



# Key Staffing and Operations Review for City of Gresham



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# Project Overview

In November 2021, the City of Gresham (City), Oregon, began working with BerryDunn to conduct an operational assessment of the Gresham Police Department (GPD). During the project, BerryDunn conducted more than 50 interviews with staff, government officials, and select community members identified by GPD. Community members also had the opportunity to provide direct feedback through several in-person and virtual town hall meetings, and through online feedback to BerryDunn through Social Pinpoint, a customized website provided by BerryDunn. Staff from the GPD completed an in-house workforce survey and provided BerryDunn with substantial information through numerous other data-gathering instruments. Finally, BerryDunn conducted significant analysis of current data and new data generated as part of this assessment and produced a series of findings and recommendations.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar progression. Although this report contains several areas for improvement, and the GPD has faced some challenges in recent years, particularly related to staffing, BerryDunn made many positive observations of the GPD, some of which are examples of best practices that other agencies would do well to emulate. Examples of best practices within the GPD include:

- Services Coordination Team
- Neighborhood Enforcement Team
- Homeless Service Team
- Problem-Solving Exercise during Initial Officer Training
- Field Supervisor Training Program

The GPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. It was evident to the BerryDunn team that the command staff at the GPD want what is best for the agency and the community, and they are willing to take the necessary steps to help ensure positive and appropriate change takes place.

This assessment examined more than 20 primary areas of department operation (distributed throughout the chapters of this report), as well as several sub-areas and specialized positions. BerryDunn's analysis determined that several areas within the police department require adjustment to assist the GPD in meeting service demands, improving operational efficiency, and sustaining positive relationships and trust between the police department and the community. This study provides 44 recommendations, separated into three rank-prioritized categories, following four major themes:

- Staffing (including recruiting, hiring, and retention)
- Personnel development

- Policies and procedures
- Technology utilization

This report outlines the process and methodology BerryDunn used to conduct the assessment of the police culture and practices of the GPD. The analysis provided by BerryDunn is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied, and those that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, the GPD might implement those recommendations in several ways. Although BerryDunn has provided guidance and prompts within many of the recommendations, the GPD should select an implementation approach that works best for its culture and environment. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Gresham and the GPD on this important project.<sup>1</sup>

## Historical Background

Although this assessment was not necessarily prompted by prior events, the City initiated it following a series of challenges and conflicts dating back to 2016, several of which involved high-level GPD and City staff, as well as those in City government. As part of this project, BerryDunn was asked to review several documents produced ancillary to or following certain operational conflicts or challenges. In summary, the reports BerryDunn reviewed, including the formal investigations, revealed a series of communication issues and missed leadership opportunities—and all parties involved share some responsibility. It is BerryDunn’s assessment that despite apparent good intentions, various actions and inactions combined to produce a series of negative consequences.

For GPD and City staff, deterioration of trust and collaboration has been one of the more problematic outcomes of this challenging period. Several staff pointed this out directly to BerryDunn early in the project, specifically stating their hesitancy to fully engage with BerryDunn on this project. Fortunately, as BerryDunn worked with staff, full participation ensued, which was a crucial element of the overall assessment.

Ultimately, little can be gained by rehashing the prior events, investigations, and the resulting fallout. It is BerryDunn’s observation that all parties involved are trying to move forward with a collaborative and solutions-based approach. This cooperative spirit is a critical element to successful growth for the City and the GPD.

Although this study examines the GPD, including its past and current state, it is important to note the turnover at the executive level within the department. The chief of police was appointed in the summer of 2021, and one of the two captains retired at the outset of this project.

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<sup>1</sup> Portions of this report and the data within it have been reproduced from publicly available documents.

Accordingly, many of the conditions, particularly those requiring adjustment, have been inherited by the current police chief.

## Additional Professional Services

Based on a review of various organizational data and onsite interviews with GPD staff and other key stakeholders during the first six weeks of this assessment, BerryDunn identified several GPD operational areas that required prompt attention. BerryDunn detailed these areas in an Emergent Issues Memo provided to the City and the GPD on December 6, 2021. Those areas included the following:

- Revising the executive organizational structure
- Prioritizing hiring (sworn and non-sworn) to respond to service demands
- Conducting an essential call for service (CFS) evaluation
- Improving department recruiting, hiring, and retention practices

Because of their critical impact on GPD operations, there was a pressing need to take steps to address these areas immediately. Based on BerryDunn's initial observations, the GPD has requested that BerryDunn provide additional professional services to the GPD in the following areas:

- Leadership Readiness and Development
- Recommendation Implementation and Change Management
- Essential CFS Evaluation

BerryDunn also learned that the GPD does not currently have a strategic plan in place. Although other BerryDunn staff were concurrently developing a citywide strategic plan for the City as part of a separate project, that process was not structured to fully leverage the results of the police operational assessment, which will undoubtedly produce numerous recommendations requiring GPD effort (in addition to those listed above).

BerryDunn began working with the GPD on the above areas in early January 2022, even as the original assessment work continued. Some of that work is outside the scope of this report (e.g., Leadership Readiness and Development), but other work has been included within this document (e.g., Essential CFS Evaluation).

Development of a full strategic plan will occur following this assessment, and that plan will be produced as a separate document.

## Fiscal Challenges

Some of the recommendations in this report will require significant costs to implement. These recommendations are based on data and best practices, and they outline strategies for the delivery of high-quality public safety services. BerryDunn has provided these recommendations based on an expectation of sufficient funding to accomplish them. If the City cannot secure

adequate funding, it is likely that significant reductions in non-essential public safety services would be necessary in order to manage operations and respond to critical crime and safety demands from the community.

# Project Introduction and Summary

Within this final report and its appendices, BerryDunn has provided various tables and figures as visual aids and as a means to validate and substantiate the observations of the team, as well as the associated recommendations. To reduce the overall length of this report, BerryDunn has created a partner document to this report called the Supplemental Data and Information Report (SDIR). The SDIR contains numerous tables and figures, and additional data are also included within its appendices. When referencing specific data or supporting materials in this document, BerryDunn will note the table or figure number, or the appendix. When referring to external tables, figures, or supporting materials, BerryDunn will reference the SDIR and note the appropriate location (e.g., table, figure, or appendix).

The formal recommendations from this project can be found in three sections:

- First, a summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment.
- Second, recommendations are included at the end of each chapter to which they apply. Each chapter recommendation is the result of the topical analysis from that chapter and each includes a summary of the basis for the recommendation.
- Third, for ease of review, each of the full recommendations is included sequentially within the SDIR Appendix A.

BerryDunn has separated formal recommendations into three prioritized categories in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 0.1 provides a description of the priority levels used for the recommendations.

**Table 0.1: Priority Descriptions**

Overall Priorities for Findings and Recommendations	
	<b>Critical/Priority</b> – These recommendations are very important and/or critical, and the agency should prioritize these for action.
	<b>High/Primary</b> – These recommendations are less critical, but they are important and should be prioritized for implementation.
	<b>Medium/Non-Urgent</b> – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

BerryDunn provided all Critical/Priority recommendations to the GPD in an Emergent Issues Memo, midway through this assessment, due to their pressing nature. BerryDunn presented this information early in the process to allow the GPD to take prompt action in these areas, instead of waiting for the development of the full report and findings.

BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 0.2.

**Table 0.2: Short Recommendation Format**

Chapter: The Policing Environment		
No.	Finding	Recommendation
1-1	Brief Finding Statement	Succinct Recommendation Statement

This format provides readers with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 0.3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the body of the report and in SDIR Appendix A.

**Table 0.3: Full Recommendation Format**

[Chapter and Title]		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter Section:</i>		
1-1	<b>Finding Area: (Finding Statement).</b> Supporting information regarding the finding.	
	<b>Recommendation: (Succinct Recommendation Statement).</b> Additional details concerning the recommendation, including items for consideration.	

## Changing Conditions

The GPD is a dynamic and ever-changing organization. BerryDunn recognizes that numerous changes have taken place since the start of this assessment in late 2021. Several conditions examined in this report have changed in the time between report preparation and delivery. This includes some areas in which BerryDunn had made formal recommendations. Understandably, it has been necessary to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

In addition, the GPD has provided BerryDunn with a brief outline of its actions taken during this assessment, including those that relate to the early recommendations provided. This information is detailed in SDIR Appendix B. Highlights of the activities outlined in SDIR Appendix B include:

- Obtained approval for several professional support positions
- Hired/promoted executive leadership positions
- Conducted/planned promotional exams
- Added software programs to assist with recruiting, operational improvements, and community engagement needs
- Completed various policy updates
- Working to improve the police department webpage
- Acquired operational tools and technologies
- Implemented numerous recruiting and retention strategies
- Hired 7 new sworn recruits and offered 2 conditional hires
- Hired a criminalist through the retire/rehire program
- Established an agency recruiting team and drafted a recruiting strategic plan
- Added a metro EDU (Explosive Disposal Unit) position
- Eliminated assigned patrol districts in response to operational needs
- Implemented numerous internal and external communication strategies
- Conducted/facilitated numerous community engagement activities

Upcoming focus areas include:

- Community safety program
- Professional standards improvements
- Community safety special initiatives
- Services Division changes to recruiting, backgrounding, and hiring processes
- Finalizing the Essential CFS Evaluation process
- Developing a GPD strategic plan

This is a brief summary of the many actions the GPD has taken during this study. BerryDunn found the GPD very responsive to recommendations and suggestions throughout this project.

# Principal Findings and Recommendations

## Critical/Priority Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-2	The GPD lacks a clear strategy for communication, internally and externally, and this has resulted in operational challenges and inconsistent messaging to the community.	The GPD should develop a communication strategy to provide persistent and consistent communication to its staff, and to the community, on all relevant issues.

Chapter 1: The Policing Environment		
No.	Finding	Recommendation
3-1	The organizational structure of the GPD is not optimal for meeting the operational needs of the department.	The GPD should revise its organizational structure to appropriately distribute the executive and administrative responsibilities of the command staff, and to optimize guidance and oversight of the divisions and units within the department.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-6	Staffing shortages and service demands have impeded the ability of the patrol and investigations divisions at the GPD to effectively manage CFS and case volumes. To mitigate these challenges, GPD leadership has recalled several officers from specialty assignments to assist the patrol and investigations divisions. Many specialty units are key to helping the police department fulfill its public safety mission, and promptly reinstating staffing in these units, as the department is able, should be a priority.	The GPD should evaluate its use of specialty units, identify the number of personnel assigned, and consider the impact of each unit as it relates to meeting operational objectives, and in mitigating or reducing CFS volumes. As part of this process, the GPD should determine which units and positions within those units should be prioritized for reinstatement as organizational staffing allows.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-1	The GPD has experienced substantial turnover, which has negatively affected its ability to manage CFS volumes, and the department is in need of additional staffing to close this gap.	The GPD should prioritize hiring additional personnel to supplement overall department staffing. This process should include rapid deployment strategies, the use of sworn and non-sworn personnel, and consider both temporary and permanent solutions.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-5	Due to various factors, the GPD is experiencing challenges in managing the CFS volume.	The GPD should engage a collaborative process with department staff, city and elected officials, and the community, to evaluate its CFS model and examine possible solutions and alternatives. This process should examine and identify immediate and long-term solutions.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-1	Workload volumes, staffing levels, unit structure and assignments, and case triage processes have resulted in a narrow focus for investigative personnel, which has resulted in the inactivation or closure of many solvable cases.	The GPD should adjust the investigations unit and allocate personnel to exclusively manage and investigate all non-prioritized criminal cases. The GPD should revise the review and assignment of all criminal cases and maximize the use of its personnel, sworn and non-sworn, throughout these processes.

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-1	Attrition at the GPD has created a critical workforce shortage, particularly for sworn personnel, and the current hiring and retention practices for the department are not supporting operational needs.	The GPD should examine and revise its recruiting, hiring, and retention practices, to improve its ability to maintain a stable workforce, and to reach and maintain optimal staffing levels.

## High/Primary Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-1	Although the GPD strives to exemplify the characteristics outlined in the 21 <sup>st</sup> Century Policing Task Force Report, there are several sections within the six main topic areas or 'pillars' that require focused attention from the GPD to achieve.	The GPD should affirm its commitment to 21 <sup>st</sup> Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-5	There is a perception of lack of trust and support between City government and the police, and community members and police. These relationships require improvement and it is important for the police to commit to relationship and trust-building with government officials and community members.	The GPD should engage in opportunities to build trust between the government officials, community members and law enforcement.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-2	Adjusting how certain activities are recorded within CAD can aid the GPD in understanding its workloads and in calculating future staffing needs.	The GPD should deploy new CAD codes that clearly designate report writing time, patrol zone, and response to CFS that are managed by non-patrol personnel.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-3	The staffing levels in patrol are not optimized and do not meet operational demands.	The GPD should add 16 patrol officers to primary CFS response in the Patrol Section, adjusting this total to a minimum staffing level of 65 officers.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-6	Current staffing levels, workloads, and the national climate on police CFS response provide an opportunity for the GPD to revise its CFS response model and doing so would improve service delivery and reduce obligated workloads for sworn patrol staff.	The GPD should implement the recommendations provided in the Essential CFS Evaluation, including the addition of eight non-sworn uniformed personnel to staff a TRU and provide non-sworn field response.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-7	Records regularly has to correct National Incident Based Reporting System (NIBRS) entries on criminal incidents, because of errors by field personnel who are responsible for entering them.	The GPD should take steps to help ensure more accurate NIBRS entry by patrol, to reduce inefficiencies created by numerous errors.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-9	GPD does not regularly and consistently collect standardized demographic data, such as perceived race and gender, or outcome data (such as searches, warning, citation, etc.) on all non-consensual law-enforcement-related contacts in a single database that is easily accessed for analysis.	GPD should collect subject demographic and encounter outcome data from all non-consensual law-enforcement-related contacts in a centralized database that can be utilized for meaningful reporting and analysis.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-10	The review and assignment of cases from patrol to investigations is unclear, inefficient, and inconsistent.	GPD should require use of solvability factors by patrol supported by policy that clearly articulates what cases and supporting solvability factors should lead to case assignment for follow-up and centralized investigation. This information should be actively and uniformly communicated to the department and the community.

Chapter 5: Community Engagement		
No.	Finding	Recommendation
5-2	In general, the GPD has enjoyed a positive reputation within the community, based on its long-standing COP efforts and its overall service to the City. However, national calls for reforming the policing industry, as well as local concerns recently raised, demand an appropriate response. For the GPD, there is a need to build community trust, particularly with traditionally marginalized populations.	The GPD should expand and formalize its COP efforts and pursue a collaborative model to further community involvement in police decision-making, to build upon and sustain the trust relationship the GPD enjoys with the community, and to develop those relationships where they are lacking.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-2	The RMS of the GPD has the ability to track and monitor case assignments and progress for investigations. Interviews with investigators and supervisors indicate varied methods of case monitoring. The GPD is not maximizing the use of its RMS to monitor case assignments, and supervisors are not formally and consistently monitoring cases of investigators within the unit.	The GPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Supervisors should be required to conduct periodic case reviews for all open cases, and to document case reviews and expectations, consistent with department standards on case updates and expected closure dates.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-5	The Investigations Section is understaffed and requires additional personnel to manage the investigative function for the GPD.	The GPD should add three full-time investigators to conduct non-critical investigations, consistent with the prior recommendation in this chapter to add non-prioritized criminal cases.

Chapter 7: Operational Policies		
No.	Finding	Recommendation
7-1	There are several areas within the GPD policies or procedures that are either lacking, missing, or should be considered for revision.	The GPD should review BerryDunn's findings and recommendations concerning department policies and consider adding or amending policies based on that review.

Chapter 9: Training and Education		
No.	Finding	Recommendation
9-2	The GPD does not have a plan that establishes a department-wide training strategy.	The GPD should develop a broad training plan that establishes a department-wide training strategy, which also outlines the types of training that coincide with certain job duties, and decisions regarding approval of training for officers, and the GPD should use these guidelines as a framework for its ongoing training needs.

## Medium/Non-Urgent Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-3	The police department does not have a dedicated Public Information Officer to deliver timely and accurate information for the department.	The GPD should create a full-time PIO/Community Engagement Coordinator position. This position should support PIO responsibilities, and act as the community engagement coordinator for the department.

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-4	GPD does not have a formal staff development system that includes systems or mechanisms for consistent coaching, mentoring, or succession planning.	BerryDunn recommends GPD develop a formal coaching, mentoring, and succession planning program for staff and that the program be memorialized in policy and executed consistently in practice.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-2	The functional structure and organization of the IA Unit assigns operational work to a sergeant, who reports to a lieutenant. This structure does not include direct oversight at the executive level of the organization.	The GPD should reorganize the IA reporting structure so that it reports to the deputy chief. The GPD should also adjust the rank of the staff member responsible for conducting IA investigations, to lieutenant.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-3	GPD utilizes a police facility separate from the main police facility that is not staffed to support interface with the community.	GPD should staff a reception function and/or utilize technology to allow community members to interface with the police department at the satellite facility.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-4	The GPD uses professional staff to perform numerous administrative tasks and functions. All professional staff members have additional duties aside from their primary roles and responsibilities and there is a need to review and reorganize the duties of professional staff.	BerryDunn recommends additional analysis of all professional staff positions. The analysis should include determining duties and responsibilities for each position, including the possibility of adding duties for professional staff and identifying methods to quantify workloads. The review should also include identifying tasks that could be reallocated from sworn staff to non-sworn professional staff.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-5	The Neighborhood Enforcement Team represents a manifestation of community- and problem-oriented policing that may provide greater benefit than the resources required to staff the team.	GPD should perform substantive evidence-based data analysis of the use of GPD personnel hours dedicated to NET versus the reduction of agency-wide workload produced by NET, before determining if continued participation in NET, in light of staffing issues, makes sense.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-4	The patrol work schedule for the GPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.	The GPD should consider making revisions to the patrol work schedule to maximize efficiency and distribution of personnel.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-8	The GPD does not currently utilize a lethality assessment program for domestic violence.	The GPD should revise its policy and practices to expand its DV investigation protocols to include a lethality assessment program.

Chapter 5: Community Engagement		
No.	Finding	Recommendation
5-1	Although new GPD officers receive basic COP and POP training when they are hired, the GPD does not provide COP and POP training to existing staff on an ongoing basis. In addition, there are no formal tracking or measurement requirements for COP and POP activities.	The GPD should provide agency-wide training for COP and POP. In addition, the GPD should establish documentation, reporting, and measurement procedures for community-policing efforts, and these should be monitored by GPD supervisors.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-3	The GPD does not have a practice of notifying crime victims and reporting parties of case statuses.	The GPD should re-contact all victims and reporting parties and advise them about of case statuses when the case is closed, an arrest is made, or when it has been submitted for prosecution. The GPD should utilize automated systems for these notifications whenever possible.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-4	The District Attorney responsible for prosecuting cases for the City of Gresham, regularly rejects cases for prosecution for reasons that are unclear.	The GPD should collaborate with the District Attorney to develop and implement a formalized and standardized case review template which documents reasons submitted cases are not accepted for charging and prosecution.

Chapter 7: Operational Policies		
No.	Finding	Recommendation
7-2	Although the GPD often seeks input on policy revisions and development, this process is not formally defined and the GPD does not have a formal collaborative policy development and review process.	The GPD should establish a standing policy development and review committee comprised of a diverse membership that is representative of all internal stakeholders. The GPD should also consider engaging community members in this effort as a pathway supportive of collaborative co-production policing efforts.

Chapter 8: Data, Technology, and Equipment		
No.	Finding	Recommendation
8-1	The GPD has struggled to obtain IT support from the City, including difficulties in obtaining required hardware, software, and other IT needs.	The GPD should collaborate with City IT to develop and distribute a questionnaire for system users within the GPD, that seeks to identify any equipment, software, or current and/or ongoing IT needs. The GPD should collaborate with City IT to evaluate the results of the survey, and to develop an IT support plan for the next 24 months, to address pressing IT needs.

Chapter 8: Data, Technology, and Equipment		
No.	Finding	Recommendation
8-2	Although the GPD has a desire to use crime and intelligence data proactively, the GPD has not consistently utilized data or intelligence in a deliberate or meaningful way to improve effectiveness or efficiency, and the GPD has not been a data-driven organization.	The GPD should pursue a robust performance measurement and accountability management (CompStat) system utilizing the support and resources provided by BerryDunn. The GPD should formally adopt a data-driven philosophy supported by ILP. That philosophy should incorporate best practices in data use by police agencies and should include an operating performance measurement and accountability management system.

**Chapter 8: Data, Technology, and Equipment**

No.	Finding	Recommendation
8-3	The GPD does not use data or intelligence to inform its traffic safety problem-solving efforts.	The GPD should study and implement DDACTS as a way to leverage data and intelligence to improve the efficiency and effectiveness of its traffic safety problem-solving and crime deterrence efforts.

**Chapter 9: Training and Education**

No.	Finding	Recommendation
9-1	The Training Unit that coordinates all in-service training for the GPD is staffed by a single sergeant, and is responsible for training performance review, scheduling, assuring certification compliance, and assuring compliance with local, state, and federal requirements. The work of the Training Unit is vital the organization, and additional resources are required for this unit.	The GPD should add one additional full-time training officer to the Training Unit, to assist the training sergeant with the full range of duties and responsibilities of this unit.

**Chapter 10: Recruitment, Retention, and Promotion**

No.	Finding	Recommendation
10-2	Based on staff feedback, lack of a post-retirement health care supplement reportedly contributes to employee attrition.	The City and GPD should study whether or not the availability of post-retirement health care supplement for employment competitors is a verifiable reason for material employee attrition and, if so, evaluate the viability and value of adding this benefit. (See also Recommendation 10-1)

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-3	There is no formal policy on the promotion process for sworn and professional staff personnel, which has led to a lack of confidence the promotional processes.	The GPD should develop a policy that outlines the processes to be used for the promotional ranks for both sworn and professional staff within the department, and that these guidelines should be included within the department policy manual and consistently followed.

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-4	Authorized hiring levels at the GPD do not account for attrition rates.	In collaboration with City leaders, the GPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-1	Complaints about employee conduct are not tracked and memorialized in an effective manner and the processes for submitting complaints in-person does not include sites unassociated with the police department.	The GPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner and improve the opportunities for community members to access complaint forms and submit complaints independent of the police department.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-2	The GPD does not regularly publish data on professional standards complaints and dispositions.	The GPD should develop a policy and practice of releasing professional standards complaints and dispositions to the public. This practice should include all complaints, internal or external, including complaints resolved informally.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-3	The process of how administrative investigations are classified, assigned, and investigated is unclear and potentially inconsistent.	The GPD should collaborate with the IA Unit to develop a revised policy that clearly articulates which types of complaints will be formal investigations and which will be informal investigations. All classifications and assignments of complaints should be reviewed independently of the decision maker to ensure consistent and equitable classification.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-4	GPD policy and procedures do not require external investigation of all use of deadly force or other serious incidents and there is no additional review of non-criminal investigations for possible criminal nexus or patterns of behavior.	The GPD should develop policy, agreements, and procedures for external investigation of all use of deadly force incidents, and a review of all administrative investigations for possible criminal nexus and/or patterns of behavior.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-5	As part of the current labor agreement, the GPD allows employees under administrative investigation to review all evidence before providing statement evidence.	The GPD should revise the policy (which will require contract re-negotiation) that allows employees under investigation to receive access to all case evidence before they are formally interviewed pursuant to an administrative investigation.

# Chapter 1: The Policing Environment

Examination of the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels and composition of crime and disorder, workload, and resources in Gresham are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. This chapter examines these factors.

The main purpose of any police agency is to ensure public safety within the community. This objective is accomplished primarily through the function of those in the Patrol Division, who have the responsibility to maintain order, respond to calls for service (CFS), conduct traffic enforcement, maintain high visibility to deter criminal activity, and to have positive interactions with those in the community. These public contacts are essential to help establish good rapport, build relationships, and to bolster and help ensure ongoing community trust. Additional patrol officer responsibilities include conducting preliminary investigations; identifying, pursuing, and arresting suspects; rendering aid to victims, including psychological, emotional, and physical care; preparing cases for court, including testimony; and writing reports that document accurate accounts of events.

In pursuing its public safety mission, the GPD allocates personnel to investigations and a variety of other positions and roles, which support the Patrol Division and the needs of the department and the community. For 2021, the GPD had authorization for 127 sworn positions and 28 non-sworn positions, for a total of 155 authorized positions. There are 22 officers allocated to support patrol operations as investigators, with an additional 4 supervisor positions assigned to the Investigations Unit. There are 49 officers allocated to the primary responsibility of responding to CFS, with an additional 14 supervisor positions supporting patrol operations. The remaining 38 sworn positions within the department are allocated to police administration, or specialty assignments and units. It is important to note here that these data represent personnel allocations, not the actual number of staffed positions. At the time of this report, the GPD had 19 vacant sworn positions.

When examining staffing levels and allocations and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. As these types of references will be used throughout this report, it will be helpful to explain the origins of these comparative numbers. For this assessment, BerryDunn has used comparative data from a variety of sources, including the Federal Bureau of Investigation (FBI) Uniform Crime Reports (UCR) and National Incident-Based Reporting System (NIBRS), the Bureau of Justice Statistics (BJS), and from prior staffing and organizational studies and assessments conducted by BerryDunn and the International Association of Chiefs of Police (IACP). The following chapters and sections will reference *example* cities, or *study* cities. These data emanate from prior operations and management studies conducted by BerryDunn's project manager, which are publicly available and are considered to be relevant comparative data for this assessment.

Another important resource that BerryDunn references often in this report is the survey of *benchmark* cities. Several police chiefs created this annual survey in 1997 as a means to establish comparative statistics. More than 30 agencies are currently contributing data to this survey (many of which are of similar size to Gresham), and BerryDunn finds the site valuable and informative.<sup>2</sup>

Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, BerryDunn's analysis of various organizational and operational factors relies more heavily on data specific to the agency being studied or assessed. Still, benchmark data and data from other studies help to establish context and to assess the level of agency conformance with other organizations across the industry. Accordingly, because of their strong comparative value, these sources will be referenced at various points within this report.

## I. Service Population

The City of Gresham (City) is located in northern Oregon in Multnomah County, immediately east of and adjoined to Portland. Gresham is approximately 23.5 square miles, has an estimated population around 110,000, and is reported as the fourth largest city in Oregon.<sup>3</sup> (SDIR Figure S1.1 depicts a map of the City of Gresham.)

The City increased in population by roughly 10,000 residents between 2000 and 2010, and by another 10,000 residents in 2020 (see SDIR Table S1.2). Although population growth itself does not directly create the need for additional police staff or resources, workloads that result from population increases can have this effect.

In addition to examining general population numbers, it is also important to consider the demographics of the community. Table 1.1 below shows the demographic breakdown of the City based on 2019 American Community Survey (ACS) data. This table shows that the City's population is predominantly white, at 78.77%. Of the largest segments of the remaining population, 6.14% identify as multiple races, 4.81% are African American, and 4.59% are of Asian descent.

Table 1.1 also shows the breakdown of the Hispanic or Latino population in Gresham. Although not considered a separate race, those who identify as Hispanic or Latino make up 21.28% of the population within Gresham. Race and diversity are important factors as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve. Understanding community demographics can also be important in helping the department develop clarity on the need and demands for cross-cultural competency within the police force. In addition, recognizing the ethnic makeup of the community might be an

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<sup>2</sup> <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

<sup>3</sup> [https://en.wikipedia.org/wiki/Gresham,\\_Oregon](https://en.wikipedia.org/wiki/Gresham,_Oregon)

important consideration in terms of the population served for whom English might be a second language.

**Table 1.1: Community Demographics**

Community Demographics (2019)	Total	Percent
White	87,041	78.77%
African American	5,316	4.81%
American Indian and Alaska Native	1,443	1.31%
Asian	5,069	4.59%
Native Hawaiian or Pacific Islander	830	0.75%
Other	4,014	3.63%
Multiple races	6,781	6.14%
<b>Total</b>	<b>110,494</b>	

Hispanic or Latino	23,518	21.28%
Not Hispanic or Latino	86,976	78.72%

Source: U.S. Census Bureau

In addition to examining population demographics, population age ranges can also influence the policing environment. According to 2019 ACS numbers, the population of Gresham reflects a community of working-age people, ages 20 – 54, (46.81%) who are more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. This working-age population also leaves many empty houses, apartments, and condominiums during working hours, presenting potential targets for criminals. Population age data also is also important from a criminal perspective. Nationally, young males ages 15 – 24 perpetrate the majority of violent crimes.<sup>4</sup> In Gresham, 12.91% of the population (male and female) falls within this age range (see SDIR Table S1.3).

In addition, Gresham has a significant retirement-age population, with approximately 26.37% of the population aged 55 and over. This age demographic can also demand a substantial workload for police agencies; however, workload relating to an aging population tends to involve service needs and victimization by those who exploit older populations. As the community continues to grow, it is important to monitor the evolving population numbers in different age demographics, as significant shifts (either upward or downward) can affect workload volumes.

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<sup>4</sup> <https://www.nij.gov/topics/crime/Pages/delinquency-to-adult-offending.aspx>

Community demographics influence the policing environment; however, the BerryDunn police staffing model does not rely on population as a variant for calculating staff demands. Although BerryDunn recognizes that increases in population typically result in additional workload and these shifts are often predictable and measurable, the most important point is the level of workload that is generated by the population, not the size of the population itself.

BerryDunn will expand upon this concept in other portions of this report, particularly in Chapter 4. However, the optimal staffing levels outlined in this assessment will be based on overall workload demands, project data, and the overall analysis of that data, not population totals. This type of analysis is consistent with industry standards for conducting these assessments.

## II. Government and Budgets

The City operates under a council–manager form of government. The mayor and city council are elected to be the legislative and policy-making body for the city. The council appoints a city manager who is responsible for the daily operations of the City. The city council consists of the mayor and six councilors, all of whom serve four-year terms.<sup>5</sup> The chief of police, who has authority over police operations, reports to the deputy city manager/public safety director (see SDIR Figure S1.4)

BerryDunn requested general budget information from the City and the police department, and was provided with historic and current budget data. Both budgets realized double-digit increases over the past five years (see SDIR Table S1.5 and SDIR Table 1.6). BerryDunn did not review sufficient data to draw conclusions regarding the shifts in the budgets that have occurred at both the City level and the police department level. However, it is notable that despite these increases, various City departments, including the police department, have reported operational constraints related to funding.

Various GPD and City staff informed BerryDunn that tax regulations imposed at the State level restrict the City’s ability to increase tax revenues commensurate with operational needs. Because of these restrictions, the City cannot raise taxes sufficiently to fund many operations deemed critical (including public safety). Increasing taxes beyond State limitations requires a referendum vote from the community. The City has tried this on two previous occasions without success, which has strained the City’s ability to meet community service demands. Staff informed BerryDunn that the City is contemplating another referendum in the fall of 2022. As BerryDunn has mentioned previously, if additional funding is not secured by the City, it may be necessary to consider significant reductions in services to the community, so that priority criminal and public safety issues can receive appropriate focus.

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<sup>5</sup> [https://en.wikipedia.org/wiki/Gresham,\\_Oregon](https://en.wikipedia.org/wiki/Gresham,_Oregon)

### III. Police Department Staffing and Organization

At the time this study began, BerryDunn learned that the GPD was functionally structured with an Administration Division led by the chief of police, an Operations Division led by a captain, and a Services/Records/Training/Recruitment Division led by another captain. As this study began, one of the two captains retired, leaving only the chief of police and one captain acting in executive leadership roles.

As BerryDunn examined the GPD organizational structure early in this assessment, BerryDunn noted that the command staff structure was not maximized to serve operational needs, even with both captains in place (see SDIR Figure S1.7). Moreover, given the current staffing, recruiting, hiring, retention, and CFS response needs for the organization, BerryDunn recommended the GPD take immediate steps to provide sufficient command staff and positions to assist the department in its current and future operations. BerryDunn recommended that this include a revision and expansion of the command-level positions for the GPD, and initiation of a process to place qualified leaders in those positions, see Recommendation 3-1.

BerryDunn notes that during this assessment, based on the recommendation, the City and GPD altered the organizational structure, and initiated the process to backfill all leadership vacancies. As the assessment continued, BerryDunn identified an additional organizational structure item in reference to oversight of professional standards; see Recommendation 3-2.

Based on FBI UCR data, the number of authorized sworn positions for the GPD was 119 in 2015, and 130 in 2019 (see SDIR Table S1.8). In addition, the number of sworn positions was between 118 and 129 from 2005 to 2008.<sup>6</sup> BerryDunn elaborates further on the patrol staffing numbers in Chapter 4 of this report. The data in SDIR Table S1.8 presents an important baseline because it indicates the number of allocated positions, not the number actually staffed. This is important because optimal workload models are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize them to achieve the best results.

Table 1.2 reflects the number of allocated sworn positions for the GPD in 2022, broken out by rank and major unit of assignment. Again, the data in this table reflects allocated positions, not the number staffed (at the time of this report, the GPD had 19 sworn officer vacancies).

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<sup>6</sup> Matrix (2009), Staffing and Operational Analysis of the Police Department

**Table 1.2: Personnel Allocations**

Section	Total Number*
Executive (Chief, Assistant/Deputy Chief)	1
Mid-Rank (Below Chief – Above Sergeant)	8
Sergeants (All – Regardless of Assignment)	16
Patrol Officers (Excludes Supervisors Above)	73
Investigations (Excludes Supervisors Above)	22
<b>Other Sworn Personnel</b>	
School Resource Officers	4
Transit Unit	1
Services Coordination Team (Mental Health Team)	2
<b>*Totals</b>	<b>127</b>

Source: Agency Provided Data

\*Includes vacancies

Table 1.3 shows the percentage of personnel allocated within the organizational structure for several benchmark cities and several prior study cities, and the comparison to the personnel allocations within the GPD.

**Table 1.3: Personnel Allocation Comparisons**

	Population	Authorized Officers	Executive*	Mid-Level Supervisors**	First-Line Supervisors	All Officers
Benchmark Averages	172,795	236	3.19%	3.49%	11.75%	81.57%
Prior Studies - 100+ Officers	311,581	419	2.86%	4.99%	11.51%	80.65%
Prior Studies - Under 100 Officers	24,777	48	2.07%	6.21%	14.48%	77.24%
Gresham PD	110,692	127	1	8	16	102
Percentages			0.79%	6.30%	12.60%	80.31%

\*Executive includes the Chief of Police and two steps below.

\*\*Mid-level includes three steps below the Chief, to one-step above the line-level supervisor.

Source: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Based on the categorization of personnel for Table 1.3, the GPD allocates 0.79% of its sworn staff to executive positions, 6.30% to mid-level supervisor positions, and 12.60% to first-line supervisors. These three categories represent 19.69% of the GPD sworn personnel. The number of executive positions for the GPD is low across all comparison groups in Table 1.3 (this percentage will change to 1.57% after the adjustment to the GPD organizational structure outlined in Recommendation 3-1.) The number of mid-level supervisors is slightly elevated against comparisons; however, the percentage of first-line supervisors and remaining officer allocations are consistent with all comparison categories.

## Personnel Deployments

Modern police departments are built in a hierarchal manner for multiple reasons. A pyramidal chain of command provides multiple levels of review, builds in checks on performance and conduct, provides opportunities for professional development, and creates inherent succession planning. Based on a review of the structure and allocation of GPD personnel, some reclassification of positions is appropriate; see Recommendation 3-1. Table 1.4 provides the allocated staffing numbers for sworn and non-sworn personnel for the GPD.

**Table 1.4: Staffing Level Allocations by Unit**

Section	Sworn Personnel					Non-Sworn Personnel	
	Chief	Captain	Lieutenant	Sergeant	Officer	Supervisor	Employee
Command Staff	1	2				1	
Operations/Patrol			3	10	80		
Investigations			1	3	22		1
Services/Administration			1	3		1	4
Records						4	12
Property/Evidence							5
Special Operations			1				
<b>*Sub-Totals</b>	<b>1</b>	<b>2</b>	<b>6</b>	<b>16</b>	<b>102</b>	<b>6</b>	<b>22</b>
<b>Totals</b>	<b>127</b>					<b>28</b>	

Source: Agency Provided Data

\*Includes vacancies

This table provides a detailed breakdown of the allocations of staff by section, and with respect to the number of supervisory personnel in each area. This type of breakdown helps to clarify the organizational structure and span of control for the department.

Although there is no hard-and-fast standard, a general rule regarding span of control is one supervisor for every five followers (those supervised by someone else), although some have

suggested this ratio could be higher, at one supervisor for every eight to ten followers.<sup>7</sup> To a certain extent, the span-of-control number is fluid, based on the personnel being supervised and their relative capabilities. Based on the data provided in Table 1.4, the overall span of control for sworn staff in the GPD is 1 to 5.08. The span of control for Uniformed Patrol is 1 to 5.14. Whether considering the overall span of control for sworn personnel in the GPD, or only Uniformed Patrol, the ratios indicate a reasonable span of control. Simply stated, on average, each supervisor manages approximately five staff. Similarly, the overall non-sworn span of control is 1 to 4.66.

Although BerryDunn provides additional details on the GPD organizational structure in reference to Recommendation 3-1 later in this report, it is important to note that span of control relates not only to the number supervised, but depth of operational responsibility of those supervised. For the GPD, the only executive-level supervisor is the chief of police (although captains are sometimes included within this definition), and BerryDunn's recommendation was offered to adjust that operational deficiency.

## IV. Crimes Data

Within the policing industry, the UCR categories established by the FBI have been the standard for decades. Under those standards, crimes were separated into two categories: Part 1 crimes (more serious) and Part 2 crimes (all others). The crimes classified as Part 1 crimes under UCR included: murder, rape, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson. In recent years, the FBI has adopted NIBRS, a new standard for crime reporting by police agencies. The NIBRS standard includes several sub-categories and allows more intricate evaluation of certain crime data, particularly on a national scale. However, not all agencies or states have fully adopted the NIBRS standard, and many have experienced data submission errors that diminish BerryDunn's confidence in the data.

Because of the difficulties in comparing crime data from different communities using both the UCR and NIBRS standards, BerryDunn has developed a process to convert NIBRS data into former UCR categories. In addition to comparison challenges, the FBI is typically 18-24 months behind in publishing national crime data. Accordingly, at the time of this report, the most current NIBRS/UCR publication from the FBI was from 2019.

The data in Table 1.5 reflect UCR categorized crimes for the City of Gresham, along with several other similarly-sized cities in Oregon. Although Portland is substantially larger than Gresham, its data has been included in Table 1.5, due to its proximity. Because Portland is significantly larger than Gresham, BerryDunn has excluded this data from the averages in Table 1.5.

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<sup>7</sup> [http://highered.mheducation.com/sites/007241497x/student\\_view0/part2/chapter4/chapter\\_outline.html](http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html)

Table 1.5: Crime Rate Comparisons

Selected Cities	Population	Total Offenses	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Homicide	Sex Offenses	Robbery	Aggravated Assault	Burglary	Larceny / Theft	Motor Vehicle Theft	Arson
Portland	662,114	58,988	9,713	46,779	2,496	43	630	986	2,246	4,126	49,565	6,399	252
Salem	175,867	14,317	1,723	11,364	1,230	0	105	153	489	649	10,268	848	43
Eugene	173,183	12,571	2,174	9,212	1,185	2	370	181	372	970	9,725	633	42
Hillsboro	110,549	5,271	954	3,817	500	2	164	57	142	175	3,749	214	19
Bend	100,588	4,502	718	3,113	671	1	74	21	104	137	3,609	113	14
Beaverton	100,130	4,360	620	3,178	562	1	97	50	115	186	3,535	201	14
Springfield	63,438	4,480	686	3,185	609	2	102	32	123	172	3,402	172	16
<b>Averages</b>	<b>120,626</b>	<b>7,584</b>	<b>1,146</b>	<b>5,645</b>	<b>793</b>	<b>1</b>	<b>152</b>	<b>82</b>	<b>224</b>	<b>382</b>	<b>5,715</b>	<b>364</b>	<b>25</b>
<b>Averages (100k pop.)</b>	<b>103,756</b>	<b>4,711</b>	<b>764</b>	<b>3,369</b>	<b>578</b>	<b>1</b>	<b>112</b>	<b>43</b>	<b>120</b>	<b>166</b>	<b>3,631</b>	<b>176</b>	<b>16</b>
Gresham	110,692	6,717	1,156	5,093	468	4	126	113	301	392	4,335	1,047	29
<b>Study Dept. + or - Avg.</b>	<b>-9,934</b>	<b>-867</b>	<b>10</b>	<b>-552</b>	<b>-325</b>	<b>3</b>	<b>-26</b>	<b>31</b>	<b>77</b>	<b>11</b>	<b>-1,380</b>	<b>684</b>	<b>4</b>
<b>+ or - Avg. (100k pop.)</b>	<b>6,936</b>	<b>2,006</b>	<b>392</b>	<b>1,724</b>	<b>-110</b>	<b>3</b>	<b>14</b>	<b>70</b>	<b>181</b>	<b>226</b>	<b>704</b>	<b>871</b>	<b>13</b>

Source: FBI Uniform Crime Reports

When Gresham's crime statistics are examined against all of the comparison cities (excluding Portland), the totals are significantly lower than the averages (see the light blue shaded lines). Although this is true, both Salem and Eugene are substantially larger than Gresham (by more than 60,000 people), and their crime levels are much higher, resulting in skewed data. When Gresham is compared only against other cities in Oregon with a population of 100,000 or more, the data is very different (see the light green shaded lines). The number of reported crimes in Gresham (in 2019) is 42.58% higher than the other three comparisons.

There are two things that are particularly remarkable about the data in Table 1.5. The position of Gresham in relation to Portland is significant, because the population and constituency of Gresham is not limited by the geographical confines of the city limits. Due to its proximity to Portland, Gresham is an active hub of the greater Portland area. This includes various metropolitan amenities, as well as the volume of police services that tend to be associated with larger urban communities, and those that often spill over into adjacent areas. The comparatively atypical crime levels Gresham is experiencing are likely due in part to overflow from Portland. In short, crime knows no boundaries, and undoubtedly, Gresham is experiencing a certain amount of crime that is filtering out of Portland.

The other remarkable aspect about the data in Table 1.5 is that for Gresham, it is likely substantially underrepresented. During community and stakeholder meetings, and in some individual interviews, several persons reported to BerryDunn that they had stopped calling the GPD to make criminal reports. Upon further inquiry, individuals told BerryDunn that they felt the police department was likely too busy, didn't have time for their complaint, and/or would not do anything with the complaint even if it was filed. BerryDunn concluded that these remarks – which initially appeared negative toward the GPD – were more an expression of community frustration with what they perceive to be low staffing levels and increasing crime rates. Many who expressed a reluctance to call in a complaint also indicated strong support for the GPD, and a desire for them to do more.

Due in large part to these comments, BerryDunn developed an online survey to collect data on underreporting of criminal incidents. This survey was published on the project website and promoted by City communication staff. Despite this promotion, there were only 28 responses recorded for the survey. Of those who responded, 16 reported they had been the victim of a crime in Gresham in the past two years, and 4 indicated they did not file a report. The types of crimes not reported included Property Damage, Theft/Burglary, and a Hate Crime. Similar to the feedback BerryDunn received directly from the public, those who chose not to report a crime selected the following responses from the survey:

- I felt the report was minor and I did not feel a report was needed
- I felt the incident was minor and I did not want to bother the police
- I felt the police department was too busy to handle my complaint
- I did not believe the police department would do anything about it
- I have had poor experiences with other police departments in the past

In addition to these responses, BerryDunn asked if respondents would hesitate to contact the police department in the future to report a crime. Of the 25 responses, 9 reported they would be hesitant to make a report. Of those who indicated a hesitancy, open-ended responses included:

- A belief that nothing would come result from making the report
- A belief that calling the police for a mental health emergency or an incident involving a person of color might result in the police handling the situation improperly
- A belief that the police do not care about crime
- Significant delays being placed on hold and waiting for someone to take the information
- A lack of confidence in the District Attorney to hold perpetrators responsible
- Lengthy (slow) response times

The low number of survey responses does not allow BerryDunn to draw specific conclusions; however, this information is consistent with community comments, and it supports reports from the community about underreporting. This is an important observation, because much of BerryDunn's staffing analysis for the police department relies on quantification of workloads. It seems, based on the community and survey responses, that crime is being underreported in Gresham, and this underreporting may artificially lower workloads associated with criminal activity within the City.

It is worth mentioning that the underreporting of crime is not unique to Gresham. Many studies have examined this phenomenon, and the respondents in those studies often indicate reasons similar to those reported to BerryDunn as the basis for why they did not file a report. BerryDunn acknowledges and recognizes that some underreporting in Gresham falls into national patterns. For Gresham, however, the underreporting seems to extend beyond the typical reasoning. BerryDunn heard from several in the community that they were frustrated with their perceptions of an understaffed and underperforming police department. At the same time, these individuals expressed a desire for appropriate staffing of the GPD so they could combat criminal activity.

Given the direct feedback and survey responses, it is evident to BerryDunn that underreporting of crimes in Gresham is a genuine concern. Unfortunately, it is not possible to quantify the value of the underreporting, and this is a factor that will ultimately limit our staffing analysis of the workloads facing the patrol division and the rest of the department.

BerryDunn asked the GPD to provide data from its records management system (RMS) regarding other crimes not included in the Part 1 data provided in Table 1.5. GPD produced three years of data from 2019-2021. That data shows 3,083 incidents in 2019, 2,830 in 2020, and 2,231 in 2021. This data represents a 21.17% reduction from 2020 to 2021, and a 27.63% reduction from 2019 to 2021 (SDIR Table S1.9).

As indicated previously, BerryDunn re-categorized the crime data submitted by the GPD to the FBI, separating the Part 1 crime data into UCR categories. The remaining NIBRS data submitted by the GPD is Part 2 data. BerryDunn has provided GPD NIBRS data for 2018 and 2019 in SDIR Table S1.10. This data reflects a reduction of 139 incidents, or 2.6%.

BerryDunn has presented a summary of Part 1 and Part 2 crime data in Table 1.6. This data includes UCR and NIBRS data, and data provided in the Matrix study.<sup>8</sup>

**Table 1.6: Part 1 and Part 2 Crime Totals**

	2001*	2006*	2013*	2018**	2019**	2020**	2021**
Part 1 Crimes	5,604	4,588	5,164	6,833	6,347	6,227	5,831
Part 2 Crimes	No Data	No Data	No Data	5,340	5,201	2,830	2,231
Total	No Data	No Data	No Data	12,173	11,548	9,057	8,062

Source: Agency Provided Data

\*Matrix Study, 2009

\*\*NIBRS Data or Agency Data

The Part 2 data in Table 1.6 comes from different sources (NIBRS and RMS), and not surprisingly, the numbers do not compare well across different years. As mentioned previously, however, the data from 2018-2019 is NIBRS data, and it shows a reduction in crime volume. The 2020-2021 data is from RMS, and it also show a reduction across those two years. The Part 1 data is likely more comparative, and relatively accurate, at least in terms of the volume of Part 1 crime reports the GPD received, and the data the GPD reported to the FBI.

The data in Table 1.6 seem to support community feedback and the non-reported crime survey data, that there is significant underreporting of crime occurring in Gresham. As noted previously, the population in Gresham increased by approximately 20,000 people from 2000 to 2020. BerryDunn finds it highly unlikely that crime levels have remained consistent across that timeline, given the population increases. Again, it is BerryDunn’s position that the volume of crime being reported to the GPD is likely well below actual crime occurrence levels, and well below typical reporting patterns for agencies in which the community has high confidence in believing positive outcomes will occur as a result of making a report. BerryDunn also reiterates that lack of confidence in the GPD – from a reporting perspective – seems to reflect a community perspective that the GPD is understaffed and overburdened.

## V. Call for Service Data

During this project, BerryDunn learned that the GPD does not currently record all police-related incident contact information within the RMS. Best practices dictate that police agencies should record all police-related contacts within their data systems. Collecting this information provides for data analysis and accountability. Because GPD does not consistently record this information within its RMS, there was little value in performing a cross-year analysis. BerryDunn has provided the data available from the GPD RMS in SDIR Table S1.11. Based on the provided data, the GPD recorded 1,826 incidents in the RMS in 2019, and 995 in 2021. It is evident that

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<sup>8</sup> Ibid

this decrease is due to reporting practices, not CFS volume. BerryDunn has provided a separate recommendation in Chapter 5, which identifies the need for the GPD to collect and record all activity and contact data within its RMS.

In contrast to RMS data, certain CFS data for all GPD activity is recorded in the computer aided dispatch (CAD) system. Although this data is likely underreported, it is a more accurate representation of the activity of the GPD, and it is possible to conduct a cross-year evaluation of this data. In Table 1.7, BerryDunn has provided the CAD data for the GPD for 2020 and 2021. This data also reflects a substantial decline from 2020 to 2021, however, some of that decline is likely due to underreporting.

**Table 1.7: Call for Service Totals – CAD**

<b>CFS Categories</b>	<b>2020</b>	<b>2021</b>	<b>Grand Total</b>
911 Hang-up	608	585	1,193
Accident - Injury	387	378	765
Accident - Non Injury	457	566	1,023
Accident - Unknown Injury	220	263	483
Alarm - Audible	51	51	102
Alarm - Audible / Monitored	1,062	1,075	2,137
Alarm - Audible / Monitored - Priority	207	198	405
Alarm - Silent Monitored (27b)	121	135	256
Animal Problem	66	56	122
Animal Problem - Priority	66	41	107
Assist - Citizen or Agency	989	860	1,849
Civil - Civil Problem	756	500	1,256
Civil - Standby	291	266	557
Disturbance - Cold	110	117	227
Fire Related	84	69	153
Hazard - Hazardous Condition	344	284	628
Medical Assist	427	426	853
Missing - Person Endangered	365	274	639
Missing - Person Lost, Found, Runner	498	457	955
Parking Problem	139	90	229
Property Lost, Found, Recovered	254	163	417
Suicide Attempt or Threat	492	518	1,010

CFS Categories	2020	2021	Grand Total
Suicide Attempt or Threat With Weapon	57	57	114
Suspicious - Priority	607	559	1,166
Suspicious - With Weapon	169	165	334
Suspicious Subj, Vehicle, or Circumstance	2,009	1,694	3,703
Tri-met Incident - Cold	119	132	251
Tri-met Incident - Priority	238	245	483
Welfare Check - Cold	2,139	1,939	4,078
Welfare Check - Priority	1,715	1,779	3,494
All Others	154	202	356
<b>Grand Total</b>	<b>15,201</b>	<b>14,144</b>	<b>29,345</b>

Source: CAD Data

As BerryDunn has mentioned early in this report, much of the analysis BerryDunn performs on workloads and staffing relies on response data in various forms. Some organizations have suggested to BerryDunn that because of COVID-19, many of their operations have changed. In some cases, police departments have increased alternative response to CFS (e.g., phone reporting, online reporting). In other cases, departments have stopped providing certain services, or altered their practices in ways that would undeniably change workloads and the ensuing calculations. BerryDunn recognizes this and acknowledges that likelihood, and the potential impact on workload calculations.

Despite this acknowledgement, the work BerryDunn performs examines current conditions (including some historical comparisons) within the organizations we study. That analysis includes attrition rates that might have been affected by historic national events. It also includes recruiting, hiring, and retention strategies; shifts in legal requirements and restrictions on police operations; and shifts in workloads. It is possible that these shifts are temporary, but is it just as likely that these shifts represent a new state of normal within the policing industry. It is BerryDunn’s position that recommendations – and the ensuing decisions to implement them – must be made based on current actual conditions, despite the possibility that the current condition is different, and possibly significantly so, from the conditions of the past. Given this perspective, BerryDunn suggests that the GPD monitor workloads on an ongoing basis following this study. If workloads increase as conditions return to a prior state, it is incumbent upon the department to apply the workload analysis strategies from this study to determine what operational adjustments might be appropriate.

## Summary

The City of Gresham is located in northern Oregon in Multnomah County, immediately east of and adjoined to Portland. Gresham is approximately 23.5 square miles, has an estimated

population of approximately 110,000, and is reported as the fourth largest City in Oregon. The police department is authorized for 127 full-time sworn positions and 28 non-sworn staff. Although authorized for 145 positions, the police department has consistently operated well below this level, and at the time of this report, was short approximately 20 sworn positions.

The police department has traditionally been separated into an Operations Division and a Services/Records/Training/Recruitment Division. Based on early observations of the GPDs organizational structure, BerryDunn recommended adjustments, and the City and GPD made these changes during this project.

During this project, BerryDunn determined that a certain amount of underreporting of crime (and service incidents) has been occurring. There is evidence to suggest that this underreporting is due in part to community concerns regarding understaffing of officers, and an overburdened police department.

Data collected and reviewed by BerryDunn reflect substantial CFS reductions as compared to 2007 totals, despite a population increase of 20,000 people over the past 20 years. It is likely that the available data is artificially low, which is a limitation to this study. Going forward, the City and the GPD can improve its overall data through changes in collection and reporting.

## Recommendations

There are no formal recommendations from BerryDunn for this chapter.

# Chapter 2: Organizational Leadership and Culture

This chapter offers BerryDunn’s observations and findings based on a review of organizational communication, ethics, accountability, supervision, management, and leadership philosophy.

## I. Mission, Vision, Goals, and Objectives

The chief of police is responsible for the development, coordination, and implementation of the mission, core beliefs, and values for the department. These principles underpin the overall purpose of the GPD. At BerryDunn’s request, the GPD provided a copy of the GPD mission statement, which can also be found on the department’s website.

We’re committed to providing high-level service through continued community engagement that seeks to improve the quality of life and maintain the safety of our residents. Recognizing that our employees are a critical resource in this commitment to our community, we will strive to ensure that our officers are highly trained, ethically sound professionals who are focused on serving the needs of the community.<sup>9</sup>

The GPD mission statement properly identifies and prioritizes several aspects, including high-level service, community engagement, quality of life and community safety, and high professional standards for staff. BerryDunn observed that this mission statement is immediately visible on the department’s webpage, centered on the first page. This positioning provides anyone who visits the website with immediate access to the department mission.

BerryDunn also asked for a copy of the department’s goals and objectives and were told the GPD does not have specific goals and objectives outlined in any documentation. As previously noted, the current administration at the GPD is relatively new, and not having these documents prepared is understandable. BerryDunn will be working with the GPD to develop this content after assessments are completed.

During the course of interviews, BerryDunn asked the GPD staff about their knowledge of the mission, vision, values, and goals of the department, and whether staff felt that these are driving points for organizational leaders in making operational decisions. BerryDunn also asked staff whether these areas are communicated, emphasized, or reinforced within the department.

The response to BerryDunn’s inquiries in this area was mixed. Virtually everyone asked expressed their belief that organizational leaders were conscious of the mission, and that the foundational factors of the mission were prominent in the decision-making process, even if they were not explicitly discussed. Some staff indicated that these concepts are formally promoted

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<sup>9</sup> <https://greshamoregon.gov/Police-Department/>

on a sporadic basis, while others suggested they are promoted less formally but more frequently through the actions of organizational leaders.

Based on the feedback provided by staff, it is evident to BerryDunn that organizational leaders have taken steps to communicate and promote the mission of the organization, and that key policy or operational decisions include the concepts noted in the mission, even if these are not explicitly noted during those conversations. Although the department has made efforts in this area, ongoing promotion of these concepts is a requisite activity in developing and maintaining a healthy and productive operational culture. BerryDunn encourages the GPD to continue, and to increase, its formal reinforcement of these principles and ideals.

Although BerryDunn elaborates significantly on CFS response in Chapter 4, it is important to note here the varied perspectives among staff regarding which CFS they should handle. Several individuals BerryDunn spoke with – particularly at the patrol level – conveyed the “lack of government interest” (referring to a lack of legal purpose or criminal nexus) in various CFS, as the reason why the department should not be responding to them. BerryDunn recognizes that much of these sentiments seem to emanate from a patrol staff that is overburdened and seeking relief from excessive CFS volume. BerryDunn recognizes this legitimate concern, but notes that the presence of government interest should not be the defining factor for which CFS receive attention. This determination should occur based on what the community wants from their police department, and what the community can afford, or is willing to fund. It is possible, and perhaps likely, that there is a gap in level of community desire related to services offered by the GPD and the capability of the City and the GPD to meet them.

As part of this project, BerryDunn has identified and quantified various CFS data and the staffing needs associated with providing a high-level CFS response by the GPD. BerryDunn has also provided recommendations associated with identified workload volumes and staffing needs. Regardless of which recommendations the City and police department implement from this project, it will be important for the chief of police and the executive team to enculturate a philosophical approach to CFS throughout the organization that is consistent with community desires and available resources.

## II. Accountability, Ethics, and Integrity

During the interviews with staff, it was clear to BerryDunn that the GPD strives to instill very strong ethical values and the highest level of integrity in its members. Staff clearly indicated that the department has set the highest of standards in these areas for all members of the organization, and that ethics and integrity are an expectation and a norm.

Those BerryDunn interviewed explained that although staff do not necessarily speak directly about ethics and accountability, these concepts are regularly practiced and reinforced. Various GPD personnel explained that they hold each other accountable and to a high standard, and when someone observes an opportunity to coach a colleague, they take advantage of it. Staff also explained that they have a good Internal Affairs (IA) process, and one that is fair and timely. These comments are somewhat atypical, as BerryDunn has found that complaints about

the IA process are common in many agencies. The lack of complaints in this area is notable and suggests high confidence in the accountability process.

Although BerryDunn received positive comments regarding ethics and accountability during interviews of staff, some staff expressed alternative views within the climate survey BerryDunn provided to the GPD (see Section IX in this chapter).

With regard to community accountability, BerryDunn learned that the GPD does not produce or release professional standards complaint data to the public. BerryDunn has provided Recommendation 11-2 that addresses this issue.

### III. Leadership Style

The BerryDunn team had an opportunity to interact with organizational leaders in various meetings and interviews. Based on the interviews, the review of various department documents and reports, and the observations of the team, BerryDunn found the leadership—at all levels within the department—competent, engaged, and concerned with making decisions that benefit the community and the organization.

When asked, those interviewed described a pattern of leadership internally that is widely varied among supervisors, and one that is typically contingency/situationally-based. Many remarked that there is a good balance in leadership styles throughout the organization, from delegating to directing, and that there is no singular style that is followed. Staff reported that supervisors and command staff generally seem to approach leadership matters in a manner that fits the issue at hand, in consideration of the capabilities and experience level of those who must carry out the work. Most supervisors get to know their employees and what style of leadership will be most effective for each. Several also mentioned servant-leadership in their responses, suggesting that leaders within the GPD generally take a service approach versus one that seeks power and acclaim.

Despite these responses, which were generally positive, some officers and other staff mentioned that although they have confidence in the supervisory staff, some supervisors are better than others. Staff also noted that the GPD is a relatively inexperienced department, particularly in patrol, and that there is a need for personnel development, even among supervisors.

BerryDunn also asked staff about the level of empowerment within the GPD. Most of the officers and other line-level staff expressed that they feel empowered to complete their work and that they know they can get help from their supervisor if they need it. Although the notion of empowerment is often considered primarily from the perspective of the line-level officer or staff member, this issue also applies to first-line leaders. The supervisors interviewed for this assessment explained that they are not typically micromanaged; they are given the right tools and sufficient leeway, and they are expected to execute the work. Those interviewed also acknowledged that in some cases, additional oversight is warranted. However, they also stated that the intent is to hire and train staff who are capable and competent, and then to empower them to do their jobs without undue interference.

Another area that BerryDunn explored with staff concerns the level of inclusivity in the decision-making processes within the organization. When asked whether the right people are consulted regarding decisions that might affect those people, staff again provided a mixed response. Staff reported that this is a hit-or-miss issue. In certain cases involving significant operational changes (e.g., specific policies), there may be substantial input and discussion. Some staff also indicated that some of the newer supervisors are not as accomplished in empowering others, and this was expressed as a developmental opportunity.

Generally, staff were complimentary of organizational leaders, with several directly complimenting Chief Gullberg in particular. Similar comments were offered from staff in the department survey. BerryDunn notes that consistent praise for operational leaders is uncommon, and this is a notably positive condition within the department. Despite these positive comments, survey responses also suggested several opportunities for improvement by GPD leadership (see Section IX).

## 21<sup>st</sup> Century Policing Assessment

Like most police agencies, the GPD desires to provide current, relevant, professional, and best-practices public safety services to its community. The most comprehensive and meaningful publication providing guidance on policing in the modern era is the 21<sup>st</sup> Century Policing Task Force Report commissioned by then-President Obama, and published in 2015.<sup>10</sup> The report provides six pillars for 21<sup>st</sup> Century Policing and outlines the best and most contemporary industry standards and practices and “ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect.”<sup>11</sup>

In pursuit of 21<sup>st</sup> Century Policing strategies, in 2017 the Gresham City Council identified 21<sup>st</sup> Century Policing as a key element of its annual work plan, stating:

This project builds upon the recent community engagement efforts of the Police Department and will create a professional policing strategy for the City of Gresham. Potential strategies include measures to promote officer wellness and safety and programs designed to promote positive interactions between police and communities. The adoption and use of new technologies to enhance the use of data and analytics to inform policing strategy, opportunities for officer training, and policies that prioritize de-escalation will also be included.<sup>12</sup>

The Council tasked Deputy City Manager Corey Falls with the responsibility for carrying out this aspect of the Council’s work plan. In the months following, the GPD continually expressed its support for and pursuit of 21<sup>st</sup> Century Policing principles and indicated these were embodied within the policing strategies of the GPD. As the project progressed, the extent to which the

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<sup>10</sup> Final Report of The President’s Task Force on 21<sup>st</sup> Century Policing – [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

<sup>11</sup> [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

<sup>12</sup> 2017 Council Work Plan, City of Gresham, p. 4

GPD had been successful in achieving 21<sup>st</sup> Century Policing strategies came into question, and this became a specific point of conflict between the City and the GPD.

Coincidentally, one standard aspect of BerryDunn’s operational assessments involves a 21<sup>st</sup> Century Policing survey. BerryDunn asked command staff at the GPD to complete a 21<sup>st</sup> Century Policing survey, designed to assess the operational alignment of the agency against the six primary pillars the Task Force identified. The survey BerryDunn provided consisted of 60 questions, separated within the six pillar areas. For each question, command staff were asked to independently assess whether the department regularly engages in practices that are consistent with the Task Force recommendation area, or whether the department inconsistently does so, or not at all. The results are provided in Table 2.1.

**Table 2.1: 21st Century Policing**

Pillar Area	Max. Possible	Average Score	Pct. of Max.
Building Trust and Legitimacy	18	9.83	54.63%
Policy and Oversight	30	16.33	54.44%
Technology and Social Media	10	5.33	53.33%
Community Policing and Crime Reduction	36	21.83	60.65%
Training and Education	18	11.17	62.04%
Officer Wellness and Safety	12	9.00	75.00%
<b>Totals</b>	<b>124</b>	<b>73.5</b>	<b>59.27%</b>

Source: 21<sup>st</sup> Century Policing Survey

Within the context of this survey, it is important to understand that not all of the Task Force recommendations apply equally to each agency. Further, the surveys for this portion of the study were completed independently by command staff based on their interpretation of the Task Force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area (which for some, might be limited). Lastly, there is no specific standard or expected score for any of the pillar areas, or the overall rating. Instead, BerryDunn provides this survey as one mechanism for examining and assessing various aspects of the agency, with the intent of encouraging additional discussion and consideration in any areas in which command staff scored the agency low.

Given the scores reflected in its self-review (as shown in Table 2.1), it is evident that there are opportunities for the GPD to expand its alignment with 21<sup>st</sup> Century Policing standards. To maximize those opportunities, BerryDunn recommends the GPD develop a process for pursuing, maintaining, and monitoring the department’s actions in pursuit of 21<sup>st</sup> Century Policing standards. As a first step, BerryDunn recommends the GPD evaluate the initial 21<sup>st</sup> Century Policing critical strategy review report developed by Deputy City Manager Falls. This report includes numerous primers for discussion and can serve as a valuable aid for the GPD in identifying areas of success, and those in need of development. Lastly, BerryDunn recommends the GPD assign a key internal leader with the responsibility for pursuing and maintaining 21<sup>st</sup>

Century Policing standards, including identifying any policies, procedures, or actions GPD staff must take to achieve them.

## IV. Communication

Virtually every organization has some level of discord with regard to communication, and in its current state, communication within the GPD is not fully serving the needs of the organization or the community. Based on information from interviews and meetings with staff and community members, BerryDunn found that communication, internal and external, is inconsistent, and many have expressed a need for more and better communication.

Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to help ensure that all messages reach their intended target. This must be done in a timely manner, and it must provide for consistent and accurate messaging. There can never be too many avenues of communication capacity, and redundancy with internal communications can be a positive attribute, especially when combined with operational transparency.

Given the national policing climate, the operational challenges the GPD is experiencing, and the number and depth of various organizational changes the department is managing, robust communication is critical. Consequently, the GPD should develop a communications strategic plan that supports the department strategic plan and the department mission, vision, values, and internal goals and objectives.

Elements of the new communication strategy should include, but are not limited to the following:

- Organizational change efforts
- General operations, including public safety strategies
- Command meetings and decision-making discussions
- Communication with the community, including proactive, regular, and timely updates on critical public safety issues, and the release of information and data to contribute to operational transparency

As part of the process of developing a communications strategy, BerryDunn recommends that the GPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps. The results of these discussions and decisions should be incorporated into the formal communications plan.

In addition to general communication, BerryDunn also explored the level of comfort for staff in bringing ideas, thoughts, or critiques forward. When asked about the concept of *safety in dialogue* (safety in dialogue refers to the process of supervisors and followers feeling free to talk out issues openly and confidentially without fear of reprisal), BerryDunn received mixed responses. Some said they would feel comfortable bringing items up to a supervisor, or even the chief of police, lieutenant, or captain without any undue concern, while others said it would depend on the issue or the supervisor.

Expanding on this concept, BerryDunn asked staff whether they feel their input is valued by supervisors and/or command staff. Staff reported they felt confident that their input was important but reiterated that it is not always sought on issues of importance or with regard to decisions that might affect them and, in some cases, although they offer input, they do not always hear what occurred as a result.

Additionally, several of those interviewed also explained that they are keenly aware that those in leadership positions might be privileged to information they cannot share or that might otherwise influence decisions in a direction that might be contrary to popular opinion or wishes. Generally, staff respect the leadership and recognize the challenges they face in making tough decisions. However, staff also feel there is a need for a more intentional process of inclusion within operational discussions that involve significant decisions. BerryDunn recommends the GPD consider this desire as it evaluates an ongoing internal communication strategy.

During interviews, staff told BerryDunn that the police department does not have a dedicated Public Information Officer (PIO). The person who was handling those duties previously is a police lieutenant and it was one of the additional duties assigned to that individual. Prior to this, there was someone assigned as the PIO, but when that person left, no replacement was made. With the amount of information that flows through the community daily, there is a need for the police department to have a dedicated PIO to deliver timely and accurate information to influence a positive image of the department. The community wants to know what is happening in their area and the surrounding areas that may affect them.

Currently, the messaging for the department is coordinated through the City of Gresham Public Information Office. This complicates the ability and removes the opportunity for the police department to tell its story. As a result of this process, the local union has developed a social media account to provide information to the community which at times has conflicted with the message from City leadership. These conflicts are a barrier in the efforts to rebuild trust between City leadership, the police department, and the community.

In addition to the need for someone to act as PIO, the GPD has identified the need for a community engagement coordinator to manage and coordinate the GPD's efforts to develop and foster community relationships, engage with community groups, and help ensure that department work aligns with the GPD's core values and principals, and the community's expectations and beliefs. Although the GPD has identified this as a separate position, there are overlaps between the stated need, and the responsibilities of a PIO. Moreover, the GPD's size and the expected demands for a PIO, it is likely the PIO position could manage both sets of described duties.

The chief of police should have a department PIO available to strategize appropriate messaging for the community, to address recurring themes and issues that affect the City, and to be informative about matters that may be of interest to the community. In addition to being comprehensive, the messaging strategy should come from authorized sources only. Any internal groups disseminating official department business through an unauthorized platform can cause mixed messages that will bring confusion between the police department and the public. Additionally, as noted above, the PIO should also act at the community engagement

coordinator, supporting community relations and helping ensuring alignment between department actions and the stated core values and principles. BerryDunn recommends the addition of a dedicated PIO for the GPD to perform these functions. This person should be assigned to the police department, and be the primary conduit for public information relating to police matters for the City.

## V. Management and Supervision

BerryDunn also explored the issue of supervisor accountability and reporting, and asked various supervisors to describe how work performance expectations are communicated to supervisors within the department. Those interviewed explained that this occurs in a variety of ways, and that it varies depending upon the supervisor. Some said that expectations were made clear to them, while others indicated it was more of a learn-as-you-go process. Based on feedback provided to BerryDunn, there is no formal or consistent process for outlining supervisory roles or expectations for new or promoted supervisors.

The lack of a formal process for training supervisors is not unusual; however, there is a significant need to have such a process, especially for new sergeants. Those in law enforcement are well aware that the transition from line-level officer to line-level supervisor is one of the most challenging growth experiences for personnel. Line-level supervisors have a tremendous burden in managing the shift and in maintaining healthy relationships, and managing the morale of their followers. They must do this while carrying out the mission of mid- and upper-level leaders, and they must make difficult decisions, including holding others accountable. For most new sergeants, this transition is very difficult, as they find themselves functioning as part of the organizational leadership for the first time.

BerryDunn is also aware that there are numerous leadership courses available to the GPD for free through the State of Oregon, and that there are internal and external requirements for supervisor training. Because leadership is so critical to operational success for police agencies, BerryDunn recommends that the GPD seek opportunities for developing these skills in both new and existing supervisory personnel.

### Field Supervisor Training

Many organizations have found that developing a field supervisor training (FST) program can be helpful in bridging this gap for new sergeants, and BerryDunn often recommends that departments develop these programs. This training can include instruction on relevant policies and practices, supervisor expectations and limitations, and other information that aids them in their mission. Although the GPD does have an FST program of sorts, it has not been consistently followed, and likely is in need of updating. Because of the vital role they play within the organization, it is critical that new sergeants in particular are positioned for success. BerryDunn recommends that the GPD review and update its FST program. The structure should be tailored to the needs of the GPD, and it should be customized based on the duties and responsibilities that sergeants within the GPD are expected to perform. Additional details on this recommendation have been included in Chapter 9 of this report.

## VI. Mentoring and Coaching

Another operational aspect BerryDunn examined involves mentoring within the GPD. Staff interviewed told BerryDunn that they do not have a formal mentoring program, and the department does not have a formal policy on mentoring. There is some informal mentoring that occurs for new officers and those that are newly appointed to specialty positions, but this is done informally, and there is no specific policy or process.

When high-potential, highly motivated employees are presented with the chance to learn, lead, and/or advance, they will take advantage of those opportunities. With this in mind, it is critical for agencies to cultivate and guide these quality employees, or the agency runs the risk of those employees becoming disenchanted or even seeking to leave the agency for other career opportunities. Currently, the GPD does not have a formal system in place to identify these employees, or a program to cultivate them once identified. Supervisors interviewed said that in lieu of a formal process, they will select employees they feel have potential and engage in coaching or mentoring those employees on a regular basis and as follow-up or in conjunction with the annual review process. Other mentoring and coaching described includes targeted training for staff and suggesting or assigning staff to attend community events.

Several staff BerryDunn interviewed indicated that some supervisors within the department are doing a good job of individually mentoring various personnel. Although this may be true, this process is being conducted in an ad hoc fashion, and even though it might be working for some, others are likely to not be fully benefiting from the opportunity to be mentored by those who have a broader level of experience. Based on the information provided, it is evident to BerryDunn that some staff members have been mentored in a variety of ways, but the department does not have a consistent methodology for mentoring or developing staff or a policy for a formal mentoring program.

In order to help staff learn, grow, and become more effective within their roles, and to prepare staff within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development but specifically prepares staff for those opportunities through an intentional process. Accordingly, BerryDunn recommends the development of a formal mentoring program and policy that supports staff in their current roles, and one that identifies and develops potential leaders as well as those who have already been promoted who wish to advance further.

Although BerryDunn favors appointment of qualified and competent persons to supervisory positions, external recruitment has been necessary for the GPD due to the compensation structure. Compensation issues have presented an ongoing challenge in generating interest in supervisory positions above the sergeant level. Staff expressed to BerryDunn that with overtime, sergeants can make more money than lieutenants, and this has been a de-motivator for those who might otherwise be interested in advancement. BerryDunn recognizes the challenges with salary structures and salary compression, and the affordability of those structures, particularly for the City. However, during this study, the GPD posted several high-level positions externally, due to lack of internal interest. Promoting qualified internal applicants is always preferable to seeking external ones. Accordingly, the GPD should work with the City to

correct the salary structure barriers that are inhibiting interest in internal promotions above the sergeant level.

## Succession Planning

The policing profession widely enjoys the benefit of defined benefit pension plans. These systems create a discreet and generally knowable career length for most employees. One of the benefits of this environment is the ability to predict turnover. One of the obligations of this environment is the need for formalized succession planning. Succession planning is an important and sophisticated leadership concept that involves identifying anticipated leadership, supervision, and complimentary skill set needs while simultaneously identifying individuals who will be able to fill those needs, and curating their professional development to ensure they are ready to serve when the need presents itself.

Because of the hierarchal and pyramidal nature of police chains-of-command, such leadership and supervision turnover will trickle down to all promotable ranks and many specialized functions as individuals promote and leave prior areas of responsibility for new ones. Consequently, a robust succession-planning posture will necessarily include all ranks and even many specialized skills such field-training officers and similar collateral duties.

GPD does not utilize any formal career development plan or mentoring program to help employees prepare for career opportunities while providing succession planning for the department. Promotional processes do not remain consistent and predictable on an iterative basis. These factors contribute to feelings by personnel that they cannot effectively or meaningfully prepare for future opportunities. Professional and career development planning programs involve structured processes that provide for individual growth and professional development at all levels of the organization. These programs help individuals to be more productive, efficient, and effective in their current roles. This increases job performance and improves overall job satisfaction. In addition, these programs also prepare individuals to promote through supervision and command levels.

Regardless of whether individual team members seek promotion or are actually promoted, developing leadership skills and providing team members with enhanced training helps them to see the organization through the lens of organizational leaders which broadens their perspective, supports organizational efforts, and improves individual satisfaction. GPD should develop a career development and mentoring program and align it with promotional processes so they remain consistent and predictable year-to-year and employees can improve performance and chances for success.

## VII. Performance Appraisals

During this assessment, BerryDunn had the opportunity to examine the performance appraisal system in use for employees with the GPD. Departments typically use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. Appraisals are a means by which supervisors formally interact with staff to mentor and promote their success, as well as to identify areas where training might improve performance. Employee performance evaluations can also be used as a tool to assist management in making key

decisions concerning promotions, disciplinary action, training, and determination of eligibility for permanent appointment. These evaluations can also be used to alter the service expectations, policing styles, and responsibilities of officers and other staff.

Ultimately, the appraisal process should be fair and transparent, develop growth and learning, and identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. Supervisors should view performance appraisals as a helpful tool they can complete in a timely manner.

BerryDunn's examination of the proposal appraisal process included a review of the documents used and discussions with staff concerning the effectiveness of the process. BerryDunn noted that the appraisals provided for each position were varied and they appeared to be consistent with expectations for those within the assigned roles. Each of the appraisals BerryDunn reviewed included areas for outlining and reviewing individual goals and objectives. BerryDunn also observed that the City and GPD have a document that outlines "On Target Performance Dimension Definitions". The presence of this document helps provide a baseline for reviewers and it helps contribute to more consistent ratings. Overall, the appraisal documents reviewed appear comprehensive and functional.

During interviews, GPD staff expressed discontent with the current appraisal system, with several staff members indicating that the system was not specific to their unique job duties, that it was not developmental, and that even when development strategies are identified in the appraisal, there is insufficient follow-through. Some of the leadership team also told BerryDunn that additional training for raters, especially sergeants, would likely improve the overall appraisal process. BerryDunn observed that although certain operational categories might not be included within the performance appraisals, the GPD appraisal system appears to do better than many, in terms of its ability to be customized for different positions and assignments.

BerryDunn recognizes that performance appraisal systems often receive criticism by those who must be evaluated, and that designing a system that is effective and that most staff agree with is an arduous task. The system in use by the GPD is better than many others BerryDunn has reviewed; however, there might be opportunities for improvement. Although BerryDunn is not making a formal recommendation regarding adjustments to the appraisal process, the GPD might wish to consider how the current appraisal system supports personnel development within the department, and perhaps adding additional training for appraisal raters.

BerryDunn also provides a recommendation later in this chapter on personnel development, and the GPD might wish to consider revisions to the appraisal system to support that recommendation. If the GPD pursues changes to the appraisal system, BerryDunn recommends that this occur collaboratively with the City's Human Resource (HR) department.

## VIII. Union/Labor Management

BerryDunn also explored the relationship between the leadership at the GPD and the labor groups within the department. The professional staff are represented by Teamsters, and the officers are represented by the Gresham Police Officer's Association (GPOA). The consensus among the union/labor leaders regarding the relationship with the leadership at the GPD was

that the relationship was positive. Some explained this had not always been the case, but that the relationship had improved with the prior chief, and with Chief Gullberg, relations have also been positive. BerryDunn inquired about the number of formal grievances filed in the past three years and was informed that neither the GPD nor the unions track these.

In addition to discussing relationships, BerryDunn also explored any significant concerns the unions have been experiencing. These discussions primarily involved pay and incentives for retention of personnel. These issues are not uncommon among police departments, and BerryDunn is aware they have become more critical recently, as cities and departments are struggling to maintain a workforce.

Based on a review of the conversations with staff and labor, BerryDunn has no concerns over relationships within the GPD, and none of the staff BerryDunn interviewed expressed a concern in this area. Despite this positive note, historic events (as mentioned in the introduction of this report) have soured the relationship between the GPOA and the City. BerryDunn recognizes these challenges and encourages the City and the GPOA to work together to build a foundation that supports positive discourse and outcomes.

## IX. Workforce Survey

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of any organization. This information assists in diagnosing opportunities for constructive change and managing organizational transformation. BerryDunn surveyed the GPD workforce to capture such information and to broaden staff involvement in the study.

### Survey Structure

The electronic survey offered to all staff consisted of a respondent profile (current assignment), 51 content items (opinion/perception), seven organizational climate items, and an open comments option that solicited feedback on what the department does well, what is in need of improvement, and any other comments the respondent wished to provide. The content items section elicited employee responses in ten different dimensions:

- Leadership
- Communication
- Accountability and Fairness
- Job Satisfaction
- Training
- Equipment and Technology
- Patrol Staffing and Deployment
- Investigations Staffing and Assignments

- Community Policing and Engagement
- Diversity Equity and Inclusion (DEI)

Each of the dimension sections of the survey consisted of five or six forced-choice questions. At the request of BerryDunn, the GPD distributed the survey electronically via a link provided through the GPD email system, to every member of the agency, sworn and non-sworn, and the chief of police promoted participation. Survey protocols promoted anonymity of the respondents.

## Survey Response

The GPD is authorized to employ 155 full-time personnel, including both sworn and non-sworn positions. At the time of this assessment and the survey, there were several unfilled positions at the GPD. BerryDunn does not know the exact number of positions that were open at the time the survey was distributed; however, staff informed BerryDunn there were approximately 19 open sworn positions at the time of this study, which would indicate an actual staffing level of approximately 136. Based on the data received, there were 119 total responses to the survey. Twenty of these respondents did not complete the entire survey, and those partial responses were deleted in their entirety. Of the 99 completed responses, 85 also submitted narrative replies to at least one of the three open-ended questions. Given these numbers (and excluding the partial responses), the return rate on the survey was 72.8%. This return rate is statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement. Additionally, there was a balanced response from command, professional staff, patrol, investigations, and specialty positions (see SDIR Table S2.1).

## Survey Analysis – Content Section

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. BerryDunn assigned numeric values of 1 – 5 (with 1 being low or never, and 5 being high or always) respectively. In some cases, if the question did not apply, respondents could also choose an N/A response. For each of the ten dimensions, BerryDunn calculated the weighted average of the responses. Table 2.2 provides these data.

**Table 2.2: Survey Response Categories**

Survey Category	Average
Leadership	2.98
Communication	2.90
Accountability and Fairness	3.13
Job Satisfaction	2.94
Training	3.24
Equipment and Technology	2.89
Patrol Staffing and Deployment	1.78
Investigations Staffing and Assignments	1.57
Community Policing/Engagement	2.76
Diversity, Equity, and Inclusion (DEI)	4.05

Source: Organizational Survey

As indicated, the scores for the dimensions in Table 2.2 represent the weighted aggregate score from the respondents from multiple questions within the survey. Rather than report each individual score, BerryDunn averaged the totals from questions within a themed area and provided the totals in the table. Of the ten dimensions in the survey, the average employee rating was 2.82. In two of the dimensions, the average response was at or below 2.5 (assessed as a pivotal threshold for responses); these categories are highlighted in yellow in the table. The lowest dimension scores were provided in the areas of Patrol Staffing and Deployment and Investigations Staffing and Assignments. These numbers suggest a certain level of dissatisfaction or challenge/concern with the current condition.

It is noteworthy that seven of the ten categories from the survey registered an aggregate score under 3.0. These response numbers are comparatively low in relation to prior studies. These results are also consistent with numerous other points of inquiry BerryDunn initiated, and they suggest a need for improvements to help support a healthy climate with high job satisfaction. Additionally, the scores for the Patrol Staffing and Deployment and Investigations Staffing and Assignments categories are among the lowest BerryDunn has encountered.

Though these numbers are comparatively lower than other agencies, BerryDunn anticipated lower scores due to staff workloads BerryDunn will expand on the issues of staffing and workloads in other chapters of this report (particularly Chapters 3, 4, and 6), but it is evident the GPD is significantly understaffed, and this condition typically results in substantial morale issues. Although low morale was not expressed substantially during interviews, qualitative data from the climate survey outlined later in this chapter indicate this is an issue that requires monitoring and mitigation.

## Organizational Climate

The second portion of the survey involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. These questions intend to address many of the same categories found in a typical workforce survey. However, by their construction, these questions provide a different vantage point and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high, and BerryDunn has provided the response data in Table 2.3.

Because there is no correct or incorrect response, BerryDunn will not provide an analysis here with regard to any specific question or category of the information in Table 2.3. Instead, the department is encouraged to examine the responses below, and to consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey. In that analysis, BerryDunn recommends the GPD look closely at the difference between the current rating and the desired rating. A larger delta (or variance) indicates a more significant area of concern and/or need for deeper exploration.

Although BerryDunn is not providing specific analysis for each area or category, there are three important aspects of the organizational climate survey from Table 2.3 that make this a versatile tool. The first aspect relates to the *correct* or *right* response. Each organization is different, and accordingly, there is no pre-identified proper level associated with any of these questions. The responses reflect the collective desires of the staff at the GPD, and as such, they are representative of the current and desired culture of the GPD, as opposed to an arbitrary standard that is set elsewhere.

The second aspect of this tool is that it has tremendous utility. The categories in this questionnaire are clear, and the agency can easily identify, based on the responses, which areas require focused attention.

The third notable aspect of this tool is that it is brief and easily replicable. The agency can re-administer this survey at various intervals. Doing so can provide the agency with comparative data to examine the prior conditions against the current perceptions of staff, and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas and whether they are successful.

**Table 2.3: Organizational Climate Assessment**

<b>CONFORMITY:</b> The feeling that there are many externally-imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization	<b>Current</b>	<b>7.61</b>
Conformity should be a characteristic of the organization	<b>Desired</b>	<b>5.52</b>
<b>RESPONSIBILITY:</b> Members of the organization are given personal responsibility to achieve their part of the organization's goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization	<b>Current</b>	<b>7.19</b>
There should be great emphasis on personal responsibility in the organization	<b>Desired</b>	<b>8.05</b>
<b>STANDARDS:</b> The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization	<b>Current</b>	<b>6.23</b>
High challenging standards should be set/expected in the organization	<b>Desired</b>	<b>7.98</b>
<b>REWARDS:</b> The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization	<b>Current</b>	<b>4.38</b>
Members should be recognized and rewarded positively within the organization	<b>Desired</b>	<b>8.36</b>
<b>ORGANIZATIONAL CLARITY:</b> The feeling among members that things are well-organized, and goals are clearly defined rather than being disorderly or confused.		
The organization is well organized with clearly defined goals	<b>Current</b>	<b>4.91</b>
The organization should be well organized and have clearly defined goals	<b>Desired</b>	<b>8.63</b>
<b>WARMTH AND SUPPORT:</b> The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization	<b>Current</b>	<b>6.84</b>
Warmth and support should be very characteristic of the organization	<b>Desired</b>	<b>8.63</b>
<b>LEADERSHIP:</b> The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on, one or two persons.		
Members accept and are rewarded for leadership based on expertise	<b>Current</b>	<b>5.92</b>
Members should accept and be rewarded for leadership based on expertise	<b>Desired</b>	<b>8.46</b>

Source: Organizational Survey

## Survey Analysis – Qualitative Responses

As mentioned, within the survey, three open-ended text box sections were included, in which staff were afforded the opportunity to provide feedback. BerryDunn provides details concerning these responses in this section. These response prompts included the following:

- Describe something the organization does particularly well
- Describe an area in which you feel the organization could improve
- Please use this section to explain any of your choices and/or to express your view on any topic not covered

Unlike quantitative analysis—which can be easily broken down into numeric representations, ratios, or percentages—qualitative data can be much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data and grouping them into a manageable number (usually four to six) of overarching *themes*. There can also be sub-categories of data within each of these themed areas but, when done properly, each of the responses will have a connection to a main theme. Data within these themed areas may be positive, negative, neither, or both—including comments that merely make suggestions. The analysis provided here engages a contemplative process of considering each of the data elements (narrative responses) to determine within which themed area it may be most appropriately categorized and then to consider the substance of each response in relation to the theme area and the other data within that category. Topics within each theme can certainly impact topics in other themes, and those connections, when significant, have been highlighted in the analysis.

It is important to point out here that singular responses that could not be included as part of a themed category have been omitted from this analysis. By their nature, single responses are not representative of a perceived pattern, and even though they might have individual merit, they do not conform to a qualitative analysis process. Accordingly, BerryDunn has excluded these non-themed responses.

### Qualitative Response Analysis

BerryDunn received 85 separate and distinct narrative responses within this survey for a narrative response rate of 62.5% (85 surveys returned out of a total of 136 surveys distributed). Because there were 3 solicitations for feedback on each survey and 85 surveys were returned, there was a possibility of 255 total responses. Of the possible responses, 34 were blank or substantively unresponsive on the returned survey which resulted in a total of 191 discreet responses. Those 191 responses on 85 surveys provided a significant amount of qualitative data with which to begin assessing employee feelings regarding the working climate at the department. The survey responses included both critical and positive observations and areas for improvement. The survey also included responses in which feedback was mixed or even conflicting. In many instances, feedback included specific examples of what is done well and specific recommendations about how areas could be improved. Many responses were quite lengthy, specific, and detailed. The response rate and the detailed level of responses suggests

a climate in which employees are aware of working conditions at the department and eager to have a positive influence on efforts to enhance those working conditions and the services provided to the community. The respondents to this survey deserve compliments for their honest, specific feedback and useful suggestions.

BerryDunn conducted a thorough qualitative review of the survey responses to assess employee sentiment about department operations, performance, and service delivery. That review revealed several major themes about department performance. This review will summarize the survey responses in those primary themes to provide enhanced clarity regarding employee knowledge and feelings about department performance.

## Training

Survey respondents were very complimentary of the level, amount, and quality of training the department provides. There were as many as 25 distinct and separate responses indicating satisfaction and even pride in the way the department engages in training. This was among the highest response rates of any topic raised in survey responses. Training provides the foundation for shared values and consistently high-level performance. Excellence in training is an area in which any organization can take deep pride and leverage to build a high-performing agency that meets the needs of its team and community members. The existence of excellent training and employee appreciation of it can serve as a strong foundation for all other organizational development efforts.

## Support of Co-Workers

Survey respondents expressed a great deal of satisfaction with the manner in which employees support each other and, to a large extent, how the department supports them in order to be successful in their jobs. Replies indicated the organization enjoys a ‘family’ atmosphere; the department cares for and listens to its employees; supervisors are supportive; people support each other; and individuals work as a team. This level of camaraderie can be an effective asset in contributing to performance enhancements and achievement of desired organizational outcomes, particularly when combined with the legacy of exemplary training discussed above.

## Doing “More with Less”

At least seven responses included the specific phrase “more with less” while several others referred to a similar concept of functioning well, despite deficiencies in staffing, resources, or support. Although being asked to do more with less often evokes frustration for officers, the fact that officers feel they are still doing well is clearly a matter of pride for members of the department. It is also a very reasonable inference that organizational satisfaction with the ability to support each other combined with the concerns about low staffing levels contribute to this sense of pride and satisfaction of doing more with less.

## Diversity, Equity, and Inclusion

Three responses indicated diversity (and related topics) is an area in which the department excels, while two responses stated diversity was an area in which the department needs to improve. Other responses expressed dissatisfaction with recent diversity, equity, and inclusion

efforts to implement them. Considering the significant focus and efforts the department, its leaders, the City, and the broader community have placed on diversity, equity, and inclusion efforts, the most surprising aspect is the relatively small number of responses on this specific topic. The low response rate on this topic could suggest a variety of factors including the quite disparate possibilities that (1) there is not a great deal of resentment or animosity over this topic or, conversely, that (2) the topic is so emotionally charged that employees do not feel safe – even in an anonymous survey – discussing this topic.

It is also very likely that some of the topics discussed in other themes identified by this review (such as internal leadership and support from City management and City elected officials) are veiled references to department and City efforts to expand diversity, equity, and inclusion efforts. A couple of responses, for example, included critical comments about City-led efforts addressing diversity, equity, and inclusion. One reply was specifically critical of department DEI efforts and referred to them as a socialist tool. While this is only a single reply and should not be construed to represent a specific trend or theme, the manifestation of clear disinformation on the topic suggests a need for the department to have a heightened awareness of employee attitudes and belief systems that are contrary to department values and order. Additionally, the theme discussed below about external support very likely manifests some unspoken dissatisfaction with department diversity, equity, and inclusion efforts as it seems clear that these efforts and their implementation are viewed as efforts originating with City management and elected City officials.

## Community Policing and Community Engagement

There were not a large number of responses specifically referring to community-oriented policing, problem-oriented policing, or related topics such as community engagement. However, several responses did indicate department staffing levels made it difficult to engage in either community-policing-type efforts or proactive policing. The references to proactive policing were generally in the context of not having sufficient staffing levels to engage in officer-initiated enforcement and deterrence functions. It is reasonable to presume that if employees observe there is not sufficient discretionary time to engage in officer-initiated enforcement, there is not sufficient discretionary time to engage in community-oriented policing efforts. Survey responses hinted at this reality, mentioning past efforts at community engagement. A significant portion of this overall review will include a detailed assessment of staffing levels with particular focus on capacity for engaging in community policing efforts. It is not possible to discern an organization-wide understanding of these concepts from the survey, so it is worth noting in this qualitative review that employee understanding of community-oriented policing and a commitment to it will be explored in other aspects of the broader organizational assessment.

## Morale

Respondents mentioned a current state of depressed morale as an area of department performance that needs attention and improvement more frequently than any other specific topic except staffing levels. Feedback about morale also included specific comments about areas of department performance contributing to current morale levels and was often mentioned in conjunction with observations about staffing levels and/or external support of the department.

In other cases, references to areas needing improvement can be indirectly linked to concerns about morale. Broader factors which survey responses and inference indicate are having a deleterious effect on morale include staffing, internal leadership, and external support. These topics are included in this review as individual themes and are analyzed separately and in greater detail in this qualitative review.

It is important to keep in mind that morale is a broad, deep, high-level, and often obtuse concept that is affected by all of the environmental factors within and outside an organization. That is not to say it is an unimportant concern. It is arguably the most important concern to a high-performing organization and its employees. However, morale is generally the result of other factors in an organization and not the genesis of those factors. That is, poor morale is a symptom not a cause. Consequently, no analysis of morale would be thorough or complete without an analysis of all of the factors identified as contributing to current morale levels. Fortunately, survey respondents provided a great deal of feedback to assess factors which might be contributing to morale.

### Staffing (including recruiting, retention, pay, and benefits)

Staffing levels were the second most frequently cited topic in survey responses with at least 29 responses indicating, directly or indirectly, this was an area in need of improvement. Survey responses also frequently discussed the closely related topics of recruiting, retention, pay, and benefits as areas that needed to be improved. Closely related to this topic were numerous responses about how overtime is burdensome and producing deleterious effects on team members. Responses included some specific suggestions about incentive pay and other compensation benefits.

### Internal Leadership

Survey responses included several that were complimentary of departmental leadership and support of members as noted above in the theme regarding 'support of co-workers.' Numerous other survey responses indicated internal leadership was an area for improvement. Leadership is an important, sophisticated topic that affects organizational performance and employee morale quite directly. Many components fall under the general rubric of leadership and responses from this survey reinforce this reality. Consequently, this review's analysis of leadership will include a detailed analysis of several components which comprise leadership performance, including accountability, equity and consistency, planning, communications, empowerment, and support.

- *Accountability* - Employees indicated there is absent or inconsistent accountability for employees and the inconsistent application of accountability is often based on relationship, ranks, or assignments. These comments are not aligned with in-person interviews, which suggested relatively equal accountability across the organization.
- *Equity and consistency* - Employees reported that promotions could be improved by focusing on skills-based assessments and achievements instead of test performance. Feedback also indicated that assignments, accountability, and workload distribution are inconsistently applied resulting in feelings of lack of internal equity.

- *Strategic Planning* - Respondents report the department has lacked any unifying and strategic long-range planning, such that the department has become substantially reactive instead of proactive or visionary. (Note that this is an additional professional service BerryDunn will provide following the initial assessment).
- *Communications* - Employees report department command staff do not regularly, consistently, or actively communicate with all team members about internal developments. Similarly, employees report command staff does not actively communicate with external partners and stakeholders regarding department and employee successes. Several respondents urged department leadership to share available information that contradicts perceived external narratives about department performance. It is important to note that anytime an organization is surveyed regarding internal climate, virtually everyone indicates a need to improve communications. That is not to dismiss the importance of the results of this survey but, rather, to reinforce how important communication is to every organization and its morale and success.
- *Support and Empowerment* - Respondents state they do not believe department leadership cultivates relationships with external partners and stakeholders effectively. Respondents report that department leadership fails to leverage and maximize opportunities to defend the department to critics effectively. Respondents specifically suggested that leadership should become more proactive about sharing stories, statistics, data, and other info that highlight department successes. Additionally, while several responses indicated department leadership is positive about soliciting and supporting employee-initiated ideas, the department often fails to follow through and support those ideas to fruition. Other responses indicate department leadership does not empower employees to contribute to organizational success. (Again, this data is inconsistent with in-person interviews.) Employee empowerment is a hallmark of community-oriented policing, and is a topic worthy of significant further exploration. Responses also indicate feelings that department leadership does not provide support to the department and its members when others (such as City management, elected officials, etc.) do not support the department.

## External Support

Survey respondents expressed concern about lack of support from City management and elected City officials more frequently than any other single topic—by far—with at least 45 individual responses addressing this topic. Respondents indicated they did not feel supported by City management and that department command staff and City management do not enjoy productive relationships that contribute to department success. It is also likely, as noted above, that feelings of animosity from City management may be related to recent diversity, equity, and inclusion efforts, since they are viewed by department members as originating from City management and City Council.

The lack of satisfaction with support from City officials is likely closely related to reported morale issues. Furthermore, it can be construed—and survey respondents appear to be doing so—that lack of support by City officials contributes to other factors that have negative impacts on

department morale and performance such as staffing, pay, benefits, and other resources, as well as on the image of the department that is portrayed to the broader community. Additionally, respondents expressed a great deal of frustration with the District Attorney (DA). Responses indicate lack of clarity from the DA about how officer conduct will be handled (from a prosecution perspective), poor relationships, and unclear expectations. It is important to note, that the theme of “Leadership” includes observations that department command staff does not adequately cultivate relationships with other entities that enable them to defend successes and positive attributes of the department and its team members as discussed in that theme above.

## Qualitative Review Summary

The level of sincerity, detail, and sophistication included in the survey responses indicate an organization made up of members who care deeply about the agency and its success. Similarly, the inclusion of observations about positive aspects of the department reveals honesty and frankness about participation in the survey. This survey produced meaningful information that helps illuminate several themes affecting department performance, including both positive attributes and areas for improvement, as well as areas that combine some aspects of both. This survey also procured some specific observations and suggestions that will contribute to meaningful overall agency assessment, and will assist in the production of effective recommendations for performance enhancement.

## Operationalizing Qualitative Responses

Through the organizational climate and culture survey, staff identified a number of areas they feel require some attention. Organizational leaders should use this information as a prompt for action to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns.

The cornerstone of trust between law enforcement and the community begins with the chief of police. The chief sets the tone for the department in its interactions with the community, and in turn, the members of the police department are to conduct themselves in a manner that supports that vision. The chief is the face of the department and serves as the example of what the community will expect when they encounter a police officer. It is important for the chief to provide the mission, vision, and direction of the department.

To aid in the development of the direction of the department, the chief needs guidance from the City leadership, particularly regarding the expectations of the service to be provided to the public. Other objectives required of the police department to meet the City’s goals and objectives should also be part of this conversation. Having the discussion on these areas will begin the reconciliation of past trust issues between the department and City leadership.

During interviews, and in the climate survey, many expressed the perception of a lack of trust and support between the City government and the police department. At the same time, the same lack of understanding has developed between the community and the police department. The officers within the department will have to begin the healing process from past hurts, but that can only happen with open and productive dialogue. To address these issues and

concerns, the GPD should engage in opportunities to build trust between government officials, community members, and law enforcement.

## Summary

The leaders within the GPD have demonstrated a commitment to ensuring that the department is operating in an efficient and effective manner, in furtherance of the public safety mission for the organization in serving the community. Although the GPD has an appropriate mission statement, the department would benefit from developing specific goals and objectives, and a formal strategic plan.

The GPD is a professional organization that prides itself in being ethical and in holding itself and staff members accountable to the community and to each other.

The GPD leadership does not engage a singular operational style but instead uses a variety of styles that are situationally-based, taking into account the individual and task at hand. Staff feel empowered to do their work but have indicated a desire for more inclusivity in operational discussions and decisions that will affect them. The GPD desires to provide an approach to law enforcement that is highly consistent with industry best practices and the components of 21<sup>st</sup> Century Policing; however, there are areas within the six pillars that would benefit from additional focused attention.<sup>13</sup> Labor relations within the organization are positive and suggest a collaborative environment, but relationships between the GPOA and the City could be improved.

As with many other police departments, one area where the GPD could improve pertains to communication. Although the GPD has traditionally used a variety of methods to help ensure robust internal communication, some staff indicate this could be better.

One primary area of focus for the GPD involves the need for mentoring, coaching, and developing staff. This is a critical need for the GPD due to staff turnover, limited experience of personnel, and new leadership within the organization. BerryDunn recommends the GPD vigorously pursue a staff development plan and a mentoring program.

Although the GPD has an appraisal system, and it appears better than many BerryDunn has reviewed, some staff indicate discontent with the current system, suggesting it is too generic and falls short of providing the details and structure required to ensure goal development, progress, and monitoring. Although it appears to BerryDunn that the current system might have greater flexibility than what is widely known or understood throughout the department, some improvements might be helpful, particularly if these are done in conjunction with developing and implementing a mentoring program and a personnel development plan. Accordingly, BerryDunn recommends the GPD continue to monitor the appraisal system and, if necessary, work collaboratively with City HR staff on any proposed revisions.

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<sup>13</sup> [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

Through the organizational climate and culture survey, staff identified a number of areas they feel require some attention. Organizational leaders should use this information as a prompt for action to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns. Despite these noted areas, staff were highly complementary of department leaders and co-workers, and demonstrated a desire for professionalism and a high level of service to the community.

## Recommendations

This section provides the five formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 2.4: Chapter 2 Recommendations**

Organizational Leadership and Culture		
No.	21 <sup>st</sup> Century Policing Strategy	Overall Priority
<i>Chapter 2, Section III: Leadership Style</i>		
2-1	<p><b>Finding:</b> Although the GPD strives to exemplify the characteristics outlined in the 21<sup>st</sup> Century Policing Task Force Report, there are several sections within the six main topic areas or ‘pillars’ that require focused attention from the GPD to achieve.</p>	
	<p><b>Recommendation:</b> The GPD should affirm its commitment to 21<sup>st</sup> Century Policing and develop a process for pursuing, maintaining, and monitoring the department’s actions in pursuit of that goal.</p>	
	<p>To pursue this recommendation, the GPD should carefully evaluate the extent to which the department is operationally meeting the goals and objectives for each of the six pillars. The GPD should consider each pillar, goal, and objective, and determine whether the department is meeting them, and if not, what steps the GPD can take to achieve them.</p> <p>Additionally, the GPD should assign 21<sup>st</sup> Century Policing strategies and monitoring to a senior leader within the department, and charge that individual with the responsibility for pursuing and maintaining 21<sup>st</sup> Century Policing standards, including identifying any policies, procedures, or actions GPD staff must take to achieve them.</p>	

Organizational Leadership and Culture		
No.	Operational Communication	Overall Priority
<i>Chapter 2, Section IV: Communication</i>		
2-2	<p><b>Finding:</b> The GPD lacks a clear strategy for communication, internally and externally, and this has resulted in operational challenges and inconsistent messaging to the community.</p>	
	<p><b>Recommendation:</b> The GPD should develop a communication strategy to provide persistent and consistent communication to its staff, and to the community, on all relevant issues.</p> <p>As part of the process of developing a communications strategy, BerryDunn recommends that the GPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps. The results of these discussions and decisions should be incorporated into the formal communications plan.</p>	

Organizational Leadership and Culture		
No.	Public Information and Communications	Overall Priority
<i>Chapter 2, Section IV: Communication</i>		
2-3	<p><b>Finding:</b> The police department does not have a dedicated Public Information Officer to deliver timely and accurate information for the department.</p>	
	<p><b>Recommendation:</b> The GPD should create a full-time PIO/Community Engagement Coordinator position. This position should support PIO responsibilities, and act as the community engagement coordinator for the department.</p> <p>The use of a non-sworn person for this position can be of better benefit than a sworn person. It may be helpful to recruit a news reporter from the local media outlets who understands the deadlines and expectations of media personnel. This person can have relationships established with other media agencies that will help in improving police and media relations. This person would need to spend considerable time with the police department to understand what are the duties, responsibilities and challenges that are associated with police officers and other department personnel.</p> <p>The Police Chief should have the department PIO develop a messaging strategy that addresses all aspects of media (traditional and social) to better inform the public. This strategy should cover who can disseminate information to department personnel and community members, how to build community trust with timely and accurate information, and how to be responsive to community concerns. This strategy can be developed in conjunction with the City of Gresham PIO. This can</p>	

Organizational Leadership and Culture		
No.	Public Information and Communications	Overall Priority
	<p>be recognized by all community members as the official messaging of the GPD. Due to the nature of the position, the PIO is oftentimes the most visible and accessible person within the police organization. This role is very important in building and maintaining public trust with the community as well as in educating the public on various department operations. Developing a deep understanding of the varied department units and their objectives, processes, and methodologies is a key element in optimizing the effectiveness of the person in this role.</p>	

Organizational Leadership and Culture		
No.	Personnel Development Plan	Overall Priority
<b>Chapter 2, Section VI: Mentoring</b>		
2-4	<p><b>Finding:</b> GPD does not have a formal staff development system that includes systems or mechanisms for consistent coaching, mentoring, or succession planning.</p>	
	<p><b>Recommendation:</b> BerryDunn recommends GPD develop a formal coaching, mentoring, and succession planning program for staff and that the program be memorialized in policy and executed consistently in practice.</p> <p>In order to help ensure success within each operational role and to prepare those within the department for formal supervisory and command-level positions and/or informal leadership opportunities, the department must create an atmosphere that encourages personnel development and also one that specifically prepares staff for opportunities through a deliberate and intentional process.</p>	

Organizational Leadership and Culture		
No.	Unified Direction	Overall Priority
<b>Chapter 2, Section IX: Workforce Survey</b>		
2-5	<p><b>Finding:</b> There is a perception of lack of trust and support between City government and the police, and community members and police. These relationships require improvement and it is important for the police to commit to relationship and trust-building with government officials and community members.</p>	
	<p><b>Recommendation:</b> The GPD should engage in opportunities to build trust between the government officials, community members and law enforcement. The GPD should consider establishing a police department workgroup to discuss issues and concerns. This group could consist of police officials, city council</p>	

Organizational Leadership and Culture		
No.	Unified Direction	Overall Priority
	members, and community members. Discussions within this group could contribute to a greater understanding of the issues by all involved, and it help establish and/or improve relationships.	

# Chapter 3: Operations and Staffing

## I. Organizational Structure

The structure of the GPD is similar to the majority of the police departments across the United States, in that it follows a hierarchical chain of command (see SDIR Figure S1.7). As noted in Chapter 1, BerryDunn identified an immediate need for the GPD to revise its command structure—see Recommendation 3-1. The accompanying narrative from that recommendation is included below.

The organizational structure of a police agency serves a vital purpose and multiple organizational goals. Those goals include outlining major operational sections and units, establishing hierarchical oversight responsibilities, and distributing operational roles that allow for proper spans of control. At the time of this project, the command staff for the GPD included the chief of police, two captains, and five lieutenant positions. The current organizational structure of the GPD includes a separation of the organization into two functional divisions; Operations and Services. Each of these divisions contain multiple personnel and sub-units. Shortly after this project began, one of the captains retired, leaving a vacancy in that position, with no immediate plans to fill it. Staff told BerryDunn that the department was postponing that process to allow for an analysis of the GPD's organizational structure as a part of this project. Although this is a logical strategy, the pressing needs of the organization suggest the GPD and City would benefit from a more timely process to fill command-level positions.

There are many factors to consider in evaluating the organizational structure of a police agency, including examining spans of control, similarity of operational duties and responsibilities, administrative support needs, and functional reporting and oversight.

There are many factors to consider in evaluating the organizational structure of a police agency, including examining spans of control, similarity of operational duties and responsibilities, administrative support needs, and functional reporting and oversight. BerryDunn has not completed its review of the GPD's organizational structure; however, it is clear that the command staff structure is not maximized to serve operational needs. Moreover, given the current staffing, recruiting, hiring, retention, and CFS response needs for the organization, BerryDunn recommends the GPD take immediate steps to provide sufficient command staff and positions to assist the department in its current and future operations. This should include a revision and expansion of the command-level positions for the GPD, and initiation of a process to place qualified leaders in those positions.

To be clear, BerryDunn has concluded that the command staff structure is in need of immediate attention, but a full analysis of the organizational structure is incomplete at this time. BerryDunn expects to provide additional details on other organizational structure areas as additional operational analysis is completed as part of this project.

As this project continued, BerryDunn reviewed the GPD organizational structure for the remaining Divisions, Units, and Sub-Units reporting to the chief and captains. The only other organizational structure issue BerryDunn identified concerned the position of the Internal Affairs/Professional Standards Unit. Although SDIR Figure S1.7 indicates that the unit is part of the Administration Division, functionally, this is not accurate.

A sergeant currently oversees Internal Affairs (IA) cases and operations, and reports to a lieutenant who has multiple areas of responsibility. In Recommendation 3-1, BerryDunn suggested the GPD add a deputy or assistant chief position and expand from two to three captains to assist with service delivery and program management. During this project, BerryDunn learned that the City and GPD had agreed to that recommendation and had taken steps to add a deputy chief and an additional captain position.

IA is a critical operational area, performing a vital accountability function. Due to its criticality, BerryDunn recommends the GPD add IA to the areas of responsibility for the new deputy chief (see Recommendation 3-2). The GPD should also upgrade the IA sergeant position to a lieutenant rank. These changes to rank and reporting structure would provide more formal authority to the IA function, convey its standing and importance to the agency more clearly, and eliminate possible conflicts of authority level when investigations involve supervisory level personnel or direction or orders to employees and their supervisors.

Once the GPD has determined its new organizational structure, administration staff should develop an organizational chart that appropriately reflects the new design.

## II. Policing Philosophy and Operations

One component of this assessment includes an analysis of the policing philosophy and the prioritized focus of the organization. This is important, because the BerryDunn staffing model includes substantial discretionary time, which functions best in an environment predisposed to promoting community policing. In discussions with various personnel throughout the organization, BerryDunn heard consistently that the department has an excellent reputation for honesty and integrity in the community. BerryDunn also heard that community policing is an important aspect of the operational philosophy of the department; this was conveyed both in the meeting BerryDunn had with the command staff and in the interviews conducted with various staff members. Chapter 5 of this report explores and expands upon these issues; in short, various recommendations in this report intend to support a community-policing operational philosophy and the ability of staff to carry out that function.

The message conveyed to BerryDunn by those interviewed was one that clearly promotes community policing as a strategy and an expectation. However, despite the expression of community policing as an overarching philosophy and organizational commitment, BerryDunn observed an apparent disconnect between this philosophy and how it translates into an operational perspective, particularly within Patrol Division. BerryDunn noted that during the interviews with patrol, there was very little mention of community collaboration or the development of relationships with community members in furtherance of the public safety mission. Even though the department has stressed the importance of community policing

throughout the organization, there is work to be done to help ensure that these philosophies filter into daily practice within patrol in a more thoughtful, intentional, and meaningful manner.

BerryDunn wishes to highlight two points here. First, the GPD has several units (e.g., school resource officers, bike patrol) that are doing some very good community-oriented policing (COP) work with the community. One unit in particular, the neighborhood enforcement team (NET), which is outlined later in this Chapter, is an excellent example of COP and a multi-disciplinary team. However, the success of the NET can lead to an organizational belief that NET has primary responsibility for community policing for the department. From a fundamental and conceptual perspective, this is inaccurate. Although the NET includes specialized functions and has personnel dedicated to specific COP activities, the responsibility for COP must reside with each member of the department, and those in patrol are in the best position to engage this work on a daily basis.

The second important point is that for many in patrol, it is not a question of whether they agree with or understand the COP philosophy—the more pressing issue is how they can find the time to be more proactive in this area. It is evident to BerryDunn that staffing and personnel deployment issues have contributed to difficulties for patrol officers in successfully engaging in meaningful community-policing activities on a consistent basis. However, if adjustments are made to staffing and personnel deployments, patrol staff should be afforded more time to perform this vital aspect of work.

In conversations with staff, BerryDunn discussed the use of data within the organization. Based on various interviews, reports, and other data reviewed by BerryDunn, it is evident the department has access to various crime and personnel data. However, BerryDunn saw limited evidence that these data were being put to optimal use from an operational perspective. BerryDunn is aware that the GPD is committed to and working toward developing an operational focus that is more data-driven. Of course, this requires not only the gathering of pertinent data but also the personnel and capacity to analyze these data. BerryDunn explores this area further in Chapter 8 of this report.

## Neighborhood Facility

During this project, BerryDunn learned that the GPD utilizes a primary location for offices, deployment, and police services. In addition, the GPD also utilizes a satellite office in the Rockwood neighborhood for various limited purposes. Although this facility is used regularly by the GPD, it is not consistently staffed with a front desk or reception function to allow community members to interface with the police department. Consequently, community members may see police utilizing the satellite facility and grow frustrated or confused by the inability to communicate directly with the police department at this location. This can lead to community frustration when neighbors seek to interact with police at a police facility, especially when they see police employees coming and going.

This reality is further exacerbated by the fact that the satellite facility is located in a neighborhood that is home to a significant population of traditionally marginalized community members. This combination may contribute missed opportunities to build valuable relationships, increase communication, and enhance trust. The GPD should explore the possibility of having a

reception staffed by department staff or possibly volunteers. Additionally, community members should have access to a 24/7 intercom that routes walk-up contact to records at main police headquarters (or some persistently staffed GPD resource). The staffing and process for contacting police staff for non-emergency services should be clearly displayed at this facility as well.

### III. Support Services, Specialty Programs, and Assignments

This section provides a description of the various units and programs within the GPD that provide the resources for officers to do their job and meet the demands of the public. This section will briefly overview the operational divisions and sections that exist for the purpose of supporting the core mission of effectively policing the City. Much of the information from this section was provided directly from the command staff within the GPD, based on a data request from BerryDunn. Although BerryDunn mentions them briefly in this section, several areas are addressed in detail later in this report. Those areas include the following:

- Uniformed Patrol (Chapter 4: Patrol Services)
- Investigations (Chapter 6: Investigations Services)
- Crime Analysis (Chapter 8: Data, Technology, and Equipment)
- Training (Chapter 9: Training and Education)
- Recruiting and Hiring (Chapter 10: Recruitment, Retention, and Promotion)
- Professional Standards/Internal Affairs (Chapter 11: Internal Affairs)

#### Administration Division

The Administration Division includes the police chief who provides overall guidance, policy direction, and management for all police department operations, programs, and police services in the community. The chief is also responsible for establishing high ethical and professional standards and promote the mission and vision for the organization. The remaining members of this Division are all non-sworn professional staff. The staff in this Division provide support to all other divisions, including services support and calendar management for senior executives, time and payroll entry, subpoena preparation, court calendar notification, transcription services, training unit support, new hire onboarding, uniform and equipment allocation and distribution, invoicing, billing, contract management, and fiscal and budgeting services.

The current scheduling model for staff assigned to Administration Division involves a Monday through Friday 40-hour work week. During the pandemic, many of the professional staff began working remotely. According to staff reports, this worked well for the GPD and did not interfere with operational efficiency. As a result, the GPD is currently exploring how this practice might continue in the future. Operationally, offering long-term remote work opportunities may benefit the organization, since it will free up work space, which is a limited resource in the GPDs current building. This practice may also support job satisfaction and morale for professional staff.

The professional staff within the Administration Division are divided into two Units: Administration and Services. In the Administration Unit there is one supervisor and three administrative assistant positions. In the Services Unit, there is one supervisor, three administrative assistants, and one crime analyst.

This senior management analyst position supervises the professional staff within the Services Unit. This Unit manages all department contracts and intergovernmental agreements, advises on budgetary and financial issues, develops and administers the annual budget, and manages all state and federal grants. Professional staff in this unit also provide administrative support to other units and sub-units within the Services Division, develop agenda items for the City Council, and provide cost analysis for collective bargaining.

The GPD has indicated a need to add two professional staff to the Administration Services Unit to support the duties stated above. During interviews, some staff discussed developing a process improvement group to aid in streamlining some areas of professional staff operations, and to identify workloads and roles. This concept has been accepted by the majority of the professional staff, though there is little evidence to suggest this group has been developed beyond the concept stage.

BerryDunn notes the substantial breadth and depth of the administrative services duties outlined, and recognizes that it is possible that additional staff are needed. Despite this possibility, the GPD does not have data to support workloads associated with the noted duties. In addition, it is likely that organizational, operational, and staffing changes within the GPD may mitigate or change this need. Accordingly, BerryDunn does not recommend additional staffing for this unit at this time; however, BerryDunn does recommend additional analysis of all professional staff positions. The analysis should include determining duties and responsibilities for each position, including the possibility of adding duties for professional staff and identifying methods to quantify workloads. Once this process has been completed, the GPD should reassess the need for additional professional staff to support those duties.

### Administration Professional Staff

Due to specific operational needs, the Administration Division has identified the need to hire two new professional staff positions to support all divisions. The first position is a strategic communicator to help with internal and external messaging and response to media inquiries. This position would also assist with the development of strategic plans and goals for the agency and help the department communicate with stakeholders.

The other position identified is a community engagement coordinator, who would manage and coordinate the GPDs efforts to develop and foster community relationships, engage with community groups, and help ensure that department work aligns with the GPDs core values and principals, and the community's expectations and beliefs.

BerryDunn acknowledges the GPD would benefit from someone dedicating time to these areas; however, it is likely that the described duties could be merged into a PIO/Community Engagement Coordinator position. BerryDunn has provided Recommendation 2-3 to outline the addition of this position.

## Operations Division

The Operations Division includes all uniformed operational personnel for the GPD. This includes all patrol-related functions and uniformed specialty units.

### Services Coordination Team (SCT)

The Services Coordination Team (currently referred to as the Behavioral Health Unit) responds to mental-health-related calls in a co-responder model, connects clients (those in need of mental health services) to mental health services to assist in reducing repeat calls for service, and follows-up with past clients to help ensure their mental health needs are being met. This unit includes one sergeant, two officers, and two mental health clinicians. The unit is staffed Monday through Friday from 0700 – 1700 with one sergeant, one officer, and two mental health clinicians. The second officer works Tuesday through Friday 0700 – 1700. Staff have indicated a need to add two additional officers and two additional mental health clinicians so the unit can provide services during afternoon shift hours.

As part of this project, BerryDunn conducted an Essential CFS Evaluation that examined numerous possible alternatives to the traditional police CFS model. One of the areas examined included mental health response and services. BerryDunn acknowledges the desire for expanded staff to manage mental health service needs; however, adding staff for this purpose should be driven by demand and available funding, and the GPD currently lacks data to identify workloads. BerryDunn expands on the Essential CFS Evaluation, including the SCT, in Chapter 4. BerryDunn notes that the SCT is a best-practice example of alternative CFS response.

### Neighborhood Enforcement Team (NET)

The neighborhood enforcement team (NET) responds to neighborhood livability issues focusing on homelessness, vacant structures, and specific neighborhood complaints. This unit includes one sergeant and three officers. The sergeant and one officer work Monday through Thursday 0700-1700. Two officers work Tuesday through Friday 0700-1700. Staff have indicated a need to add five additional officers so the unit can provide services during afternoon shift hours.

Like the SCT, NET and the work it performs is also part of the larger discussion on alternative CFS response that BerryDunn discusses in Chapter 4. BerryDunn regards the work of this NET as an extremely valuable part of the overall public safety services provided to the City. Again, however, one challenge for the GPD for adding personnel to NET is that there is a lack of data to support it; funding is also a challenge.

Despite the lack of specific data, NET is a positive example of community-oriented policing for the GPD. Given the significance of this COP effort, BerryDunn is providing additional discussion on COP and NET. The DOJ defines COP as:

*A philosophy that promotes organizational strategies which 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.*<sup>14</sup>

The foundational concept of those problem-solving techniques referenced in this definition is often referred to as problem-oriented policing (POP). At its core, POP involves the identification of a specific problem in collaboration with the affected community, application of deliberate and thorough analysis to understand the problem, collaborative development of a customized response, and – finally – an honest and evidence-based assessment of the effects of the response. The POP process is designed to eliminate underlying problems that manifest in symptoms like elevated levels of crime or disorder, diminished feelings of safety, and increased calls for police service. COP and POP are complimentary approaches to 21<sup>st</sup> century policing.

BerryDunn observes that the GPD has historically fielded NET with three to four GPD officers and a GPD supervisor, teamed with a code enforcement officer, three homeless advocates, a cleaning team member, and administrative personnel who work together to engage in relationship-building and problem-solving with neighborhood associations, landlords, community members, other governmental organizations, community advocacy groups, service organizations, and others.

BerryDunn finds NET to be a prime example of COP and POP and one which enjoys broad popularity both within the department and the community. Participation in NET provides GPD with access to additional resources through a collaborative, multi-disciplinary team, in which the GPD represents a minority of team participants. The entirety of this team can be leveraged to address underlying problems that contribute to GPD's service load. Effective and data-driven utilization of NET offers the very real possibility to significantly reduce community-initiated CFS in excess of the personnel hours contributed by GPD to the effort. Additionally, participation in NET models COP and POP behavior for the entire GPD. The deliberate use of COP and POP offers the promise of not only reducing workload, but of increasing procedural justice, building more effective relationships, and improving community-wide trust.

BerryDunn considers the manifestation of COP and POP through NET an aspiring industry best practice. GPD should perform substantive evidence-based data analysis of the use of GPD personnel hours dedicated to NET versus the reduction of agency-wide workload produced by NET before determining if continued participation in NET in light of staffing issues makes sense.

### Homeless Service Team (HST)

Although the homeless service team (HST) is not a GPD unit, BerryDunn has included additional information about HST in this report because of the interactions it has with the GPD. This City's HST includes 3 non-sworn, non-uniformed team members who do public outreach to unhoused people in the community. Generally this team is the first point of contact for anyone experiencing homelessness in the City. Rather than sending the police first, this group

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<sup>14</sup> <https://www.ojp.gov/ncjrs/virtual-library/abstracts/community-policing-defined-0>

responds, and will ask for assistance from the GPD if needed. The team works business hours Monday through Friday, and they are not on call currently and do not typically work weekends.

This team is typically notified of a service request through the City's online portal, My Gresham. Team members will respond and work with the affected individual or individuals, and try to assist them with finding housing. This group is trained in de-escalation, and although they have often worked with NET, they also handle many situations independently. During conversations with the HST, staff told BerryDunn they have noted significant reductions of police CFS for homelessness in Gresham—an 88% drop in 18 months. This is another best-practice example of alternative CFS response for the City.

In conversation with the HST, BerryDunn learned that team members (who are unarmed) do not have police radios or access to the GPD computer system. Additionally, BerryDunn learned that team members have experienced challenges in contacting the GPD, due to issues with the 911 center, and challenges in getting through to the GPD on the non-emergency phone line. Although BerryDunn is not making a formal recommendation, the lack of immediate opportunity for this team to access police resources is concerning. Some individuals this team interacts with could become dangerous, and given that possibility (or likelihood), BerryDunn believes it would be in the best interests of the City and the GPD to develop a system for this team to reach sworn staff. BerryDunn suggests the GPD work with the City and the HST to develop a strategy to mitigate this concern.

## Specialty Unit Assignments

Specialty units within police departments (e.g., gang unit, drug unit, transit) support operations in a variety of ways. By design, these units have their own unique function and tend to focus their efforts in those areas. In general, all specialty units have value as a component of the overall public safety mission; however, these units vary in their direct impact on operational workload demands.

Staffing shortages and service demands have impeded the ability of the patrol and investigations divisions at the GPD to effectively manage CFS and case volumes. To mitigate these challenges, GPD leadership has recalled several officers from specialty assignments to assist the patrol and investigations divisions. BerryDunn recognizes the immediate operational needs of the GPD in managing CFS workloads, and supports the decision to reallocate specialty unit personnel to backfill staffing vacancies.

In some cases, specialty units might substantially mitigate CFS workload demands, and reallocating those personnel could result in an increase to those burdens for the department. Because the mitigating workload contribution can vary significantly across these units, the GPD should examine each unit carefully to determine its relative workload contribution and consider whether a temporary reallocation of personnel will prove beneficial.

During this evaluation process, the GPD should also rank and prioritize each specialty unit for reallocation of personnel to each unit, as personnel and workload demands for patrol and investigations allow (see Recommendation 3-6).

## Services Division

The Services Division provides logistical support to the police department and traditionally oversees non-operations functions at the police department. BerryDunn provides additional details about each of the units within this Division in this section.

### Training

The Training Unit coordinates all in-service training for the GPD. This unit is staffed by a single sergeant, and is responsible for training performance review, scheduling, assuring certification compliance, and assuring compliance with local, state, and federal requirements. Work for this unit may also include reviewing the work and the training needs of any of the sub-units and developing training opportunities to respond to those needs. Staffing typically follows a traditional 40-hour week during normal business hours; however, the schedule is subject to change, based on the availability of training venues and the specific nature of the training.

Staff report that the Training Unit requires two full-time training officers. Although support staff are available to assist the unit with specific tasks, none are directly assigned to training. At BerryDunn's request, the GPD provided additional details on part-time instructors used by the department.

- **Field Training Program:** This program provides training for newly hired and laterally hired sworn officers. Staffing includes 10 part-time sworn officers.
- **Survival Skills:** This program provides training in defensive tactics and use of force, and also monitors department use of force incidents. Staffing includes 19 part-time sworn officers.
- **Police Vehicle Operation:** This program provides training to officers on police vehicle operation (PVO), and reviews pursuits and officer-involved crashes. Staffing includes 7 part-time sworn officers.
- **Firearms Program:** This program provides training and qualification for police personnel on all authorized weapons, consistent with state certification standards. Staffing includes 10 part-time sworn officers.

BerryDunn provides additional information on training for the GPD in Chapter 9.

### Administrative Sergeant

This one-person unit provides administrative support to the department providing day-to-day and project management of scheduling, equipment (including body-worn cameras), facilities, light duty personnel, and other special projects.

### Body-Worn Camera Program

This unit manages the use and maintenance of department body-worn cameras and the storage and access to body-worn camera footage. The unit is staffed with one part-time sworn officer, and one full-time professional staff member.

## Hiring

This unit collaborates with human resources in the hiring of candidates for the GPD. This includes the testing process, background checks, medical and psychological testing, and facilitating the executive interview. This unit is staffed on a part-time basis by the Services Division lieutenant, and the sergeant assigned to hiring.

BerryDunn provides additional information on hiring for the GPD in Chapter 10.

## Policies and Procedures

This unit is responsible for managing the GPD policy and procedures manual, which includes updating and modifying policies. This unit is staffed on a full-time basis by one sergeant.

BerryDunn provides additional information on policies for the GPD in Chapter 7.

## Internal Affairs

This unit evaluates and coordinates internal investigations and complaints. The unit is staffed by two part-time sworn staff and one part-time professional staff member.

BerryDunn provides additional information on IA for the GPD in Chapter 11.

## Records

The purpose of the Records Unit is to ensure compliance with local state and federal laws and regulations, to improve the flow of information in the department, and to provide adequate data collection and information access, retrieval, and dissemination. The Records Unit is the repository for documentation of what the agency does, how, when, and who does it. Work performed in the Records Unit supports crime prevention and crime analysis, determination of patrol staffing needs and geographic response locations, workload analysis, and budget needs for the agency. The Records Unit also supports the need for reports and data for insurance companies, the courts, and the public.

Typical activities of the Records Unit include:

- Provide efficient customer services to external as well as internal personnel
- Screen and forward calls to personnel throughout the department
- Conduct daily record review of officer-completed incident and accident reports, to include the update and correction of these reports
- Review and manually input identified reports (e.g., incident, arrest, family violence) into the FBI's NIBRS database
- Process record restriction requests
- Process open records requests
- Destroy files according to records retention period

- Review, enter, and complete RMS data
- Review, enter, update, and scan incoming handwritten and e-citations
- Assign, update, and remove RMS access rights
- Complete entry, modification, and clearance of records requiring National Crime Information Center (NCIC) processing
- Retrieve and disseminate citizen, court, internal, and other agency requests for reports
- Perform Terminal Agency Coordinator (TAC) functions
- Process and/or complete other duties as assigned

The Records Unit is staffed by one manager, three supervisors, and twelve police records specialist (PRS) personnel. The unit is staffed 24/7 and provides support to on-duty sworn and professional staff. Daily staffing for the Records Unit is as follows:

- Dayshift: One supervisor and four PRS staff
- Mid-shift: One supervisor and three PRS staff
- Overnight shift: One supervisor and two PRS staff

BerryDunn observed, and records staff confirmed, that the GPD Records Unit provides substantial support to on-street sworn personnel as a regular part of their daily duties. This includes but is not limited to running driver's license or vehicle registrations, checking warrants and the status of possible stolen vehicles, and dispatching units for CFS received through the police non-emergency phone line. BerryDunn learned that this level of support has been necessary due to substantial limitations in support from the Bureau of Emergency Communications (BOEC), the department that is responsible for providing dispatch services to the City and the GPD.

The level of support the Records Unit is providing to GPD on-street personnel is consistent with the duties and responsibilities associated with a full-time communications/dispatch center. Other than managing 911 services, the Records Unit is performing typical dispatch functions, in addition to their records function. Staff conveyed to BerryDunn that they are very busy and overwhelmed with the volume and workloads.

BerryDunn observed that the Records Unit is managing a burdensome workload. The combination of records and dispatch functions performed is excessive and there is a need to make adjustments to reduce workloads. One mechanism for providing relief would be to add records personnel. Although this would spread the workload across more personnel, thereby reducing individual burdens, this is not necessarily the most efficient or cost-effective way to infuse additional resources to manage this workload. Instead, BerryDunn has provided a recommendation in Chapter 4 regarding the addition of a telephone response unit (TRU) as part of the GPDs alternative response to CFS protocols. This unit would be staffed by non-sworn uniformed personnel, referred to in this report as community service officers (CSOs), who would

be cross-trained to perform a variety of support functions for the department, including taking phone reports, walk-ins, and managing additional records functions on an as-needed basis; see Recommendation 4-6.

BerryDunn provided this recommendation to the GPD early during this project (as an emergent issues recommendation), and GPD administration has been moving forward with adding these positions. Given these steps, and assuming the GPD outlines duties and responsibilities for these new positions that will support the department and records staff, it is BerryDunn's position that additional staffing in the Records Unit will not be needed.

## IV. Stakeholder Relationships

As part of this assessment, BerryDunn explored the various stakeholder relationships that affect the operation of the GPD, to include intra-agency (internal units and sections), interagency (other departments), and external stakeholders (professional partners).

### Intra-Agency Relationships

During interviews, the GPD staff described internal operations and relationships between units positively, and BerryDunn found no evidence to suggest a pattern of internal conflict between units. Some staff mentioned a gap between patrol and investigations, and a desire for better communication between the two units. However, staff reported this as a desire, not a problem. BerryDunn notes that this is a commonality within police organizations. Because of their varied functions, communication challenges between operational units, particularly between patrol and investigations, are typical. However, there are ways to improve upon this reported gap, and BerryDunn recommends that the GPD consider inter-unit communication as an important aspect of the overall communications strategy within the department.

### Interagency Relationships

When asked, those interviewed described relationships with area law enforcement as generally positive, including various partnerships on a variety of operational levels. Those interviewed noted they work most commonly with the Multnomah County Sheriff's Office. Those interviewed consistently reported they get along well with other police agencies and other professional stakeholders they work with on a regular basis. Although some relationships were strained in the weeks and months following the murder of George Floyd in Minneapolis, MN, staff reported no lingering issues related to relationships with outside organizations.

### Professional Partners

Within the context of this report, the term *professional partners* refers to other agencies the GPD interacts with on a regular basis, which might include law enforcement agencies or other organizations such as social services, prosecutors, probation, advocates, mental health organizations, hospitals, and the medical examiner. At the request of BerryDunn, the GPD convened a group of professional partners to engage in a group discussion concerning the working relationships and interactions between those interested groups and the GPD.

BerryDunn hosted a meeting with several individuals who attended, based on a direct invitation from BerryDunn, using a list provided by the GPD.

The discussion with these groups was largely positive regarding procedures, practices, and relationships with the GPD and its personnel. Those in attendance described the challenges with crime in Gresham, but noted the GPD seems to be doing its best to address it. Several commented about the GPD being understaffed, while simultaneously commending the department for doing what it can, despite staffing challenges and funding issues. All professional partners had positive things to say about the GPD and the relationships between the police department and their organizations. It was evident to BerryDunn that the GPD strives to maintain positive relationships with these professional partners, and that the GPD has been responsive to their needs.

## Formal Partners

During interviews with staff, BerryDunn learned the GPD has traditionally had several agreements in place, formal or otherwise, in which the GPD partners with various law enforcement agencies and other non-governmental agencies in the area. Collaboration with external law enforcement and other partners can be an effective and productive way to expand capacity in both resources and skills while building and reinforcing valuable relationships.

Although these relationships and partnerships are important, all departmental efforts—internal or external, individual or collaborative—should support clearly defined and assessed departmental goals, objectives, and performance measures and comply with department policies and procedures. The best way to do this with external partnerships is through clearly articulated and mutually developed foundational documents such as memorandums of understanding (MOUs), intergovernmental agreements (IGAs), and other contracts and documents with partners.

Every MOU or IGA should document the purpose of the partnership, how the partnership and each agency's participation will support the partnership's purpose, how the partnership's policies and procedures ensure consistency with department policy and procedure, and include clear and regularly updated performance measures for the partnership and department participants. MOUs and IGAs should be dated and time-limited to require regular review and updates that ensure the agreements stay consistent with current department policies, goals, and objectives.

Going forward, BerryDunn suggests the GPD evaluate all partnerships with area law enforcement and other non-governmental agencies, and put in place an appropriate and updated MOU or IGA, consistent with the points and structure recommended in this section. During this process, the GPD should also consider whether such partnerships should be continued, modified, or abandoned, based on a careful review of the needs, goals, and objectives of the GPD and the City.

## V. Accreditation

Accreditation is a process through which police organizations are evaluated against a set of established criteria that represent typical, standardized, and expected procedures, protocols, policies, and practices of law enforcement agencies. Accreditation provides law enforcement agencies with an opportunity to regularly assess themselves, gauge their conformity with industry standards, and receive feedback that helps prioritize needed changes and improvements for the agencies.

The overarching purpose for obtaining accreditation is to help ensure the organization is operating within a prescribed set of standards, and, once established, these operational aspects do not typically change frequently. Although accreditation is helpful and beneficial to an organization, it can be an expensive and time-consuming process to maintain this status. Because of these factors, many agencies do not pursue formal accreditation, or they do so on a revolving cycle, as opposed to making it an annual requirement.

Upon inquiry, BerryDunn was told that the GPD is not an accredited agency. The GPD has been diligent about reviewing policies and procedures and keeping them updated, but the department has not been through a formal accreditation process.

As noted above, accreditation can be a time-consuming and expensive process, depending upon the depth of the accreditation process. During this project BerryDunn learned that a new law in the State of Oregon requires accreditation for police agencies by July of 2025. The State will be implementing its own accreditation program for police agencies who wish to pursue that option in lieu of another accreditation process. It is important to recognize this requirement because it is common that achieving and maintaining accreditation can require a full-time person, particularly in an agency the size of the GPD. When the State process is fully identified, the GPD should assess the State requirements against other options, and if appropriate, seek an additional staff position to conduct this process.

BerryDunn also asked about annual reporting by the GPD on department efforts. BerryDunn was told that the GPD used to produce these, but they have not been done in recent years. BerryDunn recognizes the work involved in developing annual reports, but suggests the GPD re-initiate this process, as it is an important aspect of community accountability.

## VI. Communications Center

The following section includes a review of GPD's interaction with the communications center, dispatching protocols, and alternative response to CFS.

### Operations

The GPD receives its dispatch services through the Bureau of Emergency Communications (BOEC) 911 center. The 911 center is a City of Portland bureau and not part of Portland Police Department. BOEC provides 24/7 service to the residents, visitors, and emergency response agencies throughout Multnomah County. The bureau's 911 and public safety dispatch operation is supported by several program areas: Technology Systems Support, Analytics, Training &

Development, Quality Assurance & Accountability, Emergency Management, and Business Operations. BOEC strives to ensure all data and performance measures are clearly defined, understood and accurately reported. The BOEC strategic plan includes initiatives that focus on adequate staffing to meet national performance standards, ensuring timely and accurate call triage, leveraging technology, and developing employee skills. BOEC aggressively recruits and hires new trainees and continually strives to improve the training program.<sup>15</sup>

## Call Routing and Dispatching Protocols

BOEC uses a call-taker/dispatcher format, categorizing CFS into eight priority codes, ranging from 1 to 9 (excluding 8), which are programmed into CAD. BOEC described those categories to BerryDunn as follows:

- Priority 1-3: These CFS are the highest priorities and include fully voiced dispatch
- Priority 4: These CFS are considered non-urgent and may be allowed to remain in a pending status for a short period.
- Priority 5-6: These CFS include escalated priorities for response
- Priority 7: These CFS are only dispatched through the mobile data terminal (MDT) computers in the squad cars
- Priority 9: These CFS are considered administrative and not typically used for dispatched CFS

BOEC staff explained that priorities 1-3 will be dispatched to the nearest available resource and this may also include receiving assistance from another jurisdiction. Dispatch protocols used to allow a priority 4 level CFS to hold for an up to an hour; although this process is under review and may be adjusted. BOEC explained further they do not hold any eligible CFS; this is up to the agency to resolve, particularly for priority 1-4 CFS.

BerryDunn asked BOEC staff about the use of automatic vehicle location (AVL) in dispatching CFS. Dispatch staff explained that if a CFS is in progress (priority 1-3), they will dispatch the nearest available unit. Dispatch indicated they generally send a GPD unit to CFS in the City, but if there is a significant CFS that is in progress, they will use AVL to find the closest unit, even if it is not a GPD unit. In general, dispatch tries to send units assigned to handle CFS in a certain area, but they will deviate from this practice for more serious CFS.

Another area that BerryDunn examines relative to 911 centers, particularly those that use a call-taker system, involves an evaluation of the amount of lag-time that occurs between the time the call is answered at the call center, and the time the call is dispatched to an officer. When serious CFS are received, it is important that emergency personnel are promptly dispatched. Evaluating

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<sup>15</sup> [https://www.portland.gov/sites/default/files/2020-04/fy19-20-requested-budget\\_updated-3.6.pdf](https://www.portland.gov/sites/default/files/2020-04/fy19-20-requested-budget_updated-3.6.pdf)

lag-time helps determine the efficiency of the 911 center in quickly dispatching resources to an incident.

BerryDunn evaluated the computer aided dispatch (CAD) data and calculated lag times for all priority CFS levels. Based on this data, lag times for priority 1-3 CFS are typically dispatched within 2-3 minutes (see SDIR Table S3.1). Priority 4 CFS averaged approximately 6.5 minutes, and the remaining priority levels (5-9) averaged lag times of 25-35 minutes. On the surface, these lag times appear reasonable and within industry standards; however, they are misleading.

BerryDunn heard numerous complaints from GPD staff and from the community about long wait times in trying to reach BOEC, even for emergency CFS. BerryDunn asked BOEC staff about this and learned that callers were experiencing unprecedented and record-breaking hold times. BOEC staff explained to BerryDunn that this was the result of the nature of CFS changing (requiring more time to triage) and staffing shortages. Upon inquiry, BOEC staff explained that although they track certain metrics, they do not monitor the amount of time the phone might be ringing before it is answered, and even if it is answered, callers may experience long hold times that are not readily tracked.

BerryDunn is aware that the GPD and the City are concerned about extended wait times and the service levels being provided by BOEC. BerryDunn is also aware that there are ongoing efforts to correct this issue. BerryDunn suggests the City and GPD continue to work toward resolving the long wait times, and to explore any viable solutions.

## Alternative Response

Many police agencies use alternative CFS response processes, such as Telephone Reporting Units (TRU), and online reporting. The GPD does not have a formal TRU but does use some online reporting. BerryDunn discusses alternative CFS response in greater detail in Chapter 4 and recommends expanding these offerings. As a part of that process, BerryDunn suggests that the GPD work with the BOEC to develop protocols to encourage callers to consider these alternatives, where appropriate.

## Summary

The GPD is organized in a hierarchical fashion, similar and consistent with other law enforcement agencies. The GPD has three primary Divisions, which are broken into many sub-units. BerryDunn identified a need for the GPD to add executive-level positions to the organization and has also recommended revising the rank and reporting for those in the IA Unit.

Although the GPD promotes COP, this has been an operational challenge for patrol personnel, who are overburdened with CFS volume and the associated activities. During this project, BerryDunn observed opportunities for the GPD to civilianize positions and to reduce workloads for sworn staff. These adjustments will not only reduce work burdens on patrol but also can provide fiscal relief, because non-sworn staff are generally less expensive than sworn staff.

The primary facility in use by the GPD appears to be supporting department needs, but there are space limitations and there is no ability to expand. The GPD also has a satellite facility in the

Rockport neighborhood that is used by staff for various needs, but the facility is not staffed for public interaction. BerryDunn has recommended the GPD staff this facility.

The GPD uses several professional staff to support the Administration Division and Services Division. Staff in these divisions also support other units within the organization. BerryDunn observes that the GPD could benefit from diverting additional administrative responsibilities to professional staff; however, the capacity of the professional staff to absorb additional duties and responsibilities is unclear. BerryDunn recommends the GPD examine professional staff positions, duties, responsibilities, and needs, and consider additional staffing, if appropriate

The GPD has a variety of specialty units that serve various department and community needs. NET is a particularly notable unit. NET is a best-practice example of COP and POP. Due to staffing shortages, the GPD has had to recall sworn officers from several specialty units, including NET. BerryDunn recommends the department evaluate the work of NET to assess whether its efforts may reduce other patrol workloads, sufficient to justify continued staffing of NET, even while the department is struggling with staffing and workload demands in patrol.

Additionally, the GPD should evaluate and rank the operational value of all specialty units, to assess which units support reduced patrol workloads and positive community outcomes. This assessment should aid the GPD in determining which specialty units to re-staff, as additional personnel become available.

The GPD has traditionally had various partnerships with outside law enforcement agencies and other non-governmental organizations, and enjoys strong relationships and a collaborative approach to policing with its partners. However, the GPD would benefit from evaluating each such relationship and any governing MOUs or IGAs, to help ensure consistency with the goals and objectives, and policies and procedures of the GPD and the City of Gresham. In cases where there is no documentation, the GPD should develop it in collaboration with its partners.

The City and GPD have experienced various challenges with BOEC in meeting service demands. These challenges have resulted in long hold times for community members trying to report various incidents, including significant emergencies. BerryDunn recognizes the City and GPD are working with BOEC on this issue, and BerryDunn suggests continued efforts to resolve this issue.

## Recommendations

This section provides the six formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 3.1: Chapter 3 Recommendations**

Operations and Staffing		
No.	Revise Organizational Structure	Overall Priority
<i>Chapter 3, Section I: Organizational Structure</i>		
3-1	<b>Finding:</b> The organizational structure of the GPD is not optimal for meeting the operational needs of the department.	
	<b>Recommendation:</b> The GPD should revise its organizational structure to appropriately distribute the executive and administrative responsibilities of the command staff, and to optimize guidance and oversight of the divisions and units within the department.	
	Appended: This recommendation includes the addition of a deputy or assistant chief position, as well as a third captain position.	

Operations and Staffing		
No.	Internal Affairs Reporting Structure	Overall Priority
<i>Chapter 3, Section I: Organizational Structure</i>		
3-2	<b>Finding:</b> The functional structure and organization of the IA Unit assigns operational work to a sergeant, who reports to a lieutenant. This structure does not include direct oversight at the executive level of the organization.	
	<b>Recommendation:</b> The GPD should reorganize the IA reporting structure so that it reports to the deputy chief. The GPD should also adjust the rank of the staff member responsible for conducting IA investigations, to lieutenant.	
	Due to its criticality, IA should be an executive function within the organization. This helps establish the importance of this unit within the organization, and it clearly identifies the hierarchical authority of the Unit, helping ensure compliance with IA investigations throughout the organization.  Assigning the operational role within IA at the lieutenant rank will help ensure that those investigated will be in a subordinate hierarchical rank. This assignment and rank could be temporary or permanent, depending upon the GPDs preference.	

Operations and Staffing		
No.	Satellite Facility Staffing	Overall Priority
<i>Chapter 3, Section II: Policing Philosophy and Operations</i>		
3-3	<b>Finding:</b> GPD utilizes a police facility separate from the main police facility that is not staffed to support interface with the community.	

Operations and Staffing		
No.	Satellite Facility Staffing	Overall Priority
	<p><b>Recommendation:</b> GPD should staff a reception function and/or utilize technology to allow community members to interface with the police department at the satellite facility.</p> <p>GPD utilizes a satellite office in the Rockwood neighborhood that is not consistently staffed with a front desk or reception function to allow community members to interface with the police department. This can lead to community frustration when neighbors seek to interact with police at a police facility, especially when they see police employees coming and going.</p> <p>The GPD should explore the possibility of having a reception staffed by department staff or possibly volunteers. Additionally, community members should have access to a 24/7 intercom that routes walk-up contact to records at main police headquarters (or some persistently staffed GPD resource). The staffing and process for contacting police staff for non-emergency services should be clearly displayed at this facility as well.</p>	

Operations and Staffing		
No.	Use of Professional Staff	Overall Priority
<b>Chapter 3, Section III: Support Services</b>		
3-4	<p><b>Finding:</b> The GPD uses professional staff to perform numerous administrative tasks and functions. All professional staff members have additional duties aside from their primary roles and responsibilities and there is a need to review and reorganize the duties of professional staff.</p> <p><b>Recommendation:</b> BerryDunn recommends additional analysis of all professional staff positions. The analysis should include determining duties and responsibilities for each position, including the possibility of adding duties for professional staff and identifying methods to quantify workloads. The review should also include identifying tasks that could be reallocated from sworn staff to non-sworn professional staff.</p> <p>The GPD should conduct a workload assessment of the primary and additional duties of all professional staff to determine where processes and procedures can be streamlined. The outcomes of this process should include determining the duties and responsibilities for each professional staff position, and identification of the number of professional staff needed to supplement department operations.</p>	

Operations and Staffing		
No.	Neighborhood Enforcement Team	Overall Priority
<i>Chapter 3, Section III: Support Services, Specialty Programs, and Assignments</i>		
3-5	<b>Finding:</b> The Neighborhood Enforcement Team represents a manifestation of community- and problem-oriented policing that may provide greater benefit than the resources required to staff the team.	
	<b>Recommendation:</b> GPD should perform substantive evidence-based data analysis of the use of GPD personnel hours dedicated to NET versus the reduction of agency-wide workload produced by NET, before determining if continued participation in NET, in light of staffing issues, makes sense.	

Operations and Staffing		
No.	Specialty Units	Overall Priority
<i>Chapter 3, Section III: Support Services, Specialty Programs, and Assignments</i>		
3-6	<b>Finding:</b> Staffing shortages and service demands have impeded the ability of the patrol and investigations divisions at the GPD to effectively manage CFS and case volumes. To mitigate these challenges, GPD leadership has recalled several officers from specialty assignments to assist the patrol and investigations divisions. Many specialty units are key to helping the police department fulfill its public safety mission, and promptly reinstating staffing in these units, as the department is able, should be a priority.	
	<b>Recommendation:</b> The GPD should evaluate its use of specialty units, identify the number of personnel assigned, and consider the impact of each unit as it relates to meeting operational objectives, and in mitigating or reducing CFS volumes.  As part of this process, the GPD should determine which units and positions within those units should be prioritized for reinstatement as organizational staffing allows.	

## Chapter 4: Patrol Services

The purpose of the Patrol Section is to identify and hold criminals accountable, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Gresham. This is accomplished through active patrol, traffic enforcement, driving under the influence (DUI) enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The Patrol Section responds to emergency and non-emergency CFS. When not responding to these calls, officers in this section use non-obligated time to actively patrol their designated zones within the community. This section of the report provides substantive details concerning the structure of the Patrol Section, along with data and analysis regarding workloads and personnel deployments.

As noted in the Project Overview, based on a review of various organizational data and onsite interviews with GPD staff and other key stakeholders during the first six weeks of this assessment, BerryDunn identified several GPD operational areas that required prompt attention. BerryDunn detailed these areas in an Emergent Issues Memo provided to the City and the GPD. One of the emergent issues identified by BerryDunn involved prioritizing hiring of personnel, both sworn and non-sworn, and the following recommendation was provided to the GPD within the Emergent Issues Memo:

At the time this study began, the GPD was authorized to staff its operations with 155 employees, including 127 sworn and 28 professional (non-sworn) staff positions. Based on discussions with department staff, BerryDunn learned that the GPD expects to have 20 sworn officer vacancies by January 1, 2022. This represents more than 6% of its authorized sworn workforce. BerryDunn also learned that due to CFS volumes and staffing shortages, the GPD has taken the unprecedented step of temporarily disbanding several specialty units, to reallocate those personnel to critical operational roles in patrol and investigations. This type of personnel reallocation is indicative of recognition of a critical staffing issue for the department.

Although BerryDunn has not had the opportunity to evaluate numerous workload data to quantify staffing needs across the organization, interviews BerryDunn conducted with staff at all levels of the GPD have described a prohibitive operational workload. These concerns have been at the forefront of substantial internal discussion within the GPD, and those concerns have reached a critical level.

BerryDunn is aware that there are various barriers and obstacles to backfilling the current and expected vacancies within the department, particularly in patrol. Despite this urgency, a formal plan has not yet been developed to address staffing and workload demands. BerryDunn recommends the GPD engage in additional discussion to develop and execute such a plan, and that the plan include and consider various traditional and non-traditional solutions.

### I. District/Sectors and Personnel Deployment

The authorized staffing levels for the Patrol Section are provided in Table 4.1. BerryDunn notes that the workload and staffing model for patrol relies upon calculating the actual time available

for those officers who routinely respond to CFS. For the GPD, this includes only those at the officer rank who are assigned to patrol duties.

As shown in Table 4.1, the GPD currently allocates 49 positions to the Patrol Section for primary patrol staffing. However, although these numbers have shifted during the project, at the time this report was being drafted, the GPD was down 19 sworn officer positions. Descriptions of patrol workloads ranged, but all staff interviewed by BerryDunn agreed that the workloads are substantial, and many described them as over-burdensome.

**Table 4.1: Patrol Staffing and Distribution of Personnel**

Section	Total Number
Lieutenant	4
Patrol Sergeants	10
Patrol Officers	49
Other Units Assigned to Patrol	
K-9	3
Services Coordination Team (Mental Health)	2
School Resource Officers	4
<b>*Totals</b>	<b>72</b>

Source: Police Department Data

\*Includes vacancies

In addition to identifying patrol staffing, Table 4.1 also outlines position allocations for some GPD sub-units, including the K-9 officers, SCT, and School Resource Officers (SROs). The GPD separates the City into nine geographical patrol zones, as shown in SDIR Figure S4.1. The geography of the City can be an important factor in understanding staffing demands and personnel allocations. As noted previously, the land area of Gresham is roughly 23.5 square miles. If the patrol districts were distributed equally in terms of geography, the average size would be approximately 2.6 square miles; however, the patrol zones for the GPD vary in size and population. BerryDunn asked the GPD to provide data on the geographic size of the patrol districts, but this data was not available. The GPD did provide population data for each patrol zone, and that data has been provided in SDIR Table S4.14. BerryDunn will provide additional analysis on CFS distribution later in this chapter; however, as SDIR Table S4.14 indicates, community-initiated CFS are not evenly distributed across the patrol zones, and they do not align with populations in each zone. Despite these variations, staff expressed to BerryDunn that the zone structure is functional. (BerryDunn learned during the assessment that the department is considering revisions to the personnel deployment strategies for patrol.)

Staffing levels within police departments are always in flux, as are position assignments and unit allocations. As BerryDunn has already noted, some of the numbers in Table 4.1 reflect *authorized* staffing levels, not *actual* staffing levels, and actual staffing numbers for the Patrol Section are substantially out of alignment with respect to the current conditions within the report.

The workload calculations BerryDunn uses in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs are discussed later in this section, but it is BerryDunn's assessment that the GPD is in need of additional resources for the Patrol Section, beyond the need to fill current vacancies.

As shown in SDIR Table S4.2, the GPD uses staggered start times for the dayshift, afternoon shift, and nightshift. These staggers help ensure that staff are available during major shift changes. BerryDunn notes that the shifts identified in SDIR Table S4.2 are 10 hours long. Although the structure of the shifts is designed to produce overlaps that provide additional capacity to respond to CFS at shift change, scheduling of personnel does not fully respond to peaks and valleys in CFS distribution. BerryDunn will examine coverage and schedule issues more thoroughly later in this chapter.

## II. Patrol Call Load and Distribution of Calls for Service

BerryDunn examines workload data in several places throughout this report; most notably, those that relate to patrol/field staffing requirements and follow-up investigations demand. BerryDunn uses CFS as a primary means to calculate obligated workload within the Patrol Section. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, BerryDunn will provide numerous tables and figures that outline various aspects related to CFS.

Table 4.2 shows a list of allocated work captured in CAD for calendar year 2020 and 2021.

**Table 4.2: Patrol and Supplemental Patrol Unit Hours - Abridged**

Unit	2020 Hours on Call			2021 Hours on Call		
	Community	Officer	Total	Community	Officer	Total
<b>Patrol</b>						
Patrol	28036:47:26	3511:40:37	31548:28:03	24007:16:39	2704:13:42	26711:30:21
<b>Sub-Total</b>	<b>28036:47:26</b>	<b>3511:40:37</b>	<b>31548:28:03</b>	<b>24007:16:39</b>	<b>2704:13:42</b>	<b>26711:30:21</b>
<b>Supplemental Patrol</b>						
Desk Officer	535:09:26	27:52:35	563:02:01	342:58:10	11:50:50	354:49:00
Division Commander	114:26:55	15:13:33	129:40:28	35:08:00	30:12:41	65:20:41
K-9	303:19:59	99:06:47	402:26:46	281:13:41	54:34:19	335:48:00
NET	182:31:36	377:38:38	560:10:14	85:28:19	311:37:37	397:05:56
Off-Duty Officer	36:52:22	11:31:33	48:23:55	6:21:33	12:19:43	18:41:16
Patrol Sergeant	1510:21:05	366:05:43	1876:26:48	1181:53:36	283:58:12	1465:51:48
Services Coordination Team	427:08:51	123:58:39	551:07:30	424:30:59	140:26:16	564:57:15
Street Crimes	42:56:47	63:29:48	106:26:35	24:52:10	7:02:19	31:54:29
School Resource Officer	130:38:03	434:18:57	564:57:00	52:15:15	464:31:34	516:46:49
<b>Sub-Total</b>	<b>3283:25:04</b>	<b>1519:16:13</b>	<b>4802:41:17</b>	<b>2434:41:43</b>	<b>1316:33:31</b>	<b>3751:15:14</b>
<b>Investigations and Task Forces</b>						
Investigations	434:51:48	146:45:18	581:37:06	343:10:41	119:16:46	462:27:27
Investigations Sergeant	63:21:05	29:32:19	92:53:24	52:19:12	27:24:54	79:44:06
Gang Enforcement	210:56:13	209:39:43	420:35:56	104:33:55	42:57:35	147:31:30
Property/Evidence	175:42:12	31:02:58	206:45:10	63:50:48	5:48:41	69:39:29
<b>Sub-Total</b>	<b>884:51:18</b>	<b>417:00:18</b>	<b>1301:51:36</b>	<b>563:54:36</b>	<b>195:27:56</b>	<b>759:22:32</b>

Unit	2020 Hours on Call		
	Community	Officer	Total
<b>Non-Patrol</b>			
<b>Sub-Total</b>	<b>55:58:57</b>	<b>5:22:44</b>	<b>61:21:41</b>
<b>Traffic</b>			
Traffic	1403:01:49	590:48:30	1993:50:19
<b>Sub-Total</b>	<b>1403:35:14</b>	<b>590:48:30</b>	<b>1994:23:44</b>
<b>Non-CFS</b>			
<b>Sub-Total</b>	<b>1498:53:27</b>	<b>3457:23:50</b>	<b>4956:17:17</b>
<b>Grand Total</b>	<b>35163:31:26</b>	<b>9501:32:12</b>	<b>44665:03:38</b>

2021 Hours on Call		
Community	Officer	Total
<b>93:41:04</b>	<b>56:31:42</b>	<b>150:12:46</b>
Community	Officer	Total
1054:04:02	594:28:27	1648:32:29
<b>1054:04:02</b>	<b>594:28:27</b>	<b>1648:32:29</b>
Community	Officer	Total
1024:35:25	2733:59:52	3758:35:17
<b>1024:35:25</b>	<b>2733:59:52</b>	<b>3758:35:17</b>
<b>29178:13:29</b>	<b>7601:15:10</b>	<b>36779:28:39</b>

Source: GPD CAD data

Generally, BerryDunn only evaluates one year of CAD data. However, GPD staff expressed a belief that the CAD data for 2021 may be artificially low, due to reduced response protocols implemented in response to the pandemic. Because of this, BerryDunn conducted preliminary calculations on datasets for both years.

There are two important aspects of Table 4.2 to point out. First, BerryDunn has separated the workload provided in this table into categories that indicate patrol, supplemental patrol, investigations and task forces, non-patrol, traffic, and non-CFS, and it is important to understand the distinction between the different categories shown. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental patrol refers to those officers who support the patrol function and who might occasionally answer CFS, but for whom CFS response is not a primary responsibility. Investigations and task forces volume is generally related non-CFS activities. Traffic data refers to traffic CFS that are not managed by patrol resources. Non-patrol includes work volume that refers to officers who are not responding to CFS. Although this information relates to work performed by the GPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the BerryDunn workload calculation formula.

The second point to understand is that the totals in Table 4.2 include both community- and officer-initiated activity. This is noteworthy because the BerryDunn workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls.

Based on BerryDunn’s initial review of the data in Table 4.2, there was a notable difference in the overall volume in CAD for calendar years 2020 and 2021, and the volume for 2021 was indeed lower than 2020. As explained in Chapter 1, the GPD has experienced underreporting of CFS from the community. Additionally, BerryDunn is aware that the GPD had revised their response protocols due to the pandemic.

Based on these circumstances, BerryDunn utilized the CFS data from 2020 for analysis throughout this report. BerryDunn also notes that the data in Table 4.2 is an abbreviated version of the CAD data from 2020-2021. The full version of this data is provided in SDIR Table S4.3. Community-initiated work effort by patrol represents approximately 28,000 hours of the obligated workload shown in Table D-4. Although other units support the patrol officers and engage in a certain amount of community-initiated CFS, it is evident that patrol officers are responsible for the bulk of the obligated time associated with community-initiated CFS.

Arguably, some of the CFS responses allocated in the patrol category might not relate to calls for service that are part of the patrol obligation, and there are likely CFS that were handled by secondary supplemental patrol units, which do relate to primary CFS workload. Similarly, some of the CFS responses within the non-patrol category might be in support of a call that patrol handled. However, without a case-by-case breakdown, it is not possible to be certain of these numbers. Despite the potential for variances in the data, BerryDunn is confident that these allocations and our subsequent calculations accurately reflect the total obligated patrol response demands, and that the variations that might exist within the categories would not significantly affect the categorical totals or the calculations used by BerryDunn to determine staffing levels.

## Methodology

The BerryDunn project team obtained a comprehensive CAD dataset from the GPD for the calendar years 2020-2021. The dataset contained more than 192,000 line entries. The CAD data related to 52,385 incidents (for 2020), reflecting 44,665 hours of work effort. This total number of hours reflected the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they related to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department, including NET, SCT, criminal investigators, and SROs to name a few. As part of the analysis process, BerryDunn separated and removed these data.

The second issue involved officer-initiated, as opposed to community-initiated, activity. As noted above, the BerryDunn workload model relies upon a separation of these activities, and accordingly, it was necessary to split these data as part of the analysis. The total number of obligated community-initiated workload hours in the patrol category was approximately 28,036. The number of officer-initiated workload hours for patrol was approximately 3,511. Again, these data were split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. These data include both community- and officer-initiated data, which is reflected in Table 4.2 in the supplemental patrol and non-patrol unit categories. As part of the analysis process, BerryDunn separates these data so that only the obligated workload data remains, and this number is used for calculating patrol staffing needs. Table 4.19 in this chapter illustrates the mathematical calculations BerryDunn used to determine the final workload obligation totals.

As is typical in these types of studies, there were significant challenges and limitations within the CAD dataset that the GPD provided to BerryDunn. There were many empty cells within the dataset, including missing times associated with unit response, and over many incidents that lacked a clearance time. In some cases, response data was inverted, meaning the arrival time preceded the dispatch time. This condition is explainable but required the exclusion of these CFS when calculating unit response times. In addition, determining in-zone vs. out-of-zone response was not possible, due to the manner in which the GPD schedules its personnel.

Although there were challenges within the dataset, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data. In some cases, this meant that some parts of the dataset were excluded from certain calculations. For example, cases of inverted CFS response times were removed so they did not unduly skew response averages. In these instances, the data represented were used to determine averages and percentages of occurrences. So, despite the removal of certain data, it is highly likely that the averages and percentages would be consistent, even if all of the data were represented.

To be clear, BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Section must manage. Additionally, it is common for CAD datasets to contain these types of challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so the data can be used for the required calculations. BerryDunn exercised this experience and applied a proven methodology to prepare the data for final analysis.

As part of this assessment, BerryDunn asked the GPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Based on the self-reported survey provided, patrol officers reported an average of 1.25 narrative reports per shift, with the average duration of approximately 38.10 minutes (see SDIR Table S4.4). Note that the time per report is in addition to the on-scene time for each CFS.

In SDIR Table S4.4, data collected from other departments in recent studies conducted is provided for comparative purposes with data from the GPD. The self-reported data from the GPD reflecting the number of reports per shift is slightly lower but similar to the prior study averages. Additionally, the time spent on each report for the GPD is also similar to the data from the comparison studies.

Within the same survey referenced in SDIR Table S4.4, officers reported data related to their workload and type of activity. The results, shown in SDIR Table S4.5, indicate that in total, officers handled 698 CFS, with an average of 8 CFS per shift, each averaging 86.46 minutes.

This self-reported data does not include report-writing time, but only the on-scene time associated with handling the CFS, including backup responses.

BerryDunn notes that based on several prior studies, the average self-reported number of CFS handled per shift was eight, with an average CFS duration of 38 minutes. The amount of time per CFS for the GPD is more than double the prior study averages, although the number of CFS per shift at the GPD equal to prior study averages. BerryDunn elaborates further on average CFS times later in this chapter, including comparisons to other agencies studied. Notably, the GPD spends a comparatively high percentage of effort managing criminal incidents.

Additionally, the GPD has a comparatively high level of back-up response, in addition to primary on-scene officers. BerryDunn's calculations of the time per CFS for the GPD is substantially lower than the self-reported values, and BerryDunn cannot explain this variance. Despite this, as BerryDunn will discuss later in this chapter, the on-scene CFS times for the GPD, as determined by the CAD data provided, are more closely aligned with prior agencies studied.

## Report Processing and Review

During interviews with staff, BerryDunn inquired about the process involved in writing police reports and the review of those reports. The following briefly summarizes the steps in this process.

When an officer receives a report about a crime, when they make an arrest, or when the uniqueness or circumstances of an incident are noteworthy, the officer will generate an incident report. The life cycle of an incident report follows this sequence:

- An officer generates an incident report (whether for an arrest, initial narrative, or follow-up).
- The report is routed to a supervisor who approves it, or returns it to the officer for additional work.
- Supervisors typically approve reports from the team they supervise, and supervisors are also responsible for verifying proper NIBRS coding by officers.
- Generally, once the report is approved by the supervisor, the review process is complete.
- Reports can be forwarded to investigations for additional follow-up, even if the primary report has not been fully approved.
- Records staff will review the report and perform any cleanup.
- Once the report is finalized, records will close the incident, or forward it to the prosecutor.

Based on BerryDunn's evaluation, the system for creating, routing, and approving incident reports is functional. Within the GPD report writing system, the supervisors are responsible for quality control, and it appears this is working sufficiently for the GPD.

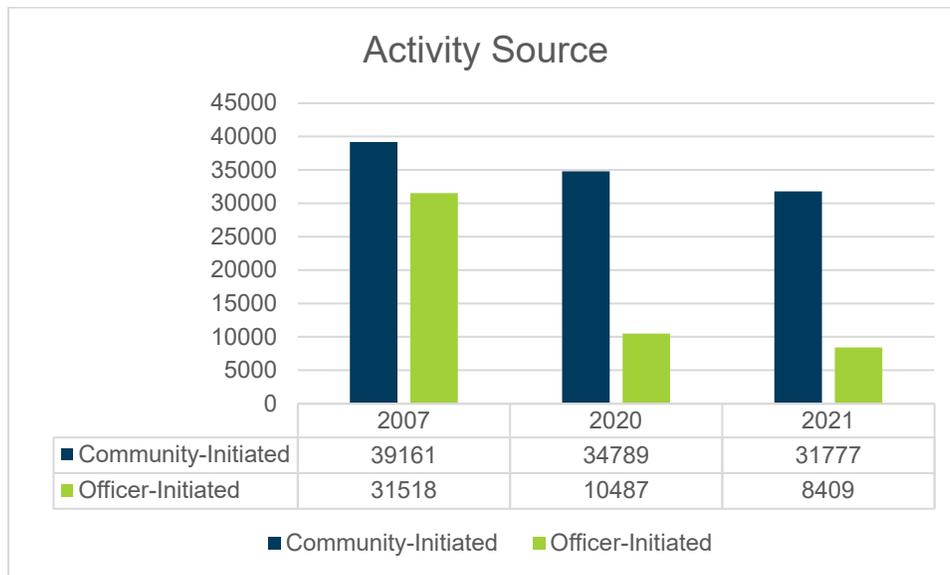
### III. Calls for Service Analysis

In this section, BerryDunn will examine the data related to the response to CFS by the GPD, both community- and officer-initiated, and provide a detailed analysis of this information.

CFS response represents the core function of policing, and responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether big or small. However, in America, despite the current challenges facing the profession of law enforcement, those in need of help will call the police (generally), regardless of how serious or simple the incident might be; this is a fact that distinguishes American policing from many other countries. Figure 4.3 includes a graphical depiction of community- and officer-initiated activity within the City for 2020 and 2021, separated by category.

The data in Figure 4.3 for years 2020 and 2021 reflects activity only for patrol, and it excludes activity from all other GPD units. The total volume of activity shown in Figure 4.3 for 2020 was 45,276 incidents; total volume of activity for 2021 was 40,186 incidents. Based on the data in Figure 4.3, 76.84% of patrol officer volume related to community-initiated activity for 2020, and 79.07% for 2021. Based on data from prior studies, the percentage of community-initiated activity can vary greatly.

**Figure 4.3: Community vs. Officer-Initiated CFS**



Source: GPD CAD data

In several recent studies, the average percentage of community-initiated activity was 61.20%, but the range from these studies was from 40.77% to 78.27%. Based on the data from Figure 4.3, the GPD is on the high side of this range. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly; however, BerryDunn has

determined that one of the key factors that drives these differences relates to staffing issues and the amount of time officers have available to conduct self-initiated work.

Figure 4.3 also includes data from 2007. BerryDunn retrieved this data from a prior study of the GPD conducted by Matrix in 2009. Based on the 2007 data, the overall volume was 70,679 incidents, with 55.4% related to community-initiated volume. BerryDunn notes there is an extreme decrease in officer-initiated activity in 2020 and 2021 as compared to 2007. This change resulted in a more than 20% shift in the distribution of community- vs. officer-initiated volume. BerryDunn also noted an 18.86% decline (7,384 incidents) in community-initiated CFS volume from 2007 until 2021.

According to U.S. Census data, in 2010, the population of Gresham was reported as 101,405, and the projected population for 2020 is 111,499. Although population increases do not necessarily directly translate into workload volumes, increases in population generally result in additional CFS, and given the 10% increase in population in the City between 2010 and 2020, BerryDunn would expect an increase in CFS volume, not a decrease of more than 18%. There may be some reasonable explanations for this phenomenon, such as CFS volume being managed by other units like NET or SCT; however, these units do not account for the significant change observed. It is BerryDunn’s conclusion that this reduction is, at least in part, additional evidence of underreporting of crime, and reduced service requests, as BerryDunn has noted elsewhere in this report.

Table 4.4 provides the top five types of community-initiated activities handled by the GPD patrol staff, based on time spent. These five activities make up more than a third of all time spent on CFS. It is also notable that although the categories of Disturbance and Unwanted Person are technically coded as criminal events (because a criminal/ordinance charge could result from the incident), none of these five incident types involves traditional criminal activity (e.g., theft, burglary, assault).

**Table 4.4: Most Frequent Agency Activity by Time Spent – Top 5**

Call Type	Hours	Percent
Disturbance - Priority	4,408	14.92%
Unwanted Person	1,917	6.49%
Welfare Check - Priority	1,517	5.13%
Welfare Check - Cold	1,421	4.81%
Suspicious Subject, Vehicle, or Circumstance	1,164	3.94%
<b>Total Hours</b>	<b>29,545</b>	<b>35.29%</b>

Source: GPD records/CAD data (Patrol and Patrol Sergeants; 2020 data)

In addition, significant volume from categories 2-5 in Table 4.4 likely involves mental health issues and unhoused complaints, both of which could potentially be diverted to non-sworn and/or external resources. In SDIR Table S4.6, BerryDunn has provided the top five activities by time spent, for each response category (crime, motor vehicle crashes, service, and traffic).

Table 4.5 provides the top five GPD activities based on the frequency of the events; this list reflects patrol responses only. Although it is often not the case, the same five incident types are the most frequent for the GPD, and also consume the most resource time. Again, it is possible that many of these CFS could be diverted to other resources, freeing up considerable time for sworn staff to manage more pressing CFS.

**Table 4.5: Most Frequent Agency Activity by Volume – Top 5**

Description	Event Type	2020 Event Count	Percent
Disturbance - Priority	Crime	3,961	12.15%
Unwanted Person	Crime	3,186	9.78%
Welfare Check - Cold	Service	2,084	6.39%
Suspicious Subject, Vehicle, or Circumstance	Service	1,940	5.95%
Welfare Check - Priority	Service	1,686	5.17%
<b>Totals</b>		<b>32,589</b>	<b>39.45%</b>

Source: GPD records/CAD data (Patrol and Patrol Sergeants; 2020 data)

In SDIR Table S4.7, BerryDunn has provided an expanded list of the top GPD activities based on the frequency of the events. This list reflects patrol responses only and excludes CFS types with less than 1% of the overall volume.

To analyze the cyclical patterns of obligated work volumes, BerryDunn split these data by month, and SDIR Figure S4.8 reflects these data. The cyclical pattern of CFS during the time of year is an important consideration, similar to examining CFS patterns by day of the week and hour of the day. As will be explained below, departments must be able to allocate resources efficiently in response to these patterns. Although the monthly CFS volume for the GPD varies, the variations are not significant enough to warrant adjustments to patrol staffing deployments on a monthly basis.

SDIR Tables S4.9, S4.10, and S4.11 show the volume of activity for the GPD by category, separated by community- and officer-initiated work. The data in SDIR Table S4.9 shows the total volumes for the GPD, including both community- and officer-initiated activity. In SDIR Table S4.10, the data is shown only for the community-initiated activity, and in SDIR Table S4.11, that data shows only the officer-initiated activity. Again, these data only include responses by patrol officers. SDIR Tables S4.9 through S4.11 also show percentages of time spent by GPD officers on CFS activities for both 2020 and 2021. Notably, as reflected in SDIR Table S4.9, for 2020, 59.50% of the CFS time spent was dedicated to criminal incidents, 40.34% was dedicated to service incidents (which includes motor vehicle crashes), and 0.15% was spent on traffic incidents (excluding self-initiated traffic activities).

In Table 4.6, BerryDunn has provided a breakdown of the percentage of distribution of CFS by activity category, the percentage of time allocated to each activity category, and the average number of minutes per CFS for each activity category. Data in the main portion of the table

reflects only patrol and patrol sergeant efforts. Notably, however, when other resources who are supplementing patrol staffing are added to these calculations (e.g., investigations, division commanders, K-9), the time per CFS increases. BerryDunn observed that this condition is occurring due to back-up provided by many units who are not assigned to primary CFS response. In some cases, this also included supplementing resources acting as the primary responding unit.

**Table 4.6: Time per Call for Service – Comparisons**

Gresham PD				Modified
Category	% of Total Calls	% of Call Time	Minutes/CFS	Minutes/CFS**
Crime	56.06%	59.50%	50.63	59.55
Service	43.54%	40.34%	41.64	53.52
Traffic	0.41%	0.15%	17.73	20.96

*Prior Study Averages			
Category	% of Total Calls	% of Total Call Time	Minutes per CFS
Crime	39.01%	46.65%	56.47
Service	46.53%	38.52%	39.10
Traffic	14.46%	14.82%	48.41

Source: CAD data

\*Table includes data from prior studies conducted by the IACP

\*\*Includes patrol, patrol sergeants, division commander, K-9, traffic, and investigations

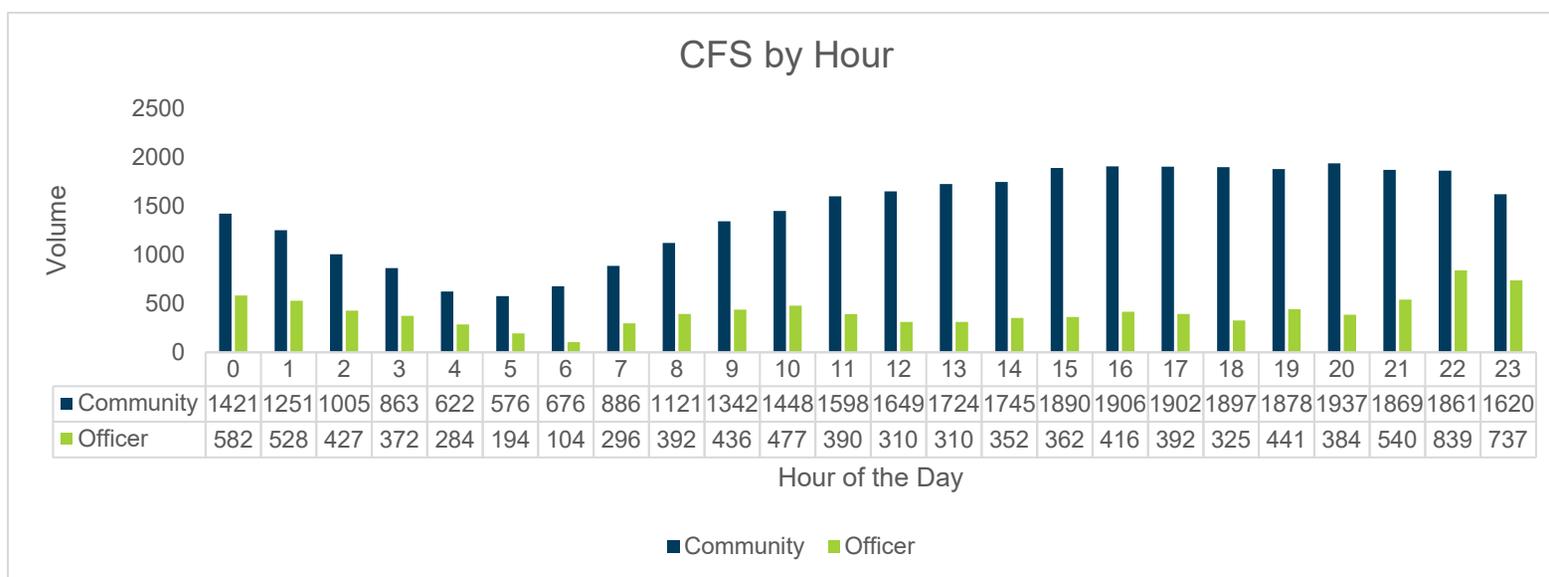
Table 4.6 also provides important comparison data from other studies. The volume of criminal incidents for the GPD is 17.05% higher than the study averages, and the amount of time spent on criminal incidents is 12.85% higher. Additionally, the GPD time per CFS for criminal and service incidents is higher than the prior studies, significantly so for service incidents.

Although there may be multiple factors affecting these variations for the GPD, it is likely that underreporting of CFS by the community may be at least partially responsible for the higher times per CFS, and for the distribution of CFS by activity category (some GPD staff also indicated they had stopped going to certain CFS). Based on survey responses and community feedback, many of the non-reported events involve incidents the community themselves have categorized as minor or non-critical. By their nature, minor incidents take less time for the police to manage, and many of them do not require back-up. Accordingly, when these data are included as part of the overall CFS dataset, the lower time commitments tend to reduce overall averages. For the GPD, the opposite seems to be occurring. The GPD is managing more significant, critical, and resource-demanding CFS, which is creating the data reflected in Table 4.6, as well as workload challenges for patrol.

As noted in reference to SDIR Figure S4.8, it is important to examine work volume patterns from a variety of perspectives. SDIR Figure S4.12 depicts the number of CFS by day of the week for community-initiated CFS. This figure presents a familiar pattern seen by BerryDunn in past studies. Although they appear somewhat pronounced in the figure, there are only slight variations in the annual totals of community-initiated CFS by day of the week. The variation between the highest day, which is Saturday, and the lowest day, which is Tuesday, is about 1.07 CFS per day. This level of variation would not be sufficient to suggest varied staffing levels by day of the week.

Figure 4.7 shows the distribution of CFS by hour of the day, including both community-initiated CFS and officer-initiated activities. Again, this figure shows a familiar pattern of activity that BerryDunn has observed in numerous other studies. Based on this table, community-initiated CFS peak around 4 p.m. and dip to their lowest total around 5 a.m. The pattern in Figure 4.7 is important because workload volumes are more than three times greater at the high workload volume point as opposed to the low point. These variations are significant, and they require a work schedule that is distributed appropriately to manage these variations.

**Figure 4.7: Call Volume by Hour of the Day**



Source: GPD CAD data (Patrol and Patrol Sergeants; 2020 data)

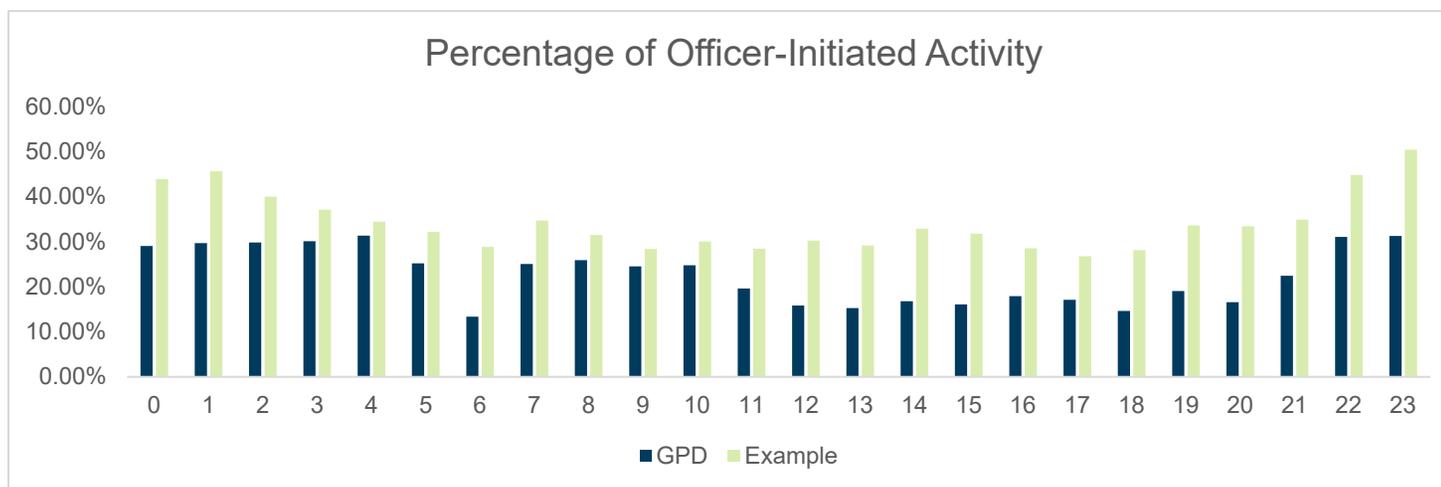
Although the pattern in Figure 4.7 is similar to other studies, the GPD workloads are also somewhat unique. In most studies, the hourly CFS pattern starts to increase after 4 a.m., and it does so in a progressive pattern until around 4 p.m. In most cases, the pattern begins to decline at around 6 p.m., doing so in a progressive manner. In contrast to most patterns, the hourly CFS volume in Gresham nearly triples from 576 at 5 a.m. to 1,598 by 11 a.m. By 3 p.m. the hourly volume is over 1,800, and it does not dip below 1,800 until 11 p.m. This represents a 12-hour sustained high volume of activity for the GPD (from 11 a.m. to 11 p.m.).

BerryDunn elaborates on the GPD patrol schedule later in this chapter. However, as BerryDunn shows in Table S4.16, the GPD uses a similar staffing allocation across all hours of the day, and the patrol schedule would benefit from adjustment to respond to the peak CFS demands shown in Figure 4.7.

In looking at Figure 4.7, it is apparent that the level of officer-initiated activity is low. Based on the data in SDIR Table S4.11, there were 7,039 officer-initiated activities recorded in the 2020 CAD dataset. If the GPD consistently staffed 23 patrol shifts (which is well below their desired staffing level of 33, as shown in Figure S4.25), this would calculate to 8,395 annual shifts. Using this total, this would mean that on average, each patrol officer only conducted .84 officer-initiated activities per shift.

Figure 4.8 shows officer-initiated example data from a prior study in comparison to the data from the GPD.

**Figure 4.8: Percentage of Officer-Initiated Activity**



Source: GPD CAD data (Patrol and Patrol Sergeants; 2020 data)

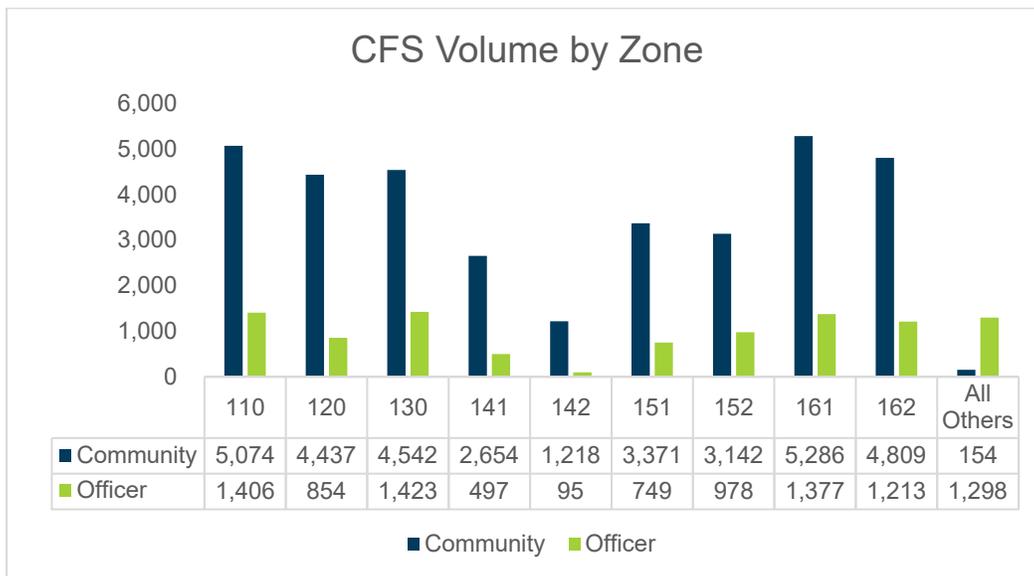
The light green bar in Figure 4.8 is an example of a more typical officer-initiated pattern from other studies. The data in this table show the volume of officer-initiated activity as a percentage of the overall volume of activity for that hour. The example reflects a shifting percentage of officer-initiated activity, which corresponds to lower community-initiated CFS volumes. For the GPD, the percentages of officer-initiated activity are consistent, and they are comparatively low. Again, it is BerryDunn’s assessment that these numbers are low due to staffing shortages and high CFS volumes. The officer-initiated activity volumes are further evidence of an imbalance between workloads and the ability of staff to manage them.

In SDIR Table S4.13, BerryDunn has reconfigured the data from Figure 4.7, based on the distribution percentage of CFS volume category and by hour of the day. The CFS data in SDIR Table S4.13 has also been separated into three segments (and color-coded) and covers the hours of 0700 – 1700, 1500-0100, and 2100 – 0700. BerryDunn used these time frames because they most closely resemble the shift hours used by the GPD. The data in SDIR Table S4.13 is very important because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As shown in this table, the bulk of community-initiated CFS (58.40%) occurs between 1200 and 2300 (Noon – 11 p.m.). In addition, the data in SDIR Table S4.13 shows 44.13% of CFS volume occurring between 0700 and 1700 (7 a.m. and 5 p.m.), and 33.91% of the CFS activity occurring between 2100 and 0700 (9 p.m. and 7 a.m.). In addition to providing this analysis, BerryDunn has also shown the GPD volume in eight-hour increments across the day. These data show that 76.84% of all CFS volume occurs between 0700 and 2300 (7 a.m. and 11 p.m.) This is a typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in SDIR Table S4.13, one might consider scheduling only 23% of the patrol staff from 2300 and 0700 (see the eight-hour breakdown in the table). However, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. In addition, this type of personnel allocation would not sufficiently cover the patrol districts of the city. Essentially, patrol work schedule design and personnel deployments must include consideration of various operational aspects to help ensure the workforce is staffed at all hours of the day and is equipped to manage the workload and type of work they will encounter.

Figure 4.9 provides a breakdown of the total volume of community- and officer-initiated volume by patrol zone. As Figure 4.9 shows, the CFS for each of the patrol zones vary substantially. Of the nine zones, five have annual volumes exceeding 4,400 CFS, or 12 CFS per zone per day on average. The remaining four zones all have annual volumes under 3,400 CFS. Combined, these four zones each generate roughly 7 CFS per day. As noted previously, SDIR Figure S4.14 provides activity volumes by zone and population. As Figure SDIR S4.14 reflects, although there are similarities, population percentages do not necessarily correlate with workload volumes. Accordingly, the variables should be evaluated as part of personnel deployments, to help ensure appropriate staffing is allocated in alignment with CFS demands.

**Figure 4.9: CFS Volume by Zone**



Source: GPD CAD data (Patrol and Patrol Sergeants; 2020 data)

To further illustrate the distribution of CFS by zone and hourly block, BerryDunn has provided SDIR Table S4.15. These hourly blocks correspond to the hourly shift allocation of patrol officers as provided in SDIR Table S4.2. Again, the data in this table are relevant to determining patrol staffing and deployment strategies.

As is typical with many police departments, the patrol schedule for the GPD uses an overscheduling feature, which, in theory, provides additional staff who can be allocated in high-volume areas. BerryDunn will provide additional details and work schedule analysis later in this chapter but based on numerous data provided and reviewed by BerryDunn, it is evident that the GPD is often operating at or below shift minimums, which do not respond well to peak CFS volumes.

Looking strictly at the data in SDIR Table S4.2, it is difficult to understand how the personnel allocations translate into the number of officers working based on the hour of the day, including the overlaps. SDIR Table S4.16 shows this breakdown, reflecting all of the patrol officers scheduled to work, excluding supervisors. It is also important to note that the data in SDIR Table S4.16 represents the *maximum* number of personnel scheduled by hour. As BerryDunn will show in Figure S4.25, the totals in SDIR Table S4.16 are not typical of actual patrol staffing.

As SDIR Table S4.16 shows, the GPD has designed the patrol schedule with a maximum of 12 personnel during the day and middle shifts, and 11 overnight. The intent of this design is to provide additional staffing during peak CFS periods. Based on the data from SDIR Table S4.2, the GPD has established shift requirements. Based on the fact that the GPD uses nine zones, and shift minimums are seven, there are many times when each zone is not staffed. BerryDunn also learned through interviews and data analysis that, due to staffing shortages, the GPD

regularly operates at shift minimums. When this occurs, the number of officers is often insufficient to staff one officer per zone.

Although SDIR Table S4.16 reflects staffing numbers exceeding 12, which are shaded in light blue, generally these numbers are brief overlaps occurring during shift changes (and some additional coverage between 2100 and 0000), and they are not indicative of regularly hourly staffing. To be clear, the shift overlaps provide the GPD with continuity of personnel during those periods, which is helpful.

There are several key analysis points when considering personnel deployments for patrol units. These include the volume of activity; type of activity; number of available personnel; geographic patrol boundaries and natural or man-made barriers; traffic patterns; and variations in CFS volume based on month, day of the week, and time of day. One of the more common ways to evaluate personnel deployments, particularly as they relate to community-initiated CFS demands, is to examine CFS response times. Although there are no specific national standards regarding response times, common Priority 1 response times (generally life-threatening and in-progress events) typically range between four and seven minutes. The next level of priority CFS, which generally involve immediate response needs but those that do not fall into the Priority 1 category, range from roughly eight to twelve minutes.

SDIR Table S4.17 provides the breakdown of CFS by priority, as assigned by the CAD system and dispatchers. The GPD currently receives dispatch services through BOEC, which operates the 911 communications center. As mentioned in Chapter 3, within the CAD system, there are eight priority codes, ranging from 1 to 9 (there is no priority code 8 within this structure). Per BOEC, the priority categories are described as follows:

- Priority 1-3: These CFS are the highest priorities and include fully voiced dispatch
- Priority 4: These CFS are considered non-urgent and may be allowed to remain in a pending status for a short period
- Priority 5-6: These CFS include escalated priorities for response
- Priority 7: These CFS are only dispatched through the mobile data terminal (MDT) computers in the squad cars
- Priority 9: These CFS are considered administrative and not typically used for dispatched CFS

BerryDunn examined the overall GPD response times by priority as reflected in SDIR Table S4.17, and broken out by zone and priority, as shown in SDIR Table S4.18. None of the response times—by zone or priority—were outside of acceptable response standards. In Table 4.10, BerryDunn has provided comparisons of response times from several prior studies, which includes comparisons of priority 1 and 2 CFS, and all remaining priorities.

**Table 4.10: CFS Response Times in Minutes – Comparisons**

Comparisons	Priority 1	Priority 2	All Priorities
<b>Prior Studies - Under 100 Officers</b>	0:03:12	0:04:11	0:08:16
<b>Prior Studies - 100 + Officers</b>	0:06:37	0:12:09	0:16:48
<b>Gresham Police Department</b>	0:03:58	0:05:47	0:06:26
<b>Total Average</b>	0:06:14	0:11:16	0:15:51

Source: GPD CAD data (Patrol and Patrol Sergeants; 2020 data); data from prior studies

Response times for the GPD are in line with national standards, and the comparison studies reflected in Table 4.10.

Although the response times reflected in all of these tables reflect favorably for the GPD, it is important to put these into context. The response times in these tables reflect the average time it took for the first GPD unit to arrive on a CFS after being dispatched. They do not account for the lag time that occurs from the point of the CFS until it is dispatched, and they do not quantify the time community members were waiting for their phone call to be answered, or the length of time they were on hold. Wait times and unanswered phone calls are a significant factor that conflicts with the ability of the GPD to respond to CFS in a timely manner. Again, these issues fall under the purview of the BOEC, but the importance of correcting them cannot be overstated. Another metric that BerryDunn routinely examines is how often a patrol unit assigned to one district/zone must leave that district/zone to take a CFS in another area due to staffing or because the officer in that zone is unavailable for some reason. When an officer responds to a CFS within his or her zone, the officer is able to return to their patrol duties immediately after they clear the CFS.

Although BerryDunn understands that out-of-zone response will likely always be an operational need at some level, another important consideration is how this contributes to staffing issues. CAD data will capture travel time from the point of dispatch to the time the officer arrives on the scene. What it will not do (without intentionally collecting this information) is capture the amount of time it takes an officer to return to his or her zone after leaving to take a call. *Return time*, which is the time it takes to get back to an assigned beat, is essentially lost time. Theoretically, if it takes an officer five minutes to respond from one zone to another, it will take another five minutes to get back.

When an officer must respond out-of-zone to a CFS, three things can happen. First, when an officer leaves his or her zone to take a CFS and another CFS occurs in the original zone, another officer must leave his or her zone to take it. This creates a cascading effect, which

ultimately affects multiple officers/zones. Second, because of return time, a portion of the time for the officer who responds out of zone is lost time; this is significant. In short, out-of-zone response is inefficient, and it results in a loss of precious staffing resources. Third, out-of-zone response often elongates overall response times because officers often respond to a CFS in their assigned zone while returning from another zone.

Despite the value in examining and quantifying these data as part of the overall deployment analysis, BerryDunn did not perform these calculations for the GPD. Although CFS for the GPD are aligned with a specific zone within CAD, the GPD lacks sufficient personnel on a given shift to staff each of the patrol zones. This phenomenon essentially renders in- vs. out-of-zone data calculations ineffectual.

For informational purposes, BerryDunn has provided the data in Table 4.11. This table provides data on the range of in- vs. out-of-zone responses from several prior studies.

**Table 4.11: In vs. Out of Zone Comparisons**

Prior Studies	In-Zone Response %	Response Time In-Zone	Response Time Out-of-Zone
Range of Data	34% – 78%	0:07:13 – 0:13:36	0:06:25 – 0:15:14

Source: Includes data from prior studies

Generally, higher in-zone response percentages contribute to improved response times, and to other community policing benefits that occur as officers develop familiarity with their patrol area. Because of the inherent value in evaluating in- vs. out-of-zone response, BerryDunn recommends that, when sufficient staffing levels exist, the GPD establish a practice of monitoring and calculating in- vs. out-of-zone responses, and make any appropriate operational adjustments.

## District/Zone Discussion

The above section includes numerous references to zones. Like many departments, the GPD uses zone boundaries for the deployment of personnel, and this strategy is one that helps ensure that staff are dispersed throughout the community to aid in rapid response to CFS. BerryDunn supports the use of zone structures in this regard, but when used properly and more intentionally, these systems can also contribute to community-policing strategies for the officers, the agency, and the community.

Using a zone system contributes to continuity of personnel within a geographical area, and it contributes to the community-policing philosophy. This provides officers with an opportunity to learn the intimate details of their patrol area, including any significant issues or problems. In addition, because of their ongoing presence, officers tend to encounter the same individuals with regularity, adding to their familiarity with those in the area. This improves the officer’s ability to recognize criminal activity, and it contributes to relationship building. Unfortunately, primarily due to staffing and personnel deployment issues, the current zone structure has not afforded officers the opportunity to build this level of continuity.

Geographic policing is a term used to describe a proactive, decentralized approach that is designed to reduce crime, disorder, and fear of crime by intensively involving the same officer in the same area of the community on a long-term basis so that community members develop trust, thereby enhancing cooperation with police officers. Geographic policing encourages the assignment of police officers to defined geographic boundaries on a permanent basis to work directly with community members to resolve problems. The concept involves collaboration, communication, and accountability. It is a strategy designed to make individual police officers responsible for the community's policing needs in a defined geographical area, with a service customized to each individual locality, ensuring the policing needs of local areas are met. One of Sir Robert Peel's principles is: "The police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police."<sup>16</sup> Geographic deployment plans fulfill this principle, enhance customer service, and facilitate more contact between police and community members, thus establishing a strong relationship and mutual accountability. Geographic policing also implies a shift within the department that grants greater autonomy to line officers, which implies enhanced respect for their judgment as police professionals. Accordingly, BerryDunn recommends a strategy for the GPD that supports a consistent zone assignment structure (again, see Recommendation 4-1).

## Cover Cars

Part of the data analysis BerryDunn conducted included looking at the amount of time spent on each call by the primary unit and the cumulative amount of time spent on the call by additional units. These data have been presented in SDIR Table S4.19 in two sections. The top portion of the table provides data for primary responding patrol units. The bottom portion of the table provides the data for secondary responding patrol units. It is important to note that SDIR Table S4.19 identifies the number of incidents and the number of backup units, but it cannot identify how many backup units responded to each CFS.

Looking only at the response data in SDIR Table S4.19, there were 32,589 distinct CFS. Within the total number of CFS, there were 38,843 backup responses. Based on these numbers, 45.62% of the data in CAD related to primary officers, and 54.38% was for backup response. If backup were distributed equally across the CFS, then these numbers would indicate that, on average, each CFS averages 1.19 backup units. Again, as mentioned previously, these numbers do not indicate how many units responded per CFS, and backup is not distributed equally across all CFS.

To expand this discussion, BerryDunn has provided SDIR Table S4.20. This table provides the average on-scene time for the primary units, the average cumulative on-scene time for backup (which may include multiple units per CFS), and the total average CFS time. In looking at these times, BerryDunn notes that backup accounts for 50.13% of the total CFS time.

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<sup>16</sup> [https://www.durham.police.uk/About-Us/Documents/Peels\\_Principles\\_Of\\_Law\\_Enforcement.pdf](https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf)

It is important to note here that the categorization of the time in SDIR Table S4.20 might be incorrect. It is likely that in many cases, the backup unit took over the primary unit responsibilities after arriving on scene, which is common among police departments. For the GPD, due to staffing levels, this might be an even more common event. Although some of these hours might be inverted, leading to some inaccuracies in the distribution of cumulative hours, the count of backup events would be unaffected by this.

BerryDunn also examined the percentage of backup units by the GPD against prior studies (the frequency of backup). These data are represented in Table 4.12. The range of the percentage of primary response to CFS from the comparison studies is from 46% to 72%, and the range of backup response is from 28% to 54%. The average from these studies is 58% primary response to 42% backup. For the GPD, the primary response rate is 45.62%, which is considerably lower than the average of the comparisons.

**Table 4.12: Back-Up Comparisons**

Prior Studies	Community-Initiated Primary Response	Community-Initiated Back-Up
Averages	58%	42%
Range	72% to 46%	28% to 54%
Gresham PD	45.62%	54.38%

Source: GPD CAD data (Patrol and Patrol Sergeants; 2020 data)

SDIR Table S4.21 provides a breakdown of the CFS types that included an average of at least two units responding to each incident. The primary and backup totals correspond to the data provided in SDIR Tables S4.19 and S4.20.

BerryDunn notes that in keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature. In looking at the data in SDIR Table S4.21, BerryDunn observes that of the categories listed with high unit responses, all appear to be serious enough to warrant the response of multiple personnel. It is also worth mentioning that the unit counts reflected in SDIR Table S4.21 are averages. This means the number of responding units was higher or lower than the reported value in some cases.

BerryDunn also wishes to point out that based on available staffing for the GPD, there is typically only one officer working within a zone. If staffing levels are at the minimum and more than one officer responds to any CFS, any additional responding officers would have to do so from another zone, leaving that zone short (or vacant) in terms of allocated staff. As mentioned previously, this can create a cascading affect, which forces personnel into a pattern of out-of-zone response.

Looking at all of the backup data provided in the tables mentioned, the number of backup units in ratio to CFS is comparatively high, as is the ratio of backup time from the total number of

officers assisting on CFS. These elevated numbers may represent a certain amount of over-response by the GPD, particularly in some of the lower-level CFS types. They may also be affected by the nature of the CFS the GPD is managing. As BerryDunn has pointed out, underreporting of certain minor CFS has undoubtedly affected various workloads and CFS volumes, and these minor incidents tend to receive less backup. If the volume of underreported incidents was infused into the data totals, it is likely that the ratios of backup, and overall time spent, would be reduced. Given these data, BerryDunn suggests the GPD monitor this operational aspect, and make any appropriate adjustments.

BerryDunn also notes one other important point of clarification: BerryDunn is firm in its position that officer safety is of paramount importance. Nothing in this section should be construed to suggest that BerryDunn supports limiting unit responses to CFS in a manner that would jeopardize the safety of the officer or the public, or in a way that would interfere with the effective and efficient delivery of police services.

## IV. Patrol Staffing Analysis and Calculations

As noted previously, BerryDunn patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol leave data for 2021 from the GPD.

### Patrol Availability

Table 4.13 demonstrates the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year. Table 4.13 shows that after subtracting leave categories from the total, the average patrol officer is actually available to work 1,528 hours per year (rounded down), not 2,080 hours as is often thought (understanding that this represents the cumulative average—and individual officer availability can vary greatly).

The data in Table 4.13 also reflect average leave times by category from several prior studies. The overall leave totals for the GPD are roughly 169 hours higher than the comparisons (resulting in less available time). This is a significant number and one that BerryDunn verified with the GPD, due to its importance. BerryDunn cannot explain why the reported leave totals for 2021 for the GPD are elevated, and notes that when the Matrix study was produced in 2009, the reported hours for the GPD were 1,691, which is in line with expected totals.

**Table 4.13: Patrol Availability**

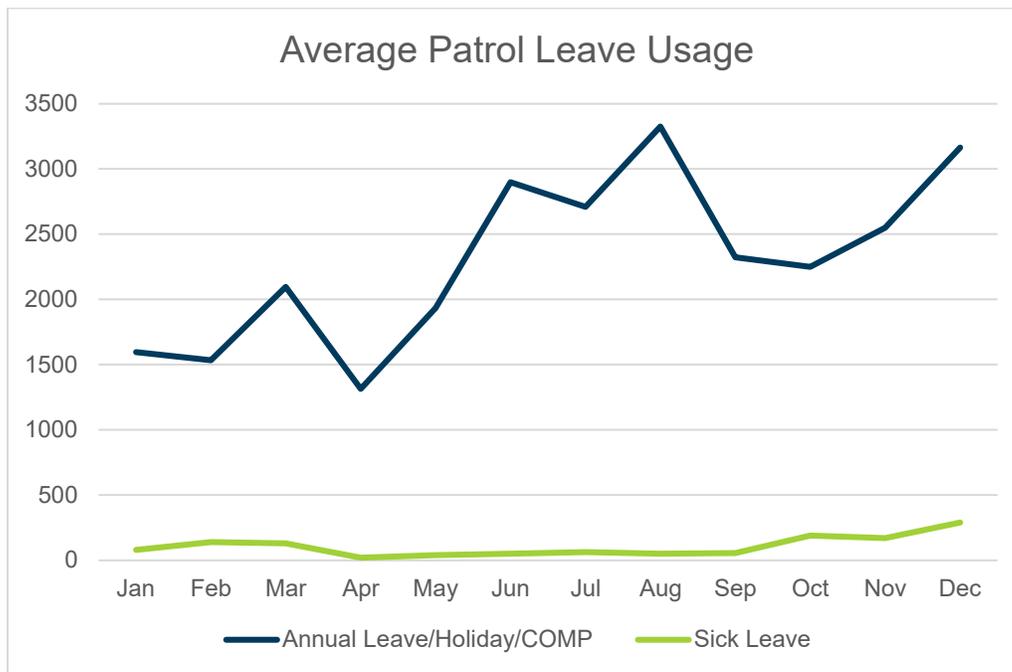
Annual Paid Hours	2080	*Study Averages	
<b>Leave Category</b>			
Annual Leave/Vacation	178	144	
Sick Leave	15	47	
COMP Time Off	35	31	
Holiday Time Off	101	97	
FMLA Leave	43		
Military Leave	6	12	
Injury Leave	42	10	
Funeral	3		
Critical Incident	31		
Administrative Leave	2		
Special duty	31		
Training	64	63	<b>2009</b>
<i>Sub-Total (minus)</i>	552		<b>Matrix</b>
<b>Average Annual Availability (Hours)</b>	1,528	1,697	1,691

Source: GPD data

In Table 4.19 later in this chapter, BerryDunn provides a staffing analysis that leverages the data from this table. BerryDunn will provide models that use the current availability level of 1,528, as well as an estimated model that reflects 1,700 hours of available time. Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands based on an examination of workload against worker capacity.

In addition to understanding how much time officers have available to them for scheduling purposes, it is also important to understand when they are not available, because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule. In Figure 4.14 below, the patterns of annual leave for patrol officers are broken down by month.

**Figure 4.14: Annual Leave Hours – Patrol**



Source: GPD data

This figure shows that the months of June through August, and the month of December, have higher annual leave time totals than the other months. Moreover, the totals are significantly higher for these months in comparison to January and April. Due to these variations, the work schedule should have the flexibility to be adjusted to these patterns so that staffing resources are used efficiently.

### Shift Relief Factor

Another mechanism for understanding the number of officers required to staff a schedule is through determining the *shift relief factor*. The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, the average availability for each officer (estimated at 1,700 hours as reflected in Table 4.13) is used. For the GPD, one position requires 3,650 hours per year to staff (10 hours x 365 days = 3,650 hours). Therefore, the shift relief factor is calculated to be 2.15 ( $3,650/1,700 = 2.15$ ). To determine the shift relief factor for a 24-hour period, this number is multiplied by the number of stated shift minimums for the GPD. Because the current scheduling model for the GPD includes shift minimums of 8 for the dayshift, 8 for the middle shift, and 8 for the nightshift, for a minimum total of 24 daily shifts (see Table SDIR S4.2), then the number of officers required to staff the current schedule and allocation of personnel without operating short or using overtime is 52 ( $2.15 \times 24$ ).

This calculation represents the number of personnel needed to staff the current stated shift minimums. However, if the GPD used its desired staff allocations as a baseline (33 per day, as shown in SDIR Table S4.2), then these numbers would change greatly. If the GPD wanted to

maintain scheduling numbers based on the preferred allocations, then the number of officers required would be 71 (2.15 x 33).

Understanding the various issues related to staffing, including the shift relief factor, is important from a scheduling standpoint. Police agencies tend to build their work schedules based on the total number of personnel available, as opposed to the workload capacity of those personnel. The result is an imbalance between the structure of the schedule and the number of hours officers can actually work. Schedules of this nature also typically fail to account for leave patterns and peaks and valleys in service demands. However, these issues can be overcome through the use of a properly designed work schedule (assuming adequate staffing is available). To determine the proper number of officers required for patrol, agencies must first consider how many positions they want to staff at any given time (this should be based on workload demands). Once the department determines this number, it can calculate personnel needs.

Table 4.15 includes data regarding the number of minutes per day of obligated workload for GPD patrol officers. The CFS minutes per day have been calculated from the CAD data provided. The available minutes per day, by officer, are calculated based on a 30% availability of time to dedicate to the obligated workload, based on a 10-hour shift (10 hours x 60 minutes, multiplied by 30% = 180 minutes). Based on these data, the GPD would require 30 officers per day to manage the volume if the full workload derived from CAD data is used as provided in Table 4.19 (although the 2021 data is lower, as shown).

**Table 4.15: Daily Shift Needs**

Daily Shift Needs					
Year	Primary Min/Day	Back-Up Min/Day	Total Min/Day	Officer Available Min/Day	Daily Officers Required
2020	2,699	2,716	5,415	180	30
2021	2,351	2,236	4,587	180	25

Source: calculations from GPD data

Looking exclusively at the data from Table 4.13, the GPD should be able to cover the workload with 30 daily shifts, or with an allocation of 65 patrol officers (when factoring in shift relief; 2.15 x 30 shifts). However, these calculations presume an equal distribution of CFS by location, hour, day, and month. To more accurately understand the staffing needs of the GPD, there are other factors to consider. In Table 4.16, the number of CFS that each officer can handle per shift is provided. These calculations use a 30% availability factor for patrol officers, and 56.74 minutes per CFS as an overall average for cumulative on-scene time (as calculated from Table 4.6). In Table 4.16, BerryDunn has also included an example of officer capacities based on alternative shift durations.

**Table 4.16: Capacity by Shift Length**

Shift Length	Total Minutes	Total CFS Time	Number of CFS	Annual CFS Shift Total
12	720	216	3.81	1389
10.5	630	189	3.33	1216
10	600	180	3.17	1158
8	480	144	2.54	926

Source: Calculations from CAD Data

\*Based on 30% encumbered time; 56.74 minutes per CFS

SDIR Table S4.22 shows the number of CFS per day for each of the zones, based on the data from Figure 4.9. Using the calculations from Table 4.6, the overall average number of minutes per CFS for the GPD is 56.74. Using the data for patrol response, BerryDunn calculates that the GPD would require 31 officers per day to appropriately manage the patrol workload. Using the shift relief factor calculations in SDIR Table S4.23, the number of patrol officers required for minimum staffing for the GPD is 67.

In Table 4.17, an analysis is provided regarding the total number of CFS handled on average by GPD officers based on CFS and staffing totals. In looking at the totals for the benchmark cities, the data suggests that each patrol officer handles an average of 547 CFS per year. For the prior study cities, the average annual CFS number for departments under 100 officers is 539, and for those departments over 100 officers, it is 581. When looking at the numbers for the GPD, the average number of CFS per year, per officer is 579. BerryDunn notes here that this number includes the additional supplemental volume and workload used to calculate staffing needs.

There are two notable things about Table 4.17. First, what the table does not provide is the time associated with each CFS. Based on the data from Table 4.6D-3, the amount of time spent per criminal and service-related CFS for the GPD is higher than other studies. As a result, the GPDs annual workload for 579 CFS per officer is substantially higher than the 547, 539, or 581 CFS examples provided. The second noteworthy item is that the 579 CFS average for the GPD is based on full staffing of the positions in patrol, including 49 patrol officers, 3 K-9s, 2 SCT officers, and 4 SROs. It is noteworthy that only the 49 patrol officers are designated as primary CFS takers. When the data in Table 4.17 is recalculated using 49 officers, the result is an average CFS volume of 685 per officer, per year.

There is one additional factor to mention regarding the data in Table 4.17. The data in this table presumes an equal distribution of CFS by patrol beat and by hour, which is not accurate. Based on the data from SDIR Table S4.13, the GPD experiences 58.40% of its CFS volume between 1200 and 2300. Using only the patrol CFS number from SDIR Table S4.13, this would mean that 20,258 CFS occur between these hours. This produces an average daily CFS total of 55.50 between 1200 and 2300, and 39.53 CFS during the opposite time frame. This illustrates the

need to adjust the work schedule to accommodate peaks in CFS volume, and that per-officer averages, while comparatively helpful, do not provide the full context of the work effort.

**Table 4.17: Call for Service – Comparison Data**

Benchmark City	Population	Total Calls for Service	*First Responders	CFS Per First Responder
<b>Overland Park Study</b>				
Average Totals (29 Cities)	172,795	76,406	140	547
<b>**Prior Study Cities</b>				
<b>Prior Studies - Under 100 Officers</b>	27,275	15,927	32	539
<b>Prior Studies - 100+ Officers</b>	277,070	97,879	176	581
<b>Gresham PD</b>	<b>110,494</b>	<b>33,577</b>	<b>58</b>	<b>579</b>

Note: Includes all officers below rank of first-line supervisor, assigned to the following duties: Community-Oriented Policing, Emergency Response, K-9, Patrol, SRO, or Traffic.

\*Includes patrol officer allocations, not actual numbers of officers working.

\*\*Table includes data from prior studies conducted by the IACP.

As evidenced by the analysis in this section, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. Additional details are provided later in this chapter; however, it is BerryDunn’s position that the GPD requires additional staffing to meet service demands in addition to filling the positions already allocated to the Patrol Section. It is also clear that the department will need to make adjustments to the work schedule in order to compensate for leave patterns and to maximize efficiency and personnel deployments in a geographic policing format.

## Workload Model and Analysis

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and BerryDunn uses a specific model for doing this. The primary standards employed for the GPD assessment include:

- Operational labor
- Administrative labor
- Uncommitted time

In the workload model used by BerryDunn, 30% is allocated to each of the labor areas, with a 10% buffer available to allow for daily variances.

### Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer CFS generated by the public and to address on-view situations discovered and encountered by

officers. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public, or an incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%. As previously indicated, in order to quantify the amount of workload volume, the BerryDunn team conducted a thorough examination of CAD data provided by the GPD. Table 4.18 reflects the aggregate data in the CAD dataset (this is an abbreviated version of SDIR Table S4.3, and Table 4.2).

BerryDunn started with the full CAD dataset (for 2020), which included 44,665 hours of workload. Of this, 9,501 hours were officer-initiated activity, which BerryDunn removed from the dataset. BerryDunn then separated the patrol hours and removed 7,127 hours that were not associated with patrol unit response. This left 28,036 hours of community-initiated patrol CFS workload. In cleaning the CAD database, BerryDunn identified non-CFS response data and removed this data from the dataset.

After making these reductions, certain hours were added back into the totals, as these hours represented part of the obligated workload. Generally, data within the *supplemental patrol* and *non-patrol* categories are not considered part of the workload for patrol. Units in this area typically include CSOs animal control, task force units, light duty officers, and special traffic units. However, on examination, a significant amount of the data in these categories is likely the result of *supplanting*. In this context, supplanting refers to officers or supervisors who act as primary CFS officers even though this is not part of their general work duties. When this occurs, it reduces the workload burden for patrol, artificially reducing their obligated workload total.

BerryDunn knows supplanting is occurring at the GPD based on conversations with staff (and a review of the CAD data). Several individuals interviewed said there are times when staffing in patrol is low, and employees from other units have had to assist by taking CFS. BerryDunn notes that this is commonplace in law enforcement agencies; however, when this occurs, it makes calculating the obligated workload for patrol more difficult. For the PD, the amount of estimated supplanting is substantial, accounting for 6.8% of the obligated workload volume. This is likely due, at least in part, to significant shortages in patrol staffing.

**Table 4.18: Patrol and Patrol Unit Hours**

Unit	2020 Hours on Call			2021 Hours on Call		
	Community	Officer	Total	Community	Officer	Total
<b>Patrol</b>						
Patrol	28036:47:26	3511:40:37	31548:28:03	24007:16:39	2704:13:42	26711:30:21
<b>Sub-Total</b>	<b>28036:47:26</b>	<b>3511:40:37</b>	<b>31548:28:03</b>	<b>24007:16:39</b>	<b>2704:13:42</b>	<b>26711:30:21</b>
<b>Supplemental Patrol</b>						
Sub-Total	3283:25:04	1519:16:13	4802:41:17	2434:41:43	1316:33:31	3751:15:14
<b>Sub-Total</b>	<b>3283:25:04</b>	<b>1519:16:13</b>	<b>4802:41:17</b>	<b>2434:41:43</b>	<b>1316:33:31</b>	<b>3751:15:14</b>
<b>Investigations and Task Forces</b>						
Sub-Total	884:51:18	417:00:18	1301:51:36	563:54:36	195:27:56	759:22:32
<b>Sub-Total</b>	<b>884:51:18</b>	<b>417:00:18</b>	<b>1301:51:36</b>	<b>563:54:36</b>	<b>195:27:56</b>	<b>759:22:32</b>
<b>Non-Patrol</b>						
Sub-Total	55:58:57	5:22:44	61:21:41	93:41:04	56:31:42	150:12:46
<b>Sub-Total</b>	<b>55:58:57</b>	<b>5:22:44</b>	<b>61:21:41</b>	<b>93:41:04</b>	<b>56:31:42</b>	<b>150:12:46</b>
<b>Traffic</b>						
Sub-Total	1403:35:14	590:48:30	1994:23:44	1054:04:02	594:28:27	1648:32:29
<b>Sub-Total</b>	<b>1403:35:14</b>	<b>590:48:30</b>	<b>1994:23:44</b>	<b>1054:04:02</b>	<b>594:28:27</b>	<b>1648:32:29</b>
<b>Non-CFS</b>						
Sub-Total	1498:53:27	3457:23:50	4956:17:17	1024:35:25	2733:59:52	3758:35:17
<b>Sub-Total</b>	<b>1498:53:27</b>	<b>3457:23:50</b>	<b>4956:17:17</b>	<b>1024:35:25</b>	<b>2733:59:52</b>	<b>3758:35:17</b>
<b>Grand Total</b>	<b>35163:31:26</b>	<b>9501:32:12</b>	<b>44665:03:38</b>	<b>29178:13:29</b>	<b>7601:15:10</b>	<b>36779:28:39</b>

Source: GPD CAD data

Based on a full analysis of the CAD data, and considering several variables, BerryDunn developed Table 4.19, which outlines the patrol staffing needs for the GPD. As part of the overall analysis, BerryDunn concluded that many of the traffic, K-9, commander, investigations, and other uniformed staff hours were likely part of the obligated workload, and these hours represent supplanting.

BerryDunn reviewed the CAD file provided and noted many community-initiated hours for these supplemental units related to typical patrol CFS, including:

- Motor Vehicle Crashes
- Criminal Incidents
- Traffic CFS (not traffic stops)
- Service Incidents

For that reason, BerryDunn added these hours back into the obligated workload total in Table 4.19. In addition, BerryDunn noted several officer-initiated hours relating to criminal incidents and motor vehicle MV crashes, which, if not for the officer discovering them (or being flagged down), would have been reported. Again, these hours were also added to the workload total in Table 4.19.

It is important to note here that some of the hours added to the patrol workload might not actually be supplanting hours. However, it is also likely that there are hours in other unit areas that represent supplanting but cannot be isolated or quantified. BerryDunn points out that even if some of the hours attributed to supplanting were not part of the obligated workload for patrol, the number of unidentified supplanting hours from other units would easily offset those hours. Accordingly, it is BerryDunn's position that the supplanting hours attributed to this model reflect a *minimal level* of supplanting hours, and that if the actual hours could be quantified, then they would exceed the number used in this calculation.

The data in Table 4.19 is broken out into three models. Each of the models in Table 4.19 begins with the baseline of primary and backup patrol hours; see lines A – 1 and A – 2. Then, based on BerryDunn's evaluation, certain hours have been added or subtracted as shown in lines A – 3 through A – 10. Within the CAD dataset, BerryDunn found several CFS that had on-scene times exceeding eight hours. High on-scene times are almost always the result of a CFS that was not closed, either because the officer failed to clear the call, or because the dispatcher did not close it out (or both). Regardless of how they occur, these CFS are not accurate, and they can affect various calculations within the CAD dataset. Accordingly, BerryDunn removed all CFS with an on-scene time exceeding eight hours (these data are not included in the data totals in Table 4.19).

Model 1 starts with the patrol hours in CAD for 2020. Non-CFS data was removed from the total, and relevant officer-initiated data was added back in. Supplanting data was also added. The result of these calculations identified 32,942 hours associated with the patrol workload. This model uses the current authorized patrol strength and available hours to determine staffing levels based on the workload provided. The data in Model 1 suggests the need to increase patrol staffing to 65 officers.

Model 2 is essentially identical to Model 1; however, Model 2 uses 2021 data. Using the 2021 data results in a recommended patrol staffing level of 55. Notably, both Model 1 and Model 2 use an estimated availability for patrol staff of 1,700 hours.

**Table 4.19: Obligated Workload Model – Patrol 30%**

	Literal Explanation and Formula	Model 1 2020	Model 2 2021	Model 3 2020 v.2
A - 1	Primary Patrol Unit Obligated Hours - Community CFS	14,965	12,916	14,965
A - 2	Back-Up Patrol Obligated Hours	13,071	11,090	13,071
A-3	Primary Patrol Sergeants Obligated Hours	205	244	205
A-4	Back-Up Sergeant Obligated Hours	1,305	937	1,305
A-5	Primary Patrol Unit Obligated Hours - Officer-Initiated: Criminal and Motor Vehicle Crashes	562	478	562
A-6	Back-Up Patrol Obligated Hours	489	432	489
A-7	Primary Patrol Sergeants Obligated Hours Officer-Initiated: Criminal and Motor Vehicle Crashes	26	35	26
A-8	Back-Up Sergeant Obligated Hours	64	57	64
<b>A Subtotal</b>		<b>30,687</b>	<b>26,189</b>	<b>30,687</b>
A-9	Primary Traffic, K-9, Commander, Investigations - Supplanting	661	629	661
A-10	Back-Up Traffic, K-9, Commander, Investigations - Supplanting	1,594	1,084	1,594
<b>A Subtotal</b>		<b>2,255</b>	<b>1,713</b>	<b>2,255</b>
<b>A Total</b>		<b>32,942</b>	<b>27,902</b>	<b>32,942</b>
B	Available Hours per Officer*	1,700	1,700	1,528
C	Authorized Strength in Patrol	49	49	49
D	Current Patrol Hours Available (B*C)	83,300	83,300	74,872
E	Current % Obligated to Citizen CFS (A/D)	<b>39.55%</b>	<b>33.50%</b>	<b>44.00%</b>
F	Target Obligated Workload (30%)	30.00%	30.00%	30.00%
G	Officer Workload Hours Available at 30% (B*F)	510.00	510.00	458.40
H	Patrol Officers Required to Meet Target Workload (A/G)	65	55	72
I	<b>Additional CFS Response Officers Needed (H minus C)</b>	<b>16</b>	<b>6</b>	<b>23</b>

Source: Calculations from CAD and GPD data provided

\*Average hours per officer for line B (Model 1 and Model 2) are estimated

Model 3 is identical to Model 1, except that it uses the 1,528 hours as the level of officer availability, as calculated in Table 4.13. Using this total, the recommended number of patrol officers would increase to 72.

Based on the overall analysis, BerryDunn is recommending the GPD secure patrol staffing consistent with Model 1, which would add 16 sworn patrol positions. It is BerryDunn's position that the data in Model 1 reflect the *minimum* obligated workload for patrol. It is likely that underreporting of various CFS is artificially reducing workload volumes in CAD. Based on the data in Table 4.6, and the associated narrative, BerryDunn estimates that with appropriate staffing and community confidence restored, workloads could easily increase by 10-15%. Additionally, the impact of the pandemic is another salient factor. CFS workloads have unquestionably been affected by operational changes required for staff and community safety during the pandemic. It is likely that reversing this reduction could bring another 10% increase in CFS volume, as operating procedures and community expectations return to pre-pandemic norms.

If the GPD experienced a 20% increase in obligated workloads as a result of the above-stated factors, the result would be a new workload total of 39,530. This obligated workload total would require 78 sworn patrol officers to manage. To be clear, BerryDunn is recommending the GPD staff 65 sworn patrol positions; however, BerryDunn expects workloads will increase in the coming years, and it will be important for the GPD to continually monitor and adjust to them.

BerryDunn notes here that calculating the obligated workload for patrol using CAD data can be challenging. Doing so is complicated by incomplete data and difficulties in enumerating workload data that is associated with supplanting. To help ensure that supplanting data can be captured more readily in the future, BerryDunn recommends the GPD add a CFS disposition code, which clearly identifies the incident as an assist to the Patrol Section, regardless of the officer who managed the CFS. Although this could easily be done within CAD, it would then require training non-patrol personnel to use this disposition code at the end of the CFS so that future analysis of the data could easily identify non-patrol units that managed a CFS in support of the Patrol Section. Doing this would also allow the department to gain clarity in terms of future workload demands, which might actually support additional personnel over what BerryDunn is currently recommending.

In addition, the GPD should remind personnel of the importance of making sure they check out on calls when they arrive, and that they clear them when they are finished. Again, these practices can help ensure a more complete and error-free CAD dataset for future calculations.

In addition to examining workload volumes across the various areas considered so far, it is also worthwhile to look at how the GPD compares to other communities in terms of its allocation of personnel to patrol and investigations; BerryDunn has provided this data in Table 4.20. Based on these data, the percentage of sworn staff allocated to investigations is within the range of comparisons. The number of personnel assigned to patrol is comparatively low, at 45.67% of the sworn staff. As noted in reference to Table 4.17, the GPD has only 49 sworn patrol staff

assigned as primary CFS takers. If this number were used in Table 4.20, the percentage allocated to patrol would be 38.58%.

**Table 4.20: Patrol and Investigations Comparisons**

Comparison Groups	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
<b>Benchmark City Averages</b>	<b>236</b>	<b>132</b>	<b>55.93%</b>	<b>30</b>	<b>12.71%</b>
<b>Prior Studies - Under 100 Officers</b>	<b>100</b>	<b>54</b>	<b>54.00%</b>	<b>14</b>	<b>14.00%</b>
<b>Prior Studies - 100+ Officers</b>	<b>2725</b>	<b>1350</b>	<b>49.54%</b>	<b>564</b>	<b>20.70%</b>
<b>Gresham PD</b>	<b>127</b>	<b>58</b>	<b>45.67%</b>	<b>22</b>	<b>17.32%</b>

Note: Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant) and above. Investigations include intelligence, task forces, narcotics, and general investigations.

Source: Benchmark City Data – <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Regardless of the number assigned to investigation and patrol and the associated percentages, the GPD has a need to add sworn personnel to both sections. BerryDunn addresses staffing for investigations in Chapter 6. BerryDunn also provides a full outline of all staffing recommendations in Chapter 12 of this report, but notes that some additions to patrol could occur as a result of shifting personnel from other roles, as opposed to having to add positions.

### Administrative Labor

Precise information is not available in CAD for many administrative activities due to variances in the way agencies and officers record these activities. The interviews and field observations by BerryDunn suggest that administrative time for the GPD appears to be at the norm.

Industrywide, administrative time generally accounts for approximately 25 – 30% of an officer’s average day, which appears to be the case at the GPD. This percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

- Report-writing and case follow-up (variable)
- Patrol briefings (15 minutes)
- Administrative preparation/report checkout (30 minutes)
- Meal and personal care breaks (30 minutes)
- Court attendance (dayshift)

- On-duty training, not otherwise captured (variable)
- Vehicle maintenance and fueling (15 minutes)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review, and paperwork)
- Police Training Officer (PTO) time for both trainee and trainer (variable)
- Equipment maintenance (computer, weapons, radio) (variable)

In order to attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts (some of these data are reported in SDIR Tables S4.4 and S4.5). Officers were asked to record time spent on certain activities and to report this back via an online survey. SDIR Figure S4.24 below provides the breakdown of the information received from the 89 shift responses.

The average time reported for supplemental work by each officer for each shift was approximately 154 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officers' normal shifts (BerryDunn did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered.

### Uncommitted Time

The cumulative operational and administrative labor that officers must engage in should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time. A general principle for distribution of time for patrol is 30% across the board for administrative, operational, and uncommitted time, with a

10% flex factor. Ideally, particularly for service-driven organizations, the remaining 10% becomes uncommitted time, allowing officers more time for proactive community engagement. For a jurisdiction like the GPD, with its stated focus on exceptional service and community policing, no less than 40% uncommitted patrol time is ideal.

It has been the experience of BerryDunn that the percentage of administrative time generally mirrors operational labor totals. In other words, if a patrol officer is spending 35% of his or her time engaging in obligated workload, administrative time will likely capture 35% of his or her daily responsibilities. This is likely due to the types of administrative duties that typically follow the obligated workload, such as conducting follow-up, processing evidence, and writing reports. Essentially, if either the operational or administrative percentages are over 30%, then the percentage of uncommitted time will be negatively affected. BerryDunn notes here that based on the data provided in Table 4.19, and assuming full staffing in patrol, the obligated workload per officer is currently about 39.55% (based on Model 1). Again, in all likelihood, the administrative time commitment is also close to 40%. Given these calculations, the remaining unallocated time for GPD is approximately 20%, excluding the 10% buffer time.

For the GPD, the obligated workload percentages in Table 4.19 are somewhat misleading. Models 1 – 3 express workload demands based on full staffing, and what level of staffing would be necessary in order to achieve a proper workload balance. Because the GPD is severely understaffed in patrol, the data in Models 1 – 3 do not present a clear understanding of the current conditions. Essentially, each patrol vacancy increases the aggregate obligated workload percentage, and the associated administrative workload as well. The elevated obligated workload percentage in Table 4.19 provides additional evidence of the daily shift demands and workloads in patrol that are likely contributing to reduced officer-initiated activity and community-policing efforts.

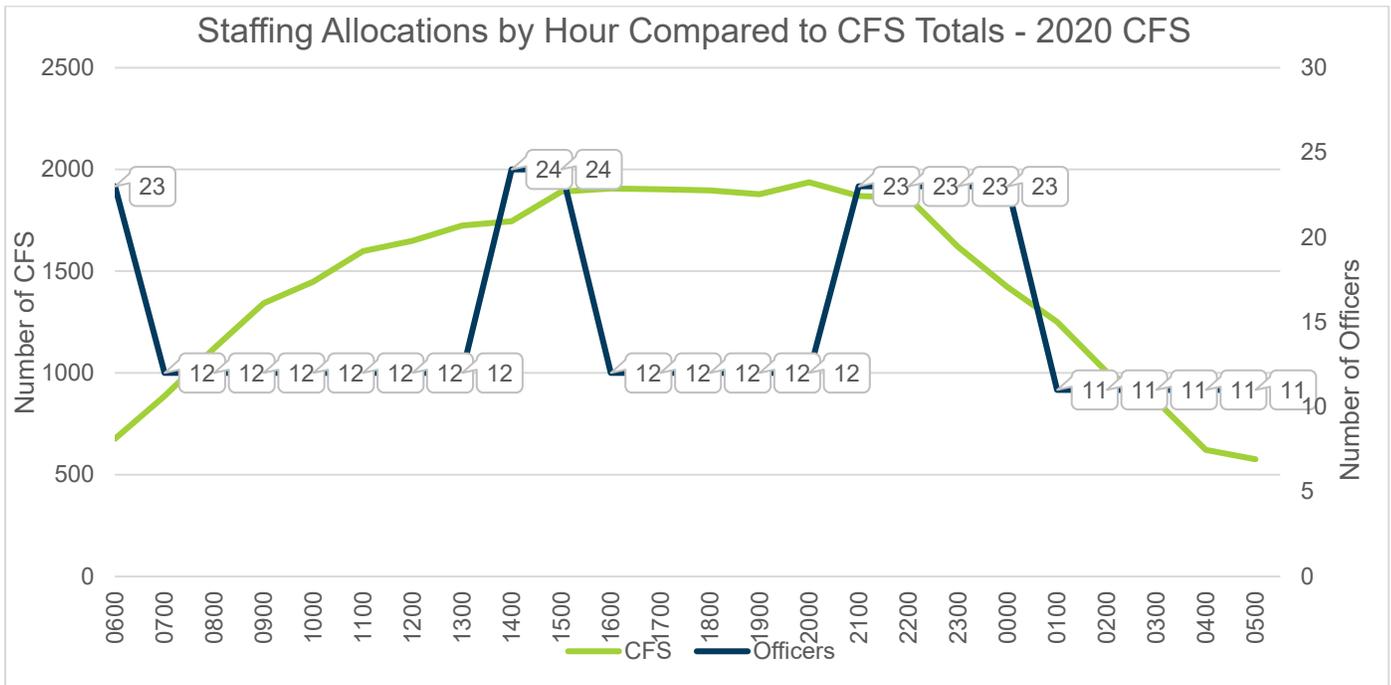
## V. Patrol Work Schedule

One of the most common noted areas of concern BerryDunn experiences in conducting operational studies relates to the issue of staffing allocations in patrol. Patrol staff typically indicate concerns about not having enough officers on the street at any given time to ensure that community complaints are handled in a timely manner. Staff also commonly indicate that patrol shifts often do not have a full complement of officers working and available to handle CFS, and that working at or below shift minimums is the standard practice.

Given the staffing shortage in patrol at the GPD, BerryDunn expected to hear many such comments from GPD staff and many staff BerryDunn interviewed did express these concerns.

Figure 4.21 below provides a graphic visual snapshot of the staffing allocations for GPD, as compared to average hourly CFS totals. Figure 4.21 uses the staffing allocations by shift (see SDIR Table S4.16). To clarify, this table shows the maximum allocated number of personnel per hour, not the actual staffing levels.

**Figure 4.21: Staffing Allocations vs. CFS Totals**



Source: CAD/GPD provided data

BerryDunn notes that although the design of the patrol schedule intends to align hourly CFS volume with the number of officers deployed, the staffing peak is not aligned with the CFS peak. In addition, the flexibility of the patrol schedule does not fully account for leave time and the cyclical pattern of leave time use (see Figure 4.14).

BerryDunn also asked the GPD to manually calculate the actual work shifts for each month for 2020 and 2021, and average of these data are reflected in SDIR Figure S4.25. This figure includes staffing of all positions in patrol, including supervisors. Based on the data in SDIR Table S4.2, desired/maximum daily staffing for patrol should be 33 shifts, and the desired/maximum daily staffing for supervisors is 9 shifts.

Although the total number of daily patrol shifts filled fluctuates slightly from month to month, the total average across the year was 23. Similarly, the desired supervisor shifts is set at 9, but averages 6 across the calendar year. The data in SDIR Figure S4.25 are important because they help to illustrate actual staffing, as opposed to officer allocations. Based on these data, the GPD has not operated at optimal staffing levels. Instead, the GPD is nearly always operating at or below minimum staffing levels.

In SDIR Table S4.26, BerryDunn has provided a heat map, which shows the most common type of CFS by patrol zone. The Heat Map provides all CFS categories that averaged at least 50 incidents for the CAD dataset year.

As noted in prior tables, a small number of CFS categories make up much of the GPD’s work. The top 10 categories (Disturbance through Noise Disturbance) combine for 18,052 incidents,

which represent 55.64% of the CFS volume for the GPD. As with the volume by hour, the type of CFS per zone is also relatively consistent. Again, this means that making adjustments to the zone/beat boundaries would not be likely to overburden one district with any specific call type.

## Patrol Schedule Discussion

Many law enforcement agencies struggle with designing work schedules that efficiently and optimally deploy available patrol resources. The path to developing an efficient work schedule that optimizes the effective deployment of patrol personnel requires thoughtful consideration of several overarching goals:

- Reducing or eliminating predictable overtime
- Eliminating peaks and valleys in staffing due to scheduled leave
- Ensuring appropriate staffing levels in all patrol zones or beats
- Providing sufficient staff to manage multiple and priority calls in patrol zones or beats
- Satisfying both operational and staff needs, including helping to ensure a proper work/life balance and equitable workloads for patrol staff

Designing a schedule that accomplishes these goals requires an intentional approach that is customized to each agency's characteristics (e.g., staffing levels, geographic factors, crime rates, zone/beat design, contract/labor rules), and there are several key components that bear consideration in that process. As part of this project, BerryDunn asked the GPD to complete a self-assessment of its patrol work schedule against a set of prescribed standards. The results of that assessment are included in SDIR Table S4.27 below

Based on the self-review, the GPD scored 20 points on this assessment out of a maximum of 25 points. If accurate, this would suggest the work schedule is meeting operational objectives and adjustments are not needed. However, based on BerryDunn's review of the schedule, there is a need for the GPD to adjust its scheduling model. As indicated in SDIR Table 90, there are four areas in which the GPD's patrol schedule is not optimally meeting operational needs. These areas relate primarily to a lack of flexibility within the schedule to meet CFS peaks and conforming to beat/zone deployment needs. The same flexibility challenges contribute to difficulty in managing overtime and allowance for in-service training and internal meetings.

It is BerryDunn's assessment that the most pressing issue related to managing CFS volume for the GPD is staffing. Many of the schedule issues the GPD is experiencing are affected by staffing challenges, and these would be improved by providing optimal staffing levels for the department. However, even with appropriate staffing levels, including those recommended by BerryDunn, the GPD will struggle with CFS peaks, as shown in Figure 4.7. BerryDunn has provided additional information on patrol scheduling models in SDIR Appendix C.

## Patrol Staffing Summary

BerryDunn has already recommended the urgent need to backfill patrol positions and to hire additional personnel to fill vacancies (see Recommendations 4-1). However, even if all positions in patrol were filled, the allocation of 49 patrol officers is insufficient to meet CFS volume. Based on a thorough analysis of the obligated workload for patrol, BerryDunn calculates that the GPD needs to add a minimum of 16 officers to the Patrol Division. Adding these positions would bring the allocation of personnel for patrol to 65 officers (excluding supervisors), which corresponds to the obligated workload totals outlined in Table 4.19 within this report. Although BerryDunn is recommending an addition of 16 positions to primary CFS response in patrol, it is possible that additional staffing will be required as operating procedures and community expectations return to pre-pandemic norms.

BerryDunn has recommended the addition of various non-sworn personnel within this report, and there is reason to believe that these personnel will reduce the obligated workload for patrol. These additions should mitigate the need for the GPD to staff beyond the recommended 65 patrol positions. However, until the GPD is able to reach the minimum patrol staffing level recommended by BerryDunn, including the addition of recommended non-sworn staff, and until new workload obligations can be calculated, it is unclear how many actual positions will be required.

Accordingly, the GPD should regard the staffing level of 65 as a starting point, and work to achieve staffing at this level. Once achieved, the GPD should reevaluate its obligated workload and the possible need to allocate additional personnel to patrol.

It is also important to point out here that BerryDunn's recommendation of staffing 65 officers in patrol reflects the minimum number of officers required to operate and to respond to CFS effectively and efficiently (subject to ongoing monitoring and additional workload calculations). This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level.

To maintain minimum operational staffing levels, some agencies discuss using *over-hires* in order to cover the lag-time associated with hiring and training personnel. Rather than discussing over-hires, BerryDunn suggests that agencies should establish a *minimum operational level*, which will help ensure maximum operational efficiency, and then set a new *authorized staffing level*, which offsets agency attrition levels and the vacancies that occur as a result of non-operational personnel. BerryDunn discusses this further in Chapter 10.

## VI. Traffic Enforcement

The GPD uses a combined approach to traffic enforcement. The GPD has a unit that focuses exclusively on traffic, but patrol officers also have the responsibility for traffic enforcement within

the City. Patrol officers are expected to engage in traffic enforcement, and/or to answer traffic-related CFS during the course of their shift, as workload demands or allows. However, as noted in Figure 4.8 and throughout this report, patrol staff have limited time available for proactive activity, and consequently, primary responsibility for traffic enforcement is assigned to the Traffic Unit. This section provides additional details concerning traffic enforcement by the GPD, both for the traffic unit, and the other patrol staff.

## Activity

In SDIR Table S4.28, BerryDunn has provided data concerning frequent traffic violations and traffic enforcement efforts of the GPD from 2019 – 2021. Looking at the data in SDIR Table S4.28, BerryDunn notes that there has been a dramatic reduction in traffic enforcement efforts over this period. Traffic enforcement is down by 82.33%, from 16,195 in 2019, to 3,234 in 2020. From 2020 to 2021, the GPD experienced an additional reduction in traffic enforcement of 11.50%. Based on the data in SDIR Table S4.28, speeding, traffic control device, and registration violations are the most frequent violations. Speeding is the only enforcement area that did not decline between 2020 and 2021.

BerryDunn has also provided SDIR Table S4.29, which provides the dispositions for the traffic stops shown in SDIR Table S4.28. The data in SDIR Table S4.29, BerryDunn observes a balance between citations and warnings resulting from the traffic stops at the GPD. As BerryDunn has noted in Figure 4.8, officer-initiated activity for the GPD is comparatively low, as are the corresponding number of traffic stops by the GPD. If the number of officers for the GPD in patrol were 49, and each officer worked 1,700 hours per year, this would equal 83,300 annual patrol hours. As SDIR Table S4.30 shows, GPD officers logged approximately 1,617 hours of traffic stop activity in 2020. Based on these data, GPD patrol officers spend only 1.94% of their time conducting traffic enforcement.

BerryDunn also notes here that in recent years, many police agencies have experienced sharp declines in overall traffic enforcement and citation numbers. Those BerryDunn has interviewed on several projects have suggested that the national climate has discouraged officers from being proactive and writing citations. Despite industry trends or concerns expressed in other studies, BerryDunn notes that traffic enforcement is an important element of public safety, and one that requires continued effort.

It is not BerryDunn's intent to be critical in this observation. Again, the officer-initiated activity of the GPD is comparatively low, and it is BerryDunn's assessment that this is directly related to staffing levels and personnel distribution issues. Essentially, the data in Table S4.28 affirm the challenges of the GPD patrol staff in finding time to perform all of their functions at an optimal level.

## Motor Vehicle Crashes

SDIR Table S4.31 provides the data regarding motor vehicle crashes by type from 2019 – 2021. The total number of crashes has increased by 29.35% over the past three years. Despite the

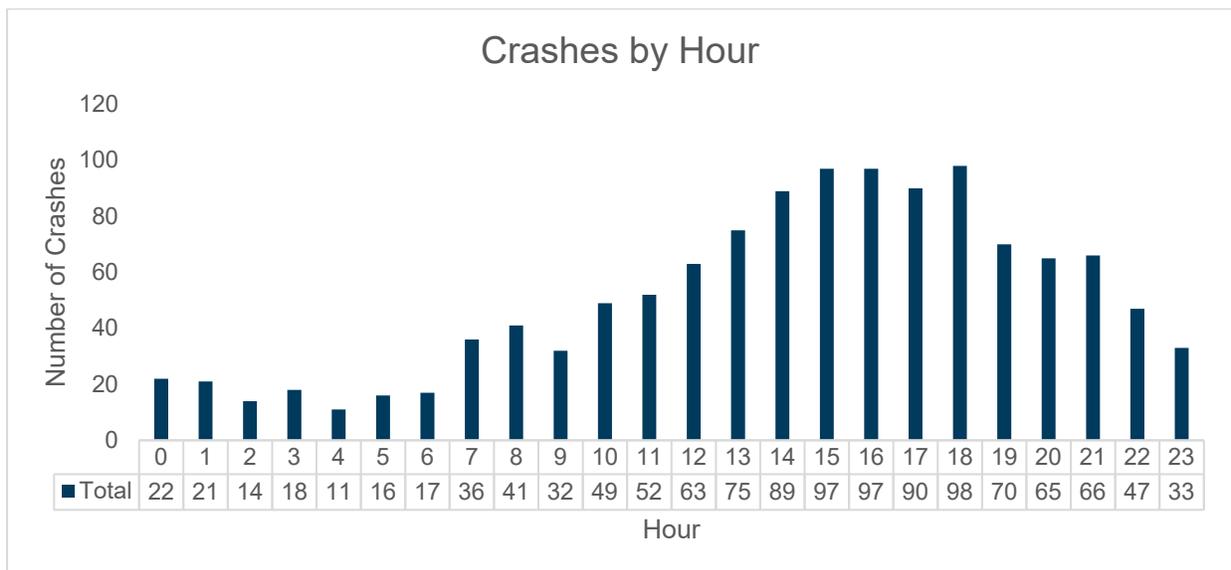
overall decline in carshes, the number of fatal crashes has remained constant, and based on the total number of crashes, is very low.

## Trends

BerryDunn is aware that Gresham is a major city in the Portland metropolitan area, and that the daily traffic volumes are substantial. Accordingly, BerryDunn is not surprised to see the number of motor vehicle crashes reflected in SDIR Table S4.31. As BerryDunn has mentioned, traffic enforcement is an important public safety function, and given the volume of MV crashes in Gresham, the GPD should continue its efforts in this area.

In Figure 4.22, BerryDunn has provided a breakdown of motor vehicle crashes by hour of the day. These data are consistent with the CFS volume patterns reflected in Figure 4.7. In addition, the peaks in crash volumes coincide with commuter times, between 7 a.m. and 8 a.m., and 3 p.m. and 6 p.m.

**Figure 4.22: Motor Vehicle Crashes by Hour**



Source: GPD CAD data (Patrol, Patrol Sergeants, and Traffic Units; 2020 data)

The peak pattern shown in Figure 4.22 is significant, because as BerryDunn has noted, the patrol schedule for the GPD does not conform well to CFS peaks. This is particularly important because MV crashes typically require multiple resources, and they often take considerable time to manage. Based on the data in SDIR Table S4.30, the GPD recorded 2,401 hours of workload associated with MV crashes in 2020. Using the available patrol time for officers as outlined in Table 4.19, MV crashes consume the entire availability (510 hours) of nearly five sworn officers. Much of this effort is occurring at a time when other CFS volumes are also high, which further strains the patrol schedule design and personnel deployments. Again, these data support the need for the GPD to consider adjustments to the patrol schedule to accommodate CFS peaks.

## VII. Alternative Response

As indicated above, based on the current workload, staffing, and patrol personnel allocations, there is a need to augment staffing within the Patrol Division. However, using alternatives to CFS response, such as a Telephone Response Unit (TRU) and an online reporting system, can further reduce the burden on patrol officers, enhancing their effectiveness in the process. The GPD does not currently have an established process to manage incoming CFS, or phone reports; however, they do utilize online reporting. Establishing a TRU and encouraging the use of TRU and online reporting systems by the public would further reduce obligated demands on patrol, and the combination of these efforts would improve officer outputs.

### Online Reporting

BerryDunn evaluated the types of online reports the GPD accepts; these types are outlined in SDIR Table S4.32. BerryDunn observes that these CFS types are consistent with other organizations and industry standards. However, it is possible this list might be expanded, based on the data and outcomes of the Essential CFS Evaluation outlined later in this Section.

BerryDunn also examined the number and types of online reports received by the GPD for 2020. Based on Table SDIR S4.33, the GPD received 1,821 online reports, primarily related to theft, hit and run, and damage to property incidents. Given the average CFS times for the GPD as outlined in Table 4.6, which are nearly one hour per CFS, these reports provide approximately 1,821 hours of obligated workload relief for patrol – equaling nearly four full-time patrol positions, as indicated by the data in Table 4.19. BerryDunn recognizes that online reports require attention from GPD staff; however, this work is less urgent (because no on-scene response is required) and does not require a sworn officer (in most cases) to manage it.

It is likely that with additional community education and encouraging the community to use online reporting, and other alternative CFS response methods, can provide additional obligated workload relief for patrol.

### Essential CFS Evaluation

As noted in the Project Overview, based on a review of various organizational data and onsite interviews with GPD staff and other key stakeholders during the first six weeks of this assessment, BerryDunn identified several GPD operational areas that required prompt attention. BerryDunn detailed these areas in an Emergent Issues Memo provided to the City and the GPD. One of the emergent issues identified by BerryDunn involved conducting an Essential CFS Evaluation, and the following recommendation was provided to the GPD within the Emergent Issues Memo:

As a result of these challenges, the GPD has engaged substantial internal discussion regarding reducing CFS volumes through adjusting their response model and discontinuing their response to certain CFS. BerryDunn learned that the GPD recently began the practice and that it has been met with some complaints and criticism from the community. Although BerryDunn recognizes and shares the urgent need for the GPD to

address their CFS response challenges, and BerryDunn knows the current process involved substantial internal discussion and considerations, the process used by the GPD lacked an appropriate level of external collaboration.

As BerryDunn has expressed to the City and the GPD at various junctures in this project, the best-practices approach to managing such challenges should expand the level of collaboration beyond the walls of the police department. The 21<sup>st</sup> Century Policing Task Force final report explains,

Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

The report states further that police departments should,

Do things with residents in the co-production of public safety rather than doing things to or for them.<sup>17</sup>

Although clearly well-intentioned, the GPD's approach to adjusting its response to CFS did not include a robust collaboration strategy, particularly one that included community input and influence. BerryDunn recommends that the GPD suspend (and reverse) any planned adjustment to its CFS response model, and that the GPD engage a project to strategically conduct this evaluation with substantial input from the department, city and elected leaders, and the community, including its law enforcement and professional services partners.

As noted, BerryDunn believes that answering the question posed regarding alternatives to traditional CFS response will require substantial analysis to inform and guide outcomes and recommendations. The work plan above is a brief sample of BerryDunn's proposed approach to analyzing this type of data, and BerryDunn would expect to expand the overall analysis to all relevant data to assist the GPD in drawing valid conclusions that help form the basis for their findings.

In addition to examining the CAD data for the police department, BerryDunn will leverage a customizable CFS Evaluation instrument as a part of the evaluation process—see Tables 2.2 and 2.3 below. BerryDunn's CFS Evaluation instrument combines numerous evaluative points to provide a full range of areas for consideration in making decisions about police response. It includes community and stakeholder engagement and is customizable to the GPD's needs. BerryDunn believes this tool is an essential element of the project, and completing it is necessary to make an informed

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<sup>17</sup> Final Report of The President's Task Force on 21<sup>st</sup> Century Policing – [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

judgment about possible adjustments to the delivery of traditional police services for the City.

At the City's request, BerryDunn conducted an Essential CFS Evaluation (as provided in Recommendation 4-5). BerryDunn has provided the report detailing that process and the associated recommendations in Appendix B. Within that report, in Section 5.0, BerryDunn provided the following recommendations (see Recommendation 4-6):

- Develop a comprehensive alternative CFS response plan and seek approval from the City Council on the new model
- Establish a TRU
- Add non-sworn personnel (similar to CSOs) to staff the TRU, and to manage other in-person responses that do not require a sworn officer
  - Staffing for the TRU and non-sworn services should consistently cover two shifts per day
- Develop CAD CFS types that clearly categorize certain incidents (e.g., mental health, unhoused)
- Evaluate hybrid and collaborative responses for appropriate CFS types, and identify whether there are existing resources for response, or if these need to be created and/or augmented
- Develop policies and procedures for the diversion of CFS to the TRU, non-sworn personnel, and other external resources; procedures should consider customer preferences and provide accommodations for those, whenever requested
- Train agency personnel, dispatch, and community partners on the new model
- Provide community education on the new model, including the various reporting capabilities, and how to provide feedback
- Monitor the success of the new model and make appropriate adjustments

BerryDunn will not repeat the extensive details of the Essential CFS Evaluation in this section, but notes that establishing a TRU and adding non-sworn personnel for alternative response would require 8 personnel to consistently staff two shifts per day.

## VIII. Patrol Operations

### NIBRS Submissions

During interviews BerryDunn conducted, GPD personnel revealed that records staff spend considerable time and effort manually entering, correcting, and validating incident reports to ensure they are NIBRS compliant. This activity requires records personnel to review reports,

send a large number of them back to patrol for additional information and/or corrections, and make entries and corrections themselves.

BerryDunn also learned through interviews that the RMS system at the GPD is designed to automatically submit NIBRS data, but that numerous errors in the incident report submissions have impeded this process.

Entry of NIBRS data should be occurring at the patrol officer level, and the accuracy of this process should be confirmed by patrol supervisors when reviewing submitted reports. At present, this is not occurring consistently, and the GPD should take steps to correct this issue.

It is notable that NIBRS entry by field personnel is relatively new. Under the prior UCR submission process for submitting crime data to the FBI, this coding occurred at the records level. Accordingly, it is likely there are significant training and NIBRS familiarity issues contributing to this issue.

### Domestic Violence Investigation

Based on interviews with staff, BerryDunn learned the GPD does not currently utilize a lethality assessment program for domestic violence (DV). In contrast to many police calls, a prior history of calls and behaviors is a critical element in understanding DV incidents and in preventing them from escalating or recurring. Recording all possible DV cases is a critical step in developing a full history of events for any future instances.

Although the GPD appropriately documents all DV cases, the GPD also needs to update its DV policy and the associated procedures. Although the GPD policy manual outlines response to DV cases, the policy is in need of revision. The policy does not include a lethality assessment as a part of the DV response protocols, and this a national best practice for law enforcement.

Lethality assessment programs (LAP) were developed as a multi-pronged intervention consisting of a standardized, evidence-based lethality assessment instrument (i.e., survey) and accompanying referral protocol that helps first responders make a differentiated response tailored to the unique circumstances of high-danger victims. The dual goals of the LAP are to educate domestic violence victims about risk factors for increased lethality and to connect them with support and safety planning services. Collaboration, education and self-determination are the touchstones of this intervention. Research also indicates domestic violence perpetrators often engage in additional community violence. Proactively addressing domestic violence through implementation of a LAP can provide improved outcomes of domestic violence survivors, communities at large, and police agencies themselves. The GPD should review all of its DV response protocols with all appropriate stakeholders and develop a revised policy that includes a lethality assessment.

### Non-Consensual Community Contact Documentation

During this project, BerryDunn learned that the GPD does not currently record all police-related incident contact information and their outcomes within the RMS. This makes analysis of these encounters difficult and incomplete and does not support community relationship and trust building. Documentation of complete and consistent demographic data and outcomes of

encounters by police agencies is necessary to provide complete supporting data to assess compliance with laws prohibiting bias-based profiling, address community complaints and concerns, and identify any patterns of behavior which might require intervention. Best-practices dictate that police agencies should record all police-related contacts within their data systems. Collecting this information provides for data analysis and accountability.

To be clear, the GPD does collect and report impartial policing data to the State of Oregon, in compliance with state law. However, the Oregon law and reporting requirements, like many states, have limitations and do not require documentation of all law enforcement encounters within RMS. The GPD has not routinely monitored or evaluated the IPD collected by officers regarding its non-consensual encounters with individuals. Monitoring and evaluating this data is a critical step in identifying possible biased policing patterns, and in developing strategies to correct them.

The GPD clearly prohibits biased-based policing, and there is no indication the GPD engages in biased-based profiling. However, it can be virtually impossible to determine whether biased-based profiling exists during a single encounter, because the intent of the officer is generally the factor that determines if bias was the motivation for an enforcement action. In order to effectively review data to assess biased-based policing practices, a department needs complete data. This means that every officer should document every non-consensual encounter with community members, along with specific actions taken (such as enforcement, frisk, search, handcuffing, use of force (UOF), etc.), because the actions beyond the initial encounter can provide information about possible biased-based policing beyond the initial encounter decision. Such a universal mandate to document all non-consensual encounters need not be burdensome on employees. Existing systems such as warning tickets, RMS-based field contact forms, or even paper field interview forms can be repurposed for these documentation requirements.

As a national best practice, BerryDunn recommends the GPD commit to collecting, assembling, reviewing, and analyzing these data as continued demonstration of its commitment to proactively prohibit bias-based policing.

### Solvability Factors

The GPD should review and revise how criminal cases are reviewed and assigned for follow-up. The case review and assignment process currently utilized by GPD is inefficient, inconsistent, and not clearly understood by all interested parties. Patrol, investigators, and the community lack a clear understanding of exactly which cases will be assigned for follow-up investigation. This leads to inconsistent behavior and diminished trust and faith. Some misdemeanor cases are the precursor to felony cases regarding suspect identification or development of further information or evidence. When these cases are not addressed after initial response and field investigation, the chance to deter future criminal acts is lessened and the public may lose trust in the ability of the police to solve and deter crimes. All cases which are solvable should be pursued for follow-up. BerryDunn expands this discussion in Chapter 6; however, one critical element of case review and assignment involves the use of solvability factors. The GPD does

not formally or consistently engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation. This means that investigations supervisors spend a great deal of time reviewing reports which are never going to actually be assigned for follow-up investigation.

The reality of modern policing is that many calls for service that report crimes to the police do not have actionable leads or likely leads that would make investigation likely to produce a suspect. A great deal of research has been performed on what leads or evidence make a case likely to produce results and when the absence of such leads makes follow-up likely to be unproductive. These conditions are generally called solvability factors, and a weighted algorithmic scale of these factors can provide guidance on the anticipated effectiveness or efficiency of investigative follow-up.

There are numerous variations of this assessment model, but most emanate from the foundational work done by the Rochester, NY, Police Department in the late 1970s. In that study, researchers isolated the common elements present in cases reported to the police that were successfully investigated. From that research, a series of common factors (solvability factors) were identified.<sup>18</sup> By considering whether one or more of these factors is present on any given case, police departments can focus their efforts on cases that have a reasonable opportunity for a successful resolution, and they can close those that are unlikely to be solved even with reasonable investigative effort.

Forwarding a case to investigations consumes time and energy from both patrol and investigations personnel who each must review and dispose of the case. Automated solvability factors deployed within RMS utilize software to make this process more efficient. The reporting officer documents the known factors about the incident, and the RMS automatically classifies and routes the case without investigations personnel having to spend time and energy to receive, review, assess, and dispose of the case.

Solvability factors include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete.

By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. BerryDunn notes that the RMS at GPD has the capability to collect solvability factors, and these can be set as a requirement for criminal incidents. Accordingly, BerryDunn recommends the GPD revise the report-writing and

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<sup>18</sup> Managing Criminal Investigations in Rochester, New York – A Case Study  
<https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=92744>

approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.

## IX. Juveniles and Youth Engagement

Interactions with juveniles are an important element of policing. Positive police interactions with juveniles contribute to improved relationships and trust between the police and youth. Further, programs and projects that contribute to engaging youth in decision-making, problem solving, and collaborative efforts (such as restorative justice, youth courts, and peer interventions) lead to a sense of citizenship and contribute to reducing juvenile crime. This section outlines specific efforts and policies of the GPD that relate to juveniles.

### Policies

Although juveniles are mentioned in various sub-sections within its policy manual, the GPD has only one primary policy that relates to juveniles: Policy 400 Temporary Custody of Juveniles.

This policy describes when a juvenile may be taken into custody and various procedures surrounding juvenile custody. Notably, the policy indicates a preference to releasing juveniles as soon as possible, and holding them only as necessary to facilitate processing, being transferred, or pending release. The policy also governs use of restraints, holding juveniles in secure custody, and when interviewing is permitted.

One best-practice related to juveniles concerns agency policies or practices that encourage alternative dispositions and diversion, in lieu of bringing formal charges against juveniles. The only reference BerryDunn could find to such a practice is in GPD Policy 703.7 Juvenile Citations, which indicates that the juvenile's age, place of residency, and type of offense should be considered before issuing the juvenile a citation.

In addition to policies 400 and 703.7, the GPD also has Policy 501.5 Community and Youth Activities and Programs. This policy outlines that the GPD will engage in the following programs:

- Department sponsored athletic programs (e.g., baseball, basketball, soccer, bowling)
- Police-community get-togethers (e.g., cookouts, meals, charity events)
- Youth leadership and life skills mentoring
- School resource officer
- Police Cadet Program
- Neighborhood Watch and crime prevention programs

Despite the existence of this policy, BerryDunn learned that the only active program for youth engagement with the GPD is the SRO program.

BerryDunn makes a recommendation in Chapter 7 regarding revising the GPD policies for juveniles.

## School Resource Officers and Policing

The GPD has had a long-term partnership and inter-governmental agreement (IGA) with the Gresham-Barlow School District for placement of two SROs for Gresham schools. The IGA specifies funding of two SRO for the nine-month school year. During this project, the City also established a new youth services division that administers a new youth violence prevention program, and this division is also working directly with local school districts.

In conversations with the GPD SROs, BerryDunn learned that there are opportunities to refer juveniles to a mentor or counselor prior to sending them to court. SROs also explained there are other community programs such as SUN, which is an after-school program designed to keep kids engaged, and other opportunities for referrals through Northwest (NW) Family Services. The SROs also described some efforts at restorative justice programs but indicated there is no infrastructure for these programs.

BerryDunn is also aware that at the time of this report, the GPD and school district were dealing with a controversy related to the SRO at the Gresham High School. BerryDunn did not explore this issue in detail, but did hear community comments and concerns about police being in the schools; some expressed they were not in favor of this practice.

BerryDunn notes that done appropriately, SRO programs provide a positive environment for police and youth interactions, and many communities have achieved significant success in providing various services and resources to the school district and to youth.

## Summary

The GPD staffs the Patrol Section with 49 officers who have the primary responsibility for CFS response within the community. These officers are responsible for patrolling the nine designated patrol zones within Gresham.

Due to a variety of factors, the GPD has experienced several staffing vacancies. These vacancies have negatively affected the ability of the GPD to manage CFS volumes, and there is an immediate need to correct this and fill these positions.

Like many departments, certain data, such as report writing time and supplanting volume by non-patrol units are not tracked within the CAD system. Adjusting data-gathering practices in CAD can be an important component of ongoing monitoring of staffing needs and personnel deployments.

In addition to having multiple sworn officer vacancies, BerryDunn's analysis of the GPD workload suggests the need for 16 additional sworn patrol personnel. These additions will optimize patrol staffing and help ensure the GPD is able to respond appropriately to community service demands.

In addition to the need for additional staffing, the current patrol work schedule is limiting the effectiveness of patrol deployments, most notably because it lacks the flexibility to adjust to peak CFS volumes. Adjusting the patrol schedule should aid in balancing resources against

service demands, and also provide ancillary benefits such as reduced overtime, and better availability for officers to take time off.

Due to challenges in managing the CFS volume, the GPD had a need to engage an Essential CFS Evaluation process, to identify possible options for methods to mitigate workloads for patrol, and to refer some CFS to more appropriate resources. The result of that process was identification of a need for a more robust alternative service plan and strategy. Additionally, the recommendations from that process include adding eight non-sworn uniformed personnel to staff a TRU and to respond to other field-based CFS that do not require a sworn officer.

Errors by patrol staff in competing NIBRS entries have resulted in additional and unnecessary work for records personnel. Additional training and accountability by supervisors can help correct this issue.

The GPD is not currently using a lethality assessment for DV investigations. The use of a lethality assessment is a national best practice and helps identify potentially life-threatening conditions for DV victims. BerryDunn recommends the GPD implement a lethality assessment protocol.

Although the GPD collects certain contact data and impartial policing data as required by state law, the GPD does not require collection of contact data and entry of this data into its RMS for all non-consensual police contacts. The lack of this data impedes analysis and monitoring of impartial policing activities for the department.

At present, the process of referring cases for review and assignment by investigations is inefficient. Although there are various components to this process, a key element involves the use of solvability factors within the preliminary investigation process at the patrol level. Using solvability factors helps clarify which cases are potentially solvable, and which are not, and it informs decisions on which cases to activate for investigative follow-up.

The GPD has been experiencing staffing challenges for more than a decade. This has resulted in a certain degree of underreporting of crime and service CFS, and to some extent, frustration from the community. BerryDunn's analysis of all relevant workload data is that the Patrol Section is short by 16 positions, and that filling those positions would optimize the ability of the GPD to respond to the current workload. It is highly likely, however, that the workload BerryDunn analyzed is artificially low, and that the actual number of personnel required to manage it is higher.

## Recommendations

This section provides the ten formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 4.23: Chapter 4 Recommendations**

Patrol Services		
No.	Prioritize Department Hiring	Overall Priority
<i>Chapter 4: Patrol Services</i>		
4-1	<b>Finding:</b> The GPD has experienced substantial turnover, which has negatively affected its ability to manage CFS volumes, and the department is in need of additional staffing to close this gap.	
	<b>Recommendation:</b> The GPD should prioritize hiring additional personnel to supplement overall department staffing. This process should include rapid deployment strategies, the use of sworn and non-sworn personnel, and consider both temporary and permanent solutions.	

Patrol Services		
No.	CAD Documentation and Updates	Overall Priority
<i>Chapter 4 Section III: Calls For Service Analysis</i>		
4-2	<b>Finding:</b> Adjusting how certain activities are recorded within CAD can aid the GPD in understanding its workloads and in calculating future staffing needs. GPD currently employs inconsistent practices for how officers document their time spent writing incident reports originating from community-initiated CFS. The GPD does not have a mechanism for tracking CFS volume that is managed by non-patrol units.	
	<b>Recommendation:</b> The GPD should deploy new CAD codes that clearly designate report writing time, patrol zone, and response to CFS that are managed by non-patrol personnel. The ability to determine how much time officers individually and aggregately spend on various activities is vital in being able to assess resource and deployment needs. BerryDunn has identified that the GPD lacks the ability to track report writing time, and supplanting efforts by non-patrol-designated personnel. Understanding these elements is important as part of the GPD's ongoing evaluation and monitoring of obligated workloads for patrol. BerryDunn recommends the GPD work with the communications center to develop appropriate codes to track these activities. Once determined, the GPD should train its personnel on their use, and work to ensure that staff utilize these reporting codes in the future.	

Patrol Services		
No.	Additional Patrol Staffing	Overall Priority
<b>Chapter 4 Section V: Patrol Work Schedule</b>		
4-3	<p><b>Finding:</b> The staffing levels in patrol are not optimized and do not meet operational demands.</p>	
	<p><b>Recommendation:</b> The GPD should add 16 patrol officers to primary CFS response in the Patrol Section, adjusting this total to a minimum staffing level of 65 officers.</p> <p>Based on a thorough analysis of the obligated workload for patrol, BerryDunn calculates that the GPD needs to add a minimum of 16 officers to the Patrol Section. These additions intend to satisfy obligated workload totals outlined in Table 4.19 within this report.</p> <p>BerryDunn has recommended the addition of various non-sworn personnel within this report, and there is reason to believe that these personnel will mitigate obligated workloads for patrol, as operations and CFS volumes return to pre-pandemic levels. The number of patrol positions recommended presumes the addition of non-sworn field personnel as recommended elsewhere in this report. If those positions are not filled, the GPD would require additional sworn positions, particularly as workload volumes adjust to pre-pandemic levels.</p>	

Patrol Services		
No.	Patrol Schedule Analysis	Overall Priority
<b>Chapter 4 Section V: Patrol Work Schedule</b>		
4-4	<p><b>Finding:</b> The patrol work schedule for the GPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.</p> <p>The patrol schedule lacks flexibility and consistency, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys for CFS or leave time.</p> <p>Because of continuity of scheduling issues, the current patrol work schedule does not consistently align with geographic policing expectations, and this reduces the ability of the department to fully engage COP work in each of the patrol districts and beats.</p>	
	<p><b>Recommendation:</b> The GPD should consider making revisions to the patrol work schedule to maximize efficiency and distribution of personnel.</p> <p>Based on the numerous data provided, it is evident that the current work schedule in use by the GPD is not maximizing the use of personnel. This is due in part to staffing shortages. However, even with full staffing, the schedule lacks the flexibility to adjust to staff leave, it does not minimize overtime, and it is not</p>	

Patrol Services		
No.	Patrol Schedule Analysis	Overall Priority
	<p>aligned to CFS demands and variations of CFS across the patrol zones.</p> <p>BerryDunn understands the complexities in making adjustments to the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not optimally serving the agency or the community.</p> <p>BerryDunn recommends that the GPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.</p>	

Patrol Services		
No.	Essential CFS Evaluation	Overall Priority
<b>Chapter 4 Section VII: Alternative Response</b>		
4-5	<b>Finding:</b> Due to various factors, the GPD is experiencing challenges in managing the CFS volume.	
	<b>Recommendation:</b> The GPD should engage a collaborative process with department staff, city and elected officials, and the community, to evaluate its CFS model and examine possible solutions and alternatives. This process should examine and identify immediate and long-term solutions.	

Patrol Services		
No.	Alternative CFS Response Plan	Overall Priority
<b>Chapter 4, Section VII: Alternative Response</b>		
4-6	<b>Finding:</b> Current staffing levels, workloads, and the national climate on police CFS response provide an opportunity for the GPD to revise its CFS response model and doing so would improve service delivery and reduce obligated workloads for sworn patrol staff.	
	<p><b>Recommendation:</b> The GPD should implement the recommendations provided in the Essential CFS Evaluation, including the addition of eight non-sworn uniformed personnel to staff a TRU and provide non-sworn field response.</p> <p>The recommendations from the Essential CFS Evaluation include the following:</p>	

Patrol Services		
No.	Alternative CFS Response Plan	Overall Priority
	<ul style="list-style-type: none"> <li>• Develop a comprehensive alternative CFS response plan and seek approval from the City Council on the new model</li> <li>• Establish a TRU</li> <li>• Add non-sworn personnel (similar to CSOs) to staff the TRU, and to manage other in-person responses that do not require a sworn officer               <ul style="list-style-type: none"> <li>○ Staffing for the TRU and non-sworn services should consistently cover two shifts per day</li> </ul> </li> <li>• Develop CAD CFS types that clearly categorize certain incidents (e.g., mental health, unhoused)</li> <li>• Evaluate hybrid and collaborative responses for appropriate CFS types, and identify whether there are existing resources for response, or if these need to be created and/or augmented</li> <li>• Develop policies and procedures for the diversion of CFS to the TRU, non-sworn personnel, and other external resources; procedures should consider customer preferences and provide accommodations for those, whenever requested</li> <li>• Train agency personnel, dispatch, and community partners on the new model</li> <li>• Provide community education on the new model, including the various reporting capabilities, and how to provide feedback</li> <li>• Monitor the success of the new model and made appropriate adjustments</li> </ul> <p>BerryDunn adds here that any alternative response plan should include consideration of expanding collaboration and staffing of the GPD specialty units for SCT, NET, and HST.</p>	

Patrol Services		
No.	NIBRS Submissions	Overall Priority
<i>Chapter 4 Section VIII: Patrol Operations</i>		
4-7	<p><b>Finding:</b> Records regularly has to correct National Incident Based Reporting System (NIBRS) entries on criminal incidents, because of errors by field personnel who are responsible for entering them.</p>	
	<p><b>Recommendation:</b> The GPD should take steps to help ensure more accurate NIBRS entry by patrol, to reduce inefficiencies created by numerous errors. The errors prohibiting automated NIBRS submissions are occurring at the field level. These errors could be substantially reduced, allowing for automated</p>	

Patrol Services		
No.	NIBRS Submissions	Overall Priority
	<p>submission, by improved training for those submitting and reviewing incident reports, and by engaging supervisory personnel to ensure correction of any noted errors as part of their report review and approval process. Automating the NIBRS submission process will have a positive effect on the workload in records, which will free up time for the records staff to manage other functions.</p> <p>BerryDunn recommends that the GPD:</p> <ol style="list-style-type: none"> <li>1. Work with records personnel to identify common errors that are negatively affecting automated NIBRS submissions.</li> <li>2. Provide training to staff who submit incident reports to improve the understanding of submission requirements, common errors, and department expectations.</li> <li>3. Require patrol chain-of-command to perform quality assurance review of NIBRS-related data in incident reports, and direct patrol supervisors to only approve incident reports that are free of submission errors.</li> <li>4. Hold staff accountable for proper completion of incident reports, including critical data points required for automated NIBRS submission.</li> </ol>	

Patrol Services		
No.	Domestic Violence Lethality Assessment	Overall Priority
<b>Chapter 4 Section VIII: Patrol Operations</b>		
4-8	<p><b>Finding:</b> The GPD does not currently utilize a lethality assessment program for domestic violence.</p> <p><b>Recommendation:</b> The GPD should revise its policy and practices to expand its DV investigation protocols to include a lethality assessment program.</p> <p>In contrast to many police calls, a prior history of calls and behaviors is a critical element in understanding DV incidents and in preventing them from escalating or recurring. Recording all possible DV cases is a critical step in developing a full history of events for any future instances.</p> <p>Lethality assessment programs (LAP) were developed as a multi-pronged intervention consisting of a standardized, evidence-based lethality assessment instrument (i.e., survey) and accompanying referral protocol that helps first responders make a differentiated response tailored to the unique circumstances of high-danger victims.</p> <p>Research indicates domestic violence perpetrators often engage in additional community violence. Proactively addressing domestic violence through implementation of a LAP can provide improved outcomes of domestic violence</p>	

Patrol Services		
No.	Domestic Violence Lethality Assessment	Overall Priority
	<p>survivors, communities at large, and police agencies themselves.</p> <p>The GPD should review all of its DV response protocols with all appropriate stakeholders and develop a revised policy that includes a lethality assessment</p>	

Patrol Services		
No.	Impartial Policing Data	Overall Priority
<b>Chapter 4, Section VIII: Patrol Operations</b>		
4-9	<p><b>Finding:</b> GPD does not regularly and consistently collect standardized demographic data, such as perceived race and gender, or outcome data (such as searches, warning, citation, etc.) on all non-consensual law-enforcement-related contacts in a single database that is easily accessed for analysis.</p> <p>The GPD has not routinely monitored or evaluated the IPD collected by officers regarding its non-consensual encounters with individuals. Monitoring and evaluating this data is a critical step in identifying possible biased policing patterns, and in developing strategies to correct them.</p> <p><b>Recommendation:</b> GPD should collect subject demographic and encounter outcome data from all non-consensual law-enforcement-related contacts in a centralized database that can be utilized for meaningful reporting and analysis. Best-practices dictate that police agencies should record all police-related contacts within their data systems. Collecting this information provides for data analysis and accountability. Documentation of complete and consistent demographic data and outcomes of encounters by police agencies is necessary to provide complete supporting data to assess compliance with laws prohibiting bias-based profiling, address community complaints and concerns, and identify any patterns of behavior which might require intervention.</p> <p>All departments should collect comprehensive data from all non-consensual law enforcement encounters including, at a minimum, reasons for encounter (e.g., community-initiated or officer-initiated), perceived gender and race, and outcomes of encounter (e.g., cited, arrested, searched, warned, handcuffed). GPD should require documentation of all non-consensual law enforcement encounters to enable meaningful bias-based policing analysis and should conduct that analysis on a regular and transparent basis.</p> <p>The GPD should regularly monitor and evaluate its IPD to identify patterns that reflect possible bias. The OPPD should use the data to assist with development of strategies to correct possible biased policing patterns and monitor the data on an ongoing basis to evaluate the success of operational adjustments implemented to mitigate them.</p>	

Patrol Services		
No.	Use of Solvability Factors	Overall Priority
<i>Chapter 4, Section VIII: Patrol Operations</i>		
4-10	<b>Finding:</b> The review and assignment of cases from patrol to investigations is unclear, inefficient, and inconsistent.	
	<b>Recommendation:</b> GPD should require use of solvability factors by patrol supported by policy that clearly articulates what cases and supporting solvability factors should lead to case assignment for follow-up and centralized investigation. This information should be actively and uniformly communicated to the department and the community.	

# Chapter 5: Community Engagement

This section outlines a variety of efforts by the GPD to engage with the public in various community-oriented policing activities.

## I. Community Policing

BerryDunn had an opportunity to examine the community-policing efforts of the GPD, including discussions with staff and government leaders, a review of the policy and organizational goals of the department, and feedback from community stakeholders. Based on this extensive review, it is evident that community engagement and the concept of community policing are part of the core organizational philosophy of the GPD.

Although there are myriad definitions for community policing, the 21<sup>st</sup> Century Policing Task Force final report explains that “community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.”<sup>19</sup> The report states further, “Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing things to or for them.”<sup>20</sup>

This concept is in keeping with the policing philosophy of Sir Robert Peel, crafted in 1829, that still holds true today, which states:

The police at all times should maintain a relationship with the public that gives reality to the historic tradition that *the police are the public and the public are the police*; [emphasis added] the police are only the members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the intent of the community welfare.<sup>21</sup>

Despite the GPD’s stated organizational philosophy of community policing, managing the workload for patrol consumes nearly all available time for officers, making engagement in meaningful community policing nearly impossible for patrol staff. As BerryDunn has indicated in this report, additional staffing for the Patrol Section will be necessary to improve this condition.

Although patrol staff are limited in their opportunity to engage in community policing, as noted previously in this report, SCT and NET are prime examples of COP and POP, and these programs embody the concepts of community policing and collaborative policing.

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<sup>19</sup> Final Report of The President’s Task Force on 21<sup>st</sup> Century Policing – [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

<sup>20</sup> Final Report of The President’s Task Force on 21<sup>st</sup> Century Policing – [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

<sup>21</sup> [https://www.durham.police.uk/About-Us/Documents/Peels\\_Principles\\_Of\\_Law\\_Enforcement.pdf](https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf)

## Community Policing Philosophy

BerryDunn notes that the leadership of the GPD has been effective and intentional with respect to supporting and establishing relationship-building and basic community policing efforts as an organizational philosophy. Because of its importance to this discussion, BerryDunn has repeated the GPD mission below.

We're committed to providing high-level service through continued community engagement that seeks to improve the quality of life and maintain the safety of our residents. Recognizing that our employees are a critical resource in this commitment to our community, we will strive to ensure that our officers are highly trained, ethically sound professionals who are focused on serving the needs of the community.<sup>22</sup>

The GPD Mission reflects an orientation to community policing, community engagement, and community relationship-building. The clear and formal expression of these ideas, which underpin community policing, is important because they set the stage for what is expected of all members of the organization. However, based on BerryDunn's interviews and observations, and an analysis of the data, those within the Patrol Division have not fully engaged in meaningful community-oriented policing (COP) activities, particularly formalized problem-oriented policing (POP) efforts, primarily due to workload and staffing constraints and a lack of formal training and education on the fundamental application of core COP and POP principles.

Those in patrol whom BerryDunn interviewed said they are aware of the values of the department regarding community policing. When asked, most staff BerryDunn interviewed had a fundamental, but very basic, understanding of COP that focused on how community members are treated and building relationships. Staff described COP in various manners, including treating people with respect and dignity, enhancing relationships, and building trust. Other comments about COP included attending community events and going out of the way to meet people outside of calls for service. Staff understanding of the principles of POP was somewhat more limited than their understanding of COP, although this does not represent a significant hurdle as the concepts and application of POP are well established and uncomplicated to teach.

## Community Policing Training

BerryDunn also asked the GPD about pre- and in-service training for officers on COP and POP. New GPD officers go to a department "pre-academy" conducted by the GPD, then to a regional police academy to receive peace officer certification before transitioning to three or four months of field training. Throughout these three phases of initial training, new employees receive only basic COP and POP training.

To reinforce and develop a uniform understanding of COP, the GPD should explore an expanded formal COP/POP training department-wide, including a regular course in the

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<sup>22</sup> <https://greshamoregon.gov/Police-Department/>

department's pre-academy for all new employees. Additionally, GPD should consider requiring all trainees to conduct a COP/POP project during field training. This practical experience will reinforce the academic lessons from training while requiring PTOs to serve as subject matter experts in COP/POP. The GPD should institute policies and procedures to require documentation of COP/POP efforts and include these activities as performance measures as part of employee evaluations.

## Community Policing Reporting Practices, Evaluations, and Accountability

BerryDunn also asked staff about the documentation associated with officers engaging in COP, and staff told BerryDunn that while employees, especially patrol, have informal community-policing expectations, their daily duties make this a challenge and there are no formal reporting or evaluation mechanisms for community-oriented and problem-oriented policing efforts other. Although some staff were more knowledgeable about COP than others, there is a lack of sophisticated, formal understanding pertaining to COP and POP and the expectations for officers by the department.

It is clear to BerryDunn that the operational philosophy within the GPD is one that promotes and includes an expectation that patrol staff embrace COP ideals, and participate in COP activity, particularly relationship-building. However, because of a number of environmental factors—including the nature of basic officer training and the current staffing levels—the application of these efforts is inconsistent, and they are not thoroughly documented, reviewed, or included in evaluation or appraisal processes. Accordingly, accountability and reporting of these behaviors is limited. In short, there is no reporting mechanism for officers for COP efforts, and because of this, the department lacks substantive details concerning individual and aggregate officer COP activities.

Overall, BerryDunn found substantial evidence that patrol officers enjoy productive relationships with their community but little evidence that individual patrol officers engage in significant active collaborative problem-solving. As noted previously, the challenges of personnel staffing and deployments for patrol provide barriers to leveraging formal collaborative problem-solving efforts between officers and the community. This is not to say that officers do not engage in community policing, and based on staff and community feedback and observations, the department has built meaningful relationships and substantial social capital. However, without a consistent documentation, measurement process, and accountability process, it is difficult to discern the level of success in this regard, either individually or as a department.

Again, it is evident to BerryDunn that the GPD embraces the ideals of community policing, that it favors community policing as a philosophy, and that it engages in a wide range of community-policing efforts. However, the GPD would benefit from providing additional COP and POP training department-wide, reemphasizing the full range of efforts associated with community policing and problem-oriented policing, and establishing a reporting and accountability mechanism for tracking individual and department community-policing efforts.

Tracking COP and POP efforts will certainly help supervisors in assessing the performance of officers in this area. More importantly, this emphasis will help ensure that officers are

consciously working to engage meaningful community-policing outcomes with the public on a consistent basis. Additionally, although BerryDunn recognizes that the current staffing levels and other deployment issues within the Patrol Section have challenged officers to find time to fully implement community policing as a daily strategy, some officers have managed to find time for these activities, even if they are sporadic. However, implementing the recommendations in this report, including the staffing additions, should provide sufficient time for patrol staff to engage in these efforts on a consistent basis.

## Strategic Planning

As noted previously in this report, BerryDunn learned early in this assessment that the GPD does not currently have a strategic plan in place. Although other BerryDunn staff were concurrently developing a citywide strategic plan for the City as part of a separate project, that process was not structured to fully leverage the results of the police operational assessment, which will undoubtedly produce numerous recommendations requiring GPD effort.

Based on BerryDunn's recommendation, the City has contracted with BerryDunn to produce a strategic plan for the GPD. That effort will occur following completion of this assessment.

## II. Community-Based Programs and Partnerships

As indicated above, to promote and engage the community-policing philosophy, the GPD uses a dual approach. The GPD expects all staff to engage in community policing, particularly those in patrol. However, the GPD also has specific units like SCT and NET, who engage in COP activities as a full-time specialization.

Despite the benefits of these units, the GPD does not currently have a person dedicated to identifying, scheduling, and managing community engagement. BerryDunn has provided a recommendation that the GPD merge these duties with a new professional staff PIO position.

As a part of the study, BerryDunn asked the GPD about various events that describe community engagement efforts by the department. Several were mentioned, including, but not limited to:

- Coffee with a Cop
- Neighborhood Watch
- Hosting and attending community meetings
- Actively getting out and meeting people outside of calls for service
- Social media
- Shop with a Cop

Although the stated community engagements represent intentional effort to build and sustain relationships with the community, several staff who BerryDunn interviewed indicated that these efforts have been significantly impeded by the pandemic and staffing issues. It is evident to

BerryDunn that the GPD strongly values the fundamental concepts of community policing and is committed to engaging in significant and intentional community-policing efforts. BerryDunn knows that the above information is not complete; rather, it reflects a partial accounting of COP activities by the department.

It is important to note here that BerryDunn acknowledges and recognizes the department-wide efforts to engage the community to include numerous outreach programs and projects supportive of fundamental values. This level of effort is substantial and commendable, despite recent challenges. In addition, BerryDunn is aware that there are individual officers who, despite workloads and other limitations, engage in individual community-policing efforts quite successfully. The position of BerryDunn is that the GPD is doing a good job of supporting the concept of community in a wide range of values, projects, programs, and outreach opportunities—especially fundamental relationship-building. However, because of current organizational limitations, the collaborative problem-solving aspects of community policing are not being fully realized within the Patrol Section. This is the substantive focus of the recommendations in this topic area from BerryDunn, with full acknowledgement of the good work being done within the department.

## Co-Production Policing

Although it is mentioned in the 21<sup>st</sup> Century Policing Task Force report and the President's Commission on Law Enforcement and the Administration of Justice report,<sup>23</sup> the term *co-production policing* is relatively new, and little has been written about it within the industry. As expressed in the Task Force report, co-production is about engaging in policing efforts collaboratively with the community. Traditionally, police agencies themselves have set the course for policing priorities within the community; however, making these decisions independently and without community input and involvement works against the notion of transparency, and it can foster mistrust and damage relationships. In the past, as the profession sought to evolve, COP became a mainstay for those in law enforcement, as well as a process for communities to gain increased involvement with their police agencies.

However, COP, as often practiced by American police agencies, tends to be mainly transactional with power and authority largely invested in police agencies. Alternatively, co-production policing seeks to rebalance that power dynamic and build authentic partnerships with the community in a way that shares the decision-making authority of policing. More than 200 years ago, the London Metropolitan Police told all its officers that the power of the police in their duties is dependent on public approval, and they should always remember, as Peel said, "The police are the public and the public are the police."<sup>24</sup> Co-production policing seeks to return to this foundation and include the broader community in core decisions about roles,

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<sup>23</sup> <https://www.justice.gov/ag/presidential-commission-law-enforcement-and-administration-justice>

<sup>24</sup> [https://www.durham.police.uk/About-Us/Documents/Peels\\_Principles\\_Of\\_Law\\_Enforcement.pdf](https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf)

responsibilities, strategies, and approaches the police agencies will engage to serve their public safety mission.

Although COP is an effective strategy and true COP involves the entire organization, these efforts often focus on individual issues or problems, leaving out the broader scope of community involvement. Co-production expands the focus of traditional COP and includes a greater level of community participation and involvement in key policing strategies that affect the community. The key distinction is that although COP is informative, interactive, allows for community input, and is often collaborative with regard to problem solving, co-production involves a greater level of *influence and involvement* by the community regarding the overarching policing strategies and priorities that ultimately affect those being served by the police agency.

From a co-production policing perspective, influence and involvement from the community form the foundation for trust and confidence in the police agency and agreement in the processes, procedures, and practices used in pursuit of public safety for those who live in or visit the community. This level of involvement serves as a persistent external accountability process, which helps ensure consistent alignment between community desires and expectations and the actions the police use to meet them. To be clear, co-production is a collaborative process, not an oversight process. It involves working together to cooperatively co-produce public safety, in a respectful and thoughtful manner that places value on mutuality. BerryDunn refers to its approach to this more collaborative notion of community policing as Community Co-Production Policing or CCPP.

As indicated, the GPD already has a strong trust relationship with the community and enjoys substantial community goodwill. However, maintaining those relationships with the community and building upon them through a deliberate process of reform will improve public safety and continue to promote consistent social and procedural justice practices by the agency. There are numerous pathways the GPD can consider in moving toward a co-production policing environment. These can occur in one or more of the following areas:

- Professional Standards/IA Review
- Policy/Procedure Review/Development
- Ordinance Review/Development
- Recruitment, Hiring, and Retention
- Strategic Response Meetings (Data-Driven Policing)
- Training
- Research
- Diversity and Impartial Policing

BerryDunn recommends that the GPD formally adopt a co-production policing model and that the GPD work collaboratively with City leaders and the community to reform police operations

and community involvement through this model. As a starting point, BerryDunn recommends that the City create a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment.

### III. Citizen Complaint Review Board

Based on information provided by staff, the GPD does not have a citizen complaint or review board. BerryDunn notes that developing a co-production policing philosophy, and an accompanying governing body, can provide the framework for meaningful community collaboration and accountability.

### IV. Media

As noted above, although numerous internal staff have served as PIOs in the past, the GPD does not currently have a full-time or dedicated PIO. As BerryDunn has already noted, there are significant benefits from having a dedicated PIO, particularly in providing consistent messaging, and helping to ensure appropriate community engagement. In BerryDunn's experience, typical PIO responsibilities include, but are not limited to, the following:

- Assisting news media personnel in covering routine news stories, and at the scene of incidents with department involvement
- Being available for on-call responses to the news media
- Preparing and distributing news releases on the department's significant activity
- Arranging and assisting with news conferences
- Coordinating and authorizing the release of information about victims, witnesses, and suspects
- Managing communication during a crisis situation
- Coordinating and authorizing the release of information concerning confidential agency investigations and operations, only after approval of the chief of police
- Developing procedures for releasing information in incidents involving multiple government agencies
- Coordinating approval of content for the City/GPD for publications or promotional materials
- Monitoring the department's social media platforms

BerryDunn notes that each of the above-listed items helps ensure appropriate community messaging and improves overall transparency.

Upon inquiry, staff at the GPD described the department's relationship with local media as favorable, noting that the department has worked closely with area media and has worked to be responsive to media requests for information.

## Social Media – GPD

The GPD uses a variety of social media to communicate with the public, including Facebook, Twitter, Instagram, and YouTube. The department has several personnel who are authorized to post to these accounts, and staff who have an interest can forward applicable content for addition to one or more of the sites.

Despite the presence of these accounts, the lack of a designated PIO has resulted in intermittent and inconsistent use of these resources. Additionally, in some cases, reportedly due to the lack of consistent messaging from an authorized PIO and/or the City, the Gresham Police Officers Association (GPOA), which has their own social media accounts, has become a source of information for the community about the GPD. Although the GPOA may be providing relevant and important messaging, they are not authorized to speak on behalf of the GPD, and relevant operational messaging to the community should funnel through appropriate GPD channels.

Overall, the GPD would benefit from developing a comprehensive plan to use multiple formats in their most effective manner, to help ensure robust communications with the community. BerryDunn recommends the GPD task the new PIO with the responsibility to develop a social media and communications plan that clearly and directly supports the department's mission, vision, and goals. The social media and communications plan should outline the use of social media to promote internal and external communication and transparency in a manner that reinforces department mission, vision, and values, as well as guiding policing strategies. BerryDunn also recommends the new PIO work closely with the GPOA on developing mutual messaging strategies.

## V. Problem Solving

As noted above, the GPD engages in deliberate relationship-building and community engagement to address underlying problems that manifest in crime and negative impacts of community feelings of safety. As also noted above, the GPD has an opportunity to increase its organizational and individual understanding of formal problem-solving processes and truly collaborative community policing. It is clear that the core values and philosophy of the GPD have created an atmosphere that is to leverage additional training and exposure to these methods.

To illustrate the types of COP efforts of the GPD, BerryDunn asked the department to identify some problem-solving examples that demonstrate its COP and POP efforts in working with disaffected populations and community problem-solving. The unedited responses are provided below.

## Disaffected Populations: Problem – Solving Example

The Gresham Police Department networked with faith-based and outreach organizations throughout the city as our black and African American communities experienced gentrification from Portland. Already deprived of adequate grocery stores and culturally relevant businesses, this occurrence distressed our Latino and Eastern European communities, causing another fracture in cultural identities. As communities struggled to find each other, Gresham Police worked with ASIS Church, Rosewood Initiative, Beyond Black, Play-Grow-Learn, Rockwood Community Development Corporation, and groups that have since disbanded, in hopes of getting services to the community. While the City is still attempting to find its identity, Gresham is supported by more community-based organizations than ever before, who are investing more services and resources into the community.

## Community Policing Problem – Solving Example

The Gresham Police Department, primarily led by the Neighborhood Enhancement Team, addressed several specific, community livability problems in the past 3 years. Without having to make arrests, or issue citations, NET was able to effectively address problems often found with people experiencing house-lessness, such as illegal camping (aka trespassing), property vandalism and the creation of hazardous conditions on sidewalks and premises open to the public. NET also performed a derelict RV program that virtually eliminated this issue in our city and participated in several dozen camp clean ups. The Traffic Enforcement Team and (citizen volunteers in policing (CVIPs) deployed their speed trailer several times throughout the city, based on citizen request and violation/crash trends. The team also performed hotspot policing, such as crosswalk missions and high-speed enforcement. Gresham Police also participated in all of the community listening sessions, (held at Centennial High School, H.B. Lee Middle School, Gresham High School, and Sunrise Center) they were invited to and hosted quarterly Police Town hall meetings at community centers throughout the city (Mt Hood Community College, Open School, Gresham High School).

BerryDunn notes that both of these solutions provide strong examples of COP/POP efforts by the GPD.

## VI. Community Survey/Feedback

BerryDunn utilized several mechanisms to solicit community feedback regarding the GPD, including a two-question online survey, community stakeholder interviews, professional stakeholder interviews, and a community town hall-type forum. Feedback varied within the different forums and at times, was not consistent. The following provides information from the online survey.

The two-question survey included the questions:

- 1.) What does the Gresham Police Department do well?
- 2.) In what ways could the Gresham Police Department improve?

Between 12/03/2021 and 01/29/2022, the survey received feedback from 84 respondents. Although nearly all respondents replied to both questions. Some responses were quite brief while some were quite extensive. Some offered very specific suggestions for improvement.

## Question 1

In response to Question 1 (*What does the Gresham Police Department do well?*) responses fell into a number of topics, the most common of which can be categorized into two themes.

### PROFESSIONAL

Respondents used a variety of language and examples to articulate that the GPD is professional in the way it provides police services. Comments included that the police are sympathetic, polite, professional, courteous, helpful, and respectful; that they respond to CFS in a timely manner; that they engage the community; and that they actively address homelessness issues, among others. Comments categorized under this theme represent the most frequent observations about what GPD does well.

### STAFFING and FUNDING

The second most common observation about what GPD does well falls under staffing levels and the related topics of funding and support. Respondents remarked in a variety of ways that GPD has provided professional police services despite understaffing and underfunding.

## Question 2

In response to Question 2 (*In what ways could the Gresham Police Department improve?*) responses fell into a number of topics, the most common of which can be categorized into three themes.

### STAFFING and FUNDING

The most commonly noted area requiring improvement, by far, was staffing and funding levels, with at least 33 responses indicating a need to improve staffing and funding levels for GPD.

### EQUITABLE POLICING, DIVERSITY, and REFORM

Respondents made numerous comments about the need for GPD to improve the way it provides police services that fall under the broader concepts of equity, diversity, and reform. Those comments included greater transparency and communication with the community; employing a help/assist approach instead of an enforcement-first approach; improvements to diversity; addressing over-policing of communities of color; improved community policing; and reducing inefficient over-response to CFS.

### ENFORCEMENT

There were numerous comments suggesting GPD should increase its active enforcement of drug laws and quality of life concerns such as homelessness.

BerryDunn notes that each of the noted themes identified in the community survey are addressed in the recommendations in this report.

## VII. Impartial Policing

Recent events underscore the challenges involved in policing a diverse society. They bring to light the need for law enforcement to engage in policing practices that embody the principles of procedural justice, and demand actions and behaviors by officers that ensure fair, impartial, and respectful treatment for everyone.

### Social and Procedural Justice

In the recent past, community members have increasingly taken to the streets nationwide to demand what they deserve as a *starting point*: social and procedural justice. Social justice is an essential component of healthy, effective communities. It is based on a fair and just relationship between individuals and society. Social justice is distinguished by four foundational concepts across a spectrum of basic human needs such as wealth, education, healthcare, safety, opportunities, and privileges:

- Equity
- Access
- Active participation
- Individual rights

Social justice demands that those in the community feel safe—including feeling safe from the police. Feeling safe starts with procedurally-just policing. Any reform efforts must start with an honest acknowledgement of the past and a commitment to improve future performance. Police departments should commit to principles and concepts that share a commitment to the fundamental belief that policing is accountable to the community for its existence, its purpose, and its approaches, and that those approaches should support the welfare of the community as its priority in a fair, equitable way. All policing efforts must be socially and procedurally just and directly accountable to the people who empower the police in the first place—the community.

Procedural justice in policing is the principle that the community's willingness—individually and aggregately—to accept the actions of the police, obey laws, participate in the criminal justice system, and partner with law enforcement to reduce crime and disorder is dependent on the acceptance of policing actions as fair and equitable. Procedural justice consists of four primary pillars:

- Belief in the fairness and equity of the system and processes
- Transparency in actions and communication
- Opportunities for voice and agency (control or influence)

- Impartiality in decision-making

When conducting an operational study—such as the one BerryDunn is undertaking for the City of Gresham—policing strategies, specialized training, and operational standards and practices related to impartial policing and procedural justice are examined. Based on a review of the relevant data and information, BerryDunn found that the GPD has appropriate policies, procedures, and training in place with respect to impartial policing and procedural justice. Furthermore, during the course of the study, and based on the information available and reviewed, BerryDunn found no evidence of biased policing on the part of the GPD. In addition, the GPD has received few biased-based or impartial policing complaints in the past three years (the period of data requested and reviewed by BerryDunn).

## Data Collection and Agency Practices

Staff told BerryDunn that they were required to collect and report certain impartial policing data to the State of Oregon. The GPD provided its available impartial policing data at BerryDunn’s request. The documents, each identified as being pursuant to House Bill 2355, provided various statistical data for the state, and some local data for the GPD. Within one of those reports, there was a table providing the percent of stops by demographic group. BerryDunn collected this data and reconfigured it into Table 5.1.

**Table 5.1: Traffic Stop Demographic Data July 1, 2020, through June 30, 2021**

Race/Year	Stops	Pop.
Asian/Pacific Islander	4.4%	5.3%
Black/African American	14.6%	4.81%
Middle Eastern	0.6%	N/A
Native American	0.5%	1.31%
Latinx	18.1%	21.3%
White	61.84	78.8%

Source: GPD data

The data in Table 5.1 reflect the reported demographics of traffic stops conducted by the GPD between July 1, 2020, and June 30, 2021. BerryDunn added a column in Table 5.1, which indicates population demographics from the most recent ACS report; see Table 1.1.

Looking at the data in Table 5.1, the percentage of stops by race is lower than the community demographic percentage for all categories other than Black/African American. However, the data in Table 5.1 does not include community demographic data for Other Races, and Multiple Races, as expressed in Table 1.1. The demographic percentage of these two categories is 9.77%. Population demographic data is based on expressed race, while impartial policing data is based on perceived race by the officer. As a result, it is likely that the percentage of stops related to Black/African Americans in Table 5.1 includes a significant portion of those who self-identify as being in the Other Race or Multiple Races categories.

Additionally, although examining overall population demographics provides a good baseline for analysis of police activity in relation to community demographics, the transient nature of community members throughout a geographic region can greatly affect population demographics, which can result in data results that may skew in one direction or another. Based on these factors, the data in Table 5.1 do not readily identify policing activity that includes bias.

Despite this conclusion, BerryDunn notes that the data collected and provided to the State of Oregon is minimal, and the GPD would benefit from collecting, monitoring, and analyzing IPD, as recommended in Chapter 4. In addition to collecting and recording all non-consensual contact data within its RMS, the GPD should also review its collection of impartial policing data, to help ensure all relevant data is included. Typical collected data includes the following:

- Race
- Gender
- Age
- Nature of the encounter
- Whether an arrest was made, or a citation was issued
- Whether a search occurred, and whether it was consensual
- If the person was detained
- If the person was handcuffed
- If any force, even if only implied, was used during the encounter

These data, among others, can aid the GPD in monitoring its policing practices, and help ensure that improper patterns are quickly identified, so that corrective measures can be put into place.

As previously noted, BerryDunn requested that the GPD provide data regarding any biased-based policing complaints received over the past three years. SDIR Table S5.1 reflects a total of eight complaints received by the GPD from 2019 to 2021; none of these complaints were sustained.

Because of the current policing climate, many communities and government leaders are keenly interested in BerryDunn's efforts and observations regarding race, equity, and impartial policing as they relate to the police department studied. As indicated above, BerryDunn used several processes to evaluate this area, including examining policy and practices, training, community complaints, and engaging with the community directly in various forums. BerryDunn is confident in the steps the GPD has taken with regard to fair and impartial policing, social and procedural justice, relationship building, and community policing. Although the GPD would benefit from additional impartial policing data collection, the GPD's efforts currently meet or exceed industry standards and best practices.

Based on BerryDunn’s observations, interviews with community members, in-person and virtual group meetings, and survey data, the GPD is generally well regarded by, and has a positive relationship with the community (although counter perspectives were also offered by some). This reputation seems to be, in part, the result of intentional efforts to engage the community and demonstrate responsiveness to its needs. BerryDunn has observed that community engagement and relationships are strengths of the GPD, and these aspects of policing are critical cornerstones of a collaborative public safety environment. BerryDunn considers the relationship between the GPD and the community to be an excellent example of the type of outcome that can be produced through engaging in relationship-building and community engagement.

## VIII. Policy

BerryDunn conducted a general review of GPD policy and found that the department has a detailed policy that clearly prohibits impartial or biased-based policing. However, BerryDunn does recommend the GPD develop and implement a policy that requires documentation of all detentions and law enforcement-related encounters in a manner that is archivable and searchable; and which includes both demographic data and details on officer actions such as frisks or searches, to assist with future analysis of impartial or biased-based policing. The complete policy review can be found in this report in Chapter 7.

## IX. Training

New GPD officers go to a department pre-academy, conducted by the GPD, then to a state-approved police academy to receive peace officer certification. The GPD controls the entire content of the pre-academy but has no control over state academy curriculum. New employees receive basic COP and POP training at the academy through the GPD as part of its pre-academy, post-academy, or through field training.

BerryDunn’s observations reveal GPD’s commitment to the core principles of community policing, and staff members interviewed indicated an enhanced training focus on cultural diversity, impartial policing, and de-escalation techniques in recent years. BerryDunn notes that the GPD has an opportunity to combine these training efforts into an agency-wide and career-long community policing training effort that teaches fundamental concepts, adds increasingly advanced topics (such as procedural justice and data-driven policing), and includes requirements for demonstration of efforts in the field.

## Summary

The GPD has a strong COP philosophy that has been highly successful in many ways, including building strong relationships with the community. However, COP and POP are not being engaged to their fullest potential within the GPD. There are reasons for this, which include a lack of training and accountability for staff to engage COP and POP, as well as staffing challenges that make doing so difficult. The GPD would benefit from adding deliberate attention, training, and accountability to its COP and POP efforts.

The GPD has a presence on various social media platforms. However, the GPD does not have a dedicated PIO, nor a specific and formal media strategy that aligns with department mission, vision, and goals. BerryDunn has recommended the addition of a full-time PIO/Community Engagement professional, and this person should be integrally involved in the development of a communications plan that serves operational objectives and aligns with the department’s overall mission, vision, and goals, and a department-wide strategic plan. This plan should also be developed in collaboration with the GPOA.

As noted in Chapter 4, the GPD should expand its collection of impartial policing data. In addition, the GPD should monitor these data to identify any operational challenges or detrimental community impacts occurring and take steps to remediate those conditions.

Although the GPD enjoys strong positive relationships with the community, there is a pressing need for law enforcement agencies to reform and evolve numerous practices. Co-Production Policing is a model that the GPD can use to strengthen community involvement and influence over the policing practices used to maintain public safety within the City. BerryDunn recommends that the GPD formally adopt a co-production policing philosophy, including implementation of the steps necessary to accomplish this.

## Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 5.2: Chapter 5 Recommendations**

Community Engagement		
No.	Community Oriented Policing Training and Documentation	Overall Priority
<i>Chapter 5 Section I: Community Policing</i>		
5-1	<b>Finding Area:</b> Although new GPD officers receive basic COP and POP training when they are hired, the GPD does not provide COP and POP training to existing staff on an ongoing basis. In addition, there are no formal tracking or measurement requirements for COP and POP activities.	
	<b>Recommendation:</b> The GPD should provide agency-wide training for COP and POP. In addition, the GPD should establish documentation, reporting, and measurement procedures for community-policing efforts, and these should be monitored by GPD supervisors.	

Community Engagement		
No.	Co-Production Policing	Overall Priority
<b>Chapter 5, Section I: Community Policing</b>		
<b>5-2</b>	<p><b>Finding:</b> In general, the GPD has enjoyed a positive reputation within the community, based on its long-standing COP efforts and its overall service to the City. However, national calls for reforming the policing industry, as well as local concerns recently raised, demand an appropriate response. For the GPD, there is a need to build community trust, particularly with traditionally marginalized populations.</p>	
	<p><b>Recommendation:</b> The GPD should expand and formalize its COP efforts and pursue a collaborative model to further community involvement in police decision-making, to build upon and sustain the trust relationship the GPD enjoys with the community, and to develop those relationships where they are lacking.</p> <p>To accomplish this, the GPD should engage in efforts that seek greater community involvement and collaboration in ownership of policing strategies for the City. Both the report from the President’s Task Force on 21<sup>st</sup> Century Policing, and the President’s Commission on Law Enforcement and the Administration of Justice, call for co-production policing.</p> <p>As a starting point, BerryDunn recommends that the City create a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment. The committee should consider possible collaborative pathways and produce a report that outlines areas for further exploration and implementation.</p>	

# Chapter 6: Investigations Services

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The primary function of the Investigations Section is to provide follow-up investigations on a wide range of crimes and to work collaboratively with external partners to provide a professional product that will further the goal of accountability for offenders. The Investigations Section of the GPD has many duties and responsibilities, which include, but are not limited to crimes against persons and property, control of crime scenes, crime scene processing, evidence collection, and forensic examination of scenes/collected evidence.

This chapter provides BerryDunn’s assessment of the staffing needs for the investigations function within the GPD.

## I. Investigations Staffing

The GPD separates investigators into four categories, as shown in SDIR Figure S6.1. The data in SDIR Figure S6.1 represent the staffing levels within the Investigations Section at the time of this study. BerryDunn provides additional information on staffing allocations within this chapter.

Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case. Time spent on cases is not consistent among investigators; in some cases, multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated and which should be suspended or inactivated.

The assignment of current sworn staffing for Investigations is shown in Table 6.1. This includes 1 lieutenant and 3 sergeants who oversee the Section. The remaining 23 sworn officers are assigned to the units listed; however, those assigned to Digital Forensics do not carry a general caseload.

**Table 6.1: Investigations Unit Staffing**

Investigations Unit	Lieutenant	Sergeant	Det. (LT)	Det. (CD)	Totals
General Detective (LT & CD)	1	2	11	6	20
Special Victims Team	0	1	0	3	4
Digital Forensics	0	0	2	0	2
Safe Streets Task Force	0	0	0	1	1
<b>Total</b>	<b>1</b>	<b>3</b>	<b>13</b>	<b>10</b>	<b>27</b>

Source: Police Department Provided Data

This leaves 21 detectives who are responsible for case investigation (excluding supervisors who do not carry a caseload). In addition to the personnel reflected in Table 6.1, at the time of this report, there were several other positions allocated to the Investigations Section:

- 1 sworn Special Victims Team (SVT) – vacant
- 1 non-sworn Digital Evidence Technician – vacant
- 1 non-sworn Crime Analyst
- 2 non-sworn Criminalists (crime scene)
- 1 non-sworn Criminalist – vacant
- 3 non-sworn Senior Police Technicians – vacant

As indicated, SDIR Figure S6.1 provides the organizational structure for the Investigations Section, and Table 6.1 outlines current sworn staffing allocations.

There are many considerations involved in determining investigative staffing, and it is the assessment of BerryDunn that no process fully assesses these needs, due to the wide range of variables. BerryDunn has used a variety of calculations and analyses to draw the conclusions presented here, and the narrative below outlines those findings. Generally, this assessment relies on workload and work outputs, and BerryDunn will examine these further in this chapter. This analysis process also relies on the collective experience of BerryDunn in assessing staffing levels within police agencies, and on national and other comparative data BerryDunn has gathered.

## II. Work Schedules

Investigators for the GPD work a traditional Monday through Friday 40-hour work week. Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that in actuality, investigators are available for less than 2,080 hours. Table SDIR S6.2 shows the number of hours available for GPD investigators is 1,658. Based on several prior studies, the average number of available hours for investigators is 1,677. The GPD number is very consistent with prior study averages.

As noted with regard to patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs. BerryDunn uses this number (1,658) in various calculations in the following sections.

## III. Policies and Procedures

The GPD has an extensive policy manual containing various policies relevant to law enforcement operations. BerryDunn provides a general overview of the GPD policy manual in Chapter 7, along with a series of recommendations. Policies 800 – 817 provide the main operational procedures for the Investigations Section, and outline guidelines relating to

numerous investigative categories including specific case investigation types, victim and witness assistance, confidential informants, and on-call procedures, among other topics.

The proper functioning of a criminal investigations division within a police agency is vital to its operations, second only in importance to a well-functioning patrol division. However, the investigation function, like uniformed patrol, is susceptible to inefficiency and ineffectiveness when not properly staffed. Criminal investigations take considerable time, focus, and effort, and when investigators are overwhelmed with a prohibitively burdensome caseload, it reduces their effectiveness. Accordingly, once appropriate staffing levels in investigations are determined, the department should take appropriate steps to ensure continuous staffing of all positions.

During the review of the Investigations Section, including staff interviews, data analysis, and policy review, BerryDunn noted several areas in need of adjustment. One of the emergent issues identified by BerryDunn involved the need to investigate non-critical criminal cases. The following recommendation was provided to the GPD within the Emergent Issues Memo.

Due to workload volumes, staffing levels, unit structure and assignments, and case triage processes, the investigations section has been forced to prioritize only the most serious or legally mandated cases for investigation. This narrow focus has resulted in the inactivation or closure of many solvable cases. Despite these challenges, the GPD has an obligation to pursue cases that can be solved with reasonable effort.

The GPD should adjust the investigations unit and allocate personnel to exclusively manage and investigate all non-prioritized criminal cases. The GPD should revise the review and assignment of all criminal cases and maximize the use of its personnel, sworn and non-sworn, throughout these processes.

Areas identified for this process include the following:

- Use solvability factors at the patrol level
- Shift initial case review to patrol supervisors
- Conduct follow-up calls on suspended cases using non-sworn staff
- Create and route cases to two investigations categories:
  - Primary investigations (e.g., homicides, child abuse)
  - Secondary investigations (e.g., assault, property, or other persons)
- Have investigation supervisors route cases as appropriate
- Establish a second investigations unit for secondary cases
- Engage crime analyst to review all cases and report any connections

The additional investigations unit should be used exclusively for secondary investigations and should work to ensure that all secondary cases receive appropriate attention.

As with the patrol division, the department should take a position that all investigations assignments are *essential* and backfill any vacancies in investigations from personnel in less-essential roles within the organization whenever possible. GPD should—in conjunction with related recommendation of job task analysis and non-sworn professional staff—identify any

opportunity to provide non-sworn support to criminal investigations such as Victim Services professionals, retired law enforcement investigative support, clerical administrative support, volunteers etc. Supervisors, investigators, and others consistently report that detectives take great pride in supporting victims and doggedly pursuing justice for them. At a very minimum and until alternative support resources can be identified and deployed, all serious persons crimes, including rapes and aggravated assaults, should be assigned and aggressively investigated. The GPD should also conduct a case review, possibly involving third parties, of aggravated assault and rape reports and investigations to ensure adequate investigation.

Although Policy 817 is titled Case Investigations Management, Section 817.2 (b) of the policy states:

The lack of managerial control over the case investigation process leads to many shortcomings, such as inequitable caseloads, improper assignment of cases, incorrect priority decisions, lateness of investigator responses, and lack of continuity. The Gresham Police Department recognizes that the management of cases will provide the best service to the citizens of Gresham.

BerryDunn notes that this provision appropriately states the importance of managing the investigations function, and it outlines numerous challenges that can result from inadequate supervision. Despite this statement of importance, the body of the policy lacks specificity in relation to case closure and case update expectations, and the policy does not outline and establish case review and oversight practices. In addition, although Section 817.4 describes utilizing the Case Management Program, BerryDunn learned that this practice has not been consistent. As BerryDunn will outline further in this Chapter, inattention to appropriate investigations case supervision and non-use of the GPD's RMS have resulted in significant data gaps. These gaps severely limit BerryDunn's ability to quantify investigations workloads. To resolve this issue, and to improve efficient and effective case investigations, the GPD should engage a formal case review process, and ensure appropriate use of the RMS for case assignments, reviews, and closures.

Another procedural issue BerryDunn identified relates to victim notifications. Currently, cases that are not assigned for further follow-up by centralized investigations are suspended, and the victim or reporting party (RP) is not actively informed of cases status. This lack of active communication can lead to confusion, frustration, and lack of trust by victims, and ultimately, a deterioration of feelings of procedural justice. Furthermore, it can actually increase workload, as victims and RPs inquire about case status and investigators have to research and reply.

Online reports that do not meet threshold for follow-up investigation initiate an automated reply to the victim about case status. The GPD should program RMS to similarly notify victims or RPs automatically (or based on an RMS prompt) when cases will not be investigated and the reasons for no investigation. GPD should consider using alternative resources, as described in the recommendation about investigations staffing, such as volunteers, non-sworn administrative staff, victim services professionals, retired officers, and/or limited duty officers, to assist with communicating with victims, witnesses, and others involved in investigations as follow-up.

Those cases which produce additional information that increases solvability for a closed case can be assigned to a patrol officer or investigations as appropriate. The supervisors of patrol and investigation can coordinate which officers will be assigned these cases based on misdemeanor or felony status.

## Procedures

There is a broad and deep sentiment among both GPD patrol and investigations personnel that the District Attorney (DA) is choosing not to prosecute certain types of crimes. This perception has never been directly articulated or documented formally by the DA, according to those same patrol and investigative personnel. However, this perception creates a confusing and inefficient dynamic as officers develop confusion about whether or how robustly a case should be pursued relative to its likelihood to be accepted for charges by the prosecutor. GPD employees report that the DA frequently rejects cases for a variety of reasons, and rejections are passed along informally with no standardized system for documentation, remedy, or return. This means that GPD cannot fix submissions, improve its performance, or analyze rejections for trends or patterns based on feedback from the prosecutor. The GPD should work with the DA to implement a formalized and standardized case review template that enables GPD to understand reasons for rejection of cases, how to remedy insufficient submissions, how to improve the quality of their investigations and case filings and analyze rejections for process improvement.

## Communication

As is typical in most police departments, patrol staff do not currently receive any active or automated notification when a case they submitted for review or investigation is closed. This lack of active communication might inhibit productive two-way exchange of information and lead to a feeling of disconnect between patrol and investigations that inhibits collaboration in a mutually beneficial manner. A simple solution to this problem is for the GPD to create an automated feedback loop to ensure the officer who originated a case handled by investigations is notified about its closure. This system will improve communication between patrol and investigations and help ensure that patrol staff are aware of which cases are being pursued or closed. Open communication of this nature can also lead to improved preliminary investigations, report writing, and ultimately, to higher case-closure rates.

## IV. Workloads and Caseloads

The following section provides various narrative, data, and tables that outline the workload and caseloads of those within the Investigations Section of the GPD. These data emanate from various sources and include CAD and other data supplied by the GPD.

It is important to clearly restate that BerryDunn has concluded that the workload data presented in this section is artificially low, and not representative of actual case assignments and investigative work. BerryDunn will provide additional data and narrative in this section to illustrate this condition.

At the outset of this project, BerryDunn requested three years of case assignment data, and the GPD produced a dataset of all criminal cases for that period. The dataset contained approximately 1,250 records and included assignments to various units within the GPD, not just investigations. As a first step in understanding investigative workloads, BerryDunn has provided SDIR Table S6.3, which shows case assignments for the GPD Investigations Section from 2019 to 2021. Based on the data in this table, the GPD assigned 447 cases for investigation in 2019, and 273 in 2021, which represents a 38.93% reduction in case assignments. BerryDunn elaborates on these data below, but notes that the number of case assignments is low and inaccurate.

In Table 6.2, BerryDunn provides case assignments for 2020-2021, separated by category. The GPD does not staff a Major Crimes Unit independently, but instead uses general investigators to perform the work associated with these cases.

**Table 6.2: Cases Assigned by Year and Unit**

Assignments by Unit	2020	2021	Two-Year Avg.	% Change
Major Crimes (Ancillary Responsibility)	10	22	16	120.00%
General Detective (LT & CD)	271	140	205.5	-48.34%
Special Victims Team	72	76	74	5.56%
Digital Forensics	20	27	23.5	35.00%
Safe Streets Task Force	11	17	14	54.55%
<b>Totals</b>	<b>384</b>	<b>282</b>	<b>333</b>	<b>-26.56%</b>

Source: GPD data

To further analyze case assignment data, BerryDunn turned to the CAD data provided by the GPD. Based on that data, the GPD was dispatched to 18,268 criminal incidents in 2020; see SDIR Table S6.4. An estimated 8,886 of those incidents would not likely involve assignment to investigations, which leaves 9,382 cases that might warrant additional investigation and follow-up. Using the data from Table 6.2, the GPD assigned 384 cases for follow-up in 2020. This represents a mere 4.1% of the criminal volume identified in CAD.

Because initial CFS classifications in CAD oftentimes are changed once officers conduct an initial investigation, it is possible some of the data in SDIR Table S6.4 is incorrectly categorized. To correct for this possibility, BerryDunn examined UCR data submitted to the FBI from the GPD for 2019 (the most recent UCR data available). Using this data, BerryDunn created Table 6.3. This table provides data from nine prior studies, including the number of Part 1 offenses received, the number of cases assigned, and the percentage of cases assigned for each agency. In addition, the table identifies the annual number of cases per investigator, based on the number of assigned investigators for each agency.

As Table 6.3 shows, the percentage of cases assigned per investigator for the GPD is very low, in comparison to the other studies. Additionally, this data also shows that the annual total case volume for each investigator is 21; again, this is comparatively low, and not typical of investigations units.

**Table 6.3: Percent of Cases Assigned - Comparisons**

Prior Study	Part 1 UCR	Assigned	Percent	# per Inv.
1	4,539	1,993	43.91%	105
2	4,106	3,490	85.00%	125
3	2,053	410	19.97%	32
4	469	248	52.88%	41
5	4,065	2,141	52.67%	74
6	15,207	2,583	16.99%	18
7	13,190	3,369	25.54%	45
8	11,614	3,888	33.48%	83
9	2,749	937	34.09%	85
<b>Average</b>	<b>6,444</b>	<b>2,118</b>	<b>40.50%</b>	<b>68</b>
GPD	6,717	447	6.65%	21
<b>+ or - Avg.</b>	<b>273</b>	<b>-1,671</b>	<b>-33.85%</b>	<b>-46</b>

Source: prior studies and GPD data

Using the same UCR data from Table 6.3, BerryDunn created Table 6.4. This table shows the number of Part 1 criminal cases assigned to investigations, as recorded within the GPD RMS.

**Table 6.4: Part 1 Cases Assigned**

Case Type	Reported	Assigned
Rape	126	98
Robbery	113	9
Aggravated Assault	301	27
Burglary	392	6
Theft/Larceny	4,335	5
MV Theft	1,047	3
Arson	29	5

Source: UCR and GPD data

Many staff reported to BerryDunn that the GPD Investigations Section, like patrol, is overwhelmed with work. Several staff explained that many serious cases are not investigated at all, due to capacity issues. BerryDunn acknowledges that there is indirect and anecdotal evidence to support this, both within the datasets analyzed and as reported in staff interviews. However, the data in Table 6.4 indicate a substantial number of criminal cases that are not being assigned for follow-up investigation. Even though BerryDunn has concluded that the number of cases reportedly assigned, as indicated in Table 6.4, is low and inaccurate, it is unquestionable that many solvable cases have been inactivated, due to workload challenges cited.

## Investigations Staffing

In Table 6.5, BerryDunn calculated the average number of hours each investigator has available for each case. This model engages the workload hours available as calculated in SDIR Table S6.2 (1,658), based on Investigations personnel allocations as outlined in Table 6.1, and the number of case assignments by category, as shown in Table 6.2. BerryDunn also notes that because there are no investigators assigned to Major Crime, those 10 cases have been added to the General Detective category in Table 6.5.

**Table 6.5: Investigations Capacity Per Detective**

Investigative Capacity	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Major Crimes (Ancillary Responsibility)	10	0	N/A	N/A	1658.83	138.24	N/A
General Detective (LT & CD)	281	17	17	1	1658.83	138.24	100.36
Special Victims Team	72	3	24	2	1658.83	138.24	69.12
Digital Forensics	20	0	N/A	N/A	1658.83	138.24	N/A
Safe Streets Task Force	11	1	11	1	1658.83	138.24	150.80

Source: calculations from GPD data

\*Current year data

\*\*Reflects personnel assigned who carry a full caseload

As mentioned previously, there are no set standards for case assignments or caseloads, which complicates the process of conducting a workload analysis. However, the GPD numbers reflected in Table 6.5, if accurate, would be critically low in comparison to other agencies. Typical caseloads per investigator range from 10-15 per month, with most expecting case closures within 1-2 months. A more appropriate range for annual cases per investigators would be between 80 and 120.

BerryDunn has also provided Table 6.6, which reflects average hours per case assignment type. This table illustrates that various crimes require very different levels of investigative effort, and it is helpful to have this level of granularity and understanding in managing an Investigations Section. Due to data limitations, BerryDunn cannot perform these calculations for the GPD.

**Table 6.6: Investigative Capacity – Prior Studies**

<b>Investigation Unit</b>	<b>*Average Study Hours</b>
<b>Persons Crimes/Major Crimes</b>	
Crime Against Children	25.44
Child Crimes and Vulnerable Adults	41.91
Crimes Against Persons	24.46
Domestic Violence	11.04
Homicide	561.51
Major Crimes	305.30
Robbery	84.65
Sexual Offenses	58.38
Special Victims	56.20
Violent Crime	24.82
<b>Average Hours</b>	<b>115.76</b>
<b>Property Crimes</b>	
Auto Theft	23.11
District/General Investigations	26.40
Fraud/Financial Crimes	18.47
Homeland Security/Intelligence	31.42
Property	18.34
<b>Average Hours</b>	<b>21.98</b>
<b>Narcotics</b>	
Narcotics and Organized Crime	105.34
<b>Average Hours</b>	<b>105.34</b>

Source: calculations from GPD data  
 \*Table includes data from prior studies

Based on experience, observations, and interviews with investigators and supervisory personnel, BerryDunn knows that other duties and responsibilities consume a substantial

amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, BerryDunn provided an internet-based survey to the investigators. The survey asked investigators to quantify the percentage of time they spend conducting various activities. SDIR Table S6.5 shows the results of the workload question from the survey.

In addition to the data in SDIR Table S6.5 from the self-reported survey that relates to the GPD, BerryDunn has provided supplemental data from additional sources. BerryDunn has averaged self-reported data from several recent studies and included that data in the table. SDIR Table S6.5 also includes data from a national survey of police investigators, conducted by the IACP, using the same survey completed by the GPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and this data has been included.

The comparative data in this table are very useful, particularly because there is a lack of standardized data relating to investigations units. When examining the GPD data against the comparisons, BerryDunn notes that many of the totals are similar, whether compared to the prior study averages or the nation-wide survey averages. The most notable higher reported averages for the GPD (highlighted in light blue) include Investigation and Report Writing.

There are also four areas that are comparatively lower for the GPD. It is difficult to speculate as to why these numbers are comparatively low; however, the allocation of other self-reported Investigation and Report Writing activities is a good indication as to what might be responsible.

It is important to note that the numbers in SDIR Table S6.5 are somewhat subjective and limited, based on how investigators understood the question categories and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts, and whether there are opportunities to add efficiency to those processes.

### Investigations Staffing Summary

As previously noted, BerryDunn has concluded that case activation data available and provided by the GPD is low, and inaccurate. Because of these inaccuracies, BerryDunn cannot perform a full workload analysis for the Investigations Section of the GPD. Despite this limitation, BerryDunn has assessed the totality of the data available, including reported crimes, patrol CFS data, workloads, CFS types, and on-scene times, and concluded that the current allocation of investigators for the GPD is justified for managing the serious crimes occurring within the City. It is BerryDunn's assessment that with additional data and analysis, it is likely workloads would identify additional staffing needs for serious criminal investigations. However, without this data, BerryDunn is unable to make such a recommendation.

Despite the above statement, it is evident to BerryDunn, based on numerous criteria, that the GPD has an imminent need to add personnel to follow up on less critical crimes, particularly Part 1 property crimes, and other Part 2 crimes. BerryDunn has already provided an Emergent Issue recommendation to supplement investigations staff; see Recommendation 6-1. It is BerryDunn's recommendation that the GPD add three investigators to the Investigations Section, for the sole and exclusive purpose of investigating Part 1 property crimes and Part 2

crimes. As with the other general investigators, the GPD should more carefully track case assignments and closures and monitor these data to determine whether it supports additional staff in the future.

## Caseloads and Case Closure Rates

In the same survey in which investigators were asked to quantify and self-report their non-investigative time, BerryDunn also asked them to provide data related to their current and preferred caseloads; their responses are reflected in Table 6.7. There 17 responses from GPD investigators, with 12 self-identifying as Homicide/Violent Crimes investigators, 2 indicating they were in the Other Specialized Unit category, 2 in the Task Force Category, and 1 reporting Vice/Narcotics as their assignment.

As noted above, there are no national standards to determining appropriate case assignment levels. However, the data in Table 6.7 are from nearly 1,000 investigators nationally, are a likely a representative sample of the industry.

**Table 6.7: Self-Reported Current and Preferred Caseloads**

Investigations Caseload	Gresham PD Current	*Prior Studies Current Avg.	National Current Avg.	Gresham PD Preferred	Prior Studies Preferred Avg.	National Preferred Avg.
Fraud/Financial Crimes	No Data	11	18	No Data	9	11
Homicide/Violent Crime	13	13	15	9	7	9
Other Crimes Against Persons	No Data	5	18	No Data	8	12
Property Crimes	No Data	7	18	No Data	10	11
General Investigations	No Data	1	14	No Data	6	9
Other Specialized Unit	5	14	13	11	9	9
Task Force	40	5	10	15	7	7
Vice/Narcotics	5	7	11	5	24	7

Source: Investigations Workload Survey

\*Table includes data from prior studies

The data in Table 6.7 further support BerryDunn’s conclusion that case assignment numbers provided from RMS are inaccurate. For the categories listed, GPD case assignment levels are comparative to the other studies and the national survey. These data demonstrate annual caseloads in excess of 21 per detective.

SDIR Table S6.6 provides additional survey data from the GPD, prior studies, and the national survey of investigators. The top portion of SDIR Table S6.6 reflects responses investigators gave when asked to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. The bottom portion of the table reflects responses

investigators gave when asked to identify what they felt would be an optimal timeline for case closures in the same categories.

As noted previously, the GPD does not have a policy that guides case-closure expectations. As a result, any responses by GPD staff are either based on subjective thoughts and beliefs or perhaps based on anecdotal discussions with others, including supervisors. It is worth mentioning that most responses from GPD investigators suggested the current expectation for case closure—for all investigation types—is over 90 days. This is a significant deviation from prior studies of other police departments and national data collected. Conversely, when asked what the optimal case closure rates should be, GPD investigator responses were highly consistent with prior studies and national data.

## Summary

The Investigations Section for the GPD is led by a lieutenant and three sergeants, with most investigators assigned to general investigations. Although the GPD provided BerryDunn with an extensive dataset outlining its case assignments for the Investigations Section, and BerryDunn conducted numerous calculations from the data, as represented in this chapter, there were significant limitations in the dataset. These limitations include underreporting of case activations and a lack of use of the RMS to manage assigned cases. These conditions significantly impeded quantitative analysis of workloads for the Investigations Section.

The RMS of the GPD has the ability to track and monitor case assignments and progress for investigations. Interviews with investigators and supervisors indicate varied methods of case monitoring. The GPD is not maximizing the use of its RMS to monitor case assignments, and supervisors are not formally and consistently monitoring cases of investigators within the unit. Fully utilizing this system should provide the GPD with additional data to monitor and analyze investigation efforts and staffing needs.

Current workload volumes, staffing levels, unit structure and assignments, and case triage processes have resulted in a narrow focus for investigative personnel, which has resulted in the inactivation or closure of many solvable cases. BerryDunn has concluded that for more serious crimes, the GPD may have sufficient investigators; although better data may improve these findings. Despite this conclusion, there is an immediate need to add three full-time investigators for the exclusive purpose of conducting non-critical investigations (Part 1 property and all Part 2 crimes).

The GPD should re-contact all victims and reporting parties and advise them of case status when the case is closed, an arrest is made, or when it has been submitted for prosecution. The GPD should utilize automated systems for these notifications whenever possible.

The DA responsible for prosecuting cases for the City regularly rejects cases for prosecution for reasons that are unclear. The GPD would benefit from a standardized case submission process, to help understand reasons for case rejection, and to improve criminal investigation and prosecution outcomes.

Based on a full review of the workloads in the Investigations Section, BerryDunn recommends adding three full-time sworn investigators to manage non-critical investigations. BerryDunn is not recommending the addition of any other personnel to the Investigations Section.

## Recommendations

This section provides the five formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 6.8: Chapter 6 Recommendations**

Investigations Services		
No.	Investigation Services and Prioritizing Case Investigations	Overall Priority
<i>Chapter 6, Section III: Policies and Procedures</i>		
6-1	<b>Finding:</b> Workload volumes, staffing levels, unit structure and assignments, and case triage processes have resulted in a narrow focus for investigative personnel, which has resulted in the inactivation or closure of many solvable cases.	
	<b>Recommendation:</b> The GPD should adjust the investigations unit and allocate personnel to exclusively manage and investigate all non-prioritized criminal cases. The GPD should revise the review and assignment of all criminal cases and maximize the use of its personnel, sworn and non-sworn, throughout these processes.	

Investigations Services		
No.	Case Assignment and Monitoring	Overall Priority
<i>Chapter 6 Section III: Policies and Procedures</i>		
6-2	<b>Finding:</b> The RMS of the GPD has the ability to track and monitor case assignments and progress for investigations. Interviews with investigators and supervisors indicate varied methods of case monitoring. The GPD is not maximizing the use of its RMS to monitor case assignments, and supervisors are not formally and consistently monitoring cases of investigators within the unit.	
	<b>Recommendation:</b> The GPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Supervisors should be required to conduct periodic case reviews for all open cases, and to document case reviews and expectations, consistent with department standards on case updates and expected closure dates.	

Investigations Services		
No.	Case Closure and Victim Notifications	Overall Priority
<i>Chapter 6, Section III: Policies and Procedures</i>		
6-3	<b>Finding:</b> The GPD does not have a practice of notifying crime victims and reporting parties of case statuses.	
	<b>Recommendation:</b> The GPD should re-contact all victims and reporting parties and advise them about of case statuses when the case is closed, an arrest is made, or when it has been submitted for prosecution. The GPD should utilize automated systems for these notifications whenever possible.	

Investigations Services		
No.	Case Submission for Prosecution	Overall Priority
<i>Chapter 6, Section III: Policies and Procedures</i>		
6-4	<b>Finding:</b> The District Attorney responsible for prosecuting cases for the City of Gresham, regularly rejects cases for prosecution for reasons that are unclear.	
	<b>Recommendation:</b> The GPD should collaborate with the District Attorney to develop and implement a formalized and standardized case review template which documents reasons submitted cases are not accepted for charging and prosecution.	

Investigations Services		
No.	Investigations Staffing	Overall Priority
<i>Chapter 6, Section IV: Workloads and Caseloads</i>		
6-5	<b>Finding:</b> The Investigations Section is understaffed and requires additional personnel to manage the investigative function for the GPD.	
	<b>Recommendation:</b> The GPD should add three full-time investigators to conduct non-critical investigations, consistent with the prior recommendation in this chapter to add non-prioritized criminal cases.	

## Chapter 7: Operational Policies

BerryDunn conducted a general and limited review of the GPD Policy Manual (policy). Policy is approved by the chief of police and made available to all personnel as detailed below. When combined into a single document, GPD Policy is 692 pages in length without attachments/appendices, and 745 pages with attachments/appendices. Policy is available in a single PDF document, which is word-searchable. Policy is publicly available online on the GPD's page on the City of Gresham's official website. There is a link on the first page of the GPD's portion of the City website. An online search of "Gresham Police Department Policy Manual" returns a link to the policy as the very first search return item. Both of these factors make finding GPD policy easy for a user, internal or external, to find and access. Policy includes a detailed Table of Contents and a comprehensive Index, both of which are clearly structured in an appropriate level of detail.

BerryDunn noted several instances in which a referenced policy was not available, with no explanation, or where references were confusing or redundant. BerryDunn did not review the entirety of policy at the level of detail to discover if there are more of these confusing references, but the existence of the noted omissions in BerryDunn's cursory review, indicates a need for GPD to conduct a thorough review of policy to ensure references are current, correct, and informative.

Overall, BerryDunn found the policy to be comprehensive, professionally written, easy to locate, and generally well-organized (with the exception noted previously) to assist users in locating specific policies for guidance. In addition, upon general review, policy appears to be materially reflective of contemporary police practices in the field.

Policy is produced by GPD personnel in association with Lexipol, a third-party vendor of law enforcement policy models, and states in Section 103.5:

An electronic version of the Policy Manual will be made available to all members on the Internet for viewing. No changes shall be made to the manual without authorization from the Chief of Police or the authorized designee. Each member shall acknowledge that they have been provided access to and has had the opportunity to review the Policy Manual and Special Orders.

GPD is in the process of acquiring an application called PowerDMS that will allow for more robust tracking of dissemination and consumption of the policy manual by all required users.

GPD policy begins with the Criminal Justice Code of Ethics followed by the GPD statements of Mission, Values, and Objectives. Policy includes a statement (103.1) that any manuals, orders, and regulations are rescinded if they conflict with GPD policy. GPD is not accredited by either the Commission on Accreditation for Law Enforcement Agencies (CALEA), a national public safety resource organization that specializes in risk management and risk mitigation, nor by the Oregon Accreditation Alliance (OAA) which exists to "improve the quality of law enforcement and 911 agencies in the State of Oregon." GPD has expressed a commitment to earning accreditation

through OAA and included pursuit of accreditation in the posting that resulted in the hiring of the current chief of police.

The GPD policy manual used in this review appears to be the most instrumental document in governing conduct and procedure for police activities and, therefore, BerryDunn has focused this review on that document. BerryDunn did not review any other possible manifestations of departmental policy or any of the City's policies or procedures other than those included in the GPD Policy Manual by reference and attachment. All GPD employees are required to receive GPD policy in electronic form, acknowledge they have been provided access to policy, and acknowledge they have had the opportunity to review policy. BerryDunn is aware of no other regulatory documents applicable to GPD officers or other employees of the GPD.

For this policy review, BerryDunn focused on three major objectives:

1. The overall organization of the policy manual, with emphasis on a user's ability to easily locate subject matter.
2. The composition of the policy manual in terms of its inclusiveness of relevant and contemporary topics, with emphasis on those orders that are critical to officer safety and accountability, and departmental liability.
3. Whether critical topics provide officers with enough guidance and direction to perform their duties in accordance with departmental requirements.

## I. Critical Policies

In addition to a general review, BerryDunn reviewed policy for inclusion of several specific policy topics in two general categories — high-risk policies and emergent policies. The list of high-risk policies emanates from a study by Gallagher and Westfall, which identified the top risk areas for police departments from a litigation standpoint. According to the research by Gallagher and Westfall, these policy areas combine for 90% of litigation issues against police agencies. Emergent policies are those BerryDunn has identified as important for police operations, particularly as the demands within the profession continue to evolve.

### High-Risk Policies

1. Off-Duty Conduct
2. Sexual Harassment/Discrimination
3. Selection/Hiring
4. Internal Affairs
5. Special Operations
6. Responding to the Mentally Ill

7. Use of Force
8. Pursuit/Emergency Vehicle Operator Course
9. Search/Seizure-Arrest
10. Care, Custody, Control/Restraint of Prisoners
11. Domestic Violence
12. Property-Evidence

## Emerging Policies

1. Crime Analysis and ILP
2. Officer Wellness
3. LGBTQ Policies
4. Impartial Policing (Biased Policing)
5. Unmanned Aircraft Systems

BerryDunn located policies either directly or very similarly titled to all high-risk policy categories or located policies that had sections containing policy direction that addresses the identified critical policies in a relatively consolidated manner. Policy direction on “Responding to the Mentally Ill” is incorporated into GPD policy via reference by attachment to the City of Gresham EOP Functional Annex 8, Medical Operations, Mental Health Services.

Of the five listed emerging policies, BerryDunn found specific policies on four of the five: crime analysis, impartial or biased-based policing, unmanned aircraft systems, and officer wellness. GPD policy does have a comprehensive stand-alone policy regarding working with people who are LGBTQ but does not make reference via the City’s Employee Manual (Article 2.020 Prohibitions Against “Hostile Work Environment Harassment”).

## Off-Duty Conduct

Policy 926 (Off-Duty Law Enforcement Action) is the most comprehensive single policy regarding off-duty conduct and behavior. Policy 926 states, “initiating law enforcement action while off-duty is generally discouraged” and goes on to provide detailed guidance about when and how officers should intervene when off duty. Several other policies (such as 304 Conducted Electrical Weapon, 307 Firearms, and 025 Outside Employment) reference off-duty procedures and expectations. Policy 928 (Employee Speech, Expression, and Social Networking) addresses guidelines for balancing employee expression with needs of the Department. Policy 927 (Employee-Involved Domestic Violence) states that GPD has a zero-tolerance policy for domestic violence by employees of the GPD and directs that “when feasible, a supervisor will respond to any report of domestic violence involving a GPD employee”.

BerryDunn recommends this policy be updated to require a supervisor to respond to all employee-involved domestic violence incidents and that the responding supervisor be at least one rank higher than the employee(s) involved in the incident. BerryDunn also recommends that because there are multiple policies addressing off-duty behavior, off-duty behavior is a critical policy, and it is a policy to which officers often turn for guidance, GPD should develop a single policy that summarizes and references all policies regarding off-duty behavior in a single location for easy reference, consumption, and guidance.

## Sexual Harassment - Discrimination

Policy 503 (Discriminatory Harassment) addresses discriminatory harassment, including sexual harassment and discrimination. Policy 503 also incorporates the City of Gresham Employee Manual Chapter 2 (Equal Opportunity, Discrimination, Harassment, and Disability) policy by reference. GPD Policy 503 prohibits all forms of discrimination, including sexual harassment and retaliation. Policy includes a detailed and specific description of discriminatory harassment, including sexual harassment. BerryDunn recommends GPD update this policy to include specific references about how employees may report discriminatory harassment to the police department, the City, and/or other resources.

## Selection/Hiring

BerryDunn has no comments on this section.

## Internal Affairs

GPD Policy 935 addresses Internal Affairs and administrative investigations. This policy begins with a purpose section which articulates the department's purposes for Internal Affairs, one of which is to "clear any member who is improperly accused". While this is, of course, a goal of any investigation, in GPD policy it is listed above the priorities of correction and accountability. This listing of priorities may send an unintended message about GPD's hierarchy of priorities. BerryDunn recommends GPD review this purpose statement and revise as appropriate to ensure it reflects department values.

Policy states that citizen comment forms will be forwarded to the Office of Chief of Police for review and logging. Citizen Comment Form (Appendix 934A) does not include any place to include the unique tracking number required by policy. BerryDunn recommends GPD include a space for a tracking number and clarify policy to indicate that all complaints (externally or internally generated) will receive a unique tracking number immediately upon receipt and that all complaints will be tracked from submission to resolution.

Internal Affairs Policy 935 states that all internal investigations will be conducted according to Policy 934.7, and Policy 935 includes multiple references to Policy 934. However, BerryDunn found no Section 934 included in policy. Also note that the Citizen Comment Form is included as attachment 934A, but there is no Section 934 in GPD Policy manual. There is no documentation in the available policy if Section 934 is intentionally blank or left out of the

general policy manual intentionally for confidentiality purposes. If there is no such policy, it should be clearly indicated, and references updated. If this policy was intentionally omitted from the available policy, then that should be indicated along with the reasons for its exclusion and information on how that policy can be obtained.

The organization of Subsection 935.9 is unclear. Sub-section 935.9 (a) lists penalties that may be assessed by chain-of-command by number (1., 2., 3.) below sub-section (a). Sub-section 935.9 (b) lists penalties that may be assessed by the Chief or City manager, then lists those possible penalties below by increasing alphabetical designation (c, d, e, etc.). This change in format is confusing and should be updated to be consistently formatted. Furthermore, possible discipline includes both Letter of Admonishment and Written Reprimand, but the nature and distinction of each is not defined.

Sub-section 935.2 (Complaint) states that a Lieutenant or designee can determine that a complaint will not lead to disciplinary action greater than a letter of admonishment and such complaints can be excluded from the procedures required in this policy. While empowering leaders of all ranks to exercise command discretion is admirable, such delegation of an important task like reviewing complaints of misconduct warrants additional internal checks and balances to help ensure discretion is employed consistent with Department values. BerryDunn recommends that the decision to categorize possible discipline on any complaint requires the opinion of at least two levels of command, and/or an independent party like a commander from another area of responsibility or a discipline review committee. Additionally, the classification of all complaints should be independently reviewed periodically, perhaps by an independent party like a discipline review committee.

Sub-section 935.8 (Reportings on Investigations and Finding) details completion of investigation and how disposition (including penalties) will be handled. There is no indication of requirement to conduct a pre-termination, or Loudermill, hearing. A "Loudermill" hearing is part of the "due process" requirement that must be provided to any public employee prior to removing or impacting the employment property right (e.g., imposing severe discipline). BerryDunn recommends that GPD include in Policy 935 the process for conducting such a pre-termination hearing when severe discipline may result from complaint and investigation.

Policy 937 (Citizen Comment Procedure) includes an additional reference to "Citizen Comment Form" and cross-references to it at Appendix 936A. The Citizen Comment Form at Appendix 936A appears to be identical to the Citizen Comment Form at 934A. The Citizen Comment Form is not referred to at all in Policy 936. BerryDunn recommends GPD update these confusing and redundant references.

## Special Operations

BerryDunn has no comments on this section.

## Responding to the Mentally Ill

The only policy that could be located specifically regarding Responding to the Mentally Ill is within the City EOP Functional Annex 8, Medical Operations, Mental Health Services, which is included as an attachment to the GPD policy manual. That policy includes a description of the Trauma Intervention Program and how it can be requested by the Incident Commander in disaster emergency operations. Policy 407 (Temporary Custody of Adults) references a Crisis Intervention Incidents Policy, but no such policy could be located within the broader policy manual under review. Neither the Table of Contents nor the Index includes any easily identifiable reference to responding to the mentally ill, crisis intervention, or similar topics. Policy 614 (Community Caretaking) does include Section 614.4 (Welfare Checks), which briefly describes the need to respond to community members in mental health crisis but gives no guidance on how to handle these calls including de-escalation techniques and/or alternative response options. Considering the high-risk nature of responding to CFS involving mental health crises, BerryDunn recommends GPD develop a unique policy that specifically and clearly articulates policy and procedures for responding to mental health crises in a single place within policy.

## Use of Force

Policy 301 (Use of Force) is clear and thorough with specific guidance on topics such as warnings, de-escalation, duty to intervene, alternatives to force, and supervisor responsibilities. Several other policies provide guidance on topics related to the use of force such as control devices and techniques, conducted electrical weapons, use of deadly force and in-custody Deaths, deadly force review, and firearms. Policy states officers will receive “periodic training” on use of force policy. BerryDunn recommends this policy state more clearly how frequently such training is required and that such frequency should be at least annually. BerryDunn expands on its analysis of GPD use of force policy under the discussion of the National Consensus Use of Force Policy and the 8 Can’t Wait Core Policies later in this report.

## Pursuit/Emergency Vehicle Operator Course

GPD policy includes comprehensive guidance on what constitutes a vehicle pursuit as well as when they are permitted, when they are prohibited, and procedures for conducting pursuits. There appears to be no separate policy addressing training commonly referred to as Emergency Vehicle Operator Course (EVOC), but this policy does include Section 308.9.1 which states that all sworn members will participate in training relative to pursuits. Policy does not require any specific periodic refresher or updates. BerryDunn recommends that GPD update policy to require periodic refresher training on pursuits and emergency vehicle operation which clearly states the time period for required training.

## Search/Seizure-Arrest

Several GPD policies address search and seizure, including but not limited to the following policies: 312 (Search and Seizure), 302 (Handcuffing and Restraints), 303 (Control Devices and

Techniques), 304 (Conducted Electrical Weapon), 307 (Firearms), 402, (Custodial Searches), 404 (Detention and Photographing Detainees), 400 (Temporary Custody of Juveniles), 407 (Temporary Custody of Adults). The only policy that addresses consent searches is Sub-section 603.5 (Searches) within 603.5 (Crime and Disaster Scene Integrity). This section states, “When possible, officers should seek written consent to search from authorized individuals.” There is no other reference to consent searches in policy. Sub-section 404.3 (Field Interviews) includes detailed guidance on conducting non-consensual field interviews, but there is no guidance on conducting consent searches in this section or elsewhere. Consent searches are frequently the source of complaints about disparate treatment. BerryDunn recommends GPD update policy to include specific guidance on consent searches, including a requirement for documenting consent (either in writing or on video) and a process for analytical review of consent searches to identify any potential patterns in outcomes, including effectiveness and equity.

## Care, Custody, Control of Prisoners

GPD Policy includes multiple sections addressing the care, custody, and control of prisoners, including but not limited to the following policies: 302 (Handcuffing and Restraints), 303 (Control Devices and Techniques), 402 (Custodial Searches), 404 (Detention and Photographing Detainees), 400 (Temporary Custody of Juveniles), and 407 (Temporary Custody of Adults). There does not appear to be a specific policy or detailed procedures governing the conduct of consent searches as noted above. BerryDunn understands that GPD documents all non-consensual encounters but recommends GPD include specific and consolidated policy guidance that requires documentation of all detentions and all non-consensual law enforcement-related encounters in a manner that is consistent, archivable, and searchable, and which includes both demographic data and details on officer actions, such as frisks or searches (both consensual and otherwise).

## Domestic Violence

GPD Policy 309 (Domestic Violence) states the department’s values regarding domestic violence, describing response to these calls as of “extreme importance” which “should be considered among the highest response priorities”. Policy 927 (Employee Involved Domestic Violence) states that GPD has a zero-tolerance policy for domestic violence by employees of the GPD. BerryDunn commends the GPD for having a specific policy addressing law-enforcement-perpetrated domestic violence. Survivors often recount that their decision on whether and how to engage the criminal justice system includes a perception of how members of law enforcement, tasked with enforcing domestic violence laws, are held accountable to those same laws. The policy adopted by GPD is a best practice that is not yet commonplace among police departments, and which sends a clear and strong message about where GPD stands; as the policy states, that stance is zero tolerance of domestic violence. Policy states that a supervisor will respond to any report of domestic violence involving a GPD employee “when feasible”. BerryDunn recommends this policy be updated to require a supervisor to respond to all employee-involved domestic violence incidents, and that the responding supervisor be at

least one rank higher than the employee(s) involved in the incident. Policy states that “dual arrests are not required”. BerryDunn recommends enhancing this policy with a statement prohibiting, or at least discouraging, dual arrests in domestic violence investigations, which is consistent with national best practice standards. If dual arrests are not prohibited, any such enforcement action should require—at a minimum—on-scene approval by a patrol supervisor.

## Property/Evidence

BerryDunn has no comments on this section.

## Crime Analysis and Intelligence-Led Policing

GPD has a specific policy, 1200 (Crime Analysis), which details GPD’s stance on crime analysis. GPD alludes to the importance of data-driven or intelligence-led policing approaches in this section of policy, but there is no specific reference to data-driven or intelligence-led policing. BerryDunn recommends expanding the policy addressing crime analysis to include more specific guidance on what tools and products are available.

## Officer Wellness

Several sections of GPD policy address officer wellness, including but not limited to the following policies: 921.7 (Mental Health Wellness Program), 931 (Peer Support Program), 921 (Fitness for Duty), and 1217.1 (Comfort Dog). These policies include information about the departments’ various wellness policies. Policy 921.7 states the Chief of Police is responsible for establishing a mental health wellness program. While some aspects of mental health wellness are addressed in Policy 931 (Peer Support Program) and 921 (Fitness for Duty), BerryDunn recommends GPD consolidate all efforts regarding employee wellness into a single policy that supports the accomplishment of establishing a mental health wellness program as required by Policy 921.7. It may also be in the interests of the GPD to develop a formal wellness program, so that proper and consistent attention is paid to this area.

## LGBTQ Policy

GPD policy includes Gresham Employee Manual Chapter 2 (EEO, Discrimination, Harassment and Disability and Other Accommodations) as an attachment. This policy prohibits making derogatory comments about gay, lesbian, bi-sexual, transgender, questioning, or queer individuals (LGBTQ). GPD Policy 503 (Discriminatory Harassment) prohibits discrimination based on sex, sexual orientation, or gender identity or expression. GPD Policy 502 (Bias-Based Policing) prohibits bias-based policing, which includes inappropriate reliance on characteristics, including sex, sexual orientation, or gender identity or expression. However, policy does not include a specific section on the LGBTQ community. There are practical and operational aspects of engaging people in the LGBTQ community which are appropriate to outline in policy. Those include issues such as person searches, personal pronoun references, detention location (male or female population), and use of restrooms to name just a few. Other considerations

might include a policy relating to staff members who may be in the midst of gender transition. Because of the sensitive issues that surround those within the LGBTQ community, BerryDunn recommends the GPD consider developing a separate policy for responding to this segment of the population.

## Impartial Policing Policy

GPD Policy 502 (Biased-Based Profiling) clearly describes and prohibits impartial policing with specific and detailed guidance on this topic. BerryDunn has encountered no evidence to suggest GPD engages in impartial policing. In order to ensure GPD is able to respond to any future possible concerns regarding this topic, it is vital the agency have adequate information on police encounters. Without comprehensive data on all police encounters, any agency is at a significant disadvantage to provide sophisticated analysis of its performance regarding impartial policing. As noted previously in this report, BerryDunn recommends including a clear and specific policy that requires documentation of all detentions and non-consensual law enforcement-related encounters in a manner that is archivable and searchable, and which includes both demographic data and details on officer actions such as frisks or searches, and that all consent searches require written or video recording affirmative consent.

## Unmanned Aircraft Systems

BerryDunn has no comments on this section.

## Written Directive System

While not included among the high-risk or emergent policies isolated for specific review and comment, it is important to assess an agency's policy regarding structure, distribution, and review. GPD Policy 103 - Policy Manual states:

All members are to conform to the provisions of this manual. All prior and existing manuals, orders and regulations that are in conflict with this manual are rescinded, except to the extent that portions of existing manuals, procedures, orders and other regulations that have not been included herein shall remain in effect, provided they do not conflict with the provisions of this manual; and

An electronic version of the Policy Manual will be made available to all members on the Internet for viewing. No changes shall be made to the manual without authorization from the Chief of Police or the authorized designee. Each member shall acknowledge that they have been provided access to and has had the opportunity to review the Policy Manual and Special Orders. Members shall seek clarification as needed from an appropriate supervisor for any provisions that they do not fully understand.

Policy 103.6 directs the Chief of Police to ensure policy is periodically reviewed and updated, but does not include specific time requirements, and individual policies do not include the

“Effective Date” and “Revised Date(s)” in the policy section. BerryDunn recommends GPD institute a policy that details timing for periodic and regular review of policy individually and aggregately, and that each policy section include, in each policy header or footer, a line for “Last Reviewed and Approved Date” to ensure active documentation of required annual review. BerryDunn noted several instances in which referenced policy was not available without explanation or where references were confusing or redundant. BerryDunn did not review the entirety of policy at the level of detail to discover if there are more of these confusing references, but the existence of the ones identified indicates a need for GPD to conduct a thorough review of policy to ensure references are current, correct, and informative.

## Victim Services/Victim Assistance

While not included among the high-risk or emergent policies isolated for specific review and comment, it is important to assess an agency’s policy regarding supporting victims of crime. GPD Policy includes a stand-alone policy for Victim and Witness Assistance in Policy 805 (which includes a reference to the Oregon Crime Victim Bill of Rights) and a limited reference to Victim Assistance in Policy 309 (Domestic Violence). GPD should be commended for having specific policy on victim assistance and for incorporating the Victim Bill of Rights into policy. BerryDunn recommends the Victim Bill of Rights be clearly detailed in policy and posted throughout the department in places where victims are likely to encounter them, including the department web site, investigations offices, interview and waiting rooms, front lobby, etc.

## II. Analysis of Use of Force Policy – National Consensus Policy

In 2017, amid significant debate concerning variations in use of force practices and policies across the nation, several law enforcement groups convened to develop a model policy that would help improve uniformity regarding police uses of force within the profession. The organizations involved in these discussions included the following:

- Association of State Criminal Investigative Agencies
- The Commission on Accreditation for Law Enforcement Agencies
- The Fraternal Order of Police
- The Federal Law Enforcement Officers Association
- The IACP
- The Hispanic American Police Command Officer’s Association
- International Association of Directors of Law Enforcement Standards and Training
- National Association of Police Organizations
- National Association of Women Law Enforcement Executives

- National Association of Black Law Enforcement Executives
- National Tactical Officers Association

The convening of such a group, and their agreement on a model policy of this nature, is unprecedented within the law enforcement industry. Although there are aspects of the National Consensus Policy that some may disagree with, it is BerryDunn's position that, as a whole, this policy provides strong guidance for law enforcement agencies to consider within the context of their operational policies and procedures. As part of this assessment, BerryDunn evaluated the GPD use of force policy against the National Consensus Policy.

The GPD has a well-written and comprehensive Use of Force Policy (301) with specific guidance on topics such as warnings, de-escalation, duty to intervene, alternatives to force, and supervisor responsibilities. Several other policies provide guidance on topics related to the use of force such as control devices and techniques, conducted electrical weapons, use of deadly force and in-custody deaths, deadly force review, and firearms. This portion of the report is intended to provide information to the GPD concerning areas of use of force policy, which may be valuable to consider in terms of adjusting or revising the GPD policy. Although BerryDunn acknowledges that the National Consensus Policy is very good, BerryDunn also recognizes there are nuances within each agency that call for customization of various aspects of department operations. BerryDunn's recommendation in this section is for the GPD to review this information in relation to its own policy and to consider appropriate adjustments; it should not be construed as a mandate for the GPD to adopt the National Consensus Policy, in whole or in part.

Upon review and using a comparison of the National Consensus Policy, BerryDunn makes the following observations and recommends the GPD consider the following areas for possible adjustments and clarifications to the GPD policy.

The following statements are contained within the consensus policy and, even though GPD addresses some of them in various fashions, they should be clearly and explicitly articulated in GPD policy in the appropriate location:

- Deadly force should not be used against persons whose actions are a threat only to themselves or property.
- GPD policy requires all officers shall receive training on this agency's use of force policy. BerryDunn recommends policy be enhanced to clearly state frequency of recurring training and to require concurrent training on related legal updates; that all use of force training be provided in a manner designed to highlight and focus on techniques for the use of de-escalation techniques; that training include simulation of actual shooting situations and conditions; and that training should enhance officers' discretion and judgment in using less-lethal and deadly force in accordance with this policy.

GPD policy does not specifically prohibit chokeholds, strangleholds, carotid restraints, or other techniques which may involve restraining an individual in such a manner so as to choke or restrict breathing. The National Consensus Policy on Use of Force defines “Objectively Reasonable” as:

***A physical maneuver that restricts an individual’s ability to breathe for the purposes of incapacitation. This does not include vascular neck restraints.***

BerryDunn recommends that GPD update policy to specifically define and articulate a prohibition on chokeholds in all circumstances unless deadly force is authorized.

- GPD policy includes multiple references to the concept of objective reasonableness but does not specifically define it anywhere. The National Consensus Policy on Use of Force defines “Objectively Reasonable” as:

***The determination that the necessity for using force and the level of force used is based upon the officer’s evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.***

BerryDunn recommends GPD adopt this definition and include it in policy.

- The National Consensus Policy on use of force states all officers shall receive training, at least annually, on the agency’s use of force policy and related legal updates. GPD policy states officers will receive “*periodic training*” on use of force policy. BerryDunn recommends GPD policy state more clearly how frequently such use of force training is required and that such frequency should be at least annually.

The following terms are identified within the National Consensus Policy; BerryDunn recommends GPD add or update definitions to reflect these terms more precisely:

- **Less-Lethal Force:** Any use of force, other than that which is considered deadly force, that involves physical effort to control, restrain, or overcome the resistance of another.
- **Excessive Force:** Force which is not objectively reasonable.
- **Exigent Circumstances:** Those circumstances that would cause a reasonable person to believe that a particular action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- **Choke Hold:** A physical maneuver that restricts an individual’s ability to breathe for the purposes of incapacitation. This does not include vascular neck restraints.

- Objectively Reasonable: The determination that the necessity for using force and the level of force used is based upon the officer's evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.
- Warning Shot: Discharge of a firearm for the purpose of compelling compliance from an individual, but not intended to cause physical injury. Warning shots should be clearly and expressly prohibited.

There are definition sections included throughout the policy manual. Users of the policy manual would be better served if it included a single, comprehensive definitions section which would allow easy reference by users, and simultaneously ensure consistent definition and use of important and commonly used terms. The definitions could be repeated in various sections to enhance ease of reference.

## 8 Can't Wait Core Policy Solutions

In addition to the National Use of Force Consensus policy, BerryDunn also examined the GPD use of force policy against the specific core policy enhancement recommended by the 8 Can't Wait initiative. This initiative comes from Campaign Zero, an organization that has been an advocate for limiting police interventions, improving community interactions, ensuring accountability for police officers, and ultimately, reducing deaths that result from police actions.

The website for 8 Can't Wait suggests that more restrictive use of force policies accompanied by comprehensive training, meaningful oversight, and consistent accountability can reduce deadly use of force encounters by police and save lives while promoting collaborative and procedurally just policing; BerryDunn agrees. Indeed, the elements mentioned reflect best practices within the law enforcement industry, and they should be an imperative for every police administrator.

Specifically, the following policies championed by Campaign Zero's #8Cantwait campaign demonstrate the potential to dramatically reduce fatal police encounters:

1. Require all alternatives be exhausted before shooting.
2. Require all use of force be reported.
3. Prohibit chokeholds and strangleholds.
4. Require use of force continuum.
5. Require de-escalation.
6. Require duty to intervene.
7. Prohibit shooting at moving vehicles.

## 8. Require warning before shooting.

BerryDunn has reviewed GPD policy to determine whether it has addressed these eight core policy areas. BerryDunn finds that GPD policy addresses all of them to some extent except prohibiting chokeholds or strangleholds. Although GPD policy does address seven of the eight recommendations, some clarification and enhancement to existing policies may be warranted. It is important to note that the efficacy of these core policy areas is dependent on consistent reporting, oversight, and accountability of the behavior addressed.

### All alternatives exhausted before shooting

Policy 301.5.1 (REQUIREMENT TO CONSIDER ALTERNATIVES AND GIVE WARNING [DEADLY PHYSICAL FORCE]) clearly states, *“Prior to using deadly physical force, if the member has a reasonable opportunity to do so, the member shall...Consider alternatives...and...give a verbal warning.”*

### Comprehensive reporting of all use of force

GPD Policy 301.6 requires that all uses of force be documented promptly, completely, and accurately before the end of the employee’s shift. There is no clear and specific requirement that officers who *witness* use of force must document their observations. BerryDunn recommends policy require employees to report any use of force immediately (and not simply before end of shift) and that policy clearly require any officer who witnesses a use of force to document it thoroughly. BerryDunn recommends elsewhere in this report that the GPD require documentation of all non-consensual law enforcement encounters. While that recommendation is about encounters, not uses of force, it is important associated data to collect to utilize for periodic analysis of both biased-based profiling and use of force.

### Chokeholds and Strangleholds

GPD policy does not specifically address chokeholds and strangleholds. A word search of the entire police found no reference to “choke” or “strangle” or “carotid”, and the only references to “neck” were in reference to CEWs, impact weapons, OC use, and personal appearance standards. BerryDunn recommends GPD clarify policy to specifically prohibit chokeholds and strangleholds using clear definitions and direction.

### Use of force continuum

GPD policy describes the factors to analyze when considering the reasonableness of force and states, *“Officers shall use only that amount of force that is objectively reasonable, given the facts and circumstances perceived by the officer at the time of the event in order to accomplish a legitimate law enforcement purpose.”* GPD policy also requires alternatives and warnings before using physical force when it is reasonable to do so. GPD policy does not, however, specifically describe a model which relates a use of force directly to level of resistance which clearly demonstrates the level of force appropriate based on the level of resistance offered by the subject sought to be restrained. The GPD model is largely informational rather than prescriptive or prohibitive and offers scant detailed guidance of how and when to employ

various techniques. It is important to note that the Use of Force Policy does not, as mentioned previously, specifically refer to the chokeholds, strangleholds, or the carotid restraint hold. Policy should clearly define what these uses of force are and the Department's stance on permissibility of use. As noted above, GPD policy should clearly prohibit chokeholds, strangleholds, and carotid restraint holds. If it is not going to prohibit them, then policy should clearly and specifically limit these uses of force to situations in which deadly force is reasonable. GPD Policy should include more detailed guidance on when types and levels of force are reasonable based on resistance factors.

## De-escalation

GPD Policy 301.2.2 states members *“shall use de-escalation techniques when time and circumstances reasonably permit.”*

## Duty to intervene

GPD Policy 301.2.1 states, *“Any officer present and observing another officer using force that is clearly beyond that which is objectively reasonable under the totality of the circumstances shall, when in a position to do so, intervene to immediately stop or prevent the use of unreasonable force. An officer who observes another employee use force that exceeds the degree of force permitted by law should promptly report these observations to a supervisor. A report of another member using excessive force must be made to a supervisor no later than seventy-two (72) hours after the conduct was witnessed.”* This is a strong and clear policy, and, while the 72-hour reporting period is consistent with requirements of Oregon law, there is no reason GPD cannot impose a more stringent threshold. BerryDunn recommends policy be updated to require all employees report another employee using excessive force immediately instead of within 72 hours.

## Shooting at moving vehicles

GPD Policy 301.5.2 describes shooting at or from moving vehicles as involving additional risk and that it is rarely effective. This policy requires officers to move out of path of approaching vehicle, if possible, instead of firing at oncoming vehicle and permits firing at a moving vehicle only if the officer reasonably believes there are no other reasonable means available to avert the threat of the vehicle, or if deadly force other than the vehicle is directed at the officer or others. Policy clearly states officers should not shoot at any part of a vehicle in an attempt to disable the vehicle.

## Warning before Shooting

GPD Policy 301.4.1 and 301.5.1 both require officers to give a verbal warning before using force or deadly force and to allow a reasonable opportunity to comply if there is a reasonable opportunity to do so.

### III. Policy Advisory Committee

A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency. Indeed, the GPD has an extensive set of guidelines, which BerryDunn finds instructional and functional as contained in the GPD policy. Every new employee is required to acknowledge they have been provided access to the policy and to read it, become familiar with its contents, and maintain current knowledge of policy throughout their employment. An electronic version of the most recent policy is available to all employees.

As noted, GPD has an extensive and thorough policy. Those governed by the rules have a vested interest in the development of the standards for which they will be held accountable and expected to follow. These same individuals often possess significant operational knowledge that leaders can call upon in the development of such processes. It is BerryDunn's belief that those who do the work on a consistent basis have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. Persons in front-line positions often have ideas or suggestions, which, if not for their inclusion in the process, would be unknown to policy makers. Additionally, those involved in the development of those rules will be more likely to understand and embrace them. Consequently, BerryDunn recommends GPD establish a formal committee responsible for review and input on any significant policy change and also for development of new policy. This committee should be made up of a cross-section of operational personnel, including both sworn and professional staff. All significant policy revisions, additions, deletions, or other modifications should be subject to the review of this committee. However, this committee should not completely replace the need to consult with subject matter experts within or outside the department, should the policy require additional review, scrutiny, input, or buy-in from others.

In addition, just as BerryDunn recommends inclusion of those within the department as an advisory arm of policy construction, the GPD should also consistently engage the public in the process of developing or revising critical agency policies. In keeping with the co-production policing philosophy, BerryDunn suggests the GPD adjust current policy and practices to regularly engage the public in policy decisions.

### IV. Redundant, Outdated, or Conflicting Policies

Other than the noted recommendations for policy adjustments or development, BerryDunn did not find any evidence of any materially outdated or conflicting policies.

### V. Risk Management

BerryDunn notes that the policies in place by the GPD appear to meet or exceed national standards. Many of these policies appropriately target high-risk areas, and they are constructed to mitigate these issues.

## VI. Training and Policy Dissemination

Per policy, employees will be provided access to the policy to read and become familiar with its contents. The GPD is in the process of acquiring Power DMS, a software tool that can be used for policy dissemination and tracking of employee review and policy acknowledgement. The use of such a system is a best practice.

### Summary

BerryDunn conducted a general and limited review of the GPD policy with regard to its organization, relevance to industry standards, and key policy areas. Based on that review, BerryDunn noted some policy areas in which adjustments should be considered. BerryDunn recommends that the GPD consider making changes to the policy based on the review provided.

Although the GPD policy describes the process for dissemination of policies to staff, including revisions to policy and submitting policy suggestions, there is no formal process or mechanism in place for regularly developing new policies or for making policy revisions on a continual basis. BerryDunn recommends the GPD establish a policy to address this, including the development of a comprehensive policy review committee. Additionally, BerryDunn recommends that the GPD engage the public on major policy considerations or revisions.

The policy review BerryDunn conducted was general in nature, as are the recommendations. None of the information in this section should be considered legal advice, and BerryDunn recommends that the GPD discuss any policy adjustments with its legal advisors prior to adoption and/or implementation.

### Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 7.1: Chapter 7 Recommendations**

Operational Policies		
No.	Policy Revisions	Overall Priority
<i>Chapter 7, Section I: Critical Policies</i>		
7-1	<p><b>Finding:</b> There are several areas within the GPD policies or procedures that are either lacking, missing, or should be considered for revision.</p> <p>The GPD has a good policy manual that is well-structured and designed, and it provides appropriate and relevant guidance for personnel. However, there are numerous policies the GPD should examine for completeness, modification, or</p>	

Operational Policies		
	creation.	
	<b>Recommendation:</b> The GPD should review BerryDunn's findings and recommendations concerning department policies and consider adding or amending policies based on that review.	

Operational Policies		
No.	Policy Development and Review	Overall Priority
<i>Chapter 7, Section III: Policy Advisory Committee</i>		
7-2	<p><b>Finding:</b> Although the GPD often seeks input on policy revisions and development, this process is not formally defined and the GPD does not have a formal collaborative policy development and review process.</p> <p><b>Recommendation:</b> The GPD should establish a standing policy development and review committee comprised of a diverse membership that is representative of all internal stakeholders. The GPD should also consider engaging community members in this effort as a pathway supportive of collaborative co-production policing efforts.</p>	

# Chapter 8: Data, Technology, and Equipment

During the course of this assessment, BerryDunn asked staff about the availability and use of technology within their work processes. BerryDunn found that although officers embraced the technology available to them—and, in fact, hoped for system enhancements that could improve their capacity to perform their jobs—the current technology in use by the department could be improved. This is true for both the equipment and software used by the department.

## I. Data and Technology

### Software

The backbone of all effective police data functions is a robust RMS. Police agencies with a good RMS that is integrated with other field technologies are able to create operational efficiencies that save time and effort for staff. Proper use of these systems can be valuable in assessing a variety of police functions, and they can help agencies combat crime more effectively. During this assessment, BerryDunn learned that the GPD has a good RMS, and generally, the GPD is making good use of several components and features available within the RMS. However, as noted previously in other chapters of this report, some of the procedures related to data collection, investigations case-routing, review, and monitoring, are not automated or functioning in an optimal manner.

All modern RMS have broad functionality, and in most cases, this functionality exceeds the needs of the police department. However, most police agencies do not take full advantage of the capabilities of the RMS as they relate to the needs of their departments. However, as mentioned in other sections of this report, some of these functions are not in place. The GPD is fortunate to have a qualified staff who have a strong operational knowledge of the RMS, its functions, and how these could be configured to benefit the department. BerryDunn encourages the GPD to leverage its staff in optimizing RMS and field technology operations.

To aid departments in recognizing baseline RMS functions, BerryDunn has created a brief list of functions the RMS should be configured to perform. This list is included in SDIR Appendix Table E.2. The RMS for the GPD is set up for many of the functions listed in SDIR Appendix Table E.2, but others still require attention; SDIR Appendix Table E.2 provides a list of baseline functions. BerryDunn expects that the GPD will thoroughly and carefully examine all of its business practices to determine whether improvements can occur by leveraging the functionality of the RMS.

### Integration with CAD

The RMS in use at the GPD is fully integrated with CAD and mobile, and these systems are able to transfer data. This integration includes the ability of officers to query various information from CAD and RMS from the field. However, due to current reporting practices, the information returned from these queries might be limited. To date, the GPD has not required name and outcome entries within the RMS for incidents that do not result in a need to develop an incident

report. Generally, following a CFS, officers will append the CAD record and add notes, including persons contacted. However, because this data is in CAD, and not in the RMS, it is not searchable. This significantly limits GPD personnel in the field, and BerryDunn has already recommended a revision to this practice in Chapter 4 (see recommendation 4-9).

As BerryDunn has recommended, the GPD should be collecting CFS data on all non-consensual law enforcement contacts, and this information should be stored within the RMS. BerryDunn learned that although the CAD and RMS systems are interfaced, data transfer between the two systems occurs manually, and only when an officer chooses to generate a report in RMS. If the officer chooses to do this, they can export the CAD data to RMS and start an incident.

Given that it is a newer system, the GPD's RMS likely has the capability of automatically capturing all CAD data upon generation of a CAD record. If so, this configuration setting, once activated, will generate a record within RMS for all dispatched CFS. In turn, officers can access the RMS file and append the incident, as appropriate. Again, this is a best practice standard within the industry, and as the GPD moves toward documentation of all law enforcement contacts, the GPD should seize this opportunity with its RMS vendor.

## Field Technology

As part of this assessment, BerryDunn asked the GPD to complete a technology survey designed to capture the field-reporting capacity of the law enforcement agency. The maximum score for this instrument is 100, or 115, when possible bonus points are included. The GPD had a 94 base score, with an overall total of 96, see SDIR Table S8.1. This is the highest score BerryDunn has observed in similar assessments and indicates a strong focus on using field technology to improve the effectiveness of officers in the field.

Although the GPD has a significant number of progressive technological tools and resources available, the recent change to a cloud-based RMS has interfered with some field technology functions that were previously working (e.g., e-citation). Because of the importance of functional technology, the GPD should create an internal technology committee (including records staff) and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency.

BerryDunn recommends that, once formed, the GPD technology committee evaluate the full technology inventory, starting with the items listed above. In addition, BerryDunn has created a table that outlines field technology recommendations, and this is included in SDIR Appendix Table E.1. BerryDunn also recommends that the GPD review this information in conjunction with its overall technology review and assessment.

## Equipment and IT Support

During this assessment, many staff members informed BerryDunn that they have experienced challenges in obtaining support from information technology (IT). The examples provided include difficulty and rigidity in acquiring and implementing needed software, lack of timely

replacement of non-functioning equipment (particularly critical desktop computers needed for report writing), and general issues in obtaining support for IT matters.

The importance of functional technology for the GPD cannot be overstated. As police departments are asked to do more with less, technology has become a critical force multiplier, providing critical efficiencies, particularly for field staff. It is important that the City recognize this imperative, and that it provide appropriate support to the police department and its staff. Given the reported challenges from the GPD, BerryDunn recommends engaging a collaborative process to identify any IT needs, whether software, equipment, or support-related, so that City IT can develop a strategy to provide appropriate support.

## II. Crime Analysis

During this assessment, BerryDunn examined the capture, analysis, and use of crime and response data within GPD. Using a data-driven philosophy to inform policing and personnel deployment strategies has become a standard throughout the policing industry, and these processes have proved to contribute to the effective and efficient use of organizational resources. Utilization of a professional a performance measurement and accountability management system is supportive of both community-oriented/problem-oriented policing and data-driven/intelligence-led policing strategies because it imposes accountability for outcomes on department personnel. The use of data in the deployment of police resources and personnel is referred to as Intelligence-Led Policing (ILP), and this has become a best practice in modern law enforcement. ILP broadly consists of gathering information or data, converting that information/data into usable intelligence through analysis by trained professionals, and then using that intelligence to guide decision-making by executives and commanders to positively influence public safety objectives that support the mission of the department and the needs of the community.

It is important that the GPD utilize its available technology appropriately and use data and intelligence in decisions and deployment strategies. However, the department also needs to develop a culture of data-driven decisions and ILP at all levels. Although it is important for the chief and other department personnel to use data to make operational decisions, ILP calls for officers at all levels to use data to make decisions, solve community problems, and solve crimes.

BerryDunn is aware that the GPD has a desire to engage ILP strategies more effectively, and that the GPD has held crime-abatement meetings in the past. However, the GPD has not formally, intentionally, and consistently used data, intelligence, or quantitative methods in an organized or meaningful way. Additionally, at the time of this study, GPD had not formally developed an operating performance measurement and accountability management system (often referred to as CompStat). In order to do this most effectively, the GPD needs to receive specialized training for command staff and analysis professionals, deploy more deliberate use of data, understand how to develop data into intelligence, identify best practices for implementation, and identify and employ performance metrics that support top-level strategic goals and department vision.

As mentioned previously, GPD has a crime analyst for the department. Although the department has sporadically used some crime data in developing its policing strategies, there are significant opportunities to improve the use of data for ILP. To assist the GPD in further developing its ILP program and strategy, including the use of crime meetings, BerryDunn has provided an extensive sub-report on this topic, which can be found in SDIR Appendix F. BerryDunn recommends that the GPD use this resource to further refine and develop its ILP philosophy, along with the appropriate policies and procedures to help ensure that it is prioritized as an element of the operational culture of the organization.

## Data Driven Approach to Crime and Traffic Safety (DDACTS)

The Traffic Unit does not utilize data or intelligence for either deployment or analysis of effectiveness in its response to traffic safety problems. Community members frequently report traffic safety as a significant concern. GPD re-assigned Traffic Unit personnel to patrol duties on January 1, 2022, due to general department staffing shortages. Employees report they are not able to consistently perform traffic safety education or enforcement operations. There is no utilization of data analysis or application of intelligence to traffic safety problems and response, such as Data-Driven Approaches to Crime and Traffic Safety (DDACTS), and no use of meaningful measures of effectiveness, GIS, or heat mapping.

The National Highway and Traffic Safety Administration endorses and supports DDACTS as a best practice, stating:<sup>25</sup>

(DDACTS) is a law enforcement operational model... (that) integrates location-based traffic crash, crime, calls for service and enforcement data to establish effective and efficient methods for deploying law enforcement resources. By identifying areas through temporal and spatial analysis that have high incidences of crashes and crime, DDACTS employs highly visible, targeted traffic enforcement to affect these areas. This model affords communities the dual benefit of reducing traffic crashes and crime, thus reducing overall social harm. Drawing on the deterrent value of highly visible traffic enforcement and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crashes, crime, and social harm in communities across the country. The model's focus on the collaboration of law enforcement with citizens, communities, businesses, and community organizations reinforces the crucial role that partnerships play in reducing social harm and improving quality of life. Building on this collaboration, DDACTS positions highly visible, strategic traffic enforcement in the exact areas and at the exact times that police services are most needed. DDACTS ensures accountability and provides a dynamic, evidence-based problem-solving approach to crashes and crime. This approach, grounded in community-oriented and evidence-based policing, suggests that time and place-

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<sup>25</sup> "National Highway Traffic Safety Administration DDACTS Operational Guidelines" ([www.nhtsa.gov](http://www.nhtsa.gov))

based policing, "...as opposed to [traditional] person-based policing, is more efficient as a focus of law enforcement actions; provides a more stable target for law enforcement activities; has a stronger evidence base; and raises fewer ethical and legal problems.

Regardless of whether there is a dedicated Traffic Unit or whether traffic enforcement falls to patrol, GPD should develop a plan to utilize crash, traffic, enforcement, and other data to intelligently determine when and where to conduct traffic enforcement to contribute a response that most efficiently and effectively supports reductions in crashes and injuries while also contributing to deterrence of non-traffic crimes to the extent possible. This is particularly vital when staffing levels are such that they preclude specialized traffic safety efforts and leave little time and resources for traffic safety efforts by general patrol. The effective use of data and intelligence, through an approach like DDACTS, offers the hope of leveraging data and intelligence to make reduced patrol resources more efficient and effective at both traffic safety and crime deterrence.

### III. Department Equipment

During this assessment, BerryDunn had an opportunity to discuss the equipment available and in use by the department, and to discuss facilities, space utilization, and fleet issues with officers.

Numerous officers and staff commented to BerryDunn positively about the equipment available to them. This included vehicles, personal equipment, department equipment, and technology. Although some commented that certain equipment could be improved, particularly with regard to technology, most reported they had sufficient equipment to do their jobs, even if they felt an upgrade would be helpful. Also, as previously recommended, there is a need to perform a technology needs assessment with staff to close any noted gaps.

Based on the interviews with staff and BerryDunn's observations, the firm did not identify any unmet equipment or facility needs.

### V. Fleet Management

BerryDunn had general discussions with several staff regarding the GPD's fleet of vehicles. Staff explained that vehicle maintenance is appropriate, and replacement occurs as a result of analyzing vehicle age, mileage, and repair costs. Although this is the typical process, replacement relies on the availability of vehicles to replace those being cycled out of service. This process is highly susceptible to budgetary fluctuations at the City level, which can affect whether the department is able to keep up with vehicle replacement demands. Accordingly, it is important the department closely monitor its fleet needs, and diligently budget for replacements.

BerryDunn asked the GPD to provide information regarding its fleet of vehicles. These data are presented in SDIR Table S8.2. The GPD has a wide range of vehicles available within its fleet, including dedicated patrol cars and motorcycles, and unmarked and specialty vehicles. At the time of this study, BerryDunn became aware that the department was exploring and moving

toward take-home squad cars. BerryDunn notes that this can be an important retention factor for departments, particularly those that are experiencing high attrition rates.

BerryDunn also asked the GPD to provide data on its budget for fleet acquisition and replacement. These data are presented in SDIR Table S8.3. The data in this table reflect a five-year budget for fleet replacement, which is typical with most police agencies. This budget appears to meet the needs of the police department, but would likely be in need of adjustment, should the GPD move to a take-home squad car program for its personnel.

BerryDunn recognizes that fleet maintenance and budgeting is a challenge. Police vehicles, particularly patrol vehicles, are costly to acquire and to maintain. However, as with many other operational functions, efficient fleet management optimizes these costs and helps ensure that staff have reliable vehicles to use in their activities. For a police department operating in a city the size of Gresham, the need for a large operational fleet is critical, and delaying vehicle purchases tends to increase per-mile costs. BerryDunn notes that an equipment replacement fund for police vehicles is a way to balance annual costs and more efficiently manage fleet operations, and the City should move toward establishing a fund of this nature.

## Summary

Although the GPD has significant technology at its disposal, support from IT has been a challenge and there are unmet needs in this area. The GPD can improve this area by engaging the IT department in a technology needs assessment and utilizing the results to outline a strategic plan to meet current and future needs.

Field technology available to the GPD is robust, but due to recent adjustments to its RMS, some of this technology is not functional. This is an area that should be corrected by IT staff, and if necessary, in collaboration with the appropriate software vendors. For additional context, BerryDunn has provided information to the GPD for consideration for field technology use as well as RMS configuration. To help ensure improvements to these areas, the GPD should carefully monitor and track critical functionality needs for technology and the RMS and engage a new technology committee to move these initiatives forward.

The GPD has not intentionally developed data-driven and ILP practices. Implementing these processes and adjusting current protocols and practices concerning ILP would improve service delivery. To assist the GPD in developing a thorough ILP and crime-meeting strategy, BerryDunn has included a white paper that outlines the common elements of these systems in SDIR Appendix F of this report. In addition to ILP practices, BerryDunn recommends the GPD also utilize data from a DDACTS perspective. This process will help focus efforts of field personnel and contribute to improved outcomes.

Based on staff interviews, the GPD is well equipped and has no immediate equipment or facility needs.

## Recommendations

This section provides the three formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 8.1: Chapter 8 Recommendations**

Data, Technology, and Equipment		
No.	IT Equipment and Support	Overall Priority
<i>Chapter 8, Section II: Crime Analysis</i>		
8-1	<b>Finding:</b> The GPD has struggled to obtain IT support from the City, including difficulties in obtaining required hardware, software, and other IT needs.	
	<b>Recommendation:</b> The GPD should collaborate with City IT to develop and distribute a questionnaire for system users within the GPD, that seeks to identify any equipment, software, or current and/or ongoing IT needs. The GPD should collaborate with City IT to evaluate the results of the survey, and to develop an IT support plan for the next 24 months, to address pressing IT needs.	

Data, Technology, and Equipment		
No.	Use of Data and Intelligence	Overall Priority
<i>Chapter 8, Section II: Crime Analysis</i>		
8-2	<b>Finding:</b> Although the GPD has a desire to use crime and intelligence data proactively, the GPD has not consistently utilized data or intelligence in a deliberate or meaningful way to improve effectiveness or efficiency, and the GPD has not been a data-driven organization.	
	<b>Recommendation:</b> The GPD should pursue a robust performance measurement and accountability management (CompStat) system utilizing the support and resources provided by BerryDunn. The GPD should formally adopt a data-driven philosophy supported by ILP. That philosophy should incorporate best practices in data use by police agencies and should include an operating performance measurement and accountability management system.	

Data, Technology, and Equipment		
No.	DDACTS	Overall Priority
<i>Chapter 8, Section II: Crime Analysis</i>		
8-3	<b>Finding:</b> The GPD does not use data or intelligence to inform its traffic safety problem-solving efforts.	
	<b>Recommendation:</b> The GPD should study and implement DDACTS as a way to leverage data and intelligence to improve the efficiency and effectiveness of its traffic safety problem-solving and crime deterrence efforts.	

# Chapter 9: Training and Education

Within this section, BerryDunn describes the training function for the GPD. This includes academy training and in-service training.

## I. General

The Training Unit coordinates all in-service training for the GPD and is part of the Services Division. This unit is staffed by a single sergeant. Responsibilities of the Training Unit include training performance review, scheduling, ensuring certification compliance, and ensuring compliance with local, state, and federal requirements. Work for this unit may also include reviewing the work and the training needs of any of the sub-units and developing training opportunities to respond to those needs. Staffing typically follows a traditional 40-hour week during normal business hours; however, the schedule is subject to change, based on the availability of training venues and the specific nature of the training.

Staff report that the Training Unit requires two full-time training officers. Although support staff are available to assist the unit with specific tasks, none are directly assigned to training. At BerryDunn's request, the GPD provided additional details on part-time instructors used by the department.

- **Field Training Program:** This program provides training for newly hired and laterally hired sworn officers. Staffing includes 10 part-time sworn officers.
- **Survival Skills:** This program provides training in defensive tactics and use of force, and also monitors department use of force incidents. Staffing includes 19 part-time sworn officers.
- **Police Vehicle Operation:** This program provides training to officers on police vehicle operation (PVO), and reviews pursuits and officer-involved crashes. Staffing includes 7 part-time sworn officers.
- **Firearms Program:** This program provides training and qualification for police personnel on all authorized weapons, consistent with state certification standards. Staffing includes 10 part-time sworn officers.

As the information above outlines, the GPD uses more than 40 part-time training officers within the department to satisfy in-service training needs. Given the volume of work and operational needs, the GPD should add one additional full-time training officer to the Training Unit, to assist the training sergeant with the full range of duties and responsibilities of this unit.

## Policy

Training is governed by GPD Policy 204. This policy outlines the purpose and scope of the training program for the department. It provides sections on training program objectives, development of a training plan, and use of a training committee, among other topics. Although

the policy identifies development of a training plan, and the possibility of using a training committee, BerryDunn learned there is no training plan, and there is no formal training committee. BerryDunn makes a recommendation on the training plan later in this section, but also encourages the GPD to develop a standing training committee, and to use that committee as part of evaluating its training needs.

## II. Initial Training

All new employees aspiring to be GPD police officers participate in a multipart training program that includes a departmental pre- and post-academy, certification at a state academy, and a departmental field training program. Each of those initial training components is described in detail below.

### Departmental Pre-Academy

The Training Unit processes newly hired officer candidates and provides them with a two- to three-week pre-academy. The Training Unit is responsible for this pre-academy and the purpose is to acclimate officer candidates to success in the State's Department of Public Safety Standards and Training (DPSST) academy. During the pre-academy session, officer candidates participate in physical training. BerryDunn notes here that due to delays to entry into the DPSST academy, some newly hired officers for the GPD have the opportunity to receive extended training in advance of the full academy.

### DPSST Academy

After being hired, the officer candidate will attend the first available DPSST law enforcement academy session for training. This academy is 16 weeks and covers all required training for certification as an officer for the State of Oregon. The curriculum for the academy is prescribed by the Oregon Department of Police Standards and Training, based on a job task analysis of the most frequent assignments of law enforcement in Oregon. Although the GPD does have personnel who act as instructors for the academy, they do not have direct input into the curriculum delivered.

When asked about the quality of the training, staff indicated that what officer candidates receive at the academy is very basic, and this is why the department provides pre- and post-academy training, in addition to its field training officer (Police Training Officer/PTO) program.

BerryDunn notes here that like many other agencies nationally and regionally, the GPD has experienced significant attrition rates, particularly recently (this is discussed further in Chapter 10). Because of academy demands on the State, as well as COVID-19-related challenges, the DPSST academy lacks sufficient capacity to process newly hired officer candidates. This condition has made it impossible for the GPD and other departments to move new officer candidates through the academy process in a timely manner. For the GPD, this is a major concern, as sworn staffing levels have dipped well below the capacity of the department to manage workloads and community demands. BerryDunn acknowledges that the GPD has made inquiries into possible solutions at the State level, but they have not produced results. Given

these conditions, BerryDunn is emphasizing the importance of adding non-sworn field personnel as quickly as possible, to absorb the growing demand for services that sworn personnel are unable to effectively manage.

### Departmental Post-Academy

After graduation from the DPSST academy, GPD officers next attend a two- to three-week departmental post-academy program to learn the standard operating procedures and other policies of the GPD before assignment to the field training program. The Training Unit holds the post-academy session when graduates return from the academy to prepare them for success in the field training program.

New hires who are already certified police officers in Oregon (those who transfer from another Oregon agency or have already passed an Oregon academy) report directly to the departmental post-academy program and then to field training where PTOs provide them with practical training on the job.

### Field Training Program

The Field Training Unit is responsible for the overall field training of new officers to teach them the practical aspects of the job and the expectations of the GPD. The GPD uses a police training officer (PTO) model, which expands the traditional field training model to include additional focus on community-oriented and problem-oriented policing. The Training Coordinator serves as the program coordinator. PTOs are called coaches within the GPD, and each is required to have three years on the department. Each new PTO is provided with a two-week training program prior to serving as a PTO.

Officers graduating from the academy are assigned to a PTO for 24 weeks. The PTO is responsible for training, coaching, and mentoring the new officer. PTOs also document the performance of each new officer via Daily Observation Reports (DORs) and weekly reports. The PTO reports officer performance to the PTO coordinator. The PTO coordinator monitors employee training and progress to ensure training and development is taking place in the most effective and efficient manner. The PTO coordinator reports up the chain of command regarding the status of those who are in the academy and those who are in the field training program.

BerryDunn notes here that the PTO program for the GPD includes a community-oriented problem-solving exercise for new officers. This is a best-practice, and it helps develop a cultural mindset for new officers of the importance of community policing and problem solving.

In addition to the problem-solving exercise, BerryDunn also observed another best practice within the GPD that relates to newly promoted supervisors. Transitioning from line-officer to line-supervisor requires major adjustments for most new supervisors. First-line supervisors play a critical role in the success of the organization, and their personal success is imperative. Many new supervisors do not have extensive leadership training or experience when they are promoted, and they often lack clarity on their role. To its credit, the GPD has a training program for new supervisors. This type of program, which BerryDunn refers to as a field supervisor training program (FST), is another notable best-practice example for the GPD.

## Victim/Trauma-Informed Policing

Supporting victims and employing trauma-informed approaches to conducting criminal investigations have consistently demonstrated the ability to increase victim participation in the criminal justice process. The results of this type of approach include improving outcomes for individual victims, communities in general, and police departments themselves. Interviews with employees revealed there is little to no institutional understanding or appreciation for the concepts of victim-focused and trauma-informed policing.

BerryDunn notes that the comparatively high volume of violent crime in Gresham creates an atmosphere that would benefit substantially from the formal adoption of victim-focused and trauma-informed criminal investigation practices. To formalize this process and create a consistent approach, the GPD should obtain department-wide training on victim-focused and trauma-informed policing.

As mentioned in Chapter 7, the department policy requiring contact with every victim is a best practice that can be conducted by personnel other than sworn staff. The possible addition of dedicated victim services personnel would provide both capacity and specialized expertise in this important function.

## III. Higher Education and Officer Development

During this assessment, BerryDunn asked staff about incentives for education. Staff explained that there are some pay incentives for higher education; however, staff also told BerryDunn that the GPD does not have any specific partnerships with area educational institutions.

During this assessment, BerryDunn inquired about officer development within the GPD. Staff told BerryDunn that there is no formal officer development program within the department. The GPD does consider staff development as part of the appraisal process, but there is no formal program at this time.

Despite the lack of a formal program, BerryDunn notes that supervisors are required to obtain specific supervisory training at varied levels as they are promoted. This requirement is a critical one, as it helps all levels of leadership in their overall readiness.

## IV. Records, Required, and In-Service Training

Oregon DPSST requires every officer receive a minimum of 84 hours of training every three years, and the GPD has charged the Training Unit with ensuring department compliance with this state requirement. The Training Unit holds annual in-service classes that afford the agency the opportunity to obtain annually-required training hours. Training hours follow typical police practices and include areas such as firearms, use of force, emergency vehicle operations, defensive tactics, and mental health, among others. At BerryDunn's request, the GPD provided a breakdown of required in-service training requirements for sworn officers. The data, provided in SDIR Table S9.1, outlines the training requirements and average annual training hours for patrol and investigations personnel. The average hours far exceed minimal state requirements

and stand as testimony to the department's commitment to providing adequate training for its personnel.

In addition, BerryDunn asked the GPD to provide training budget information, and SDIR Table S9.2 provides this data for the past three fiscal years. As the table indicates, the GPD provides significant funding for departmental training. It is BerryDunn's observation that this funding meets or exceeds typical police training funding.

As BerryDunn has noted, although the GPD clearly values training for its staff, there is no specific plan that provides direction for the Training Unit regarding the numerous duties and responsibilities of that unit. There is also no policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors. There is no policy that addresses officer development, and no identified process for staff development or improvement plans.

It is clear that the GPD has made a strong commitment to providing significant training for its staff. However, department training should follow a strategic path. Accordingly, BerryDunn recommends the GPD develop a broad training plan that establishes a department-wide training strategy. The plan should also outline the types of training that coincide with certain job duties, and decisions regarding approval of training for officers. The GPD should use these guidelines as a framework for its ongoing training needs.

## Use of Force

As BerryDunn noted in Chapter 7, Policy 301 (Use of Force) is clear and thorough with specific guidance on topics such as warnings, de-escalation, duty to intervene, alternatives to force, and supervisor responsibilities. Several other policies provide guidance on topics related to the use of force such as control devices and techniques, conducted electrical weapons, use of deadly force and in-custody deaths, deadly force review, and firearms. Policy states officers will receive "periodic training" on use of force policy. BerryDunn recommends this policy state more clearly how frequently such training is required and that such frequency should be at least annually. BerryDunn has also provided recommendations in Chapter 7 on its analysis of GPD use of force policy under the discussion of the National Consensus Use of Force Policy and the 8 Can't Wait Core Policies later in this report.

Staff reported to BerryDunn that the department provides 8 hours of defensive tactics training annually, and that this training includes scenario-based training and a focus on de-escalation. Staff also explained that each scenario-based training situation involves a thinking component that helps equip officers to exercise these efforts in the field during tense circumstances.

## V. Training Request Process

BerryDunn asked the GPD about the training request process for officers and professional staff. Training staff explained there is an online form for staff to complete, which is then routed through the appropriate chain of command for a determination on approval or denial. This decision is typically affected by cost, benefit to the department, the need for the training to

maintain a specific certification or staffing levels. BerryDunn asked the GPD to provide data regarding training requests, approvals, and denials. This data is provided in SDIR Table S9.3. Based on the data provided, the vast majority of training requests have been approved. However, BerryDunn is aware the GPD is facing critical staffing challenges and expects the number of denied requests will rise as the department struggles to maintain appropriate staffing levels for CFS response. BerryDunn also notes here that the rationale provided for denials from staff did not include consideration of officer development. Although BerryDunn expects this is a consideration, the presence of a formal training plan would provide additional guidance for making training decisions for GPD personnel.

## Summary

The State of Oregon requires that officer candidates complete academy training prior to becoming certified. This pre-certification training can be completed either prior to or after a candidate is hired by an agency. The GPD takes advantage of this opportunity by hiring officer candidates and placing them in a departmental pre-academy to contribute to candidate retention and preparation for success at the regional certification academy. This is a promising practice for which the GPD should be recognized. The GPD sends all officer candidates who are not already certified to the regional certification academy, and following completion of the academy, the GPD provides additional classroom and field training for all new hires.

The GPD Training Unit is responsible for coordinating and providing required in-service training for personnel. The responsibilities of this unit are significant, and they have overwhelmed the lone sergeant assigned to this task. BerryDunn is recommending the addition of one full-time training officer to support this unit.

BerryDunn noted two promising and best-practice training areas for the GPD. First, the GPD has a required problem-solving exercise for all of its new officers entering the PTO program. Second, the GPD has a formalized FST for newly appointed supervisors. Both of these represent industry best practices, and both contribute to improved outcomes for the GPD from its personnel.

Supporting victims and employing trauma-informed approaches have consistently demonstrated the ability to increase victim participation in the criminal justice process while improving outcomes for individual victims, communities in general, and police departments. Interviews with employees revealed there is little to no institutional understanding or appreciation for the concepts of victim-focused and trauma-informed policing. GPD should seek out and obtain victim services and trauma informed policing training for patrol officers, investigators, and non-sworn professional staff.

The GPD provides substantial funding for department training for both pre-service and in-service training. It is clear that the GPD values training, but the department does not have a training plan that clearly establishes a department-wide training strategy. BerryDunn recommends that the GPD establish a strategic training plan.

## Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 9.1: Chapter 9 Recommendations**

Training and Education		
No.	Training Unit Staffing	Overall Priority
<i>Chapter 9 Section I: General</i>		
9-1	<p><b>Finding Area:</b> The Training Unit that coordinates all in-service training for the GPD is staffed by a single sergeant, and is responsible for training performance review, scheduling, assuring certification compliance, and assuring compliance with local, state, and federal requirements. The work of the Training Unit is vital the organization, and additional resources are required for this unit.</p>	
	<p><b>Recommendation:</b> The GPD should add one additional full-time training officer to the Training Unit, to assist the training sergeant with the full range of duties and responsibilities of this unit.</p>	

Training and Education		
No.	Strategic Training Plan	Overall Priority
<i>Chapter 9, Section IV: Records, Required, and In-Service Training</i>		
9-2	<p><b>Finding Area:</b> The GPD does not have a plan that establishes a department-wide training strategy.</p> <p>Although the GPD clearly values training for its staff, there is no specific plan that provides direction for the Training Unit regarding the numerous duties and responsibilities of that unit. There is also no policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors. There is no policy that addresses officer development, and no identified process for staff development or improvement plans.</p>	
	<p><b>Recommendation:</b> The GPD should develop a broad training plan that establishes a department-wide training strategy, which also outlines the types of training that coincide with certain job duties, and decisions regarding approval of training for officers, and the GPD should use these guidelines as a framework for its ongoing training needs.</p> <p>BerryDunn also notes here that supervisors should be having regular discussions</p>	

Training and Education		
No.	Strategic Training Plan	Overall Priority
	<p>with officers regarding their intended career path as part of their performance evaluation and on an ongoing basis. Approval for specific training courses for officers should also take these discussions into account.</p> <p>In addition to developing this plan, the training division should be monitoring the progress of officers assigned within each of the identified areas, and when courses are available that are in alignment with the training needs for those positions, the training division should be proactively encouraging officers to submit for that training.</p> <p>The GPD should consider the following areas in developing a training policy, plan, and strategy:</p> <ul style="list-style-type: none"> <li>• Training records maintenance</li> <li>• Requests for training</li> <li>• Department types of training</li> <li>• Training program and development</li> <li>• Curriculum development</li> <li>• Instructor development</li> <li>• Annual training</li> <li>• Preferred in-service training</li> <li>• Specialized training required by designated unit or role</li> </ul>	

# Chapter 10: Recruitment, Retention, and Promotion

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers who are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today.<sup>26</sup> As the 21<sup>st</sup> Century Policing Task Force Report noted:

To build a police force capable of dealing with the complexity of the 21<sup>st</sup> century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.<sup>27</sup>

The importance of attracting and hiring quality personnel is critical in today's law enforcement climate. Many police agencies contribute significant resources to their recruiting and hiring processes, and the GPD is no different. This section outlines the processes in use by the GPD, and BerryDunn offers insights and recommendations from some of the more recent study work done on this subject.

As a part of this study, BerryDunn asked staff at the GPD to complete a recruiting survey designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. The survey, developed by the IACP, has been used to collect data from other agencies studied and from several agencies around the country that are demonstrating best practices in hiring. Throughout this section, BerryDunn references data from this survey, and in particular, how this data relates to the practices of the GPD.

It is important to note here that the GPD, like much of the nation, is experiencing significant challenges in recruiting, hiring, and retaining its personnel. In fact, recent attrition at the GPD has strained the ability of the department to provide services to the community. The data in this Chapter examine the conditions that were current at the time this study began in late 2021. Since that time, attrition has been significant, and this condition requires immediate remedies. BerryDunn provided an Emergent Issues recommendation early in this project, which is outlined

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<sup>26</sup><http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough> (Posted: January 7, 2017)

<sup>27</sup> Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

in Section II of this chapter. Conditions, however, have worsened since that recommendation was provided, and the GPD is in dire need of additional personnel.

## I. Personnel Experience and Diversity

SDIR Table S10.1 expresses the length of service for officers with the GPD (does not include prior experience) broken out by rank, including those in non-sworn positions with the GPD. As BerryDunn shows in Table 10.1 later in this chapter, the GPD has experienced a fair amount of turnover of sworn staff in the last few years. As noted above, attrition rates have increased markedly in the past six months. As the data in SDIR Table S10.1 reflects, a large portion of the sworn workforce for the GPD has limited experience. This is a phenomenon that will increase as the GPD backfills recent vacancies.

The data in SDIR Table S10.1 includes 99 sworn positions. Of those positions, 22, or 22.22%, have five or fewer years of experience. There are 21 sworn staff with 6 – 10 years of experience, which makes up 21.21% of the sworn strength. In total, 43 sworn staff members have 10 years of experience or less, which is 43.43% of the total sworn strength. Again, BerryDunn expects these percentages to increase in response to recent sworn officer attrition.

Another notable observation for SDIR Table S10.1 is the experience level of the command staff. Generally, having an experienced command staff is a positive thing. Tenured leaders tend to have experiences that help guide executive decisions. The GPD has 7 sworn staff at the lieutenant level or above (including the police chief, who is a new addition to the department). Out of that number, 5 have more than 21 years of experience, but only two are eligible to retire immediately. For the GPD, there is a need to vigorously pursue succession planning efforts, so that the department is prepared when command-level retirements occur.

Based on the data in SDIR Table S10.1, the GPD has a relatively inexperienced workforce, and this is particularly true in patrol. As will be discussed later in the report, attrition and staffing are significant issues to address, and making improvements in these areas will ultimately improve overall experience levels within the police department, and positively affect service to the community.

SDIR Table S10.2 provides the breakdown of the racial diversity within the GPD, with these data also separated by rank. The sworn staff at the GPD are predominately white at 84.26%. Minority officers in the GPD comprise 15.74% of the sworn staff (including the Hispanic/Latino population). The percentage of white vs. non-white officers is highly consistent with the City population. Based on the data from Table 1.1, Gresham's population is 78.77% white, 4.81% African American, and 4.59% Asian, with the remaining percentage of the population spread across multiple races. Gresham's population also includes 21.28% who identify as Latino or Hispanic. Although the Latino/Hispanic population is underrepresented within the GPD, both the Asian and African American percentages are consistent with community demographics.

A notable observation from SDIR Table S10.2 is the level of minority representation within the supervisory ranks at the police department. Of the 20 supervisory positions within the GPD

(including sergeants), only 3 are staffed by minority staff. This is an area the GPD should monitor and seek to improve.

BerryDunn has examined the diversity issue extensively, and SDIR Table S10.3 provides aggregate data from several prior studies. Within the same table, BerryDunn has included national data based on police departments that provide services to communities with a population between 100,000 and 249,999. The data in SDIR Table S10.3 are provided purely for comparative purposes and BerryDunn notes that diversity levels within the GPD align well with many of these comparisons. More importantly, however, is that best practices suggest that police agencies should reflect the demographics of the community they serve. Although the GPD is in line with some categories, opportunities exist for improvement.

SDIR Table S10.4 displays the gender profile of the GPD. It is common within the police industry for males to dominate the workforce, and at 93.52%, the percentage of males employed with the GPD is higher than what BerryDunn has experienced in other studies. As SDIR Table S10.5 shows, a more common average is approximately 89% male and 11% female. In contrast, the percentage of sworn female officers within the GPD, at 6.48%, is one of the lower ratios BerryDunn has observed in departments studied, and it is well below the national average, which is about 12%.<sup>28</sup>

It is important to add here that BerryDunn favors the hiring and promotion of quality candidates, regardless of gender, ethnicity, or other status. Traditionally, various groups of individuals have been underrepresented within the law enforcement industry, and there is significant evidence to show that improving organizational diversity benefits the department and the community. There is also evidence to suggest that when organizations focus their efforts on improving organizational diversity, they get results. Although diversity within the GPD is fair, gender balance is lacking, as are representations of women and minorities in supervisory ranks. As part of its overall recruitment plan, the GPD should provide additional focus on these areas as priorities. It has been BerryDunn's experience that when departments have focused on diversity hiring and gender balance, those efforts have been effective.

## II. Hiring, Recruitment, and Retention

As indicted previously in this chapter, early in this project, BerryDunn noted significant challenges for the GPD regarding recruiting, hiring, and retention. Based on those observations, BerryDunn provided the following Emergent Issues recommendation.

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<sup>28</sup>Ivonne Roman, "Women in Policing: The Numbers Fall Far Short of the Need," *Police Chief Online*, April 22, 2020

Based on discussions with staff, the GPD has immediate needs in reference to:

- Recruiting
- Hiring
- Retention

## Recruiting

Due to its strong regional reputation, the GPD has not had a substantial prior need to engage in a formal and intentional recruiting process. Like many police organizations across the country, traditional demand for police jobs has created a sense of industry apathy for recruiting, and as a result, recruiting has not been prioritized as a functional need. Because of various climate factors, police agencies across the country find they must reprioritize the recruiting function in order to attract a suitable number of qualified applicants. The GPD is aware of this need but lacks a formal recruiting plan. To address this challenge, BerryDunn recommends the GPD develop a recruiting plan, including provisions that encourage recruiting of minorities and women, to assist the GPD in deploying a staff that more appropriately reflects the makeup of the community.

## Hiring

As noted previously, the GPD has an immediate need to add personnel, particularly those who respond to and manage CFS volume. BerryDunn's initial observations of the current hiring process indicate several immediate opportunities to expedite the hiring process, without compromising quality. Those include:

- Ongoing hiring
- More frequent oral board interviews
- Mentoring of strong prospects
- Immediate hiring of qualified candidates
- An expedited background investigation process

BerryDunn recommends ongoing discussions with the GPD on strategies that can be engaged to speed up the hiring process, quickly identify and keep strong candidates in the process so they are not hired by another agency, and consideration of hiring alternatives that can be used to quickly add personnel to the GPD.

## Retention

Like many police agencies across the United States, the GPD has recently experienced unusual attrition rates. As expressed elsewhere in this document, higher than normal attrition rates have challenged the GPD's ability to manage CFS volumes. Although staff have expressed to BerryDunn that generally, pay and benefits at the GPD are comparable to other organizations in

the region, the department has lagged behind on other retention strategies, such as take-home squad cars, for example.

Attrition and retention can be linked to many variables, including but limited to areas such as pay and benefits, working conditions, and culture, climate, and leadership. As a part of this assessment, BerryDunn will examine numerous organizational conditions that relate to retention. Where appropriate, BerryDunn will offer observations and proposed recommendations.

Retention is a critical concern, both from an operational and cost perspective. Operationally, losing key personnel affects overall staffing levels, and when attrition rates overcome the ability of the organization to respond to them, they can result in challenges in managing the overall workload. This condition currently exists for the GPD, and in addition to affecting the efficient and effective delivery of public safety services, the additional stress associated with a burdensome workload can lead to additional attrition, exacerbating the problem.

In addition to the operational challenges, attrition has a clear fiscal cost as well. Conservative estimates suggest that hiring and training a new police officer for independent duty costs an agency \$50,000 - \$75,000. Although these are often considered soft costs from a budget perspective, the costs associated with high attrition rates can mount quickly. Any proposed solutions to retention should balance and consider attrition costs against any strategies that may mitigate them.

As a part of this Emergent Issues recommendation, BerryDunn also provided the GPD with various details regarding recruiting and retention strategies. This information has been included in SDIR Appendix D.

In addition to the above recommendation, one of the most mentioned incentives for retaining employees is a post-retirement health care supplement. BerryDunn lacks the data to validate this issue but recommends the GPD study whether this is a significant benefit offered by area employers; whether this is a documented reason for employee attrition; and evaluate the viability and value of adding this benefit.

## Supplemental Recruiting Information

One element of BerryDunn's assessment process involves the completion of a worksheet that outlines various recruiting elements, strategies, and challenges for the department. Although BerryDunn has already provided a recommendation regarding recruiting, hiring, and retention, there are data within the worksheet worth sharing here. Accordingly, BerryDunn has provided several relevant excerpts from the worksheet in this section.

- **Common Failure Reasons during the PTO Process:** Staff explained that the most common reason candidates fail during PTO involves what is typically referred to as Not Responding to Training. Generally, this means the particular officer candidate is essentially unable to learn and grasp requisite job skills. BerryDunn regularly coaches departments in this area and notes that when an applicant fails for this reason, there is a misalignment with the hiring process, the training process, or both. For agencies

experiencing this type of attrition, it is helpful to attempt to clarify which has occurred, so that appropriate remedies can be applied.

- **Steps Taken to Address Attrition:** Staff reported that the GPD has provided tuition reimbursement for employees, one-time bonuses for officers, and is pursuing a take-home vehicle program. BerryDunn notes these are common strategies, and encourages the GPD to examine other suggestions in SDIR Appendix D.
- **Loss of Applicants Due to Timeline for Hiring:** The GPD has identified it is common for applicants to wait 2 months to enter the academy after being notified they are going to be hired, and that this condition has been identified as a concern for losing applicants. BerryDunn is aware that the GPD is moving to hire applicants immediately after a determination is made to reduce this issue. Again, given the constraints at the DPSST academies, and longer wait times for open slots, a rapid hire program is essential.
- **Current Recruiting Strategies:** The GPD offers hiring incentives for entry-level officers and lateral officers (\$6,000 and \$12,000). GPD also offers a \$1,000 referral bonus to anyone who refers a successful candidate to GPD. BerryDunn notes these are valued strategies, and they can assist the department in acquiring new applicants.

The above items are high-level responses to BerryDunn's questionnaire. The GPD is taking steps to improve its recruiting, as noted in their responses, but will benefit from adding other strategies BerryDunn has outlined.

### III. Selection

In addition to reviewing the recruitment efforts of the GPD, BerryDunn also examined the hiring process for the department. At BerryDunn's request, the GPD outlined the hiring steps involved for police officers. SDIR Table S10.6 identifies the high-level steps for employment as an officer with the GPD. Within this table there are suggestions for process improvements. BerryDunn suggests the GPD consider these as part of developing an overall recruiting, hiring, and retention plan.

Like many departments, the GPD uses discretionary disqualifiers for police officer applicants. These disqualifiers are not mandated by state certification laws, but rather, have been identified by the GPD as relevant factors in making a possible hiring decision. The GPD has a matrix it follows with respect to traffic and prior illegal drug use; this is a best practice. It is also a best practice to allow for an appeal process for disqualification based on discretionary factors. BerryDunn observes that the GPD does have this provision for the preliminary background, but not for the secondary background. BerryDunn suggest the GPD consider an appeal process at each of these steps.

### IV. Attrition

For many United States police departments, and for the GPD (as noted), attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the

average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. However, as a practical matter, BerryDunn recognizes that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the average calculation rate. Of course, BerryDunn also knows that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as myriad factors could affect officers leaving. However, data can be compared from other sources to assess the level of attrition in different agencies. To provide for these comparisons, BerryDunn has provided Table 10.1. The top section of Table 10.1 shows the attrition rates from several recent studies. These rates include all separations combined, including voluntary resignation, retirement, and discharge. The overall range of attrition for these agencies was between 4.76% and 7.09%; the average rate was 6.10%. The bottom portion of Table 10.1 includes attrition data for the GPD. The average percentage of separations for the GPD 7.75%, which is slightly elevated in comparison to the other data. It is important to note, however that the data for 2022 in Table 10.1 is incomplete, as it represents partial data. Accordingly, these data were excluded from the average totals for the prior four years.

**Table 10.1: Annual Separations and Comparison Data**

Comparison Data	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	1.79%	2.82%	3.31%	3.62%	3.84%	3.08%
Retirement	2.01%	2.29%	1.86%	2.17%	2.26%	2.12%
Discharged	0.96%	0.87%	0.77%	0.96%	0.99%	0.91%
<b>Grand Total Percentages*</b>	<b>4.76%</b>	<b>5.97%</b>	<b>5.94%</b>	<b>6.75%</b>	<b>7.09%</b>	<b>6.10%</b>

Gresham PD	2018	2019	2020	2021	2022**	Average
Voluntary Resignation	3.79%	4.62%	3.15%	7.09%	2.36%	4.65%
Retirement	0.76%	2.31%	3.15%	4.72%	0.79%	2.71%
Discharged	0.76%	0.00%	0.00%	0.79%	0.00%	0.39%
<b>Grand Total Percentages*</b>	<b>5.30%</b>	<b>6.92%</b>	<b>6.30%</b>	<b>12.60%</b>	<b>3.15%</b>	<b>7.75%</b>

Source: GPD data

Separation rates shown as a percentage of the current sworn workforce. Totals reflect all sworn separations, including recruits. Discharged includes medical (death) and forced separations.

\*Table includes data from prior studies.

\*\*Partial year data; excluded from average percentage totals

Due to its relevance to this discussion, particularly given the current national climate, BerryDunn has replicated data from the Matrix study conducted on behalf of the City in 2009, see Table 10.2. BerryDunn also points out that in Table 10.2, attrition rates were elevated in 2005 and 2006, as reflected in the Matrix study from 2009.

**Table 10.2: Annual Separations and Comparison Data – Prior Study**

Gresham PD	2005	2006	2007	2008
Voluntary Resignation	6.78%	5.88%	0.79%	4.65%
Retirement	4.20%	2.38%	1.55%	0.00%
Discharged	*	*	*	*
<b>Grand Total Percentages</b>	<b>11.02%</b>	<b>8.40%</b>	<b>2.38%</b>	<b>6.20%</b>

\*No data

\*\*Matrix Study, 2009, p. 12

Given the data provided in Tables 10.1 and 10.2, it is important that the GPD focus significant effort on hiring and retention, as attrition is very costly both operationally and fiscally. Using a conservative estimate of \$50,000 for the hiring and training of one police officer, the City has effectively lost \$1.2M over the past four years due to voluntary resignations (24 voluntary separations from 2018 to 2021). Arguably, some attrition will always occur. However, if the GPD could positively affect the attrition rate, this could represent a substantial savings to the City. More importantly, it would help the City and GPD staff an appropriate amount of personnel to manage the public safety functions of the police department.

Of particular interest and relevance regarding attrition is developing an understanding of what is causing the voluntary separations, so that the GPD and the City can take steps to reduce these rates. BerryDunn made inquiries about exit interviews for departing police staff and was told that these are not consistently done, but when they do, they are done by HR. Data from these interviews has not been consistently shared with respective department. BerryDunn is aware that the GPD has taken proactive steps to begin this process, and this should be encouraged. More importantly, the data derived from exit interviews should be shared with HR, executive staff at the City, and the Council, to facilitate any necessary discussions that may provide remedies.

## V. Promotion

The promotional process for sworn and professional staff has changed over the years and it has been described as being inconsistent. Different processes have been used for different ranks and it is not always the same. This has caused stress among department personnel, because they do not know what to study or be prepared for in order to successfully compete for a promotion. The department should develop a comprehensive policy that describes the promotion process for sworn and professional staff. The City HR Department can assist in developing a fair and equitable process for consistency.

This policy will help the agency to look into establishing a professional development plan or a succession plan for the future growth of the department leadership. There will be some personnel who have no intention of promoting to a higher rank but may want to enhance their knowledge in specialty assignments or other areas inside of law enforcement. Several members

interviewed expressed the desire to further their careers within their specialty field and not be promoted out of the assignment.

BerryDunn recommends the GPD develop a policy that outlines the processes to be used for the promotional ranks for both sworn and professional staff within the department, and that these guidelines be included within the department policy manual and consistently followed.

## VI. Staffing

Throughout this report, BerryDunn has made several staffing recommendations, and these will be summarized in Chapter 12. In addition to adding patrol staff and sworn staff in other areas, it is also important for the GPD to identify its optimal staffing level and to develop a new authorized hiring level that accounts for annual attrition to help ensure that optimal staffing levels are maintained. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and subunit within the department. Once the minimum operational level has been established, the City and the GPD need to take steps to maintain staffing at that level. Due to attrition rates and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition within the department.

The City and the GPD should discuss the data in Table 10.1 and estimate an annual attrition rate. Then, the City and the GPD should combine the personnel allocation number and the attrition rate, establish that number as the authorized hiring level for the upcoming year, and seek to hire to that number.

BerryDunn notes here that given the shortage of staff for the GPD, it is likely that reaching optimal staffing might take multiple years. The main point of this recommendation is that once the optimal staffing level is reached, the GPD and the City should strive to maintain that level and hiring in advance of the expected attrition level will help ensure this.

## Summary

Like many organizations, the GPD has experienced challenges in recruiting, hiring, and retaining personnel. Attrition has created a critical issue for the GPD, and immediate and drastic action is required to help staff positions within the department, and to help ensure the department can meet public safety demands.

Although the GPD has substantial experience within certain parts of its workforce, the GPD patrol staff reflects lower experience levels due to attrition, particularly from officer separations in recent years.

The GPD has a workforce that is generally representative of the community; however, the percentage of Latino/Hispanic personnel could be improved. Despite the relative diversity balance within the GPD, women are underrepresented. Diversity and gender balance are notably absent within the GPDs supervisory ranks, and this is an area in need of focused attention.

The process for hiring officers within the GPD is similar to most law enforcement agencies, and it follows a natural progression. There are no major concerns with the current hiring process from a validity standpoint. However, timeliness and fail rates might be improved by making revisions to certain steps.

Although the GPD hiring process generally appears to be meeting department needs, there is a need to improve the recruiting efforts of the department. To help ensure that recruiting is a more intentional process, and one that has clear goals and objectives, the GPD should develop and establish a recruiting plan. The recruiting plan should include numerous perspectives and operational components, including analyzing mechanisms for developing retention strategies.

Examining attrition and retention issues within the GPD should cover a broad range of work conditions and include a collaborative effort with City officials to develop strategies to retain personnel.

BerryDunn reviewed the general process involved in department promotions and found that they have not been applied consistently over time. There is no indication this has been intentional; however, having consistent promotional processes helps personnel understand the path to promotion, should they wish to pursue this, and it provides personnel with information critical to their development and eventual readiness for promotion. Accordingly, BerryDunn recommends the GPD work with City HR to develop a consistent policy and practice in this area.

The GPD should establish an authorized hiring level, based on optimization of department activities, consistent with this report. The authorized hiring level should also include and account for annual attrition rates, and hiring should be authorized in advance of projected attrition to help ensure the GPD can maintain optimal staffing levels. The GPD and the City should work collaboratively on an ongoing basis to monitor and adjust the hiring level to be consistent with attrition rates.

## Recommendations

This section provides the four formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 10.3: Chapter 10 Recommendations**

Recruitment, Retention, and Promotion		
No.	Revise Hiring, Recruitment, and Retention Practices	Overall Priority
<i>Chapter 10, Section II: Hiring, Recruitment, and Retention</i>		
10-1	<b>Finding:</b> Attrition at the GPD has created a critical workforce shortage, particularly for sworn personnel, and the current hiring and retention practices for the department are not supporting operational needs.	

Recruitment, Retention, and Promotion		
No.	Revise Hiring, Recruitment, and Retention Practices	Overall Priority
	<p><b>Recommendation:</b> The GPD should examine and revise its recruiting, hiring, and retention practices, to improve its ability to maintain a stable workforce, and to reach and maintain optimal staffing levels.</p>	

Recruitment, Retention, and Promotion		
No.	Retirement Benefits	Overall Priority
<i>Chapter 10, Section II: Hiring, Recruitment, and Retention</i>		
10-2	<p><b>Finding:</b> Based on staff feedback, lack of a post-retirement health care supplement reportedly contributes to employee attrition.</p>	
	<p><b>Recommendation:</b> The City and GPD should study whether or not the availability of post-retirement health care supplement for employment competitors is a verifiable reason for material employee attrition and, if so, evaluate the viability and value of adding this benefit. (See also Recommendation 10-1)</p>	

Recruitment, Retention, and Promotion		
No.	Promotional Process	Overall Priority
<i>Chapter 10, Section V: Promotion</i>		
10-3	<p><b>Finding:</b> There is no formal policy on the promotion process for sworn and professional staff personnel, which has led to a lack of confidence the promotional processes.</p>	
	<p><b>Recommendation:</b> The GPD should develop a policy that outlines the processes to be used for the promotional ranks for both sworn and professional staff within the department, and that these guidelines should be included within the department policy manual and consistently followed.</p> <p>The lack of a policy that outlines the promotional process can lead to concerns about favoritism, or allegations that the process was altered to benefit one or more candidates.</p> <p>GPD should consider using an outside vendor to conduct the promotional process for the competitive ranks of Sergeant, Lieutenant, Captain, and Deputy Chief. An outside entity can offer a fair and equitable chance for those seeking promotional opportunities. It takes away the concerns of favoritism, subjective material and overall unfairness.</p>	

Recruitment, Retention, and Promotion		
No.	Promotional Process	Overall Priority
	Having a thorough promotional policy will help the agency in establishing a professional development plan or a succession plan for the future growth of the department leadership in the sworn ranks. These plans can also support the development of future leaders within the professional staff ranks. Most departments forego the development to this group, but it is important to invest in them as they can take on more duties and responsibilities within GPD.	

Recruitment, Retention, and Promotion		
No.	Operational Minimums and Authorized Hiring Levels	Overall Priority
<i>Chapter 10, Section VI: Staffing</i>		
10-4	<p><b>Finding:</b> Authorized hiring levels at the GPD do not account for attrition rates. Hiring for officers at the GPD occurs when there are vacancies, and these have been persistent. However, once the GPD is fully staffed, it will be necessary to account for attrition rates when calculating the number of personnel to be hired. This is because of the lag-time associated with hiring and providing initial training for officers. In order to maintain optimal staffing levels, hiring should always occur at the rate of allocated personnel plus the anticipated attrition rate.</p>	
	<p><b>Recommendation:</b> In collaboration with City leaders, the GPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p> <p>It is important that the GPD help to ensure that the department is fully staffed at a level that is optimally efficient. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and subunit within the department. Once the minimum operational level has been established, the City and the police department need to take steps to maintain staffing at that level. Due to attrition rates and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition within the department.</p>	

# Chapter 11: Internal Affairs

The purpose of the GPD IA Unit is to help ensure ethical conduct in the organization while providing an environment of mutual trust and respect with the community. As reported in Chapter 3, a sergeant currently oversees IA cases and operations, and reports to a lieutenant who has multiple areas of responsibility. In an Emergent Issues recommendation, BerryDunn suggested the GPD add a deputy or assistant chief position and the City responded to that recommendation by adding a deputy chief position. Due to the criticality of the IA function, BerryDunn recommended a revision to the organizational structure, and that IA be an area of responsibility for the deputy chief. Further, BerryDunn has recommended that the GPD upgrade the IA sergeant position to a lieutenant rank. These changes will provide more formal authority to the IA function, convey its standing and importance to the agency more clearly, and eliminate possible conflicts of authority level when investigations involve supervisory-level personnel or direction or orders to employees and their supervisors.

## I. Complaint Process and Routing

GPD Policy 935 contains guiding language for IA and for managing and investigating complaints. BerryDunn reviewed this policy and has made several recommendations for revision within Chapter 7 of this report. The current policy contains confusing language and is missing some important elements. In addition to the information and recommendations provided in Chapter 7, BerryDunn has included additional recommendations in this section, and in Section IV of this chapter.

According to GPD policy, when an external complaint is received, the receiving officer is to encourage the complainant to fill out a Citizen Comment Form (CCF). The officer is then expected to draft a memorandum outlining receipt of the complaint and forward the complaint and CCF to the division commander (lieutenant). Complaints are to be routed to the chief of police for evaluation and direction. Similarly, internal complaints involve generation of a memo outlining the complaint; however, these are forwarded to the staff member's direct supervisor, for routing through the chain of command. Although GPD policy provides direction on receiving and routing complaints, whether internal or external, BerryDunn heard from staff that practice does not always follow policy. As BerryDunn has noted in Chapter 7, and in other sections of this chapter, having a clear process for managing complaints that is consistently followed is a critical element of any professional standards and accountability unit.

In reviewing GPD policy, BerryDunn noted no requirement or effective mechanism to receive, log, and track all complaints about employee conduct from both internal and external sources in a single, centralized database that is searchable, and which supports sophisticated reporting and analysis. This policy and operational gap reduces the potential effectiveness of efforts like the Early Warning System (EWS), and can contribute to an erosion of trust with the community. All complaints—internal or external—made against members of the GPD should be filed within the Office of Professional Standards/Internal Affairs for tracking purposes, should receive a unique and chronological tracking number, and should be memorialized in a manner that is both

secure and accessible for analysis purposes. Operationally, the sole authority for initiating an IA investigation should be at the approval of the chief of police—no one else should have the authority to authorize an IA investigation.

Additionally, many community members do not have access to technology, connectivity, or the resources for secure mailing. Those community members need an opportunity to submit complaints about employee conduct in person. GPD provides complaint forms at its main headquarters, but BerryDunn could not identify any alternative locations not associated with the police department that were clearly and easily accessible for obtaining complaint forms and submitting them. Community members often feel unsafe or uncomfortable submitting complaints directly to or in the presence of the organization on which they are complaining, particularly when that organization has broad enforcement discretion and authority like a police department. GPD's methods and mechanisms for submitting external complaints should be improved and expanded and should include at least one in-person site not associated with the police department, such as City Hall or HR, and the complaint process should provide clear communication about those opportunities. It is worth noting that the GPD just acquired an application from a vendor called LEFTA Systems, which is used for documenting and tracking training, EWS, use of force, and IA investigations. The GPD can use this software to improve IA tracking, and to address related recommendations BerryDunn has provided.

## II. Dispositions

GPD Policy 935 Internal Affairs outlines numerous reporting and required actions. These include notifications to any officer or staff member under investigation (unless notification would jeopardize the investigation) and notifications to the complainant. The policy outlines various possible dispositions:

- **Unfounded** – The allegation is false or not factual.
- **Exonerated** – The alleged incident occurred but was lawful and proper.
- **Not sustained** – There is insufficient evidence to prove or disprove the allegation.
- **Sustained** – The allegation is supported by sufficient evidence to substantiate the allegation.

BerryDunn asked the GPD to provide a list of complaints, dispositions, and origins, and SDIR Table S11.1 provides this information. Based on the data provided, the GPD reported a total of 40 complaints that met criteria for IA investigation between 2017 and 2021. Of these complaints, 37 were initiated internally, with only 3 coming in as external complaints. In 29 out of the 40 cases, the department reported a sustained disposition for one or more counts associated with the complaint. The high percentage of sustained complaints suggests a desire for staff accountability, which is commendable, but understandable, given that most of the internal complaints were performance-driven.

The presence of only 3 external complaints over 5 years for a police agency of over 100 officers could easily be viewed as positive and remarkable. However, given the volume managed by the

GPD, it is likely that the number of IA cases is not wholly representative of the volume of complaints received by the department. In policy and practice, there are opportunities for supervisors to manage complaints, and many of these, though appropriately managed, are not represented in SDIR Table S11.1. As BerryDunn recommends later in this chapter, reporting practices should be adjusted to more accurately identify all complaints and dispositions.

In discussions with staff, BerryDunn learned that the GPD does not regularly publish any data regarding IA complaints and dispositions. Although there are various laws that govern what information can be made public, it is commonplace and best practice to release the nature, number, and origins of complaints, as well as the dispositions. This is an important element of building and sustaining trust with the community.

### III. Oversight

One of the areas BerryDunn considers when assessing complaint processes within police agencies is the type and level of oversight involved. The routing of IA complaints for the GPD involves several steps and multiple layers of internal review by supervisors. This type of process, though perhaps time consuming, is commendable, as it helps ensure that multiple perspectives have been considered and that the final disposition is consistent with policy, departmental philosophies, and legal standards.

The level of review for cases that do not reach the IA level is lacking in structure, policy, and, likely, consistency. Moreover, without examining each complaint, there is no way to determine whether cases that were disposed of at the supervisor level should have been moved to the IA process. Accordingly, BerryDunn recommends that the GPD implement a policy of IA review, documentation, and categorization of all complaints. This will help ensure appropriate documentation, but it will add to the consistency of cases routed to supervisors for informal disposition.

At present, the GPD does not use any external committee to review IA cases, investigations, and dispositions. BerryDunn does not take a position on such committees, but notes that providing IA data and dispositions to the community is a vital element of community accountability for the police department.

### IV. Policy and Discipline

As noted, BerryDunn has provided various policy recommendations for the IA policy in Chapter 7. The data in this section supports and expands recommendations on the GPD IA policy. BerryDunn also notes here that staff have indicated a new IA policy is in the process of being developed for the GPD. BerryDunn recommends that any policy developed be examined against the totality of recommendations provided in this report.

#### Consistency of Complaint Categorization and Investigation

One observation BerryDunn made, which has been previously described in this chapter, concerns the consistency of routing complaints within the GPD. Some employee investigations

are formally investigated by IA, and some are informally investigated by chain-of-command (COC). The assignment of investigations is distinguished by assumptions of whether possible discipline is formal (written reprimand and up) or informal (counseling, education-based discipline, etc.). This approach is confusing and subject to inconsistent application and can lead to successful appeals because of presumption of facts (such as broad discipline category) prior to investigation.

GPD should clearly define which types of policy violations will be investigated by IA and which by COC. There needs to be a clear understanding of what complaints can be handled at the various levels of supervision and which complaints rise to the level of an IA investigation. Complaints filed against department personnel which do not rise to the level of an IA investigation should be handled by the supervising officer of the employee mentioned in the complaint. These are normally handled by sergeants and lieutenants.

All IA investigations should be handled by one unit and not shared between supervisors within the department. This is to ensure consistency, continuity, and confidentiality with these cases. All investigative summaries, whether formal or informal, should include a formal requirement and/or section for the investigator to review facts of incident and highlight any possible policy/training/procedural issues for process improvement. Further, the GPD should assign the IA Unit with the responsibility to oversee policy, address training and risk management issues, and work with supervisors to reinforce the policy and procedures of the department.

## Use of Force and High-Profile Incidents

Use of force incidents which involve the use or attempted use of deadly force by a police officer, and other high-profile or serious complaints, should ideally be investigated by an outside agency. Although there are provisions within Oregon statutes (ORS 181A.790) that require certain investigation efforts related to officer-involved-shooting (OIS), policy does expressly require all criminal cases be investigated by outside agency, or that OIS and other serious incidents be outsourced, both of which are best practices. Essentially, there is no formalized process in Policy for external investigation or review of internal investigations of non-criminal complaints such as officer-involved shootings (without serious injury), complex administrative cases, or administrative cases involving high-ranking agency members. The GPD should revise its policies to provide avenues for external investigation of certain employee conduct investigations, particularly those involving the use of deadly force or the possibility of felony or other serious criminal behavior in an administrative investigation. Additionally, it would be helpful for the GPD to develop a process to review IA and other complaint investigations for patterns or possible nexus to criminal behavior by GPD personnel.

## Investigation Practices

In interviews with staff, BerryDunn learned that an officer who is the subject of an investigation may receive the entire investigation packet before being interviewed for the investigation as required by labor contract (and policy). Allowing the subject of an investigation access to the entirety of the file, whether criminal or administrative, allows that subject the opportunity to

develop responses which might hinder the effective gathering of information and evidence vital to thorough and meaningful investigations.

Ineffective investigations do not contribute to enhanced community trust, identification of patterns of behavior, or holding individuals accountable for behavior. Employees are entitled by court precedent to observe all evidence against them prior to their right to a pre-disciplinary (Loudermill) hearing, but it is very unusual, and potentially prohibitive to the investigative process, to allow employees access to entire case files before they are interviewed. GPD should review the effectiveness of this practice and consider modifications to allow a more thorough and unbiased investigation. This may be done in conjunction with a modified process for third-party investigations, as recommended elsewhere in this report.

## Summary

The GPD has a robust system of professional accountability, which is managed by the IA Unit. This unit is responsible for all serious complaints against officers, and it follows a set of policies in carrying out its function. BerryDunn has made numerous observations and recommendations about the IA policy in Chapter 7 and in this chapter.

The process and practice for filing external complaints is in need of revision. Most notably, persons wishing to file a complaint should have ready access to the materials for making a complaint. Additionally, complainants should have an opportunity to present the complaint through various receiving points, including online and the police department, but also through non-police receiving points such as City Hall, HR, or other possible venues established by the City.

Data regarding IA complaints over the past five years demonstrate a department that is ethical, and committed to holding staff accountable, whether that accountability originates externally or internally. However, it is likely that due to reporting practices, IA data is incomplete in presenting a full accounting of issues and complaints raised, whether external or otherwise. This practice can be easily remedied, and BerryDunn has provided details recommending this.

In addition to a more complete capture of all complaint data, BerryDunn is recommending the GPD publish summary data to the public on the number and nature of complaints, as well as the dispositions. The purpose for this is to improve transparency, and to build and sustain community trust in the IA/Professional Standards process.

BerryDunn also observed that the current IA policy does not include provisions for external investigation of OIS or other high-profile and critical IA complaints. Although Oregon statutes contain certain guiding language, the GPD should adjust its policy to align with state law, and to exceed those requirements, should there be a need to do so.

Another policy observation BerryDunn made concerns the expectation of full disclosure of all investigative materials to any police employee prior to taking a statement from them as part of an IA investigation. This is not a common industry practice and has the potential to impede the

effectiveness of the investigation, as well as to inhibit community trust in the IA process. Accordingly, BerryDunn recommends the GPD consider revising this practice.

Again, as noted within this chapter, BerryDunn is aware the GPD has been working on a revised IA policy, although BerryDunn has not reviewed this document. BerryDunn does recommend the GPD review and incorporate any appropriate recommendations from this report into the new policy prior to implementation.

## Recommendations

This section provides the five formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

**Table 11.1: Chapter 11 Recommendations**

Professional Standards		
No.	Complaint Intake and Processing	Overall Priority
<i>Chapter 11, Section I: Complaint Process and Routing</i>		
11-1	<b>Finding:</b> Complaints about employee conduct are not tracked and memorialized in an effective manner and the processes for submitting complaints in-person does not include sites unassociated with the police department.	
	<b>Recommendation:</b> The GPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner and improve the opportunities for community members to access complaint forms and submit complaints independent of the police department.	

Professional Standards		
No.	Complaint Data	Overall Priority
<i>Chapter 11, Section II: Dispositions</i>		
11-2	<b>Finding Area:</b> The GPD does not regularly publish data on professional standards complaints and dispositions.	
	<b>Recommendation:</b> The GPD should develop a policy and practice of releasing professional standards complaints and dispositions to the public. This practice should include all complaints, internal or external, including complaints resolved informally.	

Professional Standards		
No.	Complaint Investigations	Overall Priority
<i>Chapter 11, Section IV: Policy and Discipline</i>		
11-3	<b>Finding Area:</b> The process of how administrative investigations are classified, assigned, and investigated is unclear and potentially inconsistent.	
	<b>Recommendation:</b> The GPD should collaborate with the IA Unit to develop a revised policy that clearly articulates which types of complaints will be formal investigations and which will be informal investigations. All classifications and assignments of complaints should be reviewed independently of the decision maker to ensure consistent and equitable classification.	

Professional Standards		
No.	Critical Case Investigation Protocols	Overall Priority
<i>Chapter 11, Section IV: Policy and Discipline</i>		
11-4	<b>Finding:</b> GPD policy and procedures do not require external investigation of all use of deadly force or other serious incidents and there is no additional review of non-criminal investigations for possible criminal nexus or patterns of behavior.	
	<b>Recommendation:</b> The GPD should develop policy, agreements, and procedures for external investigation of all use of deadly force incidents, and a review of all administrative investigations for possible criminal nexus and/or patterns of behavior.	

Professional Standards		
No.	Investigations Process	Overall Priority
<i>Chapter 11, Section IV: Policy and Discipline</i>		
11-5	<b>Finding:</b> As part of the current labor agreement, the GPD allows employees under administrative investigation to review all evidence before providing statement evidence.	
	<b>Recommendation:</b> The GPD should revise the policy (which will require contract re-negotiation) that allows employees under investigation to receive access to all case evidence before they are formally interviewed pursuant to an administrative investigation.	

# Chapter 12: Conclusions and Recommendations

## I. Overall Summary

BerryDunn's analysis of the GPD suggests that leaders are consciously engaged in running the department in a progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing service to the public. Irrespective of the recommendations provided, BerryDunn found the GPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands, despite ongoing staffing challenges.

In addition to the positive aspects of the work environment observed at the GPD, there are opportunities for improvement, as the recommendations in this report suggest. The four most notable categories of recommendations involve:

- Staffing (including recruiting, hiring, and retention)
- Personnel development
- Policies and procedures
- Technology utilization

Staffing includes the hiring and retention of personnel, the use of non-sworn personnel, and the efficient scheduling and deployment of personnel (particularly sworn staff). There is also the need to improve the use of technology, both as an internal strategy for use of resources and developing operational efficiency, and as a mechanism for engaging alternative methods of incident reporting to mitigate growing staffing needs and service demands.

Maintaining appropriate staffing levels has been a challenge for the GPD. Although the GPD has hired numerous officers in the past five years, various factors have recently contributed to increased attrition. There is a pressing need for the GPD to take significant steps to reduce its attrition rate.

During the course of this study, BerryDunn heard from several staff within the agency that the department is in need of additional personnel. Although BerryDunn agrees that the department would benefit from hiring additional sworn personnel and recognizes this condition has existed for at least a decade, the more pressing needs involve retaining personnel after they are hired and adding non-sworn uniformed personnel to provide immediate capacity for managing workload volumes. Concurrently, and secondarily to the immediate hiring of non-sworn staff, the GPD needs to expedite the hiring of sworn staff to backfill the large number of vacant sworn positions.

Another important staffing aspect for the GPD involves establishing a new *operational minimum* level of sworn staffing for the department, which BerryDunn has established at 149, along with a

new *authorized* hiring level of 159. Hiring at 159 sworn positions will compensate for consistent attrition. These levels will help ensure that optimal operational minimums are maintained, which will lead to the more efficient and consistent delivery of police services for the community. At the same time, there is a need to staff various non-sworn positions, which includes reallocating personnel and adjusting some other duties and responsibilities. These efforts are intended to create operational efficiency and to most effectively utilize the resources allocated to the police department.

In addition to adding staff, there is a pressing need for the GPD to engage in staff development. Several top administrators will retire in the next three to five years, and the GPD will need to backfill those positions. Due to attrition, experience levels within the department are uneven, with a large portion of staff having less than five years of experience. To help ensure that qualified personnel exist for each rank level as vacancies occur, the GPD must engage an intentional and formal personnel development program.

Throughout this report and primarily in Chapter 7, BerryDunn has identified various policy areas for the GPD that require addition or revision. Revising or adding policies is a critical task for the GPD, and given the national focus on policing, now more than ever, it is vital that the GPD include others in this process. BerryDunn recommends that the GPD engage internal and external feedback as it seeks to make policy additions or changes.

In addition to the need for personnel, BerryDunn noted several limitations for the GPD relating to the use of technology. Admittedly, much of these limitations are due to configuration issues with the RMS and other peripheral software and hardware applications. The GPD can realize significant improvements in overall efficiency through the use of technology, and, as with the recommendations in this report related to staffing, BerryDunn strongly recommends working quickly toward these solutions.

As indicated in the beginning of this report, it was necessary for BerryDunn to *freeze* certain conditions in order to conduct this assessment. However, this does not mean that the GPD has been constrained from making various changes during this process. In fact, BerryDunn worked with the GPD during the course of this project to inform key leaders on areas requiring more immediate attention. GPD staff have responded positively in this regard, operating in a process of continuous improvement during the time of this study. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the GPD, and some others are in queue. At BerryDunn's request, GPD staff have provided a list of these efforts as they relate to the assessment recommendations, and these are outlined in SDIR Appendix B.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that this report is viewed as a valuable resource, not only for the GPD, but also for the government officials for the City of Gresham, who work together on behalf of the public to provide policing excellence for the community.

## II. Staffing Summary

Table 12.1 summarizes the staffing level recommendations from this report. The table lists the recommended adjustments by unit and category and includes a reference to the chapter recommendation.

**Table 12.1: Staffing Summary**

Position	Chapter and Section	Other Sworn	Investigator	Patrol	CSO	Non-Sworn
Deputy Chief	Ch. 3, Sec. I	1				
Captain	Ch. 3, Sec. I	1				
Internal Affairs Lt.	Ch. 3 Sec. I	*				
Investigations	Ch. 6 Sec. III		3			
Patrol Staffing	Ch. 4 Sec. VIII			16		
PIO/Community Engagement	Ch. 2, Sec. IV					1
Non-Sworn CSOs	Ch. 4. Sec. VII				8	
Training	Ch. 9 Sec. I	1				
<b>Sworn Strength Increase</b>		3	3	16		

\*Position promotion, not necessarily a staffing addition.

BerryDunn's recommendations include adding 16 positions to uniformed patrol and 3 positions to investigations. BerryDunn also recommends reallocation of the addition of 8 non-sworn field response positions. These adjustments will optimize staffing levels in various units and will improve service delivery for the GPD and community.

Based on the overall assessment of the GPD, BerryDunn recommends a minimum operational level of 149 officers; this will require an authorized hiring at a rate of 159 to maintain minimum staffing for the agency. The numbers here reflect the following:

- Current Authorized Sworn Staffing: 127
- Additional Sworn Staffing: 22
- Minimum Operational Level: 149
- Estimated Attrition Rate: 10
- Authorized Hiring Level: 159

These numbers assume an attrition rate that is consistent with historical rates, and not recent unusual attrition rates the GPD has experienced. As the GPD approaches the suggested operational level, it will be important to monitor attrition rates and to adjust the authorized hiring

level to match operational needs and to help ensure the minimum operational level of 149 officers is consistently maintained.

The proposed staffing changes and personnel deployment adjustments outlined in this report should result in optimized operations for the GPD. Still, it is up to the GPD and the City, including government officials, to make these determinations and to set staffing priorities. Accordingly, it is possible that after further discussion, the City and the GPD might suggest modifications to what BerryDunn has proposed. As noted early in this report, BerryDunn feels strongly that final decisions of this nature should be made at the local level, in consideration of the recommendations provided, and BerryDunn encourages the GPD and the City to have these discussions in the interest of making those decisions.

BerryDunn once again thanks the GPD for its partnership and participation in this operational assessment. It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance to the City and police department in advancing the delivery of public safety services for the community.

# Appendix A: Acronyms

**Appendix Table A.1: Acronyms**

Acronym	Description
ACS	American Community Survey
AVL	Automatic Vehicle Location
BHU	Behavioral Health Unit
BJS	Bureau of Justice Statistics
BOEC	Bureau of Emergency Communications
CAD	Computer Aided Dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies
CCF	Citizen Comment Form
CFS	Call for Service
City	City of Gresham
COP	Community Oriented Policing
CSO	Community Service Officer
CVIP	Citizen Volunteers in Policing
DA	District Attorney
DDACTS	Data Driven Approach to Crime and Traffic Safety
DEI	Diversity Equity and Inclusion
DOR	Daily Observation Report
DPSST	Department of Public Safety Standards and Training
DUI	Driving Under the Influence
DV	Domestic Violence
EEO	Equal Employment Opportunity
EVOC	Emergency Vehicle Operator Course
EWS	Early Warning System
FBI	Federal Bureau of Investigation
FMLA	Family Medical Leave Act
FST	Field Supervisor Training
FY	Fiscal Year
GPD	Gresham Police Department

GPOA	Gresham Police Officer's Association
HR	Human Resource
HST	Homeless Service Team
IA	Internal Affairs
IACP	International Association of Chiefs of Police
IGA	Intergovernmental Agreement
ILP	Intelligence-Led Policing
IT	Information Technology
LAP	Lethality Assessment Protocol
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Queer
MOU	Memorandum of Understanding
MV	Motor Vehicle
NCIC	National Crime Information Center
NET	Neighborhood Enforcement Team
NIBRS	National Incident-Based Reporting System
OAA	Oregon Accreditation Alliance
PIO	Public Information Officer
POP	Problem Oriented Policing
PTO	Police Training Officer
PVO	Police Vehicle Operation
PVO	Patrol Vehicle Operation
RMS	Records Management System
RP	Reporting Party
SCT	Services Coordination Team
SDIR	Supplemental Data and Information Report
SRO	School Resource Officer
SVT	Special Victims Team
TAC	Terminal Agency Coordinator
TRU	Telephone Response Unit
UCR	Uniform Crime Reports
UOF	Use of Force

## Appendix B: Essential CFS Report

This report was provided to the GPD as a separate deliverable document as a part of this project. It is reproduced here in its entirety and in its original form.

### 1.0 Introduction

The Gresham Police Department (GPD) has been facing operational challenges in managing the calls for service (CFS) workload. As a result of these challenges, and partially in response to national trends regarding police CFS response, the GPD had engaged in substantial internal discussion about reducing CFS volumes by adjusting their response model and discontinuing or modifying their response to certain CFS. Although BerryDunn understands the urgent need for the GPD to address its CFS response challenges and the significant considerations involved, the initial process used by the GPD lacked an appropriate level of external collaboration.

The best-practices approach to managing such challenges should expand the level of collaboration beyond the walls of the police department. The 21<sup>st</sup> Century Policing Task Force final report explains:

Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

The report further states that police departments should:

Do things with residents in the co-production of public safety rather than doing things to or for them.<sup>29</sup>

Based on the noted challenges in managing CFS volume (and national trends), BerryDunn recommended that the City and GPD conduct an Essential CFS Evaluation. Following that recommendation, the GPD requested for BerryDunn to conduct that work. This report outlines the Essential CFS Evaluation process and findings, conducted alongside BerryDunn's operational assessment work.

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<sup>29</sup> Final Report of The President's Task Force on 21<sup>st</sup> Century Policing – [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

## 2.0 Essential CFS Evaluation Process

BerryDunn's Essential CFS Evaluation model is provided below. BerryDunn followed this process in conducting this evaluation. The results of the process are provided in Section 3.

### 2.1 Essential CFS Evaluation Work Plan Steps

1. Facilitate initial discussions with GPD and Project Team
2. Finalize and distribute Essential Police CFS Evaluation tool internally
3. Distribute Essential Police CFS Evaluation tool externally
4. Conduct community feedback sessions
5. Staff and stakeholder interviews
6. Data analysis
7. Develop Preliminary CFS Evaluation Report
8. Discuss CFS Evaluation and response

### 2.2 Essential CFS Evaluation Discussion

Determining possible alternatives to traditional CFS police response requires substantial data collection and analysis to inform and guide outcomes and recommendations. The work plan above briefly outlines the collaborative approach to collecting and analyzing this type of data.

One aspect of BerryDunn's process involves analyzing the computer-aided dispatch (CAD) data for the police department. This determines CFS types to be evaluated, and also quantifies the level of annual work effort in full-time equivalent (FTE) officer positions. In short, if the FTE level is negligible, diverting a CFS category will likely provide little workload relief and add little value to the department and the community (although there may still be other reasons to divert some CFS types).

In addition, BerryDunn also uses a customizable CFS Evaluation instrument to collect quantitative data. This instrument is used to solicit data from members of the police department and various professional stakeholders, possible CFS response resources, and the community. Tables 2.1 and 2.2 reflect the numerous evaluative points of the instrument, which assist in providing a full range of areas for consideration in making decisions about future police response.

Lastly, BerryDunn's process includes individual and group interviews with members of the department, stakeholders, service providers, and the community. This feedback is used to validate and support outputs from the quantitative data, and to guide and shape final recommendations. Although BerryDunn's model calls for several meetings with the community and relevant stakeholders, the City opted to rely more heavily on the online survey that

accompanied these efforts. Despite this adjustment, BerryDunn did engage stakeholders and community members directly and that information is provided in this report.

**Table 2.1: Essential Police CFS Evaluation Method**

CFS Activity	Police Mandate	Risk/Potential Danger	Immediate Response	Type: Crime, Traffic, Service	Other Resources Available	Alternative Response	Volume in FTEs	Community Value	Custom Field
Alarm									
Theft									
Domestic									
Medical									
Mental Health									
Traffic									

**Table 2.2: Essential Police CFS Evaluation Legend**

Category	Rating	Explanation
Police Mandate	Yes, No	Legal requirement for response
Risk/Potential Danger	High, Possible, Limited	As assessed by call type and category
Immediate Response	Yes, No	24/7 response necessary/expected
Type: Crime, Traffic, Service	Category	CFS category assigned
Other Resources Available	Yes, No, Limited, TBD	Current, to some extent, or possible
Alternative Response	Yes, No	TRU or online reporting options
Volume in FTEs	Calculated Value	Based on CAD analysis
Community Value	Calculated Value	Based on community input (1-5)
Custom Field	TBD	TBD

## 3.0 Essential CFS Evaluation Results

This section describes the results of the quantitative and qualitative data collection and its analysis.

### 3.1 Quantitative Data Collection

The initial CAD dataset BerryDunn reviewed contained 253 CFS types. BerryDunn placed these CFS types into a Microsoft Excel spreadsheet for evaluation by department staff. At BerryDunn’s request, the GPD assigned several patrol officers and line-level patrol supervisors to complete the evaluation form. A total of 37 sworn staff completed the assessment using the evaluation legend provided (see Table 3.1 below).

**Table 3.1: Survey Legend**

Category	Rating	Explanation
Police Mandate	Yes, No (Y - N)	Legal requirement for response (or reporting)
Risk/Potential Danger	High, Possible, Limited (H - P - L)	As assessed by call type and category
Immediate Response	Yes, No (Y - N)	24/7 response necessary/expected
Type: Crime, Ordinance, Traffic, Service	Category (C - O - T - S)	CFS category assigned
Other Resources Available	Yes, No, Limited, TBD (Y - N - L - T)	Current (Y or N), Limited (to some extent), or TBD (possible)
Alternative Response	Yes, No (Y - N)	Telephone Response Unit (TRU) or online reporting options
Volume in FTEs	Calculated Value (CAD DATA)	Based on CAD analysis
<b>Importance Rating 1-10 (10 = Most Important; 1 = Least Important)</b>		
Police Department Value	Calculate Value (Internal)	Based on department input (1-10)
<b>Acceptance Rating 1-5 (5 = Most Accepting; 1 = Least Accepting)</b>		
Community/Stakeholder Value: Open to Alternative Response (Phone/Online)	Calculated Value (External)	Based on stakeholder input (1-5)

#### 3.1.1 Data Coding Protocols

Following completion of the individual ratings, BerryDunn merged the responses for data analysis and reporting, using the data coding protocols detailed below.

- **Police Mandate:** If any responses contained a Yes (Y), that category was coded with a Y. Otherwise, a No (N) was coded.
- **Risk/Potential Danger:** Coded with the most frequent risk label (H-High, P-Possible, or L-Limited).
- **Immediate Response:** If any responses contained a Y, that category was coded with a Y. Otherwise, an N was coded.
- **Crime, Ordinance, Traffic, Service:** Coded with the most frequent label (C-Crime, O-Ordinance, T-Traffic, or S-Service).
- **Other Resources Available:** If any responses contained a Y, that category was coded with a Y. Otherwise an N was coded. If any response contained an L (Limited) or T (To be Determined), a T was coded. All narrative comments were copied from the response.
- **Alternative Response:** If any responses contained a Y, that category was coded with a Y. Otherwise, an N was coded. All narrative comments were copied from the response.
- **Police Department Value:** Responses were averaged and rounded to the nearest whole number.

Of the original 253 CFS types, 90 incidents had no volume in CAD over a two-year period. However, 36 of those incidents still required review, as they represented a CFS type that might generate volume (e.g., disturbance priority, accident unknown injury, party disturbance), and those that might have associated workloads (even though no volume was coded to that specific CFS type within CAD). An additional 28 CFS types were determined to be non-CFS events (e.g., bar checks, community policing, follow-up), or the responsibility of other entities (Portland Police, Multnomah County Sheriff etc.). Accordingly, the remaining 54 CFS types with no CAD volume that were not reviewed, along with the 28 non-CFS types, were excluded from further evaluation.

The merged CFS Evaluation Data (with the above items removed) was provided to the GPD administration for additional coding (the full data list is provided in Appendix A: Table 3.1).

### 3.1.2 Administration Coding Criteria

GPD administration was asked to provide additional coding using the criteria below, with full consideration of the combined responses from operational personnel.

#### **Criminal/Ordinance Incidents:**

- Does this CFS type require an in-person officer response?
- Could this CFS type possibly be handled in person by a non-sworn staff member?
- Could this CFS type possibly be diverted to a TRU or an online reporting portal?

**Non-Criminal Incidents:**

- Does this CFS type require an in-person officer response?
- Could this CFS type possibly be handled in person by a non-sworn staff member?
- Could this CFS type possibly be diverted to a TRU or an online reporting portal?
- Does this CFS type require a police response at all (assuming another resource can be identified)?
- Is it possible that this CFS type might not always require a police response?

**Category Removal:**

- Are there any category CFS types that do not apply to the GPD, or that cannot otherwise be diverted?

### 3.1.3 Administration Coding Outputs

GPD administration reviewed 73 criminal/ordinance CFS types. Of those, 49 were determined to require an officer response (e.g., assault with a weapon, robbery, sexual offenses). Due to categorical similarities, the remaining 24 CFS types were merged into 17 categories. Similarly, the GPD administration reviewed 49 service incidents (including traffic). Of those, 29 CFS types were determined to require an officer (e.g., silent alarm, suicide attempt, unwanted person), or they did not apply to GPD (river incident, Washington Park incident). The remaining 17 service CFS types were merged into 14 categories. From this evaluation sequence, there were 31 CFS types identified for additional community and stakeholder review.

BerryDunn then developed an online survey from the evaluation data gathered, for community and stakeholder review of the remaining CFS types. A link to this survey was posted online on the Social Pinpoint project site, and the City communications team promoted the survey opportunity through its various social media platforms. BerryDunn also directly emailed the survey link to a list of stakeholders identified by the City and GPD. The survey was active online for approximately three weeks. BerryDunn received six community responses and ten stakeholder responses. Responses were averaged and have been provided in Table 3.2 below.

### 3.1.4 Quantitative Data Results Discussion

There are two sections to the data in Table 3.2. The data under the blue headings has been pulled from the GPD CFS Evaluation dataset (see Appendix A: Table 1.1). The data under the green headings have been averaged from the survey responses. The response data have also been separated by columns reflecting the average response of stakeholders, the average response of community responses, and the total average of both response groups.

In addition to the group separations, the survey data have been split into three categories:

- Community Service Officer (CSO) response (non-sworn)
- TRU/Online response

- Alternative response

For the CSO, TRU, and online categories, the number shown reflects the average of the respondents' level of acceptance to an alternative response (with 5 being the most accepting and 1 being the least accepting).

**Table 3.2: Survey Results**

CFS Type	Police Mandate	Risk/Potential Danger	Immediate Response	Type: Crime, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value	Community Service Officer (response averages)			TRU/Online (response averages)			Alternative
									Stk.	Comm.	Total	Stk.	Comm.	Total	
Assault*	Y	L	N	C	Y	Y	1.54	4	2	1	2				
Illegal Camping*	N	L	N	C	Y	Y	0.49	2	4	3	4				
Stolen Vehicle Report*	Y	L	Y	C	Y	Y	2.98	3	3	2	3				
Recovered Stolen Vehicle	Y	L	Y	C	Y	Y	2.44	3	3	3	3				
Burglary	Y	L	N	C	Y	Y	1.17	3	2	2	2	2	2	2	
Disturbance*	Y	L	Y	C	Y	Y	0.22	5	3	2	3	3	2	2	
Fraud	Y	L	N	C	Y	Y	0.16	3	3	3	3	3	3	3	
Harassment	Y	L	N	C	Y	Y	1.29	2	3	3	3	3	3	3	
Identity Theft	Y	L	N	C	Y	Y	#N/A	3	4	2	3	4	3	3	
Illegal Dumping	Y	L	N	C	Y	Y	0.04	2	4	4	4	4	4	4	
Motor Vehicle Crash – Hit and Run	Y	L	N	C	Y	Y	1.29	2	2	2	2	2	2	2	
Parking Problem	N	L	N	C	Y	Y	0.37	2	4	4	4	4	3	4	
Restraining Order	Y	L	Y	C	Y	Y	0.83	4	2	1	2	2	1	2	

\*Compressed category

\*\*No category-specific data

CFS Type	Police Mandate	Risk/Potential Danger	Immediate Response	Type: Crime, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTE's	Police Department Value	Community Service Officer (response averages)			TRU/Online (response averages)			Alternative
									Stk.	Comm.	Total	Stk.	Comm.	Total	
Theft	Y	L	N	C	Y	Y	3.83	2	2	2	2	3	2	2	
Threat	Y	L	N	C	Y	Y	1.11	2	3	2	2	3	2	2	
Vandalism	Y	L	N	C	Y	Y	1.04	2	4	3	4	4	3	4	
Vice, Drugs, Liquor, Prostitution, Gambling	Y	P	N	C	Y	Y	0.52	3	2	2	2	2	2	2	
Animal Problem	N	L	N	S	Y	Y	0.11	2	4	5	4				
Hazardous Condition	Y	P	Y	S	Y	Y	0.74	4	4	3	3				
Homeless**	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	4	3	4				
Juvenile	Y	L	N	S	Y	Y	0.16	2	4	2	3				
Medical Assist	Y	P	Y	S	Y	Y	1.54	4	4	2	3				
Mental Health/Crisis**	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	4	3	4				
Missing Person; Lost, Found, Runaway	Y	L	Y	S	Y	Y	1.46	4	3	3	3				
Motor Vehicle Crash – Property Damage	Y	L	Y	T	Y	Y	2.69	2	2	2	2				

\*Compressed category

\*\*No category-specific data

CFS Type	Police Mandate	Risk/Potential Danger	Immediate Response	Type: Crime, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTE's	Police Department Value	Community Service Officer (response averages)			TRU/Online (response averages)			Alternative
									Stk.	Comm.	Total	Stk.	Comm.	Total	
Property; Lost, Found, Recovered	Y	L	Y	S	Y	Y	0.54	2	4	3	4				
School Events	Y	L	Y	S	Y	Y	0.10	3	4	4	4				
Tri-Met Incidents	Y	L	N	S	Y	Y	0.23	2	4	3	3				
Welfare Check	Y	L	Y	S	Y	Y	6.06	3	4	4	4				
Civil Problem	Y	L	N	S	Y	Y	1.26	2	4	3	3	4	3	4	
Speeding/Sign Complaint**	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3	3	3	3	3	3	
Animal Problem	N	L	N	S	Y	Y	0.11	2	5	4	4	4	2	4	X
Homeless**	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	4	2	4	4	2	3	X
Mental Health/Crisis**	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	4	3	3	3	2	3	X
Tri-Met Incidents	Y	L	N	S	Y	Y	0.23	2	4	2	3	3	2	3	X
Welfare Check	Y	L	Y	S	Y	Y	6.06	3	4	3	4	3	2	3	X
Civil Problem	Y	L	N	S	Y	Y	1.26	2	4	3	4	4	3	4	None

\*Compressed category

\*\*No category-specific data

The survey response data in Table 3.2 (for both stakeholders and the community) generally reflect moderate to strong acceptance levels for alternative CFS responses, with many categories receiving an average response of 3 or 4. Not surprisingly, criminal incidents such as assault and restraining order violations, received relatively low alternative CFS response acceptance scores in the 1 – 2 range.

Based on work done around the country, BerryDunn is aware that many of the incident types provided in Table 3.2 have been successfully diverted to either non-sworn staff, or to TRU or online resources. Even though some of the survey categories produced relatively low average scores, the GPD should be able to divert many of these CFS types, including some with relatively low response scores. In turn, this will reduce workloads for sworn staff, and in all likelihood, increase the GPD’s effectiveness in providing service to the community. Despite these likely outcomes, the GPD should pay attention to the low scores—particularly those that are ones or twos. It may be best not to divert CFS types with these lower scores immediately, or at a minimum, the GPD may need to take additional precautions to help increase community comfort in the alternative processes the department intends to put into place.

In addition to the overall ratings for non-sworn, TRU, or online response, the bottom section of Table 3.2 also reflects CFS types that could be diverted to resources external to the police department. Table 3.3 provides suggested alternative response resources, based on community and stakeholder feedback.

**Table 3.3: Resource Suggestions (Community)**

Category	Suggested Resources
Animal Problem	Multnomah County Animal Society; Animal Control
Homeless	Homeless Services; Mental Health Team; Homeless Response Team
Mental Health/Crisis	Mental Health Professional/Crisis Response Team; Mental Health Clinicians
Tri-Met Incidents	Dedicated Tri-Met Security Team
Welfare Check	Mental Health Team
Civil Problem	No suggestions provided

Table 3.4 provides suggested alternative response resources from police department staff. This data was collected from the initial 37 officers who completed the CFS Evaluation; duplicate suggestions have been consolidated. Also, for reference purposes, BerryDunn has included the initial list of CFS types the GPD intended to divert as a result of its own internal process (see Appendix A: Table 1.2).

**Table 3.4: Resource Suggestions (Department)**

Category	Suggested Resources*
Assault	TRU (Telephone Response Unit) or designated unit; CSO (Community Service Officer; non-sworn) or similar except for photos/evidence; Online; Services Coordination; Neighborhood Enforcement Team (NET)
Illegal Camping	Homeless Services; Code Enforcement; NET; CSO
Stolen Vehicle Report	TRU; CSO; Online
Recovered Stolen Vehicle	CSO; TRU
Burglary	TRU; CSO; Online
Disturbance	TRU; Other defined unit; Online
Fraud	TRU; CSO; Online
Harassment	TRU; Online
Identity Theft	TRU; CSO; Online
Illegal Dumping	Code Enforcement; CSO; Online; City/County Road Crew
Motor Vehicle Crash – Hit and Run	TRU; Online; Traffic Unit; CSO
Parking Problem	Code Enforcement
Restraining Order	TRU; Online; Civil Deputy
Theft	TRU; Online; CSO
Threat	TRU; Online
Vandalism	TRU; Online
Vice, Drugs, Liquor, Prostitution, Gambling	Online; NET; Oregon State Police Gaming Division
Animal Problem	Animal Control or designated unit; TRU; Online; CSO
Hazardous Condition	Fire Department; City/County Road Crew; Oregon Department of Transportation
Homeless	Homeless Services; Code Enforcement; NET
Juvenile	Schools; Social Services
Medical Assist	Fire; EMS/Ambulance
Mental Health/Crisis	Crisis Intervention Team (CIT); Mental Health Specialist (Project Respond)
Missing Person; Lost, Found, Runaway	CSO; TRU; Online
Motor Vehicle Crash – Property Damage	Other designated unit; Traffic Unit; CSO; Oregon Department of Transportation; Online

Category	Suggested Resources*
Property; Lost, Found, Recovered	TRU; Online; CSO; Desk Officer
School Events	School Administration; School Security; School Resource Officer (SRO); CSO; Cadet
Tri-Met Incidents	TRIMET (transit)
Welfare Check	EMS/Ambulance; Mental Health Specialist (Project Respond)
Civil Problem	Multnomah County Sheriff's Office (MCSO) Civil Unit; CSO; TRU; MCSO Website; Code Enforcement, Building Services, East County Mediation

\*Responses have been edited to reflect suggested deferral resources.

## 3.2 Qualitative Data

To capture additional details regarding alternative CFS response, BerryDunn conducted several fact-finding discussions. These included in-person interviews with GPD staff (at all levels), in-person interviews with professional partners (e.g., fire department, EMS) and other stakeholders (community activists, mental health providers), and in-person and virtual meetings with the community. The purpose of these sessions was to introduce the Essential CFS Evaluation process, and to solicit input from all relevant stakeholders on which CFS could/should be diverted, and what resources might already exist or need to be created to facilitate a shift in the traditional CFS response model. The following sub-sections summarize the feedback collected during this process.

### 3.2.1 Department Responses

Patrol staff at the GPD expressed concerns over workloads for sworn staff, and accordingly, they are open and interested in developing solutions that reduce workload volumes for patrol. As mentioned in this report's Introduction, the GPD had been exploring a revision to its CFS response model at the time the operational study began. Because of this, staff had already discussed the diversion of CFS to alternative sources, including telephone reports and online reporting. Staff also pointed out the My Gresham website, where community members file a variety of non-emergency reports.

GPD staff had not explored the solution of adding non-sworn uniformed staff (commonly referred to as CSOs) to assist with CFS volumes. Although this idea raised questions from labor and other staff about how CSOs would integrate into the police operation, there was a general sense that adding non-sworn personnel could be beneficial.

GPD staff identified several main categories of response that they felt could be diverted, including medical and fire incidents, mental health CFS, and those related to the unhoused. These same categories were primary in the quantitative responses from officers.

GPD staff pointed out that they have had a unit, the Neighborhood Enforcement Team (NET), which has worked closely with the Code Enforcement and Homeless Outreach teams from the

City, and that this unit has taken ownership over significant CFS volume. In addition, staff described Project Respond, which is a 24-hour service that can respond directly to individuals in crisis, without police response. Although staff described this service positively, they also indicated that Project Respond's threshold for requesting joint police response is low, and this often results in officers being summoned to the scene to assist, or to be in a standby mode.

### 3.2.2 Stakeholder Responses

The stakeholders BerryDunn spoke with were primarily related to fire and American Medical Response (AMR) services. The GPD already has a hybrid response model for fire and ambulance response, but stakeholders explained that some refinement would be beneficial to help ensure that police response is available when needed.

Both entities recognized and acknowledged the benefit of deferring CFS to the appropriate entity, but again, expressed a desire to clarify roles and to establish more appropriate and consistent protocols for independent and joint responses.

The stakeholders interviewed did not provide BerryDunn with any specific resources who may be able to help with other CFS types.

### 3.2.3 Community Responses

The idea of an alternative response to CFS was new to many of the community members BerryDunn spoke with. Consequently, there was initial hesitation to support such a model, particularly because of traditional norms that suggest a call to 911 will result in a police officer being summoned.

As BerryDunn explained the breakdown of CFS types that could possibly be diverted—those that were not in progress, not serious, and typically included minimal follow-up or evidence—community members seemed more ready to embrace such a shift. During these conversations, community members suggested specific CFS types for diversion, including mental health and the unhoused, in particular.

Not unexpectedly, some community members suggested that although they could understand the reasoning for diverting certain CFS, some indicated they would be more comfortable with a sworn officer response—even when the new protocols might dictate otherwise.

The community members interviewed did not provide BerryDunn with any specific resources who may be able to help with other CFS types.

## 3.3 Essential CFS Data Summary

During direct engagement efforts both internally and externally, there was clear support for an alternative response to CFS (given the appropriate CFS type and circumstances), specifically for using a TRU or online reporting. There was also support for diverting certain CFS volume to trained non-sworn personnel. Those interviewed also supported the development of hybrid or independent response models for certain CFS types (e.g., mental health, medicals, fire-related, unhoused). The level of support was stronger internally, but those interviewed externally

indicated increasing levels of acceptance for these shifts, as they learned more about the reasoning, and the types of CFS that would be diverted to alternative processes.

Through a series of quantitative evaluation processes, 31 CFS types were isolated for internal alternative response consideration. Of that number, 6 CFS types were also identified as having the potential for external response. These CFS types were placed in a survey, which was distributed to the community and key stakeholders identified by the City and the GPD. Although the number of responses to the survey was relatively low, the scores correlated with in-person discussions BerryDunn had with staff and stakeholders. Despite the low number of responses, there is a visible pattern of which CFS types are more acceptable to divert, and those which have minimal support for doing so.

## 4.0 Essential CFS Evaluation Summary

There are several expected outputs from this process which include determining:

- CFS types that should not be diverted and should continue to receive a direct police response
- CFS types that should/could be eliminated from police response, and who could be a possible resource to take on these responsibilities
- CFS types that should/could be diverted to a non-sworn police resource (such as a CSO or animal control) for response
- CFS types that should/could be diverted internally within the police department, either to a TRU or online reporting
- CFS types that should/could involve a hybrid response between the police department and another resource

As part of this review, the police department assessed which CFS will continue to receive an officer response, whether legally mandated, due to possible risk, and/or because of their inherent authority and responsibility as sworn officers. The process also produced data that supports determining which CFS should be diverted to another resource completely, and which could be managed either by non-sworn staff, or through an alternative response program such as a TRU or online reporting. The process also identified opportunities for hybrid/collaborative responses to certain CFS, particularly those related to mental health and unhoused populations.

Despite the value of these outputs, there is much work to be done to operationalize these findings. This includes:

- Developing policies and procedures, both internally and externally (with partner agencies)
- Developing protocols for dispatch and other staff who are at the intake level for CFS
- Training for police department staff on these new processes
- Educating the community about these changes
- Receiving approval from government leaders on proposed changes

The GPD should use the information from this process to work collaboratively with all appropriate stakeholders to advance any proposed changes to the CFS response model.

## 5.0 CFS Recommendations

Based on the totality of the information gathered for the GPD, BerryDunn makes the following recommendations for modifying its CFS response model:

- Develop a comprehensive alternative CFS response plan and seek support from the City Council on the new model
- Establish a TRU
- Add non-sworn personnel (similar to CSOs) to staff the TRU, and to manage other in-person responses that do not require a sworn officer
  - Staffing for the TRU and non-sworn services should consistently cover two shifts per day
- Develop CAD CFS types that clearly categorize certain incidents (e.g., mental health, unhoused)
- Evaluate hybrid and collaborative responses for appropriate CFS types, and identify whether there are existing resources for response, or if these need to be created and/or augmented
- Develop policies and procedures for the diversion of CFS to the TRU, non-sworn personnel, and other external resources; procedures should consider customer preferences and provide accommodations for those, whenever requested
- Train agency personnel, dispatch, and community partners on the new model
- Provide community education on the new model, including the various reporting capabilities, and how to provide feedback
- Monitor the success of the new model and made appropriate adjustments

## 6.0 Budget Implications

### 6.1 Staffing

To consistently staff one person in a TRU for two shifts per day, and to consistently staff one person for field response for two shifts per day (four non-sworn staff per day), the GPD would require approximately 8 positions. Using a cost factor of \$25/hour for each position, and a 50% overhead cost, the annual cost for each non-sworn staff member would be approximately \$86,000. The annual staffing cost for 8 positions would be approximately \$690,000. Although this number is substantial, the cost is roughly 50% of the expense for a sworn officer.

BerryDunn is not suggesting replacement of sworn positions with non-sworn personnel. Based on BerryDunn's evaluation of numerous data, the GPD is understaffed in patrol, both with respect to vacant positions and additional required positions to balance workload demands. Adding non-sworn staff will not eliminate this imbalance, but it will partially mitigate overall workloads and reduce the total number of additional personnel required to manage CFS volumes in patrol.

### 6.2 Equipment

It is likely that the GPD would require two new/refurbished vehicles for non-sworn staff to use. The GPD may be able to use recycled police vehicles, which would reduce the initial capital outlay for the vehicles, but there will still be equipment costs for each vehicle, and they would also need to be factored into the fleet replacement cycle. Start-up costs for equipping these vehicles should be minimal, but are estimated at approximately \$10,000, which includes a radio and computer, and custom graphics and a cage (for animal control).

### 6.3 Outsourcing

The costs for possible outsourcing of certain CFS types (e.g., mental health, unhoused, animal control) are more difficult to estimate. These could vary greatly based on numerous factors (e.g., availability of personnel, equipment, facilities). It will be important for the GPD to examine these possible costs carefully as part of its strategy to develop any alternative CFS response model.

## Appendix AA

Table AA.1: CFS Evaluation Data

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
911 HANGUP	Y	P	Y	S	T	Y	1.34	7
ABANDONED VEHICLE	N	L	N	O	Y	Y	0.05	2
ABANDONED VEHICLE FOLLOW UP - POLICE USE ONLY	Y	L	N	O	Y	Y	0.01	2
ABUSE - PRIORITY	Y	P	Y	C	Y	Y	0.06	9
ABUSE / NEGLECT - COLD	Y	L	Y	C	Y	Y	0.44	7
ACCIDENT - HIT & RUN - PRIORITY	Y	L	Y	C	Y	Y	1.78	5
ACCIDENT - HIT AND RUN - COLD	Y	L	N	C	Y	Y	1.29	2
ACCIDENT - INJURY	Y	P	Y	T	Y	Y	6.48	6
ACCIDENT - NON INJURY	Y	L	Y	T	Y	Y	2.69	2
ACCIDENT - UNKNOWN INJURY	Y	P	Y	T	Y	Y	1.92	4
ADMIN CASE NUMBER REQUEST - POLICE USE ONLY	Y	L	N	S	Y	Y	0.03	2
ADMINISTRATIVE DUTIES	Y	L	N	S	Y	Y	#N/A	3
AED - AED (GRESHAM POLICE)	Y	P	Y	S	Y	Y	0.25	3
AIR - **DNB** AIRPLANE DISTURBANCE **DNB**	Y	L	Y	S	Y	Y	#N/A	4
ALARM - 900 *H	Y	P	Y	S	Y	N	0.01	7
ALARM - AUDIBLE	Y	P	Y	S	Y	Y	0.09	3
ALARM - AUDIBLE / MONITORED	Y	P	Y	S	Y	Y	1.50	3
ALARM - AUDIBLE / MONITORED - PRIORITY	Y	P	Y	S	Y	Y	0.44	4

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
ALARM - FALSE; CHARGEABLE	Y	P	N	S	Y	Y	#N/A	2
ALARM - FALSE; EXEMPT BY OFFICER	Y	P	N	S	Y	Y	#N/A	2
ALARM - ROBBERY/HOLDUP MONITORED (27A) *H	Y	H	Y	C	Y	Y	0.09	7
ALARM - SILENT DURESS TRANSPORTATION	Y	P	Y	S	Y	Y	0.00	5
ALARM - SILENT MONITORED (27B)	Y	P	Y	S	Y	Y	0.30	6
ALARM CANCELED BEFORE ARRIVAL (BOEC USE ONLY)	Y	L	N	S	Y	Y	#N/A	2
ANIMAL PROBLEM	N	L	N	S	Y	Y	0.11	2
ANIMAL PROBLEM - PRIORITY	Y	P	Y	S	Y	Y	0.16	2
AREA CHECK	Y	P	Y	S	Y	Y	1.58	2
ARSON - PRIORITY	Y	H	Y	C	Y	Y	0.12	8
ASSAULT - COLD	Y	L	N	C	Y	Y	1.54	4
ASSAULT - PRIORITY	Y	H	Y	C	N	Y	4.45	7
ASSAULT - WITH WEAPON *H	Y	H	Y	C	N	Y	0.76	9
ASSIST - CITIZEN OR AGENCY	Y	L	Y	S	Y	Y	4.10	4
ASSISTANCE - AGENCY COVER CODE 1	Y	P	Y	S	Y	Y	0.10	6
ASSISTANCE - AGENCY COVER CODE 3 *H	Y	H	Y	S	Y	N	0.33	9
ASSISTANCE - FIRE / EMS NEED POLICE *H	Y	H	Y	S	T	N	#N/A	8
ASSISTANCE - OTHER AGENCY PURSUIT	Y	H	Y	S	Y	N	#N/A	7
ASSISTANCE - RESPONDER EMERGENCY *H	Y	H	Y	S	Y	N	0.00	8

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
BAR CHECK - ASSIST AGENCY (POLICE USE ONLY)	Y	L	Y	S	Y	Y	#N/A	2
BAR CHECK - GENERAL (POLICE USE ONLY)	Y	L	Y	S	Y	Y	0.00	2
BAR CHECK - SECURITY (POLICE USE ONLY)	Y	L	Y	S	Y	Y	#N/A	2
BOAT STOP	N	L	N	S	Y	Y	0.00	1
BOMB - DEVICE DISCOVERED (33B) *H	Y	H	Y	C	Y	Y	0.08	9
BOMB - THREAT (33B)	Y	H	Y	C	Y	Y	0.01	7
BOMB OR CHEM POLICE INVESTIGATION (33B/33C)	Y	H	Y	C	Y	Y	0.04	7
BULL RUN INCIDENT - DAM BREACH *H	Y	L	Y	S	Y	Y	#N/A	5
BURGLARY - COLD	Y	L	N	C	Y	Y	1.17	3
BURGLARY - PRIORITY *H	Y	P	Y	C	Y	Y	1.40	7
CAB - COUNTY PAID CAB - NON EMERGENCY TRANSPORT	N	L	N	S	Y	Y	#N/A	1
CAD TEST CALL TYPE - DO NOT DISPATCH	N	L	N	S	N	Y	#N/A	1
CAD-TO-CAD POLICE	Y	L	N	S	N	N	#N/A	1
CAMPING - GENERAL - POLICE USE ONLY	N	L	N	O	Y	Y	0.49	2
CAMPING - STRUCTURE - POLICE USE ONLY	Y	L	N	O	Y	Y	0.01	2
CANCEL - CALLS FROM INCOMPLETE QUEUE	N	L	N	S	N	Y	#N/A	1
CHEMICAL OR BIOLOGICAL (33C)	Y	H	Y	C	Y	Y	0.00	8

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
CHEMICAL OR BIOLOGICAL THREAT (33CTH)	Y	P	Y	C	Y	Y	#N/A	7
CIVIL - CIVIL PROBLEM	Y	L	N	S	Y	Y	1.26	2
CIVIL - EVICTION	Y	L	N	S	Y	Y	0.05	2
CIVIL - PROPERTY SEIZURE	Y	L	N	S	Y	Y	0.00	2
CIVIL - SERVE PAPERS	Y	P	Y	S	Y	Y	0.16	2
CIVIL - STANDBY	Y	P	Y	S	Y	Y	1.04	2
CLASSROOM HOURS	N	L	N	S	Y	Y	#N/A	1
COMMUNITY CONTACT	Y	L	N	S	Y	Y	0.07	3
COMMUNITY MEETING	Y	L	N	S	Y	Y	0.06	3
COMMUNITY OTHER	Y	L	N	S	Y	Y	0.08	3
COMMUNITY POLICING	Y	L	Y	S	Y	Y	1.10	3
COMMUNITY PROBLEM ORIENTED POLICING	Y	L	Y	S	Y	Y	0.12	3
COMMUNITY SERVICE	Y	L	Y	S	Y	Y	0.01	3
CRISIS RESPONSE - DISPATCHER USE ONLY	Y	L	Y	S	Y	N	#N/A	3
DEATH INVESTIGATION	Y	L	Y	S	Y	Y	2.17	5
DELIVER DEATH MESSAGE	Y	L	Y	S	Y	Y	0.06	3
DELIVER MESSAGE	Y	L	Y	S	Y	Y	0.02	2
DETAIL	Y	L	Y	S	Y	Y	3.51	2
DETOX TRANSPORT	N	L	Y	S	Y	Y	0.00	2
DISTURBANCE - COLD	Y	L	Y	C	Y	Y	0.38	3
DISTURBANCE - DOMESTIC - COLD	Y	L	Y	C	Y	Y	0.22	5

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
DISTURBANCE - DOMESTIC - PRIORITY	Y	H	Y	C	Y	Y	1.04	7
DISTURBANCE - DOMESTIC - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.16	9
DISTURBANCE - PRIORITY	Y	P	Y	C	Y	Y	16.47	6
DISTURBANCE - WITH WEAPON *H	Y	H	Y	C	Y	Y	1.96	9
DRIVING UNDER INFLUENCE	Y	P	Y	C	Y	Y	0.70	6
ECIT	Y	P	Y	S	Y	Y	0.00	2
ELUDE - NOT IN PURSUIT	Y	P	Y	C	Y	Y	0.00	3
EOC EVENT (POLICE USE ONLY)	Y	L	Y	S	Y	N	0.04	4
ESCAPE FROM CUSTODY	Y	H	Y	C	Y	Y	#N/A	7
EXTRA PATROL	Y	L	Y	S	Y	Y	#N/A	3
FIRE RELATED	Y	L	Y	S	Y	Y	0.60	3
FLAGDOWN	Y	L	Y	S	Y	Y	0.62	3
FOLLOW-UP	Y	L	Y	S	Y	Y	8.82	2
FOOD BASKET	N	L	N	S	Y	Y	0.01	2
FOOT PURSUIT *H	Y	H	Y	C	Y	Y	0.01	8
FRAUD - COLD	Y	L	N	C	Y	Y	0.16	3
FRAUD - PRIORITY	Y	P	Y	C	Y	Y	0.03	4
GANG RELATED	Y	P	Y	S	Y	Y	#N/A	3
GREAT - SRO INITIATED ACTIVITY	Y	L	N	S	Y	Y	#N/A	3
HARASSMENT	Y	P	Y	C	Y	Y	0.23	3
HARASSMENT - COLD	Y	L	N	C	Y	Y	1.29	2
HAZARD - HAZARDOUS CONDITION	Y	P	Y	S	Y	Y	0.74	4

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
HAZARD - WRONG-WAY DRIVER *H	Y	H	Y	T	Y	Y	0.01	7
HOSTAGE SITUATION *H	Y	H	Y	C	Y	N	0.00	9
IDENTITY THEFT	Y	L	N	C	Y	Y	#N/A	3
ILLEGAL DUMPING - COLD	Y	L	N	C	Y	Y	0.04	2
ILLEGAL DUMPING - PRIORITY	Y	L	Y	C	Y	Y	0.01	2
INFO REFERRAL	Y	L	N	S	Y	Y	#N/A	1
INFORMATION FOR BROADCAST	Y	L	N	S	Y	Y	0.37	1
JUVENILE PROBLEM	Y	L	N	S	Y	Y	0.16	2
JUVENILE PROBLEM - PRIORITY	Y	P	Y	S	Y	Y	0.21	4
K9 EXPLOSIVE SWEEP	Y	L	Y	S	Y	N	#N/A	3
LEDS - TELETYPES	Y	L	N	S	Y	Y	#N/A	1
LIGHTRAIL TUNNEL INCIDENT - LIGHTRAIL CONTROL	Y	L	Y	S	Y	Y	#N/A	2
MEDICAL ASSIST	Y	P	Y	S	Y	Y	1.54	4
MFR - MEDICAL ASSIST (MCSO ONLY)	N	L	Y	S	Y	Y	0.00	1
MISSING - KIDNAPPING OR ABDUCTION *H	Y	H	Y	C	Y	N	0.04	9
MISSING - PERSON ENDANGERED	Y	P	Y	S	Y	Y	1.70	7
MISSING - PERSON LOST,FOUND,RUNNER	Y	L	Y	S	Y	Y	1.46	4
MT TABOR INCIDENT - RESERVOIR BREACH *H	N	L	Y	S	N	Y	#N/A	2
MU - 42ND ST. BOAT RAMP PATROL	N	L	N	S	N	N	#N/A	1
MU - BOAT EXAMINATION REPORT	N	L	N	S	N	N	#N/A	1
MU - BONNEVILLE DAM PATROL	Y	L	N	S	N	N	#N/A	1

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
MU - CHINOOK LANDING PATROL	N	L	N	S	N	N	#N/A	1
MU - CORBETT PATROL	N	L	N	S	N	N	#N/A	1
MU - COUNTER CONTACT	Y	L	N	S	Y	Y	0.00	1
MU - CRITICAL INFRASTRUCTURE CHECK	N	L	N	S	N	N	#N/A	1
MU - DUNTHORPE PATROL	N	L	N	S	N	N	#N/A	1
MU - ELK ROCK PATROL	N	L	N	S	N	N	#N/A	1
MU - EXTRA PATROL	Y	L	N	S	Y	N	#N/A	1
MU - GOVERNMENT ISLAND PATROL	N	L	N	S	N	N	#N/A	1
MU - HULL IDENTIFICATION NUMBER INSPECTION	N	L	N	S	N	N	#N/A	1
MU - I5 BRIDGE PATROL	N	L	N	S	N	N	#N/A	1
MU - MAYWOOD PARK PATROL	N	L	N	S	N	N	#N/A	1
MU - MCSO EXTRA PATROL (POLICE USE ONLY)	N	L	N	S	N	N	0.00	1
MU - MULTNOMAH CHANNEL PATROL	N	L	N	S	N	N	#N/A	1
MU - MULTNOMAH FALLS PATROL	N	L	N	S	N	N	#N/A	1
MU - NORTH PORTLAND HARBOR PATROL	N	L	N	S	N	N	0.00	1
MU - PORT OF PORTLAND PATROL	N	L	N	S	N	N	#N/A	1
MU - RIVER PATROL PUBLIC EDUCATION	N	L	N	S	N	N	#N/A	1
MU - RIVERPLACE MARINA PATROL	N	L	N	S	N	N	#N/A	1
MU - ROOSTER ROCK PATROL	N	L	N	S	N	N	#N/A	1
MU - SANDY RIVER PATROL	N	L	N	S	N	N	#N/A	1
MU - SAUVIE ISLAND PATROL	N	L	N	S	N	N	#N/A	1

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
MU - SWAN ISLAND PATROL	N	L	N	S	N	N	#N/A	1
MU - WAKE VIOLATION PATROL	N	L	N	S	N	N	#N/A	1
MU - WILLAMETTE PARK PATROL	N	L	N	S	N	N	#N/A	1
MU - WOOD VILLAGE PATROL	N	L	N	S	N	N	#N/A	1
NAWAS NOTIFICATION	N	L	N	S	N	N	#N/A	1
NEIGH ENFORCEMENT TEAM - GPD ONLY	Y	L	N	S	Y	Y	0.01	3
NILOC - BUSINESS CONTACTS	Y	L	N	S	T	Y	#N/A	2
NILOC - CANCEL	Y	L	N	S	N	Y	#N/A	2
NILOC - CRIME PREVENTION / PROBLEM SOLVING	Y	L	N	S	T	N	#N/A	2
NILOC - NEIGHBORHOOD INVOLVEMENT LOCATION	Y	L	N	S	N	N	#N/A	2
NILOC - RELATIONSHIP BUILDING	Y	L	N	S	N	N	#N/A	3
NOISE DISTURBANCE	Y	L	N	O	Y	Y	0.53	2
OSP BACKGROUND CHECK INVESTIGATION	Y	L	N	S	Y	Y	0.46	2
PARKING PROBLEM	N	L	N	O	Y	Y	0.37	2
PAROLE & PROBATION	Y	P	N	S	Y	Y	0.04	2
PARTY DISTURBANCE	Y	L	Y	O	Y	Y	0.05	2
PDX - AIRCRAFT LASER EVENT	Y	P	Y	C	Y	Y	#N/A	4
PDX - ASSIST - TRAFFIC CONTROL	Y	L	Y	S	N	N	0.00	3
PDX - BADGE CHECK	N	L	N	S	N	N	#N/A	1
PDX - BULK	N	L	N	S	N	N	#N/A	1
PDX - CHECKPOINT/CTX RESPONSE	N	L	N	S	N	N	#N/A	1

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
PDX - DISTURBANCE ON AIRCRAFT	N	L	N	S	N	N	#N/A	1
PDX - DOOR ALARM	Y	L	Y	S	N	N	#N/A	1
PDX - ESCORT INTO SECURED/RESTRICTED AREA	N	L	N	S	N	N	#N/A	1
PDX - GATE ALARM	Y	L	Y	S	N	N	#N/A	1
PDX - GATE CHECK	N	L	Y	S	N	N	#N/A	1
PDX - GENERAL AVIATION INCIDENT	N	L	N	S	N	N	#N/A	1
PDX - HIGH VISIBILITY DEPLOYMENT	Y	L	N	S	N	N	#N/A	1
PDX - LOST & FOUND	N	L	N	S	Y	Y	#N/A	1
PDX - MAGAZINE AREA CHECK	N	L	N	S	N	N	#N/A	1
PDX - PORT ORDINANCE VIOLATION	N	L	N	S	N	N	#N/A	1
PDX - PORT PROPERTY DAMAGE REPORT	N	L	N	S	N	N	0.00	1
PDX - SECURITY INCIDENT	N	L	Y	S	N	N	#N/A	1
PDX - SUSPICIOUS BAG	Y	L	Y	S	N	N	#N/A	1
PDX - TEST TEST	N	L	N	S	N	N	#N/A	1
PDX - UNATTENDED BAG	N	L	N	S	Y	Y	#N/A	1
PDX - UNATTENDED VEHICLE	N	L	N	S	N	N	#N/A	1
PERSON CONTACT (86)	Y	P	Y	S	Y	Y	1.33	3
PLANE - AIRCRAFT RELATED	Y	P	Y	S	Y	Y	#N/A	2
PLANE - HIJACKING *H	Y	H	Y	C	Y	Y	#N/A	9
PREMISE CHECK	Y	L	Y	S	Y	Y	2.18	2
PROPERTY LOST, FOUND, RECOVERED	Y	L	Y	S	Y	Y	0.54	2
PROWLER	Y	P	Y	C	Y	Y	0.07	5

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
RAPE - COLD (39A)	Y	L	Y	C	Y	Y	0.61	6
RAPE - PRIORITY (39A)	Y	H	Y	C	Y	Y	0.15	8
RAPE - WITH WEAPON (39A) *H	Y	H	Y	C	Y	Y	0.00	9
REFERRAL TO MULTNOMAH COUNTY CRISIS LINE	Y	L	N	S	Y	Y	0.00	2
RESTRAINING ORDER VIOLATION - COLD	Y	L	Y	C	Y	Y	0.83	4
RESTRAINING ORDER VIOLATION - PRIORITY	Y	P	Y	C	Y	Y	1.28	6
RESTRAINING ORDER VIOLATION - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.02	9
RIVER - MARINE INCIDENT	N	L	Y	S	Y	Y	0.01	2
RIVER ABANDONED DERELICT VESSEL (POLICE USE ONLY)	N	L	N	S	Y	Y	#N/A	1
ROBBERY - COLD	Y	L	Y	C	Y	Y	0.09	4
ROBBERY - PRIORITY *H	Y	H	Y	C	Y	Y	0.67	7
ROBBERY - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.80	9
ROLLING STOLEN *H	Y	H	Y	C	Y	N	0.63	6
SCHOOL EVENTS	Y	L	N	S	Y	Y	1.00	2
SCHOOL INCIDENT - COLD	Y	L	Y	S	Y	Y	0.10	3
SCHOOL INCIDENT - PRIORITY	Y	P	Y	S	Y	Y	0.01	4
SCHOOL INCIDENT - THREAT	Y	P	Y	C	Y	Y	0.03	6
SCHOOL INCIDENT - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.00	9
SEARCH AND RESCUE	Y	L	Y	S	Y	Y	#N/A	3
SEX OFFENSE - COLD	Y	L	Y	C	Y	Y	0.71	5

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
SEX OFFENSE - PRIORITY	Y	P	Y	C	Y	Y	0.15	7
SHOOTING - COLD	Y	L	Y	C	Y	Y	0.48	5
SHOOTING - WITH WEAPON *H	Y	H	Y	C	Y	N	4.41	9
SHOTS FIRED	Y	P	Y	C	Y	Y	3.37	6
SOCC - SEX OFFENDER COMPLIANCE CHECK (POLICE ONLY)	Y	L	N	S	Y	Y	0.01	2
SORD - POLICE USE ONLY	Y	L	N	S	Y	Y	#N/A	1
STABBING - COLD	Y	L	Y	C	Y	Y	0.24	5
STABBING - WITH WEAPON *H	Y	H	Y	C	Y	N	0.69	9
STREET RACING	Y	L	Y	T	Y	Y	0.00	3
SUBJECT STOP - SDC	Y	P	Y	C	N	Y	#N/A	3
SUICIDE ATTEMPT OR THREAT	Y	P	Y	S	Y	Y	2.20	3
SUICIDE ATTEMPT OR THREAT WITH WEAPON *H	Y	H	Y	S	Y	Y	0.47	4
SUSPICIOUS - PRIORITY	Y	P	Y	S	Y	Y	2.96	3
SUSPICIOUS - WITH WEAPON *H	Y	H	Y	C	Y	Y	1.16	6
SUSPICIOUS SUBJ, VEH, OR CIRCUMSTANCE	Y	P	N	S	Y	Y	5.96	3
TARGETED PATROL	Y	L	Y	S	Y	Y	0.01	2
TELEPHONE REPORT UNIT	Y	L	N	S	Y	Y	#N/A	1
TEST CODE	N	L	N	S	N	N	0.06	1
TEXT - TEXT TO 9-1-1 CALL NON-DISPATCH	Y	L	Y	S	T	Y	#N/A	3
THEFT - COLD	Y	L	N	C	Y	Y	3.83	2
THEFT - PRIORITY	Y	P	Y	C	Y	Y	1.93	4

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
THEFT - SUBJECT IN CUSTODY	Y	L	Y	C	Y	Y	0.14	4
THREAT - COLD	Y	L	N	C	Y	Y	1.11	2
THREAT - PRIORITY	Y	P	Y	C	Y	Y	0.89	4
THREAT - WITH WEAPON *H	Y	H	Y	C	Y	Y	1.78	8
TRAFFIC PURSUIT *H	Y	H	Y	C	Y	N	0.05	7
TRAFFIC STOP	Y	P	Y	T	N	N	7.23	5
TRANSPORT	Y	L	Y	S	Y	Y	0.06	3
TRIMET INCIDENT - COLD	Y	L	N	S	Y	Y	0.23	2
TRIMET INCIDENT - PRIORITY	Y	P	Y	S	Y	Y	0.92	4
TRIMET INCIDENT - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.21	8
UNDESCRIBED INCIDENT	Y	P	Y	S	Y	Y	0.76	1
UNWANTED PERSON	Y	P	Y	S	Y	Y	7.83	3
UNWANTED PERSON - PRIORITY	Y	P	Y	S	Y	Y	#N/A	4
UNWANTED PERSON - WITH WEAPON *H	Y	H	Y	C	Y	Y	0.32	7
VAHMCK - VACATION HOME CHECK	N	L	N	S	Y	Y	0.04	1
VANDALISM - COLD	Y	L	N	C	Y	Y	1.04	2
VANDALISM - PRIORITY	Y	P	Y	C	Y	Y	0.92	4
VEHICLE RECOVERED	Y	L	Y	C	Y	Y	2.44	3
VEHICLE RELEASE	Y	L	N	S	Y	Y	#N/A	2
VEHICLE STOLEN - COLD	Y	L	Y	C	Y	Y	2.98	3
VEHICLE STOLEN - PRIORITY	Y	P	Y	C	Y	Y	0.58	4
VICE-DRUGS, LIQUOR, PROSTITUTION, GAMBLING	Y	P	N	C	Y	Y	0.52	3

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
WALKING BEAT (10-80 POLICE USE ONLY)	Y	L	Y	S	Y	Y	0.02	3
WARRANT	Y	P	Y	C	Y	Y	1.72	4
WARRANT - FELONY	Y	P	Y	C	Y	Y	#N/A	4
WARRANT - MISDEMEANOR	Y	P	Y	C	Y	Y	#N/A	4
WARRANT - WALK-IN / COUNTER	Y	P	Y	C	Y	Y	0.03	4
WASHINGTON PARK INCIDENT - RESERVOIR BREACH *H	N	L	N	S	N	N	#N/A	1
WELFARE CHECK - COLD	Y	L	Y	S	Y	Y	6.06	3
WELFARE CHECK - PRIORITY	Y	P	Y	S	Y	Y	6.21	4

**Table AA.2: Initial GPD Diversion Categories**

CFS Category	Police Mandate	Risk/Potential Danger	Immediate Response	Crime, Ordinance, Traffic, Service	Other Resources Available	Alternative Response (TRU/Online)	Volume in FTEs	Police Department Value
<b>Initial GPD Categories</b>								
Parking Problems	N	L	N	O	Y	Y	N/A	1
Unwanted with No Alleged Crime and/or No Disturbance	Y	L	N	S	Y	Y	N/A	2
Parenting issues with No Alleged Crime	N	L	N	S	Y	Y	N/A	2
Drunk or High with No Alleged Crime	N	P	N	S	Y	Y	N/A	2
Mental Health Issue with No Alleged Crime	N	P	N	S	Y	Y	N/A	2
Anything at a Long-Term Care Facility with No Alleged Crime	N	L	N	S	Y	Y	N/A	2
Welfare Checks that consist of a Man Down, Not checked unless there is a Hazard	Y	P	N	S	Y	Y	N/A	2
Overdoses	Y	P	Y	S	Y	Y	N/A	2
Auto-dispatching Police to go with a Medical	Y	P	Y	S	Y	Y	N/A	2
Suicidal with No Weapons and No Innocent Victims reported	Y	P	N	S	Y	Y	N/A	2
Party Calls or Noise Complaints	Y	L	N	O	Y	Y	N/A	2
Hit and Run Accidents	Y	L	N	C	Y	Y	N/A	2
Any Call where there is no suspect information	Y	L	N	S	Y	Y	N/A	2
Misdemeanor Thefts where the suspect has left	Y	L	N	C	Y	Y	N/A	2
Property Calls	Y	L	Y	S	Y	Y	N/A	2
Accidents	Y	L	Y	T	Y	Y	N/A	3
Transit Calls	Y	P	Y	S	Y	Y	N/A	2