Final Report on the Police Department Operational Staffing and Efficiency Study

BEND, OREGON

July 26, 2024

matrix consulting group

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1. Introduction and Executive Summary

Matrix Consulting Group was retained by the City of Bend to conduct a Police Department Operational Staffing and Efficiency Study. This report presents the current recommended staffing analysis of this endeavor.

(1) Background and Scope of the Study

This study was commissioned in December 2022 to provide an independent and objective assessment of the Police Department's staffing and organizational needs based on the work that staff was handling in each functional area as well as potential alternatives to current practices. Importantly, the study was to include a review of current staffing, complaint handling, policies, management systems and training.

This study was designed to ensure that the Bend Police Department has appropriate and justifiable staffing levels along with modern management practices. Extensive input from departmental staff was sought as part of this process.

(2) Methodology Used to Conduct the Study

The project team utilized a number of approaches in order to fully understand the service environment and issues relevant to the study, including the following:

- **In-person and virtual interviews** with the leadership, other managers, and unit supervisors and many staff in the Police Department. Finally, to maximize input, an anonymous employee survey was utilized for all staff to participate in.
- **Data Collection** across every service area in order to enable extensive and objective analysis.
- **Iterative Process** in which the project team first understood the current organization and service delivery system and then assessed current staffing and management needs prior to developing this final report. These interim documents were discussed with City and Police Department management.

This report represents the culmination of this process, presenting the results of our analysis, including specific recommendations for the department on staffing, deployment, and other relevant issues.

(3) Summary of Major Conclusions and Recommendations

The following recommendations have been made in this report. The report itself should be consulted for the analysis behind these recommendations.

Patrol Division

In patrol, increase authorized staffing of officers by 4 FTE[1], for a total of 48 FTE. This accounts for turnover (i.e., includes overhires) and enables the K9 positions to function in a specialized role.

As recommended patrol staffing levels are met, seek to continue and further implement crime-reduction strategies on behalf of BPD patrol units. These practices should include, but are not limited to, problem-oriented policing, intelligence-led policing, and community-oriented policing strategies.

Investigations Division

Add 1 investigative analyst to investigations for a total of 1 captain, 1 lieutenant, 2 sergeants, 2 corporals (the corporal position will be eliminated in the future), 10 detectives, and 1 analyst assigned.

Increase staffing in the Digital Forensics Unit by 2 detectives for a total of 4 detectives assigned.

Track the number of devices submitted and processed by BPD personnel.

Increase staffing by one Crime Scene Investigator for a total of two Crime Scene Investigators assigned to the Crime Scene Investigations unit.

Command 3

Track committed task times dedicated towards the various enforcement and community education programs to include into future Traffic Unit staffing analysis.

Increase staffing in the Traffic Unit by 1 Corporal and 2 Officers for a total of 1 Sergeant, 1 Corporal and 7 Officers.

Differentiate between CSO online and CSO field reports in order to assist in future workload analysis and staffing needs.

Fill current vacancies in the Problem-Oriented Policing Unit as staffing allows.

Ensure the entire department incorporates problem-oriented policing strategies into everyday strategies.

[1] The additional 4 FTE account for the necessary staffing (44 officers) to provide adequate service levels to Bend, while supplementing 4 FTE to replace the workload handled by BPD K9 units who have been reassigned away from responding to calls for service.

Apply an evidence-based approach to the department's problem-oriented policing and other crime reduction strategies.

Increase staffing in the School Resource Officer Unit by 1 Sergeant and 4 Officers for a total of 2 Sergeants and 9 Officers.

Evaluate the SRO program to determine effectiveness in impacting youth criminality and deterrence.

Command 4

Ensure Crime Analyst responsibilities and capabilities are equally focused on tactical, strategic, and administrative analyses.

Enter and track all specific CERT incident types into the department's CAD system to facilitate future data collection, calls for service analysis, and future staffing needs analysis.

Office of the Chief

Track personnel complaint investigative hours to perform future staffing analysis.

Create an internal affairs compliance audit process to ensure the current employee complaint reporting system functions as designed.

Publish an annual internal affairs report documenting statistical summaries, complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate.

Develop a formal evaluation strategy for the Bend ARTIC that aligns with the BPD's needs.

Develop resources, including staffing, to implement the evaluation of the Bend ARTIC. This will likely require personnel resources and/or overtime.

Implement the evaluation/pilot test of Bend ARTIC, ideally beginning in January or April of 2024.

Develop a strategic communications plan focused on both external and internal audiences.

Update the department's website to a modernized look that serves to provide community information and resources, and as a frontline recruitment tool.

Support Division

Work with the City of Bend Human Resources to explore co-locating a human resource specialist inside the BPD.

Create 1 FTE Program Coordinator to oversee the BPD's Wellness Program.

Begin fully utilizing the Police Information Technology Unit's ticket system to assess workload and analyze future staffing needs.

Add 1 additional FTE sworn Officer position (trainer) to the Training Unit.

Create 1 FTE Police Training Assistant in the Training Division. This will bring Unit staffing to 1 FTE Sergeant, 2.5 FTE Officers, and 1 FTE Police Training Assistant.

Business Services Division

Conduct a review of the classification of the Business Manager position to ensure the required scope of work aligns with the City of Bend's classification system.

Add 1 Supervisor position of the appropriate level and type to the division. This position would oversee the two payroll/scheduling analysts, two purchasing coordinators, and the logistics coordinator.

Move the Senior Program Specialist position within CODE to the Evidence Unit for supervision.

Add 1 FTE Program Specialist position to the Records Unit to replace the two temporary positions.

Projected Growth Impacts and Staffing Needs

By 2033, increase staffing by 22.5 sworn and 7 civilian positions to provide the same level of service that is recommended in the current staffing analysis as growth and development occur[2].

[2] Any changes to service levels, or the addition of any new units or services will consequently update the number of staff needed to account for projected growth impacts.

2. Patrol Division

1. Patrol Workload Analysis

The following sections provide an analysis of the patrol workload and other issues relating to the effectiveness of field services.

(1.1) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer-aided dispatch (CAD) database, covering January 1, 2022, through December 31, 2022. For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needs to be met:

- The incident must have been unique.
- The incident must have been first created between January 1, 2022, and December 31, 2022.
- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the department (e.g., directed patrol) are not counted as community-generated calls for service.
- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of time stamps.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by BPD patrol units.

(1.2) Calls for Service by Hour and Weekday

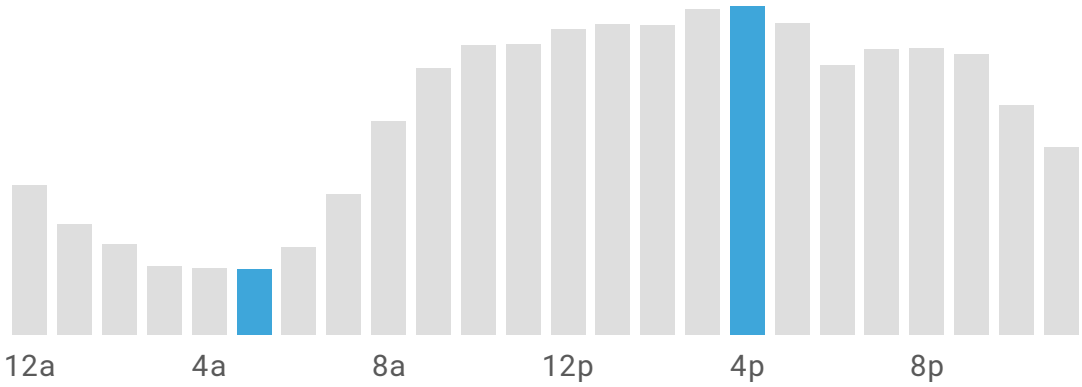
The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	187	110	112	113	92	117	186	917
1am	133	88	63	83	84	93	132	676
2am	110	73	60	66	55	84	109	557
3am	75	48	42	60	63	63	68	419
4am	58	58	59	56	43	69	65	408
5am	47	61	60	49	48	84	50	399
6am	52	96	80	86	78	75	72	539
7am	107	133	119	142	134	121	107	863
8am	116	231	217	197	240	186	121	1,308
9am	136	309	253	248	266	247	174	1,633
10am	180	295	284	253	268	297	195	1,772
11am	163	265	275	272	288	284	232	1,779
12pm	207	283	294	306	261	288	235	1,874
1pm	189	305	275	334	277	303	223	1,906
2pm	203	295	269	304	291	316	217	1,895
3pm	197	318	321	308	293	314	242	1,993
4pm	213	302	316	340	292	309	241	2,013
5pm	254	280	277	284	278	304	231	1,908
6pm	243	224	278	238	206	261	205	1,655
7pm	245	263	253	250	238	270	232	1,751
8pm	252	241	226	250	261	277	248	1,755
9pm	233	211	238	252	231	288	265	1,718
10pm	193	197	187	147	199	255	227	1,405
11pm	138	153	128	144	162	208	219	1,152
Total	3,931	4,839	4,686	4,782	4,648	5,113	4,296	**32,295**

Bend PD responded to 32,295 calls for service in calendar year 2022. These calls were heavily concentrated between 0900 and 1700, Monday through Friday, with lesser concentration on weekends. Early morning hours experienced minimal calls for service in 2022. These trends are expected in the experience of MCG project staff.

Call for Service Activity by Hour



Calls for service in Bend follow a common pattern found in MCG project staff's experience. Calls peak during the afternoon and early evening hours of the day (around 1600), with the lowest frequency of calls for service occurring in the early morning hours (around 0500). This temporal pattern is common and expected.

(1.3) Calls for Service by Month

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	2,825	
Feb	2,628	+1.2%
Mar	2,720	
Apr	2,597	
May	2,815	+3.0%
Jun	2,904	
Jul	3,302	
Aug	2,889	+9.5%
Sep	2,646	
Oct	2,641	
Nov	2,177	-13.7%
Dec	2,151	
Total	**32,295**	

Seasonality in call activity is relatively pronounced, which is to be expected when considering the weather changes that occur in Bend throughout the year, as well as the

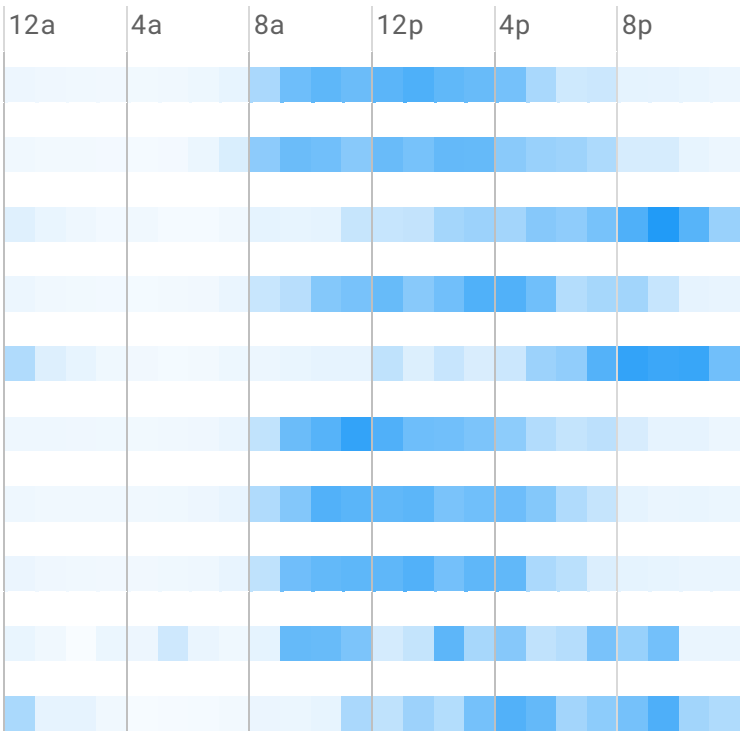
fluctuations in the number of tourists visiting the city. Call activity is highest during the summer. Tourism can play a role, although increased activity during the summer is typical for virtually any community. By contrast, call for service activity diminishes during the winter months, which can be expected when considering Pacific Northwest weather east of the Cascades.

(1.4) Most Common Types of Calls for Service

The following table provides the 10 most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)[3] for each:

Most Common Call for Service Categories

Incident Type	# CFS	HT
C6 Follow-Up	3,948	24.3
Unwanted Subj.	3,394	20.6
Susp. Circum.	2,305	21.3
Welfare Check	2,167	23.7
Domestic Disp.	1,536	40.2
Assist-Police	1,425	23.6
Civil Dispute	1,089	26.0
Theft	956	37.2
Men/Beh Disord	936	22.0
Dispute	817	29.8
All Other	13,722	32.2
Total	**32,295**	**28.2**



The top 10 calls for service (listed in the chart above) account for more than half (58%) of the overall call load during the timespan under evaluation. These frequent calls for service also correlate with the temporal trends in call load throughout the day that was

[3] Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

discussed previously, showing increased calls throughout the afternoon and early evening hours.

(1.5) Call for Service Response Time by Priority Level

The following table displays call-for-service statistics by priority level, showing the distribution of calls by response time for each category, with the median (middle value) response time[4] indicated in the second column from the right:

Call for Service Response Time by Priority Level

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
				20 40 60
1	241	1%	10.1	
2	1,769	5%	10.6	
3	15,083	47%	12.6	
4	14,082	44%	36.7	
5	951	3%	28.3	

Median call response times for higher priority calls for service span from 10.1 minutes to 10.6 minutes for Priority 1 and Priority 2 calls for service. While this is somewhat high, this likely has more to do with the types of calls that are included within the categories than resource availability. Over half of Priority 1 calls were assistance to medics, meaning that police were not the primary units on the call. Likewise, for Priority 2 calls, the top two categories were alarm calls, not all of which require an emergency-level response, and the third and fourth call categories were assistance to medics and fire, where police were not the primary responders. Thus, the findings are somewhat distorted, and should not be used to assess the performance of the police department.

[4] Response time is defined in this report as the duration between the call creation timestamp and the arrival time stamp for the first patrol officer on the scene.

In any case, the highest two calls for service priority levels accounted for only 6% of the total calls for service in the timespan under evaluation, with only 1% of the calls for service being assigned a Priority 1 call for service. This exhibits proper call prioritization and triaging on behalf of BPD and should continue moving forward.

2. Analysis of Patrol Resource Needs

Analysis of the community-generated workload handled by patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the community's service needs, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, organize intentional community engagement activities, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine the process used by the project team to determine the Bend Police Department's patrol resource needs based on current workloads, staff availability, and service level objectives.

(2.1) Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

i. The number of community-generated workload hours handled by patrol.

ii. The total number of hours that patrol is on duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).

iii. The remaining time that patrol has to be proactive, which can also be referred to as "uncommitted" time.

This study defines the result of this process as patrol proactivity, or the percentage of patrol officers' time in which they are available and on duty that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \%\ \text{Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some stipulations to this, which include the following:

- Optimal proactivity levels are a generalized target; a single percentage should not be applied to every agency. The actual needs of an individual department vary based on several factors, including:
  - Other resources the department has that can proactively engage with the community and address issues, such as a dedicated proactive unit.
  - Community expectations and ability to support a certain level of service.
  - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, based on the previous experience of project staff at MCG, a department the size of BPD should generally target an overall proactivity level of 40% to 45% as an effective benchmark of patrol coverage to provide an adequate level of service to the Bend community.

(2.2) Patrol Unit Staffing and Net Availability

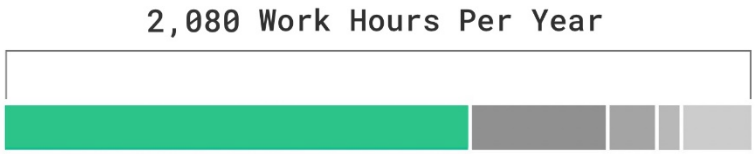
The Bend Police Department follows an 11.25-hour shift configuration that assigns personnel to a total of six teams broken into two commands. These personnel are deployed on a four days on, four days off schedule with rotating off days. The following table outlines this schedule, showing the number of positions assigned to each shift team (including those on long-term and injury leave, but excluding vacancies):

Patrol Shift Configuration *(Current Staffing Levels)*[5]

	Team	Start	End	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	Ofc.	Sgt
1	A Shift	0600	1715															7	2
	B Shift	1200	2315															7	2
	C Shift	1900	0615															7	2
2	A Shift	0600	1715															7	2
	B Shift	1200	2315															7	2
	C Shift	1900	0615															7	2
K9	K9 1	1600	0315															2	–
	K9 2	1600	0315															2	–

While the table provides the scheduled staffing levels, it does not reflect the numbers that are actually on duty and available to work at any given time. Out of the 2,080 hours per year that each officer and sergeant is scheduled to work in a year (excluding overtime), a large percentage of that 2,080 hours of time is not spent on duty as available in the field.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations made from BPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of patrol officers, or the time in which they are on duty and available to complete workloads and other activities in the field:



The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

[5] Figures displayed in the table also include those in injury and long-term leave but exclude permanent vacancies in which the position slot is actually open.

Factors Used to Calculate Patrol Net Availability

Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted .

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

This category includes all types of leave, as well as injuries and military leave—anything that would cause officers who are normally scheduled to work on a specific day to not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated from BPD data: **274.97 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Department personnel databases are typically very reliable in recording the amount of court time for officers completed on overtime, as payments must be made. However, attending court time while on duty (regular time) is not a form of leave and does not require payments or any further recordkeeping. As a result, in the experience of the project team, virtually no departments record on-duty court time. This includes the Bend Police Department.

As a result, without any data recording on-duty court time specifically for patrol officers, the number of hours is estimated based on the project team's experience.

Estimated: **20 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training completed while on duty and not on overtime. These hours were calculated from data provided by BPD administration, only considering those personnel assigned to patrol functions.

Estimated: **45 hours of on-duty training time per year**

Administrative and Wellness Time
(subtracted from total work hours per year)

Administrative Time: The total number of hours per year spent completing administrative tasks while on duty, including briefing, meal breaks, and various other activities. This is estimated at a standard level of 90 minutes per shift. The exact breakdown of this time will vary significantly from shift to shift and even from officer to officer. However, as an illustrative breakdown, this can include 30 minutes on briefing, 30 minutes on meal breaks, 15 minutes on bathroom breaks, 5 minutes on logging in and out of accounts, 5 minutes getting gas, and 5 minutes leaving/returning to the station. Each of these can take more or less time, hence this estimate being an average. For instance, briefings can often be much shorter (15 minutes), whereas meal breaks can be longer – however, many officers take abbreviated meal breaks, and some none at all.

Wellness Time: BPD employees are eligible to use on-shift time to participate in workouts, mindfulness, and restorative rest (nights) activities. Based on interviews, contract review, and review of the benefits program, the project team estimated the effect that this has on patrol availability: 40% participation in workout/yoga 1hr/session 3.5x/week, 10% participation in mindfulness 0.25hrs/session 3.5x/week, and 10% participation in restorative rest 0.5hrs/session 3.5x/week. After accounting for leave, this equates to an average of **32.3 minutes per shift**.

Calculations have been completed for Bend PD to capture the specialized role of patrol officers relating to investigative responsibilities. As a result, the following shift parameters are combined to total the administrative time of patrol officers per year:

Category	Min./Shift
Base Administrative Time	90.0
Wellness Time	32.3
Total Admin. Time / Shift	**122.3**

In total, **122.3 minutes per shift** per officer are spent on administrative time, follow-up investigations, and wellness time.

When the time above is extrapolated across all shifts worked by each patrol unit per year (excluding those not worked due to leave), the total administrative time is 327 hours per year per position.

Total administrative time: **327 hours of administrative and wellness time per year**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:

1,413 net available hours per officer
1,173 net available hours per sergeant

BPD recently implemented transitioned corporals (of which there were 6 in patrol) to sergeants (for a total of 12). Under the new approach, sergeants are expected to handle calls for service within their available time after supervisory and administrative duties. In a previous draft of this study, when corporals assumed to function as call handlers (i.e., in officer role) 83% of their available time, sergeants here are assumed to function in that role for half of their time (41.5% of available time).

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of officers and sergeants within BPD patrol:

Calculation of Patrol Unit Net Availability

		Officer	Sergeant
Base Annual Work Hours		2,080	2,080
Avg. Leave Hours	-	274.97	274.97
On-Duty Training Hours	-	45	45
On-Duty Court Time Hours	-	20	20
Admin/Follow-Up/Wellness Hours	-	327	327
Net Availability Modifier	×	*100%*	*41.5%*
Net Available Hours Per Officer	=	1,413	586.4[6]
Number of Officer Positions	×	*44*	*12*
Total Net Available Hours	=	**62,171**	**7,037**

Overall, the 44 officer positions and 12 sergeant positions combine for a total of **69,208 net available hours per year**, representing the time in which they are on duty and able to respond to community-generated incidents and be proactive.

(2.3) Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, as well as a number of other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain workload, much of which is not captured within the primary unit's handling time. Some of these factors can be calculated directly from department data, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered to capture the full scope of community-generated workload. It provides an explanation of the process used to calculate each factor:

[6] Rounded figure. Calculations use the full decimal figure.

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering an entire year has been analyzed and filtered to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from BPD data: **32,295 community-generated calls for service.**

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the incident scene and the duration of on-scene time. For each incident, this number is calculated as the difference between the 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

The resulting 28.2 minutes of handling time per call for service is slightly less than expected; however it should be noted that this does not make inferences as to the level of service being provided by officers, but rather is a reflection of the call type distribution that BPD officers handle.

Calculated from BPD data: **28.2 minutes of handling time per call for service**

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call and the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service and includes any additional backup units beyond the first.

Calculated from BPD data: **0.50 backup units per call for service**

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units. It represents the time from the unit being dispatched to the unit clearing the call.

In the experience of project staff, the average handling time of backup units is usually higher than that of the average primary unit handling time, as those calls for service that necessitate a backup unit are typically more severe. However, BPD backup units do not follow this trend. Using the same analytic technique as for primary units, the backup unit average handling time resulted in an average of 23.6 minutes per backup unit response.

Calculated from BPD data: **23.6 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service completed by patrol units is estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

The number of reports written relative to the number of calls for service in Bend followed the expected ratio of approximately one-third.

Calculated from BPD data: **0.38 reports written per call for service**

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45.0 minutes are spent per written report, including the time backup units spend on supporting work assignments.

Estimated: **45.0 minutes per report**

Follow-Up Time[7]

Officers are expected to complete follow-up investigations on many calls for service.

Much of this workload is not logged in CAD (although a portion of it is) and would be difficult to capture in a research environment. To be able to log all of this time, which can occur in small pieces and during downtime, would require new habits to be instilled (via policy) by *every* officer, which would then be reinforced by supervisors. This is compounded by the fact that oftentimes, officers are keeping themselves available (in terms of the CAD screen) so they can be dispatched for calls. Logging this time via CAD would require a culture change. To log this time outside of CAD would require new data-keeping systems and adoption of a separate parallel means by which officers would log time. Near 100% compliance would be required for such a number to be accurate.

Given these considerations, the workload involved in follow-up is treated similarly to report writing time, whereby it is estimated.

Input from BPD estimated that each officer spent about 90 minutes per shift on follow-up. Based on the number of shifts worked by officers after deducting leave, training, and court time, the project team estimated a total number of hours per year. However, the portion recorded in CAD must be deducted using the handling time involved in incident type "C6 – FOLLOW UP" – whether recorded as community-generated or officer-initiated. After deducting this workload, a total of 6,511 hours per year is estimated to be spent on follow-up time. On a per-shift average, this would equal 57.4

[7] In previous versions of this report, follow-up time was treated as an availability category. It has been moved to workload side, while the total time involved is roughly equivalent to the previous version.

minutes per shift (out of the 90 minutes per shift) that is estimated and not recorded in CAD.

This workload figure is distributed by hour and weekday relative to call volume, similar to report writing time.

Calculated from BPD data: **6,511 hours** (including only the portion of follow-up that is not recorded in CAD)

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time and reporting writing time.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 37,209 total hours in the year evaluated.

Calculated from previously listed factors: **69.1 total minutes of workload per call for service**

Each of the factors summarized in this section contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These factors are summarized in the following table:

Summary of CFS Workload Factors

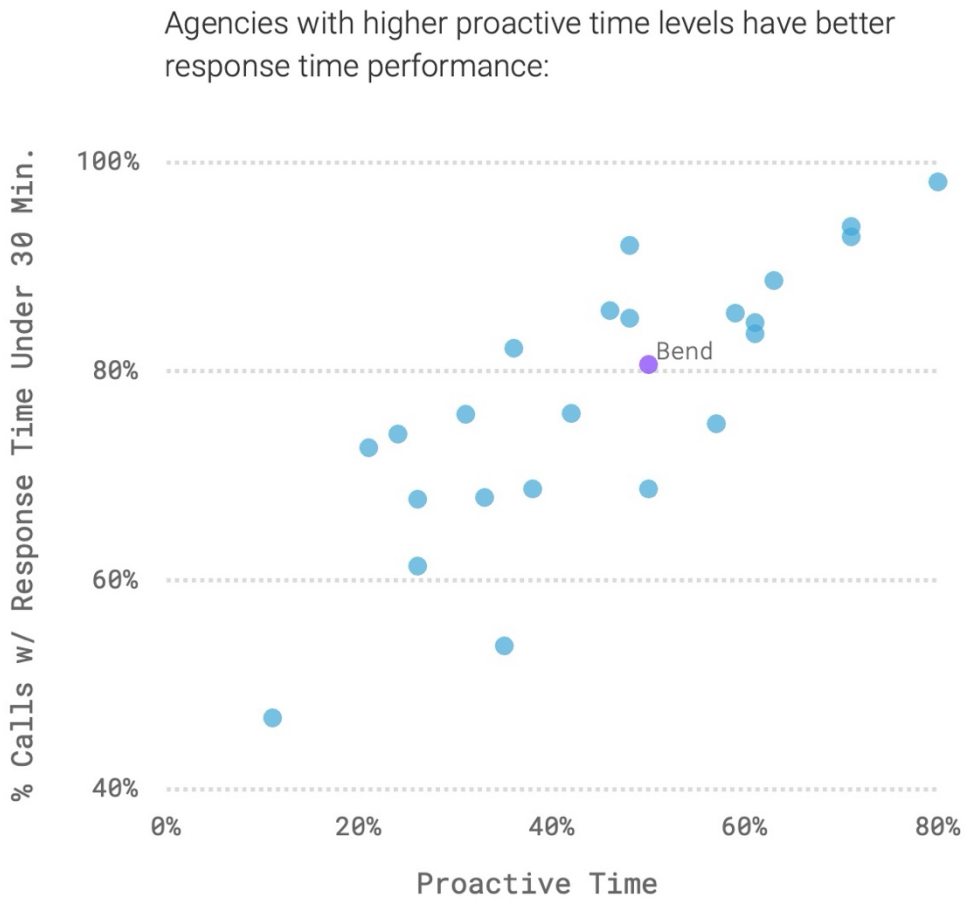
Total Calls for Service	**32,295**	41%
Avg. Primary Unit Handling Time	28.2 min.	
Backup Units Per CFS	**0.50**	17%
Avg. Backup Unit Handling Time	23.6 min.	
Reports Written Per CFS	**0.38**	25%
Time Per Report	45.0 min.	
Follow Up Time	**6,511 hrs.**	17%
Avg. Workload Per Call	69.1 min.	
Total Workload	**37,209 hrs.**	

Overall, each call represents an average workload of 69.1 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, and any reports or other assignments completed related to the incident. This results in a total of **37,209 patrol workload hours** in calendar year 2022.

(2.4) The Value of Proactive Time

Proactive time can function as a barometer to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

Among those objectives is response time performance. Lower levels of proactive time result in fewer calls being responded to within a reasonable timeframe, whereas agencies with higher proactive time have better response time performance. This finding is backed by our work, which has used the same methodologies to calculate response time performance and proactive time for agencies nationwide. The following chart shows this, demonstrating the relationship between proactive time and the percentage of calls for service responded to within 30 minutes:



Note that the chart includes all calls for service, many of which are lower priority. If the analysis focused only on emergency calls for service, virtually all agencies would have far higher percentages of response times under 30 minutes.

Before calculating Bend PD's proactive time, it is worth discussing how different levels of proactive time have varying implications for the effectiveness of an agency in proactively addressing public safety issues and engaging with the community. These considerations can be summarized as follows:

- As proactive time reaches severely low levels (**20% and below**), calls frequently queue and response times become measurably higher, particularly for lower-priority calls for service. At these levels, proactive time is more a measure of how diminished the service level becomes rather than a quality of proactive efforts.
- In agencies where patrol is severely understaffed and consequently have very little proactive time (**under 35% overall**), calls will frequently be held in queues as resources cannot handle the incoming workload. Proactivity also falls behind, as officers in these agencies have little to no time to be proactive. When gaps do occur, the high rate of workload relative to available time can be a limiting factor

on self-initiated generation, as officers avoid being tied up on a proactive activity such as a traffic stop in case priority calls for service occur.

- As proactivity increases (**around 35-45% overall**), self-initiated activity rapidly increases, as officers can deal with already-identified opportunities to proactively address issues in the community, some of which are prioritized and project-oriented engagements.
- Beyond those levels (**at least 45-50% overall)**, depending on scheduling and deployment efficiency, the time available for proactive policing further increases and opportunities to engage in self-initiated activity expand. However, the number of priority needs for self-initiated activity (e.g., addressing narcotics activity) also decreases. Despite this, no limitations exist on the time that can be spent on activities such as saturation/directed patrols and community engagement activities.

It is clear that proactive time, which compares workload against staffing, is an effective indicator of the value of different staffing levels. As higher proactive time levels are achieved, response times decrease, and officers have more time to be proactive, whereas the opposite is true as proactive time decreases.

Our findings from our experience working with more than 400 law enforcement agencies in Oregon and around the country are also backed up by numerous research studies on the topic:

- Staffing (which proactive time measures relative to workload) greatly impacts response times (Mourtgos et al, 2024)[8].
- Proactive policing efforts provide at least temporary impacts on crime deterrence in the areas where they are targeted (Wu, Koper, & Lum, 2022)[9].
- Proactive policing has been shown to reduce the rates of certain types of crime, such as robberies (Kurbin et al, 2010)[10].

[8] Mourtgos, Scott M, et al. "Staffing Levels are the Most Important Factor Influencing Police Response Times." *Policing: A Journal of Policy and Practice*, 20 Feb. 2024.

[9] Wu, X., Koper, C. & Lum, C. Measuring the Impacts of Everyday Police Proactive Activities: Tackling the Endogeneity Problem. *J Quant Criminol* 38, 343–363 (2022). https://doi.org/10.1007/s10940-021-09496-8

[10] KUBRIN, CHARIS E., et al. "Proactive policing and robbery rates across U.S. cities*." *Criminology*, vol. 48, no. 1, Feb. 2010, pp. 57–97, https://doi.org/10.1111/j.1745-9125.2010.00180.x.

- Proactive policing can, at least in the short term, improve community satisfaction with the police (Weisburd & Majmundar, 2018)[11].
- There is evidence that community policing activities improve police-community relations (Myhill 2012)[12].

(2.5) Calculation of Patrol Proactive Time

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can proactively function .

The following table shows the calculation process used by the project team to determine overall proactivity levels, representing the percentage of time that patrol officers have available outside of handling community-generated workloads:

Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		69,208
Total Patrol Workload Hours	–	37,209
Resulting # of Uncommitted Hours	=	31,999
Divided by Total Net Available Hours	÷	69,208
Overall Proactive Time Level	=	**47.3%**

The overall proactive time level of 47.3% indicates Bend PD patrol staffing meets the target proactive time level, indicating that a sufficient number of officer positions are filled and deployed to provide an effective level of service. However, to ensure this is sustainable, staffing recommendations (to follow) should consider turnover.

The following chart shows this analysis at a more detailed level, providing proactivity levels in four-hour blocks throughout the week:

[11] Weisburd, David, and Malay Kiran Majmundar. *Proactive Policing: Effects on Crime and Communities*. National Academies Press, 2018.

[12] Myhill, Andrew. "Community engagement in policing Lessons from the literature." (2012).

Proactivity by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	56%	77%	67%	57%	78%	63%	63%	**66%**
6am–10am	50%	15%	24%	17%	25%	30%	51%	**31%**
10am–2pm	42%	24%	13%	16%	18%	22%	36%	**31%**
2pm–6pm	48%	37%	39%	32%	33%	37%	49%	**42%**
6pm–10pm	36%	44%	37%	37%	41%	35%	45%	**43%**
10pm–2am	42%	50%	60%	48%	54%	46%	34%	**49%**
Overall	47%	43%	42%	36%	42%	40%	47%	**47%**

The chart presented above exhibits how the proactive time experienced by BPD patrol units is not evenly spread throughout the day and week. To alleviate these shortcomings, scheduling, and deployment changes could be considered.

(2.6) Patrol Staffing Levels Required to Meet Service Level Objectives

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies due to retirement, termination, and other factors. When these events occur, it takes significant time to recruit a new position, complete the hiring process, run an academy, and complete the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' an agency requires should be based on the historical attrition rate within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotions would have the same effect, because they create an open position in patrol. Not included, however, are positions that become vacant while the individual is still in the academy or FTO program, and they are not counted in our analysis as being part of 'actual' patrol staffing.

BPD Sworn Personnel Turnover Rate Calculations

Years	4
Total Sworn Separations	50
Average Annual Separations	12.5
BPD Total Sworn FTE	107.5
Average % Turnover	**11.6%**

After calculating the number of **filled** positions needed to provide the target level of service, **authorized** staffing should be 11.6% higher than that number. This is principally important for patrol officer staffing, because it is where new recruits are placed after completing the academy and field training, and where vacancies are often carried.

Doing so allows for the patrol staffing level to account for turnover while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

It is important to note that the calculations do not consider the effect of cumulative vacancies that cannot be filled over a *multi-year* period. This is intended, as budgeting for additional staff does not fix recruiting, hiring, or training issues. Instead, the turnover factor is designed to provide a balance against the rate of attrition, assuming new recruits can complete the academy and FTO program each year.

These calculations are shown in the following table:

Calculation of Patrol Unit Staffing Needs

Total Workload Hours (Net Follow-Up hrs.)[13]		30,697
Proactivity Target		45%
Add Back Follow-Up Hours	+	*6,511*
Staffed Hours Needed	=	*62,324*
Deduct Sgt. (x12) Net Available Hours	-	*7,037*
Remaining Staffed Hours Needed		*55,288*
Net Available Hours Per Officer	÷	1,413
Turnover Factor	+	11.6%
Patrol Officer FTEs Needed	**=**	**44**

Results indicate that, when accounting for the net available hours of the 12 sergeants in patrol, **a total of 44 FTE officers are needed for BPD patrol officer staffing**.

Furthermore, Bend is a rapidly developing city, and the impact of this growth on patrol staffing is discussed in the projections analysis.

(2.7) Reassignment of Patrol Unit K9 Units

Currently, BPD patrol K9 units are responding to calls for service as if they were a traditionally functioning patrol unit. This practice, while acceptable in times of inadequate staffing and in an effort to provide an adequate level of service to the community, should be revised when optimal staffing levels as recommended by MCG project staff are reached. As a result, the staffing recommendation excludes these K9 units and replaces BPD patrol units with an additional 4 FTE officers. **This results in a total need for 48 FTE officers, up from 44 needed without the K9 reassignment.**

[13] Follow-up investigation time is a use of proactive time that must be staffed for. However, in order to not double count this time, it is subtracted from workload hours prior to the number of staffed hours needed being calculated from the proactive time target, before being added back in. If this step were not done, the staffed hours calculation would build in not just the follow-up time, but an additional 45% of that time to be proactive on top of it. This step ensures that the calculation is equivalent whether follow-up investigations are considered as part of workload or availability and avoids double counting this important use of proactive time.

(2.8) Patrol First-Line Supervision

Ensuring that patrol has adequate supervision is critical to the effectiveness of patrol operations in the field.

Staffing needs for patrol sergeants can be measured by span of control ratios, or the average number of officers assigned to sergeants. Some of the key drivers of sergeant workloads include reviews of reports, use of force and pursuits, as well as performance evaluations, which scale directly with the number of officers assigned to a sergeant. Consequently, the more officers who are assigned per sergeant, the less time sergeants are able to be out in the field directly supervising them. In general, no sergeant should supervise more than about 9 officers.

These targets should be adjusted based on the administrative duties that sergeants are required to handle. If sergeants handle more responsibilities with significant workloads than typical, then the agency should target a lower span of control, ensuring that sergeants supervise fewer officers. In the case of BPD, these administrative tasks are increased as a result of the increased investigative responsibilities that fall on patrol officers. As a result, span-of-control ratios at BPD should be kept to a minimum, approximately 7:1, on average. This is accomplished with the recent change that transitioned corporals in patrol to sergeants, keeping spans of control within patrol at very low levels.

Recommendation:

In patrol, increase authorized staffing of officers by 4 FTE[14], for a total of 48 FTE. This accounts for turnover (i.e., includes overhires) and enables the K9 positions to function in a specialized role.

3. Self-Initiated Activity

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, which is referred to in this report as proactive time, officers can proactively address public safety issues through targeted enforcement, saturation patrol, community engagement, problem-oriented policing projects, and other activity. Equally critical to the question of how much proactive time is available is how and whether it is used in this manner.

[14] The additional 4 FTE account for the necessary staffing (44 officers) to provide adequate service levels to Bend, while supplementing 4 FTE to replace the workload handled by BPD K9 units who have been reassigned away from responding to calls for service.

There are some limitations on how the use of proactive time is measured, however. Not all proactive policing efforts are tracked in CAD data, such as some informal area checks, saturation patrol, miscellaneous field contacts, and other activities. However, many categories of officer-initiated activity are nonetheless recorded, such as traffic stops, high-visibility policing efforts, and follow-up investigations.

CAD data does allow for a significant portion of officer-initiated activity to be analyzed to determine how uncommitted time is used for proactive policing.

(3.1) Self-Initiated Activity by Hour and Weekday

Self-initiated activity[15] displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:

[15] Bend PD deploys unique investigative practices that utilizes patrol officers in an increased capacity for investigative responsibilities. This self-initiated activity table does not include these workload factors. However, the investigative responsibilities are taken into consideration below, in Section 3.3.

Self-Initiated Activity by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	112	80	109	80	86	86	122	675
1am	93	50	61	55	49	64	86	458
2am	48	28	38	56	39	23	37	269
3am	20	25	28	32	16	26	22	169
4am	11	19	18	25	24	18	9	124
5am	3	6	15	17	18	3	9	71
6am	8	9	15	15	21	5	6	79
7am	38	94	152	112	143	81	46	666
8am	60	124	142	143	150	108	71	798
9am	64	96	145	139	124	112	58	738
10am	82	90	119	125	130	100	51	697
11am	53	91	104	105	88	87	61	589
12pm	75	93	134	138	122	105	80	747
1pm	118	168	195	156	162	148	108	1,055
2pm	112	147	189	162	154	165	127	1,056
3pm	88	121	155	138	129	142	84	857
4pm	80	75	127	106	102	88	88	666
5pm	51	64	69	65	66	96	59	470
6pm	51	68	71	70	63	72	86	481
7pm	98	96	79	77	84	100	91	625
8pm	186	166	145	188	150	172	178	1,185
9pm	175	159	169	176	142	198	178	1,197
10pm	147	167	153	144	136	152	165	1,064
11pm	115	116	92	117	138	157	134	869
Total	1,888	2,152	2,524	2,441	2,336	2,308	1,956	**15,605**

Self-initiated activity is most common from 1300 to 1400 during weekdays and 2000 to 2200 hours during all days of the week. This aligns with the findings regarding calls for service presented above. Self-initiated activity declines during the peak hours of calls for service (around 1600) on a daily basis to account for the increased workload.

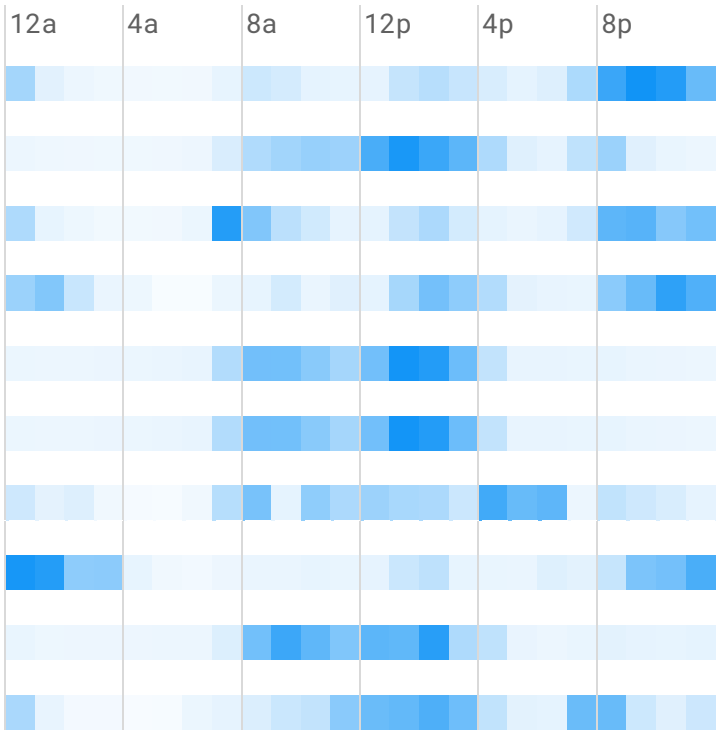
BPD patrol units self-initiated 15,605 instances in this period compared to responding to 32,295 calls for service. This results in a relative self-initiated workload of less than one-half. Comparatively speaking, this level of self-initiated activity is low in the experience of MCG project staff, a topic explored in succeeding sections.

(3.2) Self-Initiated Activity by Category

Unlike community-generated calls for service, self-initiated activity is typically more concentrated over a few call types:

Most Common Categories of Self-Initiated Activity

Incident Type	# CFS	HT
TS Traffic Stop	7,092	16.5
C6 Follow-Up	2,545	47.2
CEP Comm Enh Prog	1,522	44.4
Person Stop	1,059	18.4
Administration	481	97.6
CPC Comm Policing	436	73.8
Susp Circum.	317	15.5
Assist - Police	259	64.1
Flag Down	213	15.7
Cross Report	147	94.7
All Other Types	1,534	59.6
Total	**15,605**	**34.2**



The top ten self-initiated incident types account for 91% of all self-initiated activity. As expected by our project team, traffic stops are the most common self-initiated activity among BPD patrol units. Self-initiated activity among BPD patrol units is sporadic and dependent upon the incident type initiated.

Recommendation:

As recommended patrol staffing levels are met, seek to continue and further implement crime reduction strategies on behalf of BPD patrol units. These practices should include, but are not limited to, problem-oriented policing, intelligence-led policing, and community-oriented policing strategies.

6. Investigations Division

The Investigations Division consists of the Criminal Investigations Unit, Digital Forensics Unit, Forensics Evidence Unit, and the Central Oregon Drug Enforcement Team (CODE), Command 3 and Command 4. The Investigations Division is led by a Captain who is supported by a Lieutenant.

1. Investigations and CODE

Investigations and CODE are both led by lieutenants.

(1) Investigations Workload Analysis

To conduct the workload analysis, net available work hours for detectives, caseloads and average hours per investigation type are utilized.

(2) Part 1 Crime Clearance Rates

Clearance rates for Part 1 crimes can be a useful tool for comparing investigative units to other departments serving a similar population, however there are limitations to their usefulness because there are multiple variables that may determine a unit's effectiveness, such as staffing, the number of overall crimes, caseloads per detective and the demographics of the area served.

The FBI reports the annual Part 1 crime clearance rates for police agencies that submit their data with the rate broken out by population served. The following table shows the average Part 1 crime clearance rates for other agencies and for the Bend PD:

Reported Part 1 Clearance Rates

Part 1 Violent Crimes	Percent Cleared
National Average	45.5
Bend	**69.2**
Difference	**+23.7**
Part 1 Property Crimes	Percent Cleared
National Average	17.2
Bend	**21.6**
Difference	**+4.4**

As the tables indicate, the Bend Police Department is outperforming the reported national average in clearing (solving) Part 1 reported crimes.

(2.1) Caseload Data

BPD provided the project team with a spreadsheet from its records management system (RMS) database used for tracking investigative caseloads for 2022. The database was used to determine workloads for assigned detectives.

(2.2) Calculation of Detective Net Availability

Before determining availability and staffing needs, it is important to first review the number of net hours detectives are available to conduct investigations. To conduct this analysis, it is critical to understand the amount of time detectives are on leave—including vacation, sick, injury, military, or any other type of leave—as well as hours dedicated to on-duty court or training time and time spent on administrative tasks.

The impact of each of these factors is determined through a combination of calculations made from BPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of detectives and other positions, or the time in which they are on duty and available to complete workloads and other activities in the field.

Net availability for detectives is different from patrol, in part because of court and administrative responsibilities. Workloads such as case plans, search warrant execution, and so forth that do not fit directly into case investigative hours are included within an estimated administrative time figure. The table below outlines this process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Detective Net Availability

Work Hours Per Year

The total number of scheduled work hours for detectives, without factoring in leave, training, or anything else that takes detectives away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted .

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

This category includes all types of leave, including injuries, military leave, and FMLA—anything that would cause detectives who are normally scheduled to work on a specific day to not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

From BPD Data: **275 hours of leave per year**

On-Duty Training Time (subtracted from total work hours per year)

The average total number of hours spent per year in training that is completed while on duty and not on overtime.

Estimated: **45 hours of on-duty training time per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours each detective spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Department personnel databases are typically very reliable in recording the amount of court time for officers completed on overtime, as payments must be made. However, attending court time while on duty (regular time) is not a form of leave, and does not require payment or further recordkeeping. As a result, in the project team's experience, virtually no departments record on-duty court time. This includes the Bend Police Department.

Without any data recording on-duty court time specifically for detectives, the number of hours is estimated based on the project team's experience.

Estimated: **120 hours of on-duty court time per year**

Administrative and Wellness Time (subtracted from net available hours after leave, court and training hours deducted)

Administrative Time: The total number of hours per year spent completing administrative tasks while on-duty, including staff meetings, returning phone calls, emails, search warrant preparation and planning and various other activities including some operations that may not be directly captured in the case hours calculations.

The number is calculated as an estimated 20% of net work hours after other deductions, or **328 hours**.

Wellness Time: BPD employees are eligible to use on-shift time to participate in workouts, mindfulness, and restorative rest (nights) activities. Based on interviews, contract review, and review of the benefits program, the project team estimated the effect that this has on availability: 40% participation in workout/yoga hr./session 3.5 x/week, 10% participation in mindfulness 0.25 hrs. /session 3.5x/week, and 10% participation in restorative rest 0.5 hrs. /session 3.5x/week. After accounting for leave, this equates to an average of **32.3 minutes per shift** or approximately **97 hours** per year per detective.

Category	Hours Per Year
Base Administrative Time	328.0
Wellness Time	97.0
Total Admin. Time / Year	**425**

Estimated: **425 hours of administrative time per year**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for detectives – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,215 net available hours per detective

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of detectives:

Calculation of Detective Net Availability		
Base Annual Work Hours		**2,080**
Total Leave Hours	–	275
On-Duty Training Hours	–	45
On-Duty Court Time Hours	–	120
Administrative Hours	–	425
Net Available Hours Per Detective	**=**	**1,215**

Overall, the detective has approximately 1,215 net available hours per year, representing the total time in which they are able to conduct investigations. 1,215 net available hours is very low for a typical investigative unit. These hours will be used in the following sections to analyze detective caseloads.

(2.3) Caseload Hours

Not all investigative cases require the same number of investigative hours, for example a homicide investigation requires more investigative time (and resources) than a burglary. To factor for this, Matrix Consulting Group developed several case type investigative caseload work hours. The average case hours were developed through dozens of studies and interviews with detectives working each case type. While the average case hours for each case type is a good reference, the Bend Police Department Investigation Unit is unique.

The Bend Police Department Investigative Unit has more than a 23% higher clearance rate for major crimes when compared to other police agencies around the country. This is due to the quality of investigators and the number of resources the agency is willing and able to provide for major crimes. The police department and the community have high expectations for the police department to solve complex major crimes. Therefore, the hours per investigation/case type is significantly higher than the national average. The following case type caseload workload hours were used to calculate staff resource needs which were increased to more accurately account for caseload hours in Bend:

(3) Homicide

Homicide cases are among the most complex and time-consuming investigations conducted. These cases receive a high level of scrutiny and therefore almost all investigative techniques are used. Additionally, because of their complexity they are typically handled by a group of detectives and often require additional resources. The

following table shows a breakdown of approximate caseload hours for a homicide case or officer-involved shooting:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab.	4 hours	100%
Crime Scene Material	Evidence to Property / Evidence.	4 hours	100%
Cell Phones	Cell Phone Downloads, with some taking longer than others.	30 hours	100%
Video	Review of video recovered from scene and BWC.	40 hours	100%
Social Media/Electronic Records/Physical location	Warrants/Subpoenas/Review of Evidence Obtained.	60 hours	100%
Location Data	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	100%
Postmortem Exam	Autopsy performed by ME (Detectives observe and consult).	6 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing.	40 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	12 hours	50%
Jail Call Monitoring	Listen to calls, write reports.	20 Hours	100%
Consult with DA	Conduct follow up, write additional reports.	10 hours	100%
Total		276 hours- *If all tasks completed*	
	On Average	**276 hours**	

This list is not all inclusive and does not contain all elements, and not every homicide will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, social media searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available.

It also assumes that detectives work as a team and that not all investigative hours will be worked by a single detective (these are hours for lead detective only). Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the case time estimates and the percentage of the time that each subtask is completed, this translates to approximately **276 hours** allotted per case.

Additionally, on average most departments assign a team of other detectives to assist during the early stages of a homicide investigation which represents approximately 40 hours per investigator assigned.

(4) Person Crimes

Person crimes cases are treated more seriously by the judicial system and tend to have more witnesses and evidence, requiring more time in interviews and recovering and processing evidence than property crimes.

Approximate case hours were developed through numerous interviews with detectives, and are summarized in the following table:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	3 hours	10%
Crime Scene Material	Evidence to property, inspection, and report writing.	4 hours	30%
Cell Phones	Cell phone downloads, with some taking longer than others.	17 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	17 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	15 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	20%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	10%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%

Task	Processes Involved	Approximate Time	% of Time Completed
Suspect Interview(s)	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	10 hours	10%
Consult with DA	Conduct follow up, write additional reports.	1 hours	20%
Total	*If all tasks completed:*	*101.0 hours*	
	On average:	30.6 hours	

This list is not all inclusive and does not contain all the elements of an investigation and not every case will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using RMS searches, checking association files, receiving informant information, and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Based on the percentage for how often each subtask is completed, each solvable case equates to an average of approximately **30.6 hours**.

(5) Sexual Assault

Sexual assault and crimes against children are even more complex cases that are treated more seriously by the judicial system; they tend to have fewer witnesses, thus requiring more time in interviews and recovery and processing of evidence than other person crimes. The following chart describes approximate investigative times for sex crimes:

	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	50%
Crime Scene Material	Evidence to property, inspection, and report writing.	2 hours	50%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	40%

	Processes Involved	Approximate Time	% of Time Completed
Video	Review of video recovered from scene and BWC, report writing.	12 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Sex Assault Kit	Sex Assault Exam including report writing.	6 Hours	90%
Victim / Witness Interviews	Interview(s), including report writing.	6 hours	100%
Suspect	Interview(s), including report writing.	6 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	40%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	20%
Total	*If all tasks completed:*	*81.0 hours*	
	On average:	36.6 hours	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **36.6 hours** per solvable case.

(3.4) Internet Crimes Against Children (ICAC)

Internet Crimes Against Children are complex investigative cases which rely heavily on digital forensic evidence that requires unique processes. These cases are treated more seriously by the judicial system. They tend to have fewer witnesses, thus requiring more time to conduct interviews, write search warrants and recover and process evidence than other crimes. The chart below shows approximate investigative time for ICAC investigations:

	Processes Involved	Approximate Time	% of Time Completed
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	30%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	30%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	30%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Document / Digital Evidence Review	Review/ recover images, files, and write reports.	30 Hours	100%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	50%
Suspect	Suspect interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	4 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	4 hours	10%
Total	*If all tasks completed:*	*86.0 hours*	
	On average:	44.4 hours	

This list is not all inclusive and does not contain all elements and not every ICAC case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **44.4 hours** per solvable case.

(6) Burglary / Property Crime

Burglary / Property Crimes are typically less complex investigative cases than person crimes and generally require less investigative time or resources. These cases are treated less seriously by the judicial system, and they tend to have fewer witnesses. The following chart describes approximate investigative times for Burglary / Property Crimes:

	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	8 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	6 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hours	50%
Suspect Interview	Interview(s), including report writing.	1 hours	50%

	Processes Involved	Approximate Time	% of Time Completed
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
Total	*If all tasks completed:* On average:	*59.0 hours* 20.9 hours	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **20.9 hours** per solvable case.

(7) Financial Crimes

Financial crimes are exceedingly difficult cases to pursue and typically take longer to investigate, as much of the evidence must be subpoenaed or obtained with a search warrant. In addition, much of the evidence belongs to financial institutions and detectives must wait for them to comply with legal requests for information before they can proceed, and this can take weeks to months depending on the type and amount of data requested. They also tend to have much lower solvability rates (approximately 50% less solvable than person crimes). These types of cases typically do not require a detective to respond to a scene and are often handled as follow-up a day or more after the occurrence. The following chart details processes and times associated with financial crimes:

	Processes Involved	Approximate Time	% of Time Completed
Document / Digital Evidence Review	Review/ recover financial data, files, and write reports.	12 hours	100%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	10%

	Processes Involved	Approximate Time	% of Time Completed
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	8 hours	10%
Cell Phone / computer evidence	Warrants/subpoenas, including submission and report.	8 hours	50%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	50%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	20%
Total	*If all tasks completed:*	*56.0 hours*	
	On average:	29.6 hours	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **29.6 hours** per solvable case.

(8) Domestic Assault

Domestic Assault cases generally require less investigative time because the victim and suspect are known; however, they do require some investigation for successful prosecution. The following chart describes approximate investigative times for these cases:

	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%

	Processes Involved	Approximate Time	% of Time Completed
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	10%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	100%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	4 hours	20%
Surveillance	Surveillance, including locating suspect and report writing.	2 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect Interview	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
Total	*If all tasks completed:*	*21.0 hours*	
	On average:	8.7 hours	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **8.7 hours** per solvable case.

(9) Missing / Runaway

Missing / Runaway cases typical involve interviewing the reporting party, the last person to have seen the missing person, checking last-known locations, speaking to close friends and relatives, and entering information into teletype. Depending on leads and investigation required by law or agency policy, these cases range from 2 to 4 hours with an average of about **3 hours**.

(10) General Crimes / Officer Assist

General crimes/officer assists can vary greatly depending on the type of crime or assistance needed. These cases are typically lower-level crimes where some follow-up is needed, or an officer needs assistance with a case they are working on. This can include assisting with a cell phone download, social media or open sources search, warrant preparation or other investigative techniques. Depending on the type of crime and investigative need, these cases take between 4 and 8 hours, with an average of **6 hours**.

4. Caseload Workload Hours Analysis by Unit

To determine the caseload, the project team reviewed the total number of assigned cases per unit and then sorted the cases by case type. Using the caseload hours by case type the total caseloads per work unit were then calculated.

(4.1) Investigations

Investigations conduct follow-up investigations primarily on major crimes reported to patrol. Prior to May 2022, the Investigation Division consisted of a Captain, a Lieutenant, Sergeant, Corporal, and 7 detectives. However, in 2022, the department dissolved a different unit and added those positions to the Investigations Unit. Investigations is currently comprised of two units under the investigations lieutenant:

Team 1: General Investigations Unit- Consists of 1 sergeant, 1 corporal, and 5 detectives.

Team 2: Child Crimes Unit- Consists of 1 sergeant, 1 corporal, and 5 detectives (this includes a new Extended Detective focusing on DHS and Child Crimes)

Additionally, 2 Digital Forensic Investigators and 1 Crime Scene Investigator are assigned to investigations.

2022 Unit Caseload	#	Investigative Hour Per	Total Hours
Agency Assist	4	30.6	122.4
Agg Theft	2	20.9	41.8
Arson/Careless Burning	1	20.9	20.9

2022 Unit Caseload	#	Investigative Hour Per	Total Hours
Assault	8	30.6	244.8
Burglary	1	20.9	20.9
Child Abuse	4	36.6	146.4
Child Neglect	2	36.6	73.2
Child Physical Abuse	7	36.6	256.2
Cross Report	1	36.6	36.6
Custodial Interference	1	30.6	30.6
Death Investigation-Homicide	6	276	1656
Domestic Violence	4	8.7	34.8
Elder Abuse	2	36.6	73.2
Homicide Outside Agency Asst	3	276	828
Homicide Assist	10*	160	1600
Human Trafficking	1	30.6	30.6
Infant Death Investigation	1	276	276
Information/Misc Report	3	6	18
Kidnapping	3	30.6	91.8
Missing Person/Agency Assist	5	3	15
OIS Outside Agency Asst	1	276	276
Outside Agency Assist, Cold Crime	2	30.6	61.2
Robbery	4	30.6	122.4
Sex Crime/Offense	76	36.6	2781.6
Stalking	1	30.6	30.6
Susp Circ/Skeletal Remains	1	30.6	30.6
Suspicious Text/Luring	1	30.6	30.6
Theft	3	20.9	62.7
Weapons Offense	4	30.6	122.4
Total	**152**	**N/A**	**9,153.3**

*Not included in caseload count total.

As the table above indicates, the caseload assigned represents approximately 9,153 hours.

(4.2) Summary of Workload Hours for the Investigations

As mentioned above, Investigations is currently made up of one lieutenant, 2 sergeants, 2 corporals, 10 detectives, and 2 digital forensic detectives to work assigned cases. The Investigative unit is currently operating without one corporal and three detectives. These positions are authorized, but department staffing has not allowed for filling these positions. Using the previous calculation of net available caseload hours and total 2021

caseload the number of detectives needed to investigate the caseload can be determined:

Calculation of Detective Staffing Needs

Total Caseload Hours		9,153
Divided by total net available hours for 1 detective (1,215)	÷	1,215
Number of Detectives Needed	=	**7.53**

As the chart indicates the number of detectives recommended to work the assigned caseload hours assigned is 7.53 and there are a total of 10 detectives /corporals currently assigned. The number of detectives assigned slightly exceeds the workload from the assigned caseload, however the unit has started to assign all Measure 11 cases (most serious cases). This will increase the caseload by approximately 53 person cases, which is approximately 1,621 work hours (53 X 30.6 hours per case avg.). This equals approximately 1.53 investigative positions. It is worth noting that some detectives have significant collateral duties which require more training hours. Additionally, detectives regularly use their available PTO time, leaving net available hours very low.

(4.3) Investigative Analysts

Many of the investigative analytical tasks conducted by detectives could be handled by a trained civilian investigative analysts. These include interpreting digital data, analyzing location data, reviewing, and editing crime scene video and conducting social media searches. Some of these tasks can be more efficiently conducted by an analyst who performs the tasks more frequently. Investigative analysts are a growing trend in modern law enforcement. This is due to hiring and retention issues. They tend to be more cost effective as they require less annual training and are typically paid less, and they typically perform the tasks more often so they become more efficient at it compared to a detective who may conduct these tasks much less frequently.

Adding an investigative analyst would increase the investigative resources available to investigations and could assist with the increased caseload of Measure 11 cases.

(4.4) Span of Control

There are currently 2 sergeants assigned to oversee 2 corporals, 10 detectives, 2 digital forensics investigators, and 1 crime scene investigator. The International Association of the Chiefs of Police (IACP) recommends a span of control not to exceed 9 direct reports for patrol units. A similar span of control range is also recommended for investigative units due to the seriousness of the cases they investigate. With the elimination of corporal positions in the future, the Department should evaluate the potential to add a

third sergeant to the investigations unit to assist with supervision or consider other options to fulfill future needs in the unit though the current span of control in investigations is within the recommended range.

Beginning in May 2023, Investigations absorbed the majority of the Measure 11 cases that patrol was previously working. There were total of 122 Measure 11 cases in 2022. The Investigations Unit handled about 53 of these cases. Based on this change, the Investigations Unit expects to see a significant increase in workload in the years ahead.

In addition to taking on some additional Measure 11 crimes, the Investigations Unit instituted a 24-hour, 7-day a week on-call Detective and Detective Supervisor to facilitate after-hours callouts and Measure 11 case review, response and assignment.

Having 3 detectives assigned to CERT requires additional training and absences due to callouts and warrants, which reduces the available time to investigate cases. Adding an investigative analyst may alleviate some of impact of these collateral duties, but long term it may be worth considering a limitation on what collateral duties or assignments detectives can have as part of the investigations division.

Recommendation:

Add 1 investigative analyst to investigations for a total of 1 captain, 1 lieutenant, 2 sergeants, 2 corporals (the corporal position will be eliminated in the future), 10 detectives, and 1 analyst assigned.

(4.5) Digital Forensics Unit

The Digital Forensics Unit Detectives process digital evidence and handle digital forensics cases. There are 2 detectives assigned to the Digital Forensics Unit who work off site at the Deschutes County Sheriff's Office.

There are no reported performance metrics reported for the individual work conducted by these detectives because they work in a multi-agency lab on cases from multiple jurisdictions. Interviews indicate there is a several-month backlog of digital forensics to be conducted in the unit, so cases are triaged by importance as more devices are submitted for analysis than can be processed.

Digital forensics has become increasingly important in conducting criminal investigations. Delays in analyzing digital evidence can have a negative impact on cases that may rely more heavily on digital evidence. Many prosecutors require digital forensics to be conducted in almost all serious person crimes. This requires significant resources since there are more digitally connected devices that can yield a digital footprint, and often several devices associated with each case.

A multi-agency digital forensics lab approach has many benefits, including the ability to assist with large cases with added personnel and the reduced cost for hardware and software for individual agencies.

The Digital Forensics Unit currently has a backlog of forensic examinations and devices waiting to be examined. With current staffing there is no way to address the current backlog and with increased demand for digital forensics the backlog will increase. This is occurring even as the Unit triages cases. Adding one detective could help decrease the backlog over time, but that would not be sufficient to address the increase in demand for digital forensic examinations.

Though the use of a multi-agency lab has many benefits, it can create inequities in use of the lab's services. BPD should track the number of items submitted and processed by BPD staff so they receive an appropriate amount of service for resources assigned to the lab.

Recommendations:

Increase staffing in the Digital Forensics Unit by 2 detectives for a total of 4 detectives assigned.

Track the number of devices submitted and processed by BPD personnel.

(4.6) Crime Scene Investigations Unit

The Crime Scene Investigations Unit responds to crime scenes and conducts crime scene investigations, including documenting and recovering evidence. There is 1 Crime Scene Investigator 1 assigned to the unit. The unit is attached to the Investigations Unit for daily supervision, but the CSI unit also assists patrol with evidence collection and investigations.

There are no reported performance metrics for the unit. There were 182 reported part 1 person crimes in 2021 and 157 burglaries. This represents approximately 339 potential crime scenes to process. This is more than a single crime scene investigator can typically process in a year due to scheduling and call-outs.

With only 1 Crime Scene Investigator, BPD must triage what crime scenes are processed, which means some cases that may have forensic evidence are not processed due to staffing limitations. Adding one investigator would increase the number of crime scenes that can be processed and also allow better coverage for callouts.

Recommendation:

Increase staffing by one Crime Scene Investigator for a total of two Crime Scene Investigators assigned to the Crime Scene Investigations unit.

(4.7) Central Oregon Drug Enforcement Team (CODE)

The Central Oregon Drug Enforcement Team (CODE) is part of a multi-agency High Intensity Drug Trafficking Area (HIDTA) Task Force that includes the Deschutes County Sheriff's Office, DEA and other local law enforcement. BPD contributes 1 lieutenant, 3 detectives (2 general and 1 marijuana) and 1 administrative support specialist. The unit works proactively on narcotic cases that occur in the region, many with a nexus to Bend. The unit uses human intelligence, tips from patrol and the community to initiate narcotic cases. Narcotic cases require extensive surveillance, search warrants and the use of other investigative techniques which can be labor intensive. 2021 data was used to conduct the review of the Narcotics Unit because the unit currently has only one assigned sergeant and one detective.

The unit reported the following partial performance measures for 2021:

2021 CODE	
Arrests (by BPD)	13
Narcotic / Evidence Seizures (by BPD)	37
Marijuana (by BPD)	456 lbs.

As the table indicates, BPD personnel made 13 arrests and 37 drug / evidence seizures in 2021. This is just a portion of the overall unit statistics but indicates a significant level of seizures for BPD personnel assigned. The unit has suffered long-term vacancies that impact its ability to work on more cases and conduct more follow-up on investigative tips. Other CODE member agencies have reduced or eliminated their positions due to local staffing issues. The current authorized staffing of 1 lieutenant, 3 detectives and 1 administrative support assigned to CODE should be maintained until more agencies participate.

2. Command 3

Command 3 is located within the Investigations Division and is led by a Lieutenant. The Command comprises the Traffic Unit, Community Service Officer Unit, Problem-Oriented Policing Team, and the School Resource Officer Unit.

1. Traffic Unit

The Traffic Unit is supervised by a Sergeant and comprised of two Traffic Officers (authorized three) and two DUI Enforcement Officers. The Traffic Officer works Monday through Thursday, 9 am – 7 pm, and responsibilities include investigating traffic crashes and conducting proactive traffic enforcement. The DUI Enforcement Officers begin their shifts at 3 pm and work 4 days on – 4 days off (11 ½ hour shifts). The DUI Enforcement Officers conduct proactive DUI enforcement.

(1) Workload and Ability to Meet Unit Objectives

The Traffic Unit responds to traffic crashes and investigates all major injury or fatal traffic crashes. The Unit also conducts grant-funded traffic details related to various risky driving behaviors such as speed enforcement, DUI enforcement, aggressive driving, seatbelt enforcement, and pedestrian safety in crosswalk enforcement programs. Officers deliver various community presentations, such as driver's education classes and citizen academies. Time dedicated towards these various community and enforcement programs is not currently tracked by the unit.

The following table depicts the total number of reported traffic crashes in Bend for the past five years:

Reported Traffic Crashes

Year	Total
2022	454
2021	566
2020	479
2019	481
2018	457

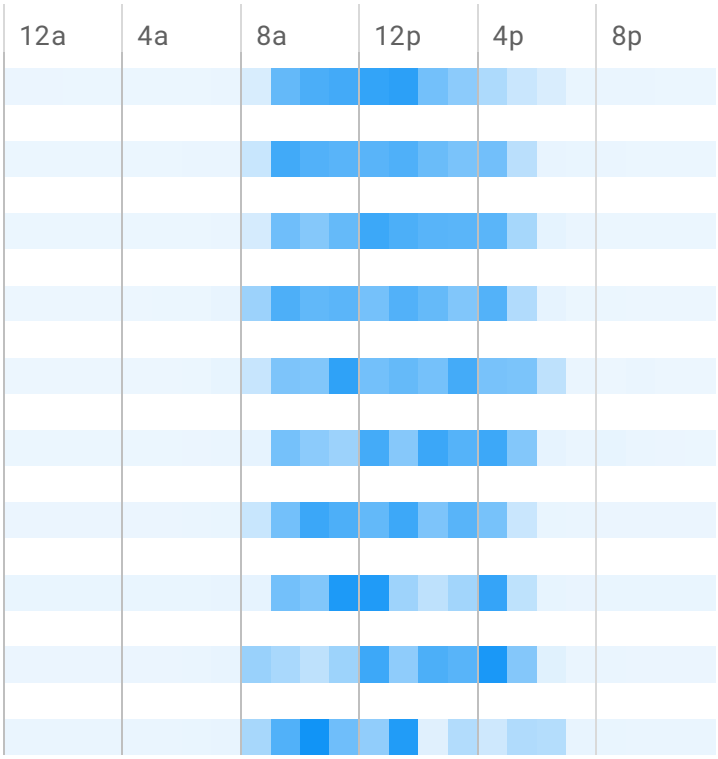
As illustrated above, 2022 saw the least amount of reported traffic crashes over the five years, although a 24% increase in reported traffic crashes occurred throughout the prior four-year period. Motor vehicle crashes are one of the leading causes of death in the United States and most crashes are preventable.

The following table provides the ten most common incident categories handled by Traffic Unit Officers in 2022, as well as the average call handling time (HT)[16] for each:

[16] Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps of the unit being dispatched and cleared from the incident.

Traffic Unit Incident Types

Incident Type	# CFS	HT
TS Traffic Stop	685	11.7
C6 Follow-Up	192	39.7
Hit & Run	127	49.2
MVA Non-Injury	127	45.6
Traffic Complaint	119	20.8
DUI	98	38.2
Administration	49	99.3
CEP Comm. Enh. Prog	47	56.3
MVA Injury	46	98.7
Assist - Police	30	53.7
All Other Types	264	46.2
Total	**1,784**	**33.5**



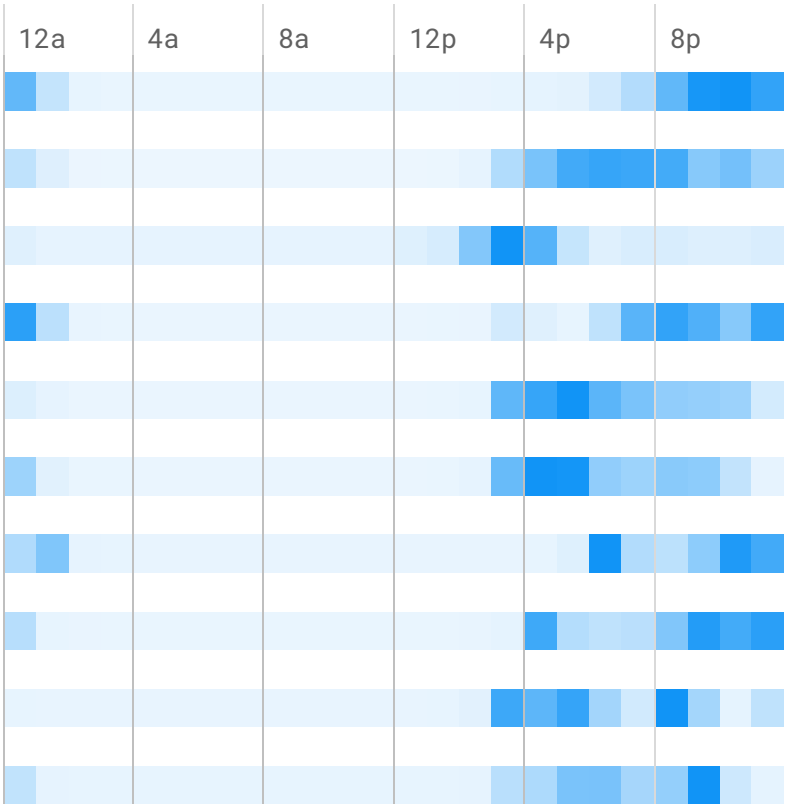
In 2022, the Traffic Unit handled a total of 1,784 calls for service which were entered into the Computer-Aided Dispatch (CAD) system. Traffic stops are the most common incident type, with the highest number occurring between 9 am and 4 pm. The average handling time for each traffic stop is 11.7 minutes.

The following table provides the ten most common incident categories handled by DUI Enforcement Officers in 2022, as well as the average call handling time (HT)[17]:

[17] Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps of the unit being dispatched and cleared from the incident.

DUI Unit Incident Types

Incident Type	# CFS	HT
TS Traffic Stop	988	24.0
DUI	245	50.6
C6 Follow-Up	107	45.4
CEP Comm Enh Prog	68	24.9
Traffic Complaint	63	15.5
MVA Non-Injury	43	58.2
Susp. Circum.	23	22.9
Welfare Check	21	19.5
MVA Unknown Inj.	15	123.8
Hit & Run	15	101.3
All Other Types	166	50.0
Total	**1,754**	**33.5**



In 2022, DUI Enforcement Officers handled a total of 1,754 calls for service which were entered into the Computer-Aided Dispatch (CAD) system. Traffic stops are the most common incident type, with the highest number occurring between 7 pm and 1 am. The average handling time for each traffic stop is 24 minutes each.

The Bend Police Department has a traffic safety program dedicated to increasing awareness of traffic safety and changing risky driving behaviors, thus preventing vehicle collisions. High visibility enforcement is a universal traffic safety approach designed to create deterrence and change unlawful traffic behaviors. High visibility enforcement combines highly visible and proactive law enforcement targeting a specific traffic safety issue. Police efforts should be combined with visibility elements and a public strategy to educate the public and promote voluntary compliance with traffic laws.

Although the Bend Police Department has a dedicated Traffic Unit focused on traffic safety, the unit is currently not fully staffed and has not been fully staffed for some time. A successful program requires full-time Officers dedicated to both enforcement efforts

and public education. When staffing allows, the remaining authorized positions should be filled to implement an effective traffic safety program.

In November and December of 2022, the Bend Police Department partnered with Portland State University to deliver a survey regarding community attitudes toward public safety in Bend. Survey respondents were asked to rate several traffic safety issues on a four-point scale (not a problem, minor problem, major problem, and don't know). Distracted driving was the most-cited major problem regarding traffic safety. The number of community members who felt DUI was a major problem increased from 15% in 2021 to 36%. More than half of the respondents believed every traffic issue listed in the survey was at least a moderate problem. Compared to the 2021 survey, the level of concern grew significantly on several traffic safety issues.

As mentioned above, a 24% increase in reported traffic crashes occurred between 2018 and 2021. To improve existing community outreach, education, and proactive traffic safety enforcement, the Traffic Unit should be increased by one full-time Traffic Officer position.

In 2020, 9.3% of all fatal vehicle crashes in the State of Oregon involved large trucks (National Highway Traffic Safety Administration statistics). A large majority of these large trucks are commercial vehicles. From 2018 to 2021, the State of Oregon saw a 16% increase in fatal crashes in which commercial vehicles were involved (Oregon Department of Transportation statistics). The City of Bend has a large portion of commercial vehicles traveling on city streets each day. To expand upon the department's current traffic safety program, an effective and proactive commercial vehicle safety and enforcement program should be established. This program should combine the enforcement of commercial vehicle safety laws with extensive communication, education, and community outreach. To establish a commercial vehicle enforcement program, the Traffic Unit should be increased by one full-time Commercial Vehicle Enforcement Officer position.

(1.1) Fatal and Near-Fatal Traffic Crash Investigations

As previously mentioned, the Traffic Unit is responsible for investigating all fatal and near-fatal traffic crashes for the department. Currently, the department's primary crash reconstructionist is assigned to the Traffic Unit. The department also has three additional crash reconstructionist personnel who are assigned to patrol and assist as needed.

The following table depicts the total number of Traffic Unit crash reconstruction fatal and near-fatal investigations (and other investigative assistance) in 2022:

Crash Reconstruction Team Investigations - 2022

Investigation Type	Total
Fatal crash	4
Fatal crash (outside agency assist)	1
Near-fatal crash	3
Homicide scene reconstruction	1
Active shooter scene reconstruction	1
Total	**10**

Fatal and near-fatal traffic crash investigations are among the most complex and time-consuming investigations conducted. These cases routinely involve multiple investigative techniques and substantial evidence to process. Additionally, because of their complexity, they are typically handled by a group of investigators, and additional resources are often used. The following table shows a breakdown of approximate caseload hours for a fatal/critical injury crash investigation:

Task	Processes Involved	Approximate Time	% of Time Completed
Crash Scene	Respond to crash scene and contain crash scene	2 hours	100%
Document Crash Scene	Conduct laser scan, and or measure and photograph crash location.	4 hours	100%
Evidence	Secure and take to property / evidence to property room.	2 hours	100%
Blood Evidence	Write warrant for blood draw or other chemical analysis and obtain sample.	4 hours	100%
Warrants / Subpoenas	Write warrants and/or subpoenas for vehicle(s), cell phones, medical records and other electronic evidence or physical locations.	16 hours	100%
Video	Review of video recovered from scene and BWC	8 hours	100%
Cell Phones	Cell Phone Downloads (after warrant), with some taking longer than others.	4 hours	100%
Vehicle Search and Data Recovery	Search of vehicle and recover of evidence once warrant is secured.	12 hours	100%

Task	Processes Involved	Approximate Time	% of Time Completed
Accident Reconstruction	Conduct analysis, complete diagrams and documents and report writing.	10 hours	100%
Postmortem Exam or medical records review	Review medical records or medical examiner report (after warrant or subpoena)	6 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing.	4 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	4 hours	50%
Jail Call Monitoring	Listen to calls, write reports.	4 Hours	25%
Consult with DA	Conduct follow up, write additional reports.	4 hours	100%
Total		84 hours- *If all tasks completed*	
	On Average	**79 hours**	

This list is not all-inclusive and does not contain all the elements and not every fatal crash will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that investigators will be conducting RMS searches, social media searches, checking association files, receiving informant information, and other investigative techniques (trackers, cell tower data, etc.), if available.

It also assumed that investigators work as a team and that not all investigative hours will be worked by a single reconstructionist (these are hours for a lead investigator only). Many cases will not require the number of hours listed, but some cases may require significantly more. Using the case time estimates and the percentage of the time that each subtask is completed, this translates to approximately **79 hours** allotted per case.

Additionally, on average most departments assign a team of other investigators to assist during the early stages of a fatal crash investigation which represents approximately **20** hours per investigator assigned.

The following table depicts the traffic crash reconstruction workload for 2022:

Traffic Crash Reconstruction Workload

Total Cases		10
Multiplied by average caseload hours	x	79
Total workload hours	=	790

In 2022, the total number of caseload hours was 790. The base number of hours in an employee's work year is 2,080. As previously mentioned, the unit has one full-time officer assigned to investigate fatal and near-fatal traffic crashes. After accounting for vacation, sick leave, and other absences from work such as training and court, a figure of 1,045 is more appropriate. Using 1,045 hours, a total of 1 part-time Investigator is needed. The following table illustrates this calculation process:

Calculation of Investigator Staffing Needs

Total Caseload Hours		790
Divided by total net available hours for 1 Investigator	÷	1,045
Number of Investigators Needed	=	.76

As mentioned previously, the department's crash reconstructionist is assigned to the Traffic Unit. This Officer's primary responsibility is conducting proactive traffic enforcement. Given current crash reconstruction workload demands, it can be expected that this officer, on average, will spend approximately one-quarter of each workday conducting proactive traffic enforcement.

The City of Bend is currently conducting preliminary research on establishing a photo radar/red light enforcement program within the city. If the Department implements such a program, analysis related to potential workload and staffing impacts within the Traffic Unit should also be conducted. This current staffing analysis does not include these potential impacts, as the breadth of the program is currently unknown.

(1.2) Supervisory Span of Control

Officer-to-Sergeant span-of-control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill their range of duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The below chart depicts the Traffic Unit Sergeant's current supervisory span of control:

Current Supervisor Span of Control

Sergeant	5:1

While adding two Officers to the unit does not exceed the recommended supervisory span of control, it does not allow for work shift flexibility. As mentioned previously, the Traffic Unit conducts proactive enforcement associated with risky driving behaviors such as speeding and aggressive driving. These activities are currently limited to 9 am – 7 pm, Monday through Thursday. Adding a Sergeant will give the unit flexibility in increasing coverage while ensuring first-line supervision responsibilities are met.

Recommendations:

Track committed task times dedicated to the various enforcement and community education programs to include in future Traffic Unit staffing analysis.

Increase staffing in the Traffic Unit by 1 Sergeant and 2 Officers for a total of 2 Sergeants, and 7 Officers.

2. Community Service Officer Unit

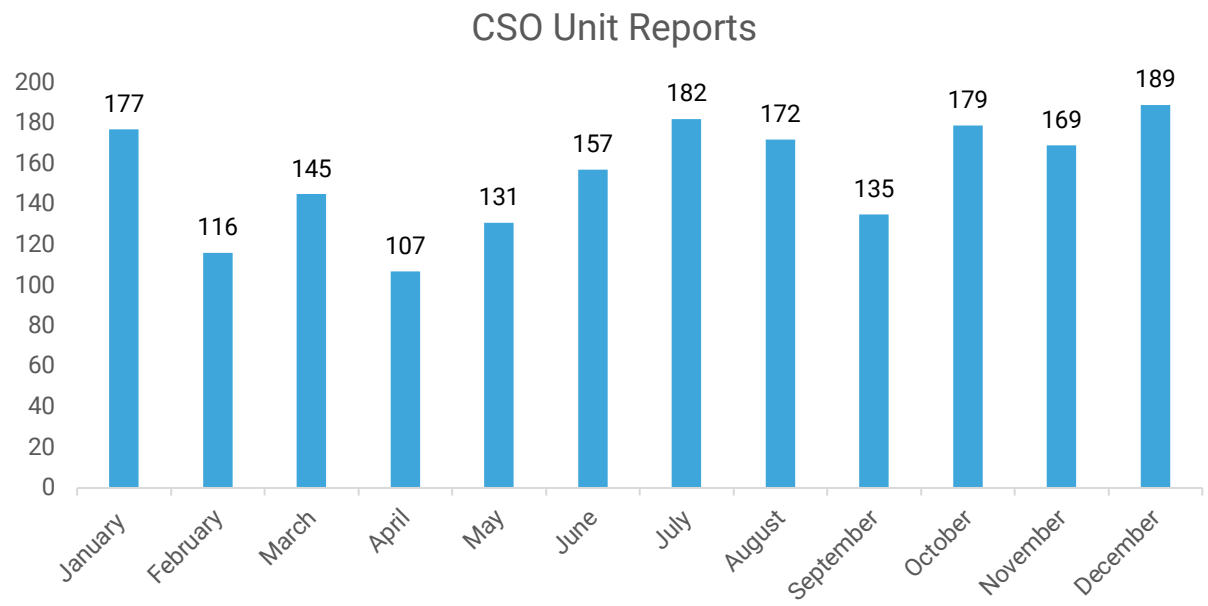
The Community Service Officer (CSO) Unit is comprised of two Community Service Officer Sergeants and ten Community Service Officers. CSOs work 4 days on – and 4 days off (11 ½ hour shifts).

(1) Workload and Ability to Meet Unit Objectives

The Community Service Officer (CSO) Unit performs a variety of duties such as responding to lower-priority calls for service, traffic control, city ordinance violations, and animal complaints.

Each CSO must complete a 120-hour academy and a field-training program. CSOs complete quarterly training standards. Each CSO is a certified Reserve Police Officer and is capable of writing citations for certain city ordinance violations, when necessary.

CSOs handle reports from the department's online reporting system, as well as community-generated reports while working in the field. In 2021, the CSO Unit handled a total of 1,859 reports. The below chart depicts the total number of completed CSO Unit reports by month in 2021:



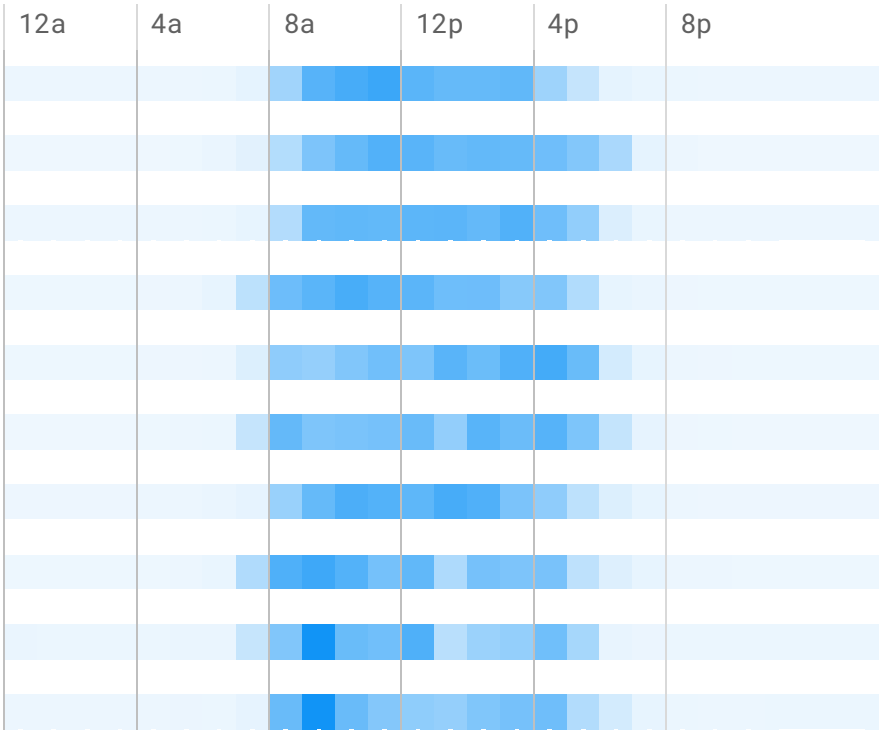
As depicted above, the highest number of reports completed by CSOs were in December and July. The department does not currently differentiate between reports taken online and reports taken in the field. To conduct future analysis of workload and staffing needs, it is recommended the department differentiate between online and field reports in the Records Management System (RMS).

The following table provides the ten most common incident categories handled by the CSO Unit in 2022, as well as the average call handling time (HT)[18] for each:

[18] Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

CSO Incident Types

Incident Type	# CFS	HT
Abandoned Veh.	2,575	19.5
Dog Complaint	1,268	28.6
C6 Follow-Up	1,133	22.0
Parking Comp.	1,088	22.5
MVA Non-Injury	605	33.5
Hazard	602	21.6
Property-Found	434	45.7
Animal Comp.	220	24.1
Unwanted Subj.	206	21.3
Assist- Police	187	25.3
All Other Types	1,309	40.4
Total	**9,627**	**26.6**



In 2022, the CSO Unit handled a total of 9,627 calls for service which were entered into the Computer-Aided Dispatch (CAD) system. Abandoned vehicles are the most common incident type, with the highest number occurring between 8 am and 5 pm. The average handling time for each abandoned vehicle incident is 19.5 minutes.

(1.2) Supervisory Span of Control

Officer-to-supervisor span-of-control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Community Services Officers to one Supervisor. The below chart depicts the Community Services Officer Unit Supervisor's current supervisory span of control: The Community Services Officer Unit's supervisory span of control is within the recommended span of control.

Recommendation:

Differentiate between CSO online and CSO field reports to assist in future workload analysis and staffing needs.

3. Problem-Oriented Policing Unit

The Problem-Oriented Policing Unit engages other public agencies, the community, and the private sector while initiating projects designed to reduce or prevent crime within the City of Bend. The one Sergeant position and two Officer positions have been vacant for several years. As such, no resource analysis was conducted. The department's expectation is the unit will become operational once other vacancies throughout the department are filled.

Problem-oriented policing is explained as diagnosing and solving problems that are increasing crime risks, usually in areas that experience comparatively high levels of crime. Units such as the Problem-Oriented Policing Unit are effective in solving long-term problems and can free up Patrol Officers to engage in proactive work. Problem-oriented policing is most effective when all employees (sworn and non-sworn) deploy this strategy; especially those working in the field, or support of field personnel. Problem-oriented policing can be applied to community-wide issues, specific neighborhood issues, or single-location or group issues. It is recommended that all department employees be trained in and utilize problem-oriented policing strategies. Using a problem-oriented policing strategy, coupled with certain interventions such as hot-spot policing is particularly successful in reducing crime. In-depth problem analysis must be completed, which typically takes considerable time compared to the reactive, incident-driven policing found in police agencies.

While deploying a problem-oriented policing approach to crime issues is beneficial, an evidence-based approach should also be used. The department should research the best available evidence used to inform policies, practices, and decisions. Proper research should be utilized to develop a better understanding of crime issues and to assess the effect of specific police interventions within the City of Bend. An evidence-based approach should be applied to the department's crime reduction strategies. When unit vacancies are filled, an assessment of productivity should be completed after one year. Performance measures such as reduction in crime and other metrics over this period should be assessed. If assessment results prove beneficial, unit personnel should be increased by 2 Police Officers to increase problem-oriented policing projects and perform in-depth problem analysis.

Recommendations:

Fill current vacancies in the Problem-Oriented Policing Unit as staffing allows.

Ensure the entire department incorporates problem-oriented policing strategies into everyday strategies.

Apply an evidence-based approach to the department's problem-oriented policing and other crime-reduction strategies.

When current positions are filled, evaluate unit performance related to crime reduction and other measures after one year. If successful, increase staffing in the Problem-Oriented Policing Unit by 2 Police Officers; for a total of 1 Sergeant, and 4 Police Officers.

4. School Resource Officer Unit

The School Resource Officer (SRO) Unit is supervised by one Sergeant and comprised of four Officers (authorized five). Two officers work Monday through Thursday, 6 a.m. – 4 p.m. and two Officers work Tuesday through Friday, 7 am – 5 pm. SRO responsibilities include responding to calls for service at schools, performing threat assessments as necessary, and counseling and mentoring students.

Workload and Ability to Meet Unit Objectives

The Bend Police Department and Bend-La Pine School District have a Memorandum of Understanding (MOU) concerning deploying School Resource Officers (SROs) inside the District's schools. This MOU can be terminated by written notice by either party without penalty or liability. In signing the MOU, the Bend PD agreed to the following:

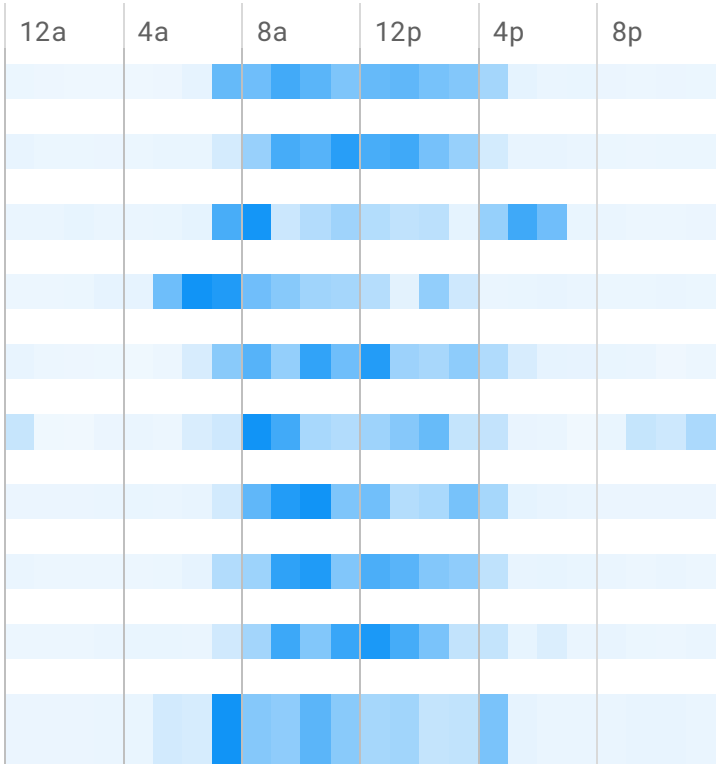
- Provide certified law enforcement officers to fill the SRO positions in the City of Bend for the District.
- Authorize the SROs to act as agents of the District to serve and assist District staff with safety, security, and enforcement of District policies as described in the MOU, excluding student discipline.
- Share information as necessary, as permitted and required by law to effectively serve the purposes of the MOU.
- Supervise and monitor the SRO's positions and the overall program.
- Provide funding for one-half the actual costs of the SRO's regular salary and benefits.
- Provide necessary equipment and staff support for SROs.
- Retain liability for any damages arising out of the SRO's actions.

- Provide the District with the actual costs of each SRO salary, benefits, and overtime due to school events by Oct. 15, Jan. 15, April 15, and July 15.
- Share directory information by a secure electronic transfer method in a manner to be mutually agreed upon.
- SROs will adhere to BPD's body-worn camera policy 420 regarding recordings. Any such recordings shall be considered records of BPD, not the district. BPD shall inform the district before the release of a recording, according to a record request.

The following table provides the ten most common incident categories handled by the SRO Unit in 2022, as well as the average call handling time (HT)[19] for each:

SRO Unit Incident Types

Incident Type	# CFS	HT
C6 Follow-Up	693	49.6
Assist - Police	200	41.7
CPC Comm. Policing	129	100.0
Administration	123	99.5
Unwanted Subject	112	23.3
Suspicious Circum.	103	40.0
Civil Dispute	103	32.9
Harassment	101	60.3
Theft	100	53.7
CEP Comm. Enh. Prog	96	56.0
All Other Types	871	44.1
Total	**2,631**	**50.6**



In 2022, the SRO Unit handled a total of 2,631 calls for service which were entered into the Computer-Aided Dispatch (CAD) system. C6 Follow-up is the most common incident

[19] Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

type, with the highest number occurring between 7 a.m. and 5 p.m. The average handling time for each follow-up is 49.6 minutes.

The National Association of School Resource Officers (NASRO) recommends 1 School Resource Officer per 1,000 students depending on the number of buildings, areas covered, and other factors. The approximate student population covered by the Bend Police Department's SROs in high schools and middle schools is 9,418 students who attend thirteen school locations. With the five authorized positions, the ratio is approximately 1,884 students per officer.

The below chart depicts the current ratio as well as the number of officers needed to meet National Association of School Resource recommendations:

School Resource Officer Staffing Needs

High School Students		5,595
Middle School Students		3,823
Total Students		9,418
Recommended 1 SRO per 1,000 Students	÷	*1,000*
Total SROs Needed	=	9.4

As the table indicates, a student population of 9,418 would require a total of 9 School Resource Officers. The Bend Police Department currently has a total of five authorized SROs. Increasing the total to 9 will allow an Officer to be stationed at each of the District's high schools, along with Officers to cover middle schools and other coverage needs. This will also assist in increasing coverage at after-school events.

Officer-to-Sergeant span-of-control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The below chart depicts the current supervisory span of control in the School Resource Officer Unit:

Current Supervisor Span of Control

Sergeant	5:1

As mentioned above, it is recommended that the School Resource Officer Unit be increased to a total of 9 Officers. These 9 Officers will exceed the recommended supervisory span of control. As such, it is recommended that the authorized Sergeant positions be increased by 1, for a total of 2 Sergeants.

While determining proper School Resource Officer staffing is important, so too is determining the effectiveness of such a program. While school administrator, teacher, and parent satisfaction is one measure, this should be combined with reliable impact evaluations to establish program effectiveness. Important process and evaluation data should be collected and analyzed to measure the impact of criminality among youth.

Recommendations:

Increase staffing in the School Resource Officer Unit by 1 Sergeant and 4 Officers for a total of 2 Sergeants, and 9 Officers.

Evaluate the SRO program to determine its effectiveness in impacting youth criminality and deterrence.

3. Command 4

Command 4 is located within the Investigations Division and was created in November 2022. The Command is led by a Lieutenant and comprised of Crime Analysis, CERT, and the K9 Unit (K9 Unit resource analysis located in the Patrol Division section of the report).

1. Crime Analyst

The Crime Analyst reports directly to the Command 4 Lieutenant and works Monday through Thursday, 7 am – 5:30 pm. The Crime Analyst was hired in March of 2022 and has been training on the various platforms the department currently uses. The City of Bend is currently developing an internal analytics program for the police department.

Workload and Ability to Meet Unit Objectives

Crime Analyst responsibilities include collecting and reviewing police data to analyze crime patterns, series, trends, outliers, and other problem areas within the city. The Crime Analyst examines different sources such as calls-for-service data, crime reports, and arrest reports to assist in the department's crime reduction and prevention strategy.

Department interviews indicate that the Crime Analyst is used quite extensively in administrative analysis, and minimally toward tactical analysis supporting crime-reduction strategies and operations.

Effective crime analysis focuses on the study of criminal incidents; the identification and analysis of patterns, trends, and problems; and the dissemination of information that helps a police organization develop tactics and strategies to solve patterns, trends, and problems. As the Crime Analyst position is further developed, it is recommended that reports focused on the identification and analysis of crime patterns, trends, and problems be disseminated to assist in developing crime prevention and reduction strategies. It is

also recommended that a clear and equal focus be placed on tactical, strategic, and administrative analysis moving forward.

Recommendation:

Ensure Crime Analyst responsibilities and capabilities are equally focused on tactical, strategic, and administrative analyses.

2. Central Oregon Emergency Response Team (CERT)

The Bend Police Department is a member of the Central Oregon Emergency Response Team (CERT). The Command 4 Lieutenant serves as the Team Commander and the team is an auxiliary assignment for all members.

The regional team has a total of 36 members from various departments. The following table depicts the makeup of the current team:

Central Oregon Emergency Response Team

Operator	21
Negotiator	8
ER Doctor	1
Fire Department Medics	3
Scribe	3
Total	**36**

The Bend Police Department currently has twelve Operators and five Negotiators assigned to the team. Officers are assigned to various units throughout the department.

(1) Workload and Ability to Meet Unit Objectives

CERT is a member of the National Tactical Officers Association (NTOA). NTOA has created and supported the implementation of best practice policies into SWAT operations across the United States. CERT is a Tier 2 tactical team and trains to NTOA standards. NTOA recommends minimum Tier 2 Team personnel staffing level be at 1 Team Commander, 2 Team Leaders, 12 Operators, and 4 Snipers (19 total), although certain jurisdictional conditions such as topography, operational tempo, and anticipated mission requirements may necessitate modifications to these minimum staffing levels.

To meet NTOA recommendations, a Tier 2 Team must be mission-capable in the following areas:

- Hostage rescue

- Barricaded gunman
- Sniper operations
- High-risk warrant service
- High-risk apprehension
- High-risk security operations
- Terrorism response
- Special assignments and other incidents that exceed first responder capacity.

The following chart depicts CERT callouts for the past three years:

CERT Callouts

Year	Total
2022	24
2021	33
2020	62

The above data was provided by the department. The project team was unable to locate data in the department's CAD system. Specific callout types were not provided to the project team. To facilitate future data collection and analysis, it is recommended that specific CERT incident types be entered and tracked in the department's CAD system. Future analysis should include CERT incident analysis, hot spot analysis, predictive analysis, as well as future staffing needs analysis.

(2) CERT Tactical

CERT Tactical Officers are required to train for a total of 16 hours each month, which is broken up into two eight-hour days. Officers also participated in a 40-hour training evolution each year, for a total of 232 hours annually. Tactical Marksman Observers train an additional four hours each month. CERT Negotiators train four times each year during Negotiators/Scenario training. Negotiators train an additional 24 each year as a team.

The National Tactical Officers Association (NTOA) recommends the following training guidelines for Tier 2 Teams:

- Minimum 40-hour Basic SWAT course for new members.
- 16 – 40 hours and/or 192 – 480 hours annually or regular, reoccurring, and documented critical skills training.
- Critical skill training such as sniper, tactical emergency medical support, explosive

breaching, etc. should be in addition to the above-listed hours (if cross-trained as an entry team operator).

- 40 hours of annual training should be conducted and attended by all members to address consistency in tactics and procedures. This training should be in addition to regular monthly/annual critical skills maintenance training (although blended in certain situations).

The Central Oregon Emergency Response Team currently meets NTOA minimum training standards for a Tier 2 Team.

(3) CERT Negotiators

CERT Negotiators are required to train a total of 56 hours each year. This training includes team training, four yearly negotiator/scenario training exercises with CERT tactical team members, and attendance at an annual national conference.

The National Council of Negotiation Association recommends negotiators be required to maintain their skill levels through recurrent individual and team training. Initial training recommendations include a minimum of 40 hours in a qualified course. It is also recommended that negotiators attend a minimum of 40 hours of training annually to stay proficient.

The Central Oregon Emergency Response Team's Negotiators currently meet the National Council of Negotiation Association's training recommendations.

Recommendation:

Enter and track all specific CERT incident types into the department's CAD system to facilitate future data collection, calls for service analysis, and future staffing needs analysis.

4. Office of the Chief

The Office of the Chief is comprised of the Chief of Police, the Deputy Chief of Police, the Professional Standards Unit, the Communications Manager, and an Executive Assistant.

1. Professional Standards Unit

The Professional Standards Unit is responsible for conducting internal investigations, department policy updates, department accreditation, various state and internal reporting requirements, and workplace safety.

The unit is comprised of a Lieutenant and a Management Analyst. The Lieutenant works Monday through Thursday, 7 am – 5 pm, and is responsible for conducting internal investigations. The Lieutenant also manages the department's drone program and the Bend Area Real-Time Information Center (ARTIC) and is a member of the Regional Training Center project planning team. The Management Analyst works Monday through Thursday, 7 a.m. – 5 p.m. and is the department's Accreditation Manager, and performs other unit duties.

The Bend Police Department has been accredited by the Oregon Accreditation Alliance since 2003. The Oregon Accreditation Alliance was created under the direction and authority of the Oregon Association of Chiefs of Police, the Oregon State Sheriff's Association, and the Association of Public Safety Communications Officials to improve the quality of law enforcement and emergency communications agencies in the states of Oregon and Alaska. Accreditation requires the department to achieve and maintain 100 legal, ethical, and operational standards. No later than July 1, 2025, all law enforcement agencies in the State of Oregon with 100 or more Police Officers must be accredited by an accrediting body designated by Oregon Revised Statutes.

(1) Workload and Ability to Meet Unit Objectives

The Bend Police Department has established a personnel policy that provides for the reporting, investigation, and disposition of complaints regarding the conduct of its employees. A personnel complaint is defined as any allegation of misconduct or improper job performance against any department member, that if true, would constitute a violation of department policy, mission, vision or values, law enforcement code of ethics, federal, state, or local law. Personnel complaints are classified into the following three categories:

- **Formal**: A matter in which a complainant requests further investigation or when a department supervisor determines that further action is warranted. Such complaints may be investigated by a department supervisor of rank greater than

the accused employee or referred to Internal Affairs, depending on the seriousness and complexity of the investigation.

- **Informal**: A matter in which a complainant is satisfied that appropriate action has been taken by a department supervisor of rank greater than the accused employee.
- **Incomplete**: A matter in which a complainant either refuses to cooperate or becomes unavailable after diligent follow-up investigation.

The Bend Police Department's policy dictates that all investigations are completed no later than 21 days from the date of the first interview unless certain circumstances exist. Upon completion of an investigation, the report is forwarded through the involved employee's chain of command and reviewed by the division commander. The unit commander or manager recommends a case finding to the Chief of Police, who determines final case findings and imposes discipline when appropriate.

The United States Department of Justice recommends a compliance audit process to verify employee complaints are taken properly and to ensure that all employees adhere to agency rules and standards. The Bend Police Department does not currently have a complaint audit process.

Bend Police Department personnel complaint policy notes that anonymous complaints and third-party complaints should be accepted and investigated to the extent that sufficient information is provided. Located on the front page of the department's website is a link to file either a compliment or a complaint, which allows for anonymous submissions. A community's trust in policing is solidified when citizens know their police department wants community input and will amend its policies, procedures, and behaviors when appropriate. The International Association of Chiefs of Police (IACP) recommends a policy stating that all complaints against any member of a police department will be received and investigated. The Commission on Accreditation for Law Enforcement Agencies (CALEA) recommends a similar policy, to include anonymous complaints. Bend procedures are within both IACP and CALEA best practice recommendations.

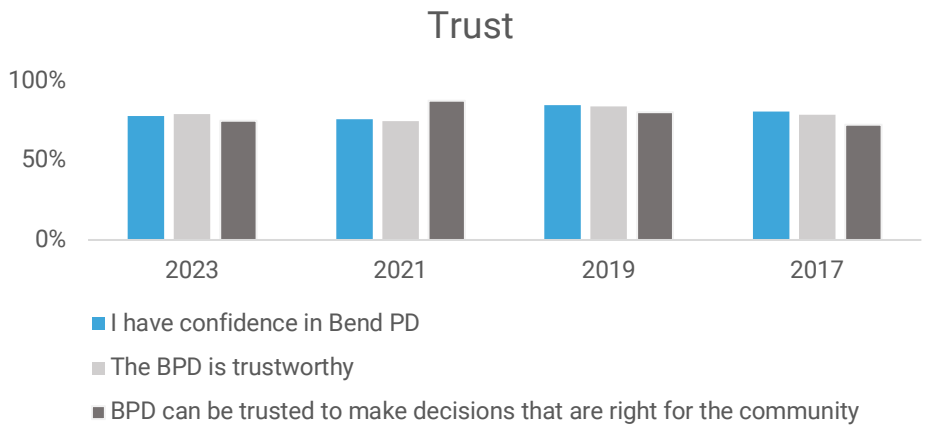
The Bend Police Department publishes a yearly force response report. This report defines the department's vision, mission, and values. It also defines various police terms related to the use of force to assist the community in understanding various police responses. The following table depicts the total number of force responses about department arrests for 2017 through 2021:

Arrest/Force Response Totals by Year

	2018	2019	2020	2021	2022
Arrests	4,199	4,250	2,952	2,876	3,059
Force Responses	93	76	60	70	70

As the above table reveals, force responses to arrests are relatively consistent throughout the five years. In 2022, Officers addressed 76,427 dispatched calls, made 3,059 arrests, and responded with force to 62 individuals (accounting for 2.2% of those arrested).

The Bend Police Department has also published a public survey report in 2023, 2021, 2019, and 2017. During these years, in collaboration with Portland State University, the department has conducted surveys to gauge community attitudes toward the department. The following chart depicts survey results related to respondents who either agreed or strongly agreed with three questions related to trust within the community.



As the above chart indicates, in 2023, 78% of respondents expressed confidence in the department, 79% believed the department is trustworthy, and 75% believed the department can be trusted to make decisions that are right for the community.

To promote transparency within communities and departments, many departments publish a yearly Internal Affairs report. Annual reports include statistical summaries, including total number of complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate. Annual reports are frequently placed on a department's website so both community members and employees can review them. A department's website should also include community complaint procedures and Internal Affairs Unit responsibilities.

(1.1) Personnel Complaint Workload Analysis

In reviewing Professional Standards or Internal Affairs investigative units, average investigative case hours are used. This is developed by interviewing personnel in the unit, developing task hour metrics, and past project team experiences with similar agencies. It is important to understand that every case is different. Some cases are very complex and require significantly more hours to investigate. Some cases are relatively simple and do not require more than a few hours to investigate and document. The average hours are used as a performance metric designed to establish approximate work hours for a typical internal affairs case.

Case Time Estimates for Administrative IA Investigations (Non-OIS)

Common Tasks	Processes	Avg. Time	% of Cases
Complaint Review	Determine if allegation is a policy violation. Time figure includes reviewing complaint.	**2 hours**	100%
Find relevant CAD entry, police report, video, or other documentation relevant to the complaint	Determine subject(s) of allegation. Time figure includes CAD inquiry and report(s) review.	**4 hours**	100%
Review Body Worn Camera or other Video / Audio Evidence	Document evidence to sustain or exonerate department members.	**8 hours**	100%
Interview Complainant	Determine all complaint allegations (including writing summary/notes).	**3 hours**	100%
Write Complaint and Allegation(s)	Determine which policy or policies could have been violated. Includes review and report writing time.	**4 hours**	100%
Schedule subject officer Interview	Includes sending written notice within proper timelines.	**1 hour**	100%
Write Interview Questions	N/A	**1 hour**	100%
Conduct witness interviews	(Includes Scheduling) - Some cases only have the officer or complainant as witnesses	**4 hours**	100%

Common Tasks	Processes	Avg. Time	% of Cases
Conduct subject interviews	Interviews are recorded, and the time estimated includes report writing.	**6 hours**	100%
Write Investigative Finding	Includes report writing.	**16 hours**	100%
Total	**On average**	**49 hours**	

This list is not all-inclusive and does not contain all steps that may be taken. Some cases may have several witnesses.

(1.2) Personnel Complaints Caseload

The following table depicts the total number of personnel complaints investigated by all department supervisors (professional standards and other department supervisors) for the past four years:

Personnel Complaints

	2019	2020	2021	2022
Formal	7	13	11	6
Informal	67	93	97	71

(1.3) Summary of Workload Hours

As mentioned above, there is currently one investigator assigned to the Professional Standards Unit. The department also utilizes other department supervisors to investigate both formal and informal complaints. Using the above case time estimates, the total caseload hours can be calculated. The following table details the associated work hours:

2022 Caseload

	Total	Investigative Hours	Total Hours
Formal Complaints	6	49	294
Informal Complaints	71	49	3,479
Total	**77**	**N/A**	**3,773**

As depicted above, the total number of caseload hours in 2022 is 3,773. These total hours include both formal and informal complaints. As previously discussed, informal complaints are matters in which the complaining party is satisfied that appropriate action has been taken by a department supervisor of rank greater than the accused employee.

As such, only formal complaint investigation hours are considered for this staffing analysis.

The base number of hours in an employee's work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-hour figure, a total of 1 part-time investigative position is needed. The following table illustrates this calculation process:

Calculation of Investigator Staffing Needs

Total caseload hours		294
Divided by total net available hours for 1 Investigator	÷	1,720
Total Number of Investigators Needed	=	0.17

Although the above analysis determines that 1 part-time investigative position is appropriate, given the nature of this position, it is recommended that 1 full-time position be assigned. This investigative position is currently assigned to the Professional Standards Unit Lieutenant. As discussed earlier in the section, the Professional Standards Unit Lieutenant has management responsibilities and is supplemented by other department supervisors.

(2) Bend Area Real-Time Information Center (ARTIC)

The Bend Area Real-Time Information Center (ARTIC) seeks to leverage advances in technology and organizational structures, namely Real-Time Crime Centers (RTCCs), to improve information exchanges (often in real-time) as well as command and control. According to the Federal Bureau of Justice Assistance (BJA), RTCCs evolved to capitalize on the wide range of emerging information technologies available to police. This includes video, additional information from technologies such as cell phones and texting, as well as internal assets such as Body Worn Cameras (BWCs), drone technology, and other information technologies.

These centers help make sense of the vast array of available real-time information and mitigate the information overload this can cause. The BJA notes that agencies struggle to filter incoming information effectively. This impacts the ability of police, including incident commanders and others in charge of controlling emerging major incidents, to use critical information. While not explicitly noted in the BJA report, this lack of information has the potential to contribute to potentially avoidable tragedies.

Most RTCCs have an explicit focus on crime. While the Bend ARTIC is envisioned as assisting with crime control, as the name indicates, the BPD is interested in other potential benefits from the increased flow of timely information. This includes improving command and control and information exchange between officers in critical incidents.

According to interviews, the BPD is particularly interested in an information center's ability to assist in de-escalating critical incidents and in effectively managing other critical incidents (for instance, assisting with wildfires, and other natural disasters, and even better managing Bend's downtown during tourist season).

An example of this potential provided during interviews involved an incident in which a person in crisis was using a stick to simulate a firearm (including making actions consistent with racking a slide to load the weapon). On-scene personnel initially believed the subject was armed with a firearm, creating a much greater likelihood of using lethal force. Using drone technology, the agency determined that the subject was not armed with a firearm. This allowed the incident commander and responding officers to adopt different tactics and resolve the situation without force. While this incident occurred independently of the ARTIC, it demonstrates how improved information exchanges in real-time, using emerging technologies, can yield better outcomes. This has the potential to reduce the likelihood of using force, particularly lethal force. Other examples included using drone technology to clear a house associated with a shooting suspect and using video assets to better monitor crowd activity in an entertainment district (limiting the police resources necessary to effectively manage crowds and reducing the potential for negative police/community member interactions). All these examples provide compelling reasons to assess the potential utility of the Bend ARTIC.

The Bend ARTIC's emphasis on de-escalation is an emerging best practice for these centers. Police have traditionally treated de-escalation as a tactic, i.e., de-escalation training for officers, using technology in the field in an emerging incident (for instance, the drone example provided above), but the vast bulk of American police agencies have failed to develop operation or strategic approaches to de-escalation beyond some modifications to training or equipment. In this case, the BPD command believes that certain technologies could improve the agency's goal of more effective de-escalation; while training remains an important option, the agency has directed the creation of the center to help more effectively manage incidents with an emphasis on improved efficiency (including de-escalation). This center represents an attempt to meet these goals. RTCCs also can potentially reduce the need for additional staffing by more effectively employing existing resources. However, these centers are an emerging focus in policing and have not had time to develop the evidence base necessary to determine if they can meet these goals. This is particularly true in mid-sized cities (as opposed to larger urban areas).

Due to its status as a pilot program, ARTIC is not in the BPD's organizational chart. It reports to a lieutenant familiar with the Drone Program and related technology.

Assessing the Bend ARTIC in its current form is not feasible as it is not fully operational. It is also irregularly staffed and due to a lack of dedicated staffing; it is not necessarily operated at the optimal times. The center includes technology consistent with its mission and is currently managed as a collateral duty by a lieutenant with other duties. To the extent the center is staffed, it is done so ad hoc when resources are available. Additionally, while the ARTIC has some technologies, it is still in the process of developing its full set of capabilities.

The ARTIC can currently fuse many existing technologies, such as agency video and audio from the dispatch center, to improve situation awareness for officers in the field and commanders of critical incidents. It can also utilize existing BPD databases more effectively than officers in the field. As such, it currently can function but does not require substantial resources before a potential evaluation.

This allows the BPD to test the ARTIC before committing substantial resources to its development, particularly by adding permanent staff. Unfortunately, the current staffing model limits the utility of the center and the ability to evaluate it. This is because current staffing, ad hoc as personnel are available, may not align with the times the center is most needed. Additionally, the lack of structure provided by ad hoc staffing does not aid in effectively evaluating the ARTIC.

Given the current state of the ARTIC, the BPD would benefit from conducting a more comprehensive process and impact evaluation on the ARTIC. This evaluation would be used to determine how the ARTIC should continue to function or potentially be expanded. The evaluation should focus on the following factors:

- Optimal days/times of operations for the ARTIC.
- Optimal software and hardware for the ARTIC.
- Optimal staffing for the ARTIC.
- Optimal Command and Control Structures, including position in the agency's organizational chart.
- Training needs for ARTIC staff.
- Optimal operating procedures/policies for the ARTIC. These should address community concerns and other potential issues, such as privacy concerns.

Accomplishing this evaluation would require dedicated overtime funding to staff the center during optimal hours and potentially assist the lieutenant overseeing the ARTIC. This assistance could take the form of temporarily assigning or hiring a position dedicated to the ARTIC.

The BPD may wish to develop its own evaluation plan, but an outline is included below:

Based on an analysis of BPD calls for service, the ideal time for such an evaluation would be July to September (when calls are nearly 10% above average); however, waiting this long to evaluate the center could be problematic. Operationally, it may be possible to begin the evaluation in January and conclude it in June 2024. Call loads during this period range from 1 to 3% above average, demonstrating the utility of the ARTIC during "average" periods. By starting the pilot in January, the agency also has time to secure the necessary resources and begin planning for the pilot. The pilot will conclude before the busiest time of the year of the BPD, potentially informing operations during the summer of 2024. If this timeline is not feasible, attempt to start the evaluation in April 2024, to be run through September 2024.

While call types most impacted by the ARTIC vary, a review of call types finds that many calls with a potential to benefit from improved information exchange (i.e., unwanted subjects, suspicious circumstances, welfare checks, domestic disputes, and general disputes) cluster between noon and 10 pm. Finally, while call loads are heaviest during weekdays, critical incidents and issues such as entertainment districts, often cluster on Friday and Saturday evenings.

Absent additional analysis, running the ARTIC for the evaluation on Thursdays, Fridays, and Saturdays, from noon to 10 p.m., should allow for the assessment to evaluate the center's performance under a variety of circumstances. This would range from midday on Thursday in January to a Friday or Saturday evening in June. This range of activity levels and types should aid the evaluation in determining optimal staffing and hours of operation for the ARTIC.

Finally, consistent with policing generally, RTCCs are not always busy. Utilizing this downtime to conduct the analytic equivalent of pro-active activity is essential to maximizing the value of RTCCs. Based on other analyses (see the Crime Analysis section), it appears the BPD would benefit from additional tactical analysis. Cross-training RTCC staff to assist with tactical and investigative analysis is feasible and would add value to the ARTIC. Incorporating these activities should be a focus of the pre-planning phase of the pilot and be incorporated into the evaluation.

Note that the above outline is only a recommendation. The BPD should modify it to best meet its organization's needs and timelines.

Recommendations:

Track personnel complaint investigative hours to perform future staffing analysis.

Create an internal affairs compliance audit process to ensure the current employee complaint reporting system functions as designed.

Publish an annual internal affairs report documenting statistical summaries, complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate.

Develop a formal evaluation strategy for the Bend ARTIC that aligns with the BPD's needs.

Develop resources, including staffing, to implement the evaluation of the Bend ARTIC. This will likely require personnel resources and/or overtime.

Implement the evaluation/pilot test of Bend ARTIC, ideally beginning in January or April 2024.

2. Communications Manager

The Communications Manager works Monday through Friday, 8:30 am – 4:30 pm, and is on-call for various high-profile incidents as needed. The Communications Manager reports directly to the Chief of Police.

Workload and Ability to Meet Unit Objectives

The Communications Manager position was implemented in April 2022. Before the Communication Manager was hired, PIO duties rotated between Lieutenants. The goal of this position is to bring a more professional appearance to media responses and inquiries, as well as update and maintain the department's website and manage the department's various social media platforms.

The Communication Manager has the following responsibilities:

- Daily media requests and interviews.
- Manage the department's social media (Facebook, Instagram, and Twitter).
- Website development/clean-up.
- Press releases as needed.
- Bi-weekly internal department news updates.
- Quarterly community reports and weekly internal newsletters.
- Prep various employees for media and community events as needed.
- Weekly command staff meeting updates.

- Oversee all internal and external communication.
- Video projects and photography.
- Various public outreach.

A recent report developed by the Communications Manager designed to promote transparency within the community is the community report. This quarterly report highlights various department calls for service, units, and programs and is accessible on the department's website.

The below table depicts the June 2023, quarterly report highlights:

June 2023 Quarterly Report Highlights

	2023	2022	2021
1/1/23 – 6/30/23			
Total calls for service	36,894	35,095	34,752
Total calls for mental health crisis	711	1,072	652

In April 2022, the Bend Police Department began an initial implementation of the SPIDR Tech Program. This software program is designed to enhance the user experience when a community member calls to request police services. This program allows the department to send automated follow-up messages to crime victims and 911 callers. It also allows the department to solicit feedback about a community member's experience with department employees. Soon, the department will implement a second automated process, which will allow for the notification to crime victims on case specifics such as follow-up needed and next steps in the investigative process. Employee satisfaction results are included in the quarterly report.

The below table depicts the results as noted in the June 2022, quarterly report:

SPIDR Tech Survey Results

1/1/23 – 6/30/23	
The Officer listened to me	4.78 / 5
The Officer treated me with respect	4.84 / 5
The Officer treated me fairly	4.80 / 5
The Officer communicated clearly	4.82 / 5
The Officer provided useful information	4.57 / 5
The Officer resolved the problem	4.26 / 5
Overall Satisfaction	4.52 / 5

As depicted above, overall satisfaction with Bend Police Department Officers during this period was 4.52 out of 5.

A key component of community policing is the requirement for police organizations to be transparent in their dealings with the public. Transparency requires effective and timely communication. As access to news continues to increasingly move online, the opportunity for police organizations to exert more control of their own stories, engage community members in preventing crime, educate people about public safety issues, and dispel some myths about police work exists. Although the Bend Police Department's Communications Manager position is relatively new, the department has engaged in several of these opportunities. Police departments also develop strategic communications plans that merge current communication efforts with a department's broader goals and objectives. This strategic communications plan should be focused on effectively reaching both external and internal audiences.

The Bend Police Department utilizes various tools such as mainstream media, social media, and its website to engage the community. An identified area of improvement is the department's website. A department's website typically delivers a first impression to many community members and future employees. A website should exemplify professionalism, a commitment to the community, as well as diversity within the community. The department's policies are accessible on the website. Many police agencies also include Information such as complaint data, procedures for investigating officer-involved shootings, crime data, and criminal investigation clearance data.

The community needs to have data available that gives them the same information that was available to the department when certain tactical and operational decisions were made. Sharing information with community partners to collaborate in addressing common problems is valuable and promotes interaction and collaboration.

Many police agencies have updated their websites to a more modern look. It is recommended the department's website be updated to include a modernized look, answer important community questions, provide crime data, and serve as a frontline recruitment tool.

Recommendations:

Develop a strategic communications plan focused on both external and internal audiences.

Update the department's website to a modernized look that provides community information and resources, and as a frontline recruitment tool.

5. Support Division

The Support Services Division consists of three elements: a command staff (with ancillary community engagement, human resource, and recruiting functions), the Police Information Technology Unit, and the Training Unit. These functions provide hiring, recruitment/retention, technology, and training support to the BPD. The Support Service Division collaborates extensively with the City on human resource issues and with their HR business partner to address personnel actions and related needs, despite HR not being housed internally at the police department.

1. Support Services Division Command Staff

The unit currently consists of one Police Captain, one Police Lieutenant, one Recruitment Coordinator, and one Community Relations Manager. Command Staff provides direction and leadership to the Police Information Technology Unit and the Training Unit. At the same time, it directly supports some personnel issues (in coordination with city human resources and/or internal affairs), agency recruiting, and manages community engagement. The latter two functions are fulfilled by the Recruitment Coordinator and the Community Relations Manager, respectively. In addition to overseeing hiring, promotions, personnel services, recruitment/retention, and training, the unit is also responsible for managing the agency's wellness program, as well as issues such as COVID and other risks and administrative assignments and projects as necessary or assigned.

(1) Command Team (Captain and Lieutenant)

The captain in charge of the Support Services Division directly supervises the Division's Lieutenant, Public Safety Systems Manager, and Recruitment Coordinator. The position also plays a substantive role in the hiring process, works with the city's human resources on behalf of the police department, plays a lead role in risk management issues such as the COVID-19 response, and manages all internal position transfers and the promotional process. The position is a mixture of direct supervision, with three direct reports, and works more directly on issues such as hiring, human resources, workers' compensation claims, and risk management than is common for a command position (however, the position is supported in hiring and human resource issues by either internal agency positions or by other city staff). Additionally, while the position does not directly supervise internal affairs, there is considerable overlap with that work.

Three primary considerations impact this position's workload. The first is the number of direct reports. In this regard, the position has only three direct reports (Public Safety

Systems Manager, Recruitment Coordinator, and Lieutenant). This is a manageable number of direct reports. However, their functions are both varied and critical.

This leads to the second consideration, which is the scope and nature of the supervised work. In the case of the Support Services Division, the work is varied. It includes IT support, training, hiring, retention, wellness, intersecting with human resources and internal affairs, and community engagement. These functions are also critical.

The last consideration is the position's role in issues related to human resources (see above). While the amount of time spent on HR issues varies, it can be up to 50% of the position's workload. The degree of work, combined with its variability, likely leaves this position frequently overtaxed. Adequate staffing of human resources is particularly important for police agencies. First, the stressful nature of the work increases the need for support. Second, there is a higher potential for damaging the community's trust when police officers engage in misconduct. Third, the specialized nature of police work and often rigid bargaining agreements (frequently requiring specific processes to be followed) increase the work's complexity. Given the critical nature of this work, it is important to address issues as early as possible.

Changes to state law may also increase some of this workload. The position coordinates with the city on protected leave requests. Oregon recently created Paid Leave Oregon. This program provides paid time off for employees when they experience a qualifying life event (i.e., the birth of a child, an employee or family member has a serious illness, etc.). This will likely have a significant impact on both these positions (due to increased leave requests and increased time spent processing these requests) and on the agency (due to the large number of young personnel working at the agency and the increased leave time that will be used). Gauging the impact of protected leave on the BPD will be important both in terms of the Support Services Division staffing and for the agency.

The Division's lieutenant supports the captain. This position's span of control consists of the Training Unit Sergeant, the Community Relations Manager, and four contract employees (these are part-time employees and include background investigators and a mental health professional focusing on internal engagement). This means the position has six direct reports, although four are part-time. In terms of the span of control, this position supervises a reasonable number of employees. As with the Captain, the work being supervised is varied (i.e., training, community engagement, backgrounding, and mental health) and important.

Previously, the Lieutenant position was performing the Community Relations Manager's essential job duties. This amounted to approximately 33% of the position's workload, leaving the position overtaxed. This has only been sustainable due to reduced demand for direct community contact from COVID-19 and by doing only the essential work

associated with the position. The Community Relations Manager should relieve the Captain and Lieutenant's workload, allowing them to focus on bigger-picture work.

While difficult to quantify, the Support Services Division Command Staff workload appears heavy. Although the number of direct reports is not excessive, this is mitigated by the fact that both positions handle several work functions that a direct report might otherwise handle. This includes working directly on wellness programs (as this program has no full-time employee responsible for its work) and playing major roles in the hiring, promotional, and HR processes. Adding support for some of these functions (see the Wellness Program below) would reduce the workload on the Division command to a manageable level and reduce risk for the BPD.

Recommendation:

Work with the City of Bend Human Resources to explore co-locating a human resource specialist inside the BPD. This would align with the City's intention to modify its current human resource delivery model.

2. Wellness Program

The BPD's wellness program is an important innovation that has been nationally recognized. The U.S. Department of Justice has featured the agency on multiple occasions for its work in this area and the program has received national awards. According to Oregon's State Accident Insurance Fund (SAIF) the agency saw a 27% drop in claims and a 77% drop in time loss in the first half of 2018[20]. The program's use of the above-mentioned part-time mental health professional, designed to facilitate access to care for its employees, likely results in a healthier agency. Despite this success, the program's only staff is a contract employee focusing on mental health issues (meaning the work of developing the program falls on division staff). The program is supported ad hoc by the Support Division and other members of the agency. All employees in the Department can schedule up to four hours a week to participate in the offered wellness programs. The program currently consists of the following elements:

[20] Copple, C., Copple, J., Drake, J., Nola, J., Robinson, M., Smoot, S., Stephens, D., Villasñor, R. (2019). Law Enforcement Mental Health and Wellness Programs: Eleven Case Studies. Washington, DC: Office of Community Oriented Policing Services.

(A) **Team and Individual Workouts** – Employees use a small gym or can participate in outside workouts as a team or individuals.

(B) **Yoga** – The Department contracts with a yoga instructor to provide varying times/days for participation in a 50-minute yoga exercise.

(C) **Mindfulness** – Officers can conduct a mindfulness exercise using a phone application for 15 minutes. This is often done as a patrol team.

(D) **In-house Mental Health Support** – Supported by the Law Enforcement Mental Health and Wellness Act, this position facilitates access to mental health care and helps develop a culture supportive of seeking help. The position is integrated into the agency and develops positive relationships with officers to assist them.

(E) **Peer Support /Critical Incident Response Team** – The team assists with critical incident debriefs and provides confidential support to any member of the Department in need

(F) **Employee Assistance Program (EAP)** – The EAP program assists employees with personal or work-related problems that may impact their performance on the job. The counselors are independent of the agency and offer limited free, confidential services.

(G) **Chaplaincy Program** – This program serves as a support system for law enforcement and is also available to assist with death notifications on calls for service.

(H) **Johnny Law Project (JLP)** – This program consists of confidential health screenings conducted every three years.

(I) **Restorative Rest Program** – This program allows employees working overnight shifts to bundle breaks and lunches to rest. There is considerable evidence supporting the utility of these kinds of programs for night shift workers.

(J) **Spouses of Bend PD** – This program supports spouses of BPD employees. It conducts social events, is used to convey important information, and provides support, such as recommendations to dentists, doctors, etc., to BPD families.

(K) **Mentorship Program** – The program is designed to provide a mentor to all newly hired BPD employees. This is in addition to the officer's Police Training Officer

and provides resources for newly hired officers. Mentorship programs can be critical to employee development and help improve retention.

The BPD's Wellness program contains several forward-thinking elements but would benefit from coordination. The work largely falls to interested and dedicated employees as a collateral duty. While this system works when developing a pilot program, it is generally unsustainable. Employees move to new assignments, retire, or get burned out by excess work, and the programs suffer. Given the scope of these programs and the existence of several, such as mentorship, that require monitoring, it would be wise to have a coordinator oversee this program. This is particularly important as some of the program's elements may be abused, and others, such as the mentorship program, need to be equitably delivered to all eligible BPD employees. This entails tracking and ongoing monitoring, duties that often fall by the wayside when conducted collaterally. This position can also monitor and update facilities, services, and supplies. This could include evaluating physical structures, such as ensuring adequate gym space and equipment and monitoring services like the mindfulness app or yoga. The program could then expand or discontinue offerings to maximize the program's benefit while limiting costs. The position would also be better equipped to ensure the BPD's wellness program aligns with the goals of embedding diversity, equity, and inclusion in the workforce.

While there are many potential benefits to adding a wellness position, it is important to determine if there is sufficient work to support this position. The table below displays job functions related to the proposed position with an estimate of the time necessary to perform said functions.

Task	Hours Annually (based on 1760 hours)	FTE Equivalent	Cumulative FTE Equivalent	Notes
Monitor/update physical/mental wellness (i.e., yoga, workouts, mindfulness app, etc.)	88	0.05	0.05	This includes researching national best practices, networking with other agencies engaged in similar programs, ensuring equipment (workout room), and services (mindfulness app, yoga) are appropriate and being utilized.
Coordinate In-house mental health support (i.e., contract mental health professional, ensure EAP services are appropriate, etc.)	88	0.05	0.1	This includes ensuring resources are available, widely known in the agency, and culturally appropriate for police.
Peer Support Group/Critical Incident Response	264	0.15	0.25	This includes coordination, expanding the program to capture more opportunities, researching best practices and emerging trends in law enforcement.

Task	Hours Annually (based on 1760 hours)	FTE Equivalent	Cumulative FTE Equivalent	Notes
Monitor/expand chaplaincy Program	88	0.05	0.3	This includes identifying needs in the program and ensuring a broad representation of potential chaplain-based resources. It also includes ensuring these resources cater to the needs of officers from marginalized populations.
Restorative Rest Program	44	0.025	0.325	This includes developing accountability mechanisms so that the program is not abused.
Spouses of Bend	264	0.15	0.475	This includes working to expand the program and ensuring resources exist for BPD members with non-traditional families.
Mentorship Program	440	0.25	0.725	Developing and monitoring BPD's mentorship program. This includes an emphasis on developing leaders from all agency demographics/genders, establishing curriculum/training for mentors and monitoring the program.
Accountability	264	0.15	0.875	This includes developing policies and procedures for all wellness activities that maximize program benefits while mitigating the potential for abuse. It also includes monitoring programs for potential abuse.
Outreach/Miscellaneous	220	0.125	1.0	This includes conducting ride-alongs, attending briefings, coordinating with BPD trainers, attending trainings/Inservice to highlight program, documenting program successes, coordinating with recruiting to ensure the program is highlighted in recruiting efforts, attending job fairs to assist in recruiting, etc.

As mentioned above, the BPD has established a nationally recognized wellness program. While difficult to quantify, it is also likely that this program plays a role in the high levels of trust community members have in the organization. Maintaining the program and ensuring it is equitable and accountable will be difficult without dedicated staff.

Recommendation:

Create 1 FTE Program Coordinator to oversee the BPD's Wellness Program.

3. Recruitment Coordinator

The Recruitment Coordinator is not a supervisory position. However, it plays a vital role in recruiting and onboarding/offboarding employees and collateral duties such as

managing the agency's bulletproof vest grant, managing badge administration, and certifying affidavits for V.A. benefits. The position assists with hiring and promotional processes as well. Some of these functions require significant work. For instance, the promotional process generally consists of written portions, multiple oral boards, and peer assessments.

The BPD, like most police agencies in America, has several vacant positions, including routinely needing to fill a half-dozen sworn vacancies and several vacant professional staff positions. This is despite constant hiring. For example, the Unit had been attempting to fill its Community Relations Manager position for some time. This is not due to an inherent weakness in the BPD recruitment or hiring process but is part of a national trend. In fact, the International Association of Chiefs of Police has called this trend a "crisis for law enforcement." The severity of this issue makes the work of this position essential to meeting the BPD's hiring goals. **The current staffing of 1 FTE recruitment coordinator is adequate.**

4. Community Relations Manager

The primary function of this position is to assist the police department in community engagement and to help foster improved relationships between the agency and all the communities it serves. It builds on the BPD's history of robust community involvement, particularly in the volunteer space. This position was vacant until recently. This has negatively impacted the Support Division as it attempts to rework the volunteer program to ensure its work aligns with agency goals and does not create undue risk for volunteers or the agency.

In addition to coordinating agency efforts at community engagement, the position manages the volunteer program and the Police Chief's Advisory Council. It also organizes an annual Community Academy. Surveys of the Bend community have repeatedly highlighted the Community Academy program as beneficial to the community by increasing understanding of the roles, responsibilities, and limitations of police.

Finally, due to COVID-19 and the above-mentioned issues, the BPD's volunteer program is being reorganized. Managing this process as a collateral duty to other engagement initiatives will be important as the agency implements its new process for volunteering. **The current staffing of 1 FTE Community Relations Manager is sufficient to meet the needs of the department.**

5. Police Information Technology Unit

This unit supports the agency's information technology needs. The unit currently consists of one Public Safety Systems Manager, two Public Safety Systems

Administrators (II), and a Public Safety Systems Administrator (I). The Public Safety Systems Administrator classification has three tiers: Public Safety Systems Administrator I, II, III.

The Tier I provides entry-level technical services supporting police systems and performs initial triage of support requests. Work requires supervisor approval outside of routine maintenance/operations.

Tier II provides journey-level technical services to support police systems, receives triaged escalated requests for support, and maintains assigned police systems. This position operates with a higher level of autonomy and requires supervisor approval for support beyond assigned systems.

Tier III provides advanced journey-level technical services to support police systems, receives triaged escalated requests for support, and maintains assigned police systems. The position understands police systems as a whole and triages inter-system operations. It operates with a high level of autonomy and decision-making authority. It is the project lead of new systems and provides recommendations on design and budgeting.

The Public Safety Systems Manager, recently promoted, is intended to supervise the unit. However, due to prior staffing shortages, this position has been conducting work necessary to maintain the IT infrastructure. The Public Safety Systems Administrators (II) split responsibility for technology programs such as Body-Worn Cameras (BWCs), the agency's Records Management Systems (RMS), cell phones, etc., as well as working on implementing new technologies. The Public Safety Systems Administrator (I) provides user support and other work, such as initial training related to technologies.

The Unit uses a ticketing system to track work. This is accomplished by identifying tasks with a "ticket." IT support "tickets" are a commonly used method for recording work that (1) needs to be performed - pending, (2) Is being performed - active, and (3) has been performed – closed or resolved. Tickets can also be on hold, for instance, if more information is needed or re-opened if a problem re-occurs. Tracking this work is important, as it allows for the workload to be examined (such as in this analysis), allows an organization to determine the types of work being requested and adjust operations accordingly, and allows for the efficient prioritization of limited information technology resources.

That said, many organizations struggle with compliance in terms of using the ticket system. They can be time-consuming to create, often having to be done by the IT professional (as opposed to the individual requesting help), and require updates, such as status changes in the project. For these reasons, tickets can help inform a workload analysis, but are generally insufficient data sources for determining workload.

In this case, the Police IT Unit provided Matrix with a table containing tickets open and closed between 1/1/19 at 12:00 a.m. and 9/15/22 at 12:00 a.m. The table contained a list of IT employees and the status, number, and time spent working on these tickets during this time. The table also totaled all work captured by the tickets:

BPD Tickets – 2019 to 9/15/2022

Employee	Total Tickets	Total Work Time (HH:MM:SS)
Employee 1 (supervisor)	1,126	509:40:00
Employee 2	230	4:35
Employee 3	632	600:45:00
Employee 4	34	56:49:00
Total	2,022	1,171:49:00
Daily Average	1.49	00:51:56

The table above demonstrates several factors relevant to this analysis:

- According to the tickets provided, the entire Police IT Unit processes less than 1.5 tickets daily, taking just under one hour of total time.
- There is a wide variation in the number of tickets (between 34 for Employee 4and 1,126 for the unit supervisor).
- Employee 2 served 230 tickets but only logged 4 hours and 35 minutes of work time.

One note regarding the above table. The IT Unit has been understaffed due to vacancies that have only recently been filled. This included the unit's new supervisor conducting much of the unit's work (as opposed to supervising the unit). This staffing shortage likely impacted the unit's fidelity in tracking its work. The result was that the system was primarily used for major issues or as a method for the city's IT department to route requests to the Police IT Unit.

These reasons and the findings from the table above would indicate that tickets, while capturing some of the work conducted by the unit, are likely inaccurate and do not capture enough work to be used as the sole, or even main, determinant of IT staffing needs.

Due to the lack of fidelity when using the ticketing system, it is necessary to adopt an alternative strategy when assessing the IT Unit's workload. This can be accomplished by reviewing the work the unit is responsible for and assessing the staffing needs based on this workload. This method can estimate the number of employees needed to accomplish the required workload.

Broadly speaking, the Police IT Unit conducts four major categories of work:

(1) User Support

Responding to requests for technology support. This can be a broad range of requests but is focused on supporting end users of technology. Examples of this work include new user setup, establishing permissions and access as positions change, supporting when end users encounter IT issues, etc. The work can be time-consuming and scales with the number of employees and the number of systems those employees have access to.

(2) System Maintenance

The Police Department deploys a range of technologies (which will be discussed below). These require updates, fixes to bugs and other issues, and other forms of maintenance.

(3) Projects

This can include adding new platforms, commercial off-the-shelf software, and/or modifying or creating new technology solutions. These projects can often improve efficiency or create new capabilities but take time to create.

(4) Administrative/Supervisory Tasks

Technology consists of both hardware (i.e., physical property such as computers) and software (i.e., code that computers run on). Both aspects require a certain degree of administrative work, such as inventories for hardware, and documentation of changes, updates, etc., for software. These tasks consume time. This category also includes supervision if the IT unit is sufficiently large to require a dedicated supervisor.

By dividing the unit's work into its component parts, an estimate of IT needs can be produced.

(5) User Support IT Needs

According to industry expert Robert Half, the ideal ratio of support to end users is guided by the complexity of the systems used. An organization using a single IT platform can function at a 70:1 ratio (one support person per 70 end users); however, in more complex environments, this number can drop to 45:1. Given the multiple systems used by the agency, the security needs related to policing in general and specifically necessary to remain in Criminal Justice Information Services (CJIS – the system to run individuals and perform other criminal justice computer checks), and the non-stop operations of a police service (running 24 hours a day, 365 days a year), it is reasonable to assume that the lower ration (45:1) would be appropriate.

The Police IT Unit has been operating without the position normally assigned to supporting IT users. However, this position has recently been filled and is undergoing

training. This will result in a ratio of over 150 (the total number of BPD employees fluctuates) to 1 dedicated user support person. However, this position can rely on other Police IT Unit employees for support. This work will require at least one person if supported by others in the unit.

(6) System Maintenance

Estimating work needed for system maintenance is more difficult than IT support as the systems vary greatly. Support needs are impacted by factors such as security issues, end-use reconfigurability (and access to the ability to alter systems, which can be problematic), and the number and types of hardware used by the organizations (i.e., desktops, laptops, servers, mobile devices, etc.). The best place to begin this estimate is by examining the system supported by the Police IT Unit. This list includes:

- Body-Worn Camera (BWC) systems
- In-car camera systems
- Records Management Systems (RMS) software
- Mobile Data Terminals (MDT) and software (in-car computers)
- Cell phones
- E-Ticketing
- Radio systems
- LexisNexis (online public reporting and some other functions)
- Support for STOPS Program (the state program that tracks demographics with police stops)
- Support for Computer-Aided Dispatch (primarily run through the county)
- Bend ARTIC user and room support for various technical software and hardware.

The Police IT Unit added IT support when implementing BWCs. That position will also support upcoming projects (see below). An additional IT support professional supports MDTs, cell phones, E-ticketing, Radios, and other minor support for programs such as the state's STOPS Program. Supporting BWCs and cell phones can be a labor-intensive enterprise. Both tasks manage hundreds of devices and supporting hardware, and in the law enforcement context, there are security concerns that require greater care than in other settings.

While these tasks require significant support, it is important to remember that most of these systems are associated with vendors who conduct much of the maintenance .

Given the various systems, the volume of supporting hardware and other tasks would reasonably occupy most of the time of two IT support professionals.

(7) Projects

The Police IT Unit is adding programs to support Police Department operations. Recent examples include Axon Air (a vendor-based program to support drone operations) and the recently implemented Axon Fleet (an in-car camera system) . Additionally, in 2023 the agency will implement the Bend Area Real-time Information Center (Bend ARTIC). This project will provide one integrated platform (in a single physical location) for monitoring the multiple information systems available to the agency. It will then provide this information to first responders and other public safety professionals as needed.

While much of the work associated with these kinds of projects is conducted by vendors, the overall project still requires project management and once implemented, system maintenance (see above). While variable in terms of workload, overall project work should be manageable by the two Police IT Unit support professionals involved in systems maintenance. However, as the agency adds new programs, the work associated with them may require additional staffing.

(8) Administrative/Supervisory Tasks

Administrative tasks range from relatively mundane operations, such as inventorying hardware, to much more complex tasks, such as supervising multiple personnel, while serving a police agency that operates continuously (24/7/365) and has intense information security requirements. There are other important tasks related to documentation and ensuring projects can be reviewed by others if necessary.

The Public Safety System Administrators can handle many of the administrative tasks associated with the Police IT Unit's work. Inventories, documentation, and related tasks are standard in this line of work. Determining the appropriate level of supervision is more difficult. One thing is certain; however, they must be supervised. The question becomes how best to supervise Police IT Unit employees. Is reporting to a sworn police supervisor, who may have limited IT knowledge and be unlikely to remain in the position for very long, feasible? Is it possible to utilize off-site supervision, potentially through the City of Bend's larger IT infrastructure? Or is it necessary for the employees to be supervised by an onsite manager?

The nature of police technology needs requires more direct and consistent supervision than is possible via the first two options (i.e., a sworn police supervisor or a supervisor who is part of City IT). There are several reasons for this.

First, police IT needs are more varied than most city departments. In addition to standard technology such as computers, cell phones, etc., police operate niche technologies such as BWCs, drones, and Electronic Control Weapons (ECWs), which have internal computers that track how many times an officer uses the device. A "typical" IT supervisor is unlikely to know much more about the nuances of these technologies than a police officer. From a security perspective, this lack of knowledge from a "typical" IT supervisor would be highly problematic.

Second, police IT security needs are more complex than most other city departments. Police information sharing operates under two paradigms that make it beneficial for someone to have specialized knowledge of police security needs.

The first and most obvious is the confidential nature of the information. Police are privy to confidential information, and the inappropriate release of this information can damage investigations, harm people, and damage the community's trust in police. While not common, leaks of police information do occur; for instance, a recent cyber-attack on the San Francisco Transit Police resulted in the release of personal information of both police personnel and members of the public. This included files that detailed allegations of child abuse, with the victims' names and dates of birth. While many city bureaus maintain information that should be confidential, victims of rape, sex abuse, child abuse, and other serious crimes should not be victimized a second time because police do not maintain appropriate security. On-site supervision by a specialized police IT supervisor can help mitigate these issues.

The second difference has to do with information sharing. To function effectively, police are required to maintain information-sharing agreements with different entities. These agreements generally have security requirements, and failure to abide by these requirements can result in a degradation of police effectiveness. Alternately, it is possible to become so security conscious that the security requirements imposed make it unnecessarily difficult to access or share important information. Non-specialized IT professionals are generally less informed about the particulars of the information-sharing agreements and legal requirements associated with police data. They are also very busy and often over-tasked. Under these conditions, there is a tendency to hold up, delay, or otherwise impede valuable projects under the auspices of information security. This degrades police performance and increases the costs of policing by denying agencies access to efficient information sharing. While not a panacea, in-house IT supervision can mitigate these issues.

Given the above-listed factors, the Police Department needs at least four IT professionals to support its operations over the long term (the agency has functioned with less, but this

is not sustainable). The need for additional professionals will also likely grow, as their user support is currently the minimum necessary for the organization.

Given the number of employees, and the nature of the tasks, the agency's current structure, with a police-specific IT supervisor, is appropriate. Currently, this position will likely have sufficient time to help assist the other three employees, which will be necessary to meet the agency's technological needs. In the long term, this unit will likely grow, and the supervisor's work will transition to involve more supervision and less time assisting the unit in its day-to-day functions. As this transition occurs, the unit will likely need additional staffing to continue to meet the agency's operational needs. Improving the use of the IT ticketing system will be integral to this process.

Recommendation:

Begin fully utilizing the Police Information Technology Unit's ticket system to assess workload and analyze future staffing needs.

6. Training Unit

The BPD's Training Unit currently consists of one FTE sergeant, one FTE officer, and one part-time officer. The sergeant supervises the unit and plans training to ensure the BPD meets state standards and that training is aligned with the organization's operational needs. This includes staying abreast of changes to state law and ensuring that training does not unduly interfere with the day-to-day operations of the BPD. The sergeant also assists in developing some training; however, the trainers play a large role in this capacity. Trainers assist in the development and delivery of training. A cadre of officers are also utilized as trainers as a form of collateral duty (i.e., these officers have other, full-time duties but assist in providing training).

The Training Unit also plays a major role in developing new officers. The BPD switched from the Field Training and Evaluation Program (FTEP) model of police training to the Police Training Officer (PTO) model of officer training to reduce the rate of officers failing during training. The PTO model uses problem-based learning (PBL), emphasizing training over evaluation. The BPD has found the model effective in improving the success of trainees but does require more work as PBL requires additional documentation efforts (to ensure issues are caught and addressed) and is not as "black and white" as FTEP. The agency's experience with the transition to PTO is not uncommon. However, given the shortage of qualified police recruits, despite workload issues, the PTO model is the optimal choice for the organization.

Evaluating the Train Unit's workload requires understanding how training is structured in the agency, the amount of time required to deliver the variety of training, and the amount

of time required to develop each of the trainings the agency delivers. A separate analysis is necessary for the PTO program and other training functions (for instance, approving external training). To accomplish this, the analysis will consist of an analysis of In-service Training, PTO training, and Other Functions (e.g., primarily identifying/vetting online trainings, developing/identifying training for professional staff, coordinating Active Threat training in the community, assisting retired law enforcement in complying with HR 218, etc.).

Work hours for BPD Training Unit Employees are calculated as follows:

Factors Used to Calculate Training Unit Net Availability

Work Hours Per Year

The total number of scheduled work hours for Training Unit officers, without factoring in leave, training, or anything else takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time. In the case of the BPD, this amounts to an estimated 172 hours of vacation (estimated 15 years of experience on average and calculated under Article 19 of the Collective Bargaining Agreement, rounded up – CBO), 72 hours of sick time used (estimated 75% burn rate of annual sick leave and calculated under Article 20 of the CBO), 82 hours of holiday time (estimated 50% of holiday time taken as vacation and calculated under Article 18 of the CBO).

Calculated from BPD data: **325 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for patrol officers, the number of hours is estimated based on the experience of the project team.

Estimated: **50 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that is completed while on duty and not on overtime.

Consequently, this average does not include any training conducted during overtime and should not be taken as a reflection of the total training that officers receive in a year. This estimate is calculated using the average training time for a BPD officer (110.75 hours and if Training Division members receive 1.5 the training of an average officer). This is necessary as staff are often utilized as “train-the-trainers” or required to attend training to determine if they are suitable for the agency. Additionally, it benefits the agency when training staff attend training designed to improve their abilities related to training and/or education.

Estimated: **171 hours of on-duty training time per year (rounded)**

Annual Wellness Time

Project staff estimated the total annual wellness time per employee to be approximately 80 hours annually (79.8 hours actual time). This number was calculated after conducting interviews with staff, reviewing contracts, and using information found on the City of Bend Police Wellness website (see table footnote for link). The table below displays the hours by activity type and provides footnotes explaining how the estimates were developed:

Estimated Wellness Time

Wellness Activity	Hours / Session[1]	Session / Week[2]	Estimated Participation[3]	Yearly Hours[4]
Yoga/Workout	1	3.5	40%	67.2
Mindfulness (App)	0.25	3.5	10%	4.2
Restorative Rest (Nights)	0.5	3.5	10%	8.4

[1] Based on interviews, contract review, and City of Bend benefits website: https://www.bendoregon.gov/government/departments/police/employment-police/current-benefits#:~:text=In%202023%2C%20the%20Bend%20Police,considered%20on%2Dduty%20training%20time.

[2] Uses a four-on-four-off shift assumption.

[3] Based on observations during Ride-a-Longs and interviews with staff. Participation is based on weekly usage, not individual usage (i.e., the participation rate includes days BPD personnel choose not to, or cannot, utilize wellness time).

[4] Assumes 48 working weeks annually. This includes the use of vacation, sick, and other leave types.

Estimated: **80 hours of Wellness Time Annually**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including non-training related meetings/work, meal breaks, and various other activities.

The number is considerably less than patrol as many training functions are built into later estimates related to the time it takes to develop and deliver training. This time assumes only non-training related administrative tasks.

Estimated: **60 hours of administrative time per year**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number: **1,394 net available hours per officer**

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of Training Unit personnel:

Calculation of Training Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	–	325
On-Duty Training Hours	–	171
On-Duty Court Time Hours	–	50
Administrative Hours	–	60
Wellness Time Hours	–	80
Net Available Hours Per Unit	=	1,394

This time will be used to calculate the number of trainers needed for the unit after calculating the unit's workload. Note: The data provided above are used in lieu of actual totals for the unit to ensure they are more representative of all potential Training Unit personnel. Calculating actual totals would be sub-optimal due to a lack of data (for instance tracking all court time is often difficult for off-street assignments) and less accurate. The later issue is the result of the unit size. Small numbers can radically skew total hours (for instance if a member is a part of the tactical team, they will have considerably more training hours than someone who is not a part of such team or if a member was deployed or took Family Leave it would skew total leave hours). Estimates based on idiosyncratic characteristics of individual officers would be less accurate over time than estimate utilizing contractual obligations.

(1) In-service Training

The BPD has an uncommon schedule (11.25-hour shifts) that allows for four six-hour training days annually for tenured officers. Additionally, training days are often extended

to up to 10 hours, using overtime. This means the BPD training staff is responsible for delivering up to 40 hours of training time annually to approximately 100 officers. However, not all of this training needs to be developed each year. Additionally, the unit provides training to professional staff as well. Training the entire agency requires approximately four days, four times a year (sixteen days annually). This report will call these trainings In-service (instead of Onboarding for new recruits).

Additionally, the agency is implementing several new training courses, such as de-escalation training, blood flow and circulation training, trauma-informed policing, and Ethos leadership training. The latter training is designed to improve ethical leadership in law enforcement. The agency has also adopted the Gracie Survival Tactics (a form of martial art designed to allow officers to subdue larger opponents more humanely and with less force).. Many of these training courses are new mandates by the state, and others were selected to address needs identified by the agency.

Regardless of the source, these initiatives require additional training for trainers (i.e., train-the-trainer), as well as developing new lesson plans, scenarios, etc. Delivering training can be thought of as a four-part exercise: development, delivery, evaluation of the training, and a logistical component (where the training is held, what equipment is needed, etc.). Breaking these components down allows for an estimate of the time necessary to deliver Inservice.

(2) Training Development

Developing training first consists of identifying needed training. In BPD's case, this is primarily done by the sergeant using feedback from the Support Services division command staff, trainers, others in the agency, and direction from the state (e.g., the state requires set amounts of training in various skills for officers to retain their certification). Developing the training, once the topic has been determined, requires identifying learning objectives, determining how best to reinforce those objectives, practicing the delivery of the training, and documenting (normally in the form of a lesson plan) the training delivered.

Identifying training needs and scheduling those trainings is spearheaded by the Training Unit sergeant, with input (see above). To some extent, this is dictated by the state, reducing the time needed for this task. However, other portions of this work, such as staying abreast of national trends, case law, and agency-specific needs, can be more time-consuming. Additionally, even for state-mandated training the Training Unit is generally required to develop and deliver the specific training as state mandates normally require a set number of hours on a topic but do not provide lesson plans or the actual training.

These efforts can also be integral to the agency's success. In BPD's case, the agency had developed and delivered active threat training just prior to an active shooter event. The training likely improved the agency's response to the event, which in turn, improved the trust the community had in the agency.

The Training Unit Sergeant estimated that about 20% of his time was spent planning for future training (this includes the logistical components of training). This is a reasonable amount of time (approximately 300 hours, assuming the sergeant has about 1,500 work hours after accounting for vacation, sick time, court, their own time training, etc.).

Estimates of the time spent developing training can be made using industry estimates. The Association for Talent Development (ADT) is an organization used by professional trainers, instructional designers, and others. In 2009 it surveyed members to estimate the time necessary to develop one hour of training. Classroom training estimates range from 43 hours of time to develop one hour of training as a low-end estimate and up to 185 hours of time as a high-end estimate. In the case of police training, there is a mixture of complexities; for instance, developing CPR/First Aid training takes very little time, as the training has already been developed by an external source. Alternately, developing complex training involving scenarios (such as the active threat training described above) would fall into the higher end of those estimates.

Scenario-based training is the gold standard for law enforcement. The benefits of this training style and the costs of failing to implement it can be seen in how different agencies have responded to high-profile crises and more common events, such as an agency's response to a person in a mental health crisis. While necessary, these training courses require elaborate planning and are more labor-intensive than traditional classroom-based training. Given the demands of delivering scenario-based training it is not unreasonable to assume a mid-range estimate in terms of training complexity (about 80 hours of development time per training hour – see the note below). This includes lesson plans, developing training content (including scenarios), multiple dry runs of the training to be delivered, etc. Using these estimates, the development of an average of 32 hours of Inservice training annually would require nearly 3,200 hours a year. Note: this estimate is not for the full 40 hours of training potentially delivered at in-service as some of the training delivered is pre-packaged by vendors and/or has already been created and only needs to be modified.

Total Estimate Time to Plan Inservice = 3,160 hours annually (300 planning by sergeant and 2,860 in development time by trainers).

Note: To determine total training and examine the complexity of training (see the above section), this analysis took a list of 97 BPD officers who had received training between July 2021 and June 2022 and randomly selected 20 officers from this list. These officers'

training records were then checked in the Oregon Criminal Justice Information Records Inquiry System (CJ IRIS[21]). This system provided a list of training courses attended by each officer, the number of hours for each training course, and the total training hours the officers received. The random sample had 113.8 mean (average) training hours and 110.75 as the median (the middle number if officers were listed from least to most training hours) for this period. The State of Oregon requires officers to receive 84 hours of ongoing training every three years (28 hours annually). The sample of BPD officers had approximately four times the number of hours required by the state of Oregon.

(3) Training Delivery

Calculating the impact of the delivery of in-service training on the Training Unit is relatively straightforward. Assuming four 10-hour in-service days, delivered quarterly yields an estimate of 160 hours spent delivering in-service. A Training Unit Trainer is nearly always present at these training courses (barring exceptional circumstances or unique training); sometimes additional members from the division are needed. Assuming an average of 1.5 Training Unit employees per in-service training day, the total time spent on the delivery of training would equal 240 hours. This assumes the unit also utilizes satellite trainers to assist in training delivery.

Total Estimate Time to Deliver Inservice = 240 hours annually.

(4) Training Evaluation

Currently, the training evaluation conducted by the BPD is done as a part of the planning process. It is included in the 300 hours spent by the Training Unit sergeant as part of their work in training planning. However, this is not ideal.

Measuring training effectiveness is notoriously difficult. Most evaluations consist of measuring a combination of receptivity to training and how well employees retain key learning objectives (level one and two evaluations according to the Kirkpatrick Evaluation Model). Only very rarely do organizations evaluate how well training is implemented in the field or determine if there are organizational barriers to implementing training. Despite these challenges, the BPD would benefit from increased emphasis on training evaluation, ideally as a part of a professional staff position (i.e., non-sworn) trained in adult education. This position could also assist in lesson planning and other administrative tasks.

An initial evaluative strategy would include the development, administration, and evaluation of training surveys. These would consist of Level One (reaction) and Level

[21] Available at: https://www.bpl-orsnapshot.net/PublicInquiry_CJ/EmployeeSearch.aspx

Two (learning) evaluations[22]. This could be accomplished with a one-to-one ratio of training time to training evaluation (i.e., an hour spent evaluating for each hour of training delivered). In the case of the BPD in-service, this would be 160 hours annually for a level one and level two evaluation. Conducting more in-depth training evaluations (while potentially beneficial) would require significantly more time but could be accomplished if appropriate staff were trained in evaluation.

Total Estimated Time to Evaluate Training: 160 hours annually.

Based on the above estimate, In-service Training delivery will take approximately **3,560 hours annually**. Assuming 1,474 hours available for training duties, the **delivery of Inservice requires 2.42 officers annually**.

(5) Onboarding and Police Training Officer (PTO) Program

As of September 2022, the BPD had seven officers in PTO training and approximately six vacancies (meaning another six officers will likely be in the program in the foreseeable future). Within the last year, the agency had twice that number on probation at various times. Based on these numbers, it is possible to estimate the time necessary to manage the PTO Program. It is important to remember that actual field training is conducted as a collateral duty by patrol officers. This work is not included in the below estimate.

(6) Onboarding

The Training Unit historically provided recruits with 120 hours of onboarding training, in addition to the training provided by the State's Basic Police Academy. Training prior to the academy has become necessary as the Oregon Department of Public Safety Standards and Training is approximately six to seven months behind on allowing recruits into the state police academy. According to the state, this backlog will persist until mid-to-late in the next biennium, meaning this issue could persist into 2025. Given the backlog at the state level and the vacant positions at the BPD, it is reasonable to estimate two such training courses a year (at least until the state training backlog has been addressed). Additionally, the BPD is planning an additional three weeks of training (for a total of 240 hours of introductory training) for this program. The current three-week training is developed and does not require additional time; however, adding several weeks of training, even if using mostly modified versions of existing training, would add substantial work. Like in-service, it would be reasonable to estimate that this training would use, on average, 1.5 BPD Training Unit personnel.

[22] More information available at: https://www.kirkpatrickpartners.com/the-kirkpatrick-model/

Total Estimated Time for Onboarding = 720 hours (Two, extended six-week training courses using 1.5 trainers) annually.

(7) PTO Process Review

PTO programs offer several strengths relative to FTEP programs, but they also have additional costs. In terms of the Training Unit, a significant cost is ensuring that journal entries are completed and are of sufficiently high quality (PTO programs entail journaling) and ensuring that problem-based learning, normally in the form of exercises, is occurring. The Training Unit needs to ensure that the trainee is conducting the necessary work and that Police Training Officers (the trainer in the field) are adhering to the principles of the program.

When PTO programs fail, it is often due to a failure of supervision to ensure adherence to the principles of the program. Ensuring fidelity to the PTO process is the job of the Training Unit Sergeant. The required work will scale with the number of trainees/trainers. This work can be estimated at approximately two hours per trainee per week. Assuming an average of seven trainees for the foreseeable future, this would amount to 14 hours a week. This work could be done with a combination of sergeants and officers. This assumes the sergeant oversees the work of the training officer and the officers oversee the work of the trainee.

Total Estimated Time for PTO Compliance = 728 hours annually.

Total Estimated Time PTO/Onboarding = ***1,448 hours annually, assuming an increase in onboarding training.*** *Assuming 1,448 hours available for training duties,* ***PTO/Onboarding requires .98 trainers.***

(8) Other Training Unit Functions

The Training Unit has other duties beyond the delivery of in-service and PTO/onboarding of new hires. Major duties include:

(9) Online Training

The BPD Training Unit utilizes Vector Solutions for online training. While this training is pre-developed, the unit is still required to identify training, vet training, push training out, document training, etc. While not on par with their other functions, this still takes time. While difficult to estimate, this would take approximately 152 hours annually.

Estimated Online Training Time = 152 hours annually.

(10) Professional Staff Training

Much of the training for professional staff occurs inside the in-service or potentially the online training umbrella (leadership, administrative training, etc.). Given their various specialized assignments, they also identify and attend training as needed. However, there is other work associated with ensuring the professional staff is adequately trained. Again, this is difficult to estimate but would likely take 4 hours a week.

Estimate Professional Staff Training Time = 208 hours annually.

(11) Patrol Rifle Class

The agency is implementing a 30-to-40-hour patrol rifle course that will require annual recertification. While the exact amount of time and other requirements are still being developed, maintaining this program will take significant time. Assuming a two-hour annual course is developed and delivered in a manner similar to in-service, this program would take approximately 5% of the time necessary for delivering in-service training (158 hours annually). Additionally, due to the use of firearms and the probable necessity for securing a course suitable for long guns, it is safe to assume the training will require at least an additional 2 hours.

Estimate Patrol Rifle Class Staff Training Time = 160 hours annually.

(12) Various Tasks

The Training Unit performs other tasks such as coordinating/delivering active threat training (estimated 10 a year, each taking about three hours, including training delivery, site assessment, etc.), hosting HR 218 compliance (about 30 hours annually), and other miscellaneous tasks. Importantly, this work includes quartermaster functions and involves firearms, inventories, safety gear, etc.

Central Oregon is also developing a large, joint training facility. This facility will address several critical needs, including access to an emergency vehicle operation driving space. This has not yet significantly impacted the Training Unit, and the facility is still in the planning stage. However, these estimates do not include additional work by the Training Unit associated with the training center. If this situation changes, the workload for the Training Unit will need to be adjusted accordingly. While difficult to quantify, these tasks take time and must be accounted for. Finally, the Training Unit also manages external training. This is considerable as the average BPD officer annually attends an additional 70 to 80 hours of training beyond in-service. While much less labor intensive than delivering training, administrating external training still creates work for the Unit.

Estimated Various Tasks Training Time: 400 hours annually.

Total time for Other Training Functions = ***920 hours annually.*** *Assuming 1,474 hours available for training duties,* ***Other Functions requires 0.63 Trainers****.*

(13) Training Unit Staffing Needs

Based on this review, the BPDs current Training Unit staffing of:

- One Police Sergeant (1,394 available hours annually)
- One Police Officer – full-time (1,394 available hours annually)
- One Police Officer – half-time (697 available hours annually)

There are 3,485 hours of trainer availability annually. However, the unit requires a minimum of:

Summary of Training Unit Workload Factors

Total Time for Inservice	3,560	62%
Estimated # of Trainers	2.55	
Total Time for Onboarding/PTO	1,448	25%
Estimated # of Trainers	1.04	
Other Training Functions	920	13%
Estimated # of Trainers	.66	
Estimated # of Trainers Needed	4.25	
Total Workload in Hours	**5,928 hrs.**	

Given the current staffing of the Training Unit (2.5 FTE), **the unit is short 1.75 trainers**. This assumes the Unit is extending its onboarding training, adding the patrol rifle training with an annual refresher component, that training evaluation is completed regularly, and that the development of the regional training facility does not significantly impact the Unit. Some portions of this work are administrative in nature (i.e., tracking training, reporting training to DPSST, logistical issues) and have the potential to be performed by an administrative support position (as opposed to a trainer). It also does not account for the fact that multiple members of the Training Unit participate in collateral duties, such as being members of the Central Oregon Emergency Response Team (CERT). While these duties are specific to the individual officers (i.e., it is not a responsibility of the position), it is not uncommon for training units to have members with additional responsibilities.

Finally, expectations regarding police training are increasing. Many states, including Oregon, have mandated certain types of training, and there is an increased emphasis on improving the delivery and documentation of training by police agencies. This is not accounted for in the above estimates. Many agencies have brought in adult learning/training specialists to assist in training administration, development, and documentation to accommodate these needs. This improves the quality and fidelity of the training and allows the sworn police trainers more time to deliver training. The BPD would benefit from adopting this model, using the position to meet a portion of the currently unmet training needs (about .5 FTE), with the remaining time focused on improving training development, lesson plans and assisting trainers in adopting adult learning modalities.

The City of Bend currently has a Fire Training Assistant job classification[23]. This classification would mirror what is needed for the proposed Police Training Assistant but with an emphasis on adult learning principles, training evaluation and administrative tasks in support of the unit.

Recommendations:

Add 1 additional FTE sworn Officer position (trainer) to the Training Unit.

Create 1 FTE Police Training Assistant in the Training Division. This will bring Unit staffing to 1 FTE Sergeant, 2.5 FTE Officers, and 1 FTE Police Training Assistant.

[23] Available at: https://www.governmentjobs.com/careers/bend/classspecs?keywords=fire%20training

6. Business Services Division

The Business Services Division provides administrative and fiscal support to the BPD. Its functions include payroll, scheduling, purchasing, fleet (vehicle) support, and facilities, as well as managing the records and evidence programs for the agency. The Division also supervises an off-site administrative position at the Central Oregon Drug Enforcement (CODE) Team. In addition to full-time/permanent staff, the Division uses temporary employees to support operations as needed.

1. Division Leadership, Payroll/Scheduling, Purchasing, and Fleet

The following sections provide an analysis of the workload in the Business Services Division and other issues relating to the effectiveness of this unit. The unit currently consists of a Business Manager (a command-level direct report to the Chief, like a Captain), who oversees the Division as well as purchasing, fleet, and payroll/scheduling, and a Program Manager, who oversees the Evidence and Records Units.

The Business Manager is a professional staff member instead of a sworn police officer. This improves the way the Division functions, because most of its tasks include little in the way of day-to-day police work but are instead focused on business processes. Having a long-term Business Manager provides stability and allows the position to be occupied by someone with a background in the kind of work required of the Division (as opposed to a police professional who may or may not have this aptitude, likely lacks experience in this area and will likely move frequently to new assignments).

Due to the varied nature of the work assigned to this Division, a mixture of methods will be necessary when evaluating the workload. This will include an analysis of the span of control of supervisors, an analysis of the scope and nature of work being supervised, and an analysis of the tasks and time taken to complete those tasks.

2. Business Manager

The Business Manager oversees six direct reports, including two payroll/scheduling analysts, two purchasing coordinators, a logistics coordinator (managing the vehicle fleet), and a Program Manager who oversees the Evidence Unit and Records Unit. In addition to having six direct reports, the position:

- Leads the BPD budgeting process (functionally, this position develops the budget using input from the organization), work that is arguably associated with a higher job classification.
- Manages contracts for external services.

- Approves purchases.

The structure of this position and its direct reports is suboptimal. The Business Manager is a high-level executive position in the organization reporting to the chief. It supervises a program manager with diverse responsibilities and is a mid-level manager. However, on top of these responsibilities, the position also manages five other individuals engaged in three separate roles (payroll/scheduling, purchasing, and fleet and facilities management). Line-level positions like these would normally be supervised by a mid-manager, not a division head reporting to the chief. While the total number of direct reports is manageable, the other work associated with this position and the nature and scope of the supervised work is problematic.

In addition to supervisory responsibilities, the position also plays an inordinately large role in the budget process. This includes direct supervision and oversight of the budget process for the agency, as well as working with other divisions in the agency to develop their budget. In terms of compensation, the current job classification is paid between $24,000 and $46,000 a year less than sworn police Captains (the lowest comparable police rank). Also, the position is compensated less than the next lower police rank (lieutenant). While these jobs have other characteristics that distinguish them in terms of compensation, the gap, especially considering the range of duties this position performs, is worth noting.

Given the division's workload, the position's role in budgeting, and the need for line-level supervision, this position is over-taxed and is likely misclassified.

The addition of a supervisor position to oversee payroll/scheduling, purchasing, and logistics would help address the overload of this position. Additionally, that position could help address issues in the Purchasing Coordinators' workload (see below).

Recommendations:

Conduct a review of the classification of the Business Manager position to ensure the required scope of work aligns with the City of Bend's classification system.

Add 1 Supervisor position of the appropriate level and type to the division. This position would oversee the two payroll/scheduling analysts, two purchasing coordinators, and the logistics coordinator.

3. Payroll/Scheduling

These positions manage the payroll and scheduling processes for the BPD and serve as liaisons between Human Resources and the department for work time issues. Scheduling is shared with lieutenants (who manage overtime) and sergeants (who

perform callbacks and other scheduling related to immediate patrol needs). They also work with the City of Bend's payroll and HR departments. This is necessary as the BPD is a 24-hour-a-day, 365-day-a-year operation. The positions process overtime and manage a complex array of schedules, position types, pay codes, and leave types. Below is a list of these functions:

- The BPD utilizes 46 distinct work schedules, which are often amended for operational reasons such as training.
- The agency employs 56 unique positions.
- The agency has 70 pay codes.
- The agency has six distinct leave types.

In addition to the above complexities, the agency averages nearly 230 personnel changes annually (e.g., officers switching assignments, individuals changing positions or ranks, etc.). Paid Leave Oregon may also impact these positions (see the Support Division – Command Staff for additional on this topic).

Policing is a field that is notoriously difficult to schedule for. Additionally, the BPD's standard patrol schedule (an 11.25-hour shift with quarterly adjustments) increases scheduling complexity and would be sub-optimal for other assignments. This schedule and other operational realities result in the need for multiple work schedules, increasing scheduling complexity. Finally, while there may be some benefits to condensing the number of schedules, these would invariably come with costs in terms of the actual work product produced by those units. With these requirements in mind, utilizing professional payroll/scheduling staff is important. Given the nature and scope of these positions, they are reasonably staffed.

4. Purchasing Coordinators

These positions coordinate the BPD's purchasing activities, including tracking, and recording contracts, providing expertise regarding purchasing and procurement activities, as well as working with the city's Procurement Department. Their work is supervised by the BPD's Business Manager. The work product associated with these positions consists of:

- Managing nearly 900 purchase orders annually.
- Coordinating on nearly 90 open contracts.
- Managing the agency's 37 procurement cards (credit cards). This includes reconciling over $300,000 in transactions annually that are reconciled monthly.

- Managing approximately 1,000 invoices annually.
- Managing training/travel requests (342 such requests in FY 2022).
- Managing expense claims for contractual obligations such as tuition reimbursement, moving expenses, etc. (184 such claims in FY 2022).

These positions also have collateral duties such as managing the BPD's seven conference rooms, which includes contracting, ensuring key card access, and billing. They also oversee department vehicle purchases (working with the Logistics Coordinator) and expenses.

An easier way to view this workload is to break it down into daily and weekly tasks per employee. Assuming an estimated 44 work weeks annually for each position (based on an estimated 1,760 hours available for purchasing functions, excludes vacation, sick, training, and administrative time), an average weekly task list can be calculated:

Weekly Task Average

Purchase Orders	10.2
Contract Management	1.0
Invoicing	11.37
P-Cards	5.0
Travel Requests	3.9
Tuition/Moving etc.	2.1
Total	**33.57**

This results in just under one task per employee per work hour available. It does not include collateral duties nor adjust for the complexity associated with some of these tasks. For instance, managing travel requests and the associated paperwork can be quite time-intensive, particularly when working with employees who may not be familiar with purchasing processes (which would include most sworn police employees). The same can be said of many government purchasing processes and rules. The complexity of these rules protects the municipality but increases workload and necessitates these kinds of positions. The current workload of this unit appears to be at the margin and may require additional support.

This work also creates a burden on the Business Manager. The proposed addition of a supervisor to oversee these positions should alleviate some of the burdens these positions face, making the workload manageable. However, should the agency continue to grow, additional positions may be needed.

5. Fleet Logistics Coordinator

The Fleet Coordinator position was recently filled. The position fills various roles related to fleet operations and general support for department logistics. The fleet work includes ensuring vehicles are repaired/maintained, coordinating new vehicle builds, managing the existing fleet, and managing the process for retiring vehicles. This position works with the purchasing coordinators to purchase and upfit vehicles. In FY 2022, this amounted to nearly $2 million in expenses. In addition, this position works to support many divisions with miscellaneous tasks that keep the department stocked and maintained, such as managing the sallyport and inventory/stocking supplies both in the vehicles and throughout the department and satellite locations.

By industry standards, anything below 50 vehicles is considered a "small fleet." According to Fleet Cards USA, most businesses start to consider a "fleet manager" at about half this number. The BPD maintains a fleet of 120 vehicles assigned to approximately 20 divisions/units, which would be at least a medium-sized fleet by industry standards. The vehicles range in type and make, from vehicles more than 20 years old (presumably for undercover work or to have less obvious police vehicles) to a BearCat (an armored vehicle); this adds complexity compared with fleets that utilize only a small number of makes and models. While most vehicles are relatively new, the agency has more than 50 vehicles that are at or approaching a decade old, adding complexity to fleet management. This is a relatively large and complex assortment of vehicles. Additionally, the work these vehicles perform is extremely important compared with the work of most fleet vehicles.

Given the size and complexity of the BPD fleet, it is reasonable to have a Fleet Coordinator, and this type of fleet might necessitate a second individual. However, the purchasing coordinators take some portion of the work typically done by "fleet managers," and the position is supported to some degree by the larger city infrastructure. This mitigates the need for an additional position.

6. Program Manager

The Program Manager oversees Records and Evidence Units, manages public records requests, directly addresses high-level public records, reports use-of-force incidents to the FBI monthly, and reports drone usage to the state annually. The position also supervises an off-site administrative employee assigned to the CODE Team.

The span of control for this position includes Evidence and Records Supervisors. While the number of direct reports is low, the variety of supervised programs and the addition of an off-site supervisee result in a reasonable workload for this position.

The position's role in public records and the agency's use of BWCs also add potential complexity to this position. Oregon's public records and records retention laws have been altered multiple times recently, with significant changes in 2018. In 2022, the process to expunge a juvenile record and seal an adult record was streamlined by Oregon Senate Bills 397 and 575, creating automatic expungements for juveniles and increasing the number of cases to be redacted and sealed or expunged. Additionally, many agencies have experienced significant issues related to public records, records retention, and storage when implementing BWCs. It appears that the City of Bend and the BPD have yet to address the retention issues with BWCs due to the staffing it would require but have otherwise done a good job of managing the other aspects of this process through appropriate staffing, the use of public/private cooperation, and active internal management. This position will need to manage the implementation of dash cameras, which will multiply the amount of digital evidence that will need to be released, shared with partner agencies, produced in response to public records requests and subpoenas, and destroyed per record retention laws. The position also conducts the actual work (as opposed to supervising the work) associated with high-profile public records requests and all subpoenas. Additionally, the Oregon Legislature is considering several proposed bills that will increase the accessibility to public records.

During this project, the BPD strengthened supervision in its Evidence Unit and implemented other organizational changes that improved supervision and function in this area. These changes should make the workload associated with this position manageable.

Recommendation:

None

7. Senior Program Specialist (CODE)

The position provides administrative support to the CODE Team. CODE is a multi-jurisdictional drug enforcement unit operating in several Oregon counties. It has over 15 partners, including regional police agencies, sheriff's departments, the FBI, the Oregon National Guard, as well as the Warm Springs Tribal Police Department. The partnerships, while essential for the unit's effectiveness, increase the complexity of the work associated with this position. This position is the only administrative position supporting this team.

The work conducted by the position includes tracking expenses (especially as related to undercover narcotics purchases, informant payout, etc.), as well as auditing those expenses, assisting in payroll, managing federal budgetary items that can be reimbursed, managing civil forfeitures, assisting CODE staff in using the Records Management

System (RMS), developing statistical reports for various partners, and conducting other administrative work. This is a wide range of functions, several of which are highly sensitive. This also increases the complexity of the work associated with this position.

Despite the complexity and sensitive nature of the tasks assigned to this position, the total workload is manageable. Also, due to staffing issues, there are frequently vacant positions in the unit. This further reduces the workload.

Recommendation:

Move the Senior Program Specialist position within CODE to the Evidence Unit for supervision.

8. Senior Program Specialist (BWCs)

This position has program responsibilities for the BPD's BWC program as it relates to records and evidence (the technical aspects, equipment, software, etc., are managed by the Information Technology Unit). A significant portion of the work assigned to this position relates to managing digital information requests from the Deschutes County District Attorney's Office. The position also works on public records requests related to the BWC program. When these occur, they are very labor intensive as they require review and redaction. The redaction can be difficult and can include video and audio components. The position also works on other requests related to digital evidence and, when available, supports the Division with work. As a collateral duty, the person currently occupying this position is the scribe for the Central Oregon Emergency Response Team (CERT – a multi-jurisdictional SWAT unit for Central Oregon).

This position's workload is variable and has the potential to increase if public records related to BWCs increase. The disposition research required in this position is not manageable with the current staffing. The introduction of dash cameras will significantly increase the amount of digital evidence to be managed, released to the public, and redacted. At this time, the position can assist the unit in other tasks. However, at other times the position is taxed. Given the specialized knowledge and skills necessary for this work (including technical skills related to using software for redaction and an understanding of records law), the position is necessary.

While currently manageable, this will need to be closely monitored as the technology is new, dash cameras have yet to be introduced in the Department, and demand related to public records may change. This could result from the increase in the amount of digital evidence the BPD will create from dash cameras, increased familiarity with the availability of the material by media (or others), or due to changes in the legal requirements related to what must be released. Ideally, technical solutions will be developed to reduce the

work associated with the review/redaction of BWC footage to help mitigate this issue. However, this is speculative and will need to be monitored closely. This increases the workload associated with the supervision of this position.

The BPD uses software to assist in managing its digital evidence as well. This reduces the position's workload somewhat, but it is still substantial. Finally, a significant portion of this position's workload is assisting the Deschutes County District Attorney's Office in viewing BWC footage. There may be a technical solution that would dramatically reduce this workload. This would reduce the position's workload substantially.

This position is in the Evidence Unit and supervised by the Evidence Unit Supervisor.

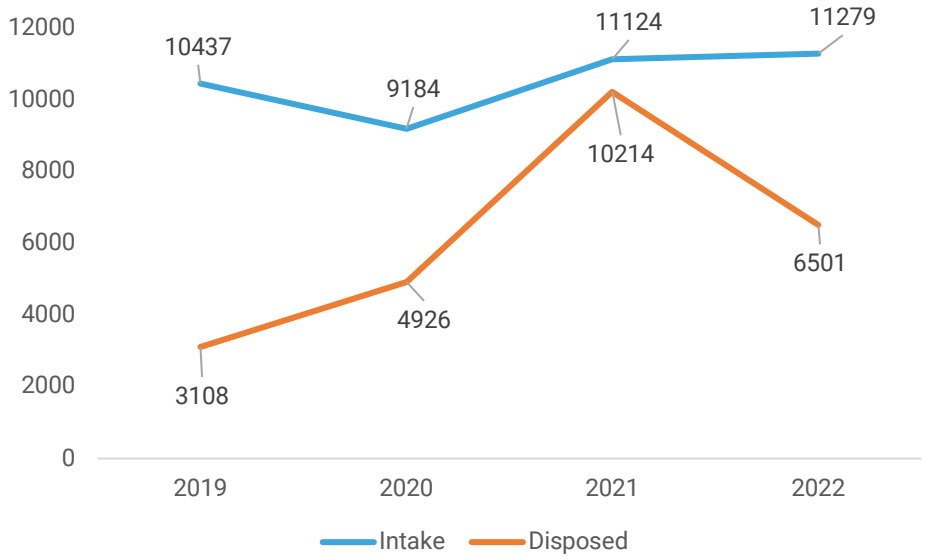
Recommendation:

None

9. Evidence Unit

The Evidence Unit supports the BPD's collection, retention, and disposal of physical and digital evidence (however, the BWC Program Specialist assists with the later work). The unit consists of a supervisor and two Senior Program Specialists. It also oversees the BWC program. In 2022 the Unit took in more than 11,000 pieces of physical evidence and disposed of more than 6,500 pieces of physical evidence. The volume of evidence being processed has been growing:

Evidence Intake and Disposition



Keeping up with the current rate of evidence disposal requires at least one full-time person. The city's population increase may be impacting some of the increase in

evidence intake, which can also be exacerbated by cases that require extensive evidence collection. While infrequent, homicides generally result in significant amounts of evidence. According to the Evidence Unit, Bend had four cases with seven homicides in 2022 and two cases with three homicides each in 2021 and 2020. Homicides generally result in the intake of hundreds of pieces of evidence (for instance, one 2020 case resulted in more than 480 items seized) and have a minimum retention time of 99 years, so even a small number of homicides can tax an evidence unit.

Bend's rapid growth will likely continue to drive up the amount of evidence taken in and, as a result, the disposal amount. Evidence can only be disposed of when certain timelines and/or criminal case status changes are met. This means that while the BPD may currently be disposing of all the evidence it can , it is still falling behind. The table below displays this:

Evidence Intake and Disposition

Year	Intake	Disposition	Backlog
2019	10,437	3,108	7,329
2020	9,184	4,926	4,258
2021	11,124	10,214	910
2022	11,279	6,501	4,778
Total	**42,024**	**24,749**	**17,725**

Based on the last four years' data, and despite having a third of the Unit focus on disposition, the Evidence Unit has acquired more than 17,000 more pieces of physical evidence than it has disposed of. That is an increase of more than 4,000 pieces of physical evidence annually. As mentioned above, the disposition of evidence is mandated by specific factors, so it is impossible to simply dispose of evidence on a one-item in, one-item out basis. Additionally, some evidence may be retained for decades. That said, most of the current backlog of evidence will need to be disposed of, creating additional work for the Unit. It also highlights the importance of disposing of evidence as promptly as possible.

Finally, in addition to the need for evidence disposal, the current setup and size of the evidence facilities at the BPD are insufficient to meet current needs. This adds work to the Unit by creating situations where evidence must be stored in facilities not designed for evidence storage. For instance, a shortage of drying lockers has forced BPD to convert holding cells to lockers for evidence drying. This creates additional work for the Unit (as well as potentially creating other issues). Staying current on evidence disposition can create space to address some processing and storage issues.

The Unit has recently added a supervisor. This addition should strengthen the functioning of the Unit.

10. Records Unit

The Records Unit maintains records for the BPD; this work includes maintaining standard operating procedures (SOPs), merging reports from the Computer Aided Dispatch (CAD) system to the Records Management System (RMS), monthly NIBRS reporting, sealing and expunging records as necessary, managing subpoenas for BPD officers, acting as the Law Enforcement Data System (LEDS) representative (this includes providing mandated LEDS training), managing the lobby, which entails functions such as cash-related releases and fee collection, registering sex offenders, and assisting others who come to the front desk. The Unit currently has a Records Supervisor, two Senior Program Specialists, three Program Specialists, and an Entry Program Specialist. The Unit routinely has vacancies. To help mitigate the impact of these vacancies, the Unit utilized two temporary employees. One of these employees had formerly worked for the BPD and assisted with merging reports (a task requiring expertise with the BPD's RMS), and the other assisted with the front desk while a vacancy was being filled.

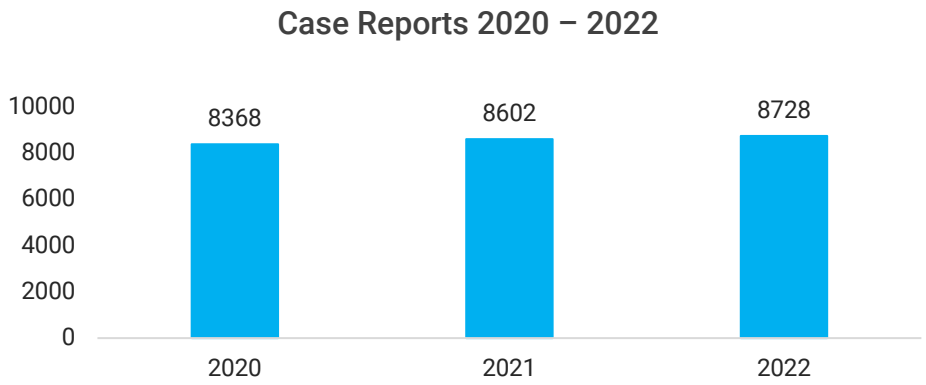
Much of the work conducted by the Records Division consists of managing and merging reports between the CAD and RMS systems. This function is common to many records units as several quality checks need to be performed, especially for agencies reporting on the National Incident-Based Reporting System (NIBRS). This work includes confirming names (normally against a master name index) to ensure that records are correctly linked between individuals, naming reports, routing reports to various partner agencies, updating reports to comply with NIBRS reporting requirements, and documenting their activity in LERMS. Records staff must also merge reports for in-custody cases before the arraignments each morning.

Program Specialists' main tasks are sealing and expunging cases, responding to routine public record requests, responding to background requests, assisting officers with subpoenas (this is an arduous task involving checking incoming subpoenas against officers' schedules, notifying officers if they are not working, etc.), as well as monitoring CGIS/LEDS, distributing teletypes, validating/purging LEDS/NCIC, and assisting the Entry Level Specialist with the front-desk for breaks or as needed. The Entry Program Specialist primarily works the front desk and performs other administrative tasks when not busy (i.e., scan OSP lab results, conduct background checks on ride-along applicants, process reports from the Oregon Department of Human Services to ensure appropriate internal notifications, etc.).

Based on data provided by the BPD, it is possible to assess the workload for the Records Unit. This is based on case reports (to estimate the workload associated with merging)

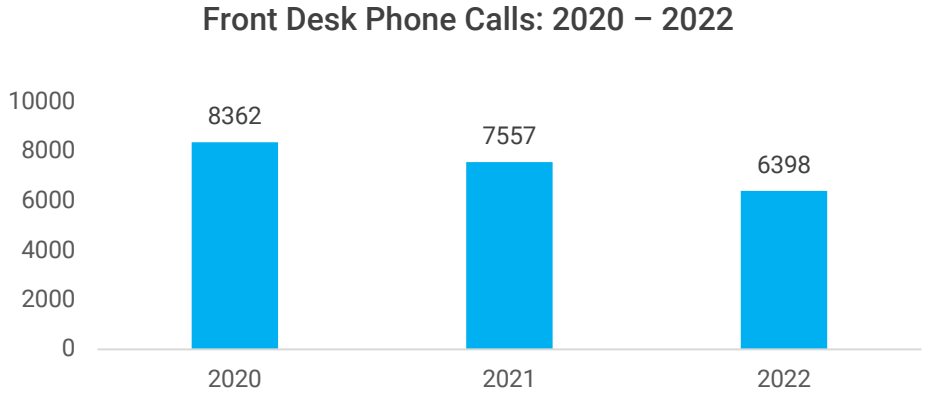
and telephone contacts (to estimate the work associated with external requests). There was no data on the subpoena process, so estimating this work directly is impossible. Front desk contacts were also not tracked historically. Expungements have been tracked since March 2022, and low-profile public records requests and background were available for all of 2022.

Below is the number of case reports processed annually between 2020 and 2022:



Based on the data provided, case reports increased from 2020 to 2022. Given the volume of reports, it is unsurprising that the merging/quality check process requires nearly two full-time employees. Reports cannot be distributed to partner agencies, such as the District Attorney's Office and the Department of Human Services, until they are merged. This work is critical and time sensitive. Records routinely have a backlog of about 200 reports waiting to be merged at any given time.

Telephone calls, as a proxy for work performed by the front desk, have fallen since 2020:



However, this drop appears to have been accompanied by increased public records requests. Only two years of data were available for this (2021 and 2022), and some missing data needed to be extrapolated, but it appears that this workload is trending up. Therefore, it was only possible to estimate the volume of low-profile records requests during this time frame. That said, low-profile records requests grew by about 10%

between 2021 (estimated 3,683 requests) and 2022 (actual requests of 4,075). This is consistent with changes to state law and a general increase in the attention paid to police agencies after 2020.

The amount of work associated with public records requests has been growing in Oregon since at least 2018 as the state continues emphasizing transparency. While increased transparency is laudable, the change has increased work for records divisions. Redacting records for release to the public requires a high degree of accuracy and attention to detail. This trend toward increased transparency will likely continue as Oregon's public records laws evolve. Public records are not the only recent changes impacting the Records Unit's workload.

Other recent changes to state law have the potential to impact this Division's workload significantly, through unfunded mandates. These changes include Oregon Senate Bill 397 (which makes it easier for adults to have their records expunged, likely increasing the number of expungements) and Senate Bill 575 (which mandates expungement for juveniles) and House Bill 4002, which requires expungements within a strict timeline for controlled substance arrests. These bills that are now in effect will require additional work to be conducted by the Records Unit. The expungement requirements will create significant work and have a court-ordered deadline for when they must be expunged.

Finally, other recent legal changes include Ballot Measure 114 and Senate Bill 348. These address new permit requirements for purchasing firearms. While the process is still being developed, it appears that this will not impact the Records Division, as the BPD is planning a separate unit to manage this work.

Recommendation:

Add 1 FTE Program Specialist position to the Records Unit to replace the two temporary positions.

7. Projected Growth Impacts and Staffing Needs

The following sections provide a plan for the police department over a 10-year planning timeframe, projecting how growth and development in the city will impact service demand and affect the need for law enforcement staffing.

1. Methodology

The process used to project housing units, population, service needs (particularly calls for service and crime), and ultimately staffing needs is multi-staged and granular, using each previous element listed to forecast the next. The following sections detail the overall concept and the data used to conduct the analysis before detailing how each step of the projections is completed.

(1) Overview

Our analysis takes into account a number of different data sources in order to provide a realistic simulation of how development activity will shape growth in the city, and how that growth will affect service needs.

As a basic foundation for our analysis, two studies help guide the projections at an overall level:

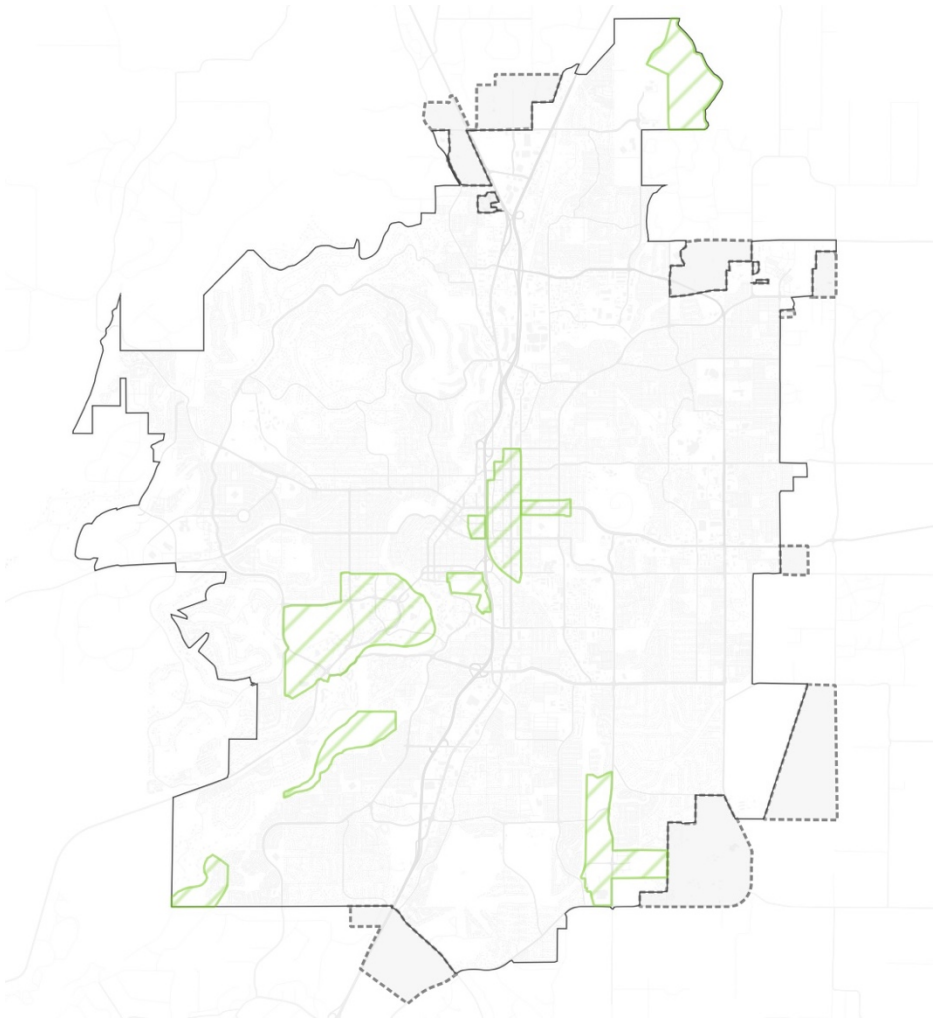
- City of Bend Comprehensive Plan
- Portland State University Population Forecast Study

The methodology used in this study can be conceptualized as using these to guide the framework for how Bend will evolve in terms of the overall magnitude of growth, and then using specific projects, recent permitting trends, and medium/long-range area plans to create a simulation of how that framework will be realized.

The Portland State University study projects demographics and age pyramids for Deschutes County as a whole, but also Bend, as well as other municipalities in the region. By 2040, it projects Bend's population to reach an estimated 144,365.

By contrast, Bend's comprehensive plan (last updated in 2021) forecasts the city's population to reach 153,696 residents by 2040. This number reflects a combination of the potential for greenfield development, infill (particularly in the city's core), and expansion of the city via the urban growth boundary (UGB). Many of these opportunities involve sites around master plans, as well as those situated in Opportunity Areas, as shown in the following map:

Opportunity Zones and Potential UGB Expansion Areas



Urban growth boundary expansion areas are shown at the edges of the city in a dotted line with gray fill, while Opportunity areas are shown with green diagonal stripes.

Our analysis references these areas and the opportunities for development; however, it is important to note that they do not reflect them exactly. There are several reasons for this, including uncertainty. The city's comprehensive plan is designed to strategize how and where the city will accommodate the growth.

In some cases, changes must be made to land use and zoning restrictions in order to accommodate actual projects in the plan's area. For instance, the recently proposed and approved Timber Yards development in the Old Mill District required a height limit adjustment to be feasible. Such a modification is not always granted, and a denial can delay projects on a given site for a number of years.

Additionally, given that the project is planned for a 10-year buildout, it is also possible that economic conditions – either overall or specific to the developer building the project – could change over time, and halt progress on the development. While this does not mean that projects will never be completed within the identified zones, it does shift timelines, which are of key relevance to the study.

There is also pressure, in part from the state but also locally, to forego urban growth boundary expansion and focus on infill development in order to limit sprawl. This affects the projections as well. As a result, our project-by-project development forecast includes a *"% Probability"* modifier that is designed to account for the uncertainty involved in a project.

It is also important to note that this does not refute the estimated growth in the city's comprehensive plan – it is simply a simulated version of how the comprehensive plan could play out through development activity.

Importantly, the assumptions used in this analysis are flexible, and this document is not intended to serve only as a one-time analysis. The department will be provided with a spreadsheet tool to update the analysis as specific development factors change, such as sooner-than-realized completion of specific area plan communities over the projection timeframe.

(2) Data Utilized in the Analysis

Data collected for the study includes the following elements:

- Permit activity over the last two years (2022-2023), including the location and number of units for new residential developments.
- Current planning applications.
- 2020 Census data containing population and housing units by block area.
- Shapefiles detailing Opportunity Zones, the Urban Growth Boundary, Downtown EID, historic districts, neighborhood districts, and other relevant layers.
- Information regarding planning areas and the development that could take place in these zones, such as the Southeast Planning Area.
- 2021 and 2022 computer-aided dispatch (CAD) data. 2021 data, which includes geographic point coordinates, was used to establish the geographic proportion of calls for service.

- 2021 crime data, which was the most recent *full* year of data available at the time of the analysis. The data contains point coordinates in order to measure crime occurrences with geographic zones (police beats).
  - For the purposes of the analysis, multiple charges for the same individual are counted as one event. For instance, if one case number contains multiple theft crimes, it is counted as one occurrence.
  - It should also be noted that this does not result in investigative workload being underrepresented, as the staffing projections are made using relative growth to the current staffing analysis.
- Publicly available road network, building footprint, and satellite data for illustrative purposes.

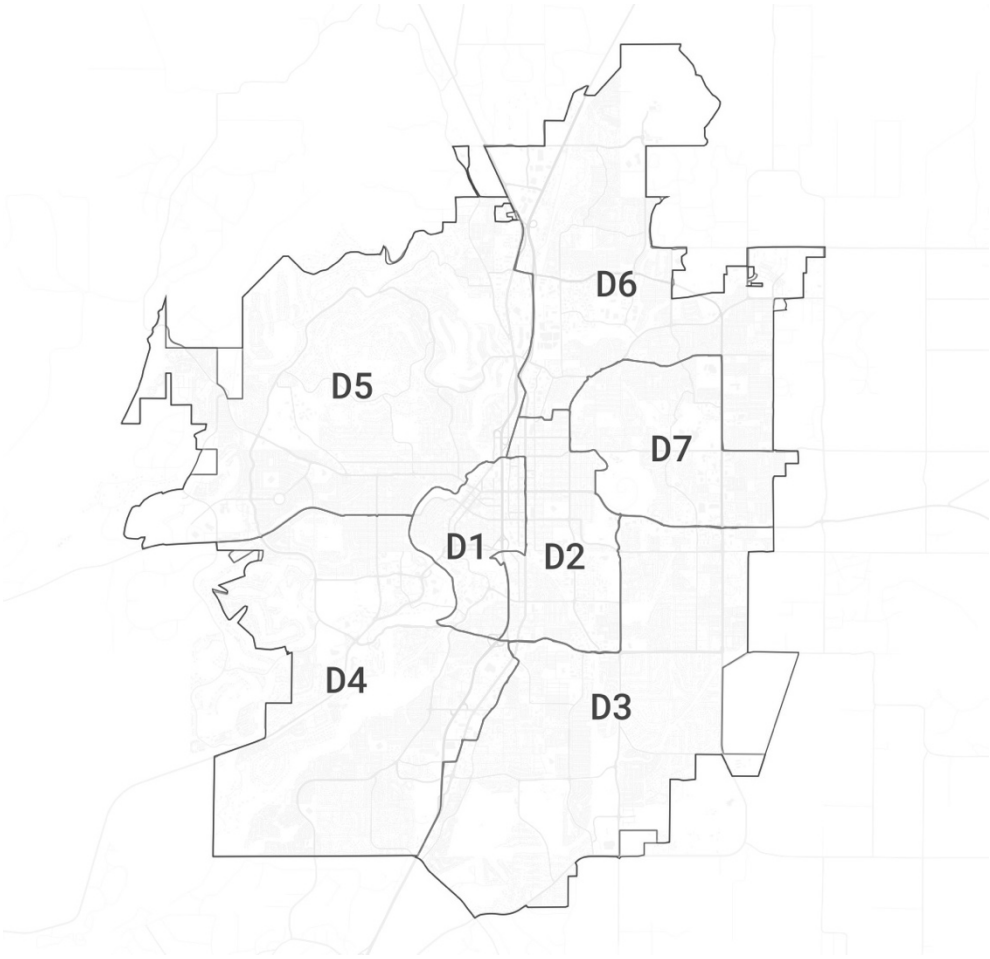
The following subsections outline how these data elements are utilized in the projection methodology.

(3) Geographic Zones

Impacts to service needs from growth and development are not uniform. Instead, the impacts that result from new growth and development will align with the impacts of the most recent and most similar developments built in that area. As a result, the projections analysis splits the city into seven zones, reflecting the police geographic deployment zones.

For the purposes of the projections analysis, rates of converting housing units to population and to service needs, for instance, are split along these boundaries. The following map displays these zones:

BPD Deployment/Projection Zones



These boundaries often align with neighborhood and planning boundaries, but not exactly. In any case, the boundaries effectively isolate the downtown core of the city, with D1 containing Old Bend and the Old Mill District.

(4) Permitting Activity and Housing Growth

The projections analysis estimates housing unit construction using two methods:

- *A base level* of housing unit growth based on recent historical permitting activity.
- *Individual* area plans and development projects that are considered on a case-by-case basis, with estimates added to factor in uncertainty.

The former category, representing permitting activity, is designed to provide the base layer for growth, stabilizing the projections. The latter provides for more acute and substantial impacts but are subject to significantly greater variability – representing the

uncertainty in the lowest and greatest extent of growth scenarios over the next decade and beyond.

Average Number of Housing Units Permitted (2022-2023)

Beat	Avg./YR.	%
D1	+12	1.5%
D2	+12	1.4%
D3	+93	11.6%
D4	+270	33.9%
D5	+202	25.4%
D6	+45	5.6%
D7	+164	20.6%
Total	**+796**	**100.0%**

It should be noted that the figures represent the number of housing units permitted, rather than the number of permits, in order to account for multi-family housing developments.

The geography of the permitting activity reflects areas where new multifamily can be constructed on key corridors, as well as the construction of new single-family home neighborhoods – particularly on the edges of the city and in areas with further growth potential.

Overall, the activity encompasses the full spectrum of housing options: Larger five-over-one apartment buildings, single-family homes, townhomes, tiny homes, accessory dwelling units (ADUs), duplexes, and other forms.

The magnitude and proportions established in these averages form the 'base layer' of housing unit activity. Its impacts are repeated each year throughout the projection timeframe.

(5) Significant Development Projects

A number of projects and area plans stand out from the general level of permitting activity that represents a larger scale and magnitude. These are treated individually *on top of* the base level of forecasted permitting activity.

The following table provides a list of the specially considered projects, the number of housing units they potentially represent, the estimated year of completion, and the probability of the project being built by 2040.

The table is not intended to capture every development project or application on the horizon. Instead, it is designed to only include the most significant, largest-scale projects and area plans that are of significant magnitude. Other projects, such as those generally below 600 units, and especially below 200 units, are included within the 'base layer' of permitting activity, which averages 796 new housing units per year throughout the projection timeframe and beyond (to 2040).

Timeline and Likelihood of Significant Development Projects

Name	Beat	# Units	Est. Year	% Prob.	EV
Wildflower Development	D3	+600	2026	95%	570
Timber Yards P1	D1	+800	2027	60%	480
Timber Yards P2	D1	+800	2034	60%	480
Discovery West Master Plan	D5	+650	2031	90%	585
Central OR Irrigation Dist.	D4	+600	2037	70%	420
Petrosa Master Plan	D6	+1,049	2030	90%	944
The Elbow	D3	+1,231	2035	90%	1,108
The Thumb	D3	+1,100	2036	90%	990
JL Ward Master Plan	D3	+150	2027	90%	135
Core Redevelopment	D1	+600	2034	70%	420
Stevens Road Tract	D3	+2,487	2033	50%	1,244

The "EV" (expected value) column represents to the product of multiplying the number of units a project represents versus the probability of its completion, as a means of accounting for uncertainty.

To be clear, any units forecasted from these projects are *in addition to* the base permitting activity. Consequently, the timeline, magnitude, and probability of each project is of critical importance.

In total, the expected value (after accounting for probability) of units built from these projects is 7,37.

Importantly, the department and the city will be provided with the projection tool in order to modify the variables over time, which will automatically adjust staffing projections . As a unit is constructed, its anticipated year can be adjusted, and its probability changed to 100%. Projects that are shelved or delayed can likewise have their anticipated year pushed backward or probability moved lower, even to 0%.

Occupancy must also be considered. Given that the completion of construction does not immediately result in full occupancy, a delay effect is added to all housing unit construction, including both base layer permitting activity and specially considered projects. The schedule for occupancy is as follows:

Schedule for Housing Unit Occupancy

1st Year	50% of units
2nd Year	25% of units
3rd Year	25% of units
Total	*100% of units*

Within three years, all housing units contribute within the model to population totals and service need impacts for each year.

(6) Converting Development Activity to Population Forecasts

The combination of the base layer of housing unit construction, in addition to the specially considered large-scale projects, results in the following projected number of housing units in the city over the projection timeframe, including existing housing units:

Projected Total Housing Units

Beat	2022	2028	2033	+/-11YR
D1	1,868	2,304	2,484	33.0%
D2	2,711	2,783	2,843	4.9%
D3	8,981	10,219	11,339	26.3%
D4	9,183	10,772	12,122	32.0%
D5	9,226	10,510	12,105	31.2%
D6	7,693	7,979	9,148	18.9%
D7	6,125	7,177	7,997	30.6%
Total	**45,785**	**51,743**	**58,037**	**+26.8%**

Housing units do not contribute to population totals in a uniform manner. Newer apartment units, for instance, are more likely to retain smaller households. Likewise, single-family homes are more likely to attract larger households. This is evident in districts with a greater share of housing units represented by multifamily:

Population Per Housing Unit

Beat	2022
D1	1.66
D2	2.15
D3	2.43
D4	2.24
D5	2.11
D6	2.48
D7	2.00
Average	**2.15**

The ratio of housing units to population is maintained individually in each district throughout the projection timeframe, based on current population in each beat divided by existing housing units.

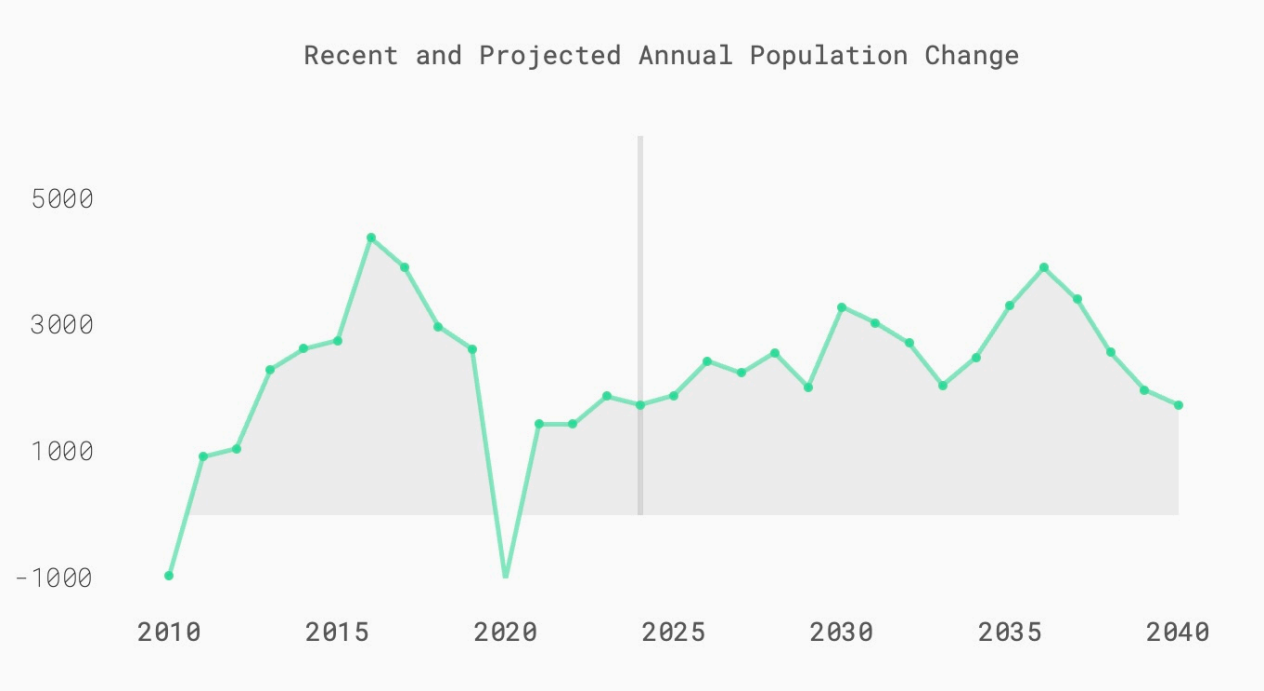
Using these variables, the number of (occupied) housing units is multiplied by the population per housing unit in each district to produce the estimated population in each year within the projection timeframe and beyond. This is summarized below in five-year increments:

Population (Matrix Model)

Beat	2022	2028	2033	+/-11YR
D1	3,109	3,834	4,134	33.0%
D2	5,818	5,974	6,103	4.9%
D3	21,806	24,812	27,533	26.3%
D4	20,544	24,100	27,120	32.0%
D5	19,502	22,215	25,586	31.2%
D6	19,081	19,792	22,691	18.9%
D7	12,274	14,381	16,024	30.6%
Total	**102,133**	**115,108**	**129,191**	**+26.5%**

Overall, the population is expected to grow by 13% by 2028, and cumulatively by 26.5% over the entire 11-year period by 2033. This is a substantial rate of growth that will present significant impacts on service demands, as the next steps in the analysis will demonstrate.

The following chart summarizes the population projections within a wider context that includes the previous decade-plus, as well as years beyond the projection timeframe, given that the model itself extends to 2040:

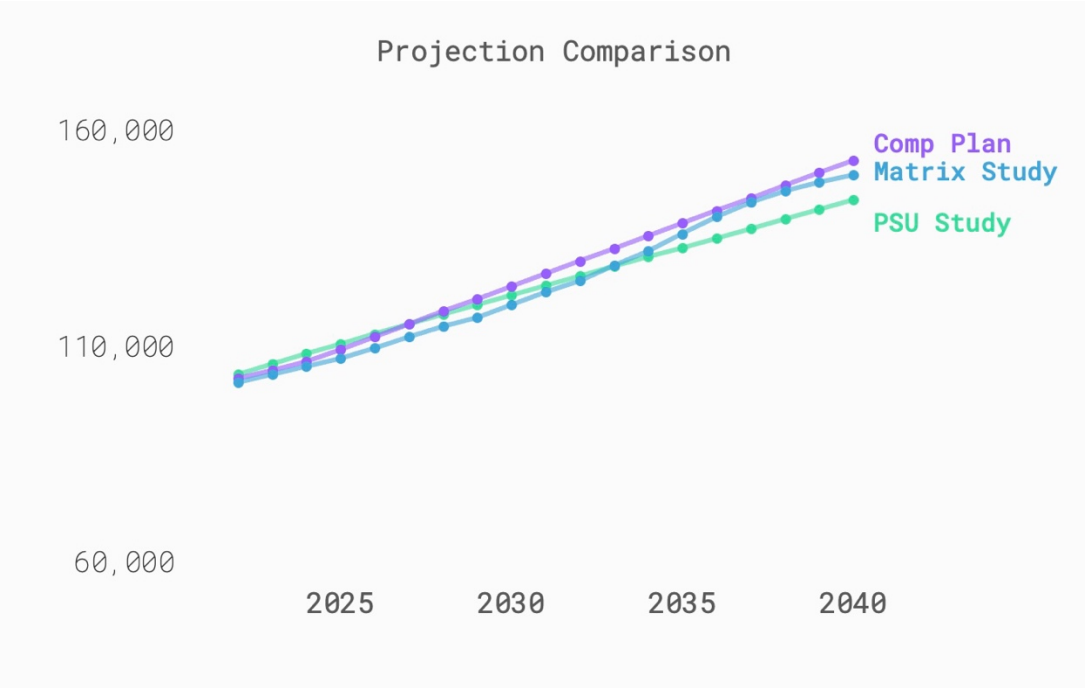


Note: The negative growth depicted in 2010 and 2020 reflects years in which the decennial census reported fewer residents than expected based on interim year estimates.

There are a few key years in the chart: 2020 represents the last decennial census (i.e., 'true' population estimate), while 2021-2023 is constructed based on American Community Survey (ACS) estimates and actual permitting activity. From 2024 (highlighted with a gray line) and every year thereafter, population estimates are based on the projection methodology.

Nonetheless, the chart demonstrates a relatively steady rate of growth compared to the average over recent years, with a moderately increasing total as major area plan communities and infill development take place, as well as possible expansions of the urban growth boundary.

Our analysis results in 150,431 residents by 2040, as opposed to the 153,696 shown by the comprehensive plan and the 144,365 forecast by the PSU study – roughly in the middle of the two projections. The ultimately minimal differences between the three projections are shown in the following chart by year.



Note: The comprehensive plan does not provide projections for each individual year. A compound annual growth rate was calculated to construct the year-over-year change.

On average, our model depicts an average year-over-year growth of just under 2,800 residents per year from 2024 – 2040, which greatly exceeds the previous period of 2010 – 2023, which saw an average of 1,886 residents added per year. This highlights the fact that this analysis is not forecasting that growth is slowing down, but rather accelerating.

(7) Forecasting Service Needs

The population projections can then be translated into service need projections – i.e., calls for service and crime occurrences – by using the current rate at which service needs are generated by area of the city.

The following table presents the results of this analysis, showing the forecasted number of calls for service overall and by area throughout the projection timeframe:

Calls for Service

Beat	2022	2028	2033	+/-11YR
D1	5,147	6,348	6,845	33.0%
D2	6,191	6,357	6,494	4.9%
D3	4,497	5,117	5,678	26.3%
D4	4,228	4,960	5,581	32.0%
D5	3,981	4,535	5,223	31.2%
D6	4,462	4,628	5,306	18.9%
D7	3,789	4,440	4,947	30.6%
Total	**32,295**	**36,385**	**40,074**	**+24.1%**

Over the entire projection period, calls for service are forecast to increase by over 24%. Through 2028 alone, calls for service will grow by an estimated 13%.

The same process is used to forecast crime occurrences, which is used as a proxy for workload for detectives and certain other interrelated functions, such as crime scene response. The following table presents the results of these calculations:

Crime Occurrences[24]

Beat	2022	2028	2033	+/-11YR
D1	1,411	1,740	1,877	33.0%
D2	1,583	1,625	1,660	4.9%
D3	1,177	1,339	1,486	26.3%
D4	1,178	1,382	1,556	32.1%
D5	1,072	1,221	1,407	31.3%
D6	1,186	1,230	1,411	19.0%
D7	1,081	1,267	1,411	30.5%
Total	**8,688**	**9,804**	**10,808**	**+24.4%**

Rates of growth are similar to calls for service, with 13% growth expected by 2028, and a cumulative increase of around 24% expected over the entire projection period.

[24] Crime occurrences by unique case numbers. Multiple crimes under the same case number are counted as a single event. This method of counting does not affect the staffing projections.

The growth in population, calls for service, and crime are summarized below:

Population and Service Needs Summary

	2022	2028	2033	+/-11YR
Population	102,133	115,108	129,191	**+26.5%**
Calls for Service	32,295	36,385	40,074	**+24.1%**
Crime	8,688	9,804	10,808	**+24.4%**

Even after accounting for the differential impact of growth in the seven geographic zones, the rates of increase for population, calls for service, and crime are relatively similar overall. Population grows by more than 26%, while calls for service and crime are minimally behind, at 24.1% and 24.4% increases, respectively, over the 11-year period.

3. Projection of Staffing Needs

The following sections culminate the analysis by translating projected service needs into staffing needs over the next decade.

(1) Methodological Overview

The service impacts forecast provides the roadmap for projecting department staffing needs over the next decade. As the units that directly handle the workload generated by these service needs, such as patrol officers handling calls for service, their staffing needs grow as well. And as many functions are interrelated to these workloads, the impacts of growth on staffing needs affect the entire department in different ways. Consequently, it is critical to model the effects of growth on staffing needs at the level of individual positions, examining how growth impacts each function.

It is important to note that the staffing projections are designed to maintain the same level of service recommended now under current workloads as service needs evolve in the future. As a result, if staffing additions were not made as growth impacts occur, service levels would diminish over time.

The staffing projections are constructed on a position-by-position basis and are ultimately driven by the workload generated by service needs, and the relationships between department functions and their staffing needs. To make the analysis more replicable in the future, the methodologies used to determine each position's staffing needs are grouped into categories, as described below:

Overview of Staffing Methodology Categories

Workload-Based

The staffing needs of many positions are directly tied to handling a measurable workload that scales with growth and development.

Example: Detective positions are driven by the number of cases that are generated, which can be modeled by using UCR Part I crime occurrences as an index variable.

1:8 Ratio-Based

Needs for the position form a direct relationship to another variable, whereby staffing can be expressed as a ratio.

Example: School resource officer (SRO) staffing scales directly with the number of schools that they must cover.

Fixed Coverage

Staffing needs that are based on achieving a set level of deployment or coverage, as determined by a coverage objective, scheduling, and net availability factors.

Example: School resource officer (SRO) staffing scales directly with the number of schools that they must cover.

Non-Scaling

Positions that occupy a role that, within the general frame of the analysis, will not scale with growth. Many of these are unique positions, such as the chief of police, while others are driven by workloads that are not significantly impacted by growth and development.

Example: The chief of police, as well as certain administrative support positions.

Span of Control

Supervisors scale based on the targeted number of direct reports for that function.

Example: Patrol sergeant staffing is based on maintaining a span of control ratio.

For each position, a short description is provided for the selected methodology used to project its staffing needs. Additionally, some positions recommended for creation, reclassification, or transfer to another organizational unit are noted in *blue text*.

(2) Comprehensive List of Staffing Projections

The following table presents the results of the staffing projection analysis, which uses the forecasted service need impacts from growth and development to determine how police staffing must keep pace over the next decade. It is worth noting again that the projections are based on maintaining the same level of service recommended in the current staffing analysis as growth and development shape service needs. Consequently, the projected staffing increases over the planning timeframe do not represent expansion or enhancement of service levels. Instead, the projections represent the minimum needed to keep pace with growth and development.

The "Rec." column refers to the staffing levels as recommended in this report for the year 2023, whereas "Auth" represents current authorized (budgeted) staffing levels. Successive years are shown in five-year increments.

A summary of forecasted staffing needs is presented following the comprehensive list.

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
Office of the Chief						
Admin	Chief of Police	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Deputy Chief	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Comm. Manager	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Executive Assistant	Non-scalable Unique role – staffing does not scale directly with service needs.	1	1	1	1
Professional Standards	Lieutenant	Ratio-based Scales in relation to the number of sworn in the department as a proxy for IA workload, at 1 per 150 sworn (combined with below position).	1	1	1	1

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Detective	Ratio-based *Position does not exist yet.* Scales in relation to the number of sworn in the department as a proxy for IA workload, at 1 per 150 sworn (combined with above position).	0	0	1	1
Compliance	Compliance Coordinator	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1

Support Division

Admin	Captain	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Lieutenant	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
	Recruitment Coordinator	Ratio-based Scales in relation to the number of sworn in the department, at a ratio of 1 per 100.	1	1	1	2
	Community Liaison	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
	Program Coordinator	*New Position* Recommended creation of a new position to manage the wellness program.	0	1	1	1
Training Unit	Sergeant	Non-scalable Unique role – staffing does not scale directly with service needs.	1	1	1	1
	Officer	Ratio-based Scales in relation to the number of sworn in the department, at a ratio of 0.5 per 50.	1.5	2.5	3	3

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Police Training Asst.	*New Position* Recommended creation of a new position.	0	1	1	1
IT Unit	Program Manager	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Public Safety Sys Admin	Ratio-based Scales in relation to the size of the department, at 1 per 70 FTEs.	3	3	3	3

Business Services Division

Business Services	Business Manager	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
	Supervisor	*New Position* Span of Control Based on span of control ratio of 1 position per 10 reports.	0	1	1	1
	Sched/Payroll Analyst	Ratio-based Scales in relation to the size of the department, at 1 per 100 FTEs.	2	2	2	2
	Purchasing Coord.	Ratio-based Scales in relation to the size of the department, at 1 per 100 FTEs.	2	2	2	2
	Logistics Coordinator	Ratio-based Scales in relation to the size of the department, at 1 per 100 FTEs.	1	1	2	2
	Program Manager	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
Evidence Unit	Program Supervisor	Span of Control Based on span of control ratio of 1 position per 10 reports.	1	1	1	1

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Sr. Program Spec.	**Workload-based** Scales in relation to Part I crime occurrences, relates to evidence workload.	2	2	2	2
	Sr. Prog Spec. CODE/BWC	**Workload-based** Scales in relation to Part I crime occurrences, relates to evidence workload.	2	2	2	2
Records Unit	Records Supervisor	**Span of Control** Based on span of control ratio of 1 position per 10 reports.	1	1	1	1
	Sr. Program Spec.	**Workload-based** Scales in relation to calls for service, which forms a relationship with records workload.	2	2	2	2
	Program Specialist	**Workload-based** Scales in relation to calls for service, which forms a relationship with records workload.	3	4	5	5
	Entry Program Spec.	**Workload-based** Scales in relation to calls for service, which forms a relationship with records workload.	1	1	1	1

Patrol Division

Admin	Captain	**Non-scalable** Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Senior Admin Spec.	**Non-scalable** Staffing does not scale directly with service needs.	1	1	1	1
Patrol (Cmd. A+B)	Lieutenant	**Coverage-based** Scales based on fulfilling schedule requirements. Identified need for additional coverage by 2033.	2	2	2	3

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Sergeant	**Span of Control** Based on span of control ratio of 1 position per 7 reports.	12	12	12	13
	Officer	**Workload-based** Scales in relation to calls for service, which relates to the position's workload.	42	46	52	57
	Officer (K9)	**Coverage-based** Scales based on desired K9 coverage. Identified need for more coverage and capabilities, incrementally in 2028 and 2033.	4	4	4	4

Investigations Division

Admin	Captain	**Non-scalable** Executive position. Staffing does not scale directly with service needs.	1	1	1	1
Investigations	Lieutenant	**Non-scalable** Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Sergeant	**Span of Control** Based on span of control ratio of 1 position per 9 reports.	2	2	2	2
	Corporal	**Workload-based** Scales in relation to crime occurrences, which can be used as a proxy for the number of investigable cases.	2	2	2	2
	Detective	**Workload-based** Scales in relation to crime occurrences, which can be used as a proxy for the number of investigable cases.	8	8	9	10

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Investigative Analyst	New Position Recommended creation of a new position.	0	1	1	1
Digital Forensics Unit	Detective	Workload-based Scales in relation to crime occurrences, which can be used as a proxy for digital forensics work.	2	4	5	5
Crime Scene Investigations	Crime Scene Investigator	Workload/Coverage-based Scales in relation to crime occurrences as a proxy for callouts but can be superseded by need for greater coverage by 2033.	1	2	2	3
CODE	Lieutenant	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
	Detective	Elective Set based on desired level of focus or service need objectives.	3	3	3	3
	Admin Support Spec.	Non-scalable Staffing does not scale directly with service needs.	1	1	1	1
Command 3						
Cmd. 3 Admin	Lieutenant	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1
	Crime Analyst	Ratio-based Scales in relation to the number of sworn in the department, at a ratio of 1 per 100.	1	1	1	2
Traffic Unit	Sergeant	Span of Control Based on span of control ratio of 1 position per 5 reports (combined with the recommended corporal position).	1	1	1	1

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Corporal	New Position Recommended creation of a new position.	0	1	1	1
	Officer	Workload-based Scales in relation to traffic accidents and need for enforcement, with population used as a proxy.	3	5	6	6
	Officer (DUI)	Workload-based Scales in relation to traffic accidents and need for enforcement, with population used as a proxy.	2	2	2	3
CSO Unit	CSO Lead	Span of Control Based on span of control ratio of 1 position per 6 reports.	2	2	2	2
	CSO	Workload-based Scales in relation to calls for service, which forms a direct relationship with the position's workload.	10	10	11	12
Comm. Response Team	Sergeant	Span of Control Based on span of control ratio of 1 position per 9 reports.	1	1	1	1
	Officer	Workload-based Scales in relation to calls for service, which forms a direct relationship with the position's workload.	3	3	3	4
Prob. Oriented Policing	Sergeant	Span of Control Based on span of control ratio of 1 position per 9 reports.	1	1	1	1
	Officer	Workload-based Scales in relation to population.	2	2	2	3
SRO Unit	Sergeant	Span of Control Based on span of control ratio of 1 position per 5 reports.	1	2	2	2

Unit/Division	Position	Scaling Factors	Auth	Rec.	2028	2033
	Officer	Ratio-based Scales in relation to the number of schools that must be covered. Two new high schools are expected over the next 17 years, of which 1 can be expected within the next 10.	5	9	9	10
Command 4						
Cmd. 4 Admin	Lieutenant	Non-scalable Executive position. Staffing does not scale directly with service needs.	1	1	1	1

(3) Summary of Staffing Projections

The following pair of tables summarize the difference between the staffing levels recommended in the current analysis versus throughout the projected timeframe, separately for sworn and civilian employees:

Summary of Projected Staffing Needs (Sworn Employees)

Division	Curr.	Rec.	2028	2033	+/-10YR
Office of the Chief	3	3	4	4	+1
Support Division	4.5	5.5	6	6	+0.5
Business Services Division	0	0	0	0	0
Patrol Division	61	65	71	78	+13
Investigations Division	41	50	53	58	+8
Total	**109.5**	**123.5**	**134**	**146**	**+22.5**

Summary of Projected Staffing Needs (Civilian Employees)

Division	Curr.	Rec.	2028	2033	+/-10YR
Office of the Chief	3	3	3	3	0
Support Division	6	8	8	9	+1
Business Services Div.	19	21	23	23	2
Patrol Division	1	1	1	1	0
Investigations Division	15	17	18	21	+4
Total	**44**	**50**	**53**	**57**	+7

Over the next decade, an additional 22.5 sworn and 7 civilian employees are needed beyond what is recommended in the current staffing analysis *in order to maintain the same level of service* as growth and development occur in the city. These changes represent 18% and 14% increases, respectively, to sworn and civilian staffing over the current staffing recommendations – in line with the projected increases in population and service need impacts over the period.

Importantly, the department and the city will be provided with the projection spreadsheet in order to update the analysis as the pace of development changes and special projects occur more quickly, are delayed, or do not occur at all.

Recommendation:

By 2033, increase staffing by 22.5 sworn and 7 civilian positions in order to provide the same level of service that is recommended in the current staffing analysis as growth and development occur[25].

[25] Any changes to service levels, or the addition of any new units or services will consequently update the number of staff needed to account for projected growth impacts.

Attachment – Results of the Police Department Employee Survey

The Matrix Consulting Group (MCG) was retained by the City of Bend (OR) to complete an Organizational and Staffing Assessment of the Bend Police Department (BPD). The scope of work included a survey to gauge the attitudes of the employees of the department in various topics about the Department and serving the community. An employee survey is important in any police study today.

Initial invitations were distributed to BPD employees on December 20, 2022, with the survey closing on January 3, 2023. Of the 153 total invitations sent to BPD employees, there were a total of 120 responses (either partial or complete) received by the project team, resulting in a response rate of 78.4%. This response rate is extraordinary in a departmental staffing study.

Employee Survey Results

Responses are organized into sections based on question topic/themes. MCG project staff arrived at these specific questions and themes after consultation with members of BPD administration during the early stages of the project.

1. Respondent Demographics and Background Information

This section provides information relating to the demographics and background information of responding employees of BPD. These demographics will be utilized to construct crosstabulations of viable responses in succeeding sections.

Of the 120 responding employees, there were a total of 92 (77%) sworn employees compared to 28 (23%) of civilian employees.

Employment Status	%	#
Sworn Employee	76.7%	92
Civilian Employee	23.3%	28
Total Responses	**100.0%**	**120**

A large majority of respondents indicated being a male (70%), followed by Female respondents (27%). Four employees (3%) declined to indicate their gender.

Employee Gender	%	#
Male	70.0%	84
Female	26.7%	32
Prefer Not to Answer	3.3%	4

Most responding employees indicated that they have served BPD for 5 years or less (39%), followed by a relatively equal number of respondents indicating that they have served BPD from 5 to 10 years and 15 years or more (25%).

Employee Tenure	%	#
Less than 5 years	39.2%	47
Between 5 and 10 years	25.8%	31
Between 11 and 15 years	8.3%	10
15 years or more	25.0%	30
Prefer Not to Answer	1.7%	2

A large majority of respondents are sworn line staff (57%), followed by Civilian, Non-supervisory personnel (22%). Sworn Supervisory personnel accounted for 18% of the respondents. Overall, 75% of respondents were sworn personnel compared to 25% civilian ranks.

Employee Current Rank	%	#
Civilian: Non-Supervisory	21.7%	26
Civilian: Supervisory	3.3%	4
Sworn: Police Officer, Detective, or Corporal	56.7%	68
Sworn: Sergeant, Lieutenant, Captain, Deputy Chief, or Chief of Police	18.3%	22

A total of 41% of respondents indicated obtaining, at least, a 2-year college degree. Twenty-three respondents (19%) indicated that they had only completed some college, while 3% of respondents have obtained a High School Diploma. Thirteen respondents (11%) indicated that they have completed Graduate School.

Employee Level of Education	%	#
High School Diploma	3.3%	4
Some College	19.2%	23
2-year Degree	18.3%	22
4-year Degree	44.2%	53
Graduate School	10.8%	13
Prefer Not to Answer	4.2%	5

A large majority (85%) of respondents indicated that they were White, followed by Hispanic/Latino respondents (7%). Four respondents (3%) declined to answer this question.

Employee Race	%	#
White	85.0%	102
Black	0.0%	0
Asian	0.8%	1
Hispanic or Latino	6.7%	8
Indian	0.0%	0
Other	4.2%	5
Prefer Not to Answer	3.3%	4

Respondents from the Patrol Division accounted for half of respondents (50%), as to be expected as it is the largest Division in the agency. This was followed by Support Division respondents (26%) and Investigative Division respondents (15%).

Current Assignment	%	#
Chief's Office	3.3%	4
Patrol Division	50.0%	60
Support Division	25.8%	31
Investigative Division	15.0%	18
Business Service	5.8%	7

2. Employee General Opinions

The following section reports on responses to general opinion questions that were presented to responding employees. The general topics section was asked to all responding employees, regardless of current assignment, while subsequent sections outlined below presents questions to those employees with specific employee demographics.

Questions regarding these topics were asked in statement form, asking respondents to indicate their level of agree (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

General Opinion Matrix

General topics questions were asked to all staff. These questions cover topics such as relationships with the community and City government, training, operations, organization, and communication. Results are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	The Bend Police Department provides a high level of service to the community.	1%	4%	18%	76%	1%
2	Community policing is a high priority for the Bend Police Department.	1%	7%	35%	55%	2%
3	In general, the Bend Police Department has a good relationship with the community.	1%	0%	37%	61%	1%
4	I receive enough training to be effective at my job.	1%	10%	44%	43%	2%
5	I have the technology necessary to complete my job tasks adequately and efficiently.	1%	5%	50%	42%	3%
6	The Bend Police Department's hiring practices bring in the best officers/employees for the job.	3%	20%	41%	32%	4%
7	There is clear communication from the top of the organization.	9%	30%	39%	19%	3%
8	Supervisory spans of control are adequate.	11%	19%	51%	14%	4%
9	Support functions outside of the Patrol Division are adequately staffed to ensure the maintenance of service level goals.	23%	32%	36%	6%	3%
10	The City of Bend has done an adequate job in providing resources to the police department to respond to the growing demand in Bend.	27%	44%	20%	6%	3%
11	Bend PD has the resources necessary to properly respond to the increase in demand for AMI and homelessness issues.[26]	52%	38%	5%	1%	3%
12	The Wellness Program at BPD is successful in providing mental and physical wellness resources to employees.	3%	21%	50%	22%	4%

[26] This question has been shortened for formatting purposes. The statement presented to survey respondents read as follows: "Bend PD has the resources necessary to properly respond to the increase in demand for services because of the growing mental health and homelessness issues within the community.

Responding employees indicated having high levels of agreement relating to the following topics:

- BPD employees feel that they provide a high level of service to the community,
- Community policing is a high priority for BPD,
- BPD employees have a good relationship with members of the Bend community,
- The amount of training BPD employees receive is sufficient,
- Technology resources provided to employees allow for efficiency of job tasks,
- BPD's hiring practices are bringing in the best candidates for the job,
- There is clear communication throughout the Department,
- There are adequate spans of control throughout the Department, and
- The Wellness Program at BPD is successful in its aim to provide officers and employees mental and physical health resources.

While there is a long list of questions with high levels of agreement amongst BPD staff, there are also a variety of areas identified by MCG project staff as opportunities for improvement within BPD. These topics are listed and expanded upon in the section below.

General Topics Opportunities for Improvement

Expansion of these areas are listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

#9: "Support functions outside of the Patrol Division are adequately staffed to ensure the maintenance of service level goals."

A total of 55% of respondents disagreed (either strongly disagreed or disagreed) with this statement relating to the staffing of support functions at BPD. These findings were consistent across all relevant employee demographics, exemplified by the findings across all employee tenure categories shown below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	13%	22%	51%	11%	2%
Between 5 and 10 years	31%	24%	31%	3%	10%
Between 11 and 15 years	40%	40%	20%	0%	0%
15 years or more	24%	48%	24%	3%	0%
Prefer Not to Answer	0%	100%	0%	0%	0%

#10: "The City of Bend has done an adequate job in providing resources to the police department to respond to the growing demand in Bend."

There was a total of 71% of employees that disagreed with the statement above regarding the support and resources provided by the City of Bend. These findings were also found consistently across a majority of employee demographic categories; however, sworn employees disagree with this statement at a slightly higher rate than that of civilian employees. This trend is exemplified in the table below:

Employment Status	SD	D	A	SA	NO
Sworn Employee	34%	45%	15%	5%	1%
Civilian Employee	7%	39%	36%	11%	7%

#11: "Bend PD has the resources necessary to properly respond to the increase in demand for services because of the growing mental health and homelessness issues within the community."

A large majority (90%) of respondents indicated that they disagree that BPD has the resources necessary to address the growing demand for AMI and homelessness response issues present in Bend. Findings indicate that this trend is consistent throughout all employee demographics, noted by the findings across employment status shown below.

Employment Status	SD	D	A	SA	NO
Sworn Employee	63%	34%	2%	0%	0%
Civilian Employee	18%	50%	14%	4%	14%

General Opinions Open-Ended

At the conclusion of the general opinions multiple-choice section, respondents were provided the opportunity to expand upon any of the addressed topics. Responses (36) underscored the trends outlined in the previous section – indicating a lack of satisfaction with the level of staffing (both sworn and civilian) throughout the Bend Police Department, as well as indicating that the Health and Wellness program that has been instituted by BPD has been worthwhile and allowed employees to maintain health and wellness goals that they have.

3. Patrol Specific Questions

MCG staff and BPD administration also selected a bank of questions to ask specifically to patrol officers of BPD. These questions are pertinent to gauge opinions relating to daily operations of patrol efforts and services directed toward citizens of Bend.

Patrol Demographics

In total, 41 personnel indicated being currently assigned to patrol and responded to this bank of questions. These respondents were spread across all three shifts currently deployed by BPD, as shown in the following table.

Patrol Shift	%	#
Days	36.1%	22
Mids	41.0%	25
Nights	23.0%	14
Total	100.0%	61

Patrol Multiple Choice Matrix

These multiple-choice questions were also asked in statement form like the general opinion questions were above, asking patrol officers to indicate their level of agreement with said statement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

#	Statement	SD	D	A	SA	NO
1	We have sufficient proactive time available to address problems in the community.	27%	48%	22%	2%	2%
2	Most of the time, there are adequate backup units available.	7%	55%	35%	2%	2%
3	Our response times to lower priority calls are adequate.	15%	22%	53%	8%	2%
4	Our response times to higher priority calls are adequate.	2%	22%	57%	18%	2%
5	Our current shift schedule allows for officers to complete an adequate amount of work responsibilities.	5%	28%	43%	18%	5%
6	The rotation of patrol shifts every two months increases my job satisfaction.	23%	20%	25%	13%	18%
7	Our shift schedule allows for adequate work / life balance.	2%	15%	33%	42%	8%
8	The amount of overtime I am required to work is reasonable.	7%	3%	52%	25%	13%
9	Patrol Sergeants have an adequate presence in the field.	10%	28%	37%	18%	7%
10	The number of investigative responsibilities that patrol officers have is reasonable.	45%	37%	15%	3%	0%

Results presented above show that patrol officers had a positive outlook and high levels of agreement relating to topics such as 1) response times to both low- and high-priority calls for service, 2) the feasibility of the current shift schedule, 3) the reasonableness of expected overtime hours, and 4) the presence of patrol Sergeants in the field.

While there were several positive findings presented above that BPD Command Staff should attempt to build on, there were also areas in which high levels of disagreement amongst responding patrol officers present opportunities for improvement that BPD administration can focus on improving in the future. These topics are identified and described in depth in the following section.

Patrol Areas for Improvement

Expansion of these areas are listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

#1: "We have sufficient proactive time to address problems in the community."

A total of 75% of respondents assigned to patrol functions at BPD disagreed (either strongly disagreed or disagreed) with this statement regarding the sufficiency of proactive time in the field. These findings are more notable from employees currently assigned to the mid shift within the Patrol Division, as shown in the table below.

Patrol Shift	SD	D	A	SA	NO
Days	19%	48%	29%	0%	5%
Mids	40%	44%	16%	0%	0%
Nights	14%	57%	21%	7%	0%

While this finding is prevalent throughout mid shift patrol officers, there is still a high level of disagreement with this statement across the board. Also, this finding is what is to be expected on behalf of patrol officers, as mid shift handles an increased number of calls for service compared to the other two patrol shifts.

#2: "Most of the time, there are adequate backup units available."

Findings indicate that half (62%) of respondents disagreed with this statement questioning the availability of backup units in the field. This finding is consistent across all relevant employee demographics, notably that of patrol shift assignments:

Patrol Shift	SD	D	A	SA	NO
Days	5%	48%	38%	5%	5%
Mids	12%	56%	32%	0%	0%
Nights	0%	64%	36%	0%	0%

#6: "The rotation of patrol shifts every two months increases my job satisfaction."

A total of 43% of respondents disagree that the current shift rotation practices of BPD patrol increase their job satisfaction. While this is not as drastic of a negative finding as those presented previously, MCG project staff felt inclined to investigate further, as only 13% of respondents strongly agreed with this statement. Findings across employee tenure categories are presented below for reference:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	16%	20%	36%	16%	12%
Between 5 and 10 years	25%	19%	19%	6%	31%
Between 11 and 15 years	25%	25%	38%	13%	0%
15 years or more	30%	20%	0%	20%	30%
Prefer Not to Answer	100%	0%	0%	0%	0%

The table above shows that the level of disagreement is slightly less prevalent at the beginning of patrol officer's career. Overall, 50% of employees over the 10-year mark in their career disagree with this statement relating to the shift rotation schedule.

#10: "The number of investigative responsibilities that patrol officers have is reasonable."

A large majority (82%) of respondents disagreed (either disagreed or strongly disagreed) with this statement regarding the investigative responsibilities of patrol officers in the field. These findings are consistent across all employee demographic categories, as shown below across patrol shift assignment:

Patrol Shift	SD	D	A	SA	NO
Days	38%	38%	24%	0%	0%
Mids	64%	24%	12%	0%	0%
Nights	21%	57%	7%	14%	0%

Patrol Open-Ended

Following the previous multiple-choice section, patrol personnel were presented the option to expand upon any of the previous topics in the multiple-choice section. Responses (30 total) indicated that they feel that they do not have enough officers and an increase in staffing is integral to the functionality of the department moving forward. Further, responses underscored the findings relating to the investigations question above, as well as the fact that the 4 on/4 off patrol shift schedule is very desirable.

Rank	Response
1	Need More Officers
2	Inhibiting Investigations
3	4 on/4 off Approved

4. Open-Ended Responses

The concluding sections of the survey asked all respondents to answer in open-ended form, indicating what they thought were 1) the top three strengths of BPD, and 2) the top three opportunities for improvement at BPD. Keyword phrase analysis was used by project staff to analyze these open-ended responses. The most frequent responses are displayed in the following tables. Number of responses are displayed for each corresponding table (as these responses were optional, with up to three responses for each survey respondent).

Top 3 Strengths of BPD

Responses relating to the top three strengths of BPD were the 1) staff members throughout the Department (including command staff and supervisor), 2) the community policing philosophy that is practiced throughout the Department, 3) the resources provided to employees, and 4) the training received by employees at BPD.

Rank	Response
1	Staff
2	Philosophy
3	Resources
4	Training

Top 3 Opportunities for Improvement at BPD

Responses relating to the top three opportunities for improvement within BPD is that of 1) Staffing, 2) Recruitment and Retention, 3) Accountability, and 4) Communication. Staffing concerns related to both sworn and civilian staffing ranks, indicating

dissatisfaction with the number of staff in some units as well as the fact that some units have been dismissed in recent years. Recruitment and retention concerns surrounded the concern of losing valuable employees to surrounding agencies if proper steps were not taken. Accountability responses indicated dissatisfaction with disciplinary protocols as well as performance indicators across different units (e.g., patrol vs. investigations). Communication responses consistently mentioned that, while there is information flow down the chain of command, employees feel that it is inconsistent.

Rank	Response
1	Staff
2	Recruitment/Retention
3	Accountability
4	Communication

BPD administration should take relevant steps to address these concerns on behalf of BPD employees.