

STAFFING AND DEPLOYMENT ANALYSIS

FOR THE
HARTFORD POLICE DEPARTMENT



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IMPROVING POLICE OPERATIONS, EFFECTIVENESS AND MANAGEMENT

HPD STAFFING ANALYSIS

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I. Introduction/General Comments

The Hartford Police Department (HPD) and the City of Hartford contracted with the Daigle Law Group, LLC (DLG) to conduct a staffing and deployment study of the Hartford Police Department. Staffing and deployment of police personnel are ongoing challenges that have become increasingly complex for all police departments in recent years. The challenges for determining and maintaining adequate staffing include: supply of and demand for quality police officers in a time of increased attrition, expanding law enforcement responsibility, and limited resources. The process for determining the appropriate number of police officers required to ensure proper and efficient service to the community is often referred to as “rightsizing.”

A sub-set of “rightsizing” is the determination of whether the staffing levels are efficiently and effectively deployed in accordance with community expectations. This process includes consideration of ever-changing crime trends, varying calls for service, and unplanned or unexpected events. Therefore, in order to meet public expectations, a police department must not only be adequately staffed, but also have the flexibility to adjust deployment strategies in order to deliver police services in a cost effective and efficient manner consistent with contemporary standards.

This study is designed to assess and determine the number of officers required to sufficiently staff the Hartford Police Department and also to assess the efficiency of the present deployment strategies. There is, however, a fundamental difference between how many officers a community “wants” and how many officers a community “needs.” It is our belief that recognizing this difference properly frames a discussion about “want” and ability to properly fund this.

This analysis varies considerably given that every agency has a different familiarity with proactive planning. The staffing analysis is also affected by a department’s organizational needs, capacity, used time, and available data. Few agencies are able to conclusively demonstrate through a workload analysis alone that they are understaffed. When evaluating a staffing analysis, it is important to understand that context of operation matters. In comparison, municipalities must analyze the operational realities of the organization versus the operational desires of the police department and the community it serves.

a. Study Objectives, Scope, and Methodology

The objective for this assessment is to examine and analyze available data and make recommendations on the staffing of the Hartford Police Department. As such, the scope of the assessment is to conduct an analysis of the current authorized staffing levels and patrol deployment strategy to determine their adequacy at meeting the department’s workload and the community’s expectations. The methodology utilized while conducting this assessment included interviews with members of the Hartford Police Department, such as: executive staff, supervisors, union officials, and patrol officers. During the assessment, requests were made multiple times to meet with City Officials, City Council Members, and Community Leaders without success. The assessment included reviewing data and documents specific to staffing, scheduling, budgeting,



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administrative functions, statistical findings, personnel, investigative functions, organizational structure, demographics, and interviews of department personnel.

A staffing and deployment assessment study has multiple phases for success. The initial step is to identify the department's current organizational structure, operational deployment, and service levels. This phase includes identifying the history of the department, its current status, and the executive command's desire for future operations. This assessment was initiated in February of 2014, but did not become effective until June of 2014. The analysis of HPD's operations was conducted between June and December 2014 and took a snapshot of the operation of the police department during that timeframe.

To properly evaluate the snapshot of HPD's current status, it is imperative to understand, from a historical perspective, the development of community policing through multiple police chiefs over the past ten years. This report will identify and analyze the current staffing levels of the HPD and make recommendations to the Chief of Police and the City of Hartford regarding the future operation of the police department.

b. History and Background

The City of Hartford was originally settled in 1623 and is the capital of the state of Connecticut. It is the state's fourth largest city, with a population of 125,000 residents within its 18 square miles. Evolving from its early agricultural economy, Hartford, located 125 miles north of New York City, is the home of the nation's first major insurance companies and the nation's oldest continuously published newspaper. Hartford's economic growth through the years attracted waves of immigrants seeking work and has resulted in a culturally diverse city, which is considered one of its greatest assets.

The Hartford Police Department was founded in 1860, though the history of law enforcement in Hartford began in 1636. Through the years, as it faced the challenges of societal change, the Department has grown to its present staff of 417 sworn personnel and 105 non-sworn support staff. The current Department head, Chief James Rovella, was sworn in as the City's 22nd Police Chief on September 26, 2012.

The Police Department is continuously challenged to meet the ever increasing demands placed upon it relating to crime and other quality of life issues that fall within its responsibilities. The FBI Uniform Crime Report produced every year identifies the violent crime ranking of police departments. This ranking identifies the population, the violent crime rate per 100,000 people, violent crime, murder rate, forcible rape, robbery, and aggravated assault. In 2012, Hartford ranked 13th in the United States annual national crime rankings, below New Haven, but above Bridgeport.¹ In 2013, Hartford ranked 20th in the United States annual national crime rankings, again below New Haven, but above Bridgeport.²

¹ <http://lawstreetmedia.com/fbi-uniform-crime-report-2012/>

² <http://lawstreetmedia.com/fbi-uniform-crime-report-2013/>



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In 2005, the Hartford Police Department began to introduce its Community Oriented Policing structure. For the last decade, HPD has been staffing a patrol model that includes both patrol force response and community policing. As part of this assessment, DLG interviewed Chief Rovella on multiple occasions to learn the history and future operational needs of the Department. It is understood that Chief Rovella desires to maintain a Community Oriented Policing model of services. He is, however, concerned that the staffing needs for patrol and the attrition rate of officers retiring from the Department are impacting the ability to effectively police the City of Hartford. We have provided below an examination of HPD's current operational structure to gain an understanding of the manner in which HPD is currently staffed.

c. 2006 Wasserman Group Community Policing Study

In July of 2006, the Wasserman Group was retained to produce a Community Policing Study. The study determined that the vision for the Department was "information based policing" with its twin principles of empowerment and accountability. During this time, the Department introduced the new paradigm for policing the city as the "Neighborhood Policing Plan." The new paradigm is based on the principles of "information-led community policing, which postulates that the best way for officers to fight crime, improve their quality of life, and provide other policing services in urban communities involves three things: (1) giving police officers, their supervisors, and their commanders clear personal responsibility for policing particular neighborhoods; (2) empowering them to develop strategies and tactics to meet the policing needs of these neighborhoods; and (3) holding them responsible for doing so.

The Department divided the city into two divisions, each headed by a Deputy Chief. These divisions were further divided into four districts, each headed by a Captain. Each district was broken down into two zones, each headed by a Lieutenant. The new eight zones, which were building blocks of the plan, were based on well-established neighborhood and community boundaries. Each district was assigned a compilation of police officers whose primary mission was to answer calls for service and patrol the area to prevent crime and enforce quality of life ordinances. The number of officers assigned to each district was based on information from the Crime Analysis and Mapping Unit, which was based on crime and workload figures for the several years preceding 2006.

Chief Patrick Harnett then reengineered the Department's Compstat system to transform it into a more effective management accountability tool. The principles of the Compstat model are: timely and accurate information, effective tactics, rapid response, and relentless follow-up assessment. The sessions were used to review the latest crime figures by district and zone and to discuss how developing multi-units could reduce the numbers and, where appropriate, multi-agency approaches. The Compstat sessions were seen as a teaching/learning/mentoring tool to influence the culture of the agency.

In 2005, the Department introduced a system for managing cases and detective workloads. This system extended to major investments in new I.T. support for investigators, but would take several years to fully implement. In 2006, new Standard Operating Procedures (SOPs) for the various divisions of the Detective Bureau began to be implemented. The new SOPs were supported by



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simple, yet effective, computer applications, as well as by new manually maintained logs, forms, and case folders. The SOPs clearly showed how cases should be managed and monitored. Although the SOPs relied more heavily on manually maintained records than was desirable, they would significantly improve the efficiency, effectiveness, and integrity of the Department's investigative capability and form the basis for more sophisticated I.T. based systems, which were planned for implementation over the coming years.

The new SOPs analyzed by the consultant provided the following:

- Only one detective listed as case officer
- Detective shall submit supplemental report five days after assigned
- The case file shall include original report, pertinent documents and all supplemental reports prepared
- Detective must visit the crime scene prior to 5-day supplemental report
- Supervisor must review 5-day file and return to detective for further work
- Supervisor must record instructions on investigation management plan included in folder
- If case is still open after 15 days, an updated supplemental report with progress to date shall be required
- Supervisor review of open investigations for determination of solvability factor
- If case is open after 28 days, a supplemental report sent to supervisor and then to commander of Major Crimes Division shall be required
- All 28-day open cases reviewed every 28 days
- All cases not cleared after 3 months by initial detective must be reviewed by the Chief of Detectives
- If case determined closed by Chief of Detectives, the initial detective must prepare a closing Investigative Supplemental Report setting out clear reasons for closing

Unlike many consultant assignments, the Wasserman team was not asked to draw up a list of recommendations for changing the HPD over the next three to five years. Rather, it was asked to assist Chief Harnett to identify ways in which the HPD could and should change and to assist him in implementing those changes.

In short, the mission of the Wasserman consultant team was to assist Chief Harnett and his senior command staff to:

- Overhaul the main policies and procedures of the Department, especially those dealing with complaints and discipline, the allocation of resources, the management of investigative caseloads, and the accountability of supervisors;
- Refocus the Department's operations in the direction of more effective community policing; and
- Realign the Department's culture so that it gave more emphasis to the maintenance of the highest professional standards and respect for all members of the community



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d. 2010 Assessment of Patrol Work Loads

In October 2010, Peter Bellimio conducted an assessment of the Hartford Police Department to examine trends in patrol workload, which would be used to evaluate the Department's patrol staffing levels. The assessment was limited only to the HPD Patrol Unit.

The assessment compared workload information from the 2005 through 2009 time period to workload information compiled in a 1996 patrol assessment. The purpose of comparing this data was to show what impact, if any, a reduction in patrol staffing in 2010 would have on the service levels in the City of Hartford. Below is a summary of the 2010 analysis, findings, and recommendations, utilizing the headings found in the 2010 report for ease of comparison.

The report first analyzed trends in calls for service, which are calls received from the public that are not influenced by officer initiated activity. Comparing the 1995 and 2009 data revealed that calls for service were 13% lower in 2009, which represented approximately 37 fewer calls per day.

The report analyzed response times, which include dispatch delay in assigning units to calls and travel time spent by units in responding to the scene. The response times were divided in three different call priority levels: Priority A (emergency calls), B (urgent calls requiring police action), and C (non-emergency). The report noted that while it is not a good use of police staff time to respond to non-emergency calls quickly, an increase in delays in response to non-emergency calls may cause public dissatisfaction with police service.

The average time at the scene of calls increased 22% from 1995 to 2009. While there are no national standards for time spent at the scene, this increase was found to be reasonable.

Officer initiated activity is defined as "work generated by officers based on observation of conditions and events in the community." A comparison of 2005 and 2009 data revealed that time spent on officer initiated activity increased by 3 minutes per unit per hour. This means that in 1995 the average officer spent 72 minutes out of each 8 hour shift on officer initiated activity, as compared to 96 minutes in 2009. The change represented an increase of 33%. Eighty percent (80%) of call time logged on officer initiated activity included: directed patrol, assisting other units, moving violations, park and walk, suspicious persons, and community service.

The conclusions and recommendations section found that the 1996 patrol staffing level (an average of 74 units) was still needed in Hartford in 2010. Trends between 1995 and 2009 suggest that workload was comparable. One of the recommendations from the 2010 report, which transitions to this assessment, was the recommendation that HPD begin to calculate a Shift Relief Factor (SRF) when it submits its budget request to the City for patrol personnel. The report identified that the SRF is a ratio used to translate field units into actual personnel needed for duty. The assessment conducted by DLG consultants utilized the SRF to identify the current staffing needs of the Department. While the 2010 report provided an example of SRF calculations in Appendix E, it does not appear any actual SRF analysis was conducted.



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II. THE ORGANIZATION

a. Operational Standards

The organizational and rank structure is important to the operation of police departments, regardless of size, because of the wide discretion police officers ordinarily have in carrying out their duties. The inherent power entrusted to police officers necessitates the need for accountability and responsible supervision. Officers are often confronted with critical and sometimes life threatening situations. There are also inherent difficulties involved in managing a 24-hour service organization. In a well-organized and properly structured department, personnel understands the mission of the department, its goals and objectives, policies, procedures, rules and regulations and are disciplined and highly motivated. In a loosely organized and minimally supervised department, it is easy for individuals to set their own agendas that may result in behavior or performance detrimental to the department or the community.

Rank or supervisory/management structure in police agencies is usually based upon a pyramidal system in which first line supervisors have a limited number of employees (8-10) reporting to them. The structure is built from the bottom up, usually starting with the rank of sergeant. It is these first line supervisors who are essential to any police department because they are responsible for the welfare and conduct of employees. It is these sergeants which employees depend upon for day-to-day leadership, counsel, and guidance.

b. Organizational Structure

The Hartford Police Department organizational chart dated 3/19/2014 depicts a straightforward organizational structure with clear lines of supervision and authority, which are consistent with professionally recommended police practices. The two areas of concern are that the department is heavy at the executive management level and that there appears to be two separate police departments operating within the HPD. One department serves the patrol function and the other the community oriented policing function.

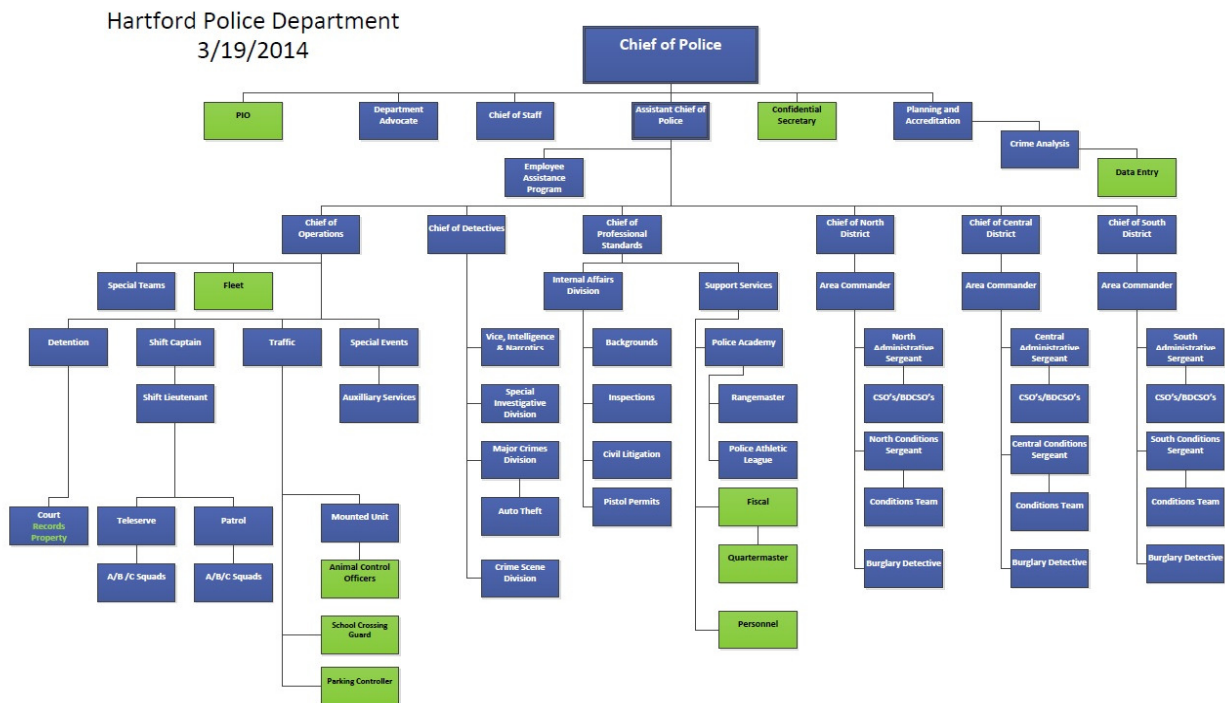
The Hartford Police Department is currently broken into six (6) divisions. Each division is under the command of a Deputy Chief, who is under the command of the Assistant Chief of Police and the Chief of Police. As of December 31, 2014, the Department was staffed with 417 sworn officers.



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The current organization chart (*Diagram #1*) below identifies the organizational operations in March of 2014.

Diagram #1



1. Patrol Functions

The patrol function is essential to the operation of the police department. The patrol operations is under the command of the Chief of Operations who commands approximately 203 department members including city-wide patrol, detention, traffic, special events, special teams and the fleet. It is generally accepted that the patrol function of a police department is the “backbone” and primary service provider of a police department.

2. Investigative Functions

There is a Chief of Detectives who commands approximately 89 department members working in Vice Intelligence and Narcotics, Special Investigations, Major Crimes, Auto Theft, the Shooting Task Force, and the Crime Scene Unit.

3. Community Oriented Policing

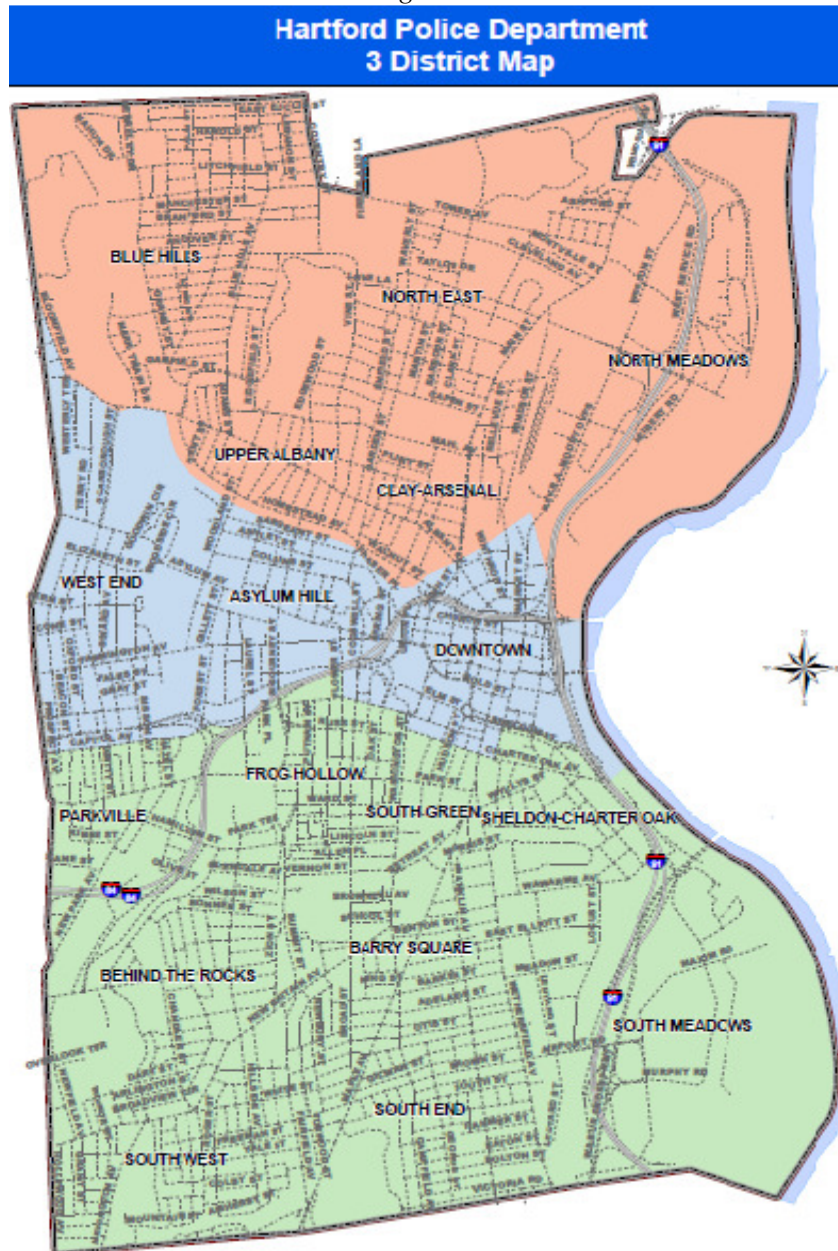
Three Deputy Chiefs currently command the three districts of the city – North, Central, and South. These districts (*Diagram #2*) reflect the HPD’s Community Oriented Policing plan. These three District Chiefs command approximately 64



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department members, which include the Community Service Officers, Business District Community Service Officers, School Resource Officers, Faith Based Officers, Conditions Teams, and Burglary Detectives. These districts operate separately from the Department's patrol function. All of the districts have district commanders (lieutenants), sergeants, and officers who work under the Community Oriented Policing Plan.

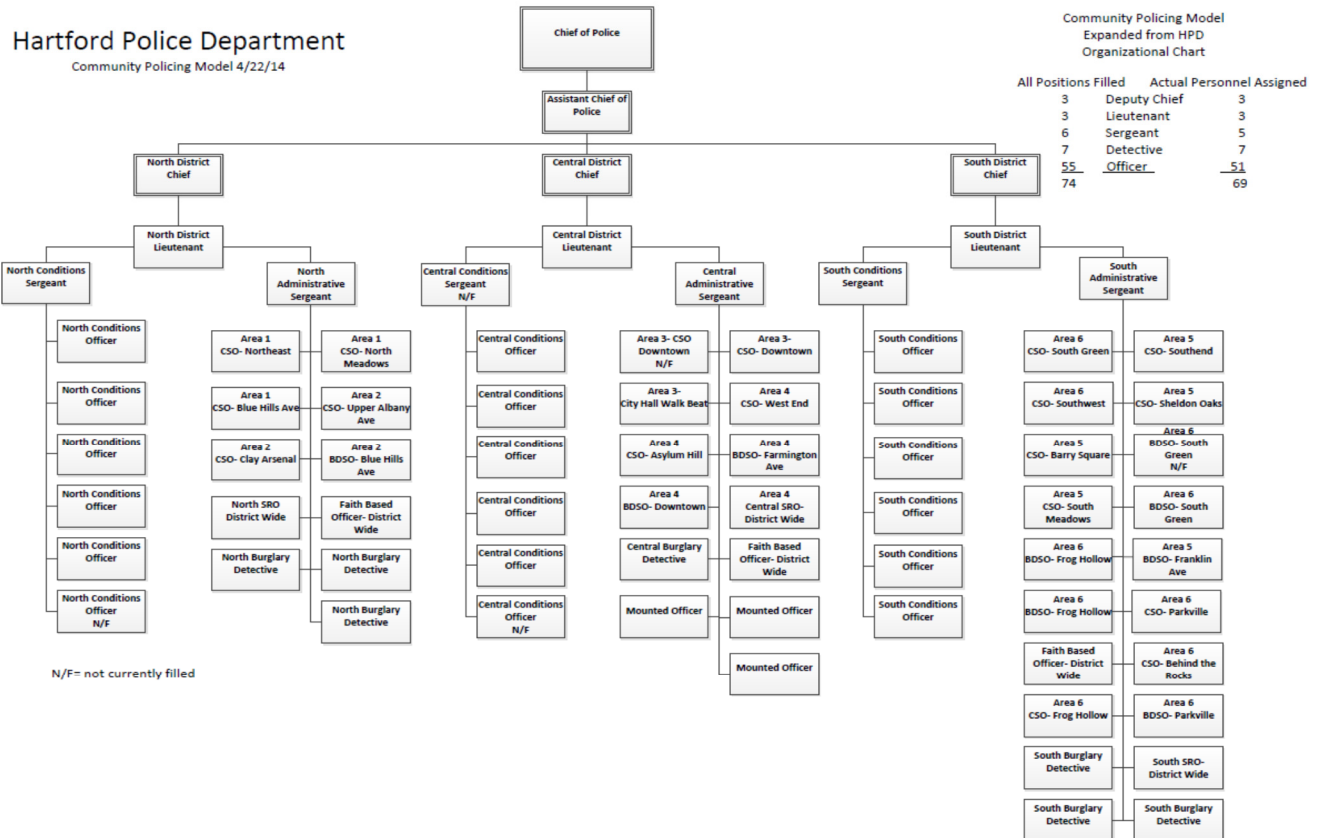
Diagram #2



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The District Organizational Chart (*Diagram #3*) is represented below:

Diagram #3



III. STAFFING ASSESSMENT

a. Introduction and Methodology

The purpose of this section is to evaluate whether the current staffing level is adequate to meet the current workload and needs of the community. A number of generally accepted indicators and analyses were employed while conducting this evaluation. Specific, but limited, data provided by the police department, as well as anecdotal data, provided the basis for the analyses. There is no universal or established number of police officers needed to staff a municipal police department. Much depends upon the financial condition of the community, how much the residents are willing to spend on police services, and the desired level of police service.



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There are three specific areas that can be examined to conduct staffing studies: (1) population-based staffing, (2) staffing levels (minimum/authorized levels), and (3) a workload-based assessments.

Population Based Staffing – Many departments, when conducting a staffing assessment, use a comparison of their resident population to estimate the number of officers that are required to meet the community needs. This method relies on figures included in the annual FBI Uniform Crime Report, which calculates the average number of police officers per 1000 population in various regions of the country. This report, however, states that it is for informational purposes only and clearly does not represent FBI recommended staffing levels.³

The information contained in the FBI Uniform Crime Report is, however, instructive. Nationally, there are 2.2 officers per 1000 population; the same holds true for the Northeast Region; however more specifically, the New England Region for cities of 100,000-299,000 reports 2.6 officers per 1000 population.⁴ The Hartford ratio is 3.7 per 1000 when fully staffed; however using the actual sworn staffing at 12/31/14, the ratio is 3.6 officers per 1000 population.

The disadvantage of using this method is that it only addresses the relative quantity of police officers per population, not how officers spend their time or effort, or the community's needs, conditions, or expectations. There are multiple concerns that stem from conducting this analysis. First, and most important, there is no generally accepted standard for staffing levels per capita. In addition, there are considerable variations in this approach depending on community size, agency structure, and responsibility. One of the identifiable variation in the City of Hartford is the commuter population which changes during business hours. Based on these concerns, although DLG conducted a comparison, it does not believe the per capita method is effective or efficient.

Workload based assessment - Few agencies are able to conclusively demonstrate through a workload analysis alone that they are not properly staffed. It is important to note that context matters when considering staffing analysis. One must analyze the operational realities of the organization compared to the operational desire of the police department/municipality in the community it serves. This is also referred to as the Shift Relief Factor (SRF).

Committed Time Analysis – This staffing approach is based on meeting the minimum/authorized staffing levels of the department.

b. Hartford Police Department Staffing

Staffing a Police Department is a continuous challenge, particularly in this time of increased attrition, expanding law enforcement responsibility, and decreasing resources. Staffing studies often prevent the vicious cycle of increased crime and organized community outcry. This occurs

³ “Readers should use caution when drawing comparisons between agencies’ staff levels based on police employment data from the UCR Program...the data presented...reflect existing staff levels and should not be interpreted as preferred officer strengths recommended by the FBI.” FBI Uniform Crime Report data 2013.

⁴ FBI Uniform Crime Report Data 2013



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when perception of successful operations based on reduction of crime rate lead to the conclusion that the department is properly staffed. In all agencies, economic restraints have the ability to create tenuous relationships with the city government, community outreach groups, and citizens. This leads to the fear that severe restraints will result in public dissatisfaction and undermine community outreach efforts that have been building for several years. As such, all parts of the city should be allowed to voice concerns when determining the future landscape of the Hartford Police Department.

Critical policy and operational choices that affect staffing include:

- The approach used by the police department to address the jurisdiction's crime, violence, and disorder problems;
- How patrol time should be expended (i.e., what is the desired mixture of calls for service response, self-initiated activity, community engagement, problem solving, administrative tasks, free patrol time, traffic control and enforcement?);
- The level of investigative effort desired to solve crimes and provide services to victims; and
- The desired role for specialized units versus the use of generalists. Generalists are police officers that handle may specialized jobs in the department.

In 2014, the HPD's authorized strength was 462 positions (419 sworn and 43 non-sworn). As of December 31, 2014 the actual strength was 453 (419 sworn and 34 non-sworn). Attrition rates show that 61 officers are eligible to retire by the end of 2015. This figure does not take into account officers that will quit or are terminated.

1. Population Based Staffing

A guideline often used to determine the reasonableness of staffing is the number of police officers per 1000 population. The FBI calculates the average number of police officers per 1000 population in various regions of the country, which is included in its annual *Uniform Crime Report*. These figures represent national averages, however, they are often cited as the FBI's *recommended* staffing levels. Nothing could be further from the truth. Instead, they are a guide as indicated by the FBI in the following:

“Because of law enforcement's varied service requirements and functions, as well as the distinct demographic traits and characteristics of each jurisdiction, readers should use caution when drawing comparisons between agencies' staff levels based upon police employment data from the UCR Program. In addition, the data presented here reflect existing staff levels and should not *be interpreted as preferred officer strengths recommended by the FBI*. (emphasis added) Lastly, it should be noted that the totals given for sworn officers for any particular agency reflect not only the patrol officers on the street, but also the officers assigned to various other duties such as those in administrative and investigative positions and those assigned to special teams.”⁵

⁵ <http://lawstreetmedia.com/fbi-uniform-crime-report-2012/>



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In addition, the averages are computed from the data submitted by 13,051⁶ city, county, and state law enforcement agencies, which is far fewer than the total number of departments in the United States. This means that the smallest departments, which represent a majority of police departments across the United States, are also least likely to file reports with the FBI and are underrepresented in these figures. Nevertheless, the information contained in the FBI Uniform Crime Report is instructive. Nationally, there are 2.2 officers per 1000 population. Small cities report the highest ratio with 3.5 officers per 1000. Regionally, northeast cities with populations between 100,000 and 249,999 report 2.5 per 1000 population, and New England has a higher ratio with 2.6 per 1000 population.⁷

The 2010 census data found that the city of Hartford's population was 124,775.⁸ The city of Hartford has a diverse population. The 2010 Census reveals a demographic makeup of whites at 29.8%, African American at 38.7%, and Hispanic or Latino at 43.4%. Furthermore, the 2010 Census revealed that some 25.8% of the population was under 18, homeownership was at 24.1%, and 33.6% of the population had incomes below the poverty line.

Utilizing the staffing analysis of per 1000 population and the city of Hartford population of 124,775, based on the ratio for New England, the number of officers would be 324. Using the ratio of the smallest cities of 3.5, the number of officers would be 436. The population based methodology does need to be discounted based on the ebbs and flows of the city. In fact, the city of Hartford is a good example of how population during working hours significantly increases and is reduced during non-working hours. That presents challenges to staffing since the application of a population analysis is not statistically sound and fails to match the ebbs and flows in the city.

2. Workload Based Assessment

The purpose of this section is to evaluate whether the current staffing level is adequate to meet the workload and needs of the community. A number of generally accepted indicators and analyses have been employed to conduct this evaluation. Specific data provided by the police department, as well as anecdotal data, has provided the basis for the analysis.

a. **Current Staff**

As of fiscal year 2014/2015, the Hartford Police Department had budgeted 450 full-time officers to serve a population of approximately 125,000. There are currently 417 sworn department members assigned to multiple assignments within the police department. As of December 2014, 205 department members were assigned to Patrol Duties, which is nearly 48% of the sworn force. In addition to the patrol division, there were 63 department members assigned to the Community Services Division and 89 assigned to the Investigative or Detective Division.

⁶ <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/police-employee-data/police-employee-data>

⁷ *ibid*

⁸ <http://lawstreetmedia.com/fbi-uniform-crime-report-2012/>



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Given that the patrol force is the first responder to emergencies and the primary provider of police service, they are the backbone of the police department. Therefore, it is recommended that the Chief of Police conduct a detailed analysis of the operational methodology of patrol officers operating in non-patrol, staff positions to identify those positions that may be eliminated through improved procedures, combining duties, and civilianization to allow for these officers to be assigned to the patrol function. Such an analysis should be conducted on an annual basis to determine whether continued justification exists for the non-patrol assignments.

b. Method and Data

There is no established number of police officers needed to staff a municipal police department. A great deal depends upon the financial condition of the community, how much the residents are willing to spend on police services, and the level of police service they desire. According to national data, the cost per capita for police services ranges nationally from \$77.73 to \$528.93 per resident, and for CT it is \$164.16 per resident. The per capita cost in Hartford is \$301.16, demonstrating strong financial support for the police. This, combined with the staffing ratio, is indicative of sufficient staffing and funding; however it is recognized that this may be the result of contractual or other factors outside of the Police Chief's control. This should be examined further. In addition, the Department should more closely examine fiscal and operational processes to address inefficiencies that have developed over time.

There are a number of specific factors to be considered when evaluating the adequacy of staffing and supporting the findings. Some factors have been used here to evaluate the reasonableness of the current police department staffing. These factors are: (1) the amount of overtime being used to replace officers on sick leave or using accrued time; (2) the actual duties carried out by superior officers; (3) the number of non-sworn department personnel; and (4) whether sworn personnel are performing duties that could be more efficiently performed by non-sworn personnel.

c. Availability/Relief Factor

Another factor considered in staffing studies is the assignment/availability factor analysis. This analysis assists with determining how many officers are required to staff a shift and to maintain around-the-clock patrol coverage. The Hartford Police Department, like all police departments, is staffed with multiple patrol cars to cover the patrol response needs of the city. To conduct an availability factor analysis, it is necessary to identify how many officers it takes to fill one patrol car for the 24-hour period and then multiply that number by the number of desired/necessary patrols. It should be noted that HPD has different patrols to include 24-hour cars, 16-hour cars, and 10-hour cars. Generally, in most police departments, one patrol unit runs 24 hours a day for 365 days a year, so the number of hours necessary to staff a car with an available officer is 8,760 hours a year.

In an attempt to identify the availability factor, or what is referred to as a relief factor, it is necessary to identify how many officers are needed to fill a patrol vehicle for the hours that car will run in a year. To accomplish this we must determine the availability of officers in the



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Hartford Police Department. DLG must identify how many hours a patrol officer works, taking into consideration contract rights and leave. This was a challenging process at the Hartford Police Department due to data collection inaccuracies and taking into consideration 8-hour and 10-hour patrol shifts. After much analysis, it was determined that the most accurate method would be to take only the patrol division officers who had worked a full year (2012 and 2014) in the Patrol Division. DLG did analyze the 2013 numbers, but decided for clarity of reporting to use only the 2012 and 2014 numbers. The Fiscal Division was able to identify the regular hours worked by the officers, removing sick time taken, vacation time taken, and other leave.

The purpose of this analysis is to identify how many hours a police officer works per week and per year. For example, if an officer worked 40 hours a week for 52 weeks, he/she would work a total of 2,080 hours in that year. However, a single officer is not available to work 2,080 hours a year due to days off, illness, various types of leave, and training. These factors vary from time to time, therefore, departments are encouraged to annually re-compute the assignment/availability factor for use when making staffing and budget requests. Whenever changes in scheduling and time off are proposed, the future costs, in terms of additional personnel, should always be considered. We will review below the different schedules at HPD to conduct the relief factor analysis.

d. Introduction

The methodology used to conduct this analysis included the identification and assessment of the staffing numbers from 2012 and 2014. The purpose of the evaluation is to determine the manner in which staffing has changed based on availability in 2012 as compared to 2014. Below, we have analyzed the relief factor in 2012 and again in 2014. Once the relief factor was identified, we used the 2014 relief factor to identify how many people are needed to staff the department at its current operational level and a fully staffed patrol operations plan.

DLG first identified all of the officers that were assigned to the Patrol Division in 2012 and 2014. The next step was removing of all officers who were not assigned to the Patrol Division for the full year being examined. This excluded officers who were transferred, promoted, or otherwise removed from the Patrol Division in 2012 and 2014. The two patrol schedules were then analyzed.

Officers are assigned to a “10-hour” schedule or a “5/2/5/3” schedule. Officers assigned to the “5/2/5/3” schedule work five days, have two days off, work five more days, and then have three days off. This cycle then repeats. This schedule results in an additional 24 paid days off per year for each officer. Officers assigned to the 5/2/5/3 schedule are contractually obligated to attend training on a scheduled day off for up to seven of these 24 days per year. This training is called “giveback day” training and occurs on the officers three day off cycle. Because training for this schedule occurs on the officer’s day off, this training does not impact staffing. The 24 days off resulting from the 5/2/5/3 schedule are multiplied by 8 hours, which equals an additional 192 hours that patrol officers are not assigned to a patrol car. Because of this schedule, 5/2/5/3 officers are assigned to fill a patrol car 1,888 hours per year.

Officers assigned to the “10-hour” schedule work four, ten-hour days and have three days off per week. This schedule results in a 40-hour work week. Multiplying this number by 52 weeks equals



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2,080 working hours per year. Officers assigned to this schedule attend training during their regularly assigned work day, creating vacancies in the Patrol Division during training days. On average, these officers attend five training days per year, equaling 50 hours of work time not assigned to a patrol car. With training days, 10-hour officers are assigned to fill a patrol car 2,030 hours per year.

1. 2012 Staffing Levels

a. 2012 Patrol Officers – 8-hour assignments

In 2012, 141 patrol officers were identified as having been assigned to the Patrol Division for 52 consecutive weeks. These 141 officers used an average of 401 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, and holidays). Subtracting these 401 additional hours from the regularly scheduled 1,888 hours results in an average of 1,487 hours worked in each eight-hour assignment.

A 24-hour car (three, eight hour shifts) requires staffing for 2,920 hours per shift, per year (8 hours per shift x 365 days). Dividing the required hours per car (2,920) by the average hours worked in an assignment (1,487) results in a required relief factor of 1.96 officers per eight-hour assignment. It therefore requires just under six (6) officers to staff a single 24-hour patrol vehicle with one (1) officer per shift, three (3) shifts per day (twenty-four (24) hours a day), seven (7) days a week. This is established by multiplying the relief factor (1.96) by the required three shifts to provide twenty-four hour coverage ($1.96 \times 3 = 5.88$).

b. 2012 Patrol Officers - 10-hour assignments

In averaging the number of regular hours worked in 2012 by officers assigned to the 10-hour schedule, we examined 6 officers that worked the 9 assigned 10-hour cars for the 52 week period. It was necessary to evaluate these cars separately since they do not fill a complete 24 hour period of time and they do not receive additional paid days off per year (as with the 5/2/5/3). Officers assigned to 10-hour cars used an average of 391 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, and holidays). Subtracting these 391 additional hours from the regularly scheduled 2,030 hours associated with the 10-hour schedule results in an average of 1,639 hours worked per officer, per year.

A 10-hour car requires staffing for 3,650 hours per shift, per year (10 hours per shift x 365 days). Dividing the required hours per car (3,650) by the average hours worked in an assignment (1,639) results in a required relief factor of 2.23 officers per 10-hour assignment. It therefore requires just under five (5) officers to staff a single 10-hour patrol vehicle with one (1) officer per assignment. This is established by multiplying the relief factor (2.23) by the required two shifts to provide scheduled coverage ($2.23 \times 2 = 4.46$).



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c. 2012 Sergeants and Lieutenants

In 2012, 20 patrol sergeants were identified as having been assigned to the Patrol Division for 52 consecutive weeks. There are no sergeants assigned to the 10-hour schedule. These 20 sergeants used an average of 378 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, and holidays). Subtracting these 378 additional hours from the regularly scheduled 1,888 hours associated with the 5/2/5/3 schedule results in an average of 1,510 hours worked in each assignment.

A 24-hour sergeant assignment (three, eight hour shifts) requires staffing for 2,920 hours per shift, per year (8 hours per shift x 365 days). Dividing the required hours per assignment (2,920) by the average hours worked in an assignment (1,510) results in a required relief factor of 1.93 sergeants per eight-hour assignment. It therefore requires just under six (6) sergeants to staff a single 24 hour sergeant vehicle with one (1) sergeant per shift, three (3) shifts per day (twenty-four (24) hours a day), seven (7) days a week.

d. Conclusion of 2012 Relief Factor

In 2012, the relief factor for 8-hour patrol assignments was 1.96, for 10-hour patrol assignments was 2.23, and for patrol sergeants was 1.93.

2. 2014 Staffing Levels

a. 2014 Patrol Officers – 8-Hour Assignments

In 2014, 136 patrol officers were identified as having been assigned to the Patrol Division for 52 consecutive weeks. These 136 officers used an average of 447 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, and holidays). Subtracting these 447 additional hours from the regularly scheduled 1,888 hours results in an average of 1,441 hours worked in each eight-hour assignment.

A 24-hour car (three, eight hour shifts) requires staffing for 2,920 hours per shift, per year (8 hours per shift x 365 days). Dividing the required hours per car (2,920) by the average hours worked in an assignment (1,441) results in a required relief factor of 2.03 officers per eight-hour assignment. It therefore requires just over six (6) officers to staff a single 24-hour patrol vehicle with one (1) officer per shift, three (3) shifts per day, twenty-four (24) hours a day, seven (7) days a week.

b. 2014 Patrol Officers - 10 Hour Patrol Cars

In averaging the number of regular hours worked in 2012 by officers assigned to the 10-hour schedule, we examined 4 officers that worked the 9 assigned 10-hour cars for the 52 week period. It was necessary to evaluate these cars separately since they do not fill a complete 24-hour period of time and they do not receive additional paid days off per year (as with the 5/2/5/3). Officers assigned to 10-hour cars used an average of 489 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, and holidays). Subtracting these 489 additional



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hours from the regularly scheduled 2,030 hours results in an average of 1,541 hours worked in each 10-hour assignment.

A 10-hour car requires staffing for 3,650 hours per shift, per year (10 hours per shift x 365 days). Dividing the required hours per car (3,650) by the average hours worked in an assignment (1,541) results in a required relief factor of 2.37 officers per 10-hour assignment. It therefore requires just under five (5) officers to staff a single 10-hour patrol vehicle with one (1) officer per assignment.

c. 2014 Sergeants and Lieutenant's

In 2014, 16 Patrol Sergeants were identified as having been assigned to the Patrol Division for 52 consecutive weeks. There are no sergeants assigned to the 10-hour schedule. These 16 Sergeants used an average of 409 additional hours of accrued time (vacation, earned leave, compensatory time, sick time, injured time, injured time, and holidays). Subtracting these 409 additional hours from the regularly scheduled 1,888 hours results in an average of 1,479 hours worked in each assignment.

A 24-hour sergeant assignment (three, eight hour shifts) requires staffing for 2,920 hours per shift, per year (8 hours per shift x 365 days). Dividing the required hours per assignment (2,920) by the average hours worked in an assignment (1,479) results in a required relief factor of 1.97 sergeants per eight-hour assignment. It therefore requires just under six (6) sergeants to staff a single 24-hour sergeant vehicle with one (1) sergeant per shift, three (3) shifts per day, twenty-four (24) hours a day, seven (7) days a week.

d. Conclusion of 2014 Relief Factor

In 2014, the relief factor for 8-hour patrol assignments was 2.03, for 10-hour patrol assignments was 2.37, and for patrol sergeants was 1.97.

3. Staffing Numbers Conclusion

The following is a summary of findings from the relief factor analysis at the Hartford Police Department. As identified below, our analysis identifies that HPD staff, on average, are taking more leave time than they did in 2012.

a. Leave Used

As demonstrated, the relief factors have increased, which shows that officers are taking more leave time. This increase can be a significant factor when determining the status of patrol operations at HPD. The average time off used per officers who are assigned to 8-hour units is demonstrated in the following chart (*Table #1*).



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Table #1

Average	2012	2014	Difference
Sick Time	75	86	11
Vacation Time	94	96	2
Other Time	232	265	33

The department should examine the increase in average time off taken by officers. This may indicate that the officers operating at the current staffing levels are burning out. The concern with increasing staffing levels is the cost of the additional officers. However, if staffing levels continue to decrease, the impact on the department will be more time off taken by officers, which will in turn increase burn-out, lost-time, and overtime costs.

b. Staffing Levels

Once the relief factors have been computed, the next step of the analysis is to determine HPD's required staffing levels to maintain effective policing measures. We have worked with the department for eight months attempting to identify its staffing needs; in other words, determining which staffing structure will be staffed. The current staffing structure has been in place for multiple years.

Below is a current analysis of the staffing structure that has been in place at HPD since at least 1999. The Department provided a Staffing Levels Calculation with a revised date of 99/00. The document identified a relief factor of 2.05 for a majority of the calculations and fully staffed showed 128 patrol positions with 23 walking beats. Since that time, positions have been removed. The current patrol structure identifies 115 patrol positions in the patrol plan. Currently 92 patrol positions are being used as a recommended staffing level.

As of December 2014, the current structure of positions included filled, unfilled, supervisors, K9 officers, and Captains. *Table# 2* identifies the current staffing levels of HPD personnel needed to maintain patrol levels.



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Table #2 2014 Current Recommended Staffing Level

Positions	Fully Staffed	Relief Factor	Officers Needed
24 Hour Cars	59	2.03	119.77
10 Hour Cars	9	2.37	21.33
16 Hour Cars	7	2.03	14.21
Booking	9	2.03	18.27
Teleserve	4	2.03	12.18
Walking Beat	4	2.03	8.12
K9 Officers	3	N/A	3
Sergeants	27	1.97	53.19
Lieutenants	6	1.97	11.82
Captains	3	N/A	3
Totals	131		264.89

The HPD is reporting that the current staffing assignment for the department patrol division is 205. That means that the HPD Patrol is currently understaffed by 60 officers. In order to properly meet the current staffing level, the department should be staffed at 479 officers, but that will not address the unfilled staffing levels that are important to maintain a heightened level of police response.

The next step is to identify the full staffing needs of a completely staffed patrol plan. *Table# 3* identifies the current unfilled patrol positions due to lack of personnel at HPD.

Table #3

Positions	Fully Staffed	Relief Factor	Officers Needed
Unfilled 10-hr Cars	1	2.37	2.37
Unfilled 16-hr Cars	3	2.03	6.09
Unfilled Walking Beats	19	2.03	38.57
Totals	23		47.03

The complete staffing patrol plan would require an additional 48 department members. If HPD desired to fill the complete staffing patrol plan, it would require an additional 108 members to what is currently assigned to patrol. We acknowledge that a portion of the unfilled positions will not be filled again; for example, the majority of the walking beats. However, we recommend adding 60 – 80 officers to the patrol division to reach effective staffing levels.



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c. Overtime Use

The Staffing Analysis must also take into consideration the amount of overtime used. Use of overtime is a clear indicator of inadequate staffing levels, especially when the department is running at minimum recommended staffing levels. In the fiscal year 2012, the department used \$4,512,823.40 in overtime and the patrol overtime was \$1,572,779.94 or 34% of the used overtime. In fiscal year 2013, the department used \$3,460,814.54 in overtime and the patrol overtime was \$843,940.76 or 24% of the used overtime. In fiscal year 2014 the department used \$3,566,441.18 in overtime and the patrol overtime was \$898,780.74 or 25% of the used overtime.

4. Committed Time Analysis

The third method to determine the ideal staffing for a police department is to establish how busy the patrol force is; that is, how much time is taken up with answering complaints and calls for service as opposed to time available for preventive patrols and administrative duties. The International Association of Chiefs of Police and others have recognized that no more than 1/3 of a patrol officer's time should be spent on non-discretionary, committed activities. Non-discretionary committed time is time where an officer is assigned tasks. This includes case assignment, response time, but not report writing time. The remaining 2/3 of officers' time should be available for preventive patrol, community policing activities, report writing and administrative duties, and meals. When non-discretionary time exceeds 33%, there is a need to analyze staffing patterns, deployment strategies, evaluate officers' effectiveness, and equipment needs in order to assure maximum effectiveness. When maximum effectiveness is reached and committed time remains over 33%, this information then serves as the justification for additional patrol staffing.

A majority of this staffing analysis will focus on the current capacities of the Hartford Police Department. We believe an important area to start with is the patrol division. A large part of this analysis focuses on the ability of HPD to meet the calls for service volume, while ensuring a percentage of time for self-initiated patrol work. This section will focus on the Patrol Staffing of the Hartford Police Department. In or around 2005, the Hartford Police Department committed its resources to the community by putting in place Community-Oriented Policing. In doing so, the department appears to have split into two separate operating police departments. That is, per contractual obligations, the patrol force is run from headquarters and the Community Service Officers work from a zone/area model under the authority of a Deputy Chief and Lieutenant.

Patrol is the primary function of any police department. Community policing and problem-solving efforts are often compromised when perceived understaffing occurs. If patrol numbers are not appropriately staffed, specialize units and proactive/directed patrol efforts are compromised as a result of restructuring of uncommitted officer time. There is always concern that the core function of police work is the first function to suffer staffing deficiencies, which leads to increased response times, triage of calls, lack of effective investigations, and reduced proactive crime deterrence efforts.



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a. Definitions for Patrol

The following terms are necessary to clarify for the purpose of this report.

Calls for Service: Citizens ask for police service by calling the police dispatch center – either through 911 or on a non-emergency line. They make an in-person request by hailing an officer in the field or by making an appearance at a police facility. Officers responding to “calls for service” may handle the incident informally, may write a report about the incident, if necessary (usually when their preliminary investigation indicates that a crime has been committed), or when circumstances warrant, may make an arrest.

Self-Initiated Activities: Patrol officers may initiate an action because they see suspicious behavior, observe a traffic violation, are conducting a follow-up investigation to gather more information on a previous case, or are looking for suspects with outstanding warrants. These activities are products of an officer’s discretion. The officer decides when and where to begin these encounters. The frequency of self-initiated activities is dependent, to some extent, on how busy the officer is with calls for service and the availability of appropriate targets of opportunity.

Administrative Activity: This includes meal breaks, providing assistance to other units, and court-related duties.

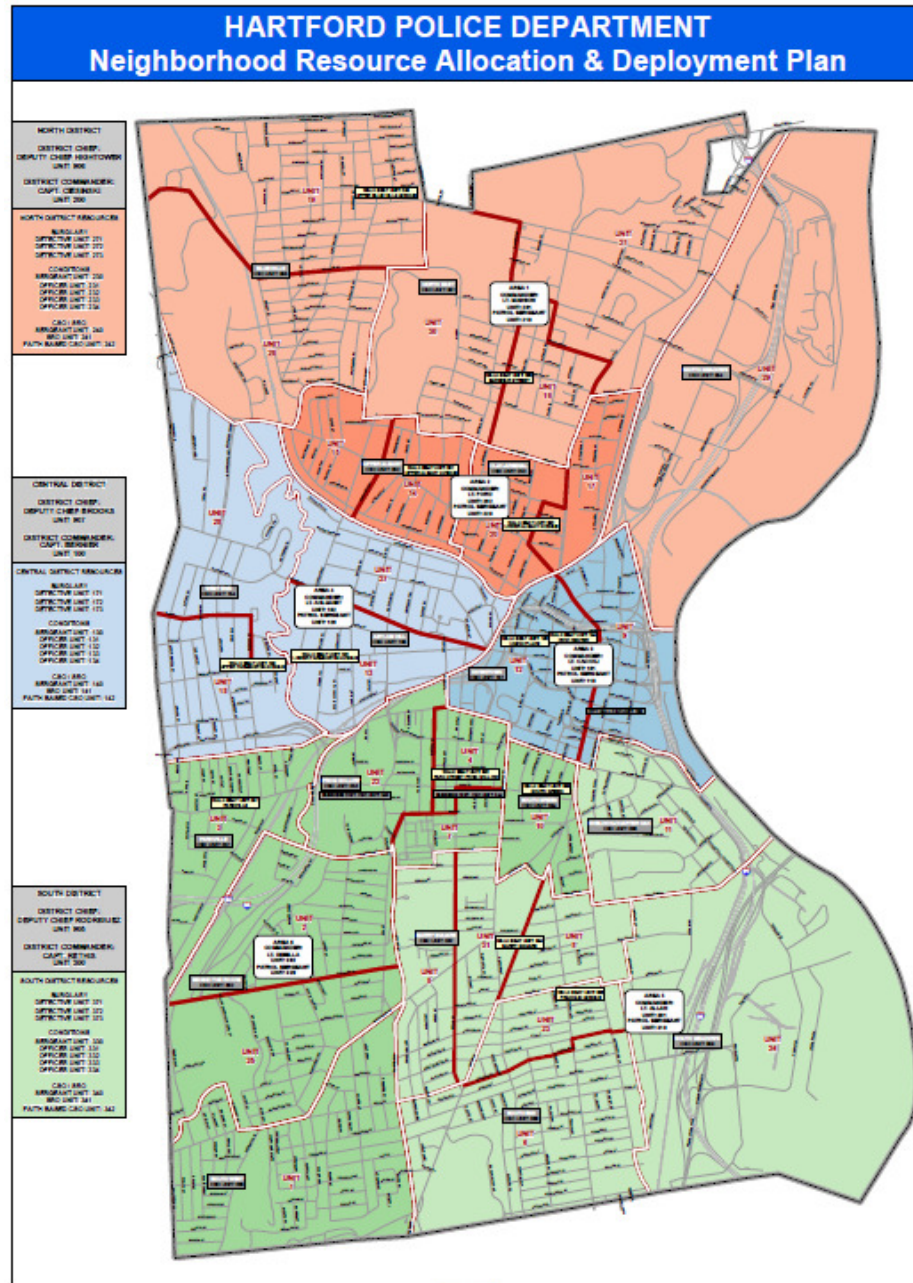
b. Deploying by Geography

The City of Hartford is divided into 30 patrol areas and three service districts. The patrol division, which is commanded from Headquarters, staffs the 30 patrol units and is demonstrated in *Diagram #4*. The districts, which are supervised by a Deputy Chief, Lieutenants and Sergeants, have Burglary Detectives, Conditions Officers, and CSO’s/SRO’s assigned to them. During this study, the DLG did look at call numbers and volume by districts for comparison purposes, but did not analyze the current staffing plan for efficiency in deployment of resources.



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Diagram #4



c. Data Analysis

In order to evaluate the current committed vs. un-committed time of the HPD patrol division, we conducted a lengthy analysis of data within the department. The first requirement is to identify the data, the second requirement is to determine the accuracy and reliability of the data. For purposes of this analysis, we examined data from 2012 and 2013.

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1. 2012 Data

In 2012, we determined that there were 238,300 calls for service. As identified below, the highest volume of calls originated in the South District, the second highest was from the North District, and the lowest was from the Central District. The calls remain fairly consistent per month with a slight increase in the summer months as demonstrated by *Table #4*.

Table #4

2012 Raw Number of Calls for Service Hartford PD				
Time	Department Wide	North	Central	South
2012	238,300	90,900	49,686	97,714
January	18,966	7,604	3,943	7,469
February	18,807	6,988	4,220	7,678
March	21,146	7,830	4,844	8,551
April	19,197	7,261	4,077	7,996
May	20,657	7,921	4,125	8,708
June	20,740	8,156	3,997	8,643
July	20,884	8,058	4,201	8,671
August	20,828	8,016	4,420	8,431
September	19,320	7,374	3,982	8,037
October	20,097	7,818	4,253	8,094
November	19,109	7,325	3,862	7,982
December	17,702	6,549	3,762	7,454

An analysis of 2012 average response time is broken down to the respective categories below. A “Code A” response is from 6 to 7.5 minutes, a “Code B” response is from 27.8 to 36.4 minutes, and a “Code C” response is from 46.6 to 56.6 minutes as demonstrated by *Table #5*.



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Table #5

2012 Average Response Time			
Time	Code A	Code B	Code C
2012	7	32.7	52.4
January	6	31.9	46.6
February	6.3	27.8	48.4
March	7	31.6	51.7
April	6.6	32.7	48.3
May	6.8	30.6	50.5
June	7.5	36.4	56
July	7.3	33	54.5
August	7.7	36	57.4
September	7	33.7	51.2
October	7.3	33.9	56.6
November	7.2	33.4	53.6
December	7.2	30.3	51.3

An analysis of the Patrol Division's uncommitted time shows a 2012 Department-wide average of 27.5 percent as demonstrated by *Table #6*.

Table #6

2012 Average Uncommitted Time				
Time	Department Wide	North	Central	South
2012	27.5	27.1	25.7	28.7
January	27.6	26.7	26	29.2
February	28.1	28.8	26.4	28.3
March	25.2	24.5	25.6	25.5
April	26.1	27	27	25
May	26.2	25.8	26.8	26.3
June	24.3	22.6	25.9	24.8
July	24.5	22	23.8	26.9
August	25.2	22.8	23	28
September	27.9	27	25.9	29.6
October	26.7	26.9	23.9	27.8
November	29.5	28.3	27.1	31.5
December	29.2	29.7	26.7	30.7

The data shows that in 2012, patrol officers averaged 72.5% on committed time, which includes calls for service, self-initiated activity, and administrative activity per week. The data reveals that this results in 27.5%, or less than 3 hours, per shift of uncommitted time.



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2. 2014 Data

The 2014 data reveals that there were 239,610 calls for service. As identified below, the highest volume of calls originated from the South District, the second highest was from the North District, and the lowest was from the Central District. The calls remain fairly consistent per month, with a slight increase in the summer months as demonstrated by *Table #7*.

Table #7

2014 Raw Number of Calls for Service Hartford PD				
Time	Department Wide	North	Central	South
2014	239610	77646	66985	94979
January	19775	6085	5492	8198
February	17374	5595	4759	7020
March	20209	6393	5570	8246
April	20578	6481	5767	8330
May	22696	7633	6140	8923
June	21805	7448	5850	8507
July	21200	6836	5741	8623
August	21503	7299	6059	8145
September	19930	6365	5862	7703
October	19415	6169	5466	7780
November	17251	5644	4955	6652
December	17874	5698	5324	6852

The analysis of the 2014 average response time is broken down to the respective categories below. A “Code A” response is from 5.7 to 7.0 minutes, a “Code B” response is from 28.4 to 31.8 minutes, and a “Code C” response is from 42.6 to 51.4 minutes as demonstrated by *Table #8*.

Table #8

2014 Average Response Time			
Time	Code A	Code B	Code C
2014	6.4	30.7	47.1
January	6.0	28.4	46.2
February	7.0	29.6	46.9
March	6.3	28.5	43.4
April	5.7	29.1	44.3
May	6.6	31.8	46.6
June	6.4	34.4	49.5
July	6.4	33.4	50.3
August	6.3	30.8	46.1
September	6.4	29.9	49.1
October	6.6	31.8	51.7
November	6.7	29.2	42.6
December	6.4	29.9	47.4



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An analysis of the patrol department's uncommitted time reveals a 2014 Department-wide average of 29.9 percent as demonstrated by *Table #9*.

Table #9

2014 Average Uncommitted Time - Patrol				
Time	Department Wide	North	Central	South
2014	29.9	29.6	26.1	31.8
January	32.1	32.1	29.4	33.3
February	33.2	36.5	26.8	33.7
March	31.4	31.3	26.2	33.8
April	32.4	34.5	26.8	33.3
May	27.8	27	24.5	29.9
June	26.7	24.4	23.3	29.6
July	28.5	26.4	26.6	30.8
August	28.4	27.2	25.5	30.5
September	27.8	26.4	25.8	29.7
October	28.7	26.9	26.3	31
November	31	30.8	25.3	33.6
December	31.5	31.9	26.4	33.4

The data reveals that in 2014, patrol officers averaged 70.1% of committed time, which includes calls for service, self-initiated activity and administrative activity per week. The data shows that this results in 29.9%, or less than 3 hours per shift, of uncommitted time.

3. Results of the Patrol Analysis

The patrol force is the primary provider of police services and the largest and most costly component of the police department. Throughout this assessment, supervisors and officers repeatedly pointed out that the department was understaffed. Ordinarily, data systems in police departments can produce the times during which complaints or calls for service are received, when officers arrive at the scene of the incidents, and the time officers clear from incidents. Departments need to ensure through clear instructions that officers are not staying on the call for extended period of time while writing the reports. This data allows an analysis of response times and committed time (length of time on the call), which is necessary to conduct a complete committed time analysis. While the Department has the ability to produce significant numbers of activity data, complete activity data is necessary to conduct a *precise* committed time analysis. The issue is that the Department does not record directed patrol activity in a manner that would accurately and consistently demonstrate how the officers are using this time. This means that officers are free to use a directed patrol code to cover time when they desire to show that they are at a certain location, whether or not they are actually committed or uncommitted, but patrolling a certain geographic location. A review of the directed patrols at the Hartford Police Department found committed directed patrols, but we were unable to clarify what percentage was accurately reflecting committed versus uncommitted time. We



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encourage the department to review the directed patrol methodology and to assign case numbers to specific requests to more accurately track the data for future analysis.

Taking into account the deficiencies in the data, it is clear that the uncommitted time is very low, which presents an additional significant argument for staffing shortages in the patrol division. Uncommitted time is essential to patrolling functions since it is time available to perform *discretionary* duties such as proactive patrol, directed patrols, crime prevention, community policing, and other activities. This shows that HPD police officers are, on average, on non-discretionary assignments 70% of the time, which is *significantly more* than the recommended 33% standard. Essentially, officers have very limited time available to perform *discretionary* duties necessary to police the City of Hartford. Therefore, it is the opinion of DLG consultants, using the available data and the known variables, that a significant increase in patrol staffing is clearly warranted and recommended.

IV. INVESTIGATIVE SERVICES BUREAU

As stated in the introduction above, this study was conducted to evaluate the Hartford Police Department's current staffing of its patrol division. As a result of the analysis and evaluation, we determined that the staffing in the patrol division is in need of additional officers. A finding of staffing deficiencies in one division raises the question of whether other department divisions are sufficiently staffed. Often, departments ask the question of whether the staffing needs of the patrol division can be met by reassigning staff from elsewhere in the department. At this time, we are unable to definitively determine whether staff may be reassigned within the department to meet staffing deficiencies due to a limitation in recording intake, assignment, and solvability factors in cases assigned to investigative divisions. The scope of this study did not include an evaluation of the staffing needs of the Investigative Services Bureau. After a cursory analysis of information received in this study, however, we offer some recommendations for consideration. Common police practice does identify that a strong investigative division in a police department is necessary to support the patrol function. Due to the call volume faced by patrol officers, it is necessary to utilize investigators to ensure that investigations of criminal acts are conducted with quality and completion.

The HPD's Investigative Services Bureau (ISB) is comprised of the Major Crimes Division, Special Investigative Division, Vice, Intelligence & Narcotics, Auto Theft, and Crime Scene Division. The ISB is staffed with 75 Investigators, 10 sergeants, 3 Lieutenants, and a Deputy Chief. Interviews and information collected from the Deputy Chief and supervisors within the unit identified some concerns, which reduce the ability to conduct a thorough staffing analysis of the Bureau. When conducting a staffing analysis, it is necessary to review accurate information, including: the case screening process, case tracking, mechanisms to track solvability rates, average case load of investigators, and length of open cases. We determined, however, that there are inconsistencies in the tracking methodology among the ISB divisions. It appears that there are no clear policies that govern this process, resulting in a lack of guidance to the ISB regarding the tracking of information.



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Supervisors from ISB units reported that cases are selected for assignment by utilizing the following three factors: (1) the seriousness of the crime, (2) the solvability factors present, and (3) whether or not the victim is cooperative. Some divisions report using a case tracker, while other units utilize an excel spreadsheet for evaluation and assignment. While it appears that an average investigator has about twenty cases at a time, we determined that the method of tracking these cases was very limited. This appears to be a recurrent shortcoming of the ISB section and while some divisions are better than others, all divisions must be consistent in order to provide accurate screening numbers, tracking, solvability, and length of an open investigation per investigator.

In 2006, the Wasserman Group conducted a policing study of the Hartford Police Department. In this study, they evaluated and recommended changes to improve the efficiency and tracking of investigations. The Wasserman report noted that in 2005, the Department introduced a system for managing cases and detective workloads, including major investments in new I.T. support for investigators. The report stated, however, that it would take several years to fully implement. Based on our observed inconsistencies, it is not clear whether this system was ever implemented.

As discussed in the review of the study in section 1c., it was reported that in 2006 new Standard Operating Procedures (SOPs) for the various Detective Bureau divisions were supposed to be implemented. The report found that the new SOPs were supported by simple, yet effective, computer applications, as well as by new manually maintained logs, forms, and case folders. The SOPs set out clearly how cases should be managed and monitored. Although the SOPs relied more heavily on manually maintained records than was desirable, they would significantly improve the efficiency, effectiveness, and integrity of the Department's investigative capability and form the basis for the more sophisticated I.T. based systems, which had been planned for implementation over the coming years. Our evaluation found that the policy and sophisticated I.T. based systems have not been put in place. HPD should again review the report recommendations from 2006, which recommended the following changes:

- Only one detective should be listed as the case officer;
- Detectives will submit supplemental reports five days after the case is assigned
- The case file will include the original report, pertinent documents, and all supplemental reports;
- Detectives must visit the crime scene prior to completing the 5-day supplemental report;
- Supervisors must review the 5-day file and return to the detective for further work;
- Supervisors will record instructions on the investigation management plan, which is included in folder;
- If a case is still open after 15 days, a new supplemental report will be prepared that includes the progress on the case to date
- Supervisors will review the 15-day report and determine whether to continue or close the case;
- If a case remains open after 28 days, a supplemental report will be sent to the supervisor and then to the commander of Major Crimes Division
- The commander will review the 28-day supplemental report and determine whether to continue the investigation and record any instructions in an Investigative Management Plan



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- All 28-day open cases will be reviewed every 28 days
- All cases not cleared after 3 months by the initial detective must be reviewed by the Chief of Detectives
- If the Chief of Detective determines that a case should be closed, the initial detective must prepare a closing Investigative Supplemental Report clearly setting out the reasons for closing the case.

HPD was on notice in the 2006 report that, based on the number of crimes reported to HPD each year, it was inevitable that each detective would have a large number of open cases on their desk at any given time. The report further provided that while a majority of the cases would be complex, the need to justify the number of detectives assigned to the ISB focused on the length of assignment of these cases. A robust case management system and a clear policy was recommended to ensure that investigators were not holding cases in their open case file that had limited solvability factors. The report specified that a system should clearly require that all cases entering ISB undergo an analysis and solvability determination. Once the case was accepted, the case management system would require monthly updates to the supervisor to ensure that the work was being conducted on the file. If the supervisor found that there was a limited chance of successful solvability, the supervisor would determine if the investigator's time would be better utilized on another case. The report recommended that HPD take additional steps in case management and policy to provide better data to conduct an analysis of whether the current staffing of the ISB was sufficient. Investigative functions ensure that complex investigations are effectively conducted, which support the operation of the Department. Sufficient staffing is essential, while overstaffing is a waste of essential personnel.

V. SUPERVISION

Common police practice and the history of law enforcement operations have proven that there are three key factors to ensuring that police departments operate in an effective and constitutional manner. These three factors include: (1) developing clear policies to govern the operations of the Department; (2) training on the Department's policies; and (3) effective supervision. The staffing of Sergeants is an effective operational tool to ensure the efficient operation of the police department. In fact, departments "should ensure that supervisors provide the close and effective supervision necessary for officers to improve and grow as police officers; to police actively and effectively, and to identify, correct, and prevent misconduct."⁹ Therefore, it is essential for the department to continually evaluate the staffing level of Sergeants.

Many police departments find themselves in a position where funds are low and budgets are tight. These budget issues lead to a reduction of staffing, lack of supervision, reduction in training, and limiting specialized units. When departments request guidance on how to use resources to ensure that they are effectively policing the community, the recommendations often center on ensuring that a department has clear supervision.

⁹ *United States v. Town of East Haven, et al.*, Case No. 3:12-CV-1652 (AWT), Agreement for Effective and Constitutional Policing dated 11/20/2012, ¶ 161.



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In November 2014, the Hartford Police Department promoted additional supervisors to attempt to fill the void of supervision, which resulted from attrition and command promotions. Currently, 14% of HPD staff are Sergeants, for a total number of 60. While the number appears to represent a sufficient level of supervision, no analysis has been done to ensure that the span of control and unity of command standards are being met. The methodology used to evaluate whether staffing levels of Sergeants are effective is to examine the span of control and the unity of command. When addressing span of control, departments must ensure that an adequate number of supervisors are deployed in the field to provide supervision consistent with generally accepted professional standards. Typically, an adequate supervision ratio is 1-8, that is one sergeant to eight officers. Department commanders and supervisors have reported that there is a clear disparity in span of control at the HPD. When Sergeants working non patrol assignments take time off, the numbers of Sergeants on patrol are divided into the total number of officers working, including patrol, CSOs, and Conditions, the results often show a span of control not within required limits. HPD should conduct an evaluation of all HPD divisions to ensure they maintain the proper span of control at all times. This includes patrol, investigations, and specialized units.

In addition to ensuring that the staffing levels and the span of control are accurate, the Department needs to also consider the unity of command standards. When addressing unity of command, departments must ensure that supervisors of field operations, investigations, and specialized units provide a daily field presence and maintain an active role in unit operations. By ensuring that there is consistency between the sergeant and the same officer, meaning the officer should work for the same supervisor 70% of the officer's working time, allows supervisors the proper time to evaluate the officer's work. This daily interaction provides the ability to better analyze working conditions and effectiveness of the officer's committed and uncommitted time. Our surface evaluation does not find a sufficient level of supervisors under a span of control. The Department should specifically identify the sergeants assigned to positions of direct supervision, and sergeants assigned to specialty positions with no or limited supervision responsibilities. The Department should also identify and ensure minimum staffing levels that take into account the span of control of all employees in all units working at the time. Under the current operational structure of the patrol division, there are clear issues that may require contractual changes to implement.

VI. COMMUNITY POLICING

When determining the staffing levels of the Hartford Police Department, the desired relationship with the community should be taken into consideration. Since patrol is the primary function of any police department, community policing and problem-solving efforts are often compromised when perceived understaffing occurs. HPD has worked for about a decade to ensure that there were strong community relations. In response to the recent events in Ferguson, New York City, and Cleveland, the International Association of Chiefs of Police (IACP) held a National Police Summit on Community-Police Relations to discuss ways to build and sustain trusting community-police relations. The summit was held in December of 2014 and the participants included police chiefs from around the nation, national leaders of community and faith-based organizations, researchers, and representatives from various nationally renowned organizations such as the American Civil Liberties Union (ACLU), who discussed and debated these issues.



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In January 2015, the IACP released the summit report, *IACP National Policy Summit on Community-Police Relations: Advancing a Culture of Cohesion and Community Trust*,¹⁰ which is “designed to serve as a roadmap for law enforcement, communities, and stakeholders to build meaningful, sustainable, trusting, and effective working relationships.” The summit participants pointed out that whenever there is mistrust between a community and its law enforcement, high profile incidents, such as those listed above, serve only to “inflame emotions and erode trust.” Furthermore, “the aftermath of these incidents can lead to cycles of anger and civil unrest, further damaging the relationship between the police and the citizens they serve.” The report emphasized the need to continue efforts for building trusting relationships with the community and stated: “Recent events are a strong reminder that we must never be complacent in our efforts to sustain trust across police and the communities they serve. We must continue to reevaluate, recommit, and renew our focus on sustaining trusting relationships with all segments of the community.”

The summit participants outlined three conceptual elements of building community-police relationship: (1) communication, (2) partnerships, and (3) trust and provided recommendations for improvements under each concept. Community policing is defined as a “philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.” Community policing focuses on three key components: (1) community partnerships, (2) organizational transformation, and (3) problem solving to promote crime reduction through strong community-police relationships.

The report provided that while there is no shared definition of successful community-police relationships, the three over-arching conceptual elements of community-policing are: (1) communication (strong communication and transparency are critical to building relations with the community – open communication tells the community that there is nothing to hide), (2) partnership (building relationships with the community requires meaningful inclusion of an partnership with community members in conducting the business of the police department), and (3) trust (earned through a sincere and genuine interest in inclusion and a commitment to justice.) The IACP report identified a number of ways that law enforcement agencies can create an environment of trust and improve community-police relationships. Our recommendation is that the Department should ensure that the staffing levels maintain strong community relations.

VII. SUMMARY OF RECOMMENDATIONS AND FINDINGS

Recommendation #1 Patrol Staffing Model

As stated above, the three specific areas examined to conduct staffing studies are: (1) a population-based staffing, (2) staffing levels (minimum/authorized levels), and (3) a workload-based assessment. A review of each of these three specific areas revealed that HPD’s current staffing of the patrol division is not sufficient to meet the needs of the calls for service faced by patrol officers. This study provided details regarding the methodology and conclusions of our findings.

¹⁰ http://www.theiacp.org/Portals/0/documents/pdfs/CommunityPoliceRelationsSummitReport_web.pdf



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This study evaluated staffing numbers from 2012-2014, and then compared 2012 to 2014 to indicate any changes caused by attrition. It is our finding that the patrol division is understaffed by at least 60 positions to meet the current staffing standards. More patrol staff will be needed if any of the current unfilled positions are going to be staffed in the future.

Recommendation #2 Operational Split of Department

An overarching concern that was blatantly obvious throughout this study was the impact of two separate and distinct police departments operating under the umbrella of the Hartford Police Department. They are (1) the community policing model of three separated districts and a committed command staff assigned to operate in each district and (2) a patrol model that is centrally operated out of Headquarters, working within the districts. The concern is how a command structure, which is responsible for the police services in a specific district, can do so with limited interaction or oversight of the patrol function handling calls for service within that district. While there are some limitations due to contractual and collective bargaining requirements, all parties should evaluate the effectiveness of this model. We recommend the district approach to patrol staffing. This approach will better ensure that the commanders in the district have more control over policing and police services in their respective areas.

Recommendation #3 Committed Time and Directed Patrol

Our study was able to evaluate and identify the committed and uncommitted time of patrol officers working within HPD. Ordinarily, data systems in police departments can produce the times during which complaints or calls for service are received, when officers arrive at the scene of the incidents, and the time officers clear from incidents. This data allows an analysis of response times and committed time (length of time on the call) which is necessary to conduct a complete committed time analysis. While HPD has the ability to produce significant numbers of activity data, complete activity data is necessary to conduct a *precise* committed time analysis. The issue is that the Department does not record directed patrol activity in a manner that would accurately and consistently demonstrate how the officers are using this time. This means that officers are free to use a directed patrol code to cover time when they desire to show that they are at a certain location, whether or not they are actually committed or uncommitted, but patrolling a certain geographic location. A review of the directed patrols at the Hartford Police Department found committed directed patrols, but we were unable to clarify what percentage was accurately reflecting committed versus uncommitted time. We encourage the department to review the directed patrol methodology and to assign case numbers to specific requests to more accurately track the data for future analysis.

Recommendation #4 Community Policing

Community policing is defined as a “philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and



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fear of crime.”¹¹ The Hartford Police Department and the City of Hartford demonstrated their commitment to the community they serve when, over ten years ago, they began developing an identifiable Community Services Bureau and the Neighboring Policing plan. In the 2006 Wasserman Group Community Policing Study of the Hartford Police Department, there was a recommendation that the department refocus the operations in the direction of more effective community policing. It is recommended that the Chief, while attempting to staff the patrol division with reduced staffing levels, should continue to enhance the community policing model through the addition of officers to ensure proper policing practices.

Recommendation #5 Investigation Services

The scope of this study did not include an evaluation of the staffing needs of the Investigative Services Bureau. However, a cursory analysis of information received in this study lead to some recommendations for consideration. Common police practice does identify that a strong investigative division in a police department is necessary to support the patrol function. Due to the call volume faced by patrol officers, it is necessary to utilize investigators to ensure that investigations of criminal acts are conducted with quality and completed. The 2006 Wasserman Group Community Policing Study of the Hartford Police Department evaluated and recommended changes to improve the efficiency of investigations. Our evaluation found that the policy and sophisticated I.T. based systems have not been put in place. The information required to conduct a staffing analysis of the ISB would include the case screening process, case tracking, and mechanism to track solvability rates, average case load of investigators and length of open cases. It is recommended that HPD take additional steps in case management and policy to provide better data to conduct an analysis of whether the current staffing of the ISB is sufficient.

Recommendation #6 Sergeants Span of Control

Proper and effective supervision is an essential factor to ensure effective and constitutional policing. Many police departments find themselves in a position where budgets are under scrutiny. These budget issues lead to a reduction of staffing, lack of supervision, reduction in training, and the limiting of specialized units. When departments request guidance on how to use resources to ensure that they are effectively policing the community, the recommendations often center on ensuring that a department has clear and adequate supervision. We recommend that HPD conduct an evaluation of all HPD divisions to ensure they have, at all times, the proper span of control. This includes patrol, investigations, and specialized units. The Department needs to identify and ensure minimum staffing levels that take into account the span of control of all employees in all units working at any given time.

¹¹ Use and Effectiveness of Community Policing in a Democracy, Publication of the National Institute of Justice, Washington, DC 1996,

