

PERF Staffing Study Recommendations

Operations Bureau

Recommendations - Workload

Others do not believe that the department requires an increase in police officers, but that other initiatives can address police patrol workload issues. The initiatives are described as:

- *The implementation of a robust teleserve program.* A teleserve program is designed so that civilian employees can receive and document citizen calls for service over the telephone. The nature of incidents that can be reported to a teleserve is determined by the department through policy decisions.
- *An increase in the number of police service technicians.* Police service technicians are civilian employees who respond to a defined set of calls for service in the field.
- *Improved scheduling and allocation of personnel.* Scheduling and allocation of personnel use methodologies to insure that officers are assigned both temporally and geographically in a way that matches department work load.
- *Increased civilianization of jobs currently held by sworn personnel, making more officers available for street duties.* The term “civilianization” in police departments can be used to describe two different actions. The first is to hire non-sworn personnel to augment a police department’s response to calls for service. The second is to place qualified civilians in administrative and support positions now being held by sworn personnel.

Each of these issues has been considered in regard to each organizational unit in the department. The following organizational units are addressed in this section of the report:

- Operations Bureau – Patrol
- Operations Bureau – Special Operations
- Investigations Bureau
- Administration
- Professional Standards and Support Bureau

Both findings and recommendations are provided for each of these organizational units.

Recommendations – Specialty Operations

- *The revised Special Operations Unit should be closely tracked in order to review its workload at the end of its first year of operation.* The new unit combines a variety of functions and its operations should be monitored to determine its value. Both the number of burglary investigations conducted and the number of clearances should be counted.

Committee Recommendation:

Partially Implemented – *Unit activity is monitored and reviewed weekly in the Tactical Briefing. Suggest that the unit prepare and disseminate a weekly report.*

The number and details of each street narcotics operation should be tracked along with the results in terms of drugs seized, assets captured and offenders arrested. The number and quality of gang interventions should be monitored. The number of responses and arrests made at government housing locations should be tracked. And, the unit’s activities related to Part One crime response should be measured along with the results.

Committee Recommendation:

Partially Implemented – Unit activity is monitored and reviewed weekly in the Tactical Briefing. Suggest that the unit prepare and disseminate a weekly report.

- The department should continue to work with the schools and the city commission to seek the funding needed to enhance safety and security in Gainesville city schools. The department should work with all of its stakeholders to develop safety and security plans for each of the City's schools. It will be a difficult task to seek to balance affordability and the desire by all for safer schools. There will be a need for additional officers to be assigned to the schools but deploying them all from patrol will create shortages in response to calls for service. The department should create a master plan for school safety that blends readiness, technology and personnel needs and then determine the number of new positions that implementing such a plan will require.

Committee Recommendation:

Already implemented – some items still in progress

Recommendations – Patrol Operations

- The current match of officers to CFS service work should be improved, while maintaining the squad concept, by altering the days off sequences. For example, in District One additional resources are needed Friday from 1400 through 1900. This should be remedied by having the Shift 3 overlap day be Friday (one squad would have Tuesday, Wednesday, Thursday off, the other Saturday, Sunday, Monday off). 10 Recent redeployments have been of two patrol officers to the Special Operation Unit and four patrol officers to act as School Resource Officers in the elementary schools. This decrease in patrol staffing would increase the time spent on calls for service in District One to approximately 54.3% and the calls for service time in District Two to approximately 51.1%. These figures still allow for substantial patrol officer time to be spent on proactive policing and community engagement in addition to rapid response to calls for service.

The second peak times, on early Saturday and Sunday morning just after shift change from 0300 to 0500) should be remedied by also having the shift overlap day be Friday so that all Shift 4 officers are scheduled to come to work Friday at 2200 and work until Saturday morning at 0800.

For District Two, the Shift 1 overlap day should be changed to Wednesday to cover the high period between 1500 and 1900. For the peak periods in District Two on Tuesday, Shift 3 should report at 1500 and then complete the shift at 0100. The workload from 0100 to 0300 on Wednesday morning is light enough that this change will still allow adequate coverage during that time period.

Committee Recommendation:

Implemented with Alterations – The Gainesville Police Department conducted an internal analysis of its staffing for the Operations Bureau and elected to modify its work schedules for patrol shift officers. The shifts for patrol were changed from four 10 hour days with the same days off for four months to four 11 hours and 25 minutes schedule. This schedule has the officers working four 11:25 days and being off four days. Shifts have been staggered to provide maximum coverage during peak demand times. The three shifts are 7:00am to 6:25pm, 4:00pm to 3:35am, and 9:00pm to 8:25am. This configuration provides maximum staffing during evening and early morning hours.

- The City should reexamine its alarm ordinance. Responding to alarms comprise 4.3% of the total calls for service. Jurisdictions that have reduced alarm calls have levied heavier fines for false alarms, levied

finer sooner with few or no “free” false alarms, or required alarm companies to verify the validity of an alarm before the police are summoned.

Committee Recommendation:

Not Recommended for Implementation

Investigations Bureau

Recommendations – Investigations Bureau

- *The Department should assign a crime analyst position to the Investigations Bureau.* The performance of the Investigations Bureau may be enhanced with a more robust use of crime analysis in support of detectives solving crime and incorporating a predictive element to the function of criminal investigations. The CID would benefit from such a relationship by more quickly identifying crime trends, offenders and reoccurring modus operandi. Performing link analysis on persons, locations and equipment including phone numbers (hard-line and cell) and vehicles will serve the Special Investigation Division well in identifying and prioritizing narcotic investigations. An analytical focus may also assist in deconfliction efforts. Information identified by the analyst should be shared with the members of the Operations Bureau unless there is a significant and compelling reason not to, such as compromising an on-going investigation.

Committee Recommendation:

Recommended for Implementation

Recommendations - Criminal Investigations Division

- *Through the meet and confer process, the department should eliminate the paid lunch for the members of the Criminal Investigations Division.* The current practice of including a paid lunch in CID staffs' nine-hour work day hampers the productivity potential of the division. Based upon the 5-9 work schedule, within each fourteen-day period it is estimated each employee is losing 234 hours of work time per year (one hour per day, per fourteen-day work cycle, per 26 work cycles a year.) This is equivalent to three full-time positions.

Committee Recommendation:

Not Recommended for Implementation

Detectives subject to call and limited in travel. Additionally, this would be inconsistent with the treatment of other non-patrol sworn personnel.

- *The Criminal Investigation Division should update the Bureau's table of organization to reflect recent all changes.* This should include elimination of the Juvenile Resource Officer position and the revamping of crimes against property investigations. The responsibilities of the Juvenile Resource Officer are being performed by other members of the bureau without a negative impact.

Committee Recommendation:

Recommended for Implementation

- *The Department should work toward civilianizing the Forensics Crime Unit.* Progressive departments throughout the nation have demonstrated the crime scene investigation function may be civilianized. Well selected and trained civilians may effectively perform all forensic functions. The department may further civilianize the supervisory position within the Forensics Crime Unit. Such a strategy serves to create a career path for civilians within the Gainesville Police Department while providing cost saving to the department and returning sworn personnel to those tasks that require an armed and trained officer. It also addresses the issue of staff succession, as three of the officers/detectives currently serving in the unit are in the "drop" program.

Committee Recommendation:

Conceptual agreement with recommendation, believe that further study needed. Requesting additional information from other agencies. Recommend one sworn position be replaced with civilian position. Suggest this civilian position be incorporated into Police Service Technician career development path (i.e. PST 2A, PST Forensics)

- *The Forensics Crime Unit should add one additional Latent Fingerprint Examiner position. Adding one additional latent print examiner to the Forensics Crime Unit would enable the current backlog of latent prints to be eliminated and prevent future backlogs while affording the opportunity to perform secondary AFIS searches. This will assist in identifying offenders quicker and increase the department's solvability rate of criminal investigations.*

Committee Recommendation:***Recommended for Implementation***

- *Supervision of the U.S. Marshal Liaison position should be transferred from the Criminal Investigation Division to the Special Investigation Division within the Investigations Bureau and be reflected on the Bureau's table of organization. There is a disparity between the numbers of personnel assigned to the two divisions within the Investigations Bureau. Moving supervision of the U.S. marshal liaison position serves to close the gap between the two and provide a more even span of control for lieutenants. Transferring supervision of the position also provides a single point in the organizations to supervise off-site task force members. Care should be taken to continue the relationship between the Crimes against Person Division and Marshal's Task Force to maintain the task force as a resource for apprehending wanted suspects identified by the Bureau.*

Committee Recommendation:***Not Recommended for Implementation***

The U.S. Marshall's service is used more by the Criminal Investigations Bureau than any other entity it the GPD.

- *The Internet Crimes Against Children Unit should keep an accounting of all activity performed and provide a monthly, summary report to the Criminal Investigation Division Lieutenant. More accurate representation of workload may be helpful in tracking all potential cases, and assist in establishing proper staffing levels for the bureau.*

Committee Recommendation:***Recommended for Implementation***

This recommendation should be managed by the Investigations Bureau Lieutenant and designed by him/her to meet their need to monitor activity of the ICAC Unit.

Recommendations – Criminal Investigation Division

- *The GPD should expand the Police Service Technician position to incorporate an Investigative Aide position within the Criminal Investigation Division. This position should be used to perform the administrative and routine work of investigations. The purpose of this highly specialized and trained position is to do the initial workup of a case and coordinate with the assigned detective throughout the investigation. In this manner, detectives may spend their time following leads, interviewing witnesses, canvassing neighborhoods and serving warrants rather than performing administrative and clerical activities. The department may consider making this Investigative Aide position as higher classification*

of current PST positions. This will enable the department to draw upon the expertise of the existing employees at an entry-level position to advance to an Investigative Aide, thereby creating a new career path for civilians.

Committee Recommendation:

Recommended for Implementation only if PST staff is augmented, Assignment should be lateral entry possibly with pay incentives for obtaining additional training. Suggest this civilian position be incorporated into Police Service Technician career development path (i.e. PST 2A, PST Forensics)

- The department should integrate the three PST/Investigative Aide positions into the Investigations Bureau. This strategy will provide fiscal savings for the department immediately and pay dividends in the future by providing additional support for detectives, thereby increasing the efficiency of detectives. The PST positions are detailed in the next recommendation.

Committee Recommendation:

Recommended for Implementation only if PST staff is augmented, Assignment should be lateral entry possibly with pay incentives for obtaining additional training. Suggest this civilian position be incorporated into Police Service Technician career development path (i.e. PST 2A, PST Forensics)

- Reallocation should occur in the Criminal Investigation Division. Beginning January 2013 the department moved one sergeant and five detectives from property crimes to the newly created Special Operations Unit which was tasked with burglary investigations. This left six detectives and two firefighter arson investigators in the Criminal Investigation Division. Based on the methodology used in this analysis, two additional staff should be assigned to the Crimes Against Persons Unit, (one new officer/detective and one civilian PST/Investigative Aide) and one new detective position should be assigned to the Domestic Violence Unit. The department should consider teaming the remaining four detectives, one who should be a corporal for supervision, two civilian PST/Investigative Aides and the two Arson Investigators to make up a General Investigations Unit with responsibility for investigating arson, grant theft, grand theft auto, fraud, forgery, identify theft, pawn shops and felony criminal mischief.

Committee Recommendation:

Recommended for Implementation

Suggest the positions be given to CID and allow them to develop best utilization for Bureau.

Recommendations - Special Investigation Division

- The GPD's Property/Evidence Division and its four staff should be transferred from the Professional Standards and Support Services Bureau to the Special Investigation Division within the Investigations Bureau. The discussion on this recommendation is found in the Professional Standards and Support Services Bureau portion of this report.

Committee Recommendation:

Not Recommended for Implementation

This Unit is utilized by both Operations and Investigations Bureau, recommended that it remain in a neutral bureau; Professional Standards.

- The GPD's U.S. Marshal liaison position in the Investigations Bureau should be transferred from the Criminal Investigation Division to the Special Investigation Division within the Investigations Bureau. A

discussion on this recommendation is found in the Investigations Bureau's Criminal Investigation Division section of this report.

Committee Recommendation:

Already Completed

- *The GPD's Special Investigations Division should maintain monthly statistics on all multi-agency task forces in which the department participates. By maintaining and reporting monthly statistics of the activity of each unit within the Special Investigations Division, the department will have the information necessary to review the participation in task forces on an annual basis to determine if the agency is receiving value for its contributions. Such an examination is a policing best practice and warranted especially during the current economic and resource challenges to police departments throughout the country.*

Committee Recommendation:

This Already Completed

Chief's Office

Recommendations - IA and PIO

- *The Internal Affairs Division Commander should report directly to the Chief.* Competent internal affairs investigations are critical in maintaining transparency and accountability in the department, while insuring that officers are treated in a fair and consistent manner. The Chief is ultimately accountable for the performance of the department and the image of the department in the community. Nothing can do more harm than officers under his command performing poorly or out of policy. Similar to the reporting relationship between the chief and community relations coordinator, day to day knowledge of internal affairs activities will allow the chief more control over the image the department presents to the community.

Committee Recommendation:

Recommended for Implementation

- *The Public Information Officer (PIO) should report directly to the Chief.* The Chief of Police is ultimately responsible for “managing the message” that the department conveys to the community and others. The Chief and PIO should collaborate in structuring they message they wish to convey, no matter who is delivering it.

Committee Recommendation:

Recommended for Implementation

- *The PIO Position should be changed from a sworn to a civilian position.* Other police departments have had success in hiring a civilian Public Information Officer. The position should be filled by a media practitioner that has both on-camera and print experience. Additionally the position should be adept in the use of social media and web usage. Recommendations for overall changes in the table of organization will be made later in this report.

Committee Recommendation:

Recommended for Implementation – *Explore better utilization of the City's Communications Department.*

Recommendations - IA

- *The Department should fill the vacant lieutenant's position as soon as possible.* IA workload requires an additional position. With the position vacant, two sergeants staff IA and are members of the FOP, which may be a conflict of interest.

Committee Recommendation:

Already Completed

- *The Department should consider adding staff to the Internal Affairs Division when workload demands threaten the timeliness of investigations.*

Committee Recommendation:

Already Completed - *Issue addressed with the assignment of a lieutenant to the Internal Affairs Unit.*

- *The Department should provide internal investigations training to selected supervisors.*

Because there is a significant learning curve to develop the skills to conduct these types of investigations, consideration should be given to providing basic IA investigative training to ranking officers that may be assigned to these duties. In addition, supervisors have requested more IA training to assist them with their day-to-day duties.

Committee Recommendation:

Recommended for Implementation- *Training for administrative investigations will be incorporated into supervisory/leadership training scheduled for the Fall of 2014.*

- *The Internal Affairs Division should work with the city Human Resources Department to develop a communications protocol for some disciplinary matters.* In some instances there are city rules and regulations for discipline that may require conformity on the part of all city employees.

Committee Recommendation:

Recommended for Implementation- *Already occurring in some instances.*

Recommendation- Legal Advisor

- *A full time legal advisor should be assigned to the police department, reporting directly to the Chief of Police.* The workload required of this position is difficult to measure, but it can be argued that a full-time legal advisor would not only react to legal issues, but would be proactive in preventing legal problems by providing guidance to the Chief and the Internal Affairs Division. During interviews, there was a consensus among subject matter experts that the Department required a full time Legal Advisor.

Committee Recommendation:

Recommended for Implementation

Recommendations - Crime Analyst

- *The GPD should create a civilian supervisory position for the crime analysis unit.* This addition will allow day to day supervision of the crime analysts at a classification lower than major. The addition of a supervisory position will also create a career development path in a competency where none exists now.

Committee Recommendation:

Not Recommended for Implementation

- *The GPD should consider adding an additional crime analyst position.* The addition of one person will allow the crime analysts to specialize further, dedicating one full-time analyst to investigations, one full-time analyst to operations, the third carrying out generalist duties, and the supervisor providing supervision and support in all areas. Even if analysts are dedicated to patrol and investigations, they should continue to report to the crime analysis supervisor. Keeping the crime analysts in one unit is critical in coordinating work and avoiding duplication of effort.

Committee Recommendation:

Recommended for Implementation- *We believe that we can get better utility and efficiency by assigning the existing crime analyst to specific areas of responsibility.*

- *The GPD should seek unit clarification for the crime analyst positions.* Because these positions are unique within the police department and city government, they should be classified as analysts in a manner that is equivalent to those similarly situated in city government.

Committee Recommendation:

Not Recommended for Implementation- *the City's Human Resources Department recently reviewed the Crime Analyst positions.*

Professional Standard and Administrative Service Bureau

Recommendations – Support Services Division

- *The sergeant's position responsible for facilities and vehicle management should be staffed by a civilian. The ideal candidate will be someone with a professional background and/or training in fleet management and building management.*

Committee Recommendation:

Recommended for Implementation only if civilian position is an addition to staff.

Lt. Weaver's Statement

Fleet and Buildings and Grounds Sergeant:

This Sergeant is tasked with coordinating all things related to departmental vehicles and the maintenance of buildings and grounds. This Sergeant also serves as the ASU commander in the absence of the Lieutenant and serves as a backup to Court Liaison and Special Events. Once again this position is typically occupied by a seasoned sworn Sergeant with a vast amount of institutional knowledge and the respect of their peers. This job can be physically demanding and dirty with a non-standardized work schedule to accommodate those personnel not working a standard 0800-1700 hrs M-F schedule.

- *The Lieutenant commanding the Support Services Division should be replaced by a civilian business manager. Excepting the fleet and building maintenance, there are no other sworn positions in the division. An experienced private sector business manager will have contemporary experience in records, information technology, and managing complex business processes. The business manager would report to the bureau captain.*

Committee Recommendation:

Recommended for Implementation only if civilian position is an addition to staff.

Lt. Weaver's Statement:

I recently reviewed the NOBLE report recommendations as they pertain to the elimination of the sworn positions in the GPD Administrative Support Unit (ASU) and replacing them with non-sworn civilian personnel. And while I feel that some ASU positions could be successfully managed by non-sworn employees, I feel that several cannot.

Administrative Lieutenant Position:

The ASU Lieutenant is responsible for coordinating and supervising the following areas of responsibility.

1. *GPD Fleet Buildings and Grounds*
2. *Strategic Planning and Accreditation Manager*
3. *Records Bureau*
4. *Property and Evidence*
5. *Court Liaison*
6. *Special Events*
7. *GPD Towing and Taxi Administrator*
8. *GPD Communications Liaison*
9. *GPD Information Technology*
10. *TeleStaff Administrator*
11. *Responsible for approving the time cards for sworn personnel assigned to the Reichert House and BOLD programs.*

12. *Responsible for City Ordinance and departmental policy revisions occurring under assigned staff purview.*
13. *Interfaces with GPD Command Staff, City Manager, City Commission, and City Legal staff in all matters related to ASU assignments.*

It is my sincere belief that the typical GPD ASU Lieutenant is a mature and tenured employee that has a minimum of 20+ years of experience within the GPD organization which translates to extreme “institutional knowledge” of both the internal and external workings of the GPD organization. This knowledge also extends to contacts within not only the law enforcement and judicial community, but also within the local government and business communities. In my estimation it would be extremely difficult for a civilian employee to understand all of the nuances and requirements of effectively managing every administrative support function of the Gainesville Police Department without this knowledge.

- *The property and evidence unit should be moved to the Investigations Bureau. Since the highest priority evidence managed by this unit, including guns and drugs, are related to criminal investigations, property and evidence management should fall under the supervision of investigations.*

Committee Recommendation:

Not Recommended for Implementation See Investigations Bureau Section

- *The Strategic Planning Unit should be renamed Planning, Grants, Research and Accreditation. The name change is somewhat cosmetic, as the unit is currently involved in accreditation initiatives and some research and development. The change, however, will provide more clarity for the department as to the purpose of the unit.*

Committee Recommendation:

Recommended for Implementation

Lt. Weaver’s Statement

Strategic Planning and Accreditation manager:

This sworn position is necessary due to the fact that they manage and write all departmental policy and procedure. Act as the intake officer for the agency, update and create all departmental forms and act as the backup to the Court Liaison, Special Events manager and the building and Fleet Sergeant. I am uncertain how a non-sworn individual could possibly understand and write policy without ever having worked as a sworn Gainesville Police Officer. Once again institutional knowledge is vital to this position.

- *The GPD should add an identified position for Planning, Grants and Research to be staffed by a civilian. Initially this position should be charged with helping to assess the future needs of the department, providing the results of research on evidenced based policing to the command staff and aggressively seeking grant opportunities to enhance the operations of the Gainesville Police Department. After the first year of operation, staffing for this function should be reassessed to determine the need for an additional position.*

Committee Recommendation:

Recommended for Implementation only if civilian position is an addition to staff.

- *Eliminate the corporal's position in the Strategic planning unit and replace it with a civilian analyst to deal exclusively with accreditation and re-accreditation.* Many departments have civilianized a portion of their accreditation units. Knowledge of policing is required but much of accreditation work can be done by a paralegal or others with similar training. Part of the work requires compliance monitoring to ensure that there is on-going adherence to the written directives.

Committee Recommendation:
Recommended for Implementation

Recommendations – Records Division

- *The GPD should integrate an Automated Ticketing System for the issuance of all traffic citations.* Use of this technology will benefit the department in a number of ways: decrease the time necessary for writing citations; reduce the number of errors on citations; provide field personnel with greater access to information and eliminate the need for the Records Division to manually enter all ticket data into the RMS.

Committee Recommendation:

Recommended that staff research and determine the most cost effective option for implementing the Automated Ticketing System for issuance of all traffic citations. Also recommended that staff develop an implementation plan once the system is identified.

- *The GPD should work with the City to modernize the receipt of monies collected by the Records Division and better utilize technology to receive funds.* The Records Division is responsible for collecting payment in the form of cash, check or credit card, from the public for services provided by the police department and submitting a daily accounting report to the City's Budget and Finance Department. This task is time consuming and entails the receipt and accounting of money. Alternative methods of collecting fees such as payment through the internet should be explored.

Committee Recommendation:

Recommended that current process is evaluated to determine if an automated and/or remote entry system could be utilized for tracking funds collected by the Records Division.

- *The GPD should assign the primary responsibility for quality control of reports to Sergeants rather than members of the Records Division.* Members of the Records Division have assumed a disproportionate amount of responsibility for the quality control of reports. While some quality control is inherently performed by any police agency's records personnel, in Gainesville, this responsibility has increased over time. The shift in responsibility appears to be a result of some sergeants' failure to complete a thorough review of reports. Examples of common errors identified by the Records Division in approved reports include different spelling of names, incorrect geographical codes, incomplete reports and required forms missing from reports. Sergeants should be held accountable for ensuring that reports that are submitted by those under their command are submitted in a timely manner. Sergeants should be required to complete a comprehensive review prior to approving the report and its submission to the Records Division.

Committee Recommendation:

Recommended for Implementation of a revised quality control process that requires better supervisory oversight by shift supervisors.

- *The GPD's Records Division should maintain monthly statistics of its workload and backlogs.* The staffing of a police department's Records Division should be based upon the amount of work to be performed and the time necessary to fulfill those responsibilities. Maintaining monthly statistics on the workload for all duties and any backlogs is necessary to measure the productivity of the division and determine proper staffing levels.

***Committee Recommendation:
Recommended for Implementation***

Recommendation – Information Technology

- *The GPD should add an additional staff member to the Information Technology Section.* The current level of staffing does not allow for sufficient attention to important issues such as firewall maintenance and other security procedures. GPD's technology capabilities are extensive, but advanced technology requires focus on maintenance and repair, while assisting and educating users.

***Committee Recommendation:
Recommended for Implementation***

The GPD should exercise caution in how reserve officers are assigned. A reserve program can be a high risk/high liability endeavor. Unless the department can ensure that every aspect of a reserve's employment (background investigation, training, knowledge of policies, tested proficiency in the tactical competencies) meet the standards applied to full time officers, the reserves should not be used for functions that require a sworn officer. Even if all of these requirements are met, reserves should not work on the street in a solo capacity. Working only 10 hours per month does not allow for the reserves to be fully apprised of department policies and what is going on in the department and the community. As unpaid employees, the reserves are not entitled to employee benefits. If a reserve officer were to become injured on-duty, it is unlikely he/she would be eligible for workman's compensation.

***Committee Recommendation:
Already Completed***

Recommendations – Performance Appraisal System

- *The GPD and City Human Resources Department should create a performance appraisal system for all GPD employees that is both rank and position relevant.* A performance appraisal system is a comprehensive approach to improving employee performance and developing their careers. It should involve, at minimum, goal setting, frequent supervisor/subordinate discussions, a validated performance measurement instrument, and performance interviews. The evaluations should be performed every six months. To spread the evaluation workload out, many departments schedule evaluations using the employee hire data or birth date as a baseline.

***Committee Recommendation:
Recommended for Implementation with modification of the evaluation period from six to twelve months.***

- *The police department and the City HR department should work together to develop retention and employee relations strategies.*

Committee Recommendation:

Recommended for Implementation Suggest study group, should be incorporated into career development.

Career Development for Civilian Employees

The Gainesville Police Department has approximately 70 civilian employees that carry out critical job functions throughout the department. Civilian employees support GPD's mission as crime analysts, records technicians, police service technicians, youth coordinators, and staff specialists. Many of these positions do not have clear career paths and have only limited advancement opportunities. The Communications Workers of America Union (CWA) represents all civilian city employees who are not exempt, including those in the police department. There is a career advancement program in the CWA contract with the city. It is already in place in some departments. This program has risks for the employee. There is a "must advance" clause in the contract, where employees participating in the career advancement program must progress or lose their job.

Committee Recommendation:

Recommended for Implementation with exclusion of "must advance" clause.

Recommendation – Career Paths for Civilians

- *Gainesville Police Department along with City HR Department should create logical career paths for civilian positions within the police department.* This initiative would require position descriptions for civilian positions to be updated, and an analysis of each civilian work unit conducted to determine whether there is a need for additional job classifications or supervisory positions within that work unit. Lateral or upward movement between civilian work units should also be allowed. For instance, someone working in records should be allowed to transfer to IT if they meet the qualifications. As part of a yearly performance appraisal, the employee's career path and career development options should be discussed with the employee.

Committee Recommendation:

Recommended for Implementation (partially implemented)

Recommendation – Police Career Development Program

- *The GPD should develop a systematic career development program, to be managed by the Personnel Services Division.* After three years of employment, officers may voluntarily declare a career track they would like to pursue. Examples include, but are not limited to supervision, investigations, personnel, training or special units. Upon that declaration, the training division would develop and carry out a training and development plan for that officer. Each officer would be assigned a coach who currently works in the area the officer is interested in. Career and progress counseling would be provided every six months in conjunction with performance evaluations. The officer's coach and the career development manager would provide feedback into the evaluation process.

Committee Recommendation:

Recommended for Implementation

Recommendations – Recruitment and Selection

- *The GPD should have a discussion within the department and City HR regarding the validity of the writing exercise.* The writing exercise measures a trait that is important to effective law enforcement

officers. As such, it is a good first step screening tool. However, some effort should be made to validate the test, perhaps internally, to defend against any claims of adverse impact.

***Committee Recommendation:
Not Recommended for Implementation***

- *The GPD should document the relationship between the physical abilities course and actual tasks performed by a police officer. The department can create a stronger link between the activities carried out during this test by documenting actual incidents where these capabilities are needed by police officers in the field. A survey of existing officers regarding the physical abilities required of them during their duties may provide additional physical capabilities that should be measured.*

***Committee Recommendation:
Already Completed***

- *The GPD should consult with the city HR department to determine where HR may further assist them in the selection process.*

***Committee Recommendation:
Already Completed***

- *The GPD should consider adding a community member to their oral board process. Some departments have begun using this approach as part of their community policing initiatives.*

***Committee Recommendation:
Already Completed***

Recommendations – Job Descriptions

- *The GPD and City HR Department should undertake an initiative to create or update job descriptions in the police department. As discussed earlier in this report, there is a lack of clarity in current police department position duties. Duties may overlap, reporting relationships are not clear, and specific duties may continue to be assigned to a person after they move into a different job. Specific tasks should be assigned to a position.*

***Committee Recommendation:
Recommended for Implementation – In Progress; Will review job descriptions prior to advertising vacancies. GPD Personnel will review all GPD specific job descriptions within the next twelve months.***

- *After the development of the job descriptions, the City HR department should revisit the existing classifications of positions held by civilian employees.*

***Committee Recommendation:
Recommended for Implementation***

Recommendations – HR Division in Prof. Standards

- *The GPD should create a Human Resources Division in the Professional Standards and Support Bureau. The new division would be the result of combining the current Personnel Services Division with the Training Unit. The division would be staffed with one lieutenant, two sergeants, and four police officers.*

This change results in the reduction of one police officer position when compared to the staffing of the two separate units. The combination of personnel and training will create efficiencies through shared duties that will allow for a reduction in staff.

Committee Recommendation:

Recommended for Implementation- Our review suggests that the vendor did not have a full accounting and or understanding of how this unit is staffed.

- *The GPD should establish a policy that holds members accountable for failing to attend scheduled training.* The Training – Operational Skills Unit is tasked with providing in-service training for all sworn members of the department in two-month cycles, four times a year. When personnel fail to attend such training, the certification of officers and the department may be jeopardized. Also the City may be exposed potentially to unnecessary liability. Such action also causes logistical problems for the OSU. The department should take appropriate action against members who fail to sign-up or and/or attend scheduled training in a timely manner.

Committee Recommendation:

Recommended for Implementation

Other Recommendations

Recommendations – Organizational (Districts)

- *The GPD should retain the two district plan.* If communications and chain of command issues can be addressed, the two district plan should serve the department well.

Committee Recommendation:

Already Completed

- *The GPD should eliminate the unfilled captain's position and place one captain in command of the Operation (or Patrol) Bureau.* This approach will create unity of command for patrol operations. One person in charge of patrol will insure that patrol tactics and procedures are consistent in both districts. . For the purpose of internal equity, the rank of captain is consistent with the rank held by all other bureau commanders. Executive officers receive a 5% pay increase over the normal lieutenant's pay rate. As reported earlier, there were some indications that patrol operations function in three geographic entities rather than the two. This is discussed in an Appendix.

Committee Recommendation:

Already Implemented- Suggest reutilization of the Commander position to serve as District Commander. This will be a positional rank and the holder will only be entitled to the rank while in the assignment as a District Commander.

- *The GPD should eliminate the executive officers that are assigned to the patrol districts.* The responsibilities of this position have been confused and misinterpreted. Reporting relationships in a quasi-military organizational structure should be strictly defined and understood.

Committee Recommendation:

Recommended for Implementation—See above

- *The GPD should create new district commander positions with a rank and compensation plan that is distinctly between the rank of lieutenant and captain.* In this scenario, both district commanders would report up to the Operations Bureau Captain. Lieutenants who hold the position of watch commanders would report to the district commander in their respective districts. The new district commander positions should be promotions, in order to reinforce the difference between the district commander positions and the rank of lieutenant.

Committee Recommendation:

Recommended for Implementation- see two item above

- *The GPD should revisit policies related to district integrity and out of district dispatch.* Once policy has been established, it should be communicated to all patrol personnel and to executives at the county 911 center.

Committee Recommendation:

Recommended for Implementation

Recommendation – Special Ops Unit

- *The GPD should work to consolidate drug enforcement efforts where possible.* Consolidating drug units should reduce supervisory overhead, establish clear drug enforcement priorities, and aid in coordination and deconfliction efforts.

Committee Recommendation:

Already Implemented

Recommendations – Organizational Environment and Communications.

- *The GPD should consider developing a regularly scheduled internal newsletter.* This recommendation can address two of the issues discussed above. First, the newsletter can introduce new employees, programs and initiatives that people working in different buildings may not be aware of. The issue of employee cooperation and appreciation is also a communications issue. In each issue of the newsletter a specific employee and their duties should be highlighted.

Committee Recommendation:

Recommended for Implementation- Partially implemented –Review what we are currently doing for bringing in new employees, employee recognition and promotions.

- *The GPD should consider developing a program where sworn officers “shadow” civilian employees to learn their function and how it is related to the mission of the department.* In larger organizations, specialized employees do not understand what others do. Officers learning about various functions in the department should reduce some of the friction, while giving officers a better understanding of the “big picture”. The opposite is also true. Civilian employees should work (or ride-along) with officers to better learn the challenges that officers face. The program should be implemented so that each sworn employee would shadow a civilian employee for an entire shift at least once per year, more often if possible. Each civilian employee should shadow a sworn officer for the same duration and frequency.

Committee Recommendation:

Recommend a review of current shadowing/ride along programs and suggest an increase in the opportunities to shadow as part of a career development program.

- *The GPD should consider promulgating a values statement regarding team work and cooperation.* The GPD developed goals in conjunction with a recent strategic planning process. Some of the goals are similar to values statements, but do not specifically address the importance of employees working together in a collegial way. Organizational values describe what an organization stands for, and many police departments address employee cooperation and relationships in their values statements. In a recent strategic planning session, a department developed approximately ten values statements. One said that they valued “Teamwork – Working Together Cooperatively”, and went on to describe what the value meant in day-to-day operations. Written values standing alone have little impact. But if values can be reinforced by day to day actions on the part of supervisors and leaders, the values statements become real. Leading by example is important.

Committee Recommendation:

Recommended for Implementation- Suggest that the mission statement be reviewed, clarified and posted throughout GPD facilities.

- *The GPD should provide a recruit level orientation to familiarize new officers with all of the functions in the department.*

***Committee Recommendation:
Already Implemented***

Proposed Organizational Structure

Preceding sections of this report discussed not only staffing, but reporting relationships in the various Bureaus and Divisions. The purposed of this section of the report is to depict and summarize the structural changes that have been recommended. This information is presented for each Bureau.

Administration Summary

The proposed organizational structure for the department's top level is depicted below. This table depicts changes in Administration that were recommended earlier in this report. These changes include:

- The creation of a direct report relationship between the Internal Affairs Division and the Chief.

***Committee Recommendation:
Recommended for Implementation***

- The creation of a direct report relationship between the PIO and the Chief.

***Committee Recommendation:
Recommended for Implementation***

- The creation of crime analyst supervisor.

***Committee Recommendation:
Not Recommended for Implementation*** – *This item was referred to Human Resources for review and is not recommended at this time.*

- The creation a full-time police attorney.

***Committee Recommendation:
Recommended for Implementation***

- The renaming of Strategic Planning and changes in staffing with a Lieutenant as commander and two civilian positions assigned.

If implemented, these recommendations will result in the addition of 2.5 FTEs.

***Committee Recommendation:
Recommended for Implementation*** – *See Lt. Weaver's Comments. This may not eliminate Lieutenant's and Sergeant's positions due to other responsibilities.*

Operations Bureau Summary

Changes to the structure and staffing of the Operations Bureau were recommended earlier. They are summarized below.

- The Special Operations Unit is formed and is composed of personnel formerly assigned to NCSU/ Gang Unit plus one sergeant and five detectives from Property Crime and two officers from patrol and one officer from the Traffic Unit.

***Committee Recommendation:
Recommended for Implementation – Partially Implemented***

- The unfilled captain's position is eliminated.

Committee Recommendation:
Already Implemented

- Patrol executive officer positions are eliminated and reclassified as district commanders. Specialties formerly part of the Specialty Operations Division such as Mounted/K9 and Traffic are assigned directly to a commander.

Committee Recommendation:
Recommended for Implementation

- Four patrol officers are added to School Resources to work in the elementary schools. These changes result in a decrease of one Captain's position that is currently not filled. One sergeant and five detectives are transferred from Investigations.

Committee Recommendation:
Already Implemented

Investigative Bureau Summary

Changes to the structure of the Investigations Bureau were recommended earlier. The recommended staffing and organizational changes are summarized below.

- The Juvenile Resources detective is transferred to Crimes against Persons.

Committee Recommendation:
Not Recommended for Implementation- *The Juvenile position was previously transferred to the Special Operations Unit.*

- Two additional staff are assigned to the Crimes Against Persons Unit, (one new officer/detective position from property crimes and one civilian PST/Investigative Aide)

Committee Recommendation:
Recommended for Implementation – *We recommend that the position be added but believe that the exact assignment for the position be left to the bureau to determine.*

- One new detective position (from Property Crimes) should be assigned to the Domestic Violence Unit.

Committee Recommendation:
Recommended for Implementation

- The department should consider teaming the remaining four detectives, one who should be a corporal for supervision, two civilian PST/Investigative Aides and the two Arson Investigators to make up a General Investigations Unit with responsibility for investigating arson, grant theft, grand theft auto, fraud, forgery, identify theft, pawn shops and felony criminal mischief.

Committee Recommendation:
Not Recommended for Implementation- *The PERF does not reflect the actual number of people assigned to the division. See The Investigations Bureau Section.*

- One sergeant and five detectives are transferred to the new Special Operations Unit.

Committee Recommendation:

Already Implemented

- One new latent print examiner is added to the Forensic Crime Unit.

Committee Recommendation:

Recommended for Implementation- Suggest the new position be a lower classification to allow for upward mobility.

- The property and evidence function is moved from the Professional Standards and Support Bureau to the Special Investigations Division.

Committee Recommendation:

Not Recommended for Implementation- See Professional Standards Section

These recommendations result in a net personnel increase of three new civilian PST positions, and four property and evidence positions and a decrease of one sergeant and five detectives.

Professional Standards and Support Bureau Summary

Changes to the structure of the Professional Standards and Support Bureau were recommended earlier. They are summarized as follows:

- Eliminate the support services lieutenant and replace with a civilian business manager.

Committee Recommendation:

Recommended for Implementation – If position is an augmentation to staff, see Lt. Weaver’s comments.

- Move the Property and Evidence Unit to the Investigations Bureau.

Committee Recommendation:

Not Recommended for Implementation- GPD believes that the Unit should be located in a neutral bureau since both the Investigations and Operations Bureau utilize the Property and Evidence Unit.

- Eliminate the lieutenant’s position in the Training Unit.

Committee Recommendation:

Not Recommended for Implementation- see Lt. Weaver’s comments.

- Create a Human Resources Division under the command of a lieutenant by combining Personnel Services and Training.

Committee Recommendation:

Already Implemented

- Replace the sergeant in charge of facilities and vehicles with a civilian manager.

Committee Recommendation:

Recommended for Implementation – If position is an augmentation to staff, see Lt. Weaver’s comments.

- Rename the Strategic Planning Unit to Research and Development/Accreditation.

Committee Recommendation:

Recommended for Implementation

- Replace the corporal in the Accreditation unit with a civilian analyst.

Committee Recommendation:

Recommended for Implementation – *If position is an augmentation to staff, see Lt. Weaver’s comments.*

- Increase staffing in information technology by one person.

Committee Recommendation:

Recommended for Implementation

- Create a direct report relationship between fiscal and the business manager.

Committee Recommendation:

Recommended for Implementation

These recommendations result in a personnel decrease of one lieutenant, one sergeant, one corporal, and four property and evidence positions. These recommendations result in a personnel increase of one business manager, one facility/vehicle manager and one technical systems analyst.

Alternative Service Delivery Models

The project team explored opportunities for alternative delivery of services that do not require the presence of police personnel, and tasks that could be outsourced to other City department. The PST and teleserve programs were discussed earlier in this report. Additional opportunities are discussed below.

Civilianization

The term “civilianization” in police departments can be used to describe two different actions. The first is to hire non-sworn personnel to augment a police department’s response to calls for service. The second is to place qualified civilians in administrative and support positions now being held by sworn personnel.

A traditional approach to police staffing is the belief that there are certain administrative and support jobs that can only be done by a sworn officer. In reality, it has become increasingly clear in many police departments that civilians tend to perform certain specialized roles more effectively than sworn officers, in large part, because police officers are trained as generalists and civilians can be hired as specialists.

The GPD was an early adopter of civilianization strategies, implementing its Police Service Technician program in 1987. 20 PSTs were available to respond to calls for service that did not require the presence of a police officer. Currently there are 11 PSTs. In 2008 and 2009 the number of PSTs, along with other civilian positions, were cut to reduce the department’s budget and preserve sworn positions. This approach had unintended consequences. Sworn officers were used to carry out some of the administrative and office work formerly performed by civilians, reducing the number of officers on the street. Cuts to the PST program increased the workload of street officers, making them less available to respond to citizen requests. Throughout this report there are recommendations to both expand existing civilian staffing, and replace certain sworn positions with civilians.

On-Line Reporting

The GPD has undertaken an initiative to develop an on-line reporting system. While the web interface has been developed, the GPD is attempting to find a way that the data received through the web interface can populate the department’s RMS at a reasonable cost. The impact of online reporting can not be determined until a system is implemented. If implemented, the program

***Committee Recommendation:
Recommended for Implementation***

Recommendation- Code Enforcement Tasks

- *The GPD should begin negotiations with the City to move responsibility for parking ticket administration and licensing of taxis and tow trucks to the City Code Enforcement Division.*

***Committee Recommendation:
Recommended for Implementation***

Recommendation – Regional and Inter-Govt. Collaboration

- *GPD and ASD officials should review and revise dispatch protocols to make sure they are current and support GPD policies. Out of zone and out of district dispatches should follow GPD department policy and be carried out within that policy by ASD dispatchers. While the GPD generally tries to maintain zone integrity, the need to dispatch officers out of zone and out of district is frequent.*

Committee Recommendation:

Not Recommended for Implementation- *this item reflects that the PERF was not clear about the dispatch protocol for GPD. GPD officers although assigned to a zone, and district, are assigned based on the nature of the call not exclusively the assigned area.*

- *The GPD and ASD should explore the possibility of combing their fleet maintenance responsibilities. GPD's fleet is currently maintained by City of Gainesville maintenance staff. This arrangement appears to be a cost effective and advantageous situation for both the city and the police department. Nonetheless, there may additional economies of scale if the ASD were to contract with the City for the same services.*

Committee Recommendation:

Not Recommended for Implementation- *this item also reflects that the PERF was not clear about the inner workings of the GPD fleet as City Fleet handles all maintenance for the GPD fleet. The GPD fleet officer works in concert with City Fleet to ensure vehicles are delivered for maintenance and repairs.*

Summary of Findings and Conclusions

The Gainesville Police Department is a high quality police department operating in a dynamic environment. That environment generates a high volume of workload. The department is well led and managed. Operationally, both patrol and investigations carry out their mission well, applying contemporary techniques and tactics.

No recommendations have been made to change patrol staffing, as calls for service data indicates that officers are now committed just over 50% of their time due to the reassignment of some patrol officers to School Resources and Special Operations. Minor personnel increases have been recommended for the Investigations Bureau. In the Professional Standards and Support Bureau, an increase in the number of civilian positions is recommended, along with a reduction in the number of sworn positions which can be allocated to buttress patrol staffing. Recommendations have been made for organizational change throughout the department. Perhaps the most significant is a recommendation is to change the command structure in the Operations Bureau. Recommendations in the Professional Standards and Support Services Bureau, if implemented, will clarify and streamline their reporting structure. Going forward, the GPD should prioritize the recommendations made here, then create and plan initiatives to

implement those that they chose to. The GPD has sufficient, competent staff to move change initiatives forward.