

City Of Oklahoma City, Oklahoma

**REPORT OF A POLICE
DEPARTMENT MANAGEMENT AND
MANPOWER ANALYSIS PROJECT**

October 2008

Oklahoma City Police Department
Resource Allocation Study

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A1 – INTRODUCTION

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This report presents the results of a management and manpower analysis of the Oklahoma City Police Department. It contains observations and recommendations relating to the department's operational efficiency and effectiveness, and staffing needs.

This introductory chapter briefly reviews the methodology and approach used to conduct the study. It also presents the organization of this report.

APPROACH AND METHODOLOGY

A range of quantitative and qualitative analytic methods was used to conduct this study. Interviews and briefings were held with the assistant city manager, the police chief, sworn and civilian police department employees, and a representative of the city planning department. An interview was also held with the leader of the Fraternal Order of Police. Our analysis included an indepth review of performance data, budgets, and reports. A range of analytic tools was also used including conjoint analysis, linear programming, queuing analysis, and activity analysis. In addition, a civilianization assessment was completed to determine the functions that can be more effectively handled by civilian staff. Benchmarking data was also collected from a number of peer departments.

ORGANIZATION OF THE REPORT

This report is divided into five parts and ten chapters. Part A of the report introduces the study (this chapter), an overview of the study findings (Chapter A2), and recommendations to improve efficiency and effectiveness (Chapter A3). Part B of the report presents staffing recommendations. This part begins by providing an overview of the approaches used to evaluate staffing (Chapter B1), followed by an analysis of staffing needs where staffing can be linked to specific performance expectations (Chapter B2), analysis of staffing needs where staffing needs cannot be directly linked to service expectations (Chapter B3), and analysis of support staffing needs (Chapter B4). Part C then summarizes the staffing recommendations presented in Parts A and B of the report. Part D, which consists of one chapter, presents revised patrol staffing recommendations if patrol boundaries are changed and Part E, which also consists of one chapter, presents projected staffing needs. In chapters containing exhibits, the text of the chapter is presented first followed by the exhibits for that chapter.

The study report also includes five appendices. Appendix A outlines a resource allocation framework the department should adapt when staffing at a baseline level has been achieved, Appendix B presents examples of the approach used to assess patrol staffing needs, Appendix C presents benchmark findings, Appendix D presents detailed staffing recommendations, and Appendix E presents detailed staffing projections.

A2 – OVERVIEW

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The Oklahoma City Police Department is a well managed police department that makes effective use of available resources to serve the residents of Oklahoma City. Consistent effort on the part of managers and employees at all levels has been required to maintain services over time as workload has increased. Indeed, significant additional positions have not been authorized since 1989¹ (when taxpayers approved passage of a dedicated sales tax to fund increases in police and fire staffing) - a period during which the city's population has grown by more than 23.0 percent. The fact that the department has been able to maintain a clear and consistent focus on serving Oklahoma City residents as its workload has increased is a testament to both department employees and leaders.

The quality of the service provided by the Oklahoma City Police Department depends in large part on the quality of the employees who directly provide services to residents. Department supervisors, managers, and leaders, however, should also be commended for providing the management and supervisory structure that facilitate employee efforts to be successful. A number of characteristics of the department and its approach to management are especially noteworthy.

- **Department priorities are clearly defined and effectively communicated.** Managers, supervisors, and line officers consistently articulate that the department's top priorities are to provide effective response to calls-for-service and to solve crimes that have been committed. Proactive initiatives also have a clear focus – reducing drive-by shootings and violent crime from gang activities.
- **Effective systems have been established to support management and operations.** The new management system the city has adopted – leading for results – requires the department to articulate quantifiable performance goals in each major service area. Progress in achieving goals is reported on either a monthly or quarterly basis.
- **Effective operational practices have been established.** Managers and employees work effectively together to implement operational practices that make effective use of resources. Numerous examples of such practices have been identified (and are detailed throughout the report).
- **Civilian employees feel that their work is valued.** Most police departments struggle to make civilian employees feel that their work is important and valued. The fact that this does not appear to be a problem in Oklahoma City reflects well on the attitudes of individual officers and on the organization's culture. Indeed, in interviews, many civilian staff indicated that they feel they are treated as part of the "police family" and that their work is respected and appreciated.

As the city continues to grow, however, sustaining and improving the department's performance will be difficult unless a number of challenges are met. In particular, in some areas, the department lacks the resources to maintain and improve services. Most notably, insufficient resources are available to improve response time to calls-for-

¹ The increase in positions that were supported by the 1989 sales tax took five years to implement. Since that time authorized positions have increased by 24.

service. While the department's average response time to calls-for-service is reasonable, this masks the fact that in some areas of the city response time expectations are not met for many calls. In addition, the department lacks adequate resources to support proactive initiatives in a consistent manner. At present, the resources needed to support proactive initiatives tend to be "borrowed" from patrol. This practice places a strain on patrol operations that are already struggling to sustain the minimum staffing needed to meet response time expectations. The department also lacks adequate support resources. Reportedly, in the past, budget reductions required support positions to be eliminated so that sworn staffing levels could be maintained. Over time this has led to a situation where sworn officers perform functions and activities that could otherwise be delegated to support staff.

Increased staffing will therefore be necessary to sustain and improve performance over time. Without this staffing it will, at some point, become impossible for the department to continue to provide high quality services to Oklahoma City citizens. At the same time staffing is increased, however, the department should build on the "leading for results" framework to establish minimum performance expectations for all employees. Doing so will help to assure taxpayers that their investment in additional department resources will yield improvements in services. Please note however that there is a potential for morale within the department to erode as managers and officers continue to be asked to serve a growing city without the investment of additional resources. Indeed, the fact that morale within the department generally remains high despite the fact that staffing has not increased reflects well on the commitment of individual officers to serving the citizens of Oklahoma City.

A3 – MANAGEMENT AND OPERATIONS

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This chapter presents observations and recommendations relating to the management and operations of the Oklahoma City Police Department. The chapter is organized into a number of sections as follows: intelligence led policing; civilianization; office of the chief; patrol operations; uniform support; operations administration; investigations; logistical support; E911; staff inspections; and training. These sections generally correspond with organizational units within the department. However, the first two sections (intelligence led policing and civilianization) address issues that affect the entire department.

A – INTELLIGENCE LED POLICING

This section discusses the staffing needed to support the department's implementation of intelligence led policing.

Additional Analytic Capacity Will Be Needed To Successfully Implement Intelligence Led Policing

Department managers are committed to using criminal intelligence as a key strategic level for improving department performance in the future. The focus of this effort is to use intelligence to identify crime trends and to then deploy resources based on this analysis. Information will be collected from officers and other sources, analyzed, and provided to managers and officers in ways that will enable them to make the most effective use of their time and resources.

The department has been working diligently to implement intelligence led policing (ILP) concepts and is committed to the success of this effort. Successful implementation, however, will be difficult unless additional analytic capacity is created. At present, the only analytic capacity assigned to the patrol divisions are the Intelligence Led Policing officers who support the ILP process. Until recently, no analytic capacity has been assigned to the investigations bureau.¹

To address this need, a pairing of one sworn officer and one civilian analyst should be assigned to each of the patrol briefing stations. Likewise, one sworn officer and a civilian analyst should be assigned to the investigations bureau. These analytic positions should work as a team – with the civilian position taking the lead on assembling and analyzing data and the sworn officer working with division and bureau managers to use this intelligence to develop operational strategies and tactics.

¹ In early August 2008 one detective from the larceny unit was assigned to perform this function.

B – CIVILIANIZATION

Duties Currently Assigned To Some Sworn Officers Could Effectively Be Assigned To Civilians

In general, civilians should fill police department positions unless an affirmative case can be made that sworn officers are needed. One of the primary reasons for this is that the cost of employing sworn officers is generally much higher than the cost of employing civilians. In addition, the recruit and in-service training sworn officers receive is much more extensive than the training civilian employees receive.

Notwithstanding these cost savings there are risks associated with assigning positions to civilian staff. For example, the ability to transfer civilians to other positions if they are ill suited to their current assignment is much more limited for civilians than police officers simply because there are fewer slots to which civilians might be reassigned.² Even more importantly, during budget cutbacks civilian positions are much more likely to be targeted for elimination than sworn positions. Indeed, in interviews, staff reported that some positions currently held by sworn officers had been held by civilians prior to the civilian position being eliminated. From a bureaucratic rather than a management perspective, therefore, assigning all high priority positions to sworn officers helps protect them from a budget axe. These concerns should not unduly sway decisions about which positions should be filled by civilians and which positions should be held by sworn officers. (Indeed, in the analysis that follows these factors were not considered.) Nonetheless, decision makers need to be aware of these risks so they will be in a better position to manage them.

Although the Oklahoma City Police Department makes extensive use of civilian employees additional opportunities to civilianize positions exist. The framework used to assess which positions should be filled by sworn officers and which positions should be filled by civilians assumes that an affirmative case for assigning a position to a sworn officer can be made under three conditions:

- The position requires the law enforcement powers of a sworn officer
- The skills, training, and experience of a sworn officer are needed to effectively perform the job duties
- The skills, training, and experience of a sworn officer are not required to effectively perform the job but assigning the position to a sworn officer is beneficial to citizens and/or the department and the value of these benefits outweigh the costs

² Clearly, any department employee – whether civilian or sworn – who does not meet acceptable levels of performance should be terminated. The ability to reassign civilian employees is more limited than for sworn officers for two reasons. First, civilian positions have specified job classifications and individuals cannot be transferred across position classifications. In addition, within each classification there are relatively few slots to which civilian employees can be reassigned.

The analysis of potential opportunities for civilianization should begin by identifying positions for which the case for assigning a sworn officer to fill the position is unambiguous. This will be the case when law enforcement powers are required to perform the functions assigned to the position; a broad range of the skills, training, and experience of a sworn officer are required; and the job functions that justify the assignment of a sworn officer comprise the preponderance of the position's job duties.

When an unambiguous case for assigning a sworn officer to fill a position cannot be made it may nonetheless be beneficial³ for the function to be assigned to a sworn officer. Three factors should be considered when making this determination.

- **Credibility.** In some cases, assigning a sworn officer to fill a position provides the credibility needed to effectively perform the position's job responsibilities. For example, while civilians could conceivably recruit sworn officers they would likely not be effective because potential employees would want to discuss what police work is like with someone who has actually served as a police officer.
- **Operational knowledge and perspective.** For some functions, the operational knowledge and perspective of a sworn officer is helpful in performing job duties. However, the need for operational knowledge and perspective should only provide a rationale for assigning the function to a sworn officer if the need for this knowledge and perspective is consistent and frequent and if the negative consequences that may result from not having this knowledge and perspective is sufficiently severe that the additional costs associated with assigning a sworn officer to the position are warranted.
- **Leadership development.** In some instances, while a sworn officer is not needed to fill a position, assigning a sworn officer to the position is helpful in developing the skills of future leaders. This rationale for assigning sworn officers to a position should be used only if the level of technical skills and professional expertise needed to perform the function are not excessive (i.e., a sworn officer rotating through the assignment on a three year cycle⁴ can quickly develop the skills and expertise needed to perform the job) and if the best way to become familiar with the function or activity is by managing or performing it on a day-to-day basis.⁵

This evaluation framework was used to assess the positions within the department that should be assigned to sworn and civilian staff. The results of this analysis are presented in Exhibit A3-1 and are summarized in the following table.

³ The estimated benefits associated with assigning a sworn officer to the position should outweigh the estimated costs.

⁴ If the primary reason for assigning the function or service to a sworn officer is leadership development, potential leaders should rotate through the position so that a number of potential future leaders can benefit from the experience of holding the position.

⁵ For some functions expertise can be developed by serving on a committee that deals with the issue rather than by managing the function directly.

SUMMARY OF POSITIONS THAT CAN BE CIVILIANIZED			
Unit	Position	Function	Comment
Emergency Management	Sergeant Police Officer	Coordinator	
Public Information Office	Captain Sergeant Sergeant	Manager Assistant PIO Assistant PIO/ Technical Writer	A mix of sworn and civilian staff is recommended.
E911 Center	Lieutenant Sergeant		
Data Systems	Lieutenant Sergeant		Sworn officers should continue to provide service if they can do so at less cost than IT professionals.
Permits And ID	Lieutenant Police Officer		
Planning And Research	Sergeant Sergeant	Legislative issues Coordination with outside agencies	
Fleet Management	Sergeant		
Patrol Operations	Police Officer/Sergeant	Intelligence Led Policing	
	Police Officer/Sergeant	Telephone reports	
Air Support	Police Officer/Sergeant	Pilot	Sworn officers should continue to provide service if they can do so at less cost than civilian pilots.
Special Events	Sergeant		
Signal 30	Sergeant	Derelict Vehicle Enforcement	
Weed and Seed	Sergeant	Statistics and support	
Investigations	Police Officer/Sergeant	Crime Scene Investigations	

Please note that positions for which an unambiguous case can be made for assigning the position to a sworn officer are not presented in Exhibit A3-1. In general, only positions for which additional analysis was needed to determine whether the position should be filled by a sworn officer or a civilian are presented.

C – OFFICE OF THE CHIEF

This section is divided into two parts. First, effective practices employed by the office of the chief are outlined. Next, findings and recommendations are presented.

EFFECTIVE PRACTICES

The Office Of The Chief Employs A Number Of Effective Management Practices

A brief discussion of the many effective management practices employed by the office of the chief follows.

Chaplain services. The department ensures that officers and other employees have access to chaplain services but the department does not fund the chaplain who provides these services.

Professional standards. The professional standards unit is extremely well managed and benefits from the active involvement of the chief and other senior managers. The unit employs a number of effective management practices. In particular, an aggressive early intervention program has been established to identify individuals who are at risk of inappropriate behavior. (A review for possible intervention is required if there are four or more use of force investigations against an officer within three months.⁶) In addition the unit works to identify trends when evaluating administrative cases and uses this information to determine what changes in training may be needed.

Emergency management. The city has done an excellent job of complying with the requirements of the National Incident Management System. In addition, the local planning and preparedness council, which included representatives from a broad range of city departments, reportedly worked extremely well in addressing emergency management needs.

Public information. Two components of the department's public information efforts are especially noteworthy. The crime stopper program makes use of technology to disseminate tips via the Internet. For example, tips are disseminated using text messages. In addition, the CHAPP (Cops Helping to Alleviate Police Problems) program provides a peer support network for officers that is an excellent vehicle for providing officers access to assistance.

Finance and personnel. Staff assigned to this unit work hard and enhance their productivity by performing more than one task at a time whenever possible. The unit also makes effective use of technology by maintaining records and approving purchases

⁶ The department requires that a use of force investigation be completed for any use of force that exceeds handcuffing a prisoner.

