BerryDunn

City of Urbana, IL

Public Safety Services Operational Review & Assessment

Version 1.0

Submitted by:
BerryDunn
2211 Congress Street
Portland, ME 04102-1955
207.541.2200

Doug Rowe, Principal
drowe@berrydunn.com

Michele Weinzetl, Senior Manager
mweinzetl@berrydunn.com

berrydunn.com

Table of Contents

List of Tables

List of Figures

Project Overview

In spring 2023, the City of Urbana, Illinois, contracted with BerryDunn to conduct a multi-phase operational assessment of the Urbana Police Department (UPD) and the Urbana Fire Department (UFD). The overall project includes four specific areas in relation to UPD and UFD:

1. Staffing Study Report for UPD and UFD including:

    -   Evaluation of UPD and UFD staffing models

    -   Review of Civilian Police Review Board (CPRB) at UPD

2. Essential Calls for Service (CFS) Report including:

    -   Review of equitable public safety services and community safety models along with estimated costs for these alternatives

    -   Themed perspectives and considerations based on input from the community.

    -   Impartial policing data review

3. Proposed Alternative Response Plan

4. Alternative Response Implementation Action Plan including:

    -   Organizational Change Management (OCM) training

    -   Leadership and Communication training with

        -   One two-hour workshop on critical thinking and problem-solving

        -   Facilitated discussion on leadership and communication

This report constitutes the fulfillment of the first deliverable item listed above—a Staffing Study Report for UPD and UFD including evaluation of UPD and UFD staffing models and a review of the Civilian Police Review Board (CPRB) at UPD. During this phase of the engagement, BerryDunn conducted more than 45 interviews—many with more than one interview subject—of staff from both UPD and UFD, government officials, community members, elected officials, and other stakeholders. Community members also had opportunities to provide direct input through online feedback through Social Pinpoint, a customized website provided by BerryDunn. Staff from UPD and UFD completed in-house surveys including both quantitative and qualitative components. UPD and UFD staff also provided BerryDunn with information through numerous other data-gathering instruments and in-person feedback. Finally, BerryDunn conducted analysis of existing data and data generated as part of this assessment. This analysis produced a series of findings and recommendations.

Studies of this nature are predisposed toward the identification of areas requiring improvement. Accordingly, they have a propensity to identify areas needing work without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar pattern. Because of the numerous recommendations contained within this study, those consuming this report might conclude that the police and fire departments are in poor condition; however,

BerryDunn wishes to state the opposite. This report certainly contains observations of areas for improvement. Both UPD and UFD—like many public safety organizations—have faced challenges in recent years, particularly related to staffing, but BerryDunn made many observations of positive aspects of both departments including some that might be considered promising or best practices. BerryDunn finds that both UPD and UFD are generally efficient and effective agencies with a commitment to community service. Staff at both departments provided BerryDunn with numerous examples of effective service delivery. Staff at all levels in both departments presented a high level of commitment to the community and each other along with demonstrable pride in their service.

UPD and UFD provided BerryDunn access to staff and all data at their disposal, without reservation or exception, and responded to all requests for information. It was evident to the BerryDunn team that the command staff at both UPD and UFD want what is best for the agencies and the community, and they are willing to take the necessary steps to help ensure positive and appropriate change takes place.

This assessment focused on staffing levels and models for UPD and UFD along with a review of the CPRB for UPD. Such an assessment of staffing levels necessarily requires comprehensive understanding of the departments in their entirety along with an understanding of departmental organization, leadership, communication, staffing, and strategic environments as well as many other organizational aspects including sub-areas and specialized positions. While this is not a full operational assessment by scope and engagement, a relatively thorough level of understanding is necessary to provide context and meaning to the areas under review. When BerryDunn observed areas with opportunities for improvement they have been noted along with related recommendations even though they might be outside the specific scope of the engagement. Although BerryDunn did review and make recommendations on items outside the scope of this assessment, it was not a complete operational assessment and should not be inferred as such. There are significant areas that were not reviewed in detail, and BerryDunn does not make any assertion that any area outside the stated scope was intensely reviewed.

BerryDunn's analysis determined that several areas within UPD and UFD require some level of adjustment to assist the UPD and UFD in meeting service demands, maximizing operational efficiency, and sustaining positive relationships and trust with the community. This study is divided into four main sections:

Section 1 – Overview of City of Urbana

Section 2 – Police Department Staffing, Organization, and Budget (and review of CPRB)

Section 3 – Fire Department Staffing, Organization, and Budget

Section 4 – Combined Fire and Police Analysis and Summary

This assessment produced 12 recommendations for UPD and 7 recommendations for UFD. Those recommendations can be broadly categorized along the following major themes for both departments:

- UPD and UFD: Staffing (including recruiting, hiring, and retention) and deployment

- UPD and UFD: Other (not necessarily within the stated scope of project)

- UPD: CPRB and related operations and practices

This report outlines the processes and methodology BerryDunn used to conduct the assessment of the organizational structure, culture, and operational practices of the UPD and UFD. The analysis provided by BerryDunn is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided. BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, the UPD and UFD might implement those recommendations in several ways. Although BerryDunn has provided guidance and prompts within some of the recommendations, UPD and UFD should select implementation approaches that work best for their resources, culture, and environment, and government leaders should be aware there are oftentimes multiple ways in which a given recommendation or objective might be pursued.[1]

For ease of reading this report utilized numerous initialisms and acronyms. Any time an item is mentioned for the first time in this report, it will be referred to with its full descriptive name along with any initialism or acronym to represent it in parentheses. Future references will generally, but not always, use the initialism or acronym. BerryDunn acknowledges the volume of such abbreviations is large and has included a glossary of these items in Appendix B for additional reference.

BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Urbana, it's council members, and the UFD and UPD on this important project.

---

[1] Portions of this report and the data within it have been reproduced from publicly available documents.

Project Introduction and Summary

The City of Urbana engaged BerryDunn to study and provide assessments on various aspects of the police and fire departments, including staffing levels and deployment. This report represents an account of BerryDunn's assessment of the staffing and deployment at the Urbana fire and police departments, and the Civilian Police Review Board (CPRB) at UPD. Part of the overall project also includes assessment of the general crime and public safety environment as well as an assessment of the environment of the conduct and oversight of complaints of misconduct by members of the UPD.

Within this staffing report, BerryDunn has provided various tables and figures as visual aids and to validate and substantiate the observations of the team as well as the associated recommendations. Supplemental information, data, and tables are also included within the appendices. The formal recommendations in this report can be found in three sections.

- First, a summary of all principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment.

- Second, recommendations are included at the end of each major section (labeled as #.#) to which they apply. Any recommendation in each major section is the result of the topical analysis from that section, and each includes a summary of the basis for the recommendation. Note that not all sections contain recommendations.

- Third, for ease of review, each of the full recommendations is included within Appendix A of this report.

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

Table 0.1: Priority Descriptions

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

Had BerryDunn encountered any critical/priority recommendations, they would have been presented to the UPD Chief or UFD Chief, as appropriate, prior to completion of this report. Notably, BerryDunn did not encounter any circumstances that produced critical/priority recommendations, so no interim reporting was required.

BerryDunn provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 0.2. This format provides readers with a quick review of the findings and recommendations.

Table 0.2: Short Recommendation Format

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

The format for the full recommendations is included in Table 0.3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the format highlighted below in both the body of the report (at the end of each major section) and in Appendix A.

Table 0.3: Full Recommendation Format

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

Use of Acronyms

This report contains many acronyms that are spread throughout the document. BerryDunn has compiled a list of these acronyms in Appendix B for reference.

Changing Conditions

UFD and UPD are, like most public safety agencies, dynamic and ever-changing organizations. BerryDunn recognizes that changes have likely taken place since the start of this assessment in early 2023. This may include some areas in which BerryDunn has made formal recommendations. Understandably, it has been necessary to freeze conditions under assessment to prepare this report. The most current information on the conditions of the organization resides with the command staff of the police and fire departments, including information on actions that constitute consideration and implementation of the recommendations included in this report. When changes have been made of which BerryDunn is aware and relate to the current assessment, they are noted within the body of this report in the relevant section.

Principal Findings and Recommendations

Critical/Priority Findings and Recommendations

BerryDunn did not observe any conditions that warranted a recommendation classified as critical or priority.

High/Primary Findings and Recommendations

Police Workload Model and Analysis		
No.	Finding	Recommendation
2-7	The UPD does not have adequate staffing on patrol to handle obligated workload consistent with the well-established community-oriented policing workload staffing model.	BerryDunn recommends UPD establish a patrol operational minimum staffing level of 44 positions which will be achieved by adding seven sworn police officer positions and six non-sworn Community Service Responder (CSR) positions to patrol.

CPRB Analysis and Review		
No.	Finding	Recommendation
2-12	The UPD generally assigns high-profile and serious personnel complaints to designated personnel for internal investigation. Current policy does not specify that only personnel who have received specialized training on conducting IA investigations will conduct them.	Due to the specific laws, rules, and protocols associated with IA investigations, the UPD should develop a policy and practice that only staff with appropriate training in IA investigations will be allowed to conduct IA investigations.

Strategic Planning		
No.	Finding	Recommendation
3-2	The UFD does not have a current vision statement or an up-to-date strategic plan. The presence of these documents supports continuous improvement and organizational and operational growth.	BerryDunn recommends the leadership UFD engage a collaborative process to develop new and updated vision statements, along with a strategic plan that outlines current and contemporary goals and objectives for the UFD.

Development of AVL SOPs

No.	Finding	Recommendation
3-4	The UFD has been subjected to indiscriminate AVL dispatching through METCAD for the past 1.5 years. Indiscriminate use of AVL by METCAD has resulted in significant increases in out of service area response, which works against Standard of Coverage principles.	BerryDunn recommends the UFD collaborate with METCAD and other countywide fire departments to examine AVL protocols and to develop SOPs that engage AVL only in specific circumstances (e.g., critical emergencies or situations that might have a long delay in response).

AVL Policy

No.	Finding	Recommendation
3-5	The UFD relies on METCAD for deployment guidance, which now occurs based on AVL information. Indiscriminate use of AVL has resulted in significant out of area dispatching for the UFD. The UFD has no stated policy that guides department commanders on deviations from AVL-suggested unit assignments, nor backfilling districts/stations for coverage.	The UFD should develop a policy that empowers battalion chiefs and captains, to assess resource deployments assigned through AVL, and to redirect or cancel dispatched resources based on specific criteria. The policy should also establish conditions to trigger apparatus staging when district units are out of the area or will be unavailable for an extended time.

Establish a Rescue/Utility Unit (RUU)

No.	Finding	Recommendation
3-6	A significant number of CFS for the UFD are EMS related and do not always require a full company and apparatus deployment. Use of these resources for all EMS responses is inefficient.	The UFD should add a Rescue/Utility Unit (RUU) for response to EMS related CFS and other minor UFD response CFS that do not require a full company and apparatus deployment.

EMS/Ambulance Response

No.	Finding	Recommendation
3-7	The UFD currently responds jointly to designated EMS CFS incidents with a contracted ambulance service. UFD response generally includes a full company and apparatus. Many EMS CFS can be managed directly by the ambulance and may require no supplemental response, or minimal supplemental response from the UFD in the form of an RUU. These CFS types have not been fully categorized and incorporated into policy and practice.	The UFD should assess all EMS/ALS service types and identify which should include a multiunit response, and which do not require it.

Medium/Non-Urgent Findings and Recommendations

Police Department Staffing, Organization, and Budget		
No.	**Finding**	**Recommendation**
2-1	UPD is not leveraging technology as strongly as it could or as robustly as its regional partners with resources like CEDs as less-lethal force options, automated license plate readers, e-ticket writers, driver's license scanners, public safety cameras, and intelligence sharing technology applications.	UPD should form a collaborative police and community working group to explore the addition of modern technology that can leverage human resources at UPD while protecting the rights of the community they serve.

Policing Communications		
No.	**Finding**	**Recommendation**
2-2	UPD does not have a communications strategy and internal communications is an area frequently mentioned by team members for improvement and clarity.	BerryDunn recommends UPD develop a strategic communication plan that supports an overall departmental strategic leadership plan, and that highlights core values, key components, trusted partners, and regular procedures for communicating actively with internal and external stakeholders.

Police Community-based Programs and Partnerships

No.	Finding	Recommendation
2-3	UPD operates in a unique environment with an adjacent 'sister city' and a large flagship university who all share similar challenges and opportunities in public safety. There is a long history of collaboration including a multi-jurisdictional task force, but there is little effective means for data sharing. UPD recently began holding regular internal crime meetings.	BerryDunn recommends UPD expand on their internal crime meetings and work with area public safety partners to establish regular information sharing and performance management opportunities and pursue technology to automate data and intelligence sharing.

Police Department Mission Vision, Goals, and Objectives

No.	Finding	Recommendation
2-4	The police department has a strong and clear mission statement. It is not supported by a strategic plan or any statement of specific goals and objectives.	BerryDunn recommends UPD develop a strategic plan consistent with and supportive of the city's developing comprehensive plan.

Police Crime Rates and Public Safety Data

No.	Finding	Recommendation
2-5	Assessing and addressing crime and public safety are high priorities for UPD and the community they serve, and they have no formal mechanism for managing performance or assuring accountability for attaining established goals and performance measures.	Institute a performance measurement and accountability management system for addressing crime and public safety, with clear performance measures developed collaboratively with internal and external stakeholders.

Police Alternative Response

No.	Finding	Recommendation
2-6	UPD is currently understaffed on patrol (under-allocated) for the volume of obligated workload they receive. UPD needs additional staffing on patrol to provide capacity for meaningful community-oriented and problem-oriented policing services.	BerryDunn recommends UPD create a non-sworn Community Service Responder (CSR) unit to assume some of the workload of sworn officers and to provide an alternative to sworn response to community service needs.

Staffing and Organization		
No.	**Finding**	**Recommendation**
2-8	The UPD actively engages in an external partnership for a multi-jurisdictional SCTF. There is a lack of specific performance measures to assess the value of UPDs participation in this task force, and how this contributes to department-wide objectives.	The UPD should review work with City Administration to evaluate, and update its participation in the SCTF, including any specific MOU, and set establish and/or evaluate the policy, purpose and mission for participation, and set clear performance measures that support mission and regular reporting requirements.

Police Case Review, Case Management, and Supervision		
No.	**Finding**	**Recommendation**
2-9	UPD does not actively utilize automated solvability factors in RMS, and CID supervision reviews and determines assignment of every offense report.	Require patrol to utilize RMS-based automated solvability factors to reduce workload on CID supervision, improve patrol accountability for case assignment, and enhance quality of field investigations.

Police Leadership, Communication, Accountability, Ethics, and Integrity		
No.	**Finding**	**Recommendation**
2-10	UPD has a policy regarding internal investigations that is not as detailed or clear as possible to support consistency and transparency in internal investigations.	BerryDunn recommends UPD revise its policy on internal investigations to clarify and add definitions, to explain the actual process in more detail, including additional policy regarding documentation of complaints and the classification and conduct of investigations.

CPRB Analysis and Review		
No.	**Finding**	**Recommendation**
2-11	UPD policy does not explicitly state that all complaints about employee conduct will be tracked and memorialized in a uniform manner and within a database. Further, UPD policy does not mention CPRB, including any departmental expectations and/or requirements.	The UPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner. UPD policy should also be updated to include department expectations for interaction with CPRB.

Administrative Staffing		
No.	**Finding**	**Recommendation**
3-1	The UFD operates with a single administrative person to support fire operations and administration, with no relief or backup. The administrative workload, including work being conducted by administrative and command UFD personnel appear to support the need for an additional administrative staff position.	BerryDunn recommends the UFD consider adding an office assistant position to support the executive assistant position and other administrative fire operations. Alternatively, the City may wish to conduct a full administrative job task analysis, to further isolate administrative workloads, and to determine whether a staff addition is supported.

Field Technology Use		
No.	**Finding**	**Recommendation**
3-3	UFD is not leveraging technology as strongly as it could or as robustly as it could be, as evidenced by its self-assessment score on the field technology scorecard.	UFD should form a collaborative working group to explore the addition of modern technology that can leverage human resources at UFD.

Section 1: Overview of the City of Urbana, IL

The service environment includes an overview of the city setting, the structure of the government, the police and fire service jurisdictions and settings, the organization of the police agency, the organization of the fire department, personnel data, and crime and service data.

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

Urbana, Illinois had a population of about 38,336 people in 2020 (according to the 2020 census) and an estimated population of 38,468 in 2022.[2] Urbana is the county seat of Champaign County which had, according the 2020 census, an estimated population of about 205,865 people. A significant feature of Urbana is that it is home, along with the adjacent city of Champaign, to the University of Illinois Urbana-Champaign campus and its more than 50,000 students, see Figure 1.1. Urbana covers approximately 12 square miles of land area distributed in a generally proportionate manner. That is, Urbana is not unusually shaped, nor does it have any unusual topographical features that materially impact service demands or responses. Emergency communications for both the Urbana Fire and Police Departments are provided by METCAD which is a consolidated dispatch for fire, EMS, and police dispatching services. METCAD answers emergency 9-1-1 calls for all of Champaign County and provides direct dispatch service for all law enforcement and fire agencies in Champaign County. METCAD is funded by contributions from member public safety agencies as well as a surcharge on each land line telephone and wireless device billed to an address in the county.

---

[2] BerryDunn uses various population totals in this document, as they originate from different sources and dates. The City has informed BerryDunn that the noted 2020 population is considered inaccurate and that a special census has been ordered. The population variations in this document are inconsequential to the findings and recommendations.

![BerryDunn]

Figure 1.1: Champaign County and City of Urbana Community Maps
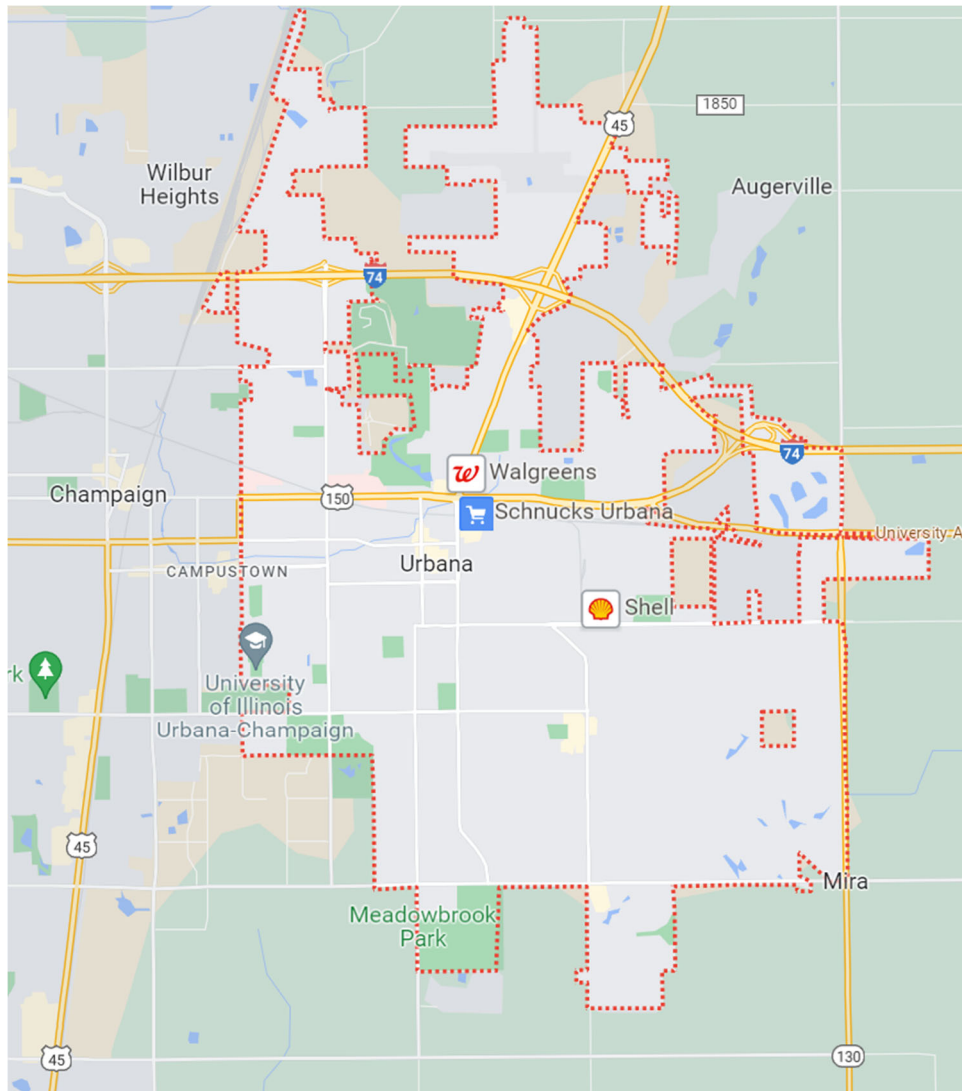
Source: Google Maps

Urbana exists in a relatively unique governance environment. Specifically, the region consists of two mid-sized cities directly adjacent to each other that are also home to a very large state university, and it also has two regional medical centers that serve a multi-county area. Furthermore, Urbana is geographically located within a triangle that is bordered by very large cities (Chicago, Indianapolis, and St. Louis) each within 200 miles or a relatively short drive from Urbana. Urbana is also located on a natural ground travel route between Chicago and Memphis, TN, and further on to Dallas/Fort Worth and New Orleans. Americans, including those inclined to nefarious or criminal activity, are highly mobile and will often drive considerable distances to trade in firearms and narcotics, engage in other criminal activity, and evade scrutiny by their local law enforcement. This reality creates almost a sort of 'mini-metropolis' environment with many of the attendant challenges and opportunities of larger, more traditional metropolis-type environments. More specifically, public safety issues really cannot be considered the purview of a single municipality or jurisdiction because of the proximity of those jurisdictions, the ease of travel between them, and the shared cultural influences. Consequently, collaboration should be

a significant theme when addressing any issues facing communities in this area. Any evaluation of a public safety environment should take these realities into account.

The main purpose of both police agencies and fire departments is to help ensure public safety within the community. The police department does this by working with its partners and the community itself to establish priorities, identify problems, and address crime, disorder, and feelings of safety. The fire department contributes to the broader public safety mission through emergency response, prevention, and education efforts designed to minimize loss of life from fires, medical emergencies, and other hazardous conditions and requires its own staffing analysis model.

1.1 Service Population

Community demographics (including population age ranges) have a significant influence on the policing environment and, perhaps to a slightly lesser extent, the fire safety environment. The BerryDunn police staffing model does not rely on population size as a variant for calculating staff demands. Although BerryDunn recognizes that increases in population typically result in additional police workload, and these shifts are often predictable and measurable, the most important point is the level of workload that is generated by the population, not the size of the population itself. However, the optimal staffing levels outlined in this assessment will be based on overall workload demands, project data, and the overall analysis of that data, not population totals. This type of analysis is consistent with industry standards for conducting these assessments. BerryDunn will expand upon this concept in other portions of this report, particularly in Section 2.6 (Police, patrol), Section 2.7 (Police, Investigations), and Section 3 (Fire).

The data in Tables 1.1 through 1.3 are American Community Survey (ACS) data provided by the U.S. Census Bureau, and as such, may be less precise than Census data. Accordingly, there may be variances between Census population data and the data represented here. Table 1.1 displays population in Urbana by decade. This data indicates Urbana has grown steadily, if not dramatically, over the past four decades, with a peak in 2010 since which population has decreased slightly (again, the City indicates the population decline in the 2020 census is inaccurate and a special census is expected to occur in October 2024).

Table 1.1: Population Trends

Population	1980 Census	1990 Census	2010 Census	2020 Census	2022 Estimate
Population	35,978	36,344	41,250	38,336	38,468
Increase		366	4,906	-2,914	132
% Change		1.02%	13.50%	-7.06%	0.34%

Source: U.S. Census Bureau

Table 1.2 below displays data showing that Urbana's population is predominantly White, at 60%, with significant African American and Asian populations of 16.90% and 16.50%. Table 1.2 also shows the breakdown of the Hispanic or Latino population in the city. Although not

considered a separate race (which is why they are presented separately in Table 1.2 below), those who identify as Hispanic or Latino make up 8.2% of the population within the city. Census data is the only consistently available and comparable data on community demographics, and race and diversity are important factors as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve. Understanding community demographics can also be important in helping the department develop clarity on the need and demands for cross-cultural competency within the police force. In addition, recognizing the ethnic makeup of the community might be an important consideration in terms of the population served for whom English might be a second language.

Table 1.2: Community Demographics

Community Demographics (2020 Census)	Total	Percent
White	23,002	60.00%
African American	6,479	16.90%
American Indian and Alaska Native	38	0.10%
Asian	6,325	16.50%
Native Hawaiian or Pacific Islander	0	0.00%
Other	498	1.30%
Multiple Races	1,993	5.20%
Total	**38,336**	
Hispanic or Latino	3,144	8.20%
Not Hispanic or Latino	35,192	91.80%

Source: U.S. Census Bureau

The age profile of a community can have significant impact on factors important to police and fire safety and resulting workload and staffing needs. As Table 1.3 reflects, over 67% of the Urbana population is under 35 years of age and approximately half is under 25 years of age. Less than 20% of the population is over 55 years of age. A relatively young population such as this (particularly communities with large university populations), tends to indicate a more active community that will generally have higher workload demands on both police and fire departments than communities with older age profiles.

Table 1.3: Population Age Ranges

Population by Age	2010	2010	2020	2020	2010-2020
by Age	ACS	Percent	ACS	Percent	Pct. Change
0 – 4	1,591	3.90%	1,781	4.19%	11.93%
5 – 9	1,387	3.40%	877	2.07%	-36.78%
10 – 14	1,142	2.80%	1,400	3.30%	22.55%
15 – 19	6,691	16.40%	6,607	15.56%	-1.26%
20 – 24	10,731	26.30%	10,528	24.79%	-1.89%
25 – 34	6,610	16.20%	7,664	18.05%	15.95%
35 – 44	3,019	7.40%	3,439	8.10%	13.90%
45 – 54	3,550	8.70%	2,402	5.66%	-32.33%
55 – 59	1,632	4.00%	1,644	3.87%	0.73%
60 – 64	1,102	2.70%	1,650	3.89%	49.78%
65 – 74	1,346	3.30%	2,592	6.10%	92.51%
75 – 84	1,550	3.80%	824	1.94%	-46.85%
85+	490	1.20%	1,053	2.48%	115.07%
Total*	40,801		42,461		

* Population data is from the ACS survey, which varies from census data and is considered and estimate and less accurate than actual census data.

Source: U.S. Census Bureau

As noted previously, the presence of the University of Illinois and its student body, have a direct influence on public safety workloads for the City.

1.2. Professional and Community Relationships and Collaboration

At BerryDunn's request, the city produced a list of collaborative partners and community stakeholders. The list included professional stakeholders (e.g., school superintendent, hospital administrator, prosecuting attorney, child protective services, area law enforcement agencies, and mental health organizations) and key community stakeholders/organizations (e.g., Rotary, Kiwanis, Chamber of Commerce, NAACP, Latino League, LGBTQ and religious leaders). BerryDunn convened a specific meeting with the professional and community stakeholders to solicit feedback about UPD and UFD.

In addition, the city also produced a list of organizations within the community that provide professional services within Urbana. That list, which included more than 90 contacts, included a variety of advocacy groups, religious leaders, education and healthcare professionals, youth-focused groups, and other service entities. This list, which was extensive, was important to this project, particularly because collecting input from key contributors—and the community as a whole—is a critical element of assessing the community safety element of this project. Using

these lists, BerryDunn solicited direct feedback concerning UFD and UPD in general, and as part of the Essential CFS process (additional alternative response information is included in Section 2.6.6 of this report and will be analyzed in depth in a future report).

BerryDunn hosted a Crime Symposium with participation from law enforcement partners from the region. BerryDunn also hosted a community stakeholder meeting and solicited participation from community advocates and representatives from a wide range of community stakeholders and advocates including representatives from the various advocacy groups that will be discussed in greater detail in Section 2.2.8. The feedback from these engagement sessions and opportunities will be discussed and incorporated into this report in the appropriate sections.

1.3 Government Organization and Budgets

Urbana operates under a mayor-council form of government with a strong mayor who is elected citywide and seven council members each of whom is elected from a discrete geographical ward. The Council meets on the second and fourth Mondays of the month and meets as Committee of the Whole on the first the third Mondays of the month. Members of the Urbana city council also serve as members of the Cunningham Township Board. The Township is co-terminus with the City (consistent with State of Illinois Township Code) and is responsible for programs and services focused on very low-income individuals. The Council establishes laws for citizen welfare, determines policies that govern providing municipal services, and approves certain Mayoral appointments. The mayor serves as the chief executive of the city with duties that include appointing officials (including the police and fire chiefs), chairing city council meetings, working with city council (to implement laws, goals, plans, and policies), overseeing hiring and discipline, and administering the budget. The mayor is supported by a city administrator who reports directly to the mayor. The police and fire chiefs both report directly to the city administrator. The operational structure of the City's government is provided in Figure 1.2.

Figure 1.2: City Government Organizational Chart
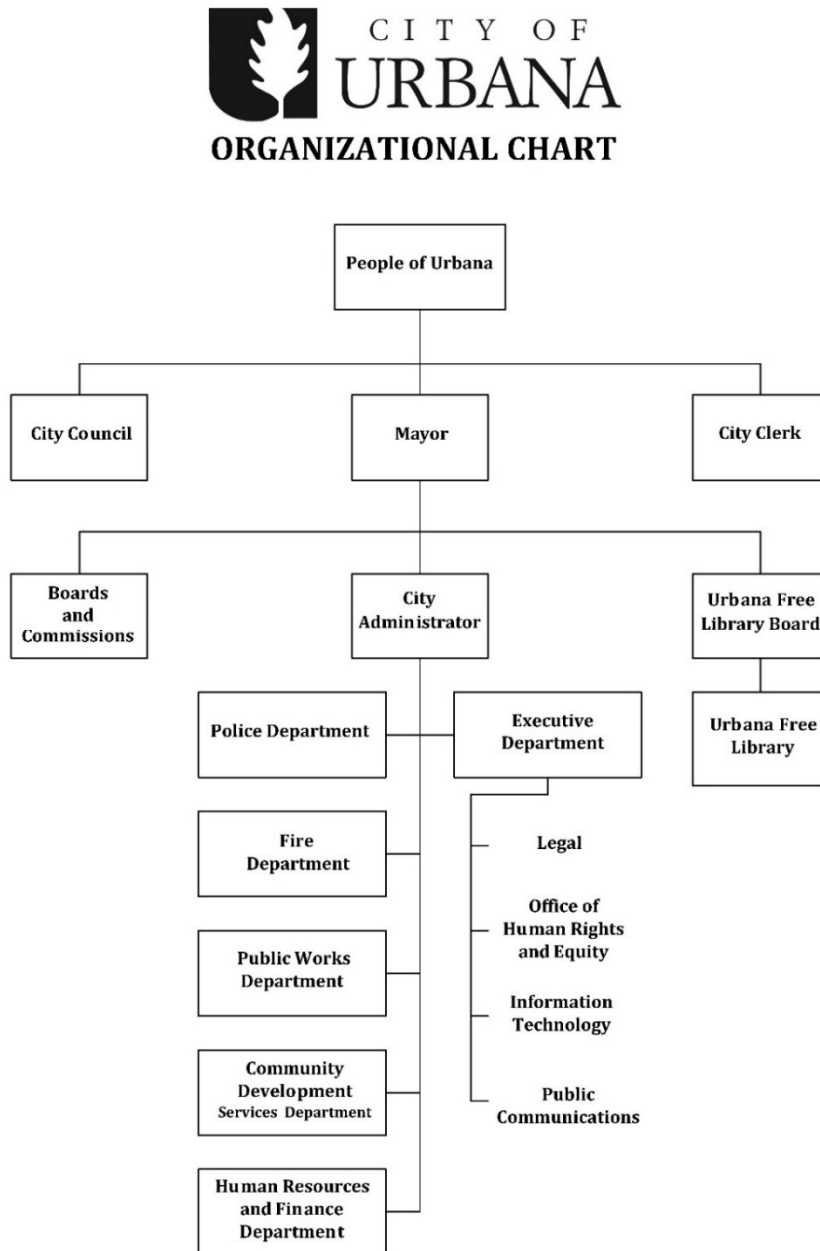
Source: Agency Provided Data

Table 1.4 below provides an overview of the City's operating budget. For fiscal year 2023, the City of Urbana budget was $42,730,065 which represents a 1.62% increase from 2022. The total city budget has increased 24.83% since 2019 and has experienced relatively linear growth over that time. In 2022, the general services budget was almost double what is in the years preceding and following due to capital transfers.

Table 1.4: General Operating Fund

Government Name	2019	2020	2021	2022	2023	% Change 2019 to 2023
Budget	$34,230,622	$36,318,832	$37,766,611	$42,048,193	$42,730,065	24.83%
Percent Change		6.10%	3.99%	11.34%	1.62%	

Source: Agency Provided Data

BerryDunn notes here that Table 1.4 represents the City's general operating fund budget, not its total budget. For FY 23, the total budget, including capital expenditures, for the City was approximately $83 million. When examined as a percentage of the total budget, police expenditures were 13.8% of total expenditures, fire expenditures were 11.4% of the total. For comparison purposes, public works expenditures represented 40.8% of the total budget.

BerryDunn did not review sufficient data to draw conclusions regarding the shifts in the budgets that have occurred at the City level or for the City departments.

1.4. City Mission, Vision, Goals, and Objectives

The City of Urbana last completed a comprehensive plan in 2005. The City is currently in the process of developing a new comprehensive plan with significant collaboration from the community. The process of conducting this assessment of the police and fire departments, which together represent a significant portion of the city budget, should contribute to the development of a citywide comprehensive plan.

Section 2: The Police Department

2.1 Police Department Staffing, Organization, and Budget

Police departments contribute to the overall City public safety mission by working with the department's professional partners and the broader community to establish priorities, identify problems, and address crime, disorder, and feelings of safety. In pursuing its public safety policing mission, the UPD allocates personnel to patrol, investigations, support services, administration, and a variety of other positions and roles.

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

Another important resource that BerryDunn references often in this report is the survey of *benchmark* cities. Several police chiefs created this annual survey in 1997 to establish comparative statistics. More than 30 agencies are currently contributing data to this survey (many of which are of similar size to Urbana) and BerryDunn finds this data valuable and informative.

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

In Table 2.1, BerryDunn provides the police department budget from 2019 through 2023. The police budget has increased at a greater rate than the City's General Operating Budget across the five-year period, increasing by 29.80% during that period, as compared to the City's operating budget, that increased by 24.83% (see Table 1.4).

Table 2.1: Police Department Budget

POLICE	2019	2020	2021	2022	2023	% Change 19 to 23
Budget	$10,253,245	$11,420,861	$11,923,209	$12,103,580	$13,308,905	29.80%
Percent Change		11.39%	4.40%	1.51%	11.14%	
Actuals	$9,572,827	$10,521,713	$11,054,949	$11,612,708	$12,184,788	27.29%
Percent Change		9.91%	5.07%	5.05%	4.93%	

Source: Agency Provided Data

BerryDunn did not review sufficient data to draw conclusions regarding the shifts in the budgets that have occurred at both the City level and the police department level.

The Urbana Police Department operates a single police facility located at 400 S Vine Street. The department is organized in three divisions: patrol, investigations, and services, see Figure 2.1. The Patrol Division is organized into two teams, the Gold Team and the Blue Team, each of which work 12-hour shifts and share half of the patrol schedule. The City is further subdivided into five patrol beats numbered 61 through 65. During each shift, North Patrol is responsible for Beats 61 and 62, and South Patrol is responsible for Beats 63, 64, and 65.

The Investigations Division provides follow-up investigation primarily for felony cases as needed, and serves as lead investigators for high profile, major, and multi-jurisdictional cases in a general assignments format. When called upon, the Investigations Division also supports non-felony investigations; however, capacity for the unit often affects the ability to investigate lower-level offenses.

The Services Division operates the records function, provides analysis and public information support, administers a limited telephone reporting, and provides school resource officers (two) to the local school district Urbana School District #116. The current organizational structure for the UPD provides a functional distribution and grouping of duties and responsibilities. During the process of conducting this assessment, BerryDunn learned that UPD has been considering an organizational re-alignment. The observations, analysis, and recommendations in this report are based on the organizational structure in place during the assessment as described in this report.

Figure 2.1: Police Department Organizational Chart (2023)
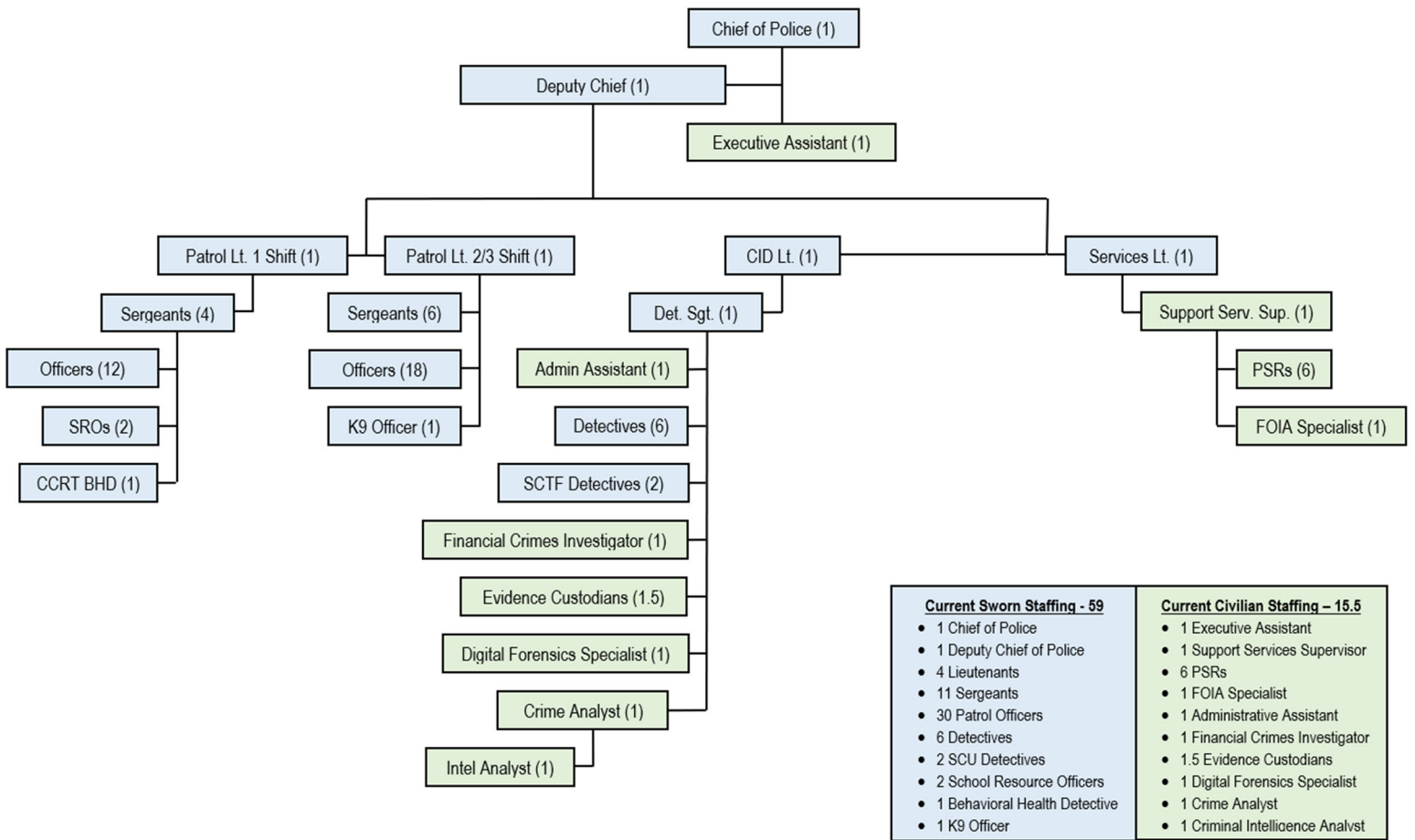
Source: Agency Provided Data

The structured chain of command with police departments provides multiple levels of review, builds in checks on performance and conduct, provides opportunities for professional development, and creates inherent succession planning. Table 2.2 provides the allocated (authorized and budgeted but not necessarily filled) staffing numbers for sworn and non-sworn personnel for the UPD. This table provides a detailed breakdown of the allocations of staff by section, and with respect to the number of supervisory personnel in each area. This type of breakdown helps to clarify the organizational structure and span of control for the department.

Table 2.2: Staffing Level Allocations by Unit

Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
Administration	2			1
Patrol	12	34		
Investigations	2	8		5
Records	1		1	7
Property/Evidence				1.5
*Sub-Totals	17	42	1	14.5
Totals	59		15.5	

Source: Agency Provided Data

For 2023, the UPD had authorization for 59 sworn positions and 15.5 non-sworn positions, for a total of 74.5 authorized positions. There are eight authorized officer positions allocated to support patrol operations as investigators, with an additional two supervisor positions assigned to investigations. There are 31 police officers (including the K-9 officer) allocated to patrol, with 10 sergeants, and 2 lieutenant positions supporting patrol operations. The remaining sworn positions within the department are allocated to administration and specialty assignments. Seven of the non-sworn positions are in records where the only non-sworn supervisor is assigned. The remaining non-sworn positions are in administration, investigations, and property/evidence.

Table 2.3 displays historic staffing levels for UPD and staffing levels have remained virtually unchanged for the past five years. Based on agency provided data, the number of sworn positions approved and budgeted for the UPD was 60 in 2017 through 2020 and 59 in 2021 and 2022. Authorized and budgeted positions have remained relatively consistent over the past five years, dropping by one position in 2021 in response to calls to defund the police department. Funds from that reduction were used, in part, to fund this project.

Table 2.3: Historic Staffing Levels

Year	Population	# of Sworn	# of Non-Sworn
2018	42,525	60	14
2019	42,080	60	14
2020	42,211	60	14
2021	38,681	59	14
2022	38,468	59	13

Source: Agency Provided Data

Although various sections of this report mention population and population trends, the staffing analysis model developed and utilized by BerryDunn does not use population as the basis for staffing levels but rather, it assesses obligated workload resulting from community demands, regardless of the origins of the workload. This analysis will be detailed further in Section 2.6.9 of this report. There is an important distinction between the number of positions budgeted and authorized versus those staffed and filled. This is important because optimal workload models—as detailed in Section 2.6.9—are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize those fluctuations to achieve the best results.

Table 2.4 reflects the number of allocated sworn positions for the UPD in 2021, broken down by rank.

Table 2.4: Personnel Allocations

Section	*Total Number
Executive (Chief, Assistant/Deputy Chief)	2
Mid-Rank (Below Chief – Above Sergeant)	4
Sergeants (All – Regardless of Assignment)	11
Patrol Officers (Excludes Supervisors Above)	30
Investigations (Excludes Supervisors Above)	6
Other Sworn Personnel	
Other Officers	6
***Totals**	**59**

Source: Agency Provided Data

While there is no hard-and-fast standard, a general rule regarding span of control is one supervisor for every five followers (those supervised by someone else), although some have suggested this ratio could be higher, at one supervisor for every eight to ten followers.[3] To a certain extent, the span-of-control number is fluid, based on the personnel being supervised, their work assignments, and their relative capabilities. Based on a review of the structure and allocation of UPD personnel, the overall span of control for sworn the UPD is currently appropriate. BerryDunn also evaluated the UPD personnel allocations provided in Table 2.5 as compared to industry benchmarks and several prior studies and observed that the UPD allocations of supervisors and command/executive level positions are comparative and reasonable, and they generally support operational needs.

---

[3] http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

Table 2.5: Personnel Allocation Comparisons

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages	172,795	236	3.19%	3.49%	11.75%	81.57%
Prior Studies – 100+ Officers	234,009	330	2.76%	5.01%	11.67%	80.56%
Prior Studies – Under 100 Officers	24,777	48	2.37%	6.51%	15.38%	75.74%
Urbana PD	38,468	59	2	4	11	42
Percentages			3.39%	6.78%	18.64%	71.19%

*Table includes data from prior studies conducted by the IACP.
Note: For this table, Executive include the Chief of Police and two steps below.
Mid-level includes three steps below the Chief, to one step above line-level supervisor.
Source: Agency Provided Data

As mentioned previously, BerryDunn is aware the UPD is considering revisions to its organizational structure, based on various operational changes and administrative responsibilities and demands. There are many factors to consider in assessing whether the structure of the organization is appropriate and effective. At a minimum, a thorough review of the organizational structure would include the following areas:

1. Spans of control

2. Authority and oversight

3. Grouping of similar duties and responsibilities

4. Functional utility

Because there are a number of significant details and considerations that accompany a detailed review of the organizational structure of a police department, there can also be many possible solutions. This also means there is no standardized or prescriptive design. What is most important is whether the structure is serving its purpose and working for the agency and being responsive to the community. As the UPD considers additional positions, personnel allocations, and operational units, it will be important to consider the above criteria to help ensure the organizational structure is functional, meets operational needs and community, and conforms to industry expectations and standards.

Although outside the scope of this project, BerryDunn had general discussions with several staff regarding the UPD's fleet of vehicles because extreme conditions (e.g., aged fleet, frequent maintenance issues) can potentially impact service delivery. Table 2.6 below outlines the fleet of vehicles used by UPD.

Vehicle maintenance appears to be appropriate, and replacement occurs deliberately because of analyzing vehicle age, mileage, and repair costs. Vehicle replacement is a significant budget item that relies on the availability of vehicles to replace those being cycled out of service. This process is highly susceptible to budgetary fluctuations at the city and department level, which can affect whether the department is able to keep up with vehicle replacement demands. Accordingly, the department should closely monitor its fleet needs and work diligently with the city to budget for replacements. BerryDunn did not review fleet acquisition and replacement budgets as part of this study as it was not within the scope of the study; however, BerryDunn recognizes that fleet maintenance and budgeting is a challenge. Police vehicles, particularly patrol vehicles, are costly to acquire and to maintain. As with many other operational functions, efficient fleet management optimizes these costs and helps ensure that staff have reliable vehicles to use in their activities.

Table 2.6: Fleet

FLEET VEHICLES Vehicle Description	Allocated # of Vehicles
Administration Vehicles (e.g., Chief, Deputy Chief)	6
Marked Patrol Vehicles (Excludes K-9 and Motorcycles)	9
Unmarked Patrol Vehicles (Excludes K-9 and Motorcycles)	3
Marked K-9 Vehicles	1
Unmarked K-9 Vehicles	0
Police Motorcycles (All)	0
Investigations Vehicles (All Units; Excludes Crime Scene)	9
Dedicated Crime Scene Vehicles	0
Marked Vehicles for Non-Sworn Personnel (e.g., Animal Control, Community Service, Police Reserves)	0
Unmarked Vehicles for Non-Sworn Personnel	1
Specialty Unit Vehicles (e.g., SWAT, Command Post)	1
All Other Standard Vehicles Not Included Above	5
All Non-Standard Vehicles (e.g., Golf Carts, ATVs)	0

Source: Agency Provided Data

When conducting full operational assessments, BerryDunn regularly reviews the availability and use of data, technology, and equipment within the department. This includes a review of agency software and related technology resources, and access/use of crime and other call for service data for operational purposes. It also includes a review of department equipment, facilities and space utilization, and fleet services. Although this project is a staffing study, not a full operational assessment, BerryDunn conducted a cursory review of the utilization of technology by the UPD, as various technologies can increase efficiency and impact service delivery.

During this assessment, BerryDunn asked staff about the availability and use of technology within their work processes. BerryDunn found that although officers embraced the technology available to them, the current technology in use by the department could be improved. This is true for both the equipment and software used by the department.

Specifically, discussions with UPD staff members and area partners indicated UPD is not leveraging technology as strongly as it could or as robustly as some of its regional partners with resources like Conductive Electronic Devices (CEDs), a less-lethal force option (e.g., Tasers), automated license plate readers, public safety cameras, intelligence sharing technology applications, etc.

As part of this assessment, BerryDunn asked the UPD to complete a technology survey designed to capture the field-reporting capacity of the law enforcement agency. The maximum score for this instrument is 100, or 115 when all possible bonus points are included. UPD had a base score of 47, with an overall total of 47, see Table 2.7 (a full copy of the assessment tool is provided in Appendix C, Table C.1).

Table 2.7: Technology Scorecard

Description	Main Score	Bonus	Total
Field Technology: Primary Score	47		
Bonus Score:		0	
Agency Totals:			47

Source: BerryDunn Worksheet

This is the one of the lower scores BerryDunn has observed in similar assessments and indicates an opportunity to improve operations through the leveraging of technology to improve the effectiveness of officers in the field. Although UPD has several technological tools and resources available, there are opportunities for improvement. Because of the importance of functional technology, UPD should consider creating an internal technology committee (including records staff) and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency. Once formed, the technology committee can evaluate the full technology inventory, starting with the items in the technology survey provided by BerryDunn.

Specific areas to consider are expanded deployment of CEDs, in-car driver's license readers, portable electronic ticket writers, universal documentation of non-consensual law enforcement encounters and associated demographic data, in-car printers, automated license plate readers, intelligence sharing platforms, and mobile fingerprint scanners.

Section 2.1 Recommendations

This section provides the one formal recommendation from Section 2.1. The recommendation below includes the section and subsection (if available), recommendation number, and priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.8: Section 2.1 Recommendations

No.	Field Technology Use	Overall Priority
	Police Department Staffing, Organization, and Budget	
	Section 2, Subsection 2.1	
2-1	**Finding Area:** UPD is not leveraging technology as strongly as it could or as robustly as its regional partners with resources like CEDs as less-lethal force options, automated license plate readers, e-ticket writers, driver's license scanners, public safety cameras, and intelligence sharing technology applications. **Recommendation:** UPD should form a collaborative police and community working group to explore the addition of modern technology that can leverage human resources at UPD while protecting the rights of the community they serve. BerryDunn recognizes that technology in law enforcement comes with great potential but also significant hazards that require balancing efficiency and effectiveness with responsibility and obligations to the community. Consequently, while BerryDunn finds UPD lacking in technology in some areas, the addition of powerful technology is a decision that should be made collaboratively with the community the police department serves.	

2.2 Policing Leadership, Philosophy, and Operations

2.2.1 Leadership, Communication, Accountability, Ethics, and Integrity

During interviews with staff, it was clear to BerryDunn that UPD strives to instill strong ethical values and the highest level of integrity in its members. Additionally, accountability to the community has been a strong directive from city administration and supported by police leadership. That combined commitment resulted in the 2020 adoption of Ten Shared Principles of Building Trust in relationships between the police and their community:[4]

1. We value the life of every person and consider life to be the highest value.

2. All persons should be treated with dignity and respect. This is another foundational value.

3. We reject discrimination toward any person that is based on race, ethnicity, religion, color, nationality, immigrant status, sexual orientation, gender, disability, or familial status.

4. We endorse the six pillars in the report of the President's Task Force on 21st Century Policing. The first pillar is to build and rebuild trust through procedural justice, transparency, accountability, and honest recognition of past and present obstacles.

5. We endorse the four pillars of procedural justice, which are fairness, voice (i.e., an opportunity for citizens and police to believe they are heard), transparency, and impartiality.

6. We endorse the values inherent in community policing, which includes community partnerships involving law enforcement, engagement of police officers with residents outside of interaction specific to enforcement of laws, and problem-solving that is collaborative, not one-sided.

7. We believe that developing strong ongoing relationships between law enforcement and communities of color at the leadership level and street level will be the keys to diminishing and eliminating racial tension.

8. We believe that law enforcement and community leaders have a mutual responsibility to encourage all citizens to gain a better understanding and knowledge of the law to assist them in their interactions with law enforcement officers.

9. We support diversity in police departments and in the law enforcement profession. Law enforcement and communities have a mutual responsibility

---

[4] https://www.urbanaillinois.us/tensharedprinciples

and should work together to make a concerted effort to recruit diverse police departments.

10. We believe de-escalation training should be required to ensure the safety of community members and officers. We endorse using de-escalation tactics to reduce the potential for confrontations that endanger law enforcement officers and community members; and the principle that human life should be taken only as a last resort.

This public statement of policing values and principles is a key component of self-accountability, collaboration, and professional policing. Urbana should be commended for working with its police department and community to identify, adopt, and proclaim the values they stand for and the principles they strive to embody. The adoption of the Ten Shared Principles represents a best or promising policing practice.

In addition, the UPD has obtained another key accreditation. UPD has made a commitment to teach is officers effective ways to step in when they witness misconduct, and the department culture that supports such intervention, This accreditation program is called the Active Bystandership for Law Enforcement (ABLE) Project. It was created by the Georgetown University Law Center and it is available to all law enforcement agencies.[5] As with the Ten Shared Principles, pursuing ABLE accreditation is another example of the proactive efforts of the UPD in to pursue a culture of professionalism, ethics, and accountability.

The BerryDunn team had an opportunity to interact with organizational leaders and team members in various meetings and interviews and informal encounters. Based on those experiences, as well as a limited review of various department documents and the limited observations of the team, BerryDunn found the leadership—at all levels within the department—generally experienced, skilled, engaged, and concerned with making decisions that benefit the community and the organization and the individuals who comprise it. One vital component of leadership worth mentioning here is communication. Many internal stakeholders expressed a desire for improved communication at the department. This observation was reflected in the responses to the qualitative survey, which is discussed at length in Section 2.2.2.

Accountability is a fundamental responsibility of any organization, particularly public service agencies. To be optimally effective, accountability mechanisms and the policies that establish them must be clear, consistent, timely, and generally viewed as objective, fair, and equitable. The UPD does have a specific and stand-alone policy with specific procedures for administering its response to complaints and conducting subsequent administrative investigations. That policy and associated procedures could be more clearly and specifically documented as will be discussed in a later section specifically addressing internal investigations.

Accreditation is a process through which police organizations are evaluated against a set of established criteria that represent typical, standardized, and expected procedures, protocols,

---

[5] Preventing Harm and Saving Careers Through Intervention Training: Active Bystandership for Law Enforcement (ABLE) (usdoj.gov)

policies, and practices of law enforcement agencies. Accreditation provides law enforcement agencies with an opportunity to regularly assess themselves, gauge their conformity with industry standards, and receive feedback that helps prioritize needed changes and improvements for the agencies. Although accreditation is helpful and beneficial to an organization, it can be an expensive and time-consuming process to maintain this status. Because of these factors, many agencies do not pursue formal accreditation. Upon inquiry, BerryDunn was told that the UPD is not accredited by either state or national accreditation organizations. Two options for pursuing accreditation include the Commission on Accreditation for Law Enforcement agencies (CALEA), widely considered the premiere standard for accreditation in the industry, and Illinois Law Enforcement Accreditation Program (ILEAP) offered by the Illinois Association of Chiefs of Police. During this project BerryDunn learned that the UPD is in the process of pursuing ILEAP accreditation.

2.2.2 Workforce Survey

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

The electronic survey offered to all staff consisted of a respondent profile (current assignment), multiple content items (opinion/perception), seven organizational climate items, and an open comments option that solicited feedback on what the department does well, what needs improvement, and any other comments the respondent wished to provide. The content items section elicited employee responses in 10 different dimensions. Each of the dimension sections of the survey consisted of five or six forced-choice questions. At the request of BerryDunn, the UPD distributed the survey electronically via a link provided through the UPD email system, to every member of the agency, sworn and non-sworn, and the chief of police promoted participation. Survey protocols promoted anonymity of the respondents.

BerryDunn received 54 responses to the survey out of 74 authorized positions at the UPD, representing a 72.97% return rate (assuming all positions were staffed, which BerryDunn is aware was not the case, so the response rate is actually higher than estimated). The return rates are statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement. Furthermore, high response rates tend to indicate staff has confidence that leadership will listen and act on their concerns. Consequently, high return rates are generally indicative of organizations with mature and respected leadership. Additionally, there was a balanced response from command, professional staff, patrol, investigations, and specialty positions. Unbalanced response rates often indicate an area of concern, but no such concern exists at UPD. Table 2.9 provides a breakdown of those who responded to the survey.

Table 2.9: Respondent Profile

Unit Assignment	Total
Executive and Command Staff; Sworn Positions Only	6
Investigations Division – Sworn Officer (includes internal investigations); all ranks other than Command or Executive	5
Non-Sworn Manager or Supervisor	1
Other Non-Sworn Personnel (all divisions) or Non-Sworn Support Services Staff	10
Patrol Division – Sworn Officer; all ranks other than Command or Executive	29
Specialty Division or Work Assignment (e.g., COPS Unit, SRO) – Sworn Officer; all ranks other than Command or Executive	3

Source: Organizational Climate Survey data

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. BerryDunn assigned numeric values of 1 – 5 (with 1 being low or never, and 5 being high or always) respectively. In some cases, if the question did not apply, respondents could also choose an N/A response. For each of the ten dimensions, BerryDunn calculated the weighted average of the responses. Table 2.10 provides these data.

Table 2.10: Survey Response Categories

Survey Category	Average
Leadership	3.05
Communication	2.95
Accountability and Fairness	3.07
Job Satisfaction	3.35
Training	3.09
Equipment and Technology	2.91
Patrol Staffing and Deployment	2.17
Investigations Staffing and Assignments	1.88
Community Policing/Engagement	2.87
Diversity, Equity, and Inclusion	3.75

Source: Organizational Climate Survey data

The scores for the dimensions in Table 2.10 represent the weighted aggregate score from the respondents from multiple questions within the survey. All the dimensions (except investigations and patrol staffing) were rated above 2.5 (assessed as a pivotal threshold for responses) indicating a general level of satisfaction—or at least the absence of significant dissatisfaction—

for these dimensions. The first notable exception is investigations, which scored 1.88, well below the mid-point for ratings. This highlights a concern from respondents about the condition and effectiveness of investigations which is consistent with qualitative feedback, formal and informal, from staff about the state of investigations. BerryDunn expands the discussion on the CID in Subsection 2.7; however, analysis of the data does not support immediate expansion of staff within that unit. The perceived gap that additional staff are needed (a score of 1.88 in this area), when the data does not immediately support additional staffing, is worthy of further internal analysis and discussion by members of the UPD.

The other notable average from the survey relates to patrol staffing. It is common in police agencies for patrol staff to perceive they are overburdened, and nearly all departments provide a relatively low rating in this area. It has been BerryDunn's experience that low ratings can occur because of actual low staffing allocations, or for other reasons, such as high attrition, inefficient deployment of patrol resources, or other inefficient processes that seem to consume an inordinate amount of time. As BerryDunn explains later in this report, each of these conditions currently exist for the UPD.

From the survey, seven of the ten categories registered an aggregate score close to or above 3.0. These response numbers are comparatively high in relation to prior studies. These results indicate an organization without significant dissatisfaction in many dimensions of performance and are consistent with numerous other points of inquiry BerryDunn initiated, and they suggest a generally well-functioning department with specific areas (e.g., investigations) that need additional attention and potential improvement. The Diversity, Equity, and Inclusion (DEI) score is the highest scored dimension at 3.75, indicating respondents feel they are well-trained and supported in the implementation of DEI practices and is likely a reflection of recent deliberate efforts in this arena by the city and the department.

Organizational Climate

The second portion of the survey involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. By their construction, these questions provide a different vantage point from typical quantitative questions, and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high. BerryDunn has provided the response data in Table 2.11.

Because there is no correct or incorrect response, BerryDunn will not provide a complex analysis regarding any specific question or category of the information in Table 2.11. Instead, the department should examine the responses below and consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey. In that analysis, BerryDunn recommends UPD look closely at the difference between the *current* rating and the *desired* rating. A larger delta (or variance) indicates a more significant area of concern and/or an area that might warrant deeper exploration.

Table 2.11: Organizational Climate Assessment

CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they must conform rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization	**Current**	**7.69**
Conformity should be a characteristic of the organization	**Desired**	**5.98**
RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organization's goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization	**Current**	**6.91**
There should be great emphasis on personal responsibility in the organization	**Desired**	**7.85**
STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization	**Current**	**5.87**
High challenging standards should be set/expected in the organization	**Desired**	**7.83**
REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization	**Current**	**4.37**
Members should be recognized and rewarded positively within the organization	**Desired**	**8.07**
ORGANIZATIONAL CLARITY: The feeling among members that things are well organized, and goals are clearly defined rather than being disorderly or confused.		
The organization is well organized with clearly defined goals	**Current**	**5.41**
The organization should be well organized and have clearly defined goals	**Desired**	**8.52**
WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization	**Current**	**7.00**
Warmth and support should be very characteristic of the organization	**Desired**	**8.52**
LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on, one or two persons.		
Members accept and are rewarded for leadership based on expertise	**Current**	**6.15**
Members should accept and be rewarded for leadership based on expertise	**Desired**	**8.15**

Source: Organizational Climate Survey data

There are three important aspects of the organizational climate survey from Table 2.11 that make it a versatile tool:

1. There is no *correct* or *right* response. The responses reflect the collective desires of the staff at the UPD, and, as such, they are representative of the current and desired culture of the UPD, as opposed to an arbitrary standard that is set elsewhere.

2. This tool has tremendous utility. The categories in this questionnaire are clear, and the agency can easily identify, based on the responses, which areas require focused attention.

3. This tool is brief and easily replicable. The agency can re-administer this survey at various intervals and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas and whether they are successful.

BerryDunn encourages the UPD to assess the areas and scores from this instrument and to take steps to close the observed gaps. Additionally, BerryDunn recommends the UPD distribute this instrument periodically, to monitor staff responses and any observed improvements resulting from the directed efforts of the UPD.

Survey Analysis – Qualitative Responses

Within the climate survey, staff were afforded the opportunity to provide open-ended feedback regarding what the department does well, what needs improvement, and any other comments they wanted to provide. This portion consisted of three open-ended prompts to provide feedback about department climate. Specifically, those open-ended prompts were:

- Describe something the organization does particularly well

- Describe an area in which you feel the organization could improve

- Please use this section to explain any of your choices and/or to express your view on any topic not covered

Through these three open-ended prompts, staff were afforded the opportunity to provide any feedback they wished to convey as a part of the assessment process. Unlike quantitative analysis, which can be broken down into numeric representations, ratios, or percentages (as the associated tables demonstrate), qualitative data is much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data, which are then grouped into a small number of overarching *themes*. There can also be sub-categories of data within each of these themed areas, but, when done properly, each of the responses have a connection to the main theme. Data within these themed areas may be positive or negative, neither (such as comments that merely observe or suggest something), or all of the preceding. The analysis provided here engages a contemplative process of considering each of the data elements (narrative responses) to determine within which themed area it may be most appropriately categorized, and then to consider the substance of each response in relation to the theme area, and the other data within that category.

Qualitative Response Analysis

As noted above, UPD staff members returned 54 surveys for a possible total of 162 qualitative responses (54 x 3 = 162). Not all surveys included responses to all three questions, and the

total number of discrete responses was 102. That is, 60 possible open-ended responses were left blank. Again, as noted above, UPD received an extremely high response rate to this survey (both the quantitative and qualitative portions), which represents an acceptable rate from which to extract themes from the qualitative feedback. Additionally, a high response rate frequently implies that staff members believe the organization will listen to and act on its feedback, and the high response rate should be viewed in that context. BerryDunn conducted a thorough qualitative review of the survey responses and has summarized the main themes that emerged within the analysis below and will provide a summary that captures the essence of the overall responses. As this data was reviewed and categorized, three main themes emerged at the Police Department: (1) Customer Service, Professionalism, and Internal Relationships (2) Resources, and (3) Leadership.

In addition to the themed analysis of the qualitative data mentioned above and presented below, the analysis presented here also includes a Word Cloud graphic, see Figure 2.2. The Word Cloud is another analytical tool that represents the frequency of various words the respondents mentioned within the open-ended narrative questions. The more frequently a word appears within the narrative responses, the larger the word appears within the Word Cloud. Using Word Clouds can be helpful, in that they can provide readers with a quick snapshot of the words and descriptors used by those who responded to the question; however, the words themselves do not necessarily provide the complete context of the response.

Customer Service, Professionalism, and Internal Relationships

Survey respondents included multiple positive reflections on the way the police department provides service to the community. Specific examples of excellent service included positive and professional interactions, effective responsiveness to calls, courtesy, and politeness. Employees described a culture in which employees get along well with each other, support each other, and have developed strong internal relationships. The effectiveness of first line supervision and the high quality of field training were specifically complimented. Employees expressed a belief that, like the fire department, they frequently do "more with less."

Resources

Respondents expressed a need for improved resources. Specific requests included more extensive deployment of conductive electronic devices (i.e., "Tasers") and the pursuit of additional technology such as automated license plate readers (ALPRs), improved mobile data computers (MDCs), additional range training, and deployable public safety cameras. Survey respondents frequently mentioned that staffing levels are low, and the current levels do not allow for proactive work which would include problem-oriented policing. While respondents were complimentary of basic field training, they expressed a need for additional specialized training and, specifically, professional growth opportunities. Employees specifically expressed a clear desire for more professional growth opportunities including formal mentorship and professional development. Employees also mentioned that recruiting and retention is a growing concern that manifests itself in the related concern about staffing levels. Responses indicated that employees believe pay and benefits need to be improved to address recruiting, retention, and staffing.

Leadership and Communication

Leadership Support

The strongest and most consistent feedback from police department employees in this survey was the articulation that UPD staff feel unsupported by city administration and elected officials. Many respondents reported that the lack of expressed support, combined with the national narrative on policing, makes them feel devalued and underappreciated. Many further reported they believe that the priorities of police department leadership, which sometimes seem to focus on broadly-publicized policing industry challenges – not specific local conditions – may not necessarily support and improve public safety services for the City and the surrounding community. Survey respondents expressed that they want police department leadership to be more proactive in its approach to addressing community problems directly affecting Urbana and the immediate area, and to utilize enhanced strategic action planning that is clearly communicated throughout the department.

The sentiments regarding a lack of support, as expressed by staff in the above section, are not unique to Urbana, although the number and level of concerns expressed by UPD respondents is comparatively high among departments BerryDunn has recently studied. BerryDunn has encountered similar remarks and statements – with varying emphasis – from police staff in numerous organizations tracing back to the death of Michael Brown at the hands of police in Ferguson, Missouri in 2014. Following that incident, communities around the country became increasingly more vocal about the need for social and procedural justice, and greater accountability in policing. Calls for sweeping changes within the law enforcement industry increased significantly in 2020, following the murder of George Floyd by officers of the Minneapolis, Minnesota police department. The national conversation that ensued has heightened the scrutiny of police organizations and their operations to an arguably unprecedented level. One of the unfortunate byproducts of the push for police reform has involved the destabilization of many police departments and those who staff them.

Numerous recent news reports have highlighted the shortage of police officer candidates around the country, citing the national landscape as a critical factor. In fact, many police officer candidates have abandoned their pursuit of a position with a police force, citing the level of scrutiny and public sentiment as key decision points. At the same time, BerryDunn has observed significantly higher attrition rates in police departments across the country, particularly since 2020. Many who have been on the fringe of retirement have seized the opportunity sooner-than-later, and others have left the business entirely. BerryDunn has heard consistently, that the shifting landscape and lack of support, both internally and externally, have been driving factors in the decision of many to leave the industry or their organization. As they provide valuable context, BerryDunn has included the recent remarks of a highly successful police officer who has recently made the decision to leave the profession. These remarks are typical of those shared with BerryDunn by officers in the past few years.

> 'If you know me, you're not a stranger to the challenges the past few years have brought. If you don't, let me assure you now officers need more support now than they ever have. If you want a diverse, well trained, empathetic, and engaged police force, they need a community that believes in their value and fosters positive growth and development.'

Attrition for police departments – in all its forms – is expensive. Arguably, retaining police personnel, particularly in the current environment, is the best 'hiring mechanism' the City can employ. Staff who feel valued – in any organization – will be happier, more productive, and are more likely to remain with the organization. For police personnel – including professional staff – a lack of overt or explicitly stated support for them and the work they perform translates into a belief, accurate or not, that they are not valued. When these situations occur, the result can be low motivation, low commitment, poor performance, and/or higher than usual attrition rates. None of these conditions are desirable.

To be clear, BerryDunn recognizes the need for changes within the policing industry, and for the past several years, BerryDunn has been promoting various philosophical, operational, and procedural changes with police clients around the country (including those this project will produce). However, as police organizations contemplate and engage in the work of improving the organization, its accountability, and overall service to the community, it is also important for police and City leaders to recognize, and tend to the humanistic needs of its staff, particularly those within the police department. Even as the City pursues new and more effective ways to serve the community, BerryDunn encourages an approach that intentionally and overtly supports and recognizes staff for the value they contribute.

Communication

Meaningful and deliberate communication is a fundamental component of effective leadership. Employees consistently reported that command staff do not regularly or actively communicate with all team members about internal or external developments to the level desired by employees. Responses acknowledged that communication is complicated and difficult, but many employees clearly desire more face-to-face communication and more formal, internal, and top-down communication about events important to the police department and its employees, particularly outside of crisis events. Anytime an organization is surveyed regarding internal climate, almost everyone indicates a need to improve communications. That is not to dismiss the importance of the results of this survey, but rather to reinforce how important communication is to every organization and its morale and success. The high response rate of police department employees to this survey instrument indicates a culture in which employees believe leadership cares about their input and has the desire and ability to act upon their input. This is an opportunity for the police department to reinforce a collaborative and inclusive approach to leadership by acknowledging the input and developing deliberate and meaningful response mechanisms to that input.

The level of frankness, specificity, and balance included in the survey responses indicate an organization whose members care deeply about the organization and its success. Similarly, the inclusion of observations about positive aspects of the department and concrete suggestions for improvement reveal honesty and a level of trust for participation in the survey. This survey produced meaningful information that helps illuminate several themes that affect department performance, including both positive attributes, areas for improvement, and areas that combine some aspects of both. Respondents also provided specific observations and suggestions that can contribute to a meaningful overall agency assessment.

Figure 2.2: Department Survey Word Cloud

Source: Organizational Climate Survey narrative response data

2.2.3 Well-being

Employee wellness and resiliency are emerging focus areas within city governments and particularly within policing. Generally, today's employees seek work experiences that empower them to thrive professionally and personally. Organizations that implement detailed well-being programs characterized by a culture-first, multi-dimensional approach are seeing returns in employee retention, productivity, and customer satisfaction. This multi-dimensional approach often encompasses physical, mental, financial, career, and social well-being, among other possible dimensions. In policing, well-being is more important than ever in a national climate of officer vacancies and high turnover rates. There are several conditions that indicate an organization would benefit from a more intentional approach to employee well-being, as noted in Table 2.12.

Table 2.12: Conditions Indicating Emphasis on Well-Being is Needed

Work Condition	Description
Organizational growth and change	Big growth goals and organizational transformations present opportunities for well-being to advance strategic goals
Significant operational changes	Major operational adjustments (such as those that shift operational norms and philosophical beliefs) are an example of the types of high-stress situations that drive pressure and uncertainty
Retention concerns	Increases in voluntary employee turnover, particularly if relative to industry norms
Burnout	Employees seem fatigued and disengaged, productivity is down, higher levels of cynicism
Presenteeism	Employees present, but distracted, disengaged, and generally "languishing"
Absenteeism	Employees missing work due to illness or general lack of job motivation
Escalating healthcare costs	Increasing costs for conditions related to modifiable risk factors, such as blood pressure, body mass index, and cholesterol

BerryDunn notes that UPD utilizes, by policy, multiple employee-based committees including awards, tattoo, uniform, safety and health, use of force, and range committees. The existence of a wide array of employee-based committees to provide input and advice on the operations of the department indicate an environment in which employees are valued and empowered to participate in the administration of the department. UPD should be commended for taking this approach as it results in stronger policies, practices, and participation. "Voice" is defined as having access and power to express an opinion regarding a situation or an effort. "Agency" is defined as the ability for people to access power and resources to contribute to a mission and fulfill their individual potential. Voice and agency are key components of individual and employee well-being. Collaboration, empowerment, and inclusion like BerryDunn observes through UPD's employee-based committees help develop and support voice and agency.

As part of this assessment for the UPD, BerryDunn issued a well-being survey to staff to solicit data that identifies well-being levels in several categories. BerryDunn asked the city and its employees to participate in a short well-being survey. The survey was open to the city, the police department, and the fire department. Respondents included one city employee, no fire employees, and the remainder were police employees. Table 2.13 provides a list of the respondents. As discussed in the analysis of the qualitative survey elsewhere in the report, response patterns and rates send strong and clear messages. When team members feel they are in an environment in which dialogue is safe, valued, and will be utilized to address concerns, they are more likely to participate in providing feedback. When team members feel their concerns, complaints, and ideas are not valued or will not be acted upon, they are reluctant to participate in feedback mechanisms. The response to the well-being survey should be viewed considering those factors.

Table 2.13: Employee Well-being Survey - Respondents

Unit Assignment	Total
Other City staff: office staff (non-supervisor)	1
Police: non-sworn – office staff (non-supervisor)	8
Police: non-sworn – office staff (supervisor)	1
Police: non-sworn field operations (supervisor)	1
Police: sworn – field operations (non-supervisor)	25
Police: sworn – field operations (supervisor)	12
Police: sworn – office staff (non-supervisor)	2
Police: sworn – office staff (supervisor)	3

Source: Well-being Survey data

Table 2.14 reflects the weighted average scores by category. For the UPD, the scores are all 3.1 and up. As this is the first time this survey has been provided to the UPD, there is no frame of reference to compare the data against. Also, these categorical scores could be deceiving as they do not reflect outputs from each question, and, even within each question, they do not indicate how many answered on either end of the scoring spectrum. Regardless, they provide a point in time score, which if deployed broadly and longitudinally, could inform department progress concerning well-being issues.

In aggregate, it is BerryDunn's assessment that scores above 3.5 generally indicate a favorable condition, while those under 3.5 generally indicate an area that might benefit from targeted and/or additional focus. The purpose of this survey is not necessarily to answer these questions but to provide the UPD with a perspective with which to further discussions regarding staff well-being and the efforts to sustain and improve it.

Table 2.14: Employee Well-being Survey - Results

Survey Category	Average
Physical	3.14
Mental	3.31
Social	3.75
Financial	3.53
Career	3.40
Overall	3.59

Source: Well-being Survey data

2.2.4 Communication

Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to ensure all messages reach their intended target.

This must be done in a timely manner, and it must provide for consistent and accurate messaging. This was not a specific area of inquiry for the scope of this project, but it was a frequent area of feedback from team members. This topic is discussed in the analysis of the response to the qualitative portion of the workforce survey in Section 2.2.2.

The desire for improved communication is a very common theme at all agencies and, because of its criticality, all agencies, including the UPD, should continuously focus on positive, active communication. BerryDunn recommends the UPD collaborate with staff to develop an internal communication strategy to improve overall department communication.

2.2.5 Community Policing

Although there are myriad definitions for community policing, the 21st Century Policing Task Force final report explains:

> Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community...[6] Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing things to or for them. [7]

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

> The police at all times should maintain a relationship with the public that gives reality to the historic tradition that *the police are the public and the public are the police;* [emphasis added] the police are only the members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the intent of the community welfare.[8]

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

The UPD first implemented community policing practices three decades ago to address citizen concerns more effectively about crime and safety. The UPD's stated position on community policing includes the commentary that, "Community Policing emphasizes a collaborative problem-solving approach between the police and the community in problem identification,

---

[6] Final Report of The President's Task Force on 21st Century Policing –
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
[7] Final Report of The President's Task Force on 21st Century Policing –
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
[8] https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

prioritizing, and resolving their concerns." Despite the UPD's long history and stated organizational philosophy of community policing, the fact that the UPD has engaged several exciting community oriented policing (COP) strategies, and the significant emphasis on community engagement (a key aspect of COP) by the UPD, few opportunities exist for employees to participate in collaborative problem-solving and few or no measures exist to measure and account for problem-solving efforts. There are several reasons for this, including staffing and workload levels, but it is clear there are opportunities for improvement in the UPD's implementation of community policing practices. The UPD currently supports a Crimestoppers program and has school resource officers in local schools.

21st Century Policing Assessment

Like most police agencies, the UPD desires to provide current, relevant, professional, and best-practices public safety services to its community. The most comprehensive and meaningful publication providing guidance on policing in the modern era is the 21st Century Policing Task Force Report commissioned by then-President Obama, and published in 2015.[9] The report provides six pillars for 21st Century Policing and outlines the best and most contemporary industry standards and practices and "ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect."[10]

BerryDunn asked supervisory staff at the UPD to complete a 21st Century Policing survey, designed to assess the operational alignment of the agency against the six primary pillars the Task Force identified. The survey BerryDunn provided consisted of 60 questions, separated within the six pillar areas. For each question, command/supervisory staff were asked to independently assess whether the department regularly engages in practices that are consistent with the Task Force recommendation area, or whether the department inconsistently does so, or not at all. Six supervisors from the UPD completed the worksheet (which is included in Appendix C Table C.2), and the average of those results are displayed in Table 2.15 below.

---

[9] Final Report of The President's Task Force on 21st Century Policing – http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
[10] https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Table 2.15: 21st Century Policing

Area	Max. Possible	Average Score	Pct. of Max.
Building Trust and Legitimacy	18	9.00	50.00%
Policy and Oversight	30	17.33	57.78%
Technology and Social Media	10	6.00	60.00%
Community Policing and Crime Reduction	36	19.50	54.17%
Training and Education	18	11.33	62.96%
Officer Wellness and Safety	12	7.33	61.11%
Totals	**124**	**70.5**	**56.85%**

Source: 21st Century Survey

Within the context of this survey, it is important to understand that not all of the Task Force recommendations apply equally to each agency. Further, the surveys for this portion of the study were completed independently by command/supervisory staff based on their interpretation of the Task Force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area (which for some, might be limited). Lastly, there is no specific standard or expected score for any of the pillar areas, or the overall rating. While there are no absolute metrics for determining successful accomplishment of each of the pillars, this self-assessment is a useful tool to help organizations identify areas that might need further attention. In the case of UPD, the department should review the report, the pillars, and pay particular attention to the pillars "building trust and legitimacy" and "community policing and crime reduction."

2.2.6 Community-based Programs and Partnerships

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

Intra-Agency Relationships

During interviews and other interactions, UPD staff described internal operations and relationships between units positively, and BerryDunn found no evidence to suggest a pattern of internal conflict between units other than a desire for better communication between the patrol and investigations units which is common. Additional observations were that staffing and workload for both patrol and investigations can lead to some stresses in relationships but none that are particularly problematic. BerryDunn notes this is a common dynamic within police organizations and recommends the UPD consider inter-unit communication as an important aspect of any formal or informal overall communications strategy to be implemented.

Inter–Agency Relationships and Professional Partners

Within the context of this report, the term *professional partners* refers to other agencies the UPD interacts with on a regular basis, which might include law enforcement agencies or other organizations such as social services, prosecutors, probation, advocates, mental health organizations, hospitals, and the medical examiner. UPD staff described relationships with area law enforcement as generally positive, including various partnerships on a variety of operational levels including, historically, a multi-jurisdictional Street Crimes Task Force. Those interviewed noted they work most commonly with the University of Illinois police department. There is a countywide communications center, but some of the regional partners do not utilize this countywide communications system. Interviews revealed there was not an effective platform for sharing crime and public safety data among regional agencies. Considering the unique environment in which Urbana exists and the UPD operates, there is a real opportunity here to develop a multi-jurisdictional system for analyzing and addressing crime problems, including a multi-agency performance measurement and accountability (commonly referred to as "COMPSTAT" or "crime meetings") program. Staff did not describe any notable interagency conflicts. Staff reports that, since the arrival of the new chief of police, Urbana has begun holding weekly internal crime meetings and is moving toward daily crime meetings.

At the request of BerryDunn, the UPD convened a group of professional partners in a "Crime Symposium" to engage in a group discussion concerning the nature of crime, public safety, working relationships, and interactions between those professional partners and the UPD. This event and its findings are discussed in greater detail in Section 2.5 Crime Rates and Public Safety Data, but the discussion with these partners was largely positive regarding procedures, practices, and relationships with the UPD and its personnel. All professional partners had positive things to say about the UPD and the relationships between the police department and their agencies. The partners did note some frustration with UPD resources and staff as well as their own. It was evident to BerryDunn that the UPD strives to maintain positive relationships with these professional partners, and that the UPD has been responsive to their needs. Professional partners did not describe any notable interagency conflicts.

2.2.7 Problem Solving

A fundamental component of Community Oriented Policing (COP) is the concept of Problem-Oriented Policing (POP). Problem-Oriented Policing is best described as a policing approach that values and prioritizes collaboration with neighborhoods, communities, and individuals disproportionately impacted by crime and disorder to identify problems, analyze their causes, address those causes, and assess effectiveness of that identification, analysis, and response. That is, to work together to address the root causes of crime and develop solutions. Those neighborhoods, communities, and individuals disproportionately impacted by crime and disorder have often also been the most underserved by law enforcement. Consequently, community policing with meaningful problem-oriented policing presents a real opportunity to both solve problems that affect a department's neighbors and improve relationships and build trust between law enforcement and the community they serve. Urbana has a long history with community policing and the city has a clear commitment to working collaboratively with its stakeholders. Although there is no meaningful proactive problem-solving occurring on a broad

scale at the UPD, there is an understanding an appreciation of this approach that sets the stage for future efforts.

2.2.8 Community Survey/Feedback

BerryDunn utilized several mechanisms to solicit community feedback regarding the UPD, including a three-statement online survey, community stakeholder meetings, professional stakeholder interviews, and meetings with community interest groups and individuals. BerryDunn convened a community stakeholder meeting with representatives from a wide range of community stakeholder and advocates including representatives from the LGBTQ community, the Hispanic/Latinx community, local National Alliance on Mental Illness (NAMI), and the NAACP. These stakeholders engaged in a robust and meaningful discussion about police and community relationships in Urbana. Feedback included that they would like to see expanded alternative and co-response. Participants indicated opportunities exist for increased Crisis Intervention Training (CIT) and suggested the addition of advocates who specialize in crisis response for mental health consumers. Participants reported there have been increasing opportunities for police to work with community members and vice versa and that the police department is working deliberately to engage the community. Some community members indicated they would like more active and transparent sharing of data from police department, City administration, and elected officials. The police department has been willing to engage groups about supporting events and activities. The police department has historically had good communication channels. In addition to the in-person engagement described above, BerryDunn and UPD distributed an online survey that asked the respondents to provide feedback on the following:

1. What do you feel the Urbana Police and/or Fire Departments do well?

2. In what ways could the Urbana Police and/or Fire Departments improve?

The survey received 17 responses from respondents who reside in Urbana and the broader region. Responses included positive and negative feedback as well as some specific suggestions. Respondents indicated the police respond to calls for service in a timely manner with a respectful and positive presence and are well integrated into the community. Areas for improvement included more staffing, greater political support, recognition that public safety is a much broader topic than just police, implementation of alternative response to calls for service, and a desire for more active transparency.

BerryDunn notes here that the number of online feedback responses from the community represents a very small sample, and accordingly, it is not possible to draw meaningful conclusions from the information provided. However, the online feedback provided is consistent with feedback BerryDunn received from in-person community meetings.

Section 2.2 Recommendations

This section provides the three formal recommendations from Section 2.2. They are presented chronologically as they appear within the report. Each recommendation below includes the section and subsection (if available), recommendation number, and priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.16: Section 2.2 Recommendations

Policing Communications		
No.	**Communications Plan**	**Overall Priority**
Section 2, Subsection 2.2.4		
2-2	**Finding Area:** UPD does not have a communications strategy and internal communications is an area frequently mentioned by team members for improvement and clarity. Internal communications are a vital part of active and effective leadership and warrant specific planning to be utilized properly. Employees expressed a desire for enhanced internal communications.	
	Recommendation: BerryDunn recommends UPD develop a strategic communication plan that supports an overall departmental strategic leadership plan, and that highlights core values, key components, trusted partners, and regular procedures for communicating actively with internal and external stakeholders. This recommendation is complementary to a recommendation elsewhere in this Section to implement a strategic plan.	

Police Community-based Programs and Partnerships		
No.	**Regional Information Sharing and Crime Meetings**	**Overall Priority**
Section 2, Subsection 2.2.6		
2-3	**Finding Area:** UPD operates in a unique environment with an adjacent 'sister city' and a large flagship university who all share similar challenges and opportunities in public safety. There is a long history of collaboration including a multi-jurisdictional task force, but there is little effective means for data sharing. UPD recently began holding regular internal crime meetings.	
	Recommendation: BerryDunn recommends UPD expand on their internal crime meetings and work with area public safety partners to establish regular information sharing and performance management opportunities and pursue technology to automate data and intelligence sharing. This recommendation is complementary to the one made elsewhere in this Section about implementing a performance measurement and accountability management system.	

2.3 Police Department Mission, Vision, Goals, and Objectives

According to UPD's Policy Manual, the mission of the Urbana Police Department is to "enhance the quality of life in the City of Urbana by working cooperatively with the community and within the framework of the Constitution to enforce the laws, preserve the peace, reduce the fear of crime, and provide a safe environment for all. The Urbana Police Department will continually strive for excellence in the performance of its duties through education, training, and

collaboration with its citizens."[11] In addition to this mission statement, the City and the UPD issued a statement of Ten Shared Principles of relationships between the police and their community. These principles and their implication are discussed above in Section 2.2.1 and form the foundation for truly collaborative community policing efforts.

Section 2.3 Recommendations

This section provides the one formal recommendation from Section 2.3. The recommendation below includes the section and subsection (if available), recommendation number, and priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.17: Section 2.3 Recommendations

No.	Strategic Plan	Overall Priority
**Police Department Mission Vision, Goals, and Objectives**	
	Section 2, Subsection 2.3	
2-4	**Finding Area:** The police department has a strong and clear mission statement. It is not supported by a strategic plan or any statement of specific goals and objectives.	
	Recommendation: BerryDunn recommends UPD develop a strategic plan consistent with and supportive of the city's developing comprehensive plan. This recommendation is complementary to the recommendation to implement a performance measurement and accountability management process and should align strategic plan goals and objectives with performance measure and metrics. This recommendation should be coordinated with an additional recommendation to create a communications plan.	

2.4 Union/Labor and Management

BerryDunn explored the relationship between the leadership at the UPD and labor representation within the department. The consensus among the union/labor leaders and department leadership is that the relationship was generally positive and productive and was not an infringement upon administration of the department. This productive relationship is perhaps best evidenced by the agreement to a new collective bargaining contract during the summer of 2023.

2.5 Crime Rates and Public Safety Data

During initial conversations with UPD, BerryDunn learned about a perceived shift in crime in the area, and particularly, violent crime. While quantitative data provides meaningful opportunity for analysis, it is also important to learn from the lived experiences of professional subject matter experts who have been observing conditions and trends in real time. Consequently, BerryDunn

---

[11] https://www.urbanaillinois.us/police-policies

convened an informal Crime Symposium to gather local law enforcement leaders who collaborate with UPD to discuss historical and current crime and safety conditions and the trends they are observing and addressing. The following agencies and their representatives participated:

- University of Illinois PD, Alice Cary (Chief of Police – ret.)

- Champaign PD, Thomas Petrilli (Deputy Chief)

- Urbana Police, Matt Bain (Interim Deputy Chief) and Rich Surles (Interim Chief)

- University of Illinois PD, Matt Ballinger (Deputy Chief)

- Champaign County SO, Dustin Heuerman (Sheriff) and Shannon Barrett (Chief Deputy)

- Champaign County State's Attorney, Julia Rietz

The Crime Symposium produced robust and insightful dialogue. The law enforcement partners in the region care about their communities and supporting their regional partners like the UPD. Participants discussed challenges, opportunities, and trends they have observed. Participants generally agreed on those challenges, opportunities, and trends even as each participant provided unique insight. Those observations reveal some generally accepted observations as follows. Starting about a decade ago, the crime environment began to change significantly. The age of offenders began getting younger with more juveniles committing crimes. A culture of violence with retaliatory crimes driven by gang and group violence began to develop. Notably, gun crimes increased significantly including the presence of much more powerful and more sophisticated weapons, including automatic weapons, used in violent events like drive by shootings.

Just as participants reported seeing similar trends, they also discussed similar causes including changes in laws and accountability mechanisms, particularly for juveniles, that may be contributing to the crime trends. Approaches to address the crime trends include technology (such as ALPRs, cameras, acoustic gunshot sensors, etc.) to leverage the effectiveness of police response and new approaches such as "call-ins." Noted obstacles included the absence of support services like advocates, and alternative responses like community service responders (CSR's). Participants noted that regional challenges include perceived lack of political support, staffing issues that hamper proactive problem-solving efforts, lack of full staffing for multi-jurisdictional Street Crimes Task Force (from 12 to 5), and lack of effective sharing of crime data.

Within the policing industry, the Uniform Crime Reporting (UCR) categories established by the FBI had been the standard for decades. Under those standards, crimes were separated into two categories: Part 1 crimes (more serious) and Part 2 crimes (all others). The crimes classified as Part 1 crimes under UCR included: murder, rape, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson.[12] In recent years, the FBI has adopted the National Incident-

---

[12] fbi.gov/how-we-can-help-you/more-fbi-services-and-information/ucr/publications

Based Reporting System (NIBRS),[13] a new standard for crime reporting by police agencies. The NIBRS standard includes several subcategories and allows for more intricate evaluation of certain crime data, particularly on a national scale. Not all agencies or states have fully adopted the NIBRS standard, however, and many have experienced data submission errors that diminish BerryDunn's confidence in the data.

Because of the difficulties in comparing crime data from different communities using both the UCR and NIBRS standards, BerryDunn developed a process to convert NIBRS data into former UCR categories. In addition to comparison challenges, the FBI is typically 18 – 24 months behind in publishing national crime data. Accordingly, the most current NIBRS/UCR publication from the FBI was from 2021 as exhibited in Table 2.18 and reflects Part 1 crime data for Urbana as well as some comparison cities.

Table 2.18: Crime Rate Comparisons (2021 NIBRS data)

Urbana PD	Population	Total Offenses	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Homicide	Sex Offenses	Robbery	Aggravated Assault	Burglary	Larceny / Theft	Motor Vehicle Theft	Arson
Urbana	**41,673**	**2,695**	**1,054**	**1,372**	**269**	**9**	**40**	**21**	**155**	**144**	**1,362**	**26**	**6**
Champaign – City	90,231	4,634	1,929	2,381	324	8	108	67	483	271	2,084	68	15
University of Illinois, Urbana*	57,324	381	57	253	71	0	3	2	8	3	327	5	1
Oak Park PD	52,311	1,753	156	1,597	No Data	0	13	95	48	244	1,280	70	3
Urbana (2016 – Historic)	42,461					4	25	54	79	327	1,185	31	8

*Population indicates part- and full-time student enrollments and likely includes online students

Source: FBI Uniform Crime Reports

When Urbana's crime statistics are examined against the comparison cities, the crime totals are higher than the comparison jurisdictions. The nature of Urbana in the greater Urbana-Champaign-University of Illinois—as mentioned in the first section of this study—is significant. This is because, although Urbana is a comparatively small city (the U.S. Census defines a mid-sized city as populations between 100,000 and 250,000 people), when Urbana's population is combined with the population of Champaign and the University of Illinois-Urbana Champaign,

---

[13] fbi.gov/how-we-can-help-you/more-fbi-services-and-information/ucr/nibrs

the broader community has a population comparable to the 300 largest cities in the United States. Consequently, environmental factors, challenges, and crime data should be viewed and analyzed with that context in mind. Additionally, Urbana is within 200 miles, and directly in the middle of, several major metropolitan areas that have significant crime rates, including Chicago, St. Louis, and Indianapolis. The modern United States population is highly mobile—and this includes criminal perpetrators—who often travel between cities to conduct criminal activity and escape scrutiny from law enforcement. It should be expected that such travel habits and patterns would make it likely for crime and perpetrators from much larger regions to affect public safety conditions in Urbana.

Total crimes per 1,000 residents in Urbana were 64.67 versus 51.35 in Champaign and 33.511 in Oak Park. Crimes against persons per 1,000 residents were 25.29 in Urbana versus 21.38 and 2.98 in Champaign and Oak Park. Crimes against property per 1,000 residents were 32.92 in Urbana versus 26.39 and 31 in Champaign and Oak Park. In looking at crime rates, one is left with the question as to why crime rates and severity occur at a particular level in one community (Urbana), when another community (Champaign) has very different numbers. Understanding the origins and levels of crime has been a focal point of many researchers. Although not inclusive, the following list outlines several salient factors to consider when trying to understand crime rates, and when comparing one community to another.

- Population density and degree of urbanization.

- Variations in composition of the population, particularly youth concentration.

- Stability of the population with respect to residents' mobility, commuting patterns, and transient factors.

- Modes of transportation and highway system.

- Economic conditions, including median income, poverty level, and job availability.

- Cultural factors and educational, recreational, and religious characteristics.

- Family conditions with respect to divorce and family cohesiveness.

- Climate.

- Effective strength of law enforcement agencies.

- Administrative and investigative emphases of law enforcement.

- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probational).

- Citizens' [residents] attitudes toward crime.

- Crime reporting practices of the citizenry. [14]

Although BerryDunn has examined several factors regarding the City of Urbana and the UPD that touch upon many of these areas, a full examination of these factors is beyond the scope of this project. Moreover, BerryDunn cannot – with any measure of confidence – isolate the specific conditions contributing to crime in the City. Despite this limitation, several recommendations within this report (staffing, administrative and investigative emphasis), and other aspects of this study (citizen's attitudes toward crime, crime reporting practices), could ultimately have a positive effect on crime in the City, and indeed, that is certainly one goal of this project.

As noted previously, because of the unique environmental characteristics in which Urbana exists, there are not any obvious comparison cities for Urbana for which reliable crime data is readily available. The State of Illinois only started submitting NIBRS data in 2021, and there is a gap in UCR data for the state between 2019 and 2021. This means there is limited reliable regional data for comparison. 2022 NIBRS data had not been released at the time of this review, so only 2021 data could be utilized. Making comparisons with unreliable or incomparable exemplars can not only be difficult, but it can also be misleading, perhaps counterproductively. Consequently, due to these data limitations, BerryDunn has limited its comparative analysis of crime rates for Urbana. One metric that cannot be avoided is the number of homicides. By any metric, the homicide rate in Urbana is relatively high as are total crimes and crimes against persons. This dynamic certainly contributes to increased relative workloads for all aspects of the department including the two most significant functions: patrol and investigations. Homicides consume a great deal of resources both to manage the initial scene and conduct follow-up investigations. Homicides also cause financial and emotional damage to the community.

Table 2.19 below breaks out the NIBRS crime data reported by the UPD for 2021. The data in this table includes all NIBRS-classified crimes reported to the UPD for 2021, excluding the Part 1 offenses listed in the previous table.

---

[14] FBI — Variables Affecting Crime

Table 2.19: Part 2 Crimes – NIBRS (2021)

Part 2 Offenses - NIBRS	Count
Simple Assault/Intimidation	823
Human Trafficking/Commercial Sex Acts	0
Kidnapping/Abduction	27
Bribery	0
Counterfeiting/Forgery	39
Damage/Vandalism of Property	327
Fraud/Embezzlement	250
Computer Hacking	0
Stolen Property Offenses	3
Animal Cruelty	0
Drugs/Narcotics	278
Gambling	0
Pornography/Obscene	5
Prostitution	0
Weapons Violations	125
Totals	**1877**

Source: NIBRS data

Within Table 2.19, BerryDunn observes that the number of simple assault/intimidation reports is significant (which would include domestic battery), comprising nearly half of all NIBRS-classified Part 2 crimes.

In Table 2.20, BerryDunn displays Part 2 crime data derived from UPD computer-aided dispatch (CAD). In its analysis, BerryDunn classifies ordinance violations and anything that could be a crime as criminal (including domestic incidents), which provides different outputs from UCR/NIBRS reporting. Essentially, NIBRS does not capture all criminal data, but collects only NIBRS-classified data. The data in Table 2.20 provide additional perspective on the number of criminal and potentially criminal incidents reported to the UPD. It is noteworthy that the data in Table 2.20 represents 2022 data, since it was captured from CAD. BerryDunn would expect to see similar data patterns from CAD data from prior years.

Table 2.20: Part 2 Crimes – CAD (2022)

Incident Type	Count
Music Complaint	543
Noise Complaint	348
Hit and Run	303
Threats	296
Battery	290
Criminal Damage	251
Harassment	243
Deceptive Practice	242
Fight	158
Trespass	150
Shots Fired	142
Armed Subject	122
Violation of Order of Protection	101
Drug Activity	75
Fireworks	72
Forgery	48
DUI	41
Panhandler	41
Running at Large Vicious	31
Illegal Dumping	27
All Others	102
Grand Total*	**3626**

*Minimum 25 events
Source: Agency Provided CAD data

Table 2.21 displays Part 1 and Part 2 crimes for Urbana for 2016 and 2021. Part 1 crimes, in total, were relatively comparable to 2016 in 2021. The State of Illinois could not provide crime statistics for 2019 or 2020, and 2022 numbers were not available yet when this analysis was being conducted. Consequently, BerryDunn chose to include 2016 for comparative analysis since it was a five-year lookback from the most recent statistics available from the State of Illinois.

Table 2.21: Part 1 and Part 2 Crime Totals

	2016*	2021**
Part 1 Crimes	1,713	1,763
Part 2 Crimes	No Data	1,877
Total	**1,713**	**3,640**

*UCR data
**NIBRS data
Source: Agency Provided CAD data, NIBRS data

Again, BerryDunn notes the crime data for the City is undoubtedly influenced by the greater Champaign-Urbana metropolitan area, as well as other large urban areas nearby.

Section 2.5 Recommendations

This section provides the one formal recommendation from Section 2.5. The recommendation below includes the section and subsection (if available), recommendation number, and priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.22: Section 2.5 Recommendations

Police Crime Rates and Public Safety Data		
No.	**Crime Meetings**	**Overall Priority**
Section 2, Subsection 2.5		
2-5	**Finding Area:** Assessing and addressing crime and public safety are high priorities for UPD and the community they serve, and they have no formal mechanism for managing performance or assuring accountability for attaining established goals and performance measures.	
	Recommendation: Institute a performance measurement and accountability management system for addressing crime and public safety, with clear performance measures developed collaboratively with internal and external stakeholders. This recommendation is complementary to the one made elsewhere in this section about regional crime meetings and intelligence sharing.	

2.6 Patrol Services

Patrol Services: includes an analysis of patrol staffing, patrol work schedule and personnel deployments, and response to calls for service.

The purpose of the UPD's patrol division is to identify and hold criminals accountable, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Urbana in the spirit of community policing. This is accomplished through active patrol, traffic enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The patrol division responds to emergency and non-

emergency CFS. When not responding to these calls, officers in this division use non-obligated time to actively patrol their designated beats within the community. This section of the report provides substantive details concerning the structure of the patrol division, along with data and analysis regarding workloads and personnel deployments.

2.6.1 Patrol Environmental Factors

As noted, the city of Urbana is about 12 square miles of total area distributed relatively proportionately without unusual shapes or topographical characteristics. Urbana shares a border with the city of Champaign and encompasses part of the large University of Illinois campus. The shared border with Champaign and the presence of the University of Illinois are significant factors contributing to a population density (3,251 persons per square mile) relatively high for a census-designated small city in the United States. This density is 75.54% greater than the density of nearby Springfield, Illinois (1,852 persons per square mile), which is almost three times the population of Urbana. Urbana's population density is even higher than nearby large urban areas of St. Louis and Indianapolis. As noted previously in this report, Urbana is also situated relatively close to several large cities and is on a ground transit route between multiple large metropolitan areas. These factors affect the dynamics of visitation, crime, and public safety in Urbana.

2.6.2 District/Sectors and Personnel Deployment

As noted previously, the UPD separates the city into five geographical patrol beats numbered 61 through 65. From a deployment perspective, North Patrol is responsible for Beats 61 and 62, and South Patrol is responsible for Beats 63, 64, and 65. The geography of the city can be an important factor in understanding staffing demands and personnel allocations. As noted previously, the land area of Urban is roughly 12 square miles. Figure 2.3 portrays the city of Urbana divided into its five patrol beat areas.

Figure 2.3: District/Beat Map
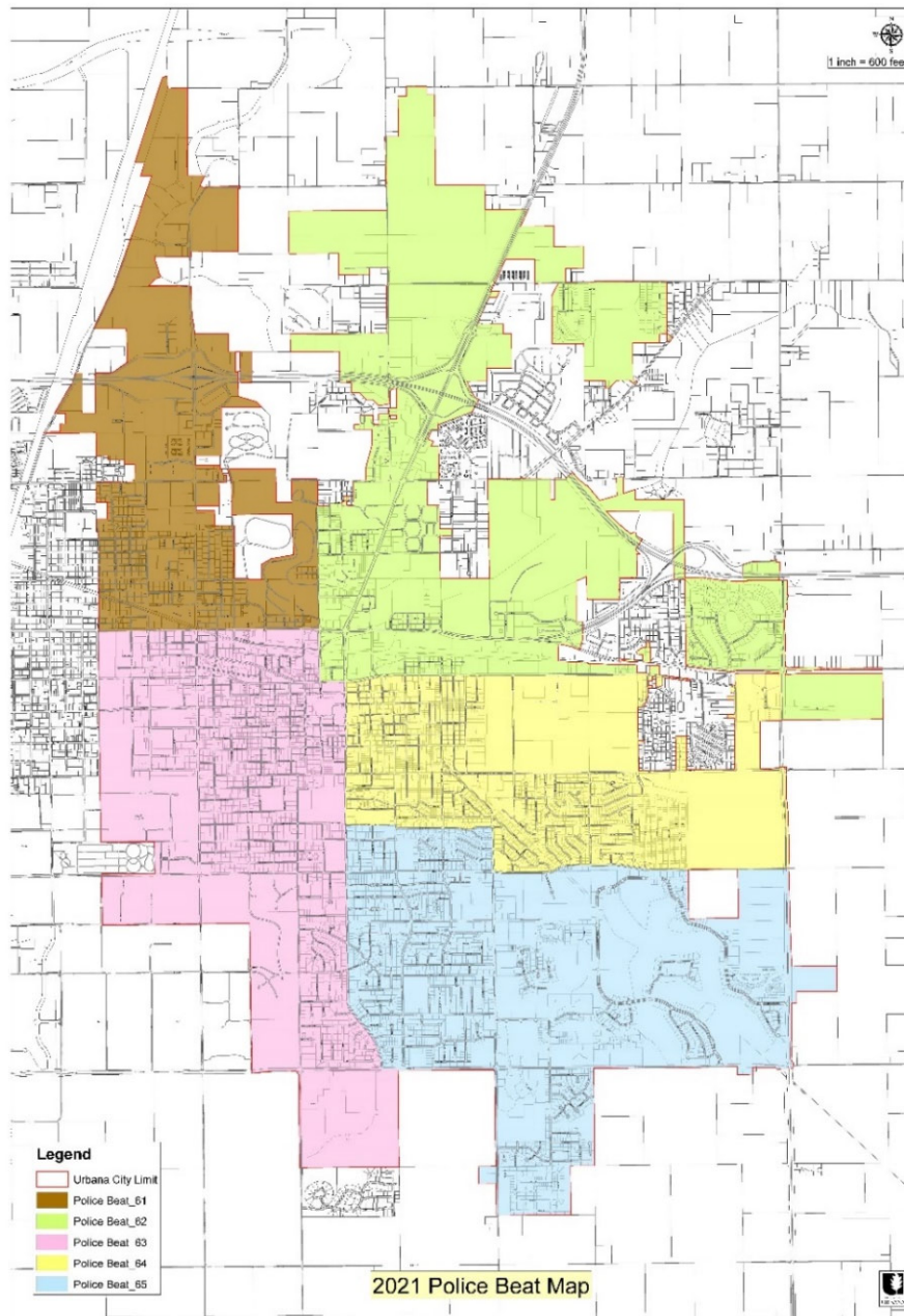
Source: Agency Provided data

Table 2.23 below displays the geographical area and population of each beat. The largest beat, 62, is about 80% geographically larger than the smallest beat, 61. The population of Beat 62 is dramatically greater than the other patrol beats. If the patrol beats were distributed equally in terms of geography and population, the average size would be approximately 2.2 square miles and average population would be 7,648 per patrol beat. The patrol beats for the UPD vary in size and significantly in population. Although some staff have indicated the beat structure is functional, there is an opportunity for the UPD to reimagine its personnel deployments to

improve geographical distributions of personnel, consistent with a focus on geographic policing. BerryDunn will examine coverage and schedule issues more thoroughly later in this chapter. This is an important place for a reminder that BerryDunn analyzes staffing levels based on workload and workload is not necessarily positively correlated to either population or area.

Table 2.23: District Size and Population

Beat	Sq. Miles	*Population
Beat 61	1.70	3,784
Beat 62	3.06	3,532
Beat 63	2.49	15,479
Beat 64	1.96	7,254
Beat 65	2.77	8,193

*2020 Population Estimates
Source: Agency Provided data

Table 2.24 displays authorized staffing for UPD. The authorized staffing levels for the Patrol Section includes 31 officers (including the K-9), 10 sergeants, and two lieutenants. The workload and staffing model for Patrol relies upon calculating the actual time available for those officers who routinely respond to CFS. At UPD patrol officers and K-9 officers are primary CFS takers (as BerryDunn outlines later in this report, patrol sergeants have been heavily involved in CFS response, likely due to the UPD being short-staffed). This means there are as many as 31 officers responsible for handling CFS. The behavioral health detective operates in a co-response capacity with a community-based service provider. That is, this detective does not respond to calls for service in progress but operates in a follow-up service provision model. BerryDunn learned UPD is considering revising the posture of this detective, so the position may be responsible for responding to some calls for service in progress.

Table 2.24: Patrol Staffing and Distribution of Personnel

Section	Total Number
Lieutenant	2
Patrol Sergeants	10
Patrol Officers	30
Other Units Assigned to Patrol	
K-9	1
Behavioral Health Detective (CIT)	1
School Resource Officers	2
*Totals	**46**

Source: Agency Provided data

BerryDunn notes that *authorized* staffing levels are not the same as *actual* staffing levels. Although Table 2.24 identifies total authorized sworn positions, the actual numbers have shifted during the project. At the time this report was being drafted, the UPD was short numerous sworn officer positions. Staffing levels within police departments are always in flux, as are position assignments and unit allocations. This is important because the workload calculations BerryDunn uses in this report (particularly in this section) rely on full staffing of authorized positions. When one or more positions are vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Although these position vacancies occur in various operational sections within the department based on current deployment decisions, a lack of resources in a non-patrol section can also affect patrol workloads. This is particularly true, as will be discussed in Section 2.7 Investigations, because UPD has a practice of assigning investigative cases to patrol when the Investigations Division is overburdened.

2.6.3 Patrol Call Load and Calls for Service Analysis

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

Methodology

BerryDunn utilized a thorough and sophisticated analysis methodology to assess workload demand and staffing requirements. The BerryDunn project team obtained a comprehensive CAD dataset from UPD for 2022, which was produced by METCAD. As is typical in these types of studies, there were challenges and limitations within the CAD dataset that the UPD provided to BerryDunn. Despite these limitations, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data, some of which is described below. BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Section must manage. Additionally, it is common for CAD datasets to include challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so the data can be used for the required calculations. BerryDunn exercised this experience and applied a proven methodology to prepare the data for final analysis.

The initial CAD dataset contained 94,334 lines. The total workload volume captured in the dataset was 52,590 hours. However, upon close examination, BerryDunn discovered there were 29,172 duplicate entries in the dataset. When these data were removed, the dataset contained 65,161 entries relating to 23,823 unique incidents (nearly all incidents include multiple line entries, representing the units assigned to each incident). With the duplicates removed, the dataset reflected 32,321 hours of work effort, (see Table 2.25). This total number of hours represents the actual workload hours recorded within CAD.

Table 2.25: Patrol and Supplemental Patrol Unit Hours

Unit	2022 Hours on Call		
Patrol	**Community**	**Officer**	**Total**
Officer	15859:35:54	2907:13:00	18766:48:54
K9	642:08:12	95:51:46	737:59:58
Patrol	0:10:16	None	0:10:16
Sergeant*	3676:09:21	825:35:58	4501:45:19
Subtotal	**20178:03:43**	**3828:40:44**	**24006:44:27**
Supplemental Patrol	**Community**	**Officer**	**Total**
Chief	1:29:38	2:03:14	3:32:52
Deputy Chief	0:34:29	4:40:03	5:14:32
Evidence	0:00:33		0:00:33
Lieutenant	147:47:49	59:18:09	207:05:58
Subtotal	**149:52:29**	**66:01:26**	**215:53:55**
Investigations and Task Forces	**Community**	**Officer**	**Total**
Detective	928:48:21	910:14:32	1839:02:53
Subtotal	**928:48:21**	**910:14:32**	**1839:02:53**
Total - UPD	**21256:44:33**	**4804:56:42**	**26061:41:15**
Non UPD Volume	**Community**	**Officer**	**Total**
CCSO PD	725:50:00	631:51:13	1357:41:13
CC Corrections	41:40:41	4:21:49	46:02:30
Champaign PD	1533:45:03	889:14:03	2422:59:06
METCAD	38:37:51	14:18:04	52:55:55
Mahomet PD	29:32:21	21:53:57	51:26:18
Rantoul PD	124:38:41	13:40:10	138:18:51
Tolono PD	1:36:16	None	1:36:16
U of Illinois PD	559:15:06	435:12:02	994:27:08
All Other Data	1140:34:48	53:23:31	1193:58:19
Subtotal	4195:30:47	2063:54:49	6259:25:36
Grand Total	**25452:15:20**	**6868:51:31**	**32321:06:51**

Source: Agency Provided CAD data

Sergeant volume shown in patrol should be performed by patrol officers as a patrol function.

There are two important aspects of Table 2.25 to highlight. First, BerryDunn has separated the workload provided in this table into categories that indicate patrol, supplemental patrol, investigations and task forces, and non-UPD. "Patrol" refers to those officers who are routinely responsible for handling CFS (patrol sergeants are included in this section because of their primary work assignment to support patrol functions). "Supplemental patrol" refers to those officers who support the patrol function and who might occasionally answer CFS, but for whom CFS response is not a primary responsibility. Investigations volume is generally related to non-CFS activities, and non-UPD includes work volume that refers to officers who are not responding to UPD CFS. Non-UPD information relates to work performed by agencies other than UPD, and it is not considered part of the primary CFS workload, so determining this value is a critical element in exercising the BerryDunn workload calculation formula. Second, the totals in Table 2.25 include both community- and officer-initiated activity. This is noteworthy because the BerryDunn workload model categorically separates community-initiated and officer-initiated CFS and relies on obligated workload that emanates primarily from community-initiated calls.

Work effort by patrol represents approximately 20,178 hours of the 21,256 hours of community-initiated activity hours shown in Table 2.25. This means that patrol is responsible for handling 94.9% (20,178 divided by 21,256) of all community-initiated CFS in Urbana. Although other units support patrol and respond to a certain amount of community-initiated CFS, patrol officers are responsible for the bulk of the obligated time associated with community-initiated CFS. Arguably, some of the CFS responses allocated in the patrol category might not relate to CFS that are part of the patrol obligation, and there are likely CFS that were handled by secondary supplemental patrol units, which do relate to primary CFS workload. Similarly, some of the CFS responses within the non-patrol category might be in support of a call that patrol handled; however, without a case-by-case breakdown, certainty of these numbers is difficult. Despite the potential for variances in the data, BerryDunn is confident these allocations and their subsequent calculations accurately reflect the total obligated patrol response demands and that the variations that might exist within the categories would not significantly or materially affect the categorical totals or the calculations used by BerryDunn to determine staffing levels.

As is typically the case, the CAD dataset provided from the UPD included data that is not part of the obligated workload (community-initiated work volume). Table 2.25 represents *all* volume in CAD, and as the table reflects, that includes non-UPD workload. Table 2.25 also includes non-CFS data (e.g., follow-up, information, extra patrol). BerryDunn removes these data from staffing calculations because they are not part of the obligated workload.

Table 2.26 displays total CFS data for UPD with non-UPD and non-CFS data removed, as discussed above. As Table 2.25 shows, the CAD dataset included approximately 4,195 hours of community-initiated non-UPD data. Additionally, Table 2.26 outlines approximately 1,494 hours of non-CFS volume, which again, is not part of the obligated workload. The result of these calculations reveals a total UPD community-initiated obligated workload volume of 19,762 hours.

Table 2.26: Adjusted UPD Unit Hours

Unit	2020 Hours on Call		
Non-CFS	**Community**	**Officer**	**Total**
Chief	None	0:57:14	0:57:14
Detective	382:53:44	533:09:40	916:03:24
K9	30:41:58	56:16:57	86:58:55
Lieutenant	26:45:34	10:06:26	36:52:00
Officer	814:21:15	1056:42:12	1871:03:27
Sergeant	239:52:00	367:03:30	606:55:30
Subtotal	**1494:34:31**	**2024:15:59**	**3518:50:30**
Adjusted Total - UPD	**19762:10:02**	**2780:40:43**	**22542:50:45**

Source: Agency Provided CAD data

The topic of mutual aid came up frequently in interviews with UPD team members. There appears to be a generalized perception that UPD receives a significant amount of coverage and support from other agencies in responding to community initiated CFS in Urbana. BerryDunn analyzed CAD data to determine how much support is being received in mutual aid *from* other agencies and how much time is being spent delivering mutual aid *to* other agencies. Table 2.27 shows the UPD provided about 1,084 hours of mutual aid responding to CFS in other jurisdictions. This amount is essentially equivalent to the available officer time of two FTEs for the UPD (see Table 2.59).

Table 2.27: Mutual Aid Provided by UPD

Row Labels	Community	Officer	Grand Total
Chief		0:08:46	0:08:46
Detective	139:36:50	249:52:25	389:29:15
Evidence	0:00:27		0:00:27
K9	28:02:12	9:08:45	37:10:57
Lieutenant	6:00:15	3:29:25	9:29:40
Officer	607:35:52	139:15:51	746:51:43
Sergeant	303:27:32	42:35:47	346:03:19
Grand Total	**1084:43:08**	**444:30:59**	**1529:14:07**

Source: Agency Provided CAD data

CAD data suggests 78 different CFS categories of mutual aid provided by the UPD, with 6 categories (shooting with injuries, medical, domestic, search warrant, armed subject, accident with injuries) making up nearly 50% of the overall volume. The most frequent entities receiving mutual aid from the UPD include, in order: Champaign PD, CCSO, University of Illinois PD,

County EMS, Arrow Ambulance, and Champaign FD. These five organizations comprise 671 of the 1,084 hours of mutual aid recorded, or about 61.9% of the overall volume.

Table 2.28 shows the UPD received about 573 hours of mutual aid from other agencies responding to CFS in UPD jurisdiction. This amounts to slightly more than one FTE. In short, the UPD is providing mutual aid at a rate of approximately 2 FTEs, with a mutual aid return rate of 1 FTE.

Mutual aid is a give and take situation and it is a necessary element of nearly all police agencies. Cities (and counties and states) cannot afford to staff at a level that accounts for major spikes in demand – even when they occur with some regularity. Using mutual aid is a means to help keep staffing levels down, while having access to additional resources in emergent conditions. Based on an evaluation of the data, the UPD is providing mutual aid at a rate of 2 to 1, relative to the aid it receives. BerryDunn points out there is nothing wrong with this ratio. It is commonplace for agencies to have disparate mutual aid rates. More importantly, this volume is part of the UPD workload, and it is unlikely that the ratio of aid will change substantially over time.

Table 2.28: Mutual Aid Provided to the UPD

Row Labels	Community	Officer	Grand Total
Champaign County Sheriff's Office	184:39:57	149:50:39	334:30:36
Champaign County Corrections	40:47:50	3:24:41	44:12:31
Champaign PD	91:13:55	135:38:27	226:52:22
METCAD	20:44:46	9:46:58	30:31:44
Mahomet PD	0:11:27	1:02:25	1:13:52
Rantoul PD	6:51:02	1:28:59	8:20:01
U of Illinois PD	229:28:17	85:35:40	315:03:57
Grand Total	**573:57:14**	**386:47:49**	**960:45:03**

Source: Agency Provided CAD data

As part of this assessment, BerryDunn asked the UPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Based on the self-reported survey provided, patrol officers reported an average of 0.96 narrative reports per shift, with the average report-writing duration of approximately 43.88 minutes, see Table 2.29. In prior studies, BerryDunn found that agencies average approximately two narrative reports per shift with an average report writing time of 36 minutes. The self-reported data from the UPD reflecting the number of reports per shift is half of prior study averages; however, the time per report for the UPD is slightly higher. This dynamic results in approximately 42 minutes of report writing per shift at UPD versus about 72 minutes of report writing per shift at departments in prior studies.

Table 2.29: Officer Workload Survey – Reports

Title	Urbana PD	*Prior Studies
Number of Responses	51	148
Number of Written Reports	49	355
Average Reports per Shift	0.96	2
Average Minutes per Report	43.88	36

Source: Patrol Workforce Survey data

Despite this observation, BerryDunn notes that this is self-reported data, and the collection period was limited. It is possible that with a longer data collection period, the volume of reports might be higher. In fact, BerryDunn examined the CAD dataset provided and looked at the CFS dispositions, noting 4,542 primary and 292 supplemental report designations. Although this CAD field may not be fully accurate (because this can depend on how officers close out a CFS in CAD), it suggests a higher rate than the self-reported data.

Within the same survey, officers self-reported data related to their workload and type of activity. The data reported from the 51 responses indicate that, in total, officers handled 399 CFS, with an average of 7.82 CFS per shift and each CFS averaging 29.33 minutes, see Table 2.30. This self-reported data does not include report-writing time but only the on-scene time associated with handling the CFS, including backup responses. BerryDunn notes that, based on several prior studies, the average self-reported number of CFS handled per shift was eight, with an average CFS duration of 38 minutes. The amount of time per CFS for the UPD is significantly lower than in the prior study averages, although the number of CFS per shift at the UPD is very similar to prior study averages. This means that UPD is spending less time overall on response to CFS than the prior studies with 229 minutes total (7.82 CFS times 29.33 minutes per call) at UPD versus 304 minutes total (8.0 CFS times 38 minutes per call) for departments in the prior studies average. As with Table 2.29, the above data is self-reported, and it may not be completely accurate.

Table 2.30: Officer Workload Survey – Calls for Service.

Title	Urbana PD	*Prior Studies Avg.
Number of Responses	51	163
Number of CFS Reported	399	1300
Average CFS Responses per Shift	7.82	8
Average Minutes per CFS	29.33	38

Source: Patrol Workforce Survey data

BerryDunn elaborates further on average CFS times later in this chapter (see Table 2.35), including comparisons to other agencies studied. That data, which is recorded in CAD, is a more accurate representation of overall response times and time on scene for officers.

Table 2.31 displays all non-criminal call types with 50 or more incidents ranked in order of frequency, as collected from the CAD dataset. Domestic related calls are the most common

type of call followed by check welfare, remove subject, and alarm calls. To clarify, within the framework of this analysis, BerryDunn regards Domestic calls as service incidents, not criminal incidents. Although some domestic incidents can become criminal, when that occurs the incident is generally recorded as an assault (though oftentimes this occurs after officers conduct an investigation). Without a case-by-case analysis, it is not possible to make this determination broadly within a CAD dataset, so these are coded as service incidents in the data represented in this report. The data in this table is significant because many service-related CFS types such as check welfare, alarms, property damage accident reports, and medicals, among others, account for a substantial volume of work, and they also represent non-criminal calls that provide opportunity for an alternative to sworn response. Like domestic incidents, however, after arriving on scene, officers often determine that the nature of the CFS is different than what was initially reported in CAD. BerryDunn also notes that these classification issues can be improved by recording all UPD involvement in the RMS, so that each incident can be coded properly by the investigating officer(s). This can aid the UPD in conducting ongoing analysis of their work efforts and workloads.

Table 2.31: Call for Service Totals (Non-Criminal)

Incident Type	Count
Domestic	1174
Check Welfare	1124
Remove Subject	1098
Alarm	823
Meet Complainant	786
Disorderly	679
Crisis Intervention Team	621
Accident Property Damage Report	457
Standby Request	395
Juvenile Problem	246
Suspicious Person	244
Make Your Own Case (MYOC) [Officer Generated]	235
911 Hang Up	231
Suicidal Threats	223
Accident with Injuries	213
Suspicious Activity	188
Medical	182
Assist Other Agency	163
Suspicious Vehicle	104

Incident Type	Count
Assist Fire	95
Found Property	94
Check Vehicle	82
Barking Dog	81
ATL	75
Man Down	75
Ambulance Only	72
Intoxicated Subject	59
Missing Adult	59
Runaway	57
Miscellaneous Animal	52
All Others	521
Grand Total	**10,508**

*50 or more incidents
Source: Agency Provided CAD data

The data in Table 2.31 originates from CAD since UPD, like many agencies, does not record all CFS data in RMS. This makes it difficult to track and monitor CFS volumes over time (other than NIBRS-related data that is recorded in RMS). The large volume of non-criminal CFS activity represents an opportunity for alternative responses (e.g., community service responders) that could relieve some of the obligation of this non-criminal CFS volume from sworn officers. Alternative response will be discussed briefly later in this report and extensively in a subsequent report.

Figure 2.4 represents the ratio of community-initiated CFS versus officer-initiated CFS. In several recent studies, the average percentage of community-initiated activity was approximately 61% although it is important to note the range from these studies was from 40.77% to 78.27%. Based on the data from Figure 2.4, the UPD is higher than any of the comparison cities at 86% of CFS being community initiated. The ratio at UPD (86% community-initiated to 14% officer-initiated) is significantly unbalanced. As displayed in Figure 2.4, the prior study average is 61% community initiated CFS to 39% officer initiated CFS. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly; however, BerryDunn has determined that one of the key factors that drives these differences relates to staffing issues and the amount of time officers have available to conduct self-initiated activities.

An unbalanced ratio skewed heavily towards community-initiated CFS as seen with UPD, is generally attributable to patrol officers being so overburdened with obligated workload, responding to community-initiated CFS and related tasks, and additionally in the case of the UPD, conducting criminal investigation follow-up for minor crimes, that there is a perceived or

actual lack of time for officer-initiated activity. Even though when taken in sum during each shift, available discretionary or unobligated time for officers may afford them the apparent opportunity to conduct officer-initiated work, oftentimes the available time is distributed between other work, which precludes the opportunity to focus on officer-initiated activity. This imbalance and lack of available time for self-initiated work is also generally attributable to being short-staffed relative to community-initiated call volume, which has been the case reported to BerryDunn by UPD staff. BerryDunn will perform more detailed analysis on staffing levels and available time later in this report.

Figure 2.4: Community- Versus Officer-Initiated CFS

Community vs. Officer-Initiated Activity

	Community	Officer
■ Urbana PD	86%	14%
■ Prior Study (Avg.)	61%	39%
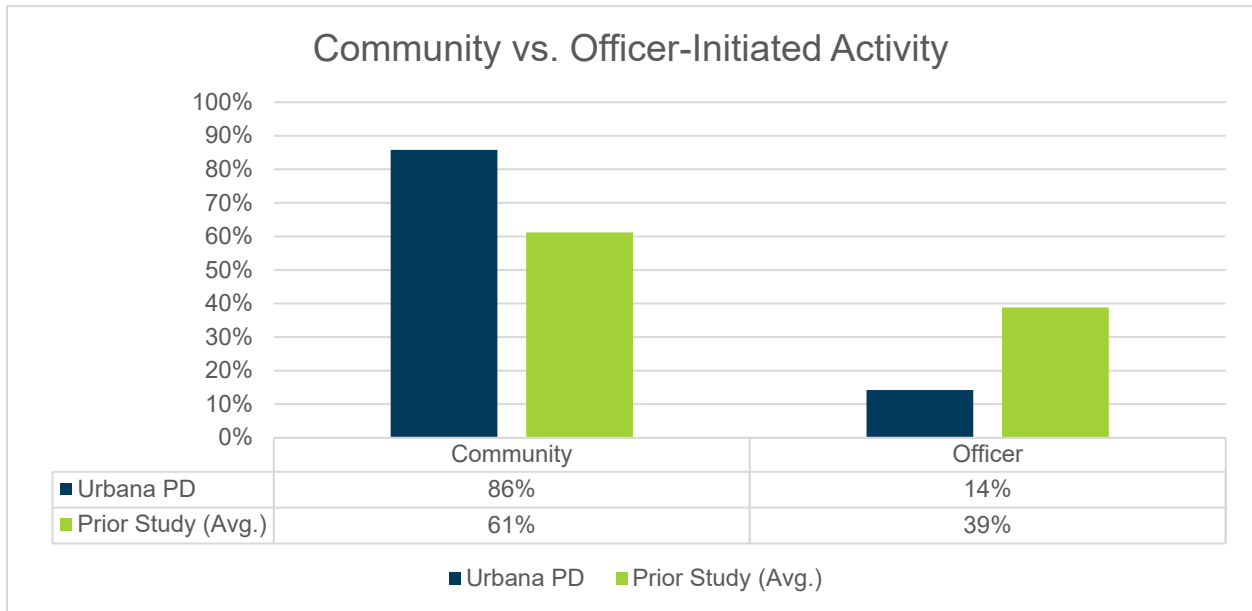
Source: Agency Provided CAD data

In this section, BerryDunn examines the data related to the response to CFS by UPD, both community- and officer-initiated, and provides a detailed analysis of this information. CFS response represents the core function of policing. Responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department.

To aid in analyzing the CAD data, BerryDunn separated the data into categories including crime, service (including motor vehicle crashes), and traffic, and Table 2.32 provides the combined total volume of CFS and the associated workloads for both community- and officer-initiated activity. Based on data BerryDunn reviewed, the largest volume of cumulative (community- and officer-initiated) CFS workload is service-related, comprising 60.97% of all CFS volume and 63.20% of total time spent on CFS. Criminal incidents represent 29.01% of all CFS volume and require 31.11% of overall time for Patrol officers spent on CFS. Based on the CAD data exhibited in Table 2.32, total CFS incidents (both community- and officer-initiated) dealing with crime represent slightly less than a third of total call volume and total time spent on CFS. Service (i.e., non-criminal and non-traffic-related) calls, which includes motor vehicle crashes, account for over two-thirds of call volume and total time spent on CFS. This means the

most frequent incident type, and the largest consumer of patrol time, is response to non-criminal incidents, particularly service incidents. Again, this condition is highly conducive to diverting certain CFS volume to alternative response.

Table 2.32: Cumulative CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (Hours)	% of Total Time Spent
Crime	5,501	29.01%	6,669.85	31.11%
Service	11,562	60.97%	13,550.44	63.20%
Traffic	1,900	10.02%	1,221.34	5.70%
Grand Total	**18,963**	**100.00%**	**21,441.63**	**100.00%**

Source: Agency Provided CAD data

BerryDunn split the data further into workloads that involve only community-initiated CFS. Table 2.33 exhibits community-initiated CFS by the same categories as cumulative CFS in Table 2.32. The ratios of call volume and time spent on calls for community-initiated CFS reflect those seen in cumulative CFS above. That is, about two thirds of total call volume and total time is for service-related (non-criminal) CFS. Again, about one third of total CFS and total time is spent on community-initiated CFS related to crime. BerryDunn notes again that domestic incidents are coded as non-criminal volume, and some of those incidents likely resulted in criminal charges. Regardless of the criminality, the CAD data reflects that the UPD spent 2,035 hours managing domestic incidents, and this represents 10.66% of the overall community-initiated CFS volume for the department (see Table 2.36).

Table 2.33: Community-Initiated CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (Hours)	% of Total Time Spent
Crime	5,322	32.72%	6,316.90	33.08%
Service	10,508	64.61%	12,597.53	65.98%
Traffic*	434	2.67%	178.56	0.94%
Grand Total	**16,264**	**100.00%**	**19,093.00**	**100.00%**

Source: Agency Provided CAD data

*In this table, Traffic refers to traffic complaints

Officer-initiated CFS are exhibited in Table 2.34. This data skews toward traffic enforcement, with approximately 54% of all officer-initiated calls and 44% of all officer-initiated activity time spent on traffic enforcement. This compares to about 39% of calls and 44% of time spent on officer-initiated service activity incidents. Only 6.63% of all calls and 15.03% of time is dedicated to officer-initiated activity related to (non-traffic) crimes.

Table 2.34: Officer-Initiated CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H/M/S)	% of Total Time Spent
Crime	179	6.63%	352.94	15.03%
Service	1,054	39.05%	952.91	40.57%
Traffic	1,466	54.32%	1,042.78	44.40%
Grand Total	**2,699**	**100.00%**	**2,348.63**	**100.00%**

Source: Agency Provided CAD data

All the above analysis indicates that the largest driver of activity for UPD is related to non-criminal activity. This is reflective of the reality of modern policing across the United States as observed by BerryDunn in other studies. This also provides context of why many community members in Urbana and around the country, as well as many police leaders, are seeking alternative responses to community service needs that utilize resources—often less expensive and more specifically prepared for these types of calls—other than police to respond to community service needs.

Table 2.35 provides data on time spent on each type of CFS category. BerryDunn has provided a breakdown of the percentage of distribution of CFS by activity category, the percentage of time allocated to each activity category, and the average number of minutes per CFS for each activity category. Data in Table 2.35 reflects only patrol efforts. Based on the data analyzed, UPD patrol spends an average of 71.22 minutes per criminal incident, 71.93 minutes for service calls (which includes motor vehicle crashes in this table), and 24.68 minutes for traffic incidents (these are community-initiated traffic complaints and do not include traffic stops or motor vehicle crashes). Table 2.35 further displays a comparison of time spent on crime, service, and traffic calls between UPD and prior study cities.

Urbana, unlike the prior study averages, spends the highest percentage of total time on service-related calls, accounting for 75.26% of total time versus 38.52% for the prior study averages. Conversely, Urbana spends a much smaller percentage of its total time on crime-related calls compared to the prior study averages at 24.12% for Urbana versus 46.65% for prior study averages. This is despite the fact UPD spends more time per crime related CFS as the prior study averages (71.22 minutes versus 56.47 minutes). Additionally, UPD spends 71.93 minutes on every service related CFS versus less than 40 minutes in the prior study averages. This number, which is comparatively high, includes an average of 129.95 minutes of combined time per motor vehicle crash (though not split out in the table). Notably, Urbana spends less time (24.68 minutes) than prior study averages (48.41) on traffic related CFS although Urbana commits a significantly—and statistically insignificant—portion of its total time (only 0.61%) to traffic related CFS. When all CFS on-scene time is calculated, the UPD spends an average of 70.44 minutes per CFS.

All this data indicates Urbana is spending more time per CFS than prior cities studied, responding to both crime and service related CFS and particularly service (i.e., non-criminal) CFS. While extended time on service related CFS can contribute to relationship and community-

building and enhance both investigations and outcomes, it can also be a significant consumer of time and resources that makes it harder to respond to all CFS in a timely and appropriate manner. Furthermore, it may represent a significant opportunity to provide an alternative to sworn response. This noted dedication of time resources to CFS warrants further and exploration by UPD to assess the details associated with this noted variance from other studies.

In instances where departments have longer on-scene times (like the UPD), BerryDunn finds that various factors may be influencing the data. Those can include such things as a greater emphasis on providing exemplary service, officers who conduct an atypically high amount of investigative work during the initial CFS, backup officers remaining on scene longer than necessary, and officers recording report writing time while remaining assigned to a CFS. Some factors might be considered positive, while others might be considered negative. Ultimately, for any agency, there should be a balanced approach to CFS response that includes an appropriate on scene time that is unique to the agency and the needs of the community. BerryDunn is not alarmed by the CFS on scene times of the UPD, but encouraged the department to examine what factors may be at play, and to make any appropriate adjustments, should any be warranted.

Table 2.35: Time per Call for Service – Comparisons

Urbana PD			
Category	**% of Total Calls**	**% of Call Time**	**Minutes/CFS**
Crime	25.17%	24.12%	71.22
Service	72.86%	75.26%	71.93
Traffic	1.97%	0.61%	24.68

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

Source: Agency Provided CAD data

Table 2.36 displays agency activity type by number of hours on events. As might be expected, serious violent crime like shootings consume the largest percentage of total crime-related time at 16.72%. Another violent crime (battery) is the second highest consumer of time at 7.96% of crime related time and 2.63% of total time. Out of 19,093 total hours spent on community-initiated CFS, response to service related CFS consumed 11,021 total hours (about 58%) versus 6,317 hours (about 33%) for crime related CFS. Notably, domestics and medical CFS comprised 18.69% of all service related CFS.

Table 2.36: Most Frequent Agency Activity by Time Spent (2022)

Community Initiated	Hours on CFS	Pct. of Total by Category	Pct. of Overall Total
Crime			
Shooting Injuries	1,057	16.72%	5.53%
Battery	503	7.96%	2.63%
Theft	407	6.44%	2.13%
Armed Subject	399	6.32%	2.09%
Hit and Run	362	5.73%	1.90%
Crime - Total Annual Hours	**6,317**	**43.18%**	**33.08%**
Service			
Domestic	2,035	18.47%	10.66%
Medical	1,533	13.91%	8.03%
Remove Subject	940	8.53%	4.92%
Check Welfare	903	8.19%	4.73%
Disorderly	549	4.99%	2.88%
Service - Total Annual Hours	**11,021**	**54.08%**	**57.72%**
Traffic (Motor Vehicles Crashes Only)			
Accident with Injuries	1,030	65.34%	5.40%
Accident Property Damage Report	439	27.85%	2.30%
Accident with Injuries Report	70	4.45%	0.37%
Accident Unknown	32	2.02%	0.17%
Accident Unknown Interstate	5	0.33%	0.03%
Traffic Subtotal - Total Annual Hours (M/V Crashes Only)	**1,577**	**100%**	**8.26%**
Traffic (No Motor Vehicle Crashes)			
Assist Motorist	86	47.97%	0.45%
Parking Complaint	56	31.36%	0.29%
Traffic Hazard	20	11.43%	0.11%
Traffic Lights	9	4.84%	0.05%
Traffic Stop*	4	2.47%	0.02%
Traffic Subtotal - Total Annual Hours (No M/V Crashes)	**179**	**98%**	**0.94%**
Traffic - Total Annual Hours	**1,755**	**100%**	**9.19%**
Community Initiated Total Hours	**19,093**	**100%**	**100.00%**

Source: Agency Provided CAD data

*Traffic stops based on a community complaint (excludes officer-initiated activity)

Table 2.37 lists agency activity in descending order by number of events. Domestic events are the most frequent event type at 7.22%, although it is notable that only four event types are over 5%, and only two other event types are over 4% of the total. The top 10 most common event types account for 48.33% of all call type volume. Of this call volume, several call types include activity that is completely or partially non-criminal in nature such as medical calls, check welfare calls, and accidents with property damage, which might be available for alternative response.

Table 2.37: Most Frequent Agency Activity by Volume

*Description	Event Type	2022 Event Count	Percent
Domestic	Service	1174	7.22%
Check Welfare	Service	1124	6.91%
Remove Subject	Service	1098	6.75%
Alarm	Service	823	5.06%
Meet Complainant	Service	786	4.83%
Disorderly	Service	679	4.17%
Crisis Intervention Team	Service	621	3.82%
Theft	Criminal	555	3.41%
Music Complaint	Criminal	543	3.34%
Accident Property Damage Report	Motor Vehicle	457	2.81%
Standby Request	Service	395	2.43%
Noise Complaint	Criminal	348	2.14%
Hit and Run	Criminal	303	1.86%
Threats	Criminal	296	1.82%
Battery	Criminal	290	1.78%
Criminal Damage	Criminal	251	1.54%
Juvenile Problem	Service	246	1.51%
Burglary	Criminal	245	1.51%
Suspicious Person	Service	244	1.50%
Harassment	Criminal	243	1.49%
Deceptive Practice	Criminal	242	1.49%
Make Your Own Case (MYOC)	Service	235	1.44%
Shoplifter Not In Custody	Criminal	235	1.44%
911 Hang Up	Service	231	1.42%
Suicidal Threats	Service	223	1.37%
Accident with Injuries	Motor Vehicle	213	1.31%

*Description	Event Type	2022 Event Count	Percent
Suspicious Activity	Service	188	1.16%
Medical	Service	182	1.12%
Burglary of Motor Vehicle	Criminal	177	1.09%
Parking Complaint	Traffic	164	1.01%
Assist Other Agency	Service	163	1.00%
Total		**16264**	**100.00%**

*Top events by frequency with a minimum of 1% of the overall volume.
Source: Agency Provided CAD data

Figure 2.5 displays call volume by month. Examining the cyclical pattern of CFS, whether by month, day of the week, or hour of the day is an important consideration in helping departments in allocate and deploy resources effectively and efficiently in response to these patterns. To analyze the cyclical patterns of obligated work volumes, BerryDunn split and examined these data from several perspectives. Volume of overall incidents varied widely from the highest (1,529) in October to the lowest month (1,085) in February, with a maximum gap of 444 CFS. This gap equates to about 15 CFS per day, but when spread across the hours of the day, the variation is nominal and does not suggest the need for modified personnel distribution across the months.

Figure 2.5: Call Volume by Month
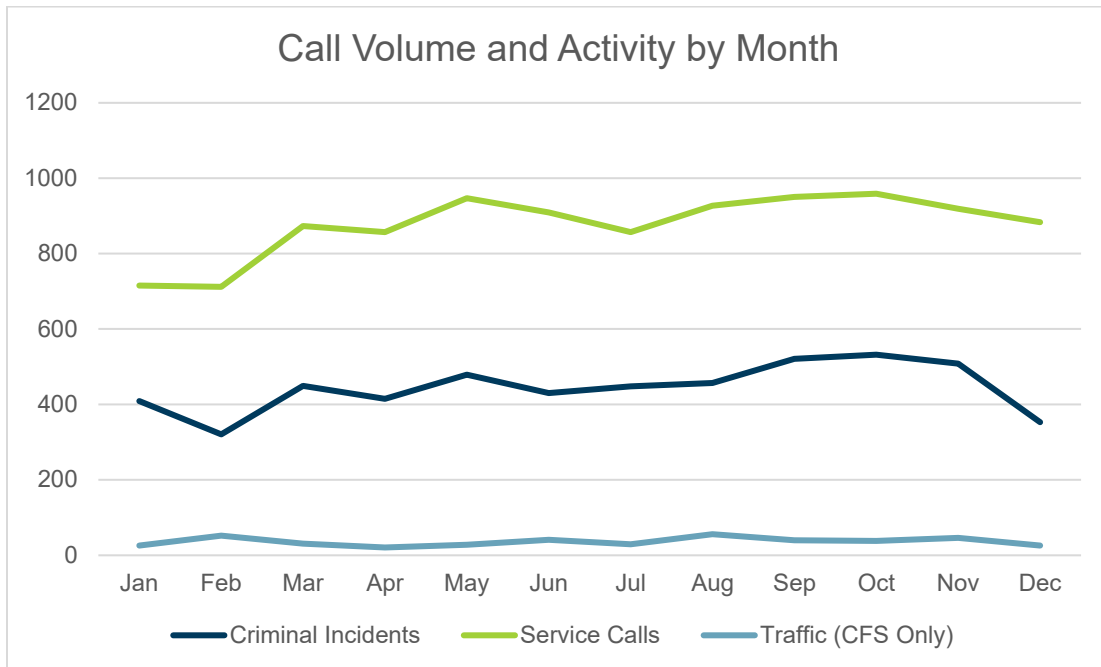
Source: Agency Provided CAD data

Figure 2.6 displays call volume by day of the week. The highest volume day of the week was only about 21% higher than the lowest volume day of the week. The average daily volume is 2,323 per day of the week (for the entire year). The highest day average is 2,470 CFS and the

lowest day average is 2,166. Like the volume per month, the average variance from the high to the low day of the week is minimal (about 6 CFS per day), and this would not suggest a need for modified personnel deployments based on day of the week CFS volume.

Police officers and community members often report that workload and crime levels seem higher on weekends. This is often due to several factors including the types of crimes and incidents that occur on the weekend, and the fact that more people are at home or out recreating on the weekend. The numbers for Urbana, at least, contradict this common assumption and do not represent any materially significant deviation in daily call volume. Although visually this data suggests a significant disparity, the average daily increase is less than one CFS per day. This level of variance does not warrant making adjustments to daily patrol staffing levels, based on the day of the week.

Figure 2.6: Average Call Volume by Day of the Week

Community Initiated Calls

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
■ Series1	2,166	2,352	2,240	2,285	2,299	2,452	2,470
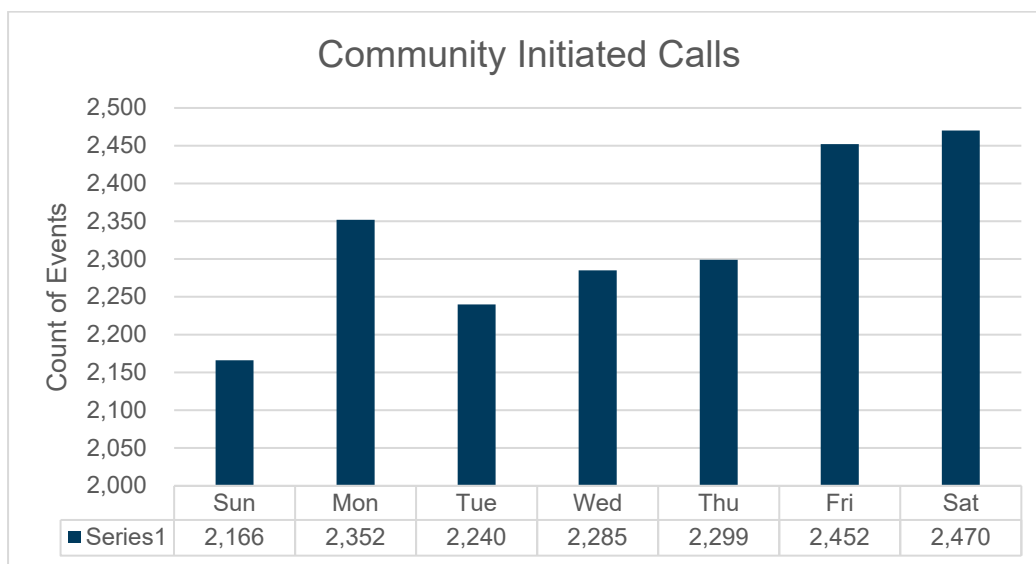
Source: Agency Provided CAD data

Figure 2.7 shows the distribution of CFS by hour of the day, including both community-initiated CFS and officer-initiated activities. This figure shows a familiar pattern of activity that BerryDunn has observed in numerous other studies. Based on this table, community initiated CFS peak around 4 p.m. – 5 p.m. and dip to their lowest total around 4 a.m. The pattern in Figure 2.7 is important because workload volumes are far greater at the high workload volume point (983 community-initiated CFS) as opposed to the low point (227 community-initiated CFS) or about four times higher at the peak than at the low. Also, these are not isolated hours. The hours from midnight to 10 a.m. represent the 10 lowest volume hours while the hours from 2 p.m. to midnight represent the 10 highest volume hours. These variations are significant, and they require a work schedule that is distributed appropriately to manage these variations.

The light green bar in Figure 2.7 displays officer-initiated CFS volumes. For the UPD, the percentages of officer-initiated activity are demonstrably low and the level of officer-initiated activity for the UPD is also low compared to BerryDunn's observations of other departments. Based on CAD data, the UPD had 2,699 officer-initiated activities. This is approximately 7.39 officer-initiated activities per day citywide and 0.30 officer-initiated activities per hour citywide.

Given that the UPD staffs an average of 12.58 shifts per day, including supervisors (see Figure 2.13), that means officers are averaging about 0.65 officer-initiated activities per patrol shift per day. As noted elsewhere in this report, the current desired daily shift tally is 19 (which includes 14 patrol officers and 5 patrol sergeants). Again, the low officer-initiated activity volumes provide evidence of substantial workloads, which might be impeding officers from having sufficient time to engage in self-initiated work (including community engagement).

Figure 2.7: Call Volume by Hour of the Day

CFS by Hour

Hour of the Day	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Community	644	497	383	310	227	246	301	420	613	707	770	870	863	821	893	966	955	983	841	819	814	845	749	727
Officer	186	148	127	49	31	23	17	37	111	130	114	108	86	109	98	102	89	85	71	77	253	251	199	198
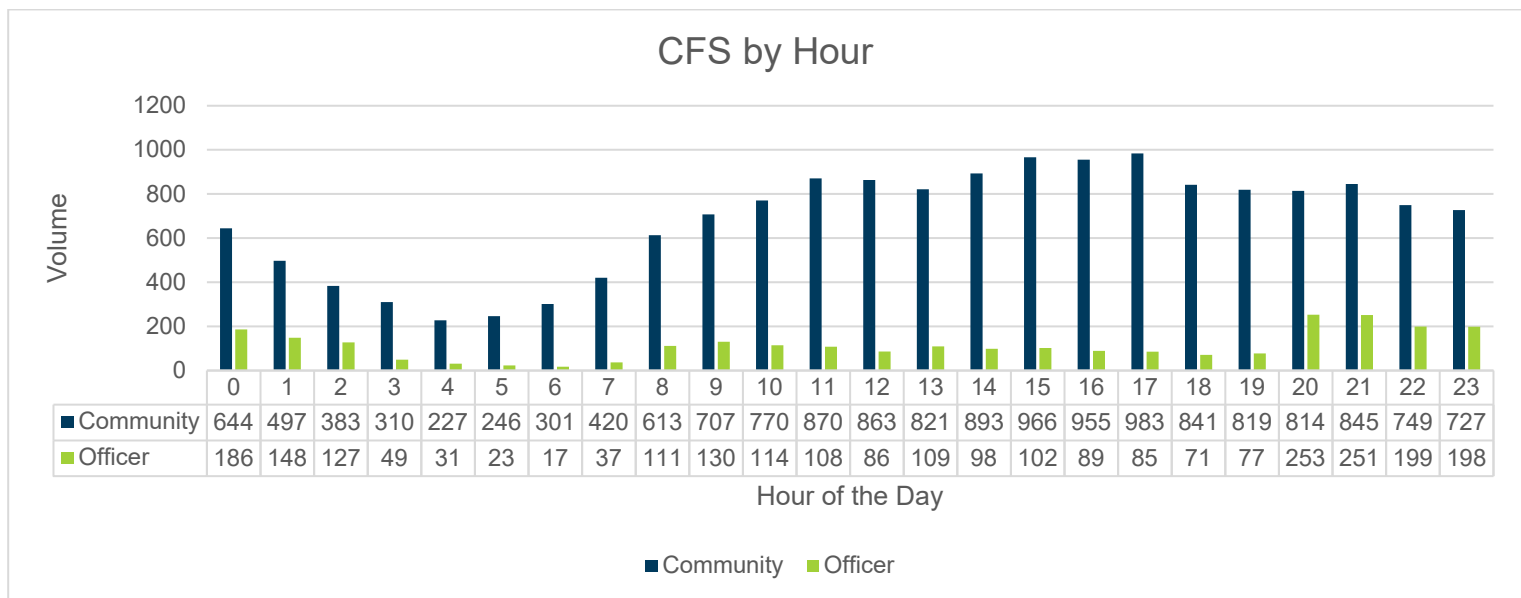
Source: Agency Provided CAD data

In Table 2.38, BerryDunn has reconfigured the data from Figure 2.7, based on the distribution percentage of CFS volume category and by hour of the day. The CFS data in Table 2.38 has also been separated into three segments (and color-coded) and covers the hours of 0700 – 1900, 1500-0300, and 1900 – 0700. BerryDunn used these time frames because they most closely resemble the shift hours used by the UPD. The UPD deploys patrol officers in three 12-hour shifts: a first, or "day," shift from 0700 – 1900; second, or "evening," shift from 1500 – 0300; and third, or "night," shift from 1900 – 0700. First and third shifts comprise a full allotment of six officers plus two supervisors (at full strength), while 2nd shift is a sort "power" shift designed to provide extra coverage during peak volume hours, consisting of two officers plus a supervisor (although this shift is almost always unfilled due to staffing levels and other patrol scheduling factors).

The data in Table 2.38 is very important because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As shown in this table, the bulk of community-initiated CFS (64.06%) occurs between 1100 and 2300 (11 a.m. – 11 p.m.), which also represents the highest 12-hour volume across the day. In addition, the data in Table 2.38 shows 59.65% of CFS volume occurring between 0700 and 1900 (7 a.m. and 7 p.m.), and 40.35% of the CFS activity occurring between 1900 and 0700 (7 p.m. and 7 a.m.). In addition to providing this analysis, BerryDunn has also shown the UPD volume in traditional eight-hour increments across the day. These data show that 79.49% of all

CFS volume occurs between 0700 and 2300 (7 a.m. and 11 p.m.) Most commonly, overnight volume (11 p.m. – 7 a.m.) ranges between 18%-20%. At 20.51%, the UPDs overnight volume is very similar to other communities BerryDunn has studied.

Table 2.38: CFS by Hour – Shift Configuration

Hour	Citizen CFS Total	Percent		Officer Activity	Percent				
0700	420	2.58%		37	1.37%		0700-1500		36.63%
0800	613	3.77%		111	4.11%		1500-2300		42.87%
0900	707	4.35%		130	4.82%		2300-0700		20.51%
1000	770	4.73%		114	4.22%				
1100	870	5.35%	59.65%	108	4.00%	42.24%			
1200	863	5.31%		86	3.19%				
1300	821	5.05%		109	4.04%				
1400	893	5.49%		98	3.63%				
1500	966	5.94%	64.06%	102	3.78%				
1600	955	5.87%		89	3.30%				
1700	983	6.04%		85	3.15%				
1800	841	5.17%		71	2.63%				
1900	819	5.04%	56.71%	77	2.85%	66.17%			
2000	814	5.00%		253	9.37%				
2100	845	5.20%		251	9.30%				
2200	749	4.61%		199	7.37%				
2300	727	4.47%		198	7.34%				
0000	644	3.96%		186	6.89%				
0100	497	3.06%	40.35%	148	5.48%	57.76%			
0200	383	2.35%		127	4.71%				
0300	310	1.91%		49	1.82%				
0400	227	1.40%		31	1.15%				
0500	246	1.51%		23	0.85%				
0600	301	1.85%		17	0.63%				
Total	16264	100.00%		2699	100.00%				

Source: Agency Provided CAD data

One of the reasons for analyzing CFS volumes by month, day of the week, and hour of the day is to look for patterns the department can use to analyze personnel allocations and staffing in

hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor for consideration in terms of scheduling personnel. Based strictly on the percentage of CFS across the day, one might consider scheduling personnel strictly based on workload percentages. However, even though overnight volumes are substantially lower than day or midday volumes, CFS that occur during late night hours traditionally involve some of the most dangerous activities and complex incidents that police must deal with. As most of these incidents require multiple personnel, these hours may be staffed higher than the apparent call volume might warrant. Essentially, personnel deployments must include consideration of various operational aspects to help ensure the workforce is staffed at all hours of the day and is equipped to manage the workload and type of work they will encounter; this includes backup to support officer safety needs. BerryDunn has provided a heat map in Appendix C Table C.3 that reflects the most common CFS types by hour of the day. As the UPD considers future staffing deployments, this table may be a valuable tool in assessing personnel distributions.

Beat Discussion

This report includes numerous references to patrol beats or zones. Like many departments, the UPD uses beat boundaries for the deployment of personnel, and this strategy is one that helps ensure that staff are dispersed throughout the community to aid in rapid response to CFS. BerryDunn supports the use of beat structures in this regard, and when used properly and more intentionally, these systems can also contribute to community-policing strategies for the officers, the agency, and the community (something the UPD values).

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

Geographic policing is a term used to describe a proactive, decentralized approach that is designed to reduce crime, disorder, and fear of crime by intensively involving the same officer in the same area of the community on a long-term basis so that community members develop trust, thereby enhancing cooperation with police officers. Geographic policing encourages the assignment of police officers to defined geographic boundaries on a permanent basis to work directly with community members to resolve problems. The concept involves collaboration, communication, and accountability. It is a strategy designed to make individual police officers responsible for the community's policing needs in a defined geographical area, with a service customized to each individual locality, ensuring the policing needs of local areas are met. One of Sir Robert Peel's principles is: "The police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are

the police."[15] Geographic deployment plans fulfill this principle, enhance customer service, and facilitate more contact between police and community members, thus establishing a strong relationship and mutual accountability. Geographic policing also implies a shift within the department that grants greater autonomy to line officers, which implies enhanced respect for their judgment as police professionals and can also contribute to personnel development and growth.

The UPD deploys Patrol resources across five patrol beats: Beats 61 – 65. Those beats and the CFS volume segregated by community- and officer-initiated incidents are displayed in Figure 2.8. Even though the size and population of the beats varies significantly (as discussed in Section 2.6.2), community-initiated CFS are distributed relatively uniformly across the five beats with the highest (3,321) only 14.28% higher than the lowest (2,906) and less than 5% greater than the average (3,185) across all five beats. Officer initiated events average 450 across the five Patrol beats with the highest (612) approximately 45% higher than the lowest (423) and 36% higher than the average. The Patrol beat with the highest officer initiated CFS is not the beat with the lowest community initiated CFS volume and is in fact, the third highest patrol beat for community-initiated CFS. In contrast, the beat with the lowest community-initiated CFS volume has officer-initiated event volume below the five-beat average. This suggests there are more complex dynamics at play than simply call volume in a geographical beat. Such dynamics might include supervision and leadership, experience level of patrol officers, coverage assistance beyond beat boundaries, and other factors. Despite some wide range in officer-initiated event volume, the workload appears reasonably distributed amongst the patrol beats. However, despite this observation, the current beat structure may be in need of adjustment for other reasons, and BerryDunn will explore this further in a sub-project as part of the larger community safety review.

Figure 2.8: CFS Volume by Beat and Sector

CFS Volume by Beat

	61	62	63	64	65	All Others
Community	3,313	3,165	2,906	3,221	3,321	338
Officer	449	586	439	612	423	190
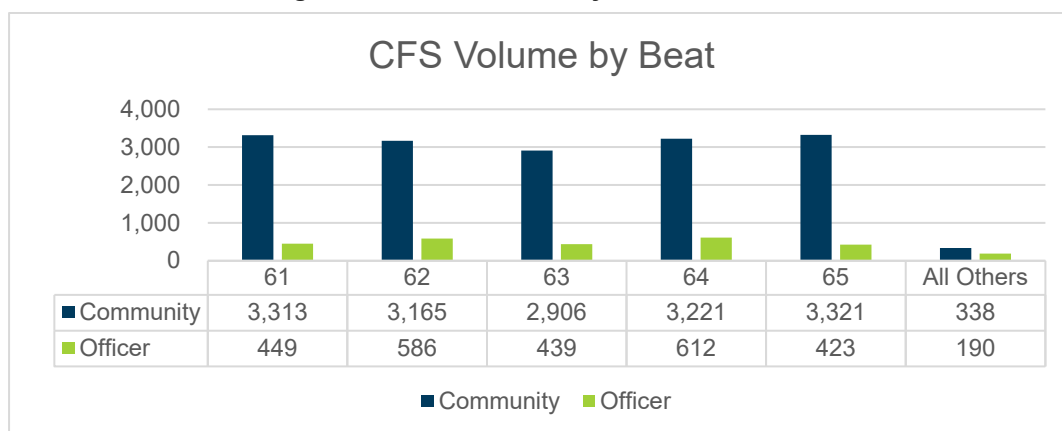
Source: Agency Provided CAD data

Table 2.39 displays average CFS per shift for each of the two regularly scheduled patrol shifts, and the peak shift (as assessed by this project) by patrol beat. The average CFS per shift is

---

[15] https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

relatively equal between patrol beats within each shift. As might be expected, the hours of the second shift account for the most CFS per shift, in every patrol beat and in total, and represent the greatest percentage of daily workload at 64.07% of the total.

Table 2.39: Count of Community CFS by Shift and Beat

Beat	0700-1900	CFS/Shift	1100-2300	CFS/Shift	1900-0700	CFS/Shift		Beat	Community	% of Total
61	1909	5.23	2049	5.61	1404	3.85		61	3313	21%
62	1953	5.35	2059	5.64	1212	3.32		62	3165	20%
63	1785	4.89	1837	5.03	1121	3.07		63	2906	18%
64	1986	5.44	2195	6.01	1235	3.38		64	3221	20%
65	1906	5.22	2063	5.65	1415	3.88		65	3321	21%
Pct. by Shift	59.90%	26.13	64.07%	27.95	40.10%	17.50		Total	15,926	100%

Source: Agency Provided CAD data

As is typical with many police departments, the patrol schedule for the UPD uses a patrol scheduling overlap feature via the second, or "evening," shift which, provides additional staff who can be allocated during these demonstrated high-volume times. UPD deploys patrol officers in 12-hour shifts. There are six officers plus two supervisors in a first or "day" shift from 0700 to 1900, two officers plus a supervisor in a second or "evening" shift from 1500 to 0300, and six officers plus two supervisors in a third or "night" shift from 1900 to 0700. Thus, on a fully staffed day, there are as many as 19 patrol shifts (including sergeants) in any 24-hour period; however, this represents the *maximum* number of personnel scheduled by hour. Based on self-reported data, the UPD averaged only 12.58 patrol shifts (including supervisor shifts) per day in 2021 and 2022.

There are several key analysis points when considering personnel deployments for patrol units. These include the volume of activity; type of activity; number of available personnel; geographic patrol boundaries and natural or man-made barriers; traffic patterns; and variations in CFS volume based on month, day of the week, and time of day. One of the more common ways to evaluate personnel deployments, particularly as they relate to community-initiated CFS demands, is to examine CFS response times. Although there are no specific national standards regarding response times, common Priority 1 response times (generally life-threatening and in-progress events) typically range between three and seven minutes. The next level of priority CFS, which generally involve immediate response needs but those that do not fall into the Priority 1 category, range from roughly 8 to 12 minutes.

BerryDunn examined the overall UPD response times to community-initiated CFS by priority and these data are represented in Table 2.40. The data in Table 2.40 include UPD only responses (not including mutual aid), and those CFS that included an arrival time (which excluded many incidents). So, these data only reflect CFS in which there was a UPD officer dispatched who arrived according to CAD data.

Table 2.40: Community-Initiated CFS by Priority Level

Call Priority	Community-Initiated CFS	Hours	Avg. Dispatch to Arrive Time	% of Total	Call Received to Arrival Response Time
1 – High	3061	475:09:08	0:09:19	28.37%	0:11:11
2 – Medium	3009	520:10:31	0:10:22	27.88%	0:13:01
3 – Low	4678	1094:11:07	0:14:02	43.35%	0:23:18
4 – Assist Public	43	7:45:20	0:10:49	0.40%	0:32:11
Grand Total	**10,791**	**2097:16:06**	**0:11:40**	**100%**	**0:17:02**

Source: Agency Provided CAD data

Table 2.40 also shows two response times, the time from when the officer was dispatched until they arrived (dispatch to arrive), and the time from when the CFS was received at dispatch until the officer arrived (call received to arrive). The variance between these two times, referred to as lag time, is important to monitor, because for the community member who is calling for service, they are evaluating response time from the point they called into dispatch. Lag times for Priority 1 CFS are approximately two minutes, for Priority 2 they are about two and a half minutes. There can be many factors that contribute to lag time at dispatch, however, for Priority 1 and 2 CFS, typical lag times are 1-2 minutes. For UPD and its dispatch center, METCAD, these times are reasonable.

Table 2.41 shows CFS response times (dispatch to arrival) for the UPD by beat. Priority 1 response times for Beats 63 and 64 are approximately seven minutes, which is comparable to national trends. Beats 61, 62, and 65 have elevated Priority 1 response times (these beats are also the furthest from the police department). Response times for all beats are in the typical range for Priority 2 CFS (although Beats 64 and 65 are slightly elevated).

Table 2.41: Response Time in Minutes by Priority and Beat

Priority	Beat				
	61	62	63	64	65
1	0:10:16	0:12:32	0:06:49	0:07:04	0:08:59
2	0:07:36	0:10:49	0:09:26	0:12:18	0:11:57
3	0:13:08	0:13:24	0:12:28	0:14:22	0:16:47
4	0:20:04	0:05:36	0:12:10	0:10:54	0:07:10
Grand Total	0:10:44	0:12:22	0:10:14	0:11:44	0:13:06

Source: Agency Provided CAD data

Table 2.42 provides comparisons of response times from prior studies, which includes comparisons of Priority 1, Priority 2, and all priorities of CFS. Priority 2 and All Priority responses for the UPD fall within range of the comparisons, but trend toward comparison with larger departments. Most critically, UPDs Priority 1 response times are significantly elevated

over comparison departments. Priority 1 calls at UPD take, on average, 9:19 minutes to arrive, while the prior studies average 3:12 minutes for cities under 100 officers and 6:37 minutes for cities over 100 officers.

Table 2.42: CFS Response Times in Minutes – Comparisons

Comparisons	Priority 1	Priority 2	All Priorities
Prior Studies - Under 100 Officers	0:03:12	0:04:11	0:08:16
Prior Studies - 100 + Officers	0:06:37	0:12:09	0:16:48
Urbana Police Department	0:09:19	0:10:23	0:11:40
Total Average	0:06:14	0:11:16	0:15:51

Source: Prior Study data

Response times can vary for different reasons; however, the most common factors include officer availability, and the geographic position or location of the officer at the time of the CFS. For the UPD, both of these factors are at work. The UPD has too few officers available for CFS response, and the distribution of personnel across the City is inconsistent (likely due to lack of staffing), which consistently requires longer response distances. Adding personnel resources can help with availability, but personnel distribution must also be addressed to balance overall response times.

For the UPD, there may also be another element at play that is skewing CFS response times. With the CAD dataset there were 5,307 CFS in which the primary unit did not have an arrival time logged in CAD (32.63% of all Primary CFS responses). Although the data reflects a dispatch time, and a clear time (the point where the officer leaves the CFS), with notable volume between the two times, the lack of arrival time for these incidents precludes their inclusion in these calculations. There can be several reasons for this, including CFS for which officers arrived but did not log their arrival time, CFS in which officers handled the CFS by phone but did not log their arrival time, and times when officers are cancelled prior to arrival, either by dispatch, or other officers on the scene. However, the frequency of these non-arrival data for the UPD is significant, and it signals a need to re-emphasize the importance of logging arrival times (though BerryDunn is aware the UPD has addressed this issue previously). It is possible that the average CFS response times might change dramatically if the arrival times were recorded by officers for these incidents, whether when actually arriving on scene or when managing an incident by phone or some other mechanism.

Regardless, the time associated with these events is considered 'obligated workload,' because the officer was assigned to that CFS for the duration logged in CAD. BerryDunn did include this response data and in the overall workload calculations, but again, these incidents were excluded from the CFS response calculations.

Table 2.43 displays CFS by beat and type of call. This data allows for more complex analysis of beat CFS dynamics. Notably, and not surprisingly, service-related volume dominates the top 10 incident types. As BerryDunn has points out elsewhere, much of this volume (including qualifying theft reports) could be diverted to non-sworn personnel.

Table 2.43: CFS by Beat and Type – Heat Map (top 50 event types)

Incident Type	61	62	63	64	65	Total
Domestic	230	210	141	284	285	1150
Check Welfare	182	244	205	198	282	1111
Remove Subject	314	196	180	173	230	1093
Alarm	157	216	146	138	163	820
Meet Complainant	157	138	145	185	139	764
Disorderly	153	119	122	113	162	669
Crisis Intervention Team	108	170	132	108	95	613
Theft	106	111	113	103	117	550
Music Complaint	110	60	99	115	159	543
Accident Property Damage Report	123	123	118	41	40	445
Standby Request	98	68	48	100	73	387
Noise Complaint	66	23	113	35	109	346
Threats	60	65	59	54	58	296
Hit and Run	73	70	65	37	42	287
Battery	87	40	48	40	64	279
Criminal Damage	56	43	48	45	59	251
Burglary	58	47	36	52	52	245
Juvenile Problem	36	52	25	96	35	244
Harassment	45	32	42	74	50	243
Suspicious Person	43	51	57	39	53	243
Deceptive Practice	41	34	56	48	58	237
Shoplifter Not In Custody	8	41	8	115	62	234
911 Hang Up	38	43	36	41	66	224
Make Your Own Case (MYOC)	59	72	41	19	33	224
Suicidal Threats	50	45	51	35	34	215
Accident with Injuries	52	65	53	23	15	208
Suspicious Activity	31	41	41	38	34	185
Burglary of Motor Vehicle	60	37	25	34	20	176
Medical	27	41	34	29	44	175
Parking Complaint	25	11	74	37	17	164
Fight	38	24	24	32	37	155

Incident Type	61	62	63	64	65	Total
Assist Motorist	33	63	22	19	14	151
Trespass	24	22	35	17	52	150
Assist Other Agency	43	21	14	29	38	145
Shots Fired	28	22	16	37	34	137
Stolen Vehicle	23	42	17	31	17	130
Armed Subject	22	32	12	26	20	112
Suspicious Vehicle	10	32	15	26	20	103
Violation of Order of Protection	22	5	12	26	36	101
Found Property	19	13	25	19	17	93
Assist Fire	15	18	22	21	16	92
Shoplifter in Custody	0	1	0	84	7	92
Traffic Hazard	23	17	20	10	14	84
Sexual Assault	39	5	23	8	8	83
Wanted Subject	28	11	9	17	18	83
Check Vehicle	10	24	13	20	15	82
Barking Dog	7	8	8	42	16	81
Man Down	6	30	11	14	14	75
Drug Activity	12	20	8	11	23	74
Fireworks	15	12	6	19	20	72
Ambulance Only	9	21	11	18	10	69
Intoxicated Subject	13	11	11	14	10	59
Missing Adult	10	11	10	7	21	59
Runaway	8	3	12	25	9	57
ATL	12	8	3	20	10	53
Miscellaneous Animal	15	12	8	11	6	52
Grand Total	**3313**	**3165**	**2906**	**3221**	**3321**	**15926**

Source: Agency Provided CAD data

Again, the value of the data in Table 2.43 is the ability to isolate conditions within the various beats, which in turn, can help in crafting personnel allocations. As mentioned previously, the volume of CFS across the beats is fairly equalized. However, certain CFS types occur more frequently in one beat over another (e.g., remove subject, property damage accident reports), and understanding these patterns can be important in determining beat structures, and the distribution of personnel to manage the CFS within those geographical areas. Again, BerryDunn has provided a CFS heat map by hour of the day in Appendix C Table C.3. This heat map

reflects a pattern of the top 10 CFS response types (as shown in Table 2.43) occurring between 8:00 a.m. and 11:00 p.m.

As noted above, one of the more common and useful ways to evaluate personnel deployments, particularly as they relate to community-initiated CFS demands, is to examine CFS response times. This information can provide insight into how well geographic policing is supporting response to CFS. Table 2.44 displays average response times for CFS in beat and for CFS out of beat. That is, average response time indicates how long it took a patrol officer to respond to a CFS, on average, in the patrol officer's assigned beat ('in beat') or to a different, unassigned beat ('out of beat').

Table 2.44: Response Times – In Versus Out of Beat

	Incidents	Total Time Dispatch to Arrival	% of Total CFS In vs. Out of Beat	Avg. Response Time
In Beat	2617	486:56:34	23%	0:11:10
Out Beat	8340	1640:56:20	77%	0:11:48
*Grand Total	**10957**	**2127:52:54**	**100%**	

*Patrol officer and sergeant data only; incidents with arrival times only
Source: Agency Provided CAD data

Table 2.45 displays prior studies averages for in beat versus out of beat response ratios, and average response times in and out of beat.

Table 2.45: Response Times – In Versus Out of Beat

Department	In-Beat/Area Percentage	Dispatch to Arrive In-Beat/Area Response Time	Dispatch to Arrive Out of Beat/Area Response Time
Prior Study Ranges	34% to 71%	0:07:13 to 0:12:59	0:06:25 to 0:15:14
Urbana PD	23%	0:11:10	0:11:48

*Patrol officer and sergeant data only; incidents with arrival times only
Source: Agency Provided CAD data

Out of the responses examined, only 23% of UPD primary CFS are conducted in the assigned beat of the officer. This compares to a range of 34% to 71% for prior studies, however, the average across those projects was 60.20%. The in-beat response rate for the UPD is the lowest such rate BerryDunn has encountered. UPD in-beat response times average 0:11:10 compared to a range of 0:07:13 to 0:12:59 for the prior studies. UPD out-of-beat response times average 0:10:08, compared to a range of 0:06:25 to 0:15:15 for the prior studies. The response times for the UPD are similar for both in- vs. out-of-beat response, but the rate of out-of-beat response suggests an inefficient and highly inconsistent distribution of personnel resources. Despite this observation, during the time these data were generated, the UPD was operating well below its sworn strength, and being short-staffed is a factor that can contribute to inefficiency in a variety of ways, but most certainly in the effectiveness of patrol response and personnel deployment.

This data suggests that patrol officers in UPD spend a great deal of time responding to CFS (as backup or primary) outside of their assigned beat. This is to be expected since there is only one officer assigned per beat, and many CFS require backup. As a result, at least one officer on every CFS is out of beat, and then must return to their assigned beat from being out of position, for in-beat CFS. Further, this dynamic can have compounding effects as many officers end up out of beat frequently to respond to CFS close to where they are currently located, but which may be progressively further from their actual assigned beats. This may cause extended response times to in beat response. Additionally, officers tend to "self-dispatch" low priority calls to handle calls within their own district, which can increase average response times. Geographical policing is defined as consistently assigning the same officers to the same geographical patrol area and is a fundamental tenet of community-oriented and problem-oriented policing, because it allows officers to develop relationships, identify problems, and implement solutions consistently with affected community members. A beat evaluation and redesign study is outside the scope of this project, but BerryDunn will provide some beat analysis observations in this report. As a separate process, the City has engaged BerryDunn to conduct a more thorough beat analysis, and that analysis will be provided in a subsequent report. Currently, the data indicates there is no substantive beat integrity supportive of community oriented geographical policing at UPD. However, BerryDunn notes here again, that similar to the calculations of CFS response times, if appropriate arrival times were recorded in CAD, the in-beat response rate and the average response times, might change dramatically.

2.6.4 Cover Cars

Part of the data analysis BerryDunn conducted included looking at the amount of time spent on each call by the primary unit and the cumulative amount of time spent on the call by additional units. Table 2.46 displays primary and backup response to calls for service at UPD. The UPD logged 16,264 distinct CFS, with an additional 13,689 backup responses across those events for a total of 29,953 discrete unit responses. Based on these numbers, 54.30% of the data in CAD related to primary officers, and 45.70% was for backup response.

CAD data may not completely reflect reality because some officer response as backup may be as primary (such as when an officer, according to CAD, arrives as backup but ultimately assumes responsibility as primary). This reality is likely not captured in CAD data, which would cause an exaggerated ratio of backup versus primary response time volume. Additionally, BerryDunn discovered oddities in the way METCAD allocates primary and backup resources within CAD, which complicated analysis of the primary and backup data. Regardless of these dynamics, UPD officers spend a great deal of time providing backup support, which is analyzed in this section.

Table 2.46: Backup Response

Call Origin and Unit	Count of Events	% of Events
Primary Units		
Crime	5,322	17.77%
Service	9,780	32.65%
Traffic (MV crashes only)	728	2.43%
Traffic (No MV Crashes)	434	1.45%
Sub-Total	**16,264**	**54.30%**
Back-Up		
Crime	3,905	13.04%
Service	8,732	29.15%
Traffic (MV crashes only)	997	3.33%
Traffic (No MV Crashes)	55	0.18%
Sub-Total	**13,689**	**45.70%**
Totals	**29,953**	

Source: Agency Provided CAD data

The data in Table 2.46 provide additional evidence of out of beat response by the UPD. This data suggests that the UPD averages less than one backup unit per CFS (keeping in mind this is an overall average). This is a favorable observation, however, it is not surprising, because the UPD operated short-staffed throughout 2022, which reduced daily shift allocations, and likely contributed to a certain amount of under-response to CFS. Additionally, because the UPD is only able to staff one officer per beat, the availability of backup is likely affected, even when full staffing is present. This would particularly true between 1100 and 2300.

Table 2.47 displays the range of percentages of primary and backup response to CFS from the comparison studies. That range for comparisons studies is 46% – 72%, with an average of 58% for response to CFS as primary.

Table 2.47: Backup Comparisons

Prior Studies	Community-Initiated Primary Response	Community-Initiated Backup
Averages	58%	42%
Range	72% to 46%	28% to 54%
Urbana PD	54.30%	45.70%

Source: Agency Provided CAD data

The range of backup response is 28% – 54%, with an overall average 42% backup response to CFS. As Table 2.47 suggests, UPD is in the mid-range for each category, and again, this is a favorable comparison.

To expand the multi-unit analysis, BerryDunn examined the breakdown of the CFS types that included an average of at least two units responding to each incident. Table 2.48 displays the average number of responding units by type of CFS for all call types averaging more than two total units.

Table 2.48: Call Types Averaging More than Two Responding Units

Event Type	No. of Incidents	No. of Units	Avg. No. of Units
Shooting Injuries	18	189	10.50
Armed Subject	113	437	3.87
Medical	178	675	3.79
Shots Fired	137	507	3.70
Missing Juvenile	22	80	3.64
Regular (Fire CFS)	16	58	3.63
Fight	155	490	3.16
Shooting Report	16	39	2.44
DOA	27	64	2.37
Accident with Injuries	208	478	2.30
Suicide Attempt	46	99	2.15
Recovery Report	38	81	2.13
Domestic	1152	2442	2.12
Robbery	25	52	2.08
Assist Fire	92	190	2.07
Ambulance Only	69	140	2.03
Grand Total	**16010**	25025	1.56

Source: Agency Provided CAD data

Backup does not occur equally across all CFS, and for several CFS types the UPD averages more than two backup units on each CFS. If backup were distributed equally across the CFS, then these numbers would indicate that each CFS averages 1.56 units, or .56 back up units per incident. In keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature.

BerryDunn observes that of the 16 CFS types averaging more than two officers per CFS, each appears to warrant such attention, and indeed, the average number of unit responses by the UPD by CFS type is the lowest BerryDunn has seen in departments of comparable or larger

size than the UPD. Again, it is relevant to stress that based on available staffing for the UPD, there is typically only one officer working within a beat, and overall staffing for the UPD was well below allocations (and below suggested staffing levels, as BerryDunn illustrates later in this section). Also, when staffing levels are at the minimum and more than one officer responds to any CFS, any additional responding officers would have to do so from another beat, leaving that beat short (or vacant) in terms of allocated staff. As mentioned previously, this can create a cascading effect, which forces personnel into a pattern of out-of-beat response and will negatively impact future response times.

When reviewing the backup data provided in the tables discussed above, the number of backup units responding to various call types is comparatively low. Generally, a low backup rate is desirable and when it aligns with CFS types that either do or do not require multiple resources, that is a good thing. For the UPD, it is likely that there is a certain amount of under-response, and that condition is as undesirable as overresponse. BerryDunn suspects that when staff allocations are filled, and additional staffing is added (as appropriate), the UPD will likely see an increase in backup levels.

Additionally, BerryDunn is firm in its position that officer safety is of paramount importance. Nothing in this section should be construed to suggest that BerryDunn supports limiting unit responses to CFS in a manner that would jeopardize the safety of the officer or the public, or in a way that would interfere with the effective and efficient delivery of police services. Indeed, the data suggests that under-response may be occurring (which can compromise officer safety). The UPD needs to closely monitor its pattern of responding to calls for service to help ensure that response is appropriate and efficient. This should be a primary responsibility of first line supervision. For example, UPD might seek collaboration with the communications center who could alert on-duty supervisors when the number of officers responding to a call exceeds or is under any predetermined threshold.

2.6.5 Traffic Enforcement and Motor Vehicle Crashes

The UPD uses a general approach to traffic enforcement in which general assignment patrol officers have the responsibility for traffic enforcement. Patrol officers answer community-initiated CFS related to traffic during their shift such as reports of crashes or dangerous driving. Additionally, patrol officers are expected to engage in proactive traffic enforcement as workload demands or allows; however, as noted throughout this report, patrol staff currently have limited time available for proactive activity. As discussed at some length in Section 2.6.3, the level of officer-initiated activity—which includes proactive traffic enforcement—is very low relative to comparison departments and expectations. This section provides additional details concerning traffic enforcement by the UPD.

As BerryDunn has displayed in Figure 2.7 and discussed in Section 2.6.3, the UPD's officer-initiated activity, as a percentage of overall volume, is comparatively low. Table 2.49 illuminates the work volume for officer-initiated traffic activity at UPD. Traffic enforcement consumed only 1043 hours of cumulative time, with most of that time (974 hours) spent on traffic stops.

Table 2.49: Officer-Initiated Traffic Volume

Event Type	2022	Time Spent
Assist Motorist	132	37:36:50
Miscellaneous Traffic	2	3:40:22
Parking Complaint	69	12:51:39
Traffic Complaint	1	7:31:44
Traffic Hazard	22	6:17:39
Traffic Lights	5	0:22:53
Traffic Stop	1235	974:25:50
Totals	**1,466**	**1042:46:57**

Source: Agency Provided CAD data

BerryDunn is aware the UPD has previously examined and considered traffic stop data and the nexus between the data and the UPD's approach to traffic stops and traffic safety. As a result, the UPD adjusted its operational practices—and its philosophical approach—to traffic enforcement. BerryDunn is aware that some of those adjustments have evolved over time, and the original basis for those adjustments may have shifted. Regardless of the specifics of those shifts, the internal conversations present an ongoing opportunity to engage in intelligence-led policing activities related to traffic enforcement. One of those approaches, data driven approach to crime and traffic safety (DDACTS), is utilized extensively across the country and has a great deal of supporting research, literature, and established programs for reference. As traffic safety is an important element of any public safety strategy, BerryDunn suggests the UPD continue its work to align its traffic enforcement efforts in a manner that improves roadway and community safety.

Motor Vehicle Crashes

BerryDunn examined all traffic-related data available within CAD, which is displayed in Table 2.50. This data reflects 1,755 hours of community-initiated activity relating to traffic, which includes about 1,576 hours responding to motor vehicle crashes. This motor vehicle crash response volume accounts for the work hours of approximately three police officer FTEs calculated as 21576 hours divided by 516 hours (1,719 available hours per officer times 30% target for community-initiated CFS workload = 516 hours). This data is particularly important because managing many types or aspects of motor vehicle crashes is a workload volume that can be diverted in whole or in part to non-sworn responders like community service responders (CSRs) resulting in proportionate reductions to sworn patrol workloads.

Table 2.50: Traffic-Related CFS

Unit Category	Hours on Call Time				
	Community-Initiated	Count	Officer-Initiated	Count	Grand Total
Accident with Injuries	1030:11:28	1232	51:31:33	72	1081:43:01
Accident Injuries with Report	70:11:20	124	1:47:03	3	71:58:23
Accident Property Damage Report	439:09:08	938	46:07:09	96	485:16:17
Accident Unknown Interstate	5:15:57	41	-		5:15:57
Accident Unknown	31:55:09	68	15:54:00	34	47:49:09
Assist Motorist	85:39:04	259	37:36:50	195	123:15:54
Miscellaneous Traffic	-	-	3:40:22	6	3:40:22
Parking Complaint	56:00:10	198	12:51:39	74	68:51:49
Traffic Complaint	2:44:34	8	7:31:44	12	10:16:18
Traffic Hazard	20:24:29	114	6:17:39	26	26:42:08
Traffic Lights	8:38:41	31	0:22:53	6	9:01:34
Traffic Stop	4:25:05	20	974:25:50	2769	978:50:55
Unlicensed Driver	0:39:59	4	-	-	0:39:59
Totals	**1755:16:35**	**3037**	**1158:06:42**	**3293**	**2913:23:17**

Source: Agency Provided data

As noted elsewhere in this report, Urbana is situated adjacent to the larger city of Champaign and within an area that also includes a flagship state university and a short drive from several major cities. An interstate highway and multiple state highways exist within the city of Urbana. Furthermore, Urbana is located on a natural ground travel route between Chicago and Memphis, TN, and further to Dallas/Fort Worth and New Orleans. All these environmental factors combine to create greater traffic volume and related activity such as motor vehicle crashes than similarly sized (and staffed) cities would encounter. Figure 2.9 displays motor vehicle crashes in Urbana by hour of the day. BerryDunn analyzed motor vehicle crashes by each hour of the day. As would be expected and as is commonly observed in other jurisdictions, motor vehicle crash volume is dispersed over a modified bell curve in which motor vehicle crashes increase through daylight hours, reaching a peak during typical afternoon commute hours around 3 p.m. to 5 p.m.

Hour	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Total	7	11	3	6	2	3	16	25	42	33	40	52	54	39	51	82	72	67	48	28	35	17	15	17
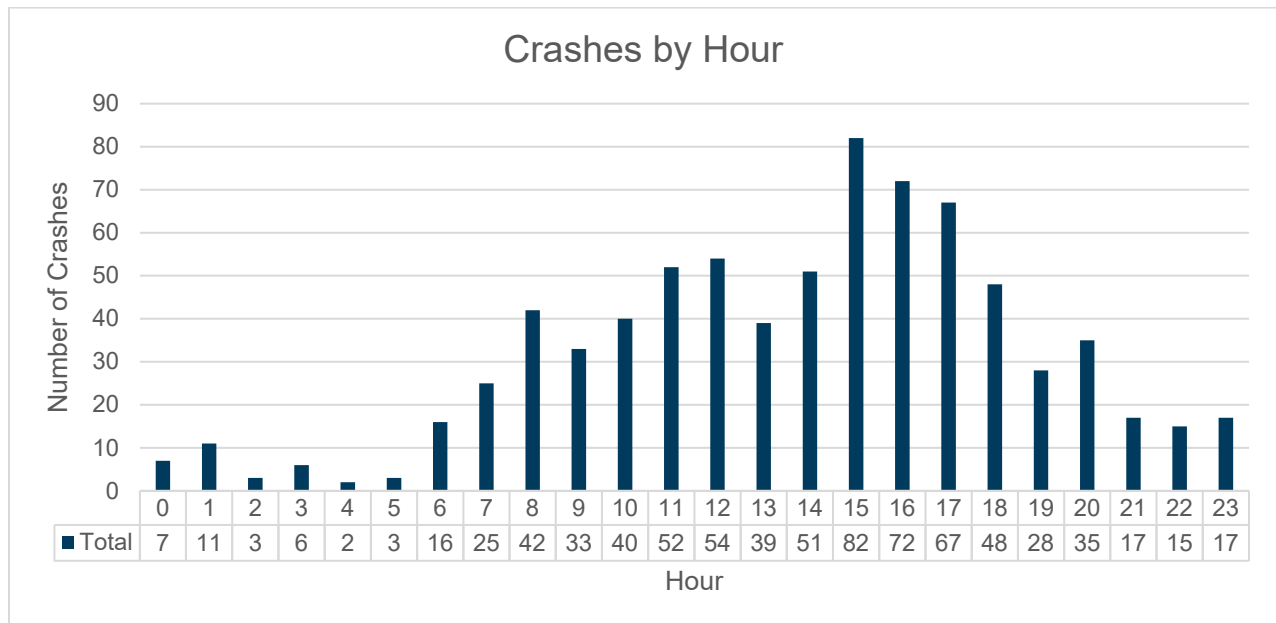
Source: Agency Provided data

Consistent with community-initiated CFS in general, motor vehicle crashes increase from a low at about 4:00 a.m. to a high around afternoon commute rush hour at 3:00 p.m. to 5:00 p.m. This is consistent with workload distribution as analyzed elsewhere in this report and does not alter that analysis but amplifies it. Motor vehicle crashes consume a significant amount of time, and these events occur most frequently during the highest period of volume demand for the UPD. It is also significant that motor vehicle crashes almost always require a multiple unit response, which exacerbates patrol availability issues outlined elsewhere in this report.

2.6.6 Alternative Response

BerryDunn had extensive conversations, both through formal interviews and informal engagements, with all levels of staff at UPD and stakeholders from the community. A common theme of those conversations included a desire to develop alternatives and supplements to traditional uniformed and sworn police officer response to community-initiated calls for service.

Urbana currently fields a Crisis Co-Response Team (CCRT). The purpose of the CCRT is to provide support services to neighbors who have mental health issues, substance abuse issues, and who may be unhoused or housing insecure. The CCRT is staffed by a UPD detective assigned to the patrol division and a community based (not employed by the city) mental health clinician. CCRT supports all of patrol Monday through Friday from 10:00 a.m. to 6:00 p.m. The CCRT currently performs on a "follow-up" model, in which team members do not respond to calls for service in progress but respond to service needs upon referral. The purpose is to provide services that address underlying problems that result in calls for service and simultaneously support the service needs of neighbors, while reducing the likelihood of future calls for service from the emergency response system. According to UPD, CCRT provided

services to 57 clients from September 2022 to March 2023 and has significant performance data. BerryDunn learned during the writing of this report that UPD is considering changing the approach of the CCRT detective from a purely 'follow-up' model to one in which the CCRT does respond to some CFS in progress. BerryDunn observed that UPD leadership and rank and file members of the department appeared pleased with the contributions and performance of the CCRT and many staff members indicated a desire to see CCRT efforts expanded.

BerryDunn also learned through their interactions with UPD staff that its officers are not universally or even generally aware of the extensive community-based support service options available for referral to community members. UPD does not have any systems-based victim services professionals. The Federal Communications Commission (FCC) designated 211 as the 3-digit number for information and referrals to social services and other assistance in 2000. Champaign County has a 211 system that provides a 24-hour, 365 days a year helpline to assist community members navigate the maze of human service providers and helplines in the region. Champaign County 211 can assist community members connect with service providers to support needs that include food and shelter, counseling and mental health services, income and employment support, drug and alcohol rehabilitation, domestic abuse, veterans' needs, elderly and disability assistance, etc.

Considering how well received CCRT has been, the lack of familiarity with 211 and regional service providers, and the absence of a victim services response, BerryDunn suggests UPD explore enhancing their co-response efforts. While this observation does not rise to the level of a formal recommendation, BerryDunn does see the opportunity for UPD to increase its support of community members in need of services by exploring the possibility of officering victim services, perhaps through an established approach such as the "Duluth Model"[16] to offer a coordinated response to victims of crime that builds on the success of UPD's CCRT. Other options include establishing a formal systems-based victim services unit or partnering with local community-based victim services professionals. Regardless of which path, if any, they choose UPD should increase its team members' exposure to and knowledge of the Champaign County 211 system so they can make more consistent referrals for community members who need support services. An additional possibility to support community members in need is to partner with local service providers, foundations, and advocacy organizations to develop a community-based fund to provide immediate cash and resource assistance to victims of crime in need of support. Research consistently shows that victims who receive the services they need are able to more consistently participate in the criminal justice process, which leads to improved outcomes for the victims, the community, and the agencies that serve them. According to a publication by the International Association of Chiefs of Police, "Victims who have the assistance of an advocate are more likely to receive supportive services post-crime, remain engaged in the criminal justice process, and report lower levels of distress following interactions with the legal system."[17]

---

[16] www.theduluthmodel.org
[17] "Law Enforcement-Based Victim Services: *Agency Incorporation of Victim Services," International Association of Chiefs of Police (May 2023)*

There are no non-sworn professionals (such as community safety responders) currently assigned to patrol or patrol duties. UPD has expressed interest in exploring additional alternative response options and models including a review of essential calls for service. Such efforts might decrease the number of incidents and total hours that sworn police officers need to spend responding to community-initiated calls for service. The community has also expressed a desire to seek ways to support community service needs with responding resources other than armed police response. Additionally, the City and UPD have expressed a desire to analyze the nature of calls for service to which UPD responds and determine which ones are essential for police response.

BerryDunn is conducting a review of both essential calls for service and alternative response possibilities, simultaneous to this portion of the project, and the results of that work will be provided in a subsequent report. An Essential CFS Review and additional alternative response options offer the possibility of aligning service needs with responders so that appropriately trained and skilled professionals respond to appropriate calls for service consistent with city, department, and community desires. BerryDunn will also analyze CCRT response data in greater detail during this analysis of alternative response possibilities. This analysis and any additional observations regarding CCRT, will be included in the Essential CFS Review report.

2.6.7 Non-Sworn Staff

UPD is currently authorized and budgeted for 15.5 professional staff who are not sworn police officers. This staffing level has remained largely consistent over the past several years. Non-sworn professional staff fill a variety of vital functions for UPD including executive assistant to the chief of police, investigative support, data analysis, and records technicians (police service representatives). BerryDunn notes that, in the current recruitment and retention environment, it can be easier and more cost effective for police departments to pursue non-sworn professional staff to perform any duties that do not specifically require a sworn officer. Utilizing non-sworn staff frees up sworn officers to perform vital police functions such as responding to calls for service and leading follow-up criminal investigations. The role and staffing of non-sworn staff will be further explored in the alternative response study and report.

2.6.8 Online Reporting and Telephone Response Unit

UPD does have a limited online reporting capacity. Since 2019, UPD has had the ability to take online reports. Table 2.51 exhibits the types of reports eligible for online reporting. Calls eligible for online reporting include only a very small group of incidents (minor thefts, minor vandalism, and minor bicycle theft) with no meaningful evidence to follow up.

Table 2.51: Online Reporting Types

Crime Types
Business Drive-offs under $150 in motor fuel
Retail Theft under $300
Criminal Damage to Property under $500
Theft under $500
Bicycle Theft – value of bicycle under $500

Source: Agency Provided data

Table 2.52 displays the actual volume of reports filed online by category. BerryDunn notes that the volume of reports reflected in Table 2.52 represent significant volume that is being diverted from direct patrol response. However, there are other online reporting types that could be diverted to online reporting, and additional focused efforts in publicizing the availability of online reporting may well increase use.

Table 2.52: Online CFS Reports

Type of Call – Online	# of Calls
Bike Theft	125
Retail Theft	29
Other – Personal – Damage to Property	317
Total	**471**

Source: Agency Provided data

UPD does not have a full time, dedicated Telephone Reporting Unit (TRU) but regularly uses its PSRs to perform this function, and occasionally uses injured employees to fulfill a version of this function with limited telephone reporting. Table 2.53 exhibits the actual reports filed via telephone.

Table 2.53: Telephone Response Unit (TRU) CFS Reports

Event Type	# of Calls
Theft $500 and Under	199
Runaway	153
Criminal Damage to Property	40
Lost Articles	30
Theft Over $500	30
Assist Tow Truck	21
Abandoned Junk Vehicles	15
Sex Offender-Registered File	14
Theft-Retail	13
Licenses and Permits Issued	11
Accident Involving Non-Injury	8
Burglary From Motor Vehicle	8
Theft of Motor Vehicle Parts and Accessories	7
Operate Uninsured Motor Vehicle	5
All Others	58
Grand Total	**612**

Source: Agency Provided data

Because of the limited nature of calls eligible for online reporting and the staffing of telephone reporting capacity, UPD does not divert a large volume of workload (612 telephone reports and 471 online reports) with telephone and online reporting capabilities.

Based on review of data and interviews of employees, much of the volume of time spent by officers responding to community-initiated CFS involves service or non-criminal incidents (check welfare, medical, mental health, homeless, meet complainant, private property crashes, etc.) and very minor criminal incidents (old thefts, minor crashes, noise complaints, etc.). This is typical of modern police departments in the United States. There is a significant opportunity at UPD to expand the responsibilities and staffing of a community service responder (CSR) program as recommended elsewhere in this report, perhaps in conjunction with an expanded Telephone Reporting Unit and online reporting capacity. BerryDunn will provide additional discussion on these alternative response areas in the Essential CFS Review report.

2.6.9 Patrol Staffing Analysis and Calculations

In any department, patrol staffing represents the vast majority of department staffing and, consequently, the vast majority of department budget. Patrol is also the most fundamental service delivery mechanism of any police department. For this reason, accurately determining

the appropriate level of patrol staffing forms the foundation of a staffing analysis of an entire department.

Patrol Availability

BerryDunn determines patrol staffing requirements by evaluating the total workload in hours, against total hours of officer availability. While this seems like a very simple model in concept, it quickly becomes very complex in application. Officers are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol officer leave data from the UPD.

Table 2.54 demonstrates the amount of time patrol officers have available for shift work (as opposed to total hours for which they are paid). This table starts with the assumption that officers work a 40-hour work week, which results in a total of 2,080 paid work hours computed as 52 weeks x 40 hours = 2,080 hours per year. Table 2.54 displays the hours (by category) that officers at UPD are unavailable for shift work. That table further calculates, by subtracting leave categories from the total paid work hours, the average number of hours a patrol officer is available to work. At UPD this calculates to about 1,719 hours per year (rounded down) of available work hours and not the 2,080 paid work hours as is often thought. Note that 1,719 hours per year of available work used for analysis in this assessment represents the cumulative average and individual officer availability can vary significantly.

The data in Table 2.54 also display average leave times by category from several prior studies. The overall leave totals for the UPD are roughly 22 hours fewer than the prior studies average (resulting in slightly more available time). The amount of actual available time, while arrived at through different consumption of leave categories, is generally comparable to the prior study averages.

Later in this report, BerryDunn provides a staffing analysis that leverages the data from this table. Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. The actual amount of work time available is also a critical component in calculating staffing demands based on an examination of workload against worker capacity.

Table 2.54: Patrol Availability (leave data)

Annual Paid Hours	2080	*Study Averages
Leave Category		
Vacation	145.97	144
Illness/Sick	46.04	47
COMP Used	74.72	31
Holiday	0.22	97
Holiday Float	0.00	
Military Leave	12.09	12
Military Training	0.00	10
On the Job Injury Leave	0.77	
Family Care	2.09	
Personal Leave	27.57	
Bereavement	2.68	
Unpaid	1.56	
Training	47.00	
Subtotal (minus)	360.71	
Average Annual Availability (Hours)	1719.29	1,697

Source: Agency Provided data

In addition to understanding how much time officers have available to them for scheduling purposes, understanding *when* they are not available or are less available is important, because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule. In Figure 2.12 the patterns of annual leave for patrol will be broken down by month.

Shift Relief Factor

Another mechanism for understanding the number of officers required to staff a schedule is through determining the "shift relief factor." The shift relief factor is the total number of officers required to staff one required shift position for every day of the year. Based on the number of available hours for UPD patrol officers (1,719) and the length of the shifts (12 hours), the shift relief factor for the UPD is 2.55 (12-hour shift x 365 days / by 1,719 available work hours), see Table 2.55. The number of officers required to staff the *current* schedule and allocation of personnel without operating short or using overtime is then calculated as 35.7 (2.55 shift relief factor times x 14 daily patrol shifts), which is rounded up to 36. Note this calculation represents the number of personnel needed to staff the *current* stated shift minimums for patrol staff and does not represent staffing recommendations based on the BerryDunn workload analysis model. This model will be discussed in detail below.

Table 2.55: Shift Relief Factor Calculations

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
12	4380	2.55	14	36

EXAMPLES

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
10	3650	2.12	14	30
11	4015	2.34	14	33

CSRs

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
10	3650	1.97	3	6

Source: Calculations from Agency Provided data

Non-sworn community service officers can be expected to have about 1,850 available hours (out of 2,080 annual paid hours) for workload because they will have fewer training and other leave items that reduce available workload. Using this estimate of 1,850 available hours, community service officers would have a shift relief factor of 1.97 meaning that three community service officer shifts would require six full time community service responders (3 shifts x 1.97 shift relief factor) to staff those shifts consistently (and two shifts would require four personnel).

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

BerryDunn has previously displayed that the average time per CFS for the UPD is 70.44 minutes per CFS, as calculated by the data provided in Table 2.35 in Section 2.6.3. Using this number, and a 30% availability factor for patrol officers, UPD officers can be expected to manage three CFS per shift [(12-hour shift x by 30% availability for community-initiated CFS) / by 70.44 minutes per CFS equals 3.06 calls per shift], which is low in comparison to prior studies averages.

These data provide average totals, which presume an equal distribution of CFS by patrol beat and by hour, which is not accurate. As noted previously, a disproportionate amount of work volume occurs within a time window from about 1100 to 2300 hours. Even with slightly adjusted staffing level, it is natural that employees working during these periods experience a per-officer CFS spike, while those working the overnight shift are managing less volume overall. This

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

Table 2.56 displays the daily shift needs and available officer time per day. Using the available CAD data, BerryDunn calculated the number of minutes required per day to manage the patrol workload. The available minutes per day, by officer, are calculated based on a 30% availability of time to dedicate to the obligated workload, based on a 12-hour shift. Based on these data, the UPD would require 15 shifts per day to manage the total patrol volume of 3,139 minutes (19,093 annual hours as displayed in Table 2.58). However, BerryDunn indicates in Table 2.59, that the adjusted annual workload total is 20,929 hours, which equals 3,440 minutes per day. Based on this total, the UPD would require 16 daily shifts to manage the overall workload. Using the shift relief factor from Table 2.55, 15 daily shifts translate into the need for 39 officers (38.25 rounded up), and 16 daily shifts requires 41 officers (40.8 rounded up). At present, the UPD has only 31 officers allocated to primary CFS response, and this number is substantially below demonstrated workloads.

Table 2.56: Daily Shift Needs

Daily Shift Needs					
Year	Primary Min/Day	Back-Up Min/Day	Total Min/Day	Officer Available Min/Day	Daily Officers Required
2022	1,900	1,239	3,139	216	15
2022*	3,440		3,440	216	16

*Reflects volume from total obligated workload
Source: Agency Provided data

The calculations in Table 2.56 presume an equal distribution of CFS by location, hour, day, and month, and this is not accurate. To understand the staffing needs of the UPD more accurately, there are other factors to consider that will be addressed as this report progresses.

Another point of analysis of CFS response data involved examining the total number of CFS handled on average by UPD officers, based on staffing totals. This data is displayed in Table 2.57. The totals for benchmark cities and prior BerryDunn studies show an average per-officer CFS volume between 539 and 581 with an average of 547. The average number of annual CFS for the UPD is 16,264, resulting in an annual total of 525 CFS per first responder at UPD when the department is fully staffed to current authorized levels. Although the average number of CFS handled per officer for the UPD is comparable to the amount of CFS per first responder for prior studies, these comparisons do not consider the amount of time consumed for each CFS.

Table 2.57: Calls for Service – Comparison Data

Benchmark City	Population	Total Calls for Service	*First Responders	CFS Per First Responder
Overland Park Study				
Average Totals (29 Cities)	172,795	76,406	140	547
**Prior Study Cities				
Prior Studies - Under 100 Officers	27,275	15,927	32	539
Prior Studies - 100+ Officers	277,070	97,879	176	581
Urbana PD	**38,468**	**16,264**	**31**	**525**

*Table includes data from prior studies conducted by the IACP
Source: Agency Provided data

In short, UPD has a substantially higher total on-scene time than comparison cities and, as noted previously, higher rates of serious crime, which tend to consume more time. The longer on-scene times reduce officer availability and affect the number of CFS they can manage. Essentially, although UPD officers manage a comparable number of CFS, they take longer to do so, which makes their average CFS workload more burdensome than the comparisons. Again, this can result from several factors, including providing a high level of service.

Workload Model and Analysis

As demonstrated throughout this section, the BerryDunn approach to calculating staffing needs relies on a comprehensive and sophisticated analysis of workload demands. Table 2.58 displays the obligated workload UPD experiences in total. That is, the total number of incidents, total time spent, and time per incident (calculated) that UPD dedicates responding to community-initiated CFS or obligated workload.

Table 2.58: Obligated Workload

Patrol Workload Calculation	Count of Incidents	Avg. Time per Incident	Hours
Primary CFS			
Crime	5322	42.13	3,736.51
Service	9780	41.68	6,793.38
Traffic (MV crashes only)	728	71.34	865.63
Traffic (No MV Crashes)	434	22.42	162.14
Primary CFS Totals	**16,264**	**42.64**	**11,558**
Back-Up			
Crime	3,905	39.65	2,580.39
Service	8,732	29.05	4,227.44
Traffic (MV crashes only)	997	42.79	711.08
Traffic (No MV Crashes)	55	17.89	16.40
Back-Up Totals	**13,689**	**33.03**	**7,535**
Patrol Workload Total			**19,092.97**

Source: Agency Provided CAD data

As indicated previously, Table 2.58 indicates a total obligated workload of 19,093 hours, and that total is split into 11,558 primary CFS response hours, and 7,535 backup response hours. The hours in Table 2.58 accurately outline the baseline totals of workload contained within the CAD dataset, however, there are other data elements that are unaccounted for in this total.

Table 2.59 below, utilizes the obligated workload from Table 2.58 and accounts for other factors such as calls coded officer-initiated, but which might reasonably have become community-initiated (e.g., motor vehicle crashes that an officer observes before anyone calls 9-1-1), service-related volume that has either been mis-categorized or that is otherwise considered obligated workload, supplanting effects (officers not assigned to patrol but taking CFS), mutual aid, and other factors. Once all those factors are considered, a subtotal of hours of actual obligated workload can be calculated which, in this case, is 20,929 hours.

Table 2.59: Obligated Workload Model – Patrol 30%

	Literal Explanation and Formula	Totals
A - 1	Primary Patrol Unit Obligated Hours - Community CFS	10,806
A - 2	Back-Up Patrol Obligated Hours	4,850
A-3	Primary Patrol Unit Obligated Hours - Officer-Initiated: Criminal and Motor Vehicle Crashes	187
A-4	Back-Up Patrol Obligated Hours	157
A-5	Officer Initiated Service-Related Volume	223
A-6	Sergeants Primary Obligated Hours - Community CFS	751
A-7	Backup - Sergeant Obligated Hours	2,686
A-8	Sergeant Primary Obligated Hours - Officer-Initiated: Criminal and Motor Vehicle Crashes	37
A-9	Sergeants Backup Obligated Hours - Officer-Initiated	87
A-10	Sergeant Initiated Service-Related Volume	60
A Subtotal		**19,844**
A-11	Supplanting - All UPD Units - Including Backup	548
A-12	Mutual Aid to UPD	537
A Subtotal		**1,085**
A Total		**20,929**
B	Available Hours per Officer*	1,719
C	Authorized Strength in Patrol	31
D	Current Patrol Hours Available (B*C)	53,298
E	Current % Obligated to Citizen CFS (A/D)	**39.27%**
F	Target Obligated Workload (30%)	30.00%
G	Officer Workload Hours Available at 30% (B*F)	516
H	Patrol Officers Required to Meet Target Workload (A/G)	41
I	**Additional Primary CFS Response Officers Needed (H minus C)**	**10**

Source: Calculations from Agency Provided data

The BerryDunn workload model is based on a community- and problem-oriented policing model that commits to a desired ratio of 30% of available time spent on responding to obligated workload and 30% of available time spent on administrative tasks, which leaves 30 – 40% of available time for officer-initiated activities such as relationship-building and problem-oriented policing (community engagement). This workload ratio is consistent with and supportive of community-oriented and problem-oriented policing, which require consistent unobligated time with which to build relationships, identify problems, devise solutions, and implement responses.

UPD is currently spending about 39.27% of available time on obligated workload, significantly more than the model recommends. Administrative tasks across departments consistently consume an amount of time roughly equivalent to the time required for obligated workload. Considering that, UPD officers can only be expected to currently have only about 20% unobligated time to conduct self-initiated problem-solving, which is well below the goal of 30 – 40%.

When the known obligated workload (20,929 hours per year) is divided by the number of available work hours per officer (516 hours per officer per year calculated as 1,719 available work hours times target 30% for obligated workload), UPD will require 41 patrol positions (calculated as 20,929 total obligated work hours divided by 516 hours per officer for obligated workload) to meet obligated workload demands, while leaving sufficient time for administrative and problem-solving activities.

UPD is currently authorized and budgeted for 31 patrol positions, which means the workload analysis indicates patrol staffing needs to be increased by 10 positions. Note this analysis assumes equal distribution of CFS volume and workload each hour of the day, which BerryDunn has observed earlier is not the case. Table 2.60 exhibits how obligated workload is distributed throughout the day and how this distribution affects the number of patrol staff required for the UPD to efficiently manage the obligated workload.

Table 2.60: Officers Required by Shift

Current Daily Events	0700-1100	1100-2300	2300-0700	Total	Shift Relief Factor	Total Officers
Total Annual Hours	2911.25	12052.34	4798.41			
Minutes/Day	478.56	1981.21	788.78			
Officers	2.22	9.17	3.65			
Officers Required	**3**	**10**	**4**	**17**	**2.55**	**43.35**
Suggested	**6**	**4**	**7**	**17**	**2.55**	**43.35**

Source: Calculations from Agency Provided data

As the data in Table 2.60 provides, the UPD requires 10 patrol staff to manage the peak volume of obligated workload, which occurs between 1100 – 2300 hours. Early morning workload demands suggest the volume could be managed by 3 officers, and the overnight volume could theoretically be managed by 4 officers. Based on these totals, the UPD would require 17 daily patrol shifts to manage the overall workload, which translates into a need for 44 patrol staff (43.35 staff, rounded up).

Within Table 2.60, BerryDunn has provided a suggested structure for distribution of the UPD patrol staff. This suggested structure would provide sufficient minimal coverage during daytime and overnight operations, while also adding additional personnel during peak CFS volume periods. There are many ways to structure a patrol schedule and the distribution of the personnel within it. BerryDunn's suggested distribution in Table 2.60 is merely that, a

suggestion, and based on various scheduling factors, the UPD may consider different options or structures.

Prior analysis in this report revealed that much of the CFS and workload volume for the UPD involves non-criminal (i.e., service) CFS. The City, the department, and the community have expressed interest in pursuing alternatives to sworn police response whenever possible. Recruiting, selection, hiring, and retention are challenges for police departments across the country, and UPD is not immune to that reality. Hiring non-sworn professional staff is a reasonable approach to addressing the reality that staffing sworn positions is difficult, time-consuming, and expensive. Considering these factors, it is reasonable to pursue non-sworn professional staff to perform as much workload that does not require a sworn police response as possible. Consequently, based on the workload analysis and the additional insight into the desires, needs, and environmental factors at UPD, BerryDunn recommends increasing patrol staffing to 44 positions (which is a total increase of 13 positions) by increasing *sworn* police staffing by seven positions and non-sworn community service responder positions by six positions. Development of a work schedule for both sworn officers and CSRs that responds to the data about hourly workload volume will help ensure appropriate staffing is available during the middle of the day when obligated work volume peaks.

BerryDunn also notes here that the ratio of sworn to non-sworn personnel recommended above, is based on the volume of CFS that the UPD could reasonably expect to divert to non-sworn staff. Additional details on this breakdown will be included in the Essential CFS Evaluation report, which will be provided separately.

In addition to the above analysis, it is also relevant to point out the volume of supplanting (CFS response by personnel not assigned to primary CFS responsibilities) occurring within the UPD by it patrol supervisors. Based on the data in Table 2.59, patrol supervisors contributed 3,621 hours toward primary and backup CFS response. This amount is equivalent to 7 FTEs. Essentially, the entire available time of 7 out of the 10 patrol supervisors is consumed in CFS response.

The purpose of patrol supervisors is to manage the shift, provide guidance, direction, and support to staff, and to make key supervisory decisions when needed. Additionally, patrol supervisors are expected to perform various administrative functions assigned by the department, and to support development of patrol personnel, including monitoring performance and addressing performance issues. For these reasons, patrol sergeants are not expected to manage patrol related CFS volume. Although they should be expected to show up on scenes to monitor other staff, and to direct scene efforts in complex cases, these functions should consume a small percentage of their overall time. For the UPD, it is evident that its patrol supervisors have been relegated to a de facto patrol role, all but eliminating their ability to perform the more complex and intended role they are assigned. BerryDunn's staffing recommendations seek to provide appropriate staffing for primary patrol CFS response, which in turn, will allow patrol supervisors to more consistently perform their primary function.

Table 2.61 exhibits the ratios of patrol to investigations from the benchmark study and from prior studies conducted by the BerryDunn team as well as for UPD. Practically every agency in every community has different protocols for what incidents are investigated by dedicated

investigations personnel. Some agencies require all cases not resolved by patrol by the end of the originating call receive follow up from investigations. Other agencies only assign serious and/or violent felony cases to investigations. Most agencies have protocols somewhere in between those two extremes. Some agencies have significant non-sworn professional staff to support investigations while others have none. This makes comparing ratios between patrol and investigations difficult. Instead, BerryDunn prefers to focus on workload capacity based on the investigative priorities established by the agency in conjunction with its community, which will be done in Section 2.7 of this report. However, a brief comparison of patrol to investigations is warranted to provide context.

As reflected in Table 2.61, the ratio of officers assigned to investigations at UPD (16.95%) is higher than the benchmark city averages, higher than prior studies averages for agencies with fewer than 100 officers and lower than prior studies averages for agencies with more than 100 officers. Even if the two detectives assigned to the SCTF are removed from the calculation resulting in a total of eight investigators (six detectives, supervisor, and a civilian investigator), the ratio is still comparable to the benchmark and prior studies averages at 13.56%.

Table 2.61: Patrol and Investigations Comparisons

Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark City Averages	**236**	**132**	**55.93%**	**30**	**12.71%**
Prior Studies – Under 100 Officers	**100**	**54**	**54.00%**	**14**	**14.00%**
Prior Studies – 100+ Officers	**2725**	**1350**	**49.54%**	**564**	**20.70%**
Urbana PD	**59**	**45**	**76.27%**	**10**	**16.95%**

*Table includes data from prior studies conducted by the IACP
Source: Agency Provided data

Precise information is not available in CAD for many administrative activities managed by patrol staff due to variances in the way agencies and officers record these activities. The interviews and field observations by BerryDunn suggest that administrative time for the UPD appears to be consistent with the norm. Industrywide, administrative time generally accounts for approximately 25 – 30% of an officer's average day. Although difficult to track, BerryDunn has found that administrative time for patrol officers tends to mirror the level of obligated workloads (time spent managing community initiated CFS). This administrative percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

To attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts. The reported activities and associated times are displayed in Figure 2.10. UPD

patrol officers reported 189 minutes per day on supplemental workload duties, which is approximately 26.25% of available time (calculated as 189 daily supplemental work minutes divide by 720 available minutes in each 12-hour shift). This does not include reports associated with CFS. While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered. This data is consistent with prior BerryDunn studies.

Figure 2.10: Self-Reported Supplemental Workload
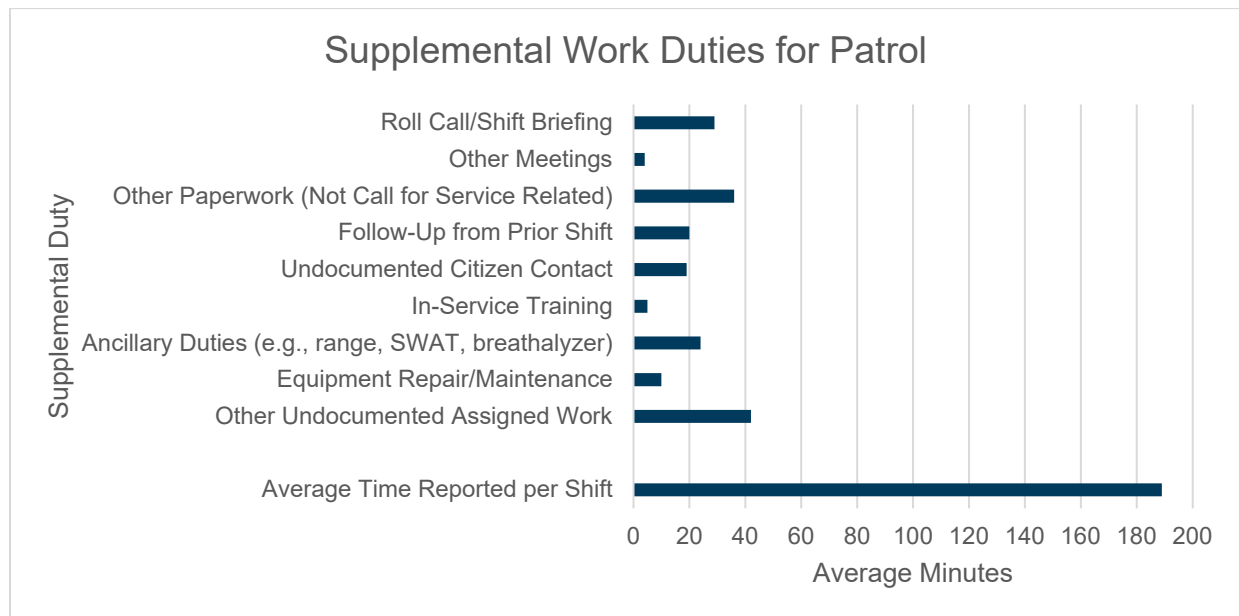
Source: Patrol Workload Survey

Police work, understandably and justifiably, requires a great deal of ongoing training to maintain proficiency and current knowledge in core knowledge and skills. Most states require a minimum threshold, and many or most agencies require additional mandatory training beyond state requirements. BerryDunn inquired about average training hours received by patrol and investigations personnel and received the data that is displayed in Table 2.62. Patrol received an average of 47 hours of training in a year and investigations received an average of 53 hours of training in a year.

Table 2.62: Required and Annual Training Hours

Required In-Service Training	Hours	Frequency
Use of Force	30	Every 3 years
Firearms	10	Annual
First Aid	*	Annual
Avg. Patrol Training Hours	**47**	**Annual**
Avg. Investigations Training Hours	**55**	**Annual**

*No specified hours identified
Source: Agency Provided data

BerryDunn reviewed the most recent Illinois Law Enforcement Training and Standards Board training mandates and note that the training received by UPD patrol and investigations personnel seems to easily exceed the overall state requirements. Although an analysis of department training was beyond the scope of this project, BerryDunn has included this information in this section because it directly affects workload staffing analysis, because any hours committed to training are not available to handle workload volume.

Patrol Work Schedule

One of the most common areas of concern BerryDunn discovers in conducting agency studies is related to patrol staffing allocations. The current Patrol schedule is clearly intended to address the statistical reality of call volume and workload distribution while providing geographical beat coverage, which supports community-oriented policing. However, the current distribution by geographical beat and time of day may not be ideally aligned with the statistical realities (see Table 2.64) illuminated by UPD data. There are more factors involved in deploying patrol resources than just aligning staffing with call volume and locations. Those factors include employee morale, retention, supervision and span of control, available experience, field training capacity, officer safety, geographic distribution, and myriad other factors; however, when an agency is struggling with staffing, capacity to handle call volume, and response times, the most efficient deployment of resources should be analyzed and considered. Table 2.63 reflects the shift hours and personnel allocations the UPD uses to build its patrol schedule.

Table 2.63: Patrol Watch Shift Hours

Shift	Begin	End	# of Hours	Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	Corporal or Sergeant Y or N	Other Supervisor Y or N
First Shift Patrol	0700	1900	12	6		N	N
Second Shift Patrol	1500	0300	12	2		N	N
Third Shift Patrol	1900	0700	12	6		N	N
First Shift Sergeant	0700	1900	12	2		Y	N
Second Shift Sergeant	1500	0300	12	1		Y	N
Third Shift Sergeant	1900	0700	12	2		Y	N
Lieutenants	0800	1700	8	3		N	Y
Minimum Sergeant	1100	0300	0	0	1	Y	N
Minimum Sergeant	0300	1100	0	0	1	Y	N
Minimum Patrol	1100	0300	0	0	4	N	N
Minimum Patrol	0300	1100	0	0	3	N	N

Source: Agency Provided data

Table 2.63 contains both the maximum personnel allocations (top portion of the table), and the minimum allocations (bottom portion of the table). Note that Table 2.63 uses a maximum patrol officer staffing number of 14 and a maximum patrol sergeant staffing number of 5. The shift minimums reflected in Table 2.63 likely represent current conditions, but they are well below necessary staffing levels.

In Table 2.64 below, BerryDunn has represented the data from Table 2.63 in a different format. Table 2.64 demonstrates maximum hourly allocations.

Table 2.64: Patrol Allocations by Hour

Hour	First Shift	Second Shift	Third Shift	Total	Hour	First Shift	Second Shift	Third Shift	Total
0600			8	8	1800	8	3		11
0700	8			8	1900		3	8	11
0800	8			8	2000		3	8	11
0900	8			8	2100		3	8	11
1000	8			8	2200		3	8	11
1100	8			8	2300		3	8	11
1200	8			8	0000		3	8	11
1300	8			8	0100		3	8	11
1400	8			8	0200		3	8	11
1500	8	3		11	0300			8	8
1600	8	3		11	0400			8	8
1700	8	3		11	0500			8	8

Source: Agency Provided data

The data in Table 2.64 show that for many hours of the day, even if fully staffed, the UPD's personnel distributions by hour are not aligned with CFS volumes. Figure 2.11 graphically displays UPD staffing allocations as compared to average hourly CFS totals. This graphic portrayal is important, because it highlights that the current allocation structure, though attempting to do so, is not successfully aligned with peak CFS volumes.

Figure 2.11: Staffing Allocations vs. CFS Totals

Staffing Allocations by Hour Compared to CFS Totals - 2020 CFS
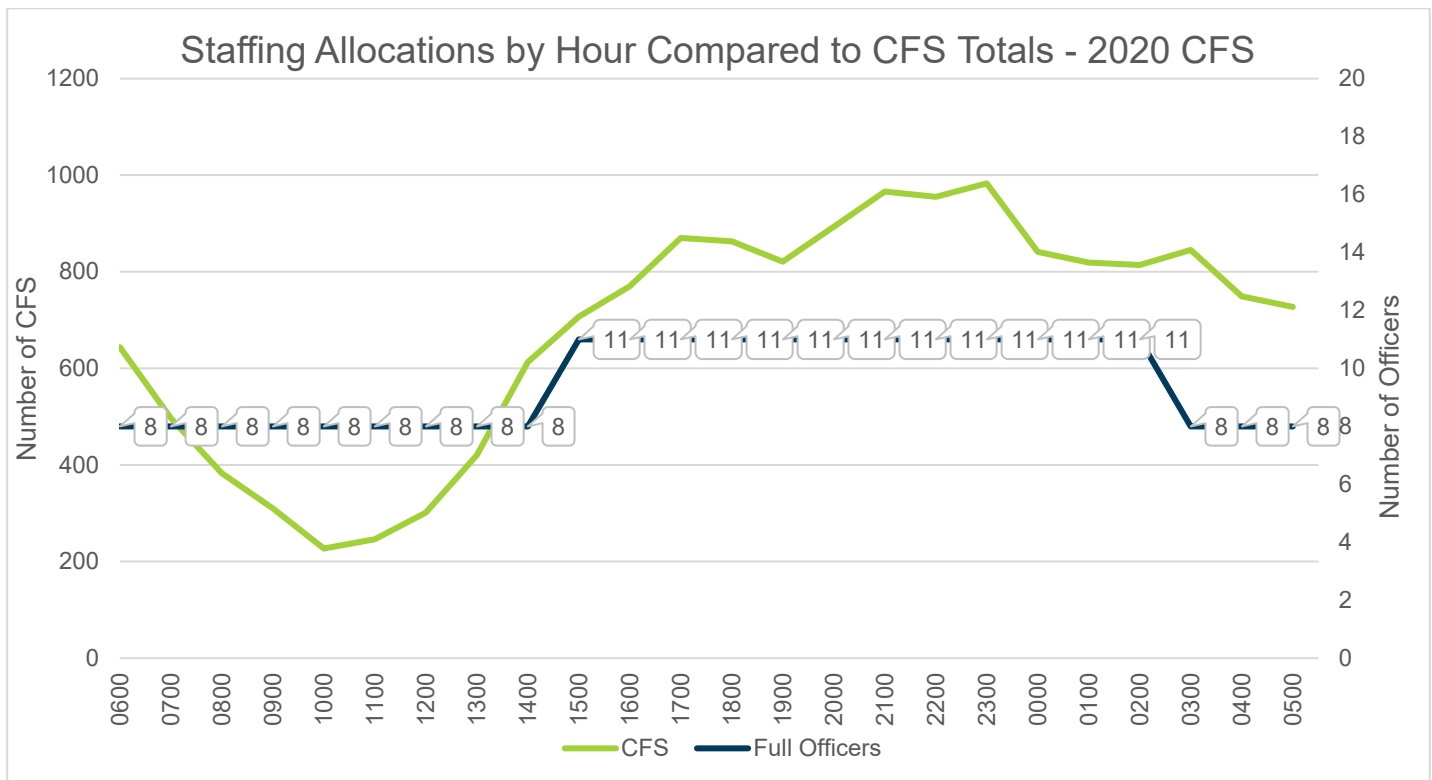
Source: Agency Provided data, CAD data

Policing professionals across the industry typically indicate concerns about not having enough officers on the street at any given time to help ensure that community complaints are handled in a timely manner. Those same professionals also commonly indicate that patrol shifts often do not have a full complement of officers available to handle CFS and that working at or below shift minimums is the standard practice. BerryDunn heard similar comments from the UPD and from the community as well.

Although the current design of the patrol schedule intends to align hourly CFS volume with the number of officers deployed and makes some attempt at doing this via the up-staffing provided by the second shift, the current staffing model is not fully aligned with the daily CFS peak. In addition, the current patrol schedule does not fully account for leave time and the cyclical pattern of leave time use depicted in Figure 2.12 below. This figure displays the patterns of annual leave for patrol broken down by month. Note that vacation leave is highest during summer and winter holiday months, consistent with departments across the country. Sick leave demonstrates fewer extreme highs and lows but significantly drops to zero during July.

Figure 2.12: Annual Leave Hours – Patrol
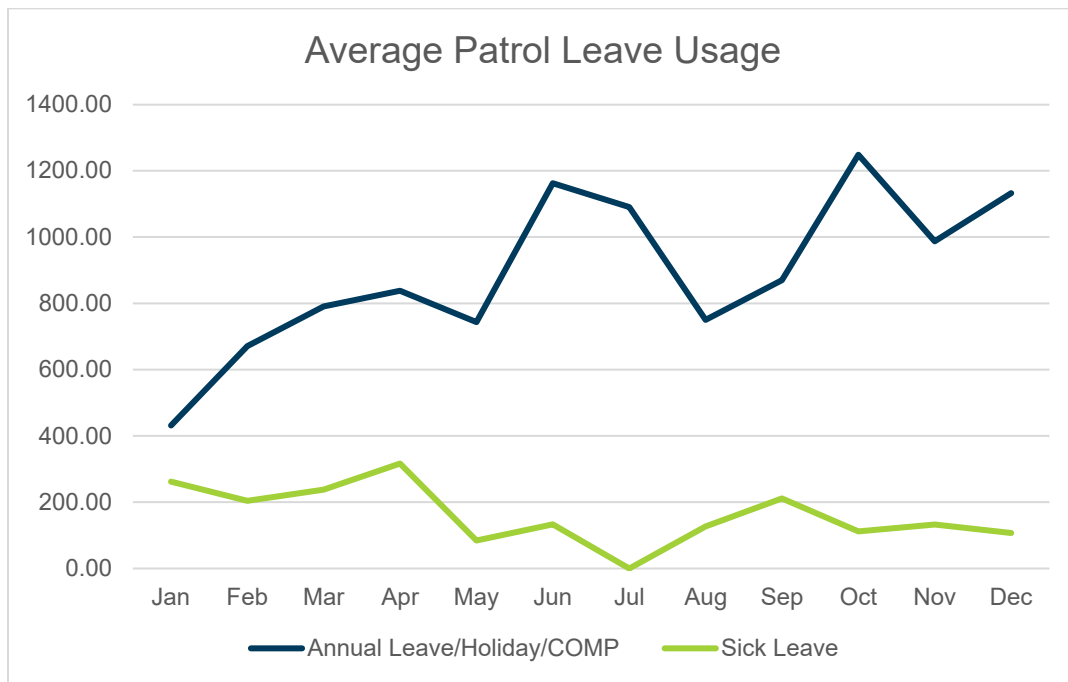
Source: Agency Provided data

BerryDunn also asked the UPD to manually calculate the actual work shifts for each month over two years. Although the desired/maximum total number of officers to be scheduled is 14, the actual average staffed in those two years ranged from a high of 11 to a low of 7 as displayed in Figure 2.13.

Figure 2.13: Actual Versus Desire Shifts (Two-Year Average)
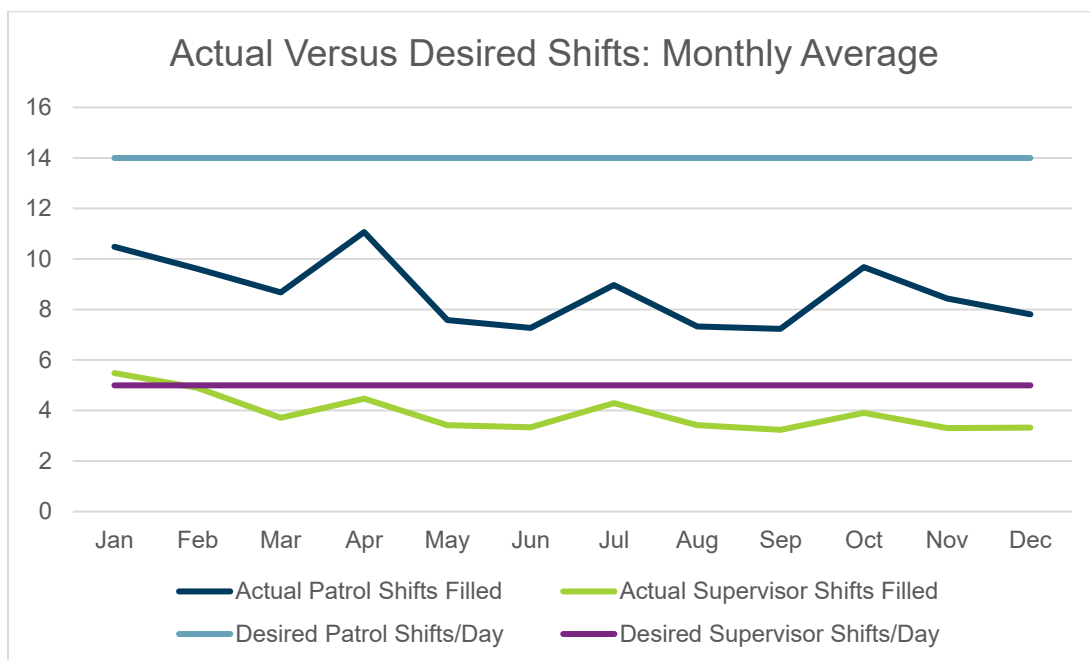
Source: Agency Provided Patrol Shift Worksheet

A similar dynamic applies to supervisor staffing. This information helps to illustrate actual staffing as opposed to officer allocations. As the data presented here demonstrates, the UPD Patrol schedule does not distribute personnel in an optimal manner; BerryDunn elaborates on the patrol schedule later in this section.

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

- Reducing or eliminating predictable overtime

- Eliminating peaks and valleys in staffing due to scheduled leave

- Ensuring appropriate staffing levels in all patrol zones or beats

- Providing sufficient staff to manage multiple and priority calls in patrol zones or beats

- Satisfying both operational and staff needs, including helping to ensure a proper work/life balance and equitable workloads for patrol staff

Designing a schedule that accomplishes these goals requires an intentional approach that is customized to each agency's characteristics (e.g., staffing levels, geographic factors, crime rates, zone/beat design, contract/labor rules). There are several key components that bear consideration in that process. As part of this project, BerryDunn asked the UPD to complete a self-assessment of its patrol work schedule against a set of prescribed standards. The results of that self-assessment are displayed in Table 2.65. Based on that self-assessment, UPD scored 19 points out of a maximum of 25 points.

Table 2.65: Patrol Schedule Assessment and Analysis

Schedule Components	Rating
SECTION 1	
Maximized shift coverage during the periods of greatest need for services (assessed by hour, day, month, and/or season).	1
Providing overlaps in coverage across all shift changes.	2
Flexibility to accommodate vacations, individual training, holidays, and predictable sick leave.	1
Minimized use of overtime to manage predictable leave (e.g., vacation, training).	1
Reduction of significant peaks and valleys in daily personnel allocations that occur due to leave patterns.	1
Ensuring appropriate staffing levels in all patrol beats/zones.	2
Availability of supplemental staff to manage multiple and priority CFS in patrol beats/zones.	1

Schedule Components	Rating
An allocation or allowance of time for in-service training and internal meetings.	1
Integration of first-line supervisors into the overall schedule in a manner that includes consistent supervision of personnel groups or teams.	2
Subtotal Section 1 (maximum of 18)	**12**
SECTION 2	
Using a single shift duration.	1
Substantial consistency and continuity of shift rotations.	1
Limiting scheduled work hours to no more than 2,080, inclusive of leave time or holiday time (unless budgets or labor practices provide otherwise).	1
Reducing available scheduled work time for each patrol officer, based on holiday hours allocated as leave time (reducing work time from 2,080 hours).	1
Conformity with labor contracts, or Fair Labor Standards Act (FLSA) allowances for public safety employees, which prescribe the maximum hours allowed within a work cycle or year.	1
A plan for easy and consistent inclusion of additional work shifts as the workforce grows on a temporary or a permanent basis (e.g., school resource officers who are available during summer months).	1
A mechanism for adjusting patrol personnel deployments, without significant service disruption, following a temporary or permanent reduction in force.	1
Subtotal Section 2 (maximum of 7)	**7**
OVERALL TOTAL SCORE (maximum score – 25)	**19**

Source: Agency Provided data

The scoring legend for the Patrol Schedule Self-Assessment Tool is in Table 2.66 below.

Table 2.66: Patrol Schedule Assessment Score Legend

25 – 22:	If the patrol schedule scored in this range, it is likely relatively efficient and generally meeting operational objectives. If there are any components within Section 1 that were scored as a 1 or 0, adjustments may be required.
21 – 18:	If the patrol schedule scored in this range, it is likely that adjusting the components of the schedule would improve its effectiveness and efficiency. Priority consideration should be given to any component in Section 1 that was scored as a 1 or 0.
17 or below:	If the patrol schedule scored in this range, there are several areas of effectiveness or efficiency that are not being met by the current design. It is likely that a full schedule redesign will be necessary to optimize effectiveness.

Based on UPD responses relative to the assessment legend, UPD scored in the middle range of overall scheduling effectiveness. This indicates that adjusting some of the components of the

schedule would improve its effectiveness and efficiency. UPD scored very high, receiving a maximum score, in Section 2 indicating the schedule is fair, consistent, and predictable for employees. UPD scored 12 (out of a total of 18) to put the agency at 67% percentile for this area. The score on Section 1 indicates UPD is generally functioning well in scheduling but highlights some areas where respondents believe UPD could make improvements in areas such as mirroring schedule to workload demand, supporting leave and other time off, and providing scalability.

2.6.10 Patrol Staffing Discussion, Summary, Recommendations

Based on a thorough analysis of the obligated workload for patrol, BerryDunn calculates that, when properly deployed, the UPD can manage CFS volume consistent with a community-oriented and problem-oriented policing response model with an allocation of 44 first responders in the patrol division. BerryDunn has recommended the fulfilment of this response need with the addition of a combination of additional sworn police officers and non-sworn community service responder personnel from a position and function to be created. There is reason to believe, based on the analysis of workload volume and patterns, that adding these personnel in this manner will reduce/balance the obligated workload for patrol and produce an increased likelihood of filling all positions.

BerryDunn's recommendation of staffing 44 first responders reflects the *minimum* number of officers/field response staff required to operate and to respond to CFS effectively and efficiently (subject to ongoing monitoring and additional workload calculations). This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Essentially, operating with less than 44 personnel assigned to CFS field response represents an inefficient use of personnel that will lead to diminished effectiveness in multiple areas. Equally as important is understanding the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to help ensure staffing at the *operational minimum* level. Additionally, every vacancy requires a minimum amount of time to fill resulting in regular and relatively predictable vacancy rates.

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

Section 2.6 Recommendations

This section provides the two formal recommendations from Subsection 2.6. They are presented chronologically as they appear within the report. Each recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.67: Section 2.6 Recommendations

No.	Community Service Responder Program	Overall Priority
**Police Alternative Response**	
*Section 2, Subsection 2.6.6*	
2-6	**Finding Area:** UPD is currently understaffed on patrol (under-allocated) for the volume of obligated workload they receive. UPD needs additional staffing on patrol to provide capacity for meaningful community-oriented and problem-oriented policing services. Additionally, UPD receives a significant volume of work that does not require a sworn officer to respond. Simultaneously, the community and city have expressed a desire to implement alternatives to sworn response to community service needs.	
	Recommendation: BerryDunn recommends UPD create a non-sworn Community Service Responder (CSR) unit to assume some of the workload of sworn officers and to provide an alternative to sworn response to community service needs. This will serve multiple purposes including not sending a sworn officer when one is not necessary, which means greater resources where needed. UPD currently utilizes Police Service Representatives (PSRs) to manage records, staff the front desk, handle telephone reporting, and support officers on duty with information. Additionally, data and staff accounts indicated sworn officers respond to a large volume and spend a significant amount of time on non-criminal calls for service. There is an opportunity to expand the PSR posture with the creation of field-based CSRs to directly to assist in the field with functions that do not require a sworn officer such as private property crashes, taking old reports, blocking roadways, assisting with special events, collecting property, etc. Additionally, a CSR can serve as a development platform for the selection and hiring process of sworn officers.	

No.	Patrol Staffing Levels	Overall Priority
**Police Workload Model and Analysis**	
*Section 2, Sub-Section 2.6.12*	
2-7	**Finding Area:** The UPD does not have adequate staffing on patrol to handle obligated workload consistent with the well-established community-oriented policing workload staffing model.	
	Recommendation: BerryDunn recommends UPD establish a patrol operational minimum staffing level of 44 positions, which will be achieved by adding seven sworn police officer positions and six non-sworn Community Service Responder (CSR) positions to patrol. The creation of a CSR response position, function, and unit is described in greater detail in a separate recommendation.	

2.7 Investigative Services, Staffing Analysis, and Calculations

Investigations Services: includes an overview of the investigations division examining staffing, case assignments, routing, and supervision.

The investigative function of any police organization is vital to operational and organizational success. The primary function of the investigations section of any agency is to provide follow-up investigations on a wide range of crimes and to work collaboratively with internal and external partners to provide a professional product that will further the goal of accountability for offenders. The investigations function at UPD is performed by the Criminal Investigations Division (CID), which has many duties and responsibilities including, but not limited to, investigating crimes against persons, investigating crimes against property, control of crime scenes, crime scene processing, evidence collection, and responsibility for the forensic examination of scenes and collection of evidence in cases under their responsibility.

There are many considerations involved in determining appropriate staffing levels for the investigative function. The wide range of factors affecting the investigative function and the large number of organizational structures used for the investigative function across agencies make traditional peer-to-peer comparisons challenging. Each agency is different, and the myriad variables affecting an agency's investigative needs, resources, and responsibilities make it difficult and unproductive to conduct a straight agency-to-agency analysis.

As discussed briefly in Section 2.6.9, every agency in every community has different protocols for which incidents are investigated, which can make comparing staffing levels between agencies problematic (refer to Section 2.6.9 for a limited discussion of investigative staffing ratios compared to other cities). It is BerryDunn's assertion that no single analytical process fully assesses these staffing needs. As with patrol staffing, BerryDunn prefers to focus on workload capacity based on the investigative priorities established by the agency in conjunction with its community. For this project, BerryDunn used a variety of calculations, methods, and analyses to draw conclusions. The narrative below outlines those findings. BerryDunn's assessments generally rely on an analysis of workload, work outputs, and available investigator-hours, which are all described further in this chapter. This analysis process also relies on the collective experience of BerryDunn in assessing staffing levels within police agencies and on national and other comparative data BerryDunn has gathered. The information below provides BerryDunn's assessment of UPD CID and the investigations function within the UPD.

2.7.1 Staffing and Organization

The UPD operates within a general investigations structure. While some investigators have stronger backgrounds and skills in certain categories, investigators at UPD are largely generalists, and every investigator is available to be assigned to any case type. CID is currently authorized and budgeted for the following staffing:

- Six investigations detectives (one vacancy)
- Two street crimes detectives (assigned to the Street Crimes Task Force)

- One sergeant (who takes a full investigative caseload)

- One lieutenant

- One civilian investigator (vacant)

- One civilian evidence custodian

- One part-time civilian evidence custodian

- One civilian digital forensics specialist (vacant)

- One intelligence analyst (vacant)

- One assistant to the lieutenant

- Three civilian part time background investigators (utilized as needed)

Total authorized and budgeted staffing at the time the data for this report was received is 10 sworn positions; five full-time non-sworn positions; one part-time, non-sworn position; and three part-time, non-sworn positions (as needed). There is currently (as of the preparation of this report) one vacancy amongst the authorized sworn positions and two vacancies (digital forensics technician and intelligence analyst) among the authorized non-sworn positions. The sergeant of CID reports to the lieutenant of CID who reports to the deputy chief of police. Based on discussions with UPD staff during the preparation of this report, UPD has received authorization to fill the digital forensics and intelligence analyst positions. As this varies significantly among police agencies, the sergeant in investigations at UPD carries a full case load, and the lieutenant handles the occasional case but not a significant case load. Staff report that the SCTF are assigned about 20 cases per year. Figure 2.14 visually displays the organization of CID at UPD.

Figure 2.14: Investigations Organizational Chart
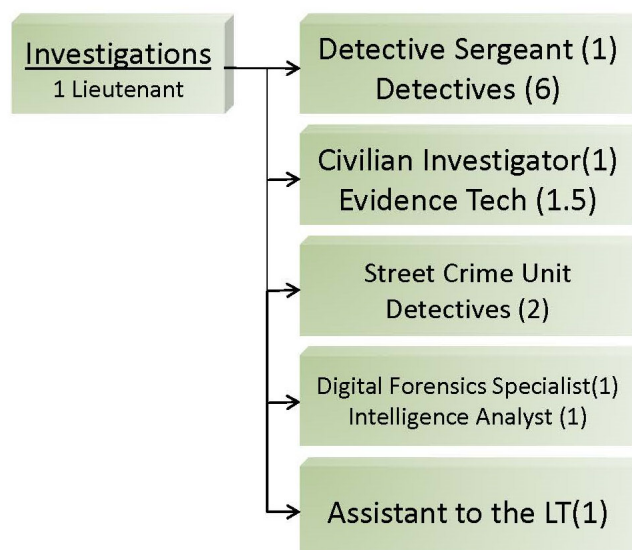
Source: Agency provided

CID detectives manage a regular investigative caseload and collaborate routinely with the intelligence analyst, forensic specialist, and evidence custodians to conduct background analysis on each case and potential suspect, collect evidence, process evidence, and prepare cases for prosecution. The evidence technician provides processing of evidence. The UPD also has two detectives assigned as members of a street crimes task force. The primary mission of a Criminal Investigations Division is to investigate and solve criminal cases. CID is a specialized unit within UPD tasked with handling more complex and serious crimes than the scope of routine patrol follow-up investigation. CID personnel currently read almost every report generated at UPD with a few exceptions. CID reviews reports to determine necessity of follow up investigation or case closure.

Serious crimes are assigned to CID detectives for follow-up investigation. CID also serves as liaison with the State's attorney's office for any cases referred for prosecution. CID is also responsible for more complex case follow-up functions like search warrants, arrest warrants, and subpoenas. CID also engages in inter-agency information and intelligence exchange. CID detectives investigate various types of crimes, such as homicides, sexual assaults, robberies, burglaries, fraud, and other serious offenses. CID personnel gather evidence, interview witnesses and victims, analyze crime scenes, and reconstruct events to identify suspects and build a case. CID staff collect and preserve physical evidence, which may include fingerprints, DNA samples, weapons, digital evidence such as phones or computers as well as any other items related to various crimes. They also work with Illinois State Police and other agencies/forensic specialists to analyze the evidence. CID detectives are not only responsible for managing their own cases, but also conduct daily case management for the entire police department. They assign routine follow-up to patrol officers and/or refer cases to CID supervisors to assign detectives. CID detectives gather intelligence on criminal organizations and activities, contributing to crime prevention efforts and proactive policing strategies. CID personnel also perform myriad collateral duties such as serving on committees, crash investigation, firearms examination, training, crisis intervention team, etc. Table 2.68 displays current authorized staffing levels for UPD investigations.

Table 2.68: Investigations Unit Authorized Staffing

Investigations Unit	Lieutenant	Sergeant	Detective
Supervisors	1	1	
General Investigations			6
Street Crimes/Task Force			2
Total Sworn	**1**	**1**	**8**
Non-Sworn	**Investigator**	**Other Full Time**	**Other Part Time**
Financial Crimes Investigator	1		
Evidence Custodian		1	1
Background Investigators			3
Crime Analyst		1	
Digital Forensics Specialist	1		
Administrative Assistant		1	
Total Non-Sworn	**2**	**3**	**4**
Overall Totals	**3**	**4**	

Source: Agency Provided data

The evidence custodians maintain and track all evidence submitted by UPD officers and are responsible for disposing of property and evidence when the case reaches its final disposition based on a court resolution or statute of limitations. They also maintain communications with patrol officers, the State's attorney's office, and other agencies, such as Illinois State Police, for evidence that needs to be transferred for analysis or prosecution. The evidence custodians are also responsible for transporting evidence back and forth from UPD and other agencies. UPD evidence custodians are also responsible for uploading digital evidence and maintaining/transferring all digital evidence from the body camera systems. UPD reports the evidence custodians handled almost 6,000 pieces of evidence in 2022, and there are currently over 30,000 pieces of evidence for which UPD is responsible.

The digital forensics specialist will specialize in extracting data from cell phones and other digital devices. Staff report the digital forensic specialist will support investigations with other tasks as workload permits. The intelligence analyst will provide data analysis and intelligence reporting specifically to the investigations division to support efficiency and effectiveness of investigations. The analysis function in an investigative unit typically increases capacity to address investigations.

The Street Crimes Task Force (SCTF) is a multiagency, regional collaborative effort to conduct street-based problem-solving to prevent crime and violent crime, an to increase public safety primarily through enforcement of firearms (and drug) laws. SCTF specializes in proactive policing strategies to prevent crime and interrupt the flow of offenders' financial means by

focusing on firearms-related investigations. The SCTF is staffed with officers from the Champaign Police Department, Champaign County Sheriff's Office, Urbana Police Department, and the University of Illinois Police Department. The SCTF was formed in mid-2015 to address increasing violence and weapon-related offenses in the community. UPD CID provides two full-time sworn detectives to the SCTF. Those detectives work from a centralized office at the Champaign Police Department (CPD) and are directly supervised by the SCTF sergeant from CPD. UPD's SCTF detectives head investigations within Urbana. Each detective from UPD on the SCTF is now or has been a formal task force officer (TFO) for the FBI or the Department of Homeland Security and has been involved in federal and state prosecution of offenders. SCTF is intended to be a force multiplier for UPD and other participating agencies. Other agencies are currently struggling with providing staff to the SCTF, reportedly due to staffing shortages. SCTF assists UPD CID and vice versa when needed and when possible. During the review of the UPD's participation in the SCTF, BerryDunn learned that the department has not established regular performance measures for evaluating the productivity of UPD SCTF detectives, and the value of ongoing participation in the task force.

Collaboration with external law enforcement partners can be an effective and productive way to expand capacity in both resources and skills while building and reinforcing valuable relationships. All departmental efforts—internal or external, individual or collaborative—should support clearly defined and assessed departmental goals, objectives, and performance measures and comply with department policies and procedures. The best way to do this with external partnerships is through clearly articulated and mutually developed foundational documents such as memoranda of understanding (MOU), intergovernmental agreements (IGA), and other contracts and documents with partners.

BerryDunn recommends the UPD evaluate its partnerships with area law enforcement agencies in the SCTF, and work with City Administration so that an appropriate and updated MOU or IGA be put into place, consistent with the points and structure recommended in this section. During this process, the UPD should also consider whether this partnership should be continued, modified, or abandoned, based on a careful review of the needs and goals and objectives of the UPD and the City.

The proper and complete functioning of an investigations function within any police agency is vital to its operations and, like uniformed patrol, is susceptible to inefficiency and ineffectiveness when not properly staffed. Criminal investigations take considerable time, focus, and effort. When investigators are overwhelmed with a prohibitively burdensome caseload, it reduces their effectiveness. Accordingly, once appropriate staffing levels for the investigations function are determined, authorized, and budgeted, UPD should take concrete and affirmative steps to ensure those appropriate and budgeted staffing levels are maintained. As with patrol, the department should take the position that all authorized and budgeted investigations assignments are essential and fill any vacancies in Investigations from personnel in less essential roles within the organization whenever possible.

2.7.2 Policies and Procedures

Chapter 6 of the UPD Policy addresses investigation operations with numerous specific policies addressing various vital components of the investigations function. Although a full policy review was not part of this project, below BerryDunn has highlighted certain policies that are relevant to the staffing analysis.

Policy 600 (Criminal Investigations for Patrol and CID) outlines and addresses basic investigative functions at UPD. A fundamental goal of any police agency is to identify and apprehend perpetrators and prepare professional criminal cases for prosecution. The entire agency shares this responsibility. Investigations develop specialized knowledge, skills, and resources to perform the most complex investigations while supporting the rest of the agency via coaching and direct services. UPD reflects this expectation thoroughly via detailed procedural guidance in this policy.

UPD Policy 601 (Criminal Investigations Division) provides policy and procedures for UPD employees assigned to the specific responsibility of investigating serious crimes within UPD jurisdiction. Specific crimes that should be referred to CID include deaths, sexual assaults, home invasion, armed robberies, robberies with injury, aggravated battery, kidnapping, bomb threats, incidents connected to known CID case, support for SWAT, and any other serious incident needing specialized investigative support.

UPD Policy 602 (Case Management) outlines and addresses basic procedures for criminal investigation case management. The CID Commander serves as the case management supervisor for the entire department and is responsible for reviewing all department offense reports, status codes, UCR coding, assignment for follow-up investigation, monitoring of ongoing investigations, and communicating with other agencies and victims. The case management supervisor has the authority to close cases without investigation and the policy outlines factors that may be considered. UPD does not actively utilize automated solvability factors. Policy does not place any time frames on case review or the duration cases should remain open without further action.

The investigations section of policy also includes stand-alone policies for asset forfeiture, informants, felony court discovery, eyewitness identification, Brady material disclosure, sexual assault investigations, warrants, and high-risk operations.

BerryDunn notes that these policies are consistent with those typical to investigative functions, and they appropriately form the framework for managing and supporting the Investigations Division.

2.7.3 Work Schedules

CID detectives work in two overlapping shifts: Monday through Thursday from 0730 to 1730 and Tuesday through Friday from 0730 to 1730. SCTF detectives work Tuesday through Friday from 0700 to 1700. Various aspects of scheduling and leave are addressed in policy consistent with collective bargaining agreements. Like patrol personnel, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that in actuality, investigators

are available for less than 2,080 hours. Table 2.69 displays UPD leave amounts by various category and as compared to prior studies averages. UPD leave usage is consistent with prior studies averages.

Table 2.69: Investigations Availability

Annual Paid Hours	2080	Study Averages
Leave Category	**Hours**	**Hours**
Annual Leave	190.00	165
Holiday	45.00	56
Sick Leave	37.72	34
Military Leave	0.00	3
Workers Compensation/Injury	3.75	7
Personal Leave	37.25	
Compensatory Time	26.44	20
Other (Includes FMLA and Funeral)	4.38	52
Training	55.00	90
Subtotal (minus)	399.54	
Average Annual Availability (Hours)	**1680.46**	1,677

Source: Agency Provided data

2.7.4 Workload and Caseload

BerryDunn asked the UPD to provide data on cases assigned, cases worked, and overall case durations. BerryDunn also discussed case monitoring by investigative supervisors and how supervisors track and monitor active and open cases. The case management supervisor reviews the RMS and reads essentially every report. The supervisor then informally assesses solvability factors as addressed by policy, determines which cases can and should be investigated, assigns those cases to investigators, and then refers the balance back to patrol or, most likely, closes the remainder. Case assignment decisions—determining which cases are assigned to investigations and which remain with patrol—are made on an ad hoc basis after considering current workload dynamics in the investigations division such as number of current cases and complexity of current cases. The RMS at UPD includes an automated solvability factor capability. UPD is not maximizing the use of its RMS to incorporate solvability factors at the patrol level to increase efficiency of case review, assignment, and closure. BerryDunn provides a recommendation on this later in Section 2.7.5.

Table 2.70 displays cases assigned to CID by year. Cases assigned to CID decreased over 20% from 2021 to 2022 with most of the 56 fewer cases between 2021 and 2022 resulting primarily from fewer weapons offenses. UPD did not provide 2020 data broken out between general and street crimes investigative assignments but combined, overall cases assigned were

down 16% and general investigations likely comprised the bulk of those cases. The decrease from 2020 to 2022 appears to be largely attributable to fewer cases assigned involving weapons, assaults, thefts, sexual assaults, robberies, and burglaries.

Table 2.70: Cases Assigned by Year and Unit

Assignments by Unit	2020	2021	2022	% Change 2020 – 2022	% Change 2021 – 2022
General Investigations	335	269	213		-20.82%
Street Crimes	No Data	55	58		5.45%
Totals	**335**	**324**	**271**	**-19.10%**	**-16.36%**

Source: Agency Provided data

Table 2.71 displays cases assigned for investigative follow-up by type.

Table 2.71: Cases Assigned by Type

Case Type	2020	2021	2022	Grand Total	% Change 2020-2022
Narcotics/Drug Laws	52	47	51	150	-1.92%
Weapons Offenses	43	72	26	141	-39.53%
Assault/Battery	49	25	20	94	-59.18%
Theft	34	21	25	80	-26.47%
Sex Offenses	9	20	31	60	244.44%
Sexual Assault	31	15	13	59	-58.06%
Death Investigation	12	10	15	37	25.00%
Motor Vehicle Theft	11	6	8	25	-27.27%
Robbery	13	5	5	23	-61.54%
Burglary	11	4	3	18	-72.73%
Disorderly Conduct	3	4	10	17	233.33%
Deception and Fraud	8	6	3	17	-62.50%
Vandalism/Criminal Damage	0	7	6	13	N/A
Homicide	2	8	3	13	50.00%
Forgery/Counterfeiting	3	4	5	12	66.67%
Burglary from Motor Vehicle	5	6	1	12	-80.00%
Criminal Damage/Vandalism	10	1	0	11	-100.00%
All Others	39	25	14	78	-64.10%

*Total	335	286	239	860	-28.66%

*Minimum of 10 assigned cases from 2020 – 2022
Source: Agency Provided data

Drugs and weapons cases are the most frequent type of case followed by assault, theft, and sex offenses. While death investigations are not among the top five most common types, they are among the most complex and time consuming.

Table 2.72 displays the average total number of cases assigned to CID over a two-year period along with the number of authorized investigations personnel who can regularly receive a full case load (all six detectives plus one sergeant) and a calculation of the average monthly detective work hours available. This data all indicates that UPD CID investigators have about 49 hours available to work on each assigned case.

Note that UPD did not include the civilian investigator in this analysis for multiple reasons. Although this position is allocated to investigations and they recently completed investigative work, feedback from staff is that the amount of workload performed by this position was not representative of a full case load and likely not material for analysis purposes. This position is currently vacant, and the purpose of this position is being re-evaluated by UPD staff. The inclusion of this position in the analysis of investigative capacity would increase the average available hours to work per case. The use of a civilian investigator to support the investigative function is a progressive and promising practice, because it allows an agency the ability to hire professional staff who want to contribute to policing and law enforcement without having to navigate the traditional career route. In an increasingly challenging hiring, staffing, and retention environment, any opportunity to increase capacity and divert sworn resources to vital areas should be explored. There are many functions within investigations that do not require a sworn capacity and a non-sworn professional can bring unique knowledge, skills, and insight to the investigative function.

Table 2.72: Investigations Capacity per Detective (Model 1)

Investigative Capacity	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
General Investigations	241	7	34	3	1680.46	140.04	48.81

*Average number assigned over two years
**Number of authorized detectives who carry a full-time general caseload
Source: Calculations from Agency Provided data

BerryDunn also asked UPD detectives to complete a survey regarding their workload activity segregated by various common functions. That data is exhibited in Table 2.73. The four categories highlighted in greyscale (administrative, meetings, phone calls/emails, and teaching) account for 17% of available time utilized for non-investigative workload.

Table 2.73: Investigations Workload Survey

Category Options	Urbana PD		Prior Study	National Survey Averages		
	Detectives	Supervisors	Averages*	Det.'s	Supervisors	Total
Administrative/Other	5.00	7.25	9.47	5	8	7
Arrest	3.25	2.50	2.22	3	3	3
Community Contact	0.50	0.50	3.26	3	3	3
Crime Lab	0.00	0.75	1.33	3	1	1
Crime Scene Processing	6.75	1.25	2.05	4	4	3
Court/Trial Prep	3.75	2.75	2.08	2	2	2
District Attorney Follow-Up	4.25	1.25	3.22	2	1	1
Evidence Views/Disposition	0.50	7.00	2.16	2	1	1
Interviews	7.25	6.75	6.70	9	8	8
Investigations	18.75	17.00	18.97	21	14	14
Legal (e.g., Search/Arrest Warrant)	6.75	2.50	5.48	3	3	3
Meetings	3.25	5.00	4.66	4	4	5
Phone Calls/Emails	7.50	5.50	9.30	8	8	7
Report Writing	23.75	18.25	14.18	22	16	16
Supervisory Duties	0.00	10.75	5.01	0	14	15
Surveillance	1.25	8.25	2.46	4	4	4
Teaching	1.25	0.25	1.12	1	1	1
Threat Assessment	0.00	0.25	0.60	1	1	1
Training	3.75	0.75	2.05	2	2	2
Travel/Driving	2.50	1.50	3.55	3	2	3
Total	**100.00**	**100.00**	**99.87**	**102**	**100**	**100**

Source: Agency Provided data

Table 2.74 displays the same information as Table 2.72 but with administrative (non-investigative) workload subtracted from hours available to conduct investigations. Model 2 in Table 2.74 reflects the available hours for investigators (1680.46) minus the 17% (245.37 hours from Table 2.73), which results in new available hours total of 1,443.35. Even removing these administrative hours, BerryDunn still observes strong availability for UPD CID investigators at 42 hours per assigned case.

Table 2.74: Investigations Capacity per Detective (Model 2)

Investigative Capacity	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
General Investigations	241	7	34	3	1443.35	120.28	41.92

*Average number assigned over two years
**Number of detectives who carry a full-time general caseload
Source: Calculations from Agency Provided data

The dynamics of case assignment are very complex and that is true for UPD. Even though investigations staffing levels appear reasonable and adequate under current practices regarding case assignments, there may be opportunities to balance workload distribution to benefit the department. Because of the decision to assign cases based on current and changing environmental conditions, as opposed to more rigid policy and procedure requirements, there exists an opportunity to divert additional criminal investigations from patrol to investigations (especially if a civilian investigator is retained and as the intelligence analyst comes on board, which will increase capacity). This is significant because, as detailed in prior analysis in this report, patrol is struggling to manage current obligated workload. Additional investigative responsibilities compound that workload problem. Also, BerryDunn learned from discussions with staff that the data produced regarding case activations and investigations is not of high and reliable quality and may be incomplete or even inaccurate. UPD should improve data collection and, after the passage of a year, revisit workload analysis using the models and techniques presented in this report to re-evaluate investigative staffing levels.

Table 2.75 displays criminal incidents by major category for UPD in 2021. BerryDunn observes that the UPD activated 324 cases for investigation in 2021. This amounts to an activation rate of 12.02 percent. BerryDunn has observed significantly higher activation rates in other projects and lacks the data to explain the comparatively low activation rate for the UPD.

Table 2.75: Urbana Criminal Incidents - 2021

Category	Count
Crimes Against Persons	1,054
Crimes Against Property	1,372
Crimes Against Society	269
Total Criminal Offenses	2,695

Source: NIBRS data

Many factors could contribute to this, including lack of staffing in investigations, closure of potentially solvable cases due to lack of resources, or incomplete preliminary investigation or substantial street-level investigation occurring at the patrol level, among others. It is likely, however, that additional focus on case review could result in a higher percentage of case activations, and with that, a higher number of solved criminal cases.

Table 2.76 provides data from prior studies to demonstrate comparison availability hours for different investigation types.

Table 2.76: Investigative Capacity – Comparisons

Investigation Unit	*Average Study Hours
Persons Crimes/Major Crimes	
Crime Against Children	25.44
Child Crimes and Vulnerable Adults	41.91
Crimes Against Persons	24.46
Domestic Violence	11.04
Homicide	561.51
Major Crimes	305.30
Robbery	84.65
Sexual Offenses	58.38
Special Victims	56.20
Violent Crime	24.82
Average Hours	**115.76**
Property Crimes	
Auto Theft	23.11
District/General Investigations	26.40
Fraud/Financial Crimes	18.47
Homeland Security/Intelligence	31.42
Property	18.34
Average Hours	**21.98**
Narcotics	
Narcotics and Organized Crime	105.34
Average Hours	**105.34**

Source: Calculations from prior studies

As noted in Tables 2.64 and 2.66, UPD investigators have, on average, more than 40 hours available per case to dedicate to investigation. This number compares favorably against typical averages and suggests that UPD investigators have sufficient time available to complete investigatory work.

Table 2.77 displays results of a survey asking investigators to assess current and preferred caseloads (the number of cases assigned that would be manageable) by type, including the results from prior studies and national averages.

Table 2.77: Self-Reported Current and Preferred Caseloads

Investigations Caseload	Urbana PD Current	*Prior Studies Current Avg.	National Current Avg.	Urbana PD Preferred	Prior Studies Preferred Preferred Avg.	National Preferred Avg.
Fraud/Financial Crimes	0	11	18	0	9	11
Homicide/Violent Crime	13	13	15	9	7	9
Other Crimes Against Persons	0	5	18	0	8	12
Property Crimes	0	7	18	0	10	11
General Investigations	0	1	14	0	6	9
Other Specialized Unit	5	14	13	11	9	9
Task Force	40	5	10	15	7	7
Vice/Narcotics	5	7	11	5	24	7

*Table includes data from prior studies conducted by the IACP.
Source: Investigations Workforce Survey

BerryDunn surveyed UPD investigative personnel regarding their opinion about how long certain case types currently remain active and how long they believe those case types should optimally remain open. The results of that survey, along with the results of an average of prior studies survey averages is exhibited in Table 2.78.

Table 2.78: Self-Reported Case Closure Expectations in Days Active

Current and Reported Case Closure Timelines	UPD 0 – 30	UPD Pct.	Prior Cities	Natl. Pct.	UPD 31 – 60	UPD Pct.	Prior Cities	Natl. Pct.
Serious Persons Crimes	2	25.00%	42.18%	54.95%	1	12.50%	18.91%	17.77%
Other Persons Crimes	2	25.00%	28.44%	38.16%	3	37.50%	43.11%	40.32%
Property Crimes	4	57.14%	38.99%	30.04%	1	14.29%	28.44%	35.72%
Fraud/Financial Crimes	1	14.29%	21.55%	17.98%	2	28.57%	29.83%	25.17%
Current and Reported Case Closure Timelines	UPD 61 – 90	UPD Pct.	Prior Cities	Natl. Pct	UPD Over 90	UPD Pct.	Prior Cities	Natl. Pct.
Serious Persons Crimes	1	12.50%	16.73%	11.68%	4	50.00%	22.18%	15.61%
Other Persons Crimes	2	25.00%	22.22%	14.61%	1	12.50%	6.22%	6.90%
Property Crimes	2	28.57%	24.31%	19.76%	0	0.00%	8.26%	14.48%
Fraud/Financial Crimes	1	14.29%	23.20%	27.39%	3	42.86%	25.41%	29.46%
Optimal Case Closure Timeline	UPD 0 – 30	UPD Pct.	Prior Cities 0-30	Natl. Pct.	UPD 31 –60	UPD Pct.	Prior Cities 31 – 60	Natl. Pct.
Serious Persons	1	12.50%	45.79%	52.02%	2	25.00%	21.22%	21.41%
Other Persons	1	12.50%	37.37%	37.78%	4	50.00%	42.53%	39.52%
Property Crimes	3	42.86%	30.41%	28.08%	2	28.57%	43.62%	40.00%
Fraud/Financial	1	14.29%	18.73%	17.16%	2	28.57%	30.97%	31.35%
Optimal Case Closure Timeline	UPD 61 – 90	UPD Pct.	Prior Cities 61 – 90	Natl. Pct	UPD Over 90	UPD Pct.	Prior Cities Over 90	Natl. Pct.
Serious Persons	2	25.00%	16.85%	12.47%	3	37.50%	15.96%	14.11%
Other Persons	3	37.50%	17.18%	15.35%	0	0.00%	2.93%	7.34%
Property Crimes	2	28.57%	25.15%	21.32%	0	0.00%	0.82%	10.60%
Fraud/Financial	3	42.86%	30.47%	27.84%	1	14.29%	12.62%	23.65%

*Table includes data from prior studies conducted by the IACP.
Source: Investigations Workforce Survey

The results of this survey, when compared to national averages, indicate investigative personnel at UPD feel comfortable with longer timelines for keeping cases open than their peers in prior studies. Also, UPD believes they should have substantially more time available on serious cases. This is likely a reflection of and motivation for current case assignment practices at UPD that focus on working the most serious and complex cases. This may also reflect the current environment in which serious and complex cases have increased in recent years. Most agencies do not have clear requirements or guidelines on case timelines, and many do not

perform regular analysis or management of those timelines; UPD is among those agencies. This should not minimize the value of analytical review of case management timelines. Regular analysis and management of case timelines can help the agency better allocate workload and resources in an efficient and effective manner. Although UPD investigators are comfortable with longer case timelines, and many cases warrant longer timelines, most cases should be closed quickly so staff do not become overburdened with large caseloads. Most modern records management systems can produce reports indicating the volume, assignment, status, and age of open cases.

BerryDunn requested the UPD provide data regarding open case durations by case type. Table 2.79 displays these data.

Table 2.79: Average Investigations Case Duration in Days Open by Category

Case Type	2019	2020	2021	Averages
911 Hangup	16.17			16.17
Accident Pedestrian			5.21	5.21
Arson		0.96	5.27	2.68
Assault	15.53	77.73	30.06	41.28
Assault-Active			27.00	27.00
Assault-Injuries		20.78	24.50	23.10
Assault-Past		10.14	23.64	19.59
Assault-Weapons		6.25	17.45	15.21
Assist Other Agency			5.04	5.04
Burglary	132.85	86.40	50.74	98.42
Burglary-Past		61.35	2.60	31.98
Car Jacking – Active		7.13	36.90	26.97
Car Jacking – Weapon			0.25	0.25
Check Conditions	8.92		1.58	4.03
Criminal Mischief	71.40	25.10	22.59	46.15
Custody Dispute			8.54	8.54
Dead On Arrival	24.28	57.02	88.75	60.31
Disturbance	26.87	79.27	23.93	47.34
Disturbance Physical – Active			115.75	115.75
Disturbance Physical – Weapon			0.60	0.60
Disturbance – Past			51.71	51.71
Domestic	15.10	22.89	10.34	16.53
Domestic – Past		4.33	3.96	4.15

Case Type	2019	2020	2021	Averages
Domestic – Physical		10.78	10.38	10.48
Domestic – Verbal		14.53	11.68	12.33
Domestic – Weapon		8.29	14.23	13.44
Evidence Shots Fired	53.64	95.68	66.42	72.66
Fight	3.71			3.71
Fire	5.08		2.08	2.83
Firearm	2.30	214.46	44.95	44.80
Found Person			5.25	5.25
Found Property	161.00	0.04	93.13	86.82
Found Property – Gun			5.79	5.79
Fraud	344.80	380.79	93.11	294.75
Gunshot Victim	80.05	67.36	43.05	65.18
Harassment	28.46	73.59	18.75	39.99
Home Invasion – Past			54.46	54.46
Kidnapping			146.54	146.54
Larceny	179.46	163.10	86.26	137.87
Littering/Dumping	4.71			4.71
Lost Property	1090.79	28.85		382.83
Medical Assist	0.08	67.49	71.18	59.44
Missing Adult	66.51	26.41	15.19	33.36
Missing Juvenile	23.46		131.46	59.46
Missing Person	0.96			0.96
Murder	17.58	57.26	55.73	49.56
Offense Against Child	60.67	86.82	83.10	73.21
Offense Against Elderly	70.92		35.75	53.33
Other Criminal	96.13			96.13
Overdose	42.58	4.04	26.90	25.47
Police Information	57.87	71.67	40.92	56.36
Rape	139.67	100.94	135.18	125.11
Rape – Active			34.88	34.88
Rape – Past		186.46	128.55	140.13
Rape – Weapons			1.42	1.42

Case Type	2019	2020	2021	Averages
Recovered Stolen Motor Vehicle	17.01	65.42	39.54	56.44
Robbery/Hold Up	52.28	133.14	99.63	80.73
Robbery – Active		43.18	16.86	28.14
Robbery – Past		32.08	13.15	19.46
Robbery – Weapon		85.10	17.55	32.56
Sex Offense (Non-Rape)	74.27	70.63	140.00	102.17
Stolen Motor Vehicle	57.78	53.45	18.33	54.80
Suicidal/Attempt	3.08	6.15		5.53
Suicidal – Attempt		0.00	3.96	1.98
Suicidal – Attempt Weapon			9.79	9.79
Suspicious Activity	9.13	16.67	0.17	8.65
Suspicious Person(s)			3.50	3.50
Suspicious Vehicle	14.21			14.21
Threatening	15.36	8.95	36.75	18.90
Threatening – Active			92.47	92.47
Threatening – Weapon			12.58	12.58
Trespassing		0.67	51.63	31.24
Violation Of Order	12.36	24.79	13.26	16.03
Weapons	68.76	1.08	138.61	89.03
Weapons – Shots Fired			1.88	1.88
Grand Total	**54.40**	**57.12**	**31.84**	**47.21**

Source: Agency provided data

BerryDunn notes that many case types in Table 2.79 have overly lengthy open durations. It is likely that these averages are skewed, due to cases not being closed within the RMS, even though case work had been completed. This is an example of the value of ongoing case review and monitoring and using the UPD's RMS to track investigator efforts.

In summary, with an average of 41.92 hours available per case (per Table 2.74, Model 2) for investigations under current work distribution practices, the current personnel allocation levels in CID should be sufficient. Note this number is probably slightly understated because it deliberately does not include cases diverted to the civilian investigator or the detectives of the SCTF. BerryDunn assesses that investigations staffing levels are reasonable and adequate under current practices. Consequently, BerryDunn does not currently recommend any adjustments to CID staffing levels.

There are, however, other factors to consider. UPD has had a vacancy in CID for several years. There has been an increase in complex investigations (including a record number of homicides in 2021) over the past few years and this likely resulted in deliberate decisions to assign fewer workable cases to CID, potentially artificially inflating the hours available per case. In 2021, UPD only assigned 324 cases for investigation out of 2,695 total crimes reported. Also, in 2021, UPD received 1,054 reported crimes against persons. This means cases assigned to CID for investigation represent only 12.02% of total criminal cases and only 30.74% of crimes against persons. While the amount of time available per assigned case appears more than adequate, there is a low rate of case activation and assignment to CID for follow-up investigation. As noted above, this means the low percentage of case activation likely represents a triage issue resulting from actual and perceived lack of investigative resource availability.

2.7.5 Case Review, Case Management, and Supervision

As previously noted, the case management supervisor reviews the RMS and reads every report. The case management supervisor then informally assesses solvability factors as addressed by policy, determines which cases can and should be investigated, assigns those cases to investigators, and either refers them back to patrol or closes the remainder. The RMS at UPD includes an automated capability for various case management functions. UPD is not maximizing the use of its RMS to incorporate solvability factors to increase efficiency. BerryDunn recommends UPD revise its process (and associated policy) for reviewing criminal cases to empower appropriate personnel—patrol line supervisors—to close cases as appropriate by using automated RMS-based solvability factors to save time for investigations staff. The solvability factors in the current RMS may need to be enhanced or customized for UPD's purposes. UPD should work with the RMS vendors and involve those who would use that portion of the RMS to tailor the system to the needs of the agency. Another advantage of adding a solvability factor component to the RMS is that, in some instances, some systems can self-generate citizen contact follow-up reports based off criteria flagged by the RMS, which can be sent out by UPD personnel (sworn or civilian). Additionally, placing responsibility on patrol and patrol supervisors for addressing solvability assessments increases accountability by the patrol function and improves field investigations.

2.7.6 Investigations Staffing Discussion, Summary, and Recommendations

At currently authorized staffing levels and with current case assignment practices, investigative staff have at least 41.92 hours available to work on each case assigned. While there are many complex factors involved in investigations workload and staffing, under current environmental conditions, current authorized staffing should be sufficient to address investigative workloads. BerryDunn believes investigations staffing levels are reasonable and adequate under current practices. Consequently, BerryDunn does not currently recommend any adjustments to staffing levels in CID. BerryDunn does recommend that UPD continue to evaluate staffing levels relative to workload using the models demonstrated in this section as department wide conditions and investigations division practices evolve and develop.

Section 2.7 Recommendations

This section provides the two formal recommendations from Subsection 2.7. They are presented chronologically as they appear within the report. Each recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.80: Section 2.7 Recommendations

	Staffing and Organization	
No.	**SCTF Partnership**	**Overall Priority**
	Section 2, Sub-section 2.7.1	
2-8	**Finding Area:** The UPD actively engages in an external partnership for a multi-jurisdictional SCTF. There is a lack of specific performance measures to assess the value of UPDs participation in this task force, and how this contributes to department-wide objectives. **Recommendation:** The UPD should review work with City Administration to evaluate, and update its participation in the SCTF, including any specific MOU, and set establish and/or evaluate the policy, purpose and mission for participation, and set clear performance measures that support mission and regular reporting requirements.	

	Police Case Review, Case Management, and Supervision	
No.	**Solvability Factors**	**Overall Priority**
	Section 2, Sub-section 2.7.5	
2-9	**Finding Area:** UPD does not actively utilize automated solvability factors in RMS, and CID supervision reviews and determines assignment of every offense report. **Recommendation:** Require patrol to utilize RMS-based automated solvability factors to reduce workload on CID supervision, improve patrol accountability for case assignment, and enhance quality of field investigations.	

2.8 Support Services

2.8.1 Staffing and Organization

As described in Section 2.1 and displayed in Figure 2.1 in that section, UPD is organized in three main divisions: patrol, investigations, and support services. Each of those divisions is commanded by a lieutenant (two in patrol) who reports to the deputy chief of police. Patrol and investigations have been discussed in this report and there has been significant mention of support services because they interact significantly with Patrol and Investigations.

2.8.2 Main Division

Support services is commanded by a lieutenant and includes police services representatives (records technicians), the data analysis unit, Freedom of Information Act (FOIA), and tactical response (METRO), which are all described below.

Police service representatives serve primarily as UPD's records division and are commonly referred to as PSRs. This unit is staffed (authorized) with one sworn position; seven full time, non-sworn positions (including a non-sworn services supervisor); and two part-time, non-sworn positions. PSRs maintain the department's record system and information management system, serve as a backup dispatch center, provide telephone reporting services to the public as available, and act as the primary contact point for public access to the department. PSRs use the police radio and mobile data computers (MDCs) to communicate with police officers on duty and perform a variety of tasks such as providing information on suspects or locations, updates on call-for-service details, weather report information, and other requests for assistance. UPD command reports backlogs in processing report data, notably expungements, because of internal and external factors.

The data analysis unit is currently staffed by a single analyst. The data analysis unit is tasked with performing data analyses for the department. Data analysis output varies based on requests from command staff, city departments, FOIA, external stakeholders, etc. The analyst uses multiple data collection systems, including RMS and CAD, which are used to produce usable spreadsheets for customers. Analyst responses to data requests can include verbal reply, short emails, tables and graphs, official written response including methodological description and multiple tables, graphs, and/or maps, and full PowerPoint presentations. The analyst also oversees the crime analysis internship program for which there is typically at least one crime analyst intern per semester. The police department is currently in the process of filling another analyst position that will be assigned in investigations.

FOIA specialist is a single non-sworn position. The FOIA specialist responds to all FOIA requests received by the UPD. This involves reading and redacting police reports and supporting documentation to be released and ultimately responding to each request. The FOIA specialist is also responsible for processing registrations for registered sex offenders, violent offenders against youth, and murderers. This involves completing pertinent paperwork, entering registration information in LEADS, entering registration information in Offender Watch, and working directly with the investigations division to help ensure compliance. The FOIA specialist is also primarily responsible for processing fingerprints for new city employees, liquor license applicants, taxi license applicants, concealed carry applicants, and elimination fingerprints.

2.8.3 Support Services Staffing Discussion, Summary, and Recommendations

UPD is currently exploring the addition of an analyst to assist with crime analysis and intelligence requests. UPD did not provide performance measures or production metrics for the Data Analysis Unit or FOIA Specialist, so it is not possible to assess the current workload for these functions and express an opinion on their staffing. However, it is BerryDunn's position that

non-sworn professional staff in roles like analysis and public information significantly leverage available resources, increase capacity, and enhance operational efficiency. Because of the reported backlog in addressing report maintenance, destruction, and expungements, UPD should consider engaging the part-time employees on as extensive a basis as possible and have them focus on records maintenance until any backlog is cleared.

2.9 Accountability and Culture

The UPD has a structure that supports internal accountability through policy, supervision, its culture and leadership philosophy, and the Internal Affairs (IA) process. Community accountability is bolstered through the use of the CPRB.

2.9.1 Citizen Police Review Board Analysis and Review

The Urbana Civilian Police Review Board (CPRB) is a City board established in 2011 to provide a fair and independent process for the review of citizen complaints concerning sworn police officers. The CPRB is not a part of the police department. CPRB is charged with offering a citizen's perspective to the review of complaints and to provide a systematic means to promote and maintain positive police-community relations. Also, CPRB reviews appeals of complaints and reports board findings to the mayor and the chief of police.

Organization

City of Urbana City Code, Section 19-20, Civilian Police Review Board (CPRB) was adopted on May 16, 2011. The Code establishes the CPRB and outlines the organization, administration, rules, and procedures for the CPRB. The CPRB is comprised of seven members (including a chair and vice chair) appointed by the mayor with the approval of the city council (at the time of this study, only five positions were filled). Members are chosen from diverse segments of the community and serve without compensation for staggered three-year terms. CPRB holds public meetings at least quarterly and special meetings, including appeals hearings, as necessary. CPRB has an online presence, administered by the city of Urbana, which includes automated links for filing a complaint and information on the CPRB process as well as information about events and opportunities to observe and participate in CPRB activities.

The purpose of the CPRB is to:

- Provide a means to achieve continuous improvement in police community interactions.

- Provide oversight of internal police investigations through review of such investigations.

- Provide an independent process for review of appeals of citizen police complaints.

- Oversee monitoring system for tracking receipt of complaints against sworn officers.

- Add a citizen perspective to the evaluation of these complaints.

- Contribute to timely, fair, and objective review of citizen complaints.

- Provide fair treatment to and protect the rights of police officers.

- Review the display and use of TASERs.

The City's Office of Human Rights and Equity (OHRE) develops training and standards for CPRB members. CPRB has, according to Section 19-26 (record and information access), extensive access to investigative material including the ability, by a majority vote of the CPRB, to demand and receive specific items not gathered as part of the investigation. CPRB staff maintain a central registry of complaints, and CPRB prepares an annual report and may make recommendations to the chief, mayor, and council regarding police department practices and policies.

According to Urbana City Code Section 19-28, Definition of Complaints,[18] a "complaint" is a written allegation of misconduct lodged against a sworn police officer. Complaints must be filed within 45 days unless complainant was physically unable to make complaint, and there is an absolute time limit of one year after date of incident giving rise to the complaint. CPRB must be notified of any complaint within seven days of the complaint. Complaints to the Urbana OHRE shall be forwarded to the police department within seven days. All complaints should be investigated within 45 days. CPRB has responsibility to notify complainant about mediation options. All complainants can file an appeal of the determination of the chief of police to the CPRB, which will hold a hearing and render one of the following findings based on preponderance of evidence:

- Not sustained (complaint not supported by evidence)

- Sustained (complaint supported by evidence)

- Further investigation (new evidence exists that was not considered or investigated)

- No finding (complainant failed to produce information, withdrew complaint, or is unavailable)

- Mediated (complaint successfully mediated)

CPRB has full access to investigation records and evidence, ability to hear statements from the complainant regarding appeal, authority to hear statements from the chief of police describing investigation and determinations, power to subpoena witnesses, records, and evidence, administer oaths, take testimony, and ability to exclude witnesses. CPRB has extensive, though clearly restricted, responsibility to review TASER incidents. CPRB is also empowered and tasked with conducting community outreach and to study and report on community relations, racial profiling, and other issues relevant to police-community relationships. CPRB cannot require sworn officers to appear or testify before them. CPRB holds regular public meetings with opportunity for public input by email, writing, or in person. The CPRB does not have any direct authority over police officer discipline and can only listen to complainant feedback, review

---

[18] urbanaillinois.us/boards/civilian-police-review-board

investigations, and make recommendations to the chief of police. A city resolution establishes specific initial and ongoing training for CPRB members that includes the following.

Orientation (2 – 3 hours): Introduction and overview, City Ordinance (complaint process and duties of CPRB), Legal Topics

Technical Training (10 – 12 hours): Criminal Justice Basics; Urbana PD; Recruitment, Selection, and Training of Officers; Routine Police Procedures; Specialized Police Training; Case Law; Conflict Resolution and Cultural Sensitivity; Ride-along

Continuing Education (per calendar year): Two four-hour ride-alongs, "mock hearing," four hours NACOLE training, two hours community outreach on behalf of CPRB, one to two hours of anti-bias training, 30-minute Open Meeting Act Refresher, optional training such as Citizen Police Academy, Restorative Practices refresher, and Conflict Resolution refresher

BerryDunn believes it is fundamental to collaborative policing that the decision whether, and how, to implement community oversight of the police should be a decision made by the community, the elected officials who represent them, city administration, and police professionals. Civilian oversight of the police in the form of the CPRB in Urbana was established and is governed by law through the Urbana City Code. This means the laws, powers, and restrictions on CRPB were established in a public, transparent manner with input from the community, their representatives, and their public servants. This reflects truly collaborative co-production policing that is at the heart of the type of policing referenced in the Final Report of the President's Task Force on 21st Century Policing and is consistent with and supportive of community-oriented policing.

BerryDunn finds the organization of CPRB in Urbana to be among the most comprehensive and well-organized oversight systems BerryDunn has reviewed. Interviews with staff and feedback from community members revealed a common theme that, while CPRB is organized in a thoughtful and constructive manner, the actual implementation, administration, and oversight of CPRB may not be living up to its potential. It appears CPRB is not producing the analyses and reports outlined in its foundational documents in city code, and may also not be meeting training requirements. Some community members stated this may be primarily due to the volunteer nature of the CPRB and suggested a need for a full time, paid director position to administer the CPRB. While BerryDunn does not offer an opinion on this possibility, it does note that CPRB is established with strong responsibilities and authorities and encourages members to fulfill the promise of the CPRB origin by consistently providing the oversight and products outlined in city code. Urbana CPRB has the potential to serve as a promising or best practice in the arena of civilian oversight and might also serve as a foundation for further collaborative and co-production policing approaches discussed later in this report.

2.9.2 Internal Affairs

UPD conducts investigations of misconduct by sworn officers of the UPD including violations of policy and criminal law violations with some notable exceptions. By Illinois law, an allegation of

an officer-involved criminal sexual assault investigation will be completed by a law enforcement agency other than UPD. Officer-involved shootings are typically investigated by the Champaign County Multi-Jurisdictional Investigative Team (CCMJIT). The City of Urbana OHRE administers the tracking of complaints and any ensuing investigations of possible employee misconduct.

Policy 323 ("Internal Investigations") defines terms including "formal investigation" and "informal inquiry." "Formal investigation" is defined as a process whereby the result might be termination or a suspension of more than three days and includes any allegation of criminal conduct. "Informal inquiry" is presumed to be anything not meeting those parameters but is not specifically defined.

By policy, the deputy chief of police serves as an internal affairs coordinator to supervise all investigations and maintain records. Division commanders conduct investigations and prepare a written report for each investigation including a summary of the complaint, description of incident, statements from all parties, physical evidence, and observations and conclusions of the investigator. The chief of police reviews any recommendation for disciplinary action, makes final determination, and decides what, if any, discipline is to be imposed. There is no mention of CPRB in policy, and policy does not specifically mandate that all complaints be logged and tracked, nor that the chief of police review all investigations, only those in which discipline is recommended. Coordinator duties do not specifically include advising chief of police or serving as proxy for chief of police. Policy does not include any required periodic report of complaints or analysis.

Policy (323.9.1) details Deputy Chief responsibilities in internal investigations. These include helping to ensure a thorough and complete investigation is conducted, that due process is observed, and that a final report is prepared. Policy does not require any specific training for supervisors or anyone who conducts administrative investigations. Any personnel who conduct internal investigations should have formal IA training. At a minimum, this should include extensive training on administrative investigations for all division commanders and any supervisor or officer who might investigate sworn officers. A reasonable opportunity for this training would be during new supervisor training with follow-up specialized training upon promotion to division commander.

Internal Affairs Process and Routing of Complaints

At BerryDunn's request, the UPD outlined the routing process for complaints filed regarding staff conduct. The sequence is provided below.

1. Citizen files complaint on city form and turns into police department or OHRE.

    a. If delivered to police department then police employee delivers to OHRE

2. OHRE assigns number to complaint and delivers to deputy chief of police.

3. Deputy chief of police reviews complaint (including looking for any exemptions)

    a. If no exemption exists, assigns investigation to supervisor (lieutenant or sergeant).

4. Complaint is returned to deputy chief of police who reviews findings and assures it is complete.

5. Deputy chief of police turns in completed investigation to chief of police.

6. Chief of police reviews and issues final finding and sends letter of the findings to complainant.

7. Complete complaint investigation is turned into the OHRE.

Figure 2.15 depicts the complaint process in a visual diagram.

Figure 2.15: Complaint Routing
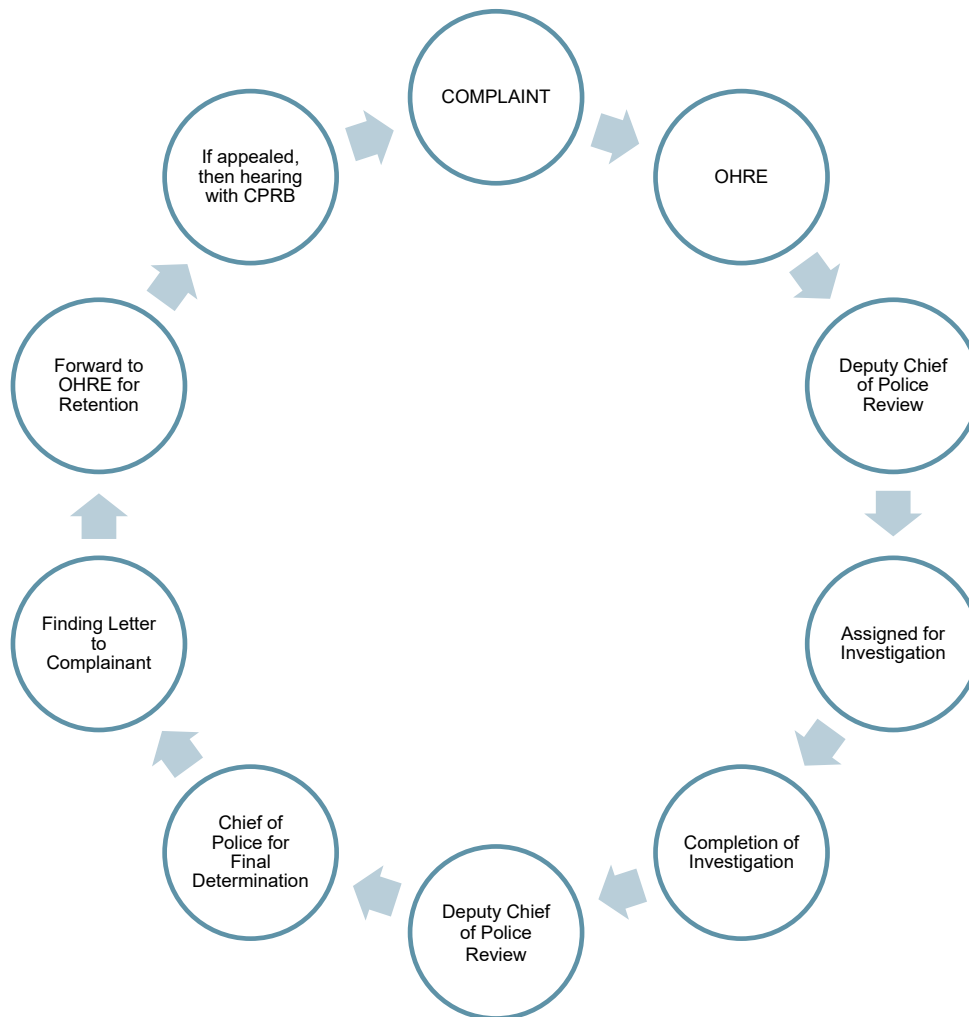
Source: Agency provided data

Progressive discipline is the approach of gradually increasing disciplinary measures for each successive instance of misconduct, especially the same or similar misconduct. Progressive discipline does not preclude the initiation of appropriate disciplinary action, including termination, for any incident of misconduct if facts and circumstances warrant. Progressive discipline does not require escalating discipline but allows for it when reasonable and prudent.

UPD policy does include provisions for disciplinary measures utilizing the concept of progressive discipline described here. Additionally, UPD provides for non-punitive measures (frequently referred to as education-based discipline) in response to misconduct. Non-punitive measures utilized by UPD include counseling and training.

Early warning or early intervention systems (EIS) are data-based management tools designed to identify officers whose performance exhibits problems or potential problems and provides notice to leadership who can craft interventions, usually counseling or training, to correct those performance problems before they rise to misconduct. EIS can be important tools to enhance accountability, which can help identify performance problems and provide means for addressing them before they become conduct requiring formal discipline. They can form an integral part of supporting officer development and wellness. UPD does not utilize any form of a formal early warning or EIS.

A police disciplinary matrix is designed to foster consistency and equity in discipline and to eliminate or reduce perceptions or feelings of disparity. A discipline matrix does not remove discretion from decision makers, nor does it eliminate consideration of specific facts and circumstances regarding an incident or an individual. However, it provides a range of established responses relative common incidents and circumstances. UPD does not utilize a discipline matrix; however, this is commonplace within the industry, and the UPD may wish to consider such an option.

Procedural justice is the concept that fairness in processes reduces conflicts, disputes, and animosity and increases support for and participation in the justice process. Procedural justice principles include fairness in process, transparency, opportunities for voice, and impartiality in making decisions. Procedural justice, in the context of internal police investigations, requires there be clear guidelines and consistent expectations on how complaints are received, processed, investigated, and resolved. UPD policy establishes clear and consistent responsibilities for everyone involved in the complaint receipt and investigation process. Furthermore, a strong complaint review process demands timelines, both for the benefit of the complainant and to respect due process for the officer. UPD policy establishes reasonable timelines for receiving, forwarding, conducting investigations, making final determinations, and responding to complainants. Additionally, the presence of the CPRB contributes to the attainment of the principals of procedural justice through the provision of enhanced opportunities for voice and transparency.

Despite the recommendations in this section, UPD has a strong, clear, and impressive internal investigations policy and process. Most policies and processes benefit from occasional review and improvement and UPD's is no different. BerryDunn observed opportunities to improve UPD Internal Investigations policy and process. All complaints – even if it is resolved upon initial contact – should receive a tracking number via OHRE. Policy should clearly state that all complaints – regardless of the formality of the complaint – will be documented and tracked and that the chief of police or the Internal Affairs Coordinator will review every complaint and make or review all determinations on whether complaint should be a formal or informal investigation. Best practice as observed nationally by BerryDunn is that investigators should not form a

conclusion or opinion but should be finders of facts only. Once completed, the results of the investigation should be forwarded to the chief of police (or designee) for final determination.

Policy does not contain definitions of final determination classifications for internal investigations. Policy 1013.7 (Personnel Records, Internal Affairs File) does include reference to three findings: "not sustained, sustained, and exonerated" and Policy 1010.5.1 (Personnel Complaints, Retention of Personnel Complaints) includes a reference to "unfounded, exonerated, and not sustained." City code that establishes CPRB provides for CPRB to reach the following final determinations: sustained, not sustained, remanded for further investigation, no finding, mediated. UPD should revise policy to include clear definitions of possible final determinations for internal investigations. Typical classifications include sustained, unfounded (or not sustained), exonerated, inconclusive. Most importantly, however, is that incidents in which there is not sufficient evidence to reach a decision should not be classified as unfounded as that term universally indicates that evidence exists to determine the alleged misconduct did not occur, which is different than the inability to draw a conclusion. These typical, industry-wide classifications, should be aligned between the UPD and CPRB so that there is uniformity and clarity across both entities.

Table 2.81 displays internal complaints (i.e., complaints originating from UPD employees) referred to internal affairs for formal investigation as well as their dispositions for the six years ending in 2022. Internal cases have remained consistent at one to two complaints per year.

Table 2.81: Internal Affairs Case Dispositions – Internal Complaints

Internal IA Case Dispositions	2017	2018	2019	2020	2021	2022
Total Cases	1	2	0	1	1	1
Founded	1	1 *	0	1	*	*
Unfounded	0	0	0	0	0	0
Disciplined	1	1	0	0	0	0
Terminated	0	0	0	1	0	0
Resigned	0	1	0	0	1	1

*Disposition not indicated due to resignation
Source: Agency provided data

Table 2.82 displays external complaints (i.e., complaints originating from outside UPD) referred to internal affairs for formal investigation as well as their dispositions for the past five years. UPD staff report the unusually high number of external complaints in 2020 were almost all attributable to a single complainant. BerryDunn did not confirm this information. Since 2020, external complaints have remained consistent and low.

Table 2.82: Internal Affairs Case Dispositions – External Complaints

Disposition Category	2019	2020	2021	2022	2023
Founded	1	2	0	0	0
Unfounded	4	24	2	0	0
Proper Conduct	4	17	1	2	1
Improper Conduct	0	4	1	0	0
Mental Health Related/Filed	0	0	23	0	0
No Jurisdiction	1	2	1	1	0
Dismissed	1	1	0	0	0
Withdrawn	1	1	0	1	0
Suspended	0	7	4	2	0
Admin Complaint	0	11	0	0	0
Clerical	0	24	0	0	0

Pending cases were counted as suspended.
No Receipt/No Complaint was counted as Clerical.
Insufficient evidence was counted as unfounded.
Source: Agency provided data

Low complaint volumes may well be an indication of consistent professional police work. However, in some cases, low complaint levels can be an indication of community confidence in the IA system. The presence of a CPRB (or similar body) tends to increase community confidence as such boards provide a mechanism for additional transparency and review.

BerryDunn notes that UPD utilizes, by policy, multiple employee-based committees including awards, tattoo, uniform, safety and health, use of force, and range committees. The existence of a wide array of employee-based committees to provide input and advice on the operations of the department indicate an environment in which employees are valued and empowered to participate in the administration of the department. UPD should be commended for taking this approach as it results in stronger policies, practices, and participation.

2.9.3 Stakeholder Relationships

This assessment did not specifically include the evaluation of stakeholder relationships that affect the operation of the UPD; however, those relationships can provide insight into the functioning of a civilian oversight function that is part of this assessment. Additionally, BerryDunn engaged various stakeholders to gain insight into performance of UPD and community expectations. Consequently, this report will include a brief discussion of stakeholder relationships including intra-agency (internal units and sections), interagency (other departments), and external stakeholders (professional partners).

Intra-Agency Relationships

During interviews, UPD staff described internal operations and relationships between units positively, and BerryDunn found no evidence to suggest a pattern of internal conflict between units other than a very typical desire for enhanced internal communication. BerryDunn notes that this is a common observation within police organizations and recommends that the UPD consider inter-unit communication as an important aspect of an overall communications strategy.

Interagency Relationships

UPD operates in a relatively unique environment with a large, adjacent "sister" city and a large, flagship state university. UPD staff described relationships with area law enforcement as generally positive, including various partnerships on a variety of operational levels. Those interviewed noted they work most commonly with the university police, Champaign police, and the sheriff's office. Although they sometimes encounter the state police and can call on them for support, UPD works more commonly with the smaller neighboring agencies (as evidenced by the mutual aid data provided in Tables 2.27 and 2.28). Staff did not describe any interagency conflicts. BerryDunn hosted an informal symposium to elicit feedback from these interagency partners and, while they expressed some desire for increased information flow and identified areas where UPD could enhance performance, the relationships appeared strong, positive, and productive. Again, this is quantifiably demonstrated through the amount of time committed to mutual aid as discussed in Section 2.6.3.

Professional Partners

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

The discussion with these groups was largely positive regarding procedures, practices, and relationships with the UPD and its personnel. Professional partners had positive things to say about the UPD and the relationships between the police department and their organizations.

Formal Partners

During interviews with staff, BerryDunn learned the UPD has traditionally had several agreements in place in which the UPD partners with various law enforcement agencies and other entities in the area. Although these relationships and partnerships are important, all departmental efforts—internal or external, individual, or collaborative—should support clearly defined and assessed departmental goals, objectives, and performance measures, and comply with department policies and procedures. The best way to do this with external partnerships is through clearly articulated and collaboratively developed foundational documents, such as memorandums of understanding (MOUs), intergovernmental agreements (IGAs), and other

contracts and documents with partners. BerryDunn recommends the UPD work with City Administration to review these agreements and to update them accordingly.

Similar to Recommendation 2-8, every MOU or IGA should document the purpose of the partnership, how the partnership and each agency's participation will support the partnership's purpose, how the partnership's policies and procedures ensure consistency with department policy and procedure and include clear and regularly updated performance measures for the partnership and department participants. MOUs and IGAs should be dated and time-limited to require regular review and updates that help ensure the agreements stay consistent with current department policies, goals, and objectives.

BerryDunn suggests the UPD maintain an inventory of partnerships and agreements and create a schedule to evaluate all partnerships with area law enforcement and other non-governmental agencies and supporting MOUs or IGAs.

2.9.4 Procedural Justice and Police Legitimacy

In the past, community members have increasingly taken to the streets nationwide to demand what they deserve as a *starting point*: social and procedural justice. Social justice is an essential component of healthy, effective communities based on a fair and just relationship between individuals and society. Social justice is distinguished by four foundational concepts across a spectrum of basic human needs such as wealth, education, healthcare, safety, opportunities, and privileges:

- Equity

- Access

- Active participation

- Individual rights

Social justice demands that those in the community feel safe, including feeling safe *from* the police. Feeling safe starts with procedurally-just policing. Any reform or advancement efforts must start with an honest acknowledgement of the past and a commitment to improve future performance. Police departments should commit to principles and concepts that share a commitment to the fundamental belief that policing is accountable to the community for its existence, its purpose, and its approaches, and that those approaches should support the welfare of the community as its priority in a fair, equitable way. All policing efforts must be socially and procedurally just and directly accountable to the people who empower the police in the first place: the community. Police departments, government leaders, and boards who are empowered to set policy, should be open to community input and influence, and to making reasonable adjustments to operations and practices in support of positive public safety practices.

Procedural justice in policing was briefly introduced in this report in the discussion of internal investigations above. Procedural justice is the principle that the community's willingness—individually and aggregately—to accept the actions of the police, obey laws, participate in the criminal justice system, and partner with law enforcement to reduce crime and disorder is

dependent on the acceptance of policing actions as fair and equitable. The presence of procedural justice is a prerequisite for effective and meaningful community-oriented policing. Specifically, procedural justice consists of four primary pillars:

- Belief in the fairness and equity of the system and processes

- Transparency in actions and communication

- Opportunities for voice and agency (control or influence)

- Impartiality in decision-making

Social- and Procedural-Justice help form the foundation for trust relationships in communities, and as President Obama remarked in the introduction section of the 21st Century Policing Report, "When any part of the American family does not feel like it's being treated fairly, that's a problem for all of us." These remarks serve to remind everyone that trust, and fair and just policing, and effective public safety, flourish best in an atmosphere of mutual respect – from the police – and for the police. For this reason, BerryDunn supports the application of Social- and Procedural-Justice and collaborative policing, as mechanisms for building and reinforcing mutual trust and respect between the police and the community.[19]

When conducting an operational study— even one with a limited scope such as the one BerryDunn is undertaking for Urbana—policing strategies, specialized training, and operational standards and practices related to impartial policing and procedural justice are examined. Based on a limited review of relevant data and information, BerryDunn found that UPD and the City of Urbana have a good baseline of policies, procedures, training, and systems in place with respect to impartial policing and procedural justice. As with any organization, opportunities for improvement may exist.

2.9.5 Training

Clear and aligned values are an integral part of any organizational culture. Building and maintaining a culture that values and respects diversity requires deliberate and regular training. BerryDunn is aware the city has a pattern of providing relevant training to UPD. A cursory review of the UPD training budget shows that it has grown consistently in recent years (some of which is attributable to one-time expenditures) and appears adequate to support any training efforts necessary in this arena.

---

[19] Final Report of The President's Task Force on 21st Century Policing – http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Table 2.83: Training Budget

Division	FY22	FY21	FY20
Administration	$44,889.00	$41,003.00	$ 4,601.00
Patrol	$57,567.00	$25,194.00	$29,544.00
Investigations	$13,294.00	$13,046.00	$12,765.00
School Resource Officers	$3,125.00	$ 3,066.00	$ 3,000.00

Source: Agency Provided data

Again, this project did not include a review of the UPD's training, however, the data provided in Table 2.83 suggests the department is providing adequate funding to support required and preferred in-service training to staff.

2.9.6 Impartial Policing Data, Demographic

The contracted scope of work between BerryDunn and the City of Urbana does not include an evaluation of diversity, equity, and inclusion efforts. BerryDunn will analyze impartial policing policy, procedures, and present their observations in the Essential Calls for Service Report to be produced and delivered after this report. BerryDunn received feedback from UPD that there are no reports, regular or occasional, internal or external, compiled within the past three years that relate to impartial or biased policing. BerryDunn learned that in 2015, the Urbana Traffic Stop Data Task Force prepared a report,[20] which analyzed traffic enforcement data of the UPD. BerryDunn also learned that, based on that Task Force report, a prior UPD administration made changes to traffic enforcement practices at UPD. Regardless, traffic stops – and the reasonableness and impartiality of traffic enforcement – is an area that has recently resurfaced with renewed focus. One approach that has been implemented elsewhere is to obtain a list of all persons and locations with whom the police have contact in a pre-selected time frame and conduct follow-up. The purpose of the follow-up is twofold: 1) to help ensure police are not targeting the people or locations inappropriately and 2) to determine if there are any underlying factors driving calls for service that can be addressed to reduce response needs. Again, BerryDunn will elaborate on these areas further in the Essential CFS Evaluation report.

2.9.7 Co-Production Policing

The next section will discuss the concept of co-production policing, which is intended to provide a structure in which all aspects of a community can contribute to public safety and policing in a procedurally just and equitable manner.

Although it is mentioned in the 21st Century Policing Task Force report and the President's Commission on Law Enforcement and the Administration of Justice report, the term *co-*

---

[20] FINAL REPORT OF THE URBANA TRAFFIC STOP DATA TASK FORCE
VOLUME I: MAIN REPORT (OCTOBER 31, 2015) available at www.urbanaillinois.us/boards/civilian-police-review-board

production policing is relatively new, and little has been written about it within the industry. As expressed in the Task Force report, co-production is about engaging in policing efforts collaboratively with the community. Traditionally, police agencies themselves have set the course for policing priorities within the community; however, making these decisions independently and without community input and involvement works against the notion of transparency, and can foster mistrust and damage relationships.

In the past, as the profession sought to evolve, COP became a mainstay for those in law enforcement, as well as a process for communities to gain increased involvement with their police agencies; however, COP, as often practiced by American police agencies, tends to be mainly transactional, with power and authority largely invested in police agencies. Alternatively, co-production policing seeks to rebalance that power dynamic and build authentic partnerships with the community in a way that shares the decision-making authority of policing.

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

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

As indicated, the UPD already has several strong partnerships with the community and it has an oversight function in place (CPRB); however, maintaining those relationships with the community and building upon current mechanisms through a deliberate process can improve public safety and continue to promote consistent social and procedural justice practices by the agency. There are numerous pathways the UPD can consider in moving toward a co-production policing environment. UPD is engaging in one of them in its exploration an alternative CFS response plan in conjunction with BerryDunn.

BerryDunn encourages UPD to explore formally adopting a co-production policing model and that the UPD work collaboratively with city leaders and the community to evolve police strategies, approaches, operations, and community involvement through this model. BerryDunn notes that philosophically, the foundation for this type of an effort in Urbana already exists with the Civilian Police Review Board, whose efforts can serve as a launching pad for increased

community involvement in collaborative policing. As a starting point, the city could establish a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment.

Section 2.9 Recommendations

This section provides the two formal recommendations from Subsection 2.9. They are presented chronologically as they appear within the report. Each recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 2.84: Section 2.9 Recommendations

No.	Internal Affairs Policy Update	Overall Priority
Police Leadership, Communication, Accountability, Ethics, and Integrity		
	Section 2, Subsection 2.1	
2-10	**Finding Area:** UPD has a policy regarding internal investigations that is not as detailed or clear as possible to support consistency and transparency in internal investigations.	
	Recommendation: BerryDunn recommends UPD revise its policy on internal investigations to clarify and add definitions, to explain the actual process in more detail, including additional policy regarding documentation of complaints and the classification and conduct of investigations.	
	This should include: (1) employees conducting internal investigators act as factfinders only and do not reach conclusions, draw opinions, or make recommendations; (2) every complaint, no matter of when or how it is disposed should receive a tracking number; (3) only the chief of police (or the deputy chief of police in consultation with chief of police) and/or Office of Human Rights and Equity (OHRE) should have authority to classify the type of investigation conducted in response to a complaint. Additionally, there should be a clear policy requirement that any employee conducting internal investigations receive specific training.	
	(BerryDunn provides additional recommendations regarding IA cases in Recommendations 2-11 and 2-11.)	

No.	Complaint Intake and Processing and Policy	Overall Priority
CPRB Analysis and Review		
	Section 2, Sub-section 2.9.1	
2-11	**Finding:** UPD policy does not explicitly state that all complaints about employee conduct will be tracked and memorialized in a uniform manner and within a database. Further, UPD policy does not mention CPRB, including any	

CPRB Analysis and Review		
No.	**Complaint Intake and Processing and Policy**	**Overall Priority**
	departmental expectations and/or requirements.	
	Recommendation: The UPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner. UPD policy should also be updated to include department expectations for interaction with CPRB.	

CPRB Analysis and Review		
No.	**Complaint Investigation Process**	**Overall Priority**
	Section 2, Sub-section 2.9.1	
2-12	**Finding:** The UPD generally assigns high-profile and serious personnel complaints to designated personnel for internal investigation. Current policy does not specify that only personnel who have received specialized training on conducting IA investigations will conduct them.	
	Recommendation: Due to the specific laws, rules, and protocols associated with IA investigations, the UPD should develop a policy and practice that only staff with appropriate training in IA investigations will be allowed to conduct IA investigations.	

2.10 Police Staffing Observations, Calculations, and Recommendations

The tenure (or years of experience at the department) of employees is an important data point for analysis, because it provides insight into possible future attrition. Additionally, many police departments including UPD operate in an environment that includes a defined benefit pension plan, which means employees can be expected to begin separating from employment as they reach eligibility to receive a pension. For these reasons, BerryDunn obtained data to construct an experience profile of UPD, which is included here in Table 2.85.

Table 2.85: Experience Profile

Position/Years of Service	Less than 1 year	1 – 5 Years	6 – 10 Years	11 – 15 Years	16 – 20 Years	21 – 25 Years	26 – 30 Years	Over 30 Years
Chief							1	
Deputy Chief						1		
Lieutenant				1	1	2		
Officer	5	12	11	4	3	1		
Sergeant			3	4	1	1	1	
Sworn Totals	**5**	**12**	**14**	**9**	**5**	**5**	**2**	**0**
Admin Asst. CID						1		
Civ. Background Inv.		4						
Civ. Investigator						1		
Crime Analyst			1					
Evidence Custodian			1					
Executive Asst.							1	
FOIA Specialist					1			
PSR	2	2	1					
Support Serv. Sup.		1						
Non-Sworn Totals	**2**	**7**	**3**	**0**	**1**	**2**	**1**	**0**
Overall Totals	**7**	**19**	**17**	**9**	**6**	**7**	**3**	**0**

Source: Agency provided data

There are no employees with over 30 years of experience and only 10 with between 21 and 30 years of experience. In contrast, 43 employees have 10 or fewer years of experience and another 15 have fewer than 20 years of experience. All but one employee at the officer level has fewer than 20 years of experience. This represents a relatively young organization that should not be expected to have significant retirement attrition in the coming few years. This overall

youthfulness of UPD also indicates an opportunity to develop and prepare employees for growth and succession into roles with increasing responsibility. BerryDunn notes, however, that several key senior leaders are near retirement, and accordingly, the UPD needs to be prepared for succession of other personnel for those roles.

The separation rates and reasons for both UPD and averages from prior studies are displayed in Table 2.86. As can be observed, the retirement rate is slightly higher than the prior studies averages.

Table 2.86: Annual Separations and Comparison Data

Prior Studies Average	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	1.79%	2.82%	3.31%	3.62%	3.84%	3.08%
Retirement	2.01%	2.29%	1.86%	2.17%	2.26%	2.12%
Discharged	0.96%	0.87%	0.77%	0.96%	0.99%	0.91%
Grand Total Percentages*	**4.76%**	**5.97%**	**5.94%**	**6.75%**	**7.09%**	**6.10%**
Urbana PD	**2018**	**2019**	**2020**	**2021**	**2022**	**Average**
Voluntary Resignation	3.33%	1.67%	1.67%	5.08%	5.08%	3.36%
Actual employees	2	1	1	3	3	
Retirement	1.67%	5.00%	1.67%	5.08%	5.08%	3.69%
Actual employees	1	3	1	3	3	
Discharged	0.00%	0.00%	1.67%	0.00%	1.69%	0.67%
Actual employees	0	0	1	0	1	
Grand Total Percentages*	**5.00%**	**6.67%**	**5.00%**	**10.17%**	**11.86%**	**7.72%**

*Table includes data from prior studies conducted by the IACP
Source: Agency provided data

UPD experienced 11 retirements in the last five years, which accounts for this slightly elevated retirement separation rate and helps frame the current relatively youthful experience profile environment. Resignation and discharge rates are extremely comparable to prior studies averages. The data analyzed in UPD's experience profile does not present any reason to be concerned about unusual or inordinate separation rates. Every organization should have a robust and deliberate recruiting, hiring, and retention plan. Like many organizations, the UPD has experienced challenges in recruiting, hiring, and retaining personnel. Attrition is an important issue for the UPD, and the department should take steps to fill staff positions within the department, and to help ensure the department can meet public safety demands.

The process for hiring officers within the UPD is like most law enforcement agencies, and it follows a natural progression. There are no observed concerns with the current hiring process from a validity standpoint. BerryDunn interviewed staff and found this area to be a clear priority for them. Staff provided recruiting material on which BerryDunn has conducted a limited review of recruiting efforts and materials and finds the efforts to be progressive, deliberate, and robust

with no areas noted for significant improvement. Although the UPD recruiting and hiring process appears to be meeting department needs, to help ensure that recruiting is as intentional a process as possible with clear goals and objectives, the UPD should consider developing and establishing a written recruiting plan that would include numerous perspectives and operational components, including analyzing mechanisms for developing retention strategies.

As noted previously, the UPD should establish an authorized hiring level, based on optimization of department activities, consistent with this report. The authorized hiring level should also include and account for annual attrition rates, and hiring should be authorized in advance of projected attrition to help ensure the UPD can maintain optimal staffing levels. The UPD and the City should work collaboratively on an ongoing basis to monitor and adjust the hiring level to be consistent with attrition rates.

Summary

As discussed throughout this report, BerryDunn conducted a thorough workload-based analysis of the obligated workload and related staffing for UPD in all aspects of operations. Based on that analysis, BerryDunn calculates that, when properly deployed, UPD can manage community-initiated calls for service workload volume consistent with a community-oriented and problem-oriented policing response model with an allocation of 54 first responders (including sergeants) in the Patrol Division. BerryDunn's summary of current staffing levels and recommended staffing levels is displayed below in Table 2.87.

Table 2.87: Staffing Summary

Section	Current Sworn Personnel		Recommended Sworn Personnel		Current Non-Sworn Personnel		Recommended Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Officer	Supervisor	Employee	Supervisor	Employee
Administration	2					1		
Patrol	12	34		7				6
Investigations	2	8				5		
Records	1				1	7		
Property/Evidence						1.5		
*Subtotals	17	42	0	7	1	14.5	0	6
Adjusted Totals			17	49			1	20.5
Totals	59		66		15.5		21.5	

*Includes vacancies
Source: Based on BerryDunn recommendations

BerryDunn has recommended the fulfilment of this response need with the addition of a combination of additional sworn police officers and non-sworn community safety service

responder personnel from a position and function to be created that reflects the minimum number of officers required to operate and to respond to CFS effectively and efficiently (subject to ongoing monitoring and additional workload calculations). BerryDunn does not recommend a current increase in staffing of the investigations division but does recommend a reassessment of investigative workload and staffing in approximately one year. BerryDunn notes that several other positions have recently been authorized and budgeted and are in the process of being filled.

Section 2 Full Recommendations

This section provides the 12 formal recommendations from Section 2 as included previously at the end of each major sub-section (indicated as #.#) where they arose. They are presented chronologically as they previously appeared in each section and sub-section in this report. Each recommendation below includes the section and subsection (if applicable), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

	Police Department Staffing, Organization, and Budget	
No.	**Field Technology Use**	**Overall Priority**
	Section 2, Subsection 2.1	
2-1	**Finding Area:** UPD is not leveraging technology as strongly as it could or as robustly as its regional partners with resources like CEDs as less-lethal force options, automated license plate readers, e-ticket writers, driver's license scanners, public safety cameras, and intelligence sharing technology applications. **Recommendation:** UPD should form a collaborative police and community working group to explore the addition of modern technology that can leverage human resources at UPD while protecting the rights of the community they serve. BerryDunn recognizes that technology in law enforcement comes with great potential but also significant hazards that require balancing efficiency and effectiveness with responsibility and obligations to the community. Consequently, while BerryDunn finds UPD lacking in technology in some areas, the addition of powerful technology is a decision that should be made collaboratively with the community the police department serves.	

	Policing Communications	
No.	**Communications Plan**	**Overall Priority**
	Section 2, Subsection 2.2.4	
2-2	**Finding Area:** UPD does not have a communications strategy and internal communications is an area frequently mentioned by team members for improvement and clarity. Internal communications are a vital part of active and effective leadership and warrant specific planning to be utilized properly. Employees expressed a desire for enhanced internal communications. **Recommendation:** BerryDunn recommends UPD develop a strategic communication plan that supports an overall departmental strategic leadership plan, and that highlights core values, key components, trusted partners, and regular procedures for communicating actively with internal and external stakeholders. This recommendation is complementary to a recommendation elsewhere in this Section to implement a strategic plan.	

	Police Community-based Programs and Partnerships		
No.	**Regional Information Sharing and Crime Meetings**		**Overall Priority**
	Section 2, Subsection 2.2.6		
2-3	**Finding Area:** UPD operates in a unique environment with an adjacent 'sister city' and a large flagship university who all share similar challenges and opportunities in public safety. There is a long history of collaboration including a multi-jurisdictional task force, but there is little effective means for data sharing. UPD recently began holding regular internal crime meetings.		
	Recommendation: BerryDunn recommends UPD expand on their internal crime meetings and work with area public safety partners to establish regular information sharing and performance management opportunities and pursue technology to automate data and intelligence sharing. This recommendation is complementary to the one made elsewhere in this Section about implementing a performance measurement and accountability management system.		

	Police Department Mission Vision, Goals, and Objectives		
No.	**Strategic Plan**		**Overall Priority**
	Section 2, Subsection 2.3		
2-4	**Finding Area:** The police department has a strong and clear mission statement. It is not supported by a strategic plan or any statement of specific goals and objectives.		
	Recommendation: BerryDunn recommends UPD develop a strategic plan consistent with and supportive of the city's developing comprehensive plan. This recommendation is complementary to the recommendation to implement a performance measurement and accountability management process and should align strategic plan goals and objectives with performance measure and metrics. This recommendation should be coordinated with an additional recommendation to create a communications plan.		

	Police Crime Rates and Public Safety Data		
No.	**Crime Meetings**		**Overall Priority**
	Section 2, Subsection 2.5		
2-5	**Finding Area:** Assessing and addressing crime and public safety are high priorities for UPD and the community they serve, and they have no formal mechanism for managing performance or assuring accountability for attaining established goals and performance measures.		

	Police Crime Rates and Public Safety Data	
No.	**Crime Meetings**	**Overall Priority**
	Section 2, Subsection 2.5	
	Recommendation: Institute a performance measurement and accountability management system for addressing crime and public safety, with clear performance measures developed collaboratively with internal and external stakeholders. This recommendation is complementary to the one made elsewhere in this section about regional crime meetings and intelligence sharing.	

	Police Alternative Response	
No.	**Community Service Responder Program**	**Overall Priority**
	Section 2, Subsection 2.6.6	
2-6	**Finding Area:** UPD is currently understaffed on patrol (under-allocated) for the volume of obligated workload they receive. UPD needs additional staffing on patrol to provide capacity for meaningful community-oriented and problem-oriented policing services. Additionally, UPD receives a significant volume of work that does not require a sworn officer to respond. Simultaneously, the community and city have expressed a desire to implement alternatives to sworn response to community service needs.	
	Recommendation: BerryDunn recommends UPD create a non-sworn Community Service Responder (CSR) unit to assume some of the workload of sworn officers and to provide an alternative to sworn response to community service needs. This will serve multiple purposes including not sending a sworn officer when one is not necessary, which means greater resources where needed. UPD currently utilizes Police Service Representatives (PSRs) to manage records, staff the front desk, handle telephone reporting, and support officers on duty with information. Additionally, data and staff accounts indicated sworn officers respond to a large volume and spend a significant amount of time on non-criminal calls for service. There is an opportunity to expand the PSR posture with the creation of field-based CSRs to directly to assist in the field with functions that do not require a sworn officer such as private property crashes, taking old reports, blocking roadways, assisting with special events, collecting property, etc. Additionally, a CSR can serve as a development platform for the selection and hiring process of sworn officers.	

Police Workload Model and Analysis		
No.	**Patrol Staffing Levels**	**Overall Priority**
	Section 2, Sub-Section 2.6.12	
2-7	**Finding Area:** The UPD does not have adequate staffing on patrol to handle obligated workload consistent with the well-established community-oriented policing workload staffing model.	
	Recommendation: BerryDunn recommends UPD establish a patrol operational minimum staffing level of 44 positions, which will be achieved by adding seven sworn police officer positions and six non-sworn Community Service Responder (CSR) positions to patrol. The creation of a CSR response position, function, and unit is described in greater detail in a separate recommendation.	

Staffing and Organization		
No.	**SCTF Partnership**	**Overall Priority**
	Section 2, Sub-section 2.7.1	
2-8	**Finding Area:** The UPD actively engages in an external partnership for a multi-jurisdictional SCTF. There is a lack of specific performance measures to assess the value of UPDs participation in this task force, and how this contributes to department-wide objectives.	
	Recommendation: The UPD should review work with City Administration to evaluate, and update its participation in the SCTF, including any specific MOU, and set establish and/or evaluate the policy, purpose and mission for participation, and set clear performance measures that support mission and regular reporting requirements.	

Police Case Review, Case Management, and Supervision		
No.	**Solvability Factors**	**Overall Priority**
	Section 2, Sub-section 2.7.5	
2-9	**Finding Area:** UPD does not actively utilize automated solvability factors in RMS, and CID supervision reviews and determines assignment of every offense report.	
	Recommendation: Require patrol to utilize RMS-based automated solvability factors to reduce workload on CID supervision, improve patrol accountability for case assignment, and enhance quality of field investigations.	

![BerryDunn]

Police Leadership, Communication, Accountability, Ethics, and Integrity		
No.	**Internal Affairs Policy Update**	**Overall Priority**
	Section 2, Subsection 2.1	
2-10	**Finding Area:** UPD has a policy regarding internal investigations that is not as detailed or clear as possible to support consistency and transparency in internal investigations.	
	Recommendation: BerryDunn recommends UPD revise its policy on internal investigations to clarify and add definitions, to explain the actual process in more detail, including additional policy regarding documentation of complaints and the classification and conduct of investigations.	
	This should include: (1) employees conducting internal investigators act as factfinders only and do not reach conclusions, draw opinions, or make recommendations; (2) every complaint, no matter of when or how it is disposed should receive a tracking number; (3) only the chief of police (or the deputy chief of police in consultation with chief of police) and/or Office of Human Rights and Equity (OHRE) should have authority to classify the type of investigation conducted in response to a complaint. Additionally, there should be a clear policy requirement that any employee conducting internal investigations receive specific training.	
	(BerryDunn provides additional recommendations regarding IA cases in Recommendations 2-11 and 2-11.)	

CPRB Analysis and Review		
No.	**Complaint Intake and Processing and Policy**	**Overall Priority**
	Section 2, Sub-section 2.9.1	
2-11	**Finding:** UPD policy does not explicitly state that all complaints about employee conduct will be tracked and memorialized in a uniform manner and within a database. Further, UPD policy does not mention CPRB, including any departmental expectations and/or requirements.	
	Recommendation: The UPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner. UPD policy should also be updated to include department expectations for interaction with CPRB.	

CPRB Analysis and Review		
No.	**Complaint Investigation Process**	**Overall Priority**
	Section 2, Sub-section 2.9.1	
2-12	**Finding:** The UPD generally assigns high-profile and serious personnel complaints to designated personnel for internal investigation. Current policy does not specify that only personnel who have received specialized training on conducting IA investigations will conduct them.	
	Recommendation: Due to the specific laws, rules, and protocols associated with IA investigations, the UPD should develop a policy and practice that only staff with appropriate training in IA investigations will be allowed to conduct IA investigations.	

Section 3: The Fire Department

This section includes a staffing and a limited operational review of the UFD. The purpose of this review was to assess UFD staffing levels, and like the police department, doing so involved examining specific operational aspects that ultimately impact staffing needs. BerryDunn provides this analysis in the sub-sections below.

3.1 Fire Department Staffing, Organization, and Budget

The UFD contributes to the broader public safety mission of the City through 24-hour year-round staffing to provide emergency response, prevention efforts, and education programs designed to minimize injury and loss of life from fires, medical emergencies, and other hazardous conditions.

At the time of this project, the fire department reported they were authorized for 61 operational and five administration and support personnel positions. There are 43 engineer/firefighter positions assigned to three shifts. Each of those shifts is supported by four lieutenants for a total of 12 lieutenants. There are three captains, three battalion chiefs, a deputy fire chief, and a fire chief. The fire chief is supported by a fire prevention and education officer, an executive assistant, and a fire marshal.

Table 1.4 below (repeated from Section 1) provides an overview of the City's operating budget. Again, for fiscal year 2023, the City of Urbana budget was $42,730,065, which represents a 1.62% increase from 2022. The total city budget has increased 24.83% since 2019 and has experienced relatively linear growth over that time.

Table 1.4: General Operating Fund (Repeated from Section 1)

Government Name	2019	2020	2021	2022	2023	% Change 2019 to 2023
Budget	$34,230,622	$36,318,832	$37,766,611	$42,048,193	$42,730,065	24.83%
Percent Change		6.10%	3.99%	11.34%	1.62%	

Source: Agency Provided Data

In Table 3.1, BerryDunn provides the fire department budget from 2019 – 2023. The fire department budget has increased at a greater rate than the City's general operating budget across the five-year period, increasing by 30.25% during that period, as compared to the City's operating budget that increased by 24.83% (see Table 1.4). City personnel explained to BerryDunn that a significant portion of the budget increase for 2023 was due to the SAFER 6 and ARG grants.

Table 3.1: Fire Department Budget

Fire Dept	2019	2020	2021	2022	2023	% Change 2019 – 2023
Budget	$8,327,606	$9,132,909	$9,564,762	$10,041,221	$10,846,890	30.25%
Percent Change		9.67%	4.73%	4.98%	8.02%	

Source: Agency Provided data

The UFD operates from four different stations that are strategically located throughout the City (see Figure 3.4 in Section 3.3 below). The department has an administration division that is comprised of the fire chief, deputy fire chief, a fire prevention and education officer, a part-time fire inspector, and an executive assistant. Fire personnel are separated into three battalions that provide service coverage over the three shifts. Each battalion has a battalion chief, captain, four lieutenants, and several engineer/firefighters. The structure of the UFD is provided in Figure 3.1.

Figure 3.1: Fire Department Organizational Chart
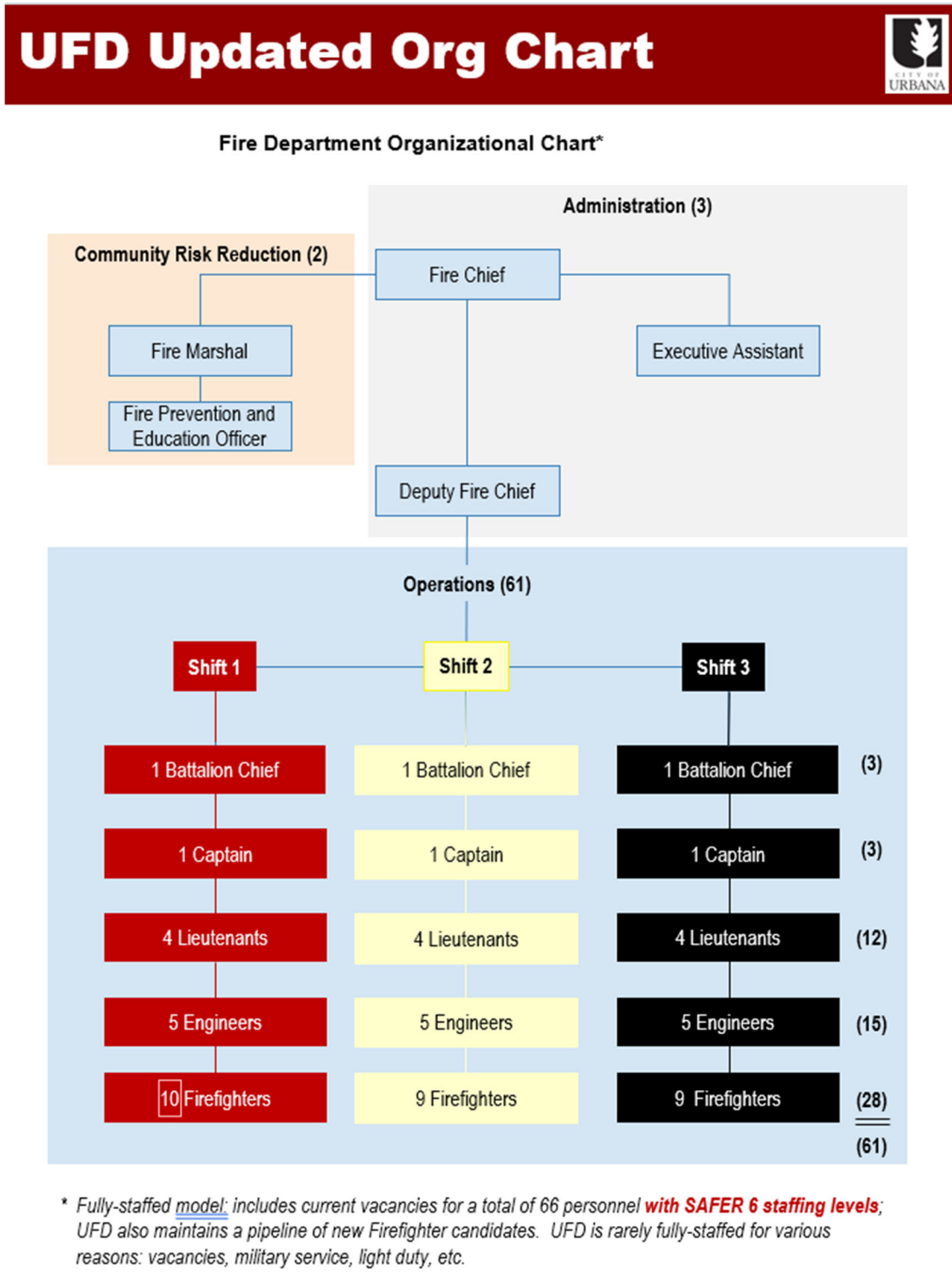
Source: Agency Provided data

The structured chain of command within the fire department provides multiple levels of review, builds in checks on performance and conduct, provides opportunities for professional development, and creates inherent succession planning. Table 3.2 provides the allocated

(authorized and budgeted but not necessarily filled) staffing numbers for Sworn/Operational Personnel and Non-Sworn/Non-Operational (Admin) personnel for the UFD. This table provides a detailed breakdown of the allocations of staff by section and with respect to the number of supervisory personnel in each area. This type of breakdown helps to clarify the organizational structure and span of control for the department. While there is no hard-and-fast standard, a general rule regarding span of control is one supervisor for every five followers (those supervised by someone else), although some have suggested this ratio could be higher, at one supervisor for every eight to ten followers.[21]

Table 3.2: FD Allocations by Unit Type

Section	Operational Personnel		Non-Operational Personnel	
	Supervisor	Employee	Supervisor	Employee
Chief	0	0	1	0
Deputy Chief	0	0	1	0
Executive Assistant	0	0	0	1
Battalion Chief	3	0	0	0
Captain	3	0	0	0
Lieutenant	12	0	0	0
Engineer	0	15	0	0
Firefighter	0	28	0	0
Campus Prevention Officer	0	0	0	1
Fire Marshal	0	0	1	0
*Subtotals	18	43	3	2
Totals	61		5	

*Includes vacancies
Source: Agency provided data

To a certain extent, the span-of-control number is fluid, based on the personnel being supervised and their relative capabilities. Based on a review of the structure and allocation of UFD personnel, the overall span of control for sworn the UFD is appropriate. BerryDunn evaluated the UFD personnel allocations provided in Table 3.2 as compared to industry benchmarks and standards. BerryDunn observed that the UFD allocations of supervisors and command/executive level positions are comparative and reasonable, and they support operational needs.

---

[21] http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

In Table 3.3, the historic staffing levels for the UFD are provided for the past five years. Recent staffing additions in 2022 – 2023 reflect a change in total levels. Otherwise, staffing levels were flat for the prior three years.

Table 3.3: UFD Historic Staffing Levels (authorized)

Position	2019	2020	2021	2022	2023
Firefighter (all)	57	57	57	63	64
Support Staff (all positions)	2	2	2	2	2
Totals	59	59	59	65	66

Source: Agency provided data

BerryDunn notes that the UFD staffing allocations, particularly for operational firefighter personnel (not including administrative personnel), are at minimal acceptable levels for apparatus deployment. BerryDunn elaborates on this further later in this section but notes that, given the personnel deployments for the UFD, operational firefighter staffing is currently at minimal operating levels. Additionally, BerryDunn acknowledges that some firefighter positions are currently being funded through the SAFER 6 grant. These positions are necessary for the UFD to meet minimal operational deployments, and accordingly, the City should take steps to ensure ongoing and continuous funding of these positions. Without these funded positions, the UFD would be understaffed, based on its operational needs and deployment structure.

Table 3.4 reflects the number of allocated firefighter and non-firefighter positions for the UFD in 2023, broken down by/assignment.

Table 3.4: UFD Sworn Personnel Allocations

Section	*Total Number
Executive (Chief/Assistant Chief)	2
Command (District/Battalion Chief/Captain)	6
Lieutenants (All - Regardless of Assignment)	12
Fire Fighter Only (Excludes Supervisors Above)	43
Other Specialized Personnel	1
*Totals	**64**

*Includes vacancies
Source: Agency provided data

The allocation of personnel for the UFD is appropriate and aligns with its three-battalion structure. Again, each shift has a battalion chief and a captain, and each district station has a lieutenant, and corresponding firefighter personnel. This layout helps ensure supervision across the shift but also at the station/incident level.

As an additional step in assessing the roles and responsibilities of fire administration personnel, BerryDunn requested that the fire chief, deputy fire chief, campus education/fire prevention officer, and executive assistant develop job task lists that reflect their actual work (as opposed

to the general tasks outlined in a job description). BerryDunn reviewed these documents and the associated tasks and found that tasks associated for each level and position appear appropriate. A copy of the data submitted is included in Appendix C, Table C.5.

Staff reported that the administrative burdens were such that an additional administrative position was needed for the fire department. Administrative workloads in a full-time fire department, particularly with multiple districts, are substantial and include fire records management and reporting, payroll, and liaising with various fire and City department to support facilities, procurement, and numerous other administrative functions. Although the UFD has battalion commanders and captains who can and should perform a certain number of administrative tasks, their primary roles are leadership-related, including supervising and developing personnel, and supporting fire operations on scenes. Additionally, the UFD has no administrative support for the executive assistant, and when the executive assistant is not at work, certain administrative functions may go unfulfilled. It is likely, based on these observations, that the UFD would benefit from adding an office assistant to aid the executive assistant and the UFD in performing various administrative functions. BerryDunn expects that doing so would allow all UFD command staff (battalion commander and above) to review their daily tasks to identify any opportunities to shift their administrative workloads to the administrative functions of the executive assistant and office assistant. Despite these observations and BerryDunn's inclination to recommend adding this position now, the City may wish to do a more thorough job task analysis for the current administrative tasks for the UFD, to determine how administrative work is distributed, and whether additional staff are needed to manage that volume.

Section 3.1 Recommendations

This section provides the single formal recommendation from Subsection 3.1. The recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn, along with details concerning the findings and recommendations.

Table 3.5: Section 3.1 Recommendation

No.	Fire Department Staffing, Organization, and Budget	
	Administrative Staffing	**Overall Priority**
	Section 3, Subsection 3.1	
3-1	**Finding Area:** The UFD operates with a single administrative person to support fire operations and administration, with no relief or backup. The administrative workload, including work being conducted by administrative and command UFD personnel appear to support the need for an additional administrative staff position.	
	Recommendation: BerryDunn recommends the UFD consider adding an office assistant position to support the executive assistant position and other administrative fire operations. Alternatively, the City may wish to conduct a full administrative job task analysis, to further isolate administrative workloads, and to	

3.2 Fire Leadership, Philosophy, and Operations

3.2.1 Leadership, Communication, and Accountability

During interviews with staff, it was clear to BerryDunn that UFD strives to maintain a professional, ethical, and well-trained department that is equipped and prepared to respond to all fire, hazard, medical, and rescue operations. The BerryDunn team had an opportunity to interact with organizational leaders and team members in various meetings and interviews and informal encounters. Based on those experiences, as well as a limited review of various department documents and the limited observations of the team, BerryDunn found the leadership—at all levels within the department—generally experienced, skilled, engaged, and concerned with making decisions that benefit the community and the organization and the individuals who comprise it.

One vital component of operational success worth mentioning here is communication. Many internal stakeholders expressed a desire for improved communication at the department. This observation was reflected in the responses to the qualitative survey which is discussed at length in Section 3.2.2. Leadership was also mentioned as a growth area for the UFD, and this is also outlined further in that section; however, within the quantitative portion of the survey, leadership scored slightly better than communication (2.62 as opposed to 2.46). These two ratings—while in the mid-range for responses and not significantly low—suggest possible focus areas for the UFD and some divergence of opinion about the department's performance in these areas.

Accountability is a fundamental responsibility of any organization, particularly public service agencies. To be optimally effective, accountability mechanisms and the policies which establish them must be clear, consistent, timely, and generally viewed as objective, fair, and equitable. The UFD has a specific policy (102.01) that governs employee conduct. This policy expresses general expectations and requirements for staff and outlines a process for removal from duty if warranted. In addition to the code of conduct policy, UFD also has a Code of Ethics within its policy manual:

FIREFIGHTER CODE OF ETHICS

As a firefighter and member of the Urbana Fire Department, my fundamental duty is to serve the community; to safeguard and preserve life and property against the elements of fire and disaster; and maintain a proficiency in the art and science of fire engineering. I will uphold the standards of my profession, continually search for new and improved methods, and share my knowledge and skills with my contemporaries and successors.

I will not allow personal feelings, nor danger to self, deter me from my responsibilities as a firefighter. I will at all times, respect the property and rights of all people, the laws of my community and my country, and the chosen way of life of my fellow citizens.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the fire service. I will never use my official position to obtain advantages or favors for myself, my friends, or family. I will constantly strive to achieve the objectives and ideals, dedicating myself to my chosen profession–saving of life, fire prevention, and fire suppression.

As a member of the Urbana Fire Department, I accept this self-imposed and self-enforced obligation as my responsibility.[22]

Inclusion of a code of ethics within a policy manual establishes an unwavering standard for staff, and in and of itself is a statement that the organization values ethical conduct. Having such a statement is considered an industry best practice.

3.2.1.1 Mission, Vision, Goals, and Objectives

Also, within policy, the UFD has a series of statements that relate to its philosophy and values. BerryDunn has included these statements in their unedited form below.

Urbana Fire Department Philosophy and Values Statement:

> **The Urbana Fire Department recognizes the values of human life and dignity. Our philosophy, which embodies our organizational values and beliefs, guides members to perform their daily activities.**

UNIFYING GOAL

The unifying goal of the Urbana Fire Department is to help people by working together.

Helping people by:

- Providing aid and assistance to all citizens of the Urbana community.

- Cooperating with other agencies and organizations.

- Providing encouragement and opportunity for personal growth and development.

Working together by:

- Commitment, mutual support, participation, and involvement.

---

[22] UFD Policy

- Urbana Fire Department and its members working together as a team within the organization.

- Urbana Fire Department and its members working together with the Urbana community.

This unifying goal is founded on our VALUES and BELIEFS. The success of the Urbana Fire Department depends on the combined efforts of its members, along with the support of other organizations and the Urbana community.[23]

Like the code of conduct, the presence of values and philosophy statements are a best practice. These statements (including the code of conduct), however valuable, do not provide a guiding framework for the mission, vision, and goals and objectives for the UFD. Creating such documents, along with a strategic plan, can be an important aspect of setting current and future performance standards, including monitoring and measuring for success. BerryDunn recommends the UFD leadership work collaboratively with staff to develop current mission and vision statements, along with a strategic plan that outlines current and contemporary goals and objectives.

Section 3.2 Recommendations

This section provides the single formal recommendation from Subsection 3.2 The recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 3.6: Section 3.2 Recommendation

No.	Strategic Planning	Overall Priority
**Fire Department Staffing, Organization, and Budget**	
*Section 3, Subsection 3.2*	
3-2	**Finding Area:** The UFD does not have a current vision statement or an up-to-date strategic plan. The presence of these documents supports continuous improvement and organizational and operational growth.	
	Recommendation: BerryDunn recommends the leadership UFD engage a collaborative process to develop new and updated vision statements, along with a strategic plan that outlines current and contemporary goals and objectives for the UFD. BerryDunn notes here that the development of these documents will also aid the UFD developing additional communication and leadership strategies that support operations and increase employee job satisfaction (see also Section 3.2.2 below).	

---

[23] ibid

3.2.1.2 Union/Labor and Management

BerryDunn inquired about labor relations with the UFD, and the City and was informed that the firefighters are members of the International Association of Fire Fighters union (IAFF) Local #1147. Staff explained that the contract in place runs from July 2022 to June 2028. Although there has not been a salary study within the past five years, staff did not express discontent with the current contract, nor did they report any other specific labor issues.

3.2.2 Workforce Survey

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

The electronic survey offered to all staff consisted of a respondent profile (current assignment), multiple content items (opinion/perception), seven organizational climate items, and an open comments option that solicited feedback on what the department does well, what needs improvement, and any other comments the respondent wished to provide. The content items section elicited employee responses in 10 different dimensions. Each of the dimension sections of the survey consisted of five or six forced-choice questions. At the request of BerryDunn, the UFD distributed the survey electronically via a link provided through the UFD email system, to every member of the agency, and the fire chief promoted participation. Survey protocols promoted anonymity of the respondents.

BerryDunn received 35 responses to the survey out of 66 authorized positions at the UFD, representing a 53.03% return rate (assuming all positions were staffed). The return rates are statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement. Although statistically significant, the return rate for the UFD is well below the return rate for the same survey offered to the UPD (72.97%). As a general rule, surveys tend to have low response rates, and most researchers would be pleased with a return rate greater than 50% (that is true for this survey as well); however, BerryDunn has found that public safety departments tend to have much greater return rates than standard survey offerings, likely due to the critical nature of public safety work and staff's desire to contribute to meaningful solutions. High response rates tend to indicate staff has confidence that leadership will listen and act on their concerns and are generally indicative of organizations with mature and respected leadership. Although the response rates from the UFD are not alarmingly low, as BerryDunn points out later in this section, the return rates may hint at a certain amount of discontent by staff. Table 3.7 provides a breakdown of those who responded to the survey.

Table 3.7: Respondent Profile

Unit Assignment	Total
Dual Role: Firefighter/EMS-Paramedic; all ranks other than Command or Executive	13
Executive and Command Staff; Sworn Positions Only	4
Firefighter: all ranks other than Command or Executive	17
Other Non-Sworn Personnel (all divisions) or Non-Sworn Support Services Staff	1

Source: Organizational Climate Survey data

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. BerryDunn assigned numeric values of 1 – 5 (with 1 being low or never, and 5 being high or always) respectively. In some cases, if the question did not apply, respondents could also choose an N/A response. For each of the ten dimensions, BerryDunn calculated the weighted average of the responses. Table 3.8 provides this data.

Table 3.8: Survey Response Categories

Survey Category	Average
Leadership	2.62
Communication	2.46
Accountability and Fairness	2.38
Job Satisfaction	3.58
Training	3.04
Equipment and Technology	2.76
Firefighter Staffing and Deployment	3.16
EMS/Paramedic Staffing and Assignments	2.92
Diversity, Equity, and Inclusion	3.60

Source: Organizational Climate Survey data

The scores for the dimensions in Table 3.8 represent the weighted aggregate score from the respondents from multiple questions within the survey. All the dimensions, except communications and accountability and fairness, were rated above 2.5 (assessed as a pivotal threshold for responses) indicating a general level of satisfaction—or at least the absence of significant dissatisfaction—for these dimensions. The first exception is communication, which scored 2.46, just below the mid-point for ratings.

Virtually every organization has some level of discord with regard to communication, and in its current state, communication within the UFD is reportedly not fully serving the needs of the organization. Based on information from interviews and meetings with staff and from the internal

survey, BerryDunn found that communication is inconsistent, and many have expressed a need for more and better communication.

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

Because of its criticality to leadership and operations, the UFD should develop a communications strategic plan that supports any department strategic plan and the department mission, vision, values, and internal goals and objectives. Suggested elements of a detailed communication strategy should include, but are not limited to, the following:

- Organizational change efforts

- General operations, including public safety strategies

- Command meetings and decision-making discussions

- Communication with the community and City leadership, including proactive, regular, and timely updates on critical public safety issues.

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

Like the desire for improved communication, improvements to leadership are a common theme at all agencies BerryDunn studies. For the UFD, however, this project provides a unique opportunity. Although this project is a staffing study—not an operational study—the observations around leadership and communication suggest the need for additional focus but also a desire by staff for greater success in these areas. Because these areas are commonly highlighted in these studies, BerryDunn facilitated a training with various City leaders, including the UFD, to examine the areas of leadership, communication, and organizational change management (OCM). This training included reading two specific books that focus on these areas in advance of the training, and included guidance on the development of OCM, collaborative leadership, and communication plans. Developing such plans is expected to be a collaborative process with command and line staff, and one that solicits thoughtful input and discussions, ultimately producing a framework for improving these operational areas. BerryDunn recommends that the UFD continue its initial work on these plans to develop them into formal documents that can be used to guide operations and decision making.

From the survey, 5 of the 10 categories registered an aggregate score close to or above 3.0. These response numbers are comparatively high in relation to prior studies. These results indicate an organization without significant dissatisfaction in many dimensions of performance

and are consistent with numerous other points of inquiry BerryDunn initiated, and they suggest a generally well-functioning department with specific areas (e.g., communication and accountability and fairness) that need additional attention and potential improvement. The Diversity, Equity, and Inclusion (DEI) score is the highest scored dimension at 3.60, indicating respondents feel they are well-trained and supported in the implementation of DEI practices and is likely a reflection of recent deliberate efforts in this arena by the City and the department.

Organizational Climate

The second portion of the survey involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. By their construction, these questions provide a different vantage point from typical quantitative questions, and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high. BerryDunn has provided the response data in Table 3.9.

Table 3.9: Organizational Climate Assessment

CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization	**Current**	**6.29**
Conformity should be a characteristic of the organization	**Desired**	**5.91**
RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organization's goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization	**Current**	**4.83**
There should be great emphasis on personal responsibility in the organization	**Desired**	**7.91**
STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization	**Current**	**5.14**
High challenging standards should be set/expected in the organization	**Desired**	**8.23**
REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization	**Current**	**4.34**
Members should be recognized and rewarded positively within the organization	**Desired**	**8.11**
ORGANIZATIONAL CLARITY: The feeling among members that things are well organized, and goals are clearly defined rather than being disorderly or confused.		
The organization is well organized with clearly defined goals	**Current**	**3.43**
The organization should be well organized and have clearly defined goals	**Desired**	**8.86**
WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization	**Current**	**5.63**
Warmth and support should be very characteristic of the organization	**Desired**	**8.14**
LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on, one or two persons.		
Members accept and are rewarded for leadership based on expertise	**Current**	**4.40**
Members should accept and be rewarded for leadership based on expertise	**Desired**	**8.11**

Source: Organizational Climate Survey data

Because there is no correct or incorrect response, BerryDunn will not provide a complex analysis regarding any specific question or category of the information in Table 3.9. Instead, the

department should examine the responses above and consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey. In that analysis, BerryDunn recommends UFD look closely at the difference between the *current* rating and the *desired* rating. A larger delta (or variance) indicates a more significant area of concern and/or an area that might warrant deeper exploration.

There are three important aspects of the organizational climate survey from Table 3.9 that make it a versatile tool:

1. There is no *correct* or *right* response. The responses reflect the collective desires of the staff at the UFD, and, as such, they are representative of the current and desired culture of the UFD, as opposed to an arbitrary standard that is set elsewhere.

2. This tool has tremendous utility. The categories in this questionnaire are clear, and the agency can easily identify, based on the responses, which areas require focused attention.

3. This tool is brief and easily replicable. The agency can re-administer this survey at various intervals and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas and whether they are successful.

BerryDunn encourages the UFD to assess the areas and scores from this instrument and to take steps to close the observed gaps. Additionally, BerryDunn recommends the UFD distribute this instrument periodically, to monitor staff responses and any observed improvements resulting from the directed efforts of the UFD.

Survey Analysis – Qualitative Responses (Fire)

Along with the Organizational Climate Assessment detailed above and in Table 3.9, BerryDunn distributed a qualitative survey component consisting of three open-ended prompts to provide feedback about department climate. Specifically, those open-ended prompts were:

- Describe something the organization does particularly well.

- Describe an area in which you feel the organization could improve.

- Please use this section to explain any of your choices, and/or to express your view on any topic not covered.

Through these three open-ended prompts, staff were afforded the opportunity to provide any feedback they wished to convey as a part of the assessment process. Unlike quantitative analysis, which can be broken down into numeric representations, ratios, or percentages (as the associated tables demonstrate), qualitative data is much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data, which are then grouped into a small number of overarching *themes*. There can also be sub-categories of data within each of these themed areas, but when done properly, each of the responses have a connection to the main theme. Data within these themed areas may be positive or negative, neither (such as comments that merely make a suggestion), or all of the preceding. The analysis provided here engages a contemplative process of considering each of the data

elements (narrative responses) to determine within which themed area it may be most appropriately categorized and then to consider the substance of each response in relation to the theme area and the other data within that category.

Qualitative Response Analysis

Fire Department staff members returned 35 surveys for a possible total of 105 qualitative responses. Not all surveys included responses to all three questions, and the total number of discrete responses was 75. That is, 30 possible open-ended responses were left blank. There are 66 authorized employees at the fire department, resulting in a survey response rate of >53% (35 divided by 66). Note that this ratio is calculated based on the authorized staffing levels since it is not possible to know actual staffing levels during the time period in which survey was completed. If any positions were vacant during this time period, the response rate would be higher than calculated here. These are acceptable response rates from which to extract themes from the qualitative feedback. BerryDunn conducted a thorough qualitative review of the survey responses and has summarized the three main themes that emerged: (1) Basic Skills and Response, (2) Resources, and (3) Leadership and Communication.

In addition to the themed analysis of the qualitative data mentioned above and presented below, the analysis presented here also includes a Word Cloud graphic, see Figure 3.2. The Word Cloud is another analytical tool that represents the frequency of various words that the respondents mentioned within the open-ended narrative questions.

Figure 3.2: Department Survey Word Cloud

Source: Organizational Climate Survey narrative response data

The more frequently a word appears within the narrative responses, the larger the word appears within the Word Cloud. Using Word Clouds can be helpful, in that they can provide readers with

a quick snapshot of the words and descriptors used by those who responded to the question. However, there is also a cautionary consideration here, in that the words themselves do not necessarily provide the complete context of the response.

Basic Skills and Response

Survey respondents were complimentary of their basic line-level skills, knowledge, and abilities. They particularly mentioned the high quality of basic and fundamental training provided to employees as well as providing for certifications. Respondents also expressed pride in their professional delivery of customer service and their perception in the community. While respondents praised basic skills, training, and service they expressed concern at a lack of professional development as careers progress. Multiple respondents made some form of comment that they were able to do "more with less" at the line level and that there is a cooperative and collaborative atmosphere where employees support each other in service delivery.

Resources

Survey respondents frequently mentioned a need to improve resources at the fire department including improvements to stations, the filling of a fire marshal position, and a need for a full-time training chief. They also mentioned that staffing could be improved. Employees specifically mentioned a need for more training above and beyond that provided for basic field training. Respondents also reported that the command level is not properly staffed which may lead to ineffective planning, management, and leadership. Employees specifically mentioned a need for a second (or reserve) ladder truck, additional physical training resources, and increased attention and resources applied to recruiting. Specific recruiting suggestions included implementing a cadet program to develop candidates and exploring the possibility of an EMS-only track to supplement staffing.

Leadership and Communication

Survey responses indicated internal leadership is an important area for improvement. Leadership is an important, sophisticated topic that affects organizational performance and employee morale deeply and directly. Many components fall under the general rubric of leadership, including communication which is a vital component of effective leadership. Responses from this survey reinforced this reality. Staff provided many responses about department leadership and related and supporting topics—such as communication, accountability, planning and goal setting, roles and responsibilities, and professional development. Employees reported that they would like the department to increase planning and establishment of clear roles and responsibilities with attendant accountability systems for everyone. They also expressed a desire to for department leaders to exercise greater control over decision making regarding the fire department (as opposed to City leadership), minimizing micromanagement of UFD staff from fire department leadership while increasing active leadership, enhancing trust and support for employee input, and increasing empowerment internal stakeholders. Employees would like to see leadership provide opportunity for professional development and career progression training. Specific requests included more formal coaching and mentoring opportunities.

Meaningful and deliberate communication is a fundamental component of effective leadership. Employees consistently reported that command staff do not regularly, consistently, or actively communicate with all team members about internal or external developments to the level desired by employees. Respondents placed particular emphasis on a desire for enhanced communications about internal events and for more transparent and freely flowing information that is not subject to gatekeeping by command and executive staff. Respondents also expressed that leadership occasionally solicits employee input, but employee input is rarely acted upon giving the impression that it is not valued. This perception is potentially reflected in the fact that this survey had a much lower response rate for the Fire Department than for the Police Department. Such a lower response rate seems to corroborate employee assertions that they feel their input is not truly valued. Several respondents specifically mentioned that committees previously formed to incorporate employee participation have been disbanded. It is important to note that anytime an organization is surveyed regarding internal climate, virtually everyone indicates a need to improve communications. That is not to dismiss the importance of the results of this survey, but, rather, to reinforce how important communication is to every organization and its morale and success.

Summary

The level of frankness, specificity, and balance included in the survey responses indicate an organization whose members care deeply about the organization and its success. Similarly, the inclusion of observations about positive aspects of the department and concrete suggestions for improvement reveal honesty by survey participants. It should be noted that one of the specific concerns was that leadership does not value or act upon employee feedback, and this may be reflected in a response rate significantly lower than that from the police department. This dynamic is discussed in more detail in the comparison of the fire and police department survey results.

This survey produced meaningful information that helps illuminate several themes that affect department performance, including both positive attributes, areas for improvement, and areas that combine some aspects of both. Respondents also provided specific observations and suggestions that can contribute to a meaningful overall agency assessment.

3.3 Service Area

The UFD serves a broad service area that is significantly larger than the corporate limits of the City. The City is approximately 12 square miles, but the fire service area is nearly double, at 21.25 miles in size. To illustrate this, BerryDunn has provided two maps in Figure 3.3. The map on the left depicts the City limits covered by the UPD, while the map on the right reflects the fire service area for the UFD.

Figure 3.3: Coverage Map
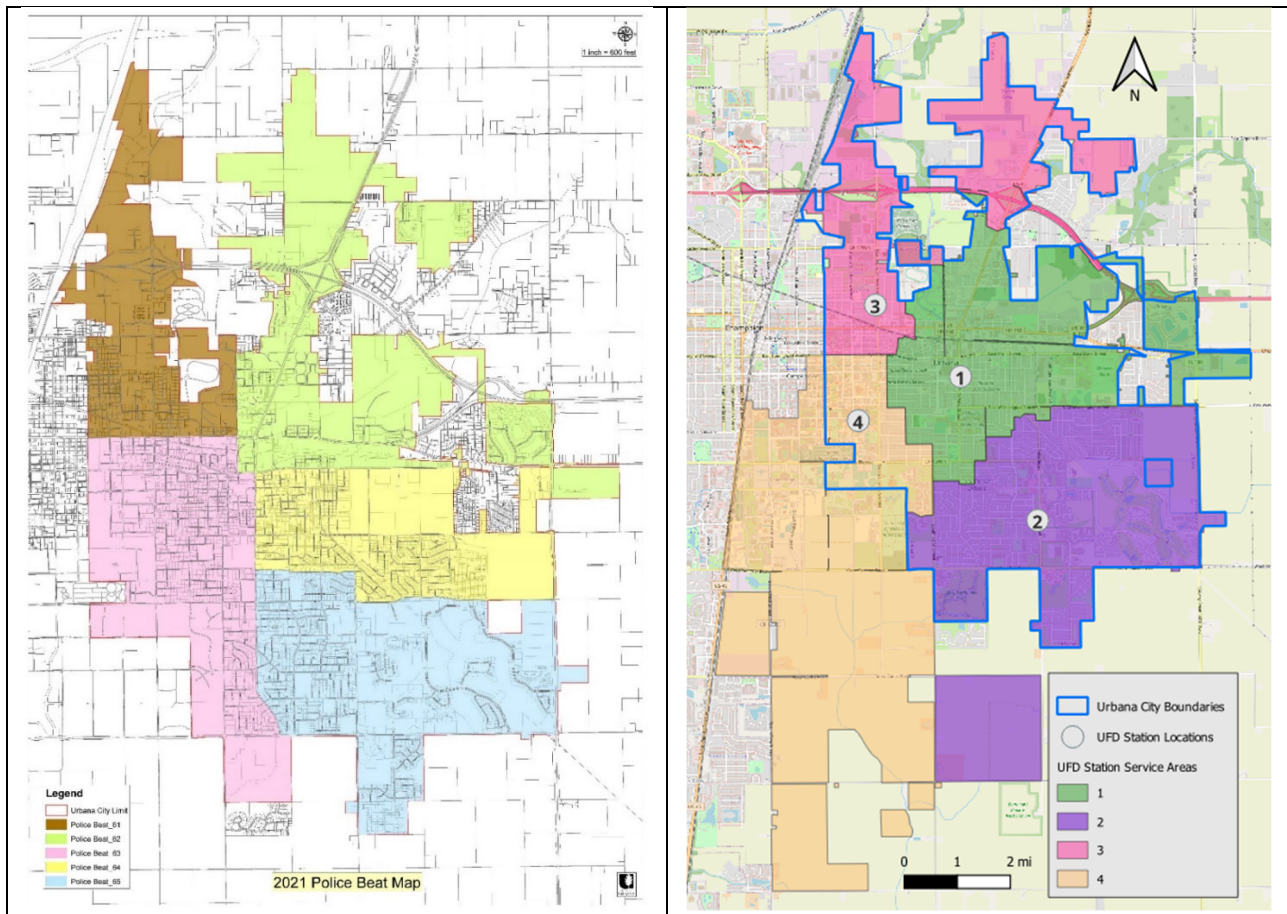
Source: Agency Provided data

The UFD operates out of four stations. Station 3 is the northmost station, Station 4 covers the west and south areas, Station 1 covers the central and eastern service areas and includes UFD headquarters, and Station 4 is located on the University of Illinois (U of I) campus and covers that area along with the adjacent areas. The locations of the fire stations and their service areas are shown in Figure 3.4. The UFD has a countywide mutual aid agreement, but reportedly works most closely and frequently with the Champaign Fire Department.

Figure 3.4: UFD Response Areas by Station
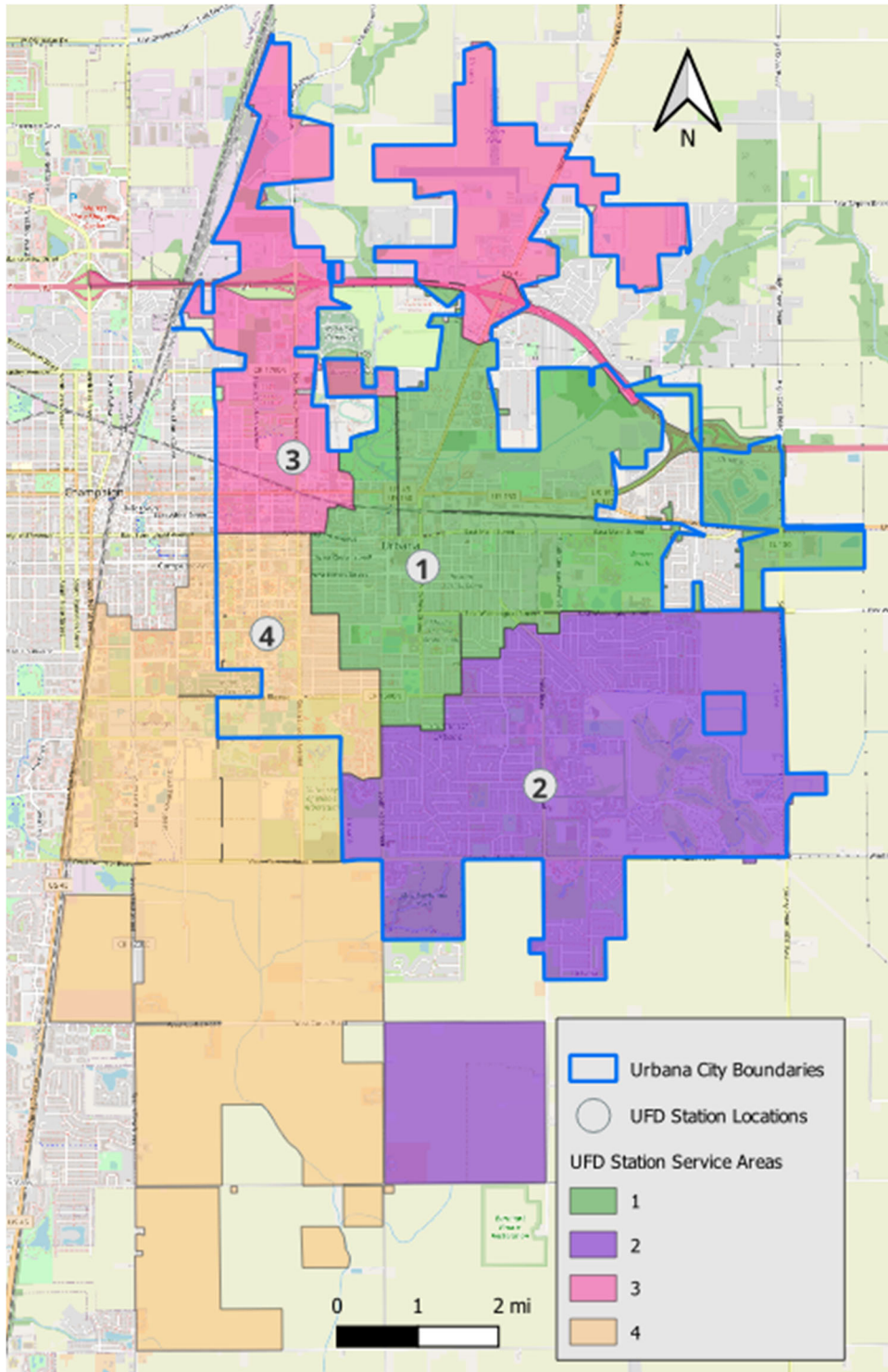
Source: City of Urbana Management Analytics/UFD

Table 3.10 below provides an outline of the population of the overall service area for the UFD. The table begins with baseline populations for the service area and reduces those data based on certain criteria (e.g., online student population). The result of these calculations is a service area of approximately 98,000 people.

Table 3.10: Service Area Population

Year	Additive Population	Deductive population	Description	Data Source
2020	38,336		Residents	U.S. Census
Student Population				
2018	49,339		U of I Students	U of I – DMI
2018	-3,837		U of I Students (online)	U of I – DMI
2018	-17,832	*	Students	ACS
2018	786		Parkland Students	Parkland Research Department
2018	149		EIU	University FOIA
Total	**28,605**			
Community Work Force				
2022	18,489		U of I faculty	U of I – DMI
2022	3,991		U of I hourly workers	U of I – DMI
Total U of I	**22,480**			
2019	17,666		Inflow workers	U.S. Census
2019	-9,000	*	Industry workers	Collected data
Total Non-Identified	**8,666**		Inflow-industry	
Total Work Force	**31,146**		U of I + Non-Identified	
Total Community Population		**98,087**		

Source: Agency Provided data

BerryDunn notes here that population numbers are less important than the ability of the fire department to provide appropriate resources to all parts of its service area within a reasonable period of time.

3.4 Response Data and Performance Measures (NFPA Standard 1710)

In this section (and in Section 3.5 below), BerryDunn examines various data, including UFD workload data. As with the UPD, BerryDunn used calls for service (CFS) data from CAD as a mechanism to perform various calculations; however, understanding fire department staffing needs is not tied to individuals and their workloads. Instead, firefighter staffing levels (and EMS levels) are evaluated from a Standards of Cover perspective:

> The Commission on Fire Accreditation International (CFAI) defines the Standards of Cover for a fire department as being those "adopted, written policies and procedures that determine the distribution, concentration, and reliability of fixed and mobile response forces for fire, emergency medical services, hazardous materials and other technical types of response" (CFAI, 2015).[24]

Despite the above definition, the fire industry has struggled to develop consensus on how the rather ambiguous Standards of Cover principles can be molded into uniform standards that are more easily applied. In an attempt to do so, the National Fire Protection Association (NFPA) has created NFPA Standard 1710 (see Appendix C, Figure C.1), which provides more detailed expectations for staffing, deployment, and service delivery for fire and EMS response. Although NFPA Standard 1710 is considered a national model, it has not been adopted into law by the federal government, and NFPA Standard 1710 has faced opposition by the International City/County Management Association (ICMA) and various government leaders, who argue that following this standard, increases response costs. Even though it has not been fully adopted by the fire service, most fire departments rely on NFPA Standard 1710, at least in part, in making service decisions and in determining deployments that align with community needs.

Certain elements from NFPA Standard 1710 are relevant to this project (for career fire departments), including (but not limited to):

- Turnout time (gearing up an leaving the station): 80 seconds (fire)

- First engine arrival on scene: 240 seconds (4 minutes)

- Initial full alarm time (low and medium hazard): 480 seconds (8 minutes)

- Initial full alarm time (high hazard/high-rise): 610 seconds (10 minutes and 10 seconds)

- Company staffing (group of trained members under supervision)

  - Engine = minimum of 4 on duty

    - High volume/geographic restrictions = 5 minimum on duty

    - Tactical hazards dense urban area = 6 minimum on duty

- Initial alarm deployment (number of firefighters including officers)

  - Low hazard = 15 firefighters

---

[24] Community Risk Assessment and Standards of Cover, Winter Park Florida, 2021

- o Medium hazard = 28 firefighters

- o High hazard = 43 firefighters

Although the above elements of NFPA Standard 1710 have not been fully adopted by the fire industry, they serve as a comparison point for full-service fire agencies contemplating staffing needs and resource deployments, and BerryDunn will refer to these in the next two sections in discussing the UFD and its operational needs.

It is noteworthy to mention that during this project, BerryDunn learned that the City of Urbana Management Analytics staff were also performing various data calculations for the City and the UFD. BerryDunn spoke with Management Analytics staff and compared data collected and examined by BerryDunn against the data examined by the Management Analytics team. BerryDunn's independent analysis produced similar results; however, the Management Analytics staff examined multiple years of data, and for the purposes of their analysis, produced several figures. Given their relevance to both projects, and to eliminate presenting the same data in two different formats, BerryDunn has included several figures in this report that were produced by the Management Analytics staff; BerryDunn has sourced these as appropriate.

Table 3.11 provides a list of CFS recorded in the UFD RMS. This data does not necessarily represent all activity collected in CAD.

Table 3.11: Call for Service Totals – RMS

Description	Count
EMS call, excluding vehicle accident with injury	1764
Medical assist, assist EMS crew	1599
Assist invalid [patient assist]	430
Alarm system activation, no fire – unintentional	390
Dispatched & cancelled enroute	202
No Incident found on arrival at dispatch address	198
Smoke detector activation, no fire – unintentional	140
Alarm system sounded due to malfunction	114
Gas leak (natural gas or LPG)	98
Detector activation, no fire – unintentional	95
Smoke detector activation due to malfunction	75
Motor vehicle accident with injuries	65
Removal of victim(s) from stalled elevator	52
All others	1,098
Total*	**6320**

*Minimum of 50 events

Source: Agency provided RMS data

In looking at Table 3.11, the most compelling data relates to the volume of medical related CFS. The first three categories, which include EMS calls, excluding vehicle accident with injury, medical assist, assist EMS crew, and assist invalid, comprise 3,793 CFS or 60% of the recorded volume of activity in RMS. This data is particularly relevant because much of this volume could potentially be diverted or rerouted, which would be of significant relevance to UFD personnel and resource deployments.

In Table 3.12, BerryDunn provides the data for CFS for the UFD as collected by CAD. Because not all CAD data is recorded in RMS, and because of variations in the manner in which CAD data is recorded, the volume of activity in CAD is significantly higher than what the UFD has recorded in RMS.

Table 3.12: Call for Service Totals – CAD

CFS Type	Count
Medical	7320
Regular	1148
Assist Fire	679
STILL (Single Fire Unit Response to CFS)	628
Public Assist	536
DOA	34
Rescue	33
Ambulance Only	29
Suicide Attempt	27
RESACC (Multi Fire Unit Crash Response)	26
Work	26
Suicidal Threats	22
Accident with Injuries	21
MEDACC (Single Fire Unit Crash Response)	16
All Others	120
Total	**10665**

*Minimum of 15 events
Source: Agency provided CAD data

Based on the data in Table 3.12, medical (EMS) related CFS (7,320 incidents) account for 68.63% of the volume in CAD. Again, regardless of the origin of the data, the percentage of EMS related volume represents a substantial majority of the UFD CFS volume.

In Figure 3.5, BerryDunn has provided a snapshot of CFS volume for the UFD by hour of the day, including total CFS (blue bar) and EMS CFS (green bar).

Figure 3.5: Total CFS and Medical CFS by Hour

CFS by Hour

Hour of the Day	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Total CFS	425	377	341	273	244	242	281	376	460	532	521	600	521	565	527	619	532	529	559	513	430	469	404	325
Medical CFS	275	219	244	184	172	168	197	267	328	380	341	451	350	388	345	453	345	360	379	344	272	328	256	210
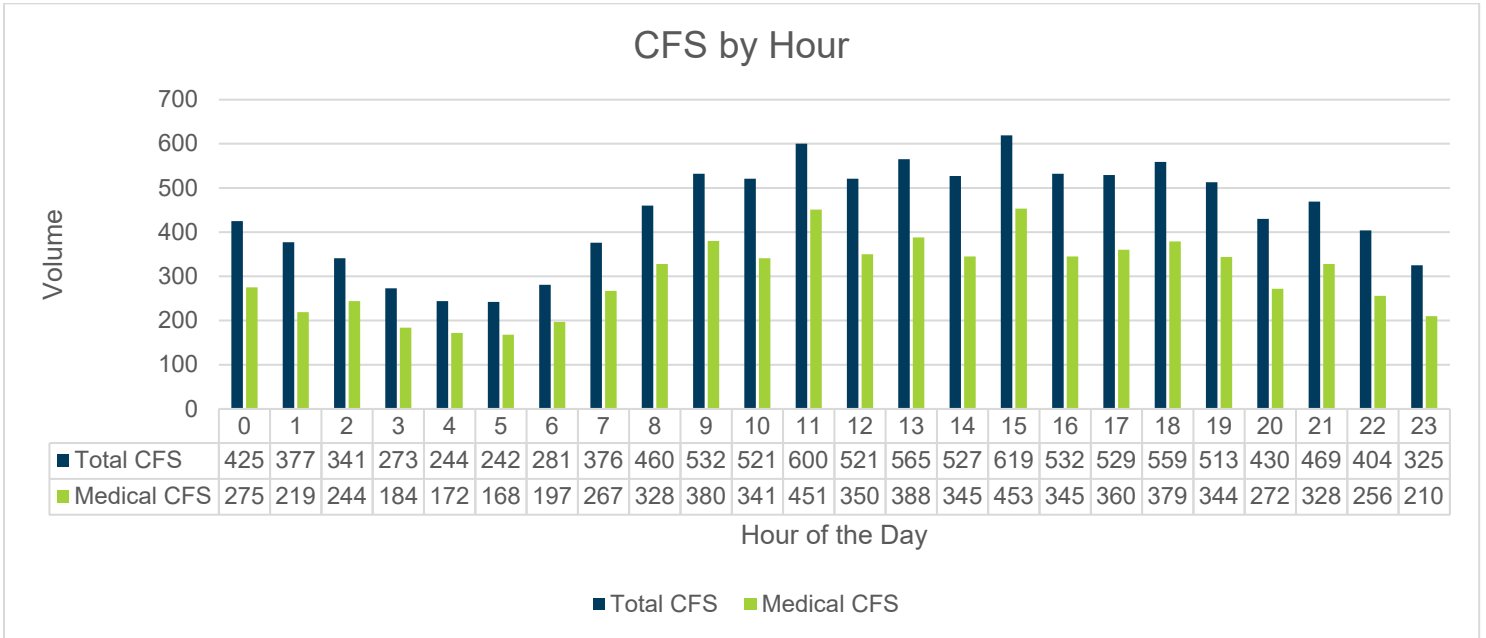
Source: Agency provided CAD data

Notably, Figure 3.5 demonstrates a persistent EMS volume of CFS across the hours of the day. This is particularly relevant in terms of understanding the persistent staffing demands for the UFD in supporting CFS volumes, and particularly EMS volumes. Figure 3.6 below uses the same CAD data from Table 3.12, separated by major category.

Figure 3.6: Other Volume CFS Comparisons by Hour

CFS Comparisons by Hour
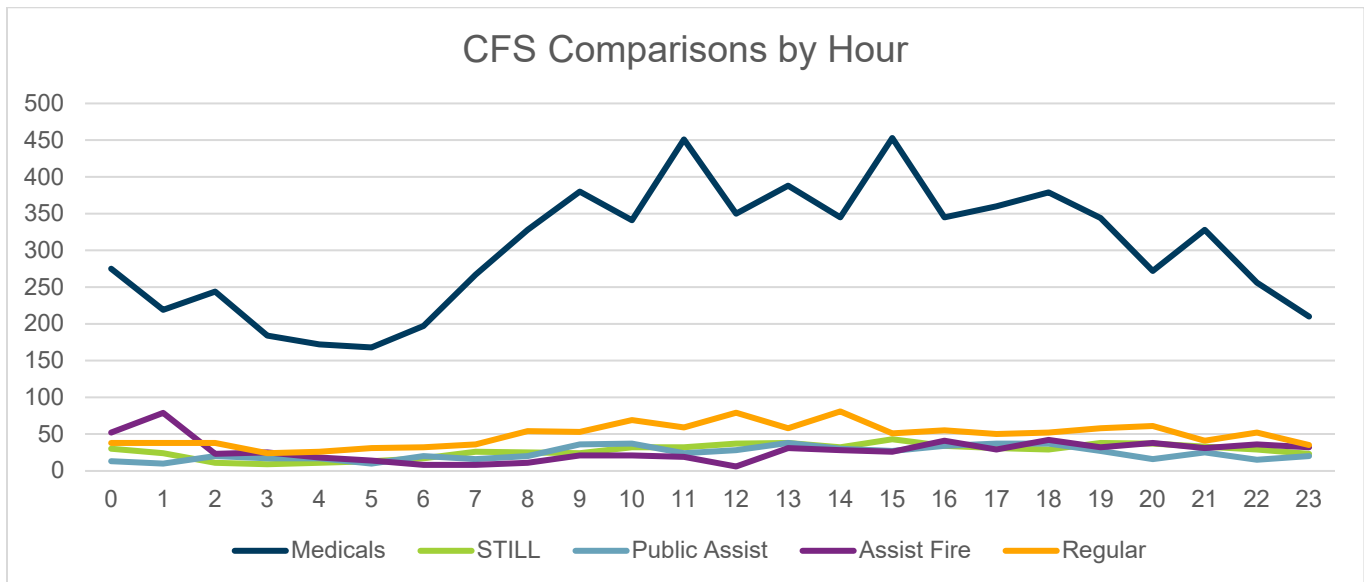
Source: Agency provided CAD data

Again, Figure 3.6 illustrates the significant disparity of EMS related volume against any other volume type.

It is relevant to note that at the time of this project, the City received EMS transport services from two private ambulance services. Within the current model, the UFD responds to all advanced life support (ALS) incidents, assists with on-site care, and then turns over any transportation responsibilities to the appropriate ambulance service. BerryDunn is aware, however, that during this project, discussions were occurring regarding shifting the current response model. BerryDunn's recommendations in this report are framed within the current model, and substantive changes to the model might alter certain recommendations.

3.4.1 Fire Services and Response

Based on NFPA Standard 1710, response times for standard CFS should be approximately four minutes for first engine arrival (with expanding response times for multi-unit and more severe incidents). Table 3.13 provides response times from CAD for first UFD unit arrival based on CFS type.

Table 3.13: Response Times by CFS Type

CFS Type	Count	Time	Avg. Response
Medical	7256	504:55:58	0:04:11
Regular	1171	84:03:14	0:04:18
Assist Fire	671	56:46:39	0:05:05
STILL (Single Fire Unit Response to CFS)	658	51:09:23	0:04:40
Public Assist	574	45:58:09	0:04:48
DOA	36	2:21:05	0:03:55
Rescue	33	2:47:15	0:05:04
Ambulance Only	28	0:42:34	0:01:31
RESACC (Multi Fire Unit Crash Response)	26	3:44:53	0:08:39
Suicide Attempt	24	1:40:02	0:04:10
Suicidal Threats	21	2:26:25	0:06:58
Accident with Injuries	20	1:10:43	0:03:32
MEDACC (Single Fire Unit Crash Response)	19	1:06:08	0:03:29
Undefined	13	0:43:45	0:03:22
Work	13	1:09:16	0:05:20
Domestic	10	0:38:03	0:03:48
All Others	92	6:34:54	0:04:18
Totals*	**10665**	**767:58:26**	**0:04:19**

*Minimum 10 events

Source: Agency provided CAD data

As the data in Table 3.13 reflects, average response times for the UFD are 4 minutes and 19 seconds overall. These data suggest that the UFD is meeting general response standards, despite BerryDunn's observations of some inefficiency, which BerryDunn explains later Section 3.5.

In addition to examining overall response times by CFS, BerryDunn also examined CFS response times for the UFD based on the different district stations.

Table 3.14: Response Times by District Station

Station	Count of CFS	Time	Average
UF1	3145	228:17:59	0:04:21
UF2	4065	285:24:35	0:04:13
UF3	1358	95:56:24	0:04:14
UF3A	27	1:41:28	0:03:45
UF4	2006	152:26:29	0:04:34
UF4A	64	4:11:31	0:03:56
Total	**10665**	**767:58:26**	**0:04:19**

Source: Agency provided CAD data

Table 3.14 reflects consistent response times in the 4-minute range, regardless of which district station is responding.

3.5   Staffing and Operations

3.5.1 Apparatus and Facilities

Although this project involves a staffing analysis, not an operational analysis, BerryDunn had an opportunity to speak with UFD personnel about the apparatus available to the department, and the facilities, equipment, and staff.

Table 3.15 outlines the fleet of the UFD and reflects a typical number of fleet vehicles. BerryDunn learned that the UFD has two backup pumper trucks, but it does not have a backup or redundant ladder/aerial truck capacity. Fire apparatus, and particularly ladder/aerial trucks, are expensive. Their value, however, is arguably incalculable. For circumstances that demand the use of a ladder/aerial truck, the fire department must have persistent availability of this apparatus. More importantly, the UFD service area includes buildings/facilities that could potentially require such equipment. Accordingly, it is in the City's best interests to augment their fleet with additional ladder or aerial capability. This does not necessarily require incremental equipment. For example, a "Quint" with both pumper and ladder capability could replace one of the current engines.

Additionally, as BerryDunn recommends later in this section, the UFD would benefit from adding a utility/rescue rig(s) to its fleet. If the City proceeds with BerryDunn's recommendation to add a

rescue resource, it would be necessary to purchase such a unit(s). If the City does not adopt BerryDunn's recommendation, this additional fleet unit would not be required.

Table 3.15: Fleet

FLEET VEHICLES Vehicle Description	Allocated # of Vehicles
Administration Vehicles (e.g., Chief, Deputy Chief)	2
Investigations Vehicles (All Units)	0
Specialty Vehicles (Fire Marshall, Inspections)	3
Command Vehicles (Battalion Chief)	2
Ambulances (ALS)	0
Ambulances (BLS)	0
Pumper Trucks	6
Tanker Trucks	0
Aerial Trucks	1
Rescue Trucks (Excludes EMS Vehicles)	0
Grass Rig	0
Water Rescue Apparatus	0

Source: BerryDunn Worksheet

BerryDunn had an opportunity to tour each of the facilities of the UFD. BerryDunn observed that each of the facilities (other than the U of I station) were aged and had various conditions that were in a state of disrepair or were otherwise not optimal for current use and staffing. BerryDunn learned that the City and the UFD have identified the need for new facilities and that steps are underway to provide solutions. BerryDunn did not perform a facility analysis, but based on the conditions observed, agrees with the need for facility improvements.

When conducting full operational assessments, BerryDunn regularly reviews the availability and use of data, technology, and equipment within the department. This includes a review of agency software and related technology resources, and access/use of other call for service data for operational purposes. It also includes a review of department equipment, facilities and space utilization, and fleet services. Although this project is a staffing study, not a full operational assessment, BerryDunn conducted a cursory review of the utilization of technology by the UFD, as various technologies can increase efficiency and impact service delivery.

As part of this assessment, BerryDunn asked the UFD to complete a technology survey designed to capture the field-reporting capacity of the fire department. The maximum score for this instrument is 59. The UFD had a score of 40, with EMS technology scoring 47 (see Table 3.16).

Table 3.16: Field Technology Scorecard

Description	Main Score	Maximum
Fire Technology Score	40	59
EMS Technology Score	47	59

Source: Field Technology Worksheet

BerryDunn has provided a full copy of the Field Technology Scorecard instrument for the fire department in Appendix C, Table C.6 (which includes the UFDs responses).

Although UFD has several technological tools and resources available, there are opportunities for improvement. Because of the importance of functional technology, UFD should consider creating an internal technology committee and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency. Once formed, the technology committee can evaluate the full technology inventory, starting with the items in the technology survey provided by BerryDunn.

3.5.2 Coverage Areas and Fixed Post Positions

One critical element of the Standards of Cover approach is the reliance on staging personnel and apparatus in specific geographic areas to help ensure response availability in a timely manner. Fire departments go to great lengths to develop run cards to assist the communications center with assigning the right resources in each geographic location in the service area. Run cards identify which district/station and/or units should be the primary responding unit, and which would be the second or third units, as appropriate.

Figure 3.7 below illustrates the run cards for the UFD for its fire service area. Each different colored area in Figure 3.7 represents a different run card. Run card 98101 is highlighted light green in the lower right section of Figure 3.7. Within that run card are STA 22 (Engine 252 – Station 2), 21 (Engine 251 – Station 1), and 24 (Engine 254 – Station 4).

Each of these run cards are programmed into the CAD system for reference by dispatch; however, BerryDunn learned that approximately 1.5 years ago, METCAD, in collaboration with the fire departments in Champaign County, implemented an automatic vehicle locating (AVL) system of dispatching fire department resources. Instead of using run cards as the primary method of determining which resources to dispatch, CAD uses geo-positioning to identify the closest unit available, and that unit is dispatched irrespective of which station that unit is from.

Figure 3.7: Coverage Area Map
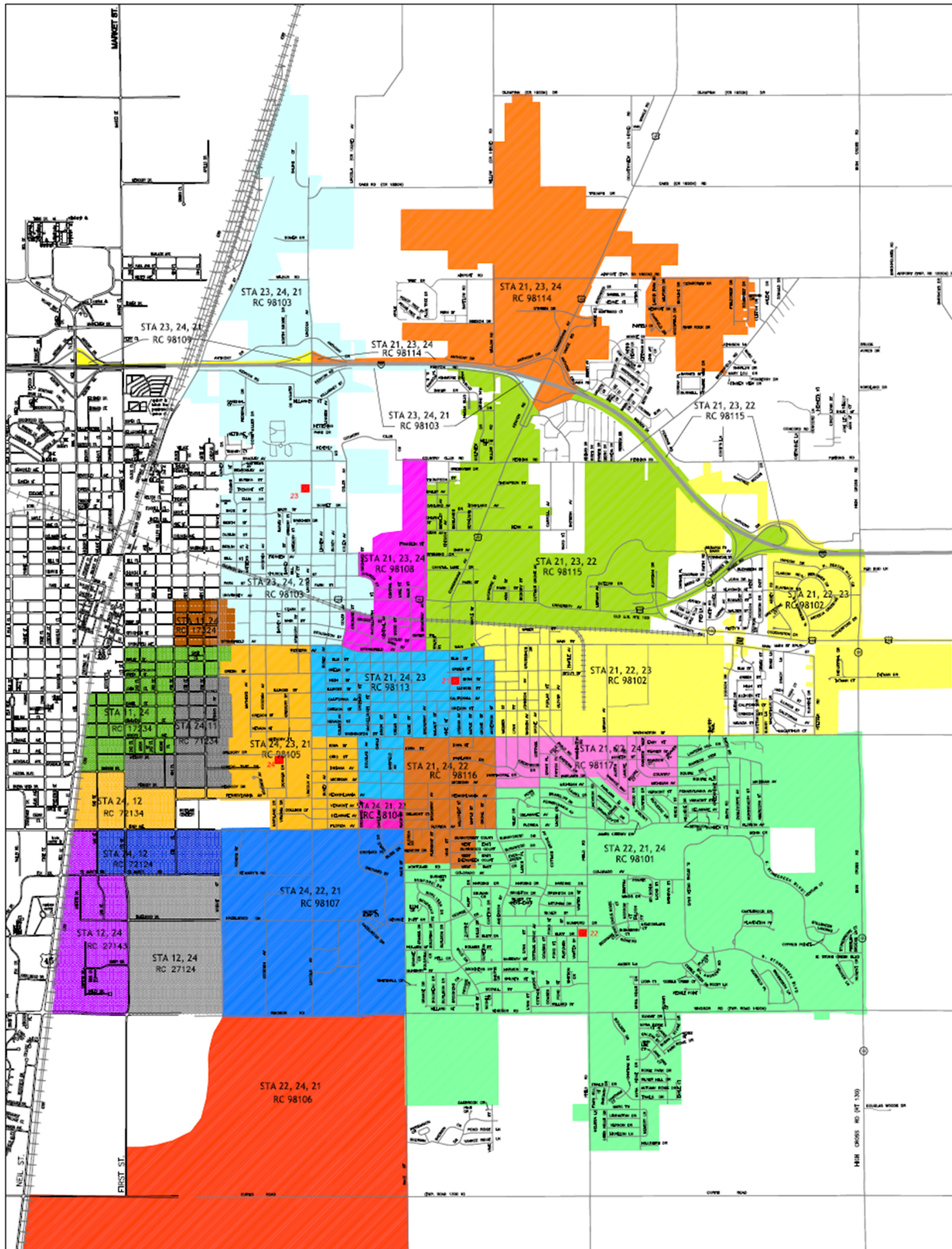
Source: City of Urbana/UFD

Whether for police or fire department use, AVL has its value. When critical incidents occur that require a public safety response, a rapid response can have life or death implications. Indeed, it is out of that sense of urgency that AVL was conceived; however, most CFS do not have a critical urgency, and using AVL indiscriminately can result in an unbalanced deployment of available resources. It is conceivable that AVL could result in all UFD resources responding to CFS within a specific district, leaving one or more of the remaining districts with no coverage, which theoretically leaves areas of the City susceptible to an elongated response to any event. At present, the UFD is implementing reporting in their new RMS, FirstDue, to catch any AVL dispatch issues. Currently, captains and battalion chief can and frequently do over-ride METCAD AVL dispatch guidance to avoid uncovered service areas.

In the fire service, departments often rely on mutual aid to provide coverage. For example, when a large-scale event absorbs the entirety of the fire department's available resources, another department is often dispatched to be in a standby position, to help ensure continuity of coverage for other CFS within the jurisdiction that they cannot handle. The UFD has no such plan for areas that lack coverage due to routine AVL dispatching.

Upon inquiry, BerryDunn learned there are currently no updated SOPs from METCAD that articulate the philosophy of AVL assisted dispatch protocols. Instead, METCAD relies on a list that is embedded in CAD (in lieu of run cards) to identify the recommended unit(s). Effectively, METCAD responded that the current process in place relies on the unit recommendations that were identified by UFD, based on call type and priority, and CAD automatically makes unit recommendations based on that data.

Although BerryDunn recognizes the inherent value in using AVL for certain CFS, doing so should not be an indiscriminate practice. The UFD should revisit the use of AVL, likely in collaboration with METCAD and other Champaign County fire departments, and modify its use for specific emergencies, and when district resources may be unavailable for an extended period of time (a standard to be determined by the UFD). This process should also include policies empowering UFD staff (e.g., battalion chief or captain) with the authority to override AVL dispatching within the right conditions. BerryDunn understands, based on conversations with UFD personnel, that overriding is already occurring. However, there is no specific policy for this and the department would benefit from developing one.

To further illustrate station coverages and the overlaps that result from district station placements, BerryDunn has provided Figure 3.8 below. This figure shows radii in half-mile increments, which helps illustrate coverages but also the distance from one district area to another. Routinely traveling across districts results in unnecessary fuel use, mileage on expensive apparatus, and creates the potential for traffic incidents that can occur when emergency vehicles respond to incidents. Again, it is also inefficient and can leave entire areas of the community without appropriate coverage.

Figure 3.8: UFD Station Radii (stations at the center of each radius)
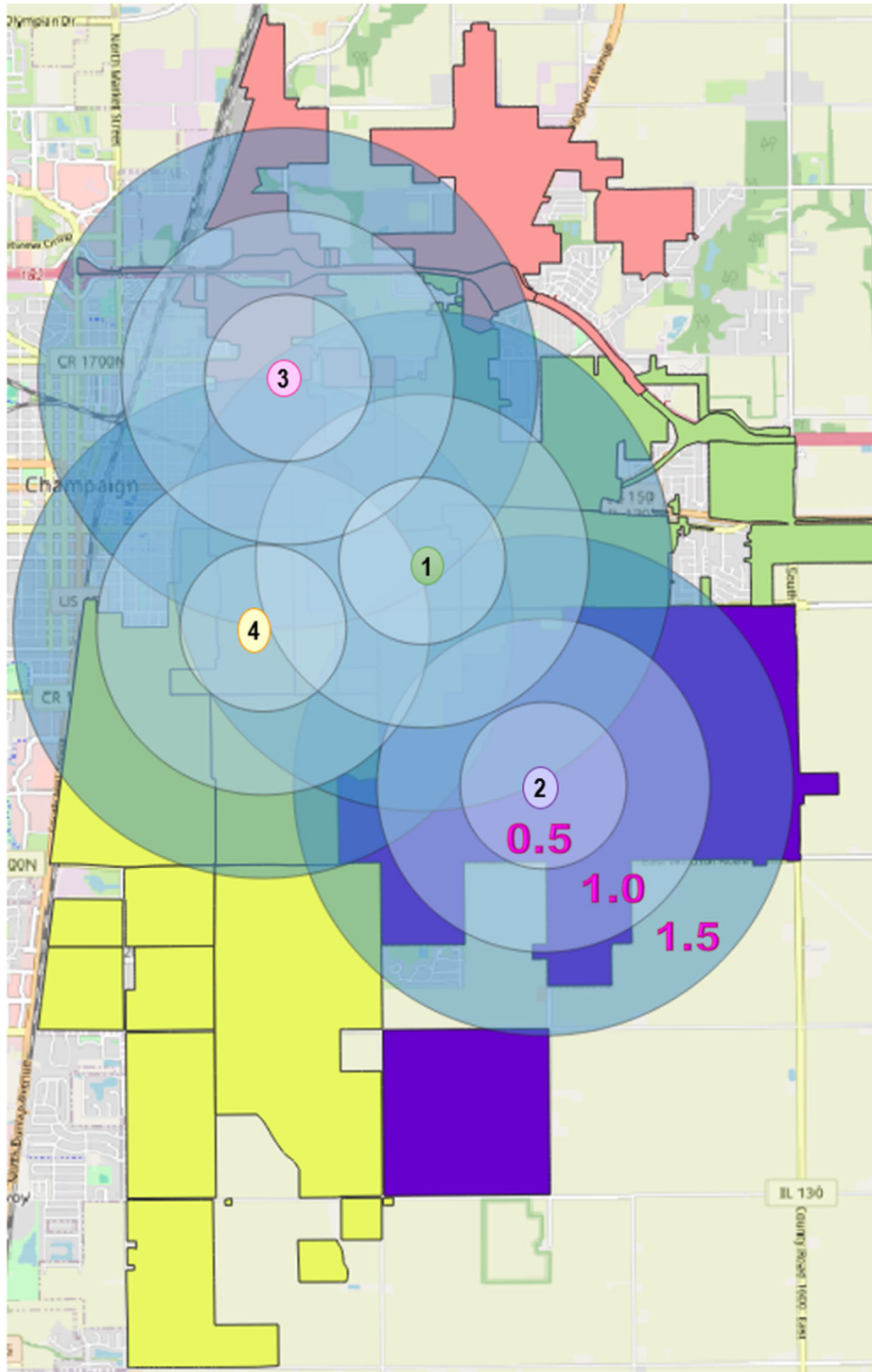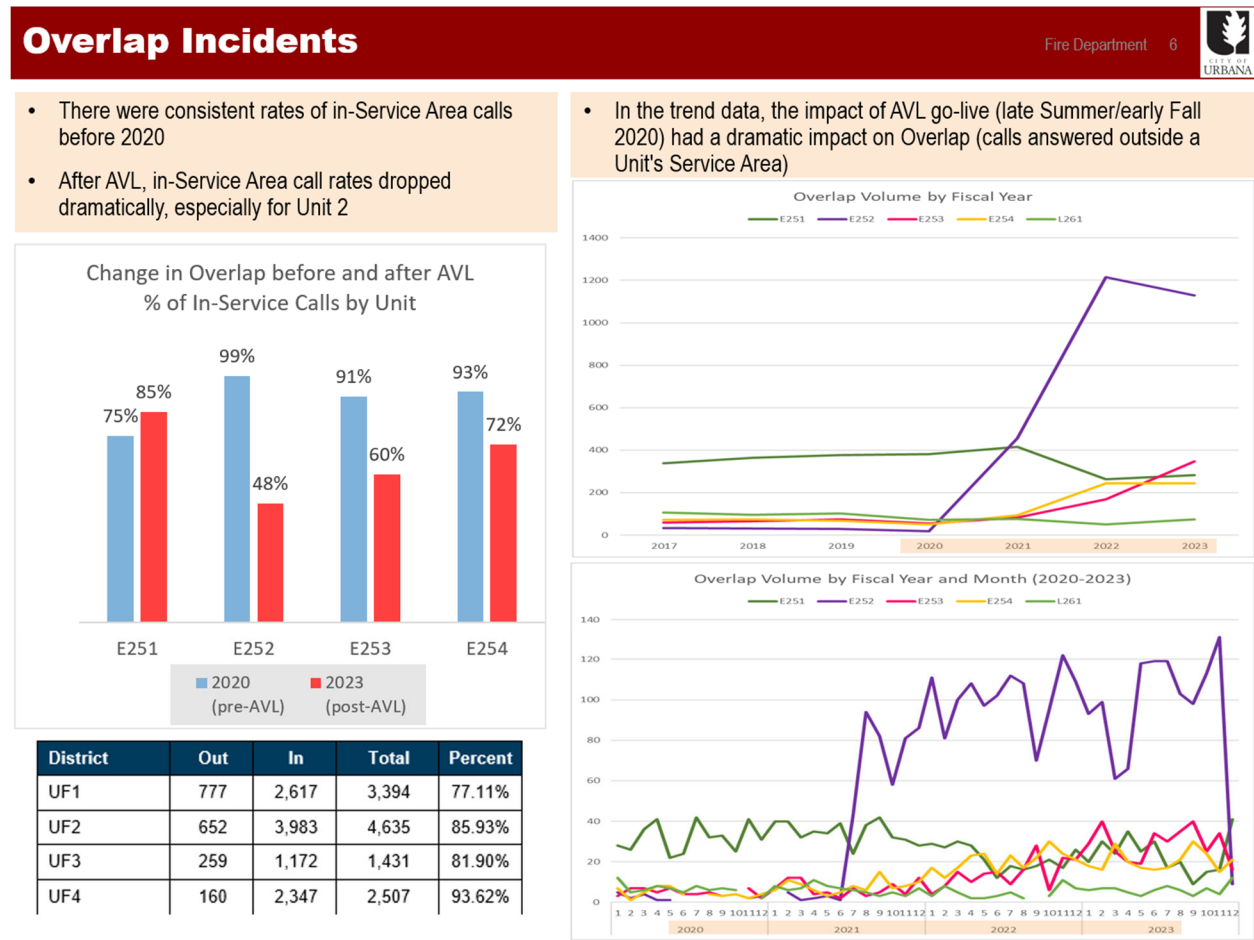

*Each ring represents 0.5 mile
Source: City of Urbana Management Analytics/UFD

One common analysis point BerryDunn regularly examines relates to the regularity with which primary unit response occurs outside of the unit's assigned area. In examining the CAD data for the UFD, BerryDunn noticed a substantial level of out of area (overlap incident) response and

quickly identified indiscriminate use of AVL as a primary factor. In Figure 3.9, BerryDunn provides data that reflects the shift in out of area response.

Figure 3.9: Out of Area (Overlap Incident) Response

Overlap Incidents Fire Department 6

- There were consistent rates of in-Service Area calls before 2020
- After AVL, in-Service Area call rates dropped dramatically, especially for Unit 2

Change in Overlap before and after AVL
% of In-Service Calls by Unit

- In the trend data, the impact of AVL go-live (late Summer/early Fall 2020) had a dramatic impact on Overlap (calls answered outside a Unit's Service Area)

| District	Out	In	Total	Percent
UF1	777	2,617	3,394	77.11%
UF2	652	3,983	4,635	85.93%
UF3	259	1,172	1,431	81.90%
UF4	160	2,347	2,507	93.62%

Source: City of Urbana Management Analytics/UFD

This figure clearly illustrates a spike in out of area response, most notably for Engine 252. Regardless of the unit, however, use of AVL has significantly increased out of area responses across the UFD.

Although this analysis represents a point-in-time assessment, during the drafting of this report, BerryDunn learned that the Management Analytics staff may have identified an operational issue that was inadvertently causing AVL to isolate Engine 252 as the closest unit to many CFS that were out of its area. Reportedly, recent operational adjustments have corrected this condition, and BerryDunn has been told (although this has not been independently verified) that the percentage of out of area responses for Engine 252 has dramatically decreased. BerryDunn has no reason to discount this reported condition; however, if true, it does not alter BerryDunn's observations concerning the overuse of firefighter personnel and apparatus in responding to the multitude of EMS related CFS. What this information does do is reiterate the need for revising overall AVL practices irrespective of the specific conditions that caused Engine 252 to be inordinately dispatched out of its area.

In the discussion of out of area response, it is also important to consider which CFS types are most common. As BerryDunn pointed out in Tables 3.11 and 3.12, the UFD responds to a high volume of EMS related CFS. As Figure 3.10 shows, that volume has increased by nearly 47% between 2017 and 2023. Other CFS volumes are up as well but not in proportion to EMS CFS.

Figure 3.10: Incidents by Type – Trends
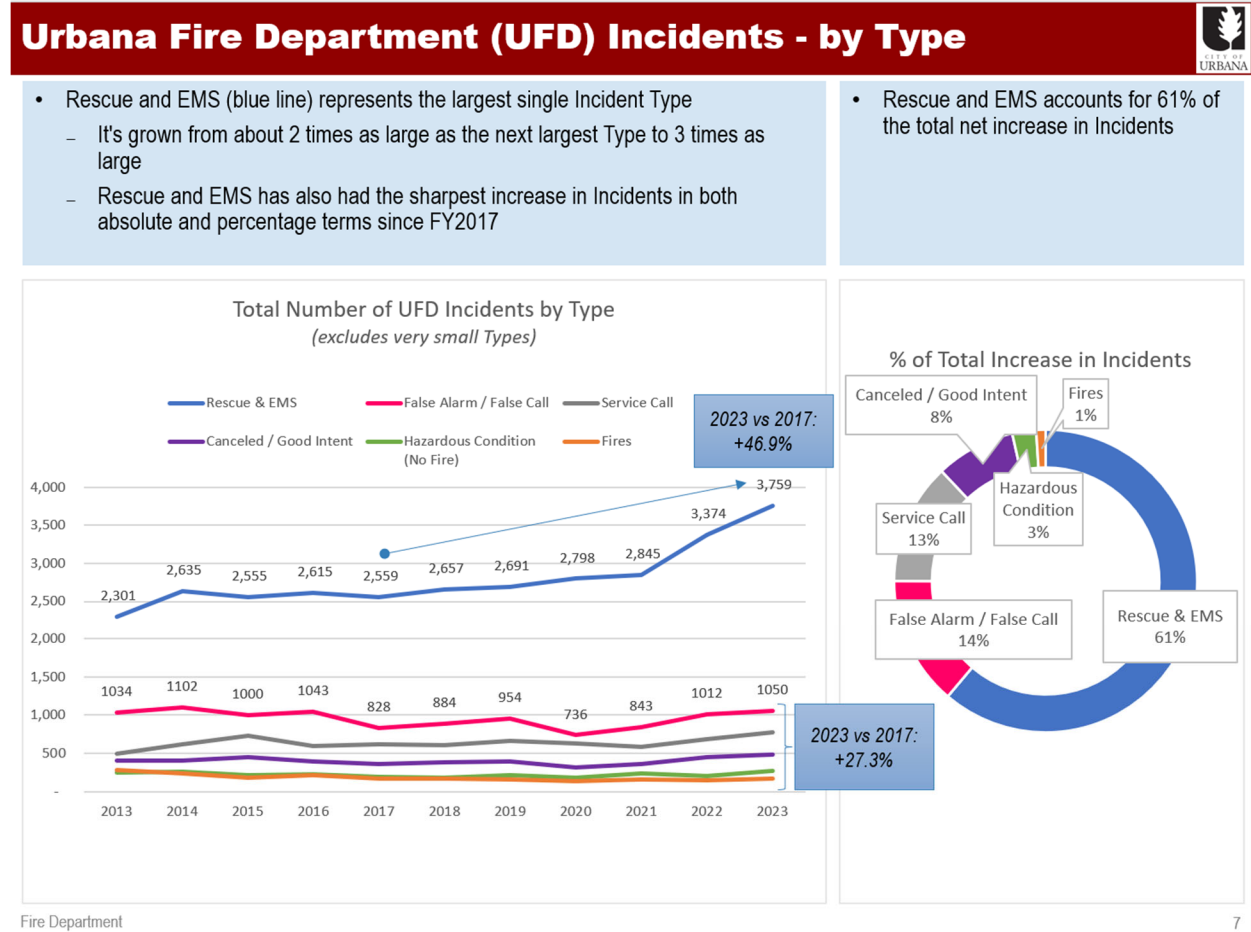
Source: City of Urbana Management Analytics/UFD

Based on the data in CAD, BerryDunn developed Table 3.17, which reflects CFS totals by district. Based on the data from Table 3.17, Districts 2 and 1 (respectively) have the largest CFS volume. Combined, these two districts account for 67.60% of the volume captured in CAD.

Table 3.17: CFS Volume by District Station

Station	Count of CFS
UF1	3145
UF2	4065
UF3	1358
UF3A	27
UF4	2006
UF4A	64
Total	**10665**

Source: Agency provided CAD data

Figure 3.11, developed by the Urbana Management Analytics staff, identifies the hot spots for the UFD and reflects the concentration of CFS in Districts 2 and 1 as being most significant.

Figure 3.11: Hotspots by Area
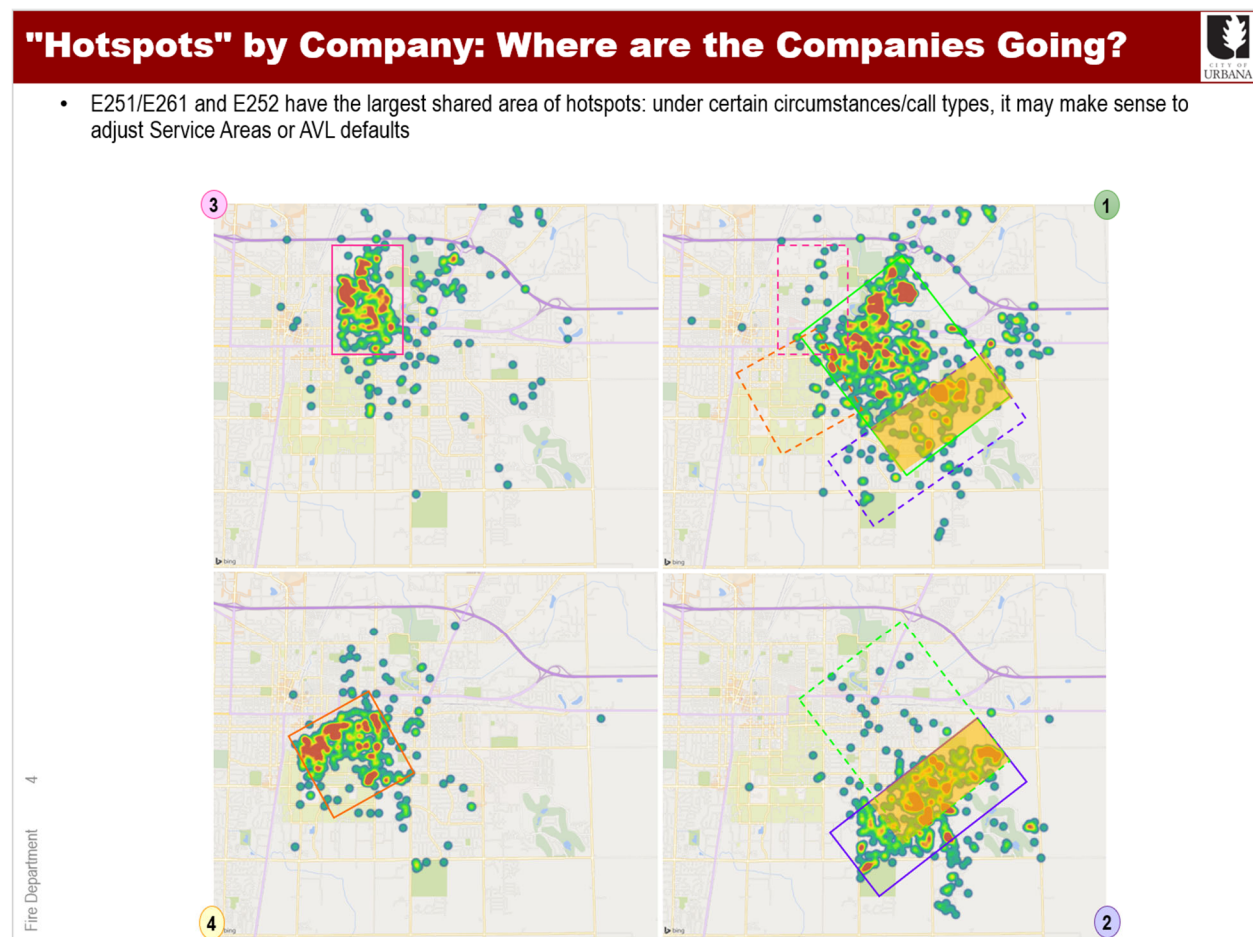
Source: City of Urbana Management Analytics/UFD

Within the context of understanding the staffing and staging of the UFD, it is relevant to discuss the impact of fire suppression capabilities on the larger community, including the economic impact. For the fire service, the Insurance Services Office (ISO) prepares fire ratings. ISO Fire ratings relate to how prepared a community is to fight fires. ISO uses the Fire Suppression Rating Schedule (FSRS) to determine community ratings. The schedule includes overall fire department readiness (number of departments in the area, training, equipment, number of personnel), available water supply, emergency communication systems, and community risk reduction (e.g., fire prevention education, fire investigation).[25] Insurance companies use ISO fire ratings when determining homeowners' premiums, and a poor ISO fire rating can have an adverse effect on premium costs.[26]

The UFD provided BerryDunn with the most recent ISO rating report for the City. Table 3.18 reflects the ratings analysis for the UFD and its equipment. The UFD scored 42.05 out of a possible 50 points. The most notable low rating is for line 571, Credit for Company personnel.

Table 3.18: UFD ISO Fire Department Rating

Category	Earned Credit	Credit Available
513. Credit for Engine Companies	6.00	6
523. Credit for Reserve Pumpers	0.50	0.50
532. Credit for Pumper Capacity	3.00	3
549. Credit for Ladder Service	4.00	4
553. Credit for Ladder and Service Trucks	0.00	0.50
561. Credit for Deployment Analysis	9.56	10
571. Credit for Company Personnel	9.61	15
581. Credit for Training	7.35	9
730. Credit for Operational Considerations	2.00	2
Item 590. Credit for Fire Department:	**42.02**	**50**

Source: Public Protection Classification Summary Report – April 2018

BerryDunn lacks the full details regarding the low score for line 571 in Table 3.18; however, it is noteworthy that Stations 2, 3, and 4 have minimum company staffing levels of 3 personnel, and NFPA Standard 1710 suggests minimum engine staffing levels of 4. Additionally, minimum shift staffing for the UFD (across all stations) is 16, which includes captains and battalion commanders (see Table 3.21 in the next section). NFPA Standard 1710 suggests the minimum number of firefighters to be deployed for a low hazard alarm should be 15, with medium hazard deployments set at a minimum of 28 firefighters and supervisory personnel. Even at maximum

---

[25]https://www.bankrate.com/insurance/homeowners-insurance/iso-fire-ratings/#how-is-an-iso-fire-rating-is-determined
[26] How Do ISO Fire Ratings Affect Home Insurance Rates? – Policygenius

daily shift/staffing levels, the UFD has a total of 19 personnel on duty. Effectively, a medium or high-level alarm response for the UFD will likely absorb all its resources and require mutual aid.

BerryDunn also notes here that facility challenges for the UFD also have an effect on company staffing. Stations 2 and 3 only have room for three firefighters, so the company totals—minimums and maximums—are restricted to three personnel per shift at those stations.

Within the ISO report provided, BerryDunn also located the overall ISO Fire Prevention Service Area (FPSA) Rating for the UFD, and this information is provided in Table 3.19. The data shows the UFD scored 90.92 out of a possible 105.50 points.

Table 3.19: UFD ISO FPSA Rating

FSRS Item	Earned Credit	Credit Available
440. Credit for Emergency Communications	9.55	10
590. Credit for Fire Department	42.05	50
640. Credit for Water Supply	36.65	40
1050. Community Risk Reduction	4.22	5.50
Total Credit	**90.92**	**105.50**

Source: Public Protection Classification Summary Report – April 2018

Again, the most notable variable for the reduced score reflected in Table 3.19 relates to the fire department rating.

3.5.3 Personnel Deployment

In Table 3.20, BerryDunn provides station staffing numbers by shift and assignment and provides maximum and minimum staffing levels for each position on each shift. Firefighter personnel work 24-hour shifts that run from 7:00 a.m. to 7:00 a.m. Three separate shifts (red, gold, and black) are used to cover the 24-hour, 7-day per week schedule. The Urbana Fire Department's collective bargaining agreement with their Union dictates minimum staffing levels, not NFPA recommended standards. Because Station 1 houses two apparatus, it has four firefighters and two engineers scheduled each shift, with minimums of two and two respectively. The captain and battalion chief allocations are one each per shift and are housed at Station 1. Stations 2 and 3 have identical personnel deployed: each Station has a minimum and maximum of 3 firefighters scheduled per shift. Station 4 has a minimum of 3 firefighters and a maximum of 4 firefighters. A full list of the shift and personnel assignments is provided in Appendix Table C.7.

According to the UFD, the captain for each shift supervises the firefighters and fire engineer assigned to the ladder truck with them. The lieutenants on each shift supervise the firefighters and fire engineer on each engine, and the battalion chief supervises the entire shift. Battalion chiefs to respond to routine CFS, including fires, rescues, alarms, and hazmat CFS; however, they do not respond to medical CFS unless there are special conditions (e.g., shooting, multiple patients, gas odor).

As noted previously, the maximum and minimum staffing levels for the UFD do not neatly align with NFPA Standard 1710. Despite this observation, BerryDunn is not suggesting that the UFD adopt this standard or that the UFD should necessarily adhere to it. Many fire agencies view NFPA Standard 1710 as a recommendation and a guide for resourcing, and again, the foundations of the standard are sound. In BerryDunn's assessment, however, the UFD is not so overburdened with volume that additional firefighter personnel are currently needed (with SAFER 6 staffing) at the district station level. Despite this observation, Stations 1 and 2 appear to be near their utilization upper limits which reveals some imbalance in workload across the 4 Stations. There are a number of approaches to mitigating this imbalance, e.g., AVL over-rides and redrawing the Station service areas (although the latter is constrained by response time goals). Given the growth in call volume (especially for Rescue and EMS Calls), BerryDunn is recommending additional staffing for the UFD for the RUU. Importantly, if the UFD were to lose SAFER 6 funding, BerryDunn would be recommending additional City funding to backfill those positions.

Table 3.20: UFD Operational Layouts and Assignments

Shift	Description	Station 1 Staffing		Station 2 Staffing		Station 3 Staffing		Station 4 Staffing		Min. Totals
		Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	
Red Shift	Firefighters	4	2	1	1	1	1	2	1	5
Red Shift	Engineers	2	2	1	1	1	1	1	1	5
Red Shift	Lieutenant	1	1	1	1	1	1	1	1	4
Red Shift	Captain	1	1	0	0	0	0	0	0	1
Red Shift	Battalion Chief	1	1	0	0	0	0	0	0	1
Shift Total		**9**	**7**	**3**	**3**	**3**	**3**	**4**	**3**	**16**
Gold Shift	Firefighters	4	2	1	1	1	1	2	1	5
Gold Shift	Engineers	2	2	1	1	1	1	1	1	5
Gold Shift	Lieutenant	1	1	1	1	1	1	1	1	4
Gold Shift	Captain	1	1	0	0	0	0	0	0	1
Gold Shift	Battalion Chief	1	1	0	0	0	0	0	0	1
Shift Total		**9**	**7**	**3**	**3**	**3**	**3**	**4**	**3**	**16**
Black Shift	Firefighters	4	2	1	1	1	1	2	1	5
Black Shift	Engineers	2	2	1	1	1	1	1	1	5
Black Shift	Lieutenant	1	1	1	1	1	1	1	1	4
Black Shift	Captain	1	1	0	0	0	0	0	0	1
Black Shift	Battalion Chief	1	1	0	0	0	0	0	0	1
Shift Total		**9**	**7**	**3**	**3**	**3**	**3**	**4**	**3**	**16**

Source: Agency Provided data

EMS-related CFS for the UFD are driving the bulk of overall activity. These CFS are clearly affecting personnel and apparatus deployments, resulting in frequent out of area response, and accordingly, lack of suitable cover for the district service areas. It is inefficient and unnecessary to dispatch fire personnel and apparatus to assist ambulance personnel in all but the most extreme cases. Instead, the UFD would benefit from establishing a fire rescue/utility unit (RUU) for EMS and other rapid response purposes.

The RUU would be able to respond to many EMS CFS without the need to displace a district/station resource. This would substantially reduce out of area CFS response and could also be used for initial deployment and triage response and to assess and guide additional unit responses for more complex CFS.

Based on the data in Figure 3.5, the volume of EMS CFS is persistent across the hours of the day, although the bulk of the volume occurs between 7:00 a.m. and 7:00 p.m. Currently, EMS CFS volume is distributed across the fire districts/stations and across the hours of the day. This means that fire personnel across the districts are not constantly responding to CFS, but rather, they have periods of rest between CFS. The proposed RUU would be a citywide resource, as opposed to a district/station resource, and given the EMS CFS volumes, BerryDunn predicts this unit would be busy most of its shift. Accordingly, it is unlikely that a 24-hour shift deployment would be successful unless the UFD opted to rotate other fire personnel onto the unit throughout the shift.

Additionally, given that the peak volume for EMS CFS occurs between 7:00 a.m. and 7:00 p.m., BerryDunn is recommending the addition of a single shift to staff the RUU, with two personnel assigned, operating during that timeframe. To understand the number of personnel required to staff a 12-hour RUU seven days a week, it is necessary to identify the "shift relief factor." The shift relief factor is the total number of personnel required to staff one required shift position for every day of the year. This starts with understanding the availability of staff.

Firefighters are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs and deploy staff properly, it is necessary to calculate the actual amount of time firefighters are available for shift work. To assist in these calculations, BerryDunn obtained detailed firefighter leave data from the UFD. Table 3.21 identifies the average number of available hours for UFD firefighters, after accounting for leave time.

Table 3.21: Fire Fighter Availability (average leave data)

Standard Annual Paid Hours*	2,080
Leave Category	
Duty Injury	1.09
Workers Comp	62.32
Funeral Leave	4.49
Vacation	199.18
Sick	58.01
Comp Time	45.22
Kelly Day	40.65
Sick Leave Family	23.99
Unpaid FMLA	3.48
Unpaid	14.32
Bereavement	0.77
Subtotal (minus)	453.52
Average Annual Availability (Hours)	1,626.48

Source: Agency Provided data

*This does not conform to the UFD firefighter schedule.

Based on the number of available hours for UFD firefighters (1,626) and the length of the shifts (12 hours), the shift relief factor for the UFD is 2.69 (12-hour shift x 365 days / 1,626 available work hours), see Table 3.22. The number of personnel required to consistently staff the RUU for one 12-hour shift per day is six (rounded up from 5.38).

Table 3.22: Shift Relief Factor Calculations

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Staff	Staff Required
12	4380	2.69	2	6

Source: Calculations from Agency Provided data

As noted in the fleet discussion, the RUU would require a vehicle for its use. RUUs are typically of a pick-up/suburban design, but depending upon the model, some communities also use a box-style truck to accommodate additional gear. Regardless of the design, the UFD would need to determine the vehicle type and equipment required, and these startup costs would need to be factored into the overall cost of establishing an RUU.

BerryDunn also notes that while the addition of the RUU will certainly relieve a significant CFS burden from district/station resources, it is possible that ongoing service demands may continue to strain UFD response capabilities. BerryDunn expects that the UFD will continue to evaluate and monitor workloads following deployment of the RUU, to evaluate whether a RUU second shift would be valuable.

During this project BerryDunn discussed the prospect of adding an RUU with City and UFD administration. Staff suggested that an alternative to staffing the RUU, instead of incremental hiring, could be accomplished through the reorganization of existing station and engine personnel. BerryDunn has added the proposed solution below without edit.

> Station 1 is currently staffed with four Firefighters, two Engineers, and two Officers: a total of eight personnel to staff two apparatus (Engine 251 and Ladder 261; there is also a Battalion Chief, who drives a separate vehicle and does not deploy on front-line apparatus).

> However, minimum staffing based on our Collective Bargaining Agreement (CBA) only requires three personnel for each front-line apparatus, either Engine or Ladder. Therefore, at Station 1, two staff could be reallocated to an RUU: one of the eight personnel currently staffing Engine 251 and one of the eight personnel currently staffing Ladder 261. In this scenario, six total personnel are available to meet the minimum staffing requirement of three personnel per front-line apparatus. The total number of staff at Station 1 would remain at eight.

> That said, UFD leadership notes that operational effectiveness is optimum with at least four personnel on a Ladder. If four personnel were desired on Ladder 261, one of the four personnel currently at Station 4 could be reallocated to Station 1. In this scenario, the Ladder would now have 4 personnel while maintaining minimum staffing of three at Station 4. The total number of staff at Station 1 would increase by one to nine (Station 1 has nine bunks).

> In the two scenarios above, Station 2 and Station 3 personnel numbers (which meet the CBA's minimum staffing) would be unaffected.

BerryDunn recognizes that the addition of an RUU could have significant fiscal implications for the City, particularly if additional personnel are required to staff it. It is BerryDunn's assessment that the UFD is appropriately, but minimally staffed, given its apparatus and personnel deployments. Irrespective of CBA requirements, NFPA Standard 1710 recommends four personnel for each apparatus, as opposed to three, which the UFD routinely deploys for certain apparatus. Again, although the City and UFD are not obliged to follow NFPA recommendations, the standard does provide a benchmark for assessing operational staffing levels and deployments. Reassigning personnel, as proposed, could prove beneficial in some ways, and could potentially improve service delivery and substantially reduce out of area response to many CFS by the UFD primary apparatus. The proposed solution, however, would also reduce apparatus company staffing, which may not be optimal or desirable.

It is also important to note that the City's proposed solution also presupposes the continuity of staffing provided by the SAFER 6 grant. As mentioned, BerryDunn has already recommended maintaining this staffing level, along with the addition of personnel to staff the RUU. Ultimately, the City must balance these public safety needs against its budget constraints. Recognizing this, the City will need to consider which option may be most viable. One option could also include a hybrid approach, where some personnel are added, and some are redistributed.

BerryDunn's recommendation to add personnel to staff the RUU is but one suggested approach the City may wish to consider as it contemplates the best solution.

BerryDunn's recommendation for an RUU is akin to what some departments call a peak hour response unit (PHRU's). The difference in BerryDunn's recommendation is that the RUU is not necessarily a PHR (although the unit will certainly perform this function), the purpose of the RUU is to reduce the need to send a full fire company to a CFS that does not require it, and to reduce out of area response by UFD units. BerryDunn recognizes that there may be collective bargaining implications to implementing an RUU; however, the recommendation has the potential to significantly benefit the department and the community, and it is worth pursuing.

Based on BerryDunn's request, the UFD provided information regarding training hours for its personnel and these data are reflected in Table 3.23 below.

Table 3.23: Required Training Hours

Candidate Firefighter/Paramedics	Avg. Hours
Annual Training Hours per Candidate (excludes admin.)	568.89
Firefighter/Paramedics	
Annual Training Hours per Firefighter (excludes admin.)	328.68
Fire Engineers/Paramedics	
Annual Training Hours per Engineer (excludes admin.)	209.55
Fire Officer/Paramedics	
Annual Training Hours per Officer (excludes admin.)	261.87
Chief Officer/Paramedics	
Annual Training Hours per Chief Officer (excludes admin.)	116.75

Source: Agency Provided data

The training hours reflected in Table 3.23 appear to be in line with typical time allocated in fire service training. BerryDunn also notes that a significant portion of firefighter training occurs during regular shifts, which reduces the need to set aside significant hours for off-shift training. In conversations with the UFD, BerryDunn also learned that the department has a formal training plan for each staff rank. This is a best practice and helps ensure consistent training for staff in leadership and operational roles.

In addition to providing data on training hours, the UFD also provided data on its annual training budget for the past three years. The data in Table 3.24 reflects those budgeted expenses, including a very large increase from 2021 to 2023. Although on the surface the changes across these three years appear dramatic, it is important to note that there was a no travel policy in place for 2021, which significantly restricted training and the associated costs. Additionally, the UFD received a large training grant in 2023, which accounts for the significant increase.

Table 3.24: Training Budget

Operations			
	2023	**2022**	**2021**
Original Budget	$ 87,752.00	$ 92,863.00	$ 61,679.00
Adjustments	$109,384.57*	$ 9,994.00	$ (11,607.00)
Revised Budget	**$ 197,136.57**	**$ 102,857.00**	**$ 50,072.00**
Administration			
	2023	**2022**	**2021**
Original Budget	$ 6,425.00	$ 8,645.00	$ 3,663.00
Adjustments	$ -	$ -	$ (3,663.00)
Revised Budget	**$ 6,425.00**	**$ 8,645.00**	**$ -**
Prevention			
	2023	**2022**	**2021**
Original Budget	$ 8,569.00	$ 3,251.00	$ 1,590.00
Adjustments	$ -	$ 230.00	$ 1,600.00
Revised Budget	**$ 8,569.00**	**$ 3,481.00**	**$ 3,190.00**
Overall Totals	**$ 212,130.57**	**$ 114,983.00**	**$ 53,262.00**

Source: Agency Provided data

*Includes significant funding from the AFG grant that is associated with SAFER 6 funding

Again, the majority of training occurs during the firefighter's shifts, which helps reduce training costs for personnel time.

3.5.4 Other Staffing Discussion

At BerryDunn's request, UFD provided data regarding the experience levels of its staff and that data has been provided in Table 3.25. As the data in the table reflects, command and executive staff at the UFD have significant experience; however, 24 firefighters have five years or less experience. Although the level of experience among firefighters is somewhat low, this also represents an opportunity for the UFD leadership team for staff development. Succession planning and personnel development are key markers of good leadership, and the UFD can capitalize on these areas, particularly with their inexperienced staff.

Table 3.25: Experience Profile

Years of Service	Less than 1 year	1 – 5 Years	6 – 10 Years	11 – 15 Years	16 – 20 Years	21 –25 Years	26 –30 Years	Over 30 Years
Battalion Chief						2	1	
Campus Prevention Officer		1						
Captain						3		
Chief		1						
Deputy Chief						1		
Engineer			2	3	5	2		
Executive Assistant		1						
Fire Fighter	3	21	5		1			
Lieutenant				4	4	3	1	

Source: Agency Provided data

*Service data with UFD does not include external experience

In Table 3.26 BerryDunn provides attrition rates for the UFD for the past five years. As the table shows, the bulk of separations (58.33%) have been the result of retirements. Organizations with high retirement rates are often the mark of high job satisfaction, and such seems to be the case with the UFD.

Table 3.26: Annual Separations and Comparison Data

Urbana FD	2018	2019	2020	2021	2022	Average
Voluntary Resignation	3.39%	1.69%	3.39%	3.08%	0.00%	2.27%
(Data)	2	1	2	2	0	7
Retirement	3.39%	6.78%	3.39%	1.54%	7.58%	4.55%
(Data)	2	4	2	1	5	14
Discharged	0.00%	0.00%	5.08%	0.00%	0.00%	0.97%
(Data)	0	0	3	0	0	3
Grand Total Percentages*	**6.78%**	**8.47%**	**11.86%**	**4.62%**	**7.58%**	**7.79%**

Source: Agency Provided data

In summary, UFD has a relatively inexperienced staff at the firefighter level (1-5 years of service); however, this is offset by significant experience within the command and executive ranks. Importantly, the UFD has experienced little turnover due to voluntary or involuntary separations and a comparatively high retirement rate, both of which are positive job satisfaction indications.

3.5.5 Recruiting Plan

As is typical when conducting staffing studies, BerryDunn asked the UFD about its recruiting strategy. The UFD provided BerryDunn with its recruiting plan, and the following is an excerpt from that plan:
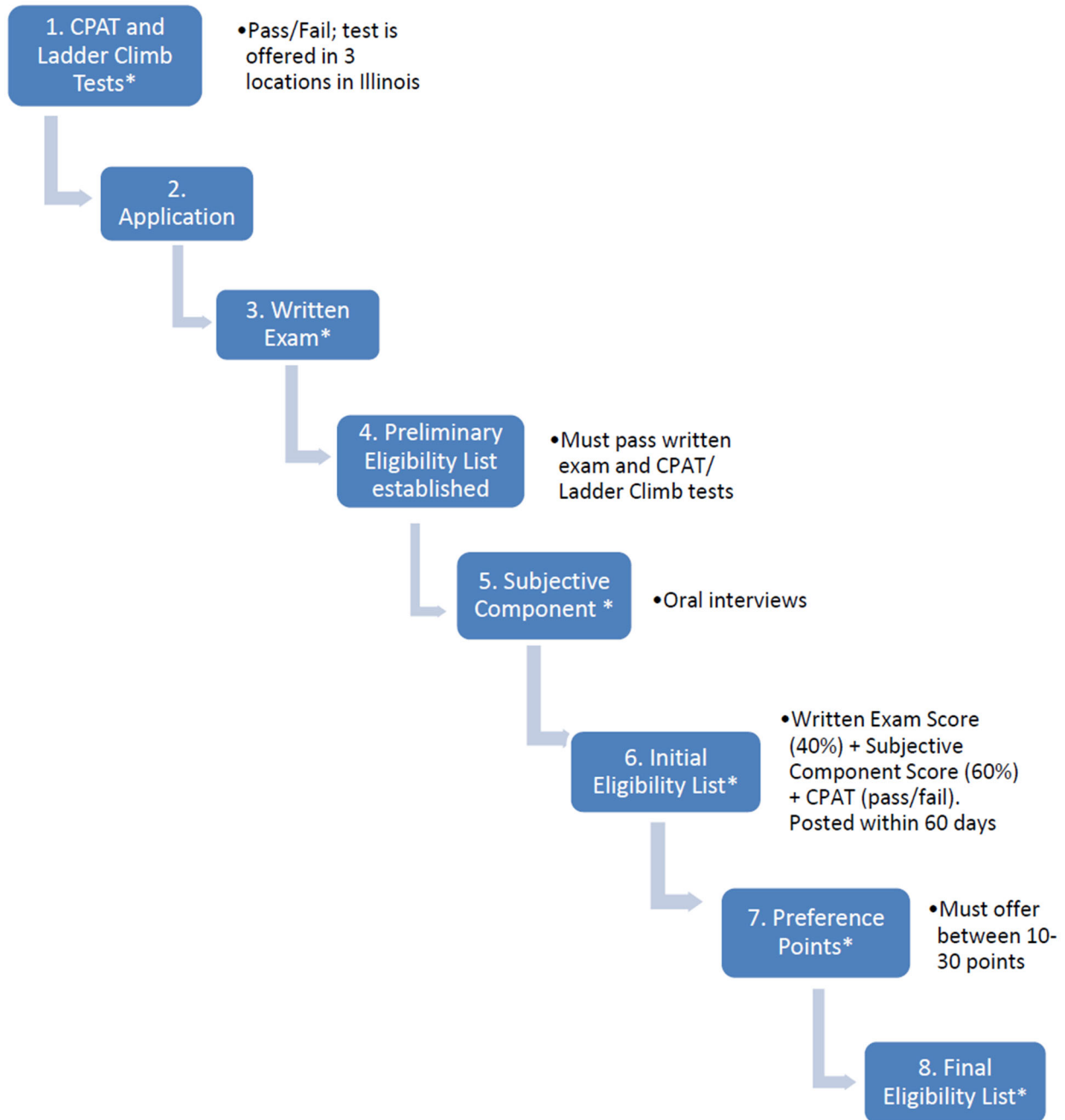
> The City of Urbana will conduct recruiting for the position of Firefighter in 2017. Since 2011, the City has experienced a significant decline in both the number of overall applicants and the number of applicants representing females and minorities. Both of these groups have been historically underrepresented in the fire service nationally and locally, but the last two recruiting cycles have exposed a serious gap in communication efforts to these groups particularly. The goal of this plan is to formalize a process by which to communicate the City's sincere belief that the Urbana Fire Department should be representative of the community it serves and that individuals of all backgrounds are welcomed and included in the Department.
>
> Working together, the Urbana Fire Department, Human Resources Division and Human Relations Manager propose the following actions to accomplish these goals:
>
> 1. Identify current UFD Firefighters to serve as a recruiting team that showcases the department's diversity.
>
> 2. Make a conscious effort to market and brand the department, as well as identify and communicate consistent messaging.
>
> 3. Engage the community with outreach efforts to various neighborhoods and stakeholders.
>
> 4. Target recruitment efforts at the collegiate level by identifying both local and highly diverse institutions.
>
> 5. Target recruitment efforts for military veterans entering the civilian workforce.
>
> 6. Develop effective communication tools that engage the candidate audience and provide useful information.
>
> 7. Continue to cultivate ongoing strategic initiatives

![BerryDunn logo]

Figure 3.12 below outlines the hiring process chronology within the UFD recruitment plan.

Figure 3.12: Hiring Process

1. CPAT and Ladder Climb Tests*
 • Pass/Fail; test is offered in 3 locations in Illinois

2. Application

3. Written Exam*

4. Preliminary Eligibility List established
 • Must pass written exam and CPAT/Ladder Climb tests

5. Subjective Component *
 • Oral interviews

6. Initial Eligibility List*
 • Written Exam Score (40%) + Subjective Component Score (60%) + CPAT (pass/fail). Posted within 60 days

7. Preference Points*
 • Must offer between 10-30 points

8. Final Eligibility List*

Source: UFD 2022 Recruiting Plan

Despite significant challenges faced by public safety agencies in hiring and retaining personnel, few have taken the time to develop a comprehensive recruiting plan. BerryDunn reviewed the UFD plan and found it comprehensive and a best practice example of the type of content and consideration such a plan should include.

Section 3.5 Recommendations

This section provides the four formal recommendations from Subsection 3.5. They are presented chronologically as they appear within the report. Each recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 3.27: Section 3.5 Recommendations

Staffing and Operations		
No.	**Field Technology Use**	**Overall Priority**
Section 3, Subsection 3.5.1		
3-3	**Finding Area:** UFD is not leveraging technology as strongly as it could or as robustly as it could be, as evidenced by its self-assessment score on the field technology scorecard. **Recommendation:** UFD should form a collaborative working group to explore the addition of modern technology that can leverage human resources at UFD. Because of the importance of functional technology, UFD should task the working group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency. Once formed, the technology committee can evaluate the full technology inventory, starting with the items in the technology survey provided by BerryDunn.	

Staffing and Operations		
No.	**Development of AVL SOPs**	**Overall Priority**
Section 3, Subsection 3.5.2		
3-4	**Finding Area:** The UFD has been subjected to indiscriminate AVL dispatching through METCAD for the past 1.5 years. Indiscriminate use of AVL by METCAD has resulted in significant increases in out of service area response, which works against Standard of Coverage principles. **Recommendation:** BerryDunn recommends the UFD collaborate with METCAD and other countywide fire departments to examine AVL protocols and to develop SOPs that engage AVL only in specific circumstances (e.g., critical emergencies or situations that might have a long delay in response).	

Staffing and Operations		
No.	**AVL Policy**	**Overall Priority**
	Section 3, Subsection 3.5.2	
3-5	**Finding Area:** The UFD relies on METCAD for deployment guidance, which now occurs based on AVL information. Indiscriminate use of AVL has resulted in significant out of area dispatching for the UFD. The UFD has no stated policy that guides department commanders on deviations from AVL-suggested unit assignments, nor backfilling districts/stations for coverage.	
	Recommendation: The UFD should develop a policy that empowers battalion chiefs and captains, to assess resource deployments assigned through AVL, and to redirect or cancel dispatched resources based on specific criteria. The policy should also establish conditions to trigger apparatus staging when district units are out of the area or will be unavailable for an extended time.	

Staffing and Operations		
No.	**Establish a Rescue/Utility Unit (RUU)**	**Overall Priority**
	Section 3, Subsection 3.5.3	
3-6	**Finding Area:** A significant number of CFS for the UFD are EMS related and do not always require a full company and apparatus deployment. Use of these resources for all EMS responses is inefficient.	
	Recommendation: The UFD should add a Rescue/Utility Unit (RUU) for response to EMS related CFS and other minor UFD response CFS that do not require a full company and apparatus deployment.	
	Adding an RUU includes adding (and/or reallocating) six personnel, the appropriate response vehicle, and the associated equipment. BerryDunn has recommended the addition of personnel to accomplish this recommendation, but recognizes the City may, for various reasons, consider other options to staff the proposed unit, including reallocating personnel internally.	
	In conjunction with the RUU deployment, UFD should develop a policy that includes the intended use for the RUU. Suggested discussion points for the policy include: • Utilizing the RUU as a primary responder for low priority CFS, including non-critical EMS incidents • An expectation that district/station resources may be dispatched for targeted RUU incidents, if the RUU is unavailable. • Use of district/station resources for targeted RUU CFS should be limited to situations where wait time may exceed a standard timeframe (to be determined) or if it is determined that a prompt response is appropriate, and/or the event can be managed quickly with limited out of district time	
	Initially, BerryDunn is recommending a single RUU deployment between 7:00 a.m. and 7:00 p.m. The UFD should monitor the effectiveness of this unit and its	

Staffing and Operations		
No.	**Establish a Rescue/Utility Unit (RUU)**	**Overall Priority**
	Section 3, Subsection 3.5.3	
	impact on service demands and consider modifying the shift times or adding a second RUU should workloads demand it.	

3.6 Discussion of Alternative Response Models

BerryDunn is conducting a review of alternative response possibilities simultaneous to this portion of the project, and the results of that work will be provided in a subsequent report. A review of alternative response options offers the possibility of aligning service needs with responders so that appropriately trained and skilled professionals respond to appropriate calls for service consistent with City, department, and community desires. The overall analysis and any additional observations will be included in the Essential CFS Review report.

One issue BerryDunn has identified during the evaluation of fire department and EMS response projects, including this one, concerns variations in ambulance response standards between federal and state laws, and National Fire Protection Association (NFPA) standards. Although states are free to provide more restrictive standards for BLS and ALS ambulance staffing, there are federal regulations that provide guidance for minimal staffing requirements. Section 42, Code of Federal Regulations (CFR) 410.41, outlines federal requirements for ambulance staffing.[27] These requirements include:

- One individual certified at the EMT-Basic level or higher (as required for BLS service); and

- One individual certified as a paramedic or EMT

The American Ambulance Association clarifies that "at least one of the crewmembers must be certified as *an EMT-Intermediate or EMT-Paramedic* by the state or local authority where the services are being furnished."[28] This interpretation is consistent with communication from the U.S. Department of Health and Human Services Centers for Medicare & Medicaid Services, which also summarizes these standards.[29]

NFPA Standard 1710 provides guidance for career fire departments on EMS response (among other areas):

---

[27] https://www.ecfr.gov/current/title-42/chapter-IV/subchapter-B/part-410/subpart-B/section-410.41

[28] https://ambulance.org/2016/09/27/cms-issues-transmittal-changes-ambulance-staffing-requirements/

[29] https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKEwj-ntec4Jf8AhVYD1kFHRLGCfMQFnoECA8QAQ&url=https%3A%2F%2Fwww.cms.gov%2FOutreach-and-Education%2FMedicare-Learning-Network-MLN%2FMLNMattersArticles%2Fdownloads%2FMM9761.pdf&usg=AOvVaw2AZHtWbEmXzFtp324hLSJ5

NFPA 1710 standard establishes a turnout time of one minute and four minutes or less for the arrival of a unit with first responder or higher level capability at an emergency medical incident. This objective should occur 90% of the time. If a fire department provides ALS services, the standard recommends an arrival of an ALS company within an eight-minute response time to 90% of incidents. This does not preclude the four-minute initial response.

All personnel dispatched to an ALS emergency should include a minimum of two people trained at the EMT-P level and two people trained at the EMT level—all arriving within the established times. It is not specified whether both paramedics have to arrive on the same unit or if they have to be from the same department.[30]

Despite being a national standard, NFPA Standard 1710 has not been adopted into law by the federal government, nor is it prevailing law in Illinois. Moreover, NFPA Standard 1710 has faced opposition by the International City/County Management Association (ICMA) and various government leaders who argue that following this standard, increases response costs. As described above, NFPA Standard 1710 sets the minimum recommended response standard for all ALS responses at four personnel, which, if followed (relative to EMS response), would set an expectation for the UFD to dispatch this number of resources.

Every UFD response involves costs (e.g., personnel time, fuel, vehicle wear and tear), risks (e.g., emergency driving), and possible operational efficiency and availability challenges. Over-response by fire and police departments interferes with overall efficiency. In many cases, over-response can create a cascading effect, where resources from one section must cover another, which results in other resources needing to backfill the section of the covering units, and so on. For public safety departments, assigning only the required number of units, as opposed to sending more than necessary, can require a paradigm shift. This is because public safety departments tend to minimize the operational impact that overallocation of resources can produce.

Statistically, many CFS allocated to ALS units do not require ALS care, and even fewer require an ALS transport. This is true even when ALS is accurately identified as the appropriate responding resource. For many of these situations, allocating additional resources to the CFS is unnecessary. To be clear, certain ALS incidents may warrant allocation of additional resources at the time of the initial CFS, including for example:

- Stroke

- Life-threatening respiratory distress

- Cardiac arrest or arrythmia

- Trauma events

---

[30] https://www.firehouse.com/home/news/10544675/how-nfpa-1710-and-1720-affect-fire-service-ems

For the UFD, it would be valuable to assess all EMS/ALS service types and identify which should include a multiunit response and which do not require it. The output of such an evaluation of EMS CFS should produce, at a minimum:

- Identifying which do not require a UFD response at all.

- Determining which may require supplemental personnel that could be satisfied with dispatching an RUU.

- Isolating those incidents that should receive full company and apparatus support.

BerryDunn is aware that the UFD has performed such an analysis in the past and that the UFD does not respond to Alpha and Bravo (low-level) medicals and this is appropriate. However, there is an opportunity to consider further revising UFD response to EMS incidents, which should improve overall operational efficiency and reduce out of area responses.

Section 3.6 Recommendations

This section provides the single formal recommendation from Subsection 3.6. The recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 3.28: Section 3.6 Recommendation

	Discussion of Alternative Response Models	
No.	EMS/Ambulance Response	Overall Priority
	Section 3, Subsection 3.2	
3-7	**Finding Area:** The UFD currently responds jointly to designated EMS CFS incidents with a contracted ambulance service. UFD response generally includes a full company and apparatus. Many EMS CFS can be managed directly by the ambulance and may require no supplemental response, or minimal supplemental response from the UFD in the form of an RUU. These CFS types have not been fully categorized and incorporated into policy and practice.	
	Recommendation: The UFD should assess all EMS/ALS service types and identify which should include a multiunit response, and which do not require it. The output of such an evaluation of EMS CFS should produce, at a minimum: • Identifying which do not require a UFD response at all. • Determining which may require supplemental personnel that could be satisfied with dispatching an RUU. • Isolating those incidents that should receive full company and apparatus support. Following this analysis, the UFD should work collaboratively with METCAD and any other appropriate EMS partners to incorporate any adjustments into policy and practice.	

3.7 Other Considerations

In addition to the specific recommendations provided in Section 3, there are a few other areas the UFD should consider.

District Boundaries

As the data in Table 3.17 and Figure 3.11 suggest, CFS volumes for the UFD are concentrated in certain areas. This means that certain districts/stations are much busier than others, and there is not a balanced distribution of work across the City/fire service area. Given these factors, the UFD should consider examining its district boundaries and the associated volumes to determine whether re-districting should occur.

Although BerryDunn recommends the UFD engage in this process, it is very likely that the distribution of CFS will shift through the addition of the RUU and revising EMS CFS response. These shifts may result in significant changes to workload distributions, and the UFD might benefit from waiting a suitable period after implementing such recommendations, to revisit the issue of the district configurations.

Operational Adjustments

The UFD works within a collaborative public safety environment that includes METCAD, two ambulance services, and multiple fire and public safety agencies. Several of the recommendations BerryDunn has offered in this section of the report may have operational implications for the UFD's public safety partners. BerryDunn encourages the UFD to work directly with its partner agencies in exploring and implementing adjustments coming out of this project.

Communication Plan

In addition to working with its public safety partners, the UFD should develop a communication plan to help ensure broad understanding of any changes it is making. A communication plan should be developed for educating various groups on process changes, including, but not limited to:

- Dispatch
- Fire personnel
- Area departments
- Community

Communicating with these groups will help ensure an understanding of the changes the UFD is making, which should help any operational transitions occur with minimal problems.

Summary

The fire department has 64 total personnel and operates from four different stations that are strategically located throughout the City. UFD personnel are separated into three battalions that

provide service coverage over the three shifts. Each battalion has a battalion chief, captain, four lieutenants, and several engineer/firefighters. Administrative staffing within the fire department is minimal and in need of adjustment, and BerryDunn has recommended adding one full time office assistant position, or alternatively, doing a full job task analysis for administrative functions to further identify FTE needs.

Although the UFD has policies that outline philosophy, values, and unifying goal, there is not a current strategic plan in place that outlines contemporary goals and objectives for the department and its personnel.

Through a survey offered, UFD staff identified several areas for the executive leadership team to improve, including leadership, communication, and accountability and fairness. These are areas the executive leadership team and all command staff should discuss to identify opportunities for improvement.

The indiscriminate use of AVL has resulted in frequent out of service area response by district/station units, which works against Standard of Cover staging. BerryDunn is recommending the UFD review and revise its strict adherence to AVL dispatching, including setting policy to override out of service response when the needs are not imminent.

Overall, firefighter staffing appears reasonable (particularly with SAFER 6 staffing) although it is slightly below NFPA standards. Despite this observation, BerryDunn has identified EMS CFS as a significant drain on UFD resources and as an area for focused improvement to efficiency. To this point, BerryDunn is recommending the addition of an RUU to staff one 12-hour shift per day. The RUU would be a citywide resource with primary responsibility for low-level EMS and other CFS. Staffing for the RUU would require six personnel.

Firefighter training and budgets appear to be aligned with standards, and attrition within the UFD is largely retirement related, which points to a healthy job environment. Additionally, the UFD has a detailed recruiting plan that is a best practice example.

There are opportunities for the UFD to consider alternative CFS response primarily in relation to EMS CFS. BerryDunn has provided specific recommendations in this section but will elaborate further on alternative CFS response within a separate report.

If implemented, the recommendations provided by BerryDunn would have implications for various public safety partners of the UFD, and for the community. BerryDunn encourages the UFD to work collaboratively with its partners on any policy/practice adjustments, with those same entities – and the community – to educate everyone about how these operational adjustments might affect them.

Section 3 Full Recommendations

This section provides the 7 formal recommendations from Section 3 as included previously at the end of each major sub-section (indicated as #.#) where they arose. They are presented chronologically as they previously appeared in each section and sub-section in this report. Each recommendation below includes the section and subsection (if available), the recommendation number, and the priority as assessed by BerryDunn along with details concerning the findings and recommendations.

Table 3.29: Section 3 Full Recommendations

No.	Fire Department Staffing, Organization, and Budget	Overall Priority
	Administrative Staffing	
	Section 3, Subsection 3.1	
3-1	**Finding Area:** The UFD operates with a single administrative person to support fire operations and administration, with no relief or backup. The administrative workload, including work being conducted by administrative and command UFD personnel appear to support the need for an additional administrative staff position.	
	Recommendation: BerryDunn recommends the UFD consider adding an office assistant position to support the executive assistant position and other administrative fire operations. Alternatively, the City may wish to conduct a full administrative job task analysis, to further isolate administrative workloads, and to determine whether a staff addition is supported.	

No.	Fire Department Staffing, Organization, and Budget	Overall Priority
	Strategic Planning	
	Section 3, Subsection 3.2	
3-2	**Finding Area:** The UFD does not have a current vision statement or an up-to-date strategic plan. The presence of these documents supports continuous improvement and organizational and operational growth.	
	Recommendation: BerryDunn recommends the leadership UFD engage a collaborative process to develop new and updated vision statements, along with a strategic plan that outlines current and contemporary goals and objectives for the UFD. BerryDunn notes here that the development of these documents will also aid the UFD developing additional communication and leadership strategies that support operations and increase employee job satisfaction (see also Section 3.2.2 below).	

Staffing and Operations		
No.	Field Technology Use	Overall Priority
	Section 3, Subsection 3.5.1	
3-3	**Finding Area:** UFD is not leveraging technology as strongly as it could or as robustly as it could be, as evidenced by its self-assessment score on the field technology scorecard.	
	Recommendation: UFD should form a collaborative working group to explore the addition of modern technology that can leverage human resources at UFD. Because of the importance of functional technology, UFD should task the working group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency. Once formed, the technology committee can evaluate the full technology inventory, starting with the items in the technology survey provided by BerryDunn.	

Staffing and Operations		
No.	Development of AVL SOPs	Overall Priority
	Section 3, Subsection 3.5.2	
3-4	**Finding Area:** The UFD has been subjected to indiscriminate AVL dispatching through METCAD for the past 1.5 years. Indiscriminate use of AVL by METCAD has resulted in significant increases in out of service area response, which works against Standard of Coverage principles.	
	Recommendation: BerryDunn recommends the UFD collaborate with METCAD and other countywide fire departments to examine AVL protocols and to develop SOPs that engage AVL only in specific circumstances (e.g., critical emergencies or situations that might have a long delay in response).	

Staffing and Operations		
No.	AVL Policy	Overall Priority
	Section 3, Subsection 3.5.2	
3-5	**Finding Area:** The UFD relies on METCAD for deployment guidance, which now occurs based on AVL information. Indiscriminate use of AVL has resulted in significant out of area dispatching for the UFD. The UFD has no stated policy that guides department commanders on deviations from AVL-suggested unit assignments, nor backfilling districts/stations for coverage.	
	Recommendation: The UFD should develop a policy that empowers battalion chiefs and captains, to assess resource deployments assigned through AVL, and to redirect or cancel dispatched resources based on specific criteria. The policy	

Staffing and Operations		
No.	**AVL Policy**	**Overall Priority**
	Section 3, Subsection 3.5.2	
	should also establish conditions to trigger apparatus staging when district units are out of the area or will be unavailable for an extended time.	

Staffing and Operations		
No.	**Establish a Rescue/Utility Unit (RUU)**	**Overall Priority**
	Section 3, Subsection 3.5.3	
3-6	**Finding Area:** A significant number of CFS for the UFD are EMS related and do not always require a full company and apparatus deployment. Use of these resources for all EMS responses is inefficient. **Recommendation:** The UFD should add a Rescue/Utility Unit (RUU) for response to EMS related CFS and other minor UFD response CFS that do not require a full company and apparatus deployment. Adding an RUU includes adding (and/or reallocating) six personnel, the appropriate response vehicle, and the associated equipment. BerryDunn has recommended the addition of personnel to accomplish this recommendation, but recognizes the City may, for various reasons, consider other options to staff the proposed unit, including reallocating personnel internally. In conjunction with the RUU deployment, UFD should develop a policy that includes the intended use for the RUU. Suggested discussion points for the policy include: • Utilizing the RUU as a primary responder for low priority CFS, including non-critical EMS incidents • An expectation that district/station resources may be dispatched for targeted RUU incidents, if the RUU is unavailable. • Use of district/station resources for targeted RUU CFS should be limited to situations where wait time may exceed a standard timeframe (to be determined) or if it is determined that a prompt response is appropriate, and/or the event can be managed quickly with limited out of district time Initially, BerryDunn is recommending a single RUU deployment between 7:00 a.m. and 7:00 p.m. The UFD should monitor the effectiveness of this unit and its impact on service demands and consider modifying the shift times or adding a second RUU should workloads demand it.	

Discussion of Alternative Response Models		
No.	**EMS/Ambulance Response**	**Overall Priority**
	Section 3, Subsection 3.2	
3-7	**Finding Area:** The UFD currently responds jointly to designated EMS CFS incidents with a contracted ambulance service. UFD response generally includes a full company and apparatus. Many EMS CFS can be managed directly by the ambulance and may require no supplemental response, or minimal supplemental response from the UFD in the form of an RUU. These CFS types have not been fully categorized and incorporated into policy and practice.	
	Recommendation: The UFD should assess all EMS/ALS service types and identify which should include a multiunit response, and which do not require it. The output of such an evaluation of EMS CFS should produce, at a minimum: • Identifying which do not require a UFD response at all. • Determining which may require supplemental personnel that could be satisfied with dispatching an RUU. • Isolating those incidents that should receive full company and apparatus support. Following this analysis, the UFD should work collaboratively with METCAD and any other appropriate EMS partners to incorporate any adjustments into policy and practice.	

Section 4: Combined Analysis and Summary

As noted at the beginning of this report, the UFD and UPD are dynamic and ever-changing organizations. Understandably, it has been necessary to freeze conditions under assessment to prepare this report. The most current information on the conditions of the organization resides with the command staff of the police and fire departments, including information on actions that constitute consideration and implementation of the recommendations included in this report.

4.1 Organization and Staffing

Organization

The UPD operates a single police facility and is organized in three divisions: patrol, investigations, and services. For 2023, the UPD had authorization for 59 sworn positions and 15.5 non-sworn positions, for a total of 74.5 authorized positions. There are eight authorized officer positions allocated to support patrol operations as investigators, with an additional two supervisor positions assigned to investigations. There are 31 police officers allocated to patrol, with 10 sergeants, and 2 lieutenant positions supporting patrol operations. The remaining sworn positions within the department are allocated to administration and specialty assignments. Seven of the non-sworn positions are in records where the only non-sworn supervisor is assigned. The remaining non-sworn positions are in administration, investigations, and property/evidence.

The current organization of the UPD, while functional, could use some adjustments. In fact, BerryDunn learned that the UPD was considering revisions to its organizational structure, and based on preliminary conversations with UPD staff, BerryDunn supports and encourages the direction the police chief is pursuing. Moreover, the staffing additions recommended in this report would benefit from organizational changes.

The UFD operates from four different stations that are strategically located throughout the City. The fire department has 64 total personnel. There are 43 engineer/firefighter positions assigned to three shifts. Each of those three shifts is supported by four lieutenants for a total of 12 lieutenants. There are three captains, three battalion chiefs, a deputy fire chief, and a fire chief. The fire chief is supported by a fire prevention officer, an executive assistant, and a part-time fire inspector.

The organization of the UFD is functional and meets operational needs. There are sufficient executive- and command-level positions within the department, and key supervisory personnel are distributed across all shifts in an appropriate manner.

Staffing

Based on a thorough analysis of the workloads and service demands for the UPD, BerryDunn is recommending the addition of 13 personnel to support patrol operations. That recommendation includes seven sworn officers and six non-sworn community service responders. This combination of personnel intends to balance overall workloads but also to divert certain CFS volume to non-sworn personnel as part of an overall alternative response model. BerryDunn will

provide additional details concerning alternative response in a separate report; however, these recommendations will support diversion of certain CFS away from non-sworn staff, and align specific service demands with more appropriate and cost effective resources.

The staffing review of the UFD suggests that generally, firefighter staffing levels are sufficient for district/station operations; however, the prevalence of EMS related CFS are a significant draw on UFD resources, and the department needs an alternative response method. BerryDunn is recommending the development of an RUU to serve in this capacity. This unit would require six full-time firefighter personnel to staff one 12-hour daily shift. Additionally, administrative staffing at the UFD is insufficient to manage overall workloads, which has resulted in executive and command staff assuming certain admin-related work. BerryDunn is recommending the addition of one office assistant position to fill this void.

4.2   Survey Analysis – Qualitative Responses (Combined Police and Fire)

The qualitative assessments distributed to both the fire and police departments provide an exciting opportunity to compare two separate departments and their attendant cultures, challenges, and opportunities within the framework of a single city and the community they all serve. Both the fire and police departments received the same qualitative survey instrument with the same three open-ended prompts for input and feedback as described above in Sections 2 and 3. As noted above, respondents in both the fire and police departments provided ample and meaningful input for review and assessment. As should be expected, there were similarities and differences in the responses from each department.

Both departments provided feedback that fell into three main and similar, if not exact, themes: 1) Customer Service, 2) Resources, and 3) Leadership. While responses from both departments can be broadly categorized within the same three similar themes, the nature of their feedback expressed different tones and balances which are analyzed within each theme in addition to a discussion about survey response rates.

CUSTOMER SERVICE

Both the fire and police departments expressed strong feelings that they provide excellent basic customer service through strong and collaborative teams supported by excellent training. Notably, responses from both departments included variations on the theme of line level employees doing "more with less" and corresponding feelings of constructive teamwork with strong interpersonal bonds resulting in a high level of pride in service delivery.

RESOURCES

The police department emphasized a strong need for improvements to basic staffing. The fire department expressed a need for more robust and appropriate staffing specifically at command levels. The fire department stated a need for specific equipment (a second ladder truck and station improvements). The police department emphasized a desire for improvements to technological resources (CEDs, MDCs, ALPRs, etc.). Both departments stated clear and consistent desires for more advanced training (beyond entry level) and specifically desires for professional development, coaching, mentoring, and career growth opportunities. This shared

desire for professional development presents a real opportunity for a city-wide initiative that addresses career growth across departments.

LEADERSHIP and COMMUNICATION

The fire department expressed they are not being fully served by top internal leadership. This is supported by the desire for increased staffing at the command level. Additionally, respondents from the fire department expressed a desire for fire administration to take a more active role in directing fire operations, while simultaneously noting that there is a sense of over involvement by city administration at times. The fire department concerns expressed about adequate staffing at command levels may contribute to the perceived effectiveness of leadership so the issues of command staffing, and command leadership should be further analyzed and addressed in conjunction with each other.

The police department also expressed concerns about leadership issues, but their primary concerns were with city administration and elected officials as opposed to the abilities of internal department leadership. Police respondents reported they feel undervalued by City administration and elected officials, and this lack of support is reflected in conditions like insufficient resources and retention of employees. The police department expressed significant concerns about basic staffing levels. Respondents stated and implied that retention, and consequently staffing, may be a result of the perceived lack of support for the police department from the City administration and elected officials.

A desire for enhanced communication systems is a strong theme in the feedback from both departments, as it is in many organizations, although the responses from the fire department portrayed a more critical communication environment in which employees feel they are not valued or included, and whose input may have been deliberately excluded in important conversations. The police department desires more proactive communication to occur, outside crisis events.

RESPONSE RATES

Some discussion should be devoted to the response rate to the qualitative survey. The fire department had a much lower response rate than the police department. Response rates do not always or necessarily correspond solely to the existence or extent of perceived challenges. Often, response rates are as much an indication of the perception of how leadership will process and address concerns as they are an indication of the concerns themselves. That is, higher response rates may indicate a belief that leadership cares about feedback and will act upon it. Conversely, lower response rates may indicate a frustration with leadership and a belief that leadership does not value feedback and cannot or will not act upon it. In the case of the City, both departments provided significant feedback with ample data for meaningful analysis; however, the fire department response rate was notably lower than the police department response rate. This reality reflects the feedback analyzed in the survey responses. That is, the fire department respondents expressed a specific belief that fire department leadership does not consistently value or incorporate employee feedback. This belief is potentially why the fire department survey response rate was significantly lower than that from the police department and underscores a need to address this issue. This observation, along with the detailed

feedback provided by this survey, provides a specific opportunity for leadership from both departments to demonstrate they care about employee collaboration by processing and acknowledging their feedback and implementing specific planning and communication processes to address and incorporate that feedback.

Leaders within the City and its fire and police departments have demonstrated a commitment to ensuring the department is operating in an efficient and effective manner, in furtherance of the public safety mission of serving the community. That commitment is reflected both in the engagement of BerryDunn to conduct this operational assessment as well as City administration's support of the process. Both the fire and police department expressed success, concerns, and opportunities in the broad themes of service delivery, resources, and leadership. While the nature of those themes varied between departments, both departments expressed pride in serving the community effectively through strong, basic teamwork. The City and its police and fire departments are professional organizations that pride themselves in high ethical and performance standards. Neither the police nor fire department appears to engage a singular operational or leadership style, but instead uses a variety of styles that are generally situationally based, considering the individual and task at hand. Many staff at both departments feel capable of doing the basic work required by their roles but have indicated a desire for more inclusivity, voice, and collaboration in operational discussions, decisions, and planning that will affect them. Considering the strongly expressed desire for advanced professional development, the desire for inclusion presents and exciting opportunity to fulfill and leverage both needs by providing opportunities for employees to participate in planning and operations while developing skills that will benefit them at the next career level.

The fire and police departments clearly and strongly desire to provide customer service in a public safety environment that is consistent with each best practices. This organizational climate and culture survey helped identify several areas employees feel require some attention. Organizational leaders should use this information as a prompt for action to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns. Despite these noted areas for improvement, staff were complementary of their organizations and expressed a desire to participate in improvement efforts in service to the community.

4.3   Key Recommendations

Although this report includes multiple recommendations for both the police and fire departments, several recommendations stand out in their importance, and BerryDunn has listed a summary here. Implementing these recommendations in particular, should significantly improve operations, and operational efficiencies.

2-2 (UPD): This concerns development of a strategic communications plan that supports an overall departmental strategic leadership plan, and that highlights core values, key components, trusted partners, and regular procedures for communicating actively with internal and external stakeholders.

2-4 (UPD): This relates to the development of a strategic plan and associated goals and objectives that support the UPD mission.

2-6 (UPD): This involves creating a Community Service Responder (CSR) program to provide non-sworn field response. This program is an important aspect of the alternative response strategy.

2-7 (UPD): This would add seven sworn patrol officer positions to support primary CFS response. These positions, and the CSR positions, combine to balance overall workloads in patrol.

3-2 (UFD): This involves development of an updated vision statement for the fire department, along with a strategic plan.

3-4 (UFD): This relates to developing new SOPs for use of AVL, to stop its indiscriminate use and to develop appropriate protocols for when it is appropriate.

3-6 (UFD): This involves creating a Rescue/Utility Unit (RUU) to serve as a primary response unit for EMS CFS and other low-level UFD response needs. This includes the addition of six firefighters to staff one 12-hour shift daily, and the associated vehicle and equipment required for this response unit.

4.4   Overall Summary

In the review of the police and fire departments, BerryDunn found both to be well organized and committed the public safety and service to the community. Each department has leaders who reflect a strong desire to thoughtfully lead their organizations. Although staff from both departments expressed a desire for improvements in leadership and communication, and BerryDunn agrees that opportunities exist to improve, both departments have a strong baseline in each area, and key leaders who support growth, development, and a process of continuous improvement. As noted elsewhere in this report, improvements to communication and leadership are a common threat in every assessment BerryDunn has completed. This is not to discard their importance but rather to indicate these areas always require focus and present opportunities for growth, both individually, and organizationally.

As discussed throughout this report (and in this section), BerryDunn conducted a thorough workload-based analysis of the obligated workload and related staffing for UPD in all aspects of operations. Based on that analysis, BerryDunn calculates that, when properly deployed, UPD can manage community-initiated calls for service workload volume consistent with a community-oriented and problem-oriented policing response model with an allocation of 54 first responders in the Patrol Division.

BerryDunn has recommended the fulfilment of this response need with the addition of a combination of additional sworn police officers and non-sworn community service responder personnel from a position and function to be created that reflects the minimum number of officers required to operate and to respond to CFS effectively and efficiently (subject to ongoing monitoring and additional workload calculations). BerryDunn does not recommend a current increase in staffing of the investigations division but does recommend a reassessment of investigative workload and staffing in approximately one year. BerryDunn notes that several other positions have recently been authorized and budgeted and are in the process of being filled.

The fire department operates from four different stations that are strategically located throughout the City. Although the UFD has policies that outline philosophy, values, and unifying goal, there is not a current strategic plan in place that outlines contemporary goals and objectives for the department and its personnel.

The indiscriminate use of AVL has resulted in frequent out of service area response by district/station units, which works against Standard of Cover staging. BerryDunn is recommending the UFD review and revise its strict adherence to AVL dispatching, including setting policy to override out of service response when the needs are not imminent.

Overall, firefighter staffing appears reasonable, although it is slightly below NFPA standards. Despite this observation, BerryDunn has identified EMS CFS as a significant drain on UFD resources and as an area for focused improvement to efficiency. To this point, BerryDunn is recommending the addition of an RUU to staff one 12-hour shift per day. The RUU would be a citywide resource with primary responsibility for low-level EMS and other CFS. Staffing for the RUU would require six personnel.

There are opportunities for the UFD to consider alternative CFS response, primarily in relation to EMS CFS. BerryDunn has provided specific recommendations in this report and will elaborate further on alternative CFS response within a separate report.

If implemented, the recommendations provided by BerryDunn would have implications for various public safety partners of the UFD, and for the community. BerryDunn encourages the UFD to work collaboratively with its partners on any policy/practice adjustments, with those same entities—and the community—to educate everyone about how these operational adjustments might affect them.

4.5   Next Steps

Although this report marks a significant milestone for the overall project, there are additional steps forthcoming, which include:

- Development of the Essential CFS/Alternative Response Report

- Development of the Proposed Alternative Response Plan

- Developing of the Alternative Response Implementation Action Plan

These additional steps are progressive with each building upon the other. In the coming months, BerryDunn will work collaboratively with the City and the police and fire departments to complete these items.

Appendix A: Findings and Recommendations

This section of the report contains all the formal recommendations from each chapter repeated here chronologically in their entirety.

Police Department Staffing, Organization, and Budget		
No.	**Field Technology Use**	**Overall Priority**
	Section 2, Subsection 2.1	
2-1	**Finding Area:** UPD is not leveraging technology as strongly as it could or as robustly as its regional partners with resources like CEDs as less-lethal force options, automated license plate readers, e-ticket writers, driver's license scanners, public safety cameras, and intelligence sharing technology applications. **Recommendation:** UPD should form a collaborative police and community working group to explore the addition of modern technology that can leverage human resources at UPD while protecting the rights of the community they serve. BerryDunn recognizes that technology in law enforcement comes with great potential but also significant hazards that require balancing efficiency and effectiveness with responsibility and obligations to the community. Consequently, while BerryDunn finds UPD lacking in technology in some areas, the addition of powerful technology is a decision that should be made collaboratively with the community the police department serves.	

Policing Communications		
No.	**Communications Plan**	**Overall Priority**
	Section 2, Subsection 2.2.4	
2-2	**Finding Area:** UPD does not have a communications strategy and internal communications is an area frequently mentioned by team members for improvement and clarity. Internal communications are a vital part of active and effective leadership and warrant specific planning to be utilized properly. Employees expressed a desire for enhanced internal communications. **Recommendation:** BerryDunn recommends UPD develop a strategic communication plan that supports an overall departmental strategic leadership plan, and that highlights core values, key components, trusted partners, and regular procedures for communicating actively with internal and external stakeholders. This recommendation is complementary to a recommendation elsewhere in this Section to implement a strategic plan.	

![BerryDunn logo]

Police Community-based Programs and Partnerships		
No.	**Regional Information Sharing and Crime Meetings**	**Overall Priority**
	Section 2, Subsection 2.2.6	
2-3	**Finding Area:** UPD operates in a unique environment with an adjacent 'sister city' and a large flagship university who all share similar challenges and opportunities in public safety. There is a long history of collaboration including a multi-jurisdictional task force, but there is little effective means for data sharing. UPD recently began holding regular internal crime meetings.	
	Recommendation: BerryDunn recommends UPD expand on their internal crime meetings and work with area public safety partners to establish regular information sharing and performance management opportunities and pursue technology to automate data and intelligence sharing. This recommendation is complementary to the one made elsewhere in this Section about implementing a performance measurement and accountability management system.	

Police Department Mission Vision, Goals, and Objectives		
No.	**Strategic Plan**	**Overall Priority**
	Section 2, Subsection 2.3	
2-4	**Finding Area:** The police department has a strong and clear mission statement. It is not supported by a strategic plan or any statement of specific goals and objectives.	
	Recommendation: BerryDunn recommends UPD develop a strategic plan consistent with and supportive of the city's developing comprehensive plan. This recommendation is complementary to the recommendation to implement a performance measurement and accountability management process and should align strategic plan goals and objectives with performance measure and metrics. This recommendation should be coordinated with an additional recommendation to create a communications plan.	

Police Crime Rates and Public Safety Data		
No.	**Crime Meetings**	**Overall Priority**
	Section 2, Subsection 2.5	
2-5	**Finding Area:** Assessing and addressing crime and public safety are high priorities for UPD and the community they serve, and they have no formal mechanism for managing performance or assuring accountability for attaining established goals and performance measures.	

Police Crime Rates and Public Safety Data		
No.	**Crime Meetings**	**Overall Priority**
	Section 2, Subsection 2.5	
	Recommendation: Institute a performance measurement and accountability management system for addressing crime and public safety, with clear performance measures developed collaboratively with internal and external stakeholders. This recommendation is complementary to the one made elsewhere in this section about regional crime meetings and intelligence sharing.	

Police Alternative Response		
No.	**Community Service Responder Program**	**Overall Priority**
	Section 2, Subsection 2.6.6	
2-6	**Finding Area:** UPD is currently understaffed on patrol (under-allocated) for the volume of obligated workload they receive. UPD needs additional staffing on patrol to provide capacity for meaningful community-oriented and problem-oriented policing services. Additionally, UPD receives a significant volume of work that does not require a sworn officer to respond. Simultaneously, the community and city have expressed a desire to implement alternatives to sworn response to community service needs.	
	Recommendation: BerryDunn recommends UPD create a non-sworn Community Service Responder (CSR) unit to assume some of the workload of sworn officers and to provide an alternative to sworn response to community service needs. This will serve multiple purposes including not sending a sworn officer when one is not necessary, which means greater resources where needed.

UPD currently utilizes Police Service Representatives (PSRs) to manage records, staff the front desk, handle telephone reporting, and support officers on duty with information. Additionally, data and staff accounts indicated sworn officers respond to a large volume and spend a significant amount of time on non-criminal calls for service. There is an opportunity to expand the PSR posture with the creation of field-based CSRs to directly to assist in the field with functions that do not require a sworn officer such as private property crashes, taking old reports, blocking roadways, assisting with special events, collecting property, etc. Additionally, a CSR can serve as a development platform for the selection and hiring process of sworn officers. | 🟠 |

Police Workload Model and Analysis		
No.	**Patrol Staffing Levels**	**Overall Priority**
	Section 2, Sub-Section 2.6.12	

Police Workload Model and Analysis

No.	Patrol Staffing Levels	Overall Priority
2-7	**Finding Area:** The UPD does not have adequate staffing on patrol to handle obligated workload consistent with the well-established community-oriented policing workload staffing model. **Recommendation:** BerryDunn recommends UPD establish a patrol operational minimum staffing level of 44 positions, which will be achieved by adding seven sworn police officer positions and six non-sworn Community Service Responder (CSR) positions to patrol. The creation of a CSR response position, function, and unit is described in greater detail in a separate recommendation.	

Staffing and Organization

No.	SCTF Partnership	Overall Priority
	Section 2, Sub-section 2.7.1	
2-8	**Finding Area:** The UPD actively engages in an external partnership for a multi-jurisdictional SCTF. There is a lack of specific performance measures to assess the value of UPDs participation in this task force, and how this contributes to department-wide objectives. **Recommendation:** The UPD should review work with City Administration to evaluate, and update its participation in the SCTF, including any specific MOU, and set establish and/or evaluate the policy, purpose and mission for participation, and set clear performance measures that support mission and regular reporting requirements.	

Police Case Review, Case Management, and Supervision

No.	Solvability Factors	Overall Priority
	Section 2, Sub-section 2.7.5	
2-9	**Finding Area:** UPD does not actively utilize automated solvability factors in RMS, and CID supervision reviews and determines assignment of every offense report. **Recommendation:** Require patrol to utilize RMS-based automated solvability factors to reduce workload on CID supervision, improve patrol accountability for case assignment, and enhance quality of field investigations.	

Police Leadership, Communication, Accountability, Ethics, and Integrity		
No.	**Internal Affairs Policy Update**	**Overall Priority**
Section 2, Subsection 2.1		
2-10	**Finding Area:** UPD has a policy regarding internal investigations that is not as detailed or clear as possible to support consistency and transparency in internal investigations. **Recommendation:** BerryDunn recommends UPD revise its policy on internal investigations to clarify and add definitions, to explain the actual process in more detail, including additional policy regarding documentation of complaints and the classification and conduct of investigations. This should include: (1) employees conducting internal investigators act as factfinders only and do not reach conclusions, draw opinions, or make recommendations; (2) every complaint, no matter of when or how it is disposed should receive a tracking number; (3) only the chief of police (or the deputy chief of police in consultation with chief of police) and/or Office of Human Rights and Equity (OHRE) should have authority to classify the type of investigation conducted in response to a complaint. Additionally, there should be a clear policy requirement that any employee conducting internal investigations receive specific training. (BerryDunn provides additional recommendations regarding IA cases in Recommendations 2-11 and 2-11.)	

CPRB Analysis and Review		
No.	**Complaint Intake and Processing and Policy**	**Overall Priority**
Section 2, Sub-section 2.9.1		
2-11	**Finding:** UPD policy does not explicitly state that all complaints about employee conduct will be tracked and memorialized in a uniform manner and within a database. Further, UPD policy does not mention CPRB, including any departmental expectations and/or requirements. **Recommendation:** The UPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner. UPD policy should also be updated to include department expectations for interaction with CPRB.	

CPRB Analysis and Review		
No.	**Complaint Investigation Process**	**Overall Priority**
Section 2, Sub-section 2.9.1		

CPRB Analysis and Review		
2-12	**Finding:** The UPD generally assigns high-profile and serious personnel complaints to designated personnel for internal investigation. Current policy does not specify that only personnel who have received specialized training on conducting IA investigations will conduct them.	
	Recommendation: Due to the specific laws, rules, and protocols associated with IA investigations, the UPD should develop a policy and practice that only staff with appropriate training in IA investigations will be allowed to conduct IA investigations.	

Fire Department Staffing, Organization, and Budget		
No.	**Administrative Staffing**	**Overall Priority**
Section 3, Subsection 3.1		
3-1	**Finding Area:** The UFD operates with a single administrative person to support fire operations and administration, with no relief or backup. The administrative workload, including work being conducted by administrative and command UFD personnel appear to support the need for an additional administrative staff position.	
	Recommendation: BerryDunn recommends the UFD consider adding an office assistant position to support the executive assistant position and other administrative fire operations. Alternatively, the City may wish to conduct a full administrative job task analysis, to further isolate administrative workloads, and to determine whether a staff addition is supported.	

Fire Department Staffing, Organization, and Budget		
No.	**Strategic Planning**	**Overall Priority**
Section 3, Subsection 3.2		
3-2	**Finding Area:** The UFD does not have a current vision statement or an up-to-date strategic plan. The presence of these documents supports continuous improvement and organizational and operational growth.	
	Recommendation: BerryDunn recommends the leadership UFD engage a collaborative process to develop new and updated vision statements, along with a strategic plan that outlines current and contemporary goals and objectives for the UFD. BerryDunn notes here that the development of these documents will also aid the UFD developing additional communication and leadership strategies that support operations and increase employee job satisfaction (see also Section 3.2.2 below).	

Staffing and Operations		
No.	**Field Technology Use**	**Overall Priority**
	Section 3, Subsection 3.5.1	
3-3	**Finding Area:** UFD is not leveraging technology as strongly as it could or as robustly as it could be, as evidenced by its self-assessment score on the field technology scorecard.	
	Recommendation: UFD should form a collaborative working group to explore the addition of modern technology that can leverage human resources at UFD. Because of the importance of functional technology, UFD should task the working group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency. Once formed, the technology committee can evaluate the full technology inventory, starting with the items in the technology survey provided by BerryDunn.	

Staffing and Operations		
No.	**Development of AVL SOPs**	**Overall Priority**
	Section 3, Subsection 3.5.2	
3-4	**Finding Area:** The UFD has been subjected to indiscriminate AVL dispatching through METCAD for the past 1.5 years. Indiscriminate use of AVL by METCAD has resulted in significant increases in out of service area response, which works against Standard of Coverage principles.	
	Recommendation: BerryDunn recommends the UFD collaborate with METCAD and other countywide fire departments to examine AVL protocols and to develop SOPs that engage AVL only in specific circumstances (e.g., critical emergencies or situations that might have a long delay in response).	

Staffing and Operations		
No.	**AVL Policy**	**Overall Priority**
	Section 3, Subsection 3.5.2	
3-5	**Finding Area:** The UFD relies on METCAD for deployment guidance, which now occurs based on AVL information. Indiscriminate use of AVL has resulted in significant out of area dispatching for the UFD. The UFD has no stated policy that guides department commanders on deviations from AVL-suggested unit assignments, nor backfilling districts/stations for coverage.	
	Recommendation: The UFD should develop a policy that empowers battalion chiefs and captains, to assess resource deployments assigned through AVL, and to redirect or cancel dispatched resources based on specific criteria. The policy	

Staffing and Operations		
No.	**AVL Policy**	**Overall Priority**
	Section 3, Subsection 3.5.2	
	should also establish conditions to trigger apparatus staging when district units are out of the area or will be unavailable for an extended time.	

Staffing and Operations		
No.	**Establish a Rescue/Utility Unit (RUU)**	**Overall Priority**
	Section 3, Subsection 3.5.3	
3-6	**Finding Area:** A significant number of CFS for the UFD are EMS related and do not always require a full company and apparatus deployment. Use of these resources for all EMS responses is inefficient. **Recommendation:** The UFD should add a Rescue/Utility Unit (RUU) for response to EMS related CFS and other minor UFD response CFS that do not require a full company and apparatus deployment. Adding an RUU includes adding (and/or reallocating) six personnel, the appropriate response vehicle, and the associated equipment. BerryDunn has recommended the addition of personnel to accomplish this recommendation, but recognizes the City may, for various reasons, consider other options to staff the proposed unit, including reallocating personnel internally. In conjunction with the RUU deployment, UFD should develop a policy that includes the intended use for the RUU. Suggested discussion points for the policy include: • Utilizing the RUU as a primary responder for low priority CFS, including non-critical EMS incidents • An expectation that district/station resources may be dispatched for targeted RUU incidents, if the RUU is unavailable. • Use of district/station resources for targeted RUU CFS should be limited to situations where wait time may exceed a standard timeframe (to be determined) or if it is determined that a prompt response is appropriate, and/or the event can be managed quickly with limited out of district time Initially, BerryDunn is recommending a single RUU deployment between 7:00 a.m. and 7:00 p.m. The UFD should monitor the effectiveness of this unit and its impact on service demands and consider modifying the shift times or adding a second RUU should workloads demand it.	

Discussion of Alternative Response Models		
No.	**EMS/Ambulance Response**	**Overall Priority**
	Section 3, Subsection 3.2	
3-7	**Finding Area:** The UFD currently responds jointly to designated EMS CFS incidents with a contracted ambulance service. UFD response generally includes a full company and apparatus. Many EMS CFS can be managed directly by the ambulance and may require no supplemental response, or minimal supplemental response from the UFD in the form of an RUU. These CFS types have not been fully categorized and incorporated into policy and practice.	
	Recommendation: The UFD should assess all EMS/ALS service types and identify which should include a multiunit response, and which do not require it. The output of such an evaluation of EMS CFS should produce, at a minimum: • Identifying which do not require a UFD response at all. • Determining which may require supplemental personnel that could be satisfied with dispatching an RUU. • Isolating those incidents that should receive full company and apparatus support. Following this analysis, the UFD should work collaboratively with METCAD and any other appropriate EMS partners to incorporate any adjustments into policy and practice.	

Appendix B: Acronyms

Appendix Table B.1: Acronyms

Acronym	Description
ABLE	Active Bystandership for Law Enforcement
ACS	American Community Survey
ALPR	Automated License Plate Readers
ALS	Advanced Life Support
ATL	Attempt to Locate
AVL	Automatic Vehicle Locating
BJS	Bureau of Justice Statistics
BLS	Basic Life Support
CAD	Computer Aided Dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies
CCMJIT	Champaign County Multi-Jurisdictional Investigative Team
CCPP	Community Co-Production Policing
CCRT	Crisis Co-Response Team
CED	Conductive Electronic Devices (e.g., Tasers)
CFAI	Commission on Fire Accreditation International
CFR	Code of Federal Regulations
CFS	Call for Service
CID	Criminal Investigations Division
CIT	Crisis Intervention Training
City	City of Urbana
CJIS	Criminal Justice Information System
COP	Community Oriented Policing
CPD	Champaign Police Department
CPRB	Civilian Police Review Board
CSR	Community Service Responder
DDACTS	Data Driven Approach to Crime and Traffic Safety
DEI	Diversity Equity and Inclusion
DUI	Driving Under the Influence
EIS	Early Intervention System

Acronym	Description
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FLSA	Fair Labor Standards Act
FMLA	Family Medical Leave Act
FOIA	Freedom of Information Act
FPSA	Fire Prevention Service Area
FSRS	Fire Suppression Rating Schedule
IA	Internal Affairs
IACP	International Association of Chiefs of Police
IAFF	International Association of Fire Fighters
ICMA	International City/County Management Association
IGA	Intergovernmental Agreement
ILEAP	Illinois Law Enforcement Accreditation Program
ISO	Insurance Services Office
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Queer
MDC	Mobile Data Computer
MEDACC	Single Fire Unit Crash Response
METCAD	Consolidated Dispatch Center for Champaign, IL County
MOU	Memorandum of Understanding
MV	Motor Vehicle
MYOC	Make Your Own Case
NAMI	National Alliance on Mental Illness
NFPA	National Fire Protection Association
NIBRS	National Incident-Based Reporting System
OCM	Organizational Change Management
OHRE	Office of Human Rights and Equity
PIO	Public Information Officer
POP	Problem Oriented Policing
PSR	Police Service Representatives
RESACC	Multi Fire Unit Crash Response

Acronym	Description
RMS	Records Management System
RUU	Rescue/Utility Unit
SCTF	Street Crimes Task Force
SRO	School Resource Officer
STILL	Single Fire Unit Response to CFS
TFO	Task Force Officer
TRU	Telephone Reporting Unit
UCR	Uniform Crime Reports
UFD	Urbana Fire Department
UPD	Urbana Police Department

Appendix C: Supplemental Tables, Figures, and Documents

Field Technology Use Scorecard

Introduction

This worksheet has been designed to provide a general assessment of the deployment and functionality of the hardware and software technology of your patrol fleet. This worksheet will provide you with an overall composite score for your police department. In addition, examining the sections with low scores will highlight the areas of field technology that may require additional attention and focus.

Instructions

For each statement, place a checkmark in the corresponding box. If the statement is true for all vehicles assigned to patrol response for your agency, place a check in the **"All"** column. If it applies to some of your patrol vehicles, but not all of them, place a check in the **"Some"** column. If the statement describes a functionality that you do not have available in the field, place a check in the **"None"** column. For each response, add the number of associated points from the checked box to the **"Tally"** column.

Table C.1: Police Department Field Technology Review

#	Statement	All	Some	None	Tally
1.	Patrol vehicles have a fully functioning computer installed. (Includes laptops, tablets, or other fixed-mount computers; excludes mobile data terminals)	☐ 14	☐ 7	☐ 0	
2.	Patrol vehicles have persistent high-speed internet access. (Excludes hot-spot-only access)	☐ 14	☐ 7	☐ 0	
3.	Patrol vehicles have in-car video cameras.	☐ 3	☐ 1	☐ 0	
4.	Patrol vehicles have a Global Positioning System (GPS) device that can be recognized by dispatch/communications, for Automatic Vehicle Locator (AVL) purposes.	☐ 3	☐ 1	☐ 0	
5.	Patrol vehicles have a mapping feature that can pinpoint a call location on a map of your community to assist officers in locating the address.	☐ 3	☐ 1	☐ 0	

#	Statement	All	Some	None	Tally
6.	Patrol staff can access the full features of your Records Management System (RMS) from the field using the onboard computer in the patrol vehicle.	☐ 4	☐ 2	☐ 0	
7.	Patrol staff can add a name to an incident from the field without the need for records staff or dispatch to enter this data.	☐ 4	☐ 2	☐ 0	
8.	Patrol vehicles have mobile software that is integrated with dispatch/communications and which captures call for service data, including the address, nature, and notes relating to the incident.	☐ 14	☐ 7	☐ 0	
9.	The mobile software installed has the capability of tracking user-defined/customized activity of patrol personnel (e.g., community policing, report writing, evidence processing, vehicle maintenance).	☐ 3	☐ 1	☐ 0	
10.	When a name is queried in the field, the mobile system will query and return information from local records, in addition to other state and warrant queries.	☐ 4	☐ 2	☐ 0	
11.	Patrol vehicles have a magnetic swipe device or bar code reader that can collect and import data from a driver's license or state-issued ID card from your state, into your mobile, ticket writer, or RMS.	☐ 3	☐ 1	☐ 0	
12.	Patrol vehicles have an e-ticket writer program installed.	☐ 13	☐ 6	☐ 0	
13.	The e-ticket writer program installed in your vehicles has the capability to capture and track the following:				
13a.	All traffic stops, including citations and written and verbal warnings	☐ 2	☐ 1	☐ 0	
13b.	Pedestrian stops	☐ 2	☐ 1	☐ 0	
13c.	Race, gender, purpose for the contact, and outcome of the contact (e.g., searched, arrested, handcuffed, warned, etc.) for each law enforcement related contact	☐ 2	☐ 1	☐ 0	
14.	The e-ticket writer program installed in your vehicles has the ability to push data directly into your RMS, and/or to the state.	☐ 2	☐ 1	☐ 0	
15.	Patrol vehicles are equipped with printers that can print on full-sized sheets of paper.	☐ 2	☐ 1	☐ 0	
16.	Patrol vehicles currently have the capability to produce and print the following:				
16a.	Search warrants	☐ 2	☐ 1	☐ 0	

#	Statement	All	Some	None	Tally
16b.	Motor vehicle crash information exchange forms	☐ 2	☐ 1	☐ 0	
16c.	Vehicle tow/impound forms	☐ 2	☐ 1	☐ 0	
16d.	Other agency-defined custom forms	☐ 2	☐ 1	☐ 0	

Bonus Items

#	Statement	All	Some	None	Tally
17.	Each officer/patrol vehicle has a handheld device that is integrated with the patrol unit to capture data from the device.	☐ 10	☐ 5	☐ 0	
18.	Patrol Vehicles have Automated License Plate Readers (ALPRs).	☐ 5	☐ 2	☐ 0	

Scoring

Description	Main Score	Bonus	Total
Enter the total score from questions 1 – 16 here:			
Enter any bonus points from questions 17 – 18 here:			
Enter your totals here:			

(MAXIMUM SCORE: 100 OR 115 WITH BONUS POINTS)

21st Century Policing Checklist

"Trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of policing services."[31] In 2015, a task force was convened to determine the best and most contemporary industry standards and practices, and "ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect."[32] This worksheet provides a mechanism for organizations to assess their operational alignment with the findings of the task force, which were categorized into six primary pillars:

1. Building Trust and Legitimacy

2. Policy and Oversight

3. Technology and Social Media

4. Community Policing and Crime Reduction

5. Training and Education

6. Officer Wellness and Safety

Within each of the pillar areas there are several recommended practices. The section below will assess the extent to which your organization engages in each of these objectives within each of the pillars, based on your knowledge and perceptions of your department. It is important to understand that there are no *wrong* answers; this worksheet is merely a tool to aid department leaders in developing operational strategies for the future.

Assessment

Ratings

For each objective within each pillar, please select one of the following rating categories:

Y	Yes: The department engages in this practice consistently, or the department has completed this task, whether internally or externally.
S	Somewhat: The department has done some work in this area, but additional focus is likely needed, whether internally or externally.
N	No: The department has not engaged in this practice specifically or consistently, even if some within the department do this independently.
U	Unknown or Not Applicable: It is unknown if the department has engaged this practice, and/or this practice does not apply to my department.

---

[31] https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
[32] ibid

For each area assessed, place an X in the most appropriate box based on the above rating scale.

NOTE: There are some recommendations within the task force report that apply specifically to the federal government or certain federal agencies; many of these have been omitted from this worksheet, and accordingly, the list of recommendations may not follow an explicit numerical order. In addition, some of the terminology from the recommendations has been altered to fit this assessment worksheet.

Once the checklist has been completed, the information should be entered into the online survey using the link provided. (Answers may also be entered directly into the survey instead of using this worksheet).

1. Building Trust and Legitimacy

    Procedural justice is foundational to building trust and legitimacy. Agencies must recognize the effect of implicit bias in police-citizen encounters. Agencies must take steps to reduce this. It is also imperative that agencies recognize the difference between racial discrimination and implicit bias.

Pillar One Recommendations	Y	S	N	U
1.1 Adopt a guardian mindset. This mindset must involve a focus on procedural justice and a philosophy by the police of collaboration and mutuality with the public.				
1.2 Acknowledge that past discriminatory practices in policing are a barrier to community trust.				
1.3 Ensure a culture of transparency and accountability to build public trust and legitimacy.				
1.4 Adopt a procedural justice philosophy within the organization.				
1.5 Proactively promote public trust by engaging non-enforcement activities in communities prone to law enforcement intervention.				
1.6 Consider how law enforcement efforts might damage the public trust when considering enforcement tactics and strategies.				
1.7 Law enforcement should measure public trust, just as it measures crime statistics. Regular feedback and/or surveys of the public can ensure this process.				
1.8 Ensure a workforce that is diverse and representative of the community.				
1.9 Law enforcement should build relationships based on trust with the immigrant community.				
Total Boxes Checked				

2. Policy and Oversight

Policy development undergirds the actions of the police. Departments need to develop policies and procedures that meet industry standards, that reflect community values, and that do not lead to disparate treatment of certain segments of the community.

Pillar Two Recommendations	Y	S	N	U
2.1 Work with disproportionately affected neighborhoods to find root causes of crime and form partnerships and collaborations to resolve these issues.				
2.2 Develop strong policies on use of force that include training, investigations, prosecution, data collection, and data sharing. The policies should include: • De-escalation training • External investigations for force use involving death or officer-involved shootings				
2.2.6 Have a serious incident review board that includes community members, for all force-use incidents that could deteriorate public trust. Should have the ability to identify administrative, supervisory, training, tactical, or policy issues requiring attention.				
2.3 Implement non-punitive peer review of critical incidents, separate from criminal and administrative investigations.				
2.4 Adopt identification processes for witnesses that do not bias the process.				
2.5 Report and maintain census data on department demographics, including race and gender.				
2.6 Collect, maintain, and analyze data for all detentions (stops, frisks, searches, summons, and arrests).				
2.7 Create policies and procedures for managing mass demonstrations, and ensure that tactics do not include a military-style response or one that might deteriorate the public trust.				
2.7.1 Develop a guardian mindset and prioritize de-escalation.				
2.8 Define and establish the appropriate form and structure of a civilian oversight entity to meet the needs of the community.				
2.9 Refrain from policies or procedures that require quotas of any kind, and those that require a minimum number of public contacts that do not relate directly to improving public trust and public safety.				
2.10 Develop policies that require that officers should seek written consent for any searches that are not based on probable cause or a warrant.				
2.11 Agencies should adopt specific policies relating to the LGBTQ population.				
2.12 Develop policies relating to biased policing.				

2.15 Develop policies that require officers to identify themselves when asked, and to provide the reason for the stop/search and information on how to file a complaint, if asked.				
Total Boxes Checked				

3. Technology and Social Media

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly stated.

Pillar Three Recommendations	Y	S	N	U
3.2 Technology implementation by law enforcement should conform to national standards and local needs.				
3.2.1 Consider engaging the public when new technologies are in consideration by law enforcement.				
3.2.2 Develop assessment processes to determine whether new technology is working.				
3.3 Develop standards for use, retention, and dissemination of auditory, visual, and biometric data by law enforcement				
3.5 Agencies should develop policies and best practices for technology-based community engagement that increase community trust and access. These should include public access to department statistics and policies relating to social media engagement by the department.				
Total Boxes Checked				

4. Community Policing and Crime Reduction

Community 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.

Pillar Four Recommendations	Y	S	N	U
4.1 Law enforcement should adopt policies and strategies that reinforce the importance of community engagement.				
4.2 Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.				
4.2.1 Law enforcement should evaluate the actions of officers in reference to community policing				
4.2.2 Law enforcement should evaluate their personnel deployments to ensure sufficient capacity for officers to engage community policing.				

Pillar Four Recommendations	Y	S	N	U
4.4 Law enforcement should support a culture and practice of policing that reflects the values of protection and promotion of dignity for all, especially the most vulnerable.				
4.4.1 Adopt policies that forbid brash or foul language, and require respectful engagement of all by officers.				
4.4.2 Develop programs that allow officers to regularly engage and interact with residents, faith leaders, and business leaders.				
4.5 Law enforcement should work with neighborhood residents to co-produce (co-production model) public safety. This includes identifying and collaborating on the implementation of solutions that produce meaningful results for the community.				
4.5.1 Engage community forums.				
4.5.2 Engage youth, citizen academies, ride-alongs, problem-solving teams, community action teams, and quality-of-life teams.				
4.5.3 Establish a formal community/citizen advisory committee to assist in developing crime prevention strategies, as well as providing input on policing issues.				
4.6 Adopt policies and programs that address the needs of children and youth most at risk for crime or violence, and reduce aggressive law enforcement efforts that stigmatize youth and marginalize their participation in schools and communities.				
4.6.1 Work to reform policies that presently *push* youth toward the criminal justice system.				
4.6.2 Work with schools to keep youth in school, and encourage alternatives to suspension and expulsion through restorative justice, diversion, counseling, and family interventions.				
4.6.3 Work with schools to develop alternate strategies that involve youth decision-making, such as restorative justice, youth courts, and peer intervention.				
4.6.4 Work with schools to develop an approach to discipline that encourages development of new behavior skills and positive strategies to avoid conflict.				
4.6.8 Law enforcement should work with schools to develop memoranda of understanding for school resource officers that minimize the role of law enforcement in student discipline.				
4.7 Law enforcement and communities need to engage youth in decision-making and problem-solving, and develop collaborations and interactions between police and youth.				
Total Boxes Checked				

5. Training and Education

As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical.

Pillar Five Recommendations	Y	S	N	U
5.2 Law enforcement should engage community members in the training process. This includes transparency and providing input to ensure the training of officers corresponds with the needs of the community.				
5.3 Law enforcement should encourage and provide leadership training to all personnel throughout their careers.				
5.6 POST and law enforcement agencies should require Crisis Intervention Training as part of basic recruit and in-service officer training.				
5.7 POST and law enforcement agencies should ensure that training includes social interaction as well as tactical skills.				
5.8 POST and law enforcement agencies should ensure that training includes basic and ongoing training on the disease of addiction.				
5.9 POST and law enforcement agencies should ensure that training includes basic and ongoing training regarding implicit bias and cultural responsiveness.				
5.10 POST and law enforcement should require basic and in-service training on policing in a democratic society.				
5.11 The federal government, as well as state and local agencies, should encourage and incentivize higher education for officers.				
5.12 The federal government, as well as state and local agencies, should encourage the development and use of scenario-based training, which focuses on social interaction skills and allows for interactive distance learning for officers.				
Total Boxes Checked				

6. Officer Wellness and Safety

The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies, but also to public safety.

Pillar Six Recommendations	Y	S	N	U
6.2 Law enforcement should promote safety and wellness at every level of the organization.				
6.3 USDOJ should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement. "It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate, but also lead to other more serious consequences."[i]				
6.4 All officers should have a tactical first aid kit as well as soft-body armor.				

Pillar Six Recommendations	Y	S	N	U
6.5 USDOJ and law enforcement should collect not only line-of-duty death information but also near misses, to aid in training and development of policies.				
6.6 Law enforcement should require officers to wear soft-body armor and seatbelts.				
6.7 Law enforcement agencies should develop and enact peer review error policies that allow officers and agencies to examine the mistakes or near-mistakes of officers, without fear of reprisal. (This is similar to non-punitive close-call reporting).				
Total Boxes Checked				

Scoring

Number of Boxes Checked	Pillar One	Pillar Two	Pillar Three	Pillar Four	Pillar Five	Pillar Six	Total checked	Total Y x 2	Total S x 1	Total N x 1	Total U - 0
Y											
S											
N											
U											

Using the totals above, complete the following equation:

Y Total_____ + S Total_____ - N Total_____ = Overall Score _____

Table C.3: CFS Types by Hour – Heat Map

Row Labels	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Total
Domestic	49	53	45	31	27	28	35	24	42	34	48	47	59	45	49	52	48	56	54	60	58	76	58	72	1150
Check Welfare	33	41	24	20	22	18	28	22	31	61	59	62	54	79	53	52	61	72	60	57	51	62	45	44	1111
Remove Subject	55	58	33	39	23	19	32	29	37	57	61	64	40	47	46	42	47	45	46	57	44	57	61	54	1093
Accident Unknown	29	28	14	21	19	35	39	59	43	36	43	42	39	32	27	34	33	54	35	33	34	29	32	30	820
Meet Complainant	25	13	12	9	4	7	8	17	29	44	44	41	65	53	50	65	51	53	34	42	34	28	16	20	764
Disorderly	29	24	25	17	11	12	10	12	18	21	18	34	31	26	37	39	35	52	41	42	37	31	30	37	669
Crisis Intervention Team	29	23	19	11	12	10	15	14	20	22	22	37	30	22	30	38	29	36	31	23	39	40	24	37	613
Theft	5	5	6	2	5	4	4	13	36	33	30	62	47	45	24	58	33	33	32	14	25	12	14	8	550
Music Complaint	69	42	18	19	7	6	2	4	3	2	4	5	11	9	13	23	16	17	22	33	32	59	80	47	543
Accident Property Damage Report	4	5	1	2	1	1	13	14	31	15	25	26	47	26	34	40	40	35	26	22	14	9	9	5	445
Standby Request	9	5	1	3	2	3	3	11	22	32	28	19	25	22	35	30	32	20	16	21	11	13	15	9	387
Noise Complaint	58	35	28	21	7	9	3	3	5	2	2		2	3	4	4	6	8	6	15	16	24	27	58	346
Threats	5	5		2	1	3	2	10	13	16	19	18	18	23	23	17	28	23	16	15	12	6	17	4	296
Hit and Run	4	1	3	3	1	1	4	8	6	15	13	21	26	21	26	24	17	26	15	24	9	11	2	6	287
Battery	11	8	6	8	2	6	2	11	10	12	12	17	2	16	22	13	17	11	16	17	18	15	13	14	279
Criminal Damage	3	2	2	2	6	3	12	13	19	17	17	12	24	11	14	13	16	17	7	9	12	8	6	6	251
Burglary	2	4	8	9	7	7	2	6	12	10	17	16	12	16	18	15	10	16	15	6	13	11	7	6	245
Juvenile Problem	7	1			1		1	2	6	10	2	10	9	13	17	28	34	22	28	13	14	11	10	5	244
Harassment	7	5	2	2	2	3	4	6	6	17	12	14	15	14	19	14	21	17	18	7	14	10	8	6	243

Row Labels	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Total
Suspicious Person	14	11	5	7	8	2	5	6	6	8	10	8	11	7	9	4	10	11	15	14	14	21	22	15	243
Deceptive Practice	2	1	1	1			2	4	8	22	18	23	20	20	22	19	28	11	8	10	4	9	2	2	237
Shoplifter Not In Custody	2	1					4	4	5	6	9	10	12	13	14	17	23	19	22	21	19	21	11	1	234
911 Hang Up	11	9	6	7	5	6	4	2	8	8	11	12	7	19	9	9	9	10	10	8	12	16	14	12	224
Make Your Own Case	4	1	4			1	1	7	11	8	8	17	11	7	15	13	24	17	22	9	19	12	8	5	224
Suicidal Threats	11	2	5	5	3	1			3	6	11	11	14	7	15	8	14	12	15	9	15	16	11	21	215
Accident with Injuries		4		3		2	2	7	10	10	13	16	5	8	12	30	25	18	10	2	18	2	4	7	208
Suspicious Activity	14	10	7	6	2	1	6	2	5	2	4	6	6	11	11	6	9	12	4	13	10	12	15	11	185
Burglary of Motor Vehicle	2	3	1	7	2	2	6	6	14	12	12	11	11	14	8	9	9	10	7	4	8	9	7	2	176
Medical	13	3	8	1		2	2	2	6	7	11	12	5	7	16	10	7	6	8	8	7	13	11	10	175
Parking Complaint	1			1			4	4	14	10	10	12	10	17	10	11	14	16	11	2	4	5	4	4	164
Fight	7	12	8	9	5	3	1	2	1	1	2	7	5	7	5	6	13	12	8	11	12	6	7	5	155
Assist Fire	2	1	2	1	2	3	3	6	7	9	4	5	7	10	6	11	12	15	9	13	5	7	6	5	151
Trespass	2		1		1	2	4	13	15	10	11	7	8	8	12	7	11	7	3	10	10	3	3	2	150

*Minimum of 150 annual incidents

Source: Agency Provided CAD data

Blue shaded CFS are Part 1 Crimes, orange shaded CFS are Part 2 Crimes, and green shaded CFS are service-related (non-criminal)

Table C.4: Common Online Reporting Types

Incident Type	Definition	Example
Burglary	Any person who enters any house, room, apartment with the intent to commit grand or petty larceny.	A person enters your house without permission and takes items from inside. If a firearm was stolen, or you know who committed the offense, please call XXX-XXX-XXXX to file your report.
Court Order Violation	Violating the terms applied by a court order. Domestic Violence court order violations require an officer to respond and cannot be filed online.	A parent is late dropping off a child, a parent removes a child from the court ordered location, a parent is denied visitation granted in a court order, a person with a restraining order comes within the court ordered distance
Defrauding an Innkeeper	Not paying for services rendered	Customer leaving business without paying for meal, lodging, etc.
Fraud & Financial Crimes	Obtaining goods and services using false information. Do not use this incident type to file identity theft reports.	Someone provides you with a bad check, and employee steals money or property from your business, someone uses your credit card without your permission
Harassing Phone Call	Unwanted phone calls of an annoying, harassing, or threatening nature.	Immediate hang-ups, obscene language, etc. with no known suspects.
Hit and Run	Leaving the scene of an accident without providing required license, insurance, or vehicle information.	Damage caused by another vehicle in which the driver should have left information or fled the scene without stopping to exchange information.
Identity Theft	Obtaining someone else's personal identifying information and using it to obtain credit, goods, or services.	Someone obtains a credit card using your S.S.N. or obtains phone service using your personal information.
Lost Property	When property is missing or lost.	Property that is missing, leaving items in restaurant, or missing from home.
Shoplifting	Theft of merchandise for sale in a shop or of money from the cash register of a retail establishment.	Entered the store and observed taking property belonging to the store. Left the store with the property belonging to the store without attempting to pay for the property.
Theft	Your property is taken without your permission.	Property known to be stolen and missing may be reported. Lost property is not a theft.

Incident Type	Definition	Example
Theft from Vehicle	Property is stolen from a motor vehicle.	Stolen equipment or belongings from a vehicle.
Vandalism	The act of changing, modifying or defacing public or private property.	Graffiti, knocking over mailbox, throwing rock through windows, etc.
Vandalism of a Vehicle	Tampering with a Motor vehicle.	Keying, broken windows, or attempts to remove parts.

Table C.5: Fire Administration Tasks by Position

Job Tasks: Fire Chief	Job Task Description
Approve Payroll	Review and approve the timesheets for the entire fire department staff
Recommend Fire Department Policy	Review, amend, or create policies to help efficiency and reduce risk
Monitor time off for Command Staff	
Respond to emergency incidents/fire suppression	Observe key operations, procedures, and performance standards
Performance Evaluations	Complete annual performance reviews for command staff/review annual performance submissions from the Deputy Fire Chief for the Battalion Chiefs
Grievance Resolution	Work with the Union resolve any real or perceived issues that adversely affect the work force
Attend City Council Meetings	Represent the department, explain various department issues to the council and the public
Negotiate labor contracts with Local 1147 Union Members	Provide input and guidance to city attorney during collective bargaining negotiations
Approve Travel Authorizations	Approve travel stipends for training requests.
Budget Oversight	Monitor the department budget to ensure we are observing and reporting any deviant trends that would keep us from adhering to the financial goals for our organization.
V.E.R.F. Oversight	This is our Vehicle and Equipment Replacement Fund. Monitoring this account coincides with budget.
Recruiting and Retention	Help produce strategies for recruitment and retention to fill current and future vacancies
Work with outside agencies and stakeholders	Work with EMA, ITTF, IFCA, METCAD, CCFCA, IFFMOH, State 911 Advisory Board, and other organizations
Issue Promotions	Oversee the testing process for all ranks and promote individuals when necessary

Job Tasks: Deputy Fire Chief	Job Task Description
Responds to fires and other emergency incidents; assumes incident command as needed	Safety Officer, Chief Aide, Public Information Officer, Cover concurrent calls for service.
Develops and recommends directives and policies utilized by the Department in accordance with federal, state, and local laws, rules, and regulations.	Draft and approve new policy, update as needed.
Provides input to the Fire Chief for long-range and strategic planning, equipment, and manpower needs.	Advise, research, explore solutions relating to long-range and strategic planning, equipment, and manpower needs.
Assists the Fire Chief in the development, administration, and preparation of the annual Department budget; monitors department expenditures and analyzes future needs.	Approves procurements, RFPs, RFQs. Provide budget projections as requested.
Develops and implements methods for ensuring that the operational aspects of the Department are being met within established guidelines.	Direct and review operational efficiency. Provide direction when needed. Update guidelines as needed.
Reviews and recommends organizational changes within the Department.	Evaluate organizational efficiency: response times, call types, and frequency. Evaluate department programs.
Plans, delegates, assigns, and evaluates the work of Battalion Chiefs including performance ratings/objectives, training, and operational goals, and assisting with the accomplishment of those goals.	Prepare annual performance evaluations for three Battalion Chiefs. Evaluate training objectives, instruction, and delivery. Mentor BC's with situational issues and onboarding.
Monitors time and leave records for Battalion Chiefs pursuant to City and Department policies and standard operating procedures.	Review payroll and leave reports for the Battalion Chiefs.
Leads labor management meeting and assisting with the overall labor relations.	Solicit LM agenda items, prepare agendas, address issues, publish minutes
Conduct field audits of fire suppression personnel.	On-site evaluation of skills and drills
Represents the City's interests at various interagency and professional meetings and committees.	Attend scheduled meetings that require FD attendance.

Job Tasks: Deputy Fire Chief	Job Task Description
Attends meetings and events with other fire agencies, citizens, and community leaders.	Network with other agencies, groups, and leaders.
Manages responses and resolution of citizen complaints.	Review, investigate, and resolve citizen complaints.
Reviews internal disciplinary issues and actions administered in the Fire Department.	Review, investigate, and resolve internal disciplinary issues. Lead internal investigation as directed.
Oversees Department promotional testing process for all subordinate sworn ranks.	Secure procurement, develop testing components, assist in organizing, publish results, ensure contractual standards are met.
Approves travel authorizations, advances, and reconciliation of travel pursuant to travel policy.	Review and approve travel request for trainings.
Participates in the collective bargaining process.	Serve as administrative SME with collective bargaining.
Serve as department training officer.	Develop annual training schedule, review training hours, coordinate instructors, secure facilities, develop training budget, and all other issues related to department training.
Approve department invoices and expenditures	Review and approve invoices and expenditures.

Job Tasks: Campus Education/Fire Prevention Officer	Job Task Description
Fire Inspections (commercial and school)	Perform scheduled inspections noting code violations and any hazards present. Send a detailed report to UIUC Department of Code Compliance.
Fire Drills (Schools, Mckinley Health Center and housing)	Conduct annual, quarterly, or monthly drills as required.
Fire Safety Classes (Certified Housing/Dorms)	PowerPoint classroom presentation 24/yr.
Lab Safety Preparedness Classes	PowerPoint classroom presentation
Extinguisher classes Lecture/hands on	PowerPoint classroom presentation and hands on
Plan review	Preconstruction plan review for new construction and remodeling

Job Tasks: Campus Education/Fire Prevention Officer	Job Task Description
Preplans	After the inspection the preplan is generated or updated Knox box information as well
Special events presentations	Fire safety presentations to special groups upon request
Theater Inspections	Pre-event inspections
Fireworks Inspections	Pre-event setup inspection
Construction site visits	Code interpretations, make sure FDC and exits are clear. Public safety issues
New constructions acceptance testing (alarm systems and BDA systems)	Post-construction, pre-occupancy acceptance inspection. Systems are tested
Assist facilities managers with their emergency action plans	Review Building Emergency Action Plans with facility managers and fill in any holes.
Manage U of I walkthrough lists for the department	Update and organize department walkthroughs of UIUC buildings on a rotation basis
Knox box updates	Update door codes that change twice a year and contact information
Tent Inspections	Inspect tents for special events (football games, open houses, etc.)
Work the Department of Research and Safety on lab safety	Inspections, safety presentations program development
Annually review and update campus programs	Constant review and update programs
Commercial Kitchen Fire Safety training	Train kitchen staff on commercial fire safety concerns
Crowd Management Training for venue staff	Work with Assembly occupancies on training event staff on safety and evacuation
Assist with department training	Administer prevention/inspection training. Hazmat/TRT training on campus. Assist with hi-rise training.
Fire Investigator	Assist with department fire investigations. Involved in all investigations on campus. Do follow-ups with university departments.

Job Tasks: Campus Education/Fire Prevention Officer	Job Task Description
Site code interpretation	When any entity on campus has a code question, if requested I do research and a site visit to solve any issue they might have and give them options.
Office work/reports	Report to both the Fire Department and Code compliance on various programs. Communicate with university departments on a daily basis.
Other duties as assigned.	
Public Information Officer	Work with different forms of media and public groups on dissemination of information
Actively support and uphold the City's mission and values.	

Job Tasks: Executive Assistant	Job Task Description
Manage the Deputy Chief and Chiefs schedules	Schedule meetings, coordinate availability both internally and externally
Prepare documents for city council	Prepare memos, ordinances, and resolutions. Submit through Muni-code and prepare final paper packet for council members
Coordinates travel arrangements	Make room reservations, calculate per diem amounts and transportation. Complete travel authorizations and reconciliation pursuant to City travel policy.
Maintain department records/archiving with the State of Illinois	Monitor record retention schedules and submit disposal certification requests to the State
Maintain department personnel files/interdepartmental forms	Update addresses, phone numbers, emergency contact info, retiree contact info
Payroll	Manually enter payroll into NOVAtime off the turnover sheets/check Battalion Chief's work
Final Payroll	Audit final payroll report from accounting (every two weeks)
PARF forms	Completed PARF forms for employee promotions, step increases and status changes.

Job Tasks: Executive Assistant	Job Task Description
Order supplies	Maintain inventory and Order office supplies for the stations
IT Support	Provide tech support from basic computer programs, complex fire specific software, and printing issues.
Firehouse Occupancy updates	Update addresses, phone numbers, emergency contact info, parcel data
KnoxBox Orders	Assist the public and homeowners on ordering knoxboxes online/explain the process.
Process Invoices	Intake invoices, assign GL codes, enter into Munis, and scan invoice for approval
Fire Department Procurements	Oversee the procurements process. I guide command staff through the purchasing policy and what is required. I draft RFP documents, post to the city website, post to the News-gazette, send out mailchimps, track/respond to bid document requests. Once a bid is awarded, I draft contracts, obtain EEO documents for the HRC commission and VRAD documents. After all documents are obtained, I enter the documents into Munis for the final PO.
Fire Department training files	Upload training certifications into Target solutions and file paper documents in the firefighter's training folder
Specialty Pay and Educational Incentive Program	Log and process requests for specialty pay and educational incentive pay bonuses per the IAFF CBA.
Office of the State Fire Marshal website	Update UFD staffing roster on the State Fire Marshal website
FOIA Requests	Receive FOIA requests, compile records responsive, redact appropriately and respond to requester
Fire Prevention Permits	Intake Fire Prevention Applications, enter into Citizenserve for inspections to be scheduled, once cleared by the Inspector and fees are assessed. Send out invoices, accept payments and send final permit out to businesses.

Job Tasks: Executive Assistant	Job Task Description
Fire Inspection Violation notices	Send out violation notices when appropriate
Oversee the Fire Department budget	Process purchase orders, monitor line item balances, prepare budget transfers and budget analyses for the Chiefs
Grant management	Prepare and submit reimbursement requests for Fire grants through OSFM, MABAS and FEMA.
Web Page Administrator	Updates the city website for the Fire Department/post agendas and minutes for Open meetings
Media Releases	Issue media releases as directed
Social media administrator	post on Facebook for the department
Public Education Events	Schedule/coordinate public education events with community stakeholders

NFPA Standard 1710

Organization and Deployment of Fire Suppression Operations, EMS and Special Operations in Career Fire Departments

History and Purpose

- The 1710 Standard for was originally released in 2001. Following, there have been three revisions (2004, 2010, 2016) with the most recent released in September 2016.

- The standard is applicable to substantially all CAREER fire departments and provides the MINIMUM requirements for resource deployment for fire suppression, EMS and Special Operations while also addressing fire fighter occupational health and safety.

- The 1710 Standard addresses structure fire in three hazard levels. These included low hazard (residential single-family dwellings), medium hazard (three story garden apartments or strip malls), and high hazard structures (high-rise buildings).

- The Standard addresses fire suppression, EMS, Aircraft Rescue and Firefighting, Marine Rescue and Firefighting, Wildland Firefighting, and Mutual and Auto Aid.

Fire Suppression and Special Operations Provisions

- "Company" is defined as:

  - Group of members under direct supervision
  - Trained and equipped to perform assigned tasks
  - Organized and identified as engine, ladder, rescue, squad or multi-functional companies
  - Group of members who arrive at scene and operate with one apparatus

- EXCEPTION to company arriving on one apparatus:

  - Multiple apparatuses are assigned, dispatched and arrive together
  - Continuously operate together
  - Managed by a single officer

- An Initial Alarm is personnel, equipment and resources originally dispatched upon notification of a structure fire.

- Performance Objectives

  - Alarm Answering Time
    - 15 sec 95%
    - 40 sec 99%

  - Alarm Processing Time
    - 64 sec 90%
    - 106 sec 95%

  - Turnout Time =
    - 60 sec EMS
    - 80 sec Fire

  - First Engine Arrive on Scene Time
    - 240 sec (4 min)

  - Initial Full Alarm (Low and Medium Hazard) Time
    - 480 sec (8 min)

  - Initial Full Alarm – High Hazard/ High-Rise Time
    - 610 sec (10 min 10 sec)

- Fire departments shall set forth criteria for various types of incidents to which they are required/expected to respond. These types of incidents should include but not be limited to the following:

  - Natural disaster
  - Acts of terrorism
  - WMD
  - Large-scale mass casualty

■ Given expected firefighting conditions, the number of on-duty members shall be determined through task analysis considering the following criteria:

- Life hazard protected population
- Safe and effective performance
- Potential property loss
- Hazard levels of properties
- Fireground tactics employed

■ Company Staffing (Crew Size)

- Engine = minimum 4 on duty
  - High volume/geographic restrictions = 5 minimum on duty
  - Tactical hazards dense urban area = 6 minimum on duty
- Truck = minimum 4 on duty
  - High volume/geographic restrictions = 5 minimum on duty
  - Tactical hazards dense urban area = 6 minimum on duty

■ Initial Alarm Deployment (*number of fire fighters including officers)

- Low hazard = 15 Fire fighters
- Medium hazard = 28 Fire fighters
- High hazard = 43 Fire fighters

EMS Provisions

■ The fire department shall clearly document its role, responsibilities, functions and objectives for the delivery of EMS. EMS operations shall be organized to ensure the fire department's capability and includes members, equipment and resources to deploy the initial arriving company and additional alarm assignments.

■ EMS Treatment Levels include:

- First Responder
- Basic Life Support (BLS)
- Advanced Life Support (ALS)

■ MINIMUM EMS Provision = First responder/AED

■ Authority-Having Jurisdiction (AHJ) should determine if Fire Department provides BLS, ALS services, and/or transport. Patient treatment associated with each level of EMS should be determined by the AHJ based on requirements and licensing within each state/province.

■ On-duty EMS units shall be staffed with the minimum members necessary for emergency medical care relative to the level of EMS provided by the fire department.

■ Personnel deployed to ALS emergency responses shall include:

- A minimum of two members trained at the emergency medical technician–paramedic level
- AND two members trained at the BLS level arriving on scene within the established travel time.

■ All fire departments with ALS services shall have a named **medical director** with the responsibility to oversee and ensure quality medical care in accordance with state or provincial laws or regulations and must have a mechanism for immediate communication with EMS supervision and medical oversight.

Table C.6: Fire Department Field Technology Review

Field Technology Use Scorecard

INTRODUCTION

This worksheet has been designed to provide a general assessment of the deployment and functionality of the hardware and software technology of your operational fleet. This worksheet will provide you with an overall composite score for your department. In addition, examining the sections with low scores will highlight the areas of field technology that may require additional attention and focus.

INSTRUCTIONS

For each statement, place a checkmark in the corresponding box. If the statement is true for all vehicles assigned to operational response for your agency, place a check in the "All" box. If it applies to some of the vehicles in that category, but not all of them, place a check in the "Some" box. If the statement describes a functionality that you do not have available in the field, place a check in the "None" box. For each response, add the number of associated points from the checked box to the "Tally" box.

#	Statement	All	Some	None	Tally
1.	Primary fire/rescue vehicles have a fully functioning computer installed. (Includes laptops, tablets, or other fixed-mount computers; excludes mobile data/dumb terminals).	☐ 14	☒ 7	☐ 0	7
2.	Primary fire/rescue vehicles have persistent high-speed Internet access. (Excludes hot-spot-only access).	☐ 14	☒ 7	☐ 0	7
3.	Primary fire/rescue vehicles have in-car video cameras.	☐ 3	☐ 1	☒ 0	0
4.	Primary fire/rescue vehicles have a GPS device that can be recognized by dispatch / communications, for Automatic Vehicle Locator (AVL) purposes.	☒ 3	☐ 1	☐ 0	3
5.	Primary fire/rescue vehicles have a mapping feature that can be pinpoint a call location on a map of your community, to assist personnel in locating the address.	☒ 3	☐ 1	☐ 0	3
6.	Fire/rescue staff can access the full features of your Records Management System (RMS) from the field, using the onboard computer in the response vehicle.	☐ 4	☒ 2	☐ 0	2
7.	Primary fire/rescue vehicles have mobile software, that is integrated with dispatch/communications, and which captures call for service data, including the address, nature, and notes relating to the incident.	☒ 14	☐ 7	☐ 0	14

#	Statement	All	Some	None	Tally
8.	Primary EMS vehicles have a fully functioning computer installed. (Includes laptops, tablets, or other fixed-mount computers; excludes mobile data terminals).	☒ 14	☐ 7	☐ 0	14
9.	Primary EMS vehicles have persistent high-speed Internet access. (Excludes hot-spot-only access).	☐ 14	☒ 7	☐ 0	7
10.	Primary EMS vehicles have in-car video cameras.	☐ 3	☐ 1	☒ 0	0
11.	Primary EMS vehicles have a GPS device that can be recognized by dispatch / communications, for Automatic Vehicle Locator (AVL) purposes.	☒ 3	☐ 1	☐ 0	3
12.	Primary EMS vehicles have a mapping feature that can be pinpoint a call location on a map of your community, to assist personnel in locating the address.	☒ 3	☐ 1	☐ 0	3
13.	EMS staff can access the full features of your Records Management System (RMS) from the field, using the onboard computer in the response vehicle.	☐ 4	☒ 2	☐ 0	2
14.	Primary EMS vehicles have mobile software, that is integrated with dispatch/communications, and which captures call for service data, including the address, nature, and notes relating to the incident.	☒ 14	☐ 7	☐ 0	14
15.	Firefighter/EMS staff can add a name or other information to a records incident, without the need for records staff or dispatch to enter this data.	☒ 4	☐ 2	☐ 0	4

SCORING

Description	Main Score	Maximum Score
A. Enter the total score from questions 1-7 here:	36	55
B. Enter the total score from questions 8-14 here:	43	55
C. Enter the total score from questions 15 here:	4	4
Enter the totals from A and C here: (Fire Total)	40	59
Enter the totals from B and C here: (EMS Total)	47	59

Table C.7: Fire Department Staffing by District

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
STATION #1	(e.g., Firefighter, EMS)	Time	Time	No.	No.	No.	No.
Red Shift	Firefighters	0700	0700	24	4	2	
Red Shift	Engineers	0700	0700	24	2	2	
Red Shift	Lieutenant	0700	0700	24	1	1	1
Red Shift	Captain	0700	0700	24	1	1	1
Red Shift	Battalion Chief	0700	0700	24	1	1	1
Gold Shift	Firefighters	0700	0700	24	4	2	
Gold Shift	Engineers	0700	0700	24	2	2	
Gold Shift	Lieutenant	0700	0700	24	1	1	1
Gold Shift	Captain	0700	0700	24	1	1	1
Gold Shift	Battalion Chief	0700	0700	24	1	1	1
Black Shift	Firefighters	0700	0700	24	4	2	
Black Shift	Engineers	0700	0700	24	2	2	
Black Shift	Lieutenant	0700	0700	24	1	1	1
Black Shift	Captain	0700	0700	24	1	1	1
Black Shift	Battalion Chief	0700	0700	24	1	1	1

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
STATION #2	(e.g., Firefighter, EMS)	Time	Time	No.	No.	No.	No.
Red Shift	Firefighters	0700	0700	24	1	1	
Red Shift	Engineers	0700	0700	24	1	1	
Red Shift	Lieutenant	0700	0700	24	1	1	1
Gold Shift	Firefighters	0700	0700	24	1	1	
Gold Shift	Engineers	0700	0700	24	1	1	

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
Gold Shift	Lieutenant	0700	0700	24	1	1	1
Black Shift	Firefighters	0700	0700	24	1	1	
Black Shift	Engineers	0700	0700	24	1	1	
Black Shift	Lieutenant	0700	0700	24	1	1	1

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
STATION #3	(e.g., Firefighter, EMS)	Time	Time	No.	No.	No.	No.
Red Shift	Firefighters	0700	0700	24	1	1	
Red Shift	Engineers	0700	0700	24	1	1	
Red Shift	Lieutenant	0700	0700	24	1	1	1
Gold Shift	Firefighters	0700	0700	24	1	1	
Gold Shift	Engineers	0700	0700	24	1	1	
Gold Shift	Lieutenant	0700	0700	24	1	1	1
Black Shift	Firefighters	0700	0700	24	1	1	
Black Shift	Engineers	0700	0700	24	1	1	
Black Shift	Lieutenant	0700	0700	24	1	1	1

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
STATION #4	(e.g., Firefighter, EMS)	Time	Time	No.	No.	No.	No.
Red Shift	Firefighters	0700	0700	24	2	1	
Red Shift	Engineers	0700	0700	24	1	1	
Red Shift	Lieutenant	0700	0700	24	1	1	1
Gold Shift	Firefighters	0700	0700	24	2	1	
Gold Shift	Engineers	0700	0700	24	1	1	

Shift	Description	Begin	End	# of Hours	*Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	# of Supervisors on this Shift
Gold Shift	Lieutenant	0700	0700	24	1	1	1
Black Shift	Firefighters	0700	0700	24	2	1	
Black Shift	Engineers	0700	0700	24	1	1	
Black Shift	Lieutenant	0700	0700	24	1	1	1

Appendix D: Technology Considerations

Field Technology Considerations

Function	Description
Driver's License Swipe or Bar Code Readers	These devices provide for easy data capture in the field, and they help ensure the integrity of the data that migrates into RMS.
Printers	Patrol vehicles should be equipped with printers, which are capable of producing e-citations, and printing of other custom forms (see below).
e-Citation	An e-Citation system should be instilled in the squad cars. Here are some key elements of that system: • Auto-importing of data from driver's license (D/L) readers, and from state department of motor vehicle (DMV) and (D/L) files • Ability to select from citation, written warning, verbal warning, or fix-it ticket, as appropriate, and the ability to print associated fine or other warning information, unique and specific to the type of action the officer chooses (e.g. citation or warning). • Embedded location addresses from CAD or other data repository • Embedded statutes and ordinance numbers • Ability to export the citation and all associated data directly into RMS when printed, to include DMV and D/L files • Auto-generation of case/citation file upon creation of the citation • Ability to integrate officer notes into the e-Citation at the time of issuance
Custom Forms	Patrol vehicles should have the ability to use of custom forms, as developed for the department. These should include, at a minimum: • Crash Information Exchange: The ability to use imported data from DMV and D/L files to create, print, and export driver and vehicle owner data, for motor vehicle crashes • Towing Form: The ability to use imported data from DMV and D/L files, to create and print a vehicle impound form • In all custom forms cases, the system should push these forms to the associated case file, to include creating or appending the Master Name Index (MNI) file. A copy of the file should also push to the RMS for storage. Note: There are likely many other forms that would be helpful for this type of process, which could be identified through different sections of the department. In short, a system should be used that can generate and map these custom forms to the RMS.

Function	Description
State Crash Report Integration	The system should integrate the Crash Information Exchange custom form, with the State Crash Reporting System. This system should auto-populate appropriate fields, and have the capability of pushing to the state system, as well as saving a copy of the state crash report to the local RMS.

RMS Functional Considerations

Function	Description
e-Citation Push	The RMS should have the capacity to push citation data directly to the State/Municipal court system. This should include a review queue for the department prior to submission.
Criminal Complaint Push	The RMS should have the capacity to interface with local or state prosecutors, so that data can be pushed directly into their systems for review and/or the development of a criminal complaint.
Case Generation	Officers (sworn or non-sworn) should be able to generate a new record within RMS, either through populating/generating one of the custom forms, through e-Citation, or through just starting a record on their own. They should have the ability to fully populate the record from data collected in the mobile environment
Field Reporting	Officers in the field should have full access to the RMS from the field. This includes query capability, the ability to create, review, and print any police report, and the capacity to review any aspect of any case file, or documents or media stored within that file.
Media Storage	The RMS should have the capacity to store and hold any media files within the case record, to include: PDF or other Office documents (Word, Excel), digital photographs, and digital recordings. (This is not intended for body camera or surveillance footage).
Solvability Factors	The RMS should have the capability of using Solvability Factors (and/or weighted Solvability Factors) for each case, and these should be a user-accessible function.
Case Management	The RMS should have a robust case management system, which includes, at a minimum: • A customizable routing system • Case management queues for each user • Case management views for appropriate supervisors • Tracking capabilities for time/effort on each case • Routing triggers associated with varied stages of the case review process

Appendix E: Crime Meetings and Intelligence–Led Policing

Crime Meetings

and

Intelligence-Led Policing (ILP)

Prepared by:

Michele Weinzetl, Manager
BerryDunn
2211 Congress Street
Portland, ME 04102
Phone: 207-541-2200
mweinzetl@berrydunn.com

Table of Contents

Section 1: Introduction and Purpose

In today's policing environment, many law enforcement organizations have developed systems to utilize crime data to measure and gauge individual and agency performance, and as a tool to inform personnel deployments, enforcement operations, and other agency efforts to reduce crime (O'Donnell & Wexler, 2013). The primary purpose of these systems is to help guide leader decision-making and to aid in the development of intentional strategies that contribute to public safety within the communities served (Godown, 2009; LeCates, 2018). There are innumerable variations and titles for these systems, but most involve the use of data that is presented, analyzed, and discussed in some type of a coordinated crime meeting (O'Donnell & Wexler, 2013). Although there is no prescribed format for this type of meeting, the intent of this paper is to provide a brief overview of the typical elements and components of police accountability and performance measurement systems, as well as guiding information to assist law enforcement agencies as they consider developing or refining these processes.

Section 2: CompStat-Based Systems in Policing

Understanding CompStat

Virtually all police accountability and performance systems that engage crime data as a measurement tool emanate from the foundation of CompStat, which the New York Police Department (NYPD) implemented in 1994 under Chief of Police William Bratton (O'Donnell & Wexler, 2013). The term *CompStat* refers to computer comparison statistics (Godown, 2008) and involves the "scientific analysis of crime problems, an emphasis on creative and sustained approaches to solving the crime problems, and strict management accountability" (Reducing crime through intelligence-led policing, 2008, p. 2). CompStat emphasizes a strategic approach to identifying community and crime issues, and providing intentional and focused solutions to address them (O'Donnel & Wexler, 2013, p. 2). This CompStat process also includes accountability for leaders and managers who are responsible for carrying out these strategies and producing results (O'Donnel & Wexler, 2013, p. vii).

The CompStat process consists of four core components:

1. Accurate and timely intelligence
2. Effective tactics
3. Rapid deployment
4. Relentless follow-up and assessment

(O'Donnel & Wexler, 2013)

To provide additional context, the Los Angeles Police Department (LAPD) has expanded the description of these four core components, and includes the following summary of the CompStat process in its meeting materials:

1. Collect, analyze, map, and review crime data and other police performance measures on a regular basis
2. Create best-practice strategies to address identified issues and implement these strategies in real time
3. Hold police managers and employees accountable for their performance as measured by these data; and
4. Consistently review and repeat the process

   (Godown, 2008, p. 2)

Although it contains four core components, CompStat has also been described in a more simplified manner as a process that involves a two-pronged approach. The first prong examines the data, while the second prong examines the agency response to the problems, including consideration of the effectiveness, efficiency, and ability of the agency to address crime and

community problems using the strategies the agency has engaged (Godown, 2008). Within this context; however, it is important to understand that CompStat is "not a solution. It's a method to obtain solutions" (O'Donnel & Wexler, 2013, p. 2). Essentially, CompStat is a process that begins with data, but the operational value of the process builds as unit commanders and other leaders ask and consider the following questions:

- What is the problem?

- What is the plan?

- What are the results to date?

  (O'Donnel & Wexler, 2013, p. 2)

With the answers to these questions, the agency can formulate a plan to address any crime issues or other community problems identified, and once the plan has been implemented, the agency can evaluate the level of success of those efforts; this is the CompStat cycle. Not surprisingly, the CompStat cycle follows the same problem-oriented policing (POP) method outlined in the Scan, Analyze, Respond, and Assess (SARA) model used in community policing. The effects of applying the SARA model as a POP strategy have been widely researched and assessed as producing significant positive outcomes (Weisburd, Hinkle, & Eck, 2008); a properly designed and implemented crime meeting system has the potential to produce similar results.

Although the term *CompStat* refers specifically to the system established by the NYPD in 1994, many police agencies have adopted variations of that process providing a wide range of nuances and an equally diverse set of titles. For the purposes of this paper, the term *crime meeting* will be used synonymously to refer to all iterations of the different accountability and performance measurement systems in use, including CompStat-based systems.

The Value of Crime Meetings

In a study that sought to gather information concerning the purpose and value of crime meetings, researchers surveyed 166 police departments currently using them. The respondents cited five primary reasons for their use:

1. Identify emerging problems

2. Coordinate the effective deployment of resources

3. Increase accountability

4. Identify community problems and develop police strategies

5. Foster information-sharing within the agency

   (O'Donnel and Wexler, 2013, p. 8)

The five reasons cited provide support, and form the foundation for, a series of positive operational outcomes that a successful crime meeting system can produce, as identified by the respondents, including:

1. Improved information-sharing throughout the organization

2. More autonomous decision-making, which helps empower supervisors to take action when necessary

3. An organizational culture in which all staff members recognize the opportunity for greater flexibility and creativity in problem-solving

    (O'Donnel and Wexler, 2013, p. 8)

The responses to the survey mirror the experiences of other police organizations using a crime meeting system, and attest to the operational value of these meetings for law enforcement agencies in fulfilling their public safety mission (Godown, 2008; Shah, Burch, & Neusteter, 2018).

Intelligence-Led Policing (ILP)

When it was created in 1994, CompStat established a formalized process to examine and measure the effectiveness of the NYPD and its efforts to address crime and other community problems. Subsequently adopted by many police agencies, this data-driven process has been used to examine crime trends to aid police commanders in the strategic deployment of personnel. This data-driven process of examination and analysis, referred to as *predictive policing*, helps police agencies position personnel and other resources in areas where the data suggests additional crimes will occur. In theory, due to increased police presence, this approach intends to increase the likelihood of apprehending offenders in the areas targeted, and to reduce the number of crimes committed (LeCates, 2018).

The creation of CompStat was foundational in building an intentional data-driven law enforcement strategy; however, as technology and analytical capabilities improved, many police agencies increased the depth of analysis they were applying to the data available. This expanded approach, identified as intelligence-led policing (ILP), involves a focus that considers additional factors, including potential victims and offenders (LeCates, 2018), and the multijurisdictional nature of crime (Reducing crime through intelligence-led policing, 2008). From an operational perspective, ILP involves "a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations" (Navigating your agency's path to intelligence-led policing, p. 4, 2009).

Understanding the difference between predictive policing and ILP is important. Both involve the strategic use of data, but ILP expands the use of raw data and information, converting it into actionable intelligence. Though the terms *information* and *intelligence* are often used interchangeably; they are not the same. All data is information, but data that is analyzed becomes intelligence, and intelligence data provides a higher level of understanding, which can

contribute to improved decision-making and policing strategies that have a greater potential for success (Navigating your agency's path to intelligence-led policing, 2009).

In the same way that ILP has expanded upon the predictive policing model, ILP deployment strategies also involve an expansion of the steps involved in a typical crime meeting system. The steps in an ILP process include:

1. Executive commitment and involvement
2. Collaboration and coordination throughout all levels of the agency
3. Tasking and coordination
4. Collection, planning, and operation
5. Analytic capabilities
6. Awareness, education, and training
7. End-user feedback
8. Reassessment of the process

   (Navigating your agency's path to intelligence-led policing, 2009, p. 7)

To be clear, ILP is an expansion of the crime meeting system. It includes both the core elements of crime meetings and predictive policing, which are expected to be used in conjunction with a coordinated ILP process.

Section 3: Implementing Crime Meetings

Many police agencies have successfully implemented crime meeting systems, and many have integrated predictive policing and ILP as key strategies (O'Donnel & Wexler, 2013). There are several areas that police agencies should consider to help ensure success in developing and implementing a crime meeting system. The first, and perhaps most important consideration, is that law enforcement leaders should start with the end in mind. The development of a crime meeting system should begin with two very important questions:

1. Why are we holding crime meetings?

2. What do we want to accomplish?

   (O'Donnel & Wexler, 2013)

Like many other aspects of law enforcement, there is no one-size-fits-all solution for developing a crime meeting strategy. Each agency and community is unique, and it is incumbent upon law enforcement leaders to develop a process that will meet both agency and community goals and needs. Answering these questions can help the agency define the purpose and intended outcomes for the crime meeting system, which will ultimately drive numerous other operational aspects of the crime meeting system.

Important Considerations

There are several things law enforcement leaders should consider and keep in mind when implementing a crime meeting system. It is important to recognize that crime meetings should be regarded as part of an overall agency strategy to improve individual and agency performance and to reduce crime. As mentioned previously, crime meetings are not solutions; they are methods for developing solutions. Additionally, crime meetings should be regarded as tools to aid in developing operational and deployment strategies, but they should not be the only methods used to address crime and community problems, and individual or agency performance (O'Donnel & Wexler, 2013).

In many agencies, the primary measure of success or agency performance involves an analysis of various statistics, including arrests, crime rates, traffic citations, and crash rates. Although these metrics are important, there are other operational areas that the law enforcement agency should consider quantifying and monitoring. Just as predictive policing evolved and paved the way for ILP, crime meetings can also be used to monitor and promote community policing efforts, leading to a host of positive outcomes, such as increased public trust and improved community relations. In addition, by their nature, crime meetings increase internal communication within police agencies, and as a result, can serve as platforms for promoting organizational and cultural change (Shah, Burch, & Neusteter, 2018).

When establishing a crime meeting and performance measurement system, police agencies also need to be mindful of the adage, "What gets measured gets done." Most police officers are

accustomed to having their performance monitored, and much of that monitoring has been volume-based (e.g., number of citations, arrests, complaints). If certain metrics are prioritized, police officers will generally adjust their work behaviors to match expectations. Accordingly, police agencies should carefully consider what items to prioritize and how to measure those items. To help ensure a strong strategy for performance measurement, police agencies should consider the following:

- If only activity data is measured, this can lead to prioritizing numbers over outcomes

- When leaders fail to engage line staff in developing measurement metrics, this can lead to inaccurate or incomplete information regarding their activities

- Although most traditional crime meeting models have not done so, agencies should measure and monitor community perceptions of safety, crime, or agency performance

- The crime meeting system should include measuring individual and agency efforts in community policing, and problem-solving

(Shah, Burch, & Neusteter, 2018, p. 7)

Suggestions for Success

To help ensure the success of the crime meeting system, agencies should consider the following tips:

- The information used for the crime meetings must be current and provided in a timely manner; stale information is of little use.

- Any response or plan developed for addressing crime or other community problems must include a specific set of strategies; it is insufficient to simply throw resources at a problem. Part of the response process involves clearly identifying what staff members are expected to accomplish.

- The ability to rapidly deploy resources to address an issue is a critical element of the process. Leaders and managers must have access to personnel, and/or the ability to direct personnel to engage in activities that support the mission.

- It is also important to monitor the strategy deployed. Monitoring the agency response must include an analysis of whether the strategy produced the intended results, and what metrics can be produced to demonstrate this. If the strategy is not producing positive results, it will be necessary to adjust the response. (Godown, 2008)

- Developing performance measures (PMs) and key performance indicators (KPIs) should be a collaborative process that includes substantive involvement from those expected to perform the work. Equal attention should be paid to the inclusion of the community in this process, so that identified PMs and KPIs align with community needs and expectations.

(Shah, Burch, & Neusteter, 2018)

Operational Aspects

Although the following list is not all-inclusive, there are several operational aspects of crime meetings for agencies to consider as they develop their crime meeting system.

- Agenda: Crime meetings should follow a consistent and prescribed agenda. This is important to ensure continuity of the meetings and to clarify the progression of the meetings for anyone who may attend.

- Attendees: Although the list of attendees may vary, depending upon the scope and purpose of the crime meetings, attendance by command staff, and the agency head in particular, is vital to demonstrating executive buy-in. Once the base of attendees has been established, these meetings must take priority over all other work activity (except for true emergencies).

- Frequency: The regularity or frequency of crime meetings is an area that is widespread among agencies who conduct them, with weekly and bimonthly meetings being the most common. The interval for crime meetings should be considered and determined in conjunction with the intent and focus of the crime meetings.

- Length: As with frequency, meeting lengths vary greatly. Once the agency has identified the format, agenda, and purpose for these meetings, an appropriate timeline can be established. Meetings should be of sufficient length to manage the work to be completed, without being burdensome. Meeting lengths of one to two hours are commonplace. The agency may also wish to consider varied lengths for weekly meetings, with a larger scope meeting occurring monthly.

- Format: The agency should consider the format for the meetings, including who will moderate them. Additional items for consideration include how data will be presented and who will present it. This process might also vary from meeting to meeting, depending upon the area of focus.

- Minutes, notes, and follow-up assignments: The agency should assign a scribe to take meeting minutes, and to note any significant items, discussions, or developments from the meetings. Taking minutes and recording the activity of the meeting should include keeping track of any new assignments and documenting any reports on follow-up, based on assignments from the prior meeting or meetings.

- Communication: Minutes and all other pertinent information should be circulated throughout the agency following each crime meeting. This should be done in a timely manner, and prior minutes should be archived and stored for easy retrieval.

Section 4: Summary

Crime meetings can be important tools for agencies to use as part of an overall strategy to address crime and community problems and issues. Engaging crime meetings that integrate both predictive policing and ILP strategies can add depth to the crime meeting system, and help equip law enforcement leaders with the information and intelligence they need to guide decision-making and personnel deployments. A successful crime meeting system can provide numerous benefits that extend beyond the obvious and important aspect of reducing crime. These benefits can include improving organizational communication and critical thinking, developing positive relationships, and building and sustaining community trust. Despite the many benefits of developing and engaging crime meetings as a performance measurement system and as a strategic element of reducing crime, each police agency and community is unique. Accordingly, each agency should tailor its approach to meet its unique demands, while keeping in mind the foundational elements of these systems.

References

Godown, J. (2008). The compstat process: Four principles for managing crime reduction. *The Police Chief*, vol. LXXVI, no. 8, August 2009

LeCates, R. (2018). Intelligence-led policing: Changing the face of crime prevention, *The Police Chief*, October 2018

Navigating your agency's path to intelligence-led policing. (2009). U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. Grant# 2007-NC-BX-K001

O'Donnell, D., Wexler, C. (2013). Compstat: Its origins, evolution, and future in law enforcement agencies. U.S. Department of Justice, Bureau of Justice Assistance, Police Executive Research Forum

Reducing crime through intelligence-led policing. (2008). U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. Grant# 2008-DD-BX-K675

Shah, S., Burch, J., and Neusteter, S.R., eds. (2018). Leveraging compstat to include community measures in police performance measurement. Perspectives from the field. U.S. Department of Justice, Office of Community Oriented Policing Services. Grant# 2015-CK-WX-K013

Weisburd, C., Hinkle, J., and Eck, J. (2008). Effects of problem-oriented policing on crime and disorder. U.S. Department of Justice. Grant# 2007-IJ-CX-0045