

**Strategic Planning Report
Department of Public Safety/Police
Grants Pass, Oregon
August 2014**



POLICE OPERATIONS

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

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Leaders at the Core of Better Communities

Background

About ICMA

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill & Melinda Gates Foundation and we are providing community policing training in El Salvador, Mexico, and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

ICMA Center for Public Safety Management

The *ICMA Center for Public Safety Management (ICMA/CPSM)* is one of four Centers within the ICMA's U.S. Programs Division, providing support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research and the identification of core competencies of police and fire managers and also by providing assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs, and identifying best practices. We have conducted approximately 150 such studies in 100 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Indiana).

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Contents

- Background ii
 - About ICMA..... ii
 - ICMA *Center for Public Safety Management* ii
- Contents iii
- Scope of Engagement 1
 - Police Operational Study and Data Analysis 2
- Internal Focus Groups, Field Interviews, and Survey 3
- External Stakeholder Interviews 4
 - Findings 4
 - External Stakeholder “Open Community Forum” and Survey 6
- Strategic Planning Workshop 11
 - Visioning/Mission 11
 - Analysis/Findings 14
 - Goals/Objectives 15
 - Findings 15
 - Group Consensus Building (Towards Strategic Objectives) 16
 - Analysis 18
- Recommendations: Steps for Finalization of the Strategic Plan and Development of a Specific Action Plan 20
- Conclusion 22
- Appendix A: Strategic Planning Workshop Agenda 23
- Appendix B: Group Consensus on Strategic Objectives 24
- Appendix C: Strategic Planning Framework 25

Scope of Engagement

ICMA was engaged to perform an operational assessment of the Police Bureau and Fire Division of the Grants Pass Department of Public Safety (GPDPS). ICMA was also engaged to assist the city and the GPDPS in the development of multiyear strategic plans for the Police Bureau, the Fire Division, and the GPDPS overall. In this report, we are providing the framework and the preliminary action steps to allow the city and the department to develop a strategic plan for the Police Bureau. (Strategic planning for the Fire Division is addressed in an accompanying document.)

Please note, ICMA was not charged with developing or providing a complete strategic plan, as such projects typically entail several months of work and require validation at each step. Rather, ICMA was asked to lead and inform the process of strategic plan development.

Strategic planning generally involves a critical review of organizational mission, followed by identification of broad organizational goals (both short and long-term). Once there is clear consensus concerning the organization's goals (i.e., where the organization wants to be), it is necessary to develop clear objectives (clear and actionable statements concerning the direction the organization must take to achieve its goals). Once a number of clear objectives are identified and properly vetted, the next task is to design specific strategies or action steps that must be taken to accomplish goals. This is followed by a period of execution, monitoring, and revision as necessary.

As this report indicates, ICMA has worked with the department to review and refine its mission, to successfully identify broad organizational goals, and to identify clear objectives for this organization for the next several years. Time did not permit for the development of specific strategies for each of the identified objectives. However, for purposes of *illustration only*, ICMA took one of the strategic objectives that developed during our work and created suggested benchmarks, an action plan, and measurements. (Appendix "C").

Our work entailed several distinct phases. Specifically, we: 1) conducted an internal and external environmental scan of the department; 2) conducted stakeholder interviews; and 3) conducted a full-day strategic planning workshop. Our work resulted in concrete roadmap and templates that will allow completion of a comprehensive strategic plan.

The ICMA consultants have produced final reports for both operational assessments, as well as the strategic planning document for the Fire Division. This document serves as the final report of the consultants' work with regard to strategic planning for the Police Bureau.

ICMA used a variety of methods and techniques as part of an internal and external environmental scan in order to understand: 1) the current culture and operations of the department (i.e., its current strengths and weaknesses); 2) the target or service communities and their service expectations (stakeholder analysis); and 3) the broader environment in which the department operates (opportunities and potential threats). Each of these techniques as well as their significant findings are described in detail in the following sections. These findings were introduced and incorporated into a strategic planning workshop held on July 15, 2014.

Police Operational Study and Data Analysis

ICMA analyzed departmental workload using operations research methodology and compared that workload to current staffing and deployment levels. The consultants reviewed other performance indicators, which allowed them to understand the implications of service demand on current staffing. ICMA reviewed the Police Bureau's organizational design in detail in order to determine whether the many functions required of a modern police agency were staffed appropriately.

Our study involved data collection [including a detailed analysis of a full year's worth of data captured by the department's computer-assisted dispatch (CAD) system], interviews with key police and administration personnel, on-site observations of the job environment, document review, comparative analyses, and development of alternatives and recommendations.

All findings and recommendations are set forth in detail in the accompanying document, *Report on Police Operations*.

Internal Focus Groups, Field Interviews, and Survey

The results of the internal focus group, field interviews and survey of current members of the department are addressed and incorporated into the accompanying *Report on Police Operations*.

External Stakeholder Interviews

The ICMA public safety consultants performed an initial two-day site visit, then returned for another two-day visit approximately three weeks later, in order to obtain as much information as possible from internal and external “stakeholders.” ICMA intended this portion of the overall project to be highly participatory. During these visits, therefore, consultants conducted extended personal interviews with approximately 30 stakeholders. These included representatives from various ranks within the GPDPS, business leaders, members of city government, educators, clergy, community advocates, realtors, and residents. All informants spoke very freely during these interviews while identifying an array of issues that proved to be vital to gaining an understanding of how the department is perceived externally and what community and department expectations are for a multiyear strategic plan. More informal interviews were conducted with members of the community via walking tours throughout the city.

Findings

Citizens indicated that violent crime is generally not a concern. The general public’s overall current perception or fear of serious crime is relatively low. (Note however, that the results of our on-line citizen survey suggest otherwise.) Relative to other American cities of its size, Grants Pass does not experience large-scale organized crime or significant racial tensions. Informants generally possessed a favorable and supportive overall impression of the department, its personnel, and the current administration. Police officers were repeatedly described as being responsive, professional, and effective. One member of the community stated, “whenever we needed help, they’ve been there.” Another stated, “when they give you their personal card—they mean it—they actually call you back.” Several citizens stated that their requests for additional police services resulted in directed patrols that were particularly effective. A number of individuals further indicated that the police in Grants Pass are fair in their dealings with citizens and “are able to defuse situations” before they develop to a point where an arrest must be made. One member of the business community noted, “I don’t see the cops treating the homeless people any differently than any other person.”

A continuing theme was a high level of concern over the amount of turnover that the department has experienced in recent years. Respondents noted that several key administrative positions had changed recently, leading to a perception that the culture of the agency was somewhat in flux. Several individuals who recently left the department occupied “key” positions, thereby leading to questions about the overarching philosophy and strategies of the department. ICMA notes that internal communication becomes critical in light of such change. ICMA recommends that the command staff develop and follow an internal communications strategy and continually seek feedback in order to keep rank-and-file officers fully informed.

Stakeholders agreed that the police currently appear to have a close relationship with city officials and that all parties “are operating on the same page now.” This is an apparent acknowledgment of the fact that many of the GPDPS’s most significant challenges (i.e., securing a stable source of

funding and managing the homeless problem) are in fact *community* challenges that must be jointly addressed. Several respondents indicated that both the current chief and his administration have generally been attempting to “build bridges and build trust with the community and with city officials.” Several individuals noted that it is critical for the chief and his senior command staff to appear at Chamber of Commerce meetings, public events, etc. in order to project a high level of community engagement. One individual noted “now there seems to be a new environment [within the department], they seem quicker to listen and to respond.”

Virtually all stakeholders made some reference to a “broken criminal justice system” in the county. One informant stated “the county still cannot get its criminal justice system properly funded—it is not going to change in the foreseeable future.” There was consensus concerning the fact that the county’s financial problems had a clear and direct impact upon the city and its police. Most informants made some reference to the political dynamics that are intimately related to the funding of criminal justice agencies in the state and in the county. In sum, the situation causes a great deal of frustration among all persons interviewed.

Internal and external stakeholders alike seemed intimately aware of the various problems that resulted from a lack of jail beds in the county jail and the city’s response to this challenge. Citizens and officers alike indicated that the Police Bureau went through an extended period where police officers were simply “not able to do their jobs” in terms of enforcing laws concerning nonviolent offenses. This financial problem particularly affected the Bureau’s ability to manage its homeless problem. Business leaders, residents, and police officers alike voiced significant frustration and dissatisfaction with the situation. Many pointed to the “camps” that were established by homeless persons within the city and in its environs as a source of disorder. A number of individuals explained the high concentration of homeless persons as a result of the “easy access” to social services that are offered within the city. One individual stated, “we’ve created an economy of handouts.” Many indicated that the vagrancy problem (in terms of minor crimes committed by homeless persons) “exploded” during the period when jail beds were not available. One individual commended the police saying, “the police did a good job of maintaining their professionalism during the catch and release period.”

All respondents indicated that the city’s current solution (i.e., renting a number of jail beds) is only a temporary and partial solution. All respondents seem to be searching for a long-term solution to this problem. Several people suggested that the police must have a clear policy and plan for dealing with the homeless (such as defining when lawful conduct crosses the line into “aggressive panhandling” or “disturbing the peace”) and must communicate this policy to the wider community. One person asked rhetorically, “is there a meaningful program or strategy to manage the homeless? If so, what is it?” Throughout the stakeholder interviews there seemed to be a recurring theme of individuals seeking “a long-range strategic public safety plan.” One person asked, “do we ever conduct a census – find out who these people really are? Not just aggregate numbers—find out what their problems are?” This same person recommended, “city officials—the Council and the police—they must clearly state this is what we will tolerate and what we won’t—they’re too busy responding rather than planning.”

Several respondents also noted that the department currently does not seem to have a comprehensive public information strategy.

Several respondents indicated that the county has a particularly low property tax rate (with approximately 70 percent of the land in the county owned by the federal government) and suggested various long-term funding solutions including a local sales tax, creating a fire or law enforcement district, and/or imposing additional fees on utility bills. It should be noted that ICMA considers the long-term solution for funding to be an external factor that is beyond the control of the department.

All respondents indicated however that the department “made real progress” once jail beds were again made available. This enabled the department to engage in an effective strategy of evidence-based policing (by focusing on hotspots). Several individuals noted that police morale improved almost immediately. Many citizens specifically identified the department’s nuisance intervention team (NIT) as an effective intervention strategy. One individual noted, “downtown business people are not making negative comments the way they had been.” Another stated, “they’ve addressed the biggest single complaint we had and now they have a plan to be even more proactive.” While this plan is understood and communicated verbally both within the department and in the community, at the time of the present study, there was no written strategic plan in place. The NIT unit targeted the downtown area and city parks for quality-of-life enforcement. Despite recent successes, however, most respondents indicated that the homeless or “vagrancy” problem has been present for many years and is likely to continue into the future. ICMA concurs with this assessment.

Several informants indicated that the police “have shown themselves to be community partners” and actually consider themselves to be part of the “fabric of the community.” A number of individuals suggested that this had not been the case in the past. There was a divergence of opinion as to whether or not the department is currently “fully integrated into the community.” Nevertheless, all noted that great progress has been made in recent years. Members of the faith-based community indicated that now the “police are aligned” with them in their efforts to address homelessness and its related social concerns. There was a suggestion, however, that individuals and organizations involved in homeless outreach projects “could be used as a better resource, more than how we’re being used now.” One individual noted particular satisfaction over the fact that, “the department and its officers are engaged in the community at multiple levels.” The consensus among all interviewed was that the police have a true interest in working with the community to improve the overall quality of life in Grants Pass. Several informants noted that the department played a critical role in supporting the new “sobering center,” which is expected to both further address the city’s homeless problem and free up additional jail beds going forward.

External Stakeholder “Open Community Forum” and Survey

On July 14, 2014, the ICMA consultants held an “open community forum” in order to explain the scope and methods of ICMA’s study and to obtain feedback from a wider cross-section of the community. The forum was held in the council chambers at city hall and it was attended by two

ICMA consultants and a number of city officials. Unfortunately, despite the fact that proper notice was published in a number of different ways, the meeting was only attended by two members of the general public. This approach therefore did not yield useful information.

In addition to the forum, ICMA sponsored a community survey. Working with city officials, the consultants constructed a survey instrument designed to assess the overall level of community satisfaction with the police, and to obtain a broad range of opinions, questions, and comments relating to the Police Bureau and its operations. The survey was conducted via Survey Monkey and all responses were anonymous.

A total of eighteen persons responded to the survey (n = 18). The following is an analysis of their responses:

Q1-Have you had contact with a member of the Grants Pass Police Bureau in the previous 6 months?

Yes -78%

No - 22%

Q2-In my contact with the police the officer was professional...

Strongly agree-67%

Agree-22%

Neutral-0%

Disagree-11%

Q3-In my contact with the police the officer treated me with respect...

Strongly agree-67%

Agree-22%

Neutral-11%

Disagree-0%

Q4-In my contact with the police the officer clearly explained where I could get help for the problems I might have had as a result of the incident...

Strongly agree-33%

Agree-56%

Neutral-0%

Disagree-11%

Strongly disagree-0%

Q5-In my contact with the police the officer was knowledgeable in dealing with the problems I was experiencing....

Strongly agree-44%

Agree-33%

Neutral-22%

Disagree-0%

Q6-In my contact with the police the officer was interested in my problem...

Strongly agree-44%

Agree-33%

Neutral-11%

Disagree-11%

Q7- In my contact with the police the officer promptly responded to my incident...

Strongly agree-22%

Agree-56%

Neutral-11%

Disagree-11%

Q8-Overall, I was satisfied with the way the incident was handled...

Strongly agree-44%

Agree-33%

Neutral-22%

Disagree-0%

Q9-In terms of overall performance, the city police bureau is doing an excellent job...

Strongly agree-43%

Agree-36%

Neutral-7%

Disagree-14%

Q10-The city police bureau deals with the citizens in a fair and courteous manner...

Strongly agree-29%

Agree-50%

Neutral-22%

Disagree-0%

Q11-In terms of fighting crime, the city police bureau is doing an excellent job...

Strongly agree-29%

Agree-36%

Neutral-29%

Disagree-7%

Q12-In terms of traffic safety, the city police bureau is doing an excellent job...

Strongly agree-36%

Agree-57%

Neutral-0%

Disagree-0%

Strongly disagree-7%

Q13-In terms of drug enforcement, the city police bureau is doing an excellent job...

Strongly agree-14%

Agree-14%

Neutral-57%

Disagree-7%

Strongly disagree-7%

Q14-In terms of crime prevention, the city police bureau is doing an excellent job...

Strongly agree-22%

Agree-43%

Neutral-29%

Disagree-7%

Strongly disagree-0%

Q15-My neighborhood is safe during the day...

Strongly agree-14%

Agree-36%

Neutral-43%

Disagree-0%

Strongly disagree-7%

Q16-My neighborhood is safe at night...

Strongly agree-14%

Agree-22%

Neutral-35%

Disagree-28%

Strongly disagree-0%

Q17-Downtown is safe during the day...

Strongly agree-7%

Agree-36%

Neutral-36%

Disagree-14%

Strongly disagree-7%

Q18-Downtown is safe at night...

Strongly agree-0%

Agree-7%

Neutral-43%

Disagree-43%

Strongly disagree-7%

Despite the low response rate, responses provide useful information. They suggest an overall high level of satisfaction with police services, but a significant perception and/or fear of crime in certain places (downtown), particularly at night.

Respondents indicated that they used personal observation as their primary means of formulating their opinions about the police (followed by newspaper accounts).

Ninety-three percent of respondents live or work within the boundaries of Grants Pass.

Respondents were given an opportunity to include narrative responses wherein they could voice their concerns and make recommendations for improving the Bureau. The vast majority of these comments were quite positive. Several noted a need for more resources (in terms of funding and personnel), “quality of life” enforcement, and a need for an increased level of community engagement on the part of officers.

Strategic Planning Workshop

The city and the department were asked to identify a cohort of approximately 12 to 15 individuals from within the GPDPS and city government who would be willing and prepared to engage in a day-long strategic planning workshop. The purpose was to draw out ideas from all participants in an effort to determine which issues are most important to the department and the city. A group of well-informed and dedicated individuals was assembled.

Please note: In light of the considerable work needed to fully develop and implement a comprehensive strategic plan (a process often lasting several months), ICMA strongly recommends that the department continue to utilize this group as a “strategic planning committee” going forward. This group can be supplemented or modified as necessary.

As stated previously, ICMA’s task was not to create or provide a strategy plan, but to assist the city and the department in developing one of their own. The consultants used the following methodology during the strategic planning workshop: 1) Visioning; 2) Mission Review/Alignment; 3) Articulation of Strategic Goals/Objectives; and 4) Group Consensus Building. (The complete agenda for the strategic planning workshop is attached as Appendix “A.”)

The information gleaned from the workshop should be used in conjunction with data obtained from stakeholder interviews, surveys, etc.

The workshop was facilitated by consultants Paul O’Connell and Leonard Matarese.

The strategic planning workshop was conducted for a full day on Tuesday, July 15, 2014. It commenced with a small group exercise that served as an icebreaker and was designed to highlight the importance of organizational mission and the multidimensionality of organizational performance. Participants were asked to identify an organizational mission and specific performance metrics for a municipal library system. The purpose of this exercise was to demonstrate to participants that development of performance metrics or organizational goals are useless unless there is a thorough understanding of organizational mission. Participants were shown that the true mission of a municipal library system was far more than simply “loaning books,” just like the mission of a police organization is far more than simply “arresting people.”

Visioning/Mission

The group was then led through a visioning process, whereby participants were asked to speculate and imagine a situation where fiscal and political concerns did not exist. The question they were asked to respond to was *“In a utopian world, if money were not an issue, what would the DPS police division look like?”* All of the participants’ responses were recorded and reported to the entire group. Participants openly shared the major components of their vision with the group. Responses were not grouped or categorized. Rather, these responses simply described a “desired state” as understood by the participants. The shared vision that developed described a department and environment where:

<ul style="list-style-type: none"> • There are plenty of resources 	<ul style="list-style-type: none"> • People feel safe.
<ul style="list-style-type: none"> • Employees are properly compensated. 	<ul style="list-style-type: none"> • There is a free flow of vehicular and pedestrian traffic
<ul style="list-style-type: none"> • Officers are well trained and equipped. 	<ul style="list-style-type: none"> • The department and the community have diversity.
<ul style="list-style-type: none"> • Employees and government officials are ethical. 	<ul style="list-style-type: none"> • There is open communication with the public
<ul style="list-style-type: none"> • The department engages the community 	<ul style="list-style-type: none"> • Crime prevention actually works.
<ul style="list-style-type: none"> • Department employees are actively engaged 	<ul style="list-style-type: none"> • Police officers and administrators are experienced.
<ul style="list-style-type: none"> • Property and personal crime is down. No organized crime. 	<ul style="list-style-type: none"> • Hard drugs like meth and heroin usage is down.

There were periods of robust discussion surrounding each of these comments.

Once the visioning exercise was concluded, the group was asked to address organizational mission. Specifically, participants were asked to think about the current “as is” state of the Police Bureau and to devise a mission statement that would help to move the Bureau toward its desired state (that is, the one described by the above visioning statements). This statement would clearly indicate what the Bureau intends to do and why. Participants were asked to devise a mission statement as if it were “brand-new,” and were encouraged to focus on new ideas and concepts, to think creatively, and to “think outside the box.” Participants were essentially asked to devise a new mission statement from the bottom up and to suggest new ideas about how the department could approach its future challenges. The purpose of this exercise was to draw out the essential elements upon which there was group consensus.

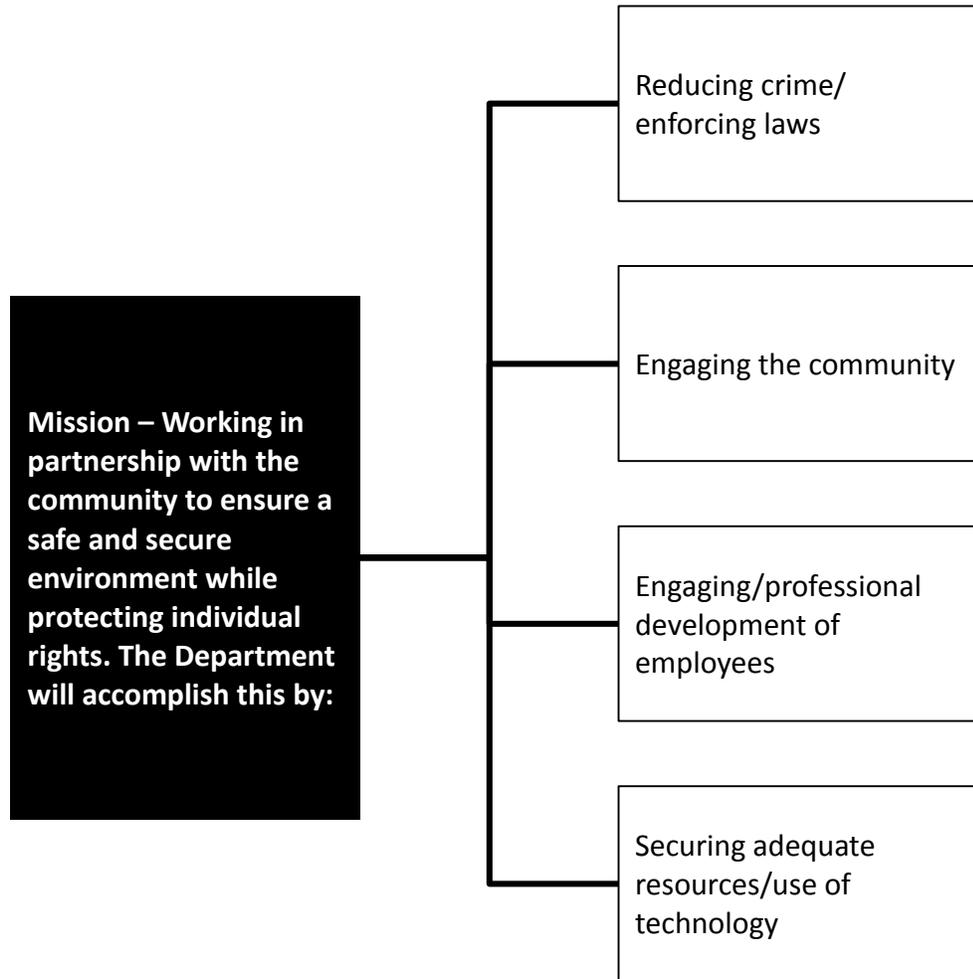
Specifically, participants were asked the following “*What exactly is it that we [the Department] intend to do, and how will we get there?*”

Rather than simply reviewing the existing mission statement, the consultants challenged the work group by asking them to ignore prior iterations and to answer the simple question, “*What do you [the department] do? And how will you do it?*” This led to a lively conversation whereby participants listed myriad services and functions that are routinely performed by sworn and nonsworn members of the department. As a prompt, participants were asked to use “reverse logic.” That is, they were asked to identify the circumstances, activities, assumptions, or attitudes that would cripple the organization and keep it from fulfilling its mission. The resulting conversation was quite fruitful and resulted in many identified functions.

The consultants listed and grouped these functions into several very broad categories. These categories were reviewed, vetted, and revised as necessary until an agreed-upon statement of mission was produced. The result was a “working mission statement;” in other words, the mission

statement that was produced was the one that had been understood, internalized, and 'lived' by these professionals.

The mission statement that was produced by the strategic planning work group reads as follows:



This understood or "lived" mission statement was then compared to the current mission statement which is published by the department.

The GPDPS' current mission statement reads as follows:

“Keeping Grants Pass Safe”

Our mission reflects the Grants Pass Department of Public Safety commitment to providing a safe environment for our community through the delivery of professional police, fire and public safety support services.

Purpose: We strive to provide high quality, courteous, caring, cost-effective, innovative and responsive customer service to the residents and visitors of the city of Grants Pass.

We strive to provide a highly trained, properly equipped, well-managed and unified workforce by providing a rewarding, positive and healthy environment for the long-term success of all employees.

We are committed to responding to our community's needs, expectations and desires by listening and involving members of the community in the services provided through the use of volunteers, citizen action efforts and opportunities for public comment.

Core values:

Integrity: to be morally sound, honest, and free from corruption – We do the right thing!

Professionalism: to conduct and carry ourselves responsibly as respected public servants – We pursue excellence!

Teamwork: To achieve organizational effectiveness and efficiency – We work together!

Service: to serve as guardians of our community's health and safety – We earn the right to serve!

Leadership: To set the standard on and off duty – We lead by example!”

Analysis/Findings

These two mission statements were analyzed by the consultants and reviewed and discussed in depth by the work group. It is clear that there is a considerable amount of alignment between both statements. Each of the essential elements of the statement that was prepared during the workshop is reflected in the existing mission statement. Both statements serve as clear statements of the overall purpose and approach of the Police department.

It was the consensus of the group, however, that the current mission and vision statement appears to be somewhat “wordy.” It was suggested that the department continue to review the current statement in order to determine whether it can be stated more clearly and succinctly, perhaps condensed into several tightly written sentences.

The essential finding here is that each of the participants not only understood the existing mission statement but had internalized each of its core elements. When asked to compare both statements, the entire group concluded that there was substantial alignment and congruity between the two. Had there been little alignment between these two statements, it would have been clear that the

mission statement was poorly understood and/or not being followed. This should be considered to be a substantial finding.

The work group concluded that the current mission statement was appropriate and that it did not require substantive revision (other than incidental editing or “wordsmithing” to reduce it to several tightly written sentences). ICMA recommends that the department revisit the phrasing of the existing statement during the next strategic planning committee meeting. Once the existing statement is finalized, it should be reviewed every three to four years.

Goals/Objectives

Once the organizational mission was vetted and agreed upon, the group began the process of identifying and outlining more specific organizational goals and objectives. To assist this process, participants were asked to perform a simple assignment. Note cards were distributed to all participants who were asked to record responses to the following questions: “*What is the single most important issue currently facing the department?*” “*What will be the most important issue facing the department in five years?*” and “*What is the best way for the department to be involved in these issues or prepared for these issues?*” They were asked not to sign their names and to be as thoughtful and honest as possible. The cards were collected, but their contents were not openly discussed before the group.

Findings

Responses were grouped and analyzed. Thirteen of the 16 responses (81%) identified “funding” as the single most important issue facing the department now or in the future. This should be considered to be a significant finding. Rarely is there such a high degree of consensus during such exercises. Clearly, the problem of securing a sustainable source of funding is a pervasive concern among members of the department and the city administration. An overall picture of a financially stressed agency emerged as this theme surfaced and was developed during the work group discussions. It was also continually echoed during internal and external stakeholder interviews, surveys, focus groups, etc. While this problem is in many ways outside of the immediate control of the police, it is clear that most members of the department as well as members of the wider community views this as a major threat to the department’s effectiveness in carrying out its mission. In many respects, the perception of a problem can be just as significant as the problem itself. It seems clear that the problem of funding is a very significant challenge to the department in the community.

Other responses during this exercise were not as clearly grouped. However, several respondents indicated that morale within the department has been quite low. Two respondents indicated that the problems encountered while attempting to integrate the department’s new IT system have led to a great deal of wasted time and frustration on the part of officers. Several respondents also indicated concern about the high level of turnover within the department’s administration.

Group Consensus Building (Towards Strategic Objectives)

The group was asked to collectively review the statements recorded earlier in the day in response to the question, “*What exactly do you do?*” They were asked to begin to consider more specific organizational goals relating to the various dimensions of the department’s performance. They reviewed the agreed-upon mission statement and its four broad goals and were asked to identify objectives for the department (i.e., specific steps the department would have to take to achieve its broad organizational goals). They engaged in a brainstorming session to identify as many objectives as possible. They were advised not to provide any criticism whatsoever and were informed that it was appropriate to “piggyback” on the ideas of others. They were also asked to identify objectives that others would suggest; ones they personally did not agree with. The idea was to identify as many organizational objectives as possible.

As participants offered specific objectives, they were continually asked, “*How so?*” “*Explain...*” The purpose was to more deeply explore their beliefs as well as the context of their understanding. Additionally, they were continually asked “*Why is this important?*” and “*Aren’t you doing that now? Why not?*” In this way, the consultants were able to obtain an accurate picture of how these participants viewed the current “as is” status of the department. Note: This workshop did not include a formal discussion of the “as is” state of the department. It was believed that ICMA’s detailed operational analysis and various methods of inquiry provide a relatively clear picture of where this department is and what its current strengths, weaknesses, opportunities, and threats (SWOT) are. Nevertheless, as a result of the robust discussions that took place during this workshop, all participants were able to express their personal understanding of both where the department currently is and where it should be going.

The process of identifying goals lasted for approximately 30 minutes. More than fifty objectives were identified, discussed and recorded. Participants were sent on a lunch break and the consultants worked to group and refine stated objectives. Upon their return, participants were asked to review the entire list and to identify any redundant or irrelevant objectives for removal. They were also asked to critically assess and refine each objective. For example, one objective that was initially identified was, “*Do away with the homeless problem.*” It was modified to “*manage the homeless problem.*” (Since participants viewed this as a continuing challenge for the department and the city of Grants Pass)

Once the entire list of objectives was reviewed, vetted, and revised as necessary, participants were asked to perform a simple exercise. Each participant was given three colored “sticky” notes and they were directed to place them on the boards. They were told “*Unfortunately, your department can only perform three of these objectives within the next three years, what three should they be?*” They were told to place only one sticky note next to each of the three choices. [This technique is generally referred to as a modified Delphi technique. Participants seemed quite comfortable with this technique in light of the city’s prior experience with departmental goal-setting exercises. Actual votes are shown in Appendix B.]

Once this exercise was concluded, the entire group reviewed the boards. They were asked to openly discuss the clustering and to share their thoughts as to whether they were surprised or not by the findings. Once again a very robust period of discussion ensued.

Following is the list of objectives put forth by the group and then categorized under one of the four broad organizational goals that were identified during the visioning/mission creation portion of the workshop. Those objectives that were not aligned with any of the four goals were disregarded for lack of alignment with mission. Finally, those objectives that received three or more votes (viewed as group consensus) are highlighted in bold to indicate strategic focus.

Reducing Crime
<p>Reduce UCR person and property crimes.</p> <p>Rapid response to high priority calls.</p> <p>Enforce quality of life/code violations (“Managing” homeless problem).</p> <p>Eliminate “hard” drugs (meth and heroin).</p> <p>Ensure free flow of vehicular/pedestrian traffic.</p> <p>Eliminate organized crime/gangs.</p> <p>“Managing” marijuana legalization issues.</p>
Engaging Community
<p>Develop/expand school resource officer program.</p> <p>Develop comprehensive community relations program/strategy.</p> <p>Increase quantity/quality of public education and community programs.</p> <p>Building public trust.</p> <p>Development of a public information strategy (effective use of website, social media, etc.).</p> <p>Partner in comprehensive communitywide homeless strategy/program.</p> <p>Citizens’ police academy.</p>
Securing Resources / Technology
<p>Improved recruitment strategy.</p> <p>Hire adequate # of officers.</p> <p>Reduce service demands (CFS).</p> <p>Properly equip officers.</p> <p>Effectively use/upgrade IT systems.</p> <p>Innovative/entrepreneurial partnerships/agreements re: jail/detention facility operations.</p>

Staff Development

Continuous in-service training for all members of the department

On-going executive development for supervisors

Articulation of career paths/career development.

Succession planning

Morale/engagement initiatives

Note: The objectives highlighted in red were identified by the work group as being objectives, but not as *primary* objectives for the department. These issues were however, repeatedly identified through our other methods of inquiry (citizen and police surveys, stakeholder interviews, etc.). ICMA concludes that they must, therefore, be included in determining the strategic focus of the department, going forward.

Once this exercise was completed, the group was asked to review those objectives that received three or more responses. They were asked to respond to two specific questions: “*Do these seem to be the major objectives for this department going forward?*” and “*Do these objectives seem to fit with the broad goals outlined in our departmental mission?*” The entire group strongly agreed with both statements. It should be noted that these objectives had substantial alignment with the findings of the surveys, operations review, focus groups, and interviews. Had they not, there would be a considerable amount of work to be done in terms of investigation and consensus building in order to align community and employee views and expectations with the stated mission. ICMA finds that this department is now properly positioned to design a multiyear strategic plan.

Participants in the strategic planning workshop were advised to prepare for “alternative case scenarios.” That is, they were cautioned to challenge their assumptions and to be continually alert for changing conditions (both internal and external). ICMA recommends that the planning committee identify and plan for several possible futures: possible, plausible, and probable. The key is to be able to use the department’s various performance measurement systems to monitor benchmarks. If benchmarks or milestones are continually not being reached, the planning team must make adjustments. They must be prepared to add new benchmarks and/or drop existing ones when it becomes clear that the strategic plan is at variance with current reality. This is the key to evidence-based practices that are being used successfully by many police departments across the country.

Analysis

The major purpose of the strategic planning workshop was the development of a shared vision and identification of clear objectives that align with the mission of the Police Bureau and GPDPS going forward. Specific strategies were discussed in relation to several objectives; however, time did not permit for the development of specific strategies to accomplish each of the major identified goals. This is a critical task that must be accomplished in the future, preferably by a standing strategic

planning committee. In this manner, the department will be able to develop a clear and achievable strategic plan that summarizes the results and decisions of the strategic planning process.

The consultants have analyzed the data obtained from the various surveys, stakeholder interviews, and analyses of the department's current operations, as well as the information gleaned from the strategic planning workshop in order to produce the list of potential strategic objectives over the next three to five years.

Using one of the strategic objectives by way of example ('rapid response to high priority calls'), the ICMA consultants have created a *Strategic Planning Framework* that will allow the department to operationalize the strategies that are selected. (See Appendix "C" This *Strategic Planning Framework* should be used as the template for strategic plan and should position the Police Bureau and the GPDPS well for future success.

This project has accomplished the following:

- The mission and goals for this department have now been clarified and fully aligned.
- Workshop participants and a variety of internal and external stakeholders have been engaged to identify a number of key strategic objectives that have been prioritized.

Recommendations: Steps for Finalization of the Strategic Plan and Development of a Specific Action Plan

The following is a listing of recommended next steps for the GPDPS in its strategic planning process:

- The Police Bureau and GPDPS must now communicate and obtain necessary buy-in for the Mission, Goals and Strategic Objectives by necessary stakeholders.
- ICMA recommends that a strategic planning committee be empaneled. This committee should be made up primarily of participants from the strategic planning workshop, supplemented by additional members as necessary.
- The department must work with the city and other key stakeholders to reach consensus on the strategic objectives emerging from the workshop in terms of importance, timing, and feasibility. A critical task will be to identify short-term and long-term goals.
- Once consensus is reached, the critical task for the GPDPS and its strategic planning committee is develop concrete action plans/strategies that operationalize each of its stated strategic objectives. They should use the Strategic Planning Framework template to accomplish this task over the next several months.
- Each action plan must clearly articulate the following elements:
 1. What exactly will we do?
 2. Who will do it?
 3. How?
 4. How much it will cost? [In terms of time and resources.]
 5. By what date? [i.e., a specific timeline with stated milestones.]
 6. Anticipated barriers.
 7. How will performance be measured and evaluated?
- The department must identify critical success factors (e.g. what support is needed from within the department, from city administration, and from the community in order to carry out this plan).
- It will also be necessary for the department to clearly communicate this plan to its members and to the wider community.
- Once the department's strategic plan is finalized and published, it should be monitored regularly. Unit heads and individuals with assigned tasks should be called upon to report their relative degree of progress each quarter. Departmental and unit goals should be continually addressed at all command staff meetings and at all formal meetings between the police chief and the city manager.

- Goals should be adjusted as necessary. The department’s strategic plan must not be viewed as an inflexible blueprint for action.
- ICMA recommends the strategic planning committee contemplate “alternative case scenarios” for each of its key action plans, to include several possible futures (possible, plausible, and probable). In this way, GPDPS’s strategic plan can be modified to accommodate changing conditions (both internal and external).

Conclusion

ICMA wishes to, once again, formally commend the city, the department, and the people of Grants Pass for their foresight in designing a strategic planning process that is thoughtful, self-reflective, transparent and logical. We have every confidence that this department will remain effective, efficient, and responsive to the community of Grants Pass.

Appendix A: Strategic Planning Workshop Agenda



9:00 Introduction: Description of what we wish to accomplish in this workshop, how we intend to proceed, and general “ground rules.”

9:10 Small group exercise (the importance of organizational “mission” and the “multidimensionality of performance”)

9:30 “Visioning” process (participants will be asked, “In a utopian world, if money were not an issue, what would the DPS Police Division look like?”)

10:00 Development of organizational mission (i.e., “What we intend to do, and how we will get there.”)(Note: Participants will be asked to think creatively about a mission for this Department. After drawing out the essential elements, upon which there is consensus, the group will examine the existing mission statement.)

11:00 Development of broad organizational goals (flowing from agreed upon mission statement). This will be a brainstorming session to identify as many goals as possible. Participants will be advised not to provide any criticism and that it is appropriate to “piggy back” on the ideas of others. (Note: This will necessarily entail a discussion of the Department’s current “as is” capabilities concerning these performance areas; the consultants will introduce findings from the ICMA police operations report, as necessary.)

12:00 Lunch (ICMA consultants will work to group goals into various dimensions of performance)

1:00 Review of (grouped) organizational goals (i.e., various dimensions of performance); revision of goals as necessary.

2:00 Operationalizing of stated goals; identification of available or desired performance measures for each stated goal.

3:00 Break

3:15 Guided discussion: “What factors/forces will help/hinder us from achieving these goals?” “What can be done to reduce the effect of these forces?”

3:45 Next steps: “Action planning”; How to develop an action plan; the identification of short, mid-range and long-term goals; and the need for continuous review and revision (as necessary).

4:15 Preparation for “alternative case scenarios”

4:30 Conclusion of workshop.

Appendix B: Group Consensus on Strategic Objectives

The following is a list of strategic objectives put forth by the group and the number of votes during the Group Consensus exercise.

- Rapid response to 911 calls – priority one (6).
- Development/expansion of the school resource officer (SRO) program (3).
- Continuous officer training (in-service training, specialized training, executive development, cross training^{1*}, etc.) (3).
- Get/take more control of external criminal justice processes/become more entrepreneurial, seek new partnerships and agreements (3).
- Succession planning for members of the Department (3).
- Improved recruitment of officers (“*Hiring of good people.*”) (3).
- Properly equipped officers (3).
- Educating the public/increase programs (crime prevention, target hardening, etc.) (3).
- Increased/better use of technology (2).
- Enhanced code enforcement (2).
- Obtaining/retaining public trust (2).
- Officer engagement (personally and continuously) (2).
- Hiring additional officers (2).
- Enforcing laws equitably and fairly (1).
- Career development/designated career path for officers (1).

The remainder of the listed goals received either one or no responses during this exercise.

¹ It should be noted that the question of whether or not the Police Bureau should develop into a fully integrated Department of Public Safety (with police officers trained as firefighters and firefighters trained as police officers) was not specifically identified as a goal or objective during this workshop. Nevertheless, a brief discussion did take place wherein the participants considered the cross training of police and fire administrators. This topic was also addressed during the open community forum. It appeared that there was little interest in cross training rank-and-file members of the two departments but that cross training for supervisors (so that they could work seamlessly during emergencies) was universally supported.

Appendix C: Strategic Planning Framework

Strategic Objectives (What we will prioritize)	Benchmarks (What does that look like?)	Strategies (How will we get there?)	Measurements (How will we know we are on the right track?)
<p>[This is provided as an example]</p> <p>Rapid response to high priority calls</p>	<p>50% decrease in 911 response time from [# As Is minutes] to [# minutes] over a three-year period</p> <p>Minimum annual decrease in response time</p> <p>Year 1: 25%</p> <p>Year 2: 15%</p> <p>Year 3: 10%</p> <p>80% citizen satisfaction rate on annual survey</p> <p>Reduce overall rate of non-emergency/"non-officer required" calls for service by ___ %</p>	<p>New training for dispatch center staff</p> <p>Assess call type prioritization</p> <p>Review/realign shift staffing</p> <p>Review/realign sector staffing</p> <p>Create new officer and patrol supervisor training for handling/clearing certain call types</p> <p>Coordination with EMS</p> <p>Increased use of electronic report taking/submission through department website</p>	<p>Avg. Response time by sector</p> <p>Avg. response time by call type</p> <p>Avg. response time by shift/hour</p> <p>Citizen satisfaction surveys</p> <p>Internal committee/task force to review and reduce non-emergency calls for police service</p> <p>Continuous review at monthly command staff meetings</p>