

**An Assessment of the Culture, Community
Relations, Use of Force, Training, Disciplinary
Practices of the Police Department**

CITY OF NEWBURGH, NEW YORK

FINAL REPORT



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1. EXECUTIVE SUMMARY

In February 2013 the Matrix Consulting Group began the project to conduct an organizational effectiveness and efficiency study of the Newburgh Police Department. Introductory meetings, interviews, data collection, analysis, and review of interim deliverables occurred from February through June 2013.

The Newburgh Police Department provides a wide range of law enforcement services for 29,026 residents (U.S. Census Bureau 2011 estimate) and covering a land area of 3.8 square miles. The population of Newburgh has remained stable over the last 10 years. To provide law enforcement services in Newburgh, the Police Department is staffed with 74 sworn full time employees and 11 civilian employees for a total of 85 full time equivalent (FTE) positions. One Lieutenant is assigned to manage each of the three Divisions: Operations, Investigations and Administration.

After the initial meeting with the City Project Committee, the Matrix Consulting Group project team conducted interviews with 31 members of the Department and several other City officials, collected data relevant to this study to facilitate the analysis of all services provided by the Department, including patrol, investigations, records, training and technology.

Additionally, an anonymous employee survey was distributed to regular members of the Department and the project team received 35 responses, only a 41% response rate which is somewhat lower than typically seen in other police department studies conducted by the project team throughout the United States. The survey results served to provide a snapshot of employees' beliefs and perceptions, and also served to

supplement the project teams' understanding of the Department; a summary of the survey responses is attached as Appendix B.

Two community focus groups were also conducted in March 2013 and several other individual interview of citizens occurred which resulted in participation of nine community members; refer to Appendix C for details of their input.

This report is divided into the following chapters:

- Executive Summary
- Evaluation of Management of the Police Department
- Evaluation of Operations Division
- Evaluation of Investigations Division
- Evaluation of Administrative Division

Each chapter includes information, evaluation, analysis and appropriate recommendations for the different work units of the Department. In this analysis the project team evaluated the strengths of the organization as well as the areas where improvement may be warranted. In any organization such as the Newburgh Police Department there are many opportunities for improvement and in a study such as this one, the focus is most commonly on the areas needing improvement. In this report recommendations are only made when the project team has identified an area where a change should be made to improve function, practice or efficiency – cost efficiency, process efficiency or an improvement to the current business practice. Each recommendation is listed in the appropriate section in the body of the report and also summarized in a table later in this section.

Overall, NPD line level employees and managers alike expressed and exhibited a high level of commitment to the organization and service to the public, both in the individual interviews and in the employee survey. In any organization, the people working in the organization are the most valuable resources and their commitment and dedication to their job is the primary factor in providing high quality services to the community. The day to day dedication of all employees is a very positive factor in NPD's overall organizational performance, and is most visible when interacting and dealing with members of the public.

The table below lists all of the recommendations and/or improvement opportunities that are made in the various chapters and sections of this report.

Recommendations
Chapter 2 – Evaluation of Department Management
The Chief of Police should continue the efforts of his officers to regularly engage the community as a partner of the Department. These efforts should be documented in a report presented to the City Manager and Council as well as made public to demonstrate the positive efforts of the Police Department. Page 9
The Chief of Police should be tasked with developing a staff committee for the establishment of a formal strategic plan that includes a vision of what the NPD should be 3-5 years in the future, goals for improvement, and an action plan that defines each goal specifically, when it is to be accomplished, and who is responsible for completing the tasks. Page 10
The Chief and the command staff should be tasked with developing an integrated problem-identification process, including the use of crime analysis, that should be used to guide efforts in understanding and serving the community's needs. Page 14
The Chief should formally implement a Community Policing and Problem-Solving (COPPS) policy for the Department supported by training of personnel at all levels. Page 14
Modify the Response to Resistance form to only document a use of force incident occurred and refer to the police report for details. Page 16
Modify the Accident Investigation General Order, #O-012, Section IV, to clarify if the Accident Review Board findings and recommendations made to the Chief regarding officer involved accidents are advisory only or if they are binding on the Chief. Page 16
The Chief and the command staff must develop a system of data collection so that the response to meeting goals and objectives can be measured. Page 17
The Chief and the command staff must develop an internal and external performance reporting system based on these goals and objectives. Page 17

Recommendations
The Chief should establish a working committee to assess the personnel performance evaluation system and design, develop, and implement a system that is specific to the needs of the Department. Page 19
The Chief should be tasked with improving the personnel evaluation system which should include a methodology to prepare supervisors and managers to perform their functions successfully as well as assume the responsibilities of their supervisor when needed. Page 21
Continue to send Sergeants and Lieutenants to supervisory and management training programs but also identify other possible management training programs for executive level training of management personnel. Page 21
The Chief should direct improvements to the Internal Affairs process, including assigning a specific investigator to conduct the investigation; requiring a formal report; recorded interviews of the reporting party, witnesses and involved officers; a summary “check sheet” that clearly documents the date of each step in the investigation; copies of letters to the reporting party; and a “findings” form signed by the Chief. Page 30
The Chief and City Manager should initiate a review of applicable State law and City policy to determine exactly what information may be provided to the reporting party in an administrative investigation involving an officer. Page 30
The Chief should revise policy and implement a Discipline Decision Guide that is in accordance with the State laws and City policies, to include a disciplinary matrix that lists categories and examples of types of misconduct acts within each category similar to the disciplinary matrix and the definitions of discipline levels provided above. Page 30
The Chief should formalize the process that he uses to allow input from the management team so that it optimizes his foundation for making disciplinary decisions. Page 30
Provide a summary to all employees (semi-annually or annually) regarding the number and types of complaints received and the disposition of complaint investigations, including the discipline that was imposed, subject to state law. Page 30
Eliminate the practice of “command discipline” where an employee that is suspended is allowed to take vacation hours in lieu of the hours of suspension. Page 30
The Chief and his command staff should design and implement a plan that develops leadership capabilities within the Department. Page 33
The Chief and command staff should meet off site once per year for 2-day planning session that relates directly to meeting Department goals and objectives. This meeting may need to be facilitated by a third party for the first session. Page 33
The Chief and command staff should meet off site at least once per year with all supervisors to follow up the command staff off site meeting and develop action plans relating directly to the Department goals and objectives. Page 33
The Chief and command staff should meet every two months with the supervisors so that internal communications can be maintained. Page 33
The City should provide the necessary funds to make necessary repairs to the building to eliminate water leaks, provide for proper storage of business records and remove unwanted items. Page 35
Fund one additional Records Unit position – a full time position if funding can be obtained. Page 36
Volunteers should be sought to provide staff the front counter during normal business hours. Page 36
Chapter 3 – Evaluation of the Operations Division
The Chief and management team should be tasked with developing a shift trade policy with reasonable guidelines, and that does not allow employees to work 16 hours (two 8 hour shifts). Page 45

Recommendations
The Chief and management team should review leave usage by employees and develop a near term goal to reduce usage to 400 hours annually and a long term goal to reduce it to 350 hours or less. A companion recommendation, and directly associated with leave usage hours, is to reduce the number of "backfill" overtime hours used by the Department. Page 48
Annually review the attrition rate and if it remains near the 9% level plan to replace approximately 7 Officers per year and include sufficient resources in the budget to accomplish this need. Page 49
Set a goal to maintain a five year average attrition rate of 8% or less for police employees. Page 49
Continue to regularly review the number of community generated calls for service from the CAD data to determine the trend in community generated workload. Page 57
Evaluate the possibility of the Newburgh and the Orange County Communications Center CAD systems to track and report "call processing times". Page 57
Implement a call "Priority" system to classify the seriousness of incidents being reported to the Police Department. Page 57
Establish a reasonable "call processing time" goal for Priority 1 calls for service (e.g. 1 minute or less for 90% of the calls). Page 57
Establish a goal of responding to Priority 1 calls for service 90% of the time in fewer than 7 minutes of travel time. Page 57
Develop, implement, track and annually review Patrol plans to address crime activity and quality of life issues in Newburgh; these plans should be routinely implemented when "proactive time" is available. Page 62
Establish a City goal, depending on the level of service desired, of targeting either a 50% or 40% average "proactive time" level for Patrol services. Use this target goal as part of the information evaluated when determining the appropriate Patrol staffing level. Page 79
Annually review patrol staff workload for each four hour time block to review workload distribution and determine if some patrol staff should be redeployed to busier hours of the day; or if resources from other work units should be redeployed to Patrol. Page 79
Adopt a process to enhance delivery of patrol services during the periods when "proactive time" is available. The Patrol Lieutenant and Sergeants should coordinate the development of plans that identify specific tasks/projects that can be worked on or accomplished when "proactive time" is available during a shift. Page 79
Maintain the current staffing level of 40 Patrol Officer positions and make efforts to bring Patrol to full staffing by the end of 2014. Page 83
Review the Patrol workload for a second year (using calendar year 2013 CAD data) to determine the workload level demands and the level of Officer initiated activity; continue annual reviews of Patrol workload. Page 83
Chapter 4 – Evaluation of the Investigations Division
Maintain the number of general Detectives currently assigned as it is adequate to handle caseloads. Page 93
Continue the practice of participating in the Safe Streets regional task forces. Page 95
Seek to change the Narcotics Unit from its weekday shift to a more flexible one which includes more night and weekend hours. Page 95
Expand the Department analytical team capability so that the Crime Analyst and Intelligence officer are working more closely together. Page 95
Provide more secure storage of the keys to the Property Rooms. Page 97
Formalize quarterly Property Room audits in policy (General Order O-027) and complete written documentation of each audit conducted. Page 97

Recommendations
Chapter 5 – Evaluation of the Administrative Division
Evaluate the “Blotter” and case number filing system to ensure that the Records Unit can account for all reports written by the Police Department. Page 101

A more detailed explanation for each recommendation can be found in the body of the report.

2. MANAGEMENT OF THE POLICE DEPARTMENT

The Police Department is organized into three Divisions, each managed by a Police Lieutenant – Operations, Investigations and Administration. This chapter focuses on the issues associated with current management approaches in the Newburgh Police Department. In reviewing the management function of the Department, the project team focused on six aspects of current internal management:

- Department goals and definition of service to the community.
- Problem identification and determining community needs.
- Internal and external reporting of performance.
- Personnel management – evaluations, training, career development and succession planning, and discipline.
- Leadership, teamwork, and organizational culture.

The management assessment begins with the goals of the Department to define the service to the community.

1. ANALYSIS OF DEPARTMENT GOALS AND DEFINITION OF SERVICE TO THE COMMUNITY.

This section examines the NPD's approach to engaging the community in its planning process so that a partnership between the department and the community it serves is defined. With this process in mind, the Department should establish a strategic planning process that will be used to guide it through the completion of goals and actions that will formalize any change process in which the organization is involved.

(1) The Department's Process to Engage the Community Should be Defined and Implemented.

The NPD's stated obligation to the community may be found on their webpage and on the walls of the police headquarters:

"It shall be the mission of the City of Newburgh Police Department to provide the highest level of professional service to those who live, visit, work in, or travel through our community.

We will zealously protect life and property and promote individual responsibility and community commitment, while scrupulously safeguarding the rights of citizens and our police officers".

The project team interviewed the management team during the study regarding organizational management and how the Department provides services to the community, including how the needs and desires of the community are assessed. The Department engages citizens through normal patrol activities, including additional foot patrols, bar checks, and neighborhood checks following specific crimes. Additionally, officers participate in fairs and other community events. There are not specific processes in place where the Department is able to assess specific needs of the community. This issue was brought up by residents in both focus groups conducted by the project team in March when they expressed that the City needed more neighborhood outreach and contact by officers and a more visible presence.

The Chief supports his officers' attempts to be approachable by citizens at any time. First-line supervisors oversee all of these activities and they, along with the Officers on Patrol are the most visible face of the Department in the community. The Department also has a fairly comprehensive website available to the public where they can obtain various pieces of information and view a monthly detailed report of

Department activity, however, the last monthly report listed was from January 2013. The Chief has developed a weekly report that contains less detailed but relevant information for the public that will be regularly posted on the website in the near future. The names and phone numbers of the Chief, Lieutenants and other administrative personnel are listed for residents to be able to easily contact. Additionally, the complaint and compliment form is not listed on the Police Department website but it is available if one does a search for it, however, it is only available in English. Overall, the appearance is that the Department has a transparent approach to providing information to its citizens.

The above website statement describes how the Department in how it does the policing function but it does not address the issue of developing a partnership with the community without special interest or political influence. Having a process to develop community partnerships with various sectors of the community is a valid function that the Department should be doing. It appears that the Department has the intent to accomplish this but no formal process is in place.

Recommendation:

The Chief of Police should continue the efforts of his officers to regularly engage the community as a partner of the Department. These efforts should be documented and presented to the City Manager and Council as well as made public to demonstrate the positive efforts of the Police Department.

(2) The Department Has No Long Term Goals or Strategic Planning Process.

The project team found during its interviews with the management team that there are no formal departmental goals, nor is there a strategic planning process. The Police Chief has informal goals and expectations of his staff but no formal process of

implementing it, other than supervisory evaluations and officer conduct complaints that come to his desk. No annual goals have been set by the Chief or command staff for the Department.

Recommendation:

The Chief of Police should be tasked with developing a staff committee for the establishment of a formal strategic plan that includes a vision of what the NPD should be 3-5 years in the future, goals for improvement, and an action plan that defines each goal specifically, when it is to be accomplished, and who is responsible for completing the tasks.

2. PROBLEM IDENTIFICATION AND DETERMINING COMMUNITY NEEDS.

This section examines the processes that the Department employs to identify problems that exist in the community, determine the priority of those problems, establish a plan of action to address the problems, and assess the outcome of that plan.

(1) The Department Does Not Have a Clear Method of Identifying Community Issues / Problems.

The survey of employees indicates that there is a strong feeling that the Department provides a high level of service to the community (80%) but fewer employees believe that the Department meets the unique service needs of the community (66%). Interviews with managers do not indicate that community policing has been an important aspect of the service level in Newburgh. Currently, the Department uses an informal approach to identifying community issues and problems rather than a structured approach – which includes documentation and performance evaluation of the issues identified. The procedures that relate to identifying community problems basically involved the following:

- Review of crime and incident reports (both by managers and specifically by the Crime Analyst).

- Information from Dispatchers or Officers regarding areas/issues needing attention.
- Identification of individual issues as they occur.
- Information received through citizen contacts, at events or meetings.

The Department has crime analysis function within the Department and regular information is provided regarding crimes and crime trends. Information is shared at briefings attended by patrol officers, supervisors, and detectives. Problem-solving efforts are unstructured but tend to follow the process of identification of the problem, assignment of resources, and determination of the cause(s).

Some regular NPD tasks do relate to generic “community policing” by addressing quality of life issues (e.g. beat Officers spending time at schools, patrolling neighborhoods and specific areas of known crime problems, etc.) but they were not described as having been formally adopted through training processes in the Department. Additionally, only 40% of employees in the employee survey indicated a belief that community policing is a high priority for the Department.

The identification of community problems is a central responsibility for the Department. This should minimally include:

- A crime analysis function
- Community engagement with beat officers
- A community policing and problem-solving philosophy

One of the important items is the Crime Analysis function in the Department and Newburgh has a dedicated Crime Analyst. Although Newburgh has a crime analysis component, the informal system appears to be the predominate methodology in the PD.

Regular analysis of crime trends, calls for service and crime bulletins are produced by the analyst but a complete program requires a planned approach that is highly integrated with line level operations. Crime analysis relies on input from crime reports, case management, field interrogations, officer and detective intelligence, and community members as well as other sources that happen to be available. This information must be collected, analyzed, interpreted and distributed to be effective. The interaction between the analyst and the beat officer is of paramount importance to problem-solving efforts.

Crime analysis is a key component of problem identification in the community. The Crime Analyst should be an integral part of the crime and problem identification process along with the Department's management team. Several important functions are currently being done and the key tasks for this position include the following:

- Developing full knowledge of available computer systems to facilitate an understanding of the data that provide useful information.
- Creating a set of reports that are provided throughout the Department on a daily, weekly and monthly basis summarizing the occurrence of crime, accidents, reports, etc.
- Learning the skills necessary to identify trends and analyze linkages between people and events.
- Be able to respond to requests for information generated both inside and outside the Department.

Community engagement with patrol officers is the second component of the problem-solving method of policing. This can be accomplished by assigning officers to specific areas as permanent or long-term assignments. The officers get to know their beats and the members of the community through constant interaction. If this is

coupled with a formal process whereby the officers profile their areas of responsibility through a beat analysis procedure, the result is a well-informed cadre of patrol personnel who collect data from the community regularly. This is easily achievable in Newburgh with the relatively small geographic size and tenure of many of the Patrol staff.

Once the data is collected by various means, officers may use a problem identification process to develop a plan of action. One of the more common methods of problem identification is known as the SARA method (scan, analyze, respond, assess). This method is easy to train and implement.

Community policing is a philosophy of policing that may easily be combined with a problem-solving approach. This is referred to as Community Oriented Policing and Problem-Solving (COPPS). Community policing reflects collaboration between the police and the community in which problems are identified and solved. The Chief clearly interested in having a Department that is committed to a community policing philosophy, however an increasing management focus on it is needed in the organization so that the philosophy is clearly evident to line staff and guides their daily operations. The Department should begin to aggressively attempt to identify community issues or problems in a structured manner as this is one of the core principles of the COPPS program.

For any effective community policing approach, two components must be in place.

- Community partnership is one of two core components of community policing. This may be accomplished through officer-citizen interaction through neighborhood contact teams, town-hall meetings, and daily contacts by police

officers with the public. It is also imperative that supervisors, managers, and the Chief engage in these contact activities. Community partnership allows members of the community to be engaged and have some influence over which problems are dealt with by the police and which resources are utilized.

- The second component is problem-solving. This process has been described in the preceding paragraphs.

Documenting this process as Department policy will formalize it as an operational philosophy for the PD. These additional efforts will facilitate Department wide implementation and maintenance of crime analysis (resulting in “intelligence led” policing) and community policing in Newburgh.

Recommendations:

The Chief and the command staff should be tasked with developing an integrated problem-identification process, including the use of crime analysis, that should be used to guide efforts in understanding and serving the community’s needs.

The Chief should formally implement a Community Policing and Problem-Solving (COPPS) policy for the Department supported by training of personnel at all levels.

3. POLICIES AND PROCEDURES.

This section examines the processes that the Department employs to review, revise, develop, distribute and review policies and procedures that provide essential uniform guidelines for day-to-day Department operations.

(1) Current General Order Policies and Procedures Have Been Updated.

The project team reviewed the current key policies and procedures of the NPD that establish department policy and provide uniform guidelines for day-to-day operations. The points that follow describe the results from that review:

- The Department General Orders are continually updated, with reviews occurring every year.

- The Department Manual in place at this time appears to be comprehensive; however the contents of the manual are not structured by category.
- High-risk topics that are covered in the Department Manual include Response to Resistance (use of force), Sexual Harassment, Confidential Informants, Vehicle Pursuits, Discipline and Internal Affairs.
- A High-risk topic that is not included in the Department Manual is Racial Profiling/Biased Policing; however it is covered in the Rules and Regulations, the Field Training Program, and in-service training given to officers as required by law.
- The Department also requires a minimum of 21 hours of in-service training each year (General Order T-002) for sworn officers to ensure training needs are met.

The Response to Resistance policy provides sufficient and appropriate guidelines for officers in the use of force and deadly force. Documentation is required in the criminal report and also a separate Response to Resistance form must be completed and reviewed by a supervisor and management. The project team recommends that there only be one place where use of force is documented and that is in the police report. A second report could result in different/additional information that could possibly conflict with the first report and also is subject to be handled as a public record – the same as a police report. If the Department desires to report the incident on a Response to Resistance form it should not contain any details of what occurred but only refer to the police report for those details. A second policy that should be revised is the Accident Investigation General Order regarding the recommendations of the Accident Review Board. Current policy only states that if the Chief does not agree with their recommendations that they are to be reconsidered by the Board. The policy should be clarified that the Accident Review Board findings are either advisory only (the Chief makes the final determination) or are binding on the Chief.

The Department has done a good job reviewing policy and keeping it up to day and should continue the same procedure in the future.

Recommendations:

Modify the Response to Resistance form to only document a use of force incidents occurred and refer to the police report for details.

Modify the Accident Investigation General Order, #O-012, Section IV, to clarify if the Accident Review Board findings and recommendations made to the Chief regarding officer involved accidents are advisory only or if they are binding on the Chief.

4. INTERNAL AND EXTERNAL COMMUNICATION AND REPORTING OF PERFORMANCE.

Presently, only informal meetings during the day, meetings relating to a specific issue or problem, bulletins and e-mails are used by management to keep employees informed of organizational issues. A management meeting, with a formal agenda, between the Chief and Lieutenants should occur every week for the purpose of information sharing, review of organizational and personnel issues, progress reports on major cases/issues, and development of plans/tasks to accomplish and a review of items still unresolved.

Additional, key meetings with other staff need to be used to produce accountability and to optimize Department performance. These include less frequent “all supervisors” meetings that relate directly to Department goals and objectives, including Division, Unit or individual goals. Management has the overall responsibility to ensure that accountability mechanisms are in place throughout the organization.

Internal reporting of performance is conducted through the use of the Uniformed Crime Reports (UCR), crime statistics, and a monthly report to the City Manager. The

Chief meets with the City Manager and other Department heads once each week for the Executive Team meeting and also meets with the City Manager individually to discuss departmental issues as well as on an as-needed basis.

The monthly report to the City Manager provides a wide variety of Police Department information and statistics regarding calls, problem areas, number of citations issued and arrests made, crime statistics, grant information, etc. The document is photocopied and on some pages the information listed is too small to read. The information presented in the monthly report is very detailed but it would take the City Manager or Council member an hour or more to review the report and determine what information may be important to them. A monthly report from the Chief to the City Manager is a very good idea but it should have a consistent monthly focus relating to established organizational goals and performance measures, including a one or two page 'executive summary' of the report. The Chief and City Manager should meet to determine what information is desired by the City Manager and Council to be reported on a monthly basis.

While it is important for the Chief to work with the City Manager and Council regarding expectations, it is imperative that the Department determines how it best serves all stakeholders. This may be accomplished by establishing a strategic plan that incorporates input from the manager, council, community and Department employees.

Recommendations:

The Chief and the command staff must develop a system of data collection so that the response to meeting goals and objectives can be measured.

The Chief and the command staff must develop an internal and external performance reporting system based on these goals and objectives.

5. PERSONNEL MANAGEMENT – EVALUATIONS, TRAINING, CAREER DEVELOPMENT AND SUCCESSION PLANNING, AND DISCIPLINE.

The project team reviewed personnel management procedures used by the Department. In reviewing these systems the project team focused specifically on four aspects of personnel management.

- Performance evaluations of officers, supervisors, and managers.
- Training of management personnel, including the Chief of Police.
- Career development and succession planning for management personnel.
- Disciplinary measures.

The next several sections evaluate the personnel management systems in the Department.

(1) Performance Evaluations Should Be Redesigned to More Adequately Address Areas for Improvement for Employees Being Evaluated.

The evaluation process is not simply a means of describing employee behavior and skills in performing the job, but also may be used to identify and highlight training needs, provide a platform for employee improvement, establish career development paths, and act as a barometer for potential problem behaviors. This cannot occur, however, unless the evaluation instrument actually demonstrates the specific responsibilities and role of the employee being evaluated. The evaluation instruments used by the Department do not qualify as such. The primary performance evaluation form is used for patrol officers and detectives. The other sworn evaluation form is one for all supervisors (Sergeants and Lieutenants). As all of these roles are significantly

different, individual forms should be designed and used. The following summarizes the existing performance appraisal system for sworn personnel:

- The performance evaluation for police officer and detective cover the categories of General Order Knowledge; Appearance, Administrative Tasks; Attitude and Interaction with Citizens and Co-Workers; Investigative Skill; Tactics; Performance (low stress and high stress situations; and Quality of Work.
- Three ratings are listed for each category: Below Standard, Equal to Standard, Exceeds Standard; brief ratings standards are provided for each category. A “Supporting Comments/Specific Goals for Improvement” box is provided for the raters comments.

Because the performance evaluation for Officer is the same as for Detective its effectiveness as a personnel tool is diminished.

- The performance evaluation for supervisors is used for both Sergeants and Lieutenants. The form covers important categories, including: Plans and Organizes Efforts; Maintains Proper Record Keeping and Control; Has Ability to Lead, Inspire and Motivate; Has Clear Written/Oral Expression; and Exercises Proper Judgment and Decision Making. It is lacking:
 - Any mention of community policing or clear reference to problem-solving abilities.
 - A specific evaluation of law enforcement management skill.

Again, because the performance evaluation for Sergeant is the same as for Lieutenant, its effectiveness as a personnel tool is diminished.

Evaluation forms are an important feedback mechanism for all employees and should provide the format for current assessment of performance and formal supervisory input to the employee which is one part of the career development for employees.

Recommendation:

The Chief should establish a working committee to assess the personnel performance evaluation system and design, develop, and implement a system that is specific to the needs of the Department.

(2) Training, Career Development and Succession Planning.

Advanced training for law enforcement employees and managers is critical to the effective functioning, ethical behavior, future development and overall health of the organization. Perishable skills training for line level personnel are important and necessary to provide basic police services. Advanced training courses for development of upper management are typically longer courses that result in more time away from the workplace and also more work for the individual attending but are critical for the organization to develop progressive managers. Outside training is important to maintain an outward focus, develop effective problem solving abilities and relationship skills. The Department participates in advanced training programs sponsored by the State and also the FBI National Academy to meet these needs.

Career development and succession planning are generally informal processes in the Department but the importance of career development and succession planning are very important and must not be overlooked. Supervisors and managers must be able to step into the next higher level of the organization in the event a vacuum occurs. This will maintain stability and consistency in times of chaos.

There is not a formal mentoring program in the PD with identified/trained mentors to expose interested Officers and Sergeants to the role, responsibility and duties of the next higher rank. This type of mentoring program is just one method that encourages and allows personnel to gain experience in a setting that promotes discussion of organizational roles and career development. Establishing a mentoring program is one of several steps the Department should take to support career development and succession planning, other steps include:

- A proper evaluation system should be put in place.
- Appropriate manager and supervisor training programs must be maintained.
- An effective communications system that allows supervisors and managers to understand and be part of important decision-making process should exist.

Recommendations:

The Chief should be tasked with improving the personnel evaluation system which should include a methodology to prepare supervisors and managers to perform their functions successfully as well as assume the responsibilities of their supervisor when needed.

Continue to send Sergeants and Lieutenants to supervisory and management training programs but also identify other possible management training programs for executive level training of management personnel.

(3) Discipline Guidelines and Decisions Are Unstructured.

The discipline system in the Department Manual defines wrong-doing in the Department's Code of Conduct (General Order A-031) but does not list the possible outcomes (e.g., suspension, demotion, termination, etc.).

Internal Affairs (IA) investigations and discipline is handled at the Chief's level (General Order A-014), but often with input from his command staff. The Administrative Lieutenant is responsible to keep the IA files and has the role as the primary IA Investigator but not infrequently the Chief will also conduct a portion or most of an IA investigation. The project team reviewed the 2006 thru 2012 IA files; summaries of the 2006-2009 cases were reviewed and for the 2010-2012 cases the individual file for each case was reviewed.

The table on the following page provides the summary of the type of complaint that was filed, investigated and findings made by the Chief.

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Type of Complaint	2006	2007	2008	2009	2010	2011	2012
Improper Conduct	26	35	23	13	16	6	19
Excessive Force			1	2	1	2	
Harassment / Profiling			1	1			1
Improper Search / Act			4				
Total	26	35	29	16	17	8	20
Findings							
Not Sustained	8	4	9	13		2	8
Sustained	5	3	3	1	4	2	1
Exonerated	4	8	4			2	
Not Founded	6	12	1	2	10	1	5
Policy Failure			1				
Counseling						1	5
No Disposition	3	3	9		3		
Open							1
Mediated			2				
Closed		5					
Total	26	35	29	16	17	8	20

The highest number of complaints received was during 2006-2008 and the fewest number of complaint investigations occurred in 2011.

The majority of the 45 internal affairs complaint files (2010-2012) reviewed by the project team were complaints about officer(s) rudeness, attitude or language. Other complaints were regarding improper treatment, improper search, minor conduct issues, not following proper procedure, improper detention of a person, and poor handling of the incident they reported to the PD (e.g. not arresting someone, not believing the reporting party). There was one complaint relating to bias and, as noted above in the table, three complaints for excessive force (none major or significant uses of force).

The project team also reviewed the files to determine the race or nationality of

the complaining party, as completed by the reporting party on the hand written complaint form (self identified)¹.

Race of Complainant	2010	2011	2012	%
Black	4	3	8	33.3%
Hispanic	5	2	3	22.2%
White	6	1	3	11.1%
Mixed	1		4	11.1%
Unknown (not listed)	1	2	2	22.2%
Total	17	8	20	100%

The project team's review of the 2010-2012 case files revealed the following:

- Generally the case files were not well organized or documented as to the intake, investigation and findings of the investigation; some case files contained information on "post-it" notes; the date of the investigative report was not listed; the signature on several investigative reports was not legible; in one case the assigned investigator made a "sustained" finding but the case was also listed as "closed".
- A summary sheet documenting the steps of the investigation was not in the files.
- Many cases did not contain a formal statement from the subject officer, either written or tape recorded and transcribed.
- The files did not consistently contain routine paperwork (e.g. a 'first' letter to the reporting party notifying them the complaint was being investigated; a 'second' letter to the reporting party notifying them the complaint investigation has been completed)
 - For 2010 cases 5 'first' letters and 7 'second' letters were not in the files
 - For 2011 cases 1 'first' letter and 1 'second' letter was not in the file
 - For 2012 cases 4 'first' letters and 4 'second' letters were not in the files²
- For many of the cases it was not clear who the investigated the complaint.

¹ Approximate demographics in Newburgh are 48% Hispanic, 28% black, 20% white, and 4% other.

² The absence of a letter from the case file does not necessarily mean that the letters were not sent; a citizen interviewed by the project team provided paperwork for a complaint they had made and the 1st letter was included with this paperwork but was not in the PD case investigation file.

- One case file contained a complaint form written in Spanish without a companion English translation.
- The race of the reporting party is interesting to track but does not reveal any significant information.

The ‘first’ letter mentioned above is a letter from the Chief, acknowledging the complaint has been received and that an investigation is in process. This letter is appropriate and provides adequate information. The ‘second’ letter, sent to the reporting party at the conclusion of the investigation states (with minor wording changes in the several letters viewed) the investigation “was handled as a formal Department internal investigation into the conduct of this officer. The results of this investigation and actions taken, if any, against the officer in question are confidential under Article 50a of the New York State Civil Rights Law³. Therefore I cannot offer any further information regarding the outcome of this investigation. However, the complaint has been handled internally. I want to thank you for bringing this matter to my attention. We expect all of the officers of this Department to present themselves in a professional and courteous manner at all times and we will tolerate nothing less.”

A reading of the law states that all “personnel records used to evaluate performance toward continued employment or promotion, under the control of any police agency.....shall be considered confidential and not subject to inspection or review without the express written consent of such police officer.....except as may be mandated by lawful court order⁴.” It is not clear to the project team if this law, or controlling case law, or other City regulations prohibit information being provided to the reporting party whether or not the complaint was sustained, not sustained, unfounded or

³ Actually Article 5, Section 50-a

⁴ New York Civil Rights Law, Article 5, Section 50a1

officer conduct exonerated. The project team is aware of other law enforcement agencies in New York State that do provide similar information (but not if discipline was, or was not imposed) to the reporting party at the conclusion of the investigation. The project team recommends that this issue be reviewed by the City Attorney or other competent counsel to determine what specific information may be provided to the reporting party on administrative investigations. Providing additional information regarding the actual finding to the complaint's issue is important to a person making a complaint, as voiced in the focus groups conducted by the project team and in individual interviews of citizens, and is an indication of the openness and transparency of an organization. The project team recommends police agencies be as transparent as possible within the confines of the law and City procedure.

Officers and the overall organization also benefit from information regarding conduct and consistency of standards being upheld in the organization. One way to do communicate this is to provide a summary to all employees (semi-annually or annually) regarding the number and types of complaints received and the disposition of complaint investigations, including the discipline that was imposed, if allowed.

Overall, the IA investigations process and case files documentation and maintenance need significant improvement. An investigator should be assigned by the Chief on each investigation and a formal investigation conducted and report written documenting the investigation. The case file should contain paperwork that clearly shows all the dates and steps that were taken in the course of the investigation, the name of the assigned investigator, written and/or tape recorded documentation of the statements of the reporting party, witnesses and involved Officers.

After the investigation is completed the Lieutenants and the Chief may discuss the case and the issues but the Chief will make the final decision. NPD policy does not have specific guidelines that describe how discipline may be applied to incidents by category. This open-ended approach to decisions regarding discipline can lead to unequal discipline being administered and the perception of bias in the process. The employee survey indicates that this perception exists as only 32% of the employees agree that discipline is fair and consistent with an additional 34% of respondents giving a “neutral” response to this question. However, it must also be noted that 71% of employee respondents agreed with the general statement “I am treated fairly by the Police Department”.

The most effective means of handling this issue is two-fold, a “Disciplinary Decision Guide” and proper communications between the Chief and his command staff. All police chiefs want to provide clear expectations for their employees and discipline that is consistent and fair. Most police agencies struggle with this issue and spend a lot of time and energy trying to resolve conflicts related to IA issues. Most do not have clearly defined discipline or sanctions for prohibited behavior. In almost all agencies the Chief makes the final determination of discipline, and different Chiefs have different standards as well as specific types of misconduct that they believe warrant more or less severe discipline. Changing administrations make providing a consistent message to line level employees of what discipline will result from particular prohibited behavior is difficult, especially over a time span of ten years – where it is not uncommon to have three or more Police Chiefs head an organization.

Adopting a disciplinary guideline that lists the discipline that will result from prohibited behaviors is a model that is attracting more discussion and gaining ground in law enforcement agencies nationally. The project team believes that a Disciplinary Guide or “disciplinary matrix” is consistent with progressive discipline, and guidelines that provide ranges of discipline are beneficial to both management and employees. The guidelines provide information for the employee prior to an incident and inform them of the possible discipline that could be imposed by the Chief for different levels of “sustained” misconduct. Likewise, they assist command staff in knowing the parameters of discipline that may be imposed, absent exigent circumstances.

Offense Class	First Offense		Second Offense		Third Offense	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
1	N/A	Supervisor Counseling	N/A	Written Reprimand	Supervisor Counseling	1 Day Suspension
2	Supervisor Counseling	Written Reprimand	Supervisor Counseling	1 Day Suspension	Written Reprimand	3 Day Suspension
3	Supervisor Counseling	1 Day Suspension	Written Reprimand	3 Day Suspension	1 Day Suspension	5 Day Suspension
4	Written Reprimand	3 Day Suspension	1 Day Suspension	5 Day Suspension	3 Day Suspension	10 Days or Demotion*
5	1 Day Suspension	10 Days or Demotion	3 Day Suspension	10 Days or Demotion	10 Days or Demotion	Termination
6	10 Day Suspension or Demotion ⁵	Termination	10 Day Suspension or Demotion	Termination	Termination	N/A
7	Termination	N/A	N/A	N/A	N/A	N/A

The above “offense class” levels, and corresponding misconduct examples, could also be modified to fewer levels – using, for example, the current levels listed in Addendum A, Section 3: Written Reprimand Violations, Suspension (One Day) Violations, Suspension (One Day or More) Violations, Extreme Policy Violations. The

⁵ Demotions only apply to Sergeants or above.

levels listed in the matrix above range from minor misconduct, level 1, to level 7, which is the most severe policy or misconduct violation. Throughout the policy manual, the “Offense Class” is listed wherever a prohibited act is defined. Listed below are examples of the types of prohibited conduct in each of the “offense class” levels.

- Class 1
 - not prepared for duty
 - conducting personal business on duty
 - leaving the city without authorization
 - failure to provide name and ID number to any person
 - meal or coffee break exceeding allowed time
 - becoming inappropriately involved in a neighborhood dispute while off duty

- Class 2
 - unexcused tardiness
 - failure to report for court
 - neglect or inattentiveness to duty
 - criticizing the instructions of a supervisor
 - speaking critically of the nationality, race, sex or beliefs of another person while on duty
 - losing or damaging Department property
 - using position as a Department employee to seek favors

- Class 3
 - sleeping on duty
 - use of rude or insulting language or conduct offensive to the public or Department employees
 - failure to properly complete an investigation and necessary reports
 - failure to properly process property or evidence
 - feigning illness/injury for the purpose of escaping duty or assignment
 - failure to submit reports within time limits
 - failure to properly perform required supervisory responsibilities
 - failure to comply with policies, orders, regulations when such violation does not involve a misuse of authority or an ethical offense and has minimal adverse impact on public safety or the professional image of the Department

- Class 4
 - failure to obey a direct and lawful order
 - absent from duty without approved leave
 - failure to respond to an assigned call for service
 - failure to take police action when necessary
 - failure to report illegal or detrimental activity of another employee

- accepting or soliciting money or any gratuity for performing job duties
 - through carelessness or omission creating or causing to be created a false, inaccurate, or misleading departmental report or record
 - failure to comply with policies, orders, regulations when such violation involves a misuse of authority or an ethical offense and/or creates a clear, serious adverse impact on public safety or the professional image of the Department
- Class 5
 - knowingly issuing an unlawful order
 - willfully damaging Department property
 - concealment, falsification, destruction, removal, tampering with or withholding property or evidence
 - knowingly making a false statement or entry in any departmental report, record, application, interview, hearing or judicial proceeding
 - driving intoxicated while off duty
 - failure to comply with policies, orders, and regulations, when such violation involves a misuse or abuse of authority, or an ethical offense and/or creates a clear, serious adverse impact on public safety or the professional image of the Department
- Class 6
 - failure to reply truthfully to any questions or requests for information in any investigation, hearing, or procedure
 - Accepting or soliciting a bribe or gratuity for permitting an illegal act
 - Illegal use of drug(s) prescribed by a physician
 - failure to comply with policies, orders, regulations when such violation involves untruthfulness or ethical offenses, or offenses that create or potentially create a critical adverse impact on public safety or the professional image of the Department
- Class 7
 - abandonment of position
 - commission of a felony
 - driving on duty with the presence of an alcoholic beverage in his/her system
 - willfully under the influence of illegal drugs

This is not a comprehensive list of misconduct, but some specific examples of the different “classes” or levels of misconduct. A list of misconduct should not attempt to be comprehensive in trying to document all of the specific acts of misconduct, but rather provide sufficient examples of the types of conduct that fit into that level.

Currently, when discipline is given to an officer involving a suspension of one or several days the officer has the choice of using vacation hours to satisfy the number of suspension hours imposed as discipline; this is referred to as “command discipline”. The project team believes this practice is not consistent with best practices and as part of an effective personnel accountability and disciplinary system. The practice of “command discipline” should be eliminated. If an employee’s misconduct rises to the level of receiving a suspension from work he/she should not be able to use vacation hours to escape consequences of the discipline.

Recommendations:

The Chief should direct improvements to the Internal Affairs process, including assigning a specific investigator to conduct the investigation; requiring a formal report; recorded interviews of the reporting party, witnesses and involved officers; a summary “check sheet” that clearly documents the date of each step in the investigation; copies of letters to the reporting party; and a “findings” form signed by the Chief.

The Chief and City Manager should initiate a review of applicable State law and City policy to determine exactly what information may be provided to the reporting party in an administrative investigation involving an officer.

The Chief should revise policy and implement a Discipline Decision Guide that is in accordance with the State laws and City policies, to include a disciplinary matrix that lists categories and examples of types of misconduct acts within each category similar to the disciplinary matrix and the definitions of discipline levels provided above.

The Chief should formalize the process that he uses to allow input from the management team so that it optimizes his foundation for making disciplinary decisions.

Provide a summary to all employees (semi-annually or annually) regarding the number and types of complaints received and the disposition of complaint investigations, including the discipline that was imposed, subject to state law.

Eliminate the practice of “command discipline” where an employee that is suspended is allowed to take vacation hours in lieu of the hours of suspension.

6. LEADERSHIP, TEAMWORK, WORK ENVIRONMENT AND ORGANIZATIONAL CULTURE AND HIRING PRACTICES.

This section will focus on the overall operating principles and needs of the Department.

(1) Leadership Practices in the Department Appear Random.

The employee survey demonstrates a problem with a clear vision and direction for the future. Only about one third (34%) of the employees agree that the vision and direction are clear. However, 74% of employees indicated that the Department has set high expectations for them for their job; 71% believe that their supervisor listens to them and treats them fairly, and 86% believe they are treated fairly by the Department. From the interviews conducted by the project team, review of documents and evaluation of policy, one cannot make a definitive evaluation of the quality and quantity of leadership practices in the organization, as a significant component of leadership is personal interaction with employees over a protracted period of time and how routine decisions are made in the Department. The decision making process should be consistent throughout all work units of the Department at the supervisory level but this is often hard to achieve in a police organization. In addition to obtaining a decision from a supervisor, an employee also has informal access to the Chief, as he has an open office policy and is clearly approachable in the building. This may lead to members of the Department bringing problems and issues directly to the Chief that should be handled by supervision or mid-management. If this happens the authority of those ranks is diminished and clear decision-making may be replaced with reactive or 'hallway' decisions.

Leadership within the organization appears to be random and not coordinated among the executive management team, given the lack of meetings and opportunity to receive direction from the Chief. It is important to develop a consistent philosophy and decision making process at the management level that is known to all supervisors and applied in all work units in the Department. The Department needs leadership at all levels as the community looks to the police for leadership. While the Chief may be the visible face of the Department, leadership is something that should prevail at all levels of the organization.

(2) There Is No Formal Departmental Process For Team Building.

An organization that has leadership works as a team and teamwork most frequently occurs when meetings are held regularly and have specific objectives to meet. In this way, the group can coalesce into a team as they discuss and work together to obtain desired 'on the job' results. In Newburgh the Police Department does have meetings and people do work together. Regular meetings that the Chief has with Department members and the City include:

- Staff meeting with the managers approximately one to two months that are open to Department members.
- City department head meeting every week.
- Meetings with the City Manager weekly or as needed.

As they are designed, none of these meetings have much of a chance of inspiring teamwork. These meetings may be needed to share information or to engage in problem-solving at a superficial level. What is needed is a planned effort for members of the Department to come together for the specific purpose of solving long-

range problems and reaching Departmental goals and objectives, in addition to the meetings the presently required.

Teamwork is most often evident in police organizations at the work unit level (e.g. Patrol Squad) as it is developed in routine daily activities where Officers depend on each other for assistance in handling calls for service and watching out for each other's safety when in dangerous or potentially dangerous situations. This commonly occurs in police departments and results in an appreciation for fellow Officers and Sergeants that one works with everyday. This is reflected in the employee survey where 80% of employees felt that they are treated with respect "by the other employees I work with everyday". This is consistent with the information provided to project team members during individual interviews of employees.

Recommendations:

The Chief and his command staff should design and implement a plan that develops leadership capabilities within the Department.

The Chief and command staff should meet off site once per year for 2-day planning session that relates directly to meeting Department goals and objectives. This meeting may need to be facilitated by a third party for the first session.

The Chief and command staff should meet off site at least once per year with all supervisors to follow up the command staff off site meeting and develop action plans relating directly to the Department goals and objectives.

The Chief and command staff should meet every two months with the supervisors so that internal communications can be maintained.

(3) The Police Building is in Significant Need of Repair to Provide a Positive Workplace Environment for Employees.

A well maintained work environment is an important factor in developing and maintaining a positive atmosphere for employees and also for the public that visits the

police facility. The Newburgh police building needs basic repairs and maintenance to come up to the general standards of what is commonly referred to as “Class B” office space. The interior of the building is in need of painting, bathroom fixture replacement and replacing all flooring. File boxes, old furniture and other items are stored in hallways and various locations throughout the building and should be discarded or removed to a proper storage facility. The most significant improvement needed was reported by many employees as water leakage from the roof when it rains. An area in the men’s locker room is referred to as the “flood zone” as standing water from the leaks pool an inch or more for days or weeks at a time and during these times Officers report that they must stand on top of benches to dress for work.

A significant majority, 83%, of employees responding to the survey rated the police facility as “poor”. The Police Department does not have control over making these repairs as City funds must be budgeted to improve the facility and bring it up to reasonable building standards to provide a positive workplace environment for its employees. The poor condition of the police building is likely one of the reasons that only 3% of employees responding to the survey believed the City Administration and City Council viewed the Police Department as a high priority, and 77% answered that the PD was not a high priority for the City.

The public areas of the facility are also in need of both physical improvements. When one comes to the Police Department there are no public parking spots in the parking lot – all are reserved for police vehicles and employee parking. When one goes into the headquarters lobby it is likely that no one will be there to greet the person as it is not regularly staffed, unless a volunteer is working or the Records Clerk (whose office

is adjacent to the front counter) is present and not busy with her normal work tasks. What one does see is a hand written note taped to the wall that states you are being watched on video and someone will come out and help you. If there is not a volunteer working and the other staff are busy the person could possibly be waiting many minutes and not even know if someone knows they are in the building to conduct business. These two items would lead many people, including the consultant, to perceive that the Newburgh Police Department is not easily accessible to members of the public and does not place a high priority on serving the public at the front counter. The budgetary cutbacks suffered by the Police Department have resulted in a reduction of civilian personnel which is obviously a factor in front counter service. However, a possible solution is the solicitation of additional volunteers to greet the public and staff the front counter during normal business hours. Volunteers are a reasonable way to assist full time staff but an additional full time employee, or half time employee if funding cannot be obtained, in the Records Unit is needed. This person could assist front counter staffing and also train and manage the volunteers that are found and willing to assist at the front counter.

Additionally, at least two parking spaces should be set aside for members of the public or free street parking should be allowed at several spaces in front of the police building on Broadway.

Recommendations:

The City should provide the necessary funds to make necessary repairs to the building to eliminate water leaks, provide for proper storage of business records and remove unwanted items.

Fund one additional Records Unit position – a full time position if funding can be obtained.

Volunteers should be sought to provide staff the front counter during normal business hours.

(4) Organizational Culture of the Police Department.

A healthy organization is one that fosters innovation, looks to the future, self-assesses, and solves problems among other things. One question in the employee survey specifically addressed this issue by asking Department members to respond to the statement “There is a positive organizational culture at the PD”, only 17% of employees agreed with the statement and significantly 49% disagreed with that statement. While many employees in the Department are dedicated to public service and to providing excellent police service, overall the Department may be moving away from these positive characteristics. There are several reasons for the source of this change – some members suggested that the City has not backed the Police Department during difficult times (e.g. the officer involved shooting in 2012), lack of pay raises and reduction in staffing, which has resulted in a feeling that the Police Department is not appreciated for its work in the community. More significantly, some members report that there is an “us against them” mentality among some officers, both toward the City leaders and the community.

Department employees expressed that they felt the Department is trying to provide good services to the community but a level of frustration has built up over the years regarding these issues and it has affected the whole organization. Additionally, they do not see the likelihood of any improvement in the near future. No mention was made of any attempts by Department or City management to address these issues.

These are very significant issues of concern that the Chief, management staff and City leaders must address and take steps to resolve. It is very important for the Department to ensure that these positive characteristics mentioned at the beginning of this section continue to be practiced during difficult times such as NPD has experienced over that last several years. Concern over these issues has become a significant morale factor but it should not be an excuse for a lack of organizational progress. Clear and focused leadership that is expressed and resonates with the line level is critically needed to keep the Department moving forward during these difficult times.

Questions were also asked regarding the issue of racial or cultural bias within the Department, either toward the public or other members of the PD. All members expressed that they believe that they, and other Department members, treat each other with respect and that people in the Department “get along” with each other. This viewpoint is supported by the anonymous survey that 80% of employees felt they are treated with respect by “the other employees I work with everyday”. Additionally, members expressed that they initially treat citizens professionally and with respect when interacting with them, and if a conflict develops with someone at a call for service, it is because of the nature of police work in dealing with people that are already upset or angry before the police arrive on scene. Conflicts do occur because the person wants the police to solve their problem and solve it in a way that is favorable to them. These conflicts are the result of the specific circumstances of the incident that may result in bad attitudes and disrespect, but it is not an Officer’s racial bias against the person. All employees asked about this issue, specifically members of ‘minority’ racial groups, felt

that if there was racial bias within the Police Department in the past, it has not existed for many years.

(5) Hiring Practices of the Police Department.

Over the last several years the Department and City Civil Service have worked together to attempt to hire high quality employees and also attempt to have the demographics of the Police Department employees more closely reflect the demographics of Newburgh. The City of Newburgh demographics⁶ and the current demographics of the sworn members of the Police Department are show in the following table.

Race	PD Employees	PD Percent	City %
Black	5	6.8%	28%
Hispanic	15	20.3%	48%
White	53	71.6%	20%
Other	1	1.3%	4%
Total	74	100%	100%

The City demographics are approximately 80% Black, Hispanic or Other races/nationalities but only represent 28% of sworn police employees. As mentioned above, the Police Department and City have taken steps to provide a balanced workforce. The table below shows the number and ethnic makeup of the sworn Police Department employees hired between 2008 and 2012.

Race	PD Employees	PD Percent
Black	1	6.3%
Hispanic	8	50.0%
White	7	43.8%
Total	16	100%

⁶ "Population and Ethnicity by Census Tract 2010" map and data, City of Newburgh April 8, 2011.

Out of the 16 people hired by the City in the last five years 9, or 56% are from the Black or Hispanic ethnic groups. Additionally, one of the 16 persons hired was a female, bringing the Department total number of sworn females to 5 (7% of employees).

The last recruitment and hiring process occurred in November 2010 and the list is valid for four years, until 2014. The Department and City are planning the next hiring process to begin in November 2013, in anticipation of completing the process by November 2014 when the old list expires. Two hiring lists are maintained – a “regular” list and a Spanish speaking list and both lists give preference to City residents.

It is always important when recruiting police officer candidates and hiring police officers that the same high standards are applied to ensure a high quality workforce for the community. The results of the processes over the last five years have allowed NPD to make significant progress toward becoming more representative of the residents in Newburgh and should be continued.

This chapter has analyzed and discussed a variety of areas and made several recommendations. The table on the following pages outlines the steps outlined in this chapter regarding the suggested steps to take in managing the Department.

MANAGEMENT RESOLUTION IMPLEMENTATION PLAN

Management Issue	Action Items	Priority	Responsibility	Due Date
Analysis of Department Goals and Definition of Service to the Community				
A formal report to the City Manager, City Council and the public documenting the efforts of the Department to engage the community does not exist.	<ul style="list-style-type: none"> Establish a formal report that is distributed to the City Manager, City Council and public. 	L	Chief and command staff	
The Department has no Long Term Goals or Strategic Planning Process.	<ul style="list-style-type: none"> Develop a staff committee to establish a formal strategic plan that includes a vision, goals, and objectives 	H	Chief	
Problem Identification and Determining Community Needs				
The Department has no Clear Method of Identifying Community Problems.	<ul style="list-style-type: none"> Develop a crime analysis process Develop a community problem identification process Implement a COPPS philosophy for the Department 	M M M	Chief and command staff Chief and command staff Chief	
Internal and External Reporting of Performance				
There are no formal established internal or external performance objectives	<ul style="list-style-type: none"> Develop a system of data collection regarding meeting goals and objectives 	M	Chief and command staff	
There is no formal system to report internal and external performance reports.	<ul style="list-style-type: none"> Develop an internal and external performance reporting system 	M	Chief and command staff	
Personnel Management – Evaluations, Training, Career Development and Succession Planning, and Discipline				
Performance evaluations do not reflect individual roles of employees being evaluated.	<ul style="list-style-type: none"> Establish a working committee to assess the personnel performance evaluation system 	M	Chief	
Career development and succession planning has not been formalized.	<ul style="list-style-type: none"> Develop a system for career development and succession planning 	L	Chief and command staff	

CITY OF NEWBURGH, NEW YORK

Final Report on an Assessment of the Culture, Community Relations, Use of Force, Training and Disciplinary Practices of the Police Department

Management Issue	Action Items	Priority	Responsibility	Due Date
Discipline decisions should be more structured and adhere to a standard process.	<ul style="list-style-type: none"> • Implement a Discipline Decision Guide • Adhere to a formal discipline process that allows input from the management team as a standard procedure. 	H M	Chief and command staff Chief	
Leadership, Teamwork, Workplace Environment and Organizational Culture				
The Department appears to approach leadership as a random process.	<ul style="list-style-type: none"> • Implement and develop a plan that develops leadership capabilities within the Department 	H		
The Department does not have a teambuilding process for planning the future, identification of issues, and overall assessment of the organization.	<ul style="list-style-type: none"> • Implement yearly off site management planning sessions • Implement yearly off site supervisor/management planning sessions • Maintain strict schedule of monthly meetings between supervisors and management team. 	H H H	Chief Chief Chief	
The Police building is in need of repair and upgrading.	<ul style="list-style-type: none"> • Repair the roof so that it does not leak. • Provide proper and sufficient storage for items in hallways; paint, replace flooring and necessary fixtures to upgrade the facility 	H M	City Manager, Chief City Manager, Chief	

3. EVALUATION OF THE OPERATIONS DIVISION

This chapter provides information about the Division, including the current staffing levels, a detailed analysis of workload and the staffing needed to respond to calls for service and provide “proactive” patrol services to the community. Information provided to the project team included one year of CAD (Computer Aided Dispatch) data and other documents associated with patrol operations (i.e., shift rosters, training records, leave time records, etc.).

This chapter is organized as follows:

- Patrol staffing and deployment, including leave hours usage and attrition
- Calls for service and related workload for 2012
- Officer initiated activity
- Municipal policing principles and best practices, including factors to consider when establishing the patrol staffing level
- Operations Division “committed” and “proactive” time in 2012
- Estimated Patrol staffing requirements for Newburgh

The analysis of the current patrol staffing level begins in the next section.

1. PATROL OPERATIONS STAFFING.

This first section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled and the average “authorized” (budgeted) number of patrol staff on duty throughout the day, leave hour usage, the on duty training hours provided to patrol staff, and the resulting average “actual” number of patrol staff on duty.

(1) Newburgh's Patrol Deployment Schedule and Officer Availability.

The Newburgh Police Department deploys Patrol personnel work eight hour shifts with rotating work days and days off (four work days followed by two days off). Two of the three Patrol Squads are on duty each shift to provide 24/7 coverage. As of April 2013 the authorized (budgeted) Patrol staffing level is 9 Sergeants and 40 Officers; however the staffing level has been about 34 Officers for most of the last year. Following is the Patrol deployment at the full staffing level:

- Squads 1, 2 & 3 hours are 0000-0800 – 1 Sergeant & 5 Officers on each Squad
- Squads 4, 5 & 6 hours are 0800-1600 – 1 Sergeant & 4 Officers on Squad 4; 1 Sergeant and 3 Officers each on Squads 5 & 6
- Squads 7, 8 & 9 hours are 1600-2400 – 1 Sergeant & 5 Officers on each Squad

The Department uses a “team concept” (where Patrol personnel work with the same people on their shift every day).

While the Officers handle the great majority of calls for service, Sergeants are a critical component of providing effective patrol services. Sergeants spend a portion of their day on administrative duties such as reviewing reports, roster scheduling, approving personnel paperwork, providing direction & guidance, responding to telephone calls from members of the public, etc. They also have the primary responsibility for supervision of officers in the field and ensuring calls are handled according to Department policy and procedures. When the shift is busy they will spend time in the field assisting officers in handling calls for service or assisting officers as a backup unit.

The Patrol Sergeant staffing level of one Sergeant per Squad is appropriate and will generally provide two Sergeants on duty for each shift. When two Sergeants are on duty, typically one Sergeant will remain in headquarters in the Dispatch Center to manage the Dispatch Center and inside activities, “walk ins” at the front counter and administrative tasks.

NPD allows Sergeants and Officers to make an unlimited number of “shift trades” with other members and it is common practice on Patrol. Sergeants and Officers work 4 days on followed by 2 days off. An example of how this works is as follows: one person who works dayshift (0800-1600) will initiate 2 shift trades with a person who works evening shift (1600-2400) to work for them for 2 days in a row (from 0800-1600), resulting in the person working the trade actually working 2 days of double shifts (0800-2400). Two days later, the person initiating the trade will then “pay back” the other person by working 2 days of double shifts (0800-2400), which results in the other person also having 4 days off in a row. This system of shift trades is reportedly fairly common and results in an employees’ actual work schedule to be 2 days on (16 hour days) and 4 days off.

Sixteen hour shifts should not be routinely worked for a variety of reasons – tiredness and fatigue may reduce alertness when driving an emergency vehicle and other critical tasks, productivity may be negatively impacted, officers may still need to drive 30-60 minutes to/from work after their shifts, and the improved accountability of the team concept where Sergeants work with the same Officers every day is reduced. The project team believes the Chief and management team should be tasked with developing a shift trade policy that has reasonable guidelines.

A Sergeant is also deployed on every shift for supervision and overall management of patrol services. A second Sergeant (or sometimes an Officer) works inside to supervise Dispatch, triage incoming calls and walk in traffic. Patrol Sergeants in Newburgh also respond to calls for service and often will handle calls for service as the primary unit, which is common in smaller police agencies.

Recommendation:

The Chief and management team should be tasked with developing a shift trade policy with reasonable guidelines, and that does not allow employees to work 16 hours (two 8 hour shifts).

(2) Patrol Staffing is Currently Lower Than the Authorized Level.

The current (late March 2013) staffing level of 34 Officers is 15% below the authorized level. Several new Officers have been hired and are in training at the police academy. The deployment of the 9 Sergeants and 34 Officers is listed below:

- Squad 1 (0000-0800 hours) – 1 Sergeant, 4 Officers
- Squad 2 (0000-0800 hours) – 1 Sergeant, 5 Officers
- Squad 3 (0000-0800 hours) – 1 Sergeant, 4 Officers
- Squad 4 (0800-1600 hours) – 1 Sergeant, 3 Officers
- Squad 5 (0800-1600 hours) – 1 Sergeant, 3 Officers
- Squad 6 (0800-1600 hours) – 1 Sergeant, 3 Officers
- Squad 7 (1600-2400 hours) – 1 Sergeant, 4 Officers
- Squad 8 (1600-2400 hours) – 1 Sergeant, 4 Officers
- Squad 9 (1600-2400 hours) – 1 Sergeant, 4 Officers

The numbers below show the current Patrol minimum staffing level (it has been the same for the last several years).

Night shift (0000-0800 hours): 2 Sergeants and 4 Officers (7 Officers on Friday & Saturday)

Day shift (0800-1600 hours): 1 Sergeant, 5 Officers

Evening shift (1600-2400 hours): 2 Sergeants, 6 Officers (7 Officers on Friday & Saturday)

(3) Leave Hours for Patrol Division Staff and Patrol's Actual Staffing Level.

An employee is scheduled to work 1,944 hours in a year but the total number of hours actually worked on a patrol shift is reduced by leave hours used and other tasks that may have been required while on duty (e.g. in-service training, court appearances). The project team used personnel leave data obtained from the PD to determine the number of leave hours for patrol personnel for calendar year – in 2012 the average number of leave hours equaled 508 hours per Patrol assigned employee. Officers who had not completed their first full year of service were excluded from the calculations due to the significant training that occurs during the first year of employment.

Officers also perform a variety of administrative tasks during their work shifts – such as shift briefing, meal breaks, meetings during the shift, etc. The project team used an average of 60 minutes per shift for the actual number of work shifts they worked after deducting leave hours and training hours. Officers also work “backfill overtime” to replace other officers to fill in for officers who are off sick, on vacation, etc.

The following table summarizes the estimated availability of police officer after deducting leave hours, training hours and also showing an estimate of the hours spent administrative tasks during their shift.

Officers Availability in 2012	Work Hours and Percentages
Total Paid Annual Work Hours	1,944
Average Leave Usage	508
Average Training Hours (on duty)	20
Total Unavailable Hours	528
Net Work Hours	1,416
% Annual Availability	72.8%
Add Average Hours of Backfill OT / Officer	281
Net Work Hours with OT	1,697
% Annual Availability	87.3%
Administrative Time (60 Min. x 212 Shifts)	212
Net Available Work Hours	1,485
% Annual Availability	76.4%

The following points summarize the data above:

- Patrol Officers averaged 508 hours of leave usage annually for 2012. This includes time off for vacation (average of 169 hours), sick (114 hours), compensatory time off (142 hours), administrative (44 hours), military (17 hours), 'on the job' injury (13 hours), leave without pay (6 hours), bereavement (2 hours), union relief (1 hour).

The leave hours for Newburgh staff are significantly higher than the 250 – 300 hour range the project team typically sees for police departments across the United States. A high leave hour usage results in fewer Patrol staff working the streets and/or additional overtime required to provide sufficient street staffing. The high leave hours usage is a significant issue that management must address and take steps to ensure that employees spend more hours at work.

- An estimated average of 20 training hours “on duty” as part of their straight time hours – either as part of their regular work schedule or adjusted straight time schedule. The exact number of on duty training hours is not known as it is not specifically tracked.
- This equates to a total of 1,416 hours, or approximately 73% of the time that a patrol officer is present at work and working a patrol shift.
- The hours of “backfill OT” worked by Patrol staff was obtained from the Department and an average number of hours worked per 'Patrol assigned

employee' was calculated. These hours were added as additional work hours to determine the overall average hours worked.

The average of 281 hours of backfill OT (it does not include other OT for things such as report writing, continuing investigation, etc.) are higher than typically seen by the project team in other police department studies. This excessive number of hours is directly related to the high leave usage hours mentioned above. If the leave usage hours are reduced, as recommended above, the number of backfill overtime hours will decrease.

- During the work shift Officers attending briefing, take meal breaks, attend court, gas and check their vehicle, etc. These tasks are defined as "administrative time" and take an estimated 60 minutes per shift. Note that a Patrol Officer is almost always available to respond to emergency calls for service while performing these administrative tasks.

A Newburgh Police Officer is at work and available to provide patrol services for approximately 1,416 hours per year, out of their 1,944 paid hours. Adding in the OT hours worked equals approximately 1,697 total hours annually worked by the average employee assigned to Patrol. Deducting the necessary hours of administrative tasks reduced the total 'productive' hours to 1,485 in 2012.

The actual staffing level is always lower than the authorized level due to officers off on leave, other reasons as described above, and the Department's attrition rate, which is analyzed in the next section.

Recommendation:

The Chief and management team should review leave usage by employees and develop a near term goal to reduce usage to 400 hours annually and a long term goal to reduce it to 350 hours or less. A companion recommendation, and directly associated with leave usage hours, is to reduce the number of "backfill" overtime hours used by the Department.

(4) Employee Attrition Rate.

The following table shows the number of employees who have separated from the PD for any reason (retirement, resignation, termination).

Calendar Year	Sworn Separations	No. of Sworn Employees	Attrition Rate
2008	12	93	12.9%
2009	3	90	3.3%
2010	11	89	12.4%
2011	9	77	11.7%
2012	2	75	2.7%
Total	37		
Annual Average	7.4		8.6%

A total of 37 sworn employees separated from the PD over the last five years, an average of 7.4 per year. Employees retiring accounted for almost 60% of the separations, resignations for 27% and terminations for 13.5%. The average attrition rate since 2008 equaled 8.6% of sworn staff. When attrition rates are above 8% annually it is a significant challenge for organizations to replace employees fast enough to maintain a reasonably staffed workforce. One of the results of a high attrition rate is moderate to severe understaffing of Patrol Operations (since almost all vacancies in police departments are carried in Patrol). A large number of vacancies make it difficult to maintain regular Patrol staffing without the significant use of overtime or the re-assignment of personnel from other work units to fill vacant positions. It also requires a higher training budget and puts a strain on existing Department training resources and especially Field Training Officers. It is important for police organizations and Cities to anticipate and plan for employee separations in an attempt to minimize the delay in replacing employees who have left the Department.

Recommendations:

Annually review the attrition rate and if it remains near the 9% level plan to replace approximately 7 Officers per year and include sufficient resources in the budget to accomplish this need.

Set a goal to maintain a five year average attrition rate of 8% or less for police employees.

2. CALLS FOR SERVICE WORKLOADS

The calendar year 2012 CAD data was analyzed to determine the field activities for field patrol personnel (regular Patrol Officers and Sergeants); this data included the following types of information:

- Incident or Event Number – the “Blotter” Number
- Date and Time Call was Received
- Location of Call
- Type and Priority of Call
- Time of Unit(s) Dispatch
- Time of Unit(s) In-route
- Time of Unit(s) On-Scene Arrival
- Time of Unit(s) Clearance
- Beat Unit Identifiers (e.g., unit numbers) for responding units
- Incident Disposition (e.g., report taken, arrest, citation, etc.)

The CAD data provided was used to determine the number of unique community generated calls for service and the number of backup responses made by Officers to the incident. The analysis in this section is organized as follows:

- Total calls for service in 2012, by hour, day and month
- Calls for service by priority
- Calls for service response and handling time – primary Officer and back-up Officer(s)
- Reports written and arrests made

- Officer initiated activity and handling time

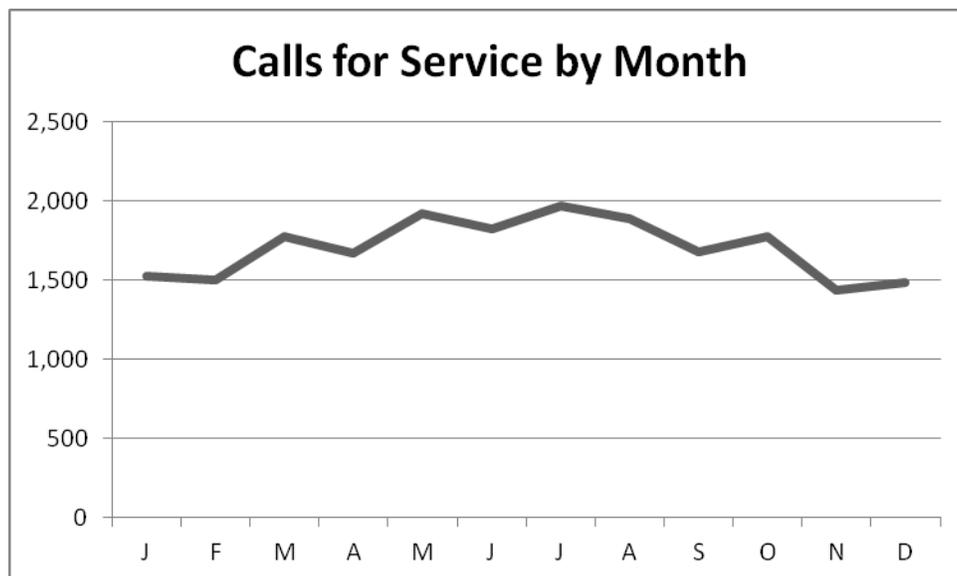
The table on the following page shows the total number of community generated calls for service (CFS) by time of day and day of week for CY 2012. The project team defined a community generated call for service as a call where at least one NPD sworn officer provided the primary response to an incident. The CAD system data was used to determine the number of CFS. It does not include the incidents of Officer initiated activity.

Community Generated Calls for Service by Day & Hour – Calendar Year 2012

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	212	82	92	100	123	144	187	940
0100	170	70	79	86	81	96	169	751
0200	130	43	60	51	72	83	153	592
0300	143	58	41	42	40	83	131	538
0400	145	36	33	37	40	55	115	461
0500	105	27	28	41	41	63	69	374
0600	53	42	57	46	57	61	63	379
0700	58	63	62	70	60	69	91	473
0800	56	109	101	96	101	105	116	684
0900	97	143	120	117	119	135	120	851
1000	93	148	132	128	124	128	134	887
1100	130	149	139	161	132	144	148	1,003
1200	114	157	137	148	124	136	135	951
1300	120	165	148	156	135	145	135	1,004
1400	121	131	150	130	143	135	144	954
1500	135	170	185	159	155	183	139	1,126
1600	156	184	191	200	151	187	143	1,212
1700	151	174	168	200	179	191	141	1,204
1800	129	159	165	162	138	154	128	1,035
1900	144	159	161	174	141	163	131	1,073
2000	131	146	133	152	159	163	157	1,041
2100	144	119	149	132	165	147	154	1,010
2200	124	125	120	149	120	170	164	972
2300	106	108	104	112	144	167	184	925
Total	2,967	2,767	2,755	2,849	2,744	3,107	3,251	20,440
Ave/day	57	53	53	55	53	60	63	56

NPD responded to 20,440 community generated calls for service, approximately 56 per day, where a Patrol unit provided the primary response. The busiest days of the week were Friday and Saturday with an average of 60 and 63 CFS respectively. Of the total number of calls, 7,460 calls (36%) occurred during the day (0800-1600), 8,472 calls (41%) occurred during the afternoon/evening hours (1600-midnight) and 4,508 calls (22%) occurred during the nighttime hours (midnight – 0800).

The number of calls for service was reviewed by month of the year to determine if there was a significant seasonal fluctuation in the number of calls handled by the PD. The following chart shows the variation in CFS for the months of the year. NPD averaged 1,703 calls per month with fewer calls handled during the colder months and a higher number of calls during the warmer months. It varied from a low of approximately 1,400 calls in November and December to a high of just under 2,000 calls in July.



The monthly variation in the number of calls handled varies from a high of +16% above the average in July to a low of -16% below the average in November – the variation for each month is shown in the table on the following page.

CITY OF NEWBURGH, NEW YORK**Final Report on an Assessment of the Culture, Community Relations, Use of Force, Training and Disciplinary Practices of the Police Department**

Month	# of Calls in 2012	# Variation from Average	% Variation from Average
January	1,524	(179)	-11%
February	1,501	(202)	-12%
March	1,777	74	4%
April	1,668	(35)	-2%
May	1,917	214	13%
June	1,822	119	7%
July	1,970	267	16%
August	1,892	189	11%
September	1,678	(25)	-1%
October	1,773	70	4%
November	1,435	(268)	-16%
December	1,483	(220)	-13%
Total	20,440		
Monthly Average	1,703		

The month of July experienced had the most significant increase in calls for service and NPD responded to the fewest number of calls in November.

The following table shows the most common types of calls for service.

Type of Call	# of Calls	% of Total
Disorderly / Intoxicated Person	3,620	17.7%
Alarm - Audible/Silent/PE	1,664	8.1%
Theft / Larceny	1,259	6.2%
Domestic Dispute	1,236	6.0%
Noise / Party / Disturbance	1,065	5.2%
Welfare Check / 911 Hang-up	941	4.6%
MVA - Property Damage	870	4.3%
Fight In Progress	718	3.5%
Criminal Mischief Report	686	3.4%
Harassment	683	3.3%
Sick / Injured Person	613	3.0%
Unknown Problem	457	2.2%
Warrant Arrest	352	1.7%
MVA - Hit And Run	319	1.6%
Burglary Not In Progress	311	1.5%
All Other Calls for Service	5,646	27.6%
Total	20,440	100.0%

The “other” types of calls include vehicle storage, assisting another police agency, traffic hazards, juvenile mischief, attempt to contact, etc. As shown above, the 15 most frequent calls for service account for 14,794 calls, over 72% of the total number of calls during the year.

Newburgh does not use a call “priority” system to classify community generated calls for service – all calls are listed as Priority 1. Many police departments use a simple or extensive call priority system as a method to quickly determine through the CAD system the frequency of emergency, urgent and routine types of calls being reported to the Department. A minimal and simple 3 call Priority type system that could be used by the Department is defined here:

- **Priority 1** – An “immediate” response; in progress calls involving an imminent threat to life or bodily injury (e.g. shooting, major injury accident, assaults, rape, robbery, etc.)
- **Priority 2** – An “as soon as possible” response; in progress calls only involving a threat to property (e.g. burglary in progress or vandalism in progress, non-injury traffic accidents).
- **Priority 3** – A “handle when time is available” response; calls involving crimes with no suspects present (e.g. cold auto burglary, public service calls, barking dog, graffiti, etc.).

The project team recommends that Newburgh implement and use a call Priority system, the one shown above is adequate or it could be modified as appropriate for Newburgh.

(5) Average Times for Response and Handling of Calls for Service in 2012.

The response to and handling of community generated calls for service is one of the primary tasks of any municipal police agency and one that frequently is the subject of inquiry from city leaders and members of the community. The project team

calculated the average times using all of the calls for service reported to the Newburgh Police Department in 2012. The time components analyzed by the project team are:

- Call processing and call “queue” time – this time is not tracked in the Newburgh PD CAD system, nor was it available for the calls originated by Orange County Communications Center.
- Travel time – from the time the call was dispatched to an officer until the arrival of the first police unit (the difference between the “dispatch time” and the “on scene time” for the first arriving unit).
- On scene time – from the time of arrival to the time the officer cleared the call.
- Call handling time – the total of the travel time and on scene time.

The call for service handling time is shown below.

CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
20,440	7.6	25.1	32.7	11,140

The average travel time to all calls for service is 7.6 minutes and the average time spent by NPD Officers at the scene of a call is 25.1 minutes. This equals an average call handling time of 32.7 minutes – from when the Officer was dispatched to the call until he/she cleared the call. A “call handling” time of 32.7 minutes is in the middle of the range of handling times for calls for service commonly seen by the project team in other police department studies throughout the United States.

One important component of a police department’s overall response time is the “call processing time” – it begins when the emergency call is answered by a Dispatcher and ends when an Officer has been dispatched to the incident. If the call is ready to be dispatched before an Officer is available to respond to the incident then the call is in a “pending” status and this time is referred to as “queue” time. Emergency phone calls originating in Newburgh are answered in two locations – either the Newburgh PD

Dispatch Center (if the reporting party called the 7 digit NPD emergency number) or the Orange County Communications Center (if the reporting party called 9-1-1). Since the 9-1-1 dialing system just came to Newburgh in 2011 it is probably that over time a greater percentage of calls will be made using 9-1-1 so it is important to work with the Orange County Communications Center to obtain call processing times.

The total Officer time required to handle community generated calls for service in 2012 was 11,140 hours. The project team considers this figure the minimum number of hours NPD spend handling calls for service as CAD systems do not capture all of the time for Officers (further information will be provided on this subject later in this report).

In addition to the average response times, the project team also calculated the number of calls that were responded to within various travel time increments. The following table shows the number and percentage of calls for service in the various time ranges. An average travel time of less than 5 minutes to all calls for service is a good performance for a police department, and the relatively small geographical size of Newburgh positively assists in this measure.

	Travel Time in Minutes					Total CFS
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamp	
Calls for Service	8,962	2,055	1,692	3,199	4,532	20,440
% of CFS	43.8%	10.1%	8.3%	15.7%	22.2%	

NPD took less than 5 minutes travel time (from the time an Officer was dispatched to a call until arrival at the scene) for 44% of the community generated calls for service in 2012. The table also shows the results for other travel time ranges – although Newburgh does not list the priority type of a call, it is likely these calls are ones

of lesser priority. Over 22% of the calls were listed as “no time stamp” – these are the calls that either a dispatch time or arrival time was listed in the CAD record. The most common reason for this is for Officers who are dispatched to a call but cancelled while “in route” to the call – in these instances no “arrival” time stamp is entered for his/her response. Other reasons for missing CAD time stamp data include Officer or Dispatcher not recording it in the CAD system.

Recommendations:

Continue to regularly review the number of community generated calls for service from the CAD data to determine the trend in community generated workload.

Evaluate the Newburgh and the Orange County Communications Center CAD systems to track and report “call processing times”.

Implement a call “Priority” system to classify the seriousness of incidents being reported to the Police Department.

Establish a reasonable “call processing time” goal for Priority 1 calls for service (e.g. 1 minute or less for 90% of the calls).

Establish a goal of responding to Priority 1 call for service 90% of the time in fewer than 7 minutes of travel time.

(6) Officer “Back-Up” Time, Reports Written and Bookings.

Officers also respond as backup units to assist the primary officer on many calls for service. The CAD system used by Newburgh PD captures all units that responded to a call for service and tracks their time spent on the call. The call for service handling time is shown below.

Unit	CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
1st Backup	10,227	4.8	15.4	20.2	3,443
2nd Backup	3,687	3.3	21.5	24.8	1,524
3+ Backups	1,014	3.2	30.3	33.5	566
Total	14,928				5,533

The average travel time for the first backup unit was 4.8 minutes and they spent an average of 15.4 minutes at the scene. The total time for all backup units assisting the primary unit was 5,533 hours in 2012.

Newburgh Officers wrote a total of 5,423 incident reports during the year. There is not a completely reliable way to calculate the number of hours spend on report writing as it is not sufficiently tracked by the CAD system, reports are of varying complexity, and time logs are not kept by Officers. A reasonable estimated average time for all of the reports written, and the time that is used by the project team, is 45 minutes per report; this equals 4,067 hours of report writing time in 2012.

Officers made a total of 2,478 arrests in 2012 – the project team used an estimated average of 1.5 hours per arrest as the total booking time required of Officers; this equals 3,717 hours. Both of these workload times will be used when calculating total Patrol Officer committed time later in this report.

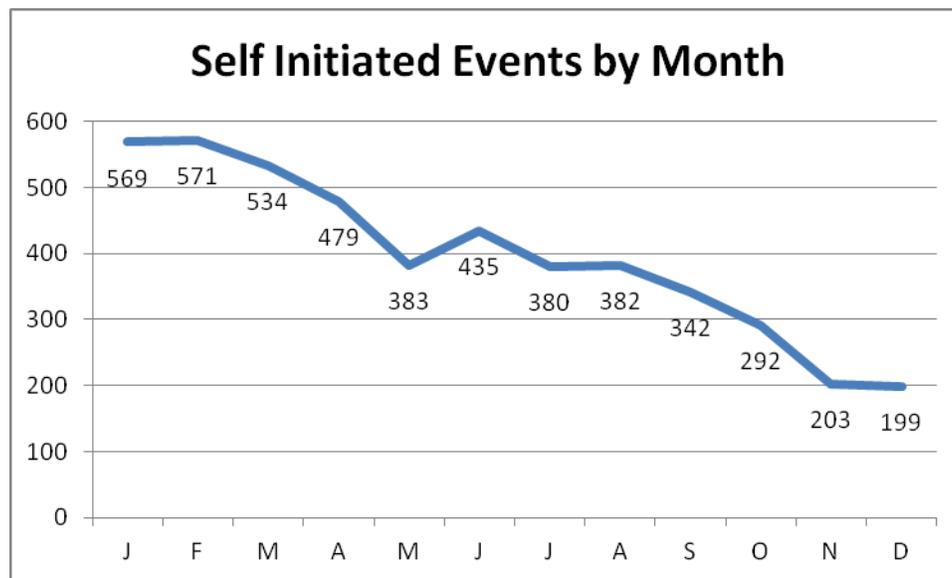
(7) Officer Initiated Activity.

In addition to responding to community generated calls for service, Patrol Officers engage in a number of officer initiated activities during their work hours, such as traffic stops, pedestrian stops, security checks, etc. The number of officer initiated activities was determined by identifying the number of self-initiated events from the CAD record. The table on the following page shows the number of officer initiated incidents.

Officer Initiated Activity – Calendar Year 2012

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	53	44	43	48	46	45	60	339
0100	50	29	46	40	55	57	59	336
0200	30	18	20	15	28	35	51	197
0300	32	8	9	8	10	12	23	102
0400	33	1	4	0	2	7	14	61
0500	7	3	6	3	2	4	8	33
0600	2	7	14	19	9	25	10	86
0700	2	4	5	5	5	13	10	44
0800	20	12	44	24	15	35	30	180
0900	40	30	41	28	27	50	25	241
1000	22	32	31	38	45	31	32	231
1100	17	23	31	25	27	36	36	195
1200	13	31	30	27	28	41	22	192
1300	16	16	20	32	32	28	26	170
1400	12	24	22	23	32	37	20	170
1500	10	15	21	24	15	17	13	115
1600	25	53	29	32	41	35	45	260
1700	31	57	50	50	77	77	53	395
1800	26	60	58	54	55	83	48	384
1900	23	43	36	40	43	52	38	275
2000	24	31	43	28	47	47	42	262
2100	22	29	25	20	48	48	32	224
2200	10	19	17	30	33	40	30	179
2300	8	16	11	7	17	21	18	98
Total	528	605	656	620	739	876	745	4,769
Ave/day	10	12	13	12	14	17	14	13

As shown above, Patrol Officers initiated 4,769 on-view incidents, an average of 13 events per day. The chart on the following page shows the number of events by month and the change in activity from the early part of the year to the end of the year.



As the chart shows there was a significant reduction in self initiated activity from January to December. This type of change in activity during a year is unusual and not commonly seen by the project team. In March of 2012 an Officer involved shooting occurred that resulted in significant focus and scrutiny of the police department; this is likely the main reason for the reduction of Officer initiated activity in the months following this incident. One can reasonably anticipate that the amount of Officer initiated incidents will likely be significantly higher in 2013 that it was in 2012.

The most frequently initiated events were vehicle stops but also included pedestrian stops, assisting outside agencies and warrant service. As shown in the following table the most frequent Officer initiated activities were traffic stops, disorderly conduct and following up on a previous call.

Officer Initiated Incidents

Type of Incident	Number	Percent	Avg. Minutes
Traffic Complaint	2000	41.9%	25.1
Disorderly Adult	758	15.9%	23.7
Follow Up To Previous Call	397	8.3%	45.2
General Incident	165	3.5%	77.4
Back Up Other Agency	110	2.3%	38.1
Premise Check	108	2.3%	23.6
Warrant Arrest	98	2.1%	64.6
Suspicious Person/Vehicle	95	2.0%	30.1
Motor Vehicle Accident - Property Damage	79	1.7%	49.2
Parking Complaint	66	1.4%	34.7
Fight In Progress	61	1.3%	23.9
Other	55	1.2%	41.1
Criminal Mischief Report	50	1.0%	35.3
All Other Incidents	727	15.2%	47.2
Total Incidents & Average Minutes	4,769	100%	33.7

Traffic stops accounted for 2,000 events initiated by Officers during 2012, almost 42% the total number of self initiated incidents. The average time spent on these incidents was 33.7 minutes for the initiating Officer.

Officers also respond as backup units to assist the primary Officer on these self-initiated incidents. Backup Officers made 2,725 responses to assist the primary Officer. The table below shows the time committed to these incidents.

Unit	Responses	On Scene Minutes	Call Handling Hours
Initiating Officer	4,769	33.7	2,678
Backup(s)	2,725	66.3	3,025
Total	7,494		5,703

The hours of initiating Officers and backup Officers' time will be used when calculating total committed time later in this report.

Officer initiated activity is one significant component of Patrol Officers' normal shift work. These incidents are both events that occur in front of an Officer that he/she

when on routine patrol but should also result from planned patrol activities when an Officer has available “proactive time” and providing directed patrol to an area or identified “problem oriented policing” activity. Planned projects and activities should be the result of a system that addresses community problems, issues and needs that the Police Department can affect. Currently there is not a formal system but an informal passing along of information regarding known incidents or perceived trends.

Recommendation:

Develop, implement, track and annually review Patrol plans to address crime activity and quality of life issues in Newburgh; these plans should be routinely implemented when “proactive time” is available.

3. PATROL FIELD SERVICES PRINCIPLES AND BEST PRACTICES.

The orientation toward the provision of field patrol services in municipal law enforcement agencies has come full circle in the United States over the last 60 years. The historic law enforcement approach to field services involved a Police Officer who walked a particular beat or neighborhood. A traditional beat officer knew people in the area and was in a position to know potential problems before they occurred, or likely suspects for crimes committed on the Officers beat. As cities grew and metropolitan areas spread the motorized officer became the normal transportation mode to respond to calls for service. The police department’s focus changed to one of responding quickly (i.e. in a patrol car) to all types of calls in a wider geographic area and overall, fewer officers assigned to foot or vehicle patrol duties. At the same time, society at large and city residents developed rising expectations of the services that would be provided by police officers (e.g. the passage of domestic violence laws in the late 1970s

and 1980s). Over time these factors resulted in a beat officer that had less local neighborhood knowledge and less frequent contact with the residents in his/her service area but with a higher expectations among the general public that they would improve the neighborhoods.

Initiatives over the last four decades have attempted to once again provide policing services more tangible to the community. This law enforcement focus throughout the country has been under the general umbrella of “community policing” – a return to providing a wide range of services identified by citizens and more frequent contact with a police officer and more proactive law enforcement in neighborhoods and schools. Community policing has taken the form of countless initiatives and iterations throughout the country in recent years. The project team supports local community policing efforts, especially ones that involve Patrol personnel when they have uncommitted time during their shift. These efforts should also involve the active participation of supervisors, managers and other specialty units (e.g. School Resource Officers). Newburgh does not staff School Resource Officers but does assign dayshift patrol units to make regular school contacts as part of their routine patrol duties when they have time during their shift.

Over the course of several hundred police department studies the Matrix Consulting Group has developed a list of key elements in the effective provision of field patrol services in a community, including the responsibility of Officers to be proactive during their shifts (to identify and resolve problems) and not just reactive in handling calls for service. These general policing elements are summarized on the next several pages.

Management Task	Comments
<p>Reactive Patrol Requirements</p>	<ul style="list-style-type: none"> • The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services. • As staffing allows, the Department should have clearly defined areas of responsibility (beats or zones). • The Department should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority and supervisor on scene policies. • This reactive workload should make up between 50% and 60% of each Officer's net available time per shift (on average). This includes time to write reports, transport and book prisoners.
<p>Proactive Patrol Requirements</p>	<ul style="list-style-type: none"> • "Proactive time" is defined as all other activity not in response to a citizen generated call; it occurs during the shift when Officers are not handling calls and have completed other necessary tasks; it includes items such as traffic enforcement, directed patrol, bike and foot patrol. It is also sometimes referred to as "uncommitted" time but that is somewhat of a misnomer as it only means "not committed to handling community generated calls for service". • The Department should have clearly defined uses for "proactive time" – i.e. officers should know what they are expected to do with their time when not responding to calls for service. This may include targeted preventive patrol for general visibility, traffic enforcement, developing relationships with members of the community, visiting schools or parks. • The proactive element of field patrol should make up between 40% and 50% of an officer's day (on average). • Research and experience has shown the 40% – 50% range to be an appropriate level of "proactive time" for several reasons: <ul style="list-style-type: none"> - An average "proactive time" level of 25% or less typically does not allow for sufficient "bundling" of available time to conduct any planned activities or directed patrol – time comes in intervals too short to be effectively utilized by law enforcement personnel for meaningful activity. - "Proactive time" of more than 50% results in less efficient use of officer resources as it is difficult to have sufficient meaningful work tasks and manage personnel whose time is so heavily weighted toward proactive activities. - Some exceptions to this latter concern are units which are dedicated to handle certain types of activity, e.g., traffic enforcement units, School Resource Officers, etc. However, it should be noted that the Officers assigned to these units should respond to any call for service when needed/required. - A level of 50% "proactive time" or higher is typically seen in smaller suburban or rural communities; a level of 30-40% is more common in medium size and larger cities.

Management Task	Comments
Problem Identification and Resolution	<ul style="list-style-type: none"> • Effective proactive patrol for municipal law enforcement requires the rapid identification of problems and issues, the development of an action plan to address issues as they arise, implementation of the potential solution and regular evaluations to determine if the approach successfully addressed the issue. • This approach should be used on criminal, traffic and other quality of life problems reported to the Department or discovered by officers during the course of their patrol duties. • Officers have the primary role in accomplishing proactive tasks, field projects (e.g. Problem Oriented Policing), etc. • Formal and informal mechanisms for capturing and evaluating information should be used. This should be primarily handled by officers and supervisors, but managers must also have involvement and oversight.
Management of Patrol Resources	<ul style="list-style-type: none"> • Patrol supervisors and managers must take an active role in management of patrol. This includes developing and utilizing management reports that accurately depict the activity, response times to calls for service and the variety of current issues and problems being handled by patrol units. • Resources must be geared to address actual workload and issues. This includes ensuring that patrol staffing is matched to workload, that patrol beats or sectors are designed to provide an even distribution of workload. • This also includes matching resources to address issues in a proactive manner. This may include shifting beats to free staff to handle special assignments, assigning officers to targeted patrols, assigning traffic enforcement issues, etc. • Staffing should be related to providing effective field response to calls for service, provision of proactive activity and ensuring officer and the safety of members of the public. • Supervisors should be both an immediate resource to field officers (for advice, training, back-up, inter-personal skills) and field managers (handling basic administrative functions).
Measurement of Success and Performance	<ul style="list-style-type: none"> • Data should be used to plan and manage work in Patrol and other field work units. • Effective field patrol should be measured in multiple ways to ensure that the Department is successful in handling multiple tasks or functions. • Examples of effective performance measurement include: response time, time on scene, number of calls handled by an officer, back-up rate and the traffic enforcement index (citations/warnings + DUI arrests divided by injury + fatality accidents), overall level of crime and clearance rate. • Managers and supervisors should track and review performance measures on a regular basis to know what level of service is being provided to the community and for use as one tool to ensure that services are effective and efficient.

The matrix above summarizes the basic elements of an effective and modern patrol service in a community, providing both reactive field services (response to community generated calls for service) and proactive work by Officers assigned to field work units (i.e. Operations Division). During these times of limited or decreasing budgetary resources it becomes critically important for managers of the patrol function to make the best use of Officer's time to provide effective policing and meeting expectations of the community.

The key elements identified above in the effective provision of field patrol services in a community are summarized below:

- Effective municipal law enforcement requires a field patrol force, which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Department balance personnel, resources and time to handle both of these types of law enforcement. Between 50% and 60% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent specific proactive patrol activities, other self initiated tasks or community policing activities.
- When an Officer has a block time available (e.g. during a slow day) the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Officer/Sergeant or “squad” level.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century.

Establishing a patrol pro-activity target is important for effective management and planning of a patrol operations force.

(1) Factors to Consider in Establishing Patrol Staffing Levels.

The project team uses an analytical approach to determine the staffing level required in a community such as Newburgh. The approach is characterized by several key factors that provide the basis for objective evaluation of a police department's patrol force:

- Staffing should be examined based on the ability of current staff to handle the calls for service generated by the community (and the related work such as report writing and processing arrestees); as well as providing sufficient time for proactive activities such as directed patrol, traffic enforcement and addressing on-going issues/problems in a neighborhood.
- Staffing is dependent on the time officers are actually available to perform the work required of the patrol function. In this evaluation, leave hours usage and time dedicated to administrative functions are examined.
- The number of Patrol staff deployed should be the result of policy makers (City Council and City Manager) selecting a level of policing that is desired by the community. Establishing a targeted average level of "proactive time", or uncommitted, time is an effective method to determine the policing level that will be provided and also gives guidance to the Police Chief.
- The project team's analysis does not include the utilization of ratios such as "officers per thousand" because it does not account for the unique characteristics of communities (e.g. demographics, workload, unique community needs, deployment, etc.). Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policy makers use them as a basis to make decisions regarding patrol staffing. The Project team's approach is supported by the International Association of Chiefs of Police (IACP) that view 'officer per thousand' ratios as "totally inappropriate as a basis for staffing decisions".

There are other significant factors for policy makers to consider when determining staffing levels. These factors include, but are not limited to, the following:

- The type, severity and volume of crime in a community.

- The ability of the police department to meet response time goals to calls for service and solve crime (taken as a performance measure and not as a crime prevention/reduction measure).
- The level of police department involvement in providing non-traditional police services such as neighborhood problem solving, graffiti removal, community meetings and events and teaching/role modeling in the schools.
- The level of proactive efforts such as traffic safety and parking enforcement, narcotics enforcement, enforcement of vice crimes such as prostitution and liquor laws.
- Providing for basic officer safety and risk management of a patrol force. In some police agencies, the “proactive time” level may not be the primary measure to determine the minimum number of Patrol Officer positions needed – it may be driven by officer safety concerns. For example, a staffing level needed to meet basic officer safety concerns, may result in a “proactive time” level that is above 50% for a portion of the day (typically the early morning hours).

The following summary is provided illustrating the implications of various “proactive time” levels:

- A “proactive time” level of 25% or less reflects a patrol staff that is essentially fully committed (except during the low CFS hours of the day); this is due to CAD system not capturing all committed time, tasks or administrative duties that are performed by Officers. At this high level of committed time, the average travel times to high priority community generated calls for service may be above 8 or 9 minutes and “on scene” times may be below 30 minutes due to calls “stacking” and the need to respond to other incidents; this may not be enough time to conduct a thorough investigation of the incident or provide a high quality level of service.
- At this level, during most hours, Officers will be responding to CFS and will not have time for any consistent proactive or project oriented activity – the blocks of time will be generally too short (less than 30 minutes) to allow for meaningful targeted patrol, working on beat projects or neighborhood issues.
- A 40% “proactive time” level is generally sufficient to provide blocks of time where Officers can conduct targeted patrol, beat projects to address community issues. Average travel times to high priority community generated calls for service should commonly be less than 6 minutes and “on scene” times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.

- A 50% “proactive time” level will afford a patrol force on most workdays to have a several hours during their shift to conduct targeted patrol, specific projects to address community issues, and other officer initiated activities. Average travel times to high priority community generated calls for service should commonly be less than 5 minutes and “on scene” times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- “Proactive time” levels above 50% may provide a challenge to supervisors to keep Officers busy with meaningful work and engaged in the job. For communities that do have this high level of “proactive time” it is important to plan for productive work and measure the results.

Each community can choose an appropriate target of “proactive time” desired for its patrol staff, based on unique needs, available funding and policing model desired. A 40 – 50% overall average “proactive time” level is a reasonable target/goal for a community that desires a patrol force that can provide a consistent level of proactive services to the community. Policymakers should determine the policing level for their community and understand the impacts of higher and lower “proactive time” levels. Higher targeted “proactive time” levels will require more staff but also ensure that the police force is able to provide a higher level of service to the community in the form of proactive policing and will allow the Patrol Officer to be more involved in issues/problems in the neighborhoods where they serve.

This requires that Officers and Sergeants make good use of their available “proactive time” and have accountability measures in place for evaluation. Sergeants and Officers on a shift should be involved in determining individual productivity goals, receive regular feedback from their supervisor, and measure accomplishment of those goals throughout the year as one element in the Department’s performance evaluation and accountability system. As part of this system supervisors should be provided

regular (i.e. monthly) statistical reports showing individual Officer's productivity, such as reports written, investigations conducted, arrests made, field contacts (e.g. vehicle and pedestrian stops), citations or warnings issued, and number of calls for service handled. This information can and should be part of the information used by the supervisor to evaluate an Officer's overall performance for the month and year. It is important to note that any evaluation of an Officer's performance must also include "qualitative" measures as well as "quantitative" measures, as truly effective policing is the result of building relationships with people in the community and not just "productivity numbers".

The above factors should be used by policy makers in determining appropriate staffing levels for all functions within the police department. The goal of a patrol staffing analysis is to ensure sufficient patrol resources on duty 24 hours a day providing a high level of service to the community. The ability of the Police Department to do this depends on knowing and evaluating the community demand workload – the number of community generated calls for service, reports and bookings of arrested persons. These are the factors used by the project team to evaluate the number of patrol officers needed in a community to achieve a Patrol Officer staffing level that will provide the level of pro-activity that is desired by a community.

(2) Data Used to Conduct Staffing Calculations.

The Project team calculates "proactive time" in law enforcement agencies using a mixture of known data combined with several assumptions. The table below provides a brief description of the basis for this calculation for the City of Newburgh.

Reactive Factor in Calculation of "Proactive Time"	Summary Discussion
Calls for Service	Actual call data obtained from the South SF Dispatch Center's CAD system allowed the project team to determine the number of community generated calls for service (reactive time of Patrol Officers).
Call Handling Time	Generally, an average call handling time of approximately 30 minutes is needed to efficiently and effectively handle a community generated call for service. The handling time includes an Officer's travel time and on-scene time. A handling time that is higher than 40 minutes may indicate Patrol Officers may not be timely in processing calls for service (not including report writing time); a handling time lower than 30 minutes indicates Patrol Officers may not be providing an appropriate amount of attention to all calls for service.
Back-Up Frequency / Number of Units per Call	An average of 1.4 – 1.6 patrol units responding to handle a community generated call for service.
Duration of Time On-Scene by Back-Up	An average of 75% (or less) of the primary/initial unit's handling time is not excessive (Department policy/practice may impact this time factor).
Number of Reports	This number is based on the number of community-generated calls for service. For most incidents requiring a report the Officer will gather preliminary information while on-scene handling the call and spend additional time later in the shift, at the end of the shift or the next day. The project team's experience with other municipal law enforcement has found that some type of report is written to document the incident on approximately 1/3 of the community generated calls for service. In this project the actual number of reports written by Officers will be used.
Time to Complete a Report	An average of 45 minutes is used to determine the time required for completing incident reports resulting from a call for service or self-initiated activity; this time is included as part of reactive workload time. The actual report writing time is currently not being captured by the CAD system.
Number of Arrests	The actual number of arrests for 2012 was used.

Reactive Factor in Calculation of “Proactive Time”	Summary Discussion
Time to Complete an Arrest	An average of the actual time it takes for an Officer to book an arrestee at the PD or a nearby jail facility. This time is included as part of reactive workload time. The project team used an average of 1.5 hours per arrest, to account for the additional travel and processing time required to book a prisoner into the Jail.
Available Time of Officers / Officers on Duty	This number used in the calculations is the average number of all leave hours (e.g. vacation, sick, long term disability, military) used by Patrol Officers deducted from the total paid hours in a year (1,944) to obtain the actual hours that an Officer is working.
Availability of Supervisors to Handle Field Workloads	The staffing needs analysis determines the appropriate number of Officers needed to handle the community generated calls for service. Sergeants are not included as primary responders to calls for service. This is appropriate as Sergeants should primarily be responsible for supervision, oversight and other tasks; not primarily used for response to calls for service.

Using this data and targets, the project team can then perform the calculation of the current “proactive time” and also a range of “proactive times” that policy makers may want to have as a desired goal. The simple formula illustration of the calculation that is performed to determine “proactive time” is:

Proactive Time Percentage =

$$\frac{\text{All Available Time} - (\text{Reactive Workload Time} + \text{Admin. Time})}{\text{Total Available Time}}$$

Two definitions used in this formula are important to note:

- “Total Available Time” is defined as the number of Officer Hours actually available in a year.
- “Reactive Workload Time” is defined as the average total committed time per call for service, multiplied by the number of calls for service for the year analyzed.

The approach used by the project team provides managers and policy makers with an easily understood measure of the capability of the patrol workforce to provide proactive law enforcement (the time left over once calls for service and related workload, and administrative tasks have been handled). Although the basic formula is simple, the project team provides detailed information and analysis of the various data elements that are used to determine the annual “proactive time” percentage. The detailed calculations of overall Patrol Officer committed time for various hours of the day is provided later in this report.

Using this method avoids the significant problems in other comparative staffing models (e.g., “officers per thousand” ratio mentioned above) that do not take into consideration the workload for Patrol Officers that is generated by a community being served by the law enforcement agency. This approach also provides a methodology that can easily keep pace with future growth that takes place in the city (by factoring in a percentage growth in call for service demand). Finally, this approach allows managers/policy makers to select a “proactive time” target that is desired (e.g., 40% “proactive time” level), and then basing total patrol staffing on a combination of the work that *must* be done (i.e., community generated calls for service) with the “proactive time” level that is desired. Here is a recap of the model’s use and key analytical points:

- The model makes specific provision for “proactive time” targets.
- The model can be used at any level of detail, i.e. staffing levels can be calculated for specific times of day or for specific geographical areas.
- The model uses commonly available data:
 - Gross and net officer availability hours (“proactive time”).

- Calls for service counts and the time committed to these calls.
- Related additional workload, including report writing and time spent booking arrestees.
- “Administrative” tasks, such as time spent in “briefing” at the beginning of a shift, breaks, vehicle maintenance, and other tasks during a shift.

The project team used this approach in conducting the staffing calculations from calendar year 2012 call for service data.

(3) Important Factors Regarding CAD Data and the Calculation of Committed and “Proactive Time” Levels.

The use of CAD data to calculate patrol officers work tasks will not capture all of the duties and tasks done by Officers during their shifts due to human error and incomplete data in the CAD call for service records (e.g. missing time stamps, the fact that sometimes Officers do not report a task they are doing to Dispatch so it is not logged, sometimes Dispatchers do not track all patrol tasks). This is especially true in the first year of a thorough CAD call for service data analysis, and will be true for subsequent years unless the agency makes concerted and consistent efforts to improve accuracy. This is not unique to Newburgh; it is common in other law enforcement agencies’ data evaluated by the project team in other studies. The project team estimates that approximately 10 – 15% of an Officer’s time that he/she is doing job related tasks is not tracked in the CAD record (this is a general number for all police departments that is applicable to Newburgh but it was not specifically derived from the Newburgh CAD data). This number is important to remember as it means that 10 – 15% should be added to the “committed” time level in the CAD data analysis to obtain a more accurate percentage of the Officers’ actual committed time level.

4. PATROL OPERATIONS COMMITTED AND “PROACTIVE TIME” IN 2012.

The workload required during various hours of the day (committed time) and the resulting “proactive time” level of a patrol staff is the most significant factor in determining the staffing needed to achieve the level of service desired by a City. However, fielding a minimum number of Officers to provide for basic safety of Officers while on patrol, and the ability of the Department to handle more than one critical incident simultaneously are also significant factors to consider in deployment of police resources.

It is important to have a clear understanding of what is included in the “proactive time” calculations. “Proactive time” is the amount of an Officer’s work hours remaining (expressed as a percentage of work hours) after handling the community generated workload demand, this includes the time required to handle calls for service, make arrests, book arrestees, write reports, etc.

(1) Assumptions Utilized in Calculating Committed and Proactive Time.

In the calculation and analysis of a Patrol Officers committed and uncommitted, or “proactive” work hours the workload criteria and analytical assumptions that were utilized are listed below:

- The actual community generated calls for service obtained from CAD data totaled 20,440 for 2012. This number excludes all Officer initiated activities (such as traffic stops); the 2nd or 3rd unit responses to a call, administrative activities and calls cancelled prior to an Officer being dispatched.
- Meals and other breaks are taken evenly across all hours of a shift.
- The volume of calls for service throughout the day (expressed as a percentage for each 4 hour time period) was used to allocate the number of reports written and arrests made.

- Personnel are available on an average hourly basis (i.e., in the model there are no heavy or light shift days).
- Officers are available for an average of 1,431 shift hours per year to provide all field services. This takes into account the various leave usages (e.g. vacation, sick), on duty training hours and administrative tasks performed.

The resulting calculation shows the average level of an Officer's "proactive", or discretionary, time during a shift, when they are available to perform preventive patrol and provide general proactive policing efforts in the field – targeted patrol to address a specific problem, visiting schools, traffic enforcement, foot patrol and other tasks initiated by the Officer or directed by the Officer's supervisor.

(2) The Percentage of Uncommitted Time Varies Throughout the Day and Should be Evaluated for Each Shift.

An overall percentage for committed and "proactive time" in 2012 was calculated but because the percentages vary significantly throughout the day calculations are also shown in four-hour time blocks. This gives a clearer picture of the availability or unavailability of Patrol staff during various times of the day.

The average number of Officers actually on duty during a 24 hour period was taken from the "Actual Patrol Staffing" table presented earlier in this report. The average call handling time of 32.7 minutes for the primary (1st Officer) and 22.3 minutes for the "back-up" Officer(s) were used in this calculation. Report writing time was estimated at 45 minutes per report and the initial booking of a prisoner at 1 hour, 30 minutes each (this does not include other prisoner transportation time).

The following table shows the hours that Patrol Officers were committed in call for service handling and the related workload (report writing, booking prisoners); Officer

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initiated activity is not included in this table. Administrative time for Officers was estimated at 1 hour, 15 minutes per shift.

Calls for Service Workload in 2012

	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 2400	Total
Patrol Staff Allocation	19.1%	19.1%	13.2%	13.2%	17.7%	17.7%	100.0%
Hours Staffed (ST + OT)	11,025	11,025	7,619	7,619	10,216	10,216	57,720
Administrative Time	1,721	1,721	1,190	1,190	1,595	1,595	9,013
Available Work Hours	9,303	9,303	6,429	6,429	8,621	8,621	48,707
Calls for Service (CFS)	2,821	1,687	3,425	4,035	4,524	3,948	20,440
% of Total CFS	13.8%	8.3%	16.8%	19.7%	22.1%	19.3%	100%
1st Officer Minutes / CFS	32.7	32.7	32.7	32.7	32.7	32.7	32.7
1st Unit Hours	1,537	919	1,867	2,199	2,466	2,152	11,140
Back-Up Unit Responses	2,060	1,232	2,501	2,947	3,304	2,883	14,928
Back Up Minutes / CFS	22.3	22.3	22.3	22.3	22.3	22.3	22.3
Back Up Officer(s) Hours	766	458	930	1,095	1,228	1,072	5,548
Reports Written	748	448	909	1,071	1,200	1,047	5,423
Report Writing Hours	561	336	682	803	900	786	4,067
Bookings	342	205	415	489	548	479	2,478
Booking Hours	513	307	623	734	823	718	3,717
Total Committed Hours	3,378	2,020	4,101	4,831	5,416	4,727	24,472
Total "Proactive" Hours	5,926	7,283	2,329	1,598	3,205	3,894	24,235
Committed Time Percent	36.3%	21.7%	63.8%	75.1%	62.8%	54.8%	50.2%
"Proactive Time" Percent	63.7%	78.3%	36.2%	24.9%	37.2%	45.2%	49.8%

In 2012 Patrol staff spent approximately 50% of their on duty hours handling community generated calls for service and the related workload; resulting in an overall average of just under 50% for "proactive time". It is important to add an additional 10% – 15% to the committed time percentage for work not captured by CAD (discussed in an earlier section) into these totals – equaling an overall daily average of 60-65% committed time, and an average "proactive time" level of 35-40%.

It is important to specifically review what are, for Newburgh and most other police agencies, the busiest hours of the day – these are the ‘daytime’ hours, from 8:00 AM to 8:00 PM. In Newburgh approximately 59% of the calls occur during these hours and Officer’s committed time during these hours was approximately 67%, leaving just 33% for necessary administrative tasks and “proactive” activities. This calls for service pattern is typical of most police departments – more calls for service during the daytime hours, resulting in a higher level of committed time, and fewer calls during the “nighttime” hours (8:00 PM to 8:00 AM) which results in a relatively low level of committed time and a high level of proactive time. During the times when there is a high level of proactive time, as discussed earlier in this report, the time should be planned to ensure that Officers are productive and not performing random tasks without a plan or anticipated results. These planned activities do not just include enforcement activities but importantly are also “qualitative” tasks of visiting businesses, foot patrol and other activities where Officers can reach out and meet members of the community. However, some proactive activities are obviously limited by the hour of the day/night.

The high levels of “proactive time” from midnight to 8:00 AM are common in most police agencies. Agencies may be able to redeploy some staff to busier hours of the day but other factors may limit management’s ability to make changes. These factors include: 1) maintain sufficient staff to provide for safety of Officers working during the night, and, as part of a reasonable risk management plan, having the ability to handle one critical incident with on duty staff (as during the early morning hours no other police resources such as Detectives are on duty to provide additional assistance quickly).

It is important to note that this is the first year that an evaluation of this type has been done for patrol workload and, as already mentioned, the CAD data does not capture all of the work done by Patrol Officers. Improvement in tracking Officers time in CAD over the next year and additional analysis of other factors such as the call Priorities that occur during different hours of the day, will provide more accurate data to conduct this same workload analysis in 2014 and have an increasing degree of confidence that the results closely reflect the actual patrol workload time commitment. The workload analysis in the second and subsequent years will also show workload trends that will assist managers in making staffing deployment decisions.

Recommendations:

Establish a City goal, depending on the level of service desired, of targeting either a 50% or 40% average “proactive time” level for Patrol services. Use this target goal as part of the information evaluated when determining the appropriate Patrol staffing level.

Annually review patrol staff workload for each four hour time block to review workload distribution and determine if some patrol staff should be redeployed to busier hours of the day; or if resources from other work units should be redeployed to Patrol.

Adopt a process to enhance delivery of patrol services during the periods when “proactive time” is available. The Patrol Lieutenant and Sergeants should coordinate the development of plans that identify specific tasks/projects that can be worked on or accomplished when “proactive time” is available during a shift.

4. PERSONNEL STAFFING REQUIREMENTS FOR PATROL.

The table in the previous section described the 2012 Patrol Officer hours worked and the level of community generated work (calls for service, reports, bookings) to determine the level of committed time required for these tasks. This section utilizes this data to evaluate the staffing level needed for a targeted 50% “proactive time” level and

a 40% level. The project team also discusses the results in the overall context of Patrol workload and service level desired in Newburgh.

(1) Patrol Staffing Requirements.

The table on the following page uses the employee and workload data to calculate the number of Officers required to handle the community generated workload, attend training and perform necessary administrative tasks.

Staffing Projections Based on Workload	
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (one year)	20,440
Handling Time – 1 st Unit from Dispatch until Officer clears call	11,140
Handling Time – Backup Officers	5,548
Number of Reports Written	5,423
Total Time for Report Writing	4,067
Number of Bookings	2,478
Time to Process Bookings	3,717
Total Time Needed to Handle Workload	24,472
2. Additional Hours for Preventive Patrol & Officer Initiated Activity	
To Provide 50% “Proactive Time” Level	24,472
To Provide 40% “Proactive Time” Level	16,315
3. Total Time Required for Reactive & Proactive Work	
To Provide 50% “Proactive Time” Level	48,945
To Provide 40% “Proactive Time” Level	40,787
4. Availability of Staff	
Annual Paid Work Hours	1,944
Leave Hours (vacation, sick, WC, etc.) and On-Duty Training	528
Administrative Tasks – 75 min per shift (briefing, breaks, etc.)	265
Net Available Hours	1,151
5. Officers Required to Handle Workload	
To Provide 50% “Proactive Time” Level	42.5
To Provide 40% “Proactive Time” Level	35.4
6. Additional Officers (To Account for Attrition Rate of 8%)	
50% of Available Time	45.9
40% of Available Time	38.3

The table above shows the minimum number of Officers required to handle the call for service workload and administrative tasks. Two “proactive time” levels are presented to show the number of personnel required – if an overall average of 40% “proactive time” is desired then Newburgh needs only 38 Officers assigned to Patrol, based solely on the 2012 community generated call for service data; and a 50% “proactive time” target requires 46 Officers. This number includes an additional “overhead” of 3 officers continually in the hiring/training process to address known attrition (averaging 8.8% annually from 2008-2012).

(2) Analysis of Patrol Workload and the Current Staffing Level.

The current, July 2013, authorized Patrol staffing level is 40 Officers but currently there are only 34 Officers assigned to Patrol (this number excludes any personnel that may be on light duty). The current staffing level is not adequate to handle the current workload, provide for officer safety and to maintain an average of 50% of an Officer’s time for proactive activities. However, the current authorized level of 40 Patrol Officers may be sufficient, depending on the proactive policing level desired by the City – if a targeted 50% proactive time level is desired then a minimum of 46 Officers are required but a targeted 40% proactive time level will only require a Patrol staff of 38 Officers (minimum).

This viewpoint is supported by the employee survey where 44% of the staff (which included employees assigned to Patrol but also other areas of the Department) reported that sometimes their workload was heavy but most of the time they could keep up (however, another 44% reported that they are always overloaded with work).

This patrol workload analysis from the CAD data provides police managers with valuable information regarding workload demand when making staffing decisions but these calculations are only one of the items of information needed when determining the total number of staff needed to effectively and safely provide patrol services in Newburgh and allocating staff to the different shifts. It is also wise to keep in mind what was mentioned earlier in this report that the 2012 CAD documented workload does not capture 10% - 15% of the workload performed by patrol personnel. When making projections regarding Patrol staffing needs – the second and third year of CAD data analysis will provide valuable information that supplements 1st year data and begin to reveal a historical trend and more reliable analytical workload data results.

Other factors that should be considered when determining a staffing level include the desired and planned proactive tasks to be accomplished by Officers when on duty (e.g. traffic safety enforcement, foot patrol, addressing identified community concerns, school visits, etc.), the frequency of emergency calls of a serious nature, actual critical incidents, availability of mutual aid, the level of crime activity, the number of new Officers in FTO training, general “community safety” perceptions/concerns, prudent risk management considerations, recommendations from PD management based on their experience, additional tasks that may be required of Patrol in the near future, and a staffing level that reasonably meets Officer safety requirements. Officer safety concerns in this context are addressed by establishing a minimum staffing level for a shift that is adhered to notwithstanding the call for service workload demands.

An example of this is determining a minimum staffing level for nighttime hours; although the workload level is generally low and the “proactive time” level from midnight

through 8:00 AM is very high (69% from 0000-0400 and 82% from 0400-0800), a minimum number of Patrol Officers are reasonably required to be assigned to the night shift to provide adequate coverage for the City, meet Officer safety needs and have the ability to handle one critical incident (typically 3-4 Officers and a field Sergeant).

The current staffing level of 40 Officers meets all of the criteria listed above and should also result in generally good response times to calls for service (note that the 2012 workload results were from a staff of 34 Officers for most of the year) but will only result in a moderate to low level of proactive time during the daytime hours. Without a sufficient level of proactive time, Police Department management and City officials should not expect Patrol Officers to perform high levels of preventive patrol or other activities that generally referred to as “community policing” activities.

The project team recommends retaining the current staffing level of 40 positions be maintained and efforts made to fully staff these positions. A second year of call for service data should be analyzed to determine if the workload volume remains the same and the level of Officer initiated activity (which is likely to be significantly higher than 2012). In subsequent years the Department should continue to evaluate and conduct data analysis to determine if the workload, performance and productivity are at acceptable levels.

Recommendation:

Maintain the current staffing level of 40 Patrol Officer positions and make efforts to bring Patrol to full staffing by the end of 2014.

Review the Patrol workload for a second year (using calendar year 2013 CAD data) to determine the workload level demands and the level of Officer initiated activity; continue annual reviews of Patrol workload.

4. EVALUATION OF THE INVESTIGATIONS DIVISION

This section provides summary workload activities for the Administrative and Investigative Services work units. This chapter focuses on the Detective Division of the Newburgh Police Department – caseloads, case management and staffing. The workload information utilized in this section was obtained from interviews with the Division Lieutenant and Sergeant and selected detectives as well as a review of documents and information from the Department.

1. CURRENT ORGANIZATION AND STAFFING OF THE DETECTIVE DIVISION.

The Detective Division in the Newburgh Police Department is currently organized as shown in the following chart:



Key elements of the Detective Division include the following:

- The Division is headed by a Lieutenant who manages the Division and shares with the Division Sergeant the responsibility for assigning and reviewing cases.
- The Sergeant shares responsibility for reviewing cases and also handles a partial caseload.
- There are six (6) general case handling detectives assigned to this unit, five (5) positions are active. Detectives conduct follow-up investigations for all assigned cases, both person crimes and property crimes, including: homicides, robbery, rape, sexual assaults, missing persons, significant frauds and other cases

needing follow-up.

- One burglary detective, funded through the State's IMPACT grant.
- One Detective is primarily assigned to criminal intelligence functions (also IMPACT grant funded since 2008).
- One Detective and three Officers are assigned to the City's Narcotics Unit. These staff are currently working dayshift hours due to lack of a supervisor in the Unit.
- Two (2) Detectives staff the inter-agency task force, Safe Streets.
- The Crime Scene Unit is organized within the Detective Division and is staffed with two (2) Detectives that perform field evidence examination and processing services at crimes scenes as well as fatal and injury accidents. They also process evidence collected (principally prints). The Crime Scene Unit also manages property and evidence for the Department.

In all, this Division is staffed with one Lieutenant, one Sergeant, 13 Detectives, 3 Officers and one Secretary.

2. INVESTIGATIVE WORKLOADS, STAFFING AND EFFECTIVENESS ARE EVALUATED DIFFERENTLY THAN PATROL OPERATIONS.

It is more difficult to evaluate the staffing levels required for criminal investigations because, unlike patrol, more subjective and qualitative determinants of workload and work practices need to be considered. Patrol services have the benefit of several quantitative measures, such as calls for service and proactive time, to assist in the evaluation of staffing requirements, whereas investigative services have fewer such reliable measures. Comparisons with other agencies are also difficult given the vagaries of conducting investigative business among differing law enforcement agencies. Factors making comparative analyses difficult include:

- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to Detectives varies. Also, the extent to which patrol performs preliminary or primary case investigation varies

widely and thereby impacts Detective caseloads. Given the level of major crime in Newburgh, few misdemeanor level cases are assigned to detectives; given field workloads patrol follow-up is also problematic.

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. For example, Newburgh relies on the Lieutenant and Sergeant reading through and assigning cases to detectives whereas other departments may use a crime analysis function to initially screen cases based on various formalized solvability factors.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, time devoted to administrative tasks, whether detectives respond to the initial crime scene in the field, whether they have prosecutorial investigator assistance, etc.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g., serial crime) also impacts investigative actions.
- Additional duties and responsibilities performed by detectives beyond caseload work. Such activities may include being a specialized trainer, assisting on warrant arrests or various other administrative duties detracting from casework. Many agencies assign collateral duties to detectives and this is the case in Newburgh.
- Finally, the nature of the community itself and its mix of crime types is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

These considerations result in an evaluation of investigative workloads with typically more qualitative considerations when compared to that which depicts quantitatively-driven patrol workloads.

Analytically, investigative workload and staffing requirements typically employ a series of broad indicators to determine the extent to which core investigative staffing and general workload in the Department compare to ranges observed in other

departments. This information is used to determine if the Newburgh Police Department is within the ranges measured by those indicators. The comparative measures that can be employed are displayed in the following table:

Comparative Measures for Investigations

Comparative Measures	Comparative Industry Patterns
Part I Offenses per “line” Detective in core investigative functions such as persons and property crimes Detectives. This does not include those assigned to “proactive” units such as narcotics or vice.	The Average distribution of Part I Offenses per “line” Detective developed in police services studies in the U.S. generally ranges from 200-400 Part I Offenses per investigator.
Case Clearance for Part I Crimes.	The Uniform Crime Report provides data on average case clearance by major crime type for various sized jurisdictions. Clearance rates nationally average 19% for property crimes and about 46% for person crimes.
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years.
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the same survey.

There are no caseload standards for specialized units, such as narcotics, because these types of cases are more proactive in nature. One case can consume many weeks of staff time generating leads, contacts and suspect information; and they may also often require surveillance and related activities.

3. MAJOR CRIME IN NEWBURGH IS AMONG THE HIGHEST IN THE STATE OF NEW YORK.

Major crime is an indirect indicator for investigative services since virtually all of these crimes receive some kind of investigative follow-up. One approach to evaluating

the outcome of investigative services or investigative effectiveness is to benchmark case clearances⁷ versus other local law enforcement agencies in similar sized communities. The FBI cautions against using any UCR data for comparative purposes as noted by the following excerpt from their website:

There are many [variables affecting crime](#) and the reporting thereof including the demographic differences between jurisdictions, the level of training received by agency personnel in UCR, report writing variations, and technology.

“The FBI discourages ranking agencies on the sole basis of UCR data.”

“The data user is, therefore, cautioned against comparing statistical data of individual reporting units from cities, counties, metropolitan areas, states, or colleges or universities solely on the basis on their population coverage or student enrollment. Until data users examine all the variables that affect crime in a town, city, county, state, region, or college or university, they can make no meaningful comparisons.”

“Ranking agencies based solely on UCR data has serious implications. For example, if a user wants to measure the effectiveness of a law enforcement agency, these measurements are not available. As a substitute, a user might list UCR clearance rates, rank them by agency, and attempt to infer the effectiveness of individual law enforcement agencies. This inference is flawed because all the other measures of police effectiveness were ignored.”

“The UCR clearance rate was simply not designed to provide a complete assessment of law enforcement effectiveness. In order to obtain a valid picture of an agency’s effectiveness, data users must consider an agency’s emphases and resources; and its crime, clearance, and arrest rates; along with other appropriate factors.”

While the project team’s intentions are to always use as many variables as possible when making an assessment, we use the UCR information as one of many approaches.

In Newburgh, major crime occurs at relatively high levels. The table, below, compares recent major violent crime levels (for homicide, sexual assault, robbery and aggravated assault) by type of crime for selected regional agencies.

⁷ Cases are cleared through an arrest or exceptional circumstances.

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City	Pop.	Violent Crime	Homicide	Rape	Robbery	Aggr. Assault	Violent Crime Rate
Haverstraw	36,799	85	2	4	34	45	2.3
Kingston	24,000	93	0	8	34	51	3.9
Middletown	28,212	163	2	9	57	95	5.8
Newburgh	28,996	527	4	11	254	258	18.2
Newburgh Town	29,935	41	0	0	21	20	1.4
Poughkeepsie	32,883	326	5	22	107	192	9.9

- Newburgh has, by far, the highest total number of Part 1 violent crimes and in the rate at which these crimes occur (i.e., adjusted for population) – the City’s violent crime rate is twice the next highest (Poughkeepsie) and except for the Town of Newburgh three to six times that of the others.
- Newburgh’s principal major violent crime problem is robberies which occur at two and one-half times the number in Poughkeepsie; Newburgh’s number of aggravated assaults is by far the highest in frequency in the group.

Newburgh’s experience related to major property crimes (burglary, larceny and auto theft) is similar. The table, below, summarizes these crimes in the same comparative context as was described for major person crimes.

City	Property Crime	Burglary	Larceny / Theft	Property Rate
Haverstraw Town	427	112	302	11.6
Kingston	580	115	450	24.2
Middletown	947	167	755	33.6
Newburgh	1,243	401	782	42.9
Newburgh Town	1,124	113	975	37.5
Poughkeepsie	1,029	283	693	31.3

- As with major violent crime Newburgh’s major property crimes are the highest in number as well as rate – 11% higher than the next highest in and over 14% in rate (Town of Newburgh).
- Newburgh leads the comparison group, by far, in the number of burglaries but actually is not the highest in rate of larcenies.

Major crime has been increasing in Newburgh in the past five years, against the trend experienced in most of the rest of the country where crime has been declining. The table, below, demonstrates the trends for major violent and property crimes in Newburgh since 2008.

Year	Violent Crime	Property Crime
2012	545	1,216
2011	527	1,243
2010	522	1,132
2009	466	1,065
2008	476	1,063

As the table shows, violent crime has increased steadily over the period, by 14.5% overall. Similarly, property crimes have also steadily increased also by 14.4% over the past five (5) years.

4. A COMPARISON OF UNIFORM CRIME REPORTING DATA TO THE NUMBER OF DETECTIVES IN AN AGENCY.

The number of Part I crimes per Detective in many other law enforcement agencies in the United States averages between 200-400 crimes per Detective. Part I Crimes are taken from the annual Uniform Crime Report and compared to actual detective staffing levels in a police agency – core case handling detectives, not including supervisors and proactive investigators. As noted above, UCR data should be viewed with some caution; that is why it is only one method by which the project team evaluates investigative services.

The following shows the number of Part I crimes per Detective for Newburgh and other police agencies with which the project team has recently worked (agencies where more serious crimes occur frequently have a ‘lower crimes per Detective’ ratio).

2011 Part I Uniform Crime Report – Newburgh and Other Communities

Agency	Part I Offenses Per Core Investigator
Gilroy, CA	466
Goodyear, AZ	461
Corvallis, OR	403
Roseville, CA	377
Hanford, CA	335
Eastpointe, MI	259
Galt, CA	257
Newburgh, NY	253
Stamford, CT	153
Inglewood, CA	146
AVERAGE OF THESE AGENCIES	317

Based on detective staffing levels of the seven (7) “core detectives” (general investigators and the burglary grant funded detective) and based on 2011 UCR data shown above, the ratio of Part I Offenses per Detective in Newburgh is 253:1. This is in the middle of the range for police agencies with which this project team has worked. Based solely on Part I crime incidents, the NPD has a sufficient number of detectives assigned to investigate Part I crimes.

5. CURRENT WORKLOAD DEMANDS JUSTIFY THE STAFFING RESOURCES ASSIGNED TO INVESTIGATIONS.

The project team also conducted “desk audits” of several of the Detectives in the Newburgh Police Department. These involve reviewing, with each Detective, the cases that are currently assigned to determine the level of active cases versus assigned cases and the overall distribution of workload. This is an important concept in investigative analysis – just because a case is ‘open’ does not mean that it is workable or that it is being worked. An ‘open’ case assumes that cases are being managed and that each

case has workable information that could lead to the apprehension of a suspect. It also assumes that it is in a pre-warrant phase and is not being kept open only pending an arrest. These distinctions are made clear in a desk audit in which case activities and prospects are reviewed with each Detective.

The results of these are summarized in the following table. The distinction between active and assigned cases is primarily whether a case had received some form of activity in the previous 30 – 40 day period.

**Active Caseloads by Detectives
Results of Desk Audits Spring, 2013**

Detective	Active Cases	Assigned	% Active of Assigned
A	15	16	94%
B	7	8	88%
C	15	70 ⁸	21%
D	7	7	100%
Total	44	101	44%
Average	11	25	44%

The following points highlight the information above:

- Active and assigned cases are in an appropriate range except for the IMPACT-funded burglary detective who was in the process of clearing out many of the cases assigned. This issue is also demonstrated in full year case assignments in the unit.

Detective	Cases 2012	Cases / Month
A	139	11.6
B	154	12.8
C	148	12.3
D	181	15.1
E	140	11.7

- The Detective Sergeant can carry a caseload and assists the Detective Lieutenant in the administration and supervision of the unit.
- However, caseload levels close to those typically targeted for generalist investigators – which generally range from 10 – 15 cases per detective.

⁸ This is a grant funded position through Operation IMPACT so all burglary cases, with or without leads, were assigned to this Detective.

The project team also reviewed case assignment and case management processes in the Detective Division. The following findings were derived from interviews and discussions with staff as well as review of policies associated with case management:

- The Lieutenant and Sergeant review incoming cases for solvability and assign to a Detective based on that evaluation and the relative caseloads of Detectives.
- Cases are reviewed weekly in Division meetings.
- Decisions are made regarding whether to continue with a case or to inactivate it based on these regular reviews.

The project team supports these case management approaches. The project team understands that steps are being taken to ensure that occasional Detective case peaks are being dealt with internally.

The project team's analysis indicates that the staffing of the case handling Detectives (i.e., general detectives and the burglary detective) in the Detective Division is adequate.

Recommendation:

Maintain the number of general Detectives currently assigned as it is adequate to handle caseloads.

6. PROACTIVE INVESTIGATIVE EFFORTS, INCLUDING PARTICIPATION IN REGIONAL TASK FORCES, HAS LONG TERM BENEFITS TO THE CITY OF NEWBURGH.

The City of Newburgh participates in a regional task force, Safe Streets, as well as staffs its own proactive narcotics oriented unit. Proactive investigative efforts have long term benefit to an agency because they can focus on the root causes of many

kinds of criminal activity rather than follow-up on an incident that occurred in the past.

The City of Newburgh supports the following proactive efforts:

- **Safe Streets Task Force** – Two (2) Detectives are assigned to this unit which is based in Goshen. They focus on the gang generated criminal activities and assist with following up on homicides. The FBI runs this task force which includes their efforts, ATF and six other regional law enforcement agencies. Each community pays the base compensation of assigned staff; the task force reimburses for overtime incurred. They work flexible shifts.
- **Narcotics** – One (1) Detective and three (3) police officers staff the proactive Narcotics Unit. These staff work weekdays and are dedicated to street and mid level drug activity. In 2012, this unit was involved in:
 - 144 arrests (87 felonies).
 - Seizing of 10 ounces in crack / cocaine and 5 ounces of heroin.
 - The participated in 37 search warrants.
- **Criminal Intelligence** – Funded through the IMPACT grant since 2007, this position performs prisoner debriefings, reviews pawn activities and gang intelligence, etc.

Participating in the regional task force has had a number of benefits to the City, including the generation of asset forfeiture seizures for Newburgh, deferment of certain law enforcement costs and reduction of crime in ways that benefit the business and residential communities in the City and the region.

On the other hand, there are several issues with respect to the proactive investigative activities in Newburgh. These include:

- The Narcotics Unit works Monday through Friday, day shift. While the drug problem may exist around the clock in the City this is not an effective deployment of personnel for this problem. While redeploying these staff to evening shifts, ideally with weekend coverage, requires union approval, this change should be sought through negotiations.
- The Intelligence staff position is largely self supervised. Grant funded and restricted in the intelligence activities which can be researched, this position could be of immense value to not only investigations but to enforcement efforts as a whole. The Sergeant should directly supervise this position, meeting on a

weekly basis with the Crime Analyst, to target intelligence efforts and enforcement enforcement plans.

Recommendations:

Continue the practice of participating in the Safe Streets regional task forces.

Seek to change the Narcotics Unit from its weekday shift to a more flexible one which includes more night and weekend hours.

Expand the Department analytical team capability so that the Crime Analyst and Intelligence officer are working more closely together.

7. CRIME SCENE UNIT IS RESPONSIBLE FOR EVIDENCE PROCESSING AND PROPERTY ROOM FUNCTIONS.

This work unit has two Detectives assigned full time to the Crime Scene Unit. The CSU Detectives spend approximately 1/3 of their time responding to crime scenes to process the scene and collect evidence. Another 1/3 of their time is related to evidence handling and property room functions as they also are responsible for receiving all property and evidence booked into the Property Room – they processed 4,940 items in 2012.

The major CSU Detective tasks are summarized below.

- Receives and processes evidence submitted by Officers – this includes examination of latent print cards and comparisons with known suspects, “swabbing” of evidence for DNA, other processing requested by Officers, obtains and processes all digital media/evidence, prepares reports for the case file to document the work.
- Field work – processing crime scenes and collecting evidence, taking photographs; the CSUs took 19,705 photos in 2012.
- Follow-up for the District Attorney – further evidence processing, providing additional information/reports.
- Handling public requests: releasing property, requests for photos from accidents, etc.

- Receive evidence and property booked into the Property Room by officers; ensure all items are properly labeled and packaged.
- Bar code, label and enter all items into RMS
- Purges and properly disposes of items no longer needed (return to owner, dispose or destroy)
- Takes evidence items to the Crime Lab for processing

These are important functions for the Department and the CSU Detectives perform a wide ranging set of tasks. This is a critical position within the Department that requires personnel with skills that are developed over many years.

Access to the Property Room is via a hard key on a hook in the CSU Detectives office. The office is locked and a door code is needed to enter although during the day the office door is open to allow personnel access to the CSU Detectives. Although the door is only unlocked when the CSU Detectives are in the office, the practice of leaving a hard key in the office should be discontinued for security reasons.

The Property “Room” is actually a series of six locations where various types of property and evidence items are stored. Because of space limitations separate rooms are dedicated to overnight storage, processing room for Officers, processing room for CSU, general storage room, long term storage room (formerly the Department’s firearms range) and an additional large storage room. The situation is not optimal or efficient but the CSU has made do with what is available.

Audits are an important function of any police property room and regular and consistent auditing of the Property Room is critical to ensuring the integrity of the Department’s property and evidence. An annual audit is required by the NPD General

Order regulating crime scene processing and property handling, General Order O – 027, but quarterly “spot audits” of the Property Room should be conducted by one of the Lieutenants and documented. These procedures should be included in the Department’s General Orders.

Recommendation:

Provide more secure storage of the keys to the Property Rooms.

Formalize quarterly Property Room audits in policy (General Order O-027) and complete written documentation of each audit conducted.

5. EVALUATION OF THE ADMINISTRATIVE DIVISION

This section provides summary workload activities for the Administrative Division. This Division is responsible for all of the other duties and tasks not assigned to the Operations or Investigations Divisions.

1. ADMINISTRATION AND TRAINING.

This unit is staffed with one Lieutenant and one Sergeant who performs a wide variety of functions. The most significant functions include planning and coordinating training, recruiting and hiring of new officers, supervising them while at the Police Academy and in the FTO Program, supervising the jail and 17 part time Prisoner Attendants, supervision of employees that may be on light duty, assisting the Chief in coordination and investigation of citizen complaints and coordinating all other administrative functions. The Lieutenant also is the Department's representative on the City Police Community Relations Advisory Board.

The Sergeant also supervises the Records Clerk. In an agency such as Newburgh where support staff is minimal, the Administrative Division and persons in this unit are tasked with all of the "other" administrative tasks that the Chief and organization need to accomplish. It is a critical position in the organization and important to keep consistently staffed.

Following are the primary tasks assigned to the Admin Sergeant:

- Reviews FBI Part 2 crimes for accuracy before submission to the State.
- Registers and keeps database on registered sexual offenders
- Licenses taxis and coordinates inspections

- Ensures supplies and forms are available (e.g. parking tickets, holding cell supplies)
- General research and development functions.
- Assists Administrative Lieutenant as needed.

The Administrative Sergeant is also responsible for most of the technology systems and equipment for the Department, including computers, their support system and hardware, the telephone system, mobile & portable radios, cell phones, CAD related and other issues not specifically assigned to someone else. He is responsible to maintain and improve these systems and also dealing with future changes to systems. This is another critical position within the Department that requires a person with a wide range of skills to know the technology used and its application to law enforcement use.

The Lieutenant has the primary responsibility to plan and deliver training throughout the year. As mentioned earlier, NPD policy currently requires 21 hours of training each year; this is a reduction, due to budgetary restrictions, from the 40 hours of training that was given to Officers in prior years.

Over the last three years the number of training hours has varied from 33 to 21 hours – 33 hours in 2010 and 2011, 21 hours in 2012. The following training topics were presented.

- 2010: Workplace Violence, Evidence Processing, Legal Update, CPR, Blood borne Pathogens, Use of Deadly Force (Article 35), Firearms, and a 2 hour class for supervisors.
- 2011: Defensive Tactics, Legal Update, Use of Force, Blood borne Pathogens, E Justice Portal, Defensive Driving, IMPACT and Firearms.
- 2012: Cultural Diversity, General Order & Legal Update, Use of Force and Firearms.

Typically each class is presented on three different days to be able to have all employees attend and receive the training. The number of mandated and perishable skills training topics necessary for police officers is significant and returning to 40 hour annual training hours is appropriate when funding can be restored.

One issue in police organizations is emergency and routine vehicle operations and the number of traffic accidents involving police personnel. The following records were obtained from the PD regarding the number of vehicle accidents over the last three years.

	2010	2011	2012
Patrol	17	21	11
Detectives	1	6	1
Other	1	3	0
Total	19	30	12

None of these 51 accidents was reported to have involved injuries or significant vehicle damage but the number is excessive. However, there was a significant reduction in accidents in 2012 and management should make efforts to ensure the number of accidents continues to trend downward and each accident receives the appropriate management review (Accident Review Board) and disciplinary action as necessary.

2. RECORDS UNIT.

The Records Unit is open to the public during normal business hours M-F. This Unit is staffed with one Records Clerk and sometimes with a volunteer who assists at the front counter. The primary work tasks include:

- Processing traffic accident reports, traffic citations, tow reports

- Processing arrest reports and sending them to the Court
- Conducting quality control of the reports written before entry into the Records Management System
- Sending copies of reports to Detectives (e.g. felony arrest reports)
- Processing field interview cards submitted by Officers

The Records Unit does not keep any specific workload statistics.

The most significant issue discussed with Records staff is the numbering of reports and being able to locate all of them in one place. Incidents are reported to the Department and a “Blotter number” is created in the CAD system. The Blotter number is what Records uses to file all reports. However, when a report is written in the IMPACT Records Management System it is assigned a “case number”, which is different from the Blotter number and not connected to the Blotter number in the CAD system. Many reports are still hand written or are not written in RMS (e.g. accident reports, tow sheets) and so only have a Blotter number. The two numbering systems cause confusion in the filing system and for Records, and as a result Records cannot be sure that all reports written by the Police Department are in the filing system. The project team recommends that management evaluate the CAD and report number systems and determine the best way to resolve the Records filing issue.

The Records Unit provides a valuable service to the Department and the public and is understaffed with only one Clerk. The recommendation to increase staffing to two was made earlier in this report.

Recommendation:

Evaluate the “Blotter” and case number filing system to ensure that the Records Unit can account for all reports written by the Police Department.

APPENDIX A – PROFILE OF THE POLICE DEPARTMENT

The Newburgh Police Department provides a wide range of law enforcement services for 29,026 residents (U.S. Census Bureau 2011 estimate) and covering a land area of 3.8 square miles. The population of Newburgh has remained stable over the last 10 years. To provide law enforcement services in Newburgh, the three Police Lieutenants are assigned to manage one of the three Divisions – Operations, Investigations and Administration. The information contained here was developed through interviews of NPD management and personnel, review of documents, call for service data, investigator “desk audits” and other data provided to the project team.

1. OVERVIEW AND STAFFING LEVELS.

The Newburgh the Department is organized in three Divisions – Operations, Investigations and Administration. The police department has 74 sworn and 10 civilian full time authorized (budgeted) positions and additional part time civilian positions (e.g. Animal Control Officer and 17 Prisoner Attendants). The authorized positions are deployed in the following work units:

	Chief	Lieutenant	Sergeant	Detective	Officer	Civilian	Total
Office of the Chief	1					3	4
Operations		1	9		43	5	58
Investigations		1	1	13	3	1	19
Administration		1	1			1	3
Total (full time)	1	3	11	13	46	10	84
Total (part time)							18

The following section lists the job responsibilities and tasks for each position in the organization.

3. PERSONNEL ROLES AND RESPONSIBILITIES.

The table below provides a summary of the primary roles and responsibilities of the personnel within the Newburgh Police Department.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Office of the Chief	Chief	1	<ul style="list-style-type: none"> • Provides the overall leadership, guidance, management and administration of the Department personnel and police services. • Manages and coordinates all police services in the City to meet objectives set by the Mayor and City Council. • Develops Department policies and procedures. • Responsible for overall management of risk in the Department. • Supervises the Lieutenants. • Develops and maintains good working relationships with other managers in the City and peers in the regional and state law enforcement community. • Develops and maintains good working relationships with local business leaders, community leaders and school officials. • Performs routine administrative functions in the day to day management of the Department.
Office of the Chief	Administrative Assistant	1	<ul style="list-style-type: none"> • Provides secretarial and office administrative assistance to the Chief of Police and Lieutenants. • Performs a variety of office administrative tasks, including the maintenance of records and files, scheduling appointments, answering phones, ordering supplies. • Pays bills associated with operations, tracks purchase orders and invoices. • Processes invoices for purchases and coordinates with City Finance Dept. • Assists with monthly reports and data entry for budget preparation, other projects as assigned.
Office of the Chief	Account Clerk	1	<ul style="list-style-type: none"> • Processes and coordinates submission of timecards to payroll, overtime hours and other payroll related tasks. • Processes/logs vacation, sick, disability and other types of leave; maintains individual employee records. • Maintains personnel work history records.

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Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Office of the Chief	Crime Analyst	1	<ul style="list-style-type: none"> • Tracks crimes occurring in Newburgh and presents a weekly crime stat review for the Chief and Operations Lt. • Works with Lieutenant(s) to identify crime trends that may occur. • Weekly crime bulletins, Operation IMPACT data collection and presentations. • Tracks Part I Crimes and submits monthly report to the State.
Office of the Chief	Grant Coordinator (contract position)		<ul style="list-style-type: none"> • Monitors the grants awarded to NPD – currently: IMPACT (Integrated Municipal Police Anti-Crime Teams), Traffic Safety, COPS (Community Oriented Policing Services), Project Safe Neighborhood. • Tracks the funding and spending of grant funds, conducts general auditing and completes required reports and submits to appropriate agency.
Operations	Lieutenant	1	<p>General Duties:</p> <ul style="list-style-type: none"> • Leads and manages the department to deliver police services. • Develops and implements Department policies, procedures, goals and objectives. • Works closely with the Chief to accomplish the goals of the Department. • Trains, counsels, mentors and audits Sergeants performance; takes corrective or disciplinary action as necessary. • Responsible for management of risk in the Department. • Overall responsibility for the proper functioning and work output of their Division. • Directly oversee activities and provide assistance; responds to major incidents and coordinates field responses as appropriate. • Monitors budget expenditures. • Conducts special projects as appropriate. • Receives and handles complaints from members of the public. • Assumes command of the Department in the absence of the Chief. <p>Division Specific Duties:</p> <ul style="list-style-type: none"> • Serves as the Watch Commander during the work shift; ensures there is adequate staffing to handle calls in the field and dispatch center. • Responsible for and supervises Sergeants during their shift, ensure field resources are being utilized properly to address problems in the City. • Reviews written work of Sergeants and Officers.

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Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Operations Patrol	Sergeant	9	<ul style="list-style-type: none"> • Serves as the Watch Commander during the work shift; ensures there is adequate staffing to handle calls in the field and dispatch center. • Responsible for and supervises Officers during their shift, ensure field resources are being utilized properly to address problems in the City. • May be assigned to work inside (to supervise in Dispatch and handle “walk in” traffic) when two Sergeants are on duty. • Responds to routine and major incidents and coordinates field responses as appropriate. • Performs routine police duties, responds to calls for service, proactive patrol, etc. • Keeps Lieutenants and Chief informed of significant or newsworthy incidents. • Reviews written work and reports of Officers. • Conducts monthly supervisory reviews of employees. • Trains, counsels, mentors and audits employees’ performance; takes corrective or disciplinary action as necessary. • Receives and handles complaints from members of the public.
Operations Patrol	Officer	40	<ul style="list-style-type: none"> • Respond to all calls for service in the city, including crimes against persons, property crimes, domestic disputes, traffic collisions, disturbances. • Provide direct field enforcement of all applicable laws and ordinances. • Write reports; conduct preliminary investigations of crime, conducts follow-up investigations as appropriate, book prisoners, transport prisoners. • Engage in neighborhood patrols, directed patrol, traffic enforcement and other proactive activities to reduce crime. • Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Identify and address both criminal and quality of life issues on their beat. <p>NOTE: 3 Officers are in the basic Police Academy, 4 Officers are in FTO program and 2 Officers are on long term disability as of April 2013.</p>

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Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Anti-Crime Unit	Officer	2	<ul style="list-style-type: none"> • Assigned to Patrol Operations and work 1600-2400 hours. • Primarily conduct pro-active activities to reduce crime: initiate contacts on the streets, target prevention of street criminal activity such as strong-arm robberies. • May respond to calls for service as appropriate.
School Resources	Officer	1	<ul style="list-style-type: none"> • Assigned primarily to the high school to provide a positive police presence on the campus and be a role model for students. • Officer's funding is primarily by the school district. • Handle crimes that occur on or around the high school.
Dispatch	Dispatcher	5	<ul style="list-style-type: none"> • Receive incoming emergency phone calls from the 7 digit number (561-3131); 9-1-1 calls from Newburgh are answered at the Orange County Communications Center in Goshen (about 30% of all emergency calls). • Create CAD case for calls received directly in the NPD Dispatch Center and dispatch Officer(s); calls received by OCCC are transferred to NPD Dispatch primarily by CAD (very infrequently the reporting party will be transferred to NPD directly) – NPD Dispatchers then will assign Officers to respond and handle the call for service. • Monitor people walking into the HQ lobby and connect them with someone to address their issue. • Monitor radio traffic of field personnel, track their activities, and respond to their requests. • Monitor video screens in the Dispatch Center for the cameras installed in the building and public areas. • Assist Officers with prisoners as necessary (female Dispatchers may be requested to search female prisoners).
Animal Control	Civilian Animal Control Officer	1 PT	<ul style="list-style-type: none"> • Investigate animal cruelty and crimes against animals. • Pick up stray animals. • Assist as necessary to handle animals on cases that Officers are working.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Investigations	Lieutenant	1	<p>General Duties:</p> <ul style="list-style-type: none"> • Same as listed under Operations Lieutenant. <p>Division Specific Duties:</p> <ul style="list-style-type: none"> • Supervise the Sergeant and assist as needed in supervising Detectives/Officers. • Review criminal case reports and coordinate with Sergeant to make case assignments. • Works with the Crime Analyst to identify crime trends that may occur. • Directly oversee activities and provide assistance; responds to major incidents and coordinates field responses as appropriate. • Monitors budget expenditures. • Coordinate with prosecutor's office and with other law enforcement agencies on investigations and/or cases.
Investigations – General Crimes Intelligence Narcotics Safe Streets TF	Sergeant Detective Officer Secretary	1 11 3 1	<ul style="list-style-type: none"> • Two Detectives are assigned to the Safe Streets Task Force. • One Detective and three Officers are assigned to the Narcotics Unit (currently working dayshift hours due to lack of a supervisor in the Unit). • One Detective is primarily assigned to criminal intelligence functions (grant funded since 2008). • Seven General Crimes Detectives conduct follow-up investigations for all assigned cases, both person crimes and property crimes, including: homicides, robbery, burglary, rape, sexual assaults, missing persons, significant frauds and other cases needing follow-up. • Case assignments made by the Lieutenant and Sergeant; Sgt. carries an investigative caseload. • Coordinate with Patrol Officers as necessary to complete crime reports and investigations. • Detectives are subject to call-out as needed. • The Secretary performs general administrative and support functions. <p>NOTE: One General Crimes Detective position is vacant as of April 2013.</p>

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
<p>Investigations – Crime Scene Unit Evidence & Property</p>	<p>Detective</p>	<p>2</p>	<ul style="list-style-type: none"> • Performs field evidence examination and processing services at crimes scenes – misdemeanor crimes through murder. • Performs evidence collection for major injury or fatal traffic accidents. • Subject to call outs for evidence processing. • Enters fingerprint cards in SABIS (State Automated Identification System); evaluate latent cards. • Processes evidence for examination as requested (e.g. swabbing for DNA analysis). • Responsible for receiving, logging, classifying, packaging, processing, storing, and maintaining the custody and control of evidence so that it can be presented in court; returned to its rightful owner; auctioned, or properly destroyed. • Uses the “BEAST” bar coding system for evidence and property tracking. • Responds to requests from the public to release their property and from insurance companies for traffic accident photos; respond to requests from the DA for case related follow-up. • Receives unwanted drug prescriptions from the public for proper disposal. • Takes evidence for processing to the crime lab. • Assists in conducting audits of the property room. • Orders and replenishes supplies for property and evidence packaging. • Responsible for issuing some Officer equipment (firearms, holsters, pepper spray).

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Administration	Lieutenant	1	<p>General Duties:</p> <ul style="list-style-type: none"> • Same as listed under Operations Lieutenant. <p>Division Specific Duties:</p> <ul style="list-style-type: none"> • Supervises the Administrative Sergeant. • Conducts recruiting and new Officer testing process; conducts all background investigations. • Conducts internal affairs investigations as assigned by the Chief; maintains IA files. • Supervises new Officers when at the Academy. • Manages the FTO Program and monitors the training of new Officers. • Coordinates all new officer (academy liaison), in-service continual professional training conducted by the PD and all special skills training (away courses). • Identifies training needs and schedules courses to provide mandated in-service and discretionary training to Department members. • Ensures paperwork and record keeping for training classes is completed. • Directly oversee activities and provide assistance; responds to major incidents and coordinates field responses as appropriate. • Monitors budget expenditures. • Works on special projects such as revision of the FTO Manual. • NPD liaison to the Police Community Relations Advisory Board.
Administration	Sergeant	1	<ul style="list-style-type: none"> • Supervises the Records Clerk. • Responsible for most technology systems and equipment for the Department: computer systems and hardware, mobile & portable radios, cell phones, CAD connectivity, City Hall and street intersection cameras. • Conducts maintenance and improvements of all of these systems and plans for future changes. • Orders forms and supplies for holding cells, receives vehicle inspection forms. • Acts as NPD “terminal agency coordinator” to the State for confidential records automated systems. • Tracks Part II UCR crimes and reports to the State. • Oversees Patrol shift bid and schedule change every six months. • Issues tow company and taxi cab permits, receives complaints. • Registers sex offenders and maintains the PD database.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Records	Records Clerk	1	<ul style="list-style-type: none"> • Responsible for managing and handling all work in the Records Unit. • Manages and supervises the file maintenance system for all police records and related documents. • Processes all crime reports, arrest reports, citations and field interview cards written by Officers; does quality control of all reports for entry into the records management system. • Processes requests for reports and background checks. • Distributes citations and other paperwork to the appropriate Courts. • Responsible for handling all in-person and requests received in the mail, processing the requests and making copies of reports for members of the public. • Ensures completion of crime report processing, data entry and distribution of reports. • Processes subpoenas for Officers and witnesses. • Tracks and sends traffic reports to the state.
Jail	Prisoner Attendant	17 PT	<ul style="list-style-type: none"> • Primarily work dayshift hour; one Prisoner Attendant works after hours (1600-0800). • Provide security for the holding cells, monitor prisoners. • Provide security for prisoners making appearances at the court in Newburgh.
Total Positions		84 18	Full Time Part Time

In total, the Newburgh Police Department has a total of 84 budgeted positions – 74 sworn and 10 civilians and 18 part time positions. In addition to the duties listed above for each position, most members of the Department have ancillary duties such as being on the SWAT Team member, training instructor, hostage negotiator, sitting on hiring boards, liaison with social service agencies, etc.

APPENDIX B – SUMMARY OF THE EMPLOYEE SURVEY

As part of the Newburgh Police Department's study, the project team developed and distributed a survey to the employees of the Police Department. This survey was distributed in April 2013. The following summary provides information regarding this survey instrument.

1. AN ANONYMOUS SURVEY WAS CIRCULATED TO ALL EMPLOYEES.

An anonymous survey was circulated to all Newburgh Police Department employees to enable employees to provide their opinions about the strengths of the Department and any improvement opportunities that may exist. The employees were asked to rate statements (using a scale of 1 to 10), ranging from Strongly Disagree to Strongly Agree, from Poor to Excellent, and to leave a question blank for No Opinion, in the following categories:

- Service to the Community
- Management / Administration
- Organization, Staffing, and Operations
- Equipment and Facilities

There were a total of 85 surveys distributed, of which 35 individuals responded, resulting in an overall response rate of 41%. Thirty of the responses were from sworn members and 5 responses from civilian members of the Department.

The following sections summarize the results of the employee survey.

2. THE MAJORITY OF RESPONDENTS GENERALLY AGREED THAT THE DEPARTMENT PROVIDED A HIGH LEVEL OF SERVICE AND MET THE NEEDS OF THE COMMUNITY.

Respondents were provided with a series of statements concerning the level of service to the community. The survey questions in this category and their responses are summarized in the table below:

Statement	Disagree	Neutral	Agree
1. The Newburgh Police Department provides a high level of service to the community.	9%	11%	80%
2. The Newburgh Police Department meets the unique needs of this community.	14%	20%	66%
3. City residents view our Department as a high priority.	46%	37%	17%
4. The City Council and administration view our department as a high priority.	77%	20%	3%
5. "Community Policing" is a high priority for the Department.	26%	34%	40%

The following points summarize the statistical information provided in the table, above:

- A majority of respondents, 80%, agreed with question #1, "The Newburgh Police Department provides a high level of service the community." While only 9% disagreed and 11% remained neutral. It is expected that for this statement the majority of respondents would agree with it.
- A majority of respondents, 66%, agreed with question #2, "The Newburgh Police Department meets the unique needs of this community." It is interesting to note that this more specific question regarding "unique" service needs results in a 14% drop in "agree" responses, while disagree and neutral percentages increase for this statement.
- Respondents had a mixed reaction to question #3, "City residents view our Department as a high priority." Almost a majority of respondents, 48%, disagreed with the statement, while 17% agreed, and 37% were neutral.
- A clear majority of respondents, 77%, disagreed with question #4, "The City Council and administration view our department as a high priority" and only 3% of the respondents agreed, while the remaining 20% had no opinion. Considering the response to the previous statement it could be inferred that since the respondents disagree that City Council and administration view their department

as a high priority, this could be the reasoning of respondents' belief that the City residents also do not view their department as a high priority.

- A plurality of respondents, 40%, agreed with question #5, "Community Policing' is a high priority for the Department." Approximately 26% of respondents disagreed and 34% were neutral. It is interesting to note that even though respondents believe that they are meeting the service needs of the community, the response to this statement suggests it may not be meeting 'Community Policing' needs.

If this response is broken down by sworn and civilians, then approximately 60% of civilians agree with question #5, compared to just 37% of sworn officers.

In summary, a clear majority of respondents agreed that the Department provided high levels of community service and was able to meet the unique needs of the community. However, respondents disagreed that the City Council and administration viewed their department as a high priority and as such there were mixed reactions also to the City residents viewing the department as a high priority.

3. THE MAJORITY OF RESPONDENTS AGREED WITH THE MANAGEMENT AND ADMINISTRATION STYLE OF THE DEPARTMENT EXCEPT FOR MIXED RESPONSES REGARDING THE DEPARTMENT'S VISION FOR THE FUTURE AND ITS DISCIPLINING AND ACCOUNTABILITY PRACTICES.

Respondents were asked to respond to a series of statement relating to the administrative procedures and the management style of the Newburgh Police department. The responses to the statements in this category are summarized in the following table:

Statement	Disagree	Neutral	Agree
6. Our department has a clear vision / direction for the future.	32%	34%	34%
7. I am kept informed of important Departmental information.	14%	29%	57%
8. The Police Department has set high performance expectations of me.	9%	17%	74%
9. NPD's written policy and procedures provide appropriate direction and guidance.	3%	11%	86%
10. Our policies and procedures are up to date and consistently followed by staff.	11%	23%	66%
11. NPD is striving to continually improve policies and procedures.	11%	20%	69%

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Statement	Disagree	Neutral	Agree
12. The PD's expectations regarding my work performance are clear to me.	9%	6%	86%
13. The PD's expectations regarding standards of conduct are clear to me.	9%	11%	80%
14. My supervisor listens to me and evaluates me fairly.	3%	11%	86%
15. I receive an annual written performance evaluation from my supervisor.	6%	9%	85%
16. I am appropriately recognized for my work and contributions to the Police Department.	17%	26%	57%
17. I receive the appropriate training to do my job well.	17%	34%	49%
18. The promotional process fairly tests the skills, ability and qualifications of the candidates for the position.	26%	46%	28%
19. The complaint investigation process is conducted fairly.	23%	29%	48%
20. When employee discipline is needed it is fair and consistent.	34%	34%	32%
21. Employees at all levels of the organization are held accountable for their actions.	40%	31%	29%
22. Our Department seems to be innovative and progressive.	34%	40%	26%
23. Our Department does a good job planning and scheduling our work assignments.	11%	43%	46%
24. Our Department does a good job making decisions in a timely manner.	34%	43%	23%
25. There is a positive organizational culture at NPD.	49%	34%	17%
26. When problems and issues arise, they are resolved quickly.	43%	40%	17%
27. I am treated fairly by the Police Department.	9%	20%	71%

The following points summarize the statistical information provided in the table, above:

- Respondents had a mixed reaction to question #6, "Our Department has a clear vision / direction for the future." The same proportion of respondents, 34%, agreed and was neutral regarding the issue while 32% disagreed.

If these responses are filtered by status (sworn vs. civilian), 60% of civilians compared to 37% of sworn officers, agree that the Department has a clear vision / direction for the future. Considering that usually, civilians are usually in administrative roles and are determining the vision / direction for the Department, this response pattern was expected.

- A clear majority of respondents, 57%, agreed with question #7, "I am kept informed of important Departmental information." Approximately 14% of the respondents disagreed, and 29% remained neutral. It is important to focus on the response to this question because it will be a basis for comparison for many of the responses related to the department's future and accountability.

- A majority of the respondents, 74%, agreed with question #8, “The Police Department has set high performance expectations of me.” Only 9% of respondents disagreed and 17% had no opinion.
- A strong majority of respondents, 86%, agreed with question #9, “NPD’s written policy and procedures provide appropriate direction and guidance.” Only 3% of respondents disagreed and the remaining 11% were neutral regarding the issue. It is interesting to note that while respondents agree with this statement that the department has clear policies and procedures for appropriate guidance and direction that confidence does not extend to the Department having a clear direction for the future. It can be inferred that the Department’s policies and procedures do not provide guidance for the future of the Department.
- A majority of the respondents, 66%, agreed with question #10, “Our policies and procedures are up to date and consistently followed by staff.” About 11% disagreed, with 23% remaining neutral. This response pattern is consistent with the previous statement regarding policies and procedures.
- A similar proportion of respondents as the previous statement, 69%, agreed with question #11, “NPD is striving to continually improve policies and procedures.” About 11% of respondents disagreed and 20% were neutral. Respondents are staying consistent with other statements related to policies and procedures.
- A strong majority of the respondents, 86%, agreed with question #12, “The PD’s expectations regarding my work performance are clear to me.” Less than 10% of respondents disagreed, and only 6% had no opinion. This response to work performance and expectations is consistent with previous responses related to work expectations.
- A majority of the respondents, 80%, agreed with question #13, “The PD’s expectations regarding standards of conduct are clear to me.” Only 9% disagreed and 11% had no opinion. It is good to note that respondents are consistent with their responses throughout the survey.
- Approximately 86% of respondents agreed with the question #14, “My supervisor listens to me and evaluates me fairly.” Only 3% disagreed while 11% were neutral.
- In the vein of the previous statement, a strong majority of the respondents, 86%, agreed with question #15, “I receive an annual written performance evaluation from my supervisor.” While only 6% disagreed and 9% had no opinion. It was expected that the response pattern to this question would closely mirror that of the previous question.

- A slight majority of respondents, 57%, agreed with question #16, “I am appropriately recognized for my work and contributions to the Police Department.” About 17% disagreed and 26% remained neutral regarding the issue. It is important to note that the majority respondents do feel recognized by management and administration for their work. This is consistent with the work performance and evaluation responses throughout this section of the survey.
- Respondents had a mixed reaction to question #17, “I receive the appropriate training to do my job well.” Almost a majority of respondents, 49%, agreed with the statement, while 17% disagreed, and 34% remained neutral.

80% of civilians agree that they receive the appropriate training to do their job well, compared to 43% of sworn officers.

- Approximately 46% of respondents remained neutral regarding question #18, “The promotional process fairly tests the skills, ability and qualifications of the candidates for the position.” 26% of the respondents disagreed and 29% agreed. Considering that previous response patterns suggest that respondents are heard fairly from supervisors and that their work performance expectations are made clear it is interesting to note that the near majority of respondents are neutral regarding the ability of the promotional process to fairly assess candidates.
- Almost half of the respondents, 48%, disagreed with question #19, “The complaint investigation process is conducted fairly”, with 23% disagreeing and 29% remaining neutral.

If these responses are filtered by officer status, 47% of sworn officers compared to 60% of civilians agree that the complaint investigation process is conducted fairly.

- Respondents had a mixed reaction to question #20, “When employee discipline is need it is fair and consistent.” The same proportion of respondents, 34%, disagreed and remained neutral, while 32% had no opinion. This is interesting to note that statements with the word ‘fair’ throughout the survey have resulted in mixed responses. Therefore, while other aspects of management and administration may be clear to respondents, the ability to judge whether processes are fair is uncertain for the respondents; hence the lack of clear majority in any category, even in the neutral category.
- Approximately 40% of respondents disagreed with question #21, “Employees at all levels of the organization are held accountable for their actions.” About 31% were neutral and 29% disagreed.
- 40% of the respondents remained neutral regarding question #22, “Our Department seems to be innovative and progressive.” About 34% of respondents

disagreed and 26% agreed. Considering the response to question #6 (department's vision / future), it is interesting to note that a lower proportion of respondents believe that their department is innovative and progressive compared to it having a clear vision of the future.

- Only 11% of respondents disagreed with question #23, "Our Department does a good job planning and scheduling our work assignments." 43% of respondents had no opinion and 46% agreed with the statement.
- Respondents again had a mixed reaction to question #24, "Our Department does a good job of making decisions in a timely manner." Approximately 34% disagreed, 43% were neutral, and 23% agreed. The proportion of respondents that agreed is exactly half of the proportion of respondents that agreed with the previous statement. This suggests that while respondents believe that planning and scheduling work can be done, decisions are not necessarily made in the timeliest manner.
- Almost half of the respondents, 49%, disagreed with question #25, "There is a positive organizational culture at NPD." About 34% had no opinion, and 17% agreed with the statement. Considering that generally throughout this section of the survey the respondents have had positive responses to management style and administration it is interesting to note that almost half of the respondents don't believe there to be a positive organizational culture at the Department.
- Approximately 17% of the respondents agreed with question #26, "When problems and issues arise, they are resolved quickly." About 43% disagreed and 40% remained neutral. Similar to the previous statements regarding disciplining and employee accountability, respondents also have no clear majority regarding this issue.

Breaking this response by civilian and sworn responses, about 60% of civilians disagreed with the statement compared to 50% of sworn officers. This is one of the few instances in which the civilians have disagreed with the management and administration style of the Department. It can possibly be inferred that this is a serious concern for all employees' regardless of status.

- A majority of respondents, 71%, agreed with question #27, "I am treated fairly by the Police Department." Only 9% disagreed and 20% had no opinion.

In summary, for the majority of the statements relating to administrative procedure and management oversight the majority of respondents generally agreed with the department's written policies and procedures, its ability to clearly describe work

expectations and standards of conduct for employees, and that they receive fair treatment at the Department. However, respondents did have mixed reactions regarding the department's vision for the future, its ability to make decisions in a timely manner, its disciplining, accountability practices, and fair organizational structure of the entire Department.

4. MAJORITY OF RESPONDENTS DISAGREED WITH STAFFING LEVELS BUT AGREED THAT THEY COULD MAKE A CAREER AT THE POLICE DEPARTMENT AND THAT THE DEPARTMENT PROVIDED APPROPRIATE FEEDBACK AND SUPERVISORS CREATED A MOTIVATING ENVIRONMENT.

Respondents were asked to respond to several statements regarding staffing levels, organizational structure, department operations, and career aspirations at the Newburgh Police Department. The survey questions in this category and their responses are summarized in the table below:

Statement	Disagree	Neutral	Agree
28. We have the staff we need to perform safely and effectively during incidents.	86%	11%	3%
29. My opinions are listened to and considered in this Department.	26%	37%	37%
30. Our Department effectively measures my performance and provides appropriate feedback for me.	20%	23%	57%
31. My supervisor creates a motivating environment for my work unit.	9%	31%	60%
32. The work ethic in my work unit (e.g. patrol team) is high.	14%	34%	52%
33. NPD promotes a high work ethic.	26%	29%	45%
34. I am treated with respect by the other employees I work with everyday.	11%	9%	80%
35. I plan to make a career at the Newburgh Police Department.	11%	6%	83%

The following points summarize the statistical information provided in the table, above:

- A majority of respondents, 86%, disagreed with question #28, "We have the staff we need to perform safely and effectively during incidents." Only 3% agreed with staffing levels, while 11% had no opinion. This means that respondents feel that staffing levels are inadequate.

- Respondents had a mixed reaction to question #29, “My opinions are listened to and considered in this Department.” The same proportion of respondents, 37%, agreed and was neutral regarding the issue, while 26% disagreed. This response pattern is very different from a similar question asked in the previous section related to the supervisor listening to respondents and evaluating them fairly. In that instance, respondents agreed with the statement, but for this statement, respondents had no clear response. This suggests that while maybe supervisors listen to respondents, it does not mean that the Department as a whole listens to these opinions.

Analyzing this at a status level, 60% of civilians agreed that their opinions are listened to and considered in this department, compared to just 33% of sworn officers.

- A slight majority of the respondents, 57%, agreed with question #30, “Our Department effectively measures my performance and provides appropriate feedback to me.” About 20% disagreed and 23% had no opinion. It is interesting to note that while the opinions of the respondents are not listened to and considered, when it comes to work performance appropriate feedback is provided. This is consistent with the responses provided in the previous section related to work performance expectations.
- A majority of respondents, 60%, agreed with question #31, “My supervisor creates a motivating environment for my work unit.” Only 9% disagreed and 31% had no opinion. This response is consistent with the previous statement.
- Barely a majority of the respondents, 52%, agreed with question #32, “The work ethic in my work unit (e.g. patrol team) is high.” About 14% disagreed and 34% remained neutral.
- There was no clear majority regarding question #33, “NPD promotes a high work ethic.” Approximately 45% of respondents agreed, 26% disagreed, and 29% had no opinion. Considering the response to the previous statement, it can be seen that there are mixed reactions regarding the work ethic within the Department.

Filtering these responses by status type, 60% of civilians disagreed with NPD promoting a high work ethic, compared to just 20% of sworn officers. This is one of the few instances throughout the survey in which there has been such a large disparity between the sworn and the civilians.

- A clear majority of the respondents, 80%, agreed with question #34, “I am treated with respect by the other employees I work with everyday.” Only 9% remained neutral and 11% had no opinion.

- A strong majority of the respondents, 83%, agreed with question #35, “I plan to make a career at the Newburgh Police Department.” Only 6% of the respondents were neutral and 11% had no opinion.

In summary, respondents generally disagreed with the department’s staffing level and had mixed reactions regarding their opinions being valued in the department and the department promoting a strong work ethic. However, respondents did agree that the Department provided appropriate feedback and that they plan to make careers at the Newburgh Police Department.

5. RESPONDENTS WERE SPLIT BETWEEN RIGHT BEING OVERLOADED AND THE ABILITY TO KEEP UP WITH THEIR SOMETIMES HEAVY WORKLOAD.

Respondents were asked to respond to a question regarding their typical day-to-day workload. The survey question in this category and its response is summarized in the table below:

Statement	% of Responses
About the right balance between time available and the amount of work.	6%
I am always overloaded. I can never catch up.	44%
I could handle more work without being overloaded.	6%
Sometimes my workload is heavy, but most of the time I can keep up.	44%

In summary, an equal proportion of respondents, 44%, stated that they were always overloaded and could never catch up or that sometimes workload is heavy, but most of the time they can keep up. Similarly, an equal proportion of respondents, 6%, also stated that they have right balance of work or that they could handle more work without being overloaded. The common theme between the higher proportion of responses is the heavy workload, whether it is always or only sometimes. This remains consistent with the opinions expressed in the previous section related to inadequate staffing levels in relation to workload.

6. EMPLOYEES GENERALLY HAD MIXED RATINGS REGARDING MOST OF THE PROGRAMS AND SERVICES, BUT THE MAJORITY OF EMPLOYEES RATED INTERACTION WITH CITIZENS AS GOOD.

Respondents were asked to respond to a series of statements evaluating the quality and / or effectiveness of the programs and services of the Newburgh Police Department. The following table summarizes the programs and services and their ratings:

Programs / Services	Poor	Fair	Good	Excellent	No Opinion
37a. Response times to calls for service.	9%	26%	43%	17%	5%
37b. Availability of backup for officer safety.	17%	31%	31%	11%	10%
37c. Department capabilities for selective enforcement of targeted problems.	29%	42%	20%	0%	9%
37d. Amount of proactive time in the field.	22%	49%	20%	0%	9%
37e. The way officers deal with citizens.	3%	14%	54%	23%	6%
37f. The depth and quality of investigations.	3%	17%	31%	37%	12%
37g. Quality of NPD dispatch services.	9%	23%	37%	26%	5%
37h. Quality of dispatch services.	9%	26%	40%	17%	8%
37i. Availability and content of training.	14%	34%	43%	3%	6%
37j. Coordination with regional agencies (i.e., SWAT, narcotic enforcement, etc.).	3%	11%	49%	23%	14%

The following points summarize the statistical information provided in the table above:

- Approximately 43% of respondents rated #37a, “Response times to calls for service” as good, only 9% as poor, 26% as fair, 17% as excellent, and 5% had no opinion.
- Respondents had a mixed response to #37b, “Availability of backup for officer safety.” 17% rated it as poor, 31% as fair, 31% as good, 11% rated it as excellent, and 10% had no opinion. It can be seen that even though there is no clear majority, the majority of responses fell either in the fair or good category. This response remains consistent with the inadequate staffing levels and workload levels discussed in previous sections of the survey analysis.
- Respondents had varied responses to #37c, “Department capabilities for selective enforcement of targeted problems.” About 29% rated it as poor, 42% as fair, 20% as good, none of the respondents rated it as excellent, and 9% had no

opinion. For this statement, the majority of responses feel either in the poor or fair category. This was also the only statement, which generated the highest number of responses in the poor category. This suggests that this is a program that the Newburgh Police Department should focus on improving based on employee responses.

- None of the respondents rated #37d, “Amount of proactive time in the field” as excellent, 22% rated it as poor, 49% as fair, 20% as good, and 9% had no opinion. Similar to the previous response, the majority of responses fell either in the poor or fair category and could also be related to inadequate staffing concerns expressed in previous sections of the survey.
- A majority of respondent, 54%, felt that #37e, “The way officers deal with citizens” was good. Only 3% of the respondents rated interaction with citizens as poor, 14% as fair, 23% chose excellent, and 6% were neutral. This response pattern is consistent with responses related to community service levels and expectations discussed in earlier portion of the survey.
- Only 3% of respondents rated #37f, “The depth and quality of investigations” as poor, 17% rated it as fair, 31% as good, 37% as excellent, and 12% were neutral. This is one of the few services in which the majority of employees responded either in the good or excellent category.
- Approximately 37% of respondents ranked #37g, “Quality of NPD dispatch services” as good, 9% as poor, 23% as fair, 26% as excellent with only 5% neutral responses. Similar to the previous statement, this is also one of the few programs or services, for which the majority of responses fell into the good or excellent category, suggesting that respondents believe the NPD dispatch services to be of high quality.
- Only 9% of respondents qualified question #37h, “Quality of dispatch services” (referring to the Orange County Communications Center) as poor, 26% as fair, 40% as good, 17% as excellent, and only 8% remained neutral. It is interesting to note that this response is not very different from the previous statement, the only difference being that for this statement, the majority of responses fell into the fair or good categories.
- Approximately 43% of respondents ranked #37i, “Availability and content of training” as good, 14% as poor, 34% as fair, only 3% as excellent, and 6% had no opinion.
- Almost half of the respondents, 49%, rated #37j, “Coordination with regional agencies (i.e., SWAT, narcotic enforcement, etc.)” as good. Only 3% rated this cooperation as poor, 11% as fair, 23% as excellent, and 14% had no opinion regarding the program.

In summary, for most of the programs and services there was no category in which there was a clear majority, most of the responses hovered between the fair and good categories. There was only one area in which a clear majority of respondents rated the police programs and services as good: interaction with citizens. It is important to note that responses in this section were consistent with many of the opinions expressed in previous sections of the survey analysis.

7. A STRONG MAJORITY OF RESPONDENTS RATED POLICE FACILITY IN GENERAL AS POOR, AND LESS THAN 5% OF ALL RESPONDENTS RATED ANY OF THE EQUIPMENT / FACILITIES AS EXCELLENT.

Respondents were asked to rate the quality of equipment and facilities available to the Police Department. The items in this category and their ratings are summarized in the table below:

Item	Poor	Fair	Good	Excellent	No Opinion
38a. Vehicles	14%	51%	23%	0%	12%
38b. Radios	17%	26%	46%	3%	8%
38c. Other equipment (e.g., uniform, vests)	11%	31%	49%	0%	9%
38d. Mobile Data Computers & CAD System	14%	31%	46%	3%	6%
38e. Police Facility (in general)	83%	11%	0%	0%	6%
38f. Police Facility security for staff and evidence	37%	34%	20%	3%	6%

The following points summarize the statistical information provided in the table above and on the previous page:

- Barely a majority of respondents, 51%, rated Vehicles (#38a) as fair, 14% as poor, 23% as good, 0% as excellent, and 12% had no opinion.
- Only 3% of respondents ranked the Radios (#38b) as excellent, 17% of the respondents chose poor, 26% rated it as fair, 46% as good, and 8% were neutral. In this instance the majority of responses were either fair or good.
- Similar to radios, almost a majority of respondents at 49% rated Other equipment (#38c) as good, while 0% rated it as excellent, 31% rated it as fair, 11% rated it as poor, and 9% had no opinion.

- Only 3% of respondents qualified Mobile Data Computers and CAD System (#38d) as excellent, 46% as good, 31% as fair, 14% as poor and 6% were neutral. Similar to other responses, the majority of responses were either good or fair.
- A strong majority of respondents, 83%, stated Police Facility (in general) (#37e) to be poor, 11% rated it as fair, and the remaining 6% had no opinion. It is interesting to note such a high proportion of responses in the poor category, clearly suggesting that responses believe the quality of the Police facility, in general, needs to be improved.
- Approximately 37% of respondents stated Police Facility security for staff and evidence (#37f) to be poor, 34% chose fair, 20% good, only 3% as excellent, and 6% were neutral. While this statement did not get a clear majority in any category, it is also one of the two statements for which the majority of responses fell either in the poor or fair category.

In summary, this is the only section of the survey in which respondents are asked to present their opinions regarding police equipment and facilities. While there was no clear majority in response towards equipment, except for police facility in general, the plurality of respondents rated the equipment as either fair or good. In the case of police facility, a clear majority of respondents at 83% rated it as poor.

8. NARRATIVE SURVEY RESPONSES.

In addition to the survey's forced choice questions, respondents were asked to provide narrative responses to two open-ended questions. The responses to the questions were grouped by common themes and summarized by the project team.

(1) Please indicate what you believe are the most important strengths of the Department:

Those who chose to answer the open-ended questions stated that the greatest strength lay in the high level of dedication of these officers to their job and the

community and also the strong sense of teamwork / unity within the department. Some of the additional common themes are summarized below:

- Greatest strengths of the department:
 - Dedication of officers
 - Teamwork
 - Professionalism of staff
 - Training

In summary, it can be seen that many of the strengths of the department are interconnected, the dedication of the officers to their job and the community is can be related to the strong sense of teamwork, which results from professionalism of staff, which can be correlated to training. The responses in this category were consistent with the opinions expressed in the rest of the survey.

(2) Please indicate what you believe are the most important improvement opportunities for the Department:

Many different responses were generated for this question but the majority of respondents stated that there needed to be an increase in the current staffing. The comments are summarized below.

- Most important opportunities for improvement:
 - Increasing staffing level
 - Salary increase
 - Increased support from City Government
 - Improvement in training
 - Improve the quality of the Police Facility

In summary, the respondents stated that there was a need for increasing the staffing levels, salary increases, and also increased support from the City government. Two of three of these themes have been discussed in the survey and those responses are consistent with the narrative responses.

Respondents were also asked to share any other comments related to the questions in the survey or additional feedback. The majority making written comments emphasized that the department is severely understaffed and overworked.

APPENDIX C – SUMMARY OF THE COMMUNITY FOCUS GROUPS

As part of this study the project team developed and conducted two community focus groups that were conducted on March 20-21, 2013 in Newburgh. The Matrix Consulting Group coordinated with the City Manager's Office to identify members of the public who have been involved in the community of Newburgh as through business associations, neighborhood associations, faith based groups, schools, etc. The project team sent invitation letters to a total of 42 people inviting them to one of two focus groups. The purpose of these groups was to obtain input from members of the community regarding their perceptions about the Newburgh Police Department on a variety of topics related to the type and quality of service provided by the Department.

A total of 12 community members attended the two groups:

- March 20, 6:00 PM, at City Hall, Council Chambers – 7 people attended.
- March 21, 6:00 PM, Activities Center, 401 Washington St – 5 people attended.

Questions asked focused on what they “needed more of”, “needed less of”, what their priorities were for addressing the identified issues that concerned them.

- 1. IN GENERAL, THOSE WHO PARTICIPATED IN FOCUS GROUPS DESIRE THE POLICE DEPARTMENT TO BE MORE PROFESSIONAL WHEN DEALING WITH THE PUBLIC AND HAVE GREATER INVOLVEMENT WITH THE COMMUNITY.**

At each session participants were asked to register their personal and then collective views about the issues relating to the Newburgh Police Department. It is important to note that several times during the focus group meetings that people in both groups commented that police officers have a very hard job and that the community and City need to support them more and somehow communicate their support to the officers.

The following table summarizes the “need more of” responses.

Need More:	Focus Group 1	Focus Group 2
Public Safety focus by the City – higher level of concern that leads to action and funding of the police.	X	X
Community support for the police officers.	X	X
Enforcement of visible crime on Broadway near City Hall, including prostitution crimes, drug usage and other “quality of life” issues.	X	
Training for officers to be more professional when dealing with conflict situations.	X	X
Professionalism, better attitudes and a higher level of “interest” by police officers when dealing with people in routine situations (e.g. traffic accident) and other situations to help them resolve their immediate problem.	X	X
Involvement by officers in the community when they are off duty (e.g. local events, coaching, trips to zoo & baseball games)	X	X
Hiring new officers who live in the community	X	
Neighborhood outreach & contact by Officers – visible presence	X	X
Development of a relationship with members of the community, business owners, etc.		X
Volunteers working in the police department	X	
Discretion and use of warnings by parking enforcement officers (not PD employees)	X	
Surveillance cameras and red light cameras		X

Need More:	Focus Group 1	Focus Group 2
Civilian community service officers working in the PD that can deal with the lower priority calls from residents		X
Communication from the PD – develop a Neighborhood Watch program; create an e-mail list of residents, business owners that can be used by PD to send out information, crime alerts, etc.		X

The following table lists the items the focus groups desired “less of”.

Need Less:	Focus Group 1	Focus Group 2
Visible crime on the main streets of town; beggars (intimidation)	X	
Bad attitudes of officers when it’s not necessary	X	X
Waiting time for an officer to respond to their call; less wait time		X
Stress in the community		X

2. THE TOP ISSUES EXPRESSED BY MEMBERS OF THE COMMUNITY RELATED TO CRIME AND POLICE DEPARTMENT INTERACTION WITH THE COMMUNITY.

Both groups expressed that the level of crime in Newburgh is higher than in other communities but they plan to stay in the community and want to make it a better place. They see the Police Department as a critical component of making Newburgh a better place to live.

The concerns related to visible crime and quality of life issues on Broadway, in the main downtown area near City Hall, was to provide a better business environment in this core area to attract new businesses and improve existing business that will result in more people shopping, eating and spending time in the downtown.

Participants also express that they believe most of the officers in NPD generally do a good job and are at NPD for the “right reasons” – to serve the public; at that some officers have great attitudes and provide very good service. However, they also expressed a belief that some officers are at NPD just for the paycheck and don’t really have a significant concern to improve Newburgh, which may result in unprofessional attitudes. Overall, participants believe that most police/community relationship issues would be solve if officers would treat other people the way that they want to be treated.

They also expressed a concern that they do not have a depth of knowledge and would like to know more about the issues related to and problems handled by the police department. As a way to provide this information, participants suggested that the City and/or the PD be more proactive in providing information to the community. Development of an e-mail news letter that would regularly be sent to interested residents and business owners was suggested. This list could also be used for incident based events such as a series of burglaries in a neighborhood or other types of crimes. A Neighborhood Watch type program was also suggested as a method to bring the community closer together with the PD. Participants realized that NPD cannot do everything but see the PD as a primary catalyst to coordinate things that will improve Newburgh.

The groups did not develop a long list of items but rather focused on these themes as the priority issues for the Police Department to address as the best way to improve the relationship between the Police Department and the community.

