HILLARD HEINTZE

A KEY PLATFORM FOR TRANSFORMATION

Advancing the Lemont Police Department's Effectiveness and Efficiency Through Community-Focused Policing

AN INDEPENDENT ASSESSMENT OF OPERATIONS

September 1, 2011

HILLARD HEINTZE

September 1, 2011

Mayor Brian K. Reaves
Village of Lemont
418 Main Street
Lemont, Illinois 60439-3788

Dear Mayor Reaves:

I am pleased to present you with the final report summarizing and discussing the results of our independent assessment of the Lemont Police Department's current operations and providing our recommendations on the best opportunities to improve the Department's performance and delivery of service to the Lemont community in a highly cost-efficient manner.

As you requested, we gave special attention to strategies that would help the Department meet its mission in financially challenging times and engage cost-effective methods to maximize and improve the services provided to Lemont residents through community-focused policing.

Our six key findings are outlined in significant detail. These range from evaluating current staffing levels and the availability of officers to focus on the community to the crucial importance of developing a strategic plan and efforts to improve internal communications and personnel development.

Today, one electronic copy is being transmitted to you via email. Thank you again for this opportunity to be of service. We take it as a special honor that you have chosen to place your trust in us on this matter.

Sincerely,

HILLARD HEINTZE LLC

Arnette Heintze

Arnette F. Heintze
Chief Executive Officer

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EXECUTIVE SUMMARY

Strategic Context: At the center of every world-class policing agency's reputation and success – regardless of size – is a strong, commendable and often collaborative relationship with the community at many different levels. This is the threshold that the Lemont Police Department stands upon today – the strategic opportunity to improve the integrity, operations and reputation of the Department and help shape it, now and over time, into a national example of a true community-focused policing agency committed to public service and professional excellence.

Assignment: In January 2011, the Lemont Police Department requested that Hillard Heintze assess the Department's current operations and make recommendations on the best opportunities to improve its performance and delivery of service to the Lemont community in a highly cost-efficient manner. Hillard Heintze was asked to give special attention to strategies that would help the Department meet its mission in financially challenging times and engage cost-effective methods to maximize and improve the services provided to Lemont residents through *community-focused* policing.

A Key Definition: What exactly is community-focused policing? Hillard Heintze uses this term to describe a compelling blend of (1) traditional policing, (2) problem-oriented policing and (3) community-oriented policing (or community policing). This is a crucial concept. We believe, in effect, that by embracing community-focused policing, the Lemont Police Department can launch a full-scale, sustainable, long-term transformation.

Actions Taken: In short, the Hillard Heintze team conducted a strategic and comprehensive evaluation of the Department to identify high performing functions as well as areas that could be improved to transform the Lemont Police Department into a best-in-class model of a modern, suburban police department. This involved a six-step process outlined in the Introduction.

Scope of Assessment: The study examined critical elements of Department management and operations, including strategy, accountability, communications, community-oriented policing and problem solving, patrol staffing and deployment, investigations, administration and the Lemont Emergency Management Agency (LEMA).

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Key Findings: As a result of this assessment, we have drawn six key findings.

1. **Current Staffing Levels:** The Lemont Police Department is staffed adequately to ensure a professional response to calls for service and major incidents while providing a safe and productive work environment for their officers.
2. **Availability of Officers to Focus on the Community:** The Village of Lemont's low rate of calls for service allows sufficient discretionary time for officers to respond to citizen-generated calls for service and engage in a robust community-policing program.
3. **Deficiencies in the Department's Structure:** The Department's current structure is not well suited to a community-based approach to service delivery. With such low levels of crime in Lemont, the Department's structure should be patrol focused with a stronger alignment of supervision, investigations and specialty positions to the visible uniform functions.
4. **The Need to Shift the Community Focus from Project-Based to Strategy-Driven**: While the Department has adopted a community-focused approach and has several successful programs such as neighborhood watch, the citizens' police academy and school resource officers, its implementation relies heavily on only a few members of the Department. The Department needs to transform this approach from merely project-based to strategy-driven.
5. **The Crucial Importance of Developing a Strategic Plan:** The Department does not have a strategic plan or a clearly defined strategy for policing in place. It needs to establish a long-term strategic plan and a more data-driven approach to resource deployment that is developed with substantial community input.
6. **Internal Communications and Personnel Development:** The Department is lacking in a consistent message on strategy, communications, accountability and goal setting, much of which can be solved through the creation of a strategic plan and performance measurement program and improved communications.

Recommendations: Key findings have emerged from this endeavor and our collective experience in leading, assessing and advising police agencies across the U.S. and in select international locations. The Hillard Heintze team has compiled a list of 24 actionable recommendations for the Lemont Police Department which are organized into six categories, including Patrol, Investigations, Administration, Strategic Planning, Communications and Organizational Structure.

Final Considerations and Next Steps: We view the Lemont Police Department as confronting three critical challenges: the need to improve communications, involve the community and plan strategically. We suggest that the first step be to invite employees, members of the public and the business community to come together and begin a dialogue on these recommendations. This dialogue should determine the pathway that will determine how the Department is to evolve into a high performing agency. In order for this to unfold, the Police Chief, along with the Village Manager must lead, mentor and champion both the immediate and long-term value of a community-focused strategic planning initiative and lead the organization into a transformation that embraces a strategy-driven approach to decision making and thinking at every level.

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I. INTRODUCTION

ASSIGNMENT: WHAT YOU ASKED FOR

In January 2011, the Lemont Police Department requested that Hillard Heintze assess the Department's current operations and make recommendations on the best opportunities to improve its performance and delivery of service to the Lemont community in a highly cost-efficient manner.

Hillard Heintze was asked to give special attention to strategies that would help the Department meet its mission in financially challenging times and engage cost-effective methods to maximize and improve the services provided to Lemont residents through *community-focused* (see sidebox) policing.

The partnership provided a strategic opportunity to improve the integrity, operations and reputation of the Lemont Police and help shape the Department into a national example of a true community-focused policing agency committed to public service and professional excellence.

SCOPE: KEY AREAS OF FOCUS

This study examined critical elements of Department management and operations; including strategy, accountability, communications, community-oriented policing and problem solving, patrol staffing and deployment, investigations, administration and the Lemont Emergency Management Agency (LEMA). Additional areas of inquiry included gauging citizen expectations; exploring police perception on operations, efficiency, effectiveness and morale; and exploring the police relationship with the local businesses and other public agencies.

Community-Focused Policing: A Key Definition

Throughout this document, the term "community-focused policing" is used.

We use this term to describe a compelling blend of (1) traditional policing, (2) problem-oriented policing and (3) community-oriented policing.

This is a crucial concept. We believe, in effect, that by embracing community-focused policing, the Lemont Police Department can launch a full-scale, sustainable, long-term transformation.

(For more information on this definition, see Section IV.)

ACTIONS TAKEN: WHAT WE DID

In short, the Hillard Heintze team conducted a strategic and comprehensive evaluation of the Department to identify high performing functions as well as areas that could be improved to transform the Lemont Police Department into a best-in-class model of a modern, suburban police department. This involved a six-step process in which we:

1. Performed a comprehensive review and careful analysis of the Department's documented policies, protocols and performance metrics; including data provided by the Southwest Central Dispatch;
2. Conducted interviews with a majority of Department members in both private sessions and group meetings;
3. Led a focus group with community leaders to determine their perceptions of the effectiveness of the Lemont police, as well as identify areas of improvement and excellence;
4. Engaged our broader Hillard Heintze team to evaluate the information and capture the insights of our senior leaders and subject-matter experts across a variety of related domains;
5. Presented many of our most important key findings and analysis as they emerged – through regular topic-specific discussions and PowerPoint presentations; and
6. Prepared and published this final report.

THE HILLARD HEINTZE ASSESSMENT TEAM

Arnette Heintze and Terry Hillard provided engagement leadership and oversight for this project, including day-to-day counsel and executive guidance in ensuring that the actions and tasks critical to a highly successful engagement were carefully planned and diligently followed at every phase of the investigation. Kenneth A. Bouche served as project manager and the primary point of contact for this engagement. Dr. Alexander Weiss provided independent counsel and senior subject-matter expertise in police department operational analysis.

Arnette F. Heintze, Chief Executive Officer and Co-Founder

Based on nearly three decades of experience working at the highest levels of federal, state and local law enforcement, Arnette Heintze has an exceptionally strategic perspective on security, investigations and law enforcement. As the U.S. Secret Service Special Agent in Charge in Chicago, Heintze planned, designed and implemented successful security strategies for U.S. Presidents, world leaders, events of national significance and the protection of the nation's most critically sensitive assets. Before co-founding Hillard Heintze, he served as Chief Security Officer for PepsiCo Beverages and Foods, a multi-billion dollar division of PepsiCo.

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Terry G. Hillard, Co-Founder

Terry Hillard spent more than three decades protecting and serving the 2.8 million citizens of Chicago – including a distinguished tenure as Superintendent of the Chicago Police Department (CPD), leading 13,500 officers and overseeing the nearly $1 billion annual budget for the nation's second largest police department. This past year, Hillard was called to return to the post he retired from in 2003 to serve as Interim Superintendent until the inauguration of Mayor Rahm Emanuel. Hillard is nationally regarded for his results-driven leadership as well as his commitment to individuals. At the helm of the Chicago Police Department, he created one of the most collaborative cultures in the history of law enforcement. Hillard initiated innovative, community-sponsored crime prevention programs to protect and serve the citizens of Chicago – programs that continue to define national standards in community-based policing.

Kenneth A. Bouche, Chief Operating Officer

As Chief Operating Officer, Kenneth Bouche oversees the day-to-day activities of Hillard Heintze and the alignment of its resources, expertise and capabilities with the evolving needs and expectations of the firm's clients. A highly qualified senior security advisor and executive leader at the local, state and national level, Bouche specializes in adapting the best practices in information technology to the highly specialized and often unique needs of law enforcement, emergency preparedness and crisis response. Bouche serves as a member the IJIS Institute's Board of Directors. Bouche served 23 years with the Illinois State Police, retiring as Colonel and CIO, where he was responsible for modernizing and standardizing the agency's technology functions. He also served as a Major/Commander responsible for advancing innovation and effectiveness in the operational areas of patrol, community-oriented policing, criminal investigations and specialty functions such as the South Suburban Major Crimes Unit and the Public Integrity Unit.

Dr. Alexander Weiss, Hillard Heintze Senior Leadership Council

As a nationally prominent expert and specialist in public safety, law enforcement, and police department operational analysis, Dr. Alexander Weiss brings more than 30 years of experience – and a unique perspective – to the Hillard Heintze Senior Leadership Council. For nine years, Weiss served as Director of the Northwestern University Center for Public Safety and Professor of Management and Strategy at the J.L. Kellogg Graduate School of Management. Prior to his appointment at Northwestern, he was a member of the faculty of the Department of Criminal Justice at Indiana University, Bloomington where he also served as a senior advisor to the Indianapolis Police Department. In addition, Weiss has 12 years of experience with law enforcement agencies in Colorado. During his tenure with the Colorado Springs Police Department, he served as a field supervisor and director of operations analysis.

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ABOUT HILLARD HEINTZE

As one of the leading private security advisory and management companies in the United States, Hillard Heintze provides strategic thought leadership, trusted counsel and end-to-end services to leading public and private corporations as well as government agencies and major public service organizations. Working closely with our clients, we help them advance best-in-class security strategies and investigations to protect and preserve the safety of their people, property, performance and reputation.

Terry G. Hillard, Arnette F. Heintze, Photo by Wayne Cable

Formed in 2004 by Terry Hillard and Arnette Heintze, the firm today is considered by many of its clients, its professional peers and its competitors to be one of the leading private strategic security advisory and management companies in the United States. In addition to its corporate headquarters in Chicago, Illinois, Hillard Heintze has operations in Washington D.C., Philadelphia, Raleigh, Boston, Miami, Cincinnati, San Jose and Virginia Beach, as well as operating capabilities in the Middle East, Africa and both South and Central America.

For the past two years, Hillard Heintze has been recognized by *Inc. Magazine* as one of America's fastest-growing private companies. The magazine ranked Hillard Heintze No. 242 on the 2009 *Inc. 500* list and No. 583 on the 2010 *Inc. 5000* list.

The company has also been acknowledged by the Initiative for a Competitive Inner City (ICIC) as No. 6 on its 2011 list of the 100 fastest-growing inner city firms in the United States.

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II. THE LEMONT POLICE DEPARTMENT: A BRIEF OVERVIEW

COMMUNITY: A DIVERSE – AND RAPIDLY GROWING – POPULATION

Lemont is a centuries-old community that has seen rapid growth in recent years. The Village occupies 6.8 square miles within portions of Cook, DuPage and Will Counties.

Population Growth

A housing boom that began in the late 1980s fueled a dramatic increase in Lemont's size. Within a 17-year span, the population nearly tripled and the Village annexed more than 1,000 acres. At the request of the Village, the U.S. Census Bureau has conducted a special census twice since the 2000 U.S. Census. The most recent 2007 special census raised the Village's official population to 16,625. Despite the current limited availability of land for annexation, infill development and higher-density residential projects are expected to drive continued population growth. The Chicago Metropolitan Agency for Planning projects a significant rise in Lemont's population to 30,209 by the year 2030.

Age Distribution

The 2000 Census reported the largest age group in Lemont ranged from 35 to 54 years of age, with the median age set at 38.3 years. Nearly 4,000 residents aged 19 and younger were identified in the 2000 report. Many recent developments have targeted the 55+ age group, leading to an increase in the number of attached single-family or multi-family dwellings, including townhomes, duplexes and condominiums.

Race and Ancestry

An influx of European immigrants, particularly Irish, settled in Lemont during the mid-nineteenth century with the construction of the I&M Canal. By 1870, the population was almost equally divided among Irish, German, Swedish, Danish and native-born citizens. In the decades that followed, Polish and other Eastern European immigrants shared the largest portion of the ethnic mix. Today, the Village's racial and ethnic composition reflects the Northern and Eastern European roots of the population. According to the 2000 Census, Polish (32.8%) is the most prevalent ancestry of residents. Other common ancestries include: German (25.5%), Irish (20.6%) and Lithuanian (4.1%).

Lemont continues to attract Eastern European immigrants. The Lithuanian World Center is part of a large and active Lithuanian community and Lemont boasts a handful of European delicatessens where shoppers and staff are more likely to speak in Polish or Lithuanian than English. The Hindu Temple of Greater Chicago is another large cultural institution that attracts worshipers largely from outside the Village population.

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CRIME: LOW LEVELS OF VIOLENT AND SERIOUS OFFENSES

The following table illustrates the number of Uniform Crime Reports Part I offenses from 2000-2009. Note that, with respect to violent crime statistics – murder, rape, robbery and aggravated assault – during the past ten years there have been 89 offenses, or about 9 per year.[1]

Table 1 – Uniform Crime Reports Part I Offenses – 2000-2009

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Murders	0	0	0	0	0	0	0	0	0	0
Rapes	0	0	0	0	3	1	0	1	0	2
Robberies	1	4	4	2	0	1	2	2	0	1
Assaults	14	11	6	6	4	10	4	4	2	4
Burglaries	21	35	33	17	36	16	31	20	28	20
Thefts	138	182	200	168	157	82	140	118	99	108
Auto thefts	9	5	3	10	5	6	9	5	4	8
Arson	1	2	0	5	4	0	1	0	0	1

STRUCTURE: AN EFFECTIVE AND WELL-ALIGNED FRAMEWORK

The Lemont Police Department is led by the Chief of Police and includes 30 sworn and 8 non-sworn civilian personnel. The Department recently moved to a new, state-of-the-art headquarters facility that is staffed during normal business hours. The Department contracts with Southwest Dispatch to provide communications.

[1] Source: http://www.city-data.com/crime/crime-Lemont-Illinois.html

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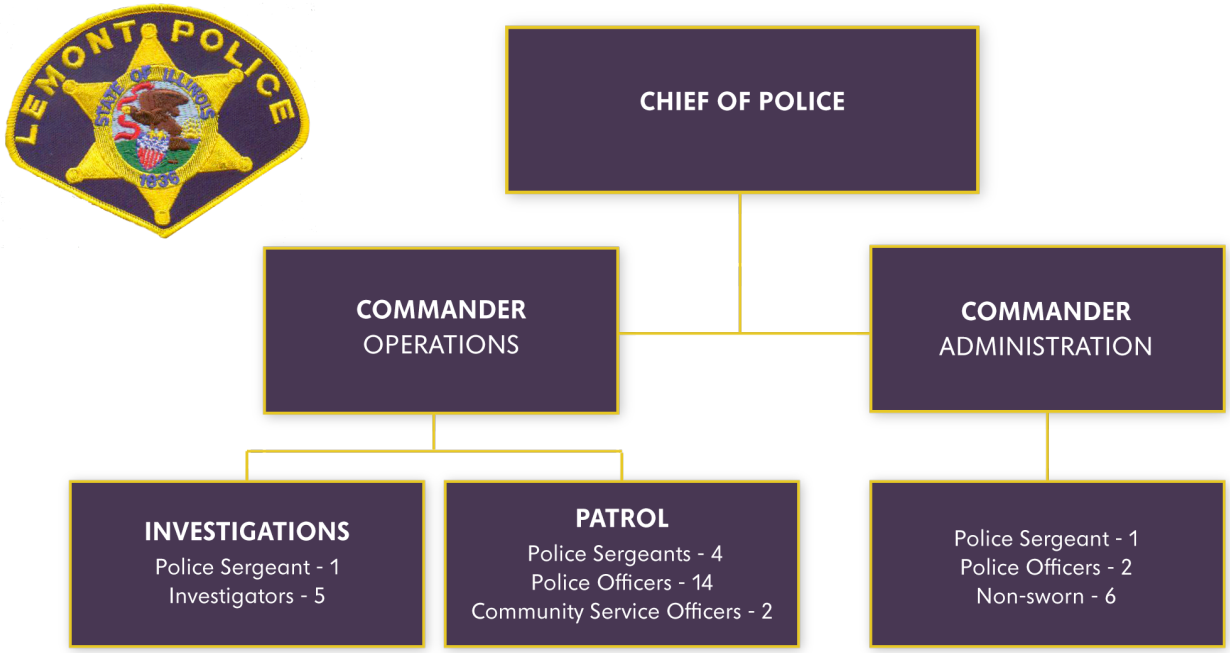
Lemont Police Department Organizational Chart



The Lemont Police Department Mission Statement

"To Serve with Loyalty, Pride and Devotion"

Chief Kevin W. Shaughnessy

- It is our mission and duty to protect life and property.
- It is our mission and duty to treat everyone with whom we come into contact with dignity and respect, recognizing and appreciating the diversity among the members of the community.
- It is our mission and duty to be innovative, to work in concert with our citizens, to use all available resources both effectively, and efficiently to address crime, the causes of crime and the fear of crime in our community.
- It is our mission and duty to recognize that we are accountable to our community and to be aware that what we do directly impacts the quality of life of or our citizens.
- It is our mission and duty to apply the law fairly and ethically and to do nothing to bring disrespect or shame upon ourselves, the Lemont Police Department, the Village of Lemont or the policing profession.
- It is our mission and duty to recognize that the noble profession of policing involves more than enforcement of the law. It involves a spirit of public service, a promise of honesty and integrity, a responsibility to maintain the freedoms guaranteed by the constitution and a commitment to personal and professional excellence.

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III. THE NEED TO ENHANCE SEVERAL FUNDAMENTAL BUILDING BLOCKS

STRATEGY: DEFINING THE ROADMAP

For many years, the Village of Lemont has been served by a competent and responsive Police Department. Lemont police officers are able to react quickly to provide safety and security at a level that satisfies many in the Lemont community.

Lemont police officers know how to diffuse violent situations, respond to calls for assistance, offer emergency medical support and perform scores of other duties. They know how to execute these tasks through skills gained from training, education and experience. Each of these skills is a tool they can employ when taking on any number of specific activities or events – from catching a criminal and quelling a domestic disturbance to investigating a car crash, and more.

Proactive policing, however, is a different challenge. Without a clear, forward-reaching strategy, police organizations are destined to remain reactive, only responding to the issues of the day.

To get ahead – of demand, of events, of trends in crime and calls for service – requires a coordinated effort between the police and the community to prevent crime, reduce fear and promote community involvement. And undertaking such a complex and collaborative endeavor effectively requires a strategic plan.

Without a strategic plan, it is impossible to become a true community-focused policing agency committed to public service and professional excellence.

A plan requires involvement of all stakeholders. The clearer the path ahead, the more likely stakeholders – from officers to the public – will (1) understand the changes in a broader strategic context, (2) view their individual professional goals in light of the objectives of their group or department and (3) see their own success and that of the Department as one and the same.

The Need for a Clear, Actionable and Long-Term Strategic Plan

Why is a strategic plan so important? Because it serves as an essential framework to coordinate efforts, set clear priorities and provide specific direction on what is expected from officers every day. It also allows the Police Chief to set clear and realistic parameters on the resource allocation necessary to reach these goals. An actionable, long-term plan can also be a tremendous platform for obtaining direction and "buy in" from the community, in line with the protocol that all police agencies fundamentally derive the authority to exercise their powers from the communities they serve. In fact, establishing a clear vision for the Department – through a defined mission and a set of related goals established in partnership with the community – is one of the single, most effective ways to ensure the Department's direction is consistent with the community's expectations and willingness to commit resources toward this objective.

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To begin the transformation process, the Police Department, the Village Administration and the community must create a vision for the direction of future working goals, establish values to guide officer actions and define a mission on how to fulfill these objectives. A strategic plan and its key elements will provide an indispensable framework for nearly every decision in the process.

Cornerstones of Performance: Mission-Aligned Vision and Values

While the Lemont Police Department has a defined mission statement, the strategic planning process must also be guided by effective vision and value statements.

- **What is an effective Vision statement?** A long-term view that defines future goals to clarify what the Department is working to achieve two, five and ten years from now.
- **What is an effective Value statement?** A declaration of the guiding principles that drive decisions, including the standards the community embraces – and expects from their police force.

Goals and Objectives: The Signposts Ahead

While for some employees, mission, vision and value statements present easily understandable, brief proclamations of broad expectations, future direction and opportunities, others can see them as highly generalized statements that are hard to apply to day-to-day tasks and operational imperatives. Defined goals and objectives, however, provide a narrower focus and help employees understand the relationship between their individual roles and responsibilities and the broader purpose of the organization.

SETTING GOALS FOR EMPLOYEES

What Does "SMART" Stand For?

- **S**pecific
- **M**easurable
- **A**ttainable
- **R**elevant
- **T**ime-bound

The Lemont Police Department's goals must be created with input from multiple stakeholders including Police employees, Village management, other departments and taxing bodies and – most importantly – the community. Individual employee goals, however, are more private and should be crafted by both the employee and their supervisor. We recommend creating employee goals that conform to the SMART framework (i.e., they must be Specific, Measurable, Attainable, Relevant and Time-bound) in order to align individual performance with that of the organization as a whole.

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ACCOUNTABILITY: CLARIFYING ROLES AND RESPONSIBILITIES

Evaluation and Feedback: The Value of Critical Guidance

A strategic and collaborative approach to setting goals for each employee generates a stream of benefits to the organization – from buy-in and accountability at the employee level to performance measurement, course corrections, financial planning and management decision making at the program or department level. Once individual goals have been set, supervisors can begin to provide feedback on results, performance and areas for improvement. The ability to quantify results and evaluate the timeliness of accomplishments allows sergeants and commanders to assess the performance and progress of the individual as well as the greater Department mission.

Standards and Policies: The Importance of Consistency and Transparency

Just as goals are critical to employee accountability, standards and policies are essential governing mechanisms for officer behavior. We found that, as part of a tremendous effort to earn CALEA (Commission on Accreditation for Law Enforcement Agencies) accreditation, the Department has recently made very significant progress in developing policies and standard operating procedures. In spite of this, however, a large number of Lemont officers informed us that they typically receive direction on policy via e-mails rather than through direct communication from supervisors or senior command. Based on this feedback, it is clear there is room to improve the formal and informal communication flows between officers, supervisors and command and also codification of standard operating procedures and its policy manual to provide officers with an additional source of consistent and clear policy direction.

Effective communication is vital to the success of the Lemont Police.

When officers understand what is expected, they are more likely to actively participate in advancing the agencies mission and the success of the Department.

When communications and guidance are not clear, missions fail.

The Lemont Police Department needs to make clear communications a priority so that officers, citizens, command and the community as a whole can participate in keeping the Village safe.

COMMUNICATIONS: SHARING INSIGHTS AND INFORMATION

Every police agency in America spends a tremendous amount of taxpayer dollars on tools to help its officers operate safely and effectively. Undoubtedly, however, the single, most effective tool an officer can possess is good communication skills. Yet, many agencies invest little time in effectively developing officer communication skills and, in turn, enhancing their ability to interact with the community. Beyond external communications, clear communication within an agency is the most effective way to accomplish a successful police mission. Conversely, the lack of effective communication is one of the main issues associated with the failure of policing organizations.

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Three Areas in Which Communication Can Be Improved

It is strategically important that the Lemont Police Department develop and practice a strategy of active communication in three key areas.

1. Internal Communications within the Lemont Police Department

One of the most consistent messages we heard from Department employees is that effective department-wide communications is lacking. Most felt their individual issues could be addressed through a direct discussion with the Chief or Commanders, but communications regarding operations, procedures and strategy were one-way and ineffective. Few of the officers we spoke with could articulate a common mission or strategy for policing in Lemont. Those who did cited textbook strategies and readily admitted their opinions were grounded in their own beliefs and not a common strategy.

2. Communications between the Lemont Police Department and the Community

We observed clear, honest and frequent communications between the Police Chief and members of the community. Our discussions with community members, however, revealed that only a few specifically appointed officers and commanders held or led community discussions. Community-based relations begin by engaging officers and the community in dialogue and the joint development of a strategic plan that lays out specific departmental and community goals with stakeholder involvement – including a candid discussion on crime trends, community concerns and public expectations.

3. Communications between Individual Officers and the Public

While our interviews and discussions revealed that most Lemont police officers are dedicated professionals who understand their crime fighting and public safety roles, a surprisingly high number of officers were disconnected from the public. These officers viewed community-focused policing as a "soft policing" strategy better left to specialty officers and commanders. Some do not appear to have the communication skills necessary to engage the public in general discussions and gather their insights and information. And those who clearly did possess these skills – and the desire to engage with the community – seemed reluctant to do so, as they did not perceive such outreach to be a required and formally defined part of their duties and responsibilities.

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IV. COMMUNITY-FOCUSED POLICING: THE MOST COMPELLING PATH TO IMPROVEMENT

The Village of Lemont, like most communities, desires a Police Department that works in partnership with the community to prevent crime and disorder and to keep the Village's neighborhoods safe.

Feedback received during our discussions with community leaders confirmed that the Department has made significant progress in meeting this expectation. It was also clear, however, that the majority of the efforts to bring the police and community closer together are being undertaken by a small fraction of the Department. Clearly, while the Lemont Police Department has tried to develop a community-oriented policing philosophy, not all of the Department's members are actively participating in the process.

Challenges related to community-oriented policing are common. A recent review of community policing programs by the U.S. Department of Justice concluded that, "...aspects of organizational development important to advancing community policing were often neglected."[2] In order to implement community-oriented policing in Lemont, it is important to understand the recent evolution of policing as a whole.

COMMUNITY-ORIENTED POLICING: PARTNERSHIP AND PROBLEM SOLVING

About 30 years ago, policing as an institution in the United States began a significant transformation. Many parts of the country were faced with steadily increasing crime rates and in some cities, very troubled relationships between communities and their police officers. At the same time, a new body of research challenged some of the conventional wisdom on how police should be deployed.

These findings included the following highlights:

- Routine, visible police patrols do little to either prevent crime or make citizens feel safer
- Most calls for service do not require a rapid response
- The most important factor in determining whether a crime is ultimately solved is the quality, accuracy and completeness of the information provided to the officer conducting the preliminary investigation

[2] Implementing Community Policing Lessons from 12 Agencies. Office of Community Oriented Police Services, U.S. Department of Justice. July 2009.

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There was widespread acknowledgement that the conventional approach to providing police services was not working. What emerged as an alternative approach has come to be known as *community-oriented policing*. While the nature of community-oriented policing has changed over time, there is general agreement about what this critical strategy entails.

Community-oriented policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime. Community-oriented policing is comprised of three key components:

- **Community Partnerships** – Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve, to develop solutions to problems and increase trust in police.
- **Organizational Transformation** – The alignment of organizational management, structure, personnel and information systems, to support community partnerships and proactive problem solving.
- **Problem Solving** – The process of engaging in the proactive and systematic examination of identified problems, to develop and rigorously evaluate effective responses.[3]

Partnership and Problem-Solving: Two Crucial Components of Community-Oriented Policing

"Community-oriented policing consists of two complementary core components, community partnership and problem solving.

To develop community partnership, police must develop positive relationships with the community, must involve the community in the quest for better crime control and prevention and must pool their resources with those of the community to address the most urgent concerns of community members.

Problem solving is the processes through which the specific concerns of communities are identified and through which the most appropriate remedies to abate these problems are found."

Understanding Community-oriented policing: A Framework for Action. Bureau of Justice Assistance. 1994.

Proper staffing is one of the big challenges facing communities seeking to adopt community-oriented policing. Most proponents of community-oriented policing have argued strenuously that it should be a global philosophy – in other words, everyone in the department should ascribe to the principles of community-oriented policing, rather than relying on a small number of specialized officers to accomplish the task.

[3] Information Systems Technology Enhancement Project, U.S. Department of Justice, Office of Community Oriented Policing Services.

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Despite a significant body of research that suggests specialized units are less effective, many departments have chosen to use this strategy for a number of reasons.

- It is easier to manage the activity that has been assigned to a relatively small number of officers.
- Citizens may prefer a single point of contact, rather than a group of officers assigned to a given area.
- Some police officers are not interested in or well suited to this approach to policing.

The U.S. Department of Justice's Office of Community-Oriented Policing Services (COPS) offers another perspective. As excerpted below, the COPS Office seeks to differentiate traditional policing from community-oriented policing.[4]

> **The Role of Traditional Policing in Community-Oriented Policing**
> Traditionally, police organizations have responded to crime after it occurs and, therefore, are structured to support routine patrol, rapid response to calls for service, arrests and follow-up investigation. Community-oriented policing calls for a more strategic and thoughtful incorporation of these aspects of police business into an overall broader police mission focused on the proactive prevention of crime and disorder.
>
> **Routine Patrol**
> Community-oriented policing advocates for the strategic application of routine patrol that is conducted with an eye toward desired outcomes. Rather than just conducting routine patrol because "that is how we have always done it," routine patrol should be part of comprehensive problem-reduction and community outreach strategies.
>
> **Rapid Response to Calls for Service**
> Community-oriented policing advocates for the strategic application of rapid response. For the vast majority of police calls for service, decreases in response times do not increase the chances of arrest or prevent harm to victims. Community-oriented policing encourages the police and the public to determine how rapid a response is necessary based on the nature of the call for service and to align expectations to match these policies. Community-oriented policing also encourages the police to increase the means by which citizens are able to report incidents such as through online reporting systems or the use of trained volunteers who take police reports.
>
> **Arrests**
> Although arrests will always be a vital and important function of the police, arrests alone generally are not an effective or efficient way to develop long-term solutions to crime problems, particularly considering that the vast majority of offenses do not result in arrest. Community-oriented policing views arrests as one potential response among many available to the police.

[4] http://www.cops.usdoj.gov/html/dispatch/march_2008/nugget.html

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Investigations
Conducting investigations (large and small) will always be central to the police mission. Community-oriented policing encourages agencies to have strong investigative functions in order to solve crimes, and also asks law enforcement to enhance the value of these investigations by linking them to broader problem-solving activities. Community-oriented policing calls both for full-time investigators and for individual officers who take incident reports to gather and share information to inform crime-prevention efforts.

Law Enforcement Information Sharing
Finally, traditional policing has generally emphasized the role of partnerships and information sharing with other law enforcement entities at the state, local, and federal level. Information about known or suspected offenders is often shared. Community-oriented policing advocates for a broader flow of information between law enforcement agencies regarding potentially effective solutions to crime and disorder problems and crime trends and patterns.

Matthew Scheider, Ph.D., Assistant Director, The COPS Office, U.S. Dept. of Justice

PERFORMANCE-BASED POLICING: OUTCOMES AND PREVENTION

Performance-based policing presents another perspective. The following table illustrates the contrasts between traditional police organizations and those based on performance.[5]

Table 2 – Contrasts between traditional and performance-based police organizations

Traditional Organizations	Performance-Based Organizations
Output	Outcome
Incidents	Problems
Reaction	Prevention
Summary Results	Feedback
Control of Serious Crime	Public Safety
Accountability for Rules	Accountability for Problems Solved
Intuition	Data
Isolation	Integration
Individual Based Evaluation	Unit or Agency Performance

[5] Information Systems Technology Enhancement Project, U.S. Department of Justice, Office of Community Oriented Policing Services.

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PROBLEM-ORIENTED POLICING: CONCENTRATION AND COLLABORATION

Problem-oriented policing is an approach to policing in which discrete pieces of police business – each consisting of a cluster of similar crimes or acts of disorder that the police are expected to handle – are subject to microscopic examination. Drawing on the specially honed skills of crime analysts and the accumulated experience of operating field personnel, the goal is to use the information gleaned about each case to discover new and more effective strategies for dealing with the problem.

Problem-oriented policing places a high value on new responses that are preventive in nature, that are independent of the criminal justice system and that engage other public agencies, the community and the private sector when their involvement has the potential for significantly contributing to problem resolution. It carries a commitment to implementing the new strategy, rigorously evaluating its effectiveness, and, subsequently reporting the results in ways that will benefit other police agencies and ultimately contribute to building a body of knowledge that supports the further professionalization of the police[6].

COMMUNITY-FOCUSED POLICING: A STRATEGIC INTEGRATION OF APPROACHES FOR LEMONT

What is "community-focused policing"? It is a term we use to describe the integration of three popular policing strategies and their most advantageous features: (1) traditional policing, (2) problem-oriented policing and (3) community-oriented policing.

This is a crucial concept. We believe, in effect, that by embracing community-focused policing, the Lemont Police Department can launch a full-scale, sustainable, long-term transformation. Why? Here is our rationale. Lemont is blessed with both a low crime rate and a police department that has sufficient staffing, training and experience for effective traditional policing - while leaving time for officers to really engage the public through problem-solving and community-policing activities.

But this will require a paradigm shift in how Lemont's officers actually police. Traditional policing remains the most important function and must be the cornerstone of Lemont's Department, like any police agency. Quickly and effectively responding to calls, aiding victims, arresting offenders, conducting investigations and gathering intelligence are a few of the traditional policing responsibilities that make up the core of this service. However, in a community-focused approach, these functions are completed by the same officers who also have the responsibility to address the root causes of the problems whenever possible.

In our evaluation of the Lemont Police, we did not see a strong directive for patrol officers to manage traditional policing from onset to conclusion. We observed that most officers handled the patrol aspects of incidents and then quickly turned the follow-up over to the investigations division. Many Lemont police officers view their role as "street cops" and "emergency responders" rather than investigators or community problem solvers. They often stated they did not have the responsibility or authority to step beyond their designated patrol role. We found no mandate or directive limiting

[6] Goldstein, Herman. "Center for Problem-Oriented Policing." What Is POP? Center for Problem-Oriented Policing. Web. <http://www.popcenter.org/about/?p=whatiscpop>. Accessed June 15, 2011.

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their follow-up authority; rather, we saw clear encouragement for this type of initiative personally from the Chief of Police. Nonetheless, there were no written protocols, direction or strategy to encourage patrol officers to take these extra investigative steps.

Community policing is another area where we saw tremendous encouragement from the Police Chief and the Operations Commander, but no real strategic plan to provide guidance to the officers. In fact, the vast majority of community programs are handled by a single Sergeant with the help of a few officers and Senior Command. A close look at the way officers are engaged in community-oriented policing is needed to advance the strategy and ensure it becomes a part of every officer's responsibility.

Lastly, we observed a real desire by the Mayor, Village Manager and Police Chief of the Department to become a proactive community problem solver. Because – fortunately - the Department does not face debilitating crime levels that drain its resources, the Lemont police now face an enormously compelling opportunity to focus on issues that actually prevent crime and improve the quality of life for Lemont residents.

We have taken care not to prescribe specific programs. Instead, as outlined in the recommendations presented at the end of this report, we strongly encourage the Department to convene public and business meetings to identify the important issues and determine the programs desired most by the community. These programs must then be turned into a strategy and an engagement that officers can relate to, as outlined in Section III.

V. PATROL: OPTIMIZING THE FRONT LINES

Patrol operations represent the most common activity – and the greatest use of resources – in the Lemont Police Department. This is true for many, and perhaps most, policing agencies. In Lemont's case, this focus can largely be attributed to the Village's low crime rate, a positive factor that most agencies and their respective communities envy.

Yet the prevalence of a low crime rate doesn't justify such an intensive focus on patrol – not if other methods of conducting patrol operations more efficiently can better help the Department meet its missions and goals as well as its operational and financial objectives.

But how can a Chief of Police or Operations Commander determine what the most effective and efficient use of resources for both patrol and other policing priorities should be? The best way to do so is to conduct a police staffing analysis. We undertook such a study as part of this engagement ultimately in order to develop a staffing model that effectively and strategically utilizes personnel resources.

STAFFING ANALYSIS: UNDERSTANDING FOUR COMMON METHODS

Understanding the results of our analysis, however, requires a brief review of various methods commonly used to measure the effectiveness and efficiency of police staffing. The most popular methodologies include analysis based on one of the following: (1) population, (2) authorized strength, (3) minimum staffing requirements and (4) workload or performance-based expectations. Each one of these methods is associated with a different set of advantages and drawbacks.

1. Population-Based Staffing Analysis

For many years, communities have relied on officers-per-population rates as a method to estimate the appropriate numbers of police officers necessary to meet their needs. This approach emerged, in part, after the FBI began suggesting optimal rates for communities of various sizes. These staffing benchmarks remain popular and are often used by police executives to justify additional resources.

Despite their common use, we believe population-based staffing analysis is of limited value. Even a brief examination of the population ratios around the country reveals the significant variation inherent in this approach. Table 3 illustrates how the rates vary widely by region[7] and community size.[8]

[7] FBI, Crime in the United States 2009

[8] IACP, Police Officer to Population Ratios Bureau of Justice Statistics Data

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Table 3 – Full-Time Officers Per 1,000 Residents by Region and Population Size

By Region	Ratio
Northeast	3.4
South	3.4
Midwest	2.7
West	2.4

By Population Size	Ratio
250,000 or more	2.5
100,000 to 249,999	1.9
50,000 to 99,000	1.8
25,000 to 49,999	1.8
10,000 to 24,999	2.0
2500 to 9,999	2.2
1,000 to 2499	2.6
All sizes	2.5

Not only do these rates vary by community size, but they also vary tremendously across regions.

Table 4 displays the ratio for large cities with the highest rates.[9] This list illustrates the inherent difficulties in using the population-rate approach. First, we observe that the rate in Washington, D.C. is nearly twice as high as in Buffalo and Cincinnati. Second, the list is notable because many large cities such as Los Angeles, Oakland and Denver have rates that are much lower than those shown.

The principal draw-back to the population-based approach is that it only addresses the number of police officers and does not account for other crucial factors – such as how officers spend their time, what the quality of their efforts are or whether the community's conditions, needs and expectations are satisfied.

Table 4 – Staffing Ratios for Large Cities

City	Full-Time Officers Per 1,000 Residents
Washington, D.C.	6.3
Newark	5.4
New York	5.1
Baltimore	4.7
Chicago	4.6
Philadelphia	4.6
Detroit	4.8
St. Louis	4.3
Cleveland	3.8
Boston	3.8
Atlanta	3.5
New Orleans	3.4
Milwaukee	3.6
Buffalo	3.2
Cincinnati	3.1

[9] FBI, Uniform Crime Report, 2000

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While population rates can be misleading, it is useful to look at an agency staffing relative to communities of similar size. The following figure 1 illustrates the number of sworn police officers in communities within the Chicago metropolitan area reporting populations between 15,000 and 20,000 at the end of 2008.[10]

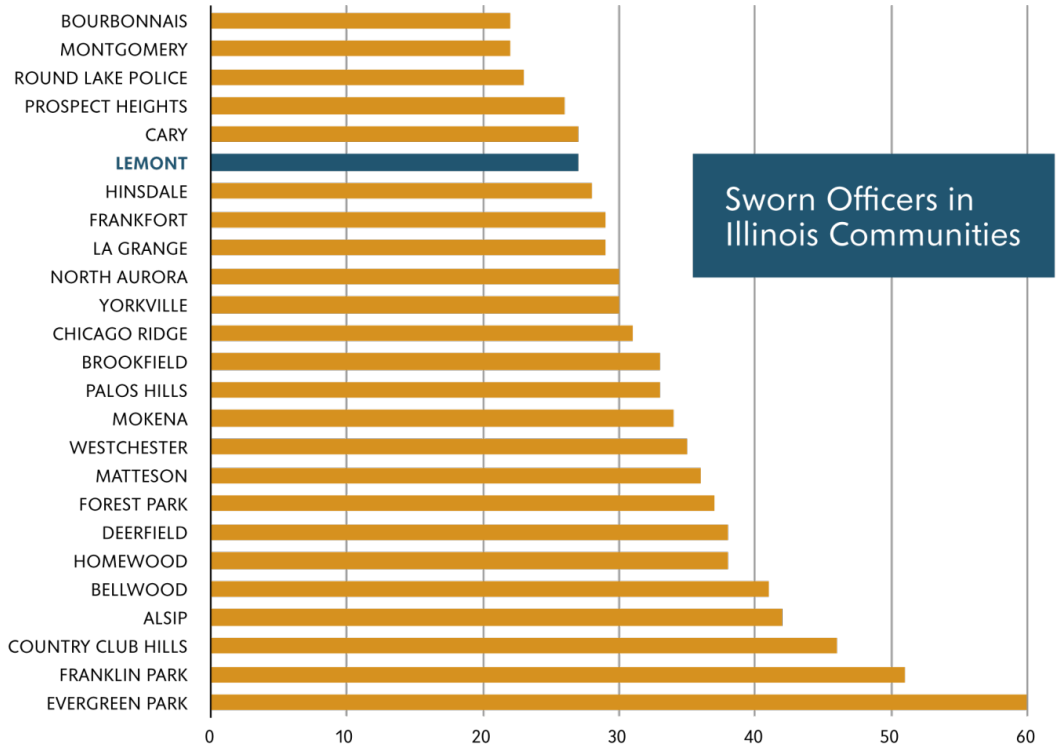

Figure 1 – Sworn Police Officers in Chicago Metro communities with population size of 15,000 to 20,000 at the end of 2008

What is the IACP's Perspective on Population-Based Staffing Analysis?

The International Association of Chiefs of Police (IACP) has taken a strong position against using population rates as a basis for the determination of appropriate police staffing levels.

The IACP's Patrol Staffing and Deployment Study states, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions. Accordingly, they have no place in the IACP methodology. Defining patrol staffing allocation and deployment requirements is a complex endeavor, which requires consideration of an extensive series of factors and a sizable body of reliable, current data."[11]

[10] Source: Illinois State Police.

[11] "IACP's Patrol Staffing And Deployment Study." The International Association of Chiefs of Police, Dec. 2004. Web. <http://www.theiacp.org/LinkClick.aspx?fileticket=AKL78d4MBw8%3d&tabid=252>.Accessed April 4, 2011.

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2. Authorized Strength Analysis

Another common approach to determining how many police officers are needed to support a community's needs is a methodology based on authorized strength, or the number of officers that are nominally authorized in the community's police department budget. There are several reasons why it is problematic for an agency to use authorized strength as a benchmark for police staffing.

- First, this approach is based not on actual and projected need but on budgeted allocations, whether these are arbitrarily determined or based on historical thresholds of need that may or may not be accurate for the currently budgeted period.
- Second, it can be challenging to maintain a department's authorized strength. Given the time required for selection and training of new personnel to replace employees who resign or retire, it is often difficult to fill vacant positions in a timely manner. As a result, department's resource levels often fall below their authorized strength.
- Third, it can be difficult to determine the true definition of authorized strength. In 2010, for example, the Chicago Police Department offered an early retirement plan while simultaneously reducing new hiring of police officers. As a result, by the end of 2010, the Department fell to a staffing level 700 officers below its authorized strength of 13,500. In addition to these vacancies, there were more than 1,000 officers unavailable each day due to leave or other duty-related restrictions. This led to many misleading media reports that the department was "operating with 2,000 officers below its authorized strength."[12]
- Fourth, specialty positions (i.e., K-9, Hazmat, Administrative Officers) create a tremendous drain on the patrol force. These positions should be created judiciously and monitored continuously to ensure they return value to the Department. For example, the majority of the K-9 Officers' call for service were related to a multi-jurisdictional task force and occurred outside the Village. These services returned little to the Village in the form of seizure funds or reciprocal task force activity inside the community.
- Fifth, as part of the Department's strategic plan and communications outreach, set goals that articulate how officers are expected to interact with the public in a community-focused organization. Additionally, officer's performance goals should include a directive on advancing public communications and identify training opportunities to build these skills and abilities as needed.
- Finally, when law enforcement executives and union officials openly express dissatisfaction with a department that is operating below its authorized strength, it sends a message to citizens that their community is not adequately funding public safety.

[12] http://www.wgntv.com/wgntv-cpd-police-exam-dec11,0,2568383.story

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3. Minimum Staffing Allocation Analysis

Another popular approach to police resource allocation is one based on minimum staffing levels. Under this methodology, police departments define a minimum number of officers required to be on duty. If the number of officers on duty falls below the designated threshold, the agency must fill that vacancy – typically by using an off-duty officer paid at overtime rates.

There are two key justifications for this approach. First, many communities inaccurately believe that there is a required minimum to ensure public safety. This is particularly common in small communities where there are relatively few citizen-generated demands for police service, yet the community feels that there must be at least two or three officers on duty at all times. The second justification for minimum staffing levels is police officer safety. Police officers increasingly insist (often through collective bargaining) that a minimum number of officers must be on duty. In some communities, the minimum staffing level is established by ordinance.[13]

While there are valid reasons to maintain minimum staffing levels, an agency adopting such an approach should understand the potential pitfalls relative to this process.

- Minimum staffing levels are often only marginally related to service demands. In fact, the minimum level is typically higher than what is warranted by the agency workload. Ironically, even though the minimum staffing approach is not workload-based, police officers commonly suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.
- Minimum staffing levels are sometimes elevated to a point that results in increasing demand for police overtime. It is commonplace, for example, for agencies to "hire back" officers because the number of assigned officers is below minimum shift requirements due to factors such as officer sick leave or vacation. Some agencies use a very narrow definition of available staffing, leading them to hire back to fill a vacancy in patrol, even though there are a number of other officers on the street – including traffic and school resource officers and supervisors.
- While most police officers would prefer to have more officers on the street, it is important to acknowledge that increasing the minimum staffing level will not, in and of itself, improve the quality of agency performance, nor will it necessarily increase officer safety. In fact, when agencies hire back police officers to work extra shifts, these officers are likely to be fatigued, and their presence may actually increase the risk of injury to themselves or others.
- In some agencies, the minimum staffing level may become, by default, the optimal staffing level. Agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules to ensure that the minimum level is on duty, rather than optimizing the available resources.

[13] http://thetimes-tribune.com/news/scranton-city-council-plan-for-police-fire-staffing-level-raises-questions-1.1078163

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4. Workload and Performance-Based Staffing Analysis

Yet another common approach to police staffing is based on workload and performance. In this approach, the estimated number of required police officers is based on how officers spend their time. In other words, staffing numbers are calculated in large part by the work the officers are expected to perform. The process below allows us to make projections based on the number of officers in a model that develops its staffing estimates by allocating a proportion of officer's time for citizen-initiated activity and a proportion for other discretionary activities ranging from traffic enforcement to community policing.

There are five steps in the process of producing a performance-based staffing model:

Step 1. Examine the distribution of calls for service by hour, weekday and month

Step 2. Examine the nature of the calls

Step 3. Estimate the time consumed on calls for service

Step 4. Calculate the shift relief factor

Step 5. Establish performance objectives to drive staffing estimates

Step 1 – Examination of Police Calls for Service

In this first step, the principal metric for our analysis is the Citizen Initiated Call for Service (CFS). A CFS describes those cases in which a citizen contacts the police (typically by phone) and a police officer or unit is dispatched to handle the call. While this definition is very important in this type of analysis, it can be very difficult to reliably measure CFS numbers in a community.

It is common for law enforcement executives to use information from their computer-aided dispatch (CAD) system as a basis for determining CFS numbers within a given time period. This information can be very misleading, however, as most CAD systems organize their records based on "events" or "incidents," and a portion of these circumstances are not true CFS cases.

In some communities, for example, every traffic stop is an event, or an "incident" occurs every time an officer comes to the station.[14] An event such as the recording of a traffic stop may begin as an officer-generated case, but end up classified as a CFS – particularly if an arrest is made. Consideration must be given to the fact that the use of CAD data without scrutiny may potentially result in a gross exaggeration of the number of citizen-generated calls.[15]

Once we have examined the distribution of calls and determined an accurate CFS number, we can then use this data to start building a staffing model.

[14] In the system used by the Chicago Police Department, officer's meals are recorded as events.

[15] It is not uncommon to find estimates of CFS that are three and four times greater than the actual number.

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Step 2 – Examination of One-Year of Calls for Service

In Lemont's case, we examined a one-year period from January 1, 2010 to December 31, 2010. This approach allowed us to account for seasonal variation.

During this 12-month period, the Lemont Police Department responded to 7,035 citizen-generated calls. This equates to about 20 calls per day, or slightly less than one per hour.

We analyzed data based on various CFS factors including (1) hour of day, (2) day of week, (3) month and (4) call type. This data is presented below.

Figure 2
Calls for Service by Hour of Day

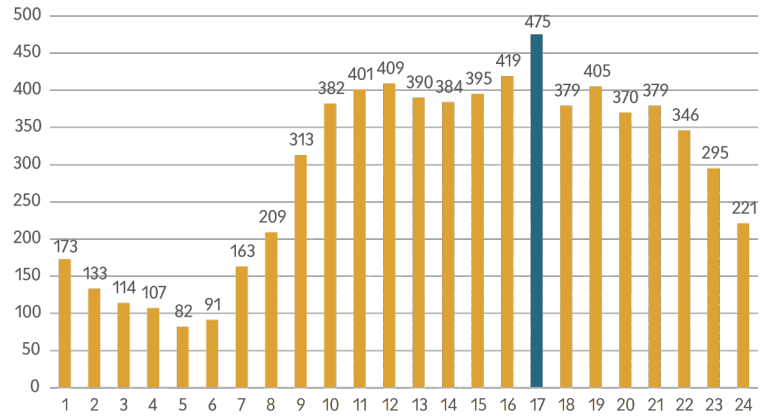

Figure 2 shows the hourly breakout of CFS. The Department responded to about 175 calls from midnight to one a.m., with peak demand in late afternoon with 475 calls. This type of hourly distribution is very typical.

Figure 3
Calls for Service by Day of Week

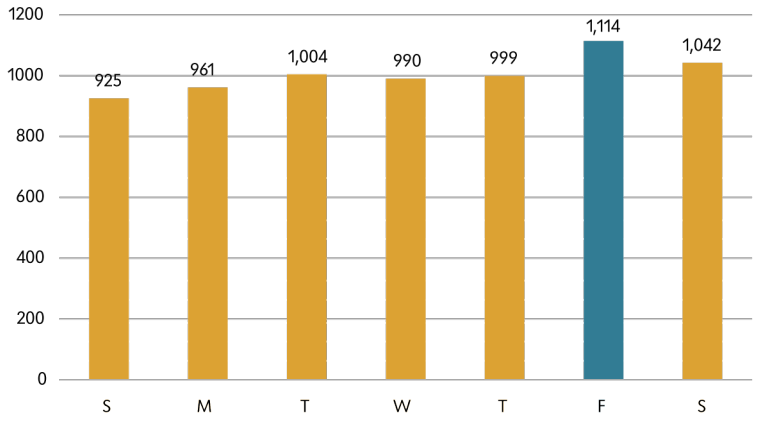

Figure 3 shows the distribution of CFS by day of the week. In Lemont, there is relatively little daily variation with the exception of Fridays, which show slightly higher call numbers.

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Figure 4

Calls for Service by Month

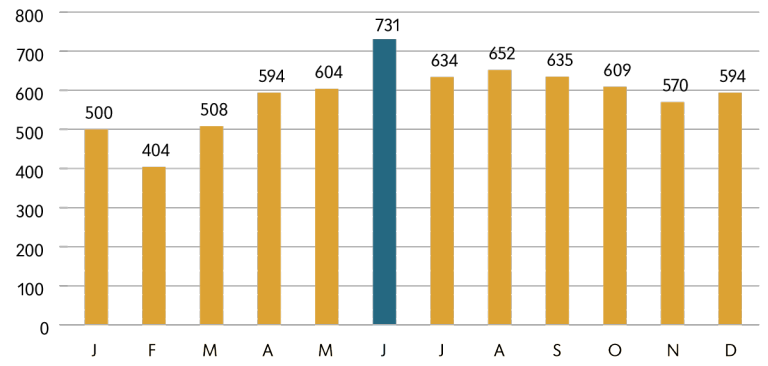

Figure 4 shows CFS by month. Most communities experience higher call demands in the summer months, but the amount of variation in Lemont is modest in comparison with that in other cities.

It can be instructive to examine the nature of citizen-generated calls. Table 5 below includes every category in which drew 100 or more CFS during 2010.

Table 5 – Top Calls for Service Categories

Call Type	Number
Station Information	1,035
Citizen Assist	580
Burglar Alarm	503
Assist Ambulance	464
Suspicious Auto	256
Property Damage Crash	241
Suspicious Circumstance	206
Juvenile Problems Other	185
911 Hang-Up	159
Suspicious Person	153
Assist Fire Department	130
Information For Police	122
Assist County Police	115
Disturbance	105
Stray Dog	103
Domestic Trouble	102
Loud Noise	100
Total	**4,559**

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There are several important considerations related to this list.

- These calls represent 62% of all CFS.
- The Assist Ambulance category overstates the frequency of these calls because supervisors often instruct officers to disregard these calls.
- The majority of calls do require that police officers file reports, including the largest category, Station Information.
- It appears that community-service officers or other non-sworn staff could handle a substantial portion of these calls

Step 3 - Estimation of Time Consumed on Calls for Service

An important component of our analysis is the amount of time consumed on CFS. We look at the time from when the call is dispatched until the time the last officer clears the scene. Time recording methods vary by community. The most straightforward approach is one in which a dispatched officer handles the call and the resulting administrative demands (e.g. reports, arrests) prior to clearing the scene. In this case, information on total time consumed is easily defined, accurately recorded and readily available in the CAD database.

There are cases, however, in which the measurement of time is more problematic. In some organizations, officers may respond to a call and upon completion of their on-scene work, they report that the call is complete. In other cases, the officer may complete the CFS report later in the shift, perhaps at the station. As a result, report preparation may not be allocated as CFS time. This potential problem can be addressed in two ways. First, an agency can determine the number of calls that require a report and estimate the amount of time required. Second, if report writing will normally not be part of CFS time, it may be necessary to adjust for this when the agency establishes performance standards.

A final issue in measuring time consumed relates to multiple-officer dispatching. Most CAD systems do not accurately capture the number of backup officers dispatched to a call, nor do they capture the amount of time the backup officer spends on the call. In some communities, officers "self-dispatch" to calls. That is, they respond to a call even though they have not been instructed to do so. There may or may not be a record of their time on scene. We will describe alternative approaches to this issue in the section "Building the Staffing Model." In Lemont, the average call takes 37 minutes from dispatch to clear. It appears that the vast majority of calls do not require a report. When officer reports are necessary, they are completed at the station. We were not able to reliably determine the fraction of calls that require a backup officer, so we will have to build our staffing model on estimated values.

Step 4 – Calculation of the Shift Relief Factor

The next component of our staffing model is the shift relief factor. The shift relief factor shows the relationship between the maximum number of days that officers could work and the number of days that they actually work. If we know the relief factor, we can estimate the proper number of officers assigned to a shift in order to ensure appropriate staff numbers on a daily basis. The shift relief factor will vary according to whether the officer is working eight-, ten- or twelve-hour shifts.

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Gathering data on benefit time off can be approached in two ways. In some agencies, it is possible to obtain the actual utilization of benefit time. That is, the agency can provide the actual number of hours of vacation taken by officers in a unit or on a shift. This can be very informative because, in general, officers with more seniority tend to have more benefit time off. Thus, we would expect a shift with senior officers would have a higher shift-relief factor than one with more junior officers. Adjusting for this difference would make our model more reliable.

Table 6

LPD Benefit Time Off	
Maximum Hours Available	4,380
Regular Days Off	2,184
Vacation	160
Sick	96
Personal	30
Training	20
12-Hour Adjustment	156
Total	**2,676**

Table 7

LPD Shift Relief Factor	
Maximum Hours Available	4,380
Benefit Time Off	2,676
Hours Worked	1,704
SRF 4380/1704	2.6

In the Lemont Police Department, benefit time off varies according to seniority and individual officer preferences. Some officers, for example, may opt to take compensatory time off rather than receive overtime pay. These individual choices will affect the Department's ability to staff. Table 6 illustrates our estimate of benefit time off for the Lemont Police.

Next, we can calculate the shift-relief factor as shown in Table 7. This means that for each police unit the Lemont Police Department deploys on a twelve-hour shift, it must assign 2.6 officers to that shift. An alternative view shows that during a one-year period, a Lemont officer will work, on average, 143 twelve-hour shifts.

It is important to note that even though the shift-relief factor for twelve-hour shifts is quite high, the agency only has to staff two shifts. It is nominally the same as a department with eight-hour shifts.

Step 5 – Establishment of Performance Objectives for Staffing

The final component of the staffing model is the performance objective. That is, we need to determine what fraction of an officer's shift should be devoted to CFS and what portion to other activities. While there is no accepted standard for this allocation, it can be instructive to explore how agencies have faced this challenge.

The International Association of Chiefs of Police (IACP) developed one of the earliest workload-based models some thirty years ago. It suggested that officers should devote one third of their time to CFS, one third to proactive (patrol) time and one third to administrative activity. This approach

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was superior to the officer-to-population rate, but rather simplistic. For most agencies, a careful analysis would reveal that officers actually spend far less than one-third of their time on CFS.

In our approach, the estimate of officers required is based on the known community-generated workload (CFS), because it is the easiest to measure and represents the best reflection of demand for police service. We believe this approach is more reliable because other activity categories are often duplicative.

While our analysis can accurately define the time consumed by community-generated activities, the community, through policy-makers, must determine what fraction of an officer's day should be available for other activities. Some communities might want officers available for patrol for half or more of their shift. Others devote considerable resources to specialized patrol units; in which case beat cars would likely need less time for officer-initiated activities. The key is that once a performance objective is set, we can estimate the number of officers required. If that number exceeds availability, the community can either add capacity or come to the realization that there are too few resources to meet the performance criteria.

To begin this portion of the analysis, we take into account the unit availability in Lemont.

- From our earlier analysis, we know that during our period of study there were 7,035 calls for service averaging 37 minutes per call. (7,035 CFS x 37 minutes per call = 260,295 minutes or 4,338 total hours CFS time consumed)
- We also know that an average Lemont Police Department officer works 1,724 hours per year. If we include the fourteen officers currently assigned to patrol, this results in 24,136 available hours. (1,724 hours per year x 14 officers = 24,136 available hours)

Thus, officers currently spend about 18% of their available time on calls for service. (4,338 CFS hours consumed out of 24,136 available hours = 18% CFS time.) [16]

Table 8

Calls for Service by Shift

Hours	CFS	%
Six a.m. to Six p.m.	4,319	61
Six p.m. to Six a.m.	2,716	39

Taking into account the two Lemont Road Patrol shifts, we compared CFS numbers by shift as illustrated in Table 8. Although 61% of CFS occur during the day shift, the Department typically maintains higher staffing levels on the night shift.

[16] This shift availability does not include supervisors or community service officers

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Table 9

Staffing Estimates with 25% Backup

1	2	3	4	5	6	7	8	9	10
Shift	CFS	ADJ	Minutes 37	Hours	Units (4380)	50% Dis	Rf 2.6	66% Dis	Rf 2.6
600-1800	4,319	5,399	199,763	3,330	0.8	1.6	5	2.4	7
1800-0600	2,716	3,395	125,615	2,094	0.48	0.96	3	1.4	4
Day is divided into two 12-hour shifts	Number of calls per shift	Backup unit adjustment (adds 25% to CFS)	Estimated total time on calls by shift in minutes	Estimated total time on calls by shift in hours	Number of units required for calls if unit worked 12 hours per day, 365 days per year	Number of units required if officers spend 50% of time on CFS and 50% on discretionary activities.	Value of column 7 x relief factor. Indicates number of assigned officers per shift required to meet performance objectives	Value of column 6and one third time on cfs x relief factor if two-thirds of time spent on discretionary activities	Value of column 9 x relief factor if one third of time spent on CFS

Table 9 illustrates our staffing estimates for patrol. It is based on the assumption that 25% of all calls require a backup unit. In column one, we have divided the day into two 12-hour shifts. The number of calls during each shift appears in column two. In the third column – the basis for our analysis – we show the backup unit adjustments (adding 25% to the CFS). Columns four and five show the estimated total time consumed on calls by shift in minutes and hours, respectively. In column six, we identify the number of units required to handle these calls if a unit worked 12 hours per day, 365 days per year. This calculation is based on the total time consumed divided by 4,380 – the number of hours that an officer would work if they worked a 12-hour shift every day. The unit value is the number of officers that should be on duty if they only answered calls for their entire shift.

Column 7 shows the number of on-duty units required if officers were to spend 50% of their time on calls for service and 50% on discretionary activities. Column 8 multiplies that value by the relief factor. This indicates the number of officers that should be assigned to a shift in order to ensure that a sufficient number are on duty to meet the performance objective.[17] Columns 9 and 10 repeat this process, but this time we have a model in which officers spend one-third of their time on calls for service and two-thirds on discretionary activity.

Using these tables, we can get a sense of the potential staffing requirements. If, for example, we assumed that 25% of calls require a backup unit and we want officers to have 50% available time – both quite reasonable assumptions – the Department would need to assign five officers to the day shift and three to the night shift.

We could, alternatively, assume that 25% of calls during the day shift require a backup and that during the night shift 50% require a backup. This analysis is illustrated in Tables 10 and 11. We do this by adjusting the number of calls by 50%. The new estimates are three officers at the 50% discretionary time level and five officers at the 66% level.

[17] Convention dictates that at this point we round the value up to the next whole number.

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Table 10

Staffing with 50% Backup

Shift	CFS	ADJ	Minutes 37	Hours	Units (4,380)	50% Dis	Rf 2.6	66% Dis	Rf 2.6
1800-0600	2,716	4,074	150,738	2,512	0.57	1.1	3	1.71	5

Table 11

Staffing Estimates

Shift	50% Discretionary	66% Discretionary
Day (25% Backup)	5	7
Night (50% Backup)	3	5
Total	**8**	**12**

The Lemont Police Department currently assigns 14 officers and four sergeants to the patrol division.

Discretionary Time

A number of factors impact how the Lemont Police Department manages discretionary time. These include the following:

- All officers in Lemont are trained as juvenile officers and evidence technicians. To qualify, each officer receives 40 hours of initial training and about eight hours of additional training each year.
- Each officer receives an additional eight to 12 hours of annual training during which time they are unavailable for calls for service.
- Officers are regularly assigned to special events, particularly during the summer months.
- The Lemont Police Department routinely assigns officers to special traffic details.
- Department members regularly attend neighborhood watch meetings.
- Each officer spends 20 minutes per shift conducting an inspection of his or her equipment.
- Officers must process prisoners, although non-sworn staff could perform these tasks.

It is important to note that while staffing models are quite robust, there are a few important considerations:

- These models are based on averages. Given that workloads deviate significantly from the average by hour of day, there may be over or under staffing. This is also true of the models used to predict future staffing needs, to the extent that future workload demand changes from 2010 levels.
- Some events (such as a major crime or traffic accident) can create exceptional demands for police resources, far beyond that which can be expected from the study of daily activities.

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- Our model focuses on officers assigned to the patrol teams, although other officers, including community service officers and supervisors, will handle a fraction of calls.
- When the amount of citizen-generated work exceeds the performance objective (e.g. calls for service on a given day consume 75% of an officer's time), it will not necessarily impact response performance. It means that there will be less time for discretionary activities

WORK SCHEDULE ANALYSIS: ALIGNING RESOURCES WITH PRIORITIES

The second component of patrol resource analysis is the work schedule. The work schedule is critical tool because it ensures resources are aligned with organizational objectives.

Police work schedules come in all shapes and sizes. Although each schedule is unique, there is a methodology to apply in order to provide an accurate comparison.

Among the important work schedule components are:

- Average work week
- Shift length
- Number of consecutive work days
- Weekend time off
- Staffing by day of week
- Percentage of officers on duty each day

Table 12

Example of a 5-2 Work Schedule

	M	T	W	T	F	S	S
1						Off	Off
2	Off	Off					
3		Off	Off				
4			Off	Off			
5				Off	Off		
6					Off	Off	
7	Off						Off
% On	71%	71%	71%	71%	71%	71%	71%

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Table 12 illustrates a work schedule in which officers are assigned a five-day on, two-day off schedule with eight-hour days. We observed that this shift has unique properties, such as:

- Fixed days off
- Three groups of officers have either a full or partial weekend day off
- Equal staffing by day of week
- Longest on duty cycle is five days
- Importantly, we observed that daily assignments show 71% of officers on duty with an equal number per day – two vital criteria that can be used in evaluating a work schedule.

Table 13

Example of a 5-2 Work Schedule with Increased Weekend Staffing

	M	T	W	T	F	S	S
1						Off	Off
2 (2)	Off	Off					
3 (2)		Off	Off				
4			Off	Off			
5				Off	Off		
6					Off	Off	
7	Off						Off
On	6	5	6	7	7	7	7
Off	3	4	3	2	2	2	2
% On	66%	55%	66%	77%	77%	77%	77%

Table 13 shows how we can build a schedule that increases staffing on weekends if, for example, we have a workgroup with nine officers and we wish to provide staffing proportional to the daily workload. Each officer is assigned a day off group, but Groups 2 and 3 each have two officers. This allows the reduction of staffing on some days, and an increase on others. This schedule is particularly attractive to employees that want fixed days off. It works well for officers that are going to school, and may be beneficial for those that assist in childcare. The disadvantage is that a substantial portion of employees never gets a weekend off.

One of the most interesting recent changes in police work scheduling has been the widespread adoption of the 12-hour shift. Hundreds of agencies have adopted this approach and the number of implementations continues to increase. Evidence – both anecdotal and more systematic –suggests that this approach can be highly effective.[18]

[18] A Look at the 12-Hour Shift: The Lincoln Police Department Study. Captain Jon Sundermeier, Lincoln, Nebraska, Police Department. The Police Chief. March 2008.

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The twelve-hour schedule is relatively straightforward. It is a fourteen-day duty cycle. The pattern consists of two days on, two days off, three days on, two days off, two days on, three days off. This schedule results in a 42-hour average workweek. Over the two-week cycle, officers would earn four additional hours.

Lemont assigns three officers and a sergeant to a workgroup. There are two workgroups on each shift. In addition, two officers are assigned to work from 2:00 p.m. until 2:00 a.m. on alternate days. The Lemont work schedule is illustrated below.

Table 14

Lemont Police Department 12-Hour Work Schedule

	M	T	W	T	F	S	S[19]
1			Off	Off			
2	Off	Off			Off	Off	Off
% On	50%	50%	50%	50%	50%	50%	50%

As can be seen in Table 14 above, officers have rotating days off during the duty cycle, but the pattern is repeated every two weeks. Thus, an officer could expect, for example, to have every other Monday and Tuesday off. Officers assigned to this pattern would have every other weekend off.

At first glance, it may appear that 12-hour shifts actually reduce resource availability; however, the agency must staff only two shifts per day. Staffing seven officers on 12-hour shifts is equivalent to staffing 10 eight-hour officers.

Twelve-hour shifts, while growing in popularity, do have several disadvantages including the following:

- Officers more willing to live farther from the community
- The potential for more off-duty court time
- Greater difficulty in scheduling training
- Greater fatigue and lower productivity
- Uniform staffing by day of week and by shift
- Fewer workdays per officer per year
- More difficult to maintain communications

There are a number of advantages to this approach:

- Two shifts are easier to administer than three
- Fewer shift changes
- More days off per year
- More time for outside activities
- Fewer trips to and from work

[19] On the Sunday that they work, Lemony officers work an eight-hour shift.

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- Less overtime
- Less sick leave
- Greater productivity
- Easier supervision
- Higher morale

Agencies that adopt 12-hour work schedules are particularly concerned about fatigue, but the evidence on this issue is mixed. On its face, a 12-hour shift seems very long and one could easily predict an increase in accidents and injuries related to fatigue. The schedule, however, does provide significant amounts of time off, and most agencies employing this approach have not experienced those increases. In fact, most agencies report that officers on 12-hour schedules use less sick time and have lower levels of stress and illness.

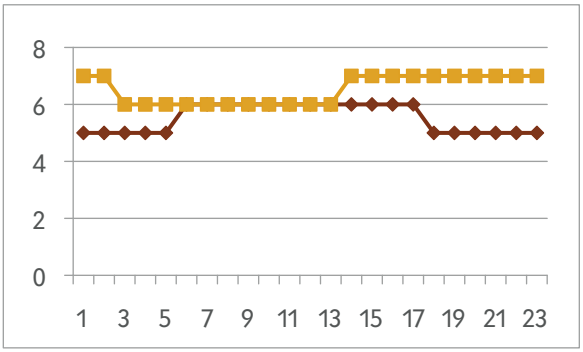
The key to successful implementation of the 12-hour schedule is effective management of off-duty time, particularly during the break between consecutive days on duty. It is critical that officers get sufficient rest during their time off. For the Department, that means closely monitoring off-duty employment, court and other obligations that may diminish the opportunity for rest.

Our examination of the Lemont Police patrol staffing suggests a number of ways to introduce efficiencies. To begin, it is important to realize that the Department does not currently use a workload-based approach to police staffing. Rather, the Department's patrol staffing is based on a minimum (two officers and a supervisor from 2 a.m. until 6 p.m. and three officers and a sergeant from 6 p.m. until 2 a.m.). Based on a workload-based approach, as described in Table 11, if the Department opts to allow 66% discretionary time to both shifts and 50% backup on the night shift, they should assign seven officers to the day shift and five to the night shift.

In spite of what appears to be excess capacity in patrol, we were told that a typical patrol shift is rarely at full strength. This circumstance could be attributed to a number of factors, but in most departments, there is a tendency to staff at the minimum. That is, as long as the minimum level is on duty officers are permitted to take benefit time off.

Figure 5

Recommended Staffing vs. Current



One of the steps that the department can take to address this problem is to reallocate personnel. We see no rationale for a power shift. Figure 5 illustrates the number of officers required under our most liberal recommendation compared to the current number assigned. The red line shows the current assignment. As we can see during six hours of the day the department is at the recommended level, and if staffing drops during that time it may affect performance. An alternative would be to eliminate the power shift and assign an additional officer to the day and night shifts.

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PATROL OPERATIONS ANALYSIS: EXAMINING MANAGEMENT AND COMMUNICATIONS

One of the most important tasks for a law enforcement agency is the management and communication of information. Police agencies collect a great deal of information, but in some departments it is not well used. In our observations of the Lemont Police Department, we found that the officers who learn about and gather information on community problems do so through informal communication channels. Much of their knowledge is anecdotal or based on assumptions. As a result, they may not be focusing in the right areas, at either the strategic or the operational level.

Neighborhood traffic complaints, for example, are a big issue in Lemont. Yet, we found limited Department programs or strategies to focus on high accident or high complaint areas – despite the fact that officers expressed interest in traffic enforcement. In the absence of a strategy, officers may write tickets in places where they are not as effective. It is critically important that Lemont's traffic enforcement program be strategic and data-driven. That is, the Department should identify a goal for its traffic program and then allocate the resources and systems necessary to accomplish this goal.[20] One of the most comprehensive approaches to traffic enforcement is now being tested in several communities. Data-Driven Approach to Crime and Traffic Safety (DDACTS) National Initiative is a joint effort of NHTSA, BJA, NIJ and partner organizations to encourage law enforcement agencies to implement a business model that uses highly visible traffic enforcement strategies to fight crime and reduce crashes at the local level. The system uses geomapping techniques to identify Hot Spot areas and support enhanced resource allocation. The initiative encourages using the full range of traditional and non-traditional partners to increase effectiveness.[21]

The efficiency of Department operations is hampered by a lack of effective analytical capacity. The agency would significantly benefit from a dedicated research and planning unit (perhaps in partnership with another law enforcement department), as it would leverage other existing resources. In a primer for law enforcement, the U.S. Bureau of Justice Assistance summarized nine reasons law enforcement agencies need an analytical function:[22]

- Helps solve criminal investigations
- Increases the ability to prosecute criminals
- Supports the chief executive and the agency's mission
- Proactively informs law enforcement officers of crime trends and develops threat, vulnerability and risk assessments
- Trains law enforcement and other intelligence personnel
- Assists in the development of computerized databases to organize information and intelligence
- Fosters meaningful relationships with other law enforcement personnel

[20] 2007 *Weiss, A. and K. Marcel."* Strategic and Tactical Approaches to Traffic Safety" *The Police Chief (July): 20 – 23.*

[21] http://www.ojp.usdoj.gov/nij/topics/law-enforcement/traffic-safety/ddacts.htm

[22] http://www.iaca.net/Articles/analysts_9_steps.pdf

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- Ensures compliance with local, state, tribal and federal laws and regulations
- Provides support to fusion centers

Many agencies have recognized the value of a research and planning function. National surveys of local police and sheriffs' offices indicate the percentage of agencies that have crime analysts ranges from 57% to 75%[23] and the percentage is likely greater if one only considers large agencies. The Police Executive Research Forum (PERF) survey illustrates that only 11% of all agencies do not conduct any crime analysis. It also highlights the most prevalent activities of analysts:

- Identifying crime patterns (67%)
- Assisting first-line supervisors with crime analysis needs (62%)
- Working directly with detectives (61%)
- Assisting patrol officers with crime analysis needs (59%)
- Completing UCR reports (57%)
- Conducting crime-mapping analysis (52%)

The PERF survey further finds that the analysis itself is most often used for:

- Determining whether the agency is effective in reducing crime and disorder (59%)
- Determining short-term deployment (e.g., patrol scheduling) (52%)
- Determining future personnel needs (51%)
- Holding management and command staff accountable for crime reduction and prevention (47%)

A research and planning unit could serve as an analytical and communication arm for the agency. It would make the deployment of Department resources more efficient by providing data-driven lessons about crime and traffic activities, and it would enhance accountability by illustrating the effectiveness of operations and strategies.

[23] Taylor, B, and Boba, R., "Integrating Crime Analysis into Patrol Work: A COPS Office Grant," presented at the 2009 Crime Mapping Research Conference, PERF, 2009; http://www.iaca.net/Articles/CAinAmerica.pdf

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VI. ADDITIONAL POLICE OPERATIONS

INVESTIGATIONS: THE NEED TO ENSURE INTEGRATION WITH COMMUNITY POLICING

As the Lemont Police Department moves towards a community-focused model of service delivery, it is important to examine how the criminal investigation function will fit into this new model. For nearly thirty years, researchers have sought to better understand the criminal investigation function and its relationship with other police personnel.[24] Police administrators have found it difficult to make substantial changes in how investigations are conducted and how they are organized. In fact, a recent study done by researchers at Michigan State University concluded that, "the criminal investigation process has remained relatively unchanged in the face of the many paradigm shifts in the profession of policing over the past 30 years." [25]

One of the more interesting questions for the police administrator is how to integrate criminal investigations with community-oriented policing. This was examined in a recent study conducted by the Police Executive Research Forum.[26] PERF studied 388 municipal departments and 159 sheriff departments. Nearly all of the municipal departments reported substantial implementation of community policing.

Among the important findings of this study are the following:

- Most departments use an organizational structure that places almost all investigative functions in a standalone investigations bureau or division.
- Most investigative functions are centralized with officers responding to crime on a citywide basis.
- Most detectives are specialists and investigate crimes within their area of expertise.
- Most investigators have a rank or pay scale equivalent to patrol officers.
- Most patrol officers may have investigative responsibility beyond the initial investigation.
- Most investigators, regardless of geographic location, report through an investigative chain of command.

These findings are further evidence of the difficulty of integrating criminal investigation functions and personnel into community policing strategies. The PERF authors suggest that, "Detectives are commonly a highly-organized workgroup – often perceived as conservative, insular and elitist and subsequently, administrators who attempt to change investigators' roles often expect to encounter substantial resistance to change."

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[24] For example, see: John Eck. (1983) Solving Crime: A study of burglary and robbery. Police Executive Research Forum. Peter Greenwood, Jan Chaiken and Joan Petersilia (1977) The Criminal Investigation Process. Heath.

[25] Frank Horvath; Robert T. Meesig; Yung Hyeock Lee (2001) National Survey of Police Policies and Practices Regarding the Criminal Investigations Process: Twenty-Five Years After Rand.

[26] Mary Ann Wycoff and Colleen A.Cosgrove. Investigations in the Community Policing Context. National Institute of Justice. 2001.

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One approach available to the Lemont Police Department is to assign investigative personnel to patrol teams and shifts. This will help the patrol officers acquire in-depth knowledge of crime patterns, become familiar with local suspects and help them develop a network of informants. Moreover, it will promote stronger working relationships with other officers in the area, and will help to develop a stronger tie to the area. Victims and witnesses will find investigators much more accessible because they will be working on a 24/7 basis.

This approach may have some risks. At first, investigators may feel disconnected from other investigators, particularly if they are in a different chain of command. It is also possible that some of the results that came from collective action will be reduced. That is, some investigators who performed well in a centralized structure may not perform as well in the new model.

The strongest reason to move towards investigative decentralization is accountability. As the Lemont Police Department adopts a community-focused model for accountability, it will be increasingly important that area commanders are both held accountable for results and also granted access to and control over resources required to meet their objectives.

ADMINISTRATION: THE VALUE OF UNDERTAKING FURTHER ANALYSIS

An extensive examination of the Department's administrative functions fell outside the scope of this engagement. Our team did, however, conduct interviews and made several observations. The most critical is that, of all Department areas, the administrative function carries the largest proportional workload. The small staff appears to be very dedicated to their assignment. Over the past several years, civilian staffing levels at the Department have been substantially reduced. In addition to two clerks, there is one supervisor or office manager, who also serves as the Chief's assistant. In all of our discussions, it is clear that the staff has a workload that they believe exceeds their capacity; however, before making a blanket assessment that this function is understaffed, we would recommend a workforce analysis of the civilian workforce to review their workload to determine the following:

- How essential is each task?
- What resources are needed in the future to perform each task?
- What knowledge, skills and abilities are needed to perform job functions?
- What processes could be done more efficiently with technology changes - and at what cost?
- What activities can the Department discontinue or transfer to other city agencies?
- Is there an opportunity to reorganize the workers more effectively?
- Is the administrative function staffed effectively?

Lastly, our team observed tension among members of the administrative staff. There appeared to be multiple reasons for the tension, including workload, communications, supervisory styles and other issues that are in need of attention and could potentially benefit from workplace mediation.

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EMERGENCY PLANNING: THE LEMONT EMERGENCY MANAGEMENT AGENCY (LEMA)

For a small community, Lemont has a robust Emergency Management Agency. Working in partnership with the police, LEMA coordinates the efforts in preparation for, and in response to natural disasters and manmade catastrophes. LEMA also supplements the Police Department's operations with respect to activities such as prevention programs and supplemental crowd control for incidents and festivals, with an overall mission of protecting the general welfare and safety of the public.

LEMA works on a small budget with a part-time Director and is clearly a valuable asset to the Department and the Village of Lemont. This is a low-investment, high-reward service for the residents of Lemont and should be supported to its fullest capacity.

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VII. KEY FINDINGS

As a result of this assessment, we have drawn six key findings.

1. **Current Staffing Levels:** The Lemont Police Department is staffed adequately to ensure a professional response to calls for service and major incidents as well as providing a safe and productive work environment for their officers.
2. **Availability of Officers to Focus on the Community:** The Village's low rate of calls for service allows sufficient discretionary time for officers to respond to citizen-generated calls for service and engage in a robust community-policing program.
3. **Deficiencies in the Department's Structure:** The Department's current structure is not well suited to a community-based approach to service delivery. With such low levels of crime in Lemont, the Department's structure should be patrol focused with a stronger alignment of supervision, investigations and specialty positions to the visible uniform functions.
4. **The Need to Shift the Community Focus from Project-Based to Strategy-Driven**: While the Department has adopted a community-focused approach and has several successful programs such as neighborhood watch, the citizens' police academy and school resource officers, its implementation relies heavily on only a few members of the Department. The Department needs to transform this approach from merely project-based to strategy-driven.
5. **The Crucial Importance of Developing a Strategic Plan:** The Department does not have a strategic plan or a clearly defined strategy for policing in place. It needs to establish a long-term strategic plan and a more data-driven approach to resource deployment that is developed with substantial community input.
6. **Internal Communications and Personnel Development:** The Department is lacking in a consistent message on strategy, communications, accountability and goal setting, much of which can be solved through the creation of strategic plan and performance measurement program and improved communications.

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VIII. RECOMMENDATIONS

In direct alignment with our assessment, the findings outlined in the prior section and our experience in building, leading and advising police departments of all sizes, we make the following recommendations. Note that these relate to specific functions and activities within the Department and others relate to the Lemont Police Department as a whole.

Patrol

1. Adopt a workload and performance-based approach to staffing and deployment.
2. Eliminate the power shift. It does not align well with the workload, and creates an unnecessary level of complexity.
3. Reevaluate the K-9 program. Evidence suggests that it provides very little value to village operations, particularly given the costs.
4. Assign supervisors on a 24-hour-a-day, 7-days-per-week basis. While the "officer in charge" approach may be sufficient under a limited set of circumstances, it can be problematic if a critical event occurs. Moreover, it is unreasonable to expect police officers to lead the implementation of strategy.
5. Carefully evaluate the role of community-service officers. In our view, they are performing some tasks (e.g. neighborhood traffic complaints) better suited to police officers in a community-policing environment.

Investigations

1. Assign the vast majority of follow-up investigations to patrol officers. This approach would enhance officer performance and bring investigations closer to the victims and witnesses.
2. Eliminate the central investigation unit and re-assign investigators to shift supervisors. This would provide more officers on the street, and officers with investigative experience could be available to assist less experienced officers with investigations.
3. Carefully assess the utility of participating in regional investigation task forces. The key question is whether the participation contributes to public safety in Lemont through enforcement (i.e. narcotics) in the community or invaluable training and experience that is unattainable working solely in Lemont (i.e. homicide).

Administration

1. Undertake a work force analysis of the administrative functions of both the sworn and civilian work force to better understand the administrative needs.
2. Evaluate the role of sworn officers in the administrative function.

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Strategic Planning

1. Establish a Strategic Planning Steering Committee. Ensure that the Committee is composed of representatives from the community as well as various sections of the organization.
2. Direct the Strategic Planning Steering Committee to:

   2. 1 Define a strategic framework for the planning process. Ensure that the process results in a plan that supports the coordination of priorities and objectives across individuals, work groups, departments and key operating divisions.

   2.2. Develop mission-aligned vision and values statements.

   2.3 Establish agency-wide objectives and individual goals once vision, mission and values statements are fully in place. These are the guiding principles that demonstrate what the agency believes in and what it is trying to achieve and deliver.

   2.4 Align the organization behind this plan and its success. Drive the plan down to the officer and community level by creating individual goals that contribute to the overall plan.

   2.5 Measure individual performance and participation towards accomplishing departmental goals. Build performance measurement, compensation and recognition systems to measure and reward personnel based on their accomplishment of the goals outlined in the strategic plan.

Communications

1. Convene a candid discussion among employees, led by the Chief of Police, about communications. Task the group with identifying potential solutions for improved internal communications department-wide. Ensure that these actions culminate in the development of a communications plan.
2. Reestablish quarterly departmental meetings within budgetary constraints, chaired by the Chief of Police, with the goal of defining a path – with the support of all members of the department – that results in the creation of a community-focused organization and the establishment of effective communication strategies.
3. Continue to use and improve on the existing mechanism for evaluating employees. In addition to setting a clear direction, provide employees with formal feedback on their performance, including a review of their progress on goals, accomplishments, areas of improvement, the agency's plan for the coming year and, most importantly, the employee's role in advancing that plan.
4. Implement a 360-degree review process for each employee, regardless of their hierarchy in the Department, in order to capture feedback from supervisors, subordinates and peers.

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Organizational Structure

The Lemont Police Department's organizational structure could be enhanced to better deliver community-oriented policing. Areas of concern include the following: (1) the absence of a well-articulated crime control strategy; (2) inconsistent communication channels; (3) the modest role played by sergeants in policy and program implementation; and (4) the twelve-hour work schedules that result in long periods of time off and, by extension, enhanced challenges in communications and the design and execution of a clear and effective strategy.

One approach to addressing these issues would be to re-organize the field operations division and make the following changes:

1. Evaluate the roles of the sergeants currently tasked to administrative and investigative activities to determine the feasibility of positioning them as patrol supervisors.
2. Eliminate the investigations division and reassign the six investigators to patrol.
3. Deploy the 20 officers and six sergeants assigned to patrol to shifts. This would provide enhanced staffing, virtually eliminating the need to hire back officers. In addition, it would ensure that a sergeant was working every day and every shift.
4. Ensure that, in addition to supervising a platoon of officers, each sergeant would also be responsible for a geographic command (three zones on each shift). Make the sergeants responsible for the activities in that zone, including managing crime and disorder, problem solving and community-oriented policing. Also charge them with coordinating activities with other sergeants and with command staff.

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IX. FINAL CONSIDERATIONS AND NEXT STEPS

As we bring this assessment to a formal close, we view the Lemont Police Department as confronting three critical challenges: the need to improve communications, involve the community and plan strategically.

We suggest that the first step be to invite employees, members of the public and the business community to come together and begin a dialogue on these recommendations. This dialogue should determine the pathway – in terms of direction, pacing, milestones and resourcing, among many other factors – that will determine how the Department is to evolve into a high performing agency.

In order for this to unfold, the Police Chief, along with the Village Manager must lead, mentor and champion both the immediate and long-term value of a community-focused strategic planning initiative and lead the organization into a transformation that embraces a strategy-driven approach to decision making and thinking at every level.

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