

Agenda

Greensboro City Council

COUNCIL WORK SESSION
TUESDAY
22 FEBRUARY 2011
2:30 P.M.
PLAZA LEVEL CONFERENCE ROOM

Speakers from the floor on **non-agenda** items from 2:30 – 3 p.m.

1. Update from the Greensboro Partnership.
2. Police Department Patrol Restructure and Strategy.

Attachments will be provided in this week's Items for Your Information.

Prior to the date of the briefing, contact Channel 13 at 333-6922 if you have electronic presentations.

Any individual with a disability who needs an interpreter or other auxiliary aids or services for this meeting may contact the City Clerk's Office at 373-2397 or 333-6930 (TDD).

MEMBERS OF COUNCIL

WILLIAM H. KNIGHT, Mayor
NANCY VAUGHAN, Mayor Pro Tem
ROBBIE PERKINS, At Large
DANNY THOMPSON, At Large

T. DIANNE BELLAMY-SMALL, District One
JIM KEE, District Two
ZACK MATHENY, District Three
MARY C. RAKESTRAW, District Four
TRUDY WADE, District Five

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February 9, 2011

TO: Rashad Young, City Manager
Michael Speedling, Assistant City Manager

FROM: Kenneth C. Miller, Chief of Police

SUBJECT: Reorganization of the Greensboro Police Department

Over the past several months, the Greensboro Police Department has examined itself in respect to its operating philosophy, service delivery and engagement with the community it serves. The department's reorganization is predicated upon redeveloped mission and core values statements, a desire to enhance community trust, what are known to be best practices in policing, and an approach that would be cost neutral or provide sustained savings of any type. Under this framework, department staff worked through an assessment of functions and structure with the following objectives in mind:

- Enhance our proactive capacity to continue to reduce/prevent crime;
- Create a neighborhood focus and improve interactions at the neighborhood level;
- Promote of collaborative problem-solving with our communities and other service providers to prevent crime and improve quality of life;
- Promote effective strategies to address repeat and serious criminal offenders;
- Maintain responsiveness to citizen service calls without such calls dominating police resource utilization;
- Reduction of overtime expenses associated with unbalanced distribution of employees-to-workload.

This document describes the proposed changes, expected service delivery improvements, costs and anticipated savings.

Mission and Policing Strategies

Throughout fall and winter 2010, the department met to develop new guiding principles. When the draft was completed, it was circulated for feedback throughout City government, in the media, on our Website, and at all of several community-wide forums. With that work being complete, our new mission (attached) is to prevent crime and improve each neighborhood through innovative, proactive policing, and by developing effective problem-solving strategies and community partnerships. We intend to operate with the core values of honesty, integrity, stewardship, respect, trust and accountability. In assessing our functions and structure against these principles and the reorganization objectives, we determined that we must reconsider the patrol service delivery model, emphasize both reactive and proactive service needs and capacities, and align investigative and support functions to best serve the interests of neighborhood-based crime reduction/prevention.

There are a few contemporary policing models that are both popular and effective. And, although they are often implemented as single dominant philosophies or models of policing, we believe they are best implemented as complimentary strategies. These include predictive, intelligence-led and problem-solving policing. Predictive policing embodies the work made famous through Chief Bill Bratton's CompStat initiative. Although primarily an accountability mechanism, CompStat measures suppression efforts predicated on keeping abreast of where and when crime is happening and flooding those areas with task-oriented officers when the crime is expected to occur. Intelligence-led policing focuses on those offenders and networks of offenders who create the greatest safety risks to a community and prioritizing primarily enforcement and prosecution attention on them. Problem-solving policing focuses on understanding the conditions that cause crime to occur where it is happening and crafting partnerships and strategies to mitigate such conditions and therefore prevent crime from occurring. Problem-solving policing examines not only offender activities, but also the roles of place, time and victim behavior in identifying underlying drivers of crime. All three strategies are technology and data analysis intensive and reliant, and effective problem-solving requires the greatest level of interaction and planning with community residents and other service providers.

As police professionals debate what to call a blended model, many have referred to it as the New Community Oriented Policing. This label refers to the blending of enhanced technological decision making tools available to police with the recognition that police must continue to interact with their individual community stakeholders to effectively prevent crime, improve quality of life and enhance community trust in police. Whatever name we select for this approach in Greensboro, our adoption of this blended model places us at the forefront of the movement.

Key Restructuring Change

Patrol Support Bureau

- Incorporates Watch Commander, Watch Operations, and Telephone Reporting Unit under one command;
- Supervises the Facility Security contract and staff
- Watch Commanders reduced from 4 to 3 lieutenants, covering 6pm-6am hours only. During the day, division commanders or their respective lieutenants will be available and responsive for incident command purposes.

Patrol Divisions—Generally

To meet the restructuring objectives, staff began with our single greatest priority – patrol divisions. In examining patrol performance, we recognized a need to shift from a 'generalist' to a 'split-force' staffing configuration. In a generalist configuration, officers handle citizen service calls dispatched over the radio *and* handle all proactive policing assignments, including working with communities and other service providers to solve problems that lead to crime and quality of life concerns. In a split-force configuration, each patrol division staff is separated into *two functional stacks* –one that handles citizen service calls and one that focuses completely on proactive policing and community engagement to solve problems that lead to crime and quality of life concerns. There are two primary reasons for this approach: first, effective problem solving and crime suppression require dedicated proactive time that is otherwise entirely unpredictable when officers must also answer citizen service calls; and secondly, the generalist configuration generally produces radio driven outcomes –that is, officers tend respond primarily

to the dispatch traffic via the radio. By managing the interests separately, we can most effectively measure and staff the true sizing needs of the reactive force and appropriately improve and assess our proactive capacities and size them in a way that meets community needs.

GPD proposes to add a second lieutenant to each patrol division to enable it to best manage both the reactive and proactive functions. In this manner, command personnel will be responsible for managing staff availability and focus. The reactive side will focus on maintaining effective response times and addressing citizen service calls. The proactive side will focus on suppression and collaborative problem-solving. Each side of patrol operations will have a greater sense of purpose and planned direction, resulting in more effective and efficient deployment of patrol resources. Patrol district sizing will be determined by workload dimensions rather than the current method of equivalent staff sizing.

All divisions retained their core Community Resource teams. These teams are critical to the communications linkages with our neighborhoods and their leadership. It is a function that serves to connect police resources to community needs and helps us manage our relationships.

Currently, patrol is staffed with 391 sworn staff. The restructuring proposal increases that number to 441 sworn staff, including the addition of the 30 new grant funded positions. The result is staffing plan that we believe matches reactive force size to 911-driven workload, and creates an estimated proactive capacity of 31%. While this is short of the 40% we desire to achieve, we believe that efforts to better manage deployments, schedules, and time on other tasks will help us better assess the true proactive capacity of the patrol force.

Central Division

- Add two 12-officer Center City Resource Team squads to cover nighttime nightclub related monitoring and enforcement;
 - Eliminates CCRT related annual overtime expenditures of \$130K;
 - Evening proactive and problem-oriented policing efforts;
- Add one 9-officer Community Resource Team for proactive and problem-oriented policing initiatives;
- Includes 60 CFS officers;
- Sworn staffing increases from 103 to 120 personnel.

Southern Division

- Adds two 8-officer Community Resource Teams for proactive and problem-oriented policing initiatives;
- Includes 72 CFS officers;
- Sworn staffing increases from 96 to 112 personnel.

Western Division

- Adds two 6-officer Community Resource Teams for proactive and problem-oriented policing initiatives;
- Includes 56 CFS officers;
- Sworn staffing decreases from 94 to 92 personnel.

Eastern Division

- Adds two 8-officer Community Resource Teams for proactive and problem-oriented policing initiatives;
- Includes 72 CFS officers;
- Sworn staffing increases from 96 to 112 personnel.

Investigations Bureau

Staff reviewed the Investigative Bureau with the goal of reducing the level of specialization, better support of Patrol operations, and increasing evening availability to reduce overtime expenditures. As a result, the Investigative Support Division (ISD) was eliminated and its staff rotated to other functions in Criminal Investigations Division, Vice and Narcotics or Patrol.

Criminal Investigations Division

Criminal Investigations currently handles all follow-up investigations on every crime. The resulting workload forces detectives to attend to many cases with no solvability factors. Additionally, many such cases are minor in severity and can effectively be followed-up upon by patrol officers, so we will begin assigning many of these cases back to patrol officers. Typically, cases with low or no solvability factors are not solved until a subject is taken into custody for a different offense and he or she confesses to the unsolved crime.

- Add one lieutenant to separate violent and property crimes and balance excessive workload at that level.
- Create a homicide cold-case function to continue examining aged homicides to increase closures. Two detectives – one from Homicide and one from ISD.
- Add a criminal apprehension team to support rapid apprehensions of violent and priority offenders in both Investigations and Patrol.
 - This unit's function will free up time detectives and field officers spend searching for suspects, allowing them to remain focused on their primary functions;
 - The function and its partnership with the US Marshal Service adds resources and equipment accessibility that will create a high impact team;
 - Move 6 officers from ISD; combine one Violent Fugitive Task Force Officer.
- Divide Property Crimes into three squads (A, B, PM).
 - PM Investigations will cover hours of 1730-0430, reducing overtime hours associated with call-back to major crimes by an estimated 38% or \$27,922;
 - Maintains after-hours detective presence to assist in immediate follow-up to leads in major crimes and improve case closure rates;
 - Detectives will carry property crimes case load as Squads A & B will.

Vice & Narcotics

Vice and Narcotics is resembles its prior configuration with the exception of the creation of the Criminal Intelligence and Gang Enforcement Section. This section combined from separate and larger functions in ISD. The number of staff was reduced. Task Force officers were shifted from ISD. About two years ago, the GPD added the Tactical Narcotics Team (two squads of 8 sworn employees). These squads work field drug investigations and provide the patrol divisions with support they need and desire from a dedicated street-drug

enforcement unit. The TNT operates under V&N, but functions at the direction of patrol divisions.

Support Bureau

The Support Bureau houses many of the organizational functions that do not cleanly fit within other bureau structures or that require some degree of centralization or specialization to ensure the greatest levels of coordination and service delivery. It is comprised of Special Operations Division, Operational Support Division and the Forensic and Evidence Services Division.

Special Operations Division

- Retained the Traffic Safety Unit to manage fatality and interstate collision investigations, and reconstruction investigations;
- Dismantled a 5-officer hit & run collision follow-up investigation squad and rotated three positions back to Patrol and two to Operational Support;
- Rotated responsibility and supervision for all tactical Special Teams and Mobile Command Post from ISD to SOD.

Operational Support Division

- Retained all nine PNRG officers
- Added a second School Resource sergeant to provide better supervision of 16 School Resource Officers, and provide support to the development of a truancy program in partnership with Guilford County Schools;
- Dismantled the Warrant Squad and established the Priority Offender Program with the same number of sworn staff – one sergeant and five officers.
- Added two Arrest Processing officers to facilitate intake of arrestees that must be managed by officers. This function will significantly reduce out-of-service time for officers making arrests, as one officer can manage a number of arrestees in custody at the jail. Additionally, GPD will make use of its Reserve Officers to augment this function on weekend nights.

Management Bureau

The Management Bureau houses the budgeting, personnel, planning and training functions of the department. It is largely comprised of non-sworn personnel. Several years ago, the department eliminated its Planning & Research function. I believe it is a mistake for a police organization of GPD's size to operate without this function, as it unnecessarily burdens non-planning staff with the administrative business of research, planning, accreditation and reporting functions. Additionally, it creates a lack of consistency in the administrative work of the department.

Research, Planning and Analysis Division

- Add one captain from ISD;
- Add one sergeant;
- Incorporate the Crime Analysis Unit into this unit (4 Analysts)

Office of the Chief

There are no staffing changes.

Costs

The cost for promoting an additional three lieutenants [\$26,930.10] and two sergeants [\$51,445 (five total sergeants)] is \$78,375.10. A reduction of twelve corporals [\$57,862] reduces the position cost coverage to \$20,513.10. Overtime savings calculations include \$130,000 for nighttime nightclub functions and \$27,922 in anticipated savings from reduced frequency of detective callouts, for a total overtime savings of \$157,922 annually. The total cost offset between promotional costs and overtime savings is \$137,408.90.

Patrol Staffing Formula

We revisited the department's patrol staffing formula to properly assess how staffing needs were calculated. We divided the formula into industry accepted categories that are measurable and independently manageable, knowing that in the coming years we could expect to do more with less. These categories and their descriptions are as follows:

- Shift Relief Factor. A shift relief factor accounts for all benefit time anticipated and it predicated on past benefit time taken. This includes vacation, holiday and sick leave, as well as medical, military and other types of sanctioned leave.
- Administrative Time. Administrative time is a calculation that provides for duty time that is consumed in Line-up, in meetings, and provides required time for bathroom and lunch breaks.
- Citizen Service Calls. All officer initiated calls were removed from this calculation except those that one could reasonably expect to generate a call from a citizen (eg. collisions, disabled motorists, burglary alarms, assaults, etc.). Total hours spent on citizen service calls was calculated.
- Proactive Time. Proactive time is a subjective category that helps a department size its patrol force in a way that best meets its proactive and prevention model. Police agencies typically try to size their proactive strength at 30-50% of the force necessary to handle the citizen service calls after shift relief and administrative time factors are considered. For example, High Point PD staffs at the 50% proactive level. In the GPD, our goal would be to achieve a 40% proactive level to meet our proactive approach.

By calculating the citizen-generated workload and backing out shift relief and administrative time, we can largely conclude how many officers we must field to handle the reactive workload. Factoring in response times is less scientific for police departments than perhaps fire departments, as police are infrequently stationary, often respond to calls outside of their assigned zones and may be away from an assigned zone for an extended period of time. By splitting the reactive and proactive forces, we can better evaluate and manage our reactive force and its sizing to best minimize 'call swarming' as well as the burden that 911 places on the overall patrol force.

KM

Greensboro Police Department

**Disciplinary Policy Changes
and
Reorganization Plan**

February 15, 2011

Chief Ken Miller

Greensboro Police Department

Discipline

Greensboro Police Department

Disciplinary Framework and Core Changes

- **Goals:**
 - Create a disciplinary program that is fair and consistent to employees;
 - promote a well-managed and disciplined workforce.
- **Fundamentals:**
 - Employees have an opportunity to be heard before allegations are adjudicated or discipline is administered;
 - Employees may request an independent chain of command review for just cause;
 - No cross examination of colleagues by accused employees;
 - No right to legal representation in process or hearing.

Greensboro Police Department

Disciplinary Framework and Core Changes

- **Adds a Disciplinary Philosophy:**
 - Governs the application of all disciplinary action;
 - Assesses aggravating and mitigating actions;
 - Applied consistently by all who recommend discipline;
 - Considers-
 - Motivation of employee
 - Degree of harm
 - Intentionality of error
 - Experience
 - Past record
- **Investigative Processes:**
 - Reduced to 60 calendar days
 - Internal Affairs standardized formatting

Greensboro Police Department

Disciplinary Framework and Core Changes

- **Conduct Rules:**
 - Isolates specific behaviors to promote a better understanding of what is happening where within the GPD;
 - Adds conduct rules for use of force, arrest/search/seizure, and driving –
 - High Liability and dangerous events;
 - Enables managers to quickly assess emerging issues/trends in these high liability/dangerous areas.
 - Core restructuring consistent with automation needs

Greensboro Police Department

Reorganization

Greensboro Police Department

Mission and Core Values Review

- **Established New Mission and Core Values**
 - **Mission:** GPD will prevent crime and improve each neighborhood through innovative, proactive policing, and by developing effective problem-solving strategies and community partnerships;
 - **Core Values:**
 - Honesty
 - Integrity
 - Stewardship
 - Respect
 - Trust
 - Accountability

Greensboro Police Department

Reorganization Process and Objectives

- **Examined – against mission and values:**
 - Operating philosophy
 - Service delivery
 - Community engagement
- **Reorganization Objectives:**
 - Enhance proactive policing capacity
 - Neighborhood focus
 - Improve capacity for collaborative problem-solving
 - Better address serious/repeat offenders
 - Maintain responsiveness without 911 dominating police resource utilization
 - Reduce overtime costs
 - Cost neutrality for reorganization

Greensboro Police Department

Policing Strategies

- **Dominant Policing Models:**
 - Predictive Policing
 - Intelligence-Led Policing
 - Problem-Oriented Policing
- **The New Community Oriented Policing:**
 - Blending of these policing models;
 - Technology enhances timeliness and accuracy of decisions for strategies and resource utilization;
 - Police must interact with community stakeholders to effectively address crime and quality of life concerns.

Greensboro Police Department

Restructuring of Patrol Operations

- **Staffing Approach:**
 - Shift to 'Split Force' patrol division staffing model
 - Dedicated reactive 911 response force
 - Dedicated proactive problem-solving force
 - Increases availability to effectively solve problems
 - Reduces radio-driven focus and dominance on activities
 - Improve ability to manage/measure field staffing needs
 - Goal of 40% proactive capacity in each patrol division
 - Patrol staff reallocation plan achieves 31% proactive capacity.

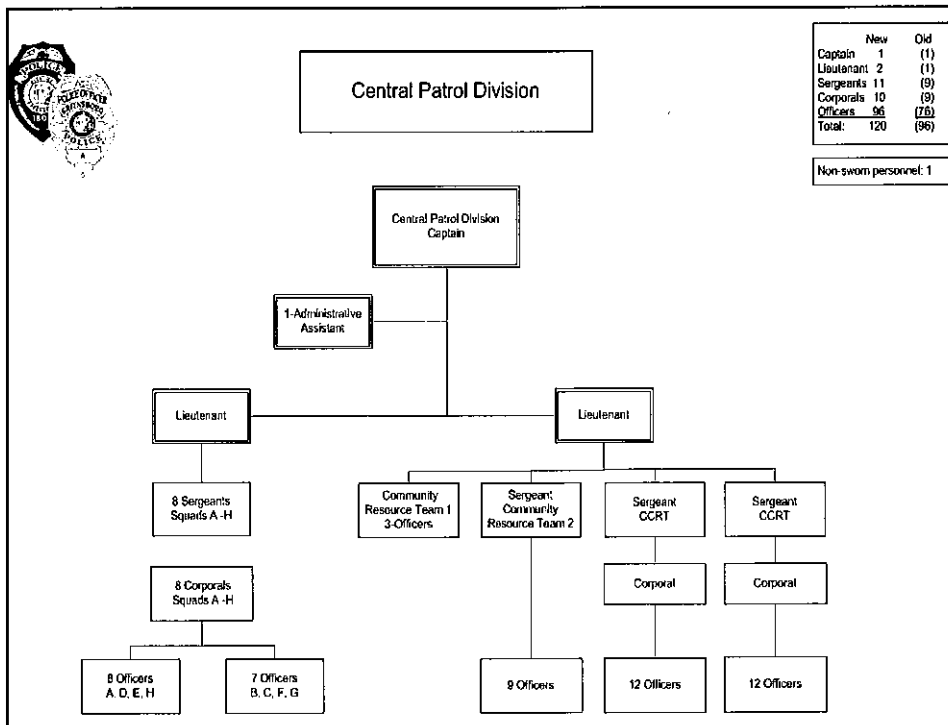
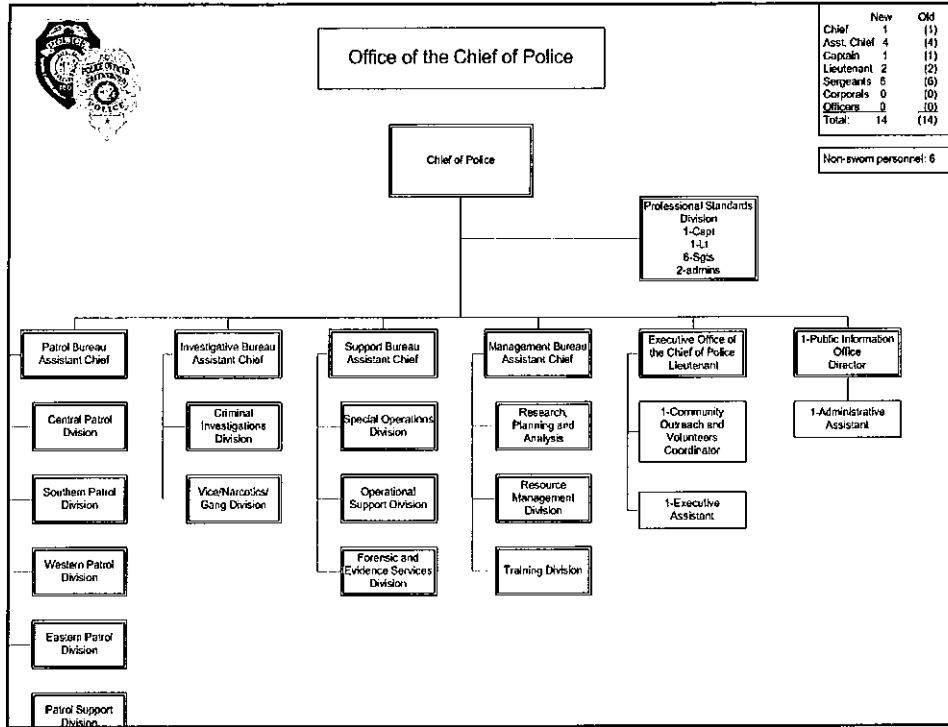
Greensboro Police Department

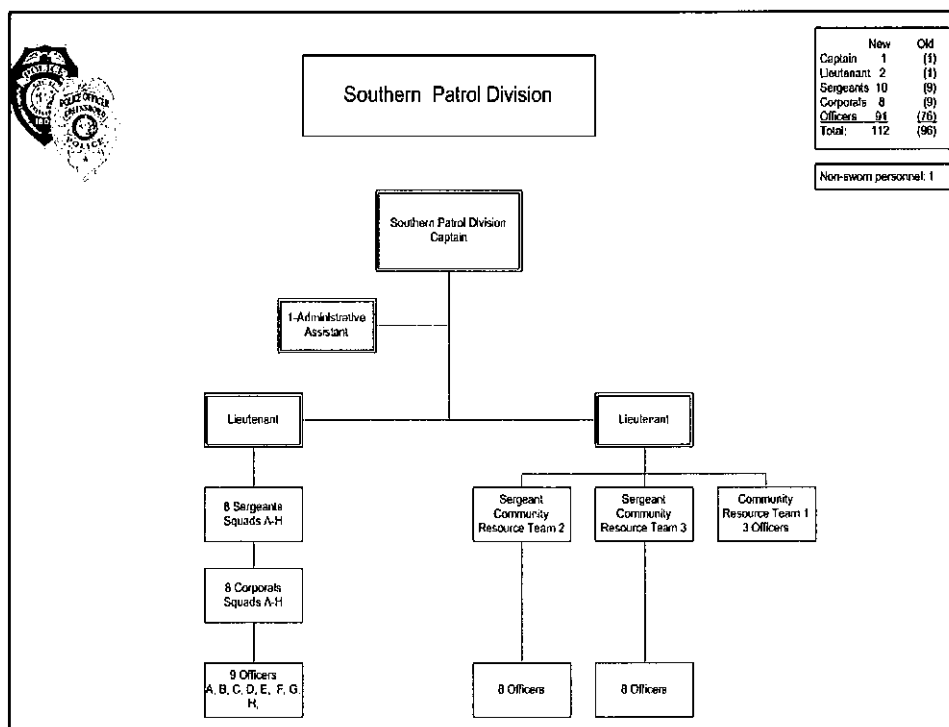
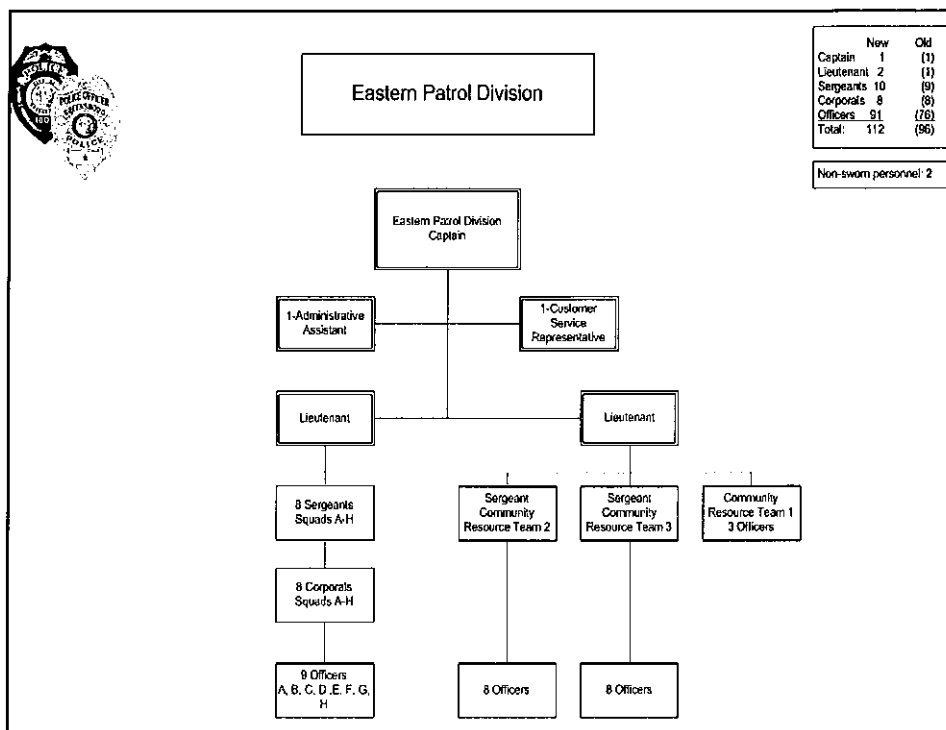
Reorganization: Other Core Changes

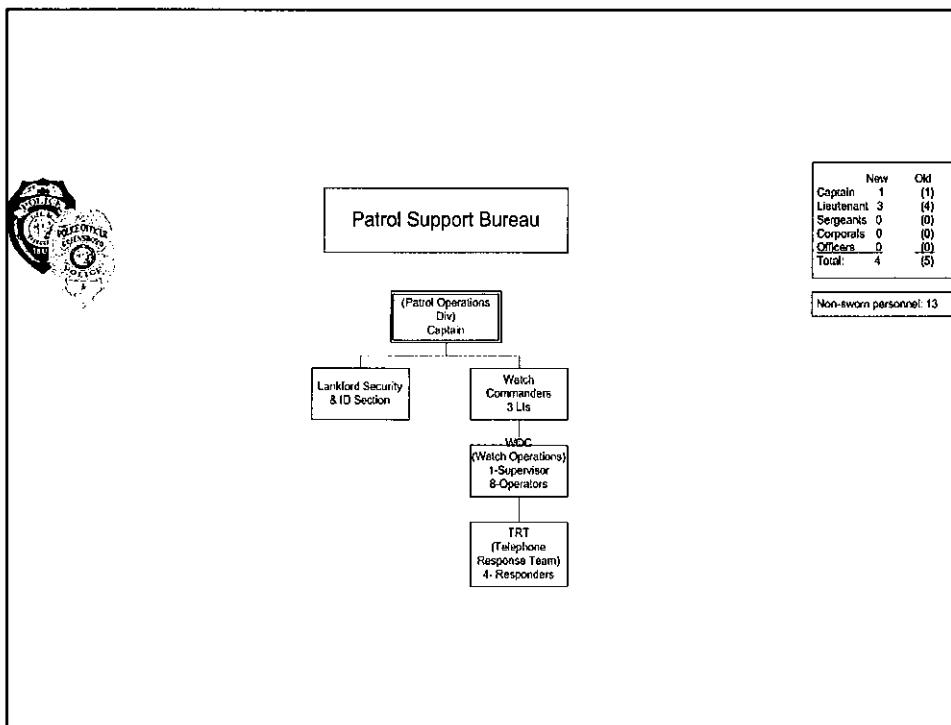
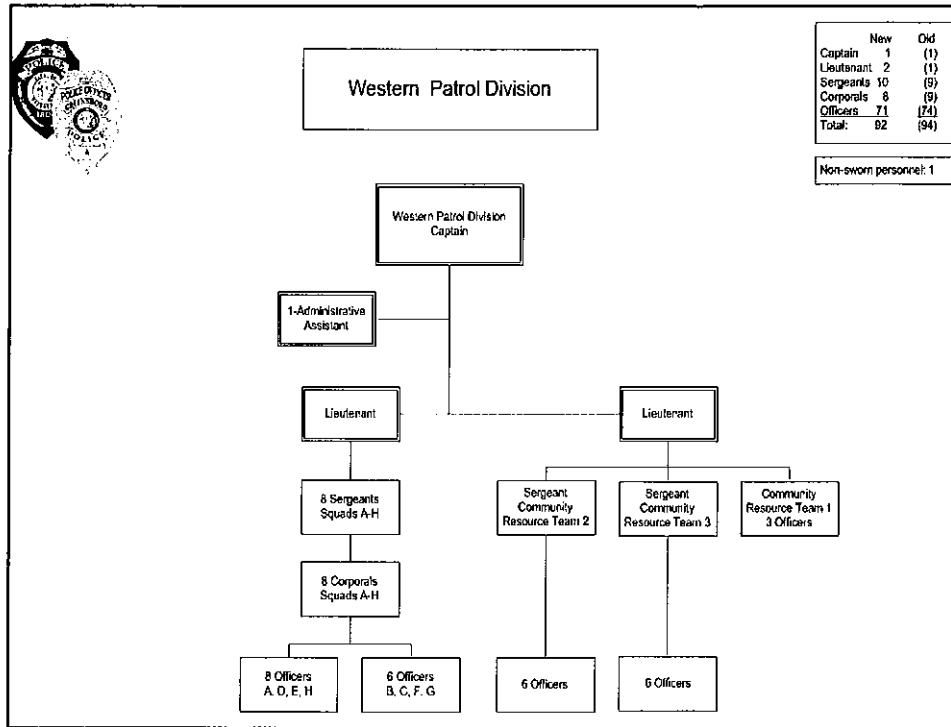
- **Changes in Patrol:**
 - Added 19 current officer positions to Patrol
 - Community Resource Teams retained/expanded
 - Police Neighborhood Resource Centers (PNRC) retained
 - Division staffing levels dictated by workload
 - Added a second lieutenant to each patrol division
 - One to manage reactive performance/staff
 - One to manage proactive performance/staff
- Eliminated the Investigative Support Division
- Added a Priority Offender Unit
- Added a Research, Planning & Analysis function

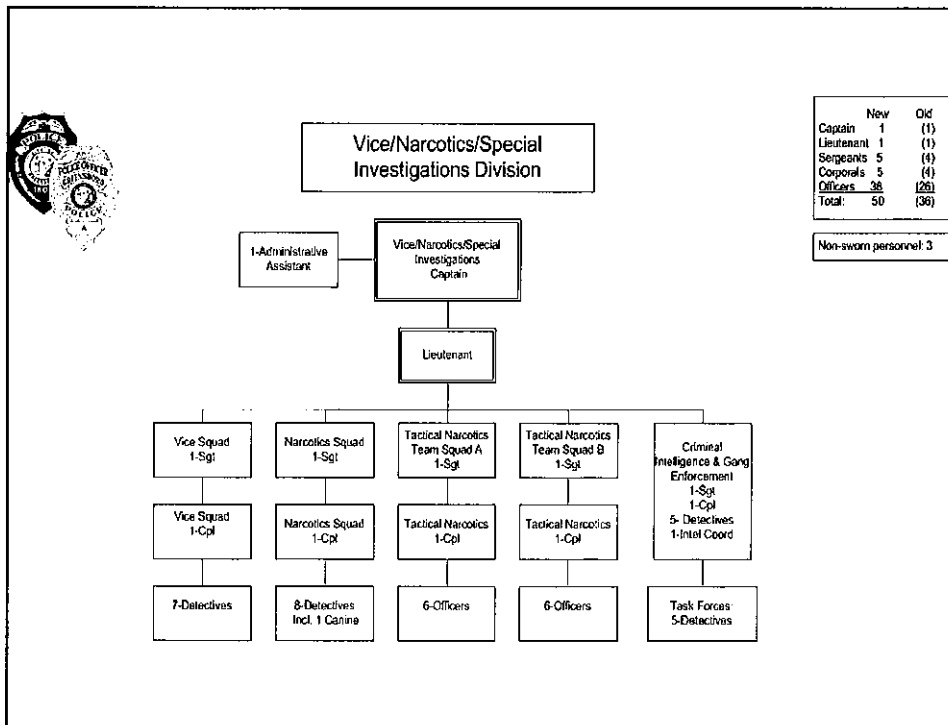
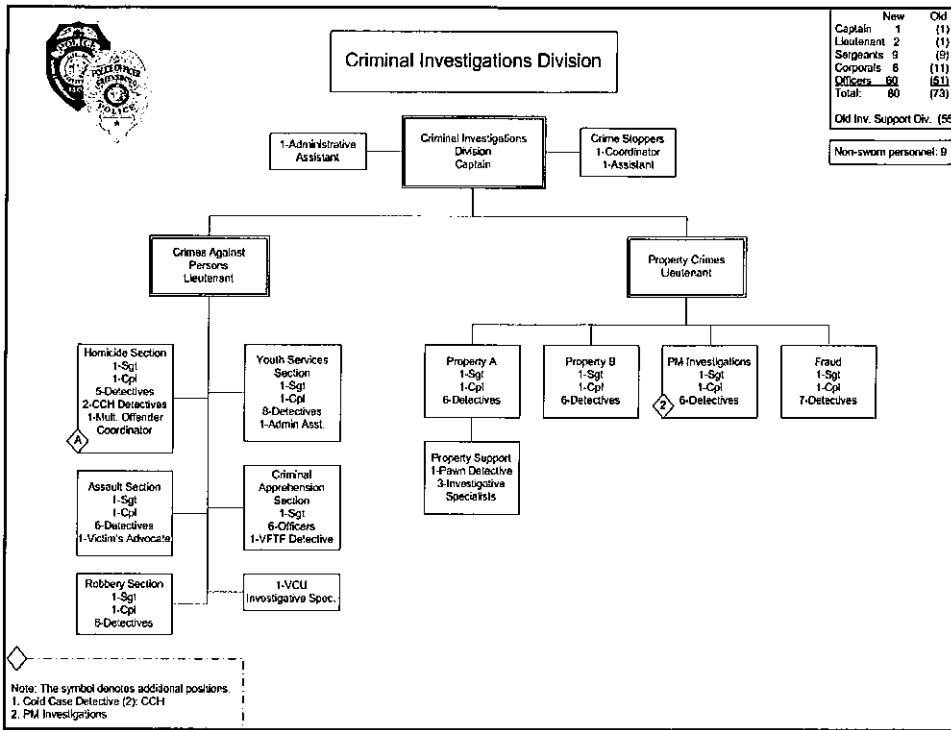
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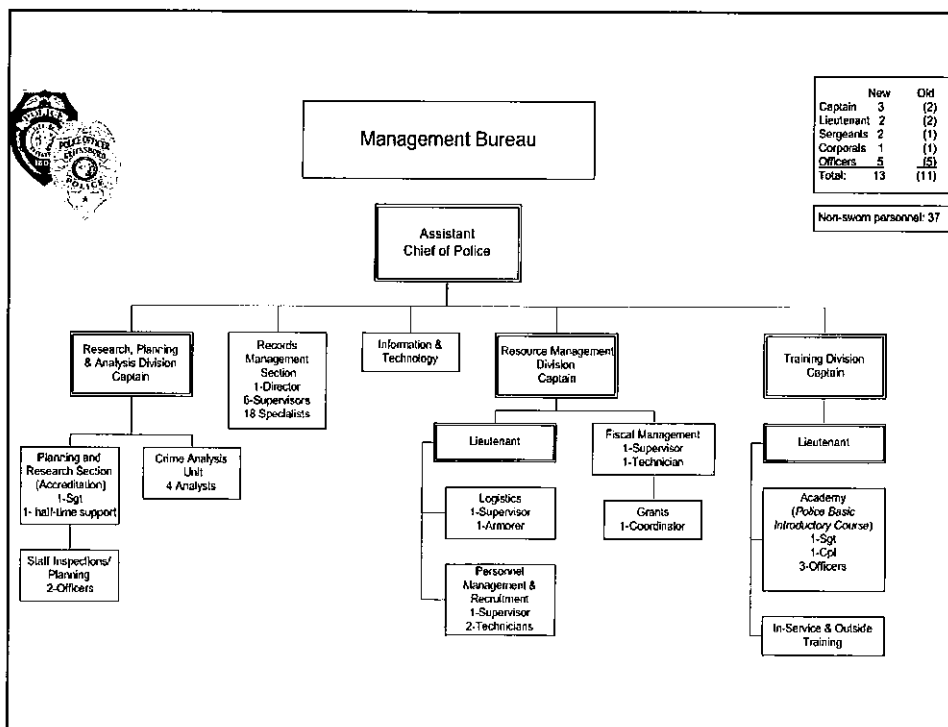
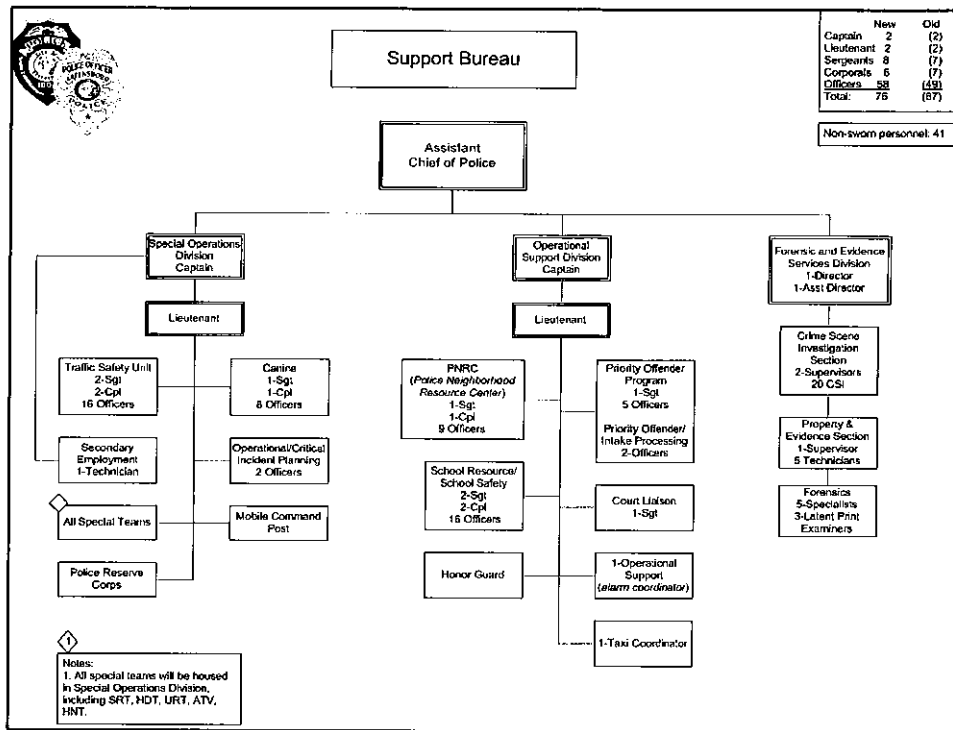
Organizational Charts











Greensboro Police Department

Disciplinary Policy Changes and Reorganization Plan

February 15, 2011

Chief Ken Miller