5. Removal of Bureau of Special Services (streamlined into Special invest and Homeland)
- Administrative Operations
 6. Combined Technical section and property section under Evidence & Property Section
 7. Policy unit moved to the Chief’s Office
- Field Operations
 8. New units of Neighborhood Impact Community Engagement officers (NICE) and Environmental Crimes Task Force (ECTF)
 9. Addition of a Crisis Intervention Coordinator

Proposed future needs of CDP

AREA	CAPTAIN			LIEUTENANT			SERGEANT			PATROL OFFICER		
	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT	2020*	2018	CRNT
DIRECTOR OF PUBLIC SAFETY	0	0	0	1	1	2	2	2	2	2	2	0
CHIEFS OFFICE	0	0	0	1	1	0	11	10	8	5	5	9
CHIEF OF STAFF (DEPUTY CHIEF)	0	0	0	0	0	0	3	3	2	4	3	1
CHIEF OF STAFF XO (COMMANDER)	0	0	0	1	1	1	1	0	0	1	0	0
BUREAU OF COMPLIANCE (COMMANDER)	0	0	1	2	2	1	7	7	10	5	2	3
FIELD OPERATIONS (DEPUTY CHIEF)	2	2	2	1	1	0	2	2	1	0	0	0
FIELD OPERATIONS XO (COMMANDER)	1	1	0	2	1	1	6	3	3	43	28	13
ADMINISTRATIVE OPS (DEPUTY CHIEF)	0	0	0	0	0	0	0	0	0	0	0	0
ADMINISTRATIVE OPS XO (COMMANDER)	0	0	0	1	0	0	2	2	1	2	2	0
HOMELAND SPECIAL OPERATIONS (DEPUTY CHIEF)	0	0	0	1	1	1	1	1	0	0	0	2
HOMELAND SPECIAL OPERATIONS XO (COMMANDER)	0	0	0	0	0	0	0	0	0	1	1	0
DISTRICT 1	2	2	2	7	6	5	26	23	22	161	155	138
DISTRICT 2	2	2	2	7	7	6	26	23	24	182	179	166
DISTRICT 3	2	2	2	8	8	6	32	29	28	215	203	180
DISTRICT 4	2	2	2	7	7	6	26	23	24	205	192	182
DISTRICT 5	2	2	2	7	6	5	26	23	23	165	158	147
BUREAU OF TRAFFIC	1	1	0	1	1	1	6	5	6	40	37	33
BUREAU OF COMMUNITY RELATIONS	0	0	1	1	1	0	2	1	1	17	17	4
TECHNOLOGY AND PROPERTY COMMANDER	1	1	0	3	3	5	9	9	6	52	50	54
SUPPORT SERVICES COMMANDER	1	1	3	3	3	3	15	15	20	45	44	246
BUREAU OF SPECIAL INVESTIGATIONS	1	1	0	5	5	3	18	16	11	119	118	96
BUREAU OF HOMELAND SERVICES	1	1	0	4	3	4	16	14	11	104	104	81
RECOMMENDED TOTALS	18	18	17	63	58	50	237	211	203	1368	1300	1355
2018 Budgeted Staffing	18			58			213			1302		

The 2020* staffing projections are contingent upon the approvals of the Mayor and City Council.

IV. Managing the Demand for Police Services

Much of the discussion to this point has focused on supplying enough police officers to meet citizen demands for service. CDP also examined ways to more effectively manage demand for specialized police service.

CDP Deployment at Council and City Sponsored Events

CDP uses on-duty officers and officers on overtime to handle mandated special events such as Council sponsored, All-City and Class A events that are held throughout the city. There are also smaller community events that district commanders will handle as some community development corporations and church groups have little or no monies to support the event without their help.

Special details have their own challenges. The basic elements of the challenges are as follows:

- There is a cost associated with using police officers on special details, but some of these events generate significant revenues for the region.
- Charging event sponsors for police services may deter some from holding the event.
- The cost might be particularly problematic for community development corporations that have limited resources. Eliminating these gatherings may have a negative consequence on crime prevention activities.

In order to get some idea of the magnitude of these on-duty assignments, below is a listing of Council sponsored events, All-City and Class A events. This list does not include small individual district special events and protests.

During 2017, a total of 18 large special events were assigned to on duty officers on either regular time or on overtime. Some events cost the city over \$100,000 in city police services.

1. Rite Aid Marathon
2. St. Patrick's Day Parade
3. Cleveland Orchestra July 4th
4. Cleveland Pride Festival x2
5. Cleveland Cav's Playoffs
6. Velasano Bike Race
7. Cleveland Indians Playoffs
8. One World Festival
9. New Day in Hough
10. Glenville festival
11. St. Rocco Festival (5 days)
12. West Park Festival
13. Latino Festival and Parade
14. Feast of the Assumption (4 days)
15. Cleveland Airshow (3 days)
16. Labor Day Parade
17. Cleveland Browns Home Games

18. Winterfest and tree lighting

The special events are not part of the workload based assessment but are part of the CDP overtime budget. CDP will continue to provide personnel for special events as they draw thousands of people to the city. The proposed staffing plan will allow for an increase in personnel in the Bureau of Traffic, which will free up some officers to concentrate on issues in their respective district and or community engagement.

Alarm Calls for Service

Challenge: One of the major challenges facing the deployment of Cleveland officers is the number and frequency of unnecessary (false) alarms.

False Alarm Statistics: The Cleveland Division of Police received 30,305 alarm calls in 2015. Of those 30,305 incoming calls, uniformed officers of the Division of Police responded to 23,659 residential and business alarms. 23,240 (98.25 percent) were false. One of every eleven police dispatches is an alarm assignment, with an average of 98 percent of those responses being recorded as false.

In order to significantly enhance community policing initiatives and positive interaction with the community, police must be freed from burdensome tasks that do not support community policing opportunities.

The City currently has the ordinance authority to invoice businesses who have repeated false alarms. That legislation, however, does not extend to residential alarms

Reducing Calls for False Alarms

During the study period CDP responded to the following alarms:

- Alarm- Audible 491
- Alarm- Burglar 11,863
- Alarm- Holdup 3,036
- Alarm- Residential 11,102

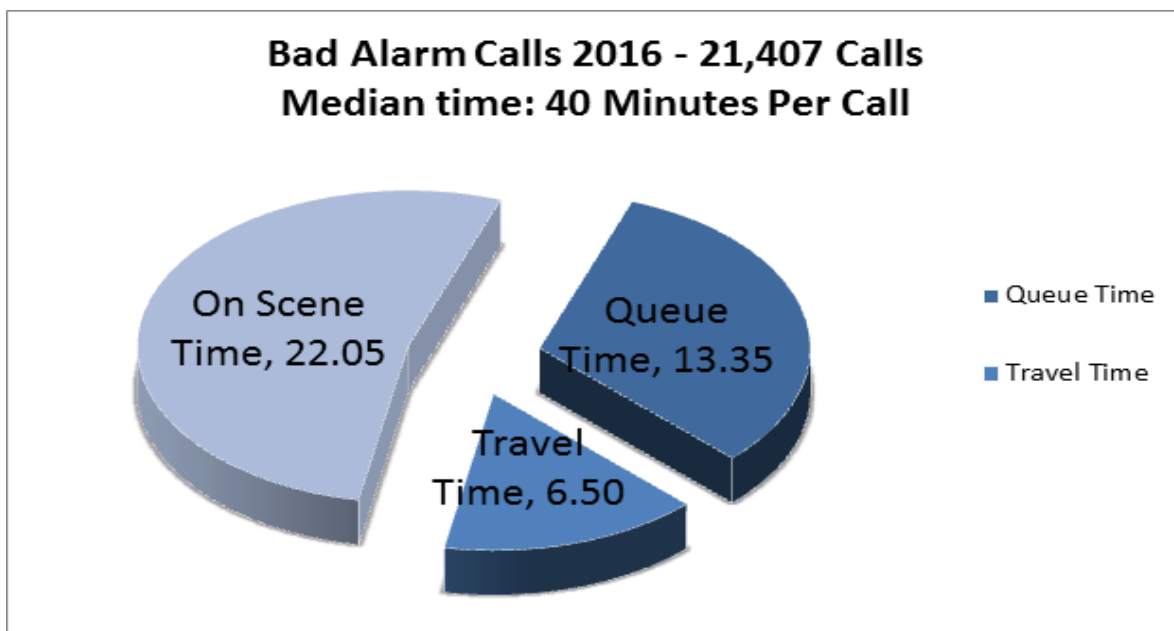


TABLE 9

Table 9 illustrates the average time committed to these calls was 40 minutes, but since most police response require two officers, it can be concluded that the typical response requires 80 minutes of officer time. Thus, the Division spent nearly **28,542** officer hours on alarm calls.

Nationwide, police departments respond to millions of false alarms annually at a cost in excess of \$1 billion. False alarms are a wasteful use of police resources and a problem that many law enforcement agencies struggle to manage. Solving the problem of false alarms would by itself relieve 35,000 officers from providing an essentially private service. Moreover, an alarm signal is NOT an indicator of criminal activity. In most instances, alarms are designed to detect motion, including human error, system malfunctions and abnormal conditions, most of which have little to do with crime.

Many communities are taking an aggressive approach to reducing responses to false alarms. For example, the Milwaukee Police Department implemented the Verified Response Policy for burglar alarms in September 2004. Under this policy the Milwaukee Police Department does not respond to the report of a burglar alarm activation that was not first verified by a Private First Responder Service. Milwaukee reduced the number of calls for service due to alarms from more than 30,000 to 620 in 2012 as a result of their policy change. CDP is working with Cleveland City Council as well as others in order to reduce responses to false alarms.

Reducing responses to false alarms could allow CDP the opportunities for more community engagement.

Web-based Crime Reporting

CDP is currently using a Citizen Online Reporting System (CORS). CORS is designed to eliminate the need of having officers physically respond to document no-suspect or **minor** crime reports while still recording the incident and collecting reportable data for additional investigation, statistical analysis and mandatory reporting requirements.

- Property Lost
- Damage to Property
- Criminal Damaging
- Petty Theft or Theft from a Motor Vehicle
- Supplemental reports

CDP uses social media and community meetings to educate people on how to use CORS to file a report. One advantage to this approach is that the victim receives a temporary case number via email while the report is in review. 1131 reports were completed online in 2016. As of November 19, 2017 online reporting was at 1488 reports.

CDP is looking to control and reduce the frequency of false alarms through legislation and increasing the capacity of Web-based Crime Reporting. Technological advances will enable officers to free up time for patrol duties and community problem-oriented policing time. The use of technology will be evaluated yearly to see what impact it has on overall efficiency of the Division and how much actual time will be free to engage in more community policing activities.

Specialized Response Units

Specialized units within CDP are critical to the mission of providing the best possible service to the community. Adequately staffing specialized units allow for better case management and work product. When detectives have a more manageable case load, they would have more time to dedicate to solving complicated cases. Consequently, specialized units would then be able to provide support to the patrol section and allowing more time for community engagement by members of CDP.

Specialized Crisis Intervention Officers

Specialized CIT officers will be assigned to the patrol operation and will maintain their standard patrol duties, except when called upon to respond to incidents or calls involving individuals in crisis. The enhanced training for specialized CIT officers will be at least 40 hours and include the following:

- how to conduct a field evaluation
- suicide intervention
- community mental health resources and common mental health diagnoses
- effects of drug and alcohol abuse
- perspectives of individuals with mental health issues and their family members
- rights of persons with mental illness and civil commitment criteria
- crisis de-escalation and scenario-based exercises

Training and designation as a Specialized CIT officer will be voluntary. Officers will have a minimum of three years of experience with the Division and go through an in-depth assessment to serve as a Specialized CIT officer. The assessment will include examination of the officer's written application, supervisory recommendations, disciplinary file and an in-person interview.

CDP plans to train and assign approximately 200 patrol officers to the Specialized Crisis Intervention Team. Assigning voluntary officers to the Specialized CIT is important to the success of the program as these officers are committed to the core mission and authenticity of the CIT doctrine.

Co-Responder Team (CRT)

The Co-Responder Team (CRT) consists of 2 Police Officers and 2 Mental Health Social Workers that respond as a team to crisis calls. These teams have been shown to be successful across the country in reducing rates of incarceration and increasing linkage with mental health agencies and ongoing treatment. Our current team has also shown to be effective in dealing with individuals considered "high utilizers" (people that call 911 frequently) and in decreasing the number of individuals taken to the hospital for evaluation. The current team in place works second shift in the Second District, Tuesday through Friday. CDP is currently considering expanding this program with 2 more Co-Responder Teams.

Gang Impact Unit

The primary mission is to keep the peace and to quell violence in the communities. GIU is a goal-directed unit, dedicated to targeting gun violence and violent street gangs.

The primary goals of the unit are as follows.

- Work with the Community to help strengthen partnerships to stem the violence.
- Enhance partnerships with other CDP Units including Homicide and District Units along with other local, state and federal agencies in the achievement of mutual goals.
- Identification of individuals and groups/gangs involved in gun violence using SMART Policing/Crime Analysis models to identify targets.
- The collection of intelligence and evidence against gun violence suspects which directly leads to the successful prosecution of offenders.
- Active and thorough investigations of targeted suspects and gangs involved in gun violence within or affecting the City of Cleveland. Work closely with the Cuyahoga County Prosecutors Office and prioritize the dismantling of violent street gangs using State ORC Gang and RICO Laws.
- Conduct street level narcotic and gun law enforcement details in identified violent areas.

NICE

The Violent Crime Response Initiative currently operates out of Field Operations as the Neighborhood Impact Community Engagement Squad (NICE).

The mission of NICE is to proactively target violent crime areas identified through the Crime Analysis Unit, by community partners, and District Commanders. Members assigned to NICE shall constitutionally, professionally and aggressively police the identified areas by means of uniformed and plain clothes operations. NICE officers will engage and work collaboratively within the community by utilizing the Problem Oriented Policing model. NICE officers will concentrate on crimes of violence including homicides and gun violence, apprehending violent offenders and community engagement. This unit also has the added task of researching warrants for DV, Assaults and other district warrants. They will then conduct fugitive sweeps monthly with the expectations of reducing repetitive crimes.

Conclusion

The staffing report by the Cleveland Division of Police will enable the Division to realize an increase in patrol officers through a long term strategic recruitment and hiring plan. Utilizing the work-load based method for staffing the patrol section and the PERF study in staffing the support section, the Division will have a sufficient number of officers and detectives to impact violent crime, increase community engagement and problem-oriented policing, while in compliance with the settlement agreement. Moreover, CPOP time can be gained by adopting a verified response model for alarms calls and increase the usage of technology to reduce officers' administrative time. Although, not specifically addressed in the staffing report, utilization of civilian personnel in other operations will realize an increase in sworn officers to engage in community oriented policing.

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PER CAPITA

City	Population	Officers	Officers per 10k	Homicides	Detectives	Sex Crimes	Detectives
Cleveland	386,227	1444	37.4	135	14	488	15
Cincinnati	298,880	1051	35.2	57	17	249	15
Columbus	862,515	1855	21.5	91	36	2295	32
Pittsburgh	302,443	908	30	57	24	100	16
Indianapolis	866,351	1612	18.6	148	24	684	21

CAD INCIDENT CODE MATRIX - May 17, 2017

	PRIORITY 1	PRIORITY 2	PRIORITY 3	PRIORITY 4 (5)	
CRIMES AGAINST PERSONS	DOAX - dead body/susp on scene in area DOAV - dead body/suspected violence DVX - DV Asslt/Threats, susp on scene/in area FASX - Fel Asslt/susp on scene/in area HATE - Hate crime/ethnic intimidation HLP1 - Asst Police/EMS/Fire/Aux in trouble HSTX - Hostage situation KNP - Kidnapping/abduction LURE - Attempt to lure child MPHC - Missing person - handicapped MPI - Missing person - juvenile ROBX - Robbery in prog/just occurred SO1 - Sex offense in prog/just occ/or any SO w/ a child victim SUCX - Suicide in progress/just occ. Includes "jumpers" WPN1 - Person threatening w/weapon	ASX - Asslt/suspect on scene/in area DPPU - Asst to get prop/DV potential exists DV - DV/susp. not on scene/in area ENA - endangering (child, elderly etc.) FAS - Felonious asslt/susp. not on scene/area FHSP - felony crime/vict. at hospital ROB - Robbery - cold crime, report only SO2 - Sex offense/cold crime, report only SCRM - Person screaming STKX - Stalking/susp. on scene/in area SUCT - Suicide threats THTX - Threats, susp on scene/in area WPN2 - person carrying weapon	AS - Asslt/susp not on scene/in area CDX - Civil dispute, non-domestic SOIE - Sex offense/indecent exposure - adult victim NVFT - Non-violent family trouble. No violence or threat of violence	CDIN - Civil dispute/info or rept only HOSP - Non-felony rept at hospital MPA - Missing person adult MPR - Missing person returned THT - Threats/info or rept only STK - Stalking/info or rept only	
	TFC/ACCIDENTS	ATWA - Accident: Train/Water/Air	DMGH* - dmg accident/hazardous DWI - intox/impaired driver NFH* - non-fatal/hazardous NFP - non-fatal/pedestrian struck TFCH* - tfc hazard, freeway or other haz. Loc.	DIRT - Dirt Bikes, ATVs, MC violating or involved in 'street take-over' activity DMG - Damage accident DRAG - Drag racing - race between vehicles HS - Hit skip NF - Non-fatal accident NFHS - non-fatal hit skip TFC - Traffic tie up or other problem	ABDV - Abandoned vehicle BLOC - Blocked drive NFHO - Non-fatal accident rept at hospital PV - Parking violator
		CU1 - Civil unrest/violent or potential violence SHOT - Shots fired SERA - School Emergency Radio Alarm	*upgrade to pri. 1 if incident poses imminent threat to life.	AC - Abandoned call BURN - Illegal burning CURF - Curfew violation	
	PUBLIC SAFETY		ANIV - Vicious animal BOMB - Bomb threat CRWD - Large, rowdy crowd CU2 - Civil unrest/non-violent FRDG - Abandoned refrigerator GUNF - Gun found HAZ - wires down/other natural hazard HAZE - Hazard/explosive HAZM - hazardous material MTLV - Mental/violent S911 - Silent 9-1-1 call	ACU3 - Civil unrest - info only, no dispatch DIST - Disturbance DMPX - person dumping rubbish/in prog. FRWK - Fireworks complaint INTX - Intox/high disturbing MNTL - Mental disturbing/non-violent SA - Suspicious activity DRUG - Drug activity FRAU - Fraud, bad checks, ID theft etc. VICE - vice activity, gambling, prostitution etc TRS - Trespasser TRUA - Truancy complaint VAG - Vagrant/panhandler disturbing	ANI - Animal complaint
		THEFT / PC	ARSX - Arson, susp on scene/in area PEX - Place entered/susp on scene/in area BNKX - Bank robbery	ALMH - Hold up/panic/duress alarm BNK - Bank alarm GTVX - GTMV in progress HOLD - security/citizen holding suspect PCX - prop crime, susp on scene/in area PRWL - Prowler	ALMA - Audible alarm ALMB - Burglar alarm ALMR - Residential alarm GTRO - GTMV Recy/Asst owner on scene PE - Place entered report
	<u>Officer Initiated Incidents</u> ARST - arrest (4) CC - Citizen complaint (4) CHAS - Chase (2) CORT - Court (5) DA - District Assignment (5) DETL - Detail (5) FUEL - Fuel/Maint. (5) HALU - prisoner haul FOOD - lunch break (5) PPU - Property P/U (5) REPT - Reports (5) TS - Traffic Stop (4) WALK - Park & Walk (5) TR - Prisoner transfers (5)		GENERAL / ASSIST ACFS - Asst Children & Family Services BLOO - Blood run DOAN - Dead body/apprent natural causes INJE - Injury to person/emergency HLP2 - Asst Police/Fire/EMS/Aux- non-emerg. LOST - Holding lost person NOTE - Notification/emergency PUMP - Pick up missing person SDO - Suspected Drug Overdose TRHO - Transfer prisoner to hospital (upgrade to Priority 1 if serious) TRUN - Trouble unknown	CWEL - Welfare check PROB - serve probate warrant FIRE - Asst. CFD with working fire	ASTC - Asst citizen/non-emer INFC - Addtl. Info for a crime report INFG - Info/general INFN - Info only/no dispatch INFW - Info for warrant pick up INJ - Injury to person/non-emer NOT - Notification/non-emer PLST - Property lost PFD - Property found RCI - Expediter report SIG - Traffic signal problem (5) SBPU - Suburban PD prisoner pick up SSWT - Serving search warrant

PROGRAM NAME: ADMINISTRATIVE OPERATIONS

OBJECTIVES: Provide all necessary support activities for the Field Operations and Homeland Security Operations

ACTIVITIES: Establish operating policies and procedures for the Division of Police. Prepare and manage the operating and capital budgets for the Division of Police. Recruit, hire and train both uniform and civilian employees. Record and maintain payroll and personnel records. Collect and record all criminal incident reports. Handle open record requests. Operate and maintain radio and telephone communications. Oversee the storage of recovered, confiscated, and forfeited property and vehicles.

PROGRAM NAME: FIELD OPERATIONS

OBJECTIVES: To provide against loss of life, bodily injury, and property loss, and to empower the community and Divisional personnel in their combined efforts to reduce crime with an emphasis on joint planning, evaluation and operations. To reduce traffic accidents in the community and provide safer conditions for motorists, pedestrians, and citizens using public streets within the City of Cleveland.

ACTIVITIES: Investigate all major offenses against persons and property. Provide Patrol and Community Based Policing activities. Participate with citizens on Community Relations Committees, the Auxiliary Police Program, crime prevention fairs, Night out against Crime, the Task Force on Violent Crime, and similar projects in response to community needs. Develop close working relationships with residents by interacting while on patrol and attending community functions.

Provide neighborhood patrols to areas that could benefit from close on-going interaction between the police and the community. Participate in community services programs which aggressively investigates and focuses on deterring crimes that occur on the streets in highly populated, distressed neighborhoods. Conduct DARE programs, Child Accident Prevention Programs, Crime Watch Training, and other programs in response to the needs of the community. Alleviate traffic congestion, restore normal traffic flow, and provide traffic and crowd control at special events. Respond to scenes of traffic accidents and prepare traffic reports.

PROGRAM NAME: HOMELAND SPECIAL OPERATIONS

OBJECTIVES: To target the perpetrators of specific crimes such as financial crimes, homicides, sexual assaults, drug trafficking, threats and criminal actions against the security of our city for arrest and prosecution.

ACTIVITIES: Aggressively investigate crimes that occur in the City of Cleveland. Conduct enforcement activities against specific crimes within a target neighborhood using decoy surveillance or search operations based upon crime analysis and

trends.

Maintain contact with and enlist the assistance of community leaders and residents to identify those responsible for neighborhood criminal activity. Perform crisis intervention; handle hostage negotiations and other highly dangerous and volatile situations where specialized training or equipment is required. Provide support to district operations in improving the quality of life in neighborhoods through the enforcement of drug laws and by suppressing juvenile crime. Detect offenders through criminal processing and the use of the Automated Fingerprint Identification System (AFIS) and the use of firearms through the National Integrated Ballistic Imaging Network (NIBIN).

Establish homeland security initiatives within the City of Cleveland and the Greater Cleveland area. Prevent, respond, and investigate terrorist activities in our city and the Greater Cleveland area. Provide security and patrols of Cleveland Hopkins International Airport, Cleveland City Hall, and the borders of the city. Participate in law enforcement partnerships with federal agencies in an effort to combat drugs, arrest violent fugitives, identify sexual predators, and control illegal firearms.