



**MEETING NOTICE
CITY OF PAGE
CITY COUNCIL**

**CITY COUNCIL WORK SESSION
CITY HALL, 697 VISTA AVENUE
PAGE, ARIZONA**

**SEPTEMBER 19, 2016
5:30 P.M.**

NOTICE OF PUBLIC MEETING AND AGENDA

Note that this work session involves presentations and discussions among City Staff and Council Members concerning the following agenda items. No legal action will be taken.

CALL TO ORDER

ROLL CALL Mayor Bill Diak
Vice Mayor John Kocjan Councilor Scott Sadler Councilor Korey Seyler
Councilor Mike Bryan Councilor Levi Tappan Councilor Dennis Warner

Discussion by the City Council pertaining to staffing at the Page Police Department

Discussion by the City Council pertaining to a draft Code of Ordinance from American Legal and proposed changes

ADJOURN

FOR YOUR INFORMATION

Next Regular Meeting Wednesday, September 28, 2016, 6:30 p.m.

Note: This meeting is open to the public. All interested persons are welcome to attend. Council Members of the City of Page City Council will attend either in person or by telephonic conference or video communication. Supporting documents and Staff reports, which were furnished to the City Council with this agenda, are available for review at www.cityofpage.org, or the City Clerk's Office.

Persons with disabilities should call Kim Larson, City Clerk, at 645-4220 (TDD 645-4216) for program and services information and accessibility.

If you would like to receive City Council agendas via email, please send your email address to cityclerk@cityofpage.org or call 645-4221.

DISCLAIMER:

Agenda items may be taken out of order. This agenda may be subject to change up to 24 hours prior to meeting.

NOTICE TO PARENTS: *Parents and legal guardians have the right to consent before the City of Page makes a video or voice recording of a minor child A.R.S. §1-602.A.9. City Council Meetings are recorded and may be viewed on Cable One, Channel 4. If you permit your child to participate in the City Council Meeting, a recording will be made. If your child is seated in the audience, your child may be recorded, but you may request that your child be seated in a designated area to avoid recording. Please submit your request to the City Clerk at (928) 645-4221.*

CERTIFICATION OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the attached notice was duly posted at the following places: City Hall Bulletin Board located at 697 Vista Avenue, Page, Arizona, Justice Building Bulletin Board located at 547 Vista Avenue, Page, Arizona, U. S. Post Office Lobby located at 44 Sixth Avenue, Page, Arizona, on the ____ day of September, 2016 at _____ p.m. in accordance with the statement filed by the City of Page City Council with the City Clerk.

CITY OF PAGE

By: _____
CITY CLERK'S OFFICE



a memorandum from the

Page Police Department

Courage • Compassion • Integrity

DATE: September 12, 2016
TO: Crystal Dyches, Page City Manager
FROM: Chief F. Balkcom
SUBJECT: Request for Staffing Increase

The Town of Page Master Plan has 38 square miles of planning area and has an estimated population of 7,440 residents in 2014.

This assessment is designed to assist the Department with the development of a Patrol staffing plan and personnel assignments by comparing and contrasting the Police Departments previous staffing levels that have not been adjusted based on the increase of Calls for Service and Investigative responsibilities of the Police Department.

The goals of the Page Police Department are:

- To reduce crime and the fear of crime;
- To partner with the community to identify and solve problems;
- To operate the Department with maximum efficiency.

These goals continue to be accomplished by integrating Compstat practices, intelligence led policing strategies and data driven deployment philosophies utilizing Smart Policing Initiatives.

Our study of staffing and deployment examines a number of key questions including:

- Is the patrol division staffed and organized to perform its core mission?
- Do the agency structures support concepts of unity of command, and span of control?
- Are lines of authority and responsibility well defined?
- Is authority temporally or spatially focused?
- Are sworn personnel occupying positions that could be performed more efficiently or effectively by non-sworn personnel?
- What is the degree of functional specialization and how does that influence performance?

To summarize, our study will attempt to answer five questions:

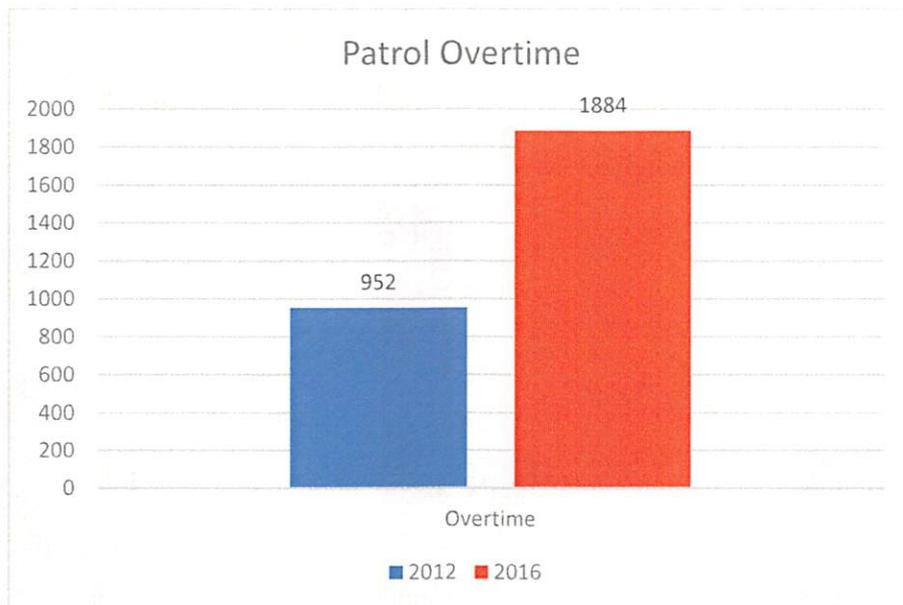
- What does the police department do?
- What does it want to accomplish?
- How does it do it?
- Are there better ways to do what they do now?
- How many people are needed to accomplish its mission?

The Page Police Department provides 24/7 police service to include a Public Safety Communication Center which provides dispatch services for two other agencies. The Page Police Department currently has 19 sworn officers budgeted with a current staffing level of 18 and support staff to include 13 additional personnel. The Police Department's sworn staff consist of:

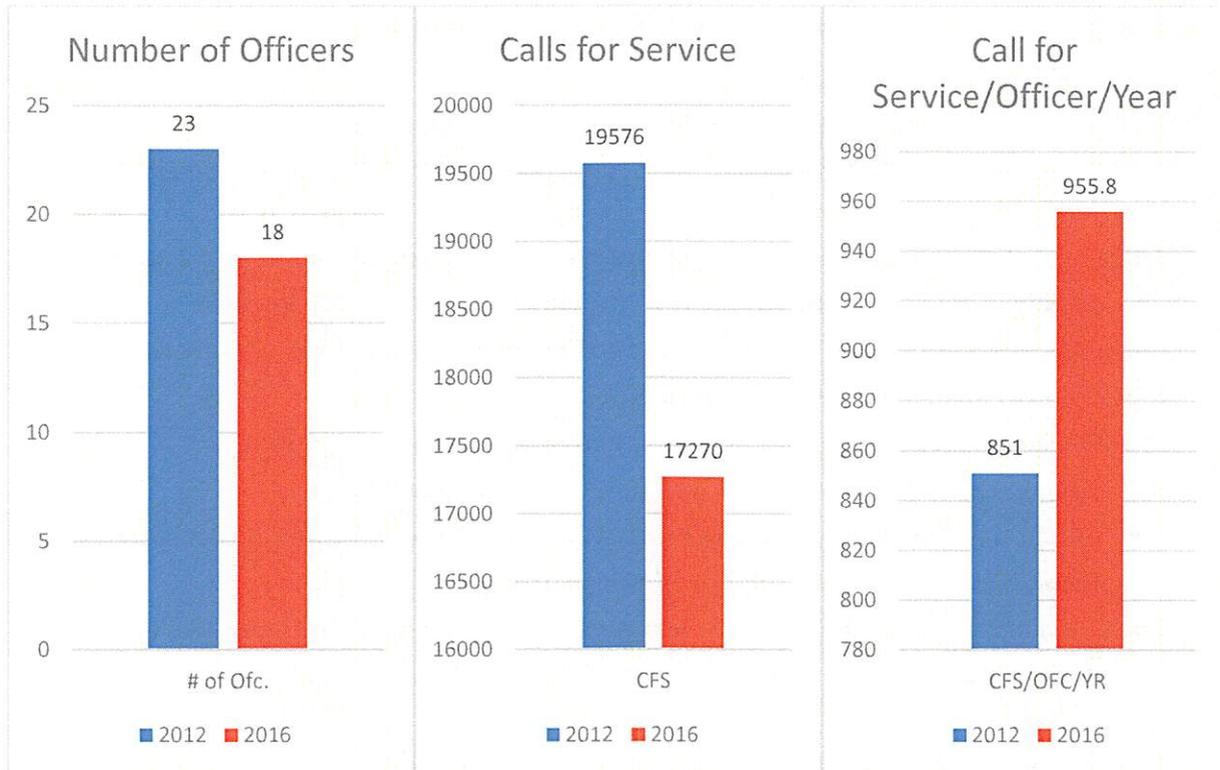
- 1 Police Chief
- 2 Lieutenants
 - 1 assigned to Patrol
 - 1 assigned to Support Services
- 3 Sergeants in Patrol
 - 1 assigned A Rotation
 - 1 assigned B Rotation
 - 1 assigned 1400-2400 hrs. (Power Shift-based on high CFS)
- 1 Detective assigned to Investigations (Days off SSM)
- 7 Officers assigned to Patrol
 - 3 Officers assigned to A rotation, Day Watch (Two 12 hour & Two 8 hour shifts)
 - 4 Officers assigned to B rotation, Night Watch (Two 12 hour & Two 8 hour shifts)
- 3 Officers on light duty
 - 1 Officer pregnant: Tentative return to fully duty Sept. 2017
 - 1 Officer Ankle injury: Tentative return to fully duty Nov. 2016
 - 1 Officer Shoulder injury: Tentative return to fully duty March 2017
- 1 Recruit attending Police Academy – Tentative solo date is Feb. 2017
- 1 Lateral Applicant in backgrounds

Historical Staffing Data:

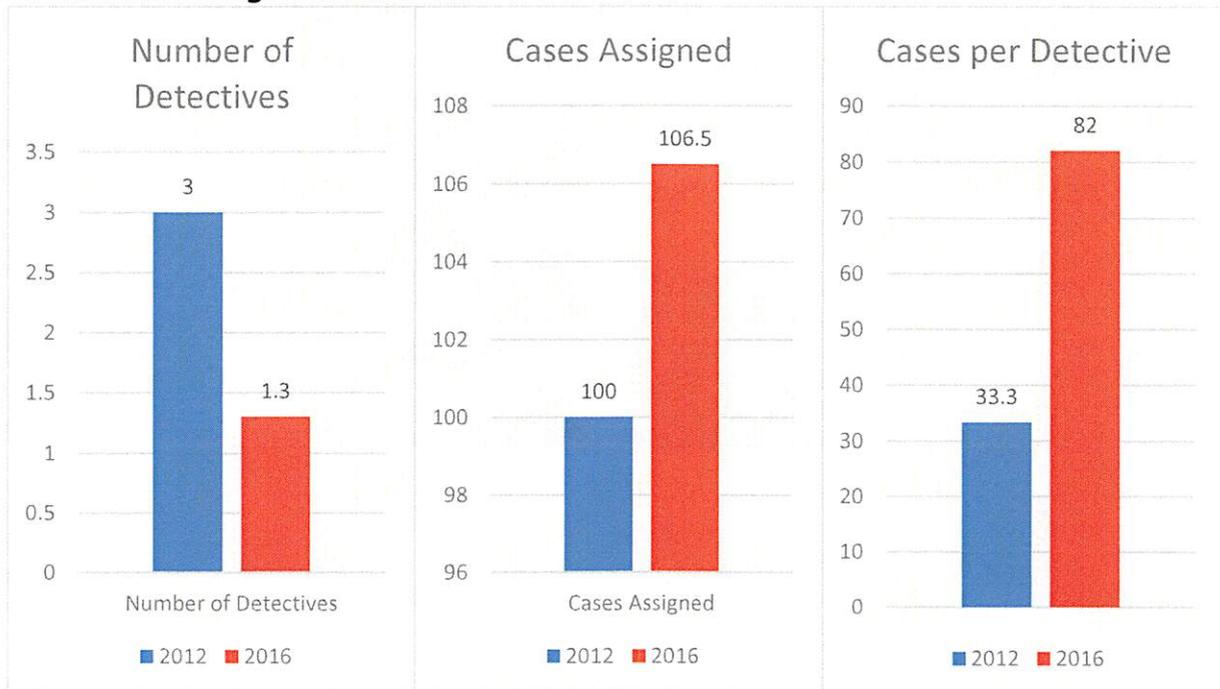
- In budget year 2008, the Page Police Department had 24 sworn positions.
- In budget year 2010, our sworn positions were reduced to 23.
- As of 2016 our sworn positions are at 19.
- Officers are required to keep answering calls for service during their tour of duty and cannot complete their investigations and reports until their shift is over, which increases overtime.
- Additional staffing would allow officers more time to complete their reports, follow ups, and investigations during their regular shifts, which would reduce overtime.
- Currently, there is one Detective assigned to Criminal Investigations, which primary function is to investigate felony related crimes.
- In 2012, there were three detectives assigned to criminal investigations.
- Currently, many shifts are covered with only two officers working.
- Four additional officers would mean more shifts with three or more officers working, which would increase officer safety and reduce overtime.
- Currently, officers are scheduled to work at least two 12 hours shifts per week to provide minimal coverage. Four additional officers would allow us to eliminate 12 hour shifts.
- The previous Spillman Application Administrator was a sworn officer that was placed in the IT position and her sworn position was never replaced.



Patrol Statistics



Criminal Investigations Statistics



Staffing Approaches/ Strategies

The sections that follow highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time.

Where possible, workload-based approaches are superior to others in that they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Traditionally, there have been four basic approaches to determining workforce levels: per capita, minimum staffing, authorized level, and workload-based. Each differs in its assumptions, ease of calculation, usefulness, validity, and efficiency. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

The Per Capita Approach

Many police agencies have used their resident population to estimate the number of officers a community needs. The *per capita* method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population—that is, an optimum officer rate—an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of, or justification for, the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method is that it addresses only the relative quantity of police officers per population and not how officers spend their time; the quality of their efforts; or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers. Agencies using the per capita method may risk a biased determination of their policing needs. There are several reasons for this. First, a generally accepted benchmark for the optimum-staffing rate does not exist. Rather, there is considerable variation in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above as well as others, experts have strongly advised against using population rates for police staffing. The IACP warns, “Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions . . . 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.”

The Minimum Staffing Approach

The *minimum staffing* approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

There are two principal reasons a jurisdiction may use a minimum staffing approach. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where there are relatively few citizen-generated demands for police service yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

There are no objective standards for setting the minimum staffing level. Agencies may consider population; call load, crime rate, and other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by *perceived* need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule, or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. To be sure, the minimum staffing level is often higher than what would be warranted by the agency workload. Ironically, even when the minimum staffing is not workload based, it is not uncommon to hear police officers suggest that an increase in the agency’s workload should warrant an increase in the minimum staffing level.

Minimum staffing levels are sometimes set so high that it results in increasing demands for police overtime. When staffing falls below the minimum standard, police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations, or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though there are a number of other officers on the street, including those in traffic, school resource units, and supervisors. Inefficiency increases when there are minimum staffing levels on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand. Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others.

Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands. Finally, in some agencies the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, 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 so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

The Authorized Level Approach

The *authorized level* approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision-making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may instead reflect an incremental budgeting process.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training, and attrition may lead to the actual staffing levels falling below authorized levels. Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the *perception* of being understaffed, resulting when officials bemoan the department operating below authorized strength, can diminish morale and productivity and make it appear that the community is not adequately funding public safety.

The Workload-based Approach

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. *Workload-based* approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions. Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others.

The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: The

agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years. Unfortunately, there is no universally accepted standard method for conducting a workload-based assessment.

Defining and measuring work varies by agency. Knowing that staff decisions are based upon calls for service and the time required to respond to them, officers may not have an incentive to be efficient in their response to calls or even to engage in activities that reduce calls. Learning how to conduct a workload-based assessment may be challenging for police administrators.

Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make—such as how frequently streets should be patrolled—and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency's staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

We have included a step-by-step approach for conducting a workload-based assessment which include the following:

1. *Examining the distribution of calls for service by hour, day, and month.* Calls for service can differ by the hour of the day, the day of the week, and the month of the year. Peak call times can also differ by agency. Knowing when peak call times occur can help agencies determine when they must have their highest levels of staff on duty.
2. *Examining the nature of calls for service.* Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.
3. *Estimating time consumed on calls for service.* Determining how long a call takes, from initial response to final paper work, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.

4. *Calculating agency shift-relief factor.* The shift-relief factor shows the relationship between the maximum number of days that an officer can work and *actually* works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.

5. *Establishing performance objectives.* This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.

6. *Providing staffing estimates.* Staffing needs will, as noted earlier, vary by time of day, day of week, and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls, and the time and officers they require, in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

Conclusion

As noted we are currently maximizing the use of our personnel and have used variations of the listed methodologies to address our staffing concerns. Unfortunately, our staffing levels have not kept up with the higher calls for service and our community policing engagement.