

Strategic Plan for the Department of Public Safety

CITY OF GRANTS PASS, OREGON

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TABLE OF CONTENTS

June 28, 2007

	Page
1. INTRODUCTION AND EXECUTIVE SUMMARY	1
2. PROFILE OF THE DEPARTMENT OF PUBLIC SAFETY	7
3. SUMMARY OF EMPLOYEE SURVEY	21
4. INPUT FROM THE COMMUNITY	42
5. ANALYSIS OF THE POLICE OPERATIONS BUREAU	45
6. ANALYSIS OF THE FIRE / RESCUE BUREAU	81
7. ANALYSIS OF THE SUPPORT SERVICES BUREAU	112
8. ANALYSIS OF ORGANIZATIONAL STRUCTURE	128
9. ANALYSIS OF MANAGEMENT SYSTEMS	134

1. INTRODUCTION AND EXECUTIVE SUMMARY

This document is the final report for the strategic plan for the Grants Pass Department of Public Safety prepared by the Matrix Consulting Group. This first chapter provides an introduction and an executive summary of the final report. This summary identifies the information and approaches utilized in this study and summarizes key findings, conclusions and recommendations to be found in this report.

1. INTRODUCTION

The Matrix Consulting Group was retained by the City of Grants Pass to conduct a strategic plan process of the Department of Public Safety. This report provides the project team's evaluation and analysis of operations, staffing, organizational structure and management systems. Our analyses focused on a wide range of issues including staffing, deployment, organization and management systems

Specifically, the scope of work for this project included:

- Detailed evaluation of the current demand for law enforcement, fire, emergency medical and communications services; including calls for service and other workload demands.
- Documenting how staff resources in all areas of the Department are deployed and utilized.
- Analyzing current operations and opportunities to improve the delivery of services to the community.
- Documenting current management systems and approaches to overseeing and controlling the operations of the Department.
- Evaluating the feasibility of alternative approaches to providing police and fire services to the City of Grants Pass.

To develop this analysis the project team conducted extensive interviews and collected detailed data in an effort to develop a comprehensive understanding of the operations of the Department and to set the stage for this assessment. This included the following:

- Initial interviews with the City Manager and Public Safety Director to understand key background issues which framed this study and the scope of work.
- Interviews and community focus groups with City Councilors and members of the community to obtain input in developing this strategic plan.
- Interviews with command staff in the Department of Public Safety to obtain an understanding of the functions, operations, goals, and objectives. Additional follow-up meetings further explored operations and issues.
- Interviews with selected line staff with unique roles and responsibilities (i.e., Investigations, Records, Fire Prevention staff, School Resource Officer, Community Service Officer, etc.).
- The project team also distributed a confidential employee survey to all staff in the Department in order to further explore issues and alternatives within the scope of this study.
- Collection and review of data from a wide range of sources, both electronic (e.g., CAD / RMS) as well as statistical reports.
- Review of key documents including program budgets, policies and procedures, collective bargaining agreements and other documents.

The following section provides a summary of the major findings, conclusions and recommendations.

2. EXECUTIVE SUMMARY

It is important to place any analysis such as this into a complete context. A study such as this one necessarily focuses much of its attention on improvement opportunities that need to be addressed immediately or in the future as part of a planned approach. However, this study process has also identified many positive characteristics. It is clear from the project team's work that the Grants Pass Department of Public Safety has

worked to enhance their operations, organization and management. The project team thinks that it is important in this Executive Summary to highlight at least some of the positive features of the Grants Pass Department of Public Safety:

- The Department of Public Safety is professional when dealing with the community.
- The Department has a good working relationship with the business community.
- The Department of Public Safety is working to update and evaluate the effectiveness of their internal policies, procedures, and controls. They have recently undergone an accreditation site visit from CALEA to examine Department operations, policies and procedures.
- The use of a dedicated School Resource Officer to address issues and problems on-site, which decreases the need for regular patrol Officers to respond to the schools.
- GPDPS Police Officers, on average, are receiving over 100 hours of annual in-service training. Firefighters receive even more in-service training during their shifts.
- The organization is “centralized” and relatively “flat,” which lends itself to effective internal communications.
- The distribution of management responsibilities among the managers is well organized.
- The Department has several established performance measures, and the responsibility to strive to achieve an overall Council goal that states “living in Grants Pass feels safe and is safe”.

As shown above, there are many strengths of the Grants Pass Department of Public Safety on various levels – organization, operations, and management.

In this study, the Grants Pass Department of Public Safety’s organization and management practices were evaluated against “best management” practices of police and fire agencies in the United States today. The recommendations made by the Matrix Consulting Group in this report result from our independent analysis of the data

collected and interviews with members of the Department, community members, the City Manager and members of the City Council. This report is intended to provide recommendations, and also options, for the City and the Public Safety Director in organizing and managing the Department. Some of the recommendations may need to be phased in over time due to limited funding.

The following table summarizes the recommendations and associated costs resulting from this study:

Function	Recommendation	Costs / (Savings)
Police Operations Bureau		
Calls for Service Handling	Analyze samples of 2007 Priority 1 and Priority 2 CFS data and evaluate response times to ensure accuracy of response time data. Revise procedures, provide training as necessary to improve the accuracy of call for service data.	NA
Patrol Staffing	The Grants Pass Department of Public Safety should formally adopt a 45% overall target for proactivity in patrol.	NA
	Redeploy one Officer from either Team 2 or 4 to Team 3 to balance workload and increase proactive level during daytime hours.	NA
Community Service Officers	Add an additional two Community Service Officer positions to work between 0800 and 2000 to handle low risk calls for service; add these positions before adding additional sworn Officer positions.	Cost for two positions is approx. \$88,000 per year
Traffic Enforcement	Fund two dedicated Traffic Officer positions over the next two fiscal years to provide a traffic safety program.	Cost is approx. \$148,000 per year
	Develop an operational plan that has goals and performance measures for provision of traffic safety services and a dedicated Traffic Safety Unit. The plan should include a traffic enforcement target of one citizen contact per hour.	NA
	Maintain a data system that will accurately track performance related data for Traffic Officers (i.e. the number of hazardous violations cited).	NA

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Recommendation	Costs / (Savings)
Field Report Writing	Develop a plan to purchase and implement electronic field report writing and the issuance of electronic citations in the next five years.	Unknown but significant initial cost, estimated over \$300,000
Fire / Rescue Bureau		
Fire Suppression	Eliminate the call classification types "Single Engine" and "Single Engine / BC" as they only describe the type of apparatus being dispatched to the call. Replace them with call classification types that describe the nature or type of incident, e.g. medical emergency, water flow alarm, rescue, etc.	NA
	Develop a performance goal for call processing time (from receipt of call until dispatch) and a performance goal for Fire / Rescue travel time (from en-route time to arrival time).	NA
	Reduce the reflex time to 1 minute or under for 90% of the emergency calls for service.	NA
Staffing Emergency Fire Incidents	The Department should develop a volunteer firefighter program to provide additional resources at emergency fire incidents.	Estimated \$105,622 for the first year; approx. annual cost of \$53,000
	Re-define the voluntary Police Officer (current employees) cross training program to obtain a core group of 12 Officers to supplement Fire Suppression; provide regular training to develop and maintain firefighting skills (\$150 per month incentive pay for participating Officers).	\$1,800 annually per Officer
	Change the job specification for all new Police Officers hired in the future until 12 are cross trained, including specific requirements to receive fire training and perform firefighting duties as part of their regular duties; increase salary approximately 3% for cross trained Officers in the Department.	\$33,924 per year when 12 Officers are cross trained; \$12,324 cost of OT training hours
Fire Prevention	Research and develop a residential sprinkler ordinance to bring to Council as part of a city-wide fire prevention program.	NA
	Reclassify the existing sworn Fire Prevention Specialist position to a civilian position.	NA
	Reclassify the one existing PSO position to a Fire Prevention Specialist I position, accomplished through attrition.	(\$3,900 annual savings)

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Recommendation	Costs / (Savings)
Support Services Bureau		
Investigative Staffing	Closely monitor the 2007 clearance rate to determine if it improves up to national averages. If it remains at 2006 levels, develop a budget plan to provide one additional Detective for the Unit to improve the clearance rate.	\$74,000 annually for one position
	Research options and identify costs to develop a larger Property / Evidence room within the next five years.	NA
Calls for Service Documentation	Provide training and / or policy review for dispatchers to ensure proper call processing (e.g. time entries); provide training for dispatchers and officers regarding documentation of calls for service and self initiated activity.	NA
Organization and Management Systems		
Title Changes	Change titles to reflect job function: Lieutenant to Deputy Chief; Fire Sergeant to Fire Marshal; and Fire Corporal to Fire Captain. These titles will more accurately reflect job function internally and to outside agencies; these changes do not involve a change in salary.	NA
Performance Measures	Develop performance measures based on data tracked by the CAD / RMS system for dispatch processing time for community generated calls for service, patrol response times to community generated calls for service, self initiated activity, traffic safety services and investigative case assignments; for the purpose of increasing accountability of Department management and other personnel.	NA
Proactive Time	Police Operations should adopt a process to enhance delivery of patrol services during the periods when proactive time is available. Sergeants should coordinate the development of plans that identify specific tasks to do when proactive time is available.	NA
Case Tracking	The Department should evaluate the addition of a formal case management computer module / system to improve investigations case management.	NA
Risk Management	Begin to track hours (not just the cost) employees are off work due to job injuries and monitor time lost as part of an overall risk management strategy. Develop a light duty work program for employees who temporarily cannot return to full duty.	NA
Department Management	Begin a more formalized approach towards managing by developing performance measures and establishing annual goals for the Department of Public Safety.	NA

2. PROFILE OF THE DEPARTMENT OF PUBLIC SAFETY

This descriptive profile of the Grants Pass Department of Public Safety (GPDPS) Staffing Study provides information regarding the current organization and operation of the GPDPS. Information contained in this profile was developed through interviews of GPDPS management and personnel, review of documents and other data provided to the project team. This information was collected between January and April, 2007.

1. OVERVIEW

The Grants Pass Department of Public Safety (GPDPS) provides a wide range of police, fire and EMS services for the residents and visitors of the City, including emergency response, criminal investigation, traffic accident investigation, school, community and business liaison, fire suppression, rescue and emergency medical services and educational resources. The Department consists of three Bureaus – Police Operations, Fire / Rescue and Support Services. Of the 90 full-time employees, 36 people are assigned to Police Operations, 22 are assigned to Fire / Rescue, 29 to Support Services and three are in Administration.

The Grants Pass Department of Public Safety provides law enforcement, fire and emergency medical services for approximately 31,000 residents, covering 10.9 square miles. The increases in Grants Pass's population over the last five years are shown in the following table:

2002	2003	2004	2005	2006
23,870	24,470	24,970	26,087	30,930

As shown above, the population grew by 29.6% from 2002 to 2006. To provide law enforcement services in Grants Pass, the Department of Public Safety managers share responsibilities for field services, support services and fire / EMS services. The managers are three Commanders who report directly to the Chief of Public Safety.

The following sections provide a summary of the organization, patrol, and staffing levels of the GPDPS.

2. ORGANIZATION AND STAFFING LEVELS

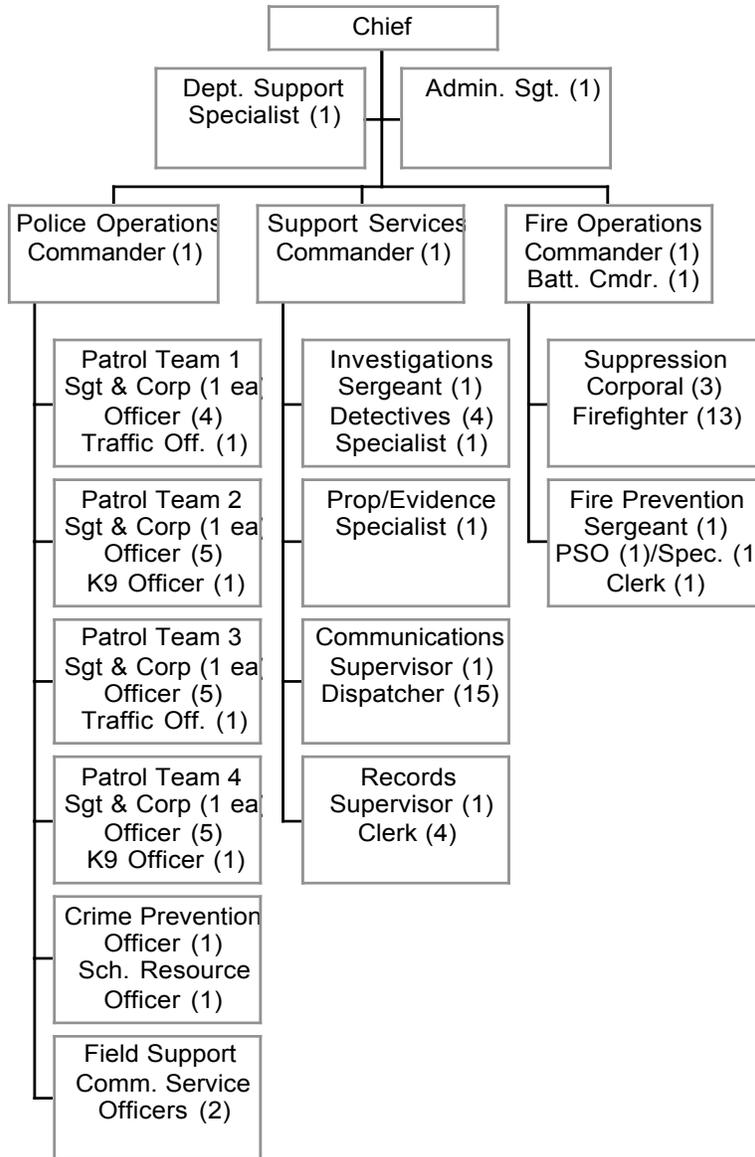
In total for FY 2006-07, the GPDPS has 90 full-time employees (FTEs), 63 sworn (police & fire) and 27 civilian. Employees are deployed in the following areas as shown below:

Bureau	Authorized & Budgeted Positions	
	Sworn	Civilian
Administration	2	1
Records		5
Communications		16
Patrol	32	2
Crime Prevention	2	0
Support Ops.	6	2
Fire Operations	18	
Fire Prevention	3	1
TOTAL	63	27

The organization chart on the following page provides a graphical summary of the current budgeted personnel in the GPDPS, which shows the number of personnel for each Bureau and classification.

ORGANIZATION OF THE DEPARTMENT OF PUBLIC SAFETY

City of Grants Pass, Oregon



3. PERSONNEL ROLES AND RESPONSIBILITIES

The table below provides a summary of the primary roles and responsibilities of the various personnel within the GPDPS:

Function	Budgeted Staffing by Classification		Key Roles and Responsibilities
Administration	Chief	1	<ul style="list-style-type: none"> • Provides the overall leadership, guidance, management and administration of the Department personnel and police services. • Manages and coordinates all police, fire and EMS services in the City to meet objectives set by the City Manager and City Council. • Develops Department policies and procedures. • Develops and manages Department budget. • Responsible for overall management of risk in the Department. • Supervises the three Commanders, Administrative Sergeant and Support Specialist. • Develops and maintains good working relationships with other managers in the City and peers in the regional and state law enforcement community. • Develops and maintains good working relationships with local business leaders, community leaders and school officials. • Performs routine administrative functions in the day to day management of the Department. • Generally on call 24 hours a day; has specific call out duties one week a month (rotation among the four sworn senior staff members). • Works dayshift hours Monday-Friday.
	Support Specialist	1	<ul style="list-style-type: none"> • Provides administrative assistance to the Chief, Commanders and Sergeants. • Responsible for data entry, payroll, budget preparation, purchasing of office supplies, filling of paid invoices. • Complete reports, provide data, conduct analysis as needed for command staff. • Works 0730-1530 hours Monday-Friday.
Patrol Operations	Commander (official classification is Lieutenant)	1	<ul style="list-style-type: none"> • Leads and manages the Department to deliver police services. • Develops and implements Department policies, procedures, goals and objectives. • Works closely with the Chief to accomplish the goals of the Department. • Responsible for management of risk in the Department. • Responsible for the four Patrol Teams and cooperative management of Patrol Services with

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification	Key Roles and Responsibilities
		<p>the other Commander.</p> <ul style="list-style-type: none"> • Responsible for the Tactical Team (SAFE) and the Neighborhood Resource Unit. • Oversees field patrol activities, works with field personnel, provide assistance as appropriate, responds to major incidents and emergencies. • Oversees crime prevention program. • Manages the fire and police fleet for DPS. • Oversees and participates in the development of the annual budget; monitors expenditures. • Performs routine administrative functions, pays bills, purchases equipment. • Conducts special projects as appropriate. • Specific call out duties one week a month (rotation among the four sworn senior staff members). • May assume command of the Department in the absence of the Chief. • Works 0800-1700 hours Monday-Friday.
	Administrative Sergeant	<p>1</p> <ul style="list-style-type: none"> • Responsible for assisting Patrol Services with administrative and other functions, including oversight of CSO program, oversight of survival skills team, special event planning, policy updates, DPS hiring process and routine administrative tasks. • Reviews use of force reports and other high liability reports. • Acts as the Public Information Officer (PIO) for the Department. • Investigates complaints from members of the public; conducts Internal Affairs investigations and investigations initiated by the Chief. • Makes equipment purchases for Department; facilitates vehicle and equipment repairs for DPS fleet, including computers and related software. • Conducts special projects as assigned. • Works Monday – Friday 0800-1700.
Patrol	Sergeant	<p>4</p> <ul style="list-style-type: none"> • Serves as the Watch Commander during the work shift; ensures there is adequate staffing to handle calls in the field and dispatch center. • Responsible for and supervises personnel during their shift, ensure field resources are being utilized properly to address problems in the City. • Coordinates field responses, responds to calls for service, provides back-up assistance and other field assistance as necessary, supervises and conducts field investigations, mitigates complaints from members of the public. • Responds to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Investigates complaints from members of the public as assigned.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification		Key Roles and Responsibilities
			<ul style="list-style-type: none"> • Keeps Commanders and Chief informed of significant or newsworthy incidents. • Reviews written work and reports of Officers. • Trains, counsels, mentors and evaluates Officers' performance. • Works a 12-hour shift; seven scheduled work shifts in a two week period.
	Corporal Police Officer	4 21	<ul style="list-style-type: none"> • Respond to all calls for service in the City, including crimes against persons, property crimes, domestic disputes, traffic collisions, disturbances. • Provide direct field enforcement of all applicable laws within the City. • Write reports, conduct preliminary investigations of crime, conducts follow-up investigations as appropriate. • Engage in neighborhood patrols, directed patrol, traffic enforcement and other proactive activities to reduce crime. • Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Identify and address both criminal and quality of life issues on their beat. • GPDPS has two K9 Officers (one is a Corporal, one is an Officer); they work a beat and handle calls for service. • Corporals act as shift supervisor in the absence of the sergeant. • Work a 12-hour shift, seven scheduled work shifts in a two week period.
	Police Officer – Traffic	2	<ul style="list-style-type: none"> • Responds to traffic collisions and traffic related calls for service. • Receives complaints from citizens and attempts resolution through enforcement, warnings, education; provides visibility / enforcement around schools to encourage traffic safety. • Frequently responds to other calls for service to assist patrol Officers. • Writes reports of traffic collisions and other incidents. • Supervised by the Patrol Team 1 Sergeant. • Works a 12-hour shift, seven scheduled work shifts in a two week period.
	School Resources Officer	1	<ul style="list-style-type: none"> • Assigned to provide primary coverage for the schools in Grants Pass. Spends most of the time at the high school, less at the two middle schools (about 1 hour a day) and only responds to problems at elementary schools. • Provides positive police presence at the schools; handles calls for service, and other types of incidents, conducts investigations.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification		Key Roles and Responsibilities
			<ul style="list-style-type: none"> • Make presentations to school classes and teaches classes at the local high school. • Works with the school personnel and parents to answer questions and provide information. • Coordinates Student Public Safety Academy. • Provides traffic enforcement around schools. • Attends special events at schools such as sporting events or dances. • Assists patrol as needed. • Works 0800-1600 Monday-Thursday.
	Crime Prevention Officer	1	<ul style="list-style-type: none"> • Plans and develops crime prevention and related programs for Grants Pass. • Property inspections; planning / development programs such as Crime Prevention Through Environmental Design (CPTED). • Provides public education talks at various events, approximately 40-50 per year. • Responsible for neighborhood revitalization projects and issues. • Coordinates approximately 98 active Neighborhood Watch groups. • Coordinates Citizen Public Safety Academy, teaches basic law enforcement related information to residents. • Coordinates Auxiliary, a volunteer program with approximately 25 active volunteers. • Provides police related information at special events, e.g., National Night Out, bike rodeos. • Works 0700-1700 Monday-Thursday.
	Community Service Officer	2	<ul style="list-style-type: none"> • Responds to low risk calls for service that normally a patrol Officer would have to respond to, e.g. parking problems; property damage vehicle accidents; nuisance complaints; “cold” crime calls such as graffiti and thefts. • Marking, processing and towing of abandoned vehicles; processes paperwork. • Assists with crime prevention. • A wide variety of other tasks, e.g. making ID cards for employees, vehicle inspections. • Works dayshift or swing shift hours (until 2200).
Support Services	Commander (official classification is Lieutenant)	1	<ul style="list-style-type: none"> • Provides leadership, guidance, management and administration of the Department personnel and police services. • Manages and coordinates investigations, communications, records and property / evidence services to meet objectives set by the Chief, City Manager and City Council. • Works closely with the Chief to accomplish the goals of the Department. • Develops and implements Department policies, procedures, goals and objectives.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification		Key Roles and Responsibilities
			<ul style="list-style-type: none"> • Responsible for management of risk in the Department. • Develops and maintains good working relationships with other managers in the City and peers in the regional and state law enforcement community; local business, school and community leaders. • Coordinates the Commission on Accreditation for Law Enforcement Agencies (CALEA) recertification process. • Supervise Sergeants and other personnel. • Oversees and participates in the development of the annual budget and monitors expenditures. • Coordinates special events. • Performs routine administrative functions in the day to day management of the Department. • Specific call out duties one week a month (rotation among the four sworn senior staff members). • Assumes command of the Department in absence of the Chief. • Works 0800-1700 hours Monday-Friday.
Investigations	Sergeant Specialist	1 1	<ul style="list-style-type: none"> • Supervise Detectives, Property / Evidence Specialist and office Specialist. • Review crime reports and assign cases to investigators for follow-up. • Oversee and monitor all follow-up investigations, including homicide, robbery, sexual assault, sexual exploitation, domestic violence, burglary, major theft and fraud. • Coordinate case management, resource needs and coordination of effort. • Tracks investigations assigned to detectives, reviews their written reports; tracks their caseloads and other assignments. • Specialist provides clerical support to investigations work group; maintains case management log. • Staff are subject to call-out on a rotating basis. • Sergeant works 0800-1600 Monday-Friday; Specialist works Monday-Friday.
	Detective (Officer Classification)	4	<ul style="list-style-type: none"> • Responsible for follow-up investigations of case assignments made by the Sergeant. • Conduct follow-up investigations for all assigned cases, both person crimes and property crimes, including: homicides, robbery, burglary, rape, sexual assaults, registering / follow-up on sex registrants and related violations; missing persons, significant frauds, narcotic crimes, graffiti crimes and other cases needing follow-up. • Other activities include serving search warrants, conducting surveillance. • Coordinate with patrol Officers as necessary to complete crime reports and investigations.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification	Key Roles and Responsibilities
		<ul style="list-style-type: none"> • Detectives are on call 24 hours a day. • One Officer is assigned to the regional drug task force.
Property / Evidence	Property & Evidence Specialist	<p>1</p> <ul style="list-style-type: none"> • Responsible for receiving, logging, classifying, storing, and maintaining the custody and control of evidence so that it can be presented in court; returned to its rightful owner; auctioned, or properly destroyed. • Computer data entry, filing of hard copy evidence forms and processing the evidence for storage or transfer to the State or Regional Crime labs. • Entry to the property room is secure and with limited access. The facilities have refrigeration, bio-hazard and flammable storage, the new building has vehicle storage for major crimes evidence processing. • The facilities have fire sprinkler protection. • The property is logged in a computer system and a bar-coding system is used. • Replenishes supplies for property and evidence packaging; orders uniforms / equipment. • Works 0800-1600 Monday-Friday.
Communications	Communications Supervisor	<p>1</p> <ul style="list-style-type: none"> • Management of the communications functions and supervision of communications staff. • Responsible for purchases and maintenance of mobile and portable radios. • Coordinates maintenance and pays bills associated with operations. • Prepares and monitors budget for Communications. • Works 0700-1600 Monday-Thursday.
	Dispatcher	<p>15</p> <ul style="list-style-type: none"> • Provides the call-taking and dispatching services for the City of Grants Pass. • Answers 9-1-1 calls and determines appropriate response for the call. • Uses the computer aided dispatch (CAD) system to create cases, monitor calls for service and provide appropriate disposition to all calls. • Dispatches Officers to calls for service and performs related requests by Officers. • Uses law enforcement computer systems to provide information to Officers as appropriate. • Serves as the primary answer point for the business phone number (two incoming lines) for the Department after normal business hours. • Staffs the dispatch center 24-hours a day on three shifts: 0700-1500, 1500-2300 or 2300-0700 hours.
Records	Records Supervisor	<p>1</p> <ul style="list-style-type: none"> • Responsible for managing and directing all work for Records Unit. • Manages and supervises the file maintenance

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification	Key Roles and Responsibilities
		<p>system for all police records and related documents.</p> <ul style="list-style-type: none"> • Ensures completion of crime report processing, data entry and distribution of reports. • Develops policies and procedures; plans, organizes and administers law enforcement records and information systems. • Supervises the Records Clerks; evaluates performance. • Also responsible for management and supervision of the 911 Agency (used to be a separate employee, full FTE), includes developing / managing the budget, coordination with the seven user agencies, meetings, report preparation. • Performs special assignments as appropriate, including regular reports for the Chief. • Works 0700-1700 hours Tuesday-Friday.
	Records Clerk	<p>4</p> <ul style="list-style-type: none"> • Processes all crime reports, arrest reports and citations; distributes reports & citations to the court. • Front counter reception desk is open to the public from 0800–1700 Monday thru Friday and is closed on Saturdays and Sundays. • Responsible for handling all in-person and requests received in the mail, processing the requests and making copies of reports for members of the public. • Enter data from police report and citations into the RMS computer system. • Validates information entered into the system per the Dept. of Justice requirements; entry of data from Officer’s reports into the Records Management System; processing sex offender registrations; coordinating serving of subpoenas to Officers for court appearances; distribution of mail coming in to the Department. • Processes orders to seal juvenile records; including conducting records checks, pulling files and sealing all records based on court orders. • Responsible for crime report processing, data entry and routing of the reports to supervisor before they get forwarded to the DA’s office. • Takes reports for low-level crimes (all crimes without suspects.) • One of the records clerks spends approximately 75% of her time maintaining CALEA system; one clerk spends approximately 75% of her time coordinating training scheduling / record keeping. • Two Clerks work 0700-1500; two Clerks work 1500-2300 hours; they are supplemented with part time staff that work evenings and weekends.
Fire Operations	Commander (official	<p>1</p> <ul style="list-style-type: none"> • Provides leadership, guidance, management and administration of the Department personnel and

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification	Key Roles and Responsibilities
	classification is Lieutenant)	<p>fire services.</p> <ul style="list-style-type: none"> • Manages and coordinates all fire and EMS related services to meet objectives set by the Chief, City Manager and City Council. • Works closely with the Chief to accomplish the goals of the Department. • Develops and implements Department policies, procedures, goals and objectives. • Responsible for management of risk in the Department. • Develops and maintains good working relationships with other managers in the City and peers in the regional and state fire service community; local business, school and community leaders. • Coordinates mutual aid response with County FD. • Supervise Fire Prevention Sergeant and station based Corporals. • Oversees and participates in the development of the annual budget and monitors expenditures. • Performs routine administrative functions in the day to day management of the Department. • Specific call out duties one week a month (rotation among the four sworn senior staff members). • May assume command of the Department in absence of the Chief. • Works dayshift hours Monday-Friday.
	Battalion Commander	<p>1</p> <ul style="list-style-type: none"> • A new position created to provide a field command Officer for fire services. One position was authorized this year and two additional positions will be authorized next year. • Serves as the Watch Commander during the work shift; ensures there is adequate staffing to handle calls and other workload. • Responsible for and supervises personnel during their shift, ensure field resources are being utilized properly to address fire and EMS incidents. • Coordinates field responses, responds to calls for service, provides field assistance as necessary. • Coordinates training and all other activities during his / her shift. • Acts as Incident Commander at emergency scenes. • Responds to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Investigates complaints from members of the public. • Keeps Commander informed of significant or newsworthy incidents. • Reviews written work and reports of Officers. • Trains, counsels, mentors and evaluates Officers' performance.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification		Key Roles and Responsibilities
			<ul style="list-style-type: none"> • Will also be responsible for general administrative support to the Commander and various projects. • Works a 24-hour shift on one of the three shifts.
Fire and EMS Services	Corporal	3	<ul style="list-style-type: none"> • Supervises one or more Firefighters at the fire stations. • Rides on and directly supervises one of the two Engine Companies on duty each day. • Ensures readiness of personnel and equipment for response to emergency incidents. • Responsible for the proper handling of all fire and EMS incidents in their “first in” area of the city. • Acts as the commanding Officer at emergency scenes unless relieved by a higher ranking Officer. • Monitor station activities to ensure completion of regular tasks, station and equipment maintenance, training of new / veteran firefighters, assigned fire safety inspections. • Ensure routine information is communicated to his / her station crew. • Trains, counsels, mentors and evaluates Officers performance. • May act as Incident Commander at emergency scenes. • May also be responsible for ancillary duties or projects (e.g. coordination of wildland firefighting readiness). • Works a 24-hour shift (0700-0700) on a “3 – 4” schedule: 3 workdays with a day off in between, third workday followed by four days off.
	Firefighter	13	<ul style="list-style-type: none"> • Responsible for the operation of the Engine and Ladder apparatus assigned to shift operations. • This includes driving the vehicle, and operating the major equipment on each unit. This includes pumping operations and operations of all apparatus in the Department. Operators perform routine operations at emergency scenes. • Conducts fire suppression, salvage and overhaul activities at fire scenes. • Conducts fire and life safety inspections of businesses and other facilities. • May train and evaluate new firefighters and intern firefighters. • May function in a supervisory role on single unit calls for service; may act as an Incident Commander at emergency scenes. • Works a 24-hour shift (0700-0700) on a “3 – 4” schedule: 3 workdays with a day off in between, third workday followed by four days off.
Fire Prevention	Sergeant	1	<ul style="list-style-type: none"> • Manages and supervises the Fire Prevention Unit; the Plans Examiner and Inspectors; personally conducts inspections.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Function	Budgeted Staffing by Classification	Key Roles and Responsibilities
		<ul style="list-style-type: none"> • Oversees and coordinates fire and life safety inspection program, fire code enforcement and community education. • Ensures reporting of fire incident data to the State. • Meets with developers and city staff regarding new construction projects; provides comments regarding compliance of plans with fire codes. • Oversees compliance with the fire codes for all construction projects. • Manages the fire permit and hazardous materials permit program and the related annual inspections. • Fire Code development and revisions. • Conducts fire cause investigations; some call-outs. • Works 0700-1600 hours Monday-Friday.
	Public Safety Officer	<p style="text-align: center;">1</p> <ul style="list-style-type: none"> • Fully cross trained in both police and fire functions. • Responds to police and fire incidents as needed. • Conducts fire and life safety inspections (about 30 per month). • Assigns inspections of less complicated businesses and facilities to station based fire companies; ensures completion of inspections. • Coordinates juvenile fire setter program (screening and assessment). • Give public education talks / presentations. • Assists Sergeant with site plan review of projects. • Conducts fire cause investigations, some call-outs.
	Fire Prevention Specialist	<p style="text-align: center;">1</p> <ul style="list-style-type: none"> • Conducts inspections of all new construction and tenant improvement modifications for compliance with the Fire Code (70% of work hours). • Conducts fire cause investigations and is subject to call-out. • Performs fire suppression duties as needed; rotating position to / from fire line operations. • Give fire safety presentations (30% of work hours).
	Clerk	<p style="text-align: center;">1</p> <ul style="list-style-type: none"> • Responsible for customer service, answering of phones, scheduling of fire investigations, keeping track of fire investigations, filling, report generation. • Responsible for the coordination with the community development • Responsible for updating website with fire investigation statistics. • Schedules fire station tours, speaking events. • Works 0800-1700 with one hour paid lunch.
Total Positions (FTEs)		90

In total, the Grants Pass Department of Public Safety has 90 budgeted Full-Time Equivalent (FTE) positions – three (3) employees in Administration, 36 in Police, 22 in Fire and 29 in Support Services.

4. DEPARTMENT BUDGET

This section provides basic budget data for the Grants Pass Department of Public Safety by function for the past 3 fiscal years. Field Operations includes both fire and police operations.

DESCRIPTION	ACTUAL FY2004-05	ACTUAL FY2005-06	BUDGET FY2006-07
Field Operations	6,452,430	7,275,791	8,443,155
Support Services	2,434,578	2,792,930	3,038,761
Crisis Support Services	35,000	35,000	35,000
Street Lighting	205,147	215,000	235,000
Code Enforcement	1998	132,452	196,908
Total	9,129,153	10,451,173	11,948,824

The Street Lighting cost in the DPS budget is part of the overall cost of street lighting in Grants Pass; Code Enforcement costs are budgeted here but the three Code Enforcement employees are supervised by the Community Development Department. The Crisis Support Services item are contributions to local non-profit organizations for the benefit of Grants Pass residents.

As shown above, the FY 2006-07 budgeted amount for all costs is \$11,948,824, an increase of almost 31% from actual expenditures of \$9,129,153 in FY 2004-05.

3. SUMMARY OF THE EMPLOYEE SURVEY

As part of the a Strategic Planning Study of the Public Safety Department in Grants Pass, the project team developed and distributed a survey to obtain staff perspectives regarding a variety of issues. The goal of the study is to have a detailed analysis of current and projected needs.

There were a total of 74 responses out of 101 distributed surveys, equaling a very high response rate of 73.3%. While the survey was confidential, respondents were asked to provide some information regarding their position and current assignment. The following table presents the percentage of respondents for each position as well as their assignment:

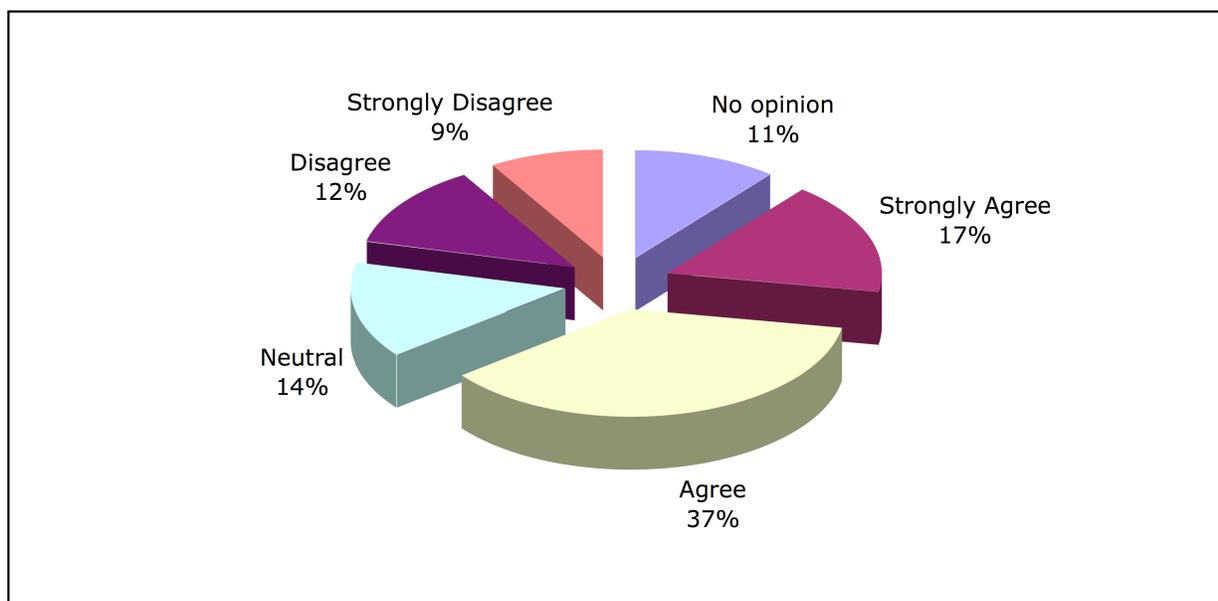
	Number of Employees	Number of Responses	Response Rate
Sworn	63	23	36.1%
Civilian	38	12	31.6%
Current Position (Full or Part Time)			
Full-Time Employee	92	43	46.7%
Part-Time Employee	9	5	55.5%
Current Assignment			
Fire Suppression	16	12	75%
Patrol Operations	35	22	62.8%
Support Services	25	8	32%
Police / Fire Specialist Positions	3	8	N / A
Communications	22	14	63.6%

The respondents were provided the opportunity to indicate their level of agreement (i.e., strongly disagree to strongly agree) on a variety of statements about the Public Safety Department, as well as to provide their rating of the quality and / or effectiveness (i.e., “1” being the most significant issue and “8” being the least significant issue) for various services. The final part of the employee survey included comments and improvements suggestions.

The following sections provide a discussion of the results of the survey. At the conclusion of the survey summary can be found the raw numerical responses. The initial sections refer to overall responses of Public Safety Department where the final two sections provide results that refer to police and fire operations specifically.

1. GENERAL FINDINGS ABOUT PUBLIC SAFETY DEPARTMENT

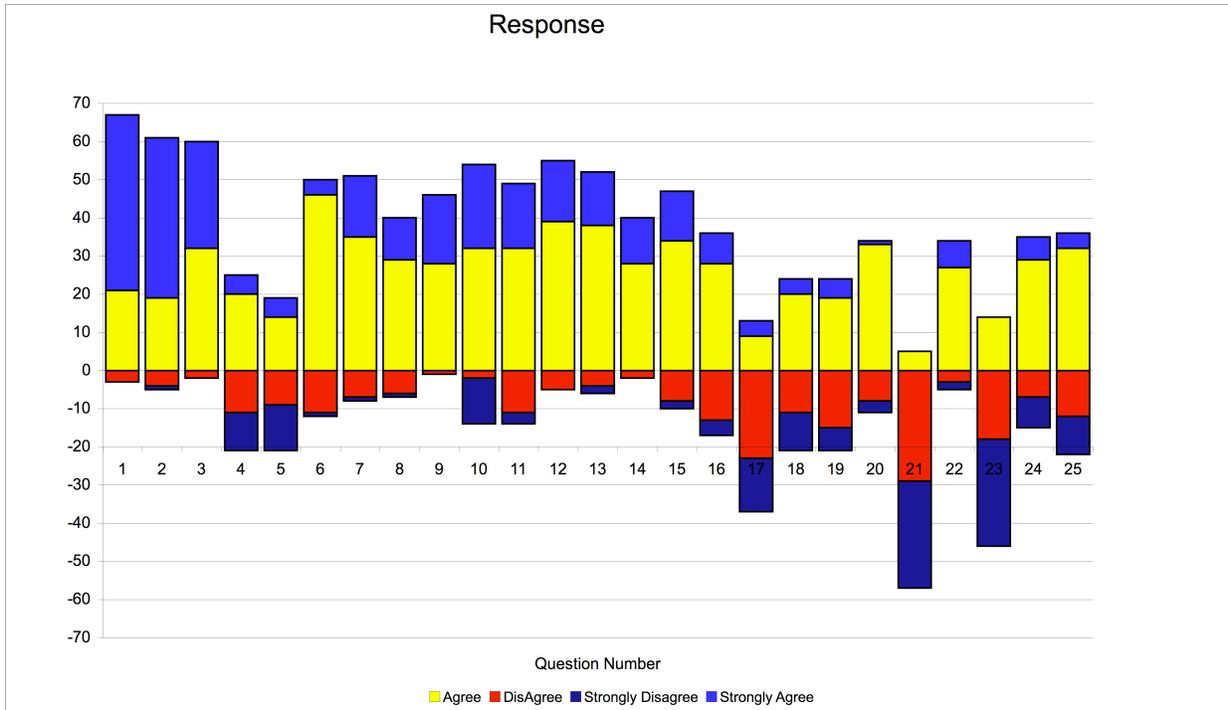
In examining the results to the quantitative responses, questions 1 to 25, it is important to analyze the pattern of responses for the entire group versus individual responses. The chart, below, summarizes the overall distribution of the responses to the statements.



As the above chart illustrates, the majority of responses were positive with 54% of responses either “strongly agree” or “agree.” On the other hand, approximately 21% of responses were “strongly disagree” or “disagree” and 25% were “neutral” or “no opinion.”

To gain a more detailed sense of the responses from the statements in the employee survey it is useful to look in greater detail at the responses that drew the

strongest positive and negative responses. The following chart plots the number of responses that were positive and negative for each statement.



As the previous chart shows, the overall responses were predominantly positive. The positive-negative response distribution chart shows that there were a number of statements to which respondents had strong positive attitudes while others had strong negative attitudes.

The following sections break down the project team’s assessment of these results.

2. PROVISION OF SERVICES

This section provides the results for questions regarding overall perceptions of the Public Safety Department provision to the community.

(1) In General, Employees Viewed the Quality and Level of Service Positively.

Respondents were provided a series of statements regarding services provided by Grants Pass Department of Public Safety. The following points present the results:

- In response to the statement #1, **“The Public Safety Department provides a high level of service to the community,”** 92% of employees selected “agree” or “strongly agree.” On the other hand only 4% selected neutral and 4% selected “strongly disagree” or “disagree.”
- When provided the statement #2, **“Compared to other departments in the region, Grants Pass provides high level of services,”** 84% of the respondents selected “strongly agree” or “agree” and 7% selected “strongly disagree” and “disagree.”

Overall, employees viewed the level and quality of services provided by Grants Pass Public Safety Department positively. The respondents felt strongly about the high service level being provided to the community.

(2) Respondents Had Positive Perceptions Regarding Response Times to All Priorities of Incidents.

Employees were asked to respond to statements relating to response time to high and low priority incidents. The following points discuss the results:

- When provided with the statement #15, **“Our response times to high priority incidents are good,”** 64% felt positively (“agree” or “strongly agree”) while 15% selected “disagree” or “strongly disagree.”
- With respect to the statement #16, **“Our response times to low priority incidents are good,”** 50% of respondents selected “agree” or “strongly agree,” 23% selected “strongly disagree” or “disagree,” and 18% selected neutral.

Overall, respondents think the Department is providing good response times to both high and low priority incidents.

(3) Respondents Had Positive Perceptions Regarding Community Support.

Employees were asked to respond to the statement #3, **“City residents view our Department as a high priority,”** 82% of the respondents selected “agree” or

“strongly agree.” Respondents had predominantly positive perceptions when it comes to community support.

3. OVERALL MANAGEMENT AND OPERATIONS

This section provides the survey results for the issues associated with staffing and workload, training, coordination and operating guidelines of the Public Safety Department.

(1) Respondents Generally Had Negative Perceptions About Staffing Levels.

Employees were asked to respond to statements relating to staffing levels and resources provided to Grants Pass DPS. The following points discuss the results:

- With respect to the statement #23, **“We have the staff we need to perform safely and effectively during fire or police incidents,”** 65% of respondents selected “disagree” or “strongly disagree.” On the other hand 19% selected “strongly agree” or “agree” and 14% selected “neutral.”
- When provided the statement #21, **“We are keeping with up with growth in the community,”** 78% felt negatively (“disagree” or “strongly disagree”) while 7% selected “agree” or “strongly agree.”

Respondents had negative perceptions regarding staffing levels as well as amount of resources provided to GPDPS.

(2) Respondents Had Positive Perceptions Regarding Training Services.

Employees were asked to respond to statements relating to training. The following points discuss the results:

- With respect to the statement #11, **“The amount of training is adequate,”** 20% of respondents selected “disagree” or “strongly disagree” where 66% had positive view selecting “agree” or “strongly agree.”
- When provided with the statement #12, **“The quality of training is adequate,”** 76% felt positively (“agree” or “strongly agree”) while 7% selected “disagree” or “strongly disagree” and 23% selected “neutral.”

- With respect to the statement #13, “**The training we receive is well planned and organized,**” 72% of respondents selected “agree” or “strongly agree” and only 8% selected “strongly disagree” or “disagree.”

Respondents had mainly positive perceptions when it comes to the training within Department of Public Safety.

(3) The Majority of Respondents Had Predominantly Positive Perceptions Regarding Other Aspects of the Department.

Employees were asked to respond to statements relating to overall operations and resources of the Department of Public Safety. The following points discuss the results:

- Overall response to the statement #10, “**Our standard operating guidelines are up to date,**” was generally positive with 76% of respondents selecting “agree” or “strongly agree.” On the other hand 19% selected “strongly disagree” or “disagree” and 4% selected “neutral.”
- Overall response to the statement #25, “**Our radio system provides good and reliable coverage,**” was generally positive with 49% of respondents selecting “agree” or “strongly agree.” On the other hand 32% selected “strongly disagree” or “disagree” and 15% selected “neutral.”

Respondents had predominantly positive perceptions regarding standard operating guidelines. On the other hand they felt less strongly about the radio system providing a good and reliable coverage.

4. POLICE OPERATIONS

This section provides the survey results for the issues associated with staffing and workload, training, coordination and operating guidelines, timeliness of police responses, community policing, and amount of resources as well as the availability of proactive time. The following responses are from the questions answered by employees assigned to Patrol Operations.

(1) Patrol Operations Personnel Generally Had Negative Perceptions About Staffing Levels and the Availability of Resources.

Patrol Operations personnel were asked to respond to statements relating to staffing levels and resources provided to Grants Pass DPS. The following points discuss the results:

- With respect to the statement #23, **“We have the staff we need to perform safely and effectively during fire or police incidents,”** 55% of respondents selected “disagree” or “strongly disagree.” On the other hand 23% selected “strongly agree” or “agree” and 23% selected “neutral.”
- When provided the statement #21, **“We are keeping with up with growth in the community,”** 81% felt negatively (“disagree” or “strongly disagree”) while 5% selected “agree” or “strongly agree.”
- Overall response to the statement #17, **“We have adequate proactive time on police patrol to effectively address problems in the community,”** was generally negative with 82% of respondents selecting “disagree” or “strongly disagree.” On the other hand 9% selected “strongly agree” or “agree” and 5% selected “neutral.”
- With respect to the statement #4, **“Compared to other police departments in the area, Grants Pass has more police resources,”** 46% of respondents selected “agree” or “strongly agree,” 27% selected “strongly disagree” or “disagree” and the same percentage selected “neutral.”

Respondents had negative views regarding the level of staffing in patrol operations but felt slightly positive in regards to police resources.

(2) Patrol Operations Personnel Had Positive Perceptions Regarding Training Services.

Patrol Operations personnel were asked to respond to statements relating to training. The following points discuss the results:

- With respect to the statement #11, **“The amount of training is adequate,”** 5% of respondents selected “disagree” or “strongly disagree” where 86% had positive view selecting “agree” or “strongly agree.”

- When provided with the statement #12, **“The quality of training is adequate,”** 96% felt positively (“agree” or “strongly disagree”) while 5% selected “disagree” or “strongly disagree.”
- With respect to the statement #13, **“The training we receive is well planned and organized,”** 82% of respondents selected “agree” or “strongly agree” and only 5% selected “strongly disagree” or “disagree.”

Respondents had positive perceptions when it comes to the training within Grants Pass Department of Public Safety.

(3) Staff Assigned to Patrol Operations Had Positive Perceptions Regarding to Police Services.

Patrol Operations staff was asked to respond to statements relating to police services in local community. The following points discuss the results:

- With respect to the statement #20, **“We are provided with timely information to effectively target police related problems in the community,”** 18% of respondents selected “disagree” or “strongly disagree” where 64% had positive view selecting “agree” or “strongly agree.” On the other hand 14% had neutral opinion.
- When provided the statement #22, **“There is good coordination of effort among the schools in Grants Pass to effectively handle police related problems and ensure safety,”** 54% felt positively (“agree” or “strongly disagree”) while 14% selected “disagree” or “strongly disagree” and 18% selected “neutral.” There were 14% that had no opinion in regards to this issue.
- Respondents had mainly positive perceptions in regards to the statement #7, **“Community policing is a high priority for the Department,”** with 86% selecting “strongly agree” or “agree” and 10% selecting “strongly disagree” and “disagree.”

Respondents had mainly positive perceptions regarding community policing. The majority also felt that there is good coordination among the schools and Department of Public Safety.

(4) The Majority of Patrol Operations Personnel Had Positive Perceptions Regarding Other Aspects of the Department.

Patrol Operations personnel were asked to respond to statements relating to overall operations and resources of the overall Public Safety Department. The following points discuss the results:

- Overall response to the statement #10, **“Our standard operating guidelines are up to date,”** was generally positive with 91% of respondents selecting “agree” or “strongly agree.”
- Overall response to the statement #25, **“Our radio system provides good and reliable coverage,”** was generally positive with 68% of respondents selecting “agree” or “strongly agree.” On the other hand 14% selected “strongly disagree” or “disagree” and 18% selected “neutral.”

Respondents had predominantly positive perceptions regarding other aspects of the Public Safety Department.

5. FIRE / RESCUE OPERATIONS

This section provides the survey results for the issues associated with fire / rescue operations including resources, apparatus, fire prevention and inspections. The responses are related to responses from Fire Suppression personnel.

(1) Fire Suppression Personnel Generally Had Negative Perceptions About Staffing Levels.

Fire Suppression Personnel were asked to respond to statements relating to staffing levels and resources provided to Grants Pass DPS. The following points discuss the results:

- With respect to the statement #23, **“We have the staff we need to perform safely and effectively during fire or police incidents,”** 100% of respondents selected “disagree” or “strongly disagree.”
- When provided the statement #21, **“We are keeping with up with growth in the community,”** 100% felt negatively (“disagree” or “strongly disagree”).

Respondents had strongly negative perceptions regarding staffing levels as well as amount of resources provided to GPDPS.

(2) Fire Suppression Personnel Had Mixed Perceptions Regarding Training Services.

Fire Suppression personnel were asked to respond to statements relating to training. The following points discuss the results:

- With respect to the statement #11, **“The amount of training is adequate,”** 50% of respondents selected “disagree” or “strongly disagree” where 33% had positive view selecting “agree” or “strongly agree.” On the other hand 17% of responses were “neutral.”
- When provided with the statement #12, **“The quality of training is adequate,”** 75% felt positively (“agree” or “strongly agree”) while 8% selected “disagree” or “strongly disagree” and 17% selected “neutral.”
- With respect to the statement #13, **“The training we receive is well planned and organized,”** 83% of respondents selected “agree” or “strongly agree” and only 17% selected “neutral.”

Respondents had mainly positive perceptions when it comes to the quality and organization of training and negative perceptions in regards to the amount of training.

(3) The Fire Suppression Personnel Had Negative Perceptions Regarding Statements About Resources and Apparatus in Fire Prevention and EMS Services.

Fire Suppression personnel were asked to respond to statements relating to the adequacy of resources in Fire Prevention. The following points discuss the results:

- In response to the statement #18, **“We have adequate resources to effectively address fire incidents in the community,”** 100% of the respondents selected “disagree” or “strongly disagree.”
- In response to the statement #19, **“We have adequate resources to effectively address EMS incidents in the community,”** 25% selected “strongly agree” or “agree,” and 75% selected “strongly disagree” or “disagree”.
- When provided with the statement #25, **“Our apparatus and equipment are in good condition,”** 8% selected “strongly agree” or “agree” and 75% selected

“strongly disagree” or “disagree.” On the other hand 17% felt neutral in regards to this issue.

- With respect to the statement #5, **“Compared to other Fire / Rescue Bureaus in the area, Grants Pass has more fire resources,”** 92% of respondents selected “disagree” or “strongly disagree,” 26% and 8% selected “neutral.”

Respondents had negative perceptions about the adequacy of fire suppression and EMS resources in Grants Pass.

(4) The Fire Suppression Personnel Had Positive Perceptions Regarding Fire Prevention and Fire Inspection programs.

Fire Suppression personnel were asked to respond to statements regarding fire prevention and fire inspections. The following points discuss the results:

- When provided the statement #8, **“Fire Prevention (facility inspections and other prevention efforts) is a high priority for the Department,”** 75% felt positively (“agree” or “strongly agree”) while 17% selected “disagree” or “strongly disagree” and 11% selected “neutral.”
- With respect to the statement #9, **“The fire inspection program increases life-safety in our community,”** 92% of respondents selected “agree” or “strongly agree” and 8% selected “neutral.”

Respondents had positive perceptions regarding fire prevention and fire inspection programs.

(5) Fire Suppression Personnel Had Mixed Perceptions Regarding Other Operational Aspects of the Department.

The Fire Suppression personnel were asked to respond to statements relating to overall operations and resources of the Department. The following points discuss the results:

- Overall response to the statement #10, **“Our standard operating guidelines are up to date,”** was strongly negative with 100% of respondents selecting “disagree” or “strongly disagree.”
- Overall response to the statement #25, **“Our radio system provides good and reliable coverage,”** was generally positive with 75% of respondents selecting

“agree” or “strongly agree.” On the other hand 17% selected “strongly disagree” or “disagree” and 8% selected “neutral.”

- Respondents had mainly positive perceptions to the statement #14, **“We get out of our fire stations quickly in response to emergency calls (“turnout time”),”** 100% selected “strongly agree” or “agree”.

Respondents had predominantly positive perceptions regarding turnout times but felt strongly that their operating guidelines were not up to date.

6. PUBLIC SAFETY DEPARTMENT EMPLOYEES WERE ASKED TO RESPOND TO A STATEMENT REGARDING WORKLOAD.

Employees of the Department of Public Safety were asked to select one of the four statements regarding their current workload. The statements are as follows: “About the right balance between time available and the amount of work;” “I am always overloaded. I can never catch up;” “I could handle more work without being overloaded;” “Sometimes my workload is heavy, but more of the time I can keep up.” The table below shows the results.

About the right balance between time available and the amount of work.	5%
I am always overloaded. I can never catch up.	46%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	45%

Significant percentages of respondents (46% and 45%) selected two statements: “I am always overloaded, I can never catch up” and “Sometimes my workload is heavy, but most of the time I can keep up.”

(1) Police Operations Employees Responses to the Statement Regarding Workload.

The responses from Police Operations personnel are given in the following table:

About the right balance between time available and the amount of work.	0%
I am always overloaded. I can never catch up.	41%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	55%

The majority of respondents, 55%, selected the statement “Sometimes my workload is heavy, but most of the time I can keep up.” On the other hand 41% of respondents selected “I am always overloaded. I can never catch up.”

(2) Fire / Rescue Bureau Employees Responses to the Statement Regarding Workload.

The responses to the same four statements given by Fire personnel are shown in the following table:

About the right balance between time available and the amount of work.	8%
I am always overloaded. I can never catch up.	50%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	42%

The majority of respondents, 50%, selected the statement “I am always overloaded. I can never catch up.” On the other hand 42% of the respondents selected “Sometimes my workload is heavy, but most of the time I can keep up.”

7. EMPLOYEES IN POLICE OPERATIONS WERE ASKED TO RANK SERVICE AREAS FROM THE MOST SIGNIFICANT TO THE LEAST SIGNIFICANT.

The following table shows the summary of employees comments regarding the most significant issues facing police services in Grants Pass DPS.

Ranking of Most Significant Issue to Least Significant Issue

1	The number of available patrol units to handle calls for service.
2	The availability of patrol units to provide back-up for Officer safety.
3	The amount of time to properly handle calls for service incidents.
4	Maintaining a good response time to calls for service.
5	The amount of proactive time in the field to adequately address crime issues.
6	The amount of time for patrol Officers to conduct follow-up investigations.
7.	The utilization of alternative service delivery (i.e., civilians handling lower priority calls, telephone / internet crime reporting, etc.)

As seen in the table above, police employees believe “the availability of patrol units to provide back up for Officer safety” and “the number of available units to handle calls for service” are the most significant issues facing the Department.

8. EMPLOYEES IN FIRE SERVICES WERE ASKED TO RANK SERVICE AREAS FROM THE MOST SIGNIFICANT TO THE LEAST SIGNIFICANT.

The following table represents the summary of employees’ comments regarding the most significant issues facing fire services of the Department in Grants Pass DPS.

Ranking of Most Significant Issue to Least Significant Issue

1	The ability to adequately provide fire-assigned personnel to incidents.
2	The response times to calls for service.
3	The number of fire units to meet calls for service demands in the City.
4	The location of fire stations to meet calls for service demands in the City.
5	The apparatus and equipment used in fire operations.
6	The amount of time to conduct other shift responsibilities (e.g., inspections).

As seen in the table above, fire service employees believe that “the ability to adequately provide fire-assigned personnel to incidents” and “response times to calls for service” are the most significant issues facing the Department.

9. SUMMARY OF WRITTEN COMMENTS.

Survey respondents were given the opportunity to provide written comments to open ended questions regarding Department strengths and improvements opportunities. The tables, below, provide a summary of the comments most frequently made by respondents.

Summary of Strengths
<ul style="list-style-type: none">- Quality of employees- Hardworking employees- Professionalism- Community support- Training- Teamwork- Proactive attitude- Strategic thinking
Summary of Improvement Opportunities
<ul style="list-style-type: none">- Internal communication between Fire and Patrol- Increase staffing (dispatch, patrol and fire)- Improve communication between line staff and supervisors- Create middle management in Fire / Rescue Operations (lack of rank)- Increase staffing in Fire Operations to three man companies- Keep up with the growth of the City

The raw numerical responses to each survey question, are provided on the following pages. Exhibit 1 provides the responses for all employees, Exhibit 2 provides the responses for only the employees who identified themselves as being assigned to the Police Operations Bureau, and Exhibit 3 provides the responses for only the employees who identified themselves as being assigned to the Fire / Rescue Bureau.

Summary Results of the Grants Pass Employee Survey

Exhibit 1 - Overall Responses for all Employees

Rank	Question	NO	SA	A	N	D	SD
1	The Public Safety Department provides a high level of service to the community.	0%	64%	28%	4%	4%	0%
2	Compared to other departments in the region, Grants Pass provides high levels of service.	3%	58%	26%	7%	5%	1%
3	City residents view our Department as a high priority.	3%	38%	45%	12%	3%	0%
4	Compared to other police departments in the region, Grants Pass has more police resources.	9%	7%	27%	28%	15%	14%
5	Compared to other Fire / Rescue Bureaus in the region, Grants Pass has more fire resources.	20%	7%	19%	26%	12%	16%
6	Our mutual and automatic aid agreements ensure good coverage and coordination in the City.	4%	5%	64%	9%	16%	1%
7	“Community policing” is a high priority for the Department.	8%	22%	49%	9%	11%	1%
8	Fire Prevention (facility inspections and other prevention efforts) is a high priority for the Department.	23%	15%	42%	11%	8%	1%
9	The fire inspection program increases life-safety in our community.	23%	26%	39%	11%	1%	0%
10	Our standard operating guidelines are up to date.	1%	30%	46%	4%	3%	16%
11	The amount of training is adequate.	0%	23%	43%	14%	16%	4%
12	The quality of training is adequate.	0%	22%	54%	18%	7%	0%
13	The training we receive is well planned and organized.	4%	19%	53%	16%	5%	3%
14	We get out of our fire stations quickly in response to emergency calls (“turnout time”).	32%	16%	39%	9%	3%	0%
15	Our response times to high priority incidents are good (travel time).	9%	18%	46%	12%	12%	3%

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Rank	Question	NO	SA	A	N	D	SD
16	Our response times to low priority incidents are good.	9%	11%	39%	18%	18%	5%
17	We have adequate proactive time on police patrol to effectively address problems in the community.	15%	5%	12%	16%	32%	19%
18	We have adequate resources to effectively address fire incidents in the community.	23%	5%	28%	14%	16%	14%
19	We have adequate resources to effectively address EMS incidents in the community.	16%	7%	27%	19%	23%	8%
20	We are provided with timely information to effectively target police related problems in the community.	16%	1%	45%	23%	11%	4%
21	We are keeping up with growth in the community.	1%	0%	7%	14%	41%	38%
22	There is good coordination of effort among the schools in Grants Pass to effectively handle police related problems and ensure safety.	22%	9%	38%	23%	5%	3%
23	We have the staff we need to perform safely and effectively during fire or police incidents.	3%	0%	19%	14%	27%	38%
24	Our apparatus and equipment are in good condition.	14%	8%	41%	18%	9%	11%
25	Our radio system provides good and reliable coverage.	4%	5%	43%	15%	19%	14%

26. Listed below are several statements which could characterize typical day-to-day workloads. Please check one statement that best describes your attitude towards your workload.

About the right balance between time available and the amount of work.	5%
I am always overloaded. I can never catch up.	46%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	45%

Exhibit 2 - Police Operations Bureau

Rank	Question	NO	SA	A	N	D	SD
1	The Public Safety Department provides a high level of service to the community.	0%	77%	18%	0%	5%	0%
2	Compared to other departments in the region, Grants Pass provides high levels of service.	0%	77%	18%	5%	0%	0%
3	City residents view our Department as a high priority.	0%	45%	41%	9%	5%	0%
4	Compared to other police departments in the region, Grants Pass has more police resources.	0%	14%	32%	27%	18%	9%
5	Compared to other Fire / Rescue Bureaus in the region, Grants Pass has more fire resources.	27%	23%	23%	23%	5%	0%
6	Our mutual and automatic aid agreements ensure good coverage and coordination in the City.	0%	5%	82%	5%	5%	5%
7	“Community policing” is a high priority for the Department.	0%	27%	59%	5%	5%	5%
8	Fire Prevention (facility inspections and other prevention efforts) is a high priority for the Department.	36%	5%	23%	23%	14%	0%
9	The fire inspection program increases life-safety in our community.	36%	9%	27%	23%	5%	0%
10	Our standard operating guidelines are up to date.	5%	36%	55%	5%	0%	0%
11	The amount of training is adequate.	0%	41%	45%	9%	5%	0%
12	The quality of training is adequate.	0%	41%	55%	0%	5%	0%
13	The training we receive is well planned and organized.	5%	32%	50%	9%	5%	0%
14	We get out of our fire stations quickly in response to emergency calls (“turnout time”).	50%	5%	27%	18%	0%	0%
15	Our response times to high priority incidents are good (travel time).	5%	18%	50%	14%	14%	0%

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Rank	Question	NO	SA	A	N	D	SD
16	Our response times to low priority incidents are good.	5%	9%	41%	32%	9%	5%
17	We have adequate proactive time on police patrol to effectively address problems in the community.	5%	0%	9%	5%	50%	32%
18	We have adequate resources to effectively address fire incidents in the community.	41%	9%	23%	14%	14%	0%
19	We have adequate resources to effectively address EMS incidents in the community.	32%	9%	32%	18%	9%	0%
20	We are provided with timely information to effectively target police related problems in the community.	5%	0%	64%	14%	18%	0%
21	We are keeping up with growth in the community.	5%	0%	5%	9%	45%	36%
22	There is good coordination of effort among the schools in Grants Pass to effectively handle police related problems and ensure safety.	14%	18%	36%	18%	5%	9%
23	We have the staff we need to perform safely and effectively during fire or police incidents.	0%	0%	23%	23%	23%	32%
24	Our apparatus and equipment are in good condition.	5%	5%	68%	9%	9%	5%
25	Our radio system provides good and reliable coverage.	0%	0%	68%	18%	9%	5%

26. Listed below are several statements which could characterize typical day-to-day workloads. Please check one statement that best describes your attitude towards your workload.

About the right balance between time available and the amount of work.	0%
I am always overloaded. I can never catch up.	41%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	55%

Exhibit 3 – Fire / Rescue Bureau

Rank	Question	NO	SA	A	N	D	SD
1	The Public Safety Department provides a high level of service to the community.	0%	33%	42%	17%	8%	0%
2	Compared to other departments in the region, Grants Pass provides high levels of service.	0%	17%	17%	25%	33%	8%
3	City residents view our Department as a high priority.	0%	42%	33%	17%	8%	0%
4	Compared to other police departments in the region, Grants Pass has more police resources.	17%	0%	17%	8%	33%	25%
5	Compared to other Fire / Rescue Bureaus in the region, Grants Pass has more fire resources.	0%	0%	0%	8%	25%	67%
6	Our mutual and automatic aid agreements ensure good coverage and coordination in the City.	0%	0%	17%	8%	75%	0%
7	“Community policing” is a high priority for the Department.	33%	17%	0%	33%	17%	0%
8	Fire Prevention (facility inspections and other prevention efforts) is a high priority for the Department.	0%	8%	67%	8%	17%	0%
9	The fire inspection program increases life-safety in our community.	0%	25%	67%	8%	0%	0%
10	Our standard operating guidelines are up to date.	0%	0%	0%	0%	17%	83%
11	The amount of training is adequate.	0%	0%	33%	17%	42%	8%
12	The quality of training is adequate.	0%	0%	75%	17%	8%	0%
13	The training we receive is well planned and organized.	0%	8%	75%	17%	0%	0%
14	We get out of our fire stations quickly in response to emergency calls (“turnout time”).	0%	33%	67%	0%	0%	0%
15	Our response times to high priority incidents are good (travel time).	8%	8%	8%	33%	25%	17%

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Rank	Question	NO	SA	A	N	D	SD
16	Our response times to low priority incidents are good.	8%	17%	25%	8%	25%	17%
17	We have adequate proactive time on police patrol to effectively address problems in the community.	58%	0%	0%	17%	25%	0%
18	We have adequate resources to effectively address fire incidents in the community.	0%	0%	0%	0%	42%	58%
19	We have adequate resources to effectively address EMS incidents in the community.	0%	0%	25%	0%	50%	25%
20	We are provided with timely information to effectively target police related problems in the community.	58%	0%	8%	25%	0%	8%
21	We are keeping up with growth in the community.	0%	0%	0%	0%	8%	92%
22	There is good coordination of effort among the schools in Grants Pass to effectively handle police related problems and ensure safety.	50%	0%	17%	25%	8%	0%
23	We have the staff we need to perform safely and effectively during fire or police incidents.	0%	0%	0%	0%	8%	92%
24	Our apparatus and equipment are in good condition.	0%	0%	8%	17%	33%	42%
25	Our radio system provides good and reliable coverage.	0%	0%	17%	8%	33%	42%

26. Listed below are several statements which could characterize typical day-to-day workloads. Please check one statement that best describes your attitude towards your workload.

About the right balance between time available and the amount of work.	8%
I am always overloaded. I can never catch up.	50%
I could handle more work without being overloaded.	0%
Sometimes my workload is heavy, but most of the time I can keep up.	42%

4. INPUT FROM THE COMMUNITY

The project team conducted several meetings with City Councilors, members of the community and business owners. Additionally, a phone interview was conducted with Individuals who were not able to attend one of the meetings but did want to provide their input into this process. The people were specifically asked to comment on what the Grants Pass Department of Public Safety in the following areas: the current level / quality of services provided; issues or concerns they had about provision of services, either now or in the future; community issues / problems that need to be addressed by DPS; and suggestions on how to provide high quality and efficient public safety services now and in the future. Responses were broken down into three areas.

1. COMMENTS ABOUT PROVISION OF PUBLIC SAFETY SERVICES IN GRANTS PASS.

Comments regarding current services are summarized below.

- DPS is providing good services to the City, both response to fire calls for service and police calls.
- DPS employees have a good reputation in the community, they have a professional organization.
- Community support for DPS is evidenced by voter approval of the levy in 2004 and recent bond measure approval to build two fire stations.
- The School Resource Officer and educational programs are important.
- There is a good working relationship with the businesses (e.g. Back to the 50's event).

The sections, which follow, provide descriptions of the principal concerns and suggestions provided by focus group participants.

2. AREAS OF CONCERN TO COMMUNITY MEMBERS AND BUSINESSES

When people were asked what public safety related community issues they were concerned about they provided the following comments.

- DPS needs a more visible presence in the downtown business district – either Police Officers and / or Community Service Officers; Officers generally need to be seen frequently enough to provide general “order-maintenance” of the area, address parking problems and the following three items.
 - Vandalism / graffiti downtown, it seems to be increasing.
 - Gang activity seems to be increasing (i.e. seeing graffiti and groups of teenagers together).
 - Groups of teenagers and homeless people “hanging out” downtown give rise to personal safety concerns.
- Not enough programs / activities for teenagers to keep them off the streets.
- Public Safety services don’t seem to be keeping up with the growth Grants Pass has experienced over the last few years, e.g. not enough Officers so the response time to police calls is longer.
- The methamphetamine drug users get arrested but get let out of jail and end up committing more crimes; concern that the Sheriff’s Officer is letting people out of jail because the County does not have the money to keep them in jail.
- DPS needs to do more to address the methamphetamine drug problem.
- DPS isn’t able to fill vacant positions in the Department.
- More traffic enforcement is needed throughout the City.

3. SUGGESTIONS MADE TO ADDRESS THE COMMUNITY ISSUES.

The persons interviewed provided a range of suggestions that could be part of a solution to address the issues raised.

- Increase the number of volunteers to help DPS with work, including volunteer firefighters.
- Hire more Community Service Officers as they don’t cost as much as regular Officers.

- Provide more information to neighborhood groups so they can be eyes / ears in community; improve coordination.
- Purchase more radar trailers as a way to reduce speeding.

The points listed above reflect positive comments from members of the community, City Councilors and business owners about the services provided by DPS, personal and collective areas of concern, and also possible ways to address some of the issues and concerns they raised.

5. ANALYSIS OF THE POLICE OPERATIONS BUREAU

This section of the report provides the project team's evaluation and analysis of the operations of Police Operations Bureau.

1. PATROL SERVICES STAFFING AND WORKLOAD.

The project team collected extensive information regarding the GPDPS workload activities relating to field patrol personnel (i.e., regular patrol Officers, field Corporals and Sergeants). Specifically, this involved the raw data set that captured all dispatch communication activity for the Grants Pass Department of Public Safety in CY 2006 and included the following types of information:

- Call Number
- Date and Time of Initial Call
- Location of Call
- Type of Call
- Priority of Call
- Time of Unit(s) Dispatch
- Time of Unit(s) En-route
- Time of Unit(s) On-Scene Arrival
- Time of Unit(s) Clearance
- Beat Unit Identifiers (e.g., unit numbers) for all responding units
- Incident Disposition (e.g., report taken, arrest, citation, etc.)

This information serves as the context for analyzing patrol's staffing needs and estimating workload activity, including the identification of community-generated calls for service, as well as Officer initiated activity. This summary description of GPDPS patrol services is organized as follows:

- Patrol unit scheduled deployment
- Patrol Officer availability
- Total calls for service
- Calls for service by priority
- Calls for service response and handling time
- Calls for service dispositions
- Officer initiated activity and handling time

The first section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled.

(1) Patrol Schedule and Availability.

Patrol Officers in Grants Pass DPS work 12-hour shifts and the schedule provides for a "team concept" where Sergeants and Officers work with the same people each day. The 12-hour schedule is the most efficient work schedule possible in law enforcement. Grants Pass Officers work rotating days on and days off. The four Patrol Teams have budgeted positions for four Sergeants, four Corporals and 23 Officers. The Patrol Teams work the following schedule:

- Team 1 works 0600-1800 hours
- Team 2 works 1800-0600 hours
- Team 3 works 0600-1800 hours

- Team 4 works 1800-0600 hours

The 12-hour work schedule follows a cycle: 2 days on, 2 days off; 3 days on, 2 days off; 2 days on, 3 days off. This equals 84 hours in a two-week work cycle. Officers are allowed to take off the extra four hours to equal an 80 hour two week cycle.

The table, below, lists the authorized number of Officers and Corporals assigned to patrol services showing average staffing over a 24-hour day. Patrol Sergeants are also deployed on every shift for supervision and overall management of patrol services. Patrol Sergeants in Grants Pass also respond to calls for service and sometimes handle calls for service as the primary unit, notwithstanding their main role as a supervisor.

Authorized Patrol Staffing CY 2006

Hour	Dayshift 0600-1800	Night Shift 1800-0600	Average # of Officers
0000		7	7
0100		7	7
0200		7	7
0300		7	7
0400		7	7
0500		7	7
0600	6.5		6.5
0700	6.5		6.5
0800	6.5		6.5
0900	6.5		6.5
1000	6.5		6.5
1100	6.5		6.5
1200	6.5		6.5
1300	6.5		6.5
1400	6.5		6.5
1500	6.5		6.5
1600	6.5		6.5
1700	6.5		6.5
1800		7	7
1900		7	7
2000		7	7
2100		7	7
2200		7	7
2300		7	7

The table, above, depicts the authorized number of patrol Officers (23) and Corporals (4) for an average deployment of 6.5 – 7.0 Officers per hour per day, when fully staffed. Minimum staffing on dayshift patrol is three Officers and a supervisor; on the night shift the minimum is four Officers and a supervisor.

An Officer is scheduled to work 2,080 hours in a year. The total number of hours actually worked on patrol is reduced by the number of leave hours used, in-service training time and various, routine “administrative” tasks during work shifts. The project team used personnel leave data obtained from DPS staff to determine the number of leave hours for patrol personnel for the entire CY 2006. The number of training hours was determined from records provided by GPDPS staff. To calculate the number of hours used by Officers for administrative tasks (e.g. briefing, meal breaks, meetings during the shift, etc.), the project team used an average of 90 minutes per shift.

The following table summarizes the estimated availability of patrol Officers, after deducting leaves taken: vacation (average of 87 hours), sick (average of 34 hours), emergency (average of 1 hour), compensatory time off (average of 40 hours), holiday comp (average of 33 hours) military leave (average of 2 hours); an average of 197 hours. The number of hours lost due to injuries is not tracked but the dollar value is tracked by Risk Management – it was \$4,711 in 2005 and \$1,705 in 2006.

Calendar Year 2006	Est. Hours / Patrol Officer/Sgt.
Total Paid Annual Work Hours	2080
Average Leave Usage	197
Average In-Service / Special Skills Training	115
Total Unavailable Hours	312
Net Work Hours	1768
% Annual Availability	85.0%
Administrative Time (90 Min. x 159 Shifts)	238
Net Available Work Hours	1530
% Annual Availability	73.5%

The following points summarize the data above:

- Patrol Officers averaged 197 hours of leave during CY 2006. The sample includes all patrol Officers and Corporals who worked during the year. This includes time off for vacation, sick, personal leave and comp time; but not for time lost due to an on-the-job injury.
- Grants Pass DPS Officers attended an average of 115 training hours for in-service training to meet department and state training requirements.
- This equates to a total of 1,768 hours, or 85%, that a patrol Officer actually worked a shift during the year.
- During the work shift Officers attend briefings, take meal breaks, attend court, gas and check their vehicle, etc. These tasks are defined as “administrative time” and take an estimated 90 minutes per shift. After deducting the hours for administrative time, a patrol Officer is available for 1,530 hours per year. Note that a patrol Officer is almost always available to respond to emergency calls for service while performing these administrative tasks.

In total, a Grants Pass DPS Officer is available to provide patrol services for approximately 1,530 hours per year, or approximately 73.5% of the total number of work hours in a year.

The table, below, uses the average number of Officers that actually worked the shifts during 2006 – either a regular work shift or an overtime shift (to meet minimum staffing). The average percentage of “un-staffed” shift hours for the night shift was close to 26%, about five percentage points higher than the day shift average of 20%. This percentage was determined by using a sample of the staffing logs for the first seven days of each month of the year. The table uses these figures to show a graphical depiction of the actual patrol staffing over a 24-hour day.

Actual Patrol Staffing CY 2006

Hour	Dayshift 0600-1800	Night Shift 1800-0600	Average Officers
0000		5.20	5.20
0100		5.20	5.20
0200		5.20	5.20
0300		5.20	5.20
0400		5.20	5.20
0500		5.20	5.20
0600	5.18		5.18
0700	5.18		5.18
0800	5.18		5.18
0900	5.18		5.18
1000	5.18		5.18
1100	5.18		5.18
1200	5.18		5.18
1300	5.18		5.18
1400	5.18		5.18
1500	5.18		5.18
1600	5.18		5.18
1700	5.18		5.18
1800		5.20	5.20
1900		5.20	5.20
2000		5.20	5.20
2100		5.20	5.20
2200		5.20	5.20
2300		5.20	5.20

The average deployment was 5.18 to 5.2 Officers / Corporals per hour during 2006 (Corporals were not counted when they were acting as the shift supervisor). Additionally, none of the Public Safety Officer's work hours were included, even though he handled a significant number of patrol calls for service during the year (4.5%).

(2) Calls for Service Workloads.

The project team was supplied with call for service (CFS) data by the Department, obtained from the CAD/RMS system. The following table shows the total number of community generated CFS by time of day and day of week for CY 2006. The project team defined a community generated call for service as a call where at least one GPDPS unit (including CSOs and the Public Safety Officer) provided the primary

response to an incident. Incidents where more than one unit responded to the scene were only counted once.

The project team has carefully analyzed the CFS data for errors and, based on the data supplied, the 20,817 calls for service in the table below is accurate. However, it must be noted that this data shows a call for service per capita ratio of 0.67 police calls per resident (30,930 population). The project team normally sees a 0.4 to 0.6 call for service ratio. The 2006 ratio in Grants Pass is somewhat higher than the normal range and as a result, a multi-year analysis and evaluation of the call for service data should be conducted to determine an average call for service ratio. In the CFS data for some incidents, it was unclear if an Officer was actually dispatched and / or arrived at the scene of certain calls, even though an Officer's unit number is listed for the incident. (e.g. calls with a disposition of "info only" and calls that did not have an arrival time documented). Dispatchers commonly enter a beat unit designator in the incident record even if the Officer did not respond to the call. For example, Officers were not assigned, only provided verbal "info only" radio broadcasts for minor incidents such as a speeding / reckless vehicle seen in an area 10 minutes ago. However, an Officer's radio call sign is listed in the call data as an assigned Officer. Although most of these "calls" were removed, it is likely that some of these types of events remain in the CFS data listed in the table below.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	132	84	79	81	71	92	159	698
0100	116	50	72	67	69	71	108	553
0200	90	36	47	48	52	54	104	431
0300	64	40	50	37	33	35	76	335
0400	42	33	31	29	29	32	32	228
0500	36	20	33	27	33	22	35	206
0600	28	41	56	50	46	46	51	318
0700	62	96	77	86	66	66	57	510
0800	77	137	140	130	126	118	62	790
0900	89	145	159	159	149	157	91	949
1000	108	163	141	160	175	171	134	1052
1100	94	165	162	165	157	178	139	1060
1200	130	148	150	161	173	170	137	1069
1300	117	184	164	164	174	169	169	1141
1400	130	167	210	172	184	190	155	1208
1500	136	189	182	210	204	183	160	1264
1600	152	188	179	199	199	195	146	1258
1700	144	189	198	206	178	204	170	1289
1800	153	154	160	180	182	182	152	1163
1900	141	145	178	169	150	153	152	1088
2000	140	167	159	136	158	180	172	1112
2100	160	114	166	146	161	193	165	1105
2200	122	137	153	133	149	191	213	1098
2300	113	113	129	114	100	161	162	892
Total	2577	2907	3078	3033	3023	3219	3008	20817
Ave / Day	49.6	55.9	59.2	58.3	58.1	61.9	57.8	57.0

Patrol units responded to 20,817 community generated calls for service, approximately 57 per day, where a GPDPS unit provided the primary response. The table below shows the number of CFS by month of the year.

Month	# of CFS	% of CFS
January	1466	7.0%
February	1319	6.3%
March	1502	7.2%
April	1541	7.4%
May	1762	8.5%
June	1794	8.6%
July	2153	10.3%
August	2099	10.1%
September	2012	9.7%
October	1858	8.9%
November	1623	7.8%
December	1688	8.1%
Total	20,817	100%

The fewest number of calls occurred in February, 1319 calls or 6.3% of the annual total; the highest number of calls occurred in July, with 2153 or 10.3% of the calls during the year.

The following table shows the breakdown of the type of unit that provided the primary response to the CFS:

Primary Unit	# of CFS	% of CFS
Patrol (inc. K9)	17,779	85.4%
Sergeants	1,299	5.1%
PSO	922	3.6%
CSOs	663	2.6%
Communications, Records	70	0.3%
Miscellaneous Units	84	0.3%
Total	20,817	100%

As shown above, the GPDPS patrol Officers provided the primary response to 85% of the community generated calls for service. Of the total number of CFS, 11,908 occurred during the dayshift hours (0600-1800) and 8909 calls for service occurred during the night shift hours (1800-0600). The chart below shows the top 10 CFS that Officers responded to during 2006:

Type of Call	# of Calls
Traffic Incidents	1,340
Suspicious Person / Incident	1,311
Disorderly Conduct	1,017
Theft	925
Disturbance	851
Trespass	845
Assist the Public	760
Harassment	759
Abandoned Auto	731
Audible Alarm	665
Total	9,204

As shown above, the 10 most frequent calls for service account for 9204 calls, or 44.2% of the total number of calls during the year.

The following table shows the breakdown by priority of the type of call for service. The initial call for service may have been a different type of call but this data is not tracked in the computer system. The priorities are defined as follows:

- **Priority 1** – Immediate Life Threatening
- **Priority 2** – Potentially Life Threatening
- **Priority 3** – Property Loss / Damage Is Imminent
- **Priority 4** – Property Loss / Damage Has Occurred, Timely Response May Have Positive Impact on Apprehension
- **Priority 5** – Cold Call, No Real Threat to Life / Property
- **Priority 9** – Cold Calls, Waiting for Call Back

Dispatch Priority	Number	% of Total
1	206	1.0%
2	4,296	20.6%
3	3,252	15.6%
4	6,266	30.1%
5	6,526	31.3%
7-9	271	1.3%
Total	20,817	100%

As shown above, in 2006 the Priority 1 CFS accounted for 1% of all of the calls for service, Priority 2 calls totaled 20.6% and Priority 3 calls totaled 15.6%. The remaining calls accounted for 62.7% of the community generated calls for service.

(3) Calls for Service Response and Handling Times

The following table shows the percentage of calls for service that were responded to within various time ranges. These times are from the time the call was dispatched to an Officer until the arrival of the first police unit. The times were determined using GPDPS data and calculating the difference between the “dispatch time” and the “on scene time” for the first arriving unit.

Response Time in Minutes	CFS by Priority Type						Total	Total %
	1	2	3	4	5	7-9		
0:00 – 2:59	49	806	468	1,015	869	46	3,253	15.6%
3:00 – 4:59	34	791	430	885	861	19	3,020	14.5%
5:00 – 6:59	29	736	462	992	883	16	3,118	15.0%
7:00 – 8:59	25	580	515	801	810	18	2,749	13.2%
Above 9:00	26	671	790	1,245	1,197	26	3,955	19.0%
Bad Data	43	712	587	1,328	1,906	146	4,722	22.7%
Total Number	206	4,296	3,252	6,266	6,526	271	20,817	100.0%

As this table shows, the GPDPS units are responding to all community generated calls for service within 3 minutes 15.6% of the time, and within 5 minutes for 30.1% of the calls for service.

The following table shows the average “travel time” (from time of dispatch of the Officer until arrival) and the average “on-scene” time (from time of arrival to time the Officer cleared the call) for the different types of priority calls for service. CAD data shows an average travel time of 6.7 minutes and an average on-scene time of 18.9 minutes for all of the calls for service. Combining these times equals the total average call handling time of 25.6 minutes required of the responding unit. This overall average

call handling time in Grants Pass is somewhat lower than the average time range of 30-40 minutes per call usually seen by the project team in other police departments.

Final Priority	# of CFS	Average Travel Time	Average On Scene Time	Total Call Handling Time
1	206	5.7	36.7	42.8
2	4,296	6.1	21.1	27.0
3	3,252	7.3	23.7	30.9
4	6,266	6.8	19.8	26.1
5	6,526	6.9	13.0	19.7
7	31	6.3	11.2	18.1
8	4	8.1	37.8	45.6
9	233	5.7	21.1	38.1
Blank	3	11.9	38.2	117.9
All	20,817	6.7	18.9	25.6

As shown above, the average response time for the first GPDPS patrol unit to arrive at the scene of a Priority 1 call for service is 5.7 minutes, 6.1 minutes for Priority 2 calls for service and 7.3 minutes for Priority 3 calls.

The average on-scene time for the different types of Priority calls ranged from 36.7 minutes for Priority 1 calls, to 11.2 minutes for Priority 7 calls for service. Grants Pass has a performance goal listed in the Adopted Operating & Capital Budget for FY 2006-07 that has a stated goal to “strive to maintain 24-hour emergency response to Priority 1 and Priority 2 police calls within 6 minutes 90% of the time”. Using the call for service data provided for Priority 1 (immediate life threatening) and Priority 2 (potentially life threatening) calls for service, the following graph shows the 90% fractal times for call processing time (from time call received until dispatch of a unit), travel time (from time of dispatch to arrival at scene) and the combined time for calendar year 2006.

Final Priority	# of CFS	90% Fractal Call Process Time	90% Fractal Travel Time	90% Fractal Response Time
1	206	10.1	10.8	15.6
2	4296	13.3	10.7	19.8

These 90% fractal times listed above show a significantly higher call processing times than the project team has seen in other law enforcement agencies in the western United States; and also the time is longer than what one would reasonably expect to see for these highest priority calls for service. It raises several questions: 1) the degree of accuracy regarding the call data; 2) how many of these calls were initially reported as a lower Priority type (3 or below) but found to be a Priority 1 or 2 call subsequent to dispatch of the call or after the Officer arrived on scene. It is possible, however unlikely, that the response time data is accurate and the long response times are due to high call volume and Officer's workload resulting in delayed responses.

Recommendation: Analyze samples of 2007 Priority 1 and Priority 2 CFS data and evaluate response times to ensure accuracy of response time data. Revise procedures, provide training as necessary to improve the accuracy of call data.

(4) Officer "Back-Up" Time.

Officers also respond as backup units to assist the primary Officer on many calls for service. The project team uses a back-up rate of 150% – meaning that an average of 1.5 Officers responded to each of the 20,817 CFS in 2006. The time that a back-up Officer(s) spend at the call for service is less than the primary Officer. The project team uses an average of 75% of the primary Officer's call handling time – in Grants Pass this equals 19.2 minutes for the back-up Officer. This required approximately 3300 Officer hours during 2006. These assumptions were used for Grants Pass because actual multi-unit responses and times are not tracked.

(5) Additional Workload – Report Writing and Bookings

In addition to the call for service handling time Officers perform tasks associated with the calls, such as report writing and booking. GPDPS patrol Officers wrote 7,030

police reports. The project team uses 45 minutes as an average time that an Officer needs to write a report. Again, this time is not measured in Grants Pass.

Grants Pass DPS also booked a total of 1,781 arrestees in 2006. The project team used a time of one hour as an average time an Officer needs to complete a prisoner booking. The table below lists the hours used for report writing and bookings.

	Number	Average Time in Minutes	Total Time in Hours
Reports Written	7030	45	5273
Bookings – GDPS	1781	60	1781
Total Hours			7054

In addition to community generated calls and the related report writing and booking tasks, field personnel also are involved in self-initiated activity when they have uncommitted, or proactive, time available. The balance between committed and proactive time is discussed in the following sections.

2. MODERN FIELD PATROL FORCES BALANCE RESPONSIVENESS TO COMMUNITY-GENERATED CALLS FOR SERVICE WHILE PROVIDING PROACTIVE POLICING.

The provision of field patrol services in municipal law enforcement agencies has come full circle in the United States in the past 40 years. The more traditional law enforcement approach involved a police officer who walked a particular beat or neighborhood. A traditional beat officer knew people in the area and was in a position to know potential problems before they occurred. With the growth of the suburban and urban communities and rising expectations for the roles to be played by police officers the focus changed to one of responding quickly to a wide range of problems with less focus on the importance of proactive knowledge and service in an area.

Currently, a major focus of law enforcement throughout the country is on “community policing” – a return to providing a wide range of services identified by

citizens and more “proactive” law enforcement. Community policing has taken the form of countless initiatives throughout the country in recent years. The table, below, provides a summary of the key elements to be found in effective municipal policing.

Characteristic	Comments
Reactive Patrol Requirements	<ul style="list-style-type: none"> • The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services. • As staffing allows, the Department should have clearly defined areas of responsibility (beats or zones) and should define how many units are assigned to respond to the different call types. • The Department should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority and supervisor on scene policies. • This reactive workload should make up between 50% and 60% of each Officer’s net available time per shift (on average). This includes the time to write reports, transport and book prisoners.
Proactive Patrol Requirements	<ul style="list-style-type: none"> • Proactive enforcement addresses workloads which are not in response to a citizen generated complaint, such as traffic enforcement, directed patrol, bike and foot patrol. • The Department should have clearly defined uses for available time – i.e., Officers should know what they are expected to do with their time when not responding to calls – this may include targeted preventive patrol, traffic, developing relationships with the community, visiting schools or parks. • The proactive element of field patrol should make up between 40% and 50% of an Officer’s day (on average). • Research and experience has shown the 40% - 50% range to be appropriate bounds for proactive time for several reasons: <ul style="list-style-type: none"> - Less than 35% net proactive time available to Officers results in inefficient bundling of available time – i.e., time comes in intervals too short to be effectively. - Proactive time of more than 50% results in less than efficient use of community resources – it is difficult to effectively manage law enforcement personnel whose time is so heavily weighted toward proactive activities. - Some exceptions to this concern are units which are dedicated to handle certain types of activity – i.e., traffic enforcement units, school resource Officers, etc. - A target of 45% or higher is more common in cities and small towns where additional proactive resources are available (and are not counted toward patrol proactivity).

Characteristic	Comments
Problem Identification and Resolution	<ul style="list-style-type: none"> • Effective proactive patrol for municipal law enforcement requires the rapid identification of problems and issues, the development of an action plan to address issues as they arise, implementation of the potential solution and then an after-action evaluation to determine whether the approach successfully addressed the issue. • This approach should be used on criminal, traffic and other quality of life problems reported to the Department or discovered by Officers on patrol. • This requires the use of both formal and informal mechanisms for capturing and evaluating information. This process should be primarily handled by Officers – but special attention should be paid by supervisors.
Management of Patrol Resources	<ul style="list-style-type: none"> • Patrol supervisors and managers must take an active role in management of patrol. This includes developing and utilizing management reports which accurately depict the activity, response times to calls for service and the variety of current issues and problems being handled by patrol units. • Resources must be geared to address actual workload and issues. This includes ensuring that patrol staffing is matched to workload, that patrol beats or sectors are designed to provide an even distribution of workload. • This also includes matching resources to address issues in a proactive manner. This may include shifting beats to free staff to handle special assignments, assigning Officer to targeted patrols, assigning traffic enforcement issues, etc. • Staffing should be related to providing effective field response to calls for service, provision of proactive activity and ensuring Officer and the safety of members of the public. • Supervisors should be both a resource to field Officers (for advice, training, back-up, inter-personal skills) as well as field managers (handling basic administrative functions).
Measurement of Success and Performance	<ul style="list-style-type: none"> • Defined by use of data in managing and planning work. • Effective field patrol should be measured in multiple ways to ensure that the Department is being successful in handling their multiple missions. • Examples of effective performance measurement include: response time, time on scene, number of calls handled by an Officer, back-up rate and the traffic enforcement index (citations / warnings + DUI arrests divided by injury + fatality accidents). • Managers and supervisors should compile, track and review performance measures on a regular basis to know what level of service is being provided to the community and for use as one tool to ensure that services are effective and efficient.

The matrix above provides a compilation of the basic elements of an effective and modern patrol service in a community. The points below provide a summary of the key points from this matrix:

- Effective municipal law enforcement requires a field patrol force which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Department balance personnel, resources and time to handle both of these types of law enforcement. Between 50% and 60% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent providing the proactive patrol or “community policing.”
- The time that each Officer has available proactive patrol needs to be structured and should not be approached in a random way. Random patrol is not effective in addressing issues facing communities – patrol should include efforts to address specific problems in pre-determined ways.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues / problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century. Establishing a patrol proactivity target is important for effective management and planning of a patrol operations force.

Recommendation: The Grants Pass Department of Public Safety should formally adopt a 45% overall target for proactivity in patrol.

3. THE MATRIX CONSULTING GROUP UTILIZES AN ANALYTICAL APPROACH TO DETERMINE CURRENT REACTIVE AND PROACTIVE TIME AND EVALUATE PATROL OFFICER STAFFING NEEDS.

The Matrix Consulting Group takes an analytical approach to determining the staffing level required in urbanized areas. Our approach is characterized by several key factors, which include the following:

- Staffing should be examined in terms of the ability of current staff to provide effective law enforcement services to handle the calls for service generated by the community (and the related work such as report writing and booking prisoners) as well as time for proactive activities such as directed preventive

patrol, traffic enforcement and addressing on-going issues / problems in a neighborhood.

- Public policy is made by selecting a level of proactive time which is deemed to be appropriate for the community. In the case of Grants Pass, the project team recommends a target of 45% proactive time that will enable field patrol officers to both engage in a variety of targeted patrol activities, provide for officer safety as well as address the community generated calls effectively and efficiently.
- It is important to note that this approach does not include the utilization of ratios such as “officers per thousand” because these do not account for the unique characteristics of communities (i.e., demographics, workload, community needs, community policies, etc.). Although these ratios are interesting to look at, they do not provide a comprehensive measure of patrol Officer staffing needs for a specific community, nor should they be used by policy makers as a basis to make decisions regarding patrol staffing. The Matrix Consulting Group’s approach is supported by the International Association of Chiefs of Police (IACP) statement regarding Officer per thousand ratios as “totally inappropriate as a basis for staffing decisions”.

The following sections detail our specific approaches to calculating proactive time as well as the methodology the Matrix Consulting Group utilizes to calculate staffing requirements.

4. THE ANALYTICAL APPROACH UTILIZES READILY AVAILABLE DATA AND COMMON ASSUMPTIONS TO UNDERSTAND PROACTIVE TIME AVAILABILITY AND PATROL STAFFING NEEDS.

The Matrix Consulting Group has calculated proactive time in law enforcement agencies using a mixture of known data combined with a series of assumptions. The table below, provides a brief description of the basis for this calculation specific to the City of Grants Pass.

Reactive Factor in Calculation of Proactive Time	Summary Discussion
Calls for Service	Based on actual data obtained from the Department’s CAD / RMS system that allowed the project team to determine the number of community-generated calls for service (reactive time of patrol officers). The project team inflated the actual number by 2% per year to reflect call growth.

Reactive Factor in Calculation of Proactive Time	Summary Discussion
Call Handling Time	An average handling time of 30-40 minutes is needed to efficiently and effectively handle a community generated call for service. The handling time includes an Officer's travel time and on-scene time. A handling time that is significantly higher than a range of 30-40 minutes indicates patrol Officers are not timely in processing calls for service; a handling time significantly lower than this target indicates patrol Officers may not be providing an appropriate amount of attention to the calls for service.
Back-Up Frequency / Number of Units per Call	Target of 1.5 patrol unit responses per community-generated call for service.
Duration of Time on Scene by Back-Up	Target of 75% of the initial unit's handling time.
Number of Reports	This number is based on the number of community-generated calls for service. For lower priority calls for service, patrol officers complete reports within the initial handling of the call, while for more serious calls for service, reports are completed later in the shift or at the end of the shift, or in some cases the next day. The project team found that approximately 1/3 of the community generated calls for service Officers respond to require a report that is completed after the initial handling of a call.
Time to Complete a Report	An average of 45 minutes for completing incident reports resulting from a call for service or self-initiated activity; included as part of reactive workload time.
Number of Arrests	This number is based upon actual data, and indicates patrol Officer workload; included as part of reactive workload time.
Time to Complete an Arrest	Target of 1-hour for a patrol officer to process an arrest. This is important because it indicates further time a patrol officer is unavailable; included as part of reactive workload time.
Available Time of Officers / Officers on Duty	This is based on actual data of vacation, sick, training, and other leave times which determine the actual available time a patrol officer can work.

Reactive Factor in Calculation of Proactive Time	Summary Discussion
Availability of Supervisors to Handle Field Workloads	The staffing needs analysis determines the appropriate number of police officers to handle the community-generated calls for service, allowing the Sergeant to primarily serve in the supervisor role. The Sergeant will also, in smaller communities, dedicate a portion of their time to respond to calls for service and provide back-up assistance as appropriate.

Using this data and targets, the project team can then perform the calculation of the current proactive time and also a range of proactive times that policy makers may want to have as a desired goal. The calculation that is performed to determine proactive time is as follows:

$$\text{Proactive Time \%} = \frac{\text{Total Available Time} - (\text{Reactive Workload Time} + \text{Admin. Time})}{\text{Total Available Time}}$$

The following points summarize the formula above:

- “Total Available Time” is defined as the number of officers actually available in a given hour, times 60 minutes.
- “Reactive Workload Time” is defined as the average total committed time per call for service, multiplied by the number of calls for service.

This approach provides managers and policy makers with an easily understood (and easy to calculate) measure of the capability of the patrol services workforce to provide proactive law enforcement (it is the time left over once calls for service and the related tasks have been handled).

This approach bypasses the potential trap of other comparative staffing models (i.e. “officers per thousand” ratio mentioned above) that do not measure the workload of patrol officers in a city. This analytical approach also provides a methodology that can easily keep pace with growth that takes place in a city. Finally, this approach allows policy makers to determine what law enforcement service levels they want by selecting

an appropriate proactive time target and then basing total staffing on a combination of the work that *must* be done with the proactive time level that is desired. Here is a recap of the model's use and key analytical points:

- The model makes specific provision for proactive time targets.
- The model can be used at any level of detail, i.e. staffing can be calculated in the aggregate or for specific times of day or for specific geographical areas.
- The model uses commonly available data points and assumptions:
 - Counts of calls and committed time on calls.
 - Gross and net officer availability times.
 - Adjustments to committed time, including report writing and booking times.
 - Adjustments in availability, e.g., roll call, breaks and other administrative tasks during a shift.

The following sections provide the results of this analysis.

5. CALCULATION OF PROACTIVE TIME SHOWS THAT DURING 2006 THE DEPARTMENT OF PUBLIC SAFETY HAD HIGH PROACTIVE LEVELS DURING NIGHTTIME HOURS AND LOW PROACTIVE LEVELS DURING DAYTIME AND EARLY EVENING HOURS.

This section provides a calculation of the proactive time for the Grants Pass Department of Public Safety overall and as it varies throughout the day. In using this approach, there are several analytical assumptions were utilized and noted below:

- Authorized Officer staffing is 27 Officers and actual Officer staffing was approximately 23 Officers during the year.
- Actual community generated calls for service developed from CAD / RMS data total 20,817. This number excludes all Officer initiated activities (such as traffic stops), multiple unit entries, administrative activities and calls cancelled prior to an Officer being dispatched.
- Meals and other breaks are taken evenly across all hours of a shift.

- Personnel on each of the Teams are available on an “average” hourly basis (i.e., in the model there are no “heavy” or “light” shift days).
- Officers are available for an average of 1,530 shift hours per year to provide all field services. This takes into account the various leaves usage (e.g. vacation, sick), training hours identified earlier, and also “administrative” time (e.g. lunch, breaks, briefings, vehicle maintenance, meetings, etc.). During these hours the Officer is generally considered unavailable. These hours are identified as follows:

	Hours / Officer
Total Paid Annual Hours (52 weeks x 40 hours)	2,080
Unavailable Hours (Leaves and Training)	312
Admin. Time (Roll Call, Breaks, Vehicle Service and Misc. Tasks @ 90 minutes per shift)	238
Total Unavailable Hours	550
Total Available Shift Hours per Year	1,530

The table, below, shows the overall average of proactive capability for field patrol as well as average proactive capabilities in four-hour time blocks throughout the day.

Officer Workload and Proactive Time for Calendar Year 2006

	0000-0400	0400-0800	0800-1200	1200-1600	1600-2000	2000-2400	Total
Officers Actually Deployed	5.20	5.19	5.18	5.19	5.19	5.20	
Hours – Daily	20.8	20.8	20.7	20.8	20.8	20.8	124.6
Backfill OT Hours Worked	193	193	193	193	193	193	1157
Total Hours Worked	7,785	7,770	7,756	7,770	7,770	7,785	46,636
Officer Hours - % of Total	16.7%	16.7%	16.6%	16.7%	16.7%	16.7%	100%
Training Hours – Year	442	441	440	441	441	442	2645
Admin. Time – Year	916	914	912	914	914	916	5,486
Leave Hours Used - Year	756	755	754	755	755	756	4,531
Hours Worked – Year	5,671	5,661	5,650	5,661	5,661	5,671	33,974
Calls for Service	2,017	1,262	3,851	4,682	4,798	4,207	20,817
Calls for Service - % of Total	9.7%	6.1%	18.5%	22.5%	23.0%	20.2%	100%
1st Officer Time / CFS	25.6	25.6	25.6	25.6	25.6	25.6	25.6
Primary Unit Call Time – Hours	861	538	1,643	1,998	2,047	1,795	8,882

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Calls - Back Up Officer	1009	631	1926	2341	2399	2104	10,409
Back Up Time / Call (estimated)	19.2	19.2	19.2	19.2	19.2	19.2	19.2
Back Up Officer Time - Hours	323	202	616	749	768	673	3,331
Reports Written	681	426	1,301	1,581	1,620	1,421	7,030
Time Per Report (Estimated)	45	45	45	45	45	45	45
Report Writing Time – Hours	511	320	975	1,186	1,215	1,066	5,273
Arrests	356	267	267	267	267	356	1781
Booking Time	356	267	267	267	267	356	1781
Total Committed Time	2,050	1,327	3,502	4,200	4,297	3,890	19,266
Total Proactive Time	3,621	4,333	2,148	1,461	1,363	1,781	14,708
Committed Time	36.2%	23.4%	62.0%	74.2%	75.9%	68.6%	56.7%
Proactive Time	63.8%	76.6%	38.0%	25.8%	24.1%	31.4%	43.3%

The overall proactive level of 43% is just under an optimum level of 45%.

However, the overall average obscures significant variations within a day:

- The proactive levels between 1200 and 2000 hours is significantly lower at 25%.
- During the late night hours proactive time exceeds 63% – 76%, although the ability to utilize proactive time effectively during these hours is minimal. These hours, however, impact the average level of proactivity.

As this analysis shows there are issues with patrol officers’ ability to be involved in proactive policing during most activity hours during daytime and evening hours.

6. CURRENTLY THE AUTHORIZED LEVEL OF 27 OFFICERS / CORPORALS HAS BEEN ACHIEVED AND WILL INCREASE PROACTIVE LEVELS DURING THE BUSIEST HOURS OF THE DAY.

The four vacant Officer positions in 2006 equaled approximately 15% of the patrol staff. As of June 2007, Patrol Services is at full staffing with 27 Officers / Corporals. This will increase the proactive level during the busiest hours of the day (1200-2000) to approximately 30% as shown below:

Estimated Officer Workload and Proactive Time for 2007

	0000-0400	0400-0800	0800-1200	1200-1600	1600-2000	2000-2400
Authorized (Officers & Corps.)	7.0	6.75	6.5	6.5	6.75	7.0
Hours – Daily	28	27	26	26	27	28
Backfill OT Hours Worked	193	193	193	193	193	193
Total Hours Worked	9,900	9,553	9,206	9,206	9,553	9,900
Officer Hours - % of Total	17.3%	16.7%	16.0%	16.0%	16.7%	17.3%
Training Hours – Year	537	518	498	498	518	537
Admin. Time – Year	1,113	1,073	1,034	1,034	1,073	1,113
Leave Hours Used – Year	919	887	854	854	887	919
Hours Worked – Year	7,138	6,883	6,628	6,628	6,883	7,138
Calls for Service	2,057	1,287	3,928	4,776	4,894	4,291
Calls for Service - % of Total	9.7%	6.1%	18.5%	22.5%	23.0%	20.2%
1st Officer Time / CFS	30	30	30	30	30	30
Primary Unit Time – Hours	1,029	644	1,964	2,388	2,447	2,146
Calls – Back Up Officer	1029	644	1964	2388	2447	2146
Back Up Time / Call (estimated)	22.5	22.5	22.5	22.5	22.5	22.5
Back Up Officer Time – Hours	386	241	737	895	918	805
Reports Written	695	435	1,327	1,613	1,653	1,449
Time Per Report (Estimated)	45	45	45	45	45	45
Report Writing Time – Hours	521	326	995	1,210	1,240	1,087
Arrests	363	272	272	272	272	363
Booking Time	363	272	272	272	272	363
Total Committed Time	2,299	1,484	3,968	4,765	4,877	4,400
Total Proactive Time	5,032	5,592	2,853	2,055	2,199	2,930
Committed Time	31.4%	21.0%	58.2%	69.9%	68.9%	60.0%
Proactive Time	68.6%	79.0%	41.8%	30.1%	31.1%	40.0%

A patrol staff of 27 authorized Officer / Corporal positions improves the ability of daytime Officers to handle the workload demand and have a greater amount of proactive time. However, between the hours of 1200 and 2000, frequently it will not provide consistent blocks of time to regularly and routinely conduct proactive patrols and address special problems / issues on their beat. Providing additional proactive time

for patrol Officers during daytime hours can be accomplished by increasing sworn staff between 0800 and midnight, increasing civilian field staff (CSOs) between 0800 and 2000 hours, or implementing a call management procedure to reduce the number of calls dispatched to Officers (not responding to low risk / low priority call types during the busiest hours). Several of these options will be discussed later in this report.

The current deployment of Officers on the Patrol Teams is six Officers on Teams 1 (days), 2 and 4 (nights); and five Officers on Team 3 (days). Redeploying one Officer from either Teams 2 or 4 will provide an additional Officer to assist with the workload during some of the busiest hours of the day (1200-1800) and increase the level of proactive time during these hours.

Recommendation: Redeploy one Officer from either Team 2 or 4 to Team 3 to balance workload and increase proactive levels during daytime hours.

7. OFFICER INITIATED ACTIVITY.

In addition to responding to calls for service, patrol Officers self-initiate a number of activities during their work hours, such as traffic stops, security checks, etc. The generation of Officer initiated activity is evidence that proactive time is used effectively. The table below shows the number of Officer initiated incidents during 2006.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	160	149	97	81	108	85	89	769
0100	138	155	114	83	93	94	114	791
0200	113	125	84	82	72	63	80	619
0300	68	81	69	81	63	55	95	512
0400	50	63	61	66	90	91	61	482
0500	77	76	88	95	64	83	86	569
0600	53	54	43	55	39	47	73	364
0700	41	37	95	97	102	116	115	603
0800	75	94	142	159	146	160	151	927
0900	111	129	142	154	167	147	178	1028
1000	124	155	204	168	164	205	237	1257
1100	117	117	181	144	164	195	213	1131
1200	144	120	193	172	189	178	184	1180
1300	117	107	195	179	161	188	207	1154
1400	118	105	192	190	160	169	166	1100
1500	123	123	207	180	181	169	183	1166
1600	100	99	130	148	132	134	126	869
1700	129	125	153	163	151	139	126	986
1800	123	126	130	118	134	131	118	880
1900	131	124	100	100	109	85	124	773
2000	142	128	120	132	120	104	129	875
2100	160	118	128	131	133	118	184	972
2200	160	126	147	137	123	123	218	1034
2300	170	147	128	140	130	126	160	1001
Total	2745	2685	3146	3059	3000	3011	3424	21,042
Ave / day	52.8	51.6	60.5	58.8	57.7	57.9	65.8	57.6

As shown above, patrol Officers initiated 21,042 incidents, an average of 58 per day. Most frequently, these events were vehicle stops but also included pedestrian stops, assisting outside agencies and warrant service. Some of the highest hourly officer initiated activity was between 1000 hours and 1600 hours, the same hours shown in an earlier section to have low levels of uncommitted (proactive) Officer hours.

At an average handling time of 18 minutes for an Officer-initiated activity, the table, below, shows the total dedication to these activities.

# of Self-Initiated Incidents CY2006	Average Handling Time in Minutes	CY 2006 Self-Initiated Activity in Hours
21,042	17.8	6,243

The chart below shows the most common types of incidents initiated by field personnel during 2006:

Type of Incident	Number
Out For Investigation – C6	7763
Traffic Stop	6458
Out For Contact	1957
Community Oriented Policing	1782
Out With Vehicle	857
Warrant	597
Outside Warrant	406
Drug Law	362
Driving While Suspended	241
Driving Under Influence	218
Area Check	135

Incidents coded “out for investigation – C6” (field follow-up investigations) and traffic stops were the most frequent events initiated by Officers during 2006, accounting for 7,763 (36.9%) events and 6,458 (30.7%) events out of the total of 21,042.

8. THE NUMBER OF POLICE OFFICERS NECESSARY TO PROVIDE BOTH REACTIVE AND PROACTIVE PATROL SERVICES, AT A 45% TARGETED PROACTIVE LEVEL, IS 29 OFFICERS.

The project team’s analysis of patrol staffing needs is shown in the following exhibit. In this analysis more normative times are used, for handling times as an example.

Staffing Projection for 2007	Estimated Workload
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (20,817 in 2006 plus 2% growth)	21,233
Handling Time (30 minutes target)	10,617
Back up Rate (target)	0.50
Handling Time for Back Up Units (targeted, based on 75% of initial units)	0.75
Total Time for Back Up Unit CFS Handling	3,981
Number of Reports Written (7030 in 2006 plus 2% growth)	7,171
Total Time for Report Writing (targeted at 45 minutes)	5,378
Number of Bookings	1817
Time to Process Bookings (1 hour)	1.0
Total Time for Bookings	1,817
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOAD	21,792
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Available Time	21,792
45% of Available Time	17,830
40% of Available Time	14,528
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Available Time	43,585
45% of Available Time	39,623
40% of Available Time	36,321
4. PER OFFICER AVAILABILITY	
Net hours worked (2080, minus leaves, plus backfill OT)	1,887
Avg. In-Service / Away Training	115
Net hours lost on shift (Lunch, briefings, vehicle checks, etc.)	239
Net hours worked each year	1,533
5. OFFICERS REQUIRED TO HANDLE CALL DEMAND WORKLOAD	
50% of Available Time	28.4
45% of Available Time	25.8
40% of Available Time	23.7
6. OFFICERS REQUIRED: TURNOVER OF 8% ADDED	
50% of Available Time	30.7
45% of Available Time	27.9
40% of Available Time	25.6
7. OFFICERS REQUIRED: LONG TERM LEAVES OF 2% ADDED	
50% of Available Time	31.3
45% of Available Time	28.5
40% of Available Time	26.1

The current patrol staffing level of 27 Officer / Corporal positions is not sufficient to provide on optimum proactivity level of 45% at a targeted call for service handling time of 30 minutes (4 minutes longer than the 2006 handling time).

9. PROJECTIONS OF FUTURE WORKLOAD SHOW PATROL STAFFING REQUIREMENTS WILL INCREASE TO 32 POSITIONS (OFFICERS & CORPORALS) WITHIN FOUR YEARS.

Projections for 2009 and 2011 are listed in the tables below. The projections factor in a call for service volume increase of 2% per year and also a 1% annual increase in the number of leave hours used by Officers. If Grants Pass experiences a higher increase in calls for service or there is a greater use of leave hours by employees, the number of Officer / Corporal positions required to maintain an overall 45% proactivity level will be higher.

Staffing Projections for 2009 and 2011	Estimated Workload 2009	Estimated Workload 2011
1. COMMUNITY GENERATED WORKLOADS		
Calls for service (20,817 in 2006 plus 2% growth per year)	22,091	22,984
Handling Time (30 minutes target)	11,046	11,492
Back up Rate (target)	0.50	0.50
Handling Time for Back Up Units (targeted, based on 75% of initial units)	0.75	0.75
Total Time for Back Up Unit CFS Handling	4,142	4,309
Number of Reports Written (7030 in 2006 plus 2% growth per year)	7,460	7,762
Total Time for Report Writing (targeted at 45 minutes)	5,595	5,821
Number of Bookings	1,890	1,966
Time to Process Bookings (1 hour)	1.0	1.0
Total Time for Bookings	1,890	1,966
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOAD	22,673	23,589
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY		
50% of Available Time	22,673	23,589
45% of Available Time	18,551	19,300
40% of Available Time	15,115	15,726
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE		

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Staffing Projections for 2009 and 2011	Estimated Workload 2009	Estimated Workload 2011
ACTIVITIES		
50% of Available Time	45,346	47,178
45% of Available Time	41,223	42,889
40% of Available Time	37,788	39,315
4. PER OFFICER AVAILABILITY		
Net hours worked (2080 minus leaves plus backfill OT)	1869	1832
Avg. In-Service / Away Training	115	115
Net hours lost on shift (Lunch, briefings, vehicle checks, etc.)	239	239
Net hours worked each year	1,515	1,478
5. OFFICERS REQUIRED TO HANDLE CALL DEMAND WORKLOAD		
50% of Available Time	29.9	31.9
45% of Available Time	27.2	29.0
40% of Available Time	24.9	26.6
6. OFFICERS REQUIRED: TURNOVER OF 8% ADDED		
50% of Available Time	32.3	34.5
45% of Available Time	29.4	31.3
40% of Available Time	26.9	28.7
7. OFFICERS REQUIRED: LONG TERM LEAVES OF 2% ADDED		
50% of Available Time	33.0	35.2
45% of Available Time	30.0	32.0
40% of Available Time	27.5	29.3

The projected increase in Patrol Officer positions to 32 within four years is based on a projected 2% per year increase in calls for service, reports written and prisoner bookings. Additionally, the projections are based on an increased leave usage by Officers of 1% per year. However, hiring additional CSOs, as discussed below, should be done prior to hiring additional sworn Officers.

10. GREATER USE OF COMMUNITY SERVICE OFFICERS IN PATROL OPERATIONS WOULD INCREASE PATROL OFFICER'S PROACTIVITY LEVEL DURING THE BUSIEST HOURS OF THE DAY.

Currently, Grants Pass DPS has two full-time Community Service Officer positions working in patrol operations. The CSOs wear uniforms and work primarily daytime hours and handle low risk calls for service that, absent a CSO on duty, a patrol Officer would normally be dispatched to handle. The types of calls CSOs respond to include property damage, vehicle accidents, parking problems, reported abandoned vehicles, nuisance calls, graffiti and other types of vandalism calls. CSOs were assigned to 2.6% of all of the calls for service in 2006. Other law enforcement agencies the have been able to divert up over 20% of community generated CFS to alternative call handling methods (e.g., CSOs and telephone reporting units).

The project team identified over 5,000 calls (26%) from the 2006 data that could have been handled by a Community Service Officer. They include the following types of calls: assist the public, abandoned auto, non-injury traffic accident, noise complaint, criminal mischief, parking complaint, animal problem, found bicycle and found property.

Hire two additional CSOs to work between 0800-2000 hours. These positions should be added prior to adding additional sworn Officer positions. CSOs will provide additional time for Patrol Officers to handle higher priority and higher risk calls for service, and also time during the day for a higher level of proactive patrol. These additional CSO positions should be evaluated to determine their effectiveness in handling a sufficient number of calls for service that would normally be assigned to a sworn Officer, and thereby increasing the proactivity level of sworn Officers between 0800 and 2000.

Recommendation: Add an additional two Community Service Officer positions to work between 0800 and 2000 to handle low risk calls for service. The cost of two CSO positions is approximately \$88,000 (depending on the benefits package selected by the employee).

11. TRAFFIC SAFETY AND SELECTIVE TRAFFIC ENFORCEMENT SERVICES.

The number of traffic collisions occurring in a city is one important measure of traffic safety in a community. The number of fatal collisions, injury collisions and property-damage-only collisions that occurred over the last three calendar years are reported below.

	2004	2005	2006
Fatal	1	2	1
Injury	229	202	218
Property Damage	457	522	550
Total	687	726	769

The number of injury accidents has decreased slightly during the last three years while the number of property damage accidents has increased approximately 20% from 2004 to 2006.

The project team used traffic related workloads in the approach developed by the Northwestern University Traffic Safety Institute – an indicator of traffic enforcement effectiveness, which suggests that the ratio of injury accidents to the number of moving citations plus the number of DUI arrests should be in the 1:35 - 1:40 range. The relationship of these activities is that there is a balance that can be established between enforcement and accidents and drunk driving.

The following table utilizes GPDPS data from 2006 for this index:

Citations	2,911
DUI Arrests	235
Total	3,146
Fatal / Injury Accidents	219
Traffic Enforcement Index	1:15

As this table shows, the GPDPS, at 1:15, is below the range of 1:35 – 1:40 indicating that there is an opportunity for DPS to enhance direct traffic enforcement by both Traffic and Patrol Officers. This is based on the following traffic data for 2006:

- The total number of citations issued by Officers for all violations was 3,639 in 2006; the number of hazardous violations was estimated by the project team at 2,911 (70% of total citations).
- The number of DUI arrests was 235.
- As reported above, the average number of injury collisions for 2006 was 219 (217 average over a three year period).

The following table summarizes the variance between current number of citations issued and the number of citations that would need to be issued (without any decrease in injury accidents) to be between the ratio of 1:35 and 1:40.

Performance Target	Target # of Citations	DUI Arrests	Current # of Citations Issued	Variance
1:35	7,618	235	2,911	4,472
1:40	8,760	235	2,911	5,614

As this table shows, the GPDPS should be issuing approximately 4,472 citations (hazardous violations) per year to reach the minimum target range for traffic enforcement. For the maximum target, the GPDPS should be issuing approximately 5,614 moving citations per year.

Selective traffic enforcement for Grants Pass is currently conducted by a maximum of two Officers that are assigned as part of Patrol Operations, one on each dayshift Patrol Team. Due to staffing shortages both positions were not filled for a significant part of 2006. When Traffic Officers are included as part of patrol staffing they will frequently be called away from selective traffic enforcement duties to respond to regular calls for service during busy hours. Often the busy hours are the same heavy traffic hours when enforcement of the traffic laws are needed. For a city to have an effective traffic safety program it should be staffed with dedicated Traffic Officers.

One measure of traffic enforcement utilization is the number of hazardous citations issued and contacts per working hour for dedicated motor units. In Grants Pass, Traffic Units are involved in three major activities: responding to general community generated calls for service when they are needed during high call for service demand; second, handling general complaints about traffic problem areas, and third, proactive duties (enforcing traffic laws in the City). For dedicated traffic enforcement units, a target of one contact per hour is a reasonable goal and also a “best practice”. Because of the dual nature of the Traffic Units’ deployment (selective traffic enforcement and handling regular calls for service) an evaluation of number of traffic contacts per hour cannot reasonably be made for 2006. However, the two Officers who worked the traffic assignment during the year accounted for 1542 (42%) of the 3639 traffic citations written by all of DPS during the year.

When a Traffic Unit is established it is important to develop an overall operational plan for traffic safety services to provide a guide for Officers and goals to accomplish.

The goals should include a reduction in the number of accidents (injury and property damage only) in the City.

Recommendation: Fund two dedicated Traffic Officer positions over the next two fiscal years to provide a traffic safety program (cost of two positions is approximately \$148,000, depending on benefits package selected).

Recommendation: Develop an operational plan that has goals and performance measures for provision of traffic safety services and a dedicated Traffic Safety Unit. The plan should include a traffic enforcement target of one citizen contact per hour.

Recommendation: Maintain a data system that will accurately track performance related data for Traffic Officers (i.e. the number of hazardous violations cited).

12. THE DEPARTMENT CAN INCREASE EFFICIENCY OF OPERATIONS THROUGH IMPLEMENTATION OF TECHNOLOGY.

The Department of Public Safety is using technology to enhance operations, for example the use of cameras in patrol vehicles. Patrol cars are also equipped with CAD terminals where Officers obtain call information and vehicle, registration, driver's license and wanted persons data. Field report writing for Officers can be completed at approximately 15 satellite report writing locations (businesses and other City buildings) throughout the City that have computer system connections to the GPDPS computer system. A few locations are primarily utilized by Officers as it provides a convenient and secure location to write reports.

Field report writing, when developed and implemented correctly, is an effective tool that allows Officers to enter basic data at the scene of an incident (e.g. burglary) and also report write from the vehicle and send the report to their supervisor for review. Additional programs available include electronic ticket writing for both Traffic Officers, Patrol Officers and Community Service Officers. Providing this technology is valuable, and successful implementation of an effective system does increase efficiency.

However, it must be noted that research, purchase and implementation of technology is time consuming of staff (DPS and other Departments) and takes several years to accomplish.

The cost of enhanced CAD / RMS field report writing systems are significant and require staff time to research, review, purchase and implement. There is also a critical training component for system users that is a critical part of any successful system change. Costs for systems vary significantly and will likely be in excess of \$300,000 in purchasing costs for a quality product. Nevertheless, it is important for Grants Pass DPS to develop a plan to implement this technology in the next three to five years.

Recommendation: Develop a plan to purchase and implement electronic field report writing and issuing electronic citations in the next five years.

6. ANALYSIS OF THE FIRE / RESCUE BUREAU

This chapter provides an analysis of the staffing, operations, and workload (i.e., occurrences and types of calls for service) of the Fire / Rescue Bureau. The workload information utilized in this section was obtained from interviews with DPS personnel, review of documents and information from the Department's computerized for calls for service data for fire responses in calendar year 2006.

The Fire / Rescue Bureau is staffed with 22 full-time employees, 17 assigned to fire suppression (including the new Battalion Commander position that is not yet filled), four in Fire Prevention and one Commander in Administration. Two additional Battalion Commander positions are budgeted in FY 2007-08. This will provide one command officer on each shift – they will work a 24-hour work schedule.

1. FIRE SUPPRESSION OPERATIONS.

The Fire Suppression Unit provides fire incident, rescue and emergency medical services (both Advanced Life Support, ALS, and Basic Life Support, BLS) for the residents and visitors of the City.

Grants Pass has two fire stations: the Hillcrest Station (the main station), located at 199 NW Hillcrest Drive; and the Parkway Station, 780 E. Park Street. The Hillcrest Station is approximately 12,000 square feet with four double bays for apparatus. The Parkway Station is an old commercial building reconfigured as a fire station. A new 16,000 square foot Public Safety Station (to be built across the street from the current Parkway Fire Station location) and a third station, the Redwood Fire Station (3071 Leonard Road) have been funded through the recent voter approved bond measure and

are in the construction planning stage. When the new stations are completed Grants Pass will have three modern fire stations / public safety facilities located in strategic parts of the community.

(1) Fire Suppression Schedule and Availability.

Currently, the Fire Suppression Unit is staffed with 3 Corporals (Shift Supervisors) and 13 Firefighters. There are three teams, called “Shifts” that staff one Engine at the two Fire Stations each day. One Corporal and four Firefighters are assigned to two of the Shifts, and one Corporal and five Firefighters are assigned to the third Shift. The Corporal has a separate “brush truck” that he drives as a command vehicle. Normal staffing for a shift is five or six people but minimum staffing is four (two personnel on each Engine). If one of the crew members is on leave, the Corporal will replace him and ride on the Hillcrest Engine.

Suppression personnel work a 24-hour shift and are assigned to one of three shifts – A, B or C. The work schedule is one day on, then one day off; one day on, one day off; one day on followed by four days off. It is commonly called the “3 / 4 schedule” – referring to the three workdays in a rotation (e.g. Monday, Wednesday and Friday) and then have four days off.

Turnover in Fire / Rescue is very low, only one firefighter has separated from the Department in the last three years.

(2) Leave Hours Usage Is Within the Normal Range.

The following table summarizes the estimated availability of Firefighters / Corporals, after deducting leaves taken: vacation leave (average of 203 hours), sick leave (average of 101 hours), compensatory time (average of 80 hours), holiday comp (average of 73 hours) and military leave (average of 7 hours) – an average total of 464

hours. The number of hours lost due to injuries is not tracked by Risk Management, but the dollar value is tracked – it was \$40,396 in 2005 and \$150 in 2006.

Calendar Year 2006	Est. Hours / Firefighter/Corp.
Paid Annual Work Hours	2,080
Shift Hours (56 hr. work week due to 24 hr. shift)	2,928
Annual Daytime Work Hours (9 hours / shift) - 122 Shifts	1,098
Average Leave Usage (21.4 shifts)	464
Net Work Hours	2,464
% Annual Availability	84.2%
Training Hours	192

The following points summarize the data above:

- Firefighters averaged 464 hours of leave during CY 2006. The sample includes all Firefighters who worked during the year. This includes time off for vacation, sick, personal leave and comp time; but not for time lost due to an on-the-job injury.
- This equates to a total of 2464 hours, or 84.2%, that a Firefighter / Corporal actually worked a shift during the year.
- DPS Fire Suppression personnel obtain the great majority of their 192 training hours during training classes / drills conducted on-duty at the stations.

The average firefighter / corporal was off 21 shifts out the 122 scheduled work shifts during the year.

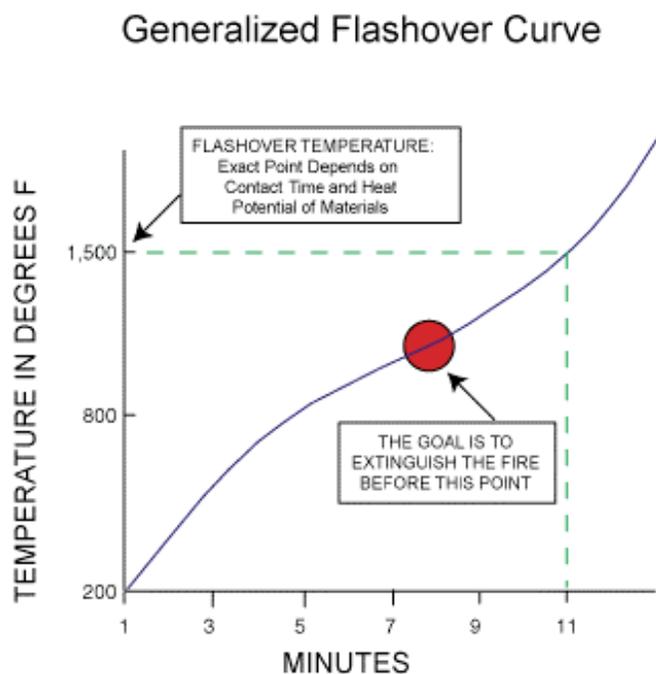
2. NATIONAL SERVICE LEVEL STANDARDS FOR FIRE AND EMS CALLS FOR SERVICE ARE BASED ON RESEARCH INTO FIRE BEHAVIOR AND CARDIAC SURVIVAL.

The project team developed an assessment of the ability of the current response system to effect a response to fires and emergency medical calls in relationship to national ‘standards’. The next subsections provide background information on these standards or guidelines.

Before analyzing fire resource needs, the project team needs to provide a discussion of the standards it is utilizing in this assessment. The standards promoted for fire rescue and EMS have their basis in research that has been conducted into two critical issues:

- What is the critical point in a fire's life for gaining control of the blaze?
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

The chart below shows the typical “flashover” curve for interior structure fires. The point of flashover is critical because it is when all of the contents of a room simultaneously become involved in the fire. This is also the point at which a fire typically changes from “room and contents” fire to a structure fire involving a larger portion of the building, and posing a potential risk to the structures surrounding the original building where the fire originated.



Note that this graphic depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the criticality of early detection and fast reporting and dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, flashover can be averted. The points, below, describe the major changes that occur at a fire when flashover occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means that likely death of any person trapped in the room – either civilian or firefighter.
- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only hand-lines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the growth phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point and reaches the highest point during the decay stage of the fire (after the fire has been extinguished).

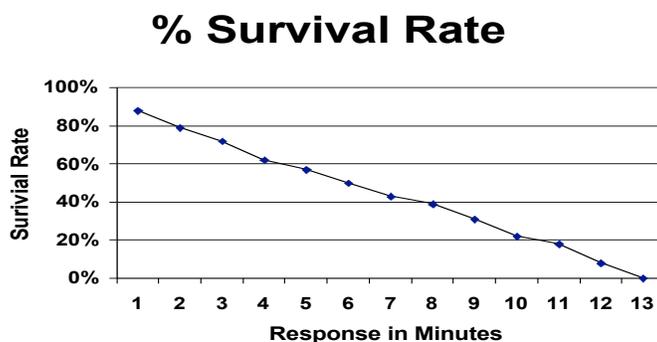
It should be noted that not every fire will reach flashover – and that not every fire will wait for the 8-minute mark to reach flashover. A quickly responding fire crew can do things to prevent or delay the occurrence of flashover. These options include:

- Application of portable extinguisher or other fast attack methodology.
- Venting the room to allow hot gases to escape before they can cause the ignition of other materials in the room.
- Not venting a room – under some circumstances this will actually stifle a fire and prevent flashover from occurring.

Each of these techniques requires the rapid response of appropriately trained fire suppression resources that can safely initiate these actions. In the absence of a threat

to life demanding immediate rescue, industry standards call for the presence of at least four firefighters before entry can be made to a fire involved structure.

The second issue to consider is the delivery of emergency medical services. One of the primary factors in the design of emergency medical systems is the ability to deliver basic CPR and defibrillation to the victims of cardiac arrest. The exhibit, below, demonstrates the survivability of cardiac patients from time of onset of the cardiac emergency:



This graph shows the results of extensive studies of the survivability of patients suffering from cardiac arrest. This is the most-often studied issue due to the ease of evaluating the outcome (a patient either survives or does not) from a cardiac arrest. This research led to the development of basic life support standards. The current goal is to provide Basic Life Support (BLS) within 6 minutes of the onset of the incident (including detection, dispatch and travel time) and Advanced Life Support (ALS) within 10 minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel.

Additional recent research is beginning to show the impact and efficacy of rapid deployment of automatic defibrillators to cardiac arrests. This research – conducted in

King County (WA), Houston (TX) and as part of the OPALS (Ontario Pre-Hospital ALS) study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses and this research does not attempt to address the need for such rapid (and expensive) intervention on these events.

The results of these research efforts have been utilized by communities and first responders, often on their own, to develop local response time and other performance objectives. However, there are now three major sources of information that responders and local policy makers can refer to when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. However, this objective does little to recognize the unique nature of every community's road network, population, calls for service, call density, etc.
- The National Fire Protection Association (NFPA) developed and published a document titled: "NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments." This document (NFPA 1710) was published in 2001 and updated in 2004. It generated a great deal of dialogue and debate regarding establishment of a national guidelines / standards.
- The Commission on Fire Accreditation International (CFAI) in its "Objectives of Coverage" manual places the responsibility for identifying "appropriate" response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.

While each of these efforts provides a reference point for communities to follow, only NFPA 1710 offers any specificity. It is important to note that the performance objectives regarding response times provided in the NFPA 1710 document are derived from the basic research previously described.

Because there has been so much interpretation and re-interpretation of this document, the project team provided an assessment of this document:

What NFPA 1710 is:

- A recommended set of objectives of service for fire, EMS and other Fire Department activities.
- A tool for local policy makers to use when evaluating their own service delivery networks.

What NFPA 1710 is not:

- A law, a regulation or a requirement for cities and other municipalities to follow.

What NFPA 1710 standard establishes as a guideline:

These include the following (from section 4.1.2.1 of NFPA 1710, 2004 Edition):

- One minute for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units.
- “One minute for turnout time.” This is also called reflex time, or reaction time. This is the time that elapses between dispatch and when the units are en-route to the call.
- “Four minutes or less for the arrival of the first arriving engine company at a fire suppression incident and / or 8 minutes or less for the deployment of a full first-alarm assignment at a fire suppression incident.”
- “Four minutes or less for the arrival of a unit with first responder or higher level capability at an emergency medical incident.”
- “Eight minutes or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the Fire Department.”

- Section 4.1.2.1 goes on to state: “The Fire Department shall establish a performance objective of not less than 90 percent for the achievement of each response time objective specified in 4.1.2.1”.

It is important to note the “and / or” found in the initial response objective statement. This indicates that a fire agency’s emergency response system meets the standard if it can reasonably plan to deliver either a single unit at the four minute travel time standard, a full alarm complement at the eight minute travel time standard, or both. It should also be noted that it is implied the overall response time allotted is additive for the incident. For example, a unit that arrived on-scene in six minutes or less, 90% of the time (from time call was received) would be in compliance – even if the turnout time was longer than a minute (though that should clearly be improved).

It is also critical to note that these time objectives apply to emergency calls for service – there is nothing in NFPA 1710, nor in any other standard, that suggests communities cannot establish a differential response to non-emergency calls for service.

Another element of NFPA 1710 addresses unit and total response staffing.

These objectives are described as follows:

- Engine and truck companies should normally be staffed with a minimum of four personnel (Sections 5.2.3.1.1 and 5.2.3.2.1).
- Annex A.3.3.6 defines a company as either a single unit or multiple units, that are dispatched together and operate together once they arrive at the incident.
- An initial full alarm response is defined (Section 5.2.4.2.2) as having a total of 14-15 firefighters for 90% of calls. This is broken down as follows:
 - One (1) incident commander.
 - One (1) on the primary supply line and hydrant.
 - Four (4) to handle the primary and backup attack lines.

- Two (2) operating in support of the attack lines, performing ventilation and forcible entry.
- Two (2) assigned to victim search and rescue.
- Two (2) assigned to ventilation.
- Two (2) to establish an Initial Rapid Intervention Team (IRIC).
- One (1) assigned to operate the aerial device (if used).
- If an incident is determined to require additional resources, the Fire Department should have as an objective the ability to respond with:
 - - Additional units as needed (through its own resources or via automatic and mutual aid).
 - Assignment of two (2) additional personnel to the Rapid Intervention Team (RIC).
 - Assignment of one (1) as an incident Safety Officer.

It is interesting to note that the four-person companies discussed in some areas of NFPA 1710 are not maintained in the description of primary tasks to be accomplished on the fire ground – recognition that the requirements of the response in the field are dynamic and do not fit neatly into size and shape of any particular response configuration. These objectives apply to the initial and follow-up response for reported structure fires. The document does not suggest that this response be mounted for all incidents.

Another national standard impacting Fire Departments relates to respiratory protection. It is found in the Code of Federal Regulations – 29 CFR 1910.134. It is sometimes referred to as the “two in, two out” rule. The regulation requires that all employees engaged in interior structural firefighting use SCBAs (self contained breathing apparatus). Other provisions state that at least two employees enter the IDLH

(immediate danger to life and health) atmosphere remain in visual or voice contact with each other at all times (1910.134 g.4.i) and that at least two employees are located outside the IDLH atmosphere whenever firefighters are inside (1910.134 g.4.ii). These regulations provide for the safety of firefighters while engaged in firefighting operations inside structures. As in the NFPA standards, nothing in the CFR standard is meant to preclude firefighters from performing emergency rescue activities before an entire team has assembled.

This review of the national standard provides the background for reviewing operating procedures later in this report and the current and projected response time capabilities of the Grants Pass Department of Public Safety.

4. COMMUNITY HAZARD ASSESSMENT AND MITIGATION STRATEGIES.

The City is divided geographically by Interstate 5 than runs north / south through Grants Pass in the northeastern portion of the City; rail lines and the Rogue River run east / west in the southern portion of town. Grants Pass is a significantly residential community and residential development has been increasing over the last several years. The City has annexed land in the Urban Growth Boundary and anticipates possibly annexing several additional square miles in the next 10 years.

The following table provides an assessment of these risks and City's current risk mitigation strategies.

Assessment of Risks In the Grants Pass Area

Risk Category	Risks Identified	Current Risk Mitigation Strategies
Environmental	<ul style="list-style-type: none"> • Large wildland areas surrounding the City; moderate to minimal vegetation in the City • Potential flooding from the Rogue River and small streams 	<ul style="list-style-type: none"> • Automatic Aid with Fire Departments in the region • Aid from the State in large incidents • Vegetation management • Public education
Transportation	<ul style="list-style-type: none"> • Freeway • Rail 	<ul style="list-style-type: none"> • Technical rescue capability • Mutual aid agreements • Regional hazmat response
Development Patterns	<ul style="list-style-type: none"> • Retail / light industrial development projects • Residential development projects • Road continuity and fire safe design consideration 	<ul style="list-style-type: none"> • FD early involvement in development projects • Sprinkler protection in commercial developments and large residential houses • Fire safe design standards • Public education
Entertainment / Tourism	<ul style="list-style-type: none"> • Entertainment events attracting large numbers of people at several weekend each year during warm weather months 	<ul style="list-style-type: none"> • DPS involvement in planning to ensure safety • Additional staffing during events
High Risk – Institutional	<ul style="list-style-type: none"> • Skilled nursing and assisted living facilities 	<ul style="list-style-type: none"> • Sprinkler protection • Regional hazmat response • Fire safe design standards

In terms of priority in risk determination and mitigation, the following hazards are identified as areas of relatively high impact:

- Flood Risks
- Hazardous Materials
- Transportation Risks

The following sections discuss each of these risk areas.

(1) Flood Hazards

Flooding can occur in the Rogue River whenever a large rainstorm drops significant amounts of rainfall or when significant runoff from the upstream watershed dumps large amounts of water into the river. Flooding could also pose a major impact on response networks since there are just two main crossings over the river (the 6th and 7th Street bridges and the Grants Pass Parkway) that connect downtown and north Grants Pass with south and west Grants Pass. The 100-year flood map shows the flooding would be primarily isolated to the area immediately around the river and in a low lying area on the north of the river – generally west of Greenwood and south of Bridge Streets. As the river is one of the primary geographic dividers within the City, flooding could have significant impacts on response capabilities, especially as more land is developed for use south of the river.

Grants Pass has strategically located public safety facilities – two of the Fire Stations (Parkway and Redwood) are located south of the river and the Hillcrest Fire Station and DPS headquarters are located north of the river.

(2) Hazardous Materials

Hazardous materials permits are not required by the City of Grants Pass but there are 1190 facilities that store / use hazardous materials and are required to report to the State Fire Marshal's office. Six of these facilities use extremely hazardous substances as reported by the State Fire Marshal. These substances include large quantities of corrosives, helium and sulfuric acid (health hazards); moderate quantities of mineral spirits and naphtha (acute health hazard); and petroleum hydrocarbons and methyl alcohol in above ground and underground tanks (fire hazard). Additionally,

transportation of hazardous materials on trains that pass through town also poses a risk. Grants Pass has agreements with the other Fire / Rescue Bureaus in the region to assist with any hazardous materials incidents that may occur.

(3) Transportation Risks

The transportation risks to the City primarily result from the presence of a major north / south interstate freeway and rail lines. The City has taken steps to mitigate these and other hazards in the City through design, ordinances, pre-planning, staffing / deployment, training and aid agreements with other agencies in the region.

The risks identified above are not unusual for a City the size of Grants Pass. The Department of Public Safety has primary responsibility to mitigate hazards and plan for response to incidents in the event of an emergency. In addition to Department resources, maintaining strong relationships and defined duties with other regional agencies and the State is an important part of risk management and mitigation.

5. COMMUNITY GENERATED CALL FOR SERVICE WORKLOAD.

The number of calls for service has increased over the last several years with the call volume growing significantly from 2,225 CFS in 2005, to 2,932 CFS in 2006, an increase of 31%. The following table shows the call distribution by hour of day, and day of week, where at least one fire unit responded in 2006.

CITY OF GRANTS PASS, OREGON
Strategic Plan for the Department of Public Safety

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	8	10	9	14	9	8	10	68
0100	9	10	11	10	9	2	26	77
0200	6	14	3	10	8	8	9	58
0300	9	7	12	4	8	9	8	57
0400	5	7	5	4	14	4	7	46
0500	4	7	6	10	11	6	9	53
0600	6	9	15	10	14	9	11	74
0700	7	16	15	19	18	11	7	93
0800	21	21	20	17	18	18	12	127
0900	17	18	18	24	21	19	19	136
1000	15	33	12	28	28	26	27	169
1100	25	19	23	26	26	36	27	182
1200	27	27	23	19	24	30	25	175
1300	20	28	23	27	22	24	24	168
1400	25	25	27	34	23	38	26	198
1500	19	29	13	17	21	27	15	141
1600	17	18	21	28	21	31	27	163
1700	23	26	30	24	28	20	17	168
1800	25	25	24	19	16	31	27	167
1900	17	20	20	10	17	25	21	130
2000	25	17	25	13	22	26	26	154
2100	20	14	13	18	23	20	20	128
2200	17	13	25	5	13	16	19	108
2300	15	18	11	13	9	11	15	92
Total	382	431	404	403	423	455	434	2932
Ave / Day	7.3	8.3	7.8	7.8	8.1	8.8	8.3	8.0

As shown above, the Grants Pass Fire / Rescue Bureau responded to a total of 2,932 calls for service, approximately 8 calls per day. The highest hourly response volume is found between the hours of 10 a.m. and 11 p.m. On 1,349 of these calls (46%) a second rig also was dispatched at the same time as the first rig, or subsequent to the initial dispatch.

The following table lists the number of calls that each fire apparatus responded to (as the first in unit) in 2006:

Apparatus	Total	% of Total
Parkway Engine	1687	57.5%
Hillcrest Engine	1001	34.1%
Hillcrest Reserve Engine	72	2.5%
Hillcrest Truck	64	2.2%
Others	108	3.7%
Total	2932	100%

The following graph lists the types of calls for service in 2006:

Type of Call	Total	% of Total
Medical With QRT	1,508	51.4%
Single Engine (type not specified)	630	21.5%
Single Engine / BC (type not specified)	225	7.7%
Ambulance Only	184	6.3%
Motor Vehicle Accident	173	5.9%
Extrication	63	2.1%
Structure Fire	55	1.9%
Medics w / Fire	41	1.4%
Large Vehicle Fire	24	0.8%
Urban Interface	21	0.7%
Commercial Fire	5	0.2%
Hazmat Incident	2	0.1%
BC Response	1	0.0%
Total Calls for Service	2,932	100.0%

Between 65% and 95% of the total call demand for Grants Pass Fire / Rescue is related to EMS calls or rescues related to motor vehicle accidents. The unknown percentage is due to the “Single Engine” call data that does not include the type of call that the Engine handled. The project team estimates that more than 50% of these calls were related to a medical incident.

The call types “Single Engine”, “Single Engine / BC” and “Ambulance Only” do not provide any information of the type of call the apparatus was dispatched to, only the apparatus that was sent to the call. Call types should provide at least minimal information of the type of call, e.g. medical, auto accident, water flow alarm, rescue, etc.

Recommendation: Eliminate the call classification types “Single Engine” and “Single Engine / BC” as they only describe the type of apparatus being dispatched to the call. Replace them with call classification types that describe the nature or type of incident, e.g. medical, water flow, rescue, etc.

(1) Response Times to Calls for Service During 2006.

The project team conducted an analysis of actual response data to all emergency calls for service for 2006. In this section the dispatched call processing time, reflex time (turn-out time) and travel time response times will be presented – both the average times and at the 90% fractal time increments. The following definitions are used by the project team to describe the various time intervals associated with emergency response:

- **Dispatch processing time:** This is the time interval between receipt of a 911 call and dispatch of the first Fire / Rescue Bureau unit.
- **Turn-out or Reflex time:** This is the time interval between dispatch of a Fire / Rescue Bureau unit and the first unit going en-route. Note that Grants Pass has a performance goal listed in the Adopted Operating & Capital Budget for FY 2006-07 that has a stated goal to have a turn-out time of “60 seconds or less 90% of the time”.
- **Drive time:** This is the time interval between a unit going en-route and arrival on scene.
- **Total Fire / Rescue Bureau response:** This is the time interval between dispatch of a Fire / Rescue Bureau unit and arrival on-scene.

The graph below shows the overall average response times achieved by the Department for emergency call response.

Emergency CFS	Average Reflex Time	Average Drive time	Average Total Response
2,932 Total	1.4	4.4	5.6

The following points highlight the information presented above:

- The average reflex time for the Department during 2006 was 1 minute and 24 seconds. This figure is somewhat higher than typically observed by the project

team. The project team recommends using a 1 minute or less target 90% of the time for reflex time, the same goal established in Grants Pass.

- The average drive time achieved by the Department was just under 4 minutes 30 seconds.
- The total Fire / Rescue Bureau response time achieved by the Grants Pass was just over 5 minutes and 30 seconds.

The project team conducted additional analysis for response times at the 90% fractal level. The 90% fractal is a higher goal than average response times and closer to what the community can expect to receive in response to calls for service. Grants Pass has established a 1 minute reflex time goal at the 90% fractal. The graph below lists these times.

90% Fractal Response Times

Reflex	Travel	Total Response
1.9 minutes	7.2 minutes	8.5 minutes

The following points summarize the information presented above:

- The 90% fractal reflex time for Fire / Rescue crews is currently 1.9 minutes, over the established City goal and target guideline in NFPA 1701.
- The travel time is 7.2 minutes at the 90% fractal.
- The overall response time (from time the call is dispatched until arrival at the scene) is 8.5 minutes at the 90% fractal.

The data provided above suggest that the Department can improve its total response time by improving the turnout time achieved by on-duty crews. This is a critical element of emergency response time that is under the control of the Fire / Rescue Bureau. As an example, if an average turnout time of 1 minute were achieved, this would reduce average Fire / Rescue Bureau response time (from time of dispatch until arrival at the scene) by approximately 1 minute.

The table, below, shows response times (time of dispatch until arrival) and the number of calls, under 5 minutes and above that in 2 minute increments.

Response Time in Minutes	# of CFS	Percent of CFS
0:00 – 4:59	978	33.4%
5:00 – 6:59	790	26.9%
7:00 – 8:59	322	11.0%
9:00 – 10:59	108	3.7%
11:00 – 12:59	39	1.3%
Above 12:59	30	1.0%
Bad Data	665	22.7%
Total	2,932	100.0%

The calls listed above were calls that had time stamps in the data where a Grants Pass FD apparatus arrived at scene. If a unit was cancelled while en-route to the call it was not included in these calculations. The calls listed as “bad data” are primarily the calls for service where either a dispatch time, an en-route time, or an arrival time was not documented. As this table shows, the GPDPS units are responding to 33.4% of all community generated emergency calls for service within 5 minutes, and within 7 minutes to 60.3% of the calls for service.

Recommendation: Develop a performance goal for call processing time (from receipt of call until dispatch) and a performance goal for Fire / Rescue travel time (from en-route time to arrival time).

Recommendation: Reduce the reflex time to 1 minute or under for 90% of the emergency calls for service.

6. GROWTH IN THE CITY OF GRANTS PASS AND THE IMPACTS TO PROVIDING QUALITY FIRE / RESCUE AND EMERGENCY MEDICAL SERVICES.

A significant issue facing the Grants Pass and the Grants Pass Fire / Rescue Bureau is the ability to continue to provide quality services to the community while ensuring fiscal responsibility and efficiency with taxpayer dollars. Currently, the City of Grants Pass is 11 square miles. Unincorporated land areas, adjacent to Grants Pass

and with a likelihood of future annexation, are called the Urban Growth Boundary (UGB) and encompass an additional 2.3 square miles. Population estimates for the UGB are in the process of revision (upward) to provide a more realistic planning document for the City. Preliminary estimates place the 2007 Grants Pass UGB population at 37,460 and estimate it will grow to 57,888 by 2027 – an estimated 2.2% annual growth. It is likely that the City will have annexed all of the land in the UGB by this time and therefore this will be the population of the City of Grants Pass. The geographic expansion of the City and related population increases make it incumbent on City management to anticipate and make the best effort to provide effective and efficient public safety services.

(1) Fire Station Facilities, Equipment and Staffing

In planning for growth, a bond measure was placed on the ballot, which the City electorate approved, that will provide funding to build a new fire station and replace / upgrade the existing Parkway Fire Station with a new Public Safety Facility (combined fire station and police / community use facility). The third Fire Station, called the Redwood Station, will be built at 3071 Leonard Road – in the southwest portion of the City. The station is in the planning stages and is anticipated to be completed in June 2008. This station will provide a significant improvement to the response times to emergency calls in this area of the City. A new Engine will be purchased for the station and an additional six Firefighters will be hired to staff the Engine.

The new Public Safety Station plans call for the construction of a modern 16,000 square foot Public Safety Station. It will be located, essentially across the street from the current Parkway Fire Station. A crew of three Firefighters will staff an Engine for emergency response; a Fire Truck will also be housed at this station for use by the Fire

Crew as needed. Additionally, a Battalion Commander will be assigned to each shift and stationed at Parkway.

The Hillcrest Fire Station will remain staffed with one Engine and a crew of two Firefighters.

With the rebuilding of the Parkway Fire Station and the addition of the Redwood Fire Station in 2008 the City will have three strategically located fire stations. These three station locations should be able to meet the call for service demand for the projected population of the Grants Pass Urban Growth Boundary in 2027 (approximately 57,000 people). These locations will also very likely meet call for service demand until 2047 when the projected population will be approximately 71,000 people; however, additional apparatus / staffing at the station(s) may be needed.

(2) Fire Suppression Staffing and Deployment

Currently, the Fire / Rescue Bureau assigns 5 (6 on C Shift) personnel (including 1 Corporal) on the two Engines on duty each day. Two of the three shifts have 5 personnel and one shift has 6 personnel assigned. If all 5 or 6 personnel are on duty, the Corporal drives a command vehicle (brush firefighting equipped pick-up truck) and has the ability to routinely respond to a call anywhere in the City. Minimum staffing is two people per rig. If 1 person is away at training or on leave the Corporal will backfill a position on the Hillcrest Engine. He remains the shift supervisor but does not routinely respond to supervise a call in the Parkway district, since that would take the Hillcrest Engine out of district.

Fire Suppression staffing is supplemented by an active intern program sponsored by the Department. Currently, there are 6 intern positions – 1 on each Shift, that

provide additional staffing on the rig. However, the intern program is tied to the school year and the interns primarily work from September to June and do not work during the hours when they attend classes. They provide valuable additional resource at very low cost (tuition and books reimbursement for college classes and uniform costs) and the Department has found this program to be an excellent recruiting tool and on the job training for possible future firefighters. The intern program will expand to at least 9 to staff the new Redwood Station. The number may possibly expand to 12 in the future to provide additional staff resources.

As mentioned in the section above, when the Redwood Station is opened it will be staffed with an additional six Firefighters. Additionally, three Battalion Commander positions will be added (one was budgeted in FY 2005-06 and two in FY 2007-08). These additional nine positions in Fire Suppression equal a 41% increase in staffing in two fiscal years.

(3) Options for Providing Additional Staffing at Emergency Fire Incidents.

When the Battalion Commander positions and Redwood Station personnel are staffed and operational in 2008, the on-duty fire suppression staffing will be a maximum of 8 – 9 and a minimum of 6 for a shift (minimum staffing per Fire Engine / Truck is 2 personnel). The majority of the calls for service in a year are able to be safely handled with this number of personnel at the scene. However, for a fire or other large scale event, additional resources are needed to handle the call.

Less than 3% of the calls for service in 2006 were fire calls (55 structure fire calls, 24 large vehicle fire calls and 5 commercial fire calls) and fewer of these were “working” fires where significant numbers of personnel may be needed. The NFPA

1710 guideline discussed earlier calls for 14-15 personnel to respond to a working residential fire (2,000 square foot house) to be able to conduct all of the routine tasks at a fire scene, including rescue, and provide for firefighter safety. This number of firefighting personnel is not needed at all incidents as some fires are small and extinguished before arrival of the first Engine or shortly after arrival. However, when Grants Pass does experience a working fire, the personnel resource demand is greater than the number of on-duty Fire Suppression personnel. Grants Pass currently meets the additional staffing through a variety of methods: response of all on-duty personnel (including office staff during daytime hours), dispatch of one “auto-aid” Rural Metro Engine (staffing of 2–5 personnel) and call backs of off-duty personnel. Mutual aid may also be requested if needed. If an intern(s) is working they also provide additional help.

There are three staffing options to consider to meet this need for additional staffing of emergency fire incidents.

(3.1) Develop a Volunteer Firefighter Program to Supplement Existing Paid Staff at Emergency Fire Incidents.

A volunteer firefighter program is an important option to consider as it is the lowest cost alternative and has a history in the community. Grants Pass had volunteer firefighters until the early 1990’s and therefore has a tradition in the community supporting this concept. Re-instituting a volunteer firefighter program can be accomplished and will likely be successful if it is well planned and thoughtfully implemented. The main benefit of a well run volunteer program is the provision of additional resources when there is a critical need – at the scene of emergency fire and fire related incidents. Additional benefits of a volunteer program include the involvement of Grants Pass residents in a significant community safety function, a

recruiting vehicle for future firefighters and / or police officers, and developing the teaching and other organizational skills of full-time staff members.

A volunteer firefighter program must have a dedicated full-time staff person who has primary responsibility for running the program. Dedicating a significant amount of time (20-30 hours per week) to plan, develop and implement a program must be done for it to be successful. Fire turnouts and other equipment are significant initial costs and will be on-going costs. Risk management is an important aspect of any volunteer program, but particularly when volunteers will be involved in higher risk events such as emergency fire incidents. Involvement of the City Attorney and Human Resources Department is another critical part of program development.

Oversight of the program should be at the Battalion Commander level; however, most of the work could be done by an additional staff person. It would require approximately 50% of their time for the first year, with 25-35 hours per week during the first six months. Most of the work could be done by a staff person, equivalent to a Firefighter or Fire Corporal (salary estimated is based on a Fire Corporal wage). Depending on the number of volunteers, maintenance of the program will take 10-20 hours a week of the assigned staff person and additional clerical staff hours and training hours required from other DPS employees. Fire professionals should be significantly involved in the program as the primary dedicated staff person and primary trainers of the volunteers. Assistance in developing the program is available through existing contacts of DPS staff. Additional information is available from the Oregon Volunteer Firefighters Association (www.ovfa.org) and the National Volunteer Fire Council (www.nvfc.org).

Recommendation: Develop a volunteer firefighter program to provide additional resources at emergency fire incidents. The cost for a 25 person volunteer unit would be approximately \$105,622. This approximate cost includes \$50,000 for equipment; \$40,490 salary and benefits for 50% time of a staff person equivalent to a Fire Corporal; \$15,132 OT hourly salary for 400 hours of instructor to train volunteers.

(3.2) Provide Fire Skills Cross Training for Police Officers to Provide Additional Fire Resources at Emergency Incidents.

Grants Pass has another potential source to provide assistance at the scene of emergencies – DPS Police Officers who are trained to perform firefighting duties, and Public Safety Officers. Grants Pass implemented the Public Safety concept (providing police and fire services by one Department) to the community over 20 years ago.

The Department has practiced varying levels of integration of police and fire services during this time. Over the last few years DPS has provided fire training to recently promoted Police Sergeants and Officers (voluntary) with the goal of assisting at emergency fire operations. They were issued fire turnouts to be able to assist at emergency scenes. Over the last few years and for a variety of reasons, the cross training program has not resulted in actual firefighting duties performed by police personnel at the scenes of fire emergencies. The reasons include the demand for police tasks needing to be performed at fire emergencies and the lack of familiarity / comfort with performing fire related tasks. Today the Officers who had volunteered for fire cross training have resigned and, as a result, the integration of the police and fire disciplines in DPS is primarily an administrative integration.

Providing fire cross training to Police Officers is an efficient way to supplement Fire Suppression personnel at the scene of a fire emergency when a large number of personnel are needed for a short period of time. However, to make this successful, the

program must have the commitment of all DPS staff, be well planned and implemented. Most importantly, the training must be sufficient to develop competence to perform basic firefighting tasks and confidence in each other's ability. Police Officers would need a minimum of 40 hours of fire training in the first year and an on-going annual skills maintenance training of approximately 24 hours per year. First year training hours will be higher for Police Officers who have not had any prior fire skills training. Depending on the number of training hours required the program may need to be phased in over two years.

The additional staffing of three Police Officers on duty each shift, who are trained as firefighters, could provide needed assistance at the scene of fires for minimal additional cost to the City. Implementing this plan would provide near term added fire resource at critical incidents and in the long term it will reduce the need for additional full time, fire station based firefighters that may be needed in the future.

Recommendation: Re-define the voluntary Police Officer (current employees) cross training program to obtain a core group to supplement Fire Suppression; provide regular training to develop and maintain firefighting skills (\$150 per month incentive pay for participating Officers).

Recommendation: Change the job specification for all new Police Officers hired in the future to include a requirement to receive fire training and perform firefighting duties as part of their regular duties; increase salary by \$1,800 per position (approximately 3%) for these additional job tasks. Estimated cost for 12 positions (5 year target goal) is \$33,924 per year in year 5 when the program could have 12 positions (\$12,324 for 40 hours of training per Officer at OT rate).

(3.3) Increasing the Number of Full-Time Firefighters from Two to Three on the Fire Engines to Provide the Additional Resources Is the Least Cost Effective Option.

The third option to provide additional staff needed at emergency scenes is to hire more full-time Firefighters to staff the fire apparatus 24 hours a day and be available whenever an emergency incident occurs.

When the Redwood Fire Station opens, Grants Pass will have two staff (Firefighters and a Corporal) on duty at each of the three fire stations, for a minimum staffing of six. This is in addition to the normal staffing of one Battalion Commander on each of the three Fire Shifts. Providing addition full-time staff in the fire service in Grants Pass is most logically done in units of three Firefighters – one additional Firefighter on a specific Engine for all three Shifts. For example, increasing staffing from two to three Firefighters on the Engine at the Parkway Fire Station. To provide coverage for this one additional position, without the use of frequent overtime, would require a total of 3.6 Firefighters. The following table shows the number of employees required and costs (salary and benefits only) for increasing staffing from two to three on either one, two or all three Engines.

	Work Hours	One Engine	Two Engines	Three Engines
Number of Position(s) on all Three Shifts		1	2	3
Hours to Fill One 24 Hour Position	8,760			
Net hours @ 84.2% (2928 gross hours)	2464			
Staff Required (FTEs) to Fill One Position		3.56	7.11	10.67
Add Turnover @ 1% (additional staff needed)		0.01	0.02	0.03
Add for Long Term Leaves @ 3%		0.02	0.04	0.06
Total Number of FTEs Needed		3.59	7.17	10.76
Cost for One Firefighter		72,810	72,810	72,810
Total Cost (Salary & Benefits only)		261,038	522,076	783,114

The three options listed above provide alternative methods that should be considered when determining how to provide additional emergency response capacity. The cost of these options varies significantly, from under \$100,000 per year to over \$800,000 per year. These options may be considered individually or in combination with each other to meet the needs of the Grants Pass community.

7. FIRE PREVENTION

The Fire Prevention Bureau is currently staffed by the Fire Marshal (Sergeant), a Fire Prevention Specialist and a Public Safety Officer (PSO). Most of the Fire Marshal's time is spent on reviewing construction plans and development related tasks. The Fire Prevention Specialist spends most of his time conducting fire and life safety inspections and educational presentations, but provides some assistance in plan review. The PSO has both fire prevention (facility inspections, juvenile fire setter program) and crime prevention tasks (educational presentations).

(1) The City Should Develop a Residential Sprinkler Ordinance to Reduce the Severity of House Fires.

As the City experiences additional new residential development, the number of fires that will occur in houses will increase. The frequency and severity of fires is a factor when planning for staffing and deployment of Fire / Rescue Bureau resources. Minimizing the number / severity of fires, and reducing fire injuries / deaths is the primary goal of fire prevention efforts. The installation of sprinkler systems in buildings has been supported by fire service professionals and passage of ordinances requiring sprinklers has become a common approach communities have adopted to reduce fire loss and injuries. The reduction of fire injuries and deaths in the United States is attributed to greater use of sprinkler systems in building construction over the last 30

years. There has been much debate about the cost benefit of sprinkler systems but it is clear that sprinkler systems provide a very high level of protection for a community and also reduce the fire loss experience by a City.

Grants Pass has a commercial sprinkler ordinance but does not have a residential sprinkler ordinance. A typical residential sprinkler ordinance that Cities have passed requires sprinklers in all new single family dwellings and also when a house is remodeled in excess of 50% of its square footage. Cities with a residential sprinkler ordinance have experienced reduced injuries, fire loss and damage resulting from fires. Correspondingly, it will take fewer fire suppression resources to provide the same level of fire protection. Communities that have implemented a residential sprinkler ordinance include Sunnyvale (CA) and Scotts Valley (CA).

New residential construction is and will be occurring in Grants Pass for the foreseeable future. Implementation of a sprinkler ordinance will provide a greater level of protection for the occupants at minimal additional cost in the construction of a single family dwelling.

Recommendation: Research and develop a residential sprinkler ordinance to bring to Council as part of a city-wide fire prevention program.

(2) Civilian Personnel Conducting Plan Check and Construction Inspections Provide a High Quality Service at a Lower Cost than Sworn Fire Inspectors.

Current Fire Prevention staff review new construction, remodels or “tenant improvement” plans and conduct all related inspections. Plan reviews and construction inspections are conducted by the Sergeant (Fire Marshal), a Fire Prevention Specialist, and a Public Safety Officer; these three positions are considered “sworn”. Clerical

support is provided by one Clerk, who provides clerical support for all of the Fire Operations Bureau.

It is common for Fire Departments in the western United States to “civilianize” the plan review and construction inspection functions. The most common reasons for doing this are to provide long term employees to perform these functions (rather than rotating Firefighters in and out of these positions every 4-5 years) and to reduce costs. Cost reduction is not necessarily in salary (salaries of these type of civilian positions, certified plan checkers, often have engineering degrees) are fairly close or higher than a top step Firefighter’s salary. The cost savings is accomplished in reduced training costs as the civilian employee is not required to keep up Firefighter training and certifications resulting in more hours available for job tasks. An additional benefit of an experienced long term employee is a high quality and consistent service provided to the community. It takes 3-4 years of experience to become highly proficient in this field and a sworn employee often will rotate out of the fire prevention job in 4-5 years, replaced by another Firefighter with little training and experience in this field.

The other position in the Fire Prevention Unit is the Public Safety Officer (PSO), fully cross trained in both police and fire skills. He is assigned to the Fire Prevention Unit but is a resource for both the Police and Fire Bureaus, and also responds to police and fire calls for service. This one position is unique in the Department and is not integrated into either a routine police or fire schedule rotation for duty assignments. Creating additional PSO positions by reclassifying existing Police Officer and / or Firefighter positions does not appear to be feasible at this time. The PSO position does not fit with the future direction of the Department and should be reclassified to a civilian

Fire Prevention Specialist I position, within the Fire Prevention Unit when this Officer leaves this Unit. The reclassification of this position will also provide additional capacity for fire prevention, public education and administrative tasks, as this PSO position currently also performs police related tasks for about 40-50% of his time. Coordination of the fire volunteer program, if instituted, could be performed by this position. This change would result in an estimated savings of \$3,900 annually.

While the line level work of plan review and construction inspections can be done by civilian staff, the Fire Prevention Unit also has responsibility for oversight of hazardous materials in the City, training of Firefighters in prevention inspections and related functions, and overall liaison with line staff in the Fire Stations. For these reasons, it is important to have management oversight of this function by a sworn manager, or Fire Marshal. The current Sergeant position, re-titled to Fire Marshal, is appropriate for this position.

Recommendation: Reclassify the existing sworn Fire Prevention Specialist position to a civilian position. No estimated salary savings.

Recommendation: Reclassify the one existing PSO position to a Fire Prevention Specialist I position, accomplished through attrition. Annual savings of approximately \$3,900.

7. ANALYSIS OF THE SUPPORT SERVICES BUREAU

This chapter of the report provides the results of the project team's analysis of other operational and various support functions within the Department.

1. ANALYSIS OF THE INVESTIGATIONS UNIT.

The Grants Pass Department of Public Safety has an established Detective Unit of one Sergeant, four Detectives, one Property Specialist and one Investigative Specialist. One of the Detectives is assigned to the regional drug task force. The Detective Unit has as a 2007 goal to "initiate a tracking system specific to detective caseload and clearance rates". The Unit has instituted a case screening and case tracking system use by all investigators.

(1) Investigations Workload, Staffing and Effectiveness Is Evaluated Differently Than Field Operations

It is more difficult to evaluate the staffing levels required by criminal investigations because, unlike field services, more subjective and qualitative determinants of workload and work practices are more important. For these reasons, comparisons with other agencies are similarly difficult. Factors making comparative analyses difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to investigators varies. Also, the extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.
- Investigative practices also vary among agencies; interviewing procedures, use

of telephone and in-person interviews, use of computer technologies, and the time required to complete clerical tasks.

- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case has different leads, suspect information, and other follow-up information. Cases involving a crime series and collaboration with other agencies also impact investigative actions and time requirements.
- Finally, the community needs and citizen expectations translate into service levels that impact investigators and supervisors in deciding what is investigated and how much time is spent on a particular investigation.

Collectively, these factors result in a different type of workload evaluation compared to the evaluation of patrol operations calls for service workload.

Keeping the above factors in mind, investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall evaluation of staffing issues and needs. The perspectives the project team used in this study of investigative staffing include the following:

- Review case management practices through interviews with staff.
- A review of cases investigators were currently assigned with each of the detectives. These interviews provided a general understanding of the types of cases and volume of cases assigned to investigators.
 - The total number of cases assigned to each detective for the year.
 - The additional work tasks assigned to detectives.
 - An estimate of case prospects in terms of solvability potential.
- A comparison of investigator staffing, workload and the number of Part I crimes occurring in Grants Pass with other law enforcement agencies.

As stated above, investigative workload and staffing requirements employ a series of broad indicators to determine the extent to which core investigative staffing and general workload in the Department compares to ranges observed in other

departments. This information is used to determine if the Grants Pass DPS is within the ranges measured by those indicators. The comparative measures employed are displayed in the following table.

Measures	Comparative Industry Patterns
Part I Offenses per line investigator in core investigative functions such as persons and property crimes investigators. This does not include those assigned to pro-active units such as narcotics or vice.	The average distribution of Part I Offenses per line investigator, developed in recent police services studies and associated surveys of Departments in the western U.S., is 400-500 Part I Offenses per investigative position.
Case investigators as a percent of sworn staffing.	12% to 15% based on the same survey and ongoing analysis.
Active cases assigned to property crimes investigators	15 to 25 active cases per month based on the same survey and ongoing analysis.
Active cases assigned to person crimes investigators.	8 to 10 active cases per month based on the same survey and ongoing analysis.
Active cases assigned to generalist crimes investigators.	12 to 15 active cases per month based on the same survey and ongoing analysis.

There is no caseload standard for narcotics, undercover or special operations investigators because these types of cases are more proactive in nature. They can consume many weeks of staff time generating leads, contacts and suspect information; they may also often require surveillance and related activities.

Investigative workloads vary depending on the number and types of cases a detective is assigned, their complexity and also the level of service desired by an agency. In law enforcement agencies that actively screen, assign and review investigative caseloads there is a range of case workload that provides sufficient work but does not overwhelm an investigator. In conducting this analysis of investigative staffing needs for DPS, the following assumptions were made:

- The Sergeant (supervisor) is not normally assigned criminal cases to investigate, except in very unique situations; and even in these instances his / her role is one

of assistance rather than the lead. The Sergeant's role is focused on supervision, guidance to investigators and case management.

- Three detectives were available for case assignments in 2006.
- Patrol personnel conduct follow-up on minor cases that are not resolved at the scene. Minor misdemeanor level case follow-up is appropriate for patrol because of the severity of the case, the few number of interviews and re-contacts necessary, the relatively low level of success (i.e., closure) possible and the need to provide opportunities for patrol officers to develop investigative skills for the benefit of the department and also their own career development.

In Grants Pass, cases that are assigned to an investigator normally begin when a crime report is written by a patrol officer documenting his / her preliminary investigation. The case will be reviewed by a supervisor and forwarded to the Investigations Unit for assignment. Typically the Sergeant, or in his absence a detective, will review the incoming reports and make appropriate case assignments.

(2) Based on the Number of Part I Crimes, the Authorized Staffing Level of Three Investigators Is Lower Than the Expected Staffing Range.

As noted in the preceding table one broad measure of investigative workload and staffing adequacy is the measure of the average number of Part I Offenses per "core" investigator (a traditional persons crime or property crime detective). Part I Offenses are selected as a broad comparative indicator due to the consistency offered in reporting throughout the United States, and typically investigative follow-up for Part I Offenses are by the department investigative unit. The range of Part I offenses per core investigator is 400-500 for law enforcement agencies in the western United States studied by the Matrix Consulting Group.

The project team collected FBI Part I crime data for calendar years 2004, 2005 and 2006 for the City of Grants Pass as shown in the table below. The table shows the number of Part I crimes reported to the FBI over the last three years and the three-year

average. The bottom line of the table compares the number of crimes per detective assigned to the Investigations Unit (at the staffing level of six detectives).

Part I Crimes

Part I Crimes	2004	2005	2006	3 Year Average
Homicide	3	2	0	2
Forcible Rape	14	10	16	13
Robbery	32	14	13	20
Aggravated Assault	20	11	20	17
Burglary	268	140	177	195
Larceny – All	1,517	1,459	1,557	1,511
Motor Vehicle Theft	138	144	125	136
Arson	7	9	1	6
TOTAL	1,999	1,789	1,909	1,899
Violent Crime Total	69	37	49	52
Property Crime Total	1,923	1,743	1,859	1,842
Part I Crimes Per Inv.				633

The City of Grants Pass has averaged approximately 1,842 Part I crimes reported to the Department over the past 3 years. The number of crimes has been in the 1,800 – 2000 range over the last three years and increased 6.7% from 2005 to 2006; violent crime significantly increased, 32.4%, during this same period.

The number of Part I crimes per investigator is approximately 633 at three detectives. An additional evaluation measure is the number of core investigators as a percentage of sworn staff. A range of 12%-15% is commonly seen in other police agencies. The three core investigators are approximately 5% of the sworn staff of 61.

The table below shows recent average clearance rates for Part I Crimes and a comparison with the national clearance percentage for cities with a population between 25,000 and 49,999 people (2005 is most recent year data is available).

Part I Crimes – Grants Pass PD Clearance Rate

Offense	2004	2005	2006	2006 Clearance Rate	3 Year Average - Clearance Rate	2005 National Clearance Rate for Cities, 25 – 49,999 Pop.
Homicide	3	1	0	NA	80.0%	69.2%
Forcible Rape	2	3	0	0.0%	12.5%	38.9%
Robbery	16	5	4	30.8%	42.4%	31.2%
Aggravated Assault	14	9	8	40.0%	60.8%	59.0%
Burglary	33	11	7	4.0%	8.7%	12.7%
Larceny	351	297	152	9.8%	17.6%	20.6%
Motor Vehicle Theft	23	14	13	10.4%	12.3%	15.5%
Arson	1	3	0	0.0%	23.5%	20.0%
TOTALS:	443	343	184	9.6%	17.0%	
Violent Crime	35	18	12	24.5%	41.9%	49.7%
Property Crime	407	322	172	9.3%	16.3%	18.7%

The three-year average clearance rate for violent crimes is approximately 8 percentage points lower than the national clearance rate for cities with populations similar to Grants Pass. For property crimes, the Grants Pass clearance rate is 2 percentage points lower than the national average.

The average clearance rate for Part I crimes for calendar year 2006 is 24.5% for violent crimes, but the three-year average rate is significantly higher at 41.9%. Likewise, the 2006 clearance rate for property crimes is 9.3%, but the three-year average clearance rate is closer to the national average at 16.3%.

The table below provides the results of the project team’s “desk audit” conducted with the three core investigators. An Active Case assignment is where on-going follow-up investigation is being conducted (some investigative activity conducted within the past 30 days); a Pending Case is a case waiting for Crime Lab analysis to be completed before further investigation or it has been sent to the prosecutor to review for criminal charges.

Detective Caseload in January 2007

Core Detective	Active Cases	Pending Cases
1	11	0
2	12	0
3	12	0
Average	12	

As the table above shows there is an average of 12 open / active cases for each investigator. This number of active cases is within the range of 12-15 active cases for a generalist detective. All detectives have additional cases they have been assigned but have not had time to follow-up on them.

The Detective positions are rotation assignments for Officers selected to these specialty positions. This is a common practice and recommended by the project team as a best practice for a Department the size of Grants Pass.

All cases are reviewed / screened by the Detective Sergeant before being assigned to an investigator for follow-up. This is also a best practice the Department should continue.

The Department should closely monitor the clearance rate during 2007 to determine if it was a low rate in 2006 due to unique factors and was just a one-year aberration or it is a trend that continued in 2007. If the 2007 rate is also significantly lower than the national average, the issue must be addressed by management.

Recommendation: Closely monitor the 2007 clearance rate to determine if it improves to national averages. If it remains at 2006 levels, develop a budget plan to provide one additional Detective for the Unit to improve the clearance rate at a cost of \$74,000 per year.

(3) Property / Evidence Unit

The Unit is part of the Detective Bureau and the one Property Specialist reports to the Detective Sergeant. There are two storage sites (headquarters and four different rooms at the Corp. Yard) where property / evidence is stored. Storing, moving and retrieval of items requires extra time for the Property Specialist because of the different locations. A bar code system is used that tracks all items that come into the Unit. The facility was clean and organized.

The most significant item for this Unit is to develop a plan for one larger facility where all, or almost all, of the property / evidence could be stored.

Recommendation: Research options and identify costs to develop a larger Property / Evidence room within the next five years.

2. COMMUNICATIONS CENTER WORKLOAD AND STAFFING.

The Grants Pass DPS Communications Center is the Public Safety Answer Point (PSAP) for all emergency phone calls in the city limits. The Dispatch Center Operators are responsible for answering 9-1-1 calls and dispatching all Grants Pass police and fire units. Grants Pass is also the contract dispatching agency for Josephine County Sheriff's Department. Additionally, Josephine County formed the Josephine County 911 Agency that provides dispatching services for seven smaller regional fire agencies. The Grants Pass Dispatch Manager is also the 911 Agency Manager. She has had this additional job responsibility since 2004.

(1) Communications Center Staffing

The authorized staffing in the Communications Center is 15 Dispatcher positions, and one Supervisor. Grants Pass also employs several part time Dispatchers that assist when a person is on leave for a shift and also during lunch breaks (to maintain a

three dispatcher minimum at the consoles). There is one supervisor for the Center. In Grants Pass, the dispatcher is the 9-1-1 phone call-taker, the after hours business phone number answer point and CAD system operator. He / she tracks officers' status and provides support to them (e.g. queries criminal justice records systems as needed).

The supervisors works a line position when needed to fill in when they fall below minimum staffing but primarily provides supervision for the Unit and other related tasks and projects. These tasks include coordinating portable radio maintenance, training, validation (and due diligence) for warrants, people, guns, and vehicles that Grants Pass PD has entered into the computer system.

The Dispatchers normally work 8-hour and 12-hour shifts, but due to staff shortages (two positions are vacant) they are all working 8-hour shifts. The schedule is established to provide a minimum of 3 Dispatchers around the clock.

(2) An Analytical Approach Based on Quantifiable Workload Elements Is Used to Determine Appropriate Staffing Levels.

There are several approaches which can be used to assess the staffing needs of a public safety communications center serving local or regional areas. These approaches include the following:

- Methods which are based on comparisons with other agencies. These methods are inconsistent because the workload, technology and service level requirements vary tremendously among agencies.
- Approaches which are based on staffing a targeted number of "fixed posts" allocated on a functional basis (e.g. call taker, law enforcement radio, etc.). These approaches are unsound because they do not tie staffing to actual workload.

The Matrix Consulting Group used a quantitative process for assessing communications staffing needs based on actual workloads in the Communications

Center. The paragraphs below summarize this approach, its assumptions and the time standards used.

- There are tasks performed by communications centers that are relatively constant from one agency to another. These tasks include:
 - Telephone calls received in a communications center expressed on a "per call for service" basis.
 - Radio transmissions handled in a communications center expressed on a "per call for service" basis.
 - Other tasks handled and expressed on a "per call for service" basis.
- Since most agencies do not track individual work elements of a communications center, such as the number of transmissions, and since virtually no agency consistently measures the time taken for each task, standards are borrowed from other agencies and verified, where data exists, against workloads handled in the dispatch centers.
- These standards were developed by the project team and others using detailed time and motion studies of communications centers nationwide. These communications centers incorporated state of art CAD technology and provided service to both law enforcement and fire / rescue agencies and emergency medical dispatch (EMD).
- Since police and fire calls for service are typically counted consistently by most agencies, these communications standards are converted on the basis of total minutes of workload per call for service.
- More specifically, estimates of total communications center police and fire workloads (including not only calls for service related workloads, but also workloads associated with self-initiated and administrative activities) are expressed as a ratio of time per call for service. These time standards include:
 - For each law enforcement call for service, an average of 8.9 minutes of call, self-initiated and administrative related communications workloads are allocated. This includes time estimates of radio, telephone, record check and administrative tasks. The 8.9 minutes is comprised of the following elements:
 - 130 seconds are allocated to process a service request (citizen generated call for service) and transfer to a radio dispatcher. This standard incorporates the fact that multiple calls can be generated

- by the same incident and that administrative / business calls are handled by staff in the communications center.
- 327 seconds of total radio transmissions related activity expressed on a “per call for service” basis – including call-related and officer initiated field workloads and administrative transmissions.
 - 13 seconds allocated for computerized records / registration checks.
 - 64 seconds allocated for other tasks associated with the dispatch center (administrative, record-keeping, other activities).
- These time standards are then applied against known or estimated call for service workloads handled by the dispatch center. Call for service counts are distributed on a time of day basis and multiplied by the time standards described above (i.e., 8.9 minutes per call for law enforcement). This calculation yields total average communications workloads on a time of day and day of week basis.
 - Finally, to arrive at the number of dispatch center staff required to handle these workloads, a critical assumption needs to be made regarding the levels of productivity desired. An allowance needs to be made regarding the proportion of time which is desirable to have a dispatcher actually involved in call handling, radio transmission and related workloads. There are several reasons why direct task allocation should not be 100% of available time, including:
 - Dispatch centers which have relatively high utilization levels tend to burn out staff leading to high turnover and use of sick leave, disability, etc.
 - Communications centers which have relatively high utilization levels experience queuing problems in which responses to incoming calls are delayed because of the number of calls or field units handled.
 - Quality begins to suffer because dispatchers are cutting calls and radio transmissions short. This impacts service to field units and the public.

The project team used a task-loading factor of 30 minutes of actual call / radio activity per dispatch personnel per hour. The basis of this assumption is that one-half of every working hour should be used for direct communications workloads. Remaining minutes per hour can be dedicated to administrative or other duties. This 30-minute factor is divided into the hourly workload amount in the Dispatch Center.

The next sections show how the project team applied this methodology for the Dispatch Center. First, however, the following shows the basic assumptions made by the project team that determines the overall staffing requirements.

- The staff would continue to work 8-hour shifts.
- Based on estimated leave utilization figures in 2006, staff would be available for 86% of the annual working hours, after leave times (i.e., sick, vacation, etc.) that averaged 280 hours in 2006; this equals 1792 available hours out of 2080 total annual gross hours.
- Turnover is assumed to be about 13% (2 current vacancies out of 15 positions).

These are important shift factors that will be utilized to calculate total staffing need, once the project team calculates the hourly shift requirements for police, fire, and rescue call processing and dispatching, followed by a summary showing the total staffing requirement based on the individual workload.

(3) Additional Tasks Performed by Operators

In addition to regular dispatching duties, Grants Pass PD dispatchers also do some data entry and help out Records by answering the business line when they have time. Dispatchers also perform data for missing persons, restraining orders and stolen property. Dispatchers may also document vehicle repossessions reported to the PD and the related computer entry.

(4) The Current Dispatch Center Staffing Is Adequate to Meet the Call Taking and Dispatch Processing for the City of Grants Pass.

Grants Pass experienced a total of 20,817 police-related calls for service and 2932 fire-related calls for service in 2006 for a total of 23,749 unique calls for service for the City of Grants Pass (this does not include calls for the Sheriff's Office or other contract fire agencies). In a growing community an increase in calls for service of at least 2% per year can be expected. Using this projection would equate to a total of

24,224 CFS in 2007. Based on this number of community generated calls for service and an estimated time requirement of 8.9 minutes per call, and a 50% per personnel utilization, the following graph shows the average hourly staffing requirement to handle the call for service workload in 2007.

Projected Calls for Service Handled by Communications Center

Hour	Total CFS	Avg. / Hour	Est. # of Minutes	Est. Staffing @ 50%
0000	781	2.1	19.1	0.6
0100	643	1.8	15.7	0.5
0200	499	1.4	12.2	0.4
0300	400	1.1	9.7	0.3
0400	279	0.8	6.8	0.2
0500	264	0.7	6.4	0.2
0600	400	1.1	9.7	0.3
0700	615	1.7	15.0	0.5
0800	935	2.6	22.8	0.8
0900	1107	3.0	27.0	0.9
1000	1245	3.4	30.4	1.0
1100	1267	3.5	30.9	1.0
1200	1269	3.5	30.9	1.0
1300	1335	3.7	32.6	1.1
1400	1434	3.9	35.0	1.2
1500	1433	3.9	34.9	1.2
1600	1449	4.0	35.3	1.2
1700	1486	4.1	36.2	1.2
1800	1357	3.7	33.1	1.1
1900	1242	3.4	30.3	1.0
2000	1291	3.5	31.5	1.0
2100	1258	3.4	30.7	1.0
2200	1230	3.4	30.0	1.0
2300	1004	2.7	24.5	0.8
Total	24,224	2.8	24.6	0.8

As shown above, to handle the hourly average call workload associated with the dispatching of police units requires less than one full-time position per hour utilized at 50%. The following points are taken from the graph above:

- Dispatch handles 24,224 community generated calls for service. The average number of calls for service per hour ranges from approximately 1 call per hour (four hours of the day) to over 3 calls per hour (14 hours of the day).

- Average workload per hour is approximately 25 minutes.
- This level of workload generates the need, on average over a 24-hour day, of less than one Dispatcher to just over one Dispatcher per hour. However, as a practical matter, two Dispatchers are needed.

Although the total staffing required to handle the call taking and dispatching workload of the Communications Center is approximately 1 position, a single Dispatcher will not be able to handle all of the required tasks during peak workload times. The minimum staffing per shift should be two positions for the following reasons:

- To ensure that concurrent incidents could be handled.
- To ensure that a single position could be dedicated to a high priority call without eliminating the ability of the center to handle routine business.
- To provide dispatchers with on-duty relief without having to call in field personnel to cover the position or excessive dispatcher overtime.
- To continue to answer the business phone lines while provide dispatching services.
- To provide intra-shift relief and breaks.
- To reduce dispatcher burnout.

In addition to the police and fire calls for service handled by Dispatchers, additional calls for service incidents were handled by dispatchers in 2006 – calls transferred to an outside agency, animal control calls, 911 hang up calls that were resolved by the dispatcher and an officer did not respond.

The chart below shows the number of positions required to staff the Communications Center with 2 positions 24 hours a day.

Grants Pass DPS Dispatcher Staffing Requirement

		Staffing Requirement
Hourly Minimum Staffing		2
Net hours @ 86% (2080 gross hours)	1792	
Hours to Fill a 24 hour shift	8,760	
Staff to Fill One Position	4.9	
Sub-Total Staff @ Two Positions		9.8
Turnover @ 13% (additional staff needed)		1.0
Long Term Leaves @ 3%		.06
TOTAL Dispatch Center Staff		11.4

As shown above, the total number of positions needed to staff the Dispatch Center to handle the Grants Pass police and fire dispatching needs is 12 Dispatchers. This will provide two Dispatcher staffing 24 hours a day. The Communications Center has 15 Operator positions that handle both Grants Pass DPS dispatching, the Sheriff's Officer and contract fire agencies.

3. RECORDS UNIT STAFFING.

The Records Unit has four full-time Clerks and one Supervisor that staff the Unit. Records is open to the public 0800-1700 hours and is staffed 0800-2300 hours (internal customers only after 1700 hours). In addition to providing report processing, record keeping and front counter services; Clerks also answer the business line phone number and take minor reports over the phone. This relieves an Officer from being dispatched to the incident.

Records staff also perform other duties, such as maintaining police training records and scheduling Officers' school attendance.

4. USE OF VOLUNTEERS IN A VARIETY OF WORK UNITS COULD PROVIDE THE DEPARTMENT WITH NEEDED ASSISTANCE.

The use of volunteers is an excellent way to accomplish additional work that may otherwise go undone. Examples of both fire related and police related programs which could be implemented or supported include:

- Marking abandoned vehicles
- Training support and record keeping
- Answering business line telephone calls
- Updating Department Records
- Stocking of supplies
- Assisting in Property / Evidence Unit
- “After the Fire” neighborhood educational campaigns
- Low risk occupancy inspections
- Training Division support and record keeping
- Neighborhood emergency preparedness
- Volunteer firefighters

In Grants Pass, not all of the items mentioned above will be a fit for the community or the Department of Public Safety but there will be some or other tasks that volunteers will be able to help accomplish with minimal cost to the City.

Recommendation: The Department should evaluate possible areas in DPS where it would be a good for to use volunteers and evaluate the costs involved in supporting an active volunteer program. Department cost would be at a minimum 50% of a full-time CSO position (approximately \$22,000) plus equipment and supplies for the program.

8. ANALYSIS OF ORGANIZATIONAL STRUCTURE

This chapter addresses the overall organizational structure of the Grants Pass Department of Public Safety. The first section describes what the project team believes are the characteristics of an effective organization.

1. A SUCCESSFUL ORGANIZATION IS COMPRISED OF STRUCTURAL AND FUNCTIONAL ELEMENTS AS WELL AS INDIVIDUAL MANAGEMENT CHARACTERISTICS.

Successful law enforcement organizations are designed to optimize the management and control of the organization while furthering the goal of providing a high level of service to the community. In a complex organization, such as a police department, fire department and especially in a combined public safety department this design needs to consider functional alignment, spans of control and individual performance criteria. No organization can be effective without some balance in these issues.

While it is impossible to completely isolate structural (organizational) issues from functional (management) ones, the following list provides the project team's description of the factors utilized in this study. Even in small to mid-size public safety departments, there are a number of structural, functional and span of control criteria that should be considered in an analysis its organizational structure. In evaluating these issues, the project team applies the following criteria:

- **Complementarily Functions:** Are functions grouped consistent with periodic interaction, common planning and scheduling approaches, to delivery services which are linked in some way?

- **Degree of Coordination Required:** This factor concerns the relationships within units and among units, sections and divisions. Many functions need close or indirect alignment in order to maximize efficiency and / or effectiveness.
- **Accountability:** Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the “management systems” utilized, the organizational structure itself can facilitate or impede the performance of an organization.
- **Complexity of Work:** Does the task involve a lot of steps, have many decision points, require a large amount of personal discretion in decision making? Greater complexity in work generally requires closer organizational placement.
- **Degree of Organizational Risk:** This relates to how much risk a function incurs if an activity is not performed or is performed poorly. Risk might involve financial or personnel concerns. Generally, higher risk functions have close management oversight. For example, property and evidence presents a relatively high organizational risk.
- **Degree of Public Scrutiny:** This factor is concerned with the degree to which public attention is routinely paid to a given activity. For example, internal affairs is a function whose work results in public scrutiny at some level.
- **Supervisor and Management Responsibilities:** This relates to whether supervisors are fully devoted to overseeing the primary activities of the function or have been assigned other duties which interfere. This can result in functional responsibility being placed higher or lower in a management chain.
- **Degree of Centralization:** The physical dispersal of the function also relates to supervisory and management requirements – the greater the level of decentralization, the greater the number of managers and / or supervisors are generally required.

The section, below, provides the project team’s evaluation of the current organization against these organizational and span of control measures.

2. THE CURRENT GRANTS PASS DEPARTMENT OF PUBLIC SAFETY ORGANIZATIONAL STRUCTURE IS GENERALLY WELL DESIGNED TO MAXIMIZE SERVICE DELIVERY AND MANAGEMENT CONTROL.

The project team evaluated the Grants Pass Department of Public Safety against the organizational criteria described above. While several potential issues will be discussed more fully in the management chapter, which follows, the following points

provide a discussion of the project team's assessment which compares the Grants Pass Department of Public Safety to these criteria:

- **Complementarity of Functions:** All functions are organizationally grouped consistent with contemporary practice. The structure promotes appropriate interaction to facilitate service delivery and management. All field functions are grouped together in the Police Operations Bureau or Fire Operations Bureau; administrative and investigative functions are grouped in the Support Services Bureau.
- **Coordination of Functions:** The Department is generally well organized in terms of relationships and expectations between and among the Bureaus and their Units. It is also important to note that Police and Support Services command staff have offices near each other and a short distance from the office of the Chief. The Fire Bureau Commander has his office at the Hillcrest Fire Station, over a mile away from headquarters. Continuing effort must be made to ensure good communication among the command staff on a daily basis.
- **Accountability for Performance:** The organizational structure itself does not act as an impediment to the performance of the organization or the accountability of managers. Accountability for performance in this organizational structure can easily be obtained by the Chief and Commanders.
- **Organizational Complexity:** The GPDPS structure is clear and an easily identified chain of command.
- **Risk Management:** The City and the Department of Public Safety organization is structured to provide effective management oversight of field operations and support services. Supervision of field services in Fire Suppression 24 hours a day is needed and supervisory / management positions are in process of being staffed.
- **Public Scrutiny:** The Department should anticipate that questions from the public regarding operations, policies and conduct will be asked in the future; management should be trained and prepared to answer questions about any function of the department.
- **Management / Supervisory Spans of Control:** When the Battalion Commander positions are filled the organization will be well balanced to provide oversight for daily personnel practices (i.e., how incidents are handled, scene management, how reports are developed and processed, etc.). Manager and supervisor primary activities and functional responsibility are appropriate. Managers' span of control is not excessive.

- **Centralization / Decentralization:** The chain of command provides for all operations to report to the Commanders, who report directly to the Chief. Other areas have a balance of decentralized operations and commands.

The table below further elaborates on this assessment of the current organizational structure.

Issue	Evaluation
<p>Is the GPDPS too “tiered” or too “flat” from a command and supervisory perspective?</p>	<ul style="list-style-type: none"> • The current organizational structure reflects traditional fire services and law enforcement with Operations and Support Bureaus. • This organization is not too “flat” that it would create different levels of responsibility among Bureau Management staff; nor does it have unnecessary layers of managers or supervisors.
<p>Are functions placed too high or too low in the Department in relation to their importance in meeting law enforcement and fire service objectives?</p>	<ul style="list-style-type: none"> • There are no significant issues associated with functions in the management chain of command in terms of being placed too high or low in the Department. • The managers in Police and Fire Operations and Support Services provide day to day management oversight for significant Bureau functions. • The need for additional field supervision / management in Fire / Rescue has been addressed and new positions are in the process of being filled. • The current rank titles of some positions need to be changed to reflect the normal job function in a police and fire agency.
<p>Are spans of management and supervisory control too broad or too limited?</p>	<ul style="list-style-type: none"> • The distribution of management responsibilities between the two managers is normal for an agency this size. • Generally, management responsibilities directly related to current job assignment.
<p>Are functions grouped logically?</p>	<ul style="list-style-type: none"> • Functions are generally grouped in a logical manner.
<p>Are lines of authority and responsibility clear to all management personnel and organizational units? Are they being adhered to?</p>	<ul style="list-style-type: none"> • Lines of authority are clear; in a medium size organization the Chief or Commanders are often accessible for decision making outside the chain of command so care needs to be taken to follow normal lines of authority. • Organization communication is through personal contact, memos and e-mail, and unit meetings.
<p>Is best use made of civilian personnel?</p>	<ul style="list-style-type: none"> • Generally the use of sworn and civilian personnel is good. • Consideration should be given to greater use of civilian field personnel. • The intern program in fire services is an excellent example of the use of civilians in an organization.

Issue	Evaluation
<p>Is the GPDPS organized in a manner to effectively communicate its missions, goals and values?</p>	<ul style="list-style-type: none"> • The organization is centralized and lends itself to internal communications. A clear focus on the Department mission, goals and performance expectations should be clearly addressed by the Chief at least annually.

The points that follow provide a summary of the issues associated with the Department organizational structure as summarized in the table above.

- The organization is functionally arranged to provide contemporary police, fire and emergency medical services.
- Responsibility for various management and supervisory functions are centralized and functionally grouped.
- Management functions, in relation to organization importance and spans of control between team, section, and unit personnel to immediate supervisors, is consistent with industry norms of 1:6 – 1:9.
- The organization is not top heavy; additional line supervision / management is needed in fire and has been addressed by management.
- The titles of the three Lieutenant (using “Commander” designation currently) positions; the Fire Sergeant (Fire Marshal) position; and the Fire Corporal position should be changed.

The title changes needed in the Department will provide a more accurate description of the actual job tasks being performed by the person in these positions and conform to the normal titles used by police and fire agencies in the western United States. Public Safety agency titles are unique as the Public Safety Director oversees both police and fire organizations. The “second level” positions in a Public Safety agency (the Lieutenant positions at Grants Pass DPS) often are tasked with the duties of a police or fire chief in a typical police or fire agency. The three current Lieutenant positions should be re-titled “Deputy Chief” to reflect job function and duties they perform in the organization. Other title changes (for the same reasons) are needed for

Fire Sergeant – change to “Fire Marshal”; and for Fire Corporal – change to “Fire Captain”.

There are few other issues with the current organizational structure, as it maximizes service delivery and management control.

Recommendation: Change the official titles of “Lieutenant” to “Deputy Chief”; of Fire Sergeant to “Fire Marshal”; and of Fire Corporal to “Fire Captain”. These titles will more accurately reflect their job function internally and to outside police and fire agencies; these changes do not involve a change in salary.

9. ANALYSIS OF MANAGEMENT SYSTEMS

This section provides the project team's analysis of the management systems in place which direct the services of the Department. The current sworn management structure below the Director of Public Safety (Chief) consists of three Commanders. The analysis below makes several suggestions for this management team that the project team believes will help provide leadership and professional management for the Department of Public Safety.

1. THE DEPARTMENT SHOULD UTILIZE WORKLOAD AND PERFORMANCE DATA AS PART OF A FORMAL MANAGEMENT APPROACH FOR OPERATIONS.

The Department could improve the analysis of workload and performance data as part of an approach to managing and evaluating performance and services to the community. Some data is still collected manually or tracked manually. GPDPS has computer systems in place to provide analysis of a variety of work tasks that is useful as a management tool. Conducting formal analysis of work tasks allows management to measure performance where possible.

The Department cites several performance targets in the budget document but has not systematically established formal goals or performance targets such as the following:

- Call processing times
- Response times to police calls for service
- Travel time to fire calls for service
- Use of proactive patrol officers time (i.e., tickets, warnings, directed patrols)

- Clearance rates for investigators

There are systems in place that allow for this information to be obtained, but currently it is not routinely being extracted and / or analyzed by the Department. Use of this information will provide Department management current performance regarding calls for service delivery and also other performance related information to enhance the Department's provision of the best services to the community. At the same time it will provide some useful information necessary to increase the accountability for Department personnel in the performance of their primary job duties.

Recommendation: Develop performance measures based on actual data tracked by the CAD / RMS system for dispatch call processing time for community generated calls for service, patrol response times to community generated calls for service, fire suppression travel time, patrol officer self initiated activity, traffic safety services and investigative case assignments; for the purpose of enhancing services and increasing accountability of Department management and other personnel.

2. OVERALL MANAGEMENT OF PATROL RESOURCES CAN BE ENHANCED THROUGH THE USE OF AVAILABLE DATA AND APPLIED ANALYSIS.

The project team's analysis of patrol staffing needs earlier in this report shows that the Police Operations Bureau has adequate staff resources with which to provide a high level of service (depending on the hour of the day) in patrol services. The project team found that patrol operations are managed reactively; which is normal, as the primary job duty of patrol is to respond to calls for service. However, when proactive time is available, especially during the hours between midnight and 0600, it should be directed by supervisors and there should be formal plans to make effective use of that time.

The project team recommends that the Department adopt a management approach that calls for a more structured approach in managing the proactive time

available to patrol officers. The approach recommended by the project team relies on increased use of data (more fully described in the chapter focused on management information systems) and on planning. The points that follow summarize the approach recommended by the project team:

- The patrol Sergeants / Corporals / Officers should develop an action plan with problems / issues to address during the slower shifts when officers have significant proactive time available. This plan should be specific to their work hours and area of the city patrolled. They should be accountable to the Commander for this plan and results.
- This process should make use of the information provided to Officers of the problems / issues in their assigned primary zone / beat area.
- Officers should be given specific responsibilities to accomplish during their shift. This should include (but not be limited to) the following:
 - Addressing citizen generated complaints about quality of life issues.
 - Conducting foot patrols in specified areas.
 - Focusing on areas of concern or where complaints have been made in the past, including the downtown area, school areas, commercial areas, parks, etc.
- Officers should notify Dispatch of all of their activities so that an incident number can be created to document their activity.
- Dispatchers should accurately record and track Officer activity.

The project team recommends that these issues be discussed, developed and initiated at a level that is workable in Grants Pass. It will need review at specified intervals and revisions to sustain and institutionalize this system.

Recommendation: Police Operations should adopt a process to enhance delivery of patrol services during the periods when proactive time is available. Sergeants should coordinate the development of plans that identify specific tasks to do when proactive time is available.

3. THE DEPARTMENT SHOULD CONTINUE TO DEVELOP AND STRENGTHEN ITS INVESTIGATIVE CASE MANAGEMENT SYSTEM.

The case screening process employed by the Department is an excellent way to determine the cases with solvability factors that should be assigned to an investigator for follow-up. Currently, the Investigations Unit Sergeant and Investigative Specialist use an in-house system to track the number of active cases and case assignments. Establishing a case management system was a goal established for 2007. Good steps have been taken to develop the system and it is a useful tool. The Department should evaluate the use of a formal computerized case management module that is part of a Records Management System for use in DPS. This type of system is valuable in order to know what cases investigators have worked and their productivity. Once cases are assigned to a detective, a case should be monitored every few weeks for investigative progress, changes in status, leads, etc.

The case management system should include:

- Development of formal caseload targets. As a starting point, the case load targets utilized in this study should be used as a start, ensuring that a distinction is made between assigned cases and actually active cases (i.e., those receiving some follow-up in the last 30 days).
- Development of case progress reporting targets (e.g., after the first 10 days after a case is assigned; 30 days thereafter).
- Utilization of the case management system to monitor cases.
- Continued monitoring of cases with a view to inactivating selected cases without prospects. A formal approach to case inactivation should be developed for cases which have few prospects but cannot be closed or cleared.
- Patrol Officers continuing to conduct follow-up on many minor crimes. This is an appropriate use of patrol officer time as it provides a measure of accountability and responsibility for problems reported in an area rather than sending it to detectives for follow-up. In many law enforcement agencies today field

personnel are utilizing discretionary or proactive time to be engaged in such follow-up investigative work.

Recommendation: The Department should research and evaluate the addition of a formal case management computer module / system to improve investigations case management.

4. THE DEPARTMENT SHOULD TRACK TIME LOST TO ON THE JOB INJURIES AS PART OF AN OVERALL RISK MANAGEMENT STRATEGY.

The City does not track hours lost to on the job injuries; it only tracks the dollar value of the individual claim. As a result, the number of hours lost to work related injuries was not obtain by the project team or able to be included in the leave data used in earlier sections.

The number and type of work related injuries should be monitored and evaluated as part of routine management to determine and address issues in a timely manner and make any necessary changes to improve risk management.

Recommendation: Begin to track hours (in addition to the dollar cost) employees are off work due to on the job injuries and monitor the time as part of an overall risk management strategy for the Department. Develop a light duty work program for employees who temporarily cannot return to full duty (e.g. fire fighting duties).

5. THE DEPARTMENT SHOULD TAKE FURTHER STEPS IN ENHANCING MANAGEMENT AND OPERATIONS.

The Grants Pass Department of Public Safety should take other actions to enhance management of the Department. Managers and supervisors have been involved in future planning and goal setting but also react to perceived needs rather than formally evaluating the provision of services. The use of the available information systems is a critical element to enhance management of the Department. The steps that the Department should take should include the following:

- Make greater use of the information that it is already capturing to:

- Plan and schedule work.
- Hold line staff accountable to pre-determined standards of performance and productivity (not quotas but unit targets of performance).
- Hold supervisors and managers accountable to ensure tasks, goals and objectives are being met.
- The information management approach taken by the Department should be focused on improving accountability internally and to the City as a whole. The project team recommends the following steps:
 - The Chief should, at least annually, formally communicate his goals for the upcoming year, verbally and in a written document.
 - This should be supported by a well directed long range planning effort. While the Chief should coordinate this effort, the other command staff members should have major roles.
 - Each manager and supervisor should develop annual goals and objectives for their functions.
 - Performance measures should be developed that are meaningful measures to the police department and that also communicate to the residents of Grants Pass what they are receiving for their tax dollars.
 - Review of progress against these goals and objective should be accomplished formally and periodically (no less than quarterly).
- The Chief should, at least quarterly, personally communicate to line staff important trends, developments and issues.

The project team believes that these changes will result in a more professionally managed Department that is focused on the delivery of high levels of service to the community both now and in the future. The Department should increase the formal approach to management and hold all members of the department accountable for their performance. These steps can only effectively be achieved by cooperatively working within the Department to establish and accomplish common goals.

Recommendation: Begin a more formalized approach to management by developing performance measures and establishing goals for the Department.